



Annual Report

1996-97



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about our Annual Report.*

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The Honourable Sheila Copps, P.C.
Minister of Canadian Heritage
House of Commons
Ottawa

Dear Minister:



We have the honour of asking you to transmit for tabling in Parliament the report of the Public Service Commission of Canada for 1996-97 fiscal year.

It is submitted to Parliament in accordance with section 47 of the *Public Service Employment Act* (Chapter P-33, Revised Statutes of Canada, 1985).

Yours sincerely,

Ruth Hubbard
President

Ginette Stewart
Commissioner

Mary Gusella
Commissioner



Mission Statement

Our Mission

To ensure that the people of Canada are served by a highly competent Public Service that is nonpartisan and representative of Canadian society.

Our Objectives

- recruit and promote on the basis of merit
- ensure fairness, equity and transparency in staffing
- provide impartial recourse and review
- deliver responsive and effective training and development
- exercise leadership and integrity in human resource management
- act as a cohesive and effective organization

Our Values

- Integrity in our actions
- Quality in our activities
- Service to our clients
- Respect for our clients and co-workers



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Introduction

Each year, the Public Service Commission (PSC) reviews its contribution in the human resource management activities of the Public Service of Canada, and offers an outline of the underlying patterns and trends that emerge. The Annual Report also affords an opportunity for the PSC to highlight or examine in more depth human resource matters warranting special attention.

The principles that govern the powers and duties of the PSC are enshrined in the *Public Service Employment Act*. They represent traditional values (merit, nonpartisanship and representativeness) that the PSC, as an independent administrative authority, is charged to preserve and protect in the public interest. In this way, the PSC is a special kind of partner in human resource management in the Public Service. It has been given, through the *Public Service Employment Act*, the responsibility to decide certain matters that range from the broad to the specific, but which are related to the public interest, such as when it is in the best interest of the Public Service to recruit from outside the Service.

Therefore, the activities reported herein are more than signals of workload for the year; they are markers toward providing reassurance that merit has been observed, that appointments in the Public Service of Canada have been fair and transparent, and that there has been an impartial, independent recourse mechanism to preserve the public interest. This is the spirit in which this report is rendered to Parliament.

The Year in Review

During the fiscal year 1996-97, several events represented milestones for the Public Service of Canada as public sector reform continued. Among them were:

- Program Review, the systematic review of the appropriate role of government and of the relevance and affordability of programs, completed its second year. Departments and individuals affected by this major restructuring exercise continue to adjust and adapt to the conditions in a smaller, refocused Public Service.
- Legislation for an alternative service delivery agency was enacted, while work continues on others. This is a signal and an opportunity for all central agencies, and the PSC in particular, to shape a new, more modernized role to support new organizational structures for service delivery.
- Under the leadership of the Clerk of the Privy Council, acting as Head of the Public Service, federal departments and agencies turned their attention to *La Relève*; that is, toward the present and future human talent bank of the federal Public Service. Analyzing the demographic profiles of their workforce, anticipating their needs for the future and assessing the risks and opportunities, departments and agencies have begun to articulate a strategic approach to human resource management and longer-term planning.
- Publication of discussion papers in December 1996 from deputy minister task forces established by the Clerk has stimulated a comprehensive debate on fundamental issues of our time touching upon professional public service. These papers have opened a broad understanding of the underpinnings of professional public service and have clarified challenges for the future.

Within this context, the first chapter of this Annual Report portrays the PSC's activities across the broad spectrum of its business lines including staffing, diversity management, recourse, and training and learning.

It deals with activities both of an ongoing nature (such as recruitment and language training) and initiatives to which the PSC is giving special attention (such as *La Relève* and the Consultative Review of Staffing). As well, because the goal of a representative Public Service is an important means for the Public Service to reflect and serve the citizens of Canada, the PSC has traced progress in this area over a ten-year time span. The first chapter notes that while the Public Service has become more representative, it has not yet reached this goal.

Governments around the world continue to experiment with ways of increasing responsiveness to the public and to focus on affordability. The challenge now is to appropriately integrate those values focussing on the improved management Canadians have every right to demand with the traditional Public Service values that have allowed Canada's Public Service to be regarded as one of the best in the world. Within this context, the second chapter continues the dialogue on the essence of the professional Public Service.

The past year has shown again that renewal continues to be a challenge for the Public Service in terms of demographics, representativeness and recruitment. While some success has been seen in exposing young people to the Public Service through student work and

cooperative education programs, more must be done. Departments and agencies are building human resource *La Relève* plans to address the renewal of the federal workforce, through recruitment, training and developmental initiatives. There is also a government-wide momentum to build and sustain a leadership cadre that will help shape and direct the organizations of the future.

The PSC encourages these initiatives through its participation in development and career management programs, provision of advisory and assessment services and support for the continuous learning needed to maintain an adaptive, competent and professional Public Service. The PSC is engaged in building a strategic policy and research capacity to encourage broad debate on, and greater understanding of, the human resource challenges facing the Public Service. The Commission will strive to ensure continued innovation and effectiveness in the process of renewal.

Transactions and Affairs: 1996-1997

The first part of this chapter deals with ongoing activities while the second deals with initiatives to which the Public Service Commission (PSC) is giving special attention. Overall staffing levels have rebounded somewhat compared to 1995-96, with considerable effort now being devoted to student employment; however, most of the new appointments to the Public Service are for a limited duration. Most of the employees affected by work force adjustment have been placed in other positions or have resigned from the Public Service, often with a departure incentive. Partnerships between the PSC, departments and other levels of government, set within the context of the Special Measures Initiatives Program (SMIP), are promoting equity and diversity. The recourse area has seen an increase in reverse order of merit and harassment complaints, not surprising during a period of major transition for many departments and their employees. Finally, in the area of training and learning, the PSC is moving away from course delivery toward learning consultancy and facilitation.

Ongoing Activities: The Year in Review

Staffing

The PSC is responsible for the appointment of qualified persons *to* and *within* the Public Service. Although the PSC has delegated many of the day-to-day staffing functions to departments and agencies, it continues to carry out such activities as recruitment, executive resourcing and priority administration. In addition, it initiates programs that help the Public Service respond to new government priorities such as Public Service renewal.

Student Employment Programs

The PSC provides a comprehensive student recruitment and referral service to attract youth to the federal Public Service and to help departments develop a talent pool for the future.

In 1996, the PSC implemented the government's revised summer student employment program (Federal Student Work Experience Program (FSWEP)), which emphasizes the developmental nature of student employment in the Public Service of Canada. Under the FSWEP, students may now be recruited on a year-round basis rather than just during the summer months. These program changes are in keeping with the new Student Employability Skills Policy approved by Treasury Board ministers in July 1996. The new policy supports the development of the nation's youth labour force through the provision of employability skills and work experience. In 1996-97, 9 491 students were hired under the FSWEP, an increase of 17% over the 8 095 appointments made in 1995-96.

The PSC continues to work with participating academic institutions and students to ensure that the Public Service of Canada plays an important role in providing cooperative education (COOP) and internship students with relevant and practical experience while they earn credit towards their academic program. In 1996-97, 3 627 students were appointed through the COOP Program.

Recruitment Campaigns and Programs

Through the Post-Secondary Recruitment (PSR) campaign, the PSC recruits on behalf of government departments on university campuses across Canada. This recruitment activity targets shortage areas and entry-level positions. (refer to Table 10 for appointment information.) The PSR campaign also includes a number of developmental programs: the Management Trainee Program (MTP), the Accelerated Economist Training

Program (AETP), the Financial Officer Recruitment and Development Program (FORD), the Internal Auditor Recruitment and Development Program (IARD) and the Aboriginal Masters Program (AMP). In 1996-97, the PSR campaign continued to attract well-qualified graduates.

Recruitment Targets Shortage Areas

- Economists
- Auditors
- Computer Systems Analysts
- Mathematicians
- Statisticians
- Engineers

Executive Resourcing

Appointments *to* and *within* the Executive Group increased from 562 in 1995-96 to 711 in 1996-97 as restructuring continued throughout the Public Service. The population of the Executive Group decreased from 3 396 in March 1996 to 3 254 in March 1997.

The *La Relève* initiative has re-affirmed the need to attract, retain and motivate highly qualified people and to deal with a major problem in terms of succession planning, especially in the Executive and professional groups. The PSC is responding to these needs, in the context of executive resourcing, by delivering two new programs, the Assistant Deputy Minister Pre-Qualification Process (ADM PQP) and the Accelerated Executive Development Program (AEXDP) and, in its day-to-day operations, by continuing to ensure it selects and appoints high-calibre executives capable of facing the challenges of the future. (*La Relève* is addressed in more detail later in this chapter.)

Assessment Tools and Services

The PSC continues to provide quality personnel assessment tools and services to the Public Service. Over the past year, the PSC has adapted the type of tools and services provided, in keeping with the changing nature and the evolving needs of the Public Service.

For example, the PSC has five assessment centres, which are used for a number of human resources purposes, including recruitment, development, and promotion. Three of these, the Assessment Centre for Identification of Middle-Management Potential, the Management Trainee Program and the Assessment Centre for the Accelerated Economist Training Program, were revised last year to fit program changes. Departments are also being provided with tailor-made assessment centres to meet their needs.

Finally, all PSC tests are developed to meet professional standards of validity and fairness toward employment equity groups.

Assessment centres model key problems and activities of a job, group of jobs, or occupational level using live and written simulations. Candidates are observed during the live simulations by trained assessors who record their behaviour and combine information from all sources into an evaluation in terms of pre-defined criteria of effective management performance.

Administration of Priority Entitlements

Priority entitlements facilitate the placement of indeterminate public servants who have lost their jobs or who are vulnerable to job loss for a variety of reasons. The PSC is responsible for policy and program development, interpretation and guidance to

departments, and the effective day-to-day operation of the Priority Administration System (PAS).

In addition, the PSC supports the broader work force adjustment efforts of the government by administering various elements of the Work Force Adjustment Directive (WFAD) and by working with the Treasury Board Secretariat (TBS), unions, departments and Joint Adjustment Committees (union/management) to develop and provide other career transition services.

The number of new surplus priority cases in 1996-97 (3 508) was 14% lower than in 1995-96 (4 075) but still close to the 10-year average. The number of surplus employees in the PAS decreased 27% over the year, from 1 429 on April 1, 1996 to 1 044 on March 31, 1997. The decrease is primarily attributable to the drop in new cases and the fact that over 400 Transport Canada employees moved to a new employer through airport devolution. Also significant was the larger number of surplus employees who resigned—including those who resigned immediately upon being declared surplus, usually with a departure incentive package—without exercising a priority for appointment and those who

resigned during their surplus priority period. Although placements of surplus employees were not as numerous in 1996-97 as in 1995-96 (1 867 vs 2 464), they still constituted 57% of all outflows.

Appointment Activities

In 1996-97, appointment activity *to* and *within* the Public Service rebounded to near 1994-95 levels with 163 593 appointments, a 9.5% increase over last year. Term and casual appointments accounted for 76.1%¹ of this activity, up from 74.1%¹ the year before. These appointments now represent 96.9% of all appointments *to* the Public Service. This reflects the greater need for temporary resources during a period of transition, as departments continue to restructure in response to Program Review.

Internal movements related to promotions (11 983), transfers (8 935) and deployments (11 771) remained roughly at 1995-96 levels, well below 1994-95 levels (refer to Table A). Indeterminate appointments *to* the Public Service continued to decline, reflecting

¹ These calculations take into consideration the estimate of term appointments *to* the Public Service. Please note that these numbers include all term appointments i.e., appointments *to* the Public Service, promotions, lateral or downward transfers, reappointments, acting and unknowns.

A Changes in Appointment Activity

	1994-95	1995-96	1996-97
Appointments to the Public Service			
• Indeterminate	1 400	1 231	1 027
• Specified period ^a	39 100	29 856	40 316
• Casual	15 822	23 571	32 113
Appointments within the public service			
• Promotions	13 824	9 925	11 983
• Transfers and Deployments	30 332	19 829	20 706
- transfers	18 520	7 679	8 935
- deployments	11 812	12 150	11 771
• Re-appointments of Terms	51 721	50 293	42 393
• Acting appointments	17 591	14 639	15 052
Total ^b	169 790	149 344	163 593

^a Prior to June 1993, the PSC did not collect information on specific period appointments of less than six months. Even subsequent to this date, there appears to have been some under-reporting. For purposes of analysis, the estimate of specified period in this table is derived from the Public Works and Government Pay System.

^b The total in this table differs from the Statistical Tables because of the inclusion of estimated specified period appointments as discussed in the note above, and the inclusion of casual appointments and deployments. The total includes one unknown appointment type in 1995-96 and three unknown appointment types in 1996-97.

Note: Deployments were introduced in April 1993 and casual appointments were introduced in June 1993.

B Monitoring Indicators

	1994-95		1995-96		1996-97	
	%	No.	%	No.	%	No.
Reappointments of Term Employees						
• Percentage and number of term employees appointed who had been reappointed three or more times	26.4	21 197	34.6	24 320	30.7	20 451
Non-competitive Term to Indeterminate Appointments						
• Percentage and number of indeterminate appointments staffed via discretionary, non-competitive process	7.3	231	7.8	147	11.3	218
Length of Acting Appointments						
• Percentage and number of acting appointments active as of March 31, 1997 which lasted for 12 months or more	46.9	5 908	33.0	1 968	51.8	5 566
Appointments of Public Servants by Open Competition						
• Percentage and number of appointments through open competition which resulted in the appointment of a departmental employee	30.4	489	26.8	297	35.2	450
Promotions Without Competition						
• Percentage and number of indeterminate promotions without competition	56.2	6 090	58.7	4 657	52.0	4 644
• Percentage and number of indeterminate promotions by reclassification	39.8	4 312	42.5	3 372	37.6	3 362
Time in Position Prior to Reclassification						
• Percentage of reclassifications which resulted in the promotion of someone who held the position for 12 months or less	27.4	1 239	29.9	1 048	30.7	1 078

departmental efforts to deal with ongoing restructuring and work force adjustment issues.

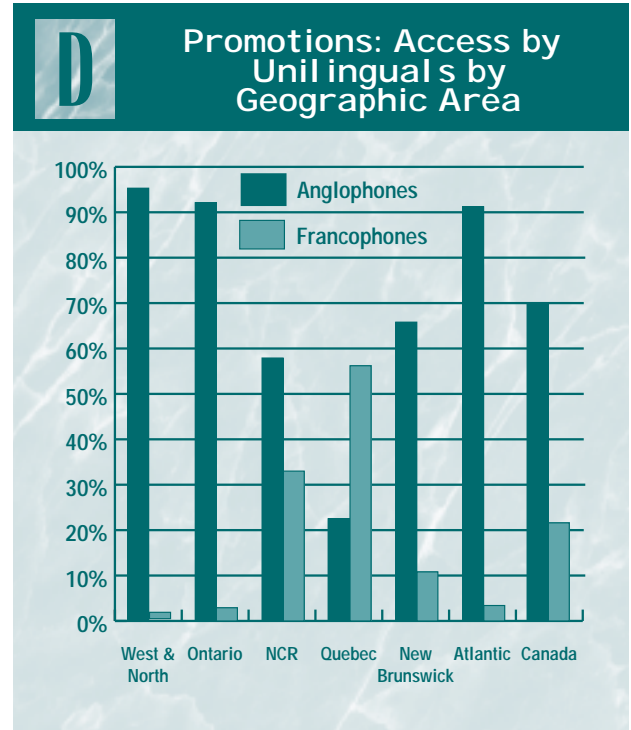
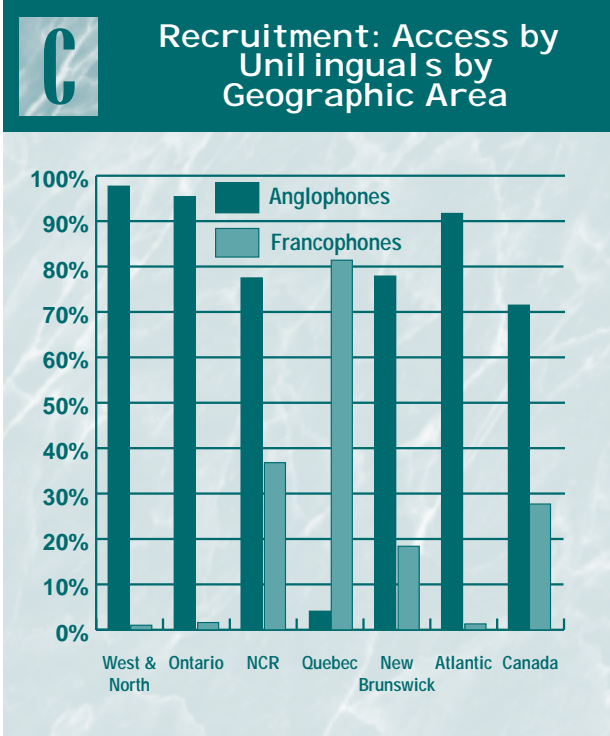
The PSC continues to negotiate and sign Staffing Delegation and Accountability Agreements with departments. These contain specific performance expectations and monitoring indicators (refer to Table B). Due to the extent of the restructuring, downsizing and changing employment patterns throughout the Public Service, the appropriateness of the current indicators is under review.

Official Languages

Although 32% of the positions in the Public Service require knowledge of both official languages, a majority of the positions are accessible to unilingual persons. Unilingual Anglophones have access to bilingual positions staffed on a non-imperative basis, positions for which English is essential and positions for which English or French is essential, while unilingual Francophones have access to bilingual positions staffed on a non-imperative basis, positions for which French is essential, and positions for which English or French is essential.

Most appointments *to* the Public Service are for positions that require knowledge of only one official language—French in Quebec and English in the other regions. Of the 32 680 appointments *to* the Public Service reported in 1996-97, 88% were for unilingual positions. This figure reflects the average for the past few years. Thus, with respect to appointments *to* the Public Service in 1996-97, unilingual Anglophones had access to 71% of the positions staffed, and unilingual Francophones had access to 28%. Graph C gives the proportion of accessible positions, at the time of recruitment, for each of the two language communities, by geographic area.

With respect to the 11 983 promotions reported in 1996-97, unilingual Anglophones had access to 70% of the positions, and unilingual Francophones had access to 22%. Graph D shows the proportion of promotions accessible to unilingual persons, by first official language and by geographic area. Table 8 in the statistical reports provides details regarding the proportions of Anglophones and Francophones appointed, by language requirements of position and by type of appointment.



Diversity Management Programs and Initiatives

In this section, the PSC's activities in administering the Special Measures Initiatives Program (SMIP) during 1996-97 are reviewed. The SMIP, which the PSC administers on behalf of the Treasury Board, was approved for four years, starting April 1994 and ending March 1998. The Special Measures Innovation Fund (SMIF) is the centrepiece of the program. The SMIF helps to fund the costs of departmental programs designed to research or implement remedies to problems concerning the recruitment, retention and creation of an inclusive workforce.

Designated Groups

- Women
- Aboriginal peoples
- Members of visible minorities
- Persons with disabilities

Highlights of SMIF initiatives in 1996-97 include the following:

- The PSC and TBS's *Forum '96 - Diversity Management Means Good Business*, in Ottawa, served as a useful forum to build partnerships and networks with other federal departments on managing diversity and employment equity issues. Diversity management was showcased as a practical business solution for organizations in times of transition.
- In the Atlantic region 10 SMIF projects were approved in the past year. One of these – the Black and Aboriginal Development Project in Halifax – has been selected by the Treasury Board Secretariat to be showcased in a video on best employment equity practices. Other projects are exemplary of new partnerships, both interdepartmentally and with provincial governments.

- In 1996-97, the PSC piloted an Inter-Departmental Mentoring Model for Equity Groups developed in cooperation with Environment Canada, Public Works and Government Services Canada, and the Canadian Radio-television and Telecommunications Commission. The model is proving very successful and is drawing interest from the Government of Prince Edward Island as well as other departments, particularly in relation to *La Relève*.
- Both in the Yukon and the Northwest Territories, the PSC emphasized student employment programs (the FSWEP and COOP initiatives), to encourage students to stay in school, which, over the long term, will build a pool of qualified aboriginal and Inuit peoples in these regions from which the Public Service can recruit in the future.

In addition to administering the SMIP, the PSC was involved in other initiatives that address equity and diversity:

- The PSC collaborated with the Treasury Board Secretariat in negotiating a settlement to the Assembly of Manitoba Chiefs complaints to the Canadian Human Rights Commission. The Manitoba Chiefs complained that aboriginal peoples were significantly under-represented in a number of departments. A master agreement was concluded with 15 departments, and there are individual agreements with three other departments. These complaints were first lodged in 1990 and all parties consider this settlement a significant achievement.
- In accordance with commitments contained in the Yukon Land Claims settlements with four Yukon First Nations, the PSC led a project to prepare a human resource plan dealing with issues of training, development and employment in the federal Public Service in the Yukon. Still ongoing, this project will consolidate plans for 17 departments with offices in

the Yukon; representatives of First Nations will be consulted throughout the process.

- Two PSC initiatives which make the Internet more easily accessible for individuals with disabilities, have received international support and recognition. The *Universal Internet Access Project* provides information on which types of adaptive technologies (e.g. voice synthesizers, large-print software) work best with the various Web browsers currently available. The bilingual and automated *Web Site Accessibility Self-Evaluation Test* is a practical, online guide to help website designers ensure that their Internet sites are accessible to all users, including persons with disabilities. In 1996-97, the PSC expanded the scope of the test to include accessibility for persons who are hearing impaired, who have mobility and co-ordination difficulties, who have learning disabilities, or who have language and cognitive disabilities.
- Finally, in the National Capital Region, the PSC has initiated a network with associations/organizations responsible for recruiting designated group members.

Recourse

Investigations

Under section 7.1 of the *Public Service Employment Act (PSEA)*, the PSC investigates complaints related to the *PSEA* and the *Public Service Employment Regulations (PSER)*. The PSC also investigates complaints of harassment pursuant to an Order in Council and Treasury Board's *Policy on Harassment in the Workplace*.

E Disposition of Investigation Cases

Cases	1995-96		1996-97	
	No.	%	No.	%
Carry-over from previous year	306		231	
Complaints received	2 042		2 115	
Opened	372		471	
Closed				
• allegation founded	84	18.8	116	26.9
• allegation unfounded as stated but corrective action required	10	2.2	6	1.4
• allegation unfounded	167	37.4	125	29.0
• complaint withdrawn	100	22.4	123	28.5
• cases resolved	86	19.2	61	14.2
Total cases closed	447	100.0	431	100.0
Carry-over to following year	231		271	

During 1996-97, the PSC received 1 431 complaints relating to the administration of the PSEA, a decrease of 5.7% over the previous year. It received 684 complaints of harassment in the workplace, an increase of 30.3% over the previous year. Of the total of 2 115 complaints received, 471 (22.3%) resulted in the opening of an official investigation file. A total of 431 complaint files were closed and of these, 370 (85.8%) were resolved by a formal investigation or fact finding meeting and 61 (14.2%) were settled through alternate dispute resolution, primarily mediation.

Reverse order of merit investigations flowing from Public Service downsizing

Of the 1 431 complaints relating to the administration of the PSEA received in 1996-97, 272 concerned lay-off and reverse order of merit processes. Of the 135 complaints heard and subsequently closed, 64 (47.4%) were founded, 26 (19.3%) were unfounded, 43 (31.9%) were withdrawn and 2 (1.4%) were otherwise resolved. Since employment continuity is often at stake in any downsizing or work force adjustment situation, it is understandable that reverse order of merit processes are subjected to considerable scrutiny. The issue in most of

the founded complaints concerned the assessment techniques used by the selection board to determine the "relative" merit of the individuals. It is necessary for departments to employ the same rigorous, fair and transparent assessment of individuals in a reverse order of merit process as they would in any competitive process.

Resolving workplace conflict through mediation

Mediation is a voluntary, non-confrontational, confidential process in which a mediator helps parties resolve their differences to their mutual satisfaction. As such, it promotes healing and results in a more productive workplace

Mediation is proving to be an accepted option in the effective resolution of disputes or conflicts. The PSC is continuing its efforts to position itself as a centre of expertise for mediation services in the Public Service. Officers have received formal training and many have acquired or are actively pursuing professional certification in Mediation and/or Alternative Dispute Resolution. The PSC regularly responds to requests from public service

organizations for mediation services, for advice on handling complex cases and for partnerships with departments on how best to resolve workplace conflict.

Education and sensitization on harassment in the workplace

During 1996-97, the PSC helped to train departmental officials in dealing with harassment in the workplace. Much of the training was tailored to the specific needs or concerns of the organization. The training covered Treasury Board's *Policy on Harassment in the Workplace*, the definition of harassment, the rights and responsibilities of employees and managers, dealing with situations involving alleged harassment, providing a harassment-free environment and investigating complaints. In 1996-97, 77 training sessions were delivered across the country to employees, managers and departmental harassment co-ordinators and investigators.

Appeals

Section 21 of the *PSEA* gives federal Public Service employees the right to appeal to an Appeal Board established by the PSC, any appointment made or proposed as a result of a closed competition or other closed personnel selection process. The Appeal Board conducts a quasi-judicial inquiry into the merits of the appointment and its decision is binding on the PSC. If the appeal is allowed, the PSC must revoke, or not make, the appointment or take other corrective action in keeping with the Appeal Board's decision.

Appeals in 1996-97 were allowed primarily for reasons related to improper assessment of candidates. The matters most often brought to the attention of Appeal Boards were the disclosure of standardized tests, the merits of acting appointments and extended specified period appointments, the appropriateness of selection tools or correction methods, the appropriateness of

corrective action taken following the allowing of an appeal, bias and discrimination, and the question of whether a staffing action was an appointment, deployment or neither.

While Public Service employees still exercise their right to appeal appointments resulting from closed competitions, they more often appeal appointments resulting from non-competitive selection processes, especially appointments for short periods of time that are subsequently extended.

This year, 23 Appeal Board decisions were the subject of applications for review to the Federal Court, which handed down 33 rulings relating to Appeal Board decisions, reversing 9 and upholding the others. Eleven of the rulings, often pertaining to the same cases, involved limitations respecting the disclosure of standardized tests at appeal hearings.

Amendments to the appeals regulations, which had been reviewed pursuant to recommendations made by the Joint Parliamentary Committee for the Scrutiny of Regulations, entered into force on December 1, 1996. They provide for a six-day extension of the time allowed for bringing an appeal when notice of the right to appeal is given by mail, and for more precise standards respecting disclosure prior to an appeal hearing.

F Appeals

	1995-96		1996-97	
	No.	%	No.	%
Selection processes appealed	1 285		1 247	
Selection processes appealed and disposed of ^a	1 431		1 270	
Selection processes with allowed appeals	203	14.2	153	12.0
Number of appellants	3 789		3 200	
Appeals closed ^b	3 932		2 969	
• appeals withdrawn	1 836	46.7	1 402	47.2
• appeals with decisions	2 096		1 567	
- no jurisdiction	794	37.9	484	30.9
- appeals dismissed	748	35.7	481	30.7
- appeals allowed	554	26.4	602	38.4

^a The number of selection processes appealed and the number of selection processes appealed and disposed of differ because some appeals are disposed of in the following year.

^b The number of selection processes appealed and disposed of and the number of appeals closed differ because there is often more than one appeal per selection process. Moreover, the number of appellants and the number of appeals closed differ because some appeal cases are carried over to the next year.

Deployment Recourse

Deployment is a way for a deputy head to assign a consenting employee to a new position in the same occupational group² provided the assignment does not involve a promotion or change of tenure. The manner in which deployments are made is decided by the Treasury Board Secretariat pursuant to sections 34.1 and 34.2 of the *PSEA*.

Both the person deployed and members of the work unit to which the deployment is made may complain about the deployment if they believe it was contrary to the *PSEA* or constituted an abuse of authority. The initial review of a complaint respecting a deployment is the responsibility of the department that made the

deployment; however, under section 34.4 of the *PSEA*, a complainant or deployed employee who is not satisfied with the manner in which the department disposes of a complaint may refer the complaint to the Commission.

This year, only one decision relating to a deployment was the subject of an application for review to the Federal Court. However, the Court handed down two deployment recourse rulings pertaining to applications which were filed in the previous year. In these two rulings, the Court held that, pursuant to Treasury Board directives, departments must advise employees of their intention to fill a position by means of deployment before proceeding with the deployment.

² In July 1997, the Commission approved a new regulation permitting inter-group deployment.

G Deployments

	1995-96		1996-97	
	No.	%	No.	%
Number of deployments	12 150		11 771	
Carry-over from previous year	2		11	
Number of complaints	107		122	
Number of deployments complained against ^a	67		61	
Deployment cases closed ^b	58		55	
• cases where complaint withdrawn	14	24.1	10	18.2
• cases with decisions	44		45	
- no jurisdiction	7	15.9	7	15.5
- dismissed	33	75.0	30	66.7
- allowed	4	9.1	8	17.8
Carry-over to following year	11		17	

^a The number of complaints concerning deployments and the number of deployments complained against differ because there is often more than one complaint against the same deployment.

^b The number of deployments complained against and the number of deployment cases closed differ because some complaints are disposed of in the following year.

Boards of Inquiry

Under subsection 6(3) of the *PSEA*, in order to revoke an appointment made by a delegated department that is alleged to be irregular because the incumbent was not qualified or because the appointment contravened conditions laid down in the delegation instrument, the Commission must first obtain the recommendation of a Board of Inquiry. During its inquiry, the Board must provide the person and deputy head concerned with the opportunity to be heard.

During 1996-97, the Commission established four Boards to inquire into appointments made by delegated departments. In three cases, the Board of Inquiry recommended that the Commission terminate the inquiry, as the persons whose appointments were to be looked into had left the Public Service by the time the inquiry was to commence. In the other case, the person concerned applied to the Federal Court for a prohibition with regard to the inquiry, and the case is still pending before the Court.

Recourse in perspective: the importance of a healthy workplace

While carrying out its regular activities, Appeals and Investigations gathered information on appeals and *PSEA*-related investigations to determine why people seek recourse, what patterns there are in the use of recourse and what long-term impact individual cases have upon staffing policies and practices.

It was found that people use the recourse process for reasons which often go beyond the legislated purpose of recourse, ensuring compliance with the merit principle and the integrity of the staffing system. Factors leading people to seek recourse were less related to perceived problems or deficiencies with aspects of staffing processes than to workplace issues, such as management style and practices, communications, organizational culture and work environment.

Although there have been some departmental and PSC initiatives to make recourse more effective, the resolutions sought often lie outside the mandate of the PSC and the recourse process. It seems important, therefore, that recourse cases be used as indicators of

possible workplace issues of concern to employees, and that they be considered opportunities to take measures to make the workplace healthier. The Public Service Commission will be examining this further with other stakeholders in human resources management in order to situate appropriate and effective recourse mechanisms into a staffing system which values trust, honesty, integrity and good communications.

Training and Learning

Continuous learning, which comprises both courses and self-learning, is critical to maintaining a flexible, adaptive, highly competent Public Service. Responsibility for this function is shared by several institutions. The Treasury Board has overall responsibility for policy direction in training and development. Deputy heads and managers are responsible for training within their departments. Development and delivery of training at the executive level is the responsibility of the Canadian Centre for Management Development. The PSC has the responsibility under the *PSEA* to "operate and assist deputy heads in the operation of staff training and development programs in the Public Service", a function carried out by Training and Development Canada (TDC). Finally, employees also have a responsibility for directing their own continuous learning efforts.

1996-97 was marked by significant downsizing and restructuring for the PSC in the area of training as it examined its mandate in light of Public Service renewal and the shift in demand for its services. This examination identified the key professional communities strategic to the corporate agenda and the learning themes responding to Public Service renewal, and potential new roles for the PSC: learning consultant, designer/developer of learning programs and facilitator of learning.

Professional Learning

The new roles mentioned above and the corporate agenda they support represent a significant shift for TDC-away from market-driven, work-specific courses towards more strategic levels of learning, driven more by the corporate needs of the Public Service. TDC will also work more closely with partners elsewhere in the public and private sectors, as well as with colleges and universities, to promote innovative, continuous learning practices. This shift from the more traditional, time-limited courses to continuous learning will transfer more of the responsibility for learning and continuous improvement to public servants themselves. The challenge for TDC is to provide people with better tools to exercise that responsibility.

In 1996-97, TDC provided training to 12 331 public servants (7 344 in the National Capital Region and 4 987 in the other regions). Of these, 6 624 took calendar courses, a decrease of 28% from 1995-96 and 5 707 public servants participated in courses developed specifically for departmental needs, a decrease of 34% from 1995-96.

Consultations carried out in the summer of 1996 confirmed that TDC would deliver learning activities only when departments are unable to deliver them, or when corporate delivery makes sense. As a result, TDC will be offering 46 courses in 1997-98, as opposed to 154 courses in 1996-97. The selection of the courses was based on the following three criteria: a link to the renewal of the Public Service, the demand for the course, and the need for continuing service to key communities of interest (i.e., certification programs which were partially completed). The consultations also suggested service lines that TDC will pursue as it restructures and creates learning programs for Public Service renewal. The service lines identified include:

- middle and senior non-EX management programs
- comptrollership – including finance, audit and evaluation, materiel management
- human resources management
- information technology and management
- policy
- communications
- science and technology
- special learning needs of small departments and agencies, regions and training delivered in French

In the context of its role as a facilitator of learning, Training Programs Branch has launched an Internet interdepartmental communication tool that is already enabling some 50 partners to make known their needs and exchange training services at the least cost to the government.

Language Training

Language Training Canada (LTC) provides training in both official languages, as well as training services, to meet the needs of employees in the federal Public Service. In this way, LTC helps ensure that the people of Canada receive quality services in both official languages and that employees of the federal Public Service are able to work in the official language of their choice.

Since LTC's creation some 30 years ago, many public servants have successfully achieved their required levels of proficiency in their second official language, resulting in a decline in the number of people who need language training. Furthermore, the trend towards imperative staffing and the downsizing across the Public Service have compounded the overall decline in enrolment (refer to Table 15). However, of significance this year was the increased number of requests from the Management Trainee Program, the participation of

military personnel from the Department of National Defence in LTC courses, and LTC's increasing involvement in international activities (refer to *International Activities* section).

Language Training Canada is committed to improving its courses, services and products by providing technology-assisted self-learning and distance learning services. For example, LTC has produced a Windows version of its French grammar at work courseware, *GIFT – French Grammar at Your Own Pace*. LTC expects this version to be very favourably received both within and outside Canada. In addition, LTC has already committed itself to developing a multimedia version for independent learning of the first modules of its *Programme de base de français au travail*.

International Activities

The PSC continues to play an important role on the international stage through:

- membership and participation in activities of international or multinational organizations
- sharing expertise and experience with designated countries and international or multinational organizations
- placing of Canadians in international and multinational organizations
- participating in international projects and studies
- receiving and hosting international missions and delegations in Canada

Personnel Management in China

In May 1995, the PSC and the Ministry of Personnel of the People's Republic of China renewed for another four years their Memorandum of Understanding promoting cooperation in the fields of public administration and personnel management.

In 1996, the PSC assisted the Ministry of Personnel in examining recourse mechanisms and procedures. Providing advice and assistance to China in modernizing its government infrastructure also facilitates economic reform and strengthens ties between the two countries.

Involvement with Other Countries

The PSC is often called upon to assist other departments and organizations in providing background on the Canadian Public Service and the federal human resources management framework to delegations from other countries. In addition, with the Canadian International Development Agency as sponsor, the PSC has provided its expertise in language training to other countries. Following are some recent examples:

- Vietnam sent 31 government executives for specialized English language training integrated with management and rapporteur training.
- In the Baltic States, an on-site evaluation and validation of English language teacher training was undertaken.
- In the Ukraine, both French and English language courses were introduced to the Ukrainian Academy of Public Administration.

PSC staff also participated in a human rights and national language policy mission sponsored by the United Nations Development Program in Latvia. A Latvian language training program will be implemented over the next five years with PSC involvement in the international team of experts.

Placement of Canadians in International Organizations

Since 1978, the PSC, in concert with Foreign Affairs and International Trade Canada, has been identifying qualified Canadians to compete for positions judged to be of interest to and attainable by Canada. There are presently approximately 1 800 Canadians serving in

secretariat positions in international organizations. Just over 100 of these are on leave without pay from the federal Public Service. The effort to maintain and improve Canada's representation in these secretariats results in Canadian expertise being transferred, while affording the opportunity to influence the policies, programs and management of the organizations.

Looking to the Future: Public Service Renewal

During 1996-97, the PSC undertook, or continued to pursue, a number of initiatives that laid the groundwork for the renewal of the Public Service. Inherent in these initiatives is a pursuit of innovative methods that will ensure the PSC can meet future demands placed upon the Public Service.

Matching People with Work: A New Approach to Recruitment

The PSC is continuing to expand and improve its use of the Internet as a recruitment tool. For example, it added a service that alerts job seekers by e-mail whenever a job posting meeting their specified criteria appears on the site. The PSC also moderates a recently created, specialized Internet newsgroup that allows job seekers to find, in one convenient Internet location, information about public sector employment opportunities available in Canada.

In September 1996, the PSC initiated a major initiative called "Matching People with Work" (MPW). MPW will put job seekers and employing departments in direct contact with one another through the Internet. Applicants will be able to enter an electronic curriculum vitae and search for jobs, and departments will be able to post opportunities and search for candidates. The PSC's resourcing values are built into the functionality of the system. The system will be accessible 24 hours a day, seven days a week. The PSC will continue to assist

departments by providing recruitment advice and support to those departments and applicants not connected to the Internet. We plan to launch the first phase of MPW, involving the Post-Secondary Recruitment campaign, in the fall of 1997.

La Relève

La Relève is about good human resources management. It includes plans and initiatives for functional groups (like the science and technology community), departmental and agency levels, as well as at a system-wide level to retain, motivate, develop, and recruit talented people.

As part of *La Relève*, to support renewal at the executive levels, the PSC has launched two new corporate initiatives: the Assistant Deputy Minister Pre-Qualification Process (ADM PQP) and the Accelerated Executive Development Program (AEXDP).

- The ADM PQP establishes a pool of executives who are ready for appointment to positions at this level.
- Under the AEXDP, the development and advancement of EX-1s to EX-3s will be accelerated through suitable assignments, formal learning plans and career counselling.

These programs are based on ADM generic leadership competencies. Approximately 15% of the eligible EX population brought their names forward for consideration. Results of the selection process for both initiatives are expected to be available in early 1997-98.

The PSC is also working with other central agencies and departments to enhance the renewal of specific functional communities:

- Communications
- Information/Information Technology
- Human Resources
- Finance and Audit
- Science and Technology

This fall, the PSC will be meeting with the leaders of each department and agency, functional community and regional council to discuss each *La Relève* plan and finalize the PSC's action plan for supporting and enabling renewal for that organization, community or region.

Consultative Review of Staffing

The *Consultative Review of Staffing (CRS)*, commissioned by the PSC, involved representatives from central agencies, departments and unions. Initially aimed at decreasing the time required to staff positions, the review became the launching point of a more comprehensive re-engineering of the resourcing system in the Public Service.

The PSC supports the general direction of the report and its key thrust – a greater sharing of the Commission's responsibilities with departments – and will be engaging major stakeholders in broad-based discussions on:

- giving the maximum responsibility possible to departments to manage staffing and recourse
- the best means of streamlining/simplifying staffing and recourse management
- how departments can develop/customize their own internal arrangements within a PSC enabling framework
- stakeholder participation (joint development) in the redesign of staffing systems

For example, the PSC is examining possible changes to the way it manages delegated staffing. It will focus on the existence and effectiveness of departmental recourse systems, the readiness of organizations and unions to co-develop resourcing systems and practices, and the imbedding of values into these systems and practices. In pursuing these discussions and following up on the recommendations of the review, the PSC will adopt a "learn as we go" approach, which includes experimental projects, and opportunities for departments and agencies to opt in.

Recommendations of the CRS

- values-based, not ruled-based resourcing systems and processes
- direct deputy head accountability for internal resourcing below EX levels
- resourcing processes developed jointly with the employee representatives
- recourse with corrective action as a last resort

Towards a Representative Public Service

The *Employment Equity Act* outlines the obligation of employers to "achieve a degree of representation (of designated groups) in each occupational group in the employer's workforce that reflects their representation in

- (i) the Canadian workforce or
- (ii) those segments of the Canadian workforce that are identifiable by qualification, eligibility or geography and from which the employer may reasonably be expected to draw employees."

Notwithstanding the progress made over the past 10 years, there is still a significant gap between the representation of designated groups within the federal

Public Service and their representation in the corresponding occupational groups within the Canadian labour force.

Technical Notes

The information presented in the following four sections is based on indeterminate and long-term employees subject to the *Public Service Employment Act*. It should also be noted that since the self-identification of employees appointed for short terms, casual employment and under student programs is not systematically collected, they are excluded from this analysis. Also excluded are data on employees appointed by separate employers. Prior to June 1993, short-term employees comprised employees appointed for fewer than six months whereas after June 1993 short-term employees comprised employees appointed for fewer than three months.

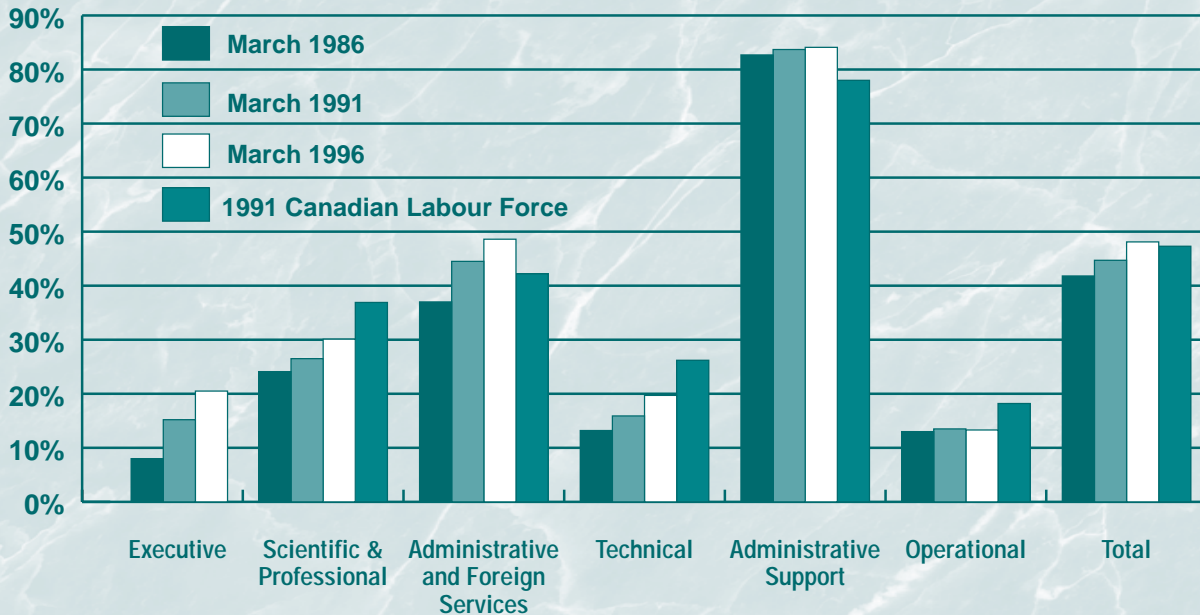
The employment equity information for aboriginals, members of visible minority groups and persons with disabilities was produced by matching the PSC's population data with the Treasury Board Secretariat's Employment Equity Database. This database is based on voluntary self-identification and therefore may not represent a complete population of designated group members.

In order to eliminate the appearance of increases due solely to improvements in the self-identification process, historical percentages for aboriginals, members of visible minority groups and persons with disabilities were recalculated using the Treasury Board Secretariat's Employment Equity Database as of December 31, 1996. For this reason, in addition to the other differences stated above, the percentages reported in this section may not match those previously published. Percentages of women have been calculated on known gender values only.

The 1991 Canadian labour force estimates are based on the 1991 Census and the Health and Activity Level Survey (HALS).



Women



Women

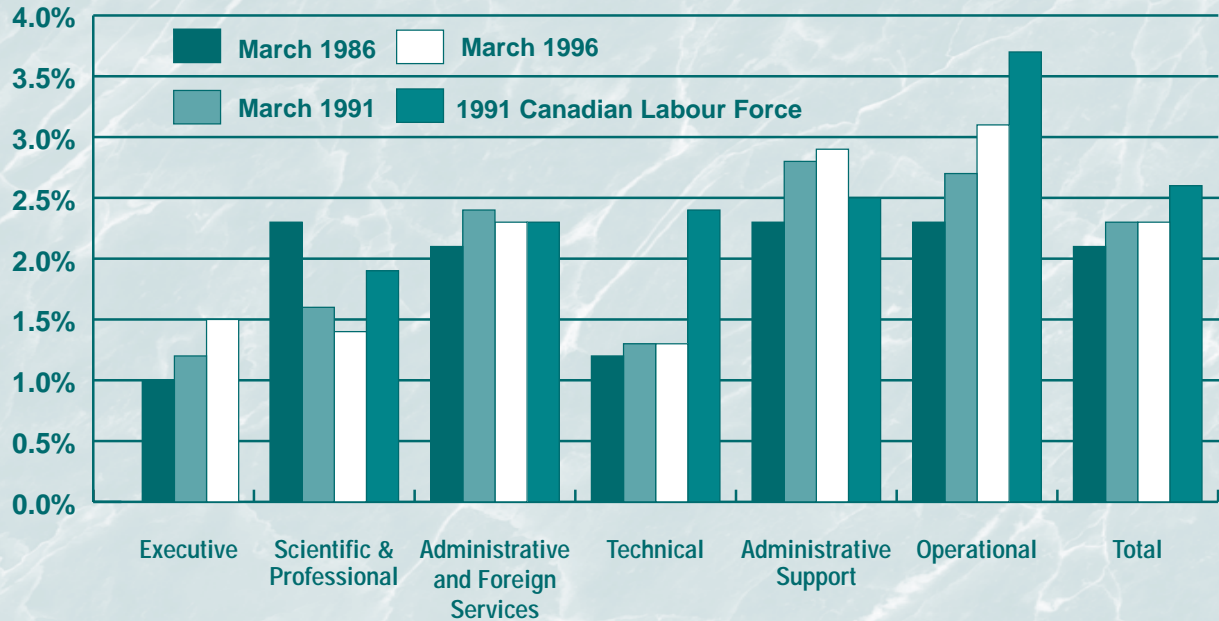
From 1986 to 1996, the overall representation of women increased from 41.8% to 48.1%, which compares favourably with their representation of 47.3% of the Canadian labour force. As discussed in last year's report, while the representation of women increased across all groups and all levels, women continue to be more heavily represented in some groups than in others and are more concentrated in the lower levels than in higher ones. Compared to the Canadian labour force, women continue to be under represented in the Scientific and Professional, Technical and Operational categories. The representation of women in the Executive Group has increased from 8% in 1986 to 20.5% in 1996.

Aboriginal Peoples

Although the overall representation of aboriginal peoples increased from 2.1% in 1986 to 2.3% in 1996, they remain under represented when compared to their 2.6% representation in the Canadian labour force. Also, progress was not equal across all occupational categories. Indeed, the representation of aboriginal peoples in the Scientific and Professional category dropped from 2.3% in 1986 to 1.4% in 1996. Over the same 10-year period, aboriginal peoples experienced an increase from 1% to 1.5% in the Executive Group. Compared to the Canadian labour force, aboriginal peoples are well represented in the Administrative and Foreign Service and Administrative Support categories. Aboriginal peoples are under represented in the Scientific and Professional, Technical and Operational categories.



Aboriginal Peoples



Members of Visible Minorities

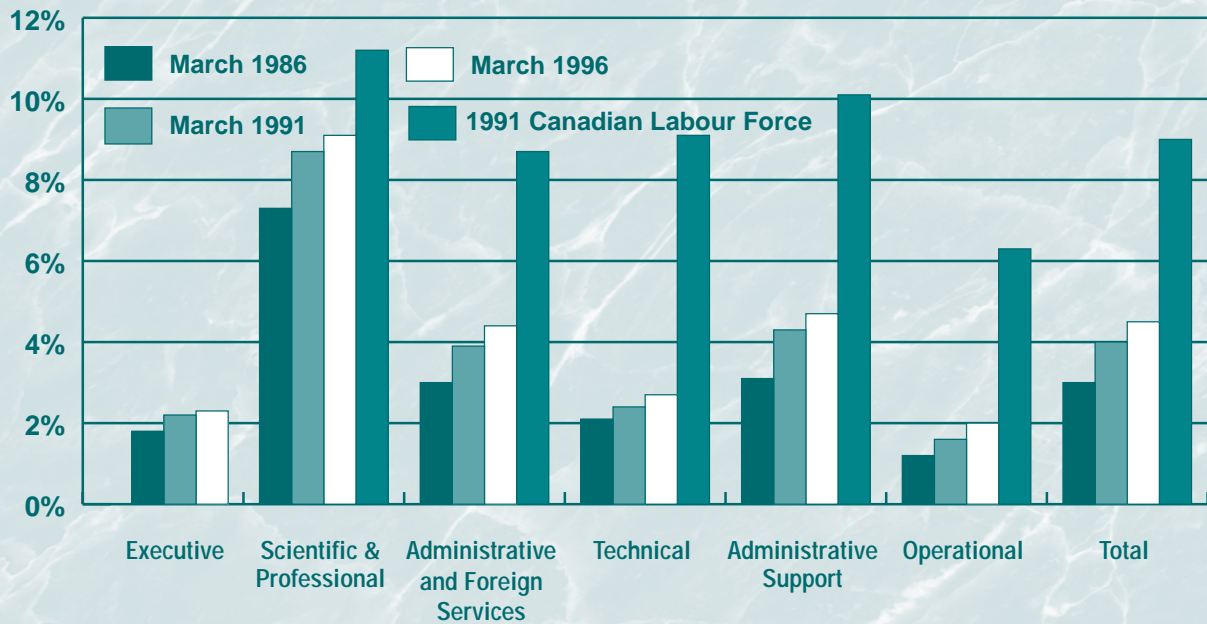
The overall representation of members of visible minorities increased from 3% in 1986 to 4.5% in 1996. This increase was relatively equally distributed across all occupational categories. For the Scientific and Professional category, the increase from 7.3% to 9.1% brings the representation of visible minorities closer to their representation of 11.2% in comparable segments of the Canadian labour force. However, members of visible minorities are still under represented in other categories and when compared to their overall Canadian labour force representation of 9%.

Persons with Disabilities

Persons with disabilities was the only designated group for which the representation in the federal Public Service decreased over the 10-year period. With an overall decrease from 3.8% in 1986 to 3.2% in 1996, the representation of persons with disabilities fell short of their overall representation of 4.8% in the Canadian labour force. Compared to the Canadian labour force, persons with disabilities are well represented in only the Administrative and Foreign Service category. They are under represented in the Scientific and Professional, Technical, Administrative Support and Operational categories.

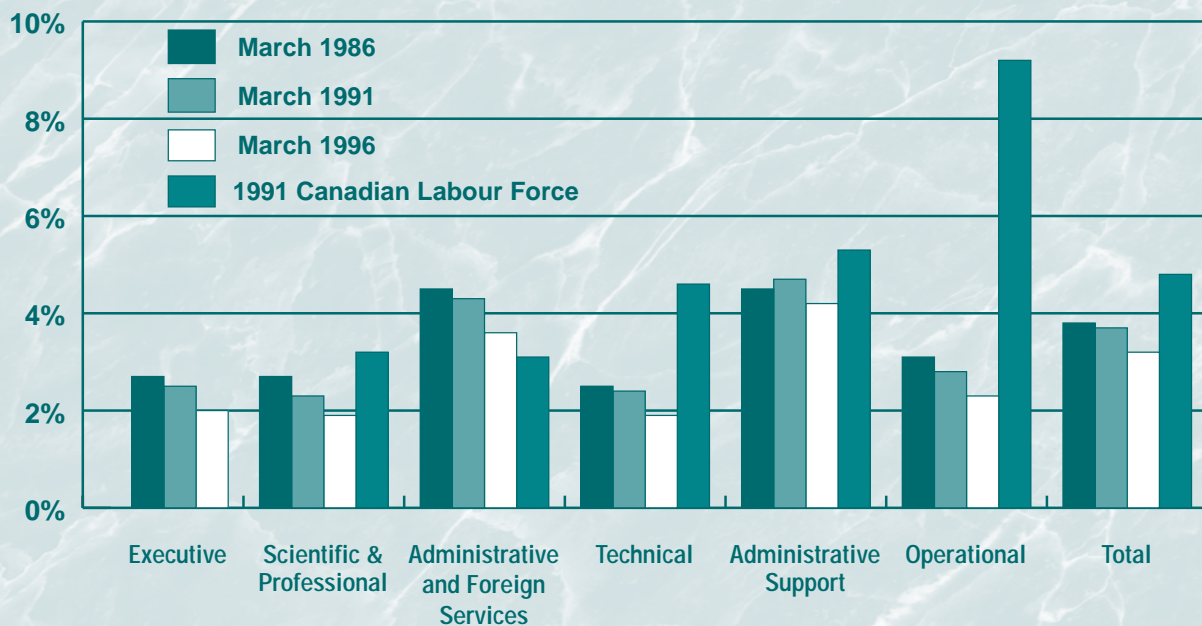
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Members of Visible Minorities



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Persons with Disabilities



Conclusion

From 1986 to 1996, the Public Service has become more representative of Canada's population. With the exception of persons with disabilities, the overall representation of designated groups in the Public Service has increased. There is much to be done to raise the level of representation of all groups to the levels of their workforce availability.

For its part, the Commission will be intensifying its focus on representativeness and will continuously review its own policies, systems, programs and activities to ensure they are working in a barrier-free manner.

Some initiatives for 1997-98 include:

- a comprehensive examination of the PSC's selection and assessment tools, recruitment practices and training and development programs
- development of an Employment Systems Review Guide for departments to assist them in carrying out reviews of their employment systems and practices
- briefings for public servants to ensure that new obligations with respect to barrier-free employment systems are understood
- enhancing the recruitment services, for example, the Post-Secondary Recruitment Program, to ensure that candidate referrals are representative
- upgrading data gathering and analysis capacity to facilitate further examination of the representativeness of the Public Service and for advising the government and Parliament

Over the medium term, the Public Service Commission will be collaborating with the many players who have a responsibility for representativeness:

- to conduct a feasibility study for a common shared database for use by departments, the Public Service Commission, the Treasury Board Secretariat and the Canadian Human Rights Commission to support their respective obligation under the *Employment Equity Act*
- to ensure that public service renewal becomes an opportunity to improve representativeness particularly in the area of recruitment

A representative Public Service will continue to depend upon many factors, some of which lie outside the domain of the federal Public Service, such as trends in levels of educational achievement and curriculum choices of those interested in finding employment with the federal Public Service. Over the coming months, the Commission will undertake further analysis of representativeness with others.

Developing Partnerships

Both the private and public sectors increasingly face the need to carry out their activities in a more cost-effective manner. One way to achieve these efficiencies is through strategic alliances or partnerships. The PSC is forging new partnerships in human resources management with departments, bargaining agents, other levels of government and the private sector. As well, these partnerships allow greater opportunity to provide a broader range of services and products (i.e., to better serve their clients). Following are some examples.

Employment Opportunities

- "Working as partners to serve you better" is the motto of Access 1-2-3, a collaborative effort between the PSC, the Government of Manitoba and the City of Winnipeg. Launched in 1996, this one-stop telephone service provides the public with round-the-clock access to information on current employment opportunities, on how to apply for employment and on hours of service.

Career Transition Services

- In Manitoba and North Western Ontario, the PSC is involved in the Interdepartmental Career Mobility Program, which provides programs and services relating to career management and transition to federal departments, employees and unions. These include career transition symposia designed to help federal employees take charge of their own careers, and on-going training for managers, human resources specialists and unions on supporting staff through a period of change and transition.
- In Toronto, the PSC is a co-manager of a shared Career-Diversity Learning Centre. Sessions are provided for employees on health and well-being, financial planning and career planning and counselling. The PSC has also instituted a Job Search Club, which actively solicited vacancies from private sector companies and marketed these within the Public Service. The private sector has reacted positively to the calibre of public servants' skills.

- The PSC and Revenue Canada offices in Newfoundland and Alberta developed a strategy to consider laid-off provincial employees. As a result of the harmonization of the provincial sales tax, a number of provincial tax auditors will be left without jobs. Many of these employees, who may be excellent candidates for positions with National Revenue in Alberta, will be considered for jobs in that province.

Employment Equity

In Newfoundland, the PSC and the provincial government are cost-sharing *Job Experience and Employment in the Public Service (JEEPS)*, a project for persons with disabilities. A minimum of 26 persons with disabilities will participate in work experiences as a result of the *JEEPS Project*. Other objectives include establishing a Career Development Centre for Persons with Disabilities and providing orientation sessions to managers to facilitate the integration of persons with disabilities into the workplace and to persons with disabilities upon their initial appointment to the Public Service.

ANNEX

A. Recourse Cases of Interest

Investigations

Resolving workplace conflict through mediation

Case #1

Departments at times ask the PSC to conduct mediation in matters that normally fall outside its jurisdiction. In one such instance, with the help of the mediator, two co-workers were able to resolve problems of physical aggression and racial comments which had had serious health effects on the complainant. As well, management supported the employees' efforts and offered help, through courses, for its employees and supervisors. Agreements were signed between management and the complainant, as well as between the two co-workers. This will inevitably enhance the well-being of the employees and improve the work environment.

Case #2

Even if initially rejected by the parties, the mediation option can sometimes be successfully reintroduced and can succeed in resolving long-standing workplace disputes. When the complaint was originally filed, it dealt with instances of alleged harassment from two years prior. The parties had refused the mediation option at that time. The file was assigned for investigation and, upon making initial contact with the parties, the mediation alternative was once again offered. The process was discussed in detail, and eventually the parties expressed an interest in participating in a mediation. A one-day session was held and by day's end, with the assistance of the mediator, the parties had reached a verbal agreement and requested the mediator to draft a Memorandum of Agreement to reflect the terms of their agreement. The mediator then proceeded

to assist the parties in reaching a formal written agreement, which was completed the following month.

An impact of public service downsizing

Case #3

The complainants alleged that the reverse order of merit (ROM) process in which they were assessed was improper and that their qualifications were not properly assessed.

Three positions were to be abolished. The department conducted a ROM process among ten employees to decide which three employees would be declared surplus. The complainants ranked eighth and tenth and were declared surplus. The complainants' specific allegations concerned the composition of the Selection Board (i.e., that it included one person without an adequate knowledge of the job); the fairness and transparency of the process (i.e., that people were not aware of the process; there was no communication); that there was no similarity between the jobs, and the qualifications were improper and not relevant to the duties; and that the assessment of employees' qualifications was subjective, unsupported and inconsistent with appraisals. Essentially, it was alleged that the entire process was conducted in a poor and secretive manner.

The investigation found that the ROM process had not been conducted in a transparent and fair manner. There was no communication at the outset with respect to the assessment criteria and process. Staff were informed only after the fact that there had been a ROM. There was a climate of secrecy during the process. However, with respect to the issues of job similarity, assessment of qualifications and establishment of merit, the allegations were unfounded. Although the assessment was conducted by a one-person Selection Board and the comments on the assessment of the employees'

qualifications were phrased in a somewhat offensive manner, the assessment of merit was not negatively affected.

Considering that the end result of a ROM process has serious implications on employees (in fact ongoing employment may be at stake), it is unfortunate that the department did not choose to use the same fair, transparent and rigorous approach they would take in a selection process. This investigation served to bring these matters to the attention of the department so that any ROM processes they may carry out in the future will be improved.

Education and sensitizing

There is a common misunderstanding that harassment requires that there be an actual intent to harass. Improper behaviour, although unintended, may still be deemed to be harassment if the person either knew or ought reasonably to have known that the behaviour was offensive and would be unwelcome.

Case #4

The department had qualified certain incidents as improper behaviour and an improper management style, yet found there was no harassment.

For example, during the course of two internal investigations on different incidents, the department had concluded that the supervisor had yelled at the complainant on more than one occasion in front of others, used demeaning language, and threatened the complainant with demotion. The department had undertaken to correct the situation by transferring the complainant, issuing a letter of apology to the complainant and sending the supervisor on training. However, the department concluded that there was

no harassment since the manager's intention was not to harass, but to improve productivity in the section. The department indicated that the supervisor's style, though direct and loud, was quite efficient.

The PSC investigation subsequently concluded that the incidents met the definition of the Treasury Board Secretariat's policy on harassment irrespective of a lack of intent; a supervisor can be firm without yelling, intimidating or threatening his or her subordinates. The supervisor ought reasonably to have known that such behaviour was offensive and would be unwelcome. The department undertook further measures to correct the situation and inform the supervisor of the definition of harassment.

Appeals

Case #1

The merit principle must be adhered to at the time an acting appointment is made, in the same way as for any other type of appointment. In *Albinet* (96-NAR-02696), the appellant maintained that an acting appointment made from an eligibility list automatically comes to an end upon expiry of the list and that a person who continues to perform the duties of the position is at that time re-appointed without competition, the latter appointment being subject to the application of the merit principle. The Appeal Board held that the principle of selection according to merit must be adhered to at the time the appointment is made. It moreover ruled that there is nothing in the applicable legislation that could lead to the inference that an acting appointment automatically comes to an end upon expiry of the eligibility list from which the appointment was made. The appeal was dismissed.

Case #2

The fact of performing a comparative assessment of a number of employees interested in a deployment does not invalidate the deployment status of the staffing action. In *Garceau* (96-MOT-0067J), a department assessed eleven employees declared "affected" by another department and deployed the eight most qualified candidates within its own ranks. The department maintained that the staffing actions were deployments and thus non-appealable, while the appellant maintained they were appointments subject to appeal, as the employees had competed against one another and their tenure had been modified, their status changing from "affected" employees to indeterminate employees. The Appeal Board held that nothing prohibits the use of a competitive process to select employees for deployment pursuant to the new section 34.1 of the *Act*, and that "affected" employees retain their indeterminate status. It ruled that the department's staffing actions had been non-appealable deployments.

Case #3

Even when it constitutes a corrective action, an appointment must comply with the requirements of the *Act*. In *Baty* (95-NAR-1360X), as part of the corrective action taken following a former founded harassment complaint by an employee, the department promoted the employee to a new position subject to appeal, without having first conducted a comparative assessment of his skills and abilities against those of other employees. When the promotion was appealed, the department conceded the appeals, but the promoted employee opposed the concession arguing that the Appeal Board should confirm the promotion and citing Federal Court jurisprudence in an apparently similar case in which the Federal Court had ordered a Human Rights Tribunal to confirm an appointment. The Appeal Board ruled that, despite the sympathy which the case evoked, the contested promotion was not

sheltered from the general provisions of the *PSEA*, including the principle of relative merit and the right to appeal, and that, unlike a Human Rights Tribunal, the Appeal Board did not have the authority to direct corrective action that conflicted with the provisions of the *PSEA*. The appeal was allowed as there was no evidence that the appointment had adhered to the merit principle.

Case #4

An assignment to a new, unclassified position cannot be a deployment; it can only be an appointment. In *Wells* (96-EXT-0306J) and *Arundel* (95-DUS-1197J), a department assigned an employee to an unclassified position, at the salary level of the employee's former position, within the framework of the Special Assignment Pay Plan (SAPP). When appeals were filed, the department challenged the Appeal Board's jurisdiction, maintaining that the staffing action had been a non-appealable deployment. The Appeal Board held that the staffing action could not have been a deployment, as the position to which the employee had been assigned had been unclassified and so it had not been possible to determine whether it belonged to the same occupational group, as required for deployments under section 34.1 of the *PSEA*. It ruled that the staffing action in question had been an appointment and in the *Wells* case, it allowed the appeal as the appointment had not adhered to the merit principle.

Case #5

Candidates who have already passed certain tests administered in other competitions can be required to take similar tests in a new competition. In *Latulippe* (96-NAR-0454), an appellant had already passed a standardized test, the results of which were to be valid for an indefinite period of time. That particular version of the test had to be discontinued, however, because its integrity had been compromised, and so a new version,

the results of which could not be compared with those of the original test, was administered to all the candidates in the competition. The appellant, who failed the new version of the test, argued that he should not have had to take the test since he had passed the old version of the test. The Appeal Board ruled that, had it simply been a question of passing the test in order to qualify, it could have agreed with the appellant, but since the test results, which could not be compared from one version to the other, also served to determine the order of merit of qualified candidates, the Board could have been justified in requiring all candidates to take the new version of the test. The appeal was dismissed.

Case #6

Can a candidate who is ill delay the closing of a competition? In *Maybew* (96-IRB-0980), the issue was whether the department had acted reasonably in refusing to postpone indefinitely the candidate's examination because of ill health which prevented her from doing her best on the exam. The staffing process had been initiated in late December 1995 and the department had agreed to postpone the candidate's exam on several occasions, but refused to continue to do so past September 10, 1996, when there was still no indication of when the candidate would be well again. The Appeal Board held that the department had not acted unreasonably, and that a department could not wait indefinitely to complete a competition. The appeal was dismissed.

Deployment Investigation

Deployment decisions must be assessed when they are made, not in light of subsequent events. In *Saucier* (96-HRD-0033), seven employees agreed to be deployed to a centre that was supposed to expand, a few kilometres away from their former workplace, within the framework of a restructuring process that was expected to result in lay-offs. A few months after their

deployment, the employees learned that the centre would not be expanding as anticipated and that they would have to work at a different location, 75 kilometres farther away. They contended that the department had lacked foresight and transparency, and that they would not have agreed to the deployments had they been provided with adequate information. The department maintained it had provided the employees with the information available at each stage of the process and had acted in consultation with the unions, in the best interest of the employees, to avoid placing them on the reverse order of merit list and possibly laying them off. The investigator found that it was necessary to analyse the department's decision as of the time it was made, not in the light of subsequent events, and that, at the time the employees had been deployed, it had not been unreasonable to believe that the centre to which they were being deployed would expand. The investigator recommended that the deployments be maintained.

Board of Inquiry

In *Santoro* (95-IAN-EDM-0315), the Commission had been advised that an employee had obtained a promotion on the basis of academic qualifications he did not actually have. It was during a subsequent competition, in which candidates were required to provide proof of their academic qualifications, that it was discovered that the employee in question did not have the qualifications required. The Commission established a Board of Inquiry to recommend on the appropriateness of revoking the appointment, in accordance with subsection 6(3) of the *PSEA*. By the time the Board convened its hearing, the employee had resigned from the Public Service. The Board accordingly recommended that the Commission terminate the inquiry, which the Commission did.

B. Requests for Leave of Absence Pursuant to Section 33 of the Act

A public servant who seeks to be nominated as a candidate in a federal, provincial or territorial election must, under section 33 of the *PSEA*, apply to the Commission for a leave of absence without pay. The Commission may grant the leave if it is convinced that the employee's usefulness in the position he or she occupies – and to which the employee will return if unsuccessful in securing nomination or in being elected – would not be impaired as a result of having been a candidate for election.

For the period April 1, 1996 to March 31, 1997, the Commission received 7 requests for leave from federal public servants: 4 were seeking to be candidates in provincial elections, 1 in a territorial election and 2 in a federal election. Of those 7 requests, 6 were granted (2 of which were subsequently withdrawn by the applicants) and 1 was denied.

C. Report on Activities Under Subsections 6(1) and 6(4) and Section 41 of the Act

Section 47 of the *Public Service Employment Act* requires the Commission to report annually on its activities in relation to subsections 6(1) and 6(4) of the *Act* with regard to delegation and in relation to section 41 with respect to the exclusion of positions and persons, in whole or in part from the operation of the *Act*.

Delegation of Staffing Authority

Department/ Organization	Nature of Authority Delegated
Canada Information Office	<ul style="list-style-type: none"> ■ New Staffing Delegation and Accountability Agreement and authority to hire in certain circumstances any person for a short-term period (90 calendar days) for all non-executive positions, pursuant to the <i>Public Service Employment Act</i>, 1996-07-09.
Canadian Radio-television and Telecommunications Commission	<ul style="list-style-type: none"> ■ Authority to hire in certain circumstances any person for a short-term period (90 calendar days) for all levels in the CR, ST, AS, PM, CS, IS, CO, PE and FI groups, pursuant to the <i>Public Service Employment Act</i>, 1996-04-30.
Correctional Service Canada	<ul style="list-style-type: none"> ■ Authority to recruit for positions in the GL, GS and HP groups in the Ontario region, 1996-05-28.
Foreign Affairs and International Trade	<ul style="list-style-type: none"> ■ Authority to hire in certain circumstances any person for a short-term period (90 calendar days) pursuant to the <i>Public Service Employment Act</i>, in non-rotational positions in the CR group and ST-SCY sub-group, extended throughout the department, revised 1996-09-20.
Indian and Northern Affairs Canada	<ul style="list-style-type: none"> ■ Authority to include the staffing of Executive Group positions under the Aboriginal Employment Program, revised 1997-03-05. ■ Authority to recruit aboriginal peoples was broadened from strictly student hiring to full authority for some regions, and partnership agreements with the PSC in others, for all non-executive positions staffed under the Aboriginal Employment Program, pursuant to the <i>Public Service Employment Act</i>, revised 1997-03-05.
Justice Canada	<ul style="list-style-type: none"> ■ New Staffing Delegation and Accountability Agreement, 1996-09-09.
National Defence	<ul style="list-style-type: none"> ■ Authority to promote without competition employees from HR-03 to HR-04 (Historical Research group), DS-02 to DS-07 (Defence Scientific Service group) and UT-01 to UT-04 (University Teaching group) pursuant to paragraph 4(2)c) of the <i>Public Service Employment Regulations</i>, 1996-07-08.
Natural Resources Canada	<ul style="list-style-type: none"> ■ Authority to hire in certain circumstances any person for a short-term period (90 calendar days) pursuant to the <i>Public Service Employment Act</i> extended throughout the department, revised 1996-07-05.

Delegation of Staffing Authority

Department/ Organization	Nature of Authority Delegated
Office of the Chief Electoral Officer	<ul style="list-style-type: none"> ■ Authority to hire in certain circumstances any person for a short-term period (90 calendar days) pursuant to the <i>Public Service Employment Act</i> was granted on an indefinite basis and expanded to include all non-executive positions, revised 1997-02-06.
Office of the Information Commissioner	<ul style="list-style-type: none"> ■ New Staffing Delegation and Accountability Agreement, 1996-06-13.
Office of the Privacy Commissioner	<ul style="list-style-type: none"> ■ New Staffing Delegation and Accountability Agreement, 1996-06-13.
Revenue Canada	<ul style="list-style-type: none"> ■ Additional authority to hire for special projects any person in all Taxation Centres for a short-term period (90 calendar days) pursuant to the <i>Public Service Employment Act</i>, 1996-05-31 and expanded authority to include additional positions in the Annual Tax Return Program at the Sudbury Taxation Centre, revised 1996-10-04. ■ Additional authority to recruit term employees for special projects carried out in the Taxation centres pursuant to the <i>Public Service Employment Act</i>, revised 1996-05-31. ■ Authority to promote in the Information Technology Branch without competition Computer Systems Administrators from CS-01 to CS-02 within an Occupational Training Program for candidates recruited from recognized Canadian community colleges, pursuant to paragraph 4(2)a) of the <i>Public Service Employment Regulations</i>, 1996-05-14.
Statistics Canada	<ul style="list-style-type: none"> ■ Authority to hire in certain circumstances any person for a short-term period (90 calendar days) pursuant to the <i>Public Service Employment Act</i> expanded to include all non-executive positions in the National Capital Region Headquarters, revised 1996-06-10. ■ Authority to recruit and promote without competition in the Methodology Branch MA-01 to MA-02, MA-02 to MA-03 and MA-04 to MA-05 within an Occupational Training Program, pursuant to paragraph 4(2)a) of the <i>Public Service Employment Regulations</i>, 1996-10-01.

Exclusion Approval Orders

Section 41 of the *Public Service Employment Act* authorizes the Commission to exclude from the application of the *Act* (or some of its provisions) any position, individual or class of positions or individuals, in any case where it is of the opinion that such application would be neither practicable nor in the best interests of the Public Service. Any such decision, or its revocation, must be approved by the Governor in Council.

Subsection 37(1) of the *Act* authorizes the Governor in Council, on the recommendation of the Commission, to make regulations prescribing how positions or persons excluded under section 41 are to be dealt with.

Exclusion Approval Orders, judiciously used, provide essential flexibility to meet personnel management needs and government objectives. The Commission conducts ongoing monitoring activities to ensure that Exclusion Approval Orders are properly applied.

During the period from April 1, 1996 to March 31, 1997 the Commission approved the following Exclusion Approval Orders.

Exclusion Approval Order for certain persons and certain positions (Air Traffic Control Group) 1991, amendment

P.C. 1996-634, April 30, 1996 – SI/96-37

The purpose of these amendments to the Exclusion Order was to extend the use of the Order, which expired on April 30, 1996, until Air Traffic Services of Transport Canada were privatized and came under the Nav Canada Corporation. This Exclusion Order had been approved in 1991 to allow, in certain circumstances, the use of seniority for the appointment of Air Traffic Controllers.

Public Service Official Languages Exclusion Approval Order, amendment

P.C. 1996-802, May 28, 1996 – SI/96-48

The amendments to the Exclusion Approval Order make possible the simplification of rules regarding access to language training and the standardization at two years of the exemption period during which an employee can hold a bilingual position without meeting its language requirements, thus enabling him or her to undertake language training. Demonstration of potential for learning the second language and agreement to undertake language training are now the two conditions for access to language training, which makes possible the deletion of individual historical language training records required by the previous rules regarding access to language training. Two other technical amendments have been made to the Order.

Canada Information Office Exclusion Approval Order

P.C. 1996-1243, August 7, 1996 – SI/96-76

The Government of Canada has established a new department, known as the Canada Information Office, represented by the Minister of Canadian Heritage. The mission of the Canada Information Office is to promote Canadian identity by increasing the understanding of the values shared by Canadians and also to provide Canadians with information about the Canadian federation so as to make them understand how it is changing in response to the demands and priorities of its citizens. To achieve its mission, the Office requires considerable flexibility with regard to the acquisition and deployment of its human resources.

This Order facilitates appointments that do not constitute either a promotion or an initial appointment pursuant to the *PSEA* and acting appointments of persons to positions in the Office by:

- a) excluding persons from the operation of subsections of 21(1) and (1.1) of the *PSEA* relating to appeals; and
- b) by excluding the positions from the operation of section 10 of the *PSEA* respecting appointment based on merit, from the operation of subsections 29(3), 30(1) and (2), and 39(3) and (4) of that *Act* respecting leave of absence, lay-off, and ministers' staff priorities for appointment and from any regulations made under paragraph 35(2)(a) of the same *Act* also respecting priorities for appointment.

Management Trainee Program Exclusion Approval Order

P.C. 1996-1843, December 5, 1996 – SOR/96-528

This Order is intended to facilitate the initial appointment of persons to positions in the MM group within the Management Trainee Program. The Order excludes appointments made to positions at MM-01 level from the provisions of the *PSEA* respecting merit, appeals, as well as statutory and regulatory priorities. A first such Order was approved in 1991 for five years. In the wake of a recent evaluation of the program and various consultations with the major stakeholders, Treasury Board extended and amended the program. As a result of some of these amendments, and the coming into force of the *Public Service Reform Act* in 1993, it became necessary to update the current Exclusion Approval Order. The present Order was approved December 5, 1996 for an indeterminate period.

Appointment of Women to certain positions in the Correctional Service of Canada Exclusion Approval Order

P.C. 1996-1945, December 19, 1996 – SI/97-2

Following the Report of the Commission of Inquiry into certain events at the Prison for Women in Kingston in 1994, the Solicitor General of Canada agreed to implement some recommendations of the Report. Among the recommendations accepted, besides the appointment of a Deputy Commissioner, Women, it was agreed that, as a pilot project, one institution for federally sentenced women would have only female front-line workers. New regional women's correctional facilities have been built to replace the Prison for Women in Kingston. The Edmonton Institution for Women has been chosen for the pilot project.

This Order facilitates the appointment of women in the Edmonton Institution for Women by excluding the positions to which these women will be appointed from subsection 12(3) of the *PSEA* insofar as that subsection prohibits discrimination in the selection by reason of sex. The Order will expire on June 30, 2000.

Persons and Positions Exclusion Approval Order (Persons Employed Five Years or More) No. 38

P.C. 1996-1946, December 19, 1996 – SI/97-3

Although the Treasury Board Policy on Long-term Specified Period Employment (five-year "rollover policy") was suspended on June 1, 1995, all term employees who met the five-year term requirement on that date are covered under the policy. The Department of Agriculture and Agri-food has submitted the names of three term employees who are admissible.

This Order facilitates the appointment for an indeterminate period of these three term employees who have been employed in the Public Service for five years or more. This Order removes the right of appeal against these appointments. It also suspends the operation of the *PSEA* that gives preference to persons whose names are placed on eligibility lists or to persons with statutory and regulatory priority status.

Appointment of certain employees of the Canada Communication Group to the Department of Public Works and Government Services Exclusion Approval Order

P.C. 1997-110, January 28, 1997 – SI/97-22

In relation with the privatization of the Canada Communication Group (CCG), it was agreed that those employees whose duties were not directly related to its mandate of printing, publishing and related activities would be transferred to Public Works and Government Services Canada (PWGSC). Thus, CCG identified 69 employees to be appointed to PWGSC.

This Order, therefore, facilitates the appointment of these employees by approving the exclusion of persons:

- a) from the operation of subsection 21(1) of the *PSEA* concerning appeals as it relates to these appointments; and
- b) by approving the exclusion of the positions to which these employees will be appointed from the operation of section 10 of that *Act* respecting appointment based on merit, from the operation of subsections 29(3), 30(1) and (2), and 39(3) and (4) of the same *Act* respecting leave of absence, lay-off, and ministers' staff priorities for appointment and from any regulations made under paragraph

35(2)(a) of the same *Act* also respecting priorities for appointment namely that for employees declared surplus.

Appointment of certain provincial employees to the Department of National Revenue Exclusion Approval Order

P.C. 1997-111, January 28, 1997 – SI/97-23

On April 23, 1996, a Memorandum of Understanding was concluded between the federal government and the provinces of New Brunswick, Nova Scotia and Newfoundland concerning the harmonization of their respective sales taxes. It was agreed that up to 210 provincial employees (70 per province) affected by the harmonization initiative might be transferred to Revenue Canada over the next four years. Since the hiring of provincial employees is part of the agreement between the federal government and the provinces, the only possible option to facilitate their appointment to Revenue Canada was to proceed with an exclusion approval order that limits access to the targeted positions to these provincial employees.

This Order excludes the positions to which these provincial employees will be appointed over the next four years from the operation of sections 10 and 28 of the *PSEA* respecting appointment based on merit and probation, from the operation of subsections 29(3), 30(1) and (2), and 39(3) and (4) of that *Act* respecting leave of absence, lay-off, and ministers' staff priorities for appointment and from any regulations made under paragraph 35(2)(a) of the same *Act* also respecting priorities for appointment, namely that for employees declared surplus. The Order will expire on September 30, 2001.

Personal Exemptions

From April 1, 1996 to March 31, 1997, in addition to the general exclusions, 20 persons were excluded from the application of the *Public Service Employment Act* when appointed to Public Service positions for a period specified in exclusion approval orders, or to hold office "during pleasure"; that is, the appointment may be revoked at any time by the Governor in Council.

Order in Council Number	Duration	Name	Title
P.C. 1996-901 1996.06.19	during pleasure effective June 21, 1996	Nancy Stableforth	Deputy Commissioner of Corrections
P.C. 1996-903 1996.06.19	during pleasure effective June 21, 1996	John R. Edwards	Special Advisor to the Secretary of the Treasury Board
P.C. 1996-1057 1996.06.28	during pleasure effective July 2, 1996	Jean-Jacques Noreau	Special Advisor to the Minister of Employment and Immigration (Human Resources Development)
P.C. 1996-1073 1996.07.09	during pleasure effective July 9, 1996	Robert J. Collet	Executive Director of the Canada Information Office
P.C. 1996-1173 1996.08.06	during pleasure effective August 12, 1996	Ronald L. Bilodeau	Associate Secretary to the Cabinet and Deputy Clerk of the Privy Council
P.C. 1996-1175 1996.08.06	during pleasure effective August 12, 1996	George R. M. Anderson	Deputy Minister (Intergovernmental Affairs), Privy Council Office
P.C. 1996-1177 1996.08.06	during pleasure effective August 12, 1996	J. Michael Horgan	Deputy Secretary to the Cabinet (Intergovernmental Policy)
P.C. 1996-1180 1996.08.06	during pleasure effective August 15, 1996	Morris Rosenberg	Deputy Secretary to the Cabinet (Operations)
P.C. 1996-1295 1996.08.20	during pleasure effective October 7, 1996	Margaret Bloodworth	Deputy Minister of Transport Associate

Personal Exemptions

Order in Council Number	Duration	Name	Title
P.C. 1996-1297 1996.08.20	during pleasure effective October 7, 1996	Mario Dion	Deputy Clerk of the Privy Council and Counsel
P.C. 1996-1299 1996.08.20	during pleasure effective Sept. 3, 1996	Ian E. Bennett	Associate Deputy Minister of Finance
P.C. 1996-1301 1996.08.20	during pleasure effective Sept. 3, 1996	Shirley Serafini	Associate Deputy Minister of Industry
P.C. 1996-1304 1996.08.20	during pleasure effective Sept. 3, 1996	Marc P. Lafrenière	Associate Deputy Minister of Citizenship and Immigration
P.C. 1996-1306 1996.08.20	during pleasure effective Sept. 3, 1996	Alan Nymark	Associate Deputy Minister of Health
P.C. 1996-1345 1996.08.27	during pleasure effective August 27, 1996	Wayne G. Wouters	Deputy Secretary to the Cabinet (Plans and Consultation)
P.C. 1996-1728 1996.11.12	during pleasure effective Nov. 12, 1996	Michel A. Dorais	Deputy Secretary to the Cabinet (Intergovernmental Operations)
P.C. 1996-1902 1996.12.12	during pleasure effective February 3, 1997	Garry Wouters	Deputy Minister of Indian Affairs and Associate Northern Development
P.C. 1997-269 1997.02.24	during pleasure effective Feb. 24, 1997	Arthur Olson	Special Advisor to the Minister of Agriculture and Agri-Food, and President Designate of the Canadian Food Inspection Agency
P.C. 1997-271 1997.02.24	during pleasure effective Feb. 24, 1997	Ronald Doering	Special Advisor to the Minister of Agriculture and Agri-Food, and Executive Vice-president Designate of the Canadian Food Inspection Agency
P.C. 1997-348 1997.03.17	during pleasure effective April 14, 1997	Oryssia J. Lennie	Associate Deputy Minister, Western Economic Diversification

The Professional Public Service: Further Reflections

As part of its 1996-97 transactions and affairs, the Commission held its first Annual Fall Learning Series. This forum provided the Commission an opportunity to stimulate further thinking and discussion on the essence of the professional Public Service begun in last year's Annual Report. This chapter continues the dialogue and is intended to deepen the understanding of the impact of public sector reform on the professional Public Service and some of the related issues that emerge as the reform unfolds.

As the institution traditionally responsible for ensuring the application of the merit principle, for the non-partisanship and representativeness of the Public Service, the Public Service Commission remains attentive to these matters. However, it is mindful that the responsibility for preserving the essence of a professional Public Service is shared with many who are unified in the desire to uphold the traditional values that help define the Canadian Public Service. Parliament, the government through the Treasury Board as employer, and the Clerk of the Privy Council as Head of the Public Service have important roles in demanding, expecting and enabling these values to permeate the Public Service of Canada.

Understanding Public Sector Reform

The pace of public sector reform in Canada continues to accelerate. Governments are learning to manage their operations through new structures and new arrangements with the private and voluntary sectors and with different levels of government. At the federal level, new organizational arrangements have been put in place for some activities such as air navigation and food inspection. A government/private sector partnership led to the completion of the fixed link to Prince Edward Island. Labour market agreements with certain provinces open

another whole area of collaboration and cooperation. Managing interdependence between levels of government, and between the private and public sectors, is becoming a watchword for the future in the public sector.

As public sector reform continues to evolve, the examination of fundamental issues underlying Public Service reform is also taking shape. The Commission's learnings include some important insights expressed by leading thinkers around the world:

- As General Rapporteur for the Third International Conference of Administrative Sciences on "New Challenges for Public Administration in the 21st Century", Derry Ormond (Head of the Public Management Service of the Organization for Economic Co-operation and Development (OECD)) expressed the view that creating a capacity to renew public institutions in a timely way is an important challenge, directly connected to economic performance, and one that requires continuing political, in addition to administrative, attention. He also underscored the importance of ensuring a supporting ethics infrastructure as part of the renewal of public institutions. Finally, he said that the choice made by individual societies as to which institutions and processes will be used to safeguard the long-term public interest represents the most fundamental question facing them today.
- Peter Hennessey, renowned British professor, former public servant and author, in his book, *The Hidden Wiring: Unearthing the British Constitution*, and in his recent John L. Manion Lecture at the Canadian Centre for Management Development, underscores the continued need for excellence and "truthfulness to power" to be and be seen to be fundamental public service values.
- The Commonwealth Secretariat in its review of the role of (public) service commissions drew attention first to the balance that must be struck between the

role of independent service commissions in safeguarding fundamental principles, and the managerial role of central government and departmental human resource branches in connecting government decisions with action, and second, to the need for an institutional expression of this balance, which helps define an appropriate governance system.

Here in Canada, the Task Force on "*Values and Ethics in the Public Service*" led by John Tait, former Deputy Minister of Justice, provided a basis for broad discussions of public sector values inside and outside the federal Public Service. It disentangled such notions as accountability, responsibility and answerability in a helpful way. It also shed light on some important concepts that will assist any future examination of the scope and characteristics of the professional Public Service – for example, by speaking about the "critical mass" needed to preserve and foster fundamental values, and about the supporting need for increased mobility between organizations.

The Clerk of the Privy Council, speaking as Head of the Public Service, has increasingly underscored the relationship between good government and a healthy public sector, and good economic performance. She points to the need for strong and vibrant private and public sectors for a well-functioning society, and to the importance of work that is done "in the public interest".

Advancing the Dialogue

Last fall the Public Service Commission launched the first of its Annual Fall Learning Series. With a select group of senior public servants, academics and other outside experts, the Commissioners explored some of the challenges facing the professional Public Service. Examples of topics covered in the series included:

- the values essential to maintaining a professional Public Service

- the history of public service and of Civil Service Commissions
- perspectives on the relationship between political and bureaucratic levels of government
- academic perspectives on the New Public Management

One of the most significant learnings for participants in the Series was the re-affirmation of the importance of the professional Public Service as a cornerstone of Canada's governance system. As well, there was a desire for greater reflection on "the public interest", a concept intrinsically linked to the essence of the professional Public Service.

What is the Professional Public Service?

The professional Public Service evolved in Europe from the courtiers who served royalty, and later from the practice of granting offices to individuals as a form of property. It was eventually recognized that these offices constituted a public trust, and that patronage was an inappropriate basis for the conduct of government business. It was also accepted over time that a better resolution of public issues could be achieved through the application of experience and considered thought, as opposed to mere opinion. It was therefore decided that a permanent body was needed, sufficiently independent to be willing to offer advice to elected officials, and sufficiently competent for that advice to be influential. This combination of competence, independence and permanence is what is referred to when the professionalism of the Public Service is under discussion.

Behind this concept of a professional Public Service lies a recognition that the public interest is best served by a neutral and competent public service. Westminster systems of government, such as Canada, retain a public service that is subordinate to elected officials, but that is encouraged to give objective advice to elected officials without fear of reprisal. Recognizing that such a tradition would have difficulty surviving in a subordinate public service without the protection of certain

fundamental principles, Westminster systems established a Civil Service Commission (a Public Service Commission in Canada), independent of the government of the day, to provide that protection.

Some fundamental principles on which the professionalism of the Public Service rests, and the rationale that supports them, are as follows:

- **merit** as the basis for appointment of public servants – so that competent persons serve the public interest and are not indebted to anyone for their appointments
- **non-partisanship** among public servants – so that their advice to government will be more readily perceived as objective, and so that political change in government will be less likely to disrupt continuity of expertise
- **anonymity** of public servants in carrying out their assigned responsibilities – so they will not become identified with specific political initiatives, and so that the power of ministers to make decisions will in no way be eroded in the public view
- **a career public service** – so that public servants will be willing to offer advice they believe is in the public interest, without regard for the impact it might otherwise have on their individual careers

While these fundamental principles remain as essential to the professional public service of tomorrow as that of yesterday and today, their meaning has found new expression. As the Public Service of Canada prepares itself for the 21st century, these same principles, constituting the cornerstones of a modern professional public service, manifest themselves as:

- **competence:** ability to meet the evolving needs of a sophisticated government system in a complex economy and environment
- **objectivity:** ability to give honest, frank advice at all levels without fear of recrimination

- **representativeness:** reflecting the values, experiences and aspirations of Canadians in all their diversity
- **stability:** capability of taking a long-term view of the public interest and conserving its accumulated knowledge and abilities for future generations

Next Steps

Public sector reform is transforming Canada's governance institutions and processes, including the Public Service of Canada. Experience to date shows that merit, non-partisanship and representativeness remain vital, as institutions and processes of government evolve. Also, experience may now be bringing greater clarity in the case of some of the questions about institutional roles that these changes raise. But the search for further understanding remains essential if Canada is to optimize the benefits of institutional reform.

As the understanding of public sector reform becomes more clear, it raises the need to reflect on the concept of "the public interest". For instance, how is it currently understood? Have changing public expectations with respect to the services provided by government and the methods for their delivery affected the concept of "the public interest"? Does the public interest in the maintenance of key values extend equally to all who carry out work in the public sector, regardless of organizational form? Are there new and innovative ways of protecting the public interest?

The challenge for the future is to sustain the vibrant, committed, high quality Public Service that practices excellence and truthfulness that is so important to the well-being of Canada and Canadians. The Public Service Commission will continue to explore these questions with other government agencies concerned with the professional Public Service. Further, the Commission remains committed to on-going collaboration to achieve a Public Service deeply committed to its traditional values while striving to achieve the goals of innovation and effectiveness demanded by the people of Canada.

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Technical Notes

This section gives detailed statistical information on appointments under the *Public Service Employment Act*, on priority administration and on the PSC's training activities.

Appointment Data

The Public Service Commission continued to renew the operational and information systems supporting its staffing responsibilities. Appointment data were matched and merged with various other data sources not only to validate what was reported, but also to detect under-reporting and to generate, where possible, data elements that were missing. In 1996-97, the PSC put in place a new set of edits to identify the under-reporting of appointments to the Public Service. These edit procedures were used to help estimate the level of specified period and casual recruitment reported in Table A. The following topics outline and clarify how the tables in this report integrate information from the best sources possible in order to give an accurate representation of staffing activities in the Public Service.

Unknowns

Unknowns refer to appointments for which relevant information could not be determined.

Type of appointment

In 1996-97, missing information on three appointments prevented assignment to a type. These appointments are included in the total.

Specified period appointments

To accommodate new legislative provisions implemented on June 1, 1993, the PSC introduced new procedures whereby departments were to report all

specified period appointments, irrespective of length. Previously, departments were required to report only specified period appointments of six months or more. This change combined with extensive government restructuring seems to have resulted in a substantial under-reporting of specified period appointments to the Commission. Based on the pay system of Public Works and Government Services Canada, the PSC estimates that 40 316 new specified period appointments were made in 1996-97; by comparison 31 653 new specified period appointments were reported on departmental appointment reports. These latter figures include both Cooperative Education Program (COOP) and Federal Student Work Experience Program (FSWEP), as well as regular specified period hires.

Casual employment

An increased number of departments were authorized to hire casual employees in 1996-97. Based on the pay system of Public Works and Government Services Canada, the PSC estimates 32 113 new casuals appointments were made in 1996-97; by comparison 28 564 new casuals appointments were reported on departmental appointment reports. Casual appointments are not included in the tables, but have been reported in the text.

Occupational category

Not all appointments are made to standard Public Service occupational classifications (Table 2). Standard occupational classifications are not applicable, for example, to COOP and FSWEP appointments and to appointments made by departments where Treasury Board is not the employer.

Geographic area

Data on geographic area (Tables 3 and 10) were obtained by matching appointment data obtained from departments with the Public Works and Government Services Canada Pay System. For 1 077 appointments, geographic area could not be determined.

Department

Departments listed in Table 4 reflect the departmental organization at the end of 1996-97. Only departments having 25 or more appointments in 1996-97 are listed separately in Table 4. Departments reporting less than 25 appointments are grouped under other departments. It should be noted that the Passport Office has been reported separately even though it is part of the Department of Foreign Affairs and International Trade according to the *Financial Administration Act*. The reason for this is that Passport Office has a separate delegation agreement for staffing with the Public Service Commission.

First Official Language

Data on First Official Language (FOL) in Tables 7 and 8 were obtained by matching appointment data received from departments with the Public Works and Government Services Canada Pay System. For 1 067 appointments, FOL could not be determined in the 1996-97 tables.

Employment Equity Data

Data on women in Table 6 were obtained by matching appointment data received from departments with the Public Works and Government Services Canada Pay System. For 958 appointments, the gender of the appointee could not be determined in the 1996-97 tables. Data on members of a visible minority, persons with disabilities and aboriginal persons were obtained by matching appointment data with the Treasury Board Secretariat's Employment Equity Data Bank. This database is based on voluntary self-identification by the employee and therefore may not represent the complete population of minority group members. Departments are not required to report self-identification information for specified period appointments of less than three months.

Priority Data

The data on priorities in Table 11 were obtained from the Public Service Commission's Priority Administration System (PAS). This table excludes information for employees who either resigned or retired on the date on which their surplus period commenced. In these cases, there was no entitlement to a priority. PAS is the operational inventory the Commission uses to refer employees with statutory and regulatory priorities to suitable vacancies within departments. The inventory is made up of employees identified by departments as surplus, as well as other individuals entitled to statutory and regulatory priorities.

1 Appointment type and appointment tenure

Number and percentage of appointments, by appointment tenure and type of appointment, April 1, 1996 to March 31, 1997

Appointment tenure	Appointments <i>within</i> the Public Service										Total	
	Appointments to the Public Service		Promotions		Lateral or downward transfers		Re-appointments of terms		Acting appointments ^a			
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Indeterminate	1 027	3.1	9 363	78.1	4 686	52.4	0	0.0	12 209	81.1	27 287	24.6
Specified period ^b	31 653	96.9	2 620	21.9	4 249	47.6	42 393	100.0	2 843	18.9	83 759	75.4
Total	32 680	100.0	11 983	100.0	8 935	100.0	42 393	100.0	15 052	100.0	111 046	100.0

^a Excludes acting appointments of four months or less.

^b See technical notes on specified period appointments.

2 Appointment type and occupational category

Number and percentage of appointments, by occupational category and type of appointment, April 1, 1996 to March 31, 1997

Occupational category	Appointments <i>within</i> the Public Service										Total	
	Appointments to the Public Service		Promotions		Lateral or downward transfers		Re-appointments of terms		Acting appointments ^a			
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Executive Group	20	0.1	421	3.5	49	0.5	0	0.0	221	1.5	711	0.6
Scientific and Professional	1 240	3.8	1 483	12.4	540	6.0	1 847	4.4	1 153	7.7	6 266	5.6
Administrative and Foreign Service	1 916	5.9	4 815	40.2	2 352	26.3	4 406	10.4	7 902	52.5	21 391	19.3
Technical	1 182	3.6	888	7.4	471	5.3	1 910	4.5	710	4.7	5 161	4.6
Administrative Support	12 162	37.2	3 389	28.3	4 664	52.2	28 176	66.5	4 095	27.2	52 486	47.3
Operational	2 990	9.1	866	7.2	828	9.3	4 443	10.5	836	5.6	9 963	9.0
Not applicable ^b	13 170	40.3	121	1.0	31	0.3	1 611	3.8	135	0.9	15 068	13.6
Total	32 680	100.0	11 983	100.0	8 935	100.0	42 393	100.0	15 052	100.0	111 046	100.0

^a Excludes acting appointments of four months or less.

^b Refers to appointments for which the standard occupational classifications do not apply.

See technical notes on occupational category.

3 Appointment type and geographic area

Number and percentage of appointments, by geographic area and type of appointment, April 1, 1996 to March 31, 1997

Geographic area	Appointments <i>within</i> the Public Service											
	Appointments to the Public Service		Type of appointment									
	No.	%	Promotions		Lateral or downward transfers		Re-appointments of terms		Acting appointments ^a		Total	
Newfoundland	760	2.3	146	1.2	153	1.7	1 209	2.9	215	1.4	2 483	2.2
Prince Edward Island	376	1.2	170	1.4	115	1.3	580	1.4	418	2.8	1 659	1.5
Nova Scotia	1 236	3.8	645	5.4	296	3.3	1 263	3.0	521	3.5	3 961	3.6
New Brunswick	857	2.6	333	2.8	317	3.5	1 175	2.8	431	2.9	3 113	2.8
Quebec (except NCR)	6 686	20.5	1 501	12.5	2 111	23.6	9 398	22.2	2 392	15.9	22 089	19.9
National Capital Region (NCR)	8 330	25.5	4 689	39.1	2 239	25.1	9 506	22.4	5 841	38.8	30 607	27.6
Ontario (except NCR)	4 967	15.2	1 653	13.8	1 143	12.8	6 792	16.0	2 065	13.7	16 620	15.0
Manitoba	2 399	7.3	394	3.3	684	7.7	4 771	11.3	507	3.4	8 755	7.9
Saskatchewan	516	1.6	315	2.6	199	2.2	639	1.5	392	2.6	2 061	1.9
Alberta	1 920	5.9	765	6.4	617	6.9	1 964	4.6	727	4.8	5 993	5.4
British Columbia	3 397	10.4	1 238	10.3	960	10.7	4 818	11.4	1 471	9.8	11 884	10.7
Yukon	181	0.6	46	0.4	36	0.4	78	0.2	24	0.2	365	0.3
Northwest Territories	125	0.4	36	0.3	36	0.4	81	0.2	37	0.2	315	0.3
Outside Canada	7	0.0	41	0.3	5	0.1	0	0.0	11	0.1	64	0.1
Unknowns	923	2.8	11	0.1	24	0.3	119	0.3	0	0.0	1 077	1.0
Total	32 680	100.0	11 983	100.0	8 935	100.0	42 393	100.0	15 052	100.0	111 046	100.0

^a Excludes acting appointments of four months or less.

4 Appointment type and department

Number and percentage of appointments, by department and type of appointment,
April 1, 1996 to March 31, 1997

Department	Appointments <i>within</i> the Public Service											
	Type of appointment											
	Appointments to the Public Service		Promotions		Lateral or downward transfers		Re-appointments of terms		Acting appointments ^a		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Agriculture and Agri-Food Canada	1 133	3.5	463	3.9	290	3.2	1 488	3.5	456	3.0	3 830	3.4
Atlantic Canada												
Opportunities Agency	65	0.2	30	0.3	19	0.2	47	0.1	32	0.2	193	0.2
Canada Communication Group	30	0.1	58	0.5	11	0.1	51	0.1	83	0.6	233	0.2
Canadian Centre for Management Development	7	0.0	4	0.0	6	0.1	18	0.0	4	0.0	39	0.0
Canadian Environmental Assessment Agency	9	0.0	2	0.0	5	0.1	3	0.0	9	0.1	28	0.0
Canadian Grain Commission	182	0.6	60	0.5	51	0.6	230	0.5	28	0.2	551	0.5
Canadian Heritage	2 308	7.1	317	2.6	223	2.5	1 172	2.8	456	3.0	4 476	4.0
Canadian Human Rights Commission	54	0.2	28	0.2	13	0.1	56	0.1	20	0.1	171	0.2
Canadian International Development Agency	118	0.4	62	0.5	11	0.1	61	0.1	143	1.0	395	0.4
Canadian International Trade Tribunal	11	0.0	7	0.1	1	0.0	15	0.0	7	0.0	42	0.0
Canadian Radio-television and Telecommunications Commission	35	0.1	36	0.3	19	0.2	33	0.1	37	0.2	160	0.1
Canadian Space Agency	165	0.5	24	0.2	6	0.1	55	0.1	33	0.2	283	0.3
Canadian Transportation Accident Investigation and Safety Board	22	0.1	16	0.1	5	0.1	9	0.0	8	0.1	60	0.1
Citizenship and Immigration Canada	383	1.2	384	3.2	470	5.3	914	2.2	323	2.1	2 474	2.2
Correctional Service Canada	930	2.8	399	3.3	343	3.8	1 123	2.6	648	4.3	3 443	3.1
Environment Canada	763	2.3	279	2.3	149	1.7	297	0.7	250	1.7	1 738	1.6
Federal Court of Canada	95	0.3	39	0.3	20	0.2	60	0.1	14	0.1	228	0.2
Federal Office of Regional Development (Quebec)	58	0.2	32	0.3	11	0.1	15	0.0	23	0.2	139	0.1
Finance Canada	73	0.2	127	1.1	24	0.3	27	0.1	17	0.1	268	0.2
Fisheries and Oceans	552	1.7	133	1.1	84	0.9	511	1.2	194	1.3	1 474	1.3
Foreign Affairs and International Trade	244	0.7	229	1.9	60	0.7	461	1.1	89	0.6	1 083	1.0
Health Canada	1 166	3.6	441	3.7	290	3.2	1 310	3.1	460	3.1	3 667	3.3
Human Resources Development Canada	3 301	10.1	2 024	16.9	1 600	17.9	9 324	22.0	3 117	20.7	19 366	17.4
Immigration and Refugee Board	95	0.3	38	0.3	59	0.7	237	0.6	388	2.6	818	0.7
Indian and Northern Affairs Canada	428	1.3	183	1.5	79	0.9	213	0.5	226	1.5	1 129	1.0
Indian Oil and Gas Canada	7	0.0	8	0.1	2	0.0	6	0.0	7	0.0	30	0.0
Industry Canada	503	1.5	179	1.5	86	1.0	82	0.2	83	0.6	933	0.8
Justice Canada	254	0.8	227	1.9	106	1.2	491	1.2	132	0.9	1 211	1.1
National Archives of Canada	79	0.2	74	0.6	15	0.2	87	0.2	52	0.3	307	0.3
National Defence (Public Service employees)	2 537	7.8	1 109	9.3	808	9.0	3 465	8.2	737	4.9	8 656	7.8

Table 4 (continued)

Department	Appointments <i>within</i> the Public Service													
	Appointments to the Public Service		Type of appointment										Total	
			Promotions		Lateral or downward transfers		Re-appointments of terms		Acting appointments ^a					
No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	
National Energy Board	48	0.1	27	0.2	12	0.1	25	0.1	27	0.2	139	0.1		
National Library of Canada	52	0.2	15	0.1	12	0.1	22	0.1	24	0.2	125	0.1		
National Parole Board	11	0.0	28	0.2	6	0.1	42	0.1	39	0.3	126	0.1		
National Transportation Agency	21	0.1	21	0.2	33	0.4	24	0.1	102	0.7	201	0.2		
Natural Resources Canada	1 062	3.2	281	2.3	119	1.3	534	1.3	158	1.0	2 154	1.9		
Office of the Chief Electoral Officer	53	0.2	15	0.1	6	0.1	199	0.5	31	0.2	304	0.3		
Office of the Commissioner of Official Languages	11	0.0	12	0.1	4	0.0	18	0.0	11	0.1	56	0.1		
Office of the Governor General's Secretary	41	0.1	15	0.1	0	0.0	14	0.0	13	0.1	83	0.1		
Office of the Superintendent of Financial Institutions Canada	23	0.1	26	0.2	6	0.1	6	0.0	16	0.1	77	0.1		
Offices of the Information and Privacy Commissioners	3	0.0	12	0.1	7	0.1	7	0.0	19	0.1	48	0.0		
Passport Office	66	0.2	138	1.2	25	0.3	174	0.4	50	0.3	453	0.4		
Privy Council Office	94	0.3	86	0.7	40	0.4	156	0.4	57	0.4	433	0.4		
Public Service Commission of Canada	148	0.5	100	0.8	58	0.6	133	0.3	52	0.3	491	0.4		
Public Works and Government Services Canada	1 020	3.1	413	3.4	246	2.8	1 077	2.5	727	4.8	3 483	3.1		
Revenue Canada	11 483	35.1	2 152	18.0	2 770	31.0	15 764	37.2	4 376	29.1	36 545	32.9		
Royal Canadian Mounted Police (Public Service employees)	202	0.6	195	1.6	125	1.4	230	0.5	140	0.9	892	0.8		
Solicitor General Canada	58	0.2	31	0.3	16	0.2	22	0.1	8	0.1	135	0.1		
Statistics Canada	1 279	3.9	549	4.6	139	1.6	966	2.3	269	1.8	3 202	2.9		
Status of Women Canada	15	0.0	9	0.1	5	0.1	18	0.0	4	0.0	51	0.0		
Supreme Court of Canada	48	0.1	15	0.1	5	0.1	41	0.1	10	0.1	119	0.1		
Transport Canada	986	3.0	423	3.5	272	3.0	641	1.5	531	3.5	2 853	2.6		
Treasury Board of Canada, Secretariat	80	0.2	48	0.4	8	0.1	41	0.1	55	0.4	232	0.2		
Veterans Affairs Canada	212	0.6	329	2.7	148	1.7	320	0.8	234	1.6	1 243	1.1		
Western Economic Diversification Canada	39	0.1	8	0.1	2	0.0	36	0.1	9	0.1	94	0.1		
Other departments ^b	18	0.1	23	0.2	5	0.1	22	0.1	14	0.1	82	0.1		
Total	32 680	100.0	11 983	100.0	8 935	100.0	4 2393	100.0	15 052	100.0	111 046	100.0		

^a Excludes acting appointments of four months or less.^b Refers to those departments reporting less than 25 appointments in 1996-97.

5 Appointment type and appointment process

Number and percentage of appointments, by appointment process and type of appointment, April 1, 1996 to March 31, 1997

Appointment process	Appointments <i>within</i> the Public Service											
	Appointments to the Public Service		Type of appointment									
	No.	%	Promotions		Lateral or downward transfers		Re-appointments of terms		Acting appointments ^a		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Open competition	27 677	84.7	1 129	9.4	2 294	25.7	0	0.0	0	0.0	31 101	28.0
Closed competition	3 518	10.8	5 361	44.7	2 164	24.2	0	0.0	0	0.0	11 045	9.9
Without competition												
• Standard of competence	0	0.0	4 117	34.4	134	1.5	0	0.0	0	0.0	4 251	3.8
• Other relative merit processes	546	1.7	973	8.1	2 783	31.1	42 393	100.0	0	0.0	46 695	42.1
Acting	0	0.0	0	0.0	0	0.0	0	0.0	15 052	100.0	15 052	13.6
Other ^b	939	2.9	403	3.4	1 560	17.5	0	0.0	0	0.0	2 902	2.6
Total	32 680	100.0	11 983	100.0	8 935	100.0	42 393	100.0	15 052	100.0	111 046	100.0

^a Excludes acting appointments of four months or less.

^b Includes the following appointments: Employment Equity Special Measures Programs; priority; corrective actions; and exclusions.

6 Appointment type and employment-equity designated groups

Number and percentage of appointments, by employment-equity designated group and type of appointment, April 1, 1996 to March 31, 1997

Employment-equity designated group ^b	Appointments <i>within</i> the Public Service											
	Appointments to the Public Service		Type of appointment									
	No.	%	Promotions		Lateral or downward transfers		Re-appointments of terms		Acting appointments ^a		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Women	19 608	61.6	6 765	56.5	5 876	65.9	28 946	68.4	9 377	62.3	70 573	64.1
Members of visible minority groups	728	2.2	578	4.8	349	3.9	1 650	3.9	714	4.7	4 019	3.6
Persons with disabilities	310	0.9	307	2.6	243	2.7	1 007	2.4	425	2.8	2 292	2.1
Aboriginal peoples	550	1.7	346	2.9	261	2.9	1 089	2.6	387	2.6	2 633	2.4
Total	32 680	100.0	11 983	100.0	8 935	100.0	42 393	100.0	15 052	100.0	111 046	100.0

^a Excludes acting appointments of four months or less.

^b See technical notes on Employment Equity data.

7 Appointment type and language groups

Number and percentage of appointments, by language group and type of appointment,
April 1, 1996 to March 31, 1997

Language group ^b	Appointments <i>within</i> the Public Service										Total	
	Appointments to the Public Service		Type of appointment									
	No.	%	Promotions		Lateral or downward transfers		Re-appointments of terms		Acting appointments ^a		No.	%
Francophones	9 923	31.2	3 653	30.5	3 319	37.3	13 967	33.0	5 482	36.4	36 345	33.0
Anglophones	21 850	68.8	8 314	69.5	5 588	62.7	28 317	67.0	9 563	63.6	73 634	67.0
Total	32 680	100.0	11 983	100.0	8 935	100.0	42 393	100.0	15 052	100.0	111 046	100.0

^a Excludes acting appointments of four months or less.

^b See technical notes on First Official Language.

8 Appointment type and official languages

Number and percentage of appointments, by language requirements of position, type of appointment and language group, April 1, 1996 to March 31, 1997

Language requirements of position	Appointments to the Public Service				Total	Appointments within the Public Service ^a				Total	Total				Grand total
	Anglo-phones		Franco-phones			Anglo-phones		Franco-phones			Anglo-phones ^b		Franco-phones ^b		
	No.	%	No.	%		No.	%	No.	%		No.	%	No.	%	
Bilingual imperative	1 272	34.4	2 423	65.6	3 792	4 726	29.0	11 564	71.0	16 316	5 998	30.0	13 988	70.0	20 109
Bilingual non-imperative															
• Met	27	75.0	9	25.0	37	950	41.4	1 342	58.6	2 295	977	42.0	1 351	58.0	2 332
• Must meet	7	87.5	1	12.5	8	217	92.7	17	7.3	234	224	92.6	18	7.4	242
• Not required to meet	2	100.0	0	0.0	2	176	69.8	76	30.2	252	178	70.1	76	29.9	254
English essential	18 307	95.1	940	4.9	19 830	43 460	96.2	1 740	3.8	45 306	61 769	95.8	2 680	4.2	65 138
French essential	106	2.0	5 304	98.0	5 527	156	1.5	10 468	98.5	10 647	262	1.6	15 772	98.4	16 174
English or French essential	2 129	63.1	1 246	36.9	3 484	2 097	63.3	1 214	36.7	3 313	4 226	63.2	2 460	36.8	6 797
Total	21 850	68.8	9 923	31.2	32 680	51 782	66.2	26 421	33.8	78 363	73 634	67.0	36 345	33.0	111 046

^a Excludes acting appointments of four months or less.

^b See technical notes on First Official Language.

9 Appointments and employment status

Number and percentage of appointments, to and within the Public Service, by employment status before and after the appointment, April 1, 1996 to March 31, 1997

Status before appointment	Status after appointment					
	Indeterminate		Specified period		Total	
	No.	%	No.	%	No.	%
Indeterminate	24 285	89.0	0	0.0	24 285	21.9
Specified period	1 939	7.1	52 089	62.2	54 028	48.7
Casual	82	0.3	1 804	2.2	1 886	1.7
Other federal agencies	5	0.0	4	0.0	9	0.0
General public	940	3.4	29 845	35.6	30 785	27.7
Unknowns	36	0.1	17	0.0	53	0.0
Total	27 287	100.0	83 759	100.0	111 046	100.0

Note: – Excludes acting appointments of four months or less.

10 Appointments to the Public Service through external recruitment

Number and percentage of appointments to the Public Service, by geographic area and external recruitment process, April 1, 1996 to March 31, 1997

Geographic area	Post-Secondary Recruitment ^a		Management Trainee		Cooperative Education		Student Summer Employment		Other indeterminate and term ^b		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Newfoundland	0	0.0	0	0.0	80	2.2	225	2.4	455	2.4	760	2.3
Prince Edward Island	0	0.0	0	0.0	16	0.4	184	1.9	176	0.9	376	1.2
Nova Scotia	5	1.4	2	10.5	179	4.9	353	3.7	697	3.6	1 236	3.8
New Brunswick	6	1.7	1	5.3	60	1.7	363	3.8	427	2.2	857	2.6
Quebec (except NCR)	14	3.9	3	15.8	335	9.2	1 729	18.2	4 605	24.0	6 686	20.5
National Capital Region (NCR)	253	71.3	6	31.6	1 849	51.0	2 450	25.8	3 772	19.7	8 330	25.5
Ontario (except NCR)	16	4.5	5	26.3	293	8.1	1 779	18.7	2 874	15.0	4 967	15.2
Manitoba	5	1.4	1	5.3	110	3.0	446	4.7	1 837	9.6	2 399	7.3
Saskatchewan	2	0.6	0	0.0	44	1.2	144	1.5	326	1.7	516	1.6
Alberta	8	2.3	0	0.0	187	5.2	652	6.9	1 073	5.6	1 920	5.9
British Columbia	26	7.3	0	0.0	336	9.3	803	8.5	2 232	11.6	3 397	10.4
Yukon	3	0.8	0	0.0	25	0.7	32	0.3	121	0.6	181	0.6
Northwest Territories	1	0.3	1	5.3	19	0.5	40	0.4	64	0.3	125	0.4
Outside Canada	0	0.0	0	0.0	0	0.0	0	0.0	7	0.0	7	0.0
Unknowns	16	4.5	0	0.0	94	2.6	291	3.1	522	2.7	923	2.8
Total	355	100.0	19	100.0	3 627	100.0	9 491	100.0	19 188	100.0	32 680	100.0

^a Includes appointments under the Accelerated Economist Trainee Program.

^b See technical notes on specified period appointments.

11 Priority Administration

Number of priority persons and number of placements of priority persons, by priority type, April 1, 1996 to March 31, 1997

Priority type	Carry over from March 31, 1996 ^a	New priority persons	Total priority persons	Number of persons placed	Resigned/Retired
Statutory priorities					
• Leave of absence (section 30)	476	135	611	171	34
• Ministers' staff (section 39)	0	3	3	1	0
• Lay-off (section 29)	210	5	215	46	0
Total - Statutory priorities	686	143	829	218	34
Legal priorities					
• Surplus (section 39) ^c	1 429	3 508	4 937	1 867	1 376
• Employees who have become disabled (section 40)	45	31	76	19	0
• Relocation of spouse (section 41)	462	376	838	236	19
• Reinstatement to higher level (section 42)	1 208	651	1 859	127	11
Total - Legal priorities	3 144	4 566	7 710	2 249	1 406
Grand total	3 830	4 709	8 539	2 467	1 440

^a The number of carry over from March 31, 1996 differs from the number of active cases at March 31, 1996 published in the last year's Annual Report due to updates to the employee's information, for example, priority type.

^b The sum of the columns does not equal the number of active priority employees at the end of the period, because in a number of cases, the employee changed their priority type. During the period, 646 surplus priority employees became lay-off priority employees.

^c The active surplus cases at March 31, 1997 include one person in unpaid surplus status. There was only one case of an employee entering unpaid surplus status during the year.

Note: - See technical notes on Priority Data.

12 Developmental training and geographic area

Number of participants taking Public Service Commission developmental training courses, by geographic area and subject area, from April 1, 1996 to March 31, 1997

Geographic area	Subject area												Total
	Auditing	Contract Mgmt.	Financial Mgmt.	Government Policies	Human Resources Mgmt.	Info. Mgmt.	Info. Technology	Mgmt. Training	Materiel Mgmt.	Project Mgmt.	Training for Trainers	Others (Contract Courses)	
Newfoundland	0	0	51	22	6	1	0	27	3	1	1	0	112
Prince Edward Island	2	0	4	6	10	0	0	5	6	3	0	0	36
Nova Scotia	0	0	21	25	49	9	1	23	4	1	5	273	411
New Brunswick	0	1	21	70	25	5	4	13	5	4	0	307	455
Quebec (except NCR)	4	25	185	790	177	45	94	250	13	90	13	610	2 296
National Capital Region (NCR)	5	54	338	1 302	327	104	178	304	36	142	41	2 641	5 472
Ontario (except NCR)	2	7	78	165	66	10	16	41	5	21	4	758	1 173
Manitoba	2	2	31	75	27	6	1	30	2	12	1	311	500
Saskatchewan	1	4	39	29	23	5	0	4	1	8	1	1	116
Alberta	3	17	68	53	47	9	0	26	6	7	1	321	558
British Columbia	1	8	77	117	80	3	0	20	4	12	2	522	846
Yukon	0	1	17	36	6	1	0	21	0	3	1	9	95
Northwest Territories	0	4	14	62	6	10	0	14	1	4	16	2	133
Unknowns	1	1	12	59	10	3	10	13	3	5	3	8	128
Total	21	124	956	2 811	859	211	304	791	89	313	89	5 763^a	12 331

^a Including 56 calendar courses given by contract.

Table 11 (continued)

Priority entitlements expired	Other	Total outflows	Active cases at March 31, 1997 ^b
84	0	289	367
0	0	1	2
208	0	254	607
292	0	544	976
0	4	3 247	1 044
14	0	33	42
71	0	326	432
474	2	614	1 206
559	6	4 220	2 724
851	6	4 764	3 700

13 Developmental training and language of instruction

Number of Public Service Commission developmental training courses, by subject area and language of instruction, April 1, 1996 to March 31, 1997

Subject area	Language of instruction			Total
	French	English	Bilingual	
Auditing	0	1	0	1
Contract Management	1	7	0	8
Financial Management	13	67	0	80
Government Policies	68	142	0	210
Human Resource Management	16	48	0	64
Information Management	2	12	0	14
Information Technology	4	16	0	20
Management Training	18	43	0	61
Materiel Management	1	6	0	7
Project Management	4	17	0	21
Training for Trainers	2	7	0	9
Others (Contract Courses)	85	281	1	367
Total	214	647	1	862

14 Developmental training and occupational category

Number of participants taking Public Service Commission developmental training courses, by subject area and occupational category, April 1, 1996 to March 31, 1997

Occupational category	Subject area												Total
	Auditing	Contract Mgmt.	Financial Mgmt.	Government Policies	Human Resource Mgmt.	Info. Mgmt.	Info. Technology	Mgmt. Training	Materiel Mgmt.	Project Mgmt.	Training For Trainers	Mgmt. Training	
Executive Group	0	0	0	65	0	4	4	0	0	4	2	0	79
Scientific and Professional	1	7	28	239	21	9	14	84	0	33	6	1	443
Administrative and Foreign Service	13	59	382	881	515	97	95	384	22	156	36	15	2 655
Technical	0	4	12	204	9	2	12	58	3	23	7	3	337
Administrative Support	2	19	347	658	202	48	57	86	34	23	9	4	1 489
Operational	1	2	11	53	4	0	1	9	10	1	2	0	94
Others (Calendar Courses) ^a	4	33	176	711	108	51	121	170	20	73	27	33	1 527
Others (Contract Courses) ^a	0	317	525	2 089	916	20	67	1 411	22	127	124	89	5 707
Total	21	441	1 481	4 900	1 775	231	371	2 202	111	440	213	145	12 331

^a Occupational category not specified on application for training.

15 Language training and region

Number of students taking language courses, by language studied, type of course and region, April 1, 1996 to March 31, 1997

Language studied and type of course	Region					Total
	NCR	Atlantic	Quebec	Ontario	West	
French						
• Continuous	499	56	11	28	31	625
• Non-continuous	275	2	86	28	36	427
Sub-total	774	58	97	56	67	1 052
English						
• Continuous	17	8	46	0	0	71
• Non-continuous	2	0	17	23	1	43
Sub-total	19	8	63	23	1	114
Total ^a	793	66	160	79	68	1 166
Non-statutory clients	168	276	164	143	1 315	2 066
Grand total	961	342	324	222	1 383	3 232

^a Includes statutory clients only.

Glossary

A

Acting appointment

The temporary assignment of an employee to the duties of a higher position (i.e. one with a maximum rate of pay that would constitute a promotion).

Appointment

An action taken pursuant to the *Public Service Employment Act* to confer position or level incumbency upon a person. The action follows the consideration of relative merit or, in certain situations, the consideration of individual merit.

C

Casual employment

A short-term employment option to appoint persons to the Public Service for a period not exceeding 90 days, or more than 125 working days within a 12-month period, in any one department and to whom the provisions of the *Public Service Employment Act* (except those relating to casual employment) do not apply.

Closed competition

A competition open only to persons employed in the Public Service.

D

Deployment

The movement of an employee from one position to another (same occupational group and same or lower level) that does not constitute a promotion and to which the employee has agreed. When an employee accepts a deployment, ties to the former position are cut.

Diversity

Refers to the recognition of all differences and dissimilarities among people.

Diversity Management

A comprehensive managerial approach to planning, developing and managing human resources through the recognition of individual differences.

E**Employment Equity**

Employment practices designed to ensure that the regular staffing process is free of attitudinal and systemic barriers in order that the Public Service reflects all groups present in the Canadian labour force, and designed to ensure that corrective measures are applied to redress any historical disadvantage experienced by certain designated groups.

Exclusion Approval Order

An Order-in-Council which approves the exclusion by the Public Service Commission of positions or persons or a class thereof, in whole or in part, from the operation of the *Public Service Employment Act*.

I**Indeterminate appointments**

Part-time or full-time employment with no fixed duration.

P**Priority**

The right to be appointed before others and without competition. There are three types of statutory priorities under the *Public Service Employment Act* (leave of absence, ministers' staffs and lay-off, in that order) and four regulated priorities under the *Public Service Employment Regulations* (surplus, reinstatement, spousal relocation and employees who become disabled, in no specific order). The first three priorities have a higher rank than the last four.

Promotion

An appointment of an employee to a position (at a higher level in the same occupational group or subgroup or in another group or subgroup) 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 four percent of the maximum rate of pay of the former position.

R**Re-appointment of term**

The appointment of a term employee for an additional, continuous, specified period of time.

Relative merit

Relative merit is the identification of the most qualified person, established by a competitive or non-competitive process.

S

Specified period employment

(also Term employment) Part-time or full-time employment for a fixed, predetermined period.

Surplus employee

Indeterminate employee who has been formally declared surplus, in writing, by his or her deputy head for reason of lack of work, the discontinuance of a function or the transfer of work.

W

Work Force Adjustment

Situation that occurs when a deputy head decides that the services of one or more indeterminate employees will no longer be required beyond a specified date because of a lack of work, the discontinuance of a function, a relocation in which the employee does not wish to relocate or an alternative delivery initiative.

The Commission at a Glance

The jurisdictional powers of the Public Service Commission rest with the three commissioners, one of whom is the President and Chief Executive Officer. Appointed by the Governor in Council for a ten-year term, the commissioners have the status of deputy head. Together, they set overall policy in accordance with the Public Service Employment Act.

Staffing Programs Branch

The Staffing Programs Branch is responsible for the development and management of legislation, regulations, policies, standards of selection and assessment, instruments of delegation and programs pertaining to appointments *to* and *within* the Public Service. The Branch recruits and refers candidates from outside the Public Service, and coordinates and manages various recruitment programs such as the Post-Secondary Recruitment Program and the Federal Student Work Experience Program. It conducts staffing actions not delegated by the Commission to departments, monitors public service staffing activities and issues, and manages appointment-related information. In addition, the Branch develops assessment instruments and operates assessment centres to evaluate a variety of competencies. It handles the recruitment, selection, assessment and career counselling of members of the Executive Group. The Branch also manages programs aimed at EXs who have the potential, or have demonstrated the necessary leadership competencies to become ADMs. In concert with the Department of Foreign Affairs and International Trade, the Branch is responsible for maintaining a high level of Canadian representation in the secretariats of international organizations. Finally, the Branch is responsible for certain programs and services delegated to the Commission by the Treasury Board. These include work force adjustment, labour market and human resource analysis, the Special Measures Initiative Program (which includes employment equity and diversity management initiatives), the Career Assignment Program, the Management Trainee Program, the Interchange Canada Program, and the Foreign Government Exchange Program.

Training Programs Branch

The Training Programs Branch provides training and related support and consulting services to federal departments and agencies to help them meet the job-related training and development needs of their employees. Training is given in the National Capital Region and other regions across Canada. In addition to language training courses, Language Training Canada provides orientation services to determine candidates' aptitudes and eligibility for language training, and develops and produces language training courses and programs to meet general and specific operational needs. Training and Development Canada (TDC) is a special operating agency which functions under cost-recovery. It designs, develops and delivers calendar as well as contract courses for professional, technical, middle-management, supervisory and other job-related training. TDC also provides training consulting services and customized training programs.

Appeals and Investigations Branch

The Appeals and Investigations Branch, through the establishment of independent boards and investigators, sees that appeals by public servants against internal appointments and complaints against deployments are heard with respect to alleged breaches of the *Public Service Employment Act* and *Regulations*. The Branch mediates or investigates complaints of irregularities in staffing and in certain other personnel actions. In addition, complaints of alleged personal harassment in the workplace are mediated or investigated. In the case of founded complaints, the Branch normally conciliates with the parties a resolution that addresses the findings. Training, advice and assistance are provided to departments,

employees, unions and other interested individuals and organizations.

Corporate Management Branch

The Corporate Management Branch provides services in support of the Commission and its programs. This includes financial, administrative and information systems and services; corporate management and communications; administration of a number of provisions of the *Public Service Employment Act*; assistance with parliamentary, union, international and other external relations; and access to information and privacy.

Audit and Review Branch

The Audit and Review Branch involves the independent review of departmental staffing systems and related human resource management practices in order to make the system credible and well managed, and to improve people-management policies and practices in the Public Service. It also encompasses the independent review of PSC programs, policies and services, providing PSC management with objective information about the relevance of PSC programs, their success in achieving stated objectives and their cost-effectiveness.

Human Resources Management Branch

The Human Resources Management Branch is responsible for developing policies and guidelines and for ensuring that the corporate management team possesses the strategies, structures and mechanisms required to manage its human resources. The Branch provides consultation and support services to Commission's managers and employees in such areas as classification of positions, staffing, work force adjustment, career development, staff relations, and also professional and language training and

development. The Branch provides compensation and benefits services to all employees of the Commission, as well as confidential employee assistance and counselling. It also provides advice and assistance to managers in the application of various policies and provisions governing the management of human resources and is responsible for planning, managing and monitoring such departmental activities as employment equity and official languages.

Strategic Planning, Analysis and Research Branch

The Strategic Planning, Analysis and Research Branch develops the strategic planning framework, maintains and undertakes research and analysis and provides research services and related support to the Commissioners and PSC branches. The Branch identifies, develops and manages knowledge and insight issues for the current and future work of the PSC; determines and evaluates sources of information to meet the current and anticipated needs of the PSC; develops and implements the PSC's research framework; identifies, collects and analyzes information relating to human resources in the Public Service; and, develops and maintains linkages with human resource stakeholders.

Regional Offices

The Commission's six regional offices are collectively responsible for delivering programs and services to federal departments and employees as well as to members of the public across Canada. The regional directors are responsible for adapting the Commission's programs and services to the particular needs of its publics in each region.

This section reflects the organization in 1996-97. A change to the organization structure is underway and will be reflected in next year's report.

Offices of the Commission

All PSC offices provide services in both official languages.

INTERNET: <http://www.psc-cfp.gc.ca>

Headquarters

L'Esplanade Laurier, West Tower
300 Laurier Avenue West
Ottawa, Ontario K1A 0M7

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10 Fort William Road, 1st Floor
St. John's, Newfoundland A1C 1K4

Information: (709) 772-4812

Facsimile: (709) 772-4316

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119 Kent Street, Suite 420
Charlottetown, P.E.I. C1A 1N3

Information: (902) 368-0444

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Regional and District Offices

Atlantic

Regional Office

1557 Hollis Street, 3rd Floor
P.O. Box 1664, Halifax CRO
Halifax, Nova Scotia B3J 3V3

Information: (902) 426-2990

Facsimile: (902) 426-7455

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District Offices

777 Main Street, 7th Floor
Moncton, New Brunswick E1C 1E9

Information: (506) 851-6616

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Quebec

Regional Office

200 René-Lévesque Boulevard West
West Tower, 8th Floor
Montreal, Quebec H2Z 1X4

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Facsimile: (514) 496-2404

TTY: (514) 283-2467

District Office

1122 St-Louis Road, 3rd Floor
Sillery, Quebec G1S 1E5

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National Capital and Eastern Ontario

Regional Office

66 Slater Street, 3rd Floor
Ottawa, Ontario K1A 0M7

Information: (613) 996-8436
Facsimile: (613) 996-8048
TTY: (613) 996-1205

Central and Southern Ontario

Regional Office

1 Front Street West, 3rd Floor
Toronto, Ontario M5J 2R5

Information: (416) 973-4636
Facsimile: (416) 973-1883
TTY: (416) 973-2269

Central Prairies

Regional Office

344 Edmonton Street, Suite 100
Winnipeg, Manitoba R3B 2L4

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District Office

1955 Smith Street, 4th Floor
Regina, Saskatchewan S4P 2N8

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