



Treasury Board of Canada Secretariat



For the
period ending
March 31, 1997



Improved Reporting to Parliament —
Pilot Document

Canada

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Foreword

On April 24, 1997, the House of Commons passed a motion dividing what was known as the *Part III of the Estimates* document for each department or agency into two documents, a *Report on Plans and Priorities* and a *Departmental Performance Report*. It also required 78 departments and agencies to table these reports on a pilot basis.

This decision grew out of work by Treasury Board Secretariat and 16 pilot departments to fulfil the government's commitments to improve the expenditure management information provided to Parliament and to modernize the preparation of this information. These undertakings, aimed at sharpening the focus on results and increasing the transparency of information provided to Parliament, are part of a broader initiative known as "Getting Government Right".

This *Departmental Performance Report* responds to the government's commitments and reflects the goals set by Parliament to improve accountability for results. It covers the period ending March 31, 1997 and reports performance against the plans presented in the department's *Part III of the Main Estimates* for 1996-97.

Accounting and managing for results will involve sustained work across government. Fulfilling the various requirements of results-based management – specifying expected program outcomes, developing meaningful indicators to demonstrate performance, perfecting the capacity to generate information and report on achievements – is a building block process. Government programs operate in continually changing environments. With the increase in partnering, third party delivery of services and other alliances, challenges of attribution in reporting results will have to be addressed. The performance reports and their preparation must be monitored to make sure that they remain credible and useful.

This report represents one more step in this continuing process. The government intends to refine and develop both managing for results and the reporting of the results. The refinement will come from the experience acquired over the next few years and as users make their information needs more precisely known. For example, the capacity to report results against costs is limited at this time; but doing this remains a goal.

This report is accessible electronically from the Treasury Board Secretariat Internet site:
<http://www.tbs-sct.gc.ca/tb/key.html>

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Treasury Board of Canada Secretariat

Performance Report

**For the
period ending
March 31, 1997**

Marcel Massé
President of the Treasury Board

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Executive Summary

Treasury Board of Canada Secretariat (TBS or the Secretariat) is the employer and general manager of the Public Service. The role of TBS is to define and develop modern governance at the federal level. In this vision of governance, the primary accountability for Public Service management lies with departments while the Treasury Board, and its Secretariat, act as a management board providing strategic leadership through emphasis on results-based management.

The Central Administration of the Public Service Program has five business lines:

- 1) Resource Planning and Expenditure Management;
- 2) Human Resources Management;
- 3) Comptrollership;
- 4) Information Technology and Information Management; and
- 5) Canada Infrastructure Works.

The Secretariat has actively supported 'getting government right' by delivering on its commitments to Canadians according to its business lines. Some of the key accomplishments are listed below.

Resource Planning and Expenditure Management

- The Program Review process has reduced direct program spending and noticeably changed the way government is doing business. As a result of the actions announced in the 1994, 1995 and 1996 Budgets, program spending will have declined for six consecutive years by 1998/99. Total federal program expenditures will have declined over the same period from 15.8 per cent of GDP to 11.9 per cent, the lowest level in 50 years. The business planning process has successfully supported the implementation of Program Review decisions and the consequent control of government expenditures leading to the impending elimination of the deficit.
- In 1996/97 TBS split the Part III report of the Estimates into two reports: a spring planning document and a fall report on performance. With a report on the past year available in the fall, parliamentarians have information on the performance of government departments and agencies six months earlier than under the old system. The information provided is more concise and is focused on results achieved against commitments, rather than primarily consisting of accounting data. TBS, along with sixteen departments and agencies, presented pilot Departmental Performance Reports in October 1996, and pilot reports on Plans and Priorities with the Main Estimates in February 1997. Based on the response to the trial, the House has extended this pilot to include all departments and agencies in 1997/98.

- TBS has developed the principles for a more results-based framework entitled, the Planning, Reporting and Accountability Structure (PRAS). This structure will replace the Operational Planning Frameworks currently in use. The new PRAS structure will be implemented with the 1998/99 Estimates.
- TBS has worked widely with departments to apply the principles, criteria and strategies to identify tools for innovative program delivery and to make arrangements to achieve citizen- or client-centred and affordable government services. Considerable progress has been achieved in a number of specific projects.
- TBS revised the policy on user charging and cost recovery which now embraces broadly accepted principles which would allow departments and their clients to reach consensus as to the appropriate level of cost recovery in their particular circumstances.
- The Secretariat worked with responsible departments to assist them in delivering on regulatory commitments in the six industrial sectors identified in the Building a More Innovative Economy (BMIE) initiative. Within the target sectors, specific commitments outlined in the original BMIE document have either been met or measures to address remaining concerns have been put in place by the responsible departments.

Human Resources Management

- Public Service reductions and global payback of investment in departure programs are on track. The size of the Public Service was reduced by more than 30,000 employees (net) in two years. Reductions in salary and wage envelope expenditures are being achieved consistent with the objectives of Program Review.
- The Secretariat, on behalf of the Employer, negotiated amendments to the Work Force Adjustment Directive (WFAD) with respect to Alternative Service Delivery (ASD) and reached agreement with 15 of the 16 Public Service unions.
- In December 1996, the Treasury Board announced a new occupational group structure that reduces the number of occupational groups in the Public Service from 72 to 27. Of these, 23 are represented by a bargaining agent.
- Collective bargaining resumed with unions in January 1997. The first agreement was successfully negotiated on March 21, 1997 with the Ship Repair Chargehands (SRC) group.
- During the fiscal year 1996/97, the Universal Classification Standard (UCS) was extensively redesigned, to ensure that it is capable of measuring the full range of work being performed across the Public Service.

- Under the La Relève initiative, the Secretariat initiated a fundamental review of the human resources management framework that applies to the executive leadership of the federal Public Service, including their compensation package.
- In conjunction with several key departments and other central agency colleagues, the Secretariat worked on a broad Vision document, which outlines the strategic direction for employment equity in the Public Service over the next five years. It also defines the sharing of roles and responsibilities between the central agencies and departments under the new *Employment Equity Act* to clarify obligations and support accountability.
- In June 1996, the President tabled the report resulting from a departmental assessment of the performance of their offices required to serve the public in both official languages when he appeared before the Standing Joint Committee on Official Languages.

Comptrollership

- To help renew and modernize comptrollership, the Independent Review Panel on Modernizing Comptrollership was formed in November 1996. The mandate of the panel is to make recommendations on how comptrollership should evolve to reflect the changing business and operating needs of the government. The panel is scheduled to submit its report in the fall of 1997.
- In October 1996, the President tabled in Parliament his annual report entitled, *Getting Government Right: Improving Results Measurement and Accountability*.
- The milestones set for the Financial Information Strategy (FIS) project are being met, with implementation scheduled for 2001. A key part of this project was the recent approval of the Master Implementation Plan.
- In early 1997, the President of the Treasury Board released a Progress Report on the quality service initiative. Overall, the report concluded that departments were making good progress in implementing quality services.
- A total of 13 Quality Services Guides have now been published. Four new guides were published during 1996/97.
- In our 1995/96 performance report, we reported that a streamlining of the Treasury Board Submission process resulted in 20 per cent fewer contract submissions. This year, we again increased the contracting authorities granted to departments and we expect a further 30 per cent reduction in contract submissions.
- The Treasury Board approved adjustments to the real property policies to better facilitate the disposal of federal lands. The Directory of Federal Real Property was improved and automated to strengthen the government's database on federal real

properties. In addition, the roles of property custodian departments in land management and disposition were strengthened to reflect their accountability.

Information Technology and Information Management

- The Canadian government has become the first national government to invest in a Public Key Infrastructure (PKI). A PKI provides public key encryption and digital signature services for designated information and electronic commerce transactions. This represents a major step towards fostering an electronic service delivery environment within government.
- In the 1996/97 fiscal year, Treasury Board Secretariat negotiated a fixed-fee licence agreement for computer-assisted access to articles published in the pages of Southam and Thomson newspapers. The effects of the licence include the elimination of much of the overlap and duplication in media monitoring and a considerable reduction in the cost of printing and distribution. The federal government has achieved an estimated savings of \$2.9 million and 43.5 full-time equivalents. These figures will be verified through an internal audit of the media monitoring implementation to date. Also, institutions are better able to comply with the expectations regarding media monitoring, and the Crown is protected against allegations of copyright infringement resulting from its use of electronic versions of newspaper clippings.
- The President of the Treasury formed the Joint Forum in December 1994 to effect a major reduction, by 1998, in the amount of time spent by small business on federal information requests. The government has dealt with two-thirds of the 100 irritants brought to the table by small business.
- Treasury Board has negotiated government-wide licences for a variety of functional systems to achieve substantial cost savings. Twelve departments have begun implementation of SAP's Integrated Financial Management System. Significant discounts from standard licence costs have been attained as well as savings related to sharing various implementation costs. For example, the SAP cluster has estimated saving \$6 million in training package preparation for the group.
- TBS has established a Year 2000 Project Office and an interdepartmental working group and has surveyed departments to determine their degree of readiness. The results of the survey indicate that departments need to expedite Year 2000 activities.

Canada Infrastructure Works

- In August 1996, Dr. Richard Soberman tabled his report entitled, *Taking Stock – A Review of the Canada Infrastructure Works Program*. His review was based on the database developed by the Canada Infrastructure Works Office, economic forecasting models, a number of municipal case studies, a survey of federal agencies responsible for program implementation, and the views and opinions of expert economists and program stakeholders. In summary, Dr. Soberman's conclusions were that Canada Infrastructure Works Program funds were spent wisely and that jobs were created for unemployed Canadians. His report also indicated that the condition of municipal infrastructure was appreciably improved across the country and that the program contributed to improving the quality of life for many Canadians.

Section I: The Message

When we undertook to keep Canadians better informed about the sound management of government business, we committed ourselves at the same time to improving the effectiveness and the efficiency of the process of providing information to Parliament.

All citizens should be able to form an objective judgment of the quality of their government. Today, Canadians expect it to be responsible, performance-oriented, open to criticism and focused on results. That is what this is about.

Last year, within the framework of improved reporting to Parliament, the Treasury Board of Canada Secretariat launched its first performance report (*Getting Government Right*). Subsequently, our report in the spring of 1997 on plans and priorities established the basis of our future actions. We must now pursue our quest for better management and better information by reporting on the progress we have made since then.

This performance report, like all those of the other government departments and agencies, is just the tool to compare our commitments with what we have achieved. Our fellow citizens will be able to see how the Treasury Board of Canada Secretariat is pursuing its own Program Review and the putting in place of the best possible system of public administration.

I invite you, therefore, to take the time to read it and send me your comments.

Marcel Massé

President of the Treasury Board

Section II: Departmental Overview

Mandate, Roles and Responsibilities

The Secretariat is responsible for the central administration of the Public Service, for government contingencies and centrally financed programs, and for employer contributions to insurance plans. The focus of this document is on the performance related to the central administration program. The other two program areas are largely statutory. Their financial results are reported in Table 3, page 43.

Anticipated Environment

Governing in the 21st century means recognizing that no one government can act alone. Given the complexity of the issues that face us as citizens in a global economy, collaboration is an essential ingredient for the success of Canada. More than ever, Canadians want their governments to work together in partnership. The Government will work with its provincial partners, with the private sector, and with other interested parties to ensure Canadians get the high quality services they require at an affordable cost.

Government in the 21st century must be an efficient, effective partner that makes wise and strategic investments in areas that really count for the future prosperity of our country. Key areas of investment include children, our most precious resource; investments in knowledge to prepare Canada's youth for the technologies and knowledge-based society of the future; investments, with the provinces, to strengthen our health system. The Government is committed to following a balanced approach of social investment and prudent financial management as it leads Canada toward renewed and lasting economic health and increased social cohesion.

The overriding goal of the Government of Canada as we approach the 21st century is to strengthen and unite this country by joining in the common purpose of keeping Canada one of the best places in the world in which to live.

The Government has regained the ability to address priorities of Canadians while living within its means. We have already begun reducing the debt as a proportion of the size of the economy. By 1998-99, the government will balance the budget for the first time in almost three decades.

As the 21st century approaches, Canadians face changes in technology and information that are as profound as those of the Industrial Revolution and that are creating dramatic opportunities for our growth and development. The revolution in the knowledge and information economy is transforming all sectors of the economy from primary resources to service industries.

Canada is well positioned to be a world leader in the global knowledge-based economy of the next century. We have the talent, we have the resources, we have the technology, and we have the institutions. We will make the information and knowledge infrastructure

accessible to all Canadians by the year 2000, thereby making Canada the most connected nation in the world.

The Government is committed to working in the international community to promote sustainable development and to achieve practical solutions to global environmental problems, such as greenhouse gas emissions and toxic chemicals. It will also continue to address the serious international problem of over-fishing. It is committed to acting at home to reduce our contribution to these problems.

A professional, non-partisan public service is very important in a well-performing civil society. Canada is served well by its public service, and the effort and dedication it exhibits in meeting the needs of citizens and in building partnerships among governments and other sectors of society. The Government will continue to renew the Public Service of Canada to ensure its members have the skills and dedication to continue serving Canadians well.

Canadians feel better about their own future and the country's future. We are looking to our future together with a new optimism. The fact that we have demonstrated our ability as a country to set ambitious goals and achieve them gives us new confidence to set higher goals for the years ahead and succeed. We need to go beyond the limits of our expectations. Our values of openness, tolerance and sharing, our qualities of social and linguistic diversity, and our high standard of living equip us exceptionally well for the challenges of the new age.

The role of TBS is to define and develop modern governance at the federal level. We are moving to an environment in which accountability for Public Service management increasingly rests with departments. This is an environment in which the Treasury Board of Canada and its Secretariat will provide strategic leadership in Public Service management and reform through a management board role emphasizing results-based management and facilitation, essential central controls, and intervention when necessary.

Key anticipated elements of this environment include the following:

- an improving fiscal situation;
- completion of implementation of Program Review coupled with a need to maintain the momentum for program improvement;
- citizen- and client-centred service delivery;
- information technology, which makes it possible to direct services electronically to many Canadian homes and workplaces;
- a modernized human resources management regime, which addresses not only the evolving environment of the federal Public Service, but also an expanded concept of the Public Sector, including new service entities and program delivery mechanisms; and

- results based decision-making processes.

Business Lines and Objectives

The Central Administration of the Public Service Program has five business lines:

1) Resource Planning and Expenditure Management

Objective: effective, government-wide expenditure planning and management;

2) Human Resource Management

Objective: a professional, representative and productive Public Service workforce;

3) Comptrollership

Objective: modern comptrollership for managing government resources;

4) Information Technology and Information Management

Objective: leadership in using information technology across government; and

5) Canada Infrastructure Works

Objective: support for the President in his role as Minister responsible for Infrastructure.

These five business lines reflect priorities that are important to Canadians. TBS is helping to ensure that Canadians – as citizens, clients and taxpayers – get maximum value from programs and services. In addition, TBS is helping to ‘get government right’ by modernizing federal programs and services to meet the needs of Canadians, today and in the future.

Section III: Departmental Performance

A. Performance Expectations – Planned Versus Actual Spending

Table 1 – Comparison of Total Planned Spending to Actual Expenditures by Business Line, 1996/97

Business Line	(\$ millions)						
	Human Resources (Full Time Equivalent)	Operating ¹	Capital	Voted Grants and Contributions	Total Gross Expenditures	Less: Revenue Credited to the Vote	Total Net Expenditures
Resource Planning and Expenditure Management	189.0	18.0			18.0	0.1	17.9
	174.3	17.9	0.3		18.2	0.3	17.9
Human Resources Management	241.0	20.5			20.5	0.1	20.4
	245.0	21.6	0.4		22.0	0.9	21.1
Comptrollership	94.5	8.0			8.0		8.0
	121.5	10.7	0.4	0.1	11.2	0.5	10.7
Information Technology and Information Management	88.5	10.7			10.7		10.7
	112.6	26.2	6.2	0.1	32.5	11.2	21.3
Canada Infrastructure Works	2.0	0.3			0.3		0.3
	7.8	0.8			0.8		0.8
TBS Corporate Administration	222.0	20.0		0.1	20.1	0.4	19.7
	220.5	20.8	0.4	0.1	21.3	0.2	21.1
Totals*	837.0	77.5		0.1	77.6	0.6	77.0
	881.7	98.0	7.7	0.3	106.0	13.1	92.9
Less: Revenue credited to the Consolidated Revenue Fund							7.7
							9.1
Cost of services provided by other departments							12.5
							12.5
Net Cost of the Program							81.8
							96.3

Note: Shaded numbers denote actual expenditures/revenues in 1996/97.

¹ Operating includes contributions to employee benefit plans and ministers' allowances.

*** 1996/97 Explanation of Change (Table 1)**

The change in financial requirements for 1996/97, which are 20.6 per cent or \$15.9 million more than planned, are primarily due to:

- Supplementary Estimates for operating costs related to shared systems initiatives (Information Technology and Information Management business line \$4.7 million, Comptrollership business line \$1.7 million) \$7.3 million
- Transfer from Treasury Board Vote 10 – Reprography to cover the annual payment for the government-wide enterprise licence for media monitoring (Information Technology and Information Management business line) \$4.6 million
- Transfer from Treasury Board Vote 5 – Government Contingencies to cover costs associated with early retirement/early departure initiatives in order to achieve down-sizing targets (all business lines) \$3.7 million
- Increased cost of employee benefit plans (all business lines) \$0.3 million

Table 2 – Departmental Planned Versus Actual Spending by Business Line

Business Lines	(\$ millions)				
	Actual ¹ 1993-94	Actual ¹ 1994-95	Actual 1995-96	Total Planned	Actual 1996/97
Resource Planning and Expenditure Management			17.3	17.9	17.9
Human Resources Management			23.7	20.4	21.1
Comptrollership			10.8	8.0	10.7
Information Technology and Information Management			14.5	10.7	21.3
Canada Infrastructure Works			1.3	0.3	0.8
TBS Corporate Administration			20.9	19.7	21.1
Total	88.2¹	87.9¹	88.5	77.0	92.9

¹ The amounts for 1993/94 and 1994/95 were previously reported on an activity basis. Refer to Table 5, p. 44 for expenditure information.

Summary of Performance Expectations

Treasury Board of Canada Secretariat committed (as reported in the 1996 Annual Report of the President, <i>Getting Government Right: Improving Results Measurement and Accountability</i>)	
to provide Canadians with:	to be demonstrated by:
Effective government-wide expenditure planning and management	<ul style="list-style-type: none"> • Allocation of resources in accordance with government priorities (Expenditure Management System) • A budget planning and consultation process which reflects the horizontal expenditure priorities of government • Better expenditure management information to Parliament in a more efficient manner (Improved Reporting to Parliament) • A strengthened Business Planning process • Thorough understanding of departmental and inter-departmental priorities, pressures and issues (program analysis and advice) • Elimination of impediments to the efficient operation of government as well as development of more efficient delivery mechanisms (Alternative Service Delivery) • Guidance which effectively communicates the priorities of the government to departments and agencies within a sound management framework • Implementation of Program Review decisions
A professional, representative and productive Public Service workforce to deliver government programs and services	<ul style="list-style-type: none"> • A renewed and streamlined human resources management framework for the Public Service • A positive labour relations environment leading to successful conclusion of collective agreements • Policies and tools and the provision of advice and guidance that enable departments to manage human resources efficiently and effectively • Effective implementation of government-wide Program Review decisions including the human resources management requirements in support of Alternative Service Delivery • Effective administration and management of human resources programs and services • Leadership in the management and professional development of specialized communities

Summary of Performance Expectations (*cont'd*)

Treasury Board of Canada Secretariat committed (as reported in the 1996 Annual Report of the President, <i>Getting Government Right: Improving Results Measurement and Accountability</i>)	
Modern comptrollership for the management of government resources	<ul style="list-style-type: none"> • An accountability and performance reporting regime that focuses on results • Implementation of full accrual accounting • Integration of quality service concepts into departmental operations • Policies and other tools that enable departments to deliver services more efficiently and effectively
Leadership in the use of Information Technology (IT) in support of the Government's renewal agenda	<ul style="list-style-type: none"> • Increased use of enabling technologies in support of program delivery • Strategic investment in IT • Effective co-operation among departments on IT issues • Good relationships between government and the IT vendor community
Support to the President in his role as Minister responsible for the Canada Infrastructure Works (CIW) program	<ul style="list-style-type: none"> • An improvement in the physical infrastructure • The creation of jobs and skills development

B. Performance Accomplishments

The results-based accountability approach to planning and reporting at the Secretariat is an evolutionary process. This approach began in the spring of 1996 with the TBS Outlook document. It was subsequently improved upon in the departmental performance report submitted last fall and with the Report on Plans and Priorities submitted as part of the Estimates process in March 1997. As a result of the continual refinement of the process, the key result areas for each of the business lines have become more focused.

In this document, we will be reporting performance against the commitments made in last fall's President's report (see chart on previous page). However, to allow for continuity in the future, we will be using a structure that corresponds with what we included in our Planning, Reporting and Accountability Structure and the commitment chart we submitted for this year's President's report (see Section IV of this report, page 45).

Note: There may not always be a direct correlation between the two charts.

Business Line 1: Resource Planning and Expenditure Management

Business Line Objective

Effective government-wide expenditure planning and management

The government uses the Expenditure Management System (EMS) to establish spending priorities. The Secretariat supports the Treasury Board by making recommendations on allocating approximately \$50 billion in direct program expenditures encompassing three areas: operating and capital budgets of government departments and agencies; payments to dependent Crown Corporations; and transfer payments to organizations, individuals, and corporations.

Existing legislation provides ongoing spending authority for the remaining government expenditures, which include major transfer programs such as Employment Insurance, elderly benefits, provincial equalization payments, and the Canada Health and Social Transfer, as well as public debt charges.

The Treasury Board is moving towards a management board role. Responding to the changing environment in which it fulfils its obligations, the Treasury Board is modernizing the way in which it exercises its responsibilities. The Treasury Board's emphasis can be said to be evolving toward a much stronger strategic and results-oriented focus and away from an emphasis on individual transactions and approvals. However, the Treasury Board still reserves its ability to intervene in specific cases when necessary.

1.1 Implementation of Program Review Decisions and Allocation of Resources in Accordance with Government Priorities

Context

The Program Review process required all ministers and senior officials to subject the programs and activities they deliver to rigorous scrutiny. The principles that guided Program Review, realigning program effort with priorities, continue to guide our plans to meet the needs of Canadians.

The Expenditure Management System (EMS) is the process used to define government spending priorities within the framework and limits established by the Budget. The renewed EMS has been crucial in reducing direct program expenditures by fostering the fiscal discipline required under the current fiscal environment, providing for reallocation of resources to pursue government priorities and facilitating the ongoing examination of programs.

Performance accomplishments

- The Program Review process has resulted in reduced direct program spending and a noticeable change in the way government is doing business. Because of the actions announced in the 1994, 1995 and 1996 Budgets, program spending will have declined for six consecutive years by 1998/99. Total federal program expenditures will have

declined over the same period from 15.8 per cent of GDP to 11.9 per cent, the lowest level in 50 years.

- TBS provided the information and analysis necessary for the decision-making process for Program Review, which enabled the Policy Committees to play an effective role, particularly with respect to the availability of funds within a sponsoring department.

1.2 Thorough Understanding of Departmental and Interdepartmental Priorities, Pressures and Issues (Program Analysis and Advice)

Context

To plan resources and manage expenditures effectively, TBS needs a thorough understanding of departmental and interdepartmental priorities, pressures and issues. The Secretariat's analysis and advice related to departmental proposals significantly affects Treasury Board decision making, particularly as the role of analysts shifts from a more traditional financial model to a broad policy and strategic focus.

Performance accomplishments

- The establishment and use of Treasury Board Secretariat teams brings expertise from different areas of TBS together. The approach has fostered broader knowledge of the issues and provides a horizontal approach to analysis that is provided to a department or agency through a single window.

1.3 Strengthened Business Planning

Context

The departmental business planning process allows Treasury Board ministers to review the general direction of each ministry, and to reassess the Treasury Board policies and delegated authorities within which ministers and their departments operate. Business planning is a more strategic approach for addressing a range of departmental portfolio and horizontal issues. Since departments prepare the products of business planning, the strength of the process is highly dependent on the quality of the plans received by the Board.

Performance accomplishments

- The business planning process has successfully supported the implementation of Program Review decisions and the consequent control of government expenditures leading to the impending elimination of the deficit. However, it is being reviewed to better support the Treasury Board's emerging role as a management board. The 1997 process includes strong requests for information on sectoral issues including horizontal policy issues and management concerns such as cost recovery, alternative service delivery and regulatory reform.
- The review of the 1995/96 Business Plan process was completed. The recommendations highlighted that the team approach used by the Secretariat should be

continued. They also illustrated a number of best practices for those producing business plans, and noted that many business plans were excellent statements of departmental strategy. The review may be accessed through the Review Information Network at http://www.info.tbs-sct.gc.ca/rin_hm_e.html.

1.4 Better Expenditure Management Information for Parliament

Context

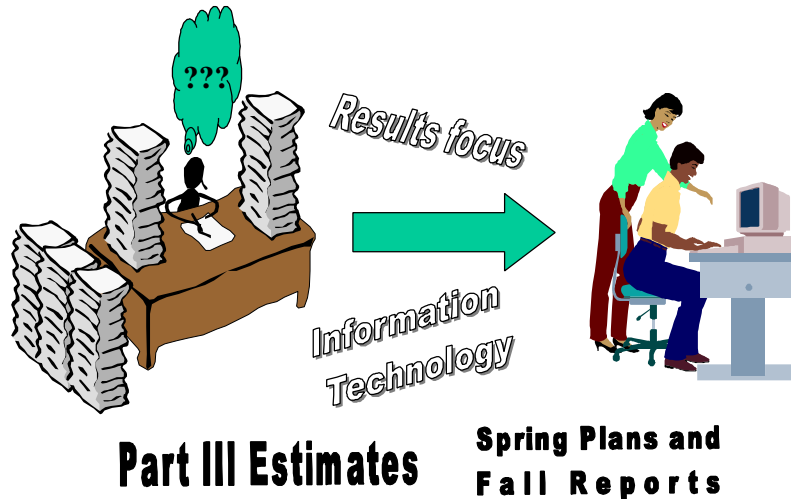
Parliament needs results-oriented, comprehensive, understandable and timely expenditure information in order to best perform their role as parliamentarians in appropriating funds for government. The Secretariat is working to promote consistency between expenditure information provided to Parliament and information used to define its plans and priorities. This includes the shift to a focus on results rather than activities, greater attention to performance, and a longer-term perspective.

Performance Accomplishments

- In 1996/97, TBS worked with Parliamentarians, the Auditor General and other interested parties to recommend changes to the format and timing of expenditure information provided to Parliament in support of its consideration and approval of the government's Estimates. At the same time, TBS worked at changing one report of the Estimates, the departmental report or Part III document, to present information in a more readable, results-oriented fashion, and to have information available at a time when it could better serve the needs of Parliamentarians. The idea was to split the Part III into two reports: a spring planning document and a fall report on performance. With a report on the past year available in the fall, parliamentarians have information on the performance of government departments and agencies six months earlier than under the old system.

The result was a pilot of 16 departments and agencies, including TBS, which presented pilot Departmental Performance Reports in October 1996, and pilot reports on Plans and Priorities with the Main Estimates in February 1997. Based on the response to this trial, the House has extended this pilot to include all departments and agencies in 1997/98.

Improved Reporting to Parliament



- TBS has developed the principles for a more results-based framework entitled, the Planning, Reporting and Accountability Structure (PRAS). This structure will replace the Operational Planning Frameworks currently in use. The objective is to ensure a consistent method of presentation of useful, results-oriented and comprehensive information to Parliamentarians and to Treasury Board ministers from year to year. This should provide a good basis for meaningful scrutiny and dialogue. The PRAS forms the architecture upon which reporting is based and the detail will be explored through other documents prepared for Parliament. TBS is working with all departments and agencies to design PRAS for each organization. The new PRAS structure will be implemented with the 1998/99 Estimates. Ten departments and agencies had an approved PRAS at the end of 1996/97.
- TBS recognizes that the move to results-based management will take time. Our results-measurement methodology will continue to improve as we adapt to the feedback of Parliamentarians and the public on how to make the reports and the measures more meaningful, useful and relevant.

1.5 Improved Service Delivery and Elimination of Impediments to Efficient Government

Context

This result area includes Alternative Service Delivery (ASD) as well as other initiatives undertaken to reduce impediments to efficient government.

The Secretariat will continue to promote more effective and efficient ways of delivering government programs and services, in collaboration with provinces, departments and non-governmental agencies. It will do so by supporting the implementation of ASD initiatives in departments as well as through other initiatives.

Performance accomplishments

- Introduced in 1995, the Treasury Board Secretariat's, A Framework for Alternative Program Delivery, has proved to be a flexible, adaptable and practical approach in the consideration of alternative delivery mechanisms. TBS has worked widely with departments to apply the principles, criteria and strategies to identify innovative program delivery methods and arrangements to achieve citizen- or client-centred and affordable government services. Considerable progress has been achieved in a number of projects, some of which are listed below, involving every dimension of the available delivery alternatives from special operating agencies to privatization initiatives. Generally, efforts have also been made to extend the knowledge and understanding of the various delivery mechanisms and to exchange and share experiences and best practices.

Key examples of progress in introducing ASD options:

- In December 1996, Treasury Board ministers endorsed and supported Special Operating Agencies (SOA) within the context of Alternative Service Delivery and approved a set of recommendations to strengthen and improve the implementation of SOAs. Treasury Board approved four new SOAs in 1996/97: Measurement Canada, Occupational and Environmental Health Services, Technology Partnerships Canada and the Superintendent of Bankruptcy.
- Throughout the 1996/97 fiscal year, TBS participated in the design and development of three major new service agencies announced in Budget 1996. The Canadian Food Inspection Agency came into being on April 1, 1997, and the supporting work for the Canada Border and Revenue Agency and the Parks Agency continued.
- The Department of Finance and TBS developed a governance and accountability structure, as well as the legislation, which was passed, for the non-share corporation, Canada Foundation for Innovation. The Foundation will deliver the government's research infrastructure support program through an ASD approach.
- Other details of TBS activity in this area can be found on the TBS website.
- TBS has enhanced the level of knowledge and acceptance of the Employee Take-over Policy approved in 1995 by communicating and consulting widely with departments. As a result of these consultations, the Employee Take-over Designates Interdepartmental Forum was created and assistance was provided to departments to design management processes.
- Similarly, TBS provided financial support to the Co-operative Alternatives for Public Service (CAPS) project, a joint Canadian Co-operative Associations and Institute of Public Administration of Canada (IPAC) sponsored initiative to research opportunities for government use of the co-operative delivery model.

- In 1996/97, the Secretariat held a series of consultation sessions with nationally-based industry groups, groups representing individual Canadians, the academic community, departments charging high user-fees, and the office of the Auditor General. In addition, much discussion was undertaken with Parliamentary Committees, as with other departments and agencies. The result was a revised policy on user-charging and cost recovery, which now embraces broadly accepted principles and allows departments and their clients to reach consensus as to the appropriate level of cost recovery in their particular circumstances. The Secretariat has also developed a concise presentation of fees collected by federal departments and agencies, which it will continue to provide annually.
- The Secretariat worked with responsible departments to assist them in delivering on regulatory commitments in the six industrial sectors identified in the Building a More Innovative Economy (BMIE) initiative. This included bringing the attention of deputy ministers to issues and seeking commitments so that the appropriate mechanisms for dealing with these issues would be in place.

BMIE resulted in a combination of legislative and administrative changes aimed at improving regulatory efficiency generally, with substantive efforts on six target sectors. Within the target sectors, specific commitments outlined in the original BMIE document have been either met or measures to address remaining concerns have been put in place by the responsible departments.

- To support compliance with the regulatory policy and adoption of the regulatory process management standards, the Secretariat prepared and distributed a self-assessment guide on the standards to all regulatory departments. To benchmark existing decision-making systems and identify where improvements may be needed, the Secretariat commissioned a study by Consulting and Audit Canada of the major regulatory departments.

The study gave the participating departments a starting point in evaluating their management systems for regulatory decision making. The seven major regulators used the self-assessment guide to refine these evaluations. These departments are now in various stages of addressing any gaps in order to meet the regulatory process management standards. Other regulatory authorities are drawing on the approach of the first group to review and adjust their systems for managing regulatory decision making in order to meet the management standards.

Business Line 2: Human Resources Management

Business Line Objective

A professional, representative, and productive Public Service

The Treasury Board Secretariat supports the President and the Treasury Board in the capacity of general manager and employer for the Public Service of Canada. In this role, the Secretariat develops, recommends and implements the human resources management framework. This framework is comprised of legislation and policies related to job

evaluation, compensation, terms and conditions of employment, training and development, labour relations, employment adjustment, the human resources framework for Alternative Service Delivery, the pension program, employee benefit and insurance programs, pay equity, employment equity and official languages.

TBS provides departments and agencies with policy direction, interpretation and advice on human resources management issues.

2.1 Modern and Effective Human Resources Management

Context

This result area includes the commitments made related to a renewed and streamlined human resources management framework for the Public Service as well as the human resources management requirements in support of Alternative Service Delivery and a positive labour relations environment leading to successful conclusion of collective agreements.

Simplifying and modernizing human resources management is key to the alignment of the Public Service work force with the government's vision, its business lines and values. Human resources reforms have come about as a result of the government's increased emphasis on client-orientation and quality service delivery. Their intent is to foster human resources management policies and programs that are more enabling; better facilitate accountability and professionalism; and promote a Public Service that is committed and equipped to provide continuing quality services to Canadians.

Performance Accomplishments

- Public Service reductions and global payback of investment in departure programs are on track. The Secretariat has continued to provide expert advice and assistance to departments on the downsizing measures, indicators and results. TBS has supported the full participation of unions through the Joint Adjustment Committees by providing funding, working tools such as regional reports, and assistance in resolving issues where appropriate. Future performance reports will assess the effects of these efforts.
- The size of the Public Service was reduced by more than 30,000 employees in two years. This represents a net change based on entries to and exits from the Public Service. Reductions in salary and wage envelope expenditures are on track with the objectives of Program Review. Employees are being treated equitably and the adverse effects of work force adjustment have been minimized. At the end of 1996/97 there were 1,044 people on the surplus list which is the lowest number in a decade. Ten employees were on Unpaid Surplus Status (USS) at March 31, 1997. On that date, only one employee had been laid off following USS since the commencement of the reduction program. For more information, see *Employment Statistics for the Federal Public Service April 1, 1996 to March 1, 1997* on the TBS web site.

- The Secretariat, on behalf of the Employer, negotiated amendments to the Work Force Adjustment Directive (WFAD) with respect to Alternative Service Delivery (ASD) and reached agreement with 15 of the 16 Public Service unions. The revised WFAD forms a large part of the Human Resources Framework for ASD along with various legislative amendments introduced via the *Budget Implementation Act 1996*. The Framework addresses the treatment of employees whose functions are transferred to other employers outside the Public Service. The Governor in Council approved an alternative WFAD applicable to the Public Service Alliance of Canada, the union that did not sign.

The revised WFAD, which came into effect July 16, 1996, expands the definition of ‘reasonable job offer’ to include job offers from employers other than federal departments. It also replaced the concepts of privatization, devolution and contracting-out with a more comprehensive approach to Alternative Service Delivery initiatives. Employee entitlements are now related to the type of employment offered to them by their new employer.

- The *Budget Implementation Act 1996*, proclaimed on May 26, 1996, modified five acts, listed below, in order to facilitate the movement of Public Service employees to other organizations due to Alternative Service Delivery.
 - New authorities for the termination of employees, the delegation of personnel management, and the transfer of human resources liabilities to other employers are available in the *Financial Administration Act*.
 - Successor rights, providing for the continuation of the collective agreement(s) and bargaining agent(s) in transfers of functions from the Public Service (under Schedule I-I) to separate employers (under Schedule I-II) were introduced to the *Public Service Staff Relations Act*.
 - Successor rights provisions, previously restricted to transfers of Public Service functions to Crown Corporations, were expanded in the *Canada Labour Code* to include transfers to all federal undertakings. An opting-out authority was included to exclude certain transfers from the application of successor rights provisions when it is in the public interest to do so.
 - The *Public Service Superannuation Act* was also amended to align with the *Pension Benefits Standards Act* and to provide for greater flexibility in the portability of pensions.
 - The *Public Service Employment Act* now provides greater scope for delegation in the area of staffing.
- In December 1996, the Treasury Board announced a new occupational group structure that reduces the number of occupational groups in the Public Service from 72 to 27. A bargaining agent represents 23 of these. Groups will be amalgamated into related job

families and will facilitate employee mobility. Bargaining agents were consulted and were supportive of the new structure.

- A total compensation approach was applied in the agreement reached between the employer and bargaining agents in early 1997 at the National Joint Council to contain the costs of both the health care and dental care plans.
- Collective bargaining resumed with unions in January 1997. The new occupational group structure is reflected in the approach to collective bargaining for the 1997 round of negotiations. Agreement was reached between the employer and the bargaining agents to meet at 29 tables, with each table negotiating one collective agreement for all the bargaining units participating at that table.

Successful Return to
Collective Bargaining



The first agreement was successfully negotiated on March 21, 1997 with the Ship Repair Chargehands (SRC) group.

2.2 A Well-Trained, Motivated Workforce with Skill Sets to Meet the Identified Requirements of the Federal Public Service

Context

This result area includes policies and tools and the provision of advice and guidance that enable departments to manage human resources efficiently and effectively as well as leadership in the management and professional development of specialized communities.

We need to ensure that the Public Service continues to attract, develop, motivate and retain talented and dedicated employees at all levels of the Public Service. The Secretariat has particular responsibilities for managing the Executive group and a number of related management development programs. We must strive to align the abilities of the work force with the stated priorities of the government in delivering services to Canadians.

Performance Accomplishments

- During the fiscal year 1996/97, the Universal Classification Standard (UCS) was extensively redesigned by committees of representatives from departments, unions, the Treasury Board Secretariat and the Canadian Human Rights Commission, along with gender-neutrality consultants. It was subsequently reviewed by an advisory committee of members representing the employer, unions, the Canadian Human Rights Commission, and the Office of the Auditor General of Canada. The first of several tests was conducted in 38 departments across the Public Service in the winter of 1996.

The test objective was to ensure that the UCS is capable of measuring the full range of work being performed across the Public Service. Early test results are very encouraging and signal that the initial redesign in 1996/97 was not far off the mark.

- Consultations were held with other stakeholders such as the Public Service Commission of Canada (PSC) and departments to ensure congruency between the UCS and initiatives related to staffing reform, skills and competencies, and simplified ways of describing work.

These three initiatives are operating simultaneously. Close working relationships have been established across the central agencies and departments to ensure that the approach to describing the work being performed is consistent with the values approved in the job evaluation tool and the competency requirements of the candidate sought to perform the work.

- Results to-date on all fronts are very encouraging. The TBS and the PSC and departments are continuing to work closely to ensure that the development of our new job evaluation system, the way we describe work and the skills and competencies of the people engaged to perform that work are consistent, coherent and reflect modern Public Service objectives.
- Under the La Relève initiative, the Secretariat initiated a fundamental review of the human resources management framework that applies to the executive leadership of the federal Public Service, including their compensation package. Demographic studies and surveys were carried out to assess executive movement. The Secretariat is assisting departments through La Relève to initiate strategies to attract, develop and retain executives. As strategies are implemented, the Secretariat will analyze results and report on progress in future performance reports.

2.3 A Representative Public Service

Context

One of the goals of employment equity is to achieve a Public Service that represents the population it serves. The Treasury Board's responsibilities are based on provisions of the *Financial Administration Act* and the new *Employment Equity Act*, which came into force in the fall of 1996.

The Secretariat continues to work with departments to identify and remove barriers to the participation of designated group members in the workforce such as: women, Aboriginal peoples, persons with disabilities, and members of visible minorities. The goal is to provide these groups with equitable employment and career opportunities and to create an environment conducive to diversity. Consultation and collaboration with employee representatives to integrate their views is crucial.

Performance accomplishments

- An analysis of the progress made in employment equity across the Public Service is provided in the most recent annual report entitled *Employment Equity in the Public Service*. This report covers the fiscal year 1995/96 and was tabled in Parliament in March 1997. Despite downsizing in the Public Service, the representation of three of the four designated groups increased slightly. The only decrease, for persons with disabilities, was very slight – from 3.2 per cent last year to 3.1 per cent on March 31, 1996. This decrease can be attributed in part to the departure incentive programs.
- The results of the Secretariat's evaluations of departmental employment equity plans and reports were used to prepare an inventory of the adjustments required for full compliance with the *Employment Equity Act*. These adjustments will form a significant portion of the work plan for the new fiscal year.
- The Act creates a new audit role for the Canadian Human Rights Commission. The Secretariat signed a Memorandum of Understanding with the Commission, which covers the exchange of information and clarifies administrative processes, in order to eliminate duplication of effort and to create a positive working relationship for the future. Six federal departments and agencies volunteered to participate in pilot audits conducted by the Commission to test the new audit criteria. The Secretariat monitored this process and helped review and comment on the criteria as they were developed. Resulting adjustments to the criteria and audit schedule will help facilitate the audit process as of October 1997 when the transition year ends.
- In conjunction with several key departments and other central agency colleagues, the Secretariat worked on a broad Vision document, which outlines the strategic direction for employment equity in the Public Service over the next five years. A comparison document defines the sharing of roles and responsibilities between the central agencies and departments under the new *Employment Equity Act* to clarify obligations and support accountability. The success of these approaches will be reported in the future.
- To help departments structure their programs for more accountability, the Secretariat developed an Employment Equity Accountability Framework. The resulting checklist of performance indicators was successfully piloted in six departments and adapted to reflect more closely the new legislation before its broader distribution in February 1997 as part of the instructions relating to departmental employment equity plans and reports.

2.4 Effective Management of the Official Languages Program

Context

Treasury Board has responsibility for the general direction and co-ordination of policies and programs related to Part IV (service to the public), Part V (language of work) and Part VI (participation) of the *Official Languages Act* in those federal institutions and other organizations subject to the Act. In addition, the Treasury Board Secretariat has a role in supporting Canadian Heritage regarding the implementation of Part VII (section 41) of the *Official Languages Act*.

The objectives of the program under these Parts of the Act are:

- to ensure that Canadians are served in the official language of their choice where so required;
- to create and maintain a work environment conducive to the effective use of both official languages where so required; and
- to ensure that the composition of the workforce of these institutions tends to reflect the presence of both communities, taking into account their mandates, the public served and the location of their offices, and that there are equal employment advancement opportunities for members of the two official languages communities.

Performance accomplishments

- The Secretariat also proceeded with consultations with regional managers to advise them on the implementation of the official languages regulations (British Columbia, Alberta, Nova Scotia) and with a series of workshops on requirements regarding service to the public (Quebec and Ontario). The objective of these consultations and workshops was to raise the awareness of managers and staff regarding legislated requirements for service to the public in both official languages so that they are better met. Appropriate measures, including evaluations and audits, will be implemented in the future to assess the level of performance in the offices concerned.
- The participation of english- and french-speaking Canadians in federal institutions reflects to a reasonable degree the presence of both groups in Canada. In Quebec, anglophone participation in the Public Service is low at 5 per cent; in federal institutions as a whole, it is 13 per cent and, in institutions subject to the *Official Languages Act*, it is 10 per cent.
- Comments and data about the performance of federal institutions relating to official languages can be found in the annual report of the President of the Treasury Board on the use of official languages in federal institutions.

Business Line 3: Comptrollership

Business Line Objective

Modern comptrollership to manage government resources

Modern comptrollership implies vigorous stewardship of public resources, a high standard of ethics, and provision for appropriate parliamentary overview. To deliver affordable and high quality services to Canadians, managers need flexibility, incentives and information. The focus of modern comptrollership, therefore, is on results, accountability and managing risk.

These core features of the present comptrollership framework are:

- a single consolidated revenue fund;
- a disciplined Estimates and supply process consistent with parliamentary rules;
- a solid body of financial and other administration policies;
- a highly professional financial, material, property and review staff;
- efficient and effective management practices within departments; and
- effective performance reporting practices.

Although these features have functioned effectively in the past, we believe the framework needs updating and improving so that the government can serve Canadians in light of modern technology and other changes. The government is also implementing up-to-date control and accountability practices that are consistent with current government priorities.

To help renew and modernize comptrollership, the Independent Review Panel on Modernizing Comptrollership was formed in November 1996. The mandate of the panel is to make recommendations on how comptrollership should evolve to reflect the changing business and operating needs of the government.

We are creating the panel because of the profound changes the government is undergoing in how it operates, the resources available to it, and the challenges, risks, and opportunities facing it. The government is committed to providing Canadians with modern comptrollership to manage government resources.

The Hon. Marcel Massé
President of the Treasury Board
November 25, 1996

The panel is consulting with stakeholders on the key aspects of comptrollership, including accountability and performance reporting, financial management and information, audits and reviews, and public sector management. The panel is scheduled to submit its report in the fall of 1997.

3.1 An Accountability and Performance Reporting Regime that Focuses on Results

Context

This section includes commitments related to a long-term plan to improve accountability and performance reporting.

The federal strategy involves three steps:

- 1) identify key expected results for government, departments and programs;
- 2) improve measurement of performance and related costs; and
- 3) improve reporting to Parliament.

To get government right, departments must report results. To do so, they need performance information. This information is essential to decision making, improving service delivery to Canadians, and enhancing the government's capacity to develop policies.

Performance accomplishments

Modern comptrollership requires results reporting in order to improve accountability. It means the government must identify, measure, use and report performance against its result commitments. This must be done transparently and openly to Parliament and the public.

- In October 1996, the President tabled in Parliament his annual report entitled, *Getting Government Right: Improving Results Measurement and Accountability*.
- TBS and 32 departments and agencies, for the first time, spelled out their key results commitments in the annual report.
- Electronic access to results and performance information has been improved. The TBS web site contains the annual report, departmental performance reports, and highlights

Governments Learn to Measure Performance

Most Canadians think governments should be held accountable for both results and effectiveness.... Identifying objectives and finding ways to measure go to the heart of good management. For it is an old truism of management that 'what gets measured, gets done.'

Through new rules established by Treasury Board, when federal departments and agencies come for their annual appropriation it is no longer sufficient to describe the activities they intend to undertake. They must also identify the results they expect to achieve, and show how success could be measured.

Peter Larson, *The Ottawa Citizen*, J1, Saturday, May 10, 1997

of over 700 reviews. Other performance information can be found on departmental Internet sites.

- Training sessions on results reporting and improving the understanding of results-based management for departmental managers and staff are helping make results a part of mainstream management.

3.2 Reviews Within and Across Departments that Effectively Support Policy and Program Improvement

Context

TBS plays a key role in promoting and supporting effective reviews – which include internal audit, program evaluation, and other management review activities – of key horizontal and government-wide programming. They are indispensable for ensuring the success of departmental and government-wide improvement initiatives and in strengthening the results-based management. By doing so, TBS provides leadership in cultivating a horizontal perspective in the development of policies and the management of programs, a key government-wide thrust.

Performance Accomplishments

- Partly through an interdepartmental advisory and consultation forum, TBS provided leadership in ensuring the timely implementation of both TB requested reviews and other reviews of government-wide importance. It also helped increase the quality and relevance of those reviews. TBS played a key role in such TB-requested reviews as the National Strategy for Community Safety and Crime prevention (Mid-term Evaluation), the National Crime Prevention Council, the Child Development Initiative and the Health Care Co-ordination Pilot Initiative. Other reviews conducted by TBS are listed in Section III, part C, page 38.

3.3 Better Strategic Use of Financial Information

Context

This result area includes the Financial Information Strategy (FIS) and the implementation of full accrual accounting.

The government is committed to modernizing the management of financial resources and the systems for providing financial information. Key to this modernization is the FIS, which includes full accrual accounting. FIS will improve the quality and timeliness of financial information to Parliament, departments, central agencies and program managers. The strategy will be a model for financial management and accounting and will be comparable to models used in the private sector. This will allow all levels of the federal government to use financial information more strategically when making decisions.

Performance accomplishments

- The milestones set for the FIS project are being met, with implementation scheduled for 2001. A key part of this project was the recent approval of the Master Implementation Plan. Further details of the FIS project are available on the website at <http://www.tbs-sct.gc.ca/FIS-SIF>.
- In the area of accrual accounting, the government has made significant progress. Several draft policies related to accrual accounting and account classification for government-wide reporting on an accrual basis were developed and agreed to by departments. In addition, significant systems development work has been undertaken in anticipation of implementation starting in fiscal year 1999/00. Full accrual accounting will mean that when costing programs, departments will have to include the cost of capital assets and, thus, will be more aware of the full costs of decisions and will be able to manage their assets more effectively.
- For 1996/97, the Secretariat committed to work with central agencies and key stakeholders to review the *Financial Administration Act (FAA)* to make changes for accrual accounting, estimates and appropriations. The *FAA* review has been divided into two parts because of the complexity of the issues. The first part will facilitate the implementation of key elements of the Financial Information Strategy, including full accrual accounting, with changes proposed by the 1997 Budget process. The second part will ensure that a streamlined and less procedural *FAA* provides maximum flexibility to Public Service managers to meet their financial management objectives within the framework of accountability to Parliament.
- Part 1 of the *FAA* Review was completed during 1996/97. Through research and consultation with stakeholders, it was established that full accrual accounting could be implemented without changing the *FAA*. Nevertheless, a further review will be made of accrual accounting-related sections of the *FAA* to determine whether changes should be made to these sections to bring them in line with modern business practices. The research will be done in 1997/98 and any required changes will be made via the 1998 Budget process.
- No resources were allocated for the planned second part of the *FAA* Review. However, this decision may be revisited in light of the forthcoming recommendations of the Independent Review Panel on the Modernization of Comptrollership in the Government of Canada. The Panel is expected to table its report in the fall of 1997.

3.4 Integration of Quality Service Concepts into Departmental Operations

Context

The government continues to be committed to delivering to Canadians quality services that are easily accessible, affordable and responsive to their needs. In 1996, TBS committed, as part of its quality service initiative, to continue to publish guides as tools to help departments meet the challenges of improving the delivery of their services to

Canadians. TBS also committed to include in future performance reports, analyses of government-wide measures of client satisfaction and the level of integration of quality services into departmental operations.

Performance accomplishments

Progress has been made in advancing the overall quality services initiative and in addressing the specific commitments made.

- Four new guides were published during 1996/97. They were built on best practices and lessons learned from across government and the private sector. They dealt with topics relating to benchmarking, complaint management, client identification and implementation practices. A total of 13 Quality Services Guides have now been published and are available on the TBS website at: <http://www.info.tbs-sct.gc.ca/TBSOCCG/TBSOCCG.D.e.html>; (english), and at <http://www.info.tbs-sct.gc.ca/TBSOCCG/TBSOCCG.D.f.html> (french).
- In early 1997, the President of the Treasury Board released a Progress Report on the quality service initiative. The report concluded that, on the whole, departments were making good progress in implementing quality services. The conclusions were based on reviews carried out in 25 departments that assessed the level of integration of quality service practices into departmental operations. The report also highlighted areas such as client consultation strategies, service standards, leadership and employee education that require sustained effort for the government to meet the full promise of this initiative. The report is available on the TBS website at: <http://www.tbs-sct.gc.ca/tb/annrepe/quality/anne.html> (english), and at <http://www.tbs-sct.gc.ca/tb/annrepe/quality/annf.html> (french).

3.5 More Effective Service Delivery Through the Development of Improved Policies and Tools

Context

In support of Program Review, the Secretariat is making the required adjustments to the administrative framework of government. These adjustments include the development of policies and tools that help managers maintain modern control and accountability in their increasingly diverse management situations.

Performance accomplishments

Significant progress has been made in reviewing and modernizing policies and regulations, as well as in introducing more efficient administrative processes.

- In our 1995/96 performance report, we reported that a streamlining of the Treasury Board Submission process resulted in 20 per cent fewer contract submissions. This year we again increased the contracting authorities granted to departments and we expect a further 30 per cent reduction in contract submissions.

- As part of the project to review and modernize all 13 of the financial management regulations made under the *Financial Administration Act*, changes to three regulations were approved in 1996/97 to achieve the following objectives:
 - Cheque Issue Regulations: to reflect new industry practices, such as cheque imaging and to achieve administrative efficiencies by streamlining the cheque replacement process and by increasing the maximum amounts of cheques to be issued under departmental bank accounts.
 - Payments to Estates Regulations: to simplify procedures and documentary requirements, to double to \$100,000 the maximum amount that can be paid to a legal heir in cases where the deceased person had a will, and to provide for the appropriate minister to authorize payment if all the conditions of the regulations have been met.
 - Destruction of Paid Instruments Regulations: to recognize the electronic archiving of payment instruments, and changes to destruction methods.
- The Treasury Board approved adjustments to the real property policies to better facilitate the disposal of federal lands. The Directory of Federal Real Property was improved and automated to strengthen the government's database on federal real properties. In addition, the roles of property custodian departments in land management and disposition were strengthened to reflect their accountability for results.
- TBS has drafted policies in the following three areas:
 - accounting for capital assets;
 - accounting for tax revenues on the accrual basis (in conjunction with Revenue Canada and consultations with the Office of the Auditor General); and
 - accounting for environmental costs and liabilities (developed in preparation for discussion with departments).

In future reports, TBS will comment on the results of these policies.

Business Line 4: Information Technology and Information Management

Business Line Objective

Helping the federal government use information technology to improve service and governance for Canadians

Information technology and information management (IT/IM) are two key components of the government infrastructure and are primary tools for the government's renewal agenda. Canadians expect affordable, accessible and responsive services. They expect choices on how they access or receive services. The strategic use of IT/IM provides faster service,

improved quality of information, and more flexible approaches to the delivery of programs and services to Canadians.

4.1 Strategic Leadership of IT/IM in Government

Context

This result area will include commitments made related to increased use of enabling technologies in support of program delivery including introducing electronic commerce as the preferred way for the government to conduct certain lines of business.

Key information technology and management issues must be dealt with horizontally both within and across governments. TBS provides long-term strategic orientation and leadership for these issues.

Performance accomplishments

- The Treasury Board Secretariat worked with representatives of 16 departments on three working groups, referred to as enterprises: the Information Services Enterprise (ISE), Human Services Enterprise (HSE), and the Business Services Enterprise (BSE). Funding of \$1.45 million was provided to advance work on specific client-focused pilot projects proposed by ISE and HSE. This resulted in the development of two electronic information toolkits: an Export Readiness Toolkit and the Job Information Toolkit. This work supported the introduction of electronic commerce as the preferred way to conduct business.
- The Canadian government has become the first national government to invest in a Public Key Infrastructure (PKI). A PKI provides public key encryption and digital signature services for designated information and electronic commerce transactions. This supports the recommendations of the Information Highway Advisory Council. This move also represents a major step towards fostering an electronic service delivery environment within government.
- Treasury Board Secretariat undertook a review of its Information and Technology Standards Program to ensure the application of standards supports shared infrastructure, software and data across government. As a result of this review, the TBS changed its focus to adopt the approach of standards as solutions and only where appropriate. In addition, an update of current standards has been planned for 1997/98.

Federal government institutions are expected to provide effective environmental analyses to identify, monitor and track emerging issues and trends. They are expected to do this by scanning newspapers, radio and television news, and current affairs programs as well as other media sources, before condensing the information in the form of a daily media monitoring and analysis package. Historically, this was primarily a manual process. In the 1996/97 fiscal year, Treasury Board Secretariat negotiated a fixed fee licence agreement costing \$2.5 million, for computer-assisted access to articles published in the pages of Southam and Thomson newspapers. The effects of the licence include the elimination of

much of the overlap and duplication in media monitoring and a considerable reduction in the cost of printing and distribution. The federal government has achieved an estimated savings of \$2.9 million and 43.5 full-time equivalents. These figures will be verified through an internal audit of the media monitoring implementation to date. For example, there are now 39 departments participating under the licence. There is no longer a need for each of them to have individual contracts with each of the three suppliers. One agreement now covers 117 separate contracts. Also, institutions are better able to comply with the expectations regarding media monitoring. The Crown is protected against allegations of copyright infringement resulting from its use of electronic versions of newspaper clippings.

- The interdepartmental Internet Advisory Committee and its 10 Working Groups with representatives from 26 departments and agencies developed the Government of Canada Internet Guide. This guide provides information and contacts on topics ranging from the standards to use when developing departmental home pages to the use of official languages. The Internet is no longer a curiosity – it is changing the face of government and how we do business, while offering us the chance to become more personal with our clients. The guide was developed to create a better understanding and appreciation of the structural complexities of delivering government information.
- The Internet Communications Working Group, which comprises 30 departmental representatives, conducted an Internet usage survey with 70 federal organizations with active web sites. This survey identified respondent characteristics, provided data on general Internet access by the public, then focused on Internet access to the Canada site and individual departmental web sites. It also provided qualitative data on respondent satisfaction with government web sites. The survey also looked at future service and program delivery possibilities that could be offered by the Government of Canada.
- Treasury Board Secretariat played a leadership role in reducing the paper burden on small business. The President of the Treasury formed the Joint Forum in December 1994 to effect a major reduction, by 1998, in the amount of time spent by small business on federal information requests, known as the paper burden. In two years, the Joint Forum, a joint private sector and government committee, has made substantive progress in cutting red tape by simplifying reporting requirements, improving communications, and increasing the use of technology. The government has dealt with two-thirds of the 100 irritants brought to the table by small business. Other tangible contributions include decreasing the number of payroll remittances for 650,000 small employers (Revenue Canada), simplifying the reporting requirements for the Record of Employment (Human Resources Development Canada), and reducing the statistical response burden on small business by 17 per cent within the last two years (Statistics Canada). A detailed list of significant accomplishments is outlined in the upcoming President's second annual progress report, *Reducing Paper Burden on Small Business: Making it Permanent*.

4.2 A Government-Wide Approach to IT Investment

Context

This result area includes commitments made related to shared systems and working co-operatively.

The Secretariat is developing a strategic infrastructure investment plan that focuses on strategic overview and facilitation to help departments maximize benefits and contain costs in implementing IT.

Performance accomplishments

- Treasury Board has negotiated government-wide licences for a variety of functional systems to achieve substantial cost savings. Twelve departments have begun implementation of SAP's Integrated Financial Management System, and a Management of Executive Information System has been licensed from DMDI Inc. Significant discounts from standard licence costs have been attained as well as savings related to sharing various implementation costs. For example, the SAP cluster has estimated a savings of \$6 million in training package preparation for the group.
- A Shared Systems Support Centre was established in partnership with Consulting and Audit Canada. This Centre is intended to provide the administrative mechanism to support multi-departmental shared system initiatives to promote common and integrated systems throughout the Government of Canada. The Centre is in the process of assuming the responsibility of supporting a number of existing shared system groups, such as the PeopleSoft Human Resource cluster, and establishing support for new initiatives, such as the Management of Executive Information cluster and SAP clusters. The centre will allow the groups to continue to reap the benefits of shared activities by providing an independent focus for their joint efforts. Further result information will be presented in future performance reports.
- TBS published a Guide for Re-engineering Procurement and Payment and a Guide for Re-engineering Pay and Benefits to help departments redesign these processes and provide managers with a practical tool to plan and conduct re-engineering initiatives at a reduced cost to the taxpayer. These Guides are available through the Finance / Treasury Board Distribution Centre. Future reports will provide information on the acceptance and impact of these guides.

4.3 Co-ordination of Government-Wide Activities to Address the Year 2000 Problem

Context

This result area was identified after the commitments were made for 1996/97 but is of a significance that warrants being included in this report.

The Year 2000 computer date problem is one of great concern nationally and internationally. TBS is providing leadership in addressing the problem within the federal government.

Performance accomplishments

- TBS has established a Year 2000 Project Office and an interdepartmental working group and has surveyed departments to determine their degree of readiness. The results of the survey indicate that departments need to expedite Year 2000 activities. The Project Office will continue to work with departments to develop a Year 2000 strategy for ministers. A second survey will be conducted in 1997/98 to measure the progress of the strategy.

4.4 Rollout and Update of the Framework for Enhanced Project Management, Governance and Stewardship of Large IT Projects

Context

TBS is mandated to promote judicious, business-driven investments in order to maximize the government's expenditures on information technology. The Secretariat has been working closely with departments and agencies to implement the Enhanced Management of Large IT Projects Framework which was developed as a result of the failure of several IT projects of significant magnitude and cost. In support of the Enhanced Management Framework (EMF), a committee of senior officials was formed to develop a Benefits Driven Procurement Process which would support the early initiation of large IT projects in order to eliminate costly delays. The Treasury Board Secretariat produced the Enhanced Framework for the Management of IT Projects, which is available through the Finance / Treasury Board Distribution Centre.

Performance Accomplishments

- The Treasury Board Secretariat manages the Infrastructure Investment Fund that provides departments with the resources to initiate medium to large IT investment projects. The Informatics Infrastructure Fund is intended to provide incentive seed money or supplemental financing to the direct incremental costs of a departmental initiative that is an innovative application of IT/IM. In the fiscal year 1996/97, TB approved seven initiatives by departments at a value of \$9.142 million.
- The supplemental funding supported the following departmental initiatives:
 - 1) the development of the project management framework;
 - 2) the establishment of the shared system support centre;
 - 3) the Treasury Board Secretariat Advisory Committee Information Management Subcommittee enterprise pilots;
 - 4) the SAP Integrated Financial Management System pilot;

- 5) the platform upgrade for a material management system;
- 6) the pilot of an executive correspondence system; and
- 7) the enterprise licence for a government business planning system.

Further results from these initiatives will be assessed in future reports.

Business Line 5: Canada Infrastructure Works

Business Line Objective

Supporting the President in his role as Minister responsible for Infrastructure

In 1994, the Canada Infrastructure Works program was created to improve Canada's municipal infrastructure and to create jobs. Federal funding was to be matched by contributions from provincial and municipal governments. When the program was established, TBS was asked to provide an administrative home for the Office of Infrastructure, as well as that office's budget and staff requirements.

5.1 Improvement of Canada's Physical Infrastructure and the Creation of Jobs

Context

Regional agencies such as the Federal Office for Regional Development (Quebec), the Atlantic Canada Opportunities Agency, Western Diversification, Industry Canada, and the Department of Indian Affairs and Northern Development serve as implementing agencies for the program on a provincial basis. The program, which was originally scheduled to end in March 1998, has been extended until March 1999 to allow municipal and local administrations sufficient time to complete the projects.

Performance accomplishments

- In August 1996, Dr. Richard Soberman tabled his report entitled, *Taking Stock – A Review of the Canada Infrastructure Works Program*. His review was based on the database developed by the Canada Infrastructure Works Office, economic forecasting models, a number of municipal case studies, a survey of federal agencies responsible for program implementation, and the views and opinions of expert economists and program stakeholders. In summary, Dr. Soberman's conclusions were that Canada Infrastructure Works Program funds were spent wisely and that jobs were created for unemployed Canadians. His report also indicated that the condition of municipal infrastructure was appreciably improved across the country and that the program contributed to improve the quality of life for many Canadians.
- Following a federal government offer made in December 1996 and extensive federal-provincial negotiations, all 10 provinces and the two territories agreed to extend the Infrastructure Works Program into a second phase, a top-up which represents an additional investment of \$1.3 billion by the three partners (municipal, provincial and federal). Since its inception in 1994, this initiative will have generated

infrastructure investments exceeding \$8 billion and will have created more than 120,000 jobs across the country.

- The Executive Director of the Infrastructure Works Program and the Deputy Comptroller General appeared before the House of Commons Committee on Public Accounts in February 1997 in response to an audit of the program by the Auditor General.

C. Key Reviews

Results of Program Evaluation Studies
Evaluation of Improved Reporting to Parliament (completed November 1996): The evaluation concluded that the quality and utility of expenditure management information provided to Parliament has been greatly improved. The House passed a motion requiring all departments and agencies tabling estimates, to table separate departmental planning and performance reports, on a pilot basis.
Results of Internal Audits
Audit of Language of Service (completed April 1996): The audit concluded that federal institutions in the Halifax and Toronto regions are, for the most part, complying with their obligations to make certain that services to the public are available in both official languages. Results were included in the President's annual report on the status of official languages in federal institutions.
Other Key Reviews
Government of Canada Internet Usage Survey (completed January 1997): <u>Organizations Involved:</u> Some 70 federal organizations with active web sites participated in the Survey, posted from November 7 to December 24, 1996. The Survey was a project of the Internet Communications Working Group, which comprises some 30 departmental representatives. The Survey was developed in collaboration with 16 federal organizations, including the Privy Council Office and Prime Minister's Office. <u>Significance of the Review:</u> Obtain qualitative data on Government of Canada web sites by analyzing information, program and service delivery needs of Government of Canada Internet clients. The Survey identified respondent characteristics, provided data on general Internet access by the public, and then focussed on Internet access to Government of Canada web sites. The Survey also provided qualitative data on respondent satisfaction with Government of Canada Internet web sites. Finally, the Survey looked at future service and program delivery possibilities that could be offered by the Government of Canada. Available at URL http://canada.gc.ca/programmes/sursond/ .

C. Key Reviews (*cont'd*)

Regulatory Reform Through Regulatory Impact Analysis – The Canadian Experience (completed March 1997):

This study dealt with the description and assessment of the effects of Canada's Regulatory Impact Analysis Program; the purpose of the program; its historical background and features; and the identification of its weaknesses and its effectiveness. It resulted in the introduction of regulatory process management standards.

Real Property Policy Review (fiscal year of completion 1996/97):

<u>Departments involved:</u> TBS (lead); all departments having custody of real property; and policy departments such as Environment Canada and Canadian Heritage.
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Policies were reviewed and amended to give departments greater flexibility and authority to review and dispose of holdings made surplus as part of Program Review; to support the government's commitment to build heritage and the environment; and to better define the accountabilities of departments for the administration of property within their custody. The Treasury Board Secretariat approved the policy amendments in March 1997.

Section IV: Supplementary Information

A. Listing of Statutory and Departmental Reports

1997/98 Estimates

Annual Report on the Administration of the *Members of Parliament Retiring Allowances Act*

Annual Report on the Administration of the *Public Service Superannuation Act*

Annual Report on Government Contracting by Departments and Agencies

Crown Corporations and Other Corporate Interests of Canada – Annual Report

Employment Equity in the Public Service – Annual Report

Getting Government Right: Improving Results Measurement and Accountability – Annual Report to Parliament by the President of the Treasury Board, 1996

Guidelines on Corporate Governance in Crown Corporations and Other Public Enterprises, June 1996

Official Languages in Federal Institutions – Annual Report

Report on the Administration of the *Supplementary Retirement Benefits Act*

Supplementary Estimates (B), 1996/97

Report on Plans and Priorities

Corporate Governance in Crown Corporations and Other Public Enterprises – Guidelines (Published jointly by the Department of Finance and Treasury Board of Canada)

Statutes Administered by TBS

Access to Information Act – R.S., 1985, c. A-1

Appropriation Acts

Auditor General Act – R.S., 1985, c. A-17

Crown Corporations Dissolution Authorization Act – 1985, c. 41

Employment Equity Act (with Minister of Human Resource Development)

Federal Real Property Act – 1991, c. 50

Financial Administration Act (jointly with the Minister of Finance)

Lieutenant Governors Superannuation Act – R.S., 1985, c. L-8

Members of Parliament Retiring Allowances Act – R.S., 1985, c. M-5

Official Languages Act (Parts IV, V & VI and Article 91)

Pension Benefits Division Act – 1992, c. 46 (Schedule II)

Privacy Act - R.S., 1985, c. P-21

Public Pensions Reporting Act - R.S., 1985, c. 13 (2nd Supp.)

Public Sector Compensation Act – 1991, c. 30

Public Sector Employment Act – R.S., 1985, c. P-33

Public Service Pension Adjustment Act – R.S.C., 1970, c. P-33

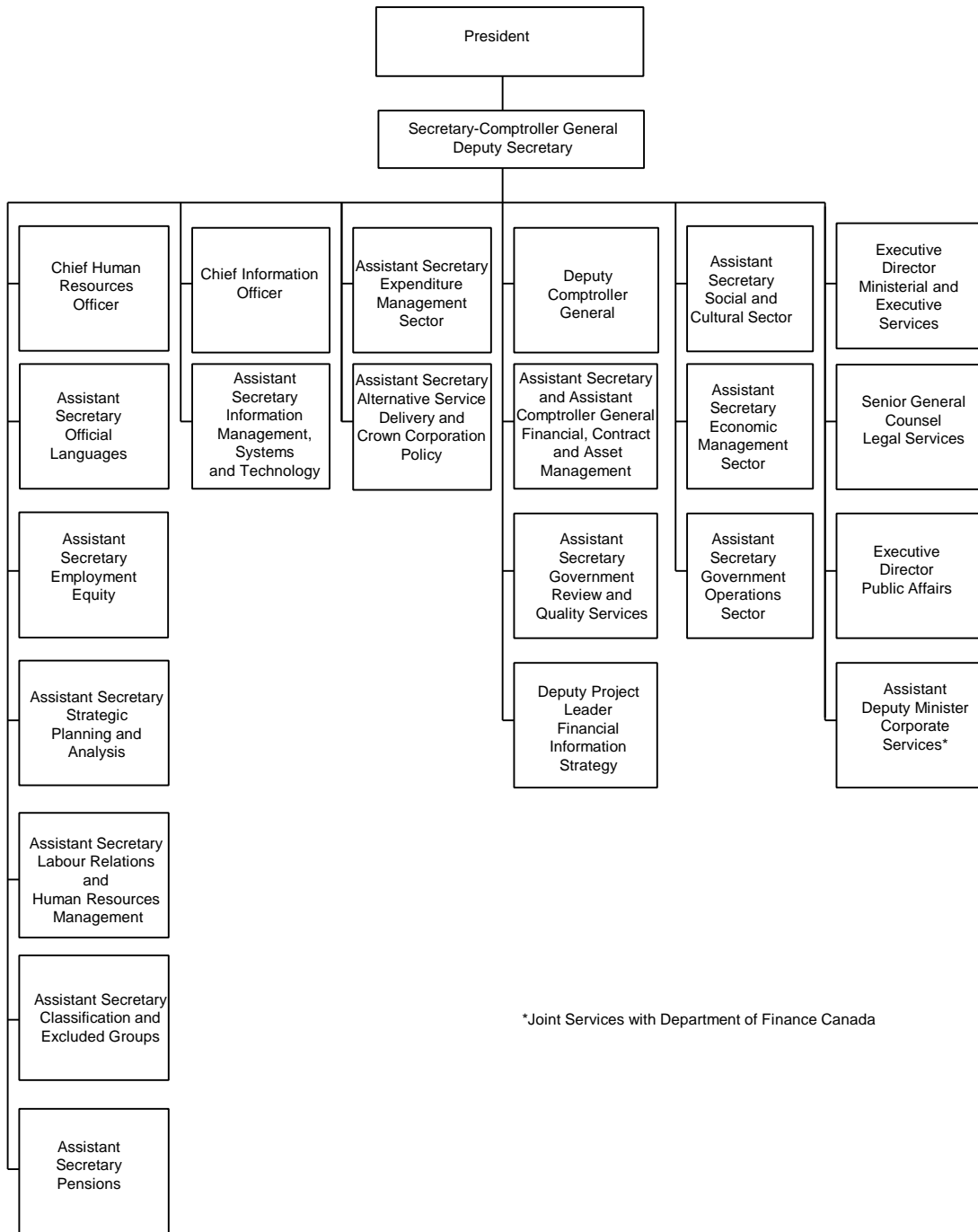
Public Service Staff Relations Act (jointly with President of the Privy Council)

Public Service Superannuation Act – R.S., 1985, c. P-36

Special Retirement Arrangements Act – 1992, c. 46 (Schedule I)

Supplementary Retirement Benefits Act – R.S., 1985, c. S-24

B. TBS Organization Chart



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C. Financial Summary Tables

**Table 3 – Summary of Voted Appropriations
Authorities for 1996/97 – Part II of the Estimates**

Financial Requirements by Authority

Vote	Central Administration of the Public Service Program	(\$ millions)	
		1996/97 Total Authorities	1996/97 Actual
1	Program Expenditures	70.03	85.6
(S)	President of the Treasury Board – Salary and vehicle allowance ¹	0.0	0.0
(S)	Contributions to employee benefit plans	7.0	7.2
(S)	Refunds of amounts credited to revenue in previous years ²	0.0	0.0
	Total Program	77.0	92.9
Government Contingencies and Centrally Financed Programs			
5	Government Contingencies	450.0	
10	Reprography	1.4	
15	Training Assistance	10.0	
	Total Program	461.4	
Employer Contributions to Insurance Plans Program			
20	Public Service Insurance	693.9	633.7
(S)	<i>Public Service Pension Adjustment Act</i>	0.1	0.1
(S)	Unallocated employer contributions made under the <i>Public Service Superannuation Act</i> and other retirement acts and the <i>Employment Insurance Act</i>	0.0	1.8
(S)	<i>Special Retirement Arrangements Act</i>	200.0	250.4
	Total Program	894.0	886.0
	Total Department	1,432.4	978.9

¹ Actual amount: \$48,645

² Actual amount: \$21,471

Table 4 – Crosswalk – 1996/97 Planned Expenditures by Activity and Business Line

Business Lines/Activity	(\$ millions)				Total
	Expenditure Management	Personnel Management	Financial and Information Management	Administration	
Resource Planning and Expenditure Management	17.9				17.9
Human Resources Management		20.4			20.4
Comptrollership		0.8	7.2		8.0
Information Technology and Information Management			10.7		10.7
Canada Infrastructure Works				0.3	0.3
TBS Corporate Administration				19.7	19.7
Total Planned Expenditures	17.9	21.2	17.9	20.0	77.0

Table 5 – 1993/94 and 1994/95 Expenditures by Activity

Activity	(\$ millions)	
	Actual 1993/94	Actual 1994/95
Expenditure Management	18.4	17.7
Personnel Management	26.5	24.4
Financial and Information Management	22.6	25.6
Administration	20.7	20.2
Total	88.2	87.9

1997 TBS Key Results Commitments - Annex B, Accounting for Results*

<p>TBS is committed to providing Canadians with:</p>	<p>to be demonstrated by:</p>
<p>Effective government-wide expenditure planning and management</p>	<ul style="list-style-type: none"> • Allocation of resources in accordance with government priorities • Thorough understanding of departmental and interdepartmental priorities, pressures and issues (program analysis and advice) • Strengthened business planning • Better expenditure management information for Parliament • Improved service delivery and elimination of impediments to efficient government • Implementation of Program Review decisions • Effective communication of government priorities to departments and agencies
<p>A professional, representative and productive Public Service workforce to deliver government programs and services</p>	<ul style="list-style-type: none"> • Modern and effective human resources management • A well-trained, motivated workforce with skill sets to meet the identified requirements of the federal Public Service • A representative Public Service • Effective management of the Official Languages program
<p>Modern comptrollership for the management of government resources</p>	<ul style="list-style-type: none"> • An accountability and performance-reporting regime that focuses on results • Reviews within and across departments that effectively support policy and program improvement • Better strategic use of financial information • Integration of quality service concepts into departmental operations • More effective service delivery through the development of improved policies and tools • More effective use of government real property assets, including the identification and disposal of surplus and under-utilized real property

* 1997 annual report to Parliament by the President of the Treasury Board.

1997 TBS Key Results Commitments - Annex B, *Accounting for Results (cont'd)*

<p>TBS is committed to providing Canadians with:</p>	<p>to be demonstrated by:</p>
<p>Leadership in the use of Information Technology (IT) and Information Management (IM) in support of the government's renewal agenda</p>	<ul style="list-style-type: none"> • Strategic leadership of IT/IM in government • A government-wide approach to IT investment • Co-ordination of government-wide activities to address the Year 2000 problem • Rollout and update of the framework for enhanced project management, governance and stewardship of large IT projects • More effective and efficient service to Canadians through the use of information and communication technology • Solutions for problem areas with respect to the recruitment and retention of competent IT/IM professionals
<p>Support to the President in his role as Minister responsible for the Canada Infrastructure Works (CIW) program</p>	<ul style="list-style-type: none"> • Improvement of Canada's physical infrastructure and the creation of jobs