



Public Service Commission  
of Canada

Commission de la fonction publique  
du Canada



Public Service Commission

2004-2005

Annual Report

Chapter 3 – Services

Canada





Public Service Commission

2004-2005

**Annual Report**

Chapter 3 – Services

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# Table of Contents

Summary .....	3
Introduction .....	7
Recruitment .....	11
Introduction .....	12
Overall Hiring Activities .....	13
Indeterminate (Permanent) Hires .....	16
Temporary Hires .....	18
Appointments Without Competition From Outside the Federal Public Service .....	20
Recruitment Programs .....	21
Recruitment Initiatives .....	25
Executive (EX) Resourcing .....	31
Introduction .....	32
Trends .....	32
Challenges .....	34
Assessment Services/Personnel Psychology Centre .....	37
Introduction .....	38
Trends .....	38
Second Language Evaluation .....	39
Assessment Initiatives .....	41
Appendices .....	43
Appendix 1: Statistical Information and Glossary .....	44
Appendix 2: External Recruitment Criteria .....	53



# Summary



## Summary

- 3.1 In 2004-2005, the Public Service Commission (PSC) provided recruitment, assessment and executive resourcing services to federal departments and agencies.

### Recruitment

#### Hiring Activities

- 3.2 The federal public service experienced a decline in external recruitment for the second year – an 11.7% decrease in 2004-2005, and an 11.3% decrease in 2003-2004. We noted an enduring reliance on specified-period (term) hires and casuals. They now represent 86.5% of total indeterminate (permanent), specified-period (term) and casual hires, compared to 85.3% last fiscal year.
- 3.3 External recruitment is the primary mechanism for public service renewal. In light of the impending retirement of baby-boomers and the shift towards knowledge workers, it will be important for departments to anticipate their future human resources needs; otherwise, it may be difficult to ensure timely recruitment.

#### Recruitment Programs

- 3.4 Concerns remain about equity of access to federal student job opportunities. In 2004-2005, the PSC launched two Federal Student Work Experience Program pilot projects to assess the impact of using a national area of selection when hiring students.
- 3.5 Despite ongoing efforts to encourage its use by departments and agencies, the Post-Secondary Recruitment Program remains under-utilized. During 2004-2005, 7 224 graduates applied to 14 career opportunities. Over 7 000 candidates were referred, but only 446 were hired. The number of applicants was lower because of greater use of on-line screening, and because foreign service officers were not recruited this year.
- 3.6 New partnerships with departments and agencies led to tailored recruitment initiatives. For example, the Recruitment of Policy Leaders Program is aimed at enhancing the capacity for policy analysis and development in the federal public service.



## Recruitment Initiatives

- 3.7 During 2004-2005, approximately 19% of all externally advertised jobs, and 28% of jobs in the National Capital Region, used a national area of selection (that is, the jobs were open to qualified Canadians no matter where they live).
- 3.8 We are exploring how the use of a national area of selection can be further expanded by taking advantage of the flexibilities provided by the new *Public Service Employment Act* (PSEA) and technology, and by making all officer-level recruitment opportunities in the National Capital Region open to the public across Canada.
- 3.9 It will take several years to put in place the technology (e-resourcing) to address the recruitment and staffing needs of the public service. In the interim, we will expand the use of the Public Service Resourcing System, formerly a pilot project for which the technology was developed in-house.

## Executive (EX) Resourcing

- 3.10 An analysis of 52 executive (EX-1 to EX-3) competitions open to the public revealed that only 23% of these positions were filled by candidates from outside the public service. Our analysis determined that a number of barriers exist that make outside applicants' access to executive jobs difficult. We have taken measures to address this issue, such as looking at the wording of the "experience" and "knowledge" requirements to ensure that they are less specific to public service experience.

## Assessment Services

- 3.11 During the reporting year, significant efforts were invested in improving the PSC's Second Language Evaluation procedures and instruments and, in particular, the oral interaction test. For example, alternative methods of delivering the test were explored, greater flexibility was introduced in the "warm-up" phase, and more feedback sessions were provided to students and teachers. These measures were initiated in response to concerns raised during 2004-2005 that the success rates on the French oral interaction test were decreasing, and the perception that the test had become more difficult.



# Introduction



## Introduction

- 3.12 The Public Service Commission (PSC) provides recruitment, assessment and executive resourcing services to federal departments and agencies. This chapter reports on these services and related trends.

### 2004-2005: A Year of Change

- 3.13 Although the new *Public Service Employment Act* (PSEA) is not expected to come fully into force until December 2005, the 2003 passing of its parent legislation, the *Public Service Modernization Act*, has already brought about a number of significant changes to the services offered by the PSC:
- On April 1, 2004, Language Training Canada and Training and Development Canada were transferred to the Canada School of Public Service; and
  - On April 1, 2004, a number of the PSC's other longstanding programs were transferred to the Public Service Human Resources Management Agency of Canada, including the Management Trainee Program; the Career Assignment Program; the Accelerated Economist Training Program; the Accelerated Executive Development Program; the Assistant Deputy Minister Prequalification Process (now discontinued); and Interchange Canada.
- 3.14 The transfer of these programs has helped us to focus more clearly on our oversight and service delivery roles. This chapter focusses on the three remaining core services provided by the PSC in 2004-2005.

### Recruitment

- 3.15 **General recruitment services:** In 2004-2005, we helped departments and agencies identify and recruit individuals to a wide variety of positions across numerous occupations and hierarchical levels. The PSC provides the only common point of access for citizens to federal public service jobs via our jobs.gc.ca Web site and Infotel telephone service. This Report provides an analysis of overall hiring trends in 2004-2005.
- 3.16 **Recruitment programs and initiatives:** We continued to administer five corporate recruitment programs to ensure the public service has access to new talent entering the labour market. We report on the utilization of these programs by both applicants and departments and agencies. We also provide progress reports on the recruitment of bilingual Canadians, the expanded use of geographic areas of selection and our public service-wide e-resourcing solution.

## Executive (EX) Resourcing

- 3.17 With the transfer of its executive developmental programs in April 2004 to the Public Service Human Resources Management Agency of Canada, the PSC's Executive (EX) Resourcing Directorate focussed on the delivery of executive resourcing services to departments and agencies. We report on the past year's trends and challenges in EX resourcing.

## Assessment Services

- 3.18 The PSC's Personnel Psychology Centre continued to provide support to departments and agencies through the administration of a wide variety of standardized tests ranging from language tests to assessments that measure leadership potential and readiness. The Centre also provided tailor-made assessment solutions to address departments' and agencies' more specific assessment needs. We report on the uptake of these services and observed trends, with particular attention to issues related to second language evaluation.

## Towards the Future: Focus on Service

- 3.19 We have for many years provided services that support the Employer's staffing needs, particularly in the areas of EX resourcing, student and graduate recruitment, general recruitment and assessment. The expected coming into force of the new PSEA in December 2005 will result in the full delegation of responsibility to departments and agencies, and most of these services will shift from being mandatory to being optional.
- 3.20 To prepare for this shift, in 2004-2005, we have been working on the establishment of a service agency. The agency aims to be the service provider of choice for delegated public service managers, by offering professional resourcing (including EX resourcing) and assessment services tailored to departmental and agency needs.
- 3.21 The PSC's Services Branch will continue to modernize its resourcing, assessment and client services programs. Additionally, it will standardize service levels to ensure the highest quality of services across Canada and strengthen its capacity to respond to client needs.



# Recruitment



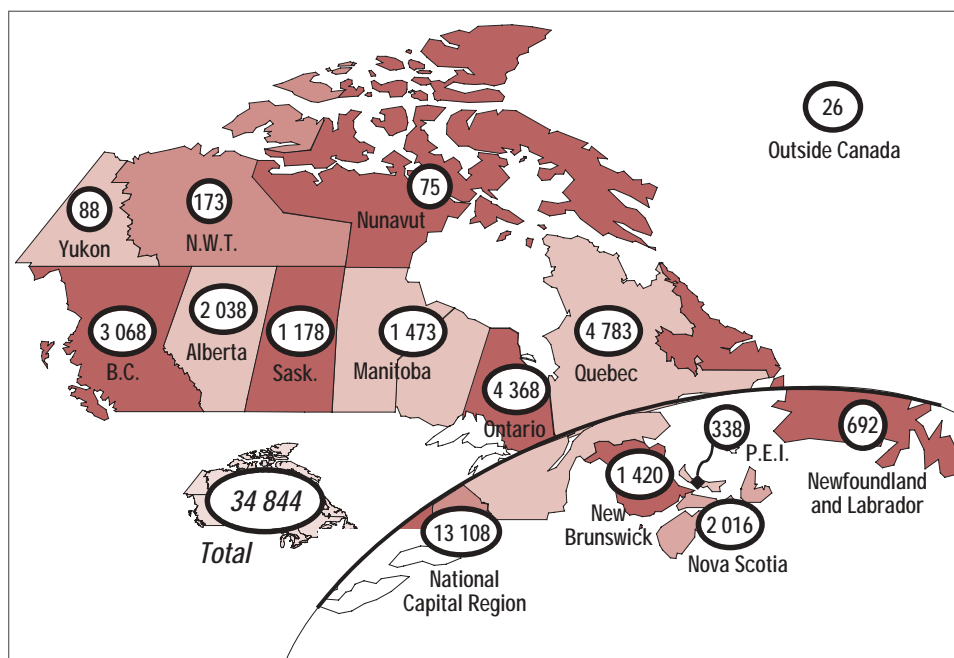
# Recruitment

## Introduction

- 3.22 In 2004-2005, we continued to help departments and agencies identify and recruit individuals to a wide variety of positions across numerous occupations and hierarchical levels, through our general recruitment services and corporate recruitment programs. Figure 1 provides a breakdown of total hiring to the public service in 2004-2005, by province/territory.
- 3.23 We also continued our efforts in a number of recruitment initiatives: recruitment of bilingual candidates; the expanded use of geographic areas of selection; and the development of a public service-wide e-resourcing solution.

**Figure 1: Total Hiring to the Public Service for 2004-2005\***

(Including indeterminate (permanent), and specified-period (term), students and casual workers)



\* Excludes the Canada Border Services Agency.



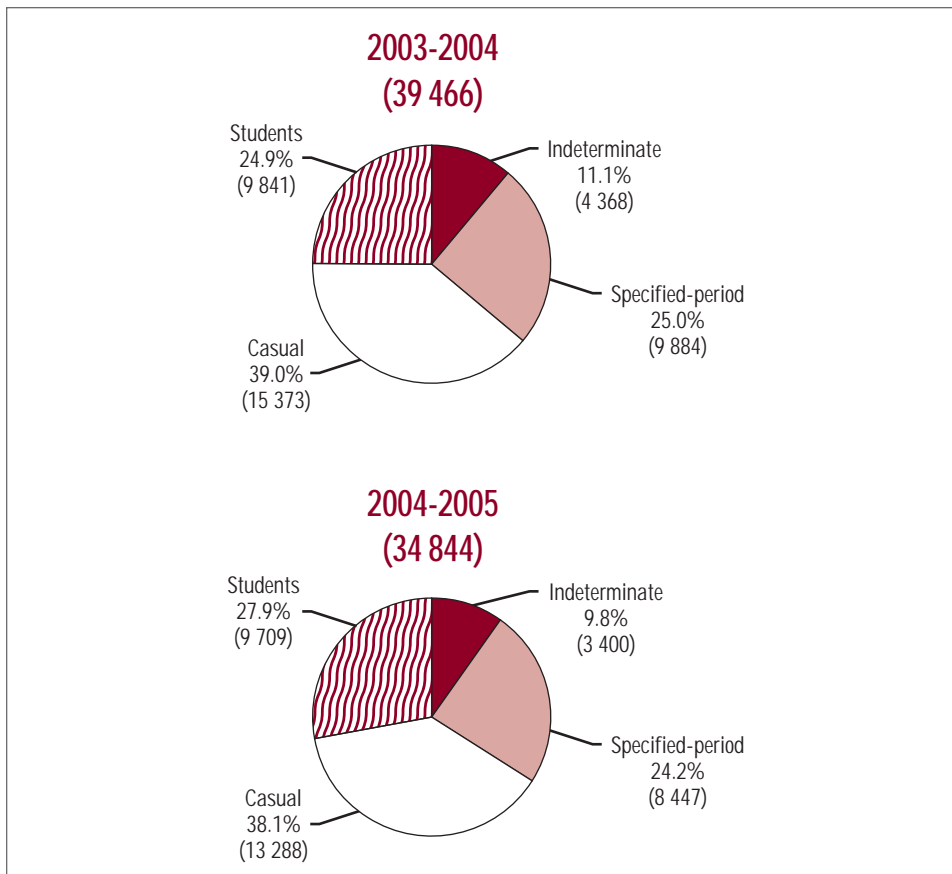
## Overall Hiring Activities

- 3.24 In 2004-2005, a total of 34 844 new hires entered the public service (Figure 2). Of these, 3 400 (9.8%) were for indeterminate (permanent) positions; 8 447 (24.2%) were for specified-period (term) positions; 13 288 (38.1%) were casual appointments; and 9 709 (27.9%) were for student employment.<sup>1</sup>
- 3.25 When compared to fiscal year 2003-2004, three key observations in recruitment are noteworthy (Figure 2):
- an 11.7% drop in overall recruitment;
  - a 22.2% decrease in external indeterminate (permanent) recruitment; and
  - continued reliance on specified-period (term) hires and casuuls, who now represent 86.5% of the total indeterminate (permanent), specified-period (term) and casual hires.
- 3.26 Overall, recruitment declined by 11.7% during 2004-2005, with 34 844 hires as compared to 39 466 in 2003-2004 (Figure 2). In addition, a significant decrease occurred in indeterminate (permanent) external hiring for the second consecutive year; it was down again by 22.2%.

*In 2004-2005, a total of 34 844 new hires entered the public service.*

<sup>1</sup> Indeterminate (permanent) and specified-period (term) appointments are subject to all provisions of the PSEA, while casual workers and students are not. Casual employment can be used for emergencies, to fill short-term absences, or for specific short-term projects.

**Figure 2: Overall Hiring Activities by Tenure\***

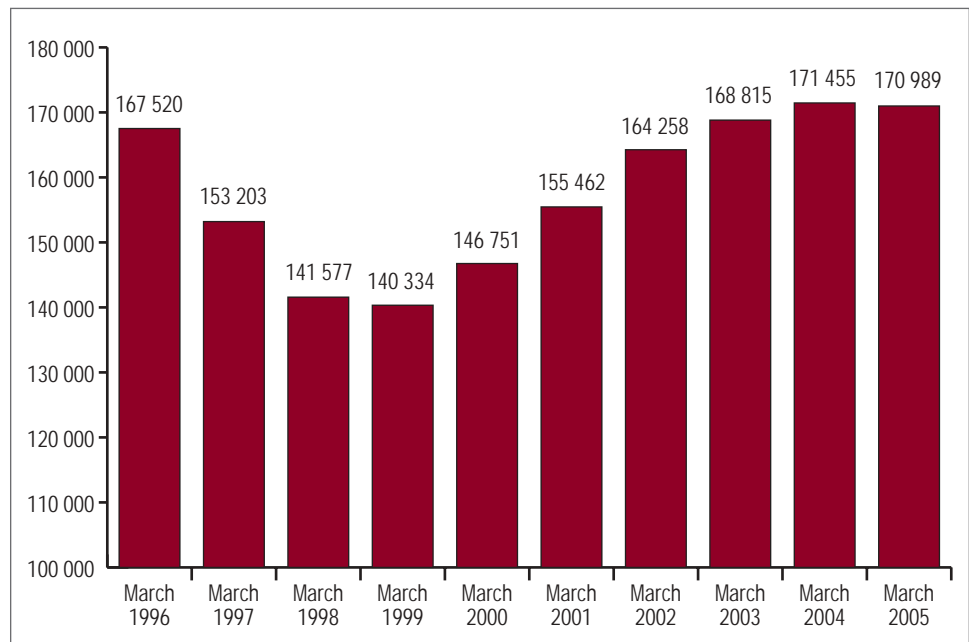


\* Please see Appendix 1: Statistical Information and Glossary for more information.

*The overall size of the federal public service governed by the PSEA has been relatively stable during the past two years.*

- 3.27 The federal public service is anticipating increased retirements (attributed to the ageing of the baby-boomer generation). The challenge for public service renewal will be identifying human resources needs and executing appropriate staffing plans to ensure timely resourcing.
- 3.28 The low levels of recruitment during program review in the mid and late 1990s, and the continued decline in external, indeterminate (permanent) recruitment, combined with a continued reliance on specified-period (term) hires and casuals, has generated concerns about the ability of the federal workforce to renew itself.
- 3.29 The overall size of the federal public service governed by the PSEA has been relatively stable during the past two years (Figure 3). For 2004-2005, 10.5% (or 17,946) of the population comprised contingent workers (specified-period (term) and casuals).

**Figure 3: PSEA Population 1996-2005\***



\* The March 2005 population comprises 153 043 indeterminate (permanent), 13 293 specified-period (term) employees and 4 653 casual workers.

### The need for Human Resources Planning

- 3.30 Without government-wide human resources planning, it will be difficult to estimate the impact of recent declines in recruitment volumes on our ability to plan for the workforce of the future. As well, without proper linkages between business objectives and human resources planning, it will be difficult to determine, with any degree of precision, where and when increases in departure volumes will be problematic.
- 3.31 Planning for anticipated workforce requirements will need to take account of factors such as the transition to knowledge work, the need for increased government responsiveness to social issues (e.g., the ageing of the population, the increasing diversity of the labour market, and emerging crises such as SARS and national security).
- 3.32 For example, as a result of identifying future human resources requirements, recent initiatives to increase the capacity for internal audit and policy analysis in the public service call for increases in recruitment for these sectors. In contrast, the declining role of the administrative support (clerical) and operational sectors suggests a probable levelling off of recruitment activities in these areas over the next few years.

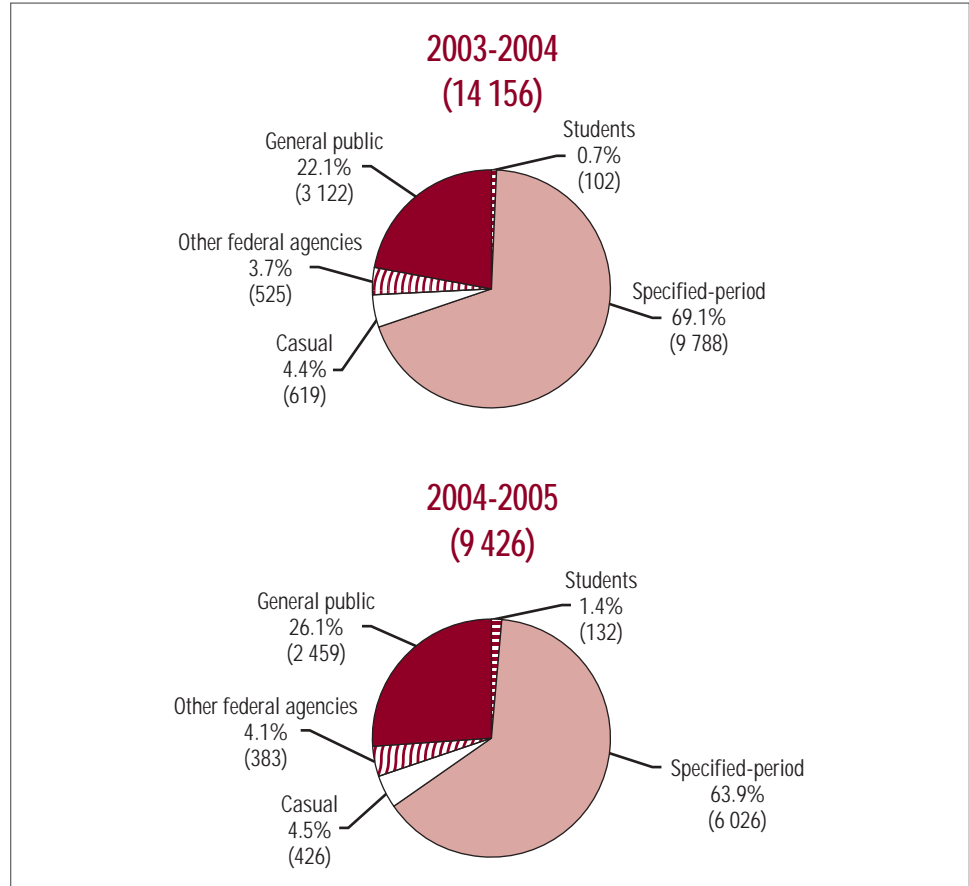
- 3.33 For both the internal audit and the policy analysis communities, we are responding to the Employer’s identified planned requirements. Lack of planning in other key sectors, however, can result in shortages in the workforce. With the impending retirement of baby-boomers, delays in properly identifying future needs will make it difficult to put into place timely recruitment activities to address requirements as they arise.

## Indeterminate (Permanent) Hires

- 3.34 New indeterminate (permanent) employees comprise both individuals hired from outside the federal public service (indeterminate (permanent) hires) and specified-period (term) employees newly appointed to indeterminate (permanent) positions.
- 3.35 In 2004-2005, the total number of new indeterminate (permanent) employees decreased by 33.4%, down to 9 426 (compared to 14 156 the previous year) (Figure 4). Of these, 6 026 (64%) came from the specified-period (term) population; 3 400 (36%) were new indeterminate (permanent) recruits.
- 3.36 In 2004-2005, of the 3 400 new indeterminate (permanent) hires (Figure 4):
- 426 were previously casual employees;
  - 383 were from non-PSEA federal organizations;
  - 132 were students; and
  - 2 459 were hired from outside the public service.

*... delays in properly identifying future needs will make it difficult to put into place timely recruitment activities...*

**Figure 4: Previous Status of New Indeterminate (Permanent) Employees\***



\* Please see Appendix 1: Statistical Information and Glossary for more information.

3.37 Because we only report on the employment status of new hires as it was immediately prior to their indeterminate (permanent) appointment, it is possible that an additional percentage of the 2,459 new indeterminate (permanent) employees hired from outside the public service may previously have been employed as specified-period (term) employees, casuals, or students. An analysis of casual employment between 1995 and 2004 shows that 44% of casuals are appointed as specified-period (term) or indeterminate (permanent) employees in the year following their casual employment.

- 3.38 Specified-period (term) and casual employment are legitimate staffing options for meeting temporary business needs. The justification to staff via a specified-period (term) or casual appointment can include the need to backfill temporary vacancies when indeterminate (permanent) employees take leave or acting/developmental assignments; short-term projects; or fluctuating workloads.
- 3.39 However, the fact that over the last two fiscal years approximately 65% of new indeterminate (permanent) employees have come from the specified-period (term) population, and about 26% have been recruited from outside the public service, suggests that specified-period (term) employment is being used in situations where the work is continuous, as opposed to temporary.
- 3.40 In last year's Annual Report, we indicated that the percentage of new indeterminate (permanent) employees who had previously been specified-period (term) employees had risen to 69%, when compared to 2002-2003, when approximately 60% of new indeterminate (permanent) employees were previously specified-period (term) employees. We indicated that recent changes in Treasury Board's term employment policy<sup>2</sup> may have contributed to the overall increase in term-to-indeterminate (permanent) mobility and the resulting decrease in external indeterminate (permanent) hires.
- 3.41 During fiscal year 2004-2005, the percentage of new indeterminate (permanent) employees coming from the specified-period (term) population decreased to 64%. It is still too early to assess the long-term impact of the change in the term employment policy.

*... the fact that over the last two fiscal years approximately 65% of new indeterminate (permanent) employees have come from the specified-period (term) population, and about 26% have been recruited from outside the public service, suggests that specified-period (term) employment is being used in situations where the work is continuous, as opposed to temporary.*

## Temporary Hires

- 3.42 The federal public service remains reliant on hiring contingent workers. Specified-period (term) and casual hires represent 86.5% of all hires, excluding students, compared to 85.3% in 2003-2004.
- 3.43 In order to meet short-term needs and respond to immediate departmental and agency requirements, casual hires are not required to meet the selection and assessment standards for specified-period (term) and indeterminate (permanent) hires. Casual workers and specified-period (term) hires, having gained experience working in the federal public service, can have an unfair advantage over other external applicants when participating in open competitions.

2 Under Treasury Board's term employment policy, employees in specified-period (term) positions only need to serve three consecutive years, instead of five (as was previously the case), before being converted to indeterminate (permanent) status.

- 3.44 The highest percentages of specified-period (term) and casual hires are found in the Administrative Support and Operational occupational groups, where they comprise 93.5% and 90.6% of recruitment, respectively.
- 3.45 The use of temporary hires is also prevalent in other types of employment. For example, specified-period (term) and casual workers comprised 76%, 77.6%, and 87.7% of recruitment in the Scientific and Professional, Administrative and Foreign Service, and Technical occupational groups respectively, as well as 45.1% of recruitment in the Executive group (Table 1).

**Table 1: Recruitment Activity by Occupational Category and Tenure  
2004-2005\***

	Indeterminate		Specified-Period		Casual		Total
	No.	%	No.	%	No.	%	
Executive	45	(54.9%)	17	(20.7%)	20	(24.4%)	82
Scientific and Professional	719	(24.0%)	1 180	(39.4%)	1 097	(36.6%)	2 996
Administrative and Foreign Service	1 253	(22.4%)	1 849	(33.0%)	2 499	(44.6%)	5 601
Technical	279	(12.3%)	718	(31.7%)	1 267	(56.0%)	2 264
Administrative Support	563	(6.5%)	3 216	(37.3%)	4 838	(56.1%)	8 617
Operational	514	(9.4%)	1 422	(25.9%)	3 551	(64.7%)	5 487
Separate Employers under the PSEA	27	(30.7%)	45	(51.1%)	16	(18.2%)	88
<b>Total</b>	<b>3 400</b>	<b>(13.5%)</b>	<b>8 447</b>	<b>(33.6%)</b>	<b>13 288</b>	<b>(52.9%)</b>	<b>25 135</b>

\* Please see Appendix 1: Statistical Information and Glossary for more information.

*To attract highly qualified candidates, it will be crucial to conduct better planning of recruitment needs and to recruit more often on an indeterminate (permanent) basis.*

- 3.46 Comparatively low volumes of indeterminate (permanent) appointments are being staffed from outside the public service. To attract highly qualified candidates, it will be crucial to conduct better planning of recruitment needs and to recruit more often on an indeterminate (permanent) basis. Not doing so can hamper efforts to build capacity in areas where it is either lacking or where an increased need is anticipated, as highly sought-after candidates are less attracted to offers of temporary work.

## Appointments Without Competition From Outside the Federal Public Service

- 3.47 In a values-based staffing system, external recruitment by competition should be the norm. External recruitment without competition should be the exception, and such appointments should only be made when it is considered in the best interest of the federal public service.
- 3.48 Due to the degree of risk they pose to the staffing values, the PSC has largely retained the authority to make appointments without competition from outside the public service. The decision to approve an external appointment without competition is based on an assessment of the individual circumstances of each case, with a view to achieving an appropriate balance between the staffing values and the management principles of efficiency and affordability.
- 3.49 In assessing individual cases, we use a list of criteria which govern the circumstances under which requests to conduct external appointments without competition may be considered.

*Of the requests for external appointments without competition, 466 (39.6%) were approved. . .*

Criteria are used to assess requests for appointments without competition from outside the public service, in cases where departments do not possess the authority to make such appointments. Requests are evaluated against criteria such as whether the proposed appointment is within the context of an emergency situation or a recognized shortage group. Further criteria may be found in Appendix 2: External Recruitment Criteria.

- 3.50 Existing appointment data systems do not track whether external hires are the result of an open competitive process. However, PSC district and regional offices receive requests for external appointments without competition from departments and agencies that do not have delegated authority to recruit without competition.
- 3.51 During fiscal year 2004-2005, PSC district offices received 7 786 requests for external recruitment; of these, 1 176 (15%) were for appointments without competition. This compares to 1 822 of 9 336 (19.5%) requests received during fiscal year 2003-2004.
- 3.52 Of the requests for external appointments without competition, 466 (39.6%) were approved, resulting in an estimated 500 appointments (4.2% of indeterminate (permanent) and specified-period (term) hires). (Some of the 466 requests were for multiple appointments.)



## Recruitment Programs

- 3.53 The PSC currently administers five corporate recruitment programs, which can be divided into two categories. The first, student recruitment programs, includes:
- the Federal Student Work Experience Program;
  - the Co-operative Education and Internship Program; and
  - the Research Affiliate Program.
- 3.54 The second category, university graduate programs, includes:
- the Post-Secondary Recruitment Program; and
  - the Recruitment of Policy Leaders Program.

## Student Recruitment Programs

- 3.55 In 2004-2005, the PSC and the Public Service Human Resources Management Agency of Canada began formal discussions with departmental and agency representatives to identify where additional tools are required to facilitate the use of student recruitment programs.
- 3.56 In January 2005, the Research Affiliate Program was created to provide government research facilities with post-secondary students whose academic backgrounds and skills are well suited for research work. The Program is specifically designed to give students who must acquire research knowledge and skills as part of their educational program some experience in applied research.
- 3.57 Under the Federal Student Work Experience Program (FSWEP), departments and agencies can target their search for students by specifying the educational backgrounds and skill sets best suited for student employment opportunities. Several departments and agencies have created their own student recruitment initiatives within the scope of the Federal Student Work Experience Program, to increase their visibility with the student population. Examples include the Student Customs Officer Program (Canada Border Services Agency) and the Inshore Rescue Boat Program (Fisheries and Oceans Canada).
- 3.58 During fiscal year 2004-2005, 6 556 students were hired through the Federal Student Work Experience Program; an additional 3 153 were hired through the Co-operative Education and Internship Program. This compares to 6 460 and 3 381 hires respectively, during fiscal year 2003-2004.

*During fiscal year 2004-2005, 6 556 students were hired through the Federal Student Work Experience Program; an additional 3 153 were hired through the Co-operative Education and Internship Program.*

- 3.59 Through customized departmental programs (such as Social Development Canada's Employment Equity Student Internship Program) or through the Federal Student Work Experience Program general inventory, the Program can be used to attract employment equity designated group members to the federal public service. During fiscal year 2004-2005, the PSC received 3 394 requests for referrals through the inventory; of these, 510 were targeted to employment equity designated group members.
- 3.60 In 2004-2005, approximately 70% of Federal Student Work Experience Program and 44% of Co-operative Education and Internship Program hires occurred outside the National Capital Region.
- 3.61 Concerns remain about equity of access to federal student job opportunities. In 2004-2005, as part of our ongoing effort to enhance access, the PSC launched two Federal Student Work Experience Program pilot projects to assess the impact of using a national area of selection when hiring students. Students willing to relocate to the work location are eligible for consideration for the employment opportunities targeted by the two pilot projects. Critical issues to be examined include the willingness of students to relocate for employment, and the overall efficiency of the system in providing timely referrals to requesting departments.
- 3.62 The first pilot project will assess the impact of the use of a national area of selection for all full-time post-secondary summer employment opportunities in the National Capital Region. The second pilot, a collaboration with Fisheries and Oceans Canada, will assess the impact of a national area of selection for student employment opportunities across Canada.

*During fiscal year 2004-2005, over 200 former Federal Student Work Experience Program and Co-operative Education and Internship Program students were bridged into public service positions. . .*

## Student Bridging

- 3.63 Student bridging provides managers with a means of appointing a post-secondary graduate to a position if the person is qualified and has previously worked for the federal public service through either the Federal Student Work Experience Program or the Co-operative Education and Internship Program. An individual must be bridged into a position with duties similar to those he or she performed when employed as a student.
- 3.64 During fiscal year 2004-2005, over 200 former Federal Student Work Experience Program and Co-operative Education and Internship Program students were bridged into public service positions; 80% of the bridging situations occurred in the National Capital Region, and 20% in other regions. This compares to an estimated 248 bridging appointments the previous fiscal year, with 77% taking place in the National Capital Region.

- 3.65 In September 2004, we initiated a formal audit of the Federal Student Work Experience Program, the Co-operative Education and Internship Program, and student bridging.<sup>3</sup> The audit will determine:
- (i) whether departments and agencies have a framework in place to ensure appropriate use of student employment programs; and
  - (ii) the extent to which departments and agencies are hiring students, and appointing former student hires, upon graduation, to the federal public service, in accordance with relevant legislation, regulations, policies, agreements, PSC guidelines, and the public service staffing values.

## University Graduate Programs

### Post-secondary recruitment program

- 3.66 During fiscal year 2004-2005, 7 224 university graduates from across Canada and abroad applied to 14 career opportunities through the Post-Secondary Recruitment Program. In addition, 2 176 candidates wrote standardized tests, for those career opportunities that required testing (e.g., the Situational Judgement Test and the Communication Proficiency Test).
- 3.67 Foreign Affairs Canada, International Trade Canada and Citizenship and Immigration Canada did not recruit foreign service officers during this reporting period. This career opportunity is one of the most popular choices, attracting significant volumes of applicants to the Post-Secondary Recruitment Program.
- 3.68 Because the Foreign Service career opportunity was not offered in 2004-2005, and as a result of the introduction of on-line screening (e.g., requiring applicants to satisfy specific educational requirements to qualify for consideration), fewer graduates qualified for the Post-Secondary Recruitment Program in comparison to the previous fiscal year (7 224 versus 9 038).
- 3.69 Only 446 candidates were appointed to specified-period (term) (231) and indeterminate (permanent) (215) positions. Of these, 350 appointments occurred in the National Capital Region. This represents a small decrease when compared to fiscal year 2003-2004, when 463 persons were appointed through the Program; 371 (80%) of these appointments were in the National Capital Region.

*Only 446 candidates were appointed to specified-period (term) (231) and indeterminate (permanent) (215) positions.*

3 The PSC audit reports are available at [http://www.psc-cfp.gc.ca/audit-verif/index\\_e.htm](http://www.psc-cfp.gc.ca/audit-verif/index_e.htm).

- 3.70 The Economics, Sociology and Statistics, and Financial Officer occupational groups accounted for 157 appointments; 87% were to positions in the National Capital Region.
- 3.71 As of the end of fiscal year 2004-2005, the Program's general inventory had received over 9 700 applications from university graduates. Of these, 246 were appointed during the reporting year.
- 3.72 The majority of *ad hoc* hiring from the general inventory occurred in the Administrative and Foreign Service occupational groups (136 appointments). The most widely recruited occupational groups were the Program and Administrative Services groups.
- 3.73 Despite the PSC's ongoing efforts to ensure that the Post-Secondary Recruitment Program responds to departmental human resources needs, and to encourage its use by departments and agencies, the Program continues to be under-utilized. We continue to invest extensively in the Program. Several changes are being explored, including the creation of inventories for specific career fields, as opposed to the continuance of a general inventory, and the inclusion of college-level (as opposed to solely university-level) recruitment, where warranted.
- 3.74 The Program can be integrated into departments' and agencies' human resources planning initiatives through the creation of customized opportunities. Public Works and Government Services Canada does this with its Supply Officer Trainee Program.
- 3.75 Post-Secondary Recruitment can also be used to support horizontally driven recruitment initiatives. Most recently, to support the Science and Technology functional community's interdepartmental recruitment efforts, a customized inventory was created. It contains the names of recent university graduates who meet the educational requirements for four key occupational groups (biologists, chemists, physical scientists and technicians). The targeted inventory is part of the Science and Technology community's strategy to create awareness within post-secondary institutions of anticipated federal public service recruiting needs. Since its creation, the inventory has received 1 137 applications. It is being marketed inside the public service, in science-based departments.
- 3.76 The Post-Secondary Recruitment Program can also be used to complement efforts to recruit members of the employment equity designated groups. As of March 2005, the Program's general inventory comprised a sizeable population of university graduates who had self-identified as members of one or more employment equity designated groups (31% members of visible minorities, 2% Aboriginal peoples and 2% persons with disabilities).

*Despite the PSC's ongoing efforts to ensure that the Post-Secondary Recruitment Program responds to departmental human resources needs, and to encourage its use by departments and agencies, the Program continues to be under-utilized.*

- 3.77 The Program's electronic system can provide hiring managers with referrals within 48 hours, for job opportunities that do not require testing. This system also supports other recruitment and developmental programs, such as the Management Trainee Program and the Accelerated Economist Training Program. In fiscal year 2004-2005, 23 Management Trainee Program and 11 Accelerated Economist Training Program participants were recruited.

### Recruitment of policy leaders program

- 3.78 The Recruitment of Policy Leaders Program is a new corporate recruitment program, introduced in January 2005 to enhance the capacity for policy analysis and development in the federal public service. The Program targets exceptional Canadians who will be graduating shortly, or who have recently graduated, in Canada or abroad. During fiscal year 2004-2005, the Program received 903 applications from Canadians across Canada and abroad. This new partnership between the PSC and departments and agencies will support the renewal of the policy workforce.
- 3.79 Departments and agencies with a Staffing Delegation and Accountability Agreement have the delegated authority to make appointments based on a relative merit<sup>4</sup> assessment of candidates referred by the PSC. Candidates in the inventory can be considered for positions in all non-executive groups and at levels requiring a higher degree of responsibility, if they are qualified and satisfy selection and assessment standards. We will report on the composition of the inventory and appointment data in next year's Annual Report.
- 3.80 As of March 31, 2005, the assessment of candidates for the Recruitment of Policy Leaders Program was still in progress and, consequently, the partially-assessed inventory had not yet been established.

*The Recruitment of Policy Leaders Program is a new corporate recruitment program, introduced in January 2005 to enhance the capacity for policy analysis and development in the federal public service.*

## Recruitment Initiatives

### Recruitment of Bilingual Canadians

- 3.81 In March 2003, the federal Government released the Action Plan for Official Languages, aimed at supporting Canada's linguistic duality. The Plan called for an increase in the federal public service's bilingual capacity and is coordinated by the Minister responsible for official languages.

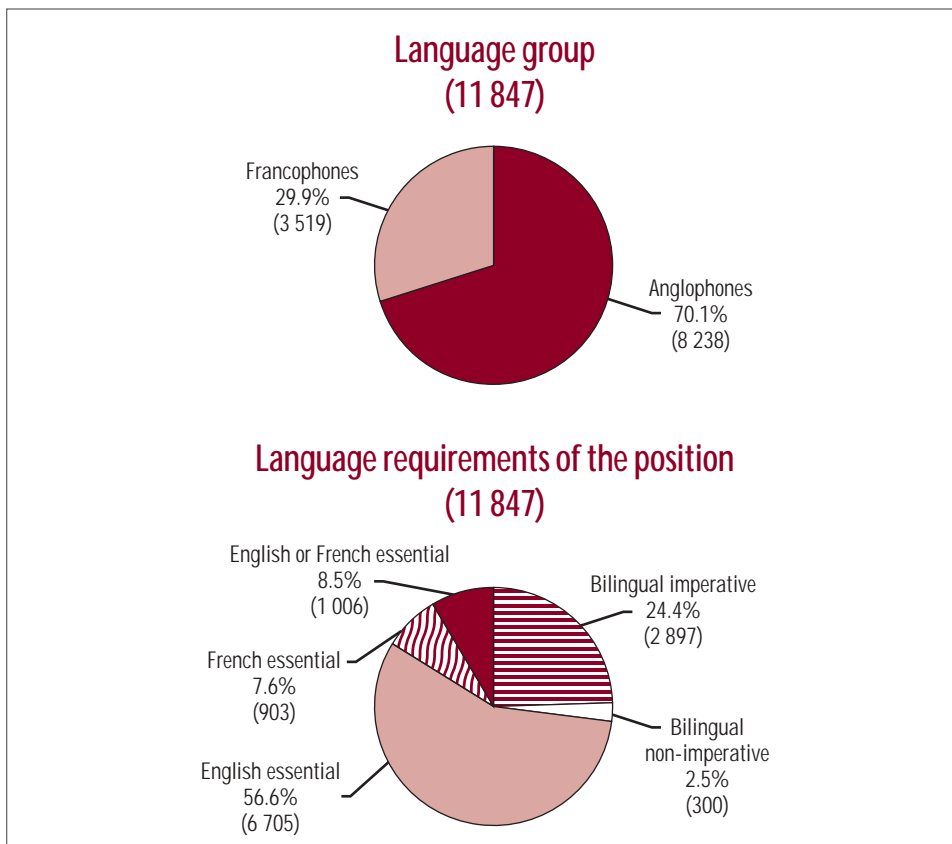
<sup>4</sup> For a definition of relative merit, see Appendix 1: Statistical Information and Glossary.

3.82 For fiscal year 2004-2005, our first priority was to inform stakeholders of the availability of tools such as the DVD explaining second language requirements in the public service, and the demographic analysis of bilingual Canadians. Links to information on all aspects of second language requirements and support tools were grouped on a single Web site ([http://www.psc-cfp.gc.ca/centres/ol/index\\_e.htm](http://www.psc-cfp.gc.ca/centres/ol/index_e.htm)), to serve as a “one-stop shop” where visitors can learn more about specific topics such as evaluation, training, policies and legislation.

3.83 As Figure 5 illustrates, anglophones represent 70.1% of new hires to the public service, while francophones represent 29.9%. This compares to 71.1% and 28.9% respectively for fiscal year 2003-2004. In terms of the language requirements of the positions to which recruits were appointed, 56.6% were English essential, 7.6% were French essential, and 24.4% were bilingual imperative.

*... anglophones represent 70.1% of new hires to the public service, while francophones represent 29.9%.*

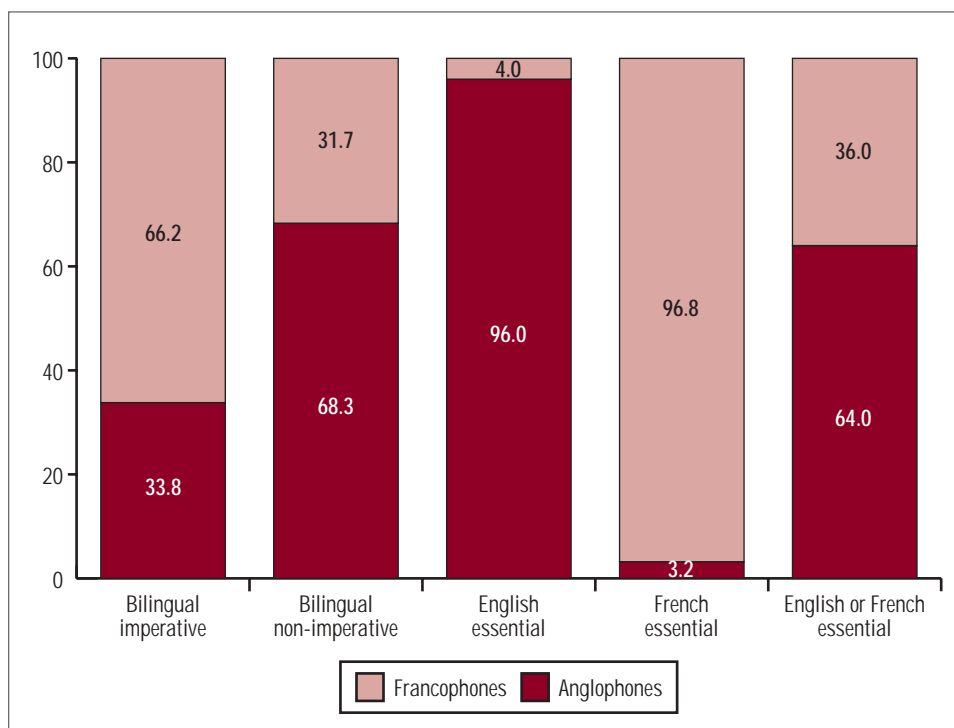
**Figure 5: Number and Percentage of Appointments to the Public Service by Language Group and Language Requirements of the Position 2004-2005\***



\* Please see Appendix 1: Statistical Information and Glossary for more information.

3.84 Figure 6 shows that English-essential positions are almost exclusively filled by anglophones. Similarly, French-essential positions are almost exclusively staffed by francophones. For bilingual imperative positions, francophones are more likely than anglophones to be appointed; they represent 66.2% of bilingual imperative appointments.

**Figure 6: Percentage of Appointments to the Public Service by Language Group and Language Requirements of the Position, 2004-2005\***



\* Please see Appendix 1: Statistical Information and Glossary for more information.

... approximately 19% of advertised jobs used a national area of selection... 28% of jobs in the National Capital Region open to the public used a national area of selection.

### Geographic Areas of Selection

Modern recruitment tools, such as electronic screening of applications, are a key enabler to providing Canada-wide access to federal public service jobs.

3.85 In 2004-2005, approximately 19% of advertised jobs used a national area of selection. During this same period, approximately 28% of jobs in the National Capital Region open to the public used a national area of selection.

3.86 Modern recruitment tools, such as electronic screening of applications, are a key enabler to providing Canada-wide access to federal public service jobs. We are examining ways to increase the use of national area of selection, beginning with options for opening to the public across Canada, all officer-level recruitment opportunities in the National Capital Region, as quickly as possible. This examination will take into account both the availability of technology and the flexibilities provided by the new PSEA.

- 3.87 Other initiatives are under way to increase Canadians' access to public service jobs. Last year, we reported on a pilot project that introduced the use of radii<sup>5</sup> to standardize local and regional areas of selection in the Atlantic provinces. Prior to the use of standardized radii, the determination of areas of selection in the Atlantic Region varied from one province to another. This lack of consistency had led to concerns about transparency and equity of access.
- 3.88 As reported last year, an evaluation of the pilot project concluded that the objectives of increasing transparency and access have been achieved. As a result, in 2004-2005, radii were implemented as a standard practice for defining areas of selection in the Atlantic provinces.
- 3.89 Given the positive results of the approach in the Atlantic provinces, another pilot project was initiated in April 2004 in the Greater Toronto Area. Using census commuting distances<sup>6</sup>, the local area of selection for the Administrative Support Inventory was expanded to include all postal codes falling within a 100 kilometre radius of the Greater Toronto Area.
- 3.90 As census commuting distances reflect the distance that workers in a given location travel daily to work, extending a local area of selection to include the vast majority of commuters provides access to residents willing to commute daily to a job location.
- 3.91 The area of selection previously used for the Administrative Support Inventory provided access to approximately 4 990 575 persons. The new area of selection encompasses a population of 7 485 199, for an overall increase of 2 485 624 or 49%. An evaluation of the impact of the extended area of selection on the volume of applications is currently under way.

## E-resourcing

The term "e-resourcing" now replaces "e-recruitment", and incorporates *staffing* (within the public service) as well as *recruitment* (from outside the public service).

5 The use of radii to define areas of selection consists of establishing a radius of a given number of kilometres from a job location. The minimum distance used in defining a local area of selection is based on the census commuting distances of a specific location.

6 Census definition: Commuting distances refer to the distance (measured in a straight line) between a respondent's residence and his or her usual workplace location.



- 3.92 We are working to secure approval for a public service-wide e-resourcing solution. The Public Service Resourcing Modernization Project will build on previously developed automated screening tools. Most importantly, it will facilitate the management of increased volumes of applications for employment, thus addressing a key concern related to national area of selection.

### Public Service Resourcing System

- 3.93 Until the Public Service Resourcing Modernization Project can provide a longer-term solution for e-resourcing needs, we will continue to use the Public Service Resourcing System for recruitment purposes. This System is a prototype, designed to assess the ability of technology to screen large volumes of applications, in anticipation of expanding the use of national area of selection.
- 3.94 During 2004-2005, two PSC regions<sup>7</sup> used the Public Service Resourcing System to screen applications for 62% of their external hiring processes (29% of processes nationally). Using the tool to electronically screen on experience factors has resulted in a 77% reduction in the number of applications requiring manual screening.
- 3.95 Using the Public Service Resourcing System as the interim solution will enable the phased-in implementation of national area of selection. This recruitment tool will be made available to departments and agencies, and will help them manage their delegated recruitment authorities.

*Using the Public Service Resourcing System as the interim solution will enable the phased-in implementation of national area of selection. This recruitment tool will be made available to departments and agencies, and will help them manage their delegated recruitment authorities.*

7 The Central and Southern Ontario Region, and the National Capital and Eastern Ontario Region.



# Executive (EX) Resourcing



# Executive (EX) Resourcing

## Introduction

- 3.96 The PSC's Executive Resourcing Directorate offers a range of services to departments and agencies, including:
- resourcing EX-1 to EX-3 positions;
  - targeted resourcing; and
  - advice about recruiting members of functional communities and the employment equity designated groups.
- 3.97 The Leadership Network of the Public Service Human Resources Management Agency of Canada manages resourcing processes for EX-4 and EX-5 positions on behalf of the PSC. The Commission has the authority to approve these appointments, as well as all non-delegated appointments to and within the EX group (EX-1 to EX-5).

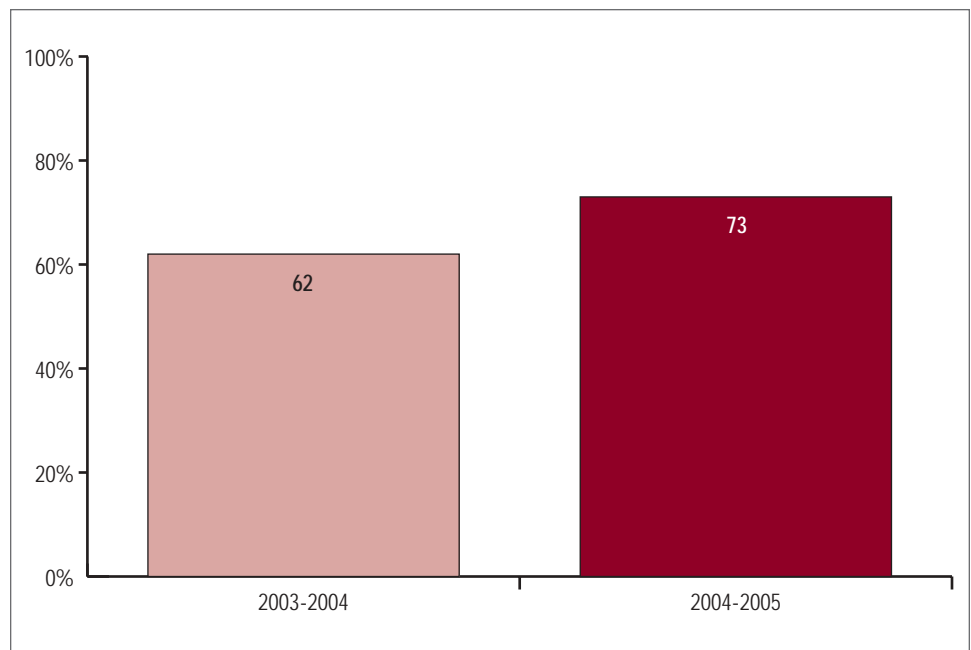
## Trends

- 3.98 In 2004-2005, the number of generic EX competitions for functional communities continued to increase. This efficient approach uses one process to fill similar positions within or between departments, as opposed to conducting individual selection processes. The result is a more consistent assessment and selection process within functional communities. For example:
- Correctional Service Canada was authorized to establish pre-qualified pools at the EX-1 and EX-2 levels for warden, district director and executive director positions. Fifteen people were found qualified at the EX-1 level and six have been appointed; 12 were found qualified at the EX-2 level and nine have been appointed.
  - An external generic competitive process to establish a pre-qualified pool of candidates at the EX-3 level was launched for the Information Management/Information Technology functional community. Three people were found qualified; one was appointed. A similar process was conducted at the EX-2 level; ten people were found qualified, of whom eight have been appointed.

*In 2004-2005, the number of generic EX competitions for functional communities continued to increase. This efficient approach uses one process to fill similar positions within or between departments, as opposed to conducting individual selection processes. The result is a more consistent assessment and selection process within functional communities.*

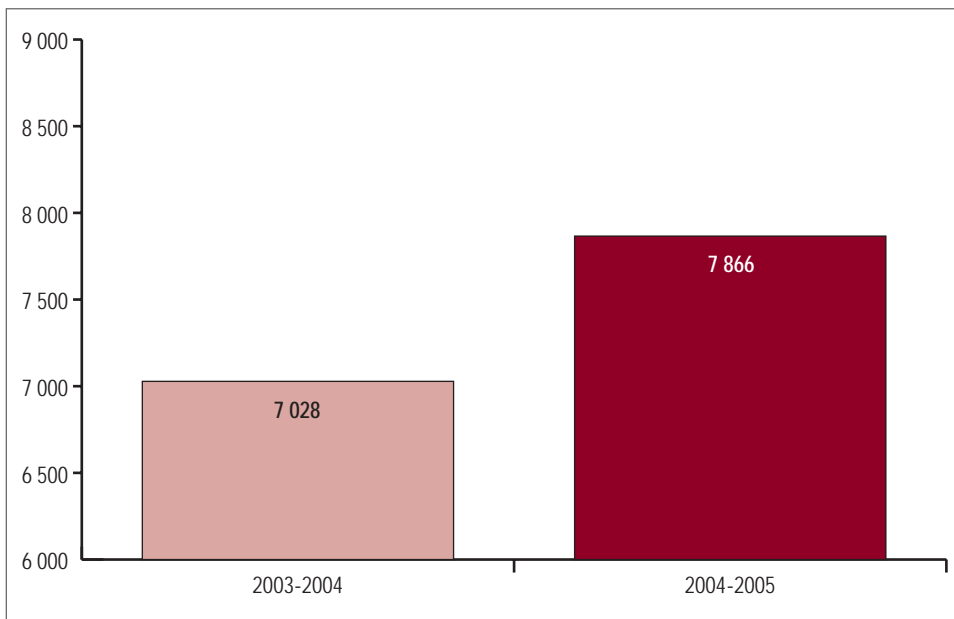
- 3.99 In 2004-2005, our Executive Resourcing Directorate received 591 requests to initiate EX-1 to EX-3 selection processes. The Leadership Network received 63 requests for selection processes at the EX-4 and EX-5 levels.
- 3.100 In 2004-2005, the number of EX-1 to EX-3 positions staffed on an imperative basis (which requires candidates to meet the language requirements of the position at the time they accept the job offer) increased in the National Capital Region to 90% (434 of the 484 appointments). At the EX-4 and EX-5 levels, the percentage was even higher.
- 3.101 The percentage of EX-1 to EX-3 positions staffed through competitive processes increased by 11% from the previous fiscal year (Figure 7). The number of candidates applying to these competitive processes increased by 12% (Figure 8).

**Figure 7: Competitive Processes for EX-1 to EX-3 Positions**



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

**Figure 8: Applicants in EX-1 to EX-3 Competitive Processes**



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

- 3.102 Under the new PSEA, deputy heads will be delegated with appointment authorities for the EX group (except for the appointment of Ministers' staff priorities to executive-level positions).

## Challenges

### Employment Equity in the Executive Group

- 3.103 In spite of the increase in the number of applicants for executive positions, the challenge of ensuring that members of employment equity designated groups are well represented within the EX group remains. To address this challenge, in 2004-2005 we undertook a number of initiatives, including:
- writing to a number of deputy heads about their lack of progress in achieving the Embracing Change benchmarks for executives, and requesting EX employment equity staffing plans;
  - encouraging deputy heads who have made progress to continue their efforts toward representativeness;

*Under the new PSEA, deputy heads will be delegated with appointment authorities for the EX group. . .*

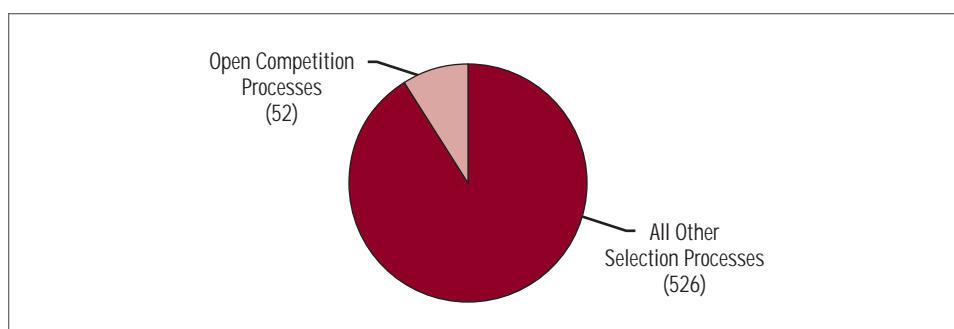
*In spite of the increase in the number of applicants for executive positions, the challenge of ensuring that members of employment equity designated groups are well represented within the EX group remains.*

- authorizing the deputy heads of Social Development Canada and Human Resources and Skills Development Canada to conduct EX-1 competitive processes targeted to members of employment equity designated groups. Twelve employment equity candidates were appointed as a result of their efforts; and
- initiating a competitive process that is open only to members of visible minorities across Canada. Twelve departments are each committed to hiring at least one person.

### Open competitions for EX positions

- 3.104 Under the PSEA, section 11, “appointments shall be made from within the public service except where in the opinion of the Commission, it is not in the best interest of the public service to do so”. Most departments rationalized their requests to conduct an open competition process by pointing to a need for new knowledge and skills that cannot currently be found within the public service. Open competition processes accounted for 8.99% of all competitions within the EX group.
- 3.105 The PSC initiated a study of 52 open competition processes conducted between April 1, 2003 and June 30, 2004 for EX-1 to EX-3 positions (Figure 9). All qualified Canadians may apply in open competitions. The study revealed that only 23% of the 52 competitions resulted in the appointment of candidates from outside the federal public service.

**Figure 9: EX Selection Processes**



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

- 3.106 The study also found that the “experience” and “knowledge” factors were too specific to the position, or to the federal government, and as a result, most external candidates were eliminated. Public servants are free to apply in open competition processes, and clearly they have an advantage when screening and assessment factors are oriented to experience in the federal public service.

3.107 Competitive processes that are open to the public are excellent vehicles for renewing the federal workforce. They support a representative public service, and help to transfer skill sets from the private sector. Recognizing that more effort is needed to assure equity of access to executive positions, we have undertaken to:

- ensure that the language of the selection profile is simple and concise;
- verify the experience and knowledge requirements to make certain that they are not specific to the public service;
- ensure that, once candidates pass the pre-selection phase, the interview will assess the competencies required for the position, over the knowledge requirements;
- inform deputy heads of the results of the findings of the study and advise them of the actions the PSC is undertaking; and
- provide information sessions on these issues to the human resources professionals who are responsible for executive resourcing.

*Competitive processes that are open to the public are excellent vehicles for renewing the federal workforce. They support a representative public service, and help to transfer skill sets from the private sector.*



**Assessment Services/Personnel  
Psychology Centre**



# Assessment Services/Personnel Psychology Centre

## Introduction

- 3.108 The PSC's Services Branch provides assessment services principally through the Personnel Psychology Centre. It provides testing and related products and services to federal departments and agencies, for selection and development purposes.

## Trends

- 3.109 Departments continued to request information and assessment expertise related to departmental development programs during the reporting year.
- The volume of general inquiries about the Personnel Psychology Centre's services remained high this year.
  - The number of consultations regarding assessment rose by 6.7% during 2004-2005.
  - Traffic on the Personnel Psychology Centre's Web site accounted for more than 25% of all visits to the PSC site.
- 3.110 We noted a heightened sensitivity to the challenges related to assessing persons with disabilities. Managers appear to be increasingly aware that fair selection practices depend on fair access, fair assessment processes and, where needed, the proper accommodation of persons with disabilities.
- 3.111 Inquiries related to accommodation for persons with disabilities accounted for 26.3% of assessment consultations during 2004-2005, a substantial increase from the previous year. As a result, the Personnel Psychology Centre made investments in alternative formats (large print, screen-reader versions, etc.) for a number of assessment instruments, as well as in alternative ways to administer those instruments.

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## Second Language Evaluation

- 3.112 The PSC is responsible for developing, updating and implementing second language evaluation instruments for the public service. Each year, approximately 60 000 evaluations are conducted to assess reading, writing and oral interaction skills (see Table 2 for detailed figures). These tests help ensure that Canadians are served in the official language of their choice and that federal employees in bilingual regions are able to work in the official language of their choice.

**Table 2: Second Language Testing Volumes**

	2003-2004	2004-2005	% Change
Reading	20 351	20 610	1.3
Writing	22 679	23 347	2.9
Oral Interaction	19 739	20 291	2.8

Source: PSC, Personnel Psychology Centre.

*During 2004-2005, concerns arose regarding the PSC's second language evaluation tests, in particular the French oral interaction test. . . In order to address these concerns, we undertook a number of measures to make the test administration process more efficient, consistent and "user-friendly" for candidates.*

- 3.113 During 2004-2005, concerns arose regarding the PSC's second language evaluation tests, in particular the French oral interaction test. These concerns were based on two different issues:
- a perception among language training students, most forcefully expressed by those at the executive level, that the test had become more difficult and marking more subjective; and
  - a decrease in the success rate on the French oral interaction test in recent years.
- 3.114 In order to address these concerns, we undertook a number of measures to make the test administration process more efficient, consistent and "user-friendly" for candidates. For example, we:
- eliminated the backlog for the oral interaction test;
  - provided for greater flexibility in the "warm-up" phase of the test;
  - explored alternative methods for delivery of the test, including job shadowing;
  - increased the number of oral interaction test information sessions to language teachers and students;
  - increased the number of feedback sessions on test performance to students and teachers;

- increased and standardized the information available to candidates taking the test; and
- published a Web-based “myth-buster” to dispel misperceptions about the oral interaction test.

3.115 Research also provided evidence that the oral interaction test has not become more difficult over time. Specifically, comparisons between evaluations done in past years and those done by current evaluators revealed no significant differences.

3.116 Data regarding pass rates on the oral interaction test can be found in Table 3 below. The decline in success rates for the French test that had been observed in recent years was not observed during 2004-2005.

**Table 3: Pass Rates on the Oral Interaction Test**

	2002-2003		2003-2004		2004-2005	
	French	English	French	English	French	English
All levels (A,B,C combined)*	51.2%	90.7%	45.8%	88.4%	47.0%	84.9%
Level B only	60.1%	94.4%	56.7%	93.0%	57.1%	90.2%
Level C only	38.7%	81.9%	32.7%	79.4%	35.6%	75.3%

\* Levels A, B and C correspond to basic, intermediate and advanced levels of second language proficiency.

Source: PSC, Personnel Psychology Centre.

3.117 We will continue to monitor success rates on the reading, writing and oral interaction tests, and to track candidate reactions to changes to the oral interaction test.

3.118 In our efforts to improve and modernize our tests, and as part of our ongoing work with the Assistant Deputy Minister Advisory Group on Language Training and Testing, we will review best practices in the field of second language assessment, explore alternatives for oral proficiency testing, and update the reading and writing tests in English and French.

*The Personnel Psychology Centre conducted more than 112 000 assessments during 2004-2005...*

## Assessment Initiatives

- 3.119 The Personnel Psychology Centre conducted more than 112 000 assessments during 2004-2005, a 12.9% decrease from 2003-2004. The decrease is largely attributable to a decline in testing associated with the Post-Secondary Recruitment Program (Foreign Affairs Canada, International Trade Canada and Citizenship and Immigration Canada did not recruit foreign service officers during fiscal year 2004-2005).
- 3.120 Assessments employed a range of instruments measuring such competencies as leadership ability, cognitive ability and second language proficiency. Detailed figures regarding assessment volumes are provided in Table 4.

**Table 4: Assessment Volumes**

	2003-2004	2004-2005	% Change
All tests combined	129 042	112 318	-12.9
EX assessment volumes (SELEX)	300	211	-29.7*
EX assessment volumes (reference checks)	1 593	2 019	26.7

\* The decline in SELEX volumes is attributable to two factors: Foreign Affairs Canada and International Trade Canada did not run its annual EX promotion process; and there was a decline in appointment without competition processes for entry-level EX positions, for which SELEX is used.

Source: PSC, Personnel Psychology Centre.

- 3.121 In addition to using existing standardized assessment instruments, tailor-made instruments were developed for a number of federal clients. For example, the Personnel Psychology Centre worked with the Public Service Human Resources Management Agency of Canada on its development programs, including the Accelerated Executive Development Program. The Centre contributed assessment expertise to the design of a more rigorous promotion process.
- 3.122 The Centre also collaborated with the Canada Revenue Agency on its Middle Manager Development Program and a competency-based behavioural questionnaire for junior-level positions. Additionally, work was carried out with the Treasury Board Secretariat on the assessment component of a materiel management and procurement certification process.
- 3.123 The Centre's regional psychologists provided assessment services to a number of departments and agencies. These services included developing a simulation exercise for "Officer-in-Charge" positions in the Canadian Coast Guard, and establishing competency profiles for Canada Economic Development for Quebec Regions.

3.124 2004-2005 was the first full year of operation for Simulations for the Selection of Executives (SELEX), the PSC's assessment instrument for entry-level EX positions. This instrument, developed in consultation with stakeholders and experts, assesses the key leadership competencies necessary for effective performance in executive-level positions. Approximately 200 candidates were assessed using SELEX during 2004-2005.

*2004-2005 was the first full year of operation for Simulations for the Selection of Executives (SELEX), the PSC's assessment instrument for entry-level EX positions. . . As the authority for executive staffing will be delegated to deputy heads under the new PSEA, it is expected that SELEX will continue to play a vital role in ensuring that future leaders have the necessary competencies.*

3.125 As the authority for executive staffing will be delegated to deputy heads under the new PSEA, it is expected that SELEX will continue to play a vital role in ensuring that future leaders have the necessary competencies. Under the new Appointment Framework, the importance of SELEX is underscored by the requirement, in some circumstances, for a PSC-approved test for entry into the Executive group.

3.126 The Personnel Psychology Centre also developed a new tool, IPEX (Identification of Pathways for EX Development). Targeted at middle managers contemplating senior management positions, IPEX is a suite of instruments designed to provide a complete picture of a participant's leadership strengths and of areas requiring development. Early pilots demonstrate the effectiveness of IPEX in providing valuable developmental feedback to potential leaders. Client inquiries suggest considerable demand for this type of tool, which will likely be launched in 2005-2006.

3.127 During the past two years, the Personnel Psychology Centre has explored the viability and potential advantages of electronic testing (e-testing). A small number of PSC tests have been administered on-line over the past two years, allowing us to:

- determine the level of effort required to convert tests to an electronic format and to establish their equivalence with paper-and-pencil formats;
- monitor the reaction of candidates taking tests on-line; and
- assess the readiness of clients to administer tests in this format.

*. . . the Personnel Psychology Centre has explored the viability and potential advantages of electronic testing (e-testing). . . If properly implemented, e-testing could offer economic, service-related and assessment advantages.*

3.128 The reaction to e-testing has been mixed. Some candidates have a strong preference for this format, while others prefer paper-and-pencil testing. In order to safeguard merit and the integrity of the testing process, on-line tests must be administered in a controlled environment. Experience with clients to date suggests, however, that the facilities and hardware required for on-line testing remain an obstacle for some departments and agencies.

3.129 If properly implemented, e-testing could offer economic, service-related and assessment advantages. A gradual and strategic implementation approach will be explored in 2005-2006.

# Appendices



## Appendix 1: 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](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 transactions submitted by departments and agencies.

The following new organizations are not included in this year's statistical tables, as their enabling legislation has yet to be decreed:

- 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 it 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 (PEAE)*] – 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** [*Efficienc*e] – 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 2: External Recruitment Criteria

These criteria are used to assess requests for appointments without competition from outside the public service, made by departments that do not possess the authority to make such appointments under their Staffing Delegation and Accountability Agreement.

1. The position is in a shortage group.
2. The position is in a geographically remote area and an open competition would be unlikely to identify other qualified candidates.
3. The position requires highly specialized skills, and a high-calibre individual could be “lost” if the appointment is not made quickly (e.g., the appointment of an outstanding scholar, a participant in a fellowship program or a subject-matter expert).
4. A project or program co-funded by the federal government and another sector (e.g., industry or another level of government) may be jeopardized if the position is not filled immediately, and an open competition would be unlikely to identify better qualified candidates.
5. The position is being filled as a result of a transfer of responsibility to the federal government, and the proposed individual was employed in the organization concerned at the time of the transfer.
6. The proposed individual was previously employed under the *Public Service Employment Act* in a position requiring similar competencies, and an open competition would be unlikely to identify better qualified candidates.
7. The proposed individual was hired as a casual employee, as a result of a selection process based on relative merit conducted by the PSC or the department, to perform duties involving similar competencies to those required by the position being staffed, and an open competition would be unlikely to identify better qualified candidates.
8. The appointment of a qualified member of an employment equity designated group would increase or consolidate the department’s representativeness, and is proposed in the context of an approved employment equity program administered by the department or the PSC.
9. An indeterminate (permanent) appointment is being proposed in the context of an emergency situation.