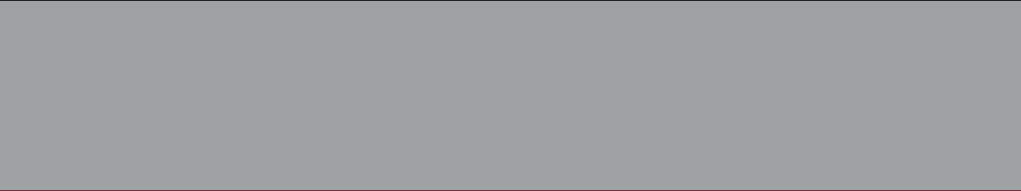Public Service Commission
of Canada

Commission de la fonction publique
du Canada

Public Service Commission

2004-2005

Annual Report

Chapter 2 – Oversight

Canada

Public Service Commission

2004-2005

Annual Report

Chapter 2 – Oversight

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Summary

Summary

2.1   In December 2005, the new *Public Service Employment Act (PSEA)* is expected to come into full force. The new PSEA provides greater flexibility in the staffing process. Under the new Act, the Public Service Commission (PSC) retains the authority to make appointments to and within the public service; however, the Act encourages delegation of that authority to deputy heads. Deputy heads with delegated authority can customize their staffing systems to meet the needs of their organization.

2.2   The PSC has developed an Appointment Framework, as well as a new approach to political activities, along with guides and tools to help departments and agencies carry out their responsibilities under the new Act.

2.3   Our assessment of departments' and agencies' adherence to the staffing values in 2004-2005 emanates from our strengthened oversight work.

- **Competency** – Managers are appointing competent people. Greater compliance is required to the conditions that are imposed when language requirements are not met at the time of appointment.

- **Non-Partisanship** – We found no evidence this year of political patronage in public service staffing; however, some managers use a small network to identify, attract and promote recruits, resulting in perceptions of personal favouritism.[1] Staffing actions characterized by a lack of competition and transparency contribute to public servants' perception of personal favouritism in staffing.

- **Representativeness** – Progress has been achieved towards a representative public service that reflects labour market availability for three of the four employment equity designated groups (women, Aboriginal peoples, and persons with disabilities). This is not the case for members of visible minorities. Also, in many departments and agencies, employment equity plans are not aligned with human resources and business plans; this creates inconsistencies in policies and procedures.

- **Equity of Access** – Making public service jobs more widely accessible to all Canadians is progressing slowly.

- **Fairness and Transparency** – Employees continue to express concerns about the lack of transparency and fairness in staffing.

- **Flexibility and Efficiency** – Managers estimate that it takes an average of 17 weeks to staff an indeterminate (permanent) position by competition, and 11 weeks without competition.

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1   Given that the new PSEA refers to "personal favouritism", this term is used throughout the Report instead of "bureaucratic patronage".

Oversight and Accountability

2.4   As part of the new PSEA's greater emphasis on oversight, we will use a variety of tools to oversee the appointment system. These will include more audits and investigations, to help us monitor the integrity of the staffing process and ensure the non-partisanship of the public service.

2.5   As part of the preparations for the new PSEA, we are providing observations on staffing management and results in terms of the new Staffing Management Accountability Framework for 2003-2004 and the early part of 2005.

- **Governance** – The vast majority of departments and agencies have staffing sub-delegation instruments in place and are developing the committee structures, practices and plans needed to give clear direction and set priorities.

- **Planning** – Only a third of organizations have a human resources planning process in place.

- **Policy** – More than half of organizations have not begun policy work aimed at implementing the new Act; nor do they adequately monitor staffing practices such as the use of casuals.

- **Communication** – While departments and agencies use multiple methods to communicate staffing information, overall transparency could be further improved.

- **Control** – Further efforts are required with regard to applying risk management to staffing, using performance management as the basis for taking corrective action, and managing human resources information.

2.6   Weaknesses in the management of staffing are particularly apparent in the areas of planning, policy and control.

Readiness and Challenges

2.7   At the time of writing this report, six months prior to December 2005, there have been positive developments in preparing for the coming into force of the new PSEA; however, much remains to be done.

2.8   Departments and agencies face significant hurdles in implementing the new Act, especially considering the shortage of skilled professionals being experienced by the human resources community across the public service, and the recognized need for information systems support, training and cultural change.

Political Activities

2.9 Over the past year, we have developed guides, tools and processes that will be released in December 2005 as part of a new framework to govern the political activities of public servants. The new policy and regulatory regime will balance the rights of employees to engage in political activities with the need to maintain the political impartiality of the public service.

Audits

2.10 In April 2004, we established an Audit Branch. We have since increased the number of auditors from five to 23. We developed an audit plan encompassing nine audits, eight of which were launched in 2004-2005. Since year-end, we have completed the following three additional audits:

- **Audit of the Industrial Security Program of Public Works and Government Services Canada:** We found that the Deputy Minister had established a good staffing management accountability framework. However, the partnership between program managers and human resources advisors, which was expected to produce appropriate staffing outcomes, was found to be ineffective. This resulted in appointments that were not in accordance with merit, and that did not respect the staffing values reflected in the Department's Staffing Delegation and Accountability Agreement. As the Deputy Minister responded quickly to resolve the problems, we have not taken any additional action with respect to his delegated staffing authorities.

- **Audit of the Commission for Public Complaints Against the RCMP (CPC):** We found that the CPC's staffing practices did not respect the merit principle and staffing values. Hiring practices followed an unacceptable pattern, with managers manipulating selection processes to hire pre-selected individuals. CPC did not receive appropriate advice from its service provider, human resources officials in the former Department of the Solicitor General Canada (now Public Safety and Emergency Preparedness Canada). In June 2004, a new executive director started to take action to put a more appropriate staffing regime in place. Nonetheless, the PSC has placed conditions on the delegation of staffing authorities to the CPC and will monitor progress closely.

- **Audit of Staffing File Documentation:** We found an improvement in documentation since our 2002 Thematic Review on Staffing Values: Competency and Fairness. Overall, files contained most of the documents required by the PSC. However, the adequacy of some of this documentation for without competition processes remains a concern. Ensuring sufficient or appropriate evidence of the application of merit and respect for PSC policy direction will be a continuing challenge for departments and agencies under the new Act.

Investigations and Appeals (Recourse)

2.11 Under the current Act, the PSC hears appeals from candidates who have been unsuccessful in being appointed as the result of internal selection processes. If the appeal is allowed, we prescribe appropriate corrective measures to rectify the defect in the selection process.

2.12 The number of appeals in 2004-2005 was fairly consistent with that of previous years, at 1 223. Appeals were allowed in 213 cases (17%) in which:

- the selection board made an improper assessment of the qualifications;

- the conduct of the selection board was questioned (bad faith, bias or unfair advantage); or

- other situations, such as failure to assess qualifications and the unreasonable conditions under which examinations were held.

2.13 During the same period, the PSC received 695 requests for investigation, relating to:

- concerns about open or non-productive closed competitions;

- the administration of eligibility lists resulting from competitive processes; or

- other issues regarding selection processes, such as the review of qualifications.

2.14 With the new PSEA, our existing Recourse Branch will gradually transform from a branch dealing with investigations and hundreds of staffing appeals a year to one that will conduct investigations related to:

- external appointments;

- internal appointments, if not delegated to the deputy head;

- delegated internal appointments, at the request of the deputy head;

- appointments involving possible political influence;

- appointment processes where fraud is suspected; and

- allegations of improper political activities.

Introduction

Introduction

Preparing for Change

2.15   In December 2005, the new *Public Service Employment Act* (PSEA) that is incorporated within the *Public Service Modernization Act* is expected to come fully into force. It is designed to facilitate hiring the right people when and where they are needed.

2.16   The new Act provides more flexibility in the staffing process and formalizes the shift to values-based decision-making that was initiated under the previous Act. The goal is to implement a modernized staffing regime that balances flexibility with greater accountability. A number of staffing values – including non-partisanship, representativeness, fairness, accessibility and transparency – are set out in the Act's preamble.

2.17   Under the new Act, the Public Service Commission (PSC) will continue to have the authority to make appointments to and within the public service. While we already delegate many appointment authorities, the Act encourages further delegation to deputy heads, and through them, to departmental and agency managers. The new Act will allow deputy heads to customize their staffing systems to meet the needs of their organization.

2.18   Managers will be encouraged to take greater initiative and design more flexible staffing processes in accordance with the staffing values and the new definition of merit. This definition provides for the selection of the person who not only meets the job requirements, but who also fits the current and future needs of the organization and the public service.

2.19   We have developed an Appointment Framework to guide departments and agencies in designing staffing systems that respect legislative requirements and the staffing values. The Appointment Framework has three parts: appointment policy; delegation; and accountability.

2.20   In keeping with the spirit of the new Act, the policy component is minimally prescriptive. It comprises high-level statements that reflect the values, and sets the performance expectations for which managers will be accountable.

2.21   The delegation agreements we will sign with departments and agencies will identify performance expectations for staffing activities, as well as the results to be attained. Departments and agencies will report to us on the results.

2.22   As organizations assume more control over their staffing systems, we will increasingly focus on our accountability to Parliament for ensuring that appointments to and within the public service are made fairly and impartially.

2.23   A variety of accountability mechanisms and oversight tools, along with our new Staffing Management Accountability Framework, will help us determine:

• whether deputy heads are exercising their delegated authorities properly and in adherence to the staffing values; and

• whether the system, overall, is operating effectively.

The mechanisms and tools used to track identified risks to the system include monitoring, audits and investigations.

2.24   When we identify risks to the integrity of the appointment system, we will recommend remedial measures. If necessary, we will impose sanctions, such as conditions on the exercise of delegated authority or, in exceptional cases, the partial or complete withdrawal of delegated authority.

2.25   We will continue to report annually to Parliament on the functioning of the appointment system, and may make special reports to Parliament as appropriate.

A New Definition of Merit

2.26   A significant change under the new PSEA is that the legislation provides a definition of merit. The current Act does not define the term. Merit came to be defined by the courts, through jurisprudence, to mean the "best qualified". Selecting the best qualified individual calls for a highly prescriptive appointment process that involves comparing and ranking candidates. In 1993, the PSEA was amended to include "individual merit", which permits a person to be assessed and found qualified for appointment in relation to a standard of competence, without being compared to others.

2.27   Under the new Act, merit has two components. First, everyone who is appointed to a position in the public service will have to meet the essential qualifications for the work to be done.

2.28   Second, in assessing candidates, managers will be able to take into account qualifications that are considered an asset for the work, currently or in the future, as well as any current or future operational requirements and organizational needs. The manager may also consider the current and future needs of the public service, as determined by the Employer, in deciding on the needs of the organization.

2.29   Human resources planning is key to applying the new definition of merit in staffing processes. The new definition of merit underscores the closer alignment of staffing with the business needs of an organization. Departments and line managers will need to develop a longer-term perspective on staffing. They will need to think more about their resourcing needs.

Political Impartiality

2.30   The new PSEA provides for the PSC to develop a new regime to govern the political activities of public servants. The goal is to allow public servants to exercise their right to participate in political activities to the greatest extent possible, while still maintaining the impartiality of the public service.

2.31   Over the past year, we have developed guides, tools and processes as part of a new approach to political activities. Specifically, we will provide guidance to departments on the rights of public servants to participate in political activities; determine whether to grant permission or leave without pay to be candidates in an election; and investigate allegations of improper political conduct by public servants.

A Year of Preparation

2.32   In 2004-2005, the PSC and departments and agencies had to operate under the current staffing regime and existing legislation while preparing to implement the new PSEA. This chapter of our Annual Report reflects the fact that we are in a transition period. It looks at the staffing system through the lens of the staffing values under the current Act.

2.33   The new Act explicitly states that all appointments to the public service must be based on merit and be free of political influence. The values of fairness, accessibility and transparency have been built directly into the Act and embraced in its preamble. They are the values that most influence the appointment process for which deputy heads will be held accountable.

2.34   These values are defined as follows:

- **fairness** means that staffing decisions throughout the appointment process are made objectively and are free from political influence or personal favouritism;

- **transparency** means that information about staffing decisions, policies and practices is communicated in an open and timely manner; and

- **access** means that persons have a reasonable opportunity to apply and be considered for public service employment.

2.35   The remaining values – competency and representativeness – outline the expected results of staffing processes, and have been incorporated in various features of the new Act and our Appointment Framework.

2.36   Competency, for example, is incorporated in the first part of the new definition of merit – an appointee has to meet the essential qualifications for the work to be done.

2.37   Representativeness is also a merit criterion under the second part of the new definition, as a manager has to consider the current and future employment equity needs of the organization and the public service.

2.38   The expected results under both the current and new Acts are the same – a public service that strives for excellence, is non-partisan, and is representative of and able to communicate with the people it serves in both official languages.

2.39   This chapter provides a status report on what departments and agencies have done, as of March 31, 2005, with respect to the expectations defined in our Staffing Management Accountability Framework. As well, the chapter examines the state of readiness, at the time of writing, of the public service to implement the new Act.

The Current Staffing System

The Current Staffing System

Introduction

2.40 Under the current *Public Service Employment Act* (PSEA), we assess the staffing system by reviewing departments' and agencies' reports on their performance against the six staffing values (competency, non-partisanship, representativeness, equity of access, fairness and transparency) and the two management and service delivery principles (flexibility and efficiency).[2]

2.41 Of 77 departments and agencies, 72 submitted a Departmental Staffing Accountability Report.[3] The remaining five were not required to report, given their recent creation or the fact that they were undergoing a staffing audit. Reports were submitted in late 2004 and covered the 2003-2004 fiscal year, as well as 2004-2005 up to the time of reporting.

2.42 Three organizations reported for the first time:

• the Canada Firearms Centre;

• the Office of the Commissioner for Federal Judicial Affairs; and

• the Canada Border Services Agency.

2.43 We also draw on various sources of supplementary information for our Annual Report, such as the Public Service Commission (PSC) Survey of Appointments[4] and statistical information on hiring.

Under the current Public Service Employment Act *(PSEA), we assess the staffing system by reviewing departments' and agencies' reports on their performance against the six staffing values . . . and the two management and service delivery principles. . .*

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2   See Appendix 1: Performance Expectations — Staffing Values and Principles.

3   See Appendix 3: 2003-2004 Reporting Departments and Agencies.

4   The PSC Survey of Appointments is a cyclical survey of appointment activity, conducted every six months. Survey responses are received from both appointees and managers involved in staffing actions (indeterminate (permanent) recruitment, indeterminate (permanent) promotions and term-to-indeterminate movement).

Competency: A Results Value

Competency: *Attributes which ensure that public servants are qualified to carry out their public service duty.*

Competency

Managers are appointing competent people both to and within the public service. Initiatives are under way in departments and agencies to support the continued recruitment of competent employees.

The PSC and the Public Service Human Resources Management Agency of Canada updated the executive-level competency profile, which defines the key leadership competencies necessary for effective performance at the senior ranks of the public service.

Departments and agencies continue to use existing standardized assessment instruments, and to request information and assessment expertise in developing tailored instruments for the fair assessment of competencies (see Chapter 3: Services – Assessment Services/Personnel Psychology Centre).

Greater compliance with the requirements of the *Public Service Official Languages Exclusion Approval Order* is necessary, as non-compliance affects the ability of public servants to meet the language proficiency requirements of bilingual positions and to serve Canadians in their language of choice.

Work continues to ensure compliance with the *Public Service Official Languages Exclusion Approval Order* [5] through more effective monitoring and the development of a revised Order.

The PSC's Audit of Staffing File Documentation found that there is a weakness in the documentation maintained by departments and agencies for without competition processes and, in some cases, insufficient or inadequate evidence to show that competency had been demonstrated.

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5   The *Public Service Official Languages Approval Exclusion* Order ensures that employees satisfy language requirements within a certain period, or are moved to positions for which they are qualified.

Development of an Executive-Level (EX) Qualification Standard and Revised Leadership Competency Profile

2.44   Under the current PSEA, the majority of appointments to and within the Executive group are reviewed and approved by the PSC. Under the new Act, authority for executive appointments will be delegated to deputy heads; there will no longer be one centralized process for most executive-level appointments.

2.45   The risks of actual or perceived favouritism, inconsistent qualification requirements and assessment processes, and a possible lack of departmental expertise in executive resourcing, can be partially mitigated by an EX qualification standard and assessment policy.

2.46   To this end, we are working with the Public Service Human Resources Management Agency of Canada to develop a qualification standard that will establish baseline requirements and ensure a consistent level of competency throughout the executive cadre. We are also developing an assessment policy, guides and tools for valid and reliable assessment of executive competencies.

> As a central component, the PSC and the Public Service Human Resources Management Agency of Canada have revised the previous *Leadership Competency Profile*, now called *Key Leadership Competencies for the Public Service of Canada: Values and Ethics, Strategic Thinking, Engagement, and Management Excellence (Action Management, People Management and Financial Management)*. Revisions are based on extensive consultation with the deputy head and executive community, the Association of Professional Executives and the National Managers Community; they have been endorsed by the Committee of Senior Officials. The new profile clearly identifies behaviours for effective performance throughout the leadership continuum (from two levels below the executive levels up to the deputy head level).

Official Languages

2.47   Official language proficiency is one of the qualifications to be met by the incumbent of a bilingual position. This is why most staffing of positions designated as bilingual requires the candidate to satisfy the language requirements on appointment. This is called imperative staffing.

Under the new Act, authority for executive appointments will be delegated to deputy heads; there will no longer be one centralized process for most executive-level appointments.

. . . we are working with the Public Service Human Resources Management Agency of Canada to develop a qualification standard that will establish baseline requirements and ensure a consistent level of competency throughout the executive cadre.

2.48 For 2004-2005, imperative staffing processes represented 84% (20 803) of appointments to bilingual positions.[6]

2.49 However, the *Public Service Official Languages Exclusion Approval Order* (the *Order)* may exempt a public servant from meeting the language requirements of his or her position, generally for a period of two years, with the possibility of an extension.

2.50 This is called non-imperative staffing, and aims to provide access to bilingual positions for unilingual Canadians. In 2004-2005, this represented 16% (4 080) of bilingual position appointments.[7]

2.51 Since 1999, approximately 500 of the public servants appointed annually on a non-imperative basis have not met the language requirements of their position at the time of appointment. For 2004-2005, this represents nearly 14% (573) of all non-imperative appointments.[8] Between 1999 and 2002, about 65% of these public servants did eventually meet the language requirements.[9]

2.52 An extension of the exemption period may be approved by the PSC for executives, and by deputy heads for other public servants. We may also approve an exemption on humanitarian grounds (hearing impairment, health problems or learning disabilities) for any public servant, regardless of group or level.

Table 1: Requests for Extension in 2004-2005 for Members of the Executive Group

Submitted	Approved	Denied	Under review
67	61	2	4

Source: PSC official languages files.

Table 2: Requests for Exclusion on Humanitarian Grounds in 2004-2005 for All Groups

Submitted	Approved	Denied
11	9	2

Source: PSC official languages files.

6   Source: PSEA appointment information.
7   Source: PSEA appointment information.
8   Source: PSEA appointment information.
9   Source: 2004 PSC Official Languages Survey.

2.53   In June 2004, we surveyed 80 departments and agencies about their management of the Order and found significant non-compliance. The main results were as follows:

- 88% (611) of the employees who did not meet the language requirements of their position at the end of their exemption period were not moved to a position for which they are fully qualified; and

- as a result, on June 30, 2004, these public servants were in a non-compliant situation; their exclusion extensions had expired, they did not meet the language requirements of their position and they were not moved.

2.54   When a public servant fails to meet the language competency of a bilingual position within a period of two years or of any extension, he or she should be moved to a position for which he or she meets all competencies, and that is of a similar occupational nature, level and salary.

2.55   To ensure compliance with the *Order*, we required about half of the organizations we surveyed to prepare action plans. The other half were not required to do so because their records indicated compliance.

2.56   We completed an extensive review of the *Order* and related *Public Service Language Appointment Regulations (Regulations)*, to ensure that, as a whole, they provide an appropriate balance between ensuring that appointees meet the official language proficiency requirements of bilingual positions, and fostering the access of unilingual Canadians to bilingual positions. The review also examined the extent to which the provisions of the *Order* and *Regulations* respond to the operational and business requirements of a modern and evolving public service.

2.57   The provisions of the proposed Order will reduce the number of circumstances where a person is excluded from meeting the official language proficiency requirements of a bilingual position, without limiting the access of unilingual Canadians to bilingual positions. The new *Order* and *Regulations* are expected to come into effect at the same time as the new PSEA.

The provisions of the proposed Order will reduce the number of circumstances where a person is excluded from meeting the official language proficiency requirements of a bilingual position, without limiting the access of unilingual Canadians to bilingual positions.

Non-Partisanship: A Results Value

Non-partisanship: *Employees are appointed and promoted objectively, free from political patronage or personal favouritism.*

Non-partisanship

We did not find any instances this year of political patronage in public service staffing. Public servants indicate they can distinguish between behaviour that implies personal favouritism and actions that are appropriate.

Public servants perceive the existing staffing values, if followed, to be sufficient to prevent personal favouritism.

Our oversight work provides evidence that some managers use a small network to identify, attract and promote recruits; these actions are characterized by a lack of competition and transparency. This contributes to public servants' perception of personal favouritism in staffing.

Appointments without competition and staffing that lacks transparency can create the perception, if not necessarily the reality, of personal favouritism.

The PSC and deputy heads need to pay particular attention to the identified risk indicators and avoid behaviours that lead to perceptions of personal favouritism.

Appointments without competition and staffing that lacks transparency can create the perception, if not necessarily the reality, of personal favouritism.

The PSC and deputy heads need to pay particular attention to the identified risk indicators and avoid behaviours that lead to perceptions of personal favouritism.

2.58   In general, monitoring of staffing activities to prevent political patronage or personal favouritism remains an ad hoc activity within organizations. Only a few departments have implemented rigorous, systematic monitoring with regular reporting to management.

2.59   In the most recent cycle of the PSC Survey of Appointments, with almost 750 recently appointed individuals responding, only about one-third of appointees agreed or strongly agreed that the staffing process in their department was free of bureaucratic patronage (personal favouritism). Another one-third of appointees disagreed or strongly disagreed with that statement. The remaining one-third neither agreed nor disagreed or did not know.

PSC Study of Personal Favouritism

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Definition of Personal Favouritism in Staffing

Within the federal public service's staffing and recruitment process, personal favouritism involves an inappropriate action or behaviour by a public servant who, by using knowledge, authority or influence, provides an unfair advantage or preferential treatment to: 1) a current employee or 2) a candidate for employment in the public service, for personal gain (benefit) and contrary to the good of the organization.

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2.60   Recent PSC audits have revealed patterns of personal favouritism within specific organizations (for example, the Office of the Privacy Commissioner, and the Industrial Security Program of Public Works and Government Services Canada) and certain staffing and recruitment mechanisms (for example, the Federal Student Work Experience Program). Our investigations of specific complaints have had similar results (for example, in a regional office of Health Canada). These findings have raised concerns about the extent of personal favouritism in the federal public service.

2.61   Given these concerns, the PSC undertook a study of personal favouritism. The study focussed on personal favouritism in staffing and recruitment in the federal public service, and in particular on the perceptions of public service employees. Other areas of human resources management were not examined. The methodology included focus groups, a survey and a review of a small sample of staffing transactions.

2.62   The study found that public servants had a reasonable understanding of personal favouritism and the behaviours associated with it. They refined and validated our working definition of personal favouritism.

2.63   The results of the study's survey of more than 2 500 employees showed that a significant number of respondents believed that personal favouritism occurred at least some of the time in their work unit.

2.64   Survey respondents' perceptions were strongly influenced by:

- conditions in the workplace (for example, those who worked in very large departments were more likely to perceive that personal favouritism existed);

- experience in the federal public service and/or their department (those with three or more years' experience in the federal public service were more likely to perceive personal favouritism); and

- their position in the organization's hierarchy (for example, non-managers were more likely to perceive personal favouritism).

2.65 Public servants believe that the current staffing values, if followed, are sufficient to prevent personal favouritism. They do not support developing additional rules that may impede efficiency. Many public servants recognize that operational requirements often make it necessary to balance the staffing values and the management principles of efficiency and flexibility.

2.66 Some of the activities considered suspect, however, are allowed under the current PSEA. For example, many respondents suspect personal favouritism in appointments made without competition, even though such appointments are allowed under the Act.

2.67 The study identified several risk indicators for personal favouritism, including lack of transparency in a staffing process and appointments without competition. Additional indicators from our review of staffing transactions include:

- whether the previous employment status of the employee provided an unfair advantage;

- whether the required qualifications, area of selection and/or assessment methods were tailored in favour of a particular candidate or changed during the staffing process; and

- whether a selection board member had a relationship with a candidate that prevented an unbiased assessment.

We will use these risk indicators to focus and direct our oversight activities.

2.68 By making the study results widely available, we will give deputy ministers and senior human resources officials insight into the types of high-risk activities and behaviours that should be carefully monitored. Further information on personal favouritism is available in the full study report that is being released simultaneously with our Annual Report.

Political Patronage

2.69 We did not find any instances of political patronage in public service staffing this past year.

Ministers' Staff Priorities

2.70 The PSEA provides certain persons working in ministers' offices with a limited entitlement to be appointed without competition to positions in the public service for which they are qualified.

Public servants believe that the current staffing values, if followed, are sufficient to prevent personal favouritism. They do not support developing additional rules that may impede efficiency. Many public servants recognize that operational requirements often make it necessary to balance the staffing values and the management principles of efficiency and flexibility.

2.71   Given that these persons are political staff who work in close proximity to the minister, there is a greater risk of perceived political influence in their appointments, as compared to other priority appointments. For this reason, the PSC has decided not to delegate the authority for priority appointment of ministers' staff to positions in the Executive group.

2.72   During 2004-2005, 35 appointments of former ministers' staff members were made, primarily to senior officer levels; an additional two appointments were made to the Executive group. This represents a significant increase in this type of appointment, largely due to the fact that many staff lost their positions as a result of Cabinet changes in December 2003 and June 2004.

2.73   Given the increase in activity, we conducted a study of ministers' staff who enter the public service, to cover the period 1993-1994 to 2003-2004.

- The study revealed that, on a yearly basis, one in 10 persons employed in a minister's office became a public servant. About half of these did so through the use of their priority entitlement.[10]

- Almost half (46.5%) were appointed within the department where they worked as ministers' staff.

- Of those placed using their priority entitlement, 25.9% received at least one promotion in the five years following their initial appointment.

Given that these persons are political staff who work in close proximity to the minister, there is a greater risk of perceived political influence in their appointments, as compared to other priority appointments. For this reason, the PSC has decided not to delegate the authority for priority appointment of ministers' staff to positions in the Executive group.

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10   Over the 10 years studied, there were 453 appointments of ministers' staff into the public service. Of these, 256 were made as a result of a priority appointment pursuant to section 39 of the Act. The remaining 197 appointments were made by a variety of means open to the general public, such as external recruitment (as casuals, students, specified-period (term) employees or indeterminate (permanent) employees), or as a result of employees simply returning to their post following a leave of absence.

Representativeness: A Results Value

Representativeness: *The composition of the public service reflects that of the labour market.*

Representativeness

Progress continues; however, challenges remain in achieving a representative public service.

Overall, the composition of the public service reflects the labour market availability for three of the four employment equity designated groups: women, persons with disabilities and Aboriginal peoples. It does not reflect the labour market availability for members of visible minorities.

In many departments and agencies, employment equity plans are not aligned with human resources and business plans; this creates inconsistencies in policies and procedures.

The federal public service has not met the one-in-five benchmark established in the Government's Embracing Change Action Plan for the participation of members of visible minorities in external recruitment and for entry into the Executive (EX) group.

Under the new PSEA, we will monitor how departments use the employment equity flexibilities to make progress in achieving a representative public service, as the Act encourages delegation of appointment authorities for external and executive resourcing.

The public service continues to make progress in the representation of the four employment equity designated groups. Reasonable representation has been achieved for women, Aboriginal peoples, and persons with disabilities, but members of visible minorities are still significantly under-represented, compared to their labour market availability...

2.74 The public service continues to make progress in the representation of the four employment equity designated groups. Reasonable representation has been achieved for women, Aboriginal peoples, and persons with disabilities, but members of visible minorities are still significantly under-represented, compared to their labour market availability (Table 3).

2.75 Furthermore, representation of members of visible minorities is not keeping up with the growing proportion of members of visible minorities in the Canadian workforce. Departments and agencies will need to increase the rate of external recruitment of members of visible minorities to achieve a representative public service.

Table 3: Representation of Employment Equity Designated Groups in the Federal Public Service[11]

	Workforce Availability	Representation March 31, 2004	Representation Gap
Women	52.2%	53.1%	+0.9%
Aboriginal peoples	2.5%	4.1%	+1.6%
Persons with disabilities	3.6%	5.7%	+2.1%
Members of visible minorities	10.4%	7.8%	- 2.6%

2.76 In our 2003-2004 Annual Report, we expressed concern about the failure of organizations to integrate employment equity into their planning strategies, and to establish targets for designated groups that are not adequately represented. This concern remains.

2.77 Figure 1 shows the five-year trend for appointments to the public service.

Figure 1: Appointments *to* the Public Service by Fiscal Year and Employment Equity Designated Group*
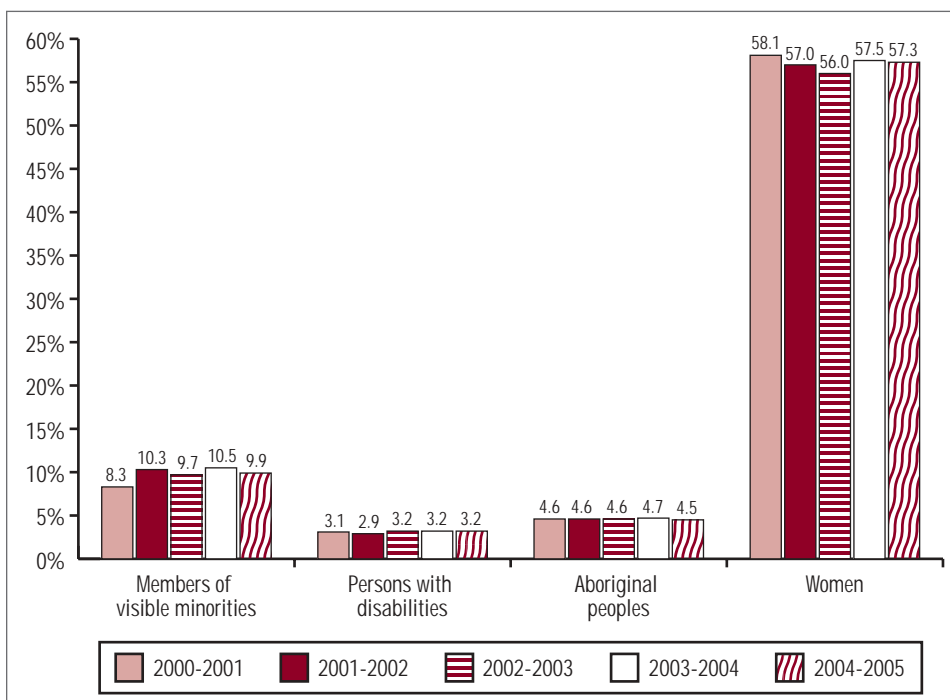
* Please see Appendix 2: Statistical Information and Glossary for more information.

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11 Based on the *Annual Report to Parliament on Employment Equity in the Federal Public Service 2003-2004*, the public service representation compared to the workforce availability derived from the 2001 Census, and the 2001 Participation and Activity Limitation Survey conducted by Statistics Canada.

2.78   In fiscal year 2004-2005, there was a slight drop in appointments of members of visible minorities, from 10.5% to 9.9%. Appointments of women, Aboriginal peoples and persons with disabilities remained relatively stable. [12]

2.79   With the increased delegation of appointment authorities under the new PSEA, we will provide guidance to departments and agencies to assist them in developing their own employment equity programs, as well as in applying the new flexibilities related to employment equity.

Embracing Change

2.80   The Government's Embracing Change Action Plan of 2000 set benchmarks of one-in-five (20%) for entry into the public service by 2003 and into the Executive (EX) group for members of visible minorities by 2005. While there has been a small increase in the proportion of appointments of members of visible minorities since 2000, the proportion is far short of the target.

2.81   Table 4 shows that from 2000-2001 to 2003-2004, there has been a small yearly increase in the number and percentage of members of visible minorities entering the Executive group. In 2004-2005, the number of members of visible minorities appointed decreased by six, although this represented approximately the same percentage of total entry appointments.

While there has been a small increase in the proportion of appointments of members of visible minorities since 2000, the proportion is far short of the target.

Table 4: Entry Appointments into the EX Group*

	Appointments of Members of Visible Minorities	% of Total Appointments
2000-2001	24	6.3
2001-2002	28	5.7
2002-2003	32	6.6
2003-2004	33	8.0
2004-2005	27	8.3

* Please see Appendix 2: Statistical Information and Glossary for more information.

2.82   During fiscal year 2003-2004, we asked a sample of departments and agencies whether they had plans in place to achieve the Embracing Change benchmark for executives by 2005. The majority did not have a plan.

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12   More data on "Staffing activities by type and employment equity designated groups" is available at http://www.psc-cfp.gc.ca/centres/annual-annuel/2004/tables/index_e.htm.

2.83   Eighteen departments and agencies were then asked to prepare and submit: an executive staffing plan for fiscal year 2004-2005; the portion of their employment equity plan dealing with the executive representation gaps for each designated group; and the commitments they had made to eliminate the gaps.

2.84   The 18 departments and agencies were selected based on:

- the number of executive appointments made over the past four years;
- the lack of progress towards the Embracing Change benchmark; and
- the lack of evidence of increased efforts during fiscal year 2004-2005.

2.85   The plans submitted by 11 of the 18 organizations included over 280 potential vacancies, of which eight were targeted to members of visible minorities. The 18 departments made a total of 254 appointments during the fiscal year. Six of these were appointments of members of visible minorities.[13]

2.86   After analyzing the plans, we informed the deputy heads of the eight organizations that did not submit a plan, or whose plan did not include positions targeted to members of visible minorities, that we will challenge all the executive staffing requests they submit for approval. We continue to monitor the implementation of the commitments made in the plans and individual staffing strategies.

2.87   Twelve departments and agencies (eight of which are among the 18 we wrote to early in the fiscal year) are collaborating with the PSC on a generic EX-1 open selection process targeted to members of visible minorities.

13   Source: PSC Executive Resourcing Integrated Staffing System and Case Log.

The 18 organizations were:

Agriculture and Agri-Food Canada**†
Canadian International Development Agency
Citizenship and Immigration Canada**
Correctional Service Canada**†
Department of Finance Canada
Department of National Defence**†
Environment Canada†
Fisheries and Oceans Canada *†

Foreign Affairs Canada*†
International Trade Canada*†
Justice Canada**
Natural Resources Canada*
Privy Council Office†
Public Works and Government Services**
Royal Canadian Mounted Police**
Statistics Canada**
Transport Canada*†
Treasury Board Secretariat

* Of the 18 organizations, only five submitted all of the information requested. Other responses ranged from partial plans to letters indicating that a plan would be prepared at some point in the future.

** Deputy heads of eight organizations were advised that their executive staffing requests would be challenged.

† Nine of the 18 organizations are collaborating with the PSC on a generic EX-1 open selection process targeted to members of visible minorities.[14] The other four organizations participating in this initiative are: the Canada Border Services Agency; Human Resources and Skills Development Canada; Public Safety and Emergency Preparedness Canada; and Social Development Canada.

Noteworthy Practice

The PSC's Employment Equity Program for Executives was used by Human Resources and Skills Development Canada and Social Development Canada to target a generic EX-1 selection process to members of visible minorities, Aboriginal peoples and persons with disabilities. A total of 442 applications were received. Thirty-one candidates were invited to the final interview, and 14 (one person self-identified in two groups) were found qualified. To date, 12 individuals have been appointed.

The success of this initiative is attributable to:

- strong senior management commitment and support, including funding for language training;

- being part of a broader action plan linked to corporate priorities; and

- an effective communication strategy, stakeholder involvement and dedicated resources.

14 Foreign Affairs Canada and International Trade Canada are treated as one department for the purposes of the generic EX-1 selection process.

Noteworthy Practice

Public Works and Government Services Canada developed an Executive Development Program for members of visible minorities, Aboriginal peoples and persons with disabilities.

The Program consists of six components:

1. evaluation and selection;

2. language testing and training;

3. assessment by the PSC and a learning plan to address identified needs;

4. executive leadership training;

5. an acting appointment at the EX-1 level for up to 12 months; and

6. mentoring.

At present, six employees are participating.

This developmental program provides an excellent opportunity for individuals in the feeder groups to acquire the experience and exposure necessary to qualify for executive-level positions.

Equity of Access: A Process Value

Equity of Access: *Equal access to external and internal employment opportunities; practices are barrier-free and inclusive.*

Equity of Access

Progress has been slow in making public service jobs more widely accessible to all Canadians.

Federal organizations have respected the use of national area of selection where required by PSC policy.

The external recruitment of indeterminate (permanent) employees remains comparatively low. For example, the results of a study on open competitions at the executive level resulted in a limited number of appointments of candidates from outside the federal public service.

National Area of Selection

2.88   Last year's Annual Report highlighted our commitment to gradually moving towards a national area of selection for recruitment for all officer-level positions, in order to provide wider access to public service jobs.

2.89 Since 2001, a national area of selection has been required for all senior officer-level jobs open to the public. We have encouraged departments to use a national area of selection, whenever appropriate, for jobs open to the public.

2.90 Federal organizations have complied as mandated by policy. Nearly all senior officer-level jobs open to the public used a national area of selection. However, little overall progress has been made in opening public service jobs nationally to Canadians.

2.91 In 2004-2005, about 19% of jobs open to the public have used a national area of selection. For the same period, about 28% of National Capital Region jobs open to the public used a national area of selection. In 2004-2005, officer-level jobs in the National Capital Region accounted for about 49% of jobs open to the public.

2.92 We are reviewing our area of selection policy and are examining ways to increase the use of national area of selection, focussing first on all National Capital Region officer-level jobs open to the public to coincide, as closely as possible, with the coming into force of the new PSEA. Expanded use of national area of selection will take into account the flexibilities allowed under the new Act, and technological improvements. The PSC will report on the progress and impact of the new policy.

Drop in Indeterminate (Permanent) Hiring

2.93 Changes in government priorities and expenditure review have had an impact on external hiring. There has been a decrease of 11.7% in hiring and staffing activities in 2004-2005, compared to the previous year (Figure 2).

2.94 Uncertainties have also affected indeterminate (permanent) hiring to the public service. In 2004-2005, indeterminate (permanent) hires represented about 9.8% of all hiring activities. This continues the downward trend of the past few years (13% in 2002-2003, 11% in 2003-2004).

2.95 Most people hired into the public service in 2004-2005 were hired on a temporary basis, 24.2% as specified-period (term) employees,[15] 38.1% as casuals and 27.9% as students.

2.96 In 2004-2005, only 26.1% of new indeterminate (permanent) appointments were from the general public. The remaining persons appointed were previously either from specified-period (term) hires (63.9%), students (1.4%), casuals (4.5%) or from other federal agencies (4.1%). See Figure 4, "Previous Status of New Indeterminate Employees" in Chapter 3: Services.

Since 2001, a national area of selection has been required for all senior officer-level jobs open to the public…

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15 For definitions of specified period and casual employment, please refer to the Appendix 2: Statistical Information and Glossary.

2.97   Departments have indicated that budget restrictions and the cumbersome nature of the existing staffing process have affected their hiring patterns. We expect that with the introduction of increased flexibilities in the new PSEA, we will see more indeterminate (permanent) hiring.
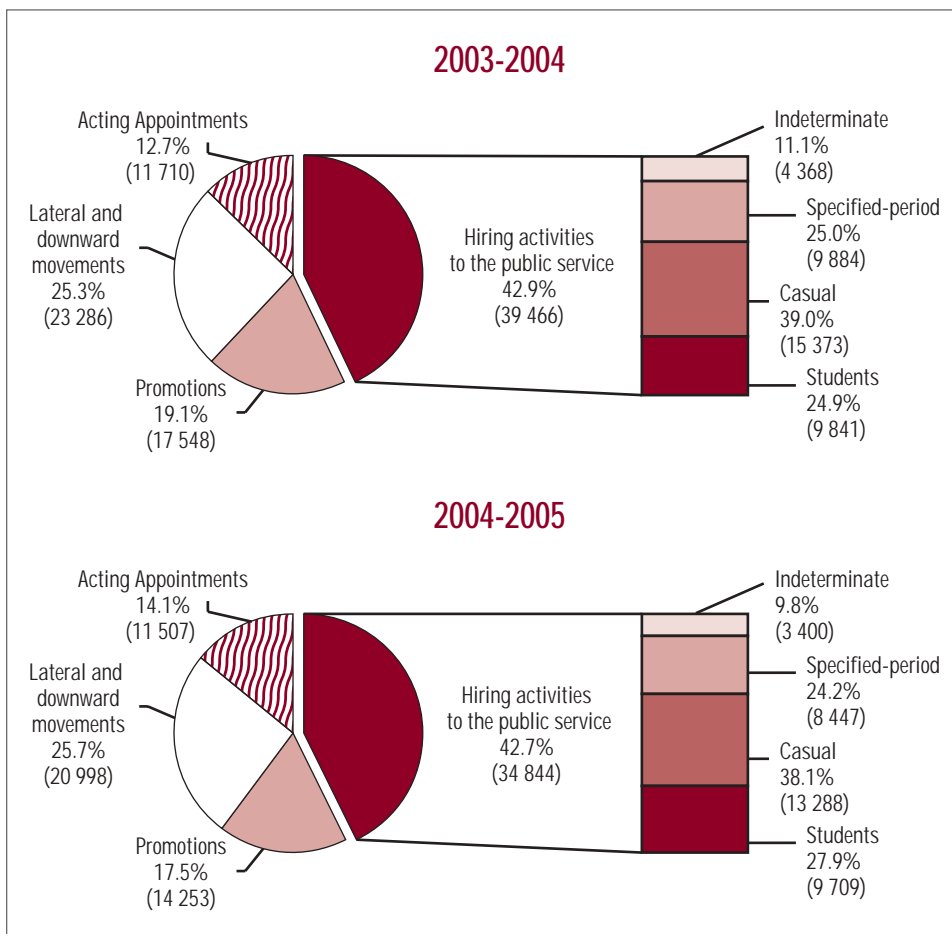
Noteworthy Practices

The Office of the Superintendent of Financial Institutions hires a significantly greater percentage of its employees on an indeterminate (permanent) basis, compared to the overall public service. Term hiring has decreased substantially and the majority of term appointments are made competitively.

The Department of Finance Canada also recorded a significantly higher percentage of indeterminate (permanent), as opposed to temporary, hiring compared to the overall public service.

Figure 2: Overall Public Service Hiring and Staffing Activities*

2003-2004

Acting Appointments 12.7% (11 710)
Lateral and downward movements 25.3% (23 286)
Promotions 19.1% (17 548)
Hiring activities to the public service 42.9% (39 466)
Indeterminate 11.1% (4 368)
Specified-period 25.0% (9 884)
Casual 39.0% (15 373)
Students 24.9% (9 841)

2004-2005

Acting Appointments 14.1% (11 507)
Lateral and downward movements 25.7% (20 998)
Promotions 17.5% (14 253)
Hiring activities to the public service 42.7% (34 844)
Indeterminate 9.8% (3 400)
Specified-period 24.2% (8 447)
Casual 38.1% (13 288)
Students 27.9% (9 709)

* Please see Appendix 2: Statistical Information and Glossary for more information.

Departments have indicated that budget restrictions and the cumbersome nature of the existing staffing process have affected their hiring patterns. We expect that with the introduction of increased flexibilities in the new PSEA, we will see more indeterminate (permanent) hiring.

Canada Revenue Agency

2.98   Under the *Canada Customs and Revenue Agency Act*, the PSC is responsible for determining whether the staffing principles of the Canada Customs and Revenue Agency (now the Canada Revenue Agency) are compatible with those governing staffing under the PSEA. Since the respective staffing principles and values are compatible, Canada Revenue Agency employees are able to deploy into organizations governed by the Act.

2.99   Implementation of the Agency's staffing regime is still in progress. While its resourcing programs to date have been compatible with staffing principles, the Canada Revenue Agency has undertaken such large-scale initiatives that it has indicated that it has had difficulty assessing results. These include initiatives such as the work on competencies, which is being modified as the program continues to be implemented.

2.100   We rely on the Canada Revenue Agency's internal audit and evaluation organization and its periodic studies of their staffing program to supplement our own findings. As a quality assurance measure, we recently conducted a review of two of the Agency's 2004 studies and found that they were conducted in accordance with generally accepted professional standards and that we could place reliance on the report findings. We will continue to review the Agency's staffing program using this approach.

Fairness and Transparency: Process Values

Fairness: *Decisions are made objectively, free from political patronage or personal favouritism; practices reflect the just treatment of employees and applicants.*

Transparency: *Open communication with employees and applicants about resourcing practices and decisions.*

Fairness and Transparency

Efforts to promote fairness and transparency have not produced the anticipated results.

Organizations use multiple mechanisms such as intranets and bulletin boards to provide employees with information on staffing practices and decisions.

The high number of casuals who become indeterminate (permanent) presents a risk to fairness and transparency.

Acting appointments provide some employees with an advantage in competitions.

The Priority Administration System is prepared to register and deal with displacements resulting from Budget 2005 reallocations.

The priority for members of the Canadian Forces has been expanded to include members who have been disabled as a result of Special Duty Service.

It still takes a long time to place priority persons. This suggests that departments are not always giving due consideration to priority entitlements.

2.101 Departments and agencies attempt to deal with issues of transparency and fairness by ensuring that information flows vertically and horizontally, so stakeholders are informed about practices and decisions. They use multiple mechanisms, such as the Internet and intranets, information sessions, focus groups, and labour-management consultation committees.

2.102 Their efforts have not had the desired effect. The latest PSC Survey of Appointments indicates that the number of appointees who agree that internal appointments were transparent has decreased (down from 48% to 43%). Furthermore, only 45% of appointees believed these appointments were handled fairly. As for external hiring, half of appointees agreed that the process was fair.

2.103 Casual hiring has become a major mechanism for entry into the public service. A recent study entitled "Extent to which casuals become employed under the PSEA", considered all new casual hires from 1995-1996 to 2001-2002 and their employment status up to March 31, 2004. It found that 44% of these casual hires were subsequently appointed to a specified-period (term) or indeterminate (permanent) position. On average, the transitions from casual to specified-period happened one year after the casual employee was initially hired.
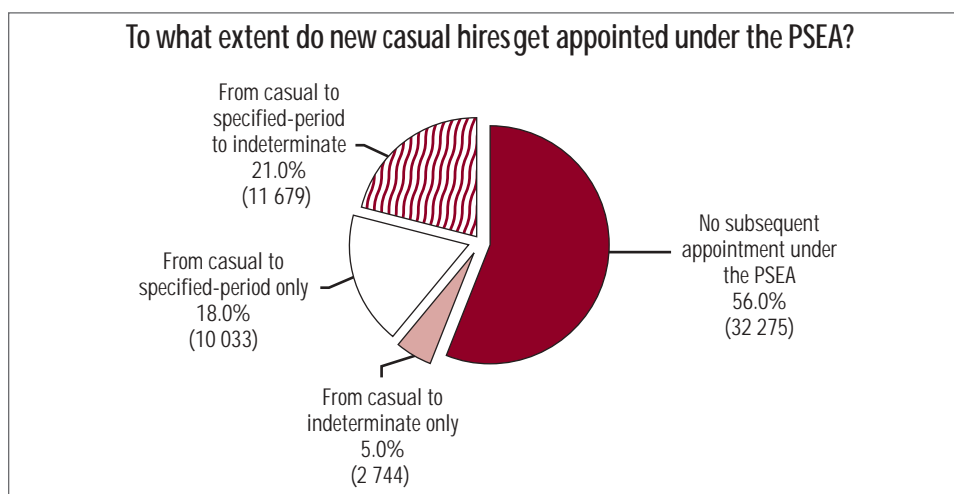

Noteworthy Practice

The Canada Economic Development for Quebec Regions uses a personalized electronic journal that allows employees to ask specific staffing-related questions. The answers are published in the journal and posted on the Web site. This practice allows the Agency to communicate information in a personalized way while ensuring consistent interpretation.

We are concerned with the implications that the movement from casual to specified-period (term) and indeterminate (permanent) hiring has for fairness and transparency... We intend to closely monitor the appointment of casual workers to indeterminate (permanent) employees.

2.104 We are concerned with the implications that the movement from casual to specified-period (term) and indeterminate (permanent) hiring has for fairness and transparency. The original intent of casual workers was to provide managers who have short-term, immediate operational needs with a quick recruitment tool. Casual workers are therefore excluded from the application of merit. During their employment period, they learn on the job, gaining an advantage in future merit processes.

2.105 We intend to closely monitor the appointment of casual workers to indeterminate (permanent) employees. Figure 3 shows the extent to which new casual hires get appointed under the PSEA.

Figure 3: From Casual Hire to PSEA Appointment*

To what extent do new casual hires get appointed under the PSEA?

- From casual to specified-period to indeterminate 21.0% (11 679)
- From casual to specified-period only 18.0% (10 033)
- From casual to indeterminate only 5.0% (2 744)
- No subsequent appointment under the PSEA 56.0% (32 275)

* These proportions are based on all new casuals hired from April 1, 1995 to March 31, 2002. The type of employment was observed up to March 31, 2004. Appointments were considered "subsequent" when occurring within one year from the end of the last appointment.

Update on Acting Appointments

2.106   As of March 2005, a reported 9 838 acting situations had ended in 2004-2005. Seventeen percent of these led to the confirmation of the incumbent in the same position (as compared to 20% in 2003-2004). While this percentage appears relatively low, almost half of respondents to the survey on personal favouritism consider long-term acting assignments as definitely or likely to constitute an indicator of personal favouritism.

2.107   We will be completing a further study of acting appointments to verify these concerns.

Priority Entitlements

2.108   The PSEA and *Regulations* provide certain persons, in limited circumstances, with an entitlement to be appointed, without competition, to a position in the public service for which they are qualified. The PSC retains responsibility for administering these priority entitlements, to ensure that priority persons' rights are respected and that departments' and agencies' assessments of these persons are fair and transparent.

2.109   The number of disabled military members with priority entitlements is steadily increasing (Table 5). This is attributable to a change in the regulation expanding the entitlement, and to increased Canadian participation in international areas of conflict.

. . . almost half of respondents to the survey on personal favouritism consider long-term acting assignments as definitely or likely to constitute an indicator of personal favouritism.

Table 5: Priority Entitlement by Fiscal Year*

	2002-2003	2003-2004	2004-2005
Leave of absence	193	179	171
Ministers' staff	30	68	34
Layoff	20	24	20
Surplus	231	567	210
Employees who have become disabled	65	51	42
Military/RCMP who have become disabled	37	54	60
Relocation of spouse	277	314	360
Reinstatement	82	61	61
TOTAL	935	1 318	958

* Please see Appendix 2: Statistical Information and Glossary for more information.

2.110 The number of appointments of priority persons has increased significantly over the past two fiscal years, rising from 540 in 2002-2003 to 697 in 2004-2005. Average time to placement remains stable, averaging 330 calendar days over the past three fiscal years.[16]

2.111 The number of priority entitlements expiring before placement has also returned to a more normal level of 185, after 2003-2004 saw a notable increase to 215. This increase was largely due to the expiry of the priorities of persons who had already found positions, but at a lower level, and who were provided a reinstatement priority to re-obtain employment at their former substantive level.

2.112 To ensure that departments deal with priority persons in a fair and transparent manner, and in keeping with our increased oversight role, we will augment our monitoring activities of the priority system, as well as individual departmental and agency performance.

To ensure that departments deal with priority persons in a fair and transparent manner, and in keeping with our increased oversight role, we will augment our monitoring activities of the priority system, as well as individual departmental and agency performance.

2.113 We will create benchmarks for performance measurement and provide organizations with automated reports designed to help them monitor their adherence to priority entitlements. Future reports will see additional reporting, based on this enhanced monitoring structure.

Impact of Expenditure Review

2.114 In Budget 2005, the Government announced that its expenditure review process would result in savings from improved efficiencies of almost $11 billion over the next five years. This initiative will likely have a noticeable impact on the public service workforce, although it will be some time before the full extent is determined.

2.115 We will support affected employees by:

- managing the automated priority inventory;
- providing statistics to the Employer, bargaining agents and departments;
- providing departments with information, advice and training on priority administration;
- counselling priority persons on their entitlements;
- intensively monitoring departments' and agencies' use of the priority inventory to ensure entitlements are respected; and
- investigating any complaints brought forward by priority persons.

2.116 We have increased the resources allocated to these activities to ensure that we are prepared to take on any increased demand.

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16 More data on "Priority Administration" is available at
http://www.psc-cfp.gc.ca/centres/annual-annuel/2004/tables/index_e.htm

Flexibility and Efficiency: Management and Service Delivery Principles

Flexibility: *Resourcing approaches are adapted to the specific needs of the organization.*

Efficiency: *Resourcing approaches ensure good value for money and are simple, timely, and effective in their delivery.*

Flexibility and Efficiency

The flexibility and efficiency options that are currently available to managers are not being fully utilized. In addition, the speed of indeterminate (permanent) staffing has remained stable. With the additional flexibilities possible under the new PSEA, it is expected that the pre-qualified pool approach will be used more often; this could have a positive impact on the speed of staffing.

Functional communities and some large organizations are investing in human resources planning to develop improved staffing strategies.

2.117   A pre-qualified pool is an efficient staffing mechanism for both candidates and managers, as it provides a source of individuals who have been thoroughly assessed relative to the requirements of similar positions in the same occupational group and at the same level.

2.118   Appropriate criteria are identified at the outset of the process so that a manager will be able to choose among persons in the pool. If several people meet the criteria, the manager has the flexibility to choose the person who is most closely aligned with job-related requirements (that is, the "right fit" for the job).

2.119   During the reporting year, Health Canada received delegated authority to establish an external pre-qualified pool for clerical positions and an internal pre-qualified pool for entry-level administrative service officers. Health Canada is the sixth department to receive authority to establish a pre-qualified pool for occupational groups below the executive level. This lays the foundation for a smooth implementation of the new Act by giving the Department an early opportunity to work with innovative and creative staffing approaches. In addition, it was also seen by the Department as a way to reduce the inefficiencies associated with running separate selection processes to fill similar positions and repeatedly assessing the same candidates. At the same time, it encourages managers to use strategic human resources planning to identify their staffing needs.

A pre-qualified pool is an efficient staffing mechanism for both candidates and managers, as it provides a source of individuals who have been thoroughly assessed relative to the requirements of similar positions in the same occupational group and at the same level.

2.120 We approved the pre-qualified pool approach for executives at Canadian Heritage, Correctional Service of Canada, and Agriculture and Agri-Food Canada, and for the Information Technology community. In addition, we gave approval for a pre-qualified pool linked to Statistic Canada's EX Selection and Development Program. These pre-qualified pools were approved in response to effective human resources planning in these organizations.

2.121 In November 2003, we delegated authority to National Defence to establish pre-qualified pools; however, the Department has not yet established any. After receiving the authority, the Department spent time developing the infrastructure to support a pre-qualified pool and consulting with stake-holders about which occupational groups to target. This took longer than anticipated because of competing internal priorities. After it was decided to focus on Computer Science positions, an internal freeze on hiring was initiated in response to Treasury Board restrictions on expenditures. In May 2005, the Department advertised pre-qualified pools for Purchasing group positions.

2.122 To help the Policy community renew its workforce and strengthen its capacity, we delegated to all departments with a Staffing Delegation and Accountability Agreement the authority to make appointments without competition of candidates recruited from outside the public service and referred through the PSC Recruitment of Policy Leaders Program (**http://www.psc-cfp.gc.ca/lhhr-lcrh/2005/05_04a_e.htm**). These appointments must be made based on merit, and only if no qualified person with a priority entitlement is available. Departments are required to monitor and report on the use of this authority, and to inform employees and their representatives of these appointments.

2.123 We delegated to Social Development Canada and Human Resources and Skills Development Canada the authority to collaboratively manage three competitive processes for executive level positions. Until December 12, 2003, these two departments were a single organization known as Human Resources Development Canada. The authority was delegated to help the now two distinct organizations realize their common employment equity objectives regarding members of visible minorities, Aboriginal peoples and persons with disabilities. By combining efforts, the two departments were able to efficiently conduct one process and make appointments from the resulting eligibility lists. This eliminated the duplication that would have been the case if they had approached each staffing process separately.

2.124 Justice Canada was delegated authority to recruit paralegals from outside the public service, using competitive processes.

Speed of Staffing

2.125 The PSC continues to gather data pertaining to the speed of staffing through the PSC Survey of Appointments. Managers were asked to estimate the time it took to complete an indeterminate (permanent) staffing action from its initiation to when the appointee first reported to his or her new job. This estimate includes time spent on such steps as priority clearance, assessing qualifications, language testing, security clearance and appeals.

2.126 Four years of data are now available for competitive processes; one-and-a-half years of data are available for non-competitive processes. According to managerial estimates taken from the Survey, on average it takes 17 weeks to staff an indeterminate (permanent) position via a competitive process, and 11 weeks to staff an indeterminate (permanent) position via a non-competitive process.[17] The estimates for competitive processes have remained relatively stable over the Survey period. The Survey period for non-competitive processes has been too short to allow for any meaningful comparison over time.

2.127 The Survey currently targets only indeterminate (permanent) staffing processes. Therefore, it excludes what are considered by many to be some of the quickest processes, (specified-period (term) hires, casual hires, etc.). If these latter processes were included, we would expect our estimates of average staffing time to be less.

…on average it takes 17 weeks to staff an indeterminate (permanent) position via a competitive process, and 11 weeks to staff an indeterminate (permanent) position via a non-competitive process.

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17 Since the data pertaining to time to staff is not normally distributed, the "averages" reported are the medians, not the means which are more conventionally reported. While the mean represents the arithmetic average, the median represents the middle value, i.e., in 50% of the cases, staffing time takes longer than this estimate and in 50% of the cases staffing time takes less than this estimate. In this instance, the median is a better measure of the "normal" time to staff. For example, while staffing time ranges from less than a week to over two years for non-competitive processes with 90% of the cases falling between two weeks and sixty weeks, in 50% of the cases, staffing time is less than 11 weeks.

Staffing from a Management Framework Perspective

Staffing from a Management Framework Perspective

Staffing Management Accountability Framework

2.128 With the implementation of the new *Public Service Employment Act* (PSEA), organizations will have greater scope to customize their appointment processes to meet their current and future human resources requirements. This enhanced flexibility is coupled with a requirement that deputy heads use their delegated authority within a framework that ensures that they are accountable to the Public Service Commission (PSC).

2.129 We have developed a series of mechanisms to hold deputy heads accountable. One such mechanism is the Staffing Management Accountability Framework, which sets out our expectations for a well-managed appointment system that respects the new Act, and clarifies our roles and responsibilities and those of delegated organizations.

2.130 Other oversight mechanisms, such as monitoring and analyzing appointment patterns, audits and remedial measures for unsatisfactory staffing performance, will supplement this new tool.

2.131 The Framework complements the Management Accountability Framework developed by the Treasury Board Secretariat, and the People Component of the Treasury Board Framework that was developed by the Public Service Human Resources Management Agency of Canada. Each sets out expectations for aspects of human resources management in the public service.

2.132 This year, for the first time, as part of the transition to the new Act, we are providing our observations on staffing management and results in terms of the Framework, as well as from a values perspective.

2.133 The Staffing Management Accountability Framework consists of five elements:

  i.   **Governance:** the process of exercising authority and establishing a well-defined structure and administration in order to support desired results;

  ii. **Planning:** a process in a staffing environment that identifies current and future human resources needs for an organization to achieve its goals. To be most effective, human resources planning needs to be integrated with business planning;

. . . the Staffing Management Accountability Framework. . . sets out our expectations for a well-managed appointment system that respects the new Act, and clarifies our roles and responsibilities and those of delegated organizations.

iii. **Policy:** appointment decisions must first and foremost adhere to the PSEA and other pertinent statutory instruments. These instruments are supported by policy, including regulations to enable the legislation and ensure the quality of appointments;

iv. **Communication:** ensures the integrity of the appointment process by being transparent, easy to understand, timely and accessible, and by including the relevant stakeholders; and

v. **Control:** ensures the ongoing monitoring of information, the assessment of actual performance in relation to planned results, the correction of deviations, and the reporting of results.

2.134 We require that departments and agencies annually complete a Departmental Staffing and Accountability Report by responding to specific questions organized according to the elements of the Staffing Management Accountability Framework.

2.135 We assess this and other information (gathered from audits, investigations, and special studies) and report to Parliament on the elements of the appointment system we believe are most at risk, while providing an overview of the system as a whole. We also provide feedback to organizations, so that they can address any inadequacies.

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Results This Year

2.136 Our assessment of the information we received from the 72 departments and agencies reporting through the Departmental Staffing Accountability Report process covered the 2003-2004 fiscal year and up to the time of reporting in early 2005. This assessment also drew on supplementary information (referred to above) and provided a number of findings related to the current staffing regime, along with associated areas of risk. The following is a summary of our findings under each element of the Framework.

Governance

2.137 The vast majority of organizations have staffing sub-delegated instruments in place. There remain some very small organizations which have chosen not to sub-delegate staffing, for operational reasons.

2.138 Training in staffing is mandatory in 75% of the departments where there is sub-delegation. However, a review of the course curriculum for this training indicates that a discussion on roles and responsibilities is not always included.

2.139   Almost all organizations have, or are developing, the committee structures, practices and plans needed to give clear direction and set priorities. Our data show that medium-sized departments and agencies are most likely to have inadequate structures in place for senior management and other stakeholders to discuss staffing issues.

Noteworthy Practice

The Department of Fisheries and Oceans Human Resources Modernization Transition Plan establishes a governance model, and deals specifically with staffing and human resources planning. It also deals with union/management collaboration, classification, labour relations, learning, etc.

Planning

2.140   The success of public service modernization depends to a great extent on effective human resources planning and on the implementation of those plans. Over the past several years, we have emphasized to departments and agencies the importance of integrating human resources planning into the business planning process.

2.141   Progress remained slow in 2004-2005. Only 36% of organizations have a human resources planning process or plan in place. Only 25% of organizations compare their actual staffing performance against their staffing plans. Smaller departments show more progress in this area.

2.142   This lack of action, particularly in the larger departments, is a concern. However, by far the majority of organizations (85%) reported that they have plans to integrate their human resources and business planning, and that they intend to have processes in place to identify their current and future needs, for the implementation of the new Act in December 2005.

Policy

2.143   Over the past few years, we have been following the trend towards reduced indeterminate (permanent) hiring, and the increase in temporary staffing, including the use of casuals, specified-period (term) hires, and acting appointments. This pattern can affect access and fairness, as many of those hired in this way are later appointed on an indeterminate (permanent) basis, and the experience they gained on the job provides them with an advantage over other potential candidates.

Only 36% of organizations have a human resources planning process or plan in place. Only 25% of organizations compare their actual staffing performance against their staffing plans. Smaller departments show more progress in this area.

2.144　Reliance on a contingent workforce is a deterrent to persons seeking employment in the public service, who want permanent, not short-term, jobs.

2.145　While we are able to obtain basic numerical appointment information on the use of casuals, specified-period (term) hires and acting assignments, when we asked departments to provide us with information on their use of these appointment processes and on practices they had in place to mitigate associated risks, the quality of the feedback was uneven. Also lacking are mechanisms for reviewing related organizational staffing policies.

2.146　Some organizations have implemented guidelines to help managers make informed decisions about hiring casual workers, managing acting appointments and hiring family members.

Noteworthy Practice

The Canadian Transportation Agency has established processes to minimize long-term acting assignments by ensuring that acting situations over six months are approved by higher-level officials, and by resolving long-term acting assignments by means of indeterminate (permanent) hiring. The Agency regularized 60% of its long-term acting situations in one year, through competitions for indeterminate (permanent) appointments.

Communication

2.147　The PSC focussed this year on access to staffing information. Departments and agencies used multiple methods to communicate staffing information to their stakeholders. The most popular methods were Publiservice, intranet, e-mail, newsletters and bulletin boards. Over 75% of organizations use their own intranet to provide employees with staffing-related information.

Noteworthy Practice

Fisheries and Oceans Canada takes a proactive approach to communication. Regular progress reports on human resources modernization are provided by the Assistant Deputy Minister of Human Resources, and a Human Resources Modernization Transition Plan was prepared by the Director General of Human Resources Strategies and Programs. The Director General or the Departmental Modernization Coordinator has also visited all regions to update staff and managers on modernization at Fisheries and Oceans Canada.

Control

2.148 Almost all organizations have room to significantly improve aspects of how they carry out control activities. The large majority of departments and agencies have or are developing control mechanisms to capture and maintain human resources management information, and to monitor practices. They are also beginning to use performance information as the basis for corrective action and to report on staffing-related results.

2.149 Weaknesses remain, including:

- limited processes in place to ensure the reliability and consistency of human resources data;

- insufficient funds to support human resources information systems development and/or improvement;

- risk management is not widely applied to staffing; and

- less than one-third of organizations use staffing-related performance information to take corrective action in a timely and ongoing fashion.

2.150 **Overall assessment:** A review of the management of staffing reveals weaknesses, particularly in the areas of policy, planning and control.

A review of the management of staffing reveals weaknesses, particularly in the areas of policy, planning and control.

Noteworthy Practices

The Canadian Transportation Agency Staffing Monitoring Program encompasses a comprehensive review of all facets of staffing, based on a risk assessment that identifies areas of low, medium or high risk for the Agency.

Fisheries and Oceans Canada initiated an active monitoring process based on risk identification. The objective of the process was to identify areas of success and concern in staffing, and to provide corrective actions where necessary. The first-year exercise focussed on personal favouritism. Results were presented to senior management; corrective actions are being implemented. Fisheries and Oceans Canada intends to initiate a new monitoring exercise during 2005, with a focus on open competitions and on some of the other staffing values. Senior management is very engaged and has asked the human resources unit to provide updates twice a year.

Public Service Readiness
for the New *Public*
Service Employment Act

Public Service Readiness for the New *Public Service Employment Act*

Summary

Since the time of writing, six months prior to December 2005, there have been positive developments towards the coming into force of the new *Public Service Employment Act* (PSEA). However, much remains to be done. The transition to the new approach to staffing will require a concerted effort on the part of all stakeholders.

Based on our preliminary assessment of departmental and agency readiness to implement the new PSEA, further progress is required in the areas of human resources planning, policy development and managing human resources information. There is also a need for additional skilled professionals in the human resources community, as well as for more information systems support, training and cultural change.

We are working with the Public Service Human Resources Management Agency of Canada and the Canada School of Public Service to address these challenges and to build staffing expertise throughout the federal workforce. Ultimately, however, a modernized staffing system will only work with the full engagement of all, including departments and agencies.

Preparations for Implementation of the New PSEA

2.151   In developing the new Appointment Framework, we consulted with departments and agencies, the human resources community, and bargaining agents. Three major consultation events were held in June, September and November of 2004. The feedback led to significant changes in the Framework, which the Commission approved on March 11, 2005.

2.152   In April 2005, the PSC began to introduce the new Appointment Framework to departments and agencies through a three-part rollout strategy. The first part of the strategy addresses learning requirements. We are working with the Canada School of Public Service to develop course content related to the Appointment Framework, for staffing specialists and managers. We are also developing a test to validate the knowledge of staffing specialists on all aspects of the Framework.

2.153   Through the second part of the strategy, we will provide departments and agencies with a series of guides to help them develop staffing approaches tailored to meet their needs. We will also sign new Appointment Delegation and Accountability Instruments with deputy heads. In December 2005, the new approach to political activities will be released.

2.154   The third part of the rollout strategy will consist of a number of initiatives to support departments and agencies. We will also respond to departmental requests for presentations, provide regular briefing sessions on specific Appointment Framework topics, and maintain a support centre equipped to handle e-mail and telephone requests for interpretation and advice.

Assessing Departmental and Agency Readiness

2.155   The PSC and the Public Service Human Resources Management Agency of Canada have identified criteria to assess departments' and agencies' readiness for the expected coming into force of the new PSEA in December 2005.

2.156   While it is understood that the full benefits of the new PSEA will require a longer-term concerted effort across the public service, several components have been identified as essential requirements to have in place in departments and agencies in order for the PSEA to come into force. These components include:

- the PSC's Appointment Delegation and Accountability Instruments are in place;

- departments and agencies have approved their mandatory PSC appointment policies (area of selection, revocation and corrective action, criteria for non-advertised processes);

- departments and agencies are able to conduct staffing within the new legislative and policy context which includes: establishing and applying the new merit criteria and applying the choice of appointment process policy, based to the extent possible on their human resources plans; providing candidates with opportunities for informal discussion; and conducting investigations of internal processes, and revoking appointments and taking corrective action as appropriate;

- departments and agencies have identified an organizational contact for issues and requests related to political activities;

- all employees in the organization have been informed about the legislative changes and organizational staffing approaches and how to participate in staffing and recourse activities, including information about the Public Service Staffing Tribunal;

- sub-delegated managers and human resources professionals have been trained on the new staffing regime;

- sub-delegated managers have access to human resources advisors whose expertise in the Appointment Framework has been validated by the PSC; and

- mechanisms are in place to capture, maintain, monitor, and report on mandatory staffing information for departmental and agency use as well as to respond to central reporting requirements.

2.157 Departmental and agency progress against these essential requirements will be assessed in the fall of 2005, prior to the coming into force of the new legislation.

2.158 We conducted a preliminary assessment of the state of readiness through the lens of the Staffing Management Accountability Framework. As indicated earlier, the Framework was developed to assess whether deputy heads had the appropriate governance, planning, policy, communications and control elements in place to support a well-managed appointment system.

2.159 The intent of this initial assessment was to gain insight into what departments and agencies had done and what they plan to do. Our review of the state of readiness identified three areas of particular concern:

- a limited number of human resources plans or processes had been undertaken;

- more than half the organizations had not begun policy work aimed at implementing the new Act; and

- further efforts are required in the area of control, particularly with regard to improving monitoring, applying risk management to staffing, and using performance management as the basis for taking corrective action.

2.160 The assessment also allowed departments and agencies to identify the challenges they face. A particular concern is the shortage of skilled professionals being experienced by the human resources community.

2.161   A variety of human resources management systems are now in use across the public service, making it difficult to share consistent information for planning purposes, and to support the new information, monitoring and reporting requirements for staffing under the Act.

2.162   The cultural change required by the coming into force of the new Act is a significant challenge. The PSC and the central agencies with key roles in the management of human resources are offering as much support and guidance as possible to encourage this major cultural shift and ensure a successful transition to the new staffing regime.

Separate Agencies

2.163   Under the current PSEA, the PSC has a very limited role regarding separate agencies (listed in Schedule V of the *Financial Administration Act*). These agencies are independent employers within the wider public service, and generally operate their own staffing systems.

2.164   The relationship between the PSC and separate agencies will change with the implementation of the new Act, which allows the deployment of employees of separate agencies into the core public service, if we approve the compatibility of the agency's staffing system with the new Act.

2.165   We are examining the implications of this change, in consultation with separate agencies and the Public Service Human Resources Management Agency of Canada, which is responsible for policies related to deployment.

Political Activities

Political Activities

2.166 The current *Public Service Employment Act* (PSEA) prohibits employees from being candidates in a federal, provincial or territorial election. However, the PSEA provides that the Public Service Commission (PSC) may, at its discretion, grant to an employee leave of absence without pay to seek nomination as a candidate and to be a candidate for election.

2.167 The PSC may grant such leave "...if it is of the opinion that the usefulness to the public service of the employee in the position the employee then occupies would not be impaired by reason of that employee having been a candidate..." (subsection 33(3)).

2.168 In determining whether an employee's ability to perform his or her duties in a politically impartial manner will not be impaired or perceived to be impaired, we take into account the nature of the election (federal, provincial or territorial), the nature of the employee's duties, and the level and visibility of his or her position.

2.169 During fiscal year 2004-2005, a federal election and one provincial election (Alberta) took place. No requests for leave were submitted for the Alberta election. For the federal election, the PSC received 18 requests for leave of absence without pay, to be a candidate; 15 were approved and three were denied.

In 2005-2006, we will introduce a new policy and regulatory regime that will balance the rights of employees to engage in political activities with the need to maintain the political impartiality of the public service.

Political Activities Under the New PSEA

2.170 Our role under the current legislation is limited to issues relating to candidacy. The new PSEA sets out new rules related to the political activities of public servants and expands our role in this area.

2.171 In 2005-2006, we will introduce a new policy and regulatory regime that will balance the rights of employees to engage in political activities with the need to maintain the political impartiality of the public service. This regime will benefit from the research and extensive consultations with experts, departments and agencies, unions and federal councils that we have carried out during the past year.

2.172   We will prepare guidelines to help employees make decisions about their involvement in general political activities (from posting lawn signs to acting as a campaign manager). We will also provide guidance through policy and make regulations on requests for permission and leave without pay for employees who want to be candidates in federal, provincial, territorial or municipal elections.

2.173   We will establish a process for investigating allegations that public servants have not respected the legislative provisions regarding political activities. The process will clearly define the time frame in which allegations must be brought, the criteria for determining whether the PSC will investigate an allegation, and the requirements for notifying interested parties.

The PSC: Moving Forward on our Oversight Role

The PSC: Moving Forward on our Oversight Role

2.174   The new *Public Service Employment Act* (PSEA) places a greater emphasis on oversight and our accountability to Parliament for safeguarding the integrity of appointments in the public service. We will use a variety of tools to oversee the appointment system.

2.175   We will provide feedback to departments and agencies. When risks to the integrity of the appointment system are identified, we will make recommendations and intervene if necessary. We will also consider imposing sanctions on organizations, such as placing conditions on their delegation or withdrawing delegation altogether.

2.176   We will continue to report annually to Parliament on the functioning of the appointment system, and may make special reports to Parliament as appropriate.

We will continue to increase our use of audits… Audits will focus on issues relevant to the public service as a whole, as well as on the staffing activities of specific departments and agencies.

Focus on Audit

2.177   We will continue to increase our use of audits, which will be conducted in an objective, timely, and cost-effective manner and carried out in compliance with auditing policies. Audits will focus on issues relevant to the public service as a whole, as well as on the staffing activities of specific departments and agencies.

2.178   In April 2004, we established an Audit Branch. We have since increased the number of auditors from five to 23.

2.179   In 2004-2005, we developed an audit plan encompassing nine audits. We selected these audits through a risk assessment process, based upon information from sources both within and outside the Public Service Commission (PSC). The plan includes audits of departments and agencies of different sizes, mandates and regional organizations, as well as audits focussed on government-wide staffing issues. A list of current audits is posted on the PSC Web site (**http://www.psc-cfp.gc.ca/audit-verif/index_e.htm**), as are the reports of the completed audits.

2.180   Eight of the nine audits were launched during 2004-2005, and two were completed as of year-end (the follow-up to the staffing audit of the Office of the Privacy Commissioner and the Audit of the Military Police Complaints Commission). One audit was deferred due to a major re-organization of the department.

2.181 The follow-up audit of October 2004 found that the Office of the Privacy Commissioner had made some progress in addressing the findings and recommendations of the original audit conducted in 2003, such as providing values-based staffing training to all of its managers. However, the follow-up audit found that the Office had not yet fully implemented and communicated its staffing strategy, nor had it put in place a reporting and control system. We are maintaining the conditions on the Privacy Commissioner's delegated staffing authority, and will continue our follow-up activities until we are confident that the Office has the necessary management capacity and human resources function in place.

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2.182 The audit of the Military Police Complaints Commission revealed the following staffing problems:

- staffing activities inconsistent with its staffing strategy;

- inadequate documentation to demonstrate that merit and the staffing values were respected in staffing transactions;

- lack of monitoring and analysis of staffing activities;

- serious deficiencies in the application of staffing policies and practices;

- inadequate training for managers with sub-delegated staffing authority; and

- lack of an effective challenge function by human resources specialists when managers proposed staffing actions that were not in accordance with staffing policy or the public service staffing values.

2.183 As a result of our findings, we withdrew delegation of executive appointments and placed restrictions on other delegated staffing authorities.

The audit of the Military Police Complaints Commission revealed… staffing problems… As a result of our findings, we withdrew delegation of executive appointments and placed restrictions on other delegated staffing authorities.

2.184 Since year-end, we have completed three additional audits: Audit of the Industrial Security Program of Public Works and Government Services Canada; Audit of the Commission for Public Complaints Against the RCMP; and Audit of Staffing File Documentation. Highlights of these audits follow. A separate publication for each audit is being released at the same time as this Annual Report.

2.185 **Audit of the Industrial Security Program of Public Works and Government Services Canada:** We found that the Deputy Minister had established a good staffing management accountability framework. However, the partnership between program managers and human resources advisors, which was expected to produce appropriate staffing outcomes, was found to be ineffective. This resulted in appointments that were not in accordance with merit, and that did not respect the staffing values reflected in the Department's

Staffing Delegation and Accountability Agreement. As the Deputy Minister responded quickly to resolve the problems, we have not taken any additional action with respect to his delegated staffing authorities.

2.186 **Audit of the Commission for Public Complaints Against the RCMP (CPC):** We found that the CPC's staffing practices did not respect the merit principle and staffing values. Hiring practices followed an unacceptable pattern, with managers manipulating selection processes to hire pre-selected individuals. CPC did not receive appropriate advice from its service provider, human resources officials in the former Department of the Solicitor General Canada (now Public Safety and Emergency Preparedness Canada). In June 2004, a new executive director started to take action to put a more appropriate staffing regime in place. Nonetheless, the PSC has placed conditions on the delegation of staffing authorities to the CPC and will monitor progress closely.

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2.187 **Audit of Staffing File Documentation:** We found an improvement in documentation since our 2002 Thematic Review on Staffing Values: Competency and Fairness. Overall, files contained most of the documents required by the PSC. However, the adequacy of some of this documentation for without competition processes remains a concern. Ensuring sufficient or appropriate evidence of the application of merit and respect for PSC policy direction will be a continuing challenge for departments and agencies under the new Act.

2.188 We also conducted audits of three specific transactions in two departments, in response to letters alleging inappropriate staffing practices. In two of the cases, we determined that the staffing was carried out in accordance with the law and policy.

2.189 In the third case, we found that the selection standard for the position and the policy governing the appointment were not respected. As a result, we directed the Department to examine its student and casual employment hiring practices to ensure that the staffing values are respected, and to report back to us concerning the results of its examination and the actions taken.

Ensuring sufficient or appropriate evidence of the application of merit and respect for PSC policy direction will be a continuing challenge for departments and agencies under the new Act.

Focus on Investigations and Appeals

2.190   Recourse activities continued to support sound staffing by protecting the public interest and promoting the application of merit, fairness, equity and transparency in staffing.

2.191   With the new PSEA, our existing Recourse Branch will gradually transform from a branch dealing with investigations and hundreds of staffing appeals a year to one that will conduct investigations related to:

- external appointments;
- internal appointments, if not delegated to the deputy head;
- appointments involving possible political influence;
- appointment processes where fraud is suspected; and
- allegations of improper political activities.

2.192   These investigations will continue to be an important oversight tool to help us monitor the integrity of the staffing system and the non-partisanship of the public service.

2.193   Under section 21 of the current Act, we hear appeals from unsuccessful candidates against appointments resulting from internal selection processes. If the appeal is allowed, we prescribe appropriate corrective measures to rectify the defect in the selection process.

With the new PSEA, our existing Recourse Branch will gradually transform from a branch dealing with investigations and hundreds of staffing appeals a year to one that will conduct investigations...

2.194   The number of appeals in 2004-2005 was fairly consistent with previous years, at 1 223 (Figure 4). Appeals were allowed in 213 cases (17%) for situations in which:

- the selection board made an improper assessment of the qualifications; or
- the conduct of the selection board was questioned (bad faith, bias or unfair advantage); or
- other situations, such as failure to assess qualifications or the unreasonable conditions under which examinations were held.

2.195   A PSC study conducted in 1995 revealed that for the previous 10 years (1985-1995) fewer than 2% of all appealable transactions were appealed. Since then, the volume of appeals has remained relatively stable.

Figure 4: Appeals: Number of Selection Processes Appealed (With Outcomes)
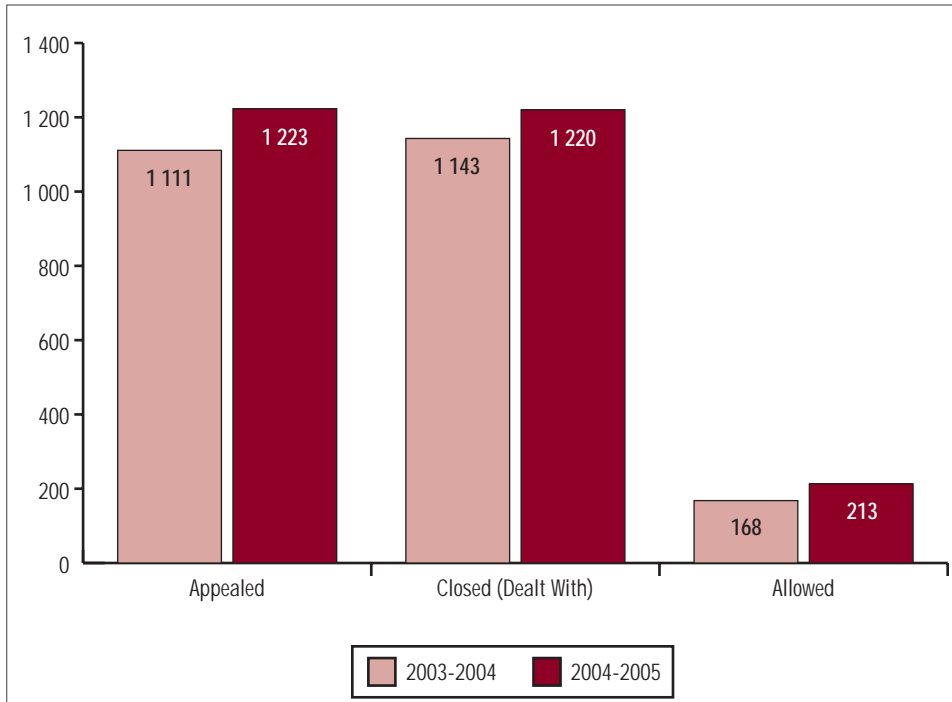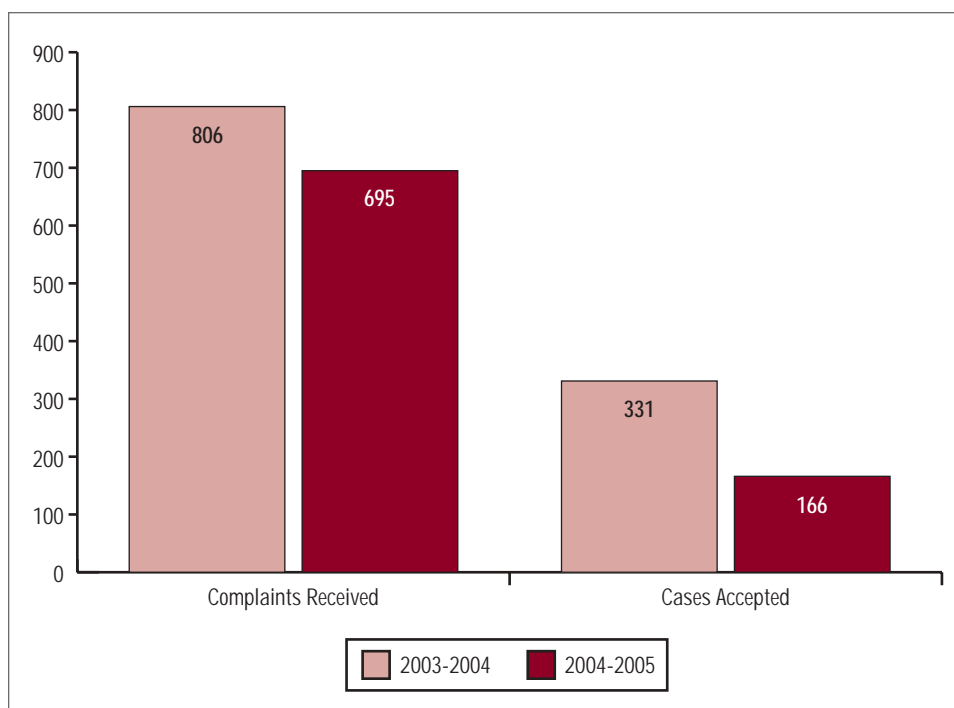

Source: Recourse Branch Electronic Data Tracking System.

2.196 Pursuant to sections of the Act, 695 requests for investigation were received in 2004-2005 (Figure 5). Investigations can be requested into alleged irregularities in both internal and external staffing processes under the current PSEA and *Regulations*, when the staffing process is not subject to appeal under section 21. Examples could include:

- questions regarding the qualifications listed for a competitive process;

- concerns about a deployment;

- allegations of possible fraudulent practices in a selection process (for example, forgery of an academic degree);

- problems with assessments in processes open to the general public;

- concerns about the use of a department's delegated authority to staff positions; and

- inquiries into specific appointments to determine whether the incumbent meets the qualifications for the position.

2.197   Figure 5 shows that by year's end, 166 cases (24%) were opened for inves-
         tigation (compared to 41% in 2003-2004). They related to concerns about
         open or non-productive closed competitions, the administration of eligibility
         lists resulting from competitive processes or other issues regarding
         selection processes.

Figure 5: Investigations: Number of Complaints Received and Number
           of Cases Accepted

Source: Recourse Branch Electronic Data Tracking System.

2.198   In 2004-2005, 300 cases were closed, of which 59 or 20% were founded,
         compared to 47% in 2003-2004; 10% were resolved (through mediation or
         some other no-fault resolution); 53 were either withdrawn or discontinued
         (Figure 6). Of the 160 cases closed under the outcome "other", 52 were
         discontinued cases.

Figure 6: Investigations: Number of Cases Closed (With Outcomes)
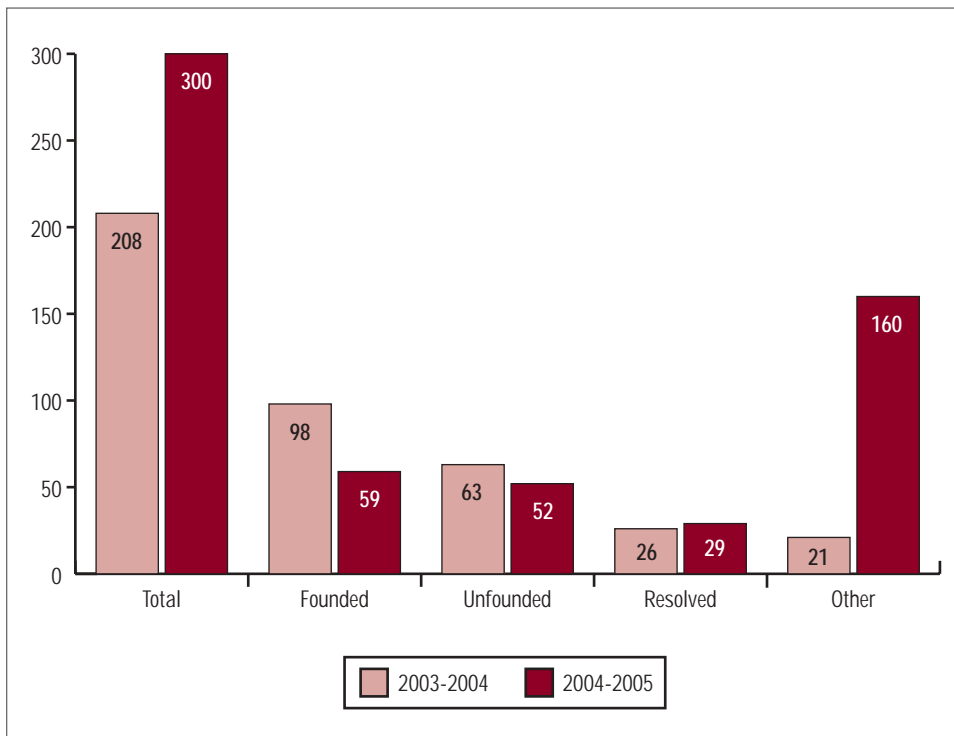
Source: Recourse Branch Electronic Data Tracking System.

2.199   Corrective measures ordered by the PSC as a result of an allowed appeal or a founded investigation could include: removal of a candidate's name from the eligibility list established as a result of a competitive process; re-assessment of candidate(s); or revocation of an appointment. In 2004-2005, 18 names were removed from eligibility lists and 10 appointments were revoked.

Sample Investigations in 2004-2005

2.200   The following case studies demonstrate that departments must remain vigilant in their selection processes and ensure that appropriate and sufficient monitoring mechanisms are in place to protect the merit principle and the staffing values.

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Case Study No. 1

2.201   In 2003-2004, we conducted an investigation into allegations of nepotism and favouritism in the hiring activities of a manager in a regional office of Health Canada. The investigation determined that the allegations were founded. Family members and friends brought in through casual and term appointments were subsequently moved into indeterminate (permanent) positions.

2.202   We ordered the Department to take corrective actions, which were reported on in our 2003-2004 Annual Report. In addition, in 2004-2005, we held six boards of inquiry into the appointments of six employees to determine if they were, in fact, qualified for the positions.

2.203   The inquiries revealed that these individuals were hired as casuals and then appointed without competition to specified-period (term) positions. The terms were subsequently extended many times. In five cases, the periods of employment exceeded three years, thus qualifying the employees for indeterminate (permanent) appointment under the Treasury Board's Term Employment Policy.

2.204   The inquiries showed that no written evaluations were prepared for these six appointees to indicate they were assessed against the stated qualifications for the positions. In processing many of these appointments, the managers and human resources advisors involved did not follow required procedures, such as considering priorities, obtaining proper clearance or posting a notice of the right to appeal the proposed appointment. As well, the continuous inappropriate use of specified-period (term) appointments demonstrated a lack of human resources planning and management.

2.205   The boards of inquiry concluded there was no proof the individuals were qualified for any of the positions to which they had been appointed. The inquiries found that the appointments did not respect the merit principle and fundamental staffing values such as fairness, equity and transparency. They also found that the Department had contravened the terms and conditions under which the PSC had delegated the authority to make appointments.

2.206   The Commission decided to revoke five of the six indeterminate (permanent) appointments. (Note: These five revocations are not included in the total count of revocations for 2004-2005, as the approval for the revocations was received after the reporting fiscal year.) In the sixth case, revocation was not necessary, as the appointee had already left the public service.

Case Study No. 2

2.207　Public Works and Government Services Canada conducted a closed competition and placed three names on an eligibility list. In a discussion with an unsuccessful candidate after the process had been finalized, the Chair of the selection board learned that the first- and second-ranked candidates may have obtained relevant information from one of the selection board members prior to the interviews.

2.208　The Department promptly initiated an internal investigation, which confirmed there was reason to believe that information had been accidentally leaked, due to the inexperience of a selection board member.

2.209　The Department was concerned, rightly, that the process may not have respected the values of transparency and fairness and that the results, therefore, did not adhere to the merit principle. The Department asked the Commission to remove all the names from the eligibility list so that a new process could be conducted.

2.210　Our investigation confirmed the facts presented by the Department. The Commission removed the names and also directed the Department to take appropriate measures to ensure that such a situation did not recur.

Case Study No. 3

2.211　In a closed competition, Natural Resources Canada established an eligibility list to staff a position designated bilingual imperative. It was subsequently discovered that one of the successful candidates did not meet the language requirements for the position. After investigating, the Commission agreed with the Department's request to remove this candidate's name from the list.

2.212　The Commission also directed Natural Resources Canada to establish a mechanism to confirm that proposed appointees meet all the essential requirements for appointment before finalizing an eligibility list.

Appendices

Appendix 1: Performance Expectations – Staffing Values and Principles

COMPETENCY: *Attributes which ensure that public servants are qualified to carry out their public service duty.*

Performance expectations

• Organizations have appointed competent employees to meet client needs.

• Staffing strategies/decisions are aligned with key business priorities and have been validated for their effectiveness.

When these expectations are met:

• documented strategies/decisions exist and support business objectives;

• annual human resources management plans exist and are designed to support business objectives;

• the design and use of assessment tools has resulted in meritorious appointments; and

• internal and external client satisfaction is verified.

Risks to competency

Competency will be compromised when:

• statements of qualifications do not take into account the organization's current and future needs; or

• orientation and training are not provided to managers and employees.

NON-PARTISANSHIP: *Employees are appointed and promoted objectively, free from political patronage or personal favouritism.*

Performance expectations

- Organizations institute staffing safeguards to prevent political patronage and/or personal favouritism.

- The deputy/agency head has confidence in the organization's staffing safeguards to the extent that he or she will attest that non-partisanship, in recruitment and staffing, is part of the organization's culture.

These expectations are met when:

- higher-risk staffing demands are approved by higher-level managers than those involved in regular processes;

- deputy/agency heads send annual Conflict of Interest reminders to their employees; and

- the Signed Statement of Persons Present at Boards form is used in all selection processes.

When deputy/agency heads sign the attestation that employees are appointed and promoted impartially, free from political patronage or personal favouritism, they are confirming that the non-partisanship value has been upheld in their organizations.

Risks to non-partisanship

This staffing value is compromised when the organization:

- does not have a policy on the employment of relatives and friends;

- lacks a code of conduct; or

- does not provide employees and managers with ready access to information related to non-partisanship.

REPRESENTATIVENESS: *The composition of the public service reflects that of the labour market.*

Performance expectations

- Organizations with more than 100 employees conduct staffing in order to ensure that their workforce is representative of the Canadian labour force for each of the four employment equity designated groups: persons with disabilities; Aboriginal peoples; women; and members of visible minorities.

- Organizations with fewer than 100 employees strive to be representative of Canadian society.

- Organizations have integrated their employment equity action plan with their staffing strategies.

To meet these expectations, departments and agencies must first collect self-identification data and conduct a workforce analysis. If necessary, focussed initiatives such as special employment equity recruitment and development programs can be used to improve representativeness.

Risks to representativeness

Employment equity will not be integrated into organizational staffing strategies if departments and agencies:

- do not establish targets for designated group members, where a particular target group is not adequately represented;

- do not provide diversity training to members of selection boards;

- fail to incorporate Employment Systems Review findings; or

- do not comply with the Canadian Human Rights Commission staffing audit recommendations.

EQUITY OF ACCESS: *Equal access to external and internal employment opportunities; practices are barrier-free and inclusive.*

Performance expectations

Equity of access is upheld when there is:

- fair, equitable, and transparent use of areas of selection;
- access to human resources information pertaining to the values; and
- access to developmental opportunities.

Risks to equity of access

When a specified-period (term) or acting appointment is misused, there is a risk that an unfair advantage will be given to the employee who is temporarily appointed over others equally qualified to fill the position.

FAIRNESS: *Decisions are made objectively, free from political patronage or personal favouritism; practices reflect the just treatment of employees and applicants.*

TRANSPARENCY: *Open communication with employees and applicants about resourcing practices and decisions.*

Performance expectations

- Organizations have instituted safeguards that promote open communication on staffing strategies, policies, and decisions.

- Organizations regularly gauge employees' perception of these values and act upon the results to improve overall workplace satisfaction.

These staffing values are upheld when:

- staffing activities are monitored and analyzed;

- staffing strategies are communicated to managers and employees; and

- reasonable notice periods for staffing processes are consistently maintained.

Risks to fairness and transparency

Departments and agencies jeopardize the values of fairness and transparency when:

- managers circumvent the competitive process, avoid open competitions, select specific individuals referred to them by name, or fail to keep key staffing documents;

- employees do not receive post-board feedback after being interviewed for positions; or

- there is no ombudsman position or the ombudsman position does not include the responsibility for resolving staffing issues.

FLEXIBILITY: *Resourcing approaches are adapted to the specific needs of the organization.*

EFFICIENCY: *Resourcing approaches ensure good value for money and are simple, timely, and effective in their delivery.*

Performance expectations

- Departments and agencies use large-scale competitive processes, when appropriate, as an effective and efficient practice. Although such processes lengthen the average staffing time, they result in a higher number of hires per process.

- Organizations use their delegated authority to appoint from pools of pre-qualified candidates; this practice contributes substantially to the efficiency of the staffing system.

Risks to flexibility

- Efficiency will be compromised if managers and human resources specialists do not receive training on the staffing values and on new and existing organizational flexibilities with regard to staffing approaches.

Appendix 2: Statistical Information and Glossary

The Annual Report includes a number of graphs and tables, the data for which have been derived from a variety of sources.

More complete data are available electronically at **http://www.psc-cfp.gc.ca/centres/annual-annuel/2004/tables/index_e.htm.**

Data Source

The information on hiring and staffing activities is derived from data received from the incumbent file of the Public Service Human Resources Management Agency of Canada. This file is extracted from the Public Works and Government Services Canada pay system. The PSC's Appointments Information and Analysis Directorate has developed a series of algorithms that are used against these files to produce the PSC official record of hiring and staffing activities across the federal public service, based on pay trans-actions submitted by departments and agencies.

The following new organizations are not included in this year's Annual Report statistical tables as their enabling legislation has yet to come into force:

• International Trade Canada;

• Public Safety and Emergency Preparedness Canada;

• Social Development Canada; and

• Public Health Agency of Canada.

In addition, the Canada Border Services Agency is not included as they did not appear as a separate entity in the Public Works and Government Services Canada pay system during the reporting period.

Hiring Activities

Hiring activities refer to appointments to the public service, hiring of casuals as per the *Public Service Employment Act* (PSEA), section 21.2 and the recruitment of students under the *Student Employment Programs Exclusion Approval Order and Regulations*.

Staffing Activities

Staffing activities refer to appointments made under the PSEA. An appointment to the public service includes the appointment of a person from the general public or the appointment of an employee of a government department or agency that is not subject to the PSEA. Staffing activity within the public service includes all appointments and/or deployments of employees within or between departments or agencies that are subject to the PSEA.

Glossary

Accelerated Economist Training Program (AETP) *[Programme de formation accélérée pour les économistes (PFAE)]* – a two-year program under the Post-Secondary Recruitment umbrella, now administered by the Public Service Human Resources Management Agency of Canada, that is aimed at attracting students in economics or public policy. The AETP offers Master's degree candidates in any discipline the opportunity to work alongside decision-makers on social, economic and international policy agendas.

Accelerated Executive Development Program *[Programme de perfectionnement accéléré des cadres supérieurs]* – a development program, now administered by the Public Service Human Resources Management Agency of Canada, that identifies a representative group of executives at the EX-1 to EX-3 level who demonstrate strong leadership potential and may become assistant deputy ministers, and that invests in their development and progression.

Acting Appointment *[Nomination intérimaire]* – the temporary assignment of an employee to the duties of a higher level position (i.e., one with a maximum rate of pay that would constitute a promotion). Only acting appointments of more than four months are reported.

Appeal *[Appel]* – the recourse process for an individual who has not been selected for an appointment in an internal closed competition or without competition process, pursuant to section 21 of the PSEA.

Appointment Framework *[Cadre de nomination]* – approved by the Public Service Commission on March 11, 2005. The Framework has three components: appointment policy; delegation; and accountability. The Appointment Framework will guide deputy heads in designing staffing systems that are tailored to their specific needs and ensure respect for legislative requirements and the staffing values.

Area of Selection *[Zone de sélection]* – refers to the established geographic/occupational/organizational parameters that prospective candidates must meet in order to be eligible for appointment to the federal public service. In a non-competitive process, the area of selection determines who has the right of appeal.

Audit *[Vérification]* – an objective and systematic examination of activities that provides an independent assessment of the performance and management of those activities.

Casual Employment *[Emploi temporaire]* – a short-term employment option to hire persons to the public service for a period not exceeding 90 calendar days at one time nor for more than 125 working days within any 12-month period in any one department. None of the provisions of the *Public Service Employment Act* (other than those authorizing the making of such appointments) applies to these hires.

Closed Competition *[Concours interne]* – a competition open only to persons employed in the public service.

Competency *[Compétence]* – one of the public service staffing values, referring to the combination of attributes that ensure that public servants are qualified to fulfill their public service duty.

Contingent Workforce *[Effectif occasionnel]* – comprised of specified-period (term) employees, casual workers and student employees. Managers in the federal public service rely on the use of this workforce for a number of reasons, including: the need to fill positions on a temporary basis (e.g., while employees are on leave or to meet immediate and/or unplanned resourcing needs not anticipated within departmental human resources planning).

Co-operative Education/Internship Program *[Programme de stages d'enseignement coopératif et d'internat]* – a program designed to provide post-secondary students with relevant and practical work experience in the public service, to help them fulfill the requirements of their academic program.

Efficiency *[Efficience]* – a management/service delivery principle, to ensure that staffing approaches provide good value for money and are simple, timely and effective in their delivery.

Embracing Change *[Faire place au changement]* – the Government's action plan established in 2000 that set one-in-five (20%) benchmarks for increasing the participation rates of members of visible minorities in the public service, including entry into the public service by 2003 and entry into the Executive group by 2005.

Employment Equity Designated Groups *[Groupes désignés aux fins de l'équité en matière d'emploi]* – as defined by the *Employment Equity Act*, these include Aboriginal peoples, persons with disabilities, members of visible minorities and women. Data on Aboriginal peoples, persons with disabilities and members of visible minorities are obtained by matching employee data with the Employment Equity Data Bank of the Public Service Human Resources Management Agency of Canada. Data on women are obtained from the Public Works and Government Services Canada pay system.

Equity of Access *[Égalité d'accès]* – a staffing value, aimed at ensuring equal access to employment opportunities; staffing practices are barrier-free and inclusive.

E-resourcing *[Ressourcement électronique]* – the use of technology to electronically screen large numbers of applications to alleviate one of the main obstacles (volume management) to making public service jobs available on a national basis. "Resourcing" incorporates both recruitment (from outside the public service) and staffing (within the public service).

Fairness *[Justice]* – a public service staffing value, aimed at ensuring that decisions are made objectively, free from political patronage or personal favouritism; staffing practices reflect the just treatment of employees and applicants.

Federal Student Work Experience Program (FSWEP) *[Programme fédéral d'expérience de travail étudiant (PFETE)]* – the primary vehicle through which federal departments and agencies recruit students for some 7 000 temporary student jobs each year. FSWEP gives full-time secondary school, CEGEP, college, technical institute and university students opportunities to learn about the federal government and gain valuable experience while developing and improving their employability skills.

Flexibility *[Souplesse]* – a management/service delivery principle that ensures that staffing approaches are adapted to the specific needs of a department or agency.

Functional Community *[Collectivité fonctionnelle]* – a specific career grouping within the federal public service (e.g., Finance, Communications, Policy, Comptrollership), of which a cross-collaboration of departments and agencies has been formed, both *Public Service Employment Act* and non-*Public Service Employment Act*, to address the collective human resources needs of the community. The management of such a community responds to the interests of individuals and departments who share common elements with the goal of increasing the capacity of the public service workforce. Functional community heads are assigned to lead specific community initiatives, such as learning and development opportunities.

Generic Competition *[Concours générique]* – an approach that allows for one staffing process to fill similar positions within or between departments/ agencies, as opposed to several individual processes.

Imperative Staffing *[Dotation impérative]* – the requirement that the person about to be appointed meet the language requirements of the position at the time of appointment.

Indeterminate (Permanent) Employment *[Emploi pour une durée indéterminée (poste permanent)]* – part-time or full-time employment of no fixed duration.

Individual Merit *[Mérite individuel]* – a person is assessed and found qualified for appointment without being compared to others. Individual merit appointments can only be made in the circumstances described in the *Public Service Employment Regulations*.

Investigation *[Enquête]* – an inquiry into a complaint alleging a violation of the *Public Service Employment Act* and/or Regulations for matters which are not appealable under Section 21 of the Act.

IPEX – Identification of Pathways for EX Development, the PSC's new instrument aimed at middle managers contemplating senior management positions. IPEX is a suite of assessment instruments designed to provide a complete picture of a participant's leadership strengths, as well as areas requiring development.

Management Trainee Program *[Programme de stagiaires en gestion]* – a program under the Post-Secondary Recruitment umbrella, now administered by the Public Service Human Resources Management Agency of Canada, that recruits and develops recent university graduates in a variety of disciplines.

Merit *[Mérite]* – Under the current *Public Service Employment Act*, merit involves the application of values in staffing actions. No formal definition exists for this term. (See Relative and Individual Merit). Under the new PSEA, merit has two components. First, everyone who is appointed must meet the essential qualifications, which includes official language proficiency. Second, the manager (or other delegate of the deputy head) may take into account and consider:

- qualifications that are considered an asset for the work, currently or in the future;

- any current or future operational requirements and organizational needs that he or she has identified; and

- the current and future needs of the public service, as determined by the Employer, in deciding on the needs of their organization.

National Area of Selection *[Zone nationale de sélection]* – the result of removing geographic limits that prospective candidates must meet to be eligible to apply for public service positions.

Non-imperative Staffing *[Dotation non impérative]* – means an appointment process for an indeterminate (permanent) period to a bilingual position that has been identified by the deputy head as not requiring, at the time of the appointment, occupation by a person qualified in the knowledge and use of both official languages. If the candidate chosen for the position does not meet the linguistic requirements of the position, that person is required to demonstrate that he or she is eligible for language training or is excluded for other reasons, as stated in the *Public Service Official Languages Exclusion Approval Order*. To be eligible for language training, a person must demonstrate the potential to become proficient in the use of the second official language within the allowable training time and the 24-month exemption period.

Non-Partisanship *[Impartialité]* – one of the public service staffing values, aimed at ensuring that employees are appointed and promoted objectively, free from political patronage or personal favouritism.

Open Competition *[Concours public]* – a competition open to the public, including persons employed in the public service.

Oral Interaction Test *[Test d'interaction orale]* – the Second Language Evaluation Oral Interaction Test assesses a candidate's ability to speak and understand his or her second official language in a work context. The evaluation takes the form of a conversation with an assessor about work-related matters and lasts about 30 minutes.

Personal Favouritism in Staffing *[Favoritisme personnel en dotation]* – within the federal public service's staffing and recruitment process, personal favouritism involves an inappropriate action or behaviour by a public servant who, by using knowledge, authority or influence, provides an unfair advantage or preferential treatment to: 1) a current employee or 2) a candidate for employment in the public service, for personal gain (benefit) and contrary to the good of the organization.

Post-Secondary Recruitment Program *[Programme de recrutement post-secondaire]* – a program designed to provide departments and agencies with the flexibility to recruit recent university graduates into entry-level positions, year-round.

Pre-Qualified Pool (PQP) *[Répertoire de préqualification (RPQ)]* – a pool of fully assessed and fully qualified candidates. A PQP is an efficient staffing mechanism for both candidates and managers, as it provides a source of individuals who have been thoroughly assessed relative to the requirements of a position, or for similar positions within the same occupational group and level.

Priority Person *[Bénéficiaire de priorité]* – a person who has an entitlement under the *Public Service Employment Act* or Regulations, for a limited period, to be appointed without competition and ahead of all others to any position in the public service for which he or she is qualified.

Promotion *[Promotion]* – the appointment of an employee to a position at a higher level for which the maximum rate of pay exceeds that of the former position by an amount equal to or greater than the lowest pay increment of the new position. When the new position has no fixed pay increments, the increase must be at least 4% of the maximum rate of pay of the former position.

Public Service Official Languages Exclusion Approval Order *[Décret d'exclusion sur les langues officielles dans la Fonction publique]* – provides for certain circumstances in which a unilingual person is excluded from meeting the official language proficiency requirements of a bilingual position.

Public Service Resourcing System *[Système de ressourcement de la fonction publique]* – a prototype system designed to assess the ability of technology to screen larger volumes of job applications, in anticipation of expanding the use of national area of selection.

Radii *[Rayons]* – The use of radii to define areas of selection consists of establishing a radius of a certain number of kilometres from a job location. The minimal distance used in defining a local area of selection is based on census commuting distances in a region.

Recruitment of Policy Leaders Program *[Programme de recrutement des leaders en politiques]* – targets and recruits exceptional graduates into the public service. It takes into account candidates' advanced educational and professional qualifications, in order to recruit policy analysts at higher levels of responsibility.

Relative Merit *[Mérite relatif]* – a person is assessed along with other candidates, found qualified for a position, and ranked in order of merit.

Representativeness *[Représentativité]* – a staffing value, aimed at ensuring that the composition of the federal public service reflects that of the Canadian labour market.

Research Affiliate Program *[Programme des adjoints de recherche]* – a recruitment program specifically designed to give post-secondary students experience in applied research (design, execution, evaluation), when they must attain such knowledge and skills in order to graduate.

Resourcing *[Ressourcement]* includes both recruitment and staffing. **Recruitment** *[Recrutement]* refers to hiring from outside the public service. **Staffing** is filling a position from within the public service.

Second Language Evaluation *[Évaluation de langue seconde]* – a language test used by the PSC to determine the second (official) language proficiency of employees and of candidates for public service positions.

SELEX – Simulations for the Selection of Executives, the PSC's instrument for assessing key leadership competencies for effective performance in executive positions.

Separate Agencies *[Organismes distincts]* – agencies listed in Schedule V of the *Financial Administration Act*. They are independent employers within the wider public service, and generally operate their own staffing systems.

Specified-period (Term) Employment *[Emploi pour une période déterminée]* – part-time or full-time employment of a fixed duration.

Staffing Management Accountability Framework (SMAF) *[Cadre de responsabilisation en gestion de la dotation (CRGD)]* – one of a range of mechanisms developed to support deputy heads' accountability for the way they exercise their delegated staffing authorities. The SMAF sets out five indicators: governance; planning; policy; communication; and control. These specify the PSC's expectations for a well managed appointment system that produces the results outlined in the new *Public Service Employment Act*. Departments and agencies must annually submit a Departmental Staffing Accountability Report to report on the indicators, providing the PSC with information that it uses to assess the staffing system.

Staffing Values and Principles *[Valeurs de dotation et principes]* -The Results values are competency, non-partisanship and representativeness. The Process values are equity of access, fairness and transparency. The Management and Service Delivery principles are flexibility and efficiency.

Student Bridging *[Mécanisme d'intégration des étudiants et étudiantes]* – a mechanism that allows managers to hire recent post-secondary graduates. To be bridged, students must have completed a program of study within the last 18 months, must have previously worked in the public service through either the Federal Student Work Experience Program or the Co-operative Education and Internship Program, and must be qualified.

Student Hiring *[Embauche d'étudiants et d'étudiantes]* – The Student *Employment Programs Exclusion Approval Order and Regulations* that took effect on April 9, 1997, exclude students from the operation of the *Public Service Employment Act* with the exception of subsections 16(4) and 17(4), which deal with citizenship. These recruits are no longer considered appointments to the public service under the *Public Service Employment Act*. No occupational group is specified for student programs.

Surplus Employee *[Fonctionnaire excédentaire]* – an indeterminate (permanent) employee who has been formally declared surplus, in writing, by his or her deputy head – owing to lack of work, discontinuance of a function, or the transfer of work or a function outside the public service (alternative service delivery initiative).

Transparency *[Transparence]* – a public service staffing value, ensuring open communication with employees and applicants about staffing practices and decisions.

Appendix 3: 2003-2004 Reporting Departments and Agencies

Very Small/Small Organizations (fewer than 350 employees)

Canada Industrial Relations Board

Canadian Artists and Producers
Professional Relations Tribunal

Canadian Environmental
Assessment Agency

Canadian Firearms Centre

Canadian Forces Grievance Board

Canadian Human Rights
Commission

Canadian Human Rights Tribunal

Canadian International Trade
Tribunal

Canadian Transportation Accident
Investigation and Safety Board

Canadian Transportation Agency

Commission for Public Complaints
against the RCMP *

Financial Consumer Agency
of Canada

Hazardous Materials Information
Review Commission

Indian Oil and Gas Canada

Indian Residential Schools
Resolution Canada

Infrastructure Canada

International Joint Commission

International Trade Canada

Law Commission of Canada

Military Police Complaints
Commission of Canada*

NAFTA Secretariat –
Canadian Section

National Energy Board

National Farm Products Council

National Parole Board

Office of the Co-ordinator Status
of Women Canada

Office of the Commissioner
for Federal Judicial Affairs

Office of the Commissioner
of Official Languages

Office of the Information
Commissioner of Canada*

Office of the Registrar of the
Supreme Court of Canada

Office of the Secretary to the
Governor General

Public Service Staff Relations Board

Royal Canadian Mounted Police
External Review Committee

The Correctional Investigator
Canada

Transportation Appeal Tribunal
of Canada

Veterans Review and Appeal
Board Canada

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*   denotes organizations that were not required to report, given their recent creation or the fact that they
       were undergoing a staffing audit.

Medium/Large Organizations (more than 350 employees)

Agriculture and Agri-Food Canada

Atlantic Canada Opportunities
Agency

Canada Border Services Agency

Canada Economic Development
for Quebec Regions

Canada Grain Commission

Canada School of Public Service

Canadian Space Agency*

Canadian International
Development Agency

Canadian Radio-television and
Telecommunications
Commission

Citizenship and Immigration
Canada

Correctional Service Canada

Courts Administration Services

Department of Canadian Heritage

Department of Finance Canada

Department of Justice Canada

Department of National Defence

Environment Canada

Fisheries and Oceans Canada

Foreign Affairs and International
Trade Canada*

Health Canada

Human Resources Development
Canada

Human Resources and Skills
Development Canada

Immigration and Refugee Board

Indian and Northern Affairs Canada

Industry Canada

Library and Archives of Canada

Natural Resources Canada

Office of the Chief Electoral Officer
of Canada

Office of the Superintendent of
Financial Institutions Canada

Passport Canada
(Reports to DM and EXT)

Privy Council Office

Public Health Agency of Canada

Public Safety and Emergency
Preparedness Canada

Public Service Commission
of Canada

Public Service Human Resources
Management Agency of Canada

Public Works and Government
Services Canada

Royal Canadian Mounted Police
(Civilian Staff)

Social Development Canada

Statistics Canada

Transport Canada

Treasury Board Secretariat

Veterans Affairs Canada

Western Economic Diversification
Canada

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*   denotes organizations that were not required to report, given their recent creation or the fact that they
were undergoing a staffing audit.