Public Service Commission Annual Report 1998–99

We invite your comments about our Annual Report.

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This report is available in Braille and large print.

June 30, 1999

The Honourable Sheila Copps, P.C.
Minister of Canadian Heritage
House of Commons
Ottawa, Ontario
K1A 0A6

Dear Minister:

We have the honour of asking you to transmit for tabling in Parliament the report of the Public
Service Commission (PSC) of Canada for the 1998-99 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

PSC Mission

The mission of the PSC is, through its statutory authorities, to:

◆ maintain and preserve a highly competent and qualified Public Service in which appointments are based on merit; and

◆ ensure that the Public Service is non-partisan and its members are representative of Canadian society.

PSC Vision

A key partner in shaping an effective and respected Public Service for Canadians.

PSC Strategic Objectives

The PSC's objectives are to assist in providing Canadians with:

◆ a highly competent, non-partisan, professional Public Service appointed on the basis of merit;

◆ a representative Public Service workforce;

◆ a Public Service which builds on its competencies through development and continuous learning;

◆ the recognition and sustaining of a non-partisan Public Service as a cornerstone of the governance system; and

◆ a PSC which is an independent champion and steward of *Public Service Employment Act* principles governing a professional Public Service, in the public interest.

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Commissioners' Message

Introduction

Our story at the Public Service Commission of Canada (PSC) over the past year is one of making important progress in our ongoing commitment to serve Canadians by ensuring that merit is safeguarded as a cornerstone of a competent, non-partisan and representative Public Service.

A key challenge for the PSC is to remain relevant and effective in carrying out the mandate which Parliament has bestowed upon us and which is our privilege to administer on behalf of Canadians.

This will mean refocussing our energies and investing in those areas which will most enhance merit as an essential defining feature of the federal Public Service. We have therefore developed a directional statement which describes how we would place more emphasis on effective oversight of merit (through a combination of strengthened merit policy, merit promotion and merit protection activities), and less on protecting merit through the conduct of individual staffing transactions.

It is an ambitious approach which will require further discussion and continuing input from PSC employees and stakeholders. We look forward to discussing this approach with Parliament over the months to come.

In addition to reviewing the information which follows concerning our new direction, we invite you to review our draft Directional Statement which is available on our Internet site. We also invite you to review the more specific information contained throughout this report on the program and service activities and improvements made by the PSC throughout the past year.

Stability in our Vision and Values

The PSC is directed by its vision: "A key partner in shaping an effective and respected Public Service for Canadians." The vision captures the spirit of what we have done in the past and must continue to do in the future. It speaks of the pride we have in our work and our sense of privilege to serve Canadians in a unique and independent institution that plays a key role in the development of the federal Public Service, and through it, the development of Canadian society as a whole.

The principle of merit, which encompasses competence, non-partisanship and, more recently, representativeness has greatly contributed to the democratic stability necessary for responsible government in Canada. It has allowed successive generations of elected federal representatives to govern with confidence knowing that the people who serve them can be relied upon for their competence, objectivity and loyalty. The merit system, therefore, is more than a means to an end – it is key to supporting good government.

Today, competence, non-partisanship and representativeness are recognized as the basis of good federal public administration and have become core Canadian values. We have a duty to ensure that these core values for which the PSC stands are safeguarded so that the interests of Canadians can be best served for years to come.

Adaptability in a Time of Change

During the past decade, a new view of the role of government has emerged. The emphasis is now on affordable, streamlined government, strategically focussed on results and core businesses which in turn permit an increased responsiveness to Canadian citizens' needs. The changing role and structure of government places a premium on managerial flexibility, responsiveness, trust, values and simplified rules.

Furthermore, challenges like the pending demographic exodus from the Public Service, the creation of the new service delivery agencies, the changing nature of public employment and the increasing strategic importance of Human Resource Management as a key lever to achieve business goals are all factors that are influencing how we establish our priorities and carry out our business.

We also face challenges in our safeguarding of the merit system. We must continue to provide assurances to Parliament that we will fulfill our statutory duties in the years to come, while ensuring that the merit system is well integrated with the drive toward more efficient and responsive government. Speed and minimal red tape are often vital in getting the right people into jobs quickly so that services to the public do not suffer. Traditional staffing systems have become burdensome and need to be better aligned with the practical realities of today's workplace and the labour markets from which government must draw its workforce.

Our most recent response to the need for change may be seen in the continuing reform of Public Service staffing, under which greater authorities have been delegated to Deputy Heads, new flexibilities added, and customized delegation and accountability instruments are being developed.

This ultimately will provide the flexibility that senior managers need to meet ever-increasing business pressures, while holding them to account for their values-based staffing actions. More importantly, however, the reinforcing of Deputy Head responsibilities for good people management and our own extensive delegation of powers to them is reflective of our belief that merit is everybody's business and that certain aspects of the merit system can best be advanced by entrusting the responsibility for their execution to responsible managers. At the same time, it is also recognized that approaches to more effective oversight of merit must be built, and the public assured that we will act swiftly if the trust and accountability placed with managers is not properly exercised.

We believe that the existing statutory powers that Parliament has granted the Commission under the *Public Service Employment Act* are significant and can continue to be used in creative ways to respond to these environmental drivers and operating challenges.

Developing a New Strategic Direction for the PSC

In October of 1998, we held a series of strategic planning sessions that were aimed at ensuring that the PSC and the values and traditions for which it stands would continue to be viable and effective in the coming years. The result of this process was a draft document entitled *A Strengthened Focus for the Public Service Commission of Canada – Directional Statement* that describes how we, at the PSC, propose to guide our future development. This draft Directional Statement is now publicly available on the PSC web site (http://www.psc-cfp.gc.ca/direction/statement_e.htm).

The planning sessions that led to the development of the draft Directional Statement determined that a number of important changes had occurred that required assessment in terms of their overall impact on our ability and future potential to most effectively and efficiently deliver on the mandate entrusted to us by Parliament.

Over the years, the PSC has become involved in many product lines which are diverting significant energy and attention from our main task of ensuring that merit – the principle it was created to safeguard – is protected and promoted. For the public, for Parliament and for the continued enhancement of Canada's tradition of excellence in public service, we believe that the manner in which we carry out our activities requires greater clarity and focus, particularly as regards how we can best protect and promote merit, building on the successes of Staffing Reform. Clearly, modern public sector human resource management requires both excellence in the delivery of human resource services and excellence in the oversight of merit. However, when both oversight and service delivery are performed within a single organization, we are concerned that the organization will not be able to optimally oversee the authorities it has delegated while itself being part of the program administration. So, to the extent practicable, we wish to refrain from or limit the delivery of services in the self same area that we may be called upon to oversee the application of merit. Achieving the right balance between oversight and service delivery is a challenge requiring dialogue with all those with a stake in effective human resource management.

The Directional Statement proposes the following framework to guide the dialogue on how we would best protect merit in the future:

1. The Commission's first responsibility is to the essential mandate assigned to it by Parliament to protect merit and thus ensure a competent, non-partisan Public Service which is representative of Canadian society.

2. The Commission will ensure application of merit by focussing on its fundamental staffing and independent oversight powers, including its obligation to provide third-party recourse.

3. Parliamentarians, unions, employee representatives, departments and agencies all contribute to the integrity of the staffing system. The PSC will continue to seek their advice in shaping effective staffing policy and principles and will develop innovative ways of doing so.

4. Delegation to Deputy Heads is a general principle of the new direction. The Commission will work closely with Deputy Heads to ensure an appropriate transition.

5. The PSC will not actively pursue further general delegations in areas especially sensitive to the application of merit, such as recruitment into the Public Service at all levels including executives, and appointments within the Public Service of Assistant Deputy Ministers and other executives without first carefully exploring with stakeholders the requirements necessary for successful delegation in areas such as these.

6. The PSC's involvement in an effective staffing system may be described as consisting of three integrated elements: framework setting and delegation; independent oversight and scrutiny; and information, awareness and outreach activities.

7. The application of the merit system and the values it embraces is a fundamental duty of all responsible Public Service managers. The Commission puts its trust in the professionalism and integrity of Public Service managers, who, themselves, value the merit system, to support and uphold its fundamental principles.

8. Although independent, the Commission plays an important role in maintaining an integrated human resource management system that permits departments and agencies to achieve their goals and business priorities.

The Commission has begun an important dialogue with stakeholders on this new direction and has been provided with very helpful and informative insights into the operating realities and public policy expectations of our various stakeholders. All of those consulted endorse the importance of merit as a fundamental principle of the federal Public Service, and the need for us to strengthen its protection. Stakeholders were also singular in their view that we were well-advised to begin a dialogue on how we can best continue to fulfill our mandate for the future. There was general agreement that times have indeed changed and that we need to review how these developments should be addressed in our priorities and operations. While the Commission's independence was recognized as an essential feature, our challenge is to be independent but, at the same time, sensitive to the realities facing departments. The Commission has noted the view of some Deputy Heads that the Commission's new direction should be mindful of the current workload that exists in departmental human resource branches. Many deputies have also advised that the Commission needs to continue its outreach activities to ensure that merit is understood by managers and staff at all levels.

The initial consultations with employee representatives and departments have been conducted through a new body established this year, the Public Service Commission Advisory Council. The discussions with the Council on the new direction have been open and candid, and it is clear that the PSC needs to ensure transparency and balance in its multi-stakeholder relationships so that the merit principle is understood in a common manner by all those who have an interest in it. Many of those consulted have also been candid in their view that the PSC must more vigorously demonstrate its independence and direct reporting relationship to Parliament in order to ensure the sound and fair application of its legislative mandate.

We will continue our consultations with stakeholders over the coming months in order to help refine our Directional Statement. This dialogue will also increase awareness of and appreciation for merit as a valuable part of Canada's governance culture. Thus the journey by which we arrive at our new direction will be as important as the destination itself. For all of these reasons, we are fully committed to a very active, open and transparent consultation process with all of our key stakeholders. In the spirit of the philosophy that merit is everybody's business, we invite you to reflect upon the goals and challenges that we have outlined and join with us in achieving an ever improved and well functioning merit system, and hence the best possible Public Service for Canadians.

Chapter One: A Professional Public Service

Staffing Reform

Background

In 1998-99, the Public Service Commission (PSC) made major progress in implementing the Staffing Reform initiative set out in last year's Annual Report. The five main goals of Staffing Reform are to:

◆ help managers deliver on their business plans by simplifying, streamlining and speeding up PSC and departmental staffing operations;

◆ establish clear accountability between Deputy Heads and the PSC for the performance, results and outcomes of their exercise of delegated staffing authority;

◆ involve employee representatives in designing and operating the staffing system;

◆ develop and promote alternative dispute resolution to achieve faster and more effective recourse; and

◆ enable staffing specialists to play a more strategic role in human resource management.

Staffing Reform is being implemented in three broad phases, namely:

◆ delegation of the maximum staffing authority permitted by law to all Deputy Heads, subject to consultations on the special interests which the PSC should continue to protect directly;

◆ creation of customized staffing regimes and appropriate accountability frameworks for each department; and

◆ review of the staffing policy and regulatory framework.

The following describes the progress that the PSC has made to date with regard to staffing issues. Information on the modernized recourse process may be found on page 21 of this report.

Increased Delegation, Flexibility and Information Sharing

Initially, the PSC informed Deputy Heads of the flexibilities already available under the *Public Service Employment Act* and *Regulations* that were not being used to the greatest extent possible. Then the PSC delegated to all Deputy Heads, a number of authorities that had previously been delegated only on a case-by-case basis, and increased the flexibility for applying them.

As a way to assist in the implementation of Staffing Reform, the PSC appointed Account Executives to be the senior points of contact with departments and the functional communities. The Account Executives have been meeting with the Deputy Heads and human resource representatives of departments to discuss the implementation of Staffing Reform and their need for tailored staffing systems.

SmartShops started off by providing departments with the opportunity to share best practices in the area of Staffing Reform. Their scope widened during the year to include best practices in other areas of human resource management.

To support the goal of ensuring that its human resource partners were fully aware of the flexibilities under the *Act* and making optimal use of them, the PSC introduced a weekly series of workshops called SmartShops. These SmartShops started off by providing departments with the opportunity to share best practices in the area of Staffing Reform. Their scope widened during the year to include best practices in other areas of human resource management.

Material presented at the workshops is available on the SmartShop section of the PSC web site, (http://www.psc-cfp.gc.ca/accex/smrtshop/ home_e.htm) and presenters can be contacted directly by e-mail from the site. An electronic discussion group (http://www.psc-cfp.gc.ca/ accex/reform/discusse.htm) was set up as an adjunct to the web site to allow individuals to pose questions to the whole group, creating, in effect, a "virtual SmartShop."

As the scope of Staffing Reform evolves, the SmartShops series will adapt accordingly. This initiative will continue to promote learning and information sharing, in order to enhance human resource management in the Public Service. There have been a number of requests to hold SmartShops in the regions, to which PSC regional offices are responding.

The PSC also developed a Values in Staffing Workshop, which is a one-day training session for persons involved in staffing on how to apply values in staffing and operate in the new values-based paradigm. The PSC has started to offer the workshop to its employees as part of the internal implementation of Staffing Reform. It is now being rolled out to departments, with the option for them to customize the contents (e.g. changing the details of the case studies to "bring them home" to staff) before delivering the workshop to their staffing specialists and managers.

Delegation and Accountability – A Tailored Approach

In line with its efforts in Staffing Reform, the PSC initiated a new accountability model to ensure that human resource accountability is supportive of the business delivery of departments. This model focuses on the integrity and overall health of the resourcing system rather than on transactional control, in order to uphold the merit principle and to ensure that the Commission will continue to be accountable to Parliament for the legislation entrusted to it. It emphasizes outputs and outcomes, and is based on the staffing values and management principles defined below.

RESULTS VALUES

Competency
Attributes which ensure that public servants are qualified to fulfil their Public Service duty.

Non-partisanship
Employees are appointed and promoted objectively, free from political or bureaucratic patronage.

Representativeness
The composition of the Public Service reflects that of the labour market.

PROCESS VALUES

Fairness

Decisions are made objectively, free from political or bureaucratic patronage; practices reflect the just treatment of employees and applicants.

Equity

Equal access to employment opportunities; practices are barrier-free and inclusive.

Transparency

Open communication with employees and applicants about resourcing practices and decisions.

MANAGEMENT AND SERVICE DELIVERY PRINCIPLES

Flexibility

Resourcing approaches are adapted to the specific needs of the organization.

Affordability/Efficiency

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

In 1998-99, the PSC started to implement this new approach through discussions with departments, with a view to jointly developing accountability agreements which include performance indicators linked to the staffing values. Departments will use the indicators thus jointly developed as a basis for reporting to the PSC on their staffing performance. The eight staffing performance indicators under discussion are the following:

◆ Organizational Staffing Practices

◆ Staffing Policies

◆ Management/Employee Satisfaction

◆ Client Satisfaction

◆ Founded Complaints (appeals/investigations)

◆ Attestation Statement of Non-Partisanship

◆ Level of Productivity

◆ Demographics

So far, the PSC has met with 36 organizations and has approved 11 accountability agreements. It is expected that new agreements will be signed by the Deputy Heads of all the departments and half of the agencies in the Public Service over 1999-2000.

Furthermore, the PSC has met with several national union leaders in order to explain the generic staffing accountability framework and obtain their comments on it. Efforts to include unions and employee representatives are important to moving ahead on this issue.

> **The PSC has developed an Early Warning System which will provide departments with qualitative and quantitative information on their staffing activities.**

To support the new accountability framework, the PSC has undertaken several other major initiatives. It has developed an Early Warning System which will provide departments with qualitative and quantitative information on their staffing activities, and support their staffing performance assessment. It has also developed a tool box to help departments monitor their staffing activities and assess their performance. The tools include a report illustration guide, a risk analysis model and a survey questionnaire related to the staffing values.

In addition, the PSC has developed a Model of Attestation of Reliability to be used in the context of departmental performance staffing reports to be forwarded to the PSC over the next year. All of these initiatives will be implemented in 1999-2000 and are in line with the modern comptrollership approach in the Government of Canada. This approach outlines the need to report on results, to use the right performance information and to have a process of due diligence.

Beginning next year, an analysis of departmental accountability reports will constitute a significant input into the PSC's future Annual Reports. As well, feedback to departments regarding their performance will become an important on-going activity.

Further details on the new accountability model may be found in Chapter Two of this report.

Regulatory Review

In the spring of 1998, a working group of over 50 stakeholders undertook an extensive review of the *Regulations.*

The *Public Service Employment Regulations* are an important element of the policy framework that the Public Service Commission is putting in place to ensure that merit is observed in the selection of persons for appointment to and within the Public Service. Over the course of the last few years, the PSC and its stakeholders identified a need to review the Regulations to ensure that they reflect the values and principles underlying sound human resource management, and respond to operational and business requirements.

In the spring of 1998, a working group of over 50 stakeholders undertook an extensive review of the *Regulations* and proposed changes that would bring them in line with the needs of today's Public Service. This working group was composed of representatives from central agencies, departments, unions, the National Staffing Council, the Human Resources Council and the Personnel Advisory Group.

The recommended changes will be implemented in a two-phased approach. Phase I includes changes that are straightforward, have broad interest or support, will serve to make the *Regulations* more efficient and effective, or are essentially draft-ing improvements. Phase II will include issues that require more in-depth analysis, including further discussion with departments and unions over the course of the next year.

Human Resource Issues and Initiatives

In addition to Staffing Reform, the Public Service Commission (PSC) has been involved in a number of other human resource issues and initiatives over 1998-99. Activities in this regard have been conducted in conjunction with departments, agencies, functional communities, associations and unions. Following are several prime examples of these activities.

Universal Classification Standard

The introduction of the Universal Classification Standard (UCS) and a new group and level structure by the Treasury Board will have an effect on certain PSC activities. Realizing that changes to classification practices in the Public Service will have an impact on staffing practices, the PSC is preparing to build on the opportunities presented and ensure that the staffing system evolves in parallel with the new classification system.

For example, the PSC is conducting a fundamental review of its Standards for Selection and Assessment in light of their meeting current and future needs. This review will take into account the new system of classification. As well, in its review of the *Public Service Employment Regulations*, the PSC will identify changes required to accommodate UCS.

Renewal of the Human Resource Community

A strong human resource community is essential to ensure the kind of human resource management regime needed for the future Public Service. The PSC's commitment to the strengthening of the human resource community, and to its transformation into a strategic part of the management team, is demonstrated by being an active player in a number of areas. For example, the PSC has been working with the Treasury Board Secretariat and departments to create a recruitment and developmental program for the human resource community.

The shift to competency-based Human Resource Management is a major component in transforming the role of the human resource practitioner to that of a strategic advisor. In this regard, the PSC is exchanging information with the human resource community on competencies and their application in the work place, and working with the community on the development of departmental profiles. The PSC will also revise the Selection Standards for the current PE Group.

The PSC will continue to provide professional and administrative support to the Human Resource Learning Advisory Panel. A good example of this support is the human resource community corner site on the Learning Resource Network Internet web site. Work is also underway to build a database of courses presently offered in departments, universities, professional associations and large consulting firms that are related to the future roles of the human resource community.

> **A strong human resource community is essential to ensure the kind of human resource management regime needed for the future Public Service.**

Almost half of the human resource community works outside of the National Capital Region. Using its network of regional and district offices, the PSC is supporting the community through learning activities, participation in interdepartmental committees, and support for the Federal Regional Councils. In the fall of 1998, the PSC hosted and participated in a number of major human resource conferences across the country. In the regions, PSC officers are involved in numerous regular and ad hoc interdepartmental committees on topics such as staffing, employment equity and work force adjustment. PSC regional officials also sit on functional committees to help share knowledge and best practices, and better coordinate departmental efforts.

Anglophones in Quebec

Over the last year, a study on the participation of Anglophones in the federal Public Service in the Quebec Region was pursued to determine whether bias could be detected in the human resources system as a factor which may limit their access to employment. The report will be finalized and presented in the summer of 1999. Follow up on the release and recommendations of the report will be noted in next year's PSC Annual Report.

In the meantime, the PSC in the Quebec Region has innovated in many areas to expand awareness and access to jobs in the federal Public Service. For example, the PSC has enhanced recruitment initiatives by advertising opportunities through an interactive Internet web site (http://jobs.gc.ca). It has linked communities through a province-wide

toll-free Info*Tel* service which lists available jobs. As well, it has increased the visibility of the Post-Secondary Recruitment campaign through visits, job fairs and information kiosks at university and college campuses.

Alternative Service Delivery Agencies

Over the last few years, the government created Alternate Service Delivery (ASD) agencies as a new means of delivering programs and services to meet government objectives, consistent with the needs and values of Canadians. ASD agencies have a greater degree of independence in the aspects of financial, administrative and human resources management than do the departments and agencies that come under the *Public Service Employment Act*. The Canada Customs and Revenue Agency, which will come into effect on November 1, 1999, will have a special relationship with the PSC, enshrined in the Agency's legislation.

Although ASD agencies no longer fall under the appointment authority of the PSC, they continue to seek the services, use the programs and sometimes enlist the direct involvement of the PSC, to ensure the appropriate application of merit, competence, non-partisanship and representativeness.

Over the coming year, the PSC will need to reflect on the appropriateness of responding to these requests, in line with its mandate and its ability to provide such services.

Public Service Commission Advisory Council

The PSC has launched an outreach strategy to engage its stakeholders on human resource management issues of mutual interest. A major component of this initiative is the Public Service Commission Advisory Council (PSCAC), created in December 1998. This Council replaces the Joint Consultation Committee (JCC), a forum dating from the 1970s that JCC members concluded had run its course. PSCAC membership includes representatives of bargaining agents, departments and the PSC. Its mandate is to help the PSC identify and respond to strategic human resource management issues by providing the PSC with advice to assist in its decision-making process.

Co-chaired by a representative of a bargaining agent and a department, PSCAC meetings have been taking place quarterly. As an outcome of early sessions, members identified three key priorities for their attention: recourse, as it links to the new direction of the Commission; mobility; and oversight, including staffing accountability.

Success in its work with PSCAC will help demonstrate the PSC's commitment to full and open engagement of clients and stakeholders, and will allow the Council to serve as a model for outreach activities throughout the PSC.

A Dynamic and Representative Workforce

PSC Obligations under the *Employment Equity Act*

A representative Public Service reflects the society it serves. As a guardian of Public Service values, the Public Service Commission (PSC) recognizes a relationship between merit and representativeness as reinforced by the passage of the 1996 *Employment Equity Act (EEA)*. The *EEA* frames the Commission's responsibilities for certain employer obligations acting within its scope under the *Public Service Employment Act*.

Key Employment Equity Initiatives

In 1998-99, the PSC took steps to identify and remove any barriers to the effectiveness of its programs and policies. It had its key selection and assessment tools reviewed to ensure that they were unbiased and barrier-free. In addition, it initiated a review of its employment systems in recruitment and priority administration to determine whether policies and practices were free of barriers to designated group members. The results of these reviews will form the basis for action in 1999-2000.

The PSC partnered with Treasury Board Secretariat (TBS), departments and bargaining agents in the design and implementation of a first-ever Employment Systems Colloquium, held in Ottawa in January 1999.

This event was successful in helping both the departments and the unions, not only to understand and learn how to apply employment systems review principles and concepts, but also, how to consult and collaborate together on employment equity issues.

> In Quebec, the regional PSC staff led a creative partnership initiative entitled Job Access.

The PSC made a concerted effort in 1998-99 to support and improve the capacity in departments to carry out effective workforce analysis and employment equity planning. It has been actively involved in this effort on many levels to ensure that departments, bargaining agents, the Canadian Human Rights Commission and the Treasury Board Secretariat are aware of the new forecasting tools that it has developed and that can help them in meeting employment equity obligations. In collaboration with TBS, the PSC also produced, employment equity data profiles tailored to departmental structures, occupational mix and hiring practices, to support employment equity planning capacity within individual departments.

In Quebec, the regional PSC staff led a creative partnership initiative entitled Job Access. It worked with two non-profit associations to actively address the concerns of physically challenged employees. This same multi-disciplinary team researched teleworking, enabling physically challenged employees to contribute productively without the need to work in a traditional office environment. Their study met with such success that it was featured at international conferences in the Netherlands, the United Kingdom and the United States.

In addition, the PSC's partnership initiatives included working this past year with a consortium of some of the largest employers in Canada to develop an innovative software tool which will enable employers to evaluate the degree to which diversity is reflected in all business practices, from product development to marketing and recruit-

ment. An evaluation of this tool with regard to its applicability to the Public Service context will be carried out in 1999-2000.

Employment Equity and Delegation to Departments

Increasingly, departments are looking to the PSC for leadership and direction with regard to resourcing options to meet their representational goals for designated group members.

The Commission, at its discretion, has the authority to approve departmental requests to implement employment equity programs under section 5.1 of the *Public Service Employment Act*. These programs are designed to assist departments in meeting their staffing obligations under the *Employment Equity Act* and are to be used in the context of good human resource management practices that respect the staffing values in the federal Public Service.

In 1998-99, the Commission approved four departmental requests to implement such programs and granted delegated recruitment authority for non-executive positions in certain of these cases.

Employment Equity Recruitment

The PSC has developed more partnerships with associations which are working to place employment equity group members.

The PSC is constantly endeavouring to find new ways of attracting potential candidates through outreach, information sharing and the use of regulatory authorities. This past year, the PSC has developed more partnerships with associations which are working to place employment equity group members.

The PSC has created a new interdepartmental recruitment advisory committee to better understand issues relating to recruitment of members of visible minorities and to consult regarding solutions. Committees had previously been established for Aboriginal Peoples and persons with disabilities.

A joint PSC/TBS information kit on the Aboriginal Workforce Participation Initiative was recently sent to senior managers. This kit, which aims to increase awareness of Aboriginal representation in the Public Service, and provides general information and tools to help improve the representation of Aboriginal persons in the federal workforce, can be found at the following web site (http://www.tbs-sct.gc.ca/ee/eng/pub-eng/tools/awpi/).

Employment Equity Positive Measures Program

Instituting positive measures that ensure fair representation and advancement of members of the four designated equity groups in the Public Service workforce is a key element of the government's employment policy framework.

In the fall of 1998, the Treasury Board Ministers approved the Employment Equity Positive Measures Program to ensure continued progress towards a representative workforce. This Treasury Board program is a successor to the Special Measures Initiatives Program and has four components. TBS administers the component dealing with the Employment Equity Intervention Fund, while the PSC delivers the following three components on behalf of Treasury Board:

◆ The Partnership Fund supports projects designed to remove employment equity barriers common to several departments within a region, to one department across regions, or to a functional community within the Public Service.

◆ The Enabling Resource Centre improves existing services designed to support and advise managers and individual public servants in meeting the physical accommodation needs of persons with disabilities.

◆ The Employment Equity Career Counselling Office is intended to ensure that employment equity career development is available to designated group members Public Service-wide. It fosters integration of the unique aspects of employment equity career development into departmental career counselling services and human resources management.

The thrust of the PSC's delivery of these components to departments is national and partnership-generated. It builds on the strength of its regional base and its legacy of experience and known best practices from the predecessor program. It also continues to contribute to understanding, at the leadership level, of the changes needed to advance the equity agenda and improve under-representation in identified sectors of the Public Service workforce.

Public Service Renewal

Over 1998-99, the Public Service Commission (PSC) has worked with various stakeholders and partners to contribute to renewal of the federal Public Service. The main areas in which the PSC was involved are recruitment, development programs and executive resourcing. Following is a summary of the activities that the PSC has taken in each of these areas.

Recruitment Initiatives

Major Challenges
In its role as recruiter for the Public Service, the PSC faces two major challenges: to position the Public Service in the minds of Canada's job-seekers as the public sector employer of choice, and to achieve distinction as a modern, cost-effective recruiter. In 1998-99, the PSC continued to review and revise its approach to recruitment.

In order to attract such talented individuals to the Public Service, it is important to understand what they want and expect in a potential employer. In its *1997-98 Annual Report,* the PSC noted that future marketing strategies developed in support of recruitment efforts would be guided by the results of an attitude survey to be conducted at a cross-section of Canadian universities. The study, carried out by the Public Policy Forum, sought to identify the preferred career choices of tomorrow's university graduates and the factors that drive those choices. In the fall of 1998, a report encompassing the results of this study entitled *Facing the Challenge* was issued. It is available on the PSC web site at: (http://www.psc-cfp.gc.ca/recruit/dl/univeng.pdf).

Recruitment Strategies

Based on information acquired through the survey on what motivates new graduates to choose an employer, the PSC has started developing new marketing strategies to support efforts to recruit from Canada's student population.

Also in line with the recommendations of the survey, the PSC ran two major Post-Secondary Recruitment (PSR) campaigns in the fall and winter of 1998-99. PSR was given a higher profile than had been seen during the years of Program Review. Promotional materials were distributed more widely; campus visits were conducted more extensively; and outreach to student and employment equity organizations was augmented. Moreover, there was an increase in departmental participation in PSR and the advertisement of jobs to the student population. This is a sure indication that departments recognize the need to recruit new graduates and focus on succession planning.

> **… a "virtual PSC" where its current role in the acceptance and processing of applications is fully automated.**

Matching People With Work

The PSC has been leveraging the advantages of the Internet for recruitment purposes since 1995. Through the Matching People With Work project, the PSC is carrying its application of the Internet beyond just advertising openings and accepting electronic applications to creating a "virtual PSC" where its current role in the acceptance and processing of applications is fully automated. In the fall and winter of 1998, the PSR campaigns were completely run using this approach. The same approach will be applied to general recruitment in late 1999 and to the Federal Student Work Experience Program in 1999-2000.

Community Recruitment

Special recruitment initiatives were put in place for certain functional communities in 1998-99, notably, the Information Technology/Information Management (IT/IM) Community. The PSC continued its concerted efforts to attract experienced IT/IM specialists to the Public Service, particularly in the National Capital Region. It competed with the private sector, using the most up-to-date technology, the Internet, and effective outreach approaches such as job fairs and publicity campaigns in newspapers and specialized magazines. It also did a survey to identify the employment expectations of IT/IM workers and conducted focus groups. The PSC has been successful in attracting excellent IT/IM resources, whose skills will be essential in meeting the challenges presented by Y2K and the ongoing modernization of the Public Service. The PSC is also undertaking recruitment initiatives for other communities, such as the human resources community. For the first time, the PSC's winter Post-Secondary Recruitment campaign targeted human resource recruits.

Developmental Programs

Management Trainee Program

The Management Trainee Program (MTP) recruits and develops persons with management potential to become part of a pool from which participating departments and agencies may draw to fill middle management positions. The termination of Program Review and the identification of renewal needs across the Public Service have resulted in increased departmental participation in the MTP.

With a focus on renewal, certain aspects of the MTP recruitment process were redesigned to allow the program to more effectively play its role in the continuum of corporately managed developmental programs. The profile of competencies related to management trainees was revised in line with the 14 *La Relève* leadership competencies that form the framework of management competencies.

The MTP assessment process and selection tools were also redesigned. Several measures were taken to enhance the training and development opportunities provided to management trainees. One is the production of developmental recommendations for individual candidates which will be shared with the Canadian Centre for Management Development (CCMD) and participating departments and agencies. Another is the revision of the formal training component delivered by CCMD to better take into account a trainee's individual experience and developmental needs.

Career Assignment Program

The PSC worked with various partners and stakeholders to redesign the Career Assignment Program (CAP). One aspect of the redesign was the approval of an exclusion order dealing with transition, language testing and regulatory change. This order enables participants to graduate with the pre-qualification of being "EX-01 ready". It also provides Deputy Heads with delegated authority for the appointment of graduates to EX-01 positions. Another aspect was the development of a communications plan and marketing materials, including a new CAP web site (http://www.psc-cfp.gc.ca/cap). In addition, the revamped program features the following: competencies for the director and manager levels; new standards, assessment tools, and selection and appointment processes; a revised program policy

and pay administration plan; a language policy; and a transition policy and plan for current participants. The 164 current participants were converted to the new program, with 53 trying the prequalification process for the EX-01 level.

Interchange Canada

A revised program policy for Interchange Canada, approved by Treasury Board Ministers in June 1998, provided increased flexibility and broadened the program to include foreign government and international exchanges. Memoranda of Understanding (MOU) were established with eight provinces and two territories to encourage and facilitate inter-jurisdictional exchanges. As well, a MOU was approved for the exchange of personnel between Canada and the United States. A survey of 520 current and past program participants was conducted and a report on the results is being prepared for distribution to Deputy Heads.

Accelerated Executive Development Program

The PSC, in concert with the other central agencies and Deputy Heads, launched the second Accelerated Executive Development Program (AEXDP) selection process in 1998. The objective of the AEXDP is to identify and accelerate the development and career advancement of a representative group of EX-01s to EX-03s who demonstrate the potential to become Assistant Deputy Ministers. It targets high potential EXs who are at a point in their career where rapid advancement to more senior levels of management would be in both their and the Public Service's best interest.

Assistant Deputy Ministers

The Assistant Deputy Minister Prequalification Process (ADMPQP) was established in 1997 to identify a pool of executives who are ready to step into ADM positions. In 1998, 16 candidates were named to the ADM prequalified pool. The third ADMPQP was launched jointly by the Public Service Commission and The Leadership Network in early 1999. The program has expanded its selection tools to include reference checks incorporating comments from peers and subordinates. This feature highlights the importance placed on team work, human resources management and people skills, which are key to leadership within the Public Service.

The PSC is working closely with The Leadership Network to ensure continuous support and service improvements to the executive and ADM communities. A work-sharing agreement has been reached between the PSC and the Leadership Network, which outlines the responsibilities of the ADM Corporate Secretariat, presently housed in the latter organization, for the collective management of ADMs. There is no delegation from the PSC to the Leadership Network, as the PSC remains responsible and accountable for making all ADM appointments in accordance with merit.

Executive Resourcing

Strategic leadership, a management framework and service delivery systems were identified as priorities for the PSC in a report which it produced last year entitled *EX Vision Report.* In preparing the report, extensive consultations were held with clients, stakeholders and others, including various jurisdictions and private institutions, to develop an improved, client-centred service system for executives. As a result of the report, the redesign of the executive resourcing process is proceeding in three phases. The first phase of the redesign dealt with immediate change, with the focus on improving turnaround times and processes. The second phase consists of incremental change, where the focus will be on regulatory modifications, work systems and decision-making protocols. The third phase will involve significant change, with the focus on rethinking the process, structure and approach to service delivery, and partnerships with clients, in light of the new direction of the PSC.

As part of its merit-based resourcing activities, the PSC's International Programs coordinates the nomination of executive-level Canadian candidates to compete for positions of interest to Canada in the secretariats of multilateral organizations of which Canada is a member. Qualified candidates from Canada and other countries compete for international assignments requiring a wide variety of expertise in management, professional and highly specialized fields. Over the past year, candidates from Canada were nominated for approximately 224 positions, for which 53 Canadians were appointed. In addition, 31 extensions to Leave Without Pay Agreements were granted for public servants already on assignment in international organizations.

Learning – A Continuous Process

The Public Service Commission (PSC) has always believed that learning is one of the fundamental tools needed to achieve a competent Public Service. In 1998-99, the PSC strengthened its commitment to work closely with its partners in the design and delivery of professional and language training programs. Together with the Treasury Board Secretariat (TBS), the Canadian Centre for Management Development, the Leadership Network, the Privy Council Office and the Learning Advisory Panels, the Public Service Commission has been supporting efforts to establish a culture of learning within the Public Service.

> **While it continues to use traditional classroom methods, the PSC is moving to technology-mediated or technology-assisted group and independent approaches, including learning at a distance.**

The PSC uses modern means to help public servants acquire or improve their professional and language competence in order to proudly serve Canadians. Its approach recognizes learning as "the acquiring of knowledge and skills through study and experience." The PSC is committed to encourage and assist employees in learning throughout life, as part of the continuous enhancement of the quality of life and work. Through its products and services, the PSC encourages and supports learning through both formal and informal means. While it continues to use traditional classroom methods, the PSC is moving to technology-mediated or technology-assisted group and independent approaches, including learning at a distance.

Learning Advisory Panels

As part of its modernization process, the PSC has created a secretariat to serve the five Learning Advisory Panels established in 1997 to support the key functional communities (Middle Managers, Policy, Comptrollership, Communications, and Human Resources). As well, the secretariat helps to bring focus, to ensure connectivity and the sharing of best practices, and to achieve economies of scale and commonality of approach in the identification of learning solutions across these communities.

In 1998-99, in collaboration with the TBS, the PSC ensured the development of action plans for learning activities for each of these communities, consisting of competency profiles, learning frameworks, priority learning needs, learning solutions and communication strategies.

Learning Programs

Over the last year, the PSC continued to deliver its calendar of over 45 courses on a national basis to non-executive employees. These courses were updated to reflect current Public Service realities such as Staffing Reform and modern comptrollership. Learning programs were developed in support of the Financial Information Strategy and the new directions in material and supply management. Other learning programs focussed on public sector communication skills and management competencies.

International Activities

In 1998-99, the PSC continued to participate in international activities in support of the Government of Canada's foreign policy. The PSC conducted needs analyses and evaluations, provided training conception and design services, acted as advisor on specialized learning activities, and trained future trainers for many Canadian institutions dealing with international issues.

Over the year, the PSC worked in partnership with countries such as the Slovak Republic, Ukraine, Barbados, Guyana, Egypt, Morocco, Benin, and Cuba.

Foreign delegations were particularly interested in PSC activities centred on staffing, the merit principle, learning and political non-partisanship. Over the year, the PSC worked in partnership with countries such as the Slovak Republic, Ukraine, Barbados, Guyana, Egypt, Morocco, Benin, and Cuba.

Learning Technologies and Network Services

The Learning Resource Network (LRN) is an Internet-based approach to distributed and collaborative learning (http://learnet.gc.ca) which was launched in October 1997, as a single window on learning for the Public Service. The LRN continues to offer on-line learning opportunities and information, to facilitate networking for key government groups and functional communities involved in learning, and to provide rich research resources for human resource specialists working in the learning field.

The LRN features learning materials and tools, discussion fora, information databases and list-servers to help individuals achieve their learning objectives. The coming year holds exciting potential in terms of the PSC partnering with departments and private corporations to develop online and distance learning opportunities and tools, as well as other technology-assisted delivery modes appropriate to learners' needs.

Language Training

Again this year, the PSC experienced an increase in clientèle for language training, particularly in the National Capital Region. This could be attributed mainly to the renewal of the Public Service and the employer's policy regarding language proficiency of executives. Besides delivering training, the PSC is also involved in research and development with regard to training. It is establishing a new approach to delivering training that will integrate self-learning into the training program. In 1998-99, the PSC conducted various pilot projects that featured the use of software allowing learners to work at their own pace, based on their individual learning plans. The PSC also conducted a project on distance learning using personalized videoconferencing to help candidates prepare for second language evaluation.

Competency-Based Management

Competencies are a common thread in a variety of Public Service-wide initiatives including Staffing Reform, departmental programs and learning programs. The Public Service Commission (PSC) has responded to the need to support corporate and departmental competency-related initiatives in several ways.

The PSC and Treasury Board Secretariat (TBS) formed a joint committee on Competency-Based Management (CBM) in response to stakeholder requests for information on CBM. The committee is developing a framework of legislative, regulatory and policy parameters for CBM and will examine central agency support for competency-related activities such as a centralized information source.

The PSC and TBS are jointly developing a profile of leadership competencies to replace the 1990 *Profile of Public Service Leaders and Managers*. The new profile expresses the *La Relève Profile of Leadership Competencies for ADMs and Senior Executives* at all management levels. This will ensure that corporate developmental programs are consistent with the competency requirements for the target levels.

The PSC has been providing competency consultation for departments, corporate programs and in partnership with other organizations. Departmental consultation includes participation on steering committees for competency profile development and tailoring of competency assessment instruments, such as simulations and in-basket exercises. Corporate program contributions include the development and delivery of modules for guidance and "training the trainers" in the principles of competency activities, such as competency profile development, assessment and implementation for functional communities, and

Learning Advisory Panels. In partnership with organizations such as the New Brunswick provincial government, the Manitoba Middle Manager's Network and numerous departments, the PSC has provided information, training, workshops and seminars.

The PSC also provides competency assessment tools. Activities this year focussed on retrofitting the Assessment Centre for executive appointment to reflect the *La Relève* Leadership competencies, tailoring of competencies and tools for the assessment component of corporate developmental programs such as Management Trainee Program (MTP) and Career Assignment Program (CAP), as well as updating and developing competency assessment tools for corporate programs such as Accelerated Executive Development Program (AEXDP) and Assistant Deputy Minister Prequalification Process (ADMPQP).

The PSC has delivered competency assessment programs, providing competency assessor training, and developing manuals and training packages, in addition to fulfilling the operational responsibilities. These competency assessment programs involved various development programs such as: MTP, AETP, CAP, AEXDP and ADMPQP, as well as the selection process for the new government of Nunavut.

Modernized Recourse Process

The Public Service Commission (PSC) establishes boards to hear appeals by public servants against alleged breaches of the *Public Service Employment Act* and *Regulations*. It also investigates complaints and irregularities in the resourcing process that are not subject to appeal, investigates complaints of harassment in the workplace, and conciliates settlements where complaints are upheld. In addition, the PSC provides training, advice and assistance to departments, unions, other organizations and individuals.

The PSC has recently reorganized its quasi-judicial and investigative approaches in order to fulfil its role with regard to the evolving structure and needs of the Public Service. It integrated and streamlined its operations by combining appeals and deployment recourse with the investigation, mediation and conciliation functions. It created a single registrar office to integrate an automated scheduling system for appeals, investigations and deployment recourse. At the same time, the PSC continues to work with other stakeholders to examine opportunities to provide effective and efficient recourse mechanisms for a staffing system that values competence, representativeness, trust, honesty, integrity and good communications.

> **Recourse should be as flexible as possible, responsive to the needs of the parties involved, and able to provide them with greater ownership of the process.**

Following the establishment of the National Recourse Advisory Group (NRAG), numerous focus group meetings were held last year, which led to suggestions for changes to the recourse systems. NRAG members developed a compendium of recommendations and agreed on the top ten priorities, of which a number have already been implemented.

The PSC believes that recourse should be as flexible as possible, responsive to the needs of the parties involved, and able to provide them with greater ownership of the process. Other experimental approaches with regard to early intervention, such as the use of mediations and pre-hearing settlement conferences have been successfully used. These less formal dispute resolution mechanisms allow for earlier resolution of conflicts and settlement of conflicts closer to the workplace. Another improvement to the system is the fact that appeal board decisions now include a summary, clearly explaining reasons for the appeal either being dismissed or upheld, as the case may be.

The PSC is striving to expedite the recourse process to better meet its stakeholders' needs. It does so by establishing priorities for appeal hearings dealing with acting appointments, appointments made as a result of corrective measures, jurisdictional issues and departmental concessions. Where appropriate, and at the discretion of each individual, appeal board chairpersons are now issuing oral decisions at the time of the hearing with written reasons, within fourteen days. In addition, the PSC is exploring avenues to make more extensive use of the technology available to conduct its business, e.g., e-mail, tele-conferences, video-conferences, Internet.

Specific data regarding investigations, appeals and deployments over 1998-99 may be found in the statistical information section of this report.

Political Non-Partisanship

A public servant who seeks to be nominated as a candidate and be a candidate in a federal, provincial or territorial election must, under section 33 of the *Public Service Employment Act,* apply to the Commission for a leave of absence without pay.

Under the *Public Service Employment Act (PSEA)*, the Public Service Commission (PSC) has specific responsibilities regarding the non-partisanship of the Public Service and public servants.

A public servant who seeks to be nominated as a candidate and be 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, 1998 to March 31, 1999, the Commission received only one such request for leave from an employee seeking to be a candidate in a provincial election. The request, however, was from an employee hired as a part-time worker under the *Part-time Work Exclusion Approval Order*, P.C. 1980-3475. As such, the employee is not a public servant as defined in section 2 of the *PSEA* and consequently, the Commission had no jurisdiction on the matter.

With respect to appointments to and within the Public Service, the principle in the *PSEA* that they "shall be based on selection according to merit" has always been taken to mean, among other things, that appointment decisions cannot be based on political considerations. The merit principle forms part of the conventions and legal rules that govern the Public Service, which also provide that federal ministers have no responsibility for recruiting, assigning, transferring or promoting public servants, or making any other decisions regarding their career.

The fundamental reason for this separation of the Public Service and the political level is to provide the stability in government that a vigorous democracy requires, and the continuity from one administration to another that both elected political leadership and sound government require.

The Commission recognizes that public servants across Canada need to be aware of the caution and the prudence they must exercise with respect to political activity because of the duty they owe both to the government of the day and to the public of Canada. Because of the importance of this issue, the Commission intends to continue to build awareness of it over the next year. The Commission has had no material evidence in 1998-99 of partisan interference with respect to the appointment of public servants.

It is to be noted that non-partisanship is one of the staffing values that departments with delegated authority will be required to report on, in the context of the new accountability system.

Chapter Two: Accountability of the Public Service Commission

In this year's Annual Report, the Public Service Commission (PSC) is pleased to present an in-depth insight into its accountability, which is an issue of significance particularly in light of Staffing Reform and the new direction of the PSC.

The Three Tiers of the Accountability Chain

Parliament has given the Commission the responsibility to ensure that appointments to and from within the Public Service are made in accordance with merit. The PSC's mandate is to safeguard the merit principle and ensure that there is a competent, non-partisan Public Service, representative of the people its serves. It must also ensure that appointments are made respecting the values of fairness, equity and transparency. At the same time, the PSC recognizes that staffing must take into account the management principles of flexibility, affordability and efficiency.

However, the PSC recognizes that merit is everyone's business and so has built its accountability model on a three-tiered approach:

Tier 1   the PSC is accountable to Parliament for the overall health of the staffing system

Tier 2   departmental Deputy Heads are accountable to the PSC for the performance of their staffing system

Tier 3   departmental line and functional management are accountable to their Deputy Heads for the effective delivery of staffing.

Evolution of Staffing Accountability

The staffing system has been in a state of continual reform as it kept pace with the social changes of the twentieth century.

Since the *Civil Service Act* of 1908 established the Civil Service Commission as an independent agency, and the doctrine of political neutrality in staffing was introduced to replace patronage, the staffing system has been in a state of continual reform as it kept pace with the social changes of the twentieth century.

The 1918 *Civil Service Act* provided a broader mandate to eradicate patronage and entrusted the task to a new three-person Civil Service Commission with authority over the entire Civil Service (some 40,000 employees at the time), including the power to make appointments. This *Act* granted the Civil Service Commission independence from both the government and Parliament in staffing the Civil Service, and introduced the merit principle.

The new *Civil Service Act* of 1961 granted the Commission the power to delegate to Deputy Heads, and to make appointments without competition where the Commission judged that a competition would be impractical or unsuitable. It also made the hearing of appeals by the Commission a legal right, rather than an administrative decision.

In 1967, the passage of the *Public Service Employment Act* (*PSEA*) created the Public Service Commission as we know it today. Although the *PSEA* remained essentially unchanged from 1967 to 1993, the PSC undertook various efforts to speed up the staffing process, such as delegating authority to Deputy Heads and creating Exclusion Approval Orders to exempt some limited and precise situations from the *Act*.

In the 1980s, through Administrative Reform, the PSC attempted to streamline and rationalize staffing practices and procedures to the greatest extent possible within the existing law. Then Public Service 2000 in the early 1990s led to legislative reform through the *Public Service Reform Act* which was enacted in 1993. This new legislation created mechanisms dealing with such subjects as individual merit, deployment and casual employment, that provided managers with fast and flexible alternative ways of staffing positions, and implementing employment equity programs.

The next major impact on the staffing system occurred in 1996, when the Public Service was brought under the *Employment Equity Act*, the purpose of which is to ensure that no person is denied employment opportunities or benefits for reasons unrelated to ability and, in the fulfilment of that goal, to correct the conditions of disadvantage in employment.

Also in 1996, the final report of the *Consultative Review of Staffing*, an intensive and extensive examination of the staffing system sponsored by the PSC, was published. This unprecedented consultation with all stakeholders in the staffing system proposed a new vision for resourcing Public Service jobs.

In 1997, Staffing Reform and *La Relève* provided further impetus for modernizing human resource management in the Public Service, as described earlier in this report, with greater emphasis on maximizing flexibilities within the existing legislative framework.

Commission's Independence

The Commission's independence is as important today as it was at the time of its creation 90 years ago.

The Commission's independence is as important today as it was at the time of its creation 90 years ago. It rests on objective conditions and parameters set out in the *PSEA*. The Commission's stature as an independent institution is essential to the exercise of all its functions, including recourse, non-delegated staffing, general oversight, and policy and regulatory frameworks. In all of its staffing activities, the need for autonomy and freedom from undue influence is fundamental. Based on its independence, the Commission was mandated by Parliament to ensure a merit-based appointment system, which is the strongest bastion against political and bureaucratic interference.

Modern Comptrollership Pressures Affecting Staffing Accountability

The purpose of the staffing system remains the same today as it did ninety years ago, that is, staffing is a means by which departments acquire the human resources required to deliver services to Canadians.

However, with increased delegation and the pressures on government to deliver better quality services at a lower cost, changes to the staffing system and the manner in which the PSC can demonstrate to Parliament that it is discharging its responsibilities with proper respect and due diligence are necessary.

We need to keep the traditional values such as fairness, equity and transparency, but we also need to take into account additional values, such as quality, responsiveness and innovation.

The fundamental question we must ask is if the staffing being conducted contributes to a more competent workforce, better able to deliver service to Canadians. We need to keep the traditional values such as fairness, equity and transparency, but we also need to take into account additional values, such as quality, responsiveness and innovation.

This means using preventive measures to ensure post-facto accountability (promoting the shared values), rather than downstream compliance (after the fact audits). It also means that the role of corporate organizations changes from control to coordination and education, and that managers exercise greater operational autonomy within the boundaries of a values-based system.

Thus the PSC is changing staffing from a system based on rules and procedures to a system based on overarching principles, values and common purpose. The challenge is to enhance the flexibility of the staffing system, while safeguarding merit.

The Modern Accountability Toolbox

The PSC's modern toolbox is a multi-faceted response to these modern comptrollership pressures, with an emphasis on outcomes rather than outputs. The PSC's oversight role involves intelligence gathered from a combination of tools and levers. With more emphasis placed on values, results and trends, a new dynamic is emerging which will allow the PSC to be present throughout the oversight continuum. Work will be done in the forthcoming year to refine the PSC's toolbox and levers, consistent with the Commission's

new direction, featuring emphasis on enhanced oversight. The Commission looks to the PSC Advisory Council for advice on areas for improvement, new tools required and gaps to be filled. Following is a description of the PSC's oversight continuum.

The PSC's oversight role involves intelligence gathered from a combination of tools and levers.

The Public Service Commission:

1) works closely with departments to provide them with assistance and advice; this is done through informative workshops, systematic briefings, analyses of emerging trends, early warning systems, monographs and sharing of best practices;

2) continues to provide merit policies, which departments can refer to for better orientation; this is accomplished through normal and customized regulations, standards, consultative regulatory reviews and tailored frameworks;

3) uses systemic studies, results assessment tools (accountability frameworks), evaluations and audits to provide an overall assessment of the staffing system and to recommend improvements;

4) uses corrective action as appropriate; and

5) provides independent recourse processes in support of the merit principle in order to protect the public interest and to promote, through effective intervention and education, the application of merit, fairness, equity and transparency.

PSC Oversight Continuum

Policies   Merit Awareness/Knowledge   Compliance /Accountablility

Awareness Knowledge   Merit Policies   Systemic Studies   Results Assessment Tools   Evaluation   Audits   Corrective Action

Independent Recourse
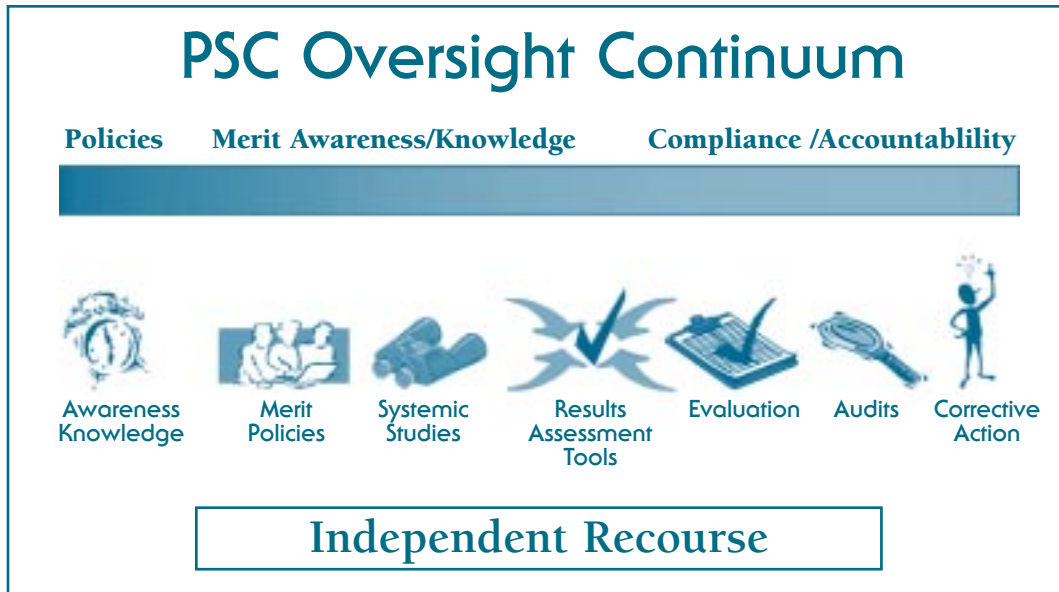
Indicators and Measures

As part of the process of drawing up Staffing Accountability Agreements, departments are identifying the indicators and measures that they will use to assess their staffing performance and report to the Commission. Some examples are the following.

For the Results Values, one indicator for *Competency* is the development and implementation of competency profiles. Another indicator is client satisfaction both internal and external to the department, with a specific measure for ISO certification, where applicable.

One indicator for *Representativeness* is retention rate for designated groups, measured by a departmental review of the turnover rate. Another is career advancement for designated group members, measured through monitoring their employment paths.

For *Non-partisanship*, one indicator is the Deputy's attestation that staffing activities are conducted in a non-partisan way, measured through qualitative support for this statement indicating that there has been neither political nor bureaucratic patronage. Another indicator is

the result of an analysis of founded complaints, measured through reviews of reports and complaints lodged in various ways.

For the Process Values of *Fairness, Equity* and *Transparency*, a common indicator is management and employee satisfaction, measured through consultations with and surveys of managers and employees.

PSC's New Relationship with Stakeholders

Parliamentarians, bargaining agents, departments and agencies all contribute to the integrity of the staffing system.

The PSC has the responsibility to safeguard merit in a dual way. First, it must continue to provide assurances to Parliament that it will fulfill its statutory duties in the years to come. Second, it must ensure that these duties are carried out in effective and innovative ways that respond to the new dynamics of the workplace of the future, the growing diversity in Canadian society, and the changing role of government.

Parliamentarians, bargaining agents, departments and agencies all contribute to the integrity of the staffing system. The PSC will continue to seek their advice in shaping effective staffing policy and principles, and to find new and innovative ways of doing so. This implies a new relationship with these stakeholders, based on trust and on a shared sense of values. It means that delegated staffing authorities will be exercised in respect of these values and that Deputy Heads will share in the accountability by reporting on the performance of their staffing system on the basis of the values.

It also implies that Deputy Heads will seek employee representatives' input into the departmental staffing accountability framework and the annual staffing performance report to the PSC. The Commission, in its reporting responsibility to Parliament, will not only report on its transactions and affairs, but will also comment on overall results and the state of health of the staffing system.

Information Strategy

The PSC stopped collecting data on individual appointments via the Report on Staffing Transactions (ROST) on March 31, 1999. This decision was the result of two distinct but related issues: Staffing Reform put the operational design and management of the staffing system in departmental hands, bringing into question the continued rationale for transactional level data collection by the PSC; and ROST data quality was deteriorating and continued to deteriorate.

Building meaningful information for Parliament's use is a Commission priority.

Staffing Reform also provided an opportunity to rethink the PSC's future information needs. This resulted in the development of an Information Strategy which includes the identification of current and future information needs to effectively oversee the merit system. Building meaningful information for Parliament's use is a Commission priority.

Moreover, with its stewardship role, with increased delegation of authorities to departments in connection with Staffing Reform, and with the current emphasis on accountability frameworks and performance measurement, the PSC needs to position itself as a valuable source of human resource information and advice to departments.

In order for the Commission to better meet its reporting obligations to Parliament, and to respond to clients' needs in a broader and more values-based fashion, a comprehensive and dynamic approach for information sharing will be adopted. The intelligence obtained through this approach will provide regular feedback to all major parties, will allow for rapid adjustments, and will assist in measuring the health of the staffing system.

Conclusion

1998-99 has been an exciting year for the Public Service Commission (PSC). It has pursued various reform initiatives in the areas of staffing, recruitment, executive resourcing and recourse, thus contributing to enhancement of human resource management in the Public Service. It has designed a new accountability system, with a focus on values-based staffing. It has improved staffing delegation and provided enhanced flexibilities. It has earned a reputation as a leading public sector learning organization. With various partners, stakeholders and clients, it has implemented revisions to the primary corporate development programs and augmented employment equity activities. It has also been actively involved in renewal of the human resource community. Most importantly, it has challenged its clients and stakeholders, through a public consultation process, to help it improve its oversight of merit.

The year of the millennium will undoubtedly ring in significant change for the PSC. As it continues consultation with its clients, stakeholders and other parties, the PSC will be able to solidify its new direction.

Based on the concept that merit is everybody's business, we invite you over the coming year to participate in the dialogue on this subject. We would like to work with you to ensure that we have an effective merit system that supports a competent, non-partisan, representative Public Service, well-prepared to serve the Canadian public. In this environment, the PSC will be better able to provide the Public Service with the merit policy, promotion and protection required in the context of the human resource management framework of tomorrow.

Appendices

Statistical Information

Appointment Data

This year, the statistical information on appointment activity is derived from data received by the Public Service Commission (PSC), directly from departments via the Report on Staffing Transactions (ROST) and from the Incumbent System of the Treasury Board Secretariat (TBS). The PSC stopped collecting data on individual appointments via the ROST on March 31, 1999. This decision was the result of two distinct but related issues: Staffing Reform put the operational design and management of the staffing system in departmental hands bringing into question the continued rationale for transactional level data collection by the PSC; and ROST data quality was deteriorating and continued to deteriorate.

When applied to the 1998-99 appointment year, new estimation procedures for appointment volumes indicate a 36% under reporting via ROST in appointments to the Public Service (29 773 as opposed to 19 104), and a 39% under reporting via ROST in promotions (27 593 as opposed to 16 808). Estimates of lateral or downward transfers, including deployments, are 7.4% higher than that reported via ROST (19 331 as opposed to 17 998), while estimates of student appointments are 51.7% higher than reported via the ROST (15 786 compared to 10 407). The only exception to the rule are estimates of casual appointments. They are 3.3% lower than that reported via the ROST (20 378 as compared to 21 084)[1]. This year's statistical information on appointments incorporates estimates derived from the TBS's Incumbent System to adjust for the under reporting by departments of appointments via the ROST.

As outlined above, much of the current information collected by the ROST can be derived from other data sources. There will be some information loss however. The most important loss relates to information about appointment process. For appointment process information, alternative mechanisms of collection are being developed. The PSC is pursuing the use of periodic, sample-based methodologies to allow for the necessary specificity and flexibility, while minimizing cost and reporting burden for the PSC and departments. The alternative collection mechanisms are being developed as part of a more detailed Information Plan in 1999-2000.

Technical Notes

This section gives detailed statistical information on appointments under the *Public Service Employment Act* and on priority administration.

Unknown

Data on appointment type and appointment process in Table 5 and data on appointment type and language groups in Table 8 show 21 454 appointments with an unknown appointment process and language type. This results from the estimate process using the Public Works and Government Services Canada pay system as appointment process and language type are not on the pay system. In future as described above, the PSC will be using other means to capture the information as required.

Casual Employment

All departments have authority to hire casual employees as of fiscal year 1998-99. Based on the pay system of Public Works and Government Services Canada, the PSC estimates 20 378 new casuals appointments were made in 1998-99.

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[1] Extensions of casual employment are counted as new hires on the ROST whereas in pay transactions reflected in the Incumbent System, they are not counted as new hires but as extensions of previous appointments.

Occupational Category

Not all appointments are made to standard Public Service occupational classifications (Table 2). Standard occupational classifications are not applicable, for example, to Cooperative Education Program (CO-OP) and Federal Student Work Experience Program (FSWEP) appointments and to appointments made by departments where Treasury Board is not the employer.

Geographic Area

Data on geographic area (Table 3) were obtained by matching appointment data obtained from departments with the Public Works and Government Services Canada Pay System. For 446 appointments, geographic area could not be determined.

Departments

Departments listed in Table 4 reflect the departmental organization at the end of 1998-99. Only departments having 25 or more appointments in 1998-99 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 PSC.

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 775 appointments, FOL could not be determined in the 1998-99 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 563 appointments, the gender of the appointee could not be determined in the 1998-99 tables. Data on members of visible minority groups, persons with disabilities and aboriginal peoples were obtained by matching appointment data with the Treasury Board Secretariat's Employment Equity Data Bank, file condition as of March 31, 1999. This database relies 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 PSC'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 PSC 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.

Student Data

The Student Employment Programs Exclusion Approval Order which took effect on April 9, 1997 excludes students from the operation of the *Public Service Employment Act (PSEA)* with the exception of subsections 16(4) and 17(4) which deal with citizenship. As these recruits are no longer considered appointments to the Public Service under the *PSEA,* Table 10 has been modified to report on the overall recruitment activity (rather than the number of appointments).

Appointment type and appointment tenure

1

Number and percentage of appointments, by appointment tenure and type of appointment
April 1, 1998 to March 31, 1999

Appointment tenure	Appointments *to* the Public Service		Promotions		Lateral or downward transfers		Reappointments of terms		Acting appointments (a)		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Indeterminate	3 469	11.7	24 392	88.4	4 960	56.4	0	0.0	14 077	81.5	46 898	39.6
Specified period	26 304	88.3	3 201	11.6	3 830	43.6	35 075	100.0	3 197	18.5	71 607	60.4
Total	**29 773**	**100.0**	**27 593**	**100.0**	**8 790**	**100.0**	**35 075**	**100.0**	**17 274**	**100.0**	**118 505**	**100.0**

(a) Excludes acting appointments of four months or less.

Appointment type and occupational category

2

Number and percentage of appointments, by occupational category and type of appointment
April 1, 1998 to March 31, 1999

Occupational category	Appointments *to* the Public Service		Promotions		Lateral or downward transfers		Reappointments of terms		Acting appointments (a)		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Executive Group	44	0.1	646	2.3	77	0.9	0	0.0	336	1.9	1 103	0.9
Scientific and Professional	2 079	7.0	3 212	11.6	687	7.8	1 473	4.2	1 584	9.2	9 035	7.6
Administrative and Foreign Service	5 547	18.6	13 445	48.7	2 473	28.1	4 334	12.4	10 317	59.7	36 116	30.5
Technical	2 055	6.9	2 238	8.1	509	5.8	1 358	3.9	886	5.1	7 046	5.9
Administrative Support	14 883	50.0	5 927	21.5	3 175	36.1	23 416	66.8	3 250	18.8	50 651	42.7
Operational	5 050	17.0	1 887	6.8	1 855	21.1	4 477	12.8	882	5.1	14 151	11.9
Not applicable (b)	115	0.4	238	0.9	14	0.2	17	0.0	19	0.1	403	0.3
Total	**29 773**	**100.0**	**27 593**	**100.0**	**8 790**	**100.0**	**35 075**	**100.0**	**17 274**	**100.0**	**118 505**	**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.

Appointment type and geographic area

3

Number and percentage of appointments, by geographic area and type of appointment
April 1, 1998 to March 31, 1999

Geographic area (b)	Appointments *to* the Public Service		Promotions		Appointments *within* the Public Service Type of Appointment — Lateral or downward transfers		Reappointments of terms		Acting appointments (a)		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Newfoundland	1 188	4.0	554	2.0	156	1.8	1 231	3.5	395	2.3	3 524	3.0
Prince Edward Island	213	0.7	230	0.8	57	0.6	584	1.7	464	2.7	1 548	1.3
Nova Scotia	1 085	3.6	1 125	4.1	344	3.9	793	2.3	608	3.5	3 955	3.3
New Brunswick	992	3.3	635	2.3	273	3.1	864	2.5	384	2.2	3 148	2.7
Quebec (except NCR)	5 663	19.0	3 004	10.9	1 498	17.0	11 103	31.7	2 326	13.5	23 594	19.9
National Capital Region (NCR)	7 590	25.5	11 375	41.2	2 452	27.9	10 034	28.6	8 098	46.9	39 549	33.4
Ontario (except NCR)	3 601	12.1	4 091	14.8	1 596	18.2	3 618	10.3	2 138	12.4	15 044	12.7
Manitoba	2 791	9.4	1 039	3.8	351	4.0	2 694	7.7	523	3.0	7 398	6.2
Saskatchewan	1 279	4.3	636	2.3	207	2.4	365	1.0	251	1.5	2 738	2.3
Alberta	1 788	6.0	1 582	5.7	535	6.1	986	2.8	663	3.8	5 554	4.7
British Columbia	2 913	9.8	2 932	10.6	1 225	13.9	2 654	7.6	1 348	7.8	11 072	9.3
Yukon	140	0.5	72	0.3	46	0.5	41	0.1	30	0.2	329	0.3
Northwest Territories	161	0.5	114	0.4	28	0.3	37	0.1	29	0.2	369	0.3
Outside Canada	14	0.0	201	0.7	7	0.1	1	0.0	14	0.1	237	0.2
Unknown	355	1.2	3	0.0	15	0.2	70	0.2	3	0.0	446	0.4
Total	**29 773**	**100.0**	**27 593**	**100.0**	**8 790**	**100.0**	**35 075**	**100.0**	**17 274**	**100.0**	**118 505**	**100.0**

(a) Excludes acting appointments of four months or less.
(b) See technical notes on Geographic Area.

Appointment type and department

4

Number and percentage of appointments, by department and type of appointment
April 1, 1998 to March 31, 1999

Department	Appointments *to* the Public Service		Appointments *within* the Public Service Type of Appointment								Total	
			Promotions		Lateral or downward transfers		Reappointments of terms		Acting appointments (a)			
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Agriculture and Agri-Food Canada	1 464	4.9	687	2.5	95	1.1	596	1.7	143	0.8	2 985	2.5
Atlantic Canada Opportunities Agency	60	0.2	66	0.2	20	0.2	32	0.1	26	0.2	204	0.2
Canada Information Office	9	0.0	12	0.0	4	0.0	21	0.1	5	0.0	51	0.0
Canada Labour Relations Board	4	0.0	20	0.1	2	0.0	1	0.0	4	0.0	31	0.0
Canadian Environmental Assessment Agency	6	0.0	41	0.1	8	0.1	14	0.0	10	0.1	79	0.1
Canadian Grain Commission	169	0.6	97	0.4	33	0.4	34	0.1	42	0.2	375	0.3
Canadian Heritage	1 925	6.5	921	3.3	268	3.0	659	1.9	385	2.2	4 158	3.5
Canadian Human Rights Commission	28	0.1	52	0.2	22	0.3	42	0.1	23	0.1	167	0.1
Canadian International Development Agency	91	0.3	218	0.8	18	0.2	63	0.2	231	1.3	621	0.5
Canadian Radio-television and Telecommunications Commission	32	0.1	52	0.2	18	0.2	53	0.2	29	0.2	184	0.2
Canadian Space Agency	44	0.1	54	0.2	11	0.1	54	0.2	25	0.1	188	0.2
Canadian Transportation Accident Investigation and Safety Board	18	0.1	54	0.2	4	0.0	29	0.1	10	0.1	115	0.1
Canadian Transportation Agency	19	0.1	28	0.1	5	0.1	10	0.0	39	0.2	101	0.1
Citizenship and Immigration Canada	397	1.3	441	1.6	125	1.4	293	0.8	265	1.5	1 521	1.3
Correctional Service Canada	1 334	4.5	1 780	6.5	754	8.6	1 251	3.6	982	5.7	6 101	5.1
Economic Development Agency of Canada for the Regions of Quebec	50	0.2	34	0.1	5	0.1	21	0.1	16	0.1	126	0.1
Environment Canada	511	1.7	588	2.1	148	1.7	398	1.1	279	1.6	1 924	1.6
Federal Court of Canada	73	0.2	51	0.2	19	0.2	70	0.2	13	0.1	226	0.2
Finance Canada	135	0.5	266	1.0	70	0.8	57	0.2	45	0.3	573	0.5
Fisheries and Oceans	1 136	3.8	1 088	3.9	518	5.9	2 237	6.4	872	5.0	5 851	4.9
Foreign Affairs and International Trade	354	1.2	535	1.9	105	1.2	655	1.9	199	1.2	1 848	1.6
Health Canada	1 052	3.5	924	3.3	311	3.5	1 276	3.6	658	3.8	4 221	3.6
Human Resources Development Canada	2 904	9.8	4 171	15.1	462	5.3	2 371	6.8	1 116	6.5	11 024	9.3
Immigration and Refugee Board	107	0.4	126	0.5	38	0.4	208	0.6	124	0.7	603	0.5
Indian Oil and Gas	13	0.0	14	0.1	0	0.0	0	0.0	0	0.0	27	0.0
Indian and Northern Affairs Canada	584	2.0	661	2.4	263	3.0	259	0.7	943	5.5	2 710	2.3
Industry Canada	437	1.5	1 187	4.3	200	2.3	416	1.2	424	2.5	2 664	2.2

Appointment type and department (continued)

Department	Appointments *to* the Public Service		Appointments *within* the Public Service Type of Appointment								Total	
			Promotions		Lateral or downward transfers		Reappointments of terms		Acting appointments (a)			
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Justice Canada	366	1.2	335	1.2	215	2.4	521	1.5	203	1.2	1 640	1.4
National Archives of Canada	74	0.2	60	0.2	12	0.1	58	0.2	42	0.2	246	0.2
National Defence (Public Service employees)	2 174	7.3	2 041	7.4	1 590	18.1	1 785	5.1	702	4.1	8 292	7.0
National Energy Board	45	0.2	30	0.1	12	0.1	13	0.0	16	0.1	116	0.1
National Library of Canada	37	0.1	29	0.1	5	0.1	33	0.1	26	0.2	130	0.1
National Parole Board	14	0.0	38	0.1	11	0.1	35	0.1	24	0.1	122	0.1
Natural Resources Canada	459	1.5	762	2.8	168	1.9	284	0.8	189	1.1	1 862	1.6
Office of the Chief Electoral Officer	65	0.2	42	0.2	7	0.1	39	0.1	39	0.2	192	0.2
Office of the Commissioner of Official Languages	6	0.0	16	0.1	6	0.1	12	0.0	12	0.1	52	0.0
Office of the Coordinator Status of Women	19	0.1	12	0.0	6	0.1	46	0.1	8	0.0	91	0.1
Office of the Governor General's Secretary	12	0.0	17	0.1	8	0.1	34	0.1	7	0.0	78	0.1
Office of the Superintendent of Financial Institution Canada	43	0.1	187	0.7	0	0.0	0	0.0	0	0.0	230	0.2
Offices of the Information and Privacy Commissioners	9	0.0	11	0.0	6	0.1	11	0.0	22	0.1	59	0.0
Passport Office	145	0.5	54	0.2	50	0.6	265	0.8	63	0.4	577	0.5
Privy Council Office	114	0.4	128	0.5	17	0.2	47	0.1	18	0.1	324	0.3
Public Service Commission of Canada	147	0.5	169	0.6	24	0.3	159	0.5	135	0.8	634	0.5
Public Works and Government Services Canada	1 100	3.7	1 744	6.3	292	3.3	907	2.6	1 214	7.0	5 257	4.4
Revenue Canada	9 959	33.4	4 919	17.8	2 144	24.4	17 703	50.5	6 383	37.0	41 108	34.7
Royal Canadian Mounted Police (Public Service employees)	353	1.2	357	1.3	178	2.0	415	1.2	158	0.9	1 461	1.2
Solicitor General Canada	31	0.1	65	0.2	8	0.1	47	0.1	46	0.3	197	0.2
Statistics Canada	466	1.6	817	3.0	84	1.0	561	1.6	211	1.2	2 139	1.8
Supreme Court of Canada	42	0.1	16	0.1	8	0.1	29	0.1	6	0.0	101	0.1
Tax Court of Canada	17	0.1	27	0.1	11	0.1	30	0.1	21	0.1	106	0.1
Transport Canada	535	1.8	776	2.8	189	2.2	346	1.0	367	2.1	2 213	1.9
Treasury Board of Canada, Secretariat	109	0.4	224	0.8	50	0.6	86	0.2	181	1.0	650	0.5
Veterans Affairs Canada	378	1.3	453	1.6	149	1.7	402	1.1	240	1.4	1 622	1.4
Western Economic Diversification Canada	63	0.2	41	0.1	7	0.1	70	0.2	25	0.1	206	0.2
Other Departments (b)	35	0.1	55	0.2	7	0.1	17	0.0	8	0.0	122	0.1
Total	29 773	100.0	27 593	100.0	8 790	100.0	35 075	100.0	17 274	100.0	118 505	100.0

(a) Excludes acting appointments of four months or less.
(b) Refers to those departments reporting less than 25 appointments in 1998-99. See technical notes on Departments.

Appointment type and appointment process

5

Number and percentage of appointments, by appointment process and type of appointment
April 1, 1998 to March 31, 1999

| Appointment process | Appointments *to* the Public Service | | Appointments *within* the Public Service Type of Appointment | | | | | | | | Total | |
| | | | Promotions | | Lateral or downward transfers | | Reappointments of terms | | Acting appointments (a) | | | |
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Open competition	13 683	46.0	1 058	3.8	1 881	21.4	0	0.0	0	0.0	16 622	14.0
Closed competition	3 095	10.4	7 832	28.4	2 639	30.0	0	0.0	0	0.0	13 566	11.4
Without competition • Standard of competence	0	0.0	5 841	21.2	301	3.4	0	0.0	0	0.0	6 142	5.2
• Other relative merit processes	1 678	5.6	1 893	6.9	3 341	38.0	35 075	100.0	0	0.0	41 987	35.4
Acting	0	0.0	0	0.0	0	0.0	0	0.0	17 274	100.0	17 274	14.6
Other (b)	648	2.2	184	0.7	628	7.1	0	0.0	0	0.0	1 460	1.2
Unknown (c)	10 669	35.8	10 785	39.1	0	0.0	0	0.0	0	0.0	21 454	18.1
Total	**29 773**	**100.0**	**27 593**	**100.0**	**8 790**	**100.0**	**35 075**	**100.0**	**17 274**	**100.0**	**118 505**	**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.
(c) See technical notes on Unknown.

Appointment type and employment equity designated groups

6

Number and percentage of appointments, by Employment Equity designated group and type of appointment
April 1, 1998 to March 31, 1999

| Employment Equity designated groups (b) | Appointments *to* the Public Service | | Appointments *within* the Public Service Type of Appointment | | | | | | | | Total | |
| | | | Promotions | | Lateral or downward transfers | | Reappointments of terms | | Acting appointments (a) | | | |
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Women	18 558	63.3	15 884	57.6	4 966	56.6	24 007	68.6	10 291	59.6	73 706	62.5
Members of visible minority groups	1 118	3.8	1 736	6.3	526	6.0	1 775	5.1	1 101	6.4	6 256	5.3
Persons with disabilities	612	2.1	1 128	4.1	290	3.3	1 135	3.2	662	3.8	3 827	3.2
Aboriginal peoples	914	3.1	858	3.1	291	3.3	1 070	3.1	569	3.3	3 702	3.1
Total (c)	**29 773**	**100.0**	**27 593**	**100.0**	**8 790**	**100.0**	**35 075**	**100.0**	**17 274**	**100.0**	**118 505**	**100.0**

(a) Excludes acting appointments of four months or less.
(b) See technical notes on Employment Equity data.
(c) The sum of Employment Equity designated groups does not equal the total due to double counting and the absence of men in the counts.

7

Appointment type and language groups

Number and percentage of appointments, by language group and type of appointment
April 1, 1998 to March 31, 1999

Language group (b)	Appointments *to* the Public Service		Appointments *within* the Public Service Type of Appointment								Total	
			Promotions		Lateral or downward transfers		Reappointments of terms		Acting appointments (a)			
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Francophones	9 168	31.4	8 467	30.7	2 717	31.0	15 613	44.7	6 363	36.9	42 328	36.0
Anglophones	20 026	68.6	19 099	69.3	6 039	69.0	19 337	55.3	10 901	63.1	75 402	64.0
Total	29 773	100.0	27 593	100.0	8 790	100.0	35 075	100.0	17 274	100.0	118 505	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, 1998 to March 31, 1999

Language require- ments of position	Appointments *to* the Public Service					Appointments *within* the Public Service (a)					Total (b)				
	Anglophones		Francophones		Total	Anglophones		Francophones		Total	Anglophones		Francophones		Total
	No.	%	No.	%	No.	No.	%	No.	%	No.	No.	%	No.	%	No.
Bilingual imperative	870	30.6	1 971	69.4	2 874	5 406	28.8	13 383	71.2	18 816	6 276	29.0	15 354	71.0	21 690
Bilingual non-imperative															
• Met	27	43.5	35	56.5	62	1 130	41.4	1 599	58.6	2 730	1 157	41.5	1 634	58.5	2 792
• Must Meet	18	81.8	4	18.2	22	421	92.1	36	7.9	457	439	91.6	40	8.4	479
• Not required to meet	1	25.0	3	75.0	4	198	70.2	84	29.8	283	199	69.6	87	30.4	287
English essential	9 923	93.3	707	6.7	10 836	38 037	94.3	2 310	5.7	40 501	47 960	94.1	3 017	5.9	51 337
French essential	47	1.3	3 601	98.7	3 778	121	1.0	11 502	99.0	11 627	168	1.1	15 103	98.9	15 405
English or French essential	923	61.4	580	38.6	1 528	2 168	61.4	1 364	38.6	3 533	3 091	61.4	1 944	38.6	5 061
Unknown (c)	8 217	78.4	2 267	21.6	10 669	7 895	73.3	2 882	26.7	10 785	16 112	75.8	5 149	24.2	21 454
Total	20 026	68.6	9 168	31.4	29 773	55 376	62.5	33 160	37.5	88 732	75 402	64.0	42 328	36.0	118 505

(a) Excludes acting appointments of four months or less.
(b) See technical notes on First Official Language.
(c) See technical notes on Unknown.

Appointments and employment status

9

Number and percentage of appointments, *to* and *within* the Public Service by employment status
before and after the appointment
April 1, 1998 to March 31, 1999

| | Status after appointment | | | | | |
| | Indeterminate | | Specified period | | Total | |
Status before appointment	No.	%	No.	%	No.	%
Indeterminate	38 792	82.7	0	0.0	38 792	32.7
Specified period	4 618	9.8	45 302	63.3	49 920	42.1
Casual	188	0.4	3 022	4.2	3 210	2.7
Other federal agencies	64	0.1	172	0.2	236	0.2
General public	3 128	6.7	22 802	31.8	25 930	21.9
Student	89	0.2	308	0.4	397	0.3
Unknown	19	0.0	1	0.0	20	0.0
Total	**46 898**	**100.0**	**71 607**	**100.0**	**118 505**	**100.0**

Note: Excludes acting appointments of four months or less.

Recruitment programs

10

Number and percentage of recruits under Public Service Commission recruitment programs,
by geographic area and external recruitment process
April 1, 1998 to March 31, 1999

Geographic area	Post-Secondary Recruitment (a)		Management Trainee		Cooperative Education (b)		Federal Student Work Experience Program (b)	
	No.	%	No.	%	No.	%	No.	%
Newfoundland	3	0.6	0	0.0	74	2.0	317	2.6
Prince Edward Island	1	0.2	0	0.0	17	0.5	358	2.9
Nova Scotia	5	1.1	3	4.8	97	2.6	446	3.7
New Brunswick	7	1.5	4	6.3	60	1.6	468	3.8
Quebec (except NCR)	18	3.8	8	12.7	317	8.6	1 528	12.6
National Capital Region (NCR)	332	70.8	40	63.5	2 028	55.2	3 424	28.1
Ontario (except NCR)	69	14.7	1	1.6	265	7.2	2 279	18.7
Manitoba	1	0.2	0	0.0	65	1.8	701	5.8
Saskatchewan	0	0.0	0	0.0	37	1.0	354	2.9
Alberta	10	2.1	0	0.0	179	4.9	769	6.3
British Columbia	21	4.5	4	6.3	428	11.7	960	7.9
Yukon	0	0.0	0	0.0	1	0.0	63	0.5
Northwest Territories	0	0.0	0	0.0	22	0.6	71	0.6
Outside Canada	0	0.0	0	0.0	0	0.0	0	0.0
Unknown	2	0.4	3	4.8	83	2.3	430	3.5
Total	**469**	**100.0**	**63**	**100.0**	**3 673**	**100.0**	**12 168**	**100.0**

(a) Post-Secondary Recruitment appointment numbers are lower than expected this year as not all appointments arising from the 1998-99
     PSR campaign had been completed as of March 31, 1999. Includes appointments under the Accelerated Economist Trainee Program.
(b) Included in Cooperative Education and Federal Student Work Experience Program are 8 appointments prior to April 9, 1997.

Note: See technical notes on Student Data.

Priority administration

11

Number of priority persons and number of placements of priority persons, by priority type
April 1, 1998 to March 31, 1999

Priority type	Carry over (a)	New priority persons	Total priority persons	Number of persons placed	Resigned/ Retired	Priority entitlements expired	Other	Total outflows	Active cases (b)
Statutory priorities									
Leave of absence (sec.30)	305	103	408	143	21	60	0	224	227
Ministers' staff (sec.39)	14	20	34	24	0	7	0	31	3
Lay-off (sec.29)	63	79	142	52	2	53	2	109	94
Total – Statutory priorities	**382**	**202**	**584**	**219**	**23**	**120**	**2**	**364**	**324**
Regulatory priorities									
Surplus (sec.39) (c)	807	642	1 449	531	634	0	1	1 166	222
Employees disabled (sec.40)	45	37	82	14	2	16	1	33	48
Military disabled (sec.40.1)	7	11	18	7	0	0	0	7	11
Relocation of spouse (sec.41)	389	327	716	214	28	68	2	312	355
Reinstatement to higher level (sec.42)	902	132	1 034	110	12	374	1	497	532
Total – Regulatory priorities	**2 150**	**1 149**	**3 299**	**876**	**676**	**458**	**5**	**2 015**	**1 168**
Grand total	**2 532**	**1 351**	**3 883**	**1 095**	**699**	**578**	**7**	**2 379**	**1 492**

(a) The number of carry over from March 31, 1998 differs from the number of active cases at March 31, 1998 published in 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 employees changed their priority type. During the period, 57 surplus priority employees became lay-off priority employees.
(c) The active surplus cases at March 31, 1999 include 2 employees in unpaid surplus status. There were 2 cases of employees entering unpaid surplus status during the year.

Note: See technical notes on Priority Data.

Investigations

12

Number of complaints received, cases opened (with basis for complaints) and cases closed (with outcomes)

Period	Complaints Received	Opened Cases				Closed Cases				
		Total	Reverse Order of Merit	Harassment	PSEA/ Other	Total	Founded	Unfounded	Resolved	Other
1997-98	973	572	29	211	380	497	191	122	73	107
1998-99	710	321	8	181	313	441	97	162	79	103

Of the complaints received, 45% were accepted for investigation in 1998-99 compared to 59% in 1997-98. As well, in 1998-99, 22% of completed cases were declared founded compared to 38% in 1997-98; 41% were either resolved or withdrawn compared to 36% in 1997-98.

Appeals (a)

13

Number of selection processes appealed and closed, with number and percentage of those allowed

Period	Appealed	Closed	Allowed	
			Number	%
1997-98	1 853	1 623	139	8.6
1998-99	1 729	1 202	179	14.9

In 1998-99, approximately 15% of completed appeals against selection processes were allowed.

Appeals (b)

Number of decisions rendered, average disposal time, with number and percentage of those disposed within standard

Period	Number of Decisions	Average Disposal Time	Within Standard	
			Number	%
1997-98	575	9.4	426	74.1
1998-99	783	13.3	518	66.1

In 1998-99, 66% of decisions were rendered within the service standard of 10 working days.
In 1998-99, 27% more decisions were rendered than in 1997-98 and 42% (456 decisions) more than in 1996-97.

Appeals (c)

Number of appeals lodged and disposed of (with outcomes)

Period	Appeals Lodged (Opened)	Appeals Disposed (Closed)	Allowed	Dismissed	Withdrawn		No Right of Appeal
					Number	%	
1997-98	5 430	4 829	337	1 154	2 951	61.1	387
1998-99	4 900	3 761	511	633	2 099	55.8	518

In 1998-99, 14% of disposed appeals were allowed; 17% were dismissed; in 14% of appeals disposed, appellants had no right of appeal; and approximately 56% of appeals disposed were withdrawn.

Deployments

14

Number of complaints, number of deployments complained against and number of cases closed (with outcomes)

Period	Complaints	Deployments Complained Against	Closed	Founded	Unfounded	No Jurisdiction	Withdrawn	Decisions
1997-98	101	63	52	5	14	7	15	26
1998-99	74	46	44	8	13	14	9	27

In 1998-99, 18% of completed deployment investigations were founded, 30% were unfounded and 52% were either withdrawn or the Public Service Commission had no jurisdiction to investigate.

Authority Delegated

ORGANIZATION	AUTHORITY DELEGATED	
Health Canada	◆ Authority to appoint members of visible minority groups under the Employment Equity Program for Members of Visible Minority Groups	1998-05-21
Human Resources Development Canada	◆ Authority to appoint members of visible minority groups under the Visible Minority Recruitment Program	1998-09-24
International Joint Commission	◆ New Staffing Delegation and Accountability Agreement	1998-12-18
Millennium Bureau of Canada	◆ New Staffing Delegation and Accountability Agreement	1998-05-28
National Defense	◆ Authority to promote without competition Materiel Acquisition officers from PG-01 to PG-02 and -03 within an Occupational Training Program pursuant to subparagraph 4(2)(a) of the *Public Service Employment Regulations*	1998-04-17
Office of the Superintendent of Financial Institutions	◆ New Staffing Delegation and Accountability Agreement	1998-04-02
Public Works and Government Services Canada	◆ Authority to recruit Aboriginal persons and to appoint them within the Aboriginal Employment Equity Program	1999-02-04
Revenue Canada	◆ Authority to recruit Aboriginal persons and to appoint them within the Aboriginal People's Employment Equity Program	1998-11-05
Royal Canadian Mounted Police	◆ Additional authority to recruit term employees in the Program Administration (PM) Group involved in administering firearms legislation in Manitoba, Saskatchewan, Alberta and the Northwest Territories	1998-04-30
Transport Canada	◆ Additional authority to recruit into the Technical Inspection (TI) Group	1998-11-19

All departments	◆ Authority to promote employees on the basis of individual merit within the context of an Apprenticeship and Occupational Training Program	*1998-04-24*
	◆ Authority to promote employees on the basis of individual merit within an occupational group which provides for classification based on the qualifications of the incumbent	*1998-04-24*
	◆ Authority to promote employees on the basis of individual merit from the LA-01 to the LA-02A level	*1998-04-24*
	◆ Authority to hire any person for a period not exceeding 90 calendar days for all groups and levels except the EX and MM Groups and student programs pursuant to section 21.2 of the *Public Service Employment Act*	*1998-04-24*
	◆ Authority to appoint an organization's own surplus employees ahead of other priorities	*1998-04-24*
	◆ Authority to appoint a person in preference to all persons with priority entitlement where the appointment of a person with priority entitlement would result in another person becoming a priority	*1998-04-24*
	◆ Authority to establish the area of selection for any appointment and to expand an area of selection to include employment equity members beyond the area defined for other potential applicants	*1998-04-24*
	◆ Authority to extend the exemption period during which an employee may occupy a bilingual position following a non-imperative appointment without meeting the position's language requirements	*1998-04-24*
	◆ Authority to develop application forms for internal staffing	*1998-04-24*

Exclusion Approval Orders

During the period from April 1, 1998 to March 31, 1999 the Commission approved the following Exclusion Approval Orders.

Exclusion Approval Order for Certain Employees and Positions in the Royal Canadian Mounted Police

P.C. 1998-702, April 30, 1998

This Exclusion Approval Order has been established to ensure the implementation and administration of the new *Firearms Act* in the Provinces of Alberta, Manitoba, and Saskatchewan, and in the Northwest Territories as these jurisdictions have decided that they were opting out of the administration of this *Act*. The Order provides for the transfer to the Royal Canadian Mounted Police of 19 provincial and territorial employees.

Public Service Official Languages Exclusion Approval Order (amendment)

P.C. 1998-769, May 1, 1998

These amendments have been made in order to give effect to the new Treasury Board's Policy concerning the language requirements for members of the Executive Group which became effective on May 1, 1998. The policy raises the language requirements for all Assistant Deputy Minister level positions as well as those for most other Executive Group positions in the regions designated as bilingual for language-of-work purposes under the *Official Languages Act*. No language training hours limits will apply to candidates appointed to such positions. The amendments ensure that they will not have to demonstrate that they are capable of attaining the required level of knowledge and use of the other official language.

Exclusion Approval Order for Certain Employees and Positions in the Department of Justice

P.C. 1998-1269, July 15, 1998

This Order has been established in order to ensure the implementation and administration of the new *Firearms Act* in the Provinces of Manitoba and Saskatchewan, and in the Northwest Territories. This Order is a complement to the *Exclusion Approval Order for Certain Employees and Positions in the Royal Canadian Mounted Police* reported above. It provides for the transfer to the Department of Justice of three provincial and territorial employees.

Certain Persons and Positions in the Canadian International Development Agency Exclusion Approval Order

P.C. 1998-2148, December 3, 1998

This Order has been established in order to give effect to a settlement reached out of court by Frank Boahene and Fred Bloch and the Government of Canada. These persons launched a lawsuit against the Queen in right of Canada on March 16, 1992. They claimed that they were subject to discrimination contrary to the *Canadian Charter of Rights and Freedoms*. Extensive negotiations carried out through an external mediator revealed new facts and resulted in a fair and equitable settlement for all parties.

Certain Former Management Trainees and Certain Positions Exclusion Approval Order

P.C. 1998-2149, December 3, 1998

This Order has been established in order to give effect to a recommendation made by the Committee of Senior Officials and a decision made by the Treasury Board to fully honour the commitments which were made to management trainees upon entry to the Management Trainee Program. They were assured that they could be appointed to positions whose levels would be equivalent to level 5 positions in the Programme Administration Group. It has been impossible to offer positions at that level to 18 former trainees who are listed in the schedule to the Order. The Order provides for their appointment to level 3 trainee positions that they will occupy until it becomes possible to appoint or deploy them to regular positions corresponding to their level of competence.

Persons and Positions Exclusion Approval Order (Persons Employed Five Years or More) No. 39

P.C. 1998-2150, December 3, 1998

This Order has been established in order to give effect to Treasury Board Secretariat Policy on Long-Term Specified Period Employment. The Order provides for the appointment for an indeterminate period of 89 persons who have been employed as term employees for a cumulative working period of five years or more.

Persons and Positions Exclusion Approval Order (Persons Employed Five Years or More) No. 40

P.C. 1999-319, March 4, 1999

This Order has been established in order to give effect to Treasury Board Secretariat Policy on Long-Term Specified Period Employment. The Order provides for the appointment for an indeterminate period of 56 persons who have been employed as term employees for a cumulative working period of five years or more.

Exclusion Approval Order for Certain Employees and Positions in the Department of Justice

P.C. 1999-448, March 18, 1999

This Order has been established in order to ensure the implementation and administration of the new *Firearms Act* in the Province of Newfoundland and Labrador. This Order is a complement to the other *Exclusion Approval Order for Certain Employees and Positions in the Department of Justice* reported above. It provides for the transfer to the Department of Justice of five provincial employees from Newfoundland and Labrador as this province also has decided not to administer the new *Firearms Act.*

Public Service Official Languages Exclusion Approval Order (amendment)

P.C. 1999-449, March 18, 1999

Some of these amendments were made in order to give effect to the revised Career Assignment Program (CAP). No language training hours limits will apply to candidates appointed to CAP positions and they will not have to demonstrate that they are capable of attaining the required level of knowledge and use of the other official language. Other amendments ensure that persons appointed on an acting basis to positions in the Executive Group are excluded to meet the language requirements for a period of six months, as they are excluded to meet the other types of qualifications for the same period of time pursuant to the *Public Service Employment Regulations*. Lastly, the order contains amendments of a non-substantive nature.

Exclusion Approval Order for Certain Persons and Positions in the Career Assignment Program Group

P.C. 1999-531, March 25, 1999

This Order has been established in order to ensure the transition of current Career Assignment Program (CAP) participants to the revised CAP. For the purposes of the revised program, a new two-level classification system has been developed by the Treasury Board. The Order is a one-time mechanism that provides for the appointment of participants to a CAP position at the level at which they are qualified. The qualifications required are to be assessed through the use of tools established by the Public Service Commission.

Personal Exclusions

From April 1, 1998 to March 31, 1999, in addition to the general exclusions, 13 persons were excluded from the application of the *Public Service Employment Act* when appointed to Public Service positions for a period specified in the 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. 1998-897 1998.05.26	during pleasure effective May 26, 1998	Barbara Hall	Special Advisor to the Minister of Justice and Attorney General of Canada and to the Solicitor General of Canada, and National Chair, Steering Committee for the National Strategy on Community Safety and Crime Prevention
P.C. 1998-950 1998.06.03	during pleasure effective June 3, 1998	Peter Harrison	Head, The Leadership Network
P.C. 1998-991 1998.06.04	during pleasure effective July 1, 1998	George M. Thomson	Special Advisor to the Minister of Justice and Attorney General of Canada
P.C. 1998-996 1998.06.04	during pleasure effective July 27, 1998	Marc Lafrenière	Executive Director of the Canada Information Office
P.C. 1998-998 1998.06.04	during pleasure effective July 1, 1998	Michèle S. Jean	Special Advisor to the Minister of Foreign Affairs
P.C. 1998-1339 1998.07.24	during pleasure effective August 4, 1998	Ian C. Green	Deputy Secretary to the Cabinet (Operations), Privy Council Office
P.C. 1998-1341 1998.07.24	during pleasure effective August 4, 1998	Dennis Wallace	Associate Deputy Minister of Indian Affairs and Northern Development
P.C. 1998-1358 1998.07.28	during pleasure effective August 4, 1998	Dan Goodleaf	Deputy Head of the Millennium Bureau of Canada
P.C. 1998-1775 1998.10.05	during pleasure effective November 2, 1998	Michel Dorais	Associate Deputy Minister of Citizenship and Immigration
P.C. 1998-1777 1998.10.05	during pleasure effective October 5, 1998	Alexander Himelfarb	Associate Secretary of the Treasury Board
P.C. 1998-2102 1998.11.26	during pleasure effective November 26, 1998	Margaret Purdy	Deputy Secretary to the Cabinet (Security and Intelligence), Privy Council Office
P.C. 1998-2219 1998.12.14	during pleasure effective January 18, 1999	Janet R. Smith	Special Advisor to the Secretary of the Treasury Board
P.C. 1998-2221 1998.12.16	during pleasure effective January 25, 1999	Yves Bastien	Commissioner for Aquaculture Development, reporting to the Minister of Fisheries and Oceans

Organization of the Public Service Commission

In 1998-99, the Public Service Commission (PSC) was composed of the following four Branches.

Resourcing and Learning Branch

This Branch works with departments and agencies to ensure that a staffing system is available to provide a highly competent Public Service that is non-partisan and representative of Canadian society. It is organized around single windows at headquarters and in the regions for delivery of products and services to departments and agencies. It manages relationships with corporate and regional partners and stakeholders. It includes operational policy and program design, as well as the delivery of all staffing operations, including exchanges and development programs for the Executive Group. In addition, it is responsible for the delivery of employment equity initiatives, priority administration and corporate development programs on behalf of Treasury Board Secretariat, as well as the delivery of learning programs for federal employees.

Policy, Research and Communications Branch

This Branch works towards the provision of knowledge, intelligence, insight and advice to support the PSC's ability to champion an independent and professional Public Service. By gathering the main PSC policy, regulatory, information management and monitoring functions together, this Branch facilitates the goal of providing strategic advice to the Commission and supporting the front lines with their operational challenges. Part of its role is to conduct strategic planning, analysis, research and program development. It has an integrated information management function that includes data and information gathering and assessment activities. It is also involved in conducting liaison with stakeholders, in reporting to Parliament and other parties, and in providing communication services on behalf of the PSC.

Recourse Branch

This Branch provides independent recourse processes in support of the merit principle in order to protect the public interest and to promote the application of merit, fairness, equity and transparency, through effective intervention and education. It also ensures that appropriate independence of the quasi-judicial appeals and investigations function exists and is seen to exist. Part of its role is to provide training, advice and assistance to departments, unions, other organizations and individuals.

Corporate Management Branch

This Branch provides central services and systems in support of corporate management and PSC program activities. It includes the activities of the President and Commissioners, corporate policy and strategic planning, management systems and policies, finance, human resource management, informatics, internal audit and evaluation, and other administrative and support services.

Offices of the Public Service Commission

All PSC offices provide services in both official languages.

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