

A Planning Tool for Thinking About the Future of the Public Service

December, 1996

DEPUTY MINISTER TASK FORCES

PREFACE

During the course of 1995, the Clerk of the Privy Council established nine Task Forces led by Deputy Ministers. The intent was to explore a variety of issues, identified in the wake of Program Review.

The nine Task Forces and their mandates were:

- **Service Delivery Models** - to examine service delivery issues from a citizen's point of view.
- **Overhead Services** - to identify ways to improve management of overhead services on a government-wide level, with an emphasis on cost savings.
- **Federal Presence** - to develop an on-going database on federal presence across Canada, examine how that presence may change over time, and identify issues from a geographical or regional perspective.
- **Federal Presence Abroad** - to report on programs and Canadian government representation outside Canada, and to determine how federal government representation overseas could be made more cost-effective.
- **Strengthening Policy Capacity** - to review our current policy development capacity and to recommend improvements.
- **Policy Planning** - to provide an assessment of the policy agenda to date, survey the environment, and provide strategic advice on key policy issues.
- **Managing Horizontal Policy Issues** - to develop practical recommendations on the management of horizontal issues focusing on improved coherence, and improved collaboration.
- **Values and Ethics** - to examine the relationship between existing and evolving values in the public service, and to consider ways to align values with current challenges.
- **A Planning Tool For Thinking About the Future of the Public Service** - to identify long-term trends which influence the Public Service, and develop a strategic planning tool.

The chairpersons of the individual Task Forces were given broad mandates and the

freedom to choose their approaches. Some conducted broad national consultations while others involved only key stakeholders. In some instances, they produced formal reports and recommendations. In others, the results are tools, such as the database on federal presence and the scenario kit to test options against various future scenarios. Two Task Forces were integrated into broader exercises. The Task Force on Federal Presence Abroad flowed into the Program Review II exercise at Foreign Affairs and International Trade and the work of the Task Force on Policy Planning contributed to the preparation of the Speech from the Throne.

Despite proceeding independently, the Task Forces produced results and recommendations which reveal a high degree of convergence on key conclusions. They all point to a need for action on a number of fronts: horizontal integration, partnerships, culture, service in the public interest, policy capacity, client-focused service and human resource management.

The Task Force findings also echo conclusions emerging from other work in the Public Service during the same period. Within departments, there have been a wide variety of initiatives underway to modernize service delivery and the lessons learned are mutually reinforcing.

There has also been considerable work across departmental lines. In many instances, this work has been undertaken by interdepartmental functional groups. For example, the Council for Administrative Renewal has been working on a variety of initiatives to streamline overhead services. A Treasury Board Secretariat Subcommittee has been active in exploring how technology can facilitate the clustering of services, even across jurisdictional lines, based upon the life cycle needs of individuals and businesses for services from their governments. The Personnel Renewal Council has been working actively to engage unions and managers corporately, on a national basis, to renew our work environments and work relationships. In other instances, the work has been carried out by Regional Councils in developing initiatives to share local services and to integrate program delivery.

The central agencies have also been working to modernize systems and processes. For example, the Treasury Board Secretariat has been leading the Quality Services Initiative which has developed a wealth of material to assist departments in improving the services they provide.

Finally, a new initiative called *La Relève* to improve human resource management within the Public Service will comprise a wide range of initiatives at the individual, departmental and corporate levels, all with the aim of investing in people to build a modern and vibrant institution for the future.

The reports of the Task Forces are now available. Together, they have produced concrete tools and recommendations to improve service to the public and to elected officials. Their results do not constitute and were not intended to serve as a formal blueprint for public

service renewal. Rather, they are expected to make a contribution to work already in progress toward getting government right. Departments and agencies working in partnership with central agencies will continue to work toward implementing the Task Force recommendations and will build on the common learning acquired through the Task Force work to further the process of renewal.

ACKNOWLEDGEMENTS

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Former Premier of Quebec
Professor of Law, McGill University
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Head of Science, Technology and Values Programme
University of Waterloo
 - Kimon Valaskakis
Canadian Ambassador to the OECD
 - Frances Hesselbein
President
Peter F. Drucker Foundation for Non-profit Management
 - Gordon Robertson
Former Clerk of the Privy Council
Former Chancellor of Carleton University
 - Luc Soete
Director
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 - Gordon Betcherman

Research Director
Canadian Policy Research Networks

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Secretariat

Warren Maidens
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1. BACKGROUND

1.0 Introduction

This document describes the process and the results of the Task Force commissioned by the Clerk of the Privy Council in August 1995.

The Task Force used scenario building methodology to look at the future. This process, pioneered by the Royal Dutch Shell Group of companies in the early 1970's and increasingly used by the private and public sectors around the world, is essentially a method of encouraging and facilitating strategic thinking, planning, and dialogue.

1.1 Scenarios in General

Scenarios are a set of stories describing alternative pathways into the future. They project a range of possible outcomes and enable people to think about the future in different ways. They do not predict what will happen but identify what **may** happen. These stories promote a discussion of possibilities and they encourage "what if" questions.

Plausible scenarios must be internally consistent and based on credible interpretations of present trends. Although scenarios deal with the future, they are essentially a way of structuring the overwhelming, confusing information of the present.

Scenarios are a strategic planning tool and lead to better decisions if they improve our understanding of the world. They help to identify what has to be done to secure a desired outcome by stimulating discussion and debate on various policy matters and options. Scenarios imply the future is not fixed but can be shaped by decisions and actions of individuals, organizations and institutions.

There is no standard method of developing scenarios. It is a creative process that harnesses the expertise of the people involved.¹

1.2 Scenarios and the Future of the Public Service

The Task Force was launched in August 1995. Its 26 members brought a variety of experience to the discussions, but all were familiar with work in the public sector (see Annex 4.1). The Task Force was co-chaired by the President of the Public Service Commission and the Secretary of the Treasury Board.

When the Task Force considered how it might go about exploring the future, especially

¹ Adapted from: [Kahane, Adam], "The Mont Fleur Scenarios", supplement in The Weekly Mail and The Guardian Weekly, Belleville, South Africa, 1992, and the Montfleur video, 1992.

in an era of accelerating change and significant re-thinking of the roles and responsibilities of governments in Canada, it decided to use a tried and tested process: scenario planning.

This strategic planning and decision-enhancing process is designed to improve understanding of the 'world' as it relates to governance and the federal public service in Canada. It also results in a set of 'tools' that can be used to consider how policies and decisions might play out in different futures. This approach was preferred over trying to predict the future and then developing a particular vision of the future federal public service from it.

The Task Force also determined that scenarios on the future of the Public Service would only be relevant within the broader context of governance. The political, social and economic forces that shape the governance of the country, in turn, shape the nature of the public service. Thus the Task Force developed 'governance' scenarios, around which possible futures of the Public Service could be situated.

The co-chairs believed that these scenarios, when used as tools to enhance decision-making, would provide a means of guiding short and medium term decisions and actions in all facets of management.

Good scenarios are novel, relevant to the strategic agenda of the primary audience (i.e. to what is on their minds when they think of the topic), and internally consistent. They are particularly challenging to the topic being examined but, at the same time, are plausible and as distinct one from the other (within the set) as possible. They are not options that we can deliberately choose. Nor are they preferred futures. Reality is, and is likely to continue to be, a combination of the scenarios. Their power in improving and encouraging strategic discussion and dialogue on a topic is in what can be learned by using them as a set.

To prepare for the building of this set of scenarios (the 'governance scenarios'), the members of the task force spent four months in intensive learning.

At an initial workshop, held in September 1995, the task force tentatively identified key strategic issues for the future of the federal public service (a tentative strategic agenda), important certainties and uncertainties, and several critical topics about which more information/learning was needed. With just four months available to prepare prior to the second and most important workshop (where the scenarios would be built), learning in the seven critical topic areas took place in two ways: through roundtable discussions and selected readings.

Four intensive round table discussions (of six hours each), were held with world-recognized experts in their respective fields to expose task force members to different points of view as well as new knowledge. Three other topics were dealt with through assigned readings (see Section 5). Important additional input to the final workshop

session came from a summary of all roundtable discussions and a revised strategic agenda. This latter document built upon the original September draft but incorporated as well, learnings from the round tables, the additional readings, as well as insights from strategic discussions of federal deputy ministers as a group, and individual interviews with several deputies. The latter designed to elicit their views of the strategic issues relevant to the future of the federal public service.

After the final workshop a number of half day workshops were held with senior public servants to polish and refine the tools so as to improve their usefulness.

2. RESULTS

2.0 Present Challenges Shaping the Future

The Task Force's research and learning identified a common set of challenges facing all OECD countries, to which the governance scenarios are one possible set of responses. These inter-related challenges include:

- * globalization of markets, production, and economic interdependence with the associated lessening of ability of national governments to regulate their economies or to govern. One example is the emergence of truly-stateless corporations;
- * the effects of the information and other technological revolutions on economies, on societies, on groups and individuals and on the nature of work;
- * the proliferation of groups and organizations involved in governance, and the reduction in public perception of the legitimacy of many traditional players;
- * national and social fragmentation (e.g. increased ethnicity, changing definitions of community and family, loosening of traditional ties);
- * the breakdown of the effectiveness of the bureaucratic model (characterized by hierarchical structure, unity of command, labour specialization, full time employment, rules and process-based decisions) in both the public and private sectors;
- * continuing public sector fiscal constraints;
- * shifting demographics and changes in values (changing role of women, aging of

the population, pressures for inter-generational equity, increasing diversity, increased fundamentalism and individualism).

2.1 The Governance Scenarios

The set of governance scenarios ('Evolution', 'Renaissance', and 'Market') describe three ways in which Canada may evolve in response to these common challenges. They represent three possible Canadian 'worlds' within which governments and the public service may operate ten years from now. They are not the only futures, but those the Task Force members felt were most challenging to the future of the federal public service, and powerful tools for strategic discussion and dialogue about this topic.

A 'Crisis' contingency or wild card was also created which could occur in any of the scenarios, and which could trigger a move from one scenario to another.

Elements of all three scenarios can be seen in the world of the public service today. The actual future will likely have elements of all of those scenarios. *The scenarios are not options. Rather, they offer a common language which can be used to talk about these different possibilities and what might be done about them.*

The next sections contain brief sketches of the scenarios and the wild card. What has been included, in each case, are the highlights which characterize each and differentiate it from the others. It is important to remember that the inclusion of an item in one scenario does not necessarily mean it is absent from the others. Rather it means it is a key characteristic of that scenario. It may, in fact, be present to a more limited extent in the others, but its existence is not a defining characteristic in those cases.

The descriptions are succinct on purpose, so that those who use them can add their own interpretations.

2.1.1 Evolution

In this scenario, government deliberately manages problems pragmatically, one by one, using and improving traditional approaches to negotiate workable compromises, (creative muddling-through). *Success is finding pragmatic compromises. To try to have a single overarching vision of the country, would be inconsistent with the richness of its differences and add unnecessary strain.*

This scenario is characterized by:

- * incremental change and improvements, basic continuity in main processes, bureaucratic procedures and institutions (managerial leadership);
- * pragmatism and carefulness (disciplined step-at-a-time responsiveness);
- * a culture of maintaining continuity;
- * an emphasis on, and strengthening of, managerial effectiveness and efficiency;
- * a focus on the short to medium term, rather than the longer term; longer term visions are usually considered impractical and/or divisive;
- * more attention to the parts than to the whole;
- * social, political and economic institutions functioning as independent entities rather than as a horizontally integrated whole;
- * different groups and regions pursuing their own interests with increasing vigour;
- * repeated rounds of:
 - reductions in social and other programs;
 - reductions in federal, provincial and municipal public sector workforce and levels of service; and
 - transfers of federal powers to the provinces;
- * negotiation, mediation, compromise in response to pressure or crisis; and
- * continued difference over federal/provincial division of powers and roles.

Some Challenges for the Federal Government:

- * maintaining social and other cohesion in the face of continued fragmentation and severe fiscal constraints;
- * finding workable compromises with increasingly demanding provinces and other players;
- * defining and maintaining basic programs and services with continually diminishing resources and powers; and
- * strengthening the credibility and legitimacy of the governance system.

Some Challenges for the Federal Public Service:

- * strengthening negotiation and conflict resolution skills to address growing demands from different groups and regions;
- * developing and implementing additional management reforms, including:
 - new/different delivery mechanisms;
 - strengthening client orientation;
 - new accountability regimes (including setting standards, performance measurement);
 - new/modernized legislative instruments;
 - building capacity to deal with flash points; and
 - finding better ways to decentralize while maintaining control;
- * dealing with low morale and burnout resulting from repeated reductions (doing more with less);
- * maintaining motivation in the midst of changing directions, pressures, crises and in the absence of a clearly articulated vision of the whole and of the future;
- * maintaining cohesion in the face of growing fragmentation (there is an additional risk in this scenario that a gradual decline of the public service will be imperceptible until it is too late);
- * fostering creativity and innovation in a risk-adverse environment; and
- * recruitment: attracting and retaining highly qualified personnel, especially young people, on a 'traditional' basis.

2.1.2 Market

In this scenario, issues are defined and addressed through market mechanisms, with governments playing a supporting and facilitating role. *Success is wealth-creation in a globalized economy.*

This scenario is characterized by:

- * society adapting continuously to the requirements of competing in a global economy and adapting quickly to technology and other revolutions;
- * more economic winners and losers, with an erosion of the economic middle ground;

- * entrepreneurs and risk-takers being favoured;
- * a priority on wealth creation in the face of global competition;
- * government supporting Canadian business internationally, but not being interventionist: promoting businesses; but not trying to pick/make winners;
- * federal government transforming into a focussed core;
- * federal government being proactive vis-à-vis reducing internal and external trade barriers;
- * continued adjustment of the regulatory regime to support international competitiveness;
- * the private sector taking the lead and helping to set the federal agenda;
- * a borderless world, and increasing focus on regional trans-border economies and north-south flows;
- * growing reliance on the market / strong economy to resolve social and regional disparities and distribution; and
- * social investments focusing on supporting the market.

Some Challenges for the Federal Government:

- * facilitating national competitiveness; supporting an enabling economic and social environment for private sector innovation and competitiveness, including:
 - helping the economically disadvantaged, and addressing social unrest, income disparities and crime, without distorting markets;
 - maintaining a single national market (free movement of labour and capital within Canada);
 - regulatory reform and deregulation;
- * maintaining Canadian identity and national sovereignty in an increasingly borderless world; and
- * sustaining a federation east-west in the face of a market that runs predominantly north-south.

Some Challenges for the Federal Public Service:

- * transforming itself into a focussed core, and adopting more business-like approaches while maintaining a professional public service;
- * maintaining professionalism, including values and ethics, while encouraging greater movement of people between public and private sectors, and greater use of contract personnel;
- * dealing with accountability and other issues that arise from new public-private partnerships and large scale contracting out and privatization;
- * strengthening knowledge and understanding of markets and the global economy and maintaining strong networks and relationships with the private sector at home and abroad; and
- * recruitment: attracting and retaining highly qualified personnel on the basis of good employment opportunities.

2.1.3 Renaissance

In this scenario challenges are addressed more systematically, by a wide range of stakeholders from civil society², private and public sectors, who coordinate their actions through a renewed governance system. *Success is learning and working together.*

This scenario is characterized by:

- * a belief that an evolutionary approach and market-focused alternatives are not sustainable in Canada during the next decade;
- * a wide redistribution of responsibility for governance amongst civil society, private and public sectors: the federal government focuses on those matters that cannot be handled best by civil society, the private sector, local or provincial

² Civil Society: This sector is voluntary. Its focus is citizens, not voters (as in the public sector) nor consumers (as in the private sector). It usually includes some education, voluntary and community associations, charitable organizations, the media, cultural organizations, religious institutions.

governments;

- * the federal government providing strategic, pro-active, long term, shared leadership to the ongoing process of developing shared governance frameworks for the country, taking a long-term view;
- * new social arrangements that enable more citizens to participate more fully in the decision-making process, strengthen the role of citizens and of civil society, and provide for a more equitable distribution of the benefits of the global information economy;
- * society harnessing technology to build and encourage a learning society and to compete effectively in the global information economy;
- * efforts to reduce government deficits that may entail accepting lower economic growth (using traditional measurements);
- * efforts to raise revenues for redistribution through a combination of government efficiencies, effective Canadian participation in the global economy, increased international co-operation amongst national government, and new sources of revenue, e.g. public sector entities running a profit; a global 'bit' tax;
- * learning to measure the wellbeing of society by means other than traditional economic measures by themselves; and
- * the primacy of partnerships and alliances as the cornerstone for business relations.

Some Challenges for the Federal Government:

- * overcoming decades of mistrust to make shared steering possible, with all levels of government, and across sectors;
- * developing new institutions and practices that can foster learning and consensus-building (the building of shared frameworks) without paralyzing decision-making;
- * reconciling the realities of adversarial politics, a hierarchical structure and ministerial responsibility with the requirements for developing new partnerships, alliances and more cooperative ways of working; and
- * defining and maintaining federal presence in a more decentralized governance system, given the greater role played by others.

Some Challenges for the Federal Public Service:

- * strengthening strategic capacity, research and analytic capabilities, across a broad range of demands;
- * the need for significant attitudinal change including a willingness to redistribute and share power: e.g., to enable shared steering, sharing information;
- * encouraging mobility of personnel across all sectors (private, public and civil society); and
- * recruitment: attracting and retaining highly qualified personnel on the basis of serving the public good.

2.1.4 The Crisis Wild Card

Under any of the governance scenarios, a major crisis may occur which will redefine the agenda and significantly alter the challenges we face in the short term. Such a crisis also may spark a shift from one scenario to another (for example, the way in which a fiscal/financial crisis dramatically shifted New Zealand to something approximating the market scenario). While the most obvious triggers for a crisis in Canada at this time are financial/fiscal or national unity, others such as environmental or military, are conceivable. Whatever the trigger, there are some common characteristics we would face under this crisis or contingency wild card:

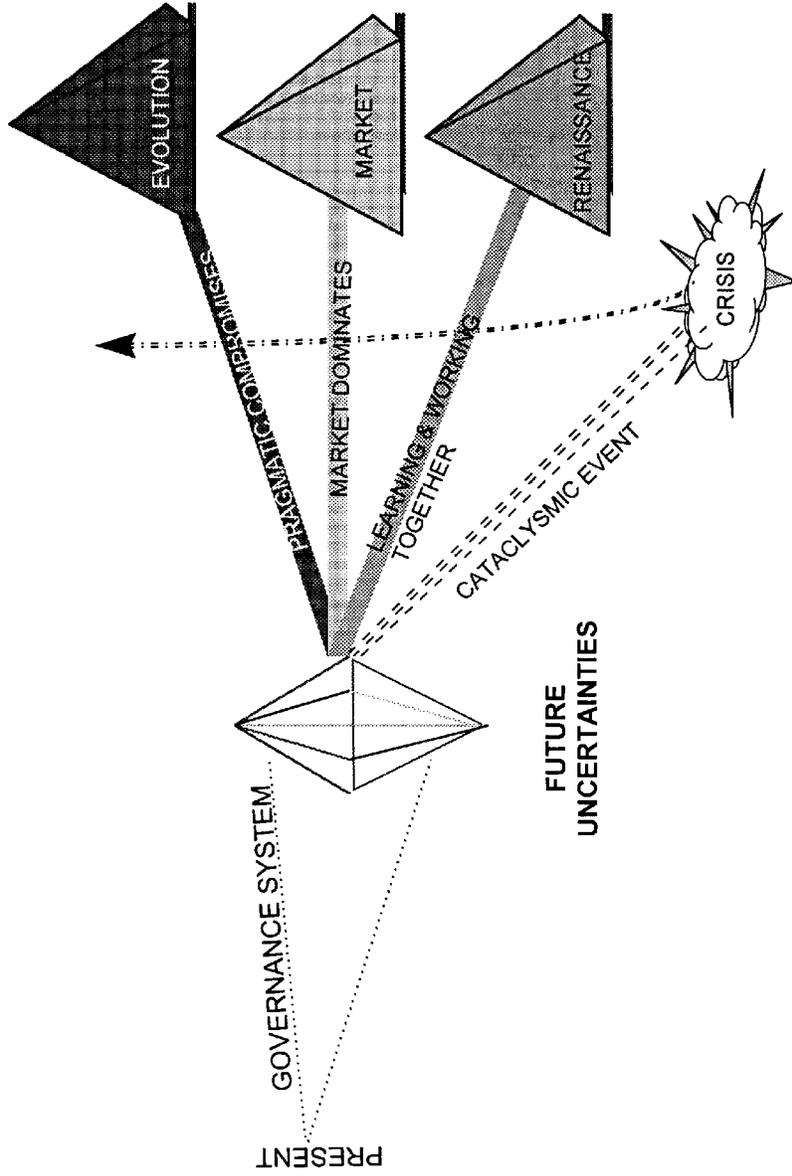
- * *virtually all other agenda items lost;*
- * *speed of action becomes critical;*
- * *focus on political direction/survival*
- * *people look to governments to lead and to act;*
- * *sovereignty and international status at risk;*
- * *falling incomes.*

Some Challenges if a Crisis Occurs:

- * *how to maintain an international stature, Canadian values and independence;*
- * *how to manage the crisis with limited financial resources;*
- * *how to communicate with the public in order to calm fears, create hope and a sense of direction;*
- * *how to sustain consultation/negotiation with other governments both within Canada and internationally;*
- * *how to combat public service burnout and the departure of those who have other options; and*
- * *how to react swiftly and effectively to face major changes.*

2.1.5

The Governance Scenarios as a Set



3. AFTERWORD

The governance scenarios are a powerful set of tools for encouraging and facilitating strategic discussion and dialogue about the future of the public service, about governance in Canada, and even about public policy issues. They should be of interest and value to a wide variety of audiences: public servants, politicians, parliamentarians, academics and students of public administration, and many more. The challenge is to find effective ways to make them accessible to others and, at the same time, interesting enough so that people are tempted to actually try them out.

This is a challenge because simply reading the outlines of the governance scenario will not demonstrate their power or their usefulness.

Everyone has his or her own mental maps, or ways of structuring the overwhelming, confusing information we have of the present. Good scenarios help us when we learn how to 'suspend disbelief'. When we can temporarily set aside our mental maps and begin to see what we have not been able to see before.

Reading the scenario descriptions may tempt us to either think of a thousand other scenarios, treat them as options rather than tools, or to find fault with some of their elements. This merely confirms our mental maps and should be avoided.

In addition, the process of building them was, in itself an intensive learning experience for all who participated. It modelled the kind of strategic discussion and dialogue that the results themselves hope to enable. The learnings were extensive and rich. Making them accessible to others is another challenge.

The development of a learning and marketing study related to the task force work, presently underway, is intended to address both of these challenges.

In the meantime two sections have been included in this report to help fill the gap. The first summarizes two different uses for the scenarios. The second describes how to design and implement a half day workshop to enable a group of interested people to 'live' in the scenarios and to test proposed strategy approaches.

Annex 4.2

How to Use the Scenarios

Scenarios are designed to provide a common vocabulary which can be used to encourage strategic dialogue and discussion and to improve decision-making. In particular, scenarios can help to generate and test strategies and alternative approaches, and to set an overall strategic direction.

To use the governance scenarios to test approaches:

- * select a course of action (strategy or policy) being pursued or considered;
- * for each scenario determine
 - what threats and opportunities this scenario presents;
 - the strengths and weaknesses of the course of action (strategy or policy) if it were pursued for ten years;
 - if it accomplished what was wanted;
- * decide/determine how the course of action could be modified to make it work better in each scenario; and
- * analyze how the selected course of action could be adjusted so as to produce the best outcome (i.e. the desired results) no matter which scenario occurs.

To use the governance scenarios to examine a strategic direction, whether this is the desired destination and what could be done to alter its course, the following questions must be answered:

- * which of the scenarios is the most likely to happen if things continue on their current course?
- * which of the scenarios would be most desirable in the future?
- * what would have to change to move from the most likely future to the preferred future?
- * what is the course of action implied by that desired change?

4. ANNEXES

Annex 4.1

List of Participants

Co-Chairs:

Mr. Robert J. Giroux	President Association of Universities and Colleges of Canada
Mrs. Ruth Hubbard	President Public Service Commission

Members:

Mrs. Amelita A. Armit	Executive Director Corporate Management and Secretary General Public Service Commission
Ms. Sophie Bélanger	Direction générale Services frontaliers des douanes Service des fonctions de gestion Douanes Accises et Impôt
Mr. Mondher Benhassine	Department of Indian Affairs & Northern Development Commercial Development Directorate
Mrs. Margaret Bloodworth	Deputy Clerk Security and Intelligence, and Counsel Privy Council Office
Mr. J.C. Bouchard	Deputy Secretary Human Resources Branch Treasury Board
Mr. Otto Brodtrick	Centre For Public Management
Mr. André Burelle	Consultant
Mrs. Janice Cochrane	Deputy Minister Citizenship and Immigration
Mr. Don Dennison	Deputy Minister Department of Environment

Gov't of New Brunswick

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Mario Dion	Associate Deputy Minister Justice Canada
Mr. V. Peter Harder	Deputy Minister Citizenship and Immigration (later to become Secretary to the Treasury Board)
Mr. Ralph Heintzman	Vice-Principal (Research) Canadian Centre for Management Development
Mr. David Holdsworth	Associate Secretary to Cabinet Senior Personnel Management Privy Council Office
Mr. Louis Huneault	Vice-President du Groupe Livingston Trade Services
Mr. J. MacEwen	Director Recruitment Programs & Priority Administration Public Service Commission
Mr. Warren Maidens	Executive Director DM's Task Force: A Planning Tool for Thinking About the Future of the Public Service
Mr. Norman Moyer	Assistant Deputy Minister Treasury Board
Mr. E. Poznanski	Secretary to the DM's Task Force: A Planning Tool for Thinking About the Future of the Public Service
Mr. Ray Protti	Deputy Minister Agriculture and Agri Food Canada
Mr. Bill Rowat	Deputy Minister Fisheries and Oceans
Mr. Allan Sullivan	President & CEO CIIA
Mr. John Tait	Senior Advisor Privy Council Office

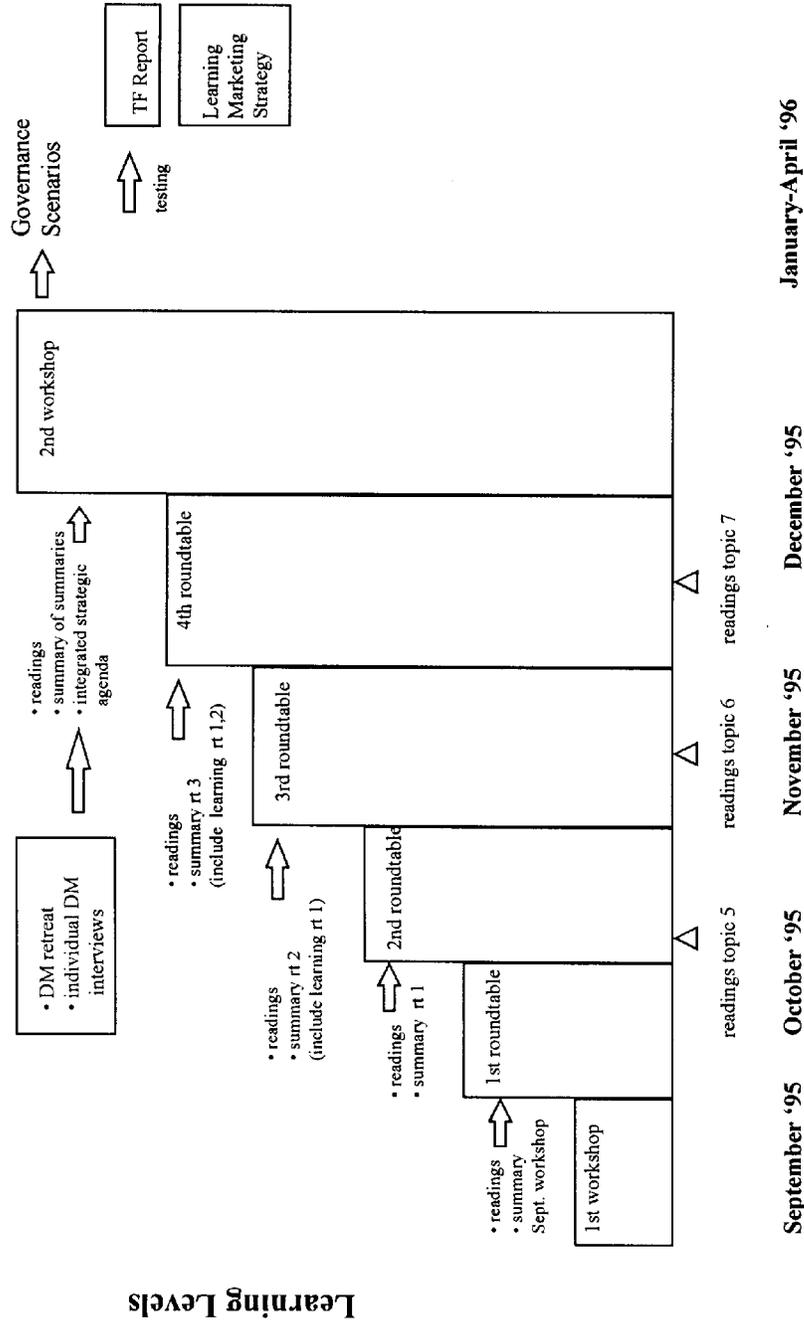
Mr. Harvey Wong

Privy Council Office

Mr. John Wright

President
Saskatchewan Government Insurance

The Governance Scenarios Learning Process



Applying Governance Scenarios Workshop

Pre-Workshop Activities

- Distribute to all participants a copy of the workshop objectives, the workshop time and duration and a copy of the agenda.
- Arrange for the room, flip charts, refreshments, etc.

Introduction and Review of Workshop Objectives

- Welcome the participants and allow them to introduce themselves.
- Outline the workshop objective:

to evaluate how scenarios work as tools for improving the quality of strategic dialogue and analysis by applying all three to some aspect of the management of the public service.
- Emphasize that this workshop will be successful if the participants leave with an understanding of the three scenarios (possible futures) and what makes each different from the others as well as an appreciation of the power of scenarios as tools to assist in strategic thinking and analysis.

Setting the Stage

- Briefly review the content of the three scenarios: Evolution, Renaissance and Market, as well as the 'wildcard' - Crisis. Encourage questions.

Integrating the Scenarios

- Divide the participants into three syndicates and assign one scenario to each group.
- Ask each syndicate to take forty (40) minutes to develop the best argument they can to explain why their scenario is happening today, why it must continue to happen in the future, and why, by the year 2006, it is really the only future that is likely to occur.
- Ask them to also describe the three (3) basic activities of the Federal Public Service in that future.

- Point out that their presentation is to last no more than ten (10) minutes.
- Tell the group that each member of the syndicate group judged to have done the most convincing job of persuading the room of the inevitability of their scenario will win a prize.

Syndicate Group Presentations

- Ask each group to take twenty (20) minutes (including questions), to report back in plenary on both components.

General Discussion

- After each presentation, encourage a discussion to:
 - (i) *identify the basic activities which are common to all three scenarios*
 - (ii) *identify the differences which emerge.*
- List these items on a flip chart.
- Give out the prizes!

Break

Understanding the Implications of the Scenarios

- Ask the participants to get together in the same syndicates.
- Ask the groups to imagine that they are in the year 2006, that their scenario has occurred and that their policy proposal was adopted by the Government in 1996.

Ask each syndicate to answer the following three questions in light of their scenario:

- (i) *What are the strengths and weakness of their proposal which was pursued over the past ten (10) years?*
 - (ii) *Did the proposal accomplish what we wanted?*
 - (iii) *How could the proposal be modified to make it work better for your scenario?*
- Tell the syndicates they will have fifteen (15) minutes to make their presentations.

Syndicate Group Presentations

- Ask each group to report back in plenary.

General Discussion

- Spend time looking at the proposal across all three scenarios from the perspective of:
 - (i) *Common strengths or weakness (if any) of the proposal across scenarios.*
 - (ii) *Modification of the proposal to make it the strongest (the most robust) regardless of which scenario occurs.*

Closure and Evaluation

- Ask the group for what their recommendations would be for next steps as regards their proposal.
- Note these recommendations on a flip chart.
- Ask the group to complete the evaluation sheet.

**List of Commercially Available Processes Based on
an Existing Set of Scenarios**

The companies and contacts listed below have developed their own approach to scenario building. Although similar in some ways, each company will have specific methodologies that set them apart.

Company Name	Contact/Consultant	Scenario Example
Centre for Innovative Leadership PO Box 1779, Rivonia 2128, South Africa	Adam Kahane	The 'Montfleurl' scenarios
Meridian International Institute 250 Albert Street, Ottawa Ontario	Steven A. Rosell	Changing Maps
Global Business Net 5900-X Hollis Street Emeryville, California USA	Jay Ogilvy	This company specializes in scenario planning and has numerous examples.
Canadian Centre for Management Development	Greg Fyffe	Numerous scenario planning examples.

5. BIBLIOGRAPHY and LEARNING INVENTORY

The following materials were consulted by the Task Force members and or the secretariat of the Task Force during the course of the scenario-building exercise:

Scenarios - General

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A Planning Tool for Thinking About the Future of the Public Service

Supplementary Report

December 1996

INTRODUCTION:

This short supplementary report includes a summary of experiences in using the governance scenarios during the five months which followed the report of the Task Force in April 1996. It makes recommendations for sharing the learning and exposing others to the governance scenarios, based largely upon the work of a Learning and Marketing Advisory Committee to the Co-chairs, which was established at that time.

The hope is that the experiences summarized in this report will permit interested readers to see how these powerful tools have been used either to solve real problems or to stimulate and enhance broader and more creative problem solving. The example is included for the same reason.

The recommendations are those of the Co-chairs, Ruth Hubbard and Peter Harder, based upon six months of experience with the scenarios and taking into account the approaches being taken within the federal government to deal with the full set of management task forces commissioned in the summer of 1995.

EXAMPLES OF THE GOVERNANCE SCENARIOS IN USE³:

I Decision-making and problem solving:

Staffing "Vision" Conference - April 1996

- ▶ The governance scenarios were used as part of the strategic planning process at the Vision Conference, which was the key event that launched the Consultative Review of Staffing. The scenarios were used to help the attendees to think laterally and gain additional and new perspective on the staffing process. In addition, they were used to test leverage points of the staffing process across possible futures, to ensure these points were reasonable and feasible. Overall reaction to the use of the scenarios was positive, and led to numerous requests for more information on the scenarios and to additional possible events where the scenarios would be used.

³ These experiments have all provided learning, which will be compiled, on how to get the most out of scenarios as a tool.

PSC Appeals and Investigations Branch - March 1996

- ▶ The governance scenarios were used to windtunnel proposed changes to the recourse process. As a result of the windtunneling, the proposed changes to the recourse process were modified to bolster the likelihood of their success, irrespective of which future may come to pass. In addition, the windtunneling process identified some areas of concern for the Branch, which have subsequently been addressed and have improved the speed and quality of the recourse process.

CCMD Courses - May 1996

- ▶ CCMD has already begun to introduce the scenario-building process and the governance scenarios into the classroom for the Career Assignment Program, the Senior Executive Management Program and the Management Trainee Program, as a means of stimulating horizontal thinking and focussing on strategic issues.

Industry Canada - June 1996

- ▶ The Spectrum, Information Technologies and Telecommunications Sector (S.I.T.T.S.) chose the governance scenarios over the "Changing Maps" scenarios, as their tool to help senior management focus on long-term strategic issues and to assist in ensuring their policy decisions are robust.

Public Service Commissioners - June 1996

- ▶ A windtunneling exercise, using the governance scenarios, was conducted at the Federal - Provincial Public Service Commissioners' Conference. The scenarios provided an opportunity for the Commissioners to begin the process of "suspending disbelief" and to be exposed to a different tool for strategic planning and enhancing decision-making.

Saskatchewan Government Workshop - September 1996

- ▶ The governance scenarios were used as a thinking and discussion tool to describe the possible environments in which the Saskatchewan Public Service might operate 5-10 years from now.

The participants included Cabinet ministers; senior bureaucrats and union leaders. They reported that scenarios were useful for facilitating "out of the box" thinking. The Cabinet ministers were apparently particularly delighted with the process; pronouncing it useful and fun.

The PSC provided resource materials and a resource person for the workshop.

Health Canada - September 1996

- ▶ The scenarios were used to windtunnel specific proposals related to the role and relationship of the voluntary sector dedicated to children and the federal government.

The participants included senior public servants and representatives of the voluntary sector. They reported that the scenarios served as a catalyst to create a strategic vision amongst people who are often working in a crisis mode, helping them focus on crucial, often neglected, issues.

They valued the scenarios as tools for stretching their thinking and for considering alternative points of view and their relative merits.

II Information/learning sessions:

Forum 96 - May 1996

- ▶ Forum 96 is a group of young public servants who come together regularly to learn about and discuss issues related to management in the public service and the broad social, economic and political challenges facing Canada. This group came together to learn about the governance scenarios. They discussed and analyzed the scenarios and then related significant trends within of the public service to the characteristics of the scenarios. This event was intended to show how scenarios might be used for strategic planning. Discussions with Forum 96 participants after the event, revealed that the exercise was both popular and successful in achieving its goals. The participants have taken back this experience and their perspective on the utility of the governance scenarios, to their departments.

Armchair discussion CCMD - April 1996

- ▶ Ruth Hubbard presented the results of the Task Force to approximately 100 senior public service managers. The presentation generated significant interest in scenarios.

Armchair discussion CCMD - June 1996

- ▶ Martha Hynna presented a follow-up to the Armchair session done by Ruth Hubbard in April 1996. Approximately 60 senior managers heard the governance scenarios explained in detail, and the plans for the marketing of the scenarios and the related learning. The session resulted in numerous requests for additional information on scenario building and the governance scenarios.

ADM Forum - June 1996

- ▶ The governance scenarios were used by three groups in a workshop on partnerships. The scenarios enriched the discussion and provided a single framework and common vocabulary for discussion.

RECOMMENDATIONS:

1. That CCMD be the primary delivery vehicle for the scenario process and the governance scenarios, although, partnering with other training and development organizations, (e.g.TDC), as appropriate.
2. That CCMD review course materials for CAP, SEMP, MTP and other selected courses with a view to further incorporating scenario building and the governance scenarios into the curriculum as appropriate.
3. That CCMD review the 'learning' (e.g. roundtable discussions, workshops) generated by the Task Force with a view to promulgating it appropriately.
4. That CCMD develop and implement an ongoing strategy/program for the use of scenarios throughout the government, to the extent that it fits with CCMD's evolving future direction.
5. That follow up with deputy ministers be undertaken by integrating this material with the material from other Deputy Minister Task Forces.
6. That communications to other groups (e.g. federal unions, IPAC, APEX, other governments, academics, Parliamentarians) be included as part of the overall communication strategy on the results of all Task Forces.

CONCLUSIONS:

The set of governance scenarios is a powerful tool for strategic planning, enhancing decision-making and as a method to help us change the way we look at problems, (changing our mental maps).

They can help us move toward improving the strategic planning process in government, bettering the horizontal thinking capacity in and across government and help create a common vocabulary and thinking frameworks to assist strategic thinking and planning.

Using the scenarios is not always the easiest methodology to apply. To be used effectively they require an investment in time, to ensure that they are thoroughly understood. Making this investment has already paid dividends to the organizations that are using the scenarios.

Interested parties should look closely at the scenario process and the governance scenarios when considering their strategic planning initiatives.

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*Ruth Hubbard, President, Public Service Commission
Peter Harder, Secretary of the Treasury Board
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Task Force Co-Chairs

