



Public Service Commission
of Canada

Commission de la fonction publique
du Canada

Public Service Commission

**Annual Report
1999-2000**

**WE INVITE YOUR COMMENTS
ABOUT OUR ANNUAL REPORT.**

Fax: (613) 992-9352

Phone: National Capital Region Headquarters
(613) 992-9562

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

E-mail: info-com@psc-cfp.gc.ca

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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 of Canada for the 1999-2000 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,

A handwritten signature in blue ink that reads "Scott Serson". The signature is written in a cursive, flowing style.

Scott Serson
President

A handwritten signature in blue ink that reads "Ginette Stewart". The signature is written in a cursive, flowing style.

Ginette Stewart
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.

The PSC is an active partner in developing the broad framework for human resources management and ensuring the health of the human resources system, within the scope of its mandate.

PSC VISION

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

PSC STRATEGIC OBJECTIVES

The corporate-level strategic objectives of the PSC are, within its legislative mandate, 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 the *Public Service Employment Act* principles governing a professional Public Service, in the public interest.

TABLE OF CONTENTS

President’s Message	2
Commissioner’s Message	6
The PSC’s Annual Report: A New Approach	10
The Foundation for Strengthening the Staffing System — A Values-Based Merit Framework	12
A Framework for Change	12
The Evolving Government Environment	13
Values in Action	15
Change at the Public Service Commission	16
The Values-Based Merit Framework: ‘Merit is Everybody’s Business’	18
1. <u>The Fundamentals: Values and Principles</u>	20
2. <u>Applying the Values to Key Staffing Functions</u>	21
A Closer Look at Accountability	21
The Role of the Public Service Commission	23
Looking Ahead	24
Hallmarks of a Strengthened System	25
Conclusion	26
Appendices	27
Statistical Information	28
Authority Delegated	47
Exclusion Approval Orders	50
Personal Exclusions	52
Requests for Leave of Absence Pursuant to Section 33(3) of the <i>PSEA</i> ..	53
Organization of the Public Service Commission	54
Offices of the Public Service Commission	56
Index	59

PRESIDENT'S MESSAGE

Scott Serson

It has been an instructive first year for me as President of the Public Service Commission of Canada (PSC) as I learned its role, responsibilities and challenges. In doing so, I benefitted from the strong support of my colleague Commissioner Ginette Stewart, who will complete her 10-year term at the PSC in 2000. I am grateful for the privilege of my year with her and would like to thank her on behalf of Canadians, federal public servants and the employees of the PSC for her leadership and contribution to this organization and to the Public Service as a whole. Immediately following this message, the Annual Report contains a text on her reflections on her term. Commissioner Stewart recounts some of the remarkable history of the past decade in the Public Service, and provides a context for the future direction of the PSC as described below and in the body of the report.

During my first year, I listened as deputy ministers, public service managers, employees and members of the human resources community shared with me their preoccupations with the staffing system. They shared their experience and their insight about the functioning of the system, and made sound suggestions on how their staffing needs could best be met. And the emerging consensus goes beyond changes to the rules and reforms of staffing procedures.

What I have heard is that we need to build flexible systems and programs that respond to the needs of Canadians. We need to maintain the values around results and process that make the Canadian Public Service world-class. One way to do this is to advance awareness of the values underlying the merit system through a continuing dialogue. And in this dialogue, create a deeper understanding of how to balance those values and the management principles of efficiency and flexibility. The partners in the staffing system must work together to find the balance points that will allow us to strengthen merit and achieve greater flexibility. It is from exchanging information on best practices that we can identify the improvements that will allow us to respond to challenges.

To facilitate this dialogue, the PSC must do a better job at designing information for and reaching public service managers. PSC service-wide research and studies of potential trends are relevant not only to parliamentarians, but also to managers who have a stake in the Public Service of the future. Equally important, departments must help us make sure that this information gets into the hands of hiring managers.

During my tenure as the President of the Public Service Commission, I am committed to ensuring that the PSC rises to this challenge. To do so, we must work effectively in a large human resources management system where one of the integral components is values-based staffing.

Staffing, a major PSC responsibility, is largely delegated to departments with two key exceptions: executive staffing and recruitment from outside the Public Service. There are, however, complications in the current departmental environment. The roles and responsibilities of public service managers and human resources practitioners, our partners in delegation, are in transition with managers taking greater responsibility and human resources specialists offering them more strategic advice — a transition made difficult by heavy workloads. Moreover, knowledge of the staffing system is low due to the lack of recruitment activity in recent years and the demographic turnover of human resources staff.

Values-Based Staffing

This is why the PSC launched initiatives to strengthen the merit system and introduced the concept of a values-based staffing system, prior to my appointment as President in July 1999.

Underlying our approach is the principle that the most effective way of designing an environment that produces results, is to construct an environment that not only places flexibility in the hands of hiring managers so they can achieve their business objectives, but puts a premium on values.

A values-based approach to staffing assumes that if people understand values they hold a powerful tool to take decisions appropriate to the circumstances, and can achieve results. The focus groups we conducted early in 2000 reveal that managers, despite expressing frustration over the lengthy staffing process, believe values are an important basis for the staffing system. They told us they want to master what the values mean so that they and their human resources advisors can learn to apply them.

Values are durable; decisions based on values are responsive to varying needs and circumstances, and the results are more likely to be sustainable.

I see, as one of the significant challenges ahead of us, the need to help managers develop a shared and common understanding of the values-based approach to staffing. The next step will be enhancing commitment. The full effectiveness of the values-based approach will be felt only when managers both understand and become committed to shared values in staffing. We have begun placing a particular emphasis on better communications, promotion, awareness and learning, and explaining our approach to managers. I want this outreach to be a critical part of our work in future years.

Moving Forward: The Values-Based Merit Framework

To address the need for a continuing dialogue, the PSC has adopted the strategic goal of implementing and promoting a values-based merit framework. This framework is a tool, and a necessary foundation, to make the delegated staffing system work more effectively. I believe that this framework will help managers to take on ownership of staffing and be accountable for making staffing decisions. Managers will better appreciate that their staffing decisions determine whether appointments are based on merit so that the Public Service is professional, non-partisan and reflective of our society and, thus, able to meet the needs of Canadians as they evolve in the years to come.

There will be more promotion of existing flexibilities in delegation. Greater collaboration so that managers understand the range of options available to them based on our observations of trends. We will make value-added contributions to the achievement of corporate objectives such as employment equity group representation and recruitment initiatives. Statistics in this year's report show recent changes in these areas. The PSC is assessing and cross checking them for significance. For example, the PSC is conducting a thematic review on access to public service employment opportunities and linking it with other access-related initiatives, such as reviewing policies on areas of selection and surveying departmental job posting practices.

We will share our conclusions with stakeholders and report in future annual reports. We will carefully monitor the interplay between our independence in the administration of our statutory authorities and our involvement in bringing our powers to the public service table to produce good public policy and sustain sound human resources management practices. In doing so, we will keep the public interest in a strong merit system uppermost in our minds.

We will help managers understand the empowerment that delegation provides. With the use of technology, the sharing of information, and the use of best practices, managers will develop a much greater understanding of the full extent of the existing flexibilities in the staffing system.

The Commission has set the course; it will facilitate the process, but it will take the co-operation of managers and the human resources community to change the system. I would like to take this opportunity to acknowledge and thank two groups of people who have collaborated with me this past year: my PSC colleagues and the members of the deputy minister community who have devoted their time, interest and attention to protecting the merit principle.

Ensuring the Public Service has the talent it needs to meet the challenges of the new millennium is everyone's business, not just the business of the PSC. Ultimately, success depends on all partners in human resources management working as a team. I can assure Parliament that my fellow Commissioners and I, along with all of the expert and dedicated employees of the PSC, will be striving to achieve this goal in the years to come.

COMMISSIONER'S MESSAGE

Ginette Stewart

As I end my ten-year term as a Commissioner of the Public Service Commission (PSC), I appreciate the opportunity to share my reflections and observations. The last decade will be remembered as a time of radical restructuring of the workplace. New business models were devised. It was a period of major reductions in staff, the creation of lean organizations, and the development of many theories of organizational management. These developments impacted both the private and public sectors.

While restructuring brought significant modifications to the conduct of government business, employees and the field of human resources management were the most directly affected by these changes.

During the decade, the priority given to reducing the deficit put extraordinary pressure on the workforce. Now, the axiomatic principle of modern management is that people are our most important asset. Concern with stemming the brain drain and recruiting and retaining skilled workers is widely touted. For me, these preoccupations are not new.

As a Commissioner of the PSC, I have had the opportunity to work with an organization whose founding and enduring tenet is that competent people are the most important asset of the Public Service, and that merit — not favouritism, privilege, or patronage — is the bedrock of staffing.

For the federal Public Service of Canada and the PSC, the 1990s were a period of significant evolution. The decade began with the White Paper on Public Service Renewal and the attempt to bring about far-reaching administrative reforms under Public Service 2000, focusing on clients and service to Canadians.

Supporting the call to let managers manage, the Commission further delegated its staffing authority to Deputy Heads. At that time, we anticipated long-term shifts in the labour force and the challenge of protecting merit in an environment preoccupied with change: the growing number of women and under-represented groups entering the workforce, the aging of the Public Service and the implications for recruitment and succession, the shift towards more highly skilled knowledge workers in the Public Service, the impact of technology, and the need for better training and diversified knowledge.

While attempting to deal with these emerging realities, the Public Service as an organization had many critical moments: its first nation-wide strike in 1991, a wage freeze in the same year, and the reorganization of government in 1993. By mid-decade, a hiring freeze and the largest staff reductions in the history of the Canadian Public Service brought the total number of employees to the levels of the 1960s; recruitment was at its lowest level in 50 years. The 1993 *Public Service Reform Act* and

the subsequent modifications to the *Public Service Employment Regulations* — the first reforms to the *Public Service Employment Act (PSEA)* in 25 years — were flexible enough to allow the Public Service and the PSC to deal with these developments and those that would come along in later years. The changes demonstrate the dynamic aspect of the merit principle and how merit can evolve while staying true to its underlying essence. This is how the merit principle in Canadian governance has endured since 1908. Shepherding the *PSEA* legislation components of the bill through the House was among my first challenges as Commissioner, and I am proud of what was accomplished.

But more was to come. The Speech from the Throne in 1996 outlined a new vision of the role and the shape of the Public Service. The speech envisioned widening the scope of reform with the aim of getting government right.

As an attempt to reduce the size of the Public Service and the cost of operating the service, Program Review introduced a fundamental rearrangement of the structure of government operations and the delivery of services. The emphasis was on performance, efficiency and cost effectiveness through alternative service delivery and strategic partnerships. The new style of governance rested on a citizen-first orientation and consultation, openness, transparency and accountability for results.

Program Review, with its staffing controls and employment reductions, had a major impact on the PSC. Responsible for administering priority entitlements and workforce adjustment, the PSC and its partners concentrated on providing support mechanisms for those affected by government restructuring: career counselling, resource centres, workshops, job matching and referral services to public service positions and outplacement networks with other employers. The PSC also assisted departments by participating in development and career-management programs to maintain an adaptive, competent and professional Public Service. As well, the PSC worked with the Joint Career Transition Committees, a co-operative venture by the employer and the bargaining agents to facilitate change.

In the spirit of the new style of governance, the Commission continued in its efforts to balance efficiency in staffing with the wider and very important issues concerning the public interest. It commissioned the Consultative Review of Staffing in 1996 involving representatives from central agencies, departments and unions. Initially aimed at decreasing the time required to staff positions, the staffing review became the launching point of a more comprehensive review to design a staffing system for the future by identifying what might be amended and how. With this project, the movement away from an emphasis on rules to the promotion

of a more responsive approach to staffing gained momentum.

Meanwhile, enabling departments to better meet their business goals was an ambitious challenge reinforced in 1996 by *La Relève* and the deputy ministers' task forces into Public Service renewal. Under the leadership of the Clerk of the Privy Council, federal departments and agencies turned their attention toward their present and future human talent bank. The PSC was a committed team player in helping to transform human resources management with new corporate development programs and new measures in recruitment, mobility and learning for public servants.

By 1997, in tandem with corporate changes to human resources management and its own staffing review, the PSC was ready to follow through with initiatives to modernize the staffing system through a values-based approach called staffing reform. Staffing reform is founded on the core belief that Deputy Heads, under existing legislation, can be delegated staffing authorities specifically tailored to their needs and with fewer conditions — if the delegation is accompanied by customized delegation and accountability agreements.

After introducing staffing reform, the Commission became increasingly sensitive to its governance role within the Public Service and within the PSC itself. After much reflection and debate, our efforts resulted in bringing greater clarity to the roles of Commissioners and to the decision-making processes of the Commission. I believe that this work will pave the way for future Commissioners to fulfill their accountability in the context of ongoing changes.

The past ten years have shown a Commission searching for the most appropriate manner through which it can assert stewardship of merit. These years have witnessed action ensuring that those to whom the application of the merit principle has been entrusted share in the Commission's dedication to upholding it. In other words, merit is not viewed as solely a PSC endeavour but truly "everybody's business". These years have observed a PSC moving increasingly away from direct involvement in staffing transactions to providing broad direction and support to departments while strengthening its oversight capacity; a Commission redirecting its focus from "process" to systemic effectiveness and health.

In our ongoing efforts to fulfill our mandate assigned by Parliament, the Commission is continuing a dialogue with its clients and stakeholders on how to strengthen the merit system by underscoring its basic values and ensuring the continued excellence of the human resources management system.

It was a privilege to be with the Commission as it successfully navigated the turbulence of the 1990s. Throughout those years, I saw the dedication and commitment of PSC staff from coast to coast as they worked at the critical edge of the human resources management system, responding to ever-increasing demands and various reform efforts, always true to their values, always loyal to the institution and what it represents. Their achievements and continued passion for building a healthy, effective, values-based human resources management system fill me with pride.

I end my tenure as a Commissioner with a deepened respect for the wisdom and contributions of my fellow Commissioners, both past and present. I leave the PSC confident that the partnerships we have developed with stakeholders, clients and colleagues will only strengthen. I am certain that competence, non-partisanship and representativeness will remain the hallmark of Canada's federal Public Service, as called for in the 1999 Speech from the Throne. And I leave with an unwavering conviction that merit, the founding principle on which appointments to and within the Public Service are based, will continue to allow this institution to serve the people of Canada well.

1999 • 2000

R E P O R T

A N N U A L

THE PSC'S ANNUAL REPORT: A NEW APPROACH

Change is not new to the Public Service Commission (PSC). In order to best serve its mandate, the PSC in its *1997-1998 Annual Report* announced that business lines were refocused, the organization was restructured and programs were revitalized. In 1998-1999, staffing reform was the medium for change — a groundbreaking initiative that is still being implemented in three broad phases: the delegation of the maximum staffing authority permitted by law to all Deputy Heads; the creation of customized staffing regimes and appropriate accountability frameworks for all departments; and a review of staffing policy and regulations.

For the 1999-2000 fiscal year, the Values-Based Merit Framework became the latest catalyst for change in that it is the foundation upon which the PSC will strengthen the staffing system Public Service wide. In an attempt to keep with this spirit of change and provide one of the best vehicles by which it can describe how it intends to strengthen the staffing system, the Commission has decided to refocus its Annual Report.

The PSC's Annual Report will henceforth be an "outward looking" document that will focus on the health of the merit system across the Public Service from a values-based perspective. As such, it will serve as an important tool for the promotion and protection of merit. Major themes, problem areas, success stories and issues for discussion on the subject of the health of the merit system will be covered in this and future annual reports. So too will the results achieved by the PSC, but again as reflected in the performance of the merit system. Details regarding the PSC's specific transactions and affairs, including work conducted in relation to employment equity, recruitment and human resources initiatives, etc. will for the most part be provided in the PSC's Departmental Performance Report (DPR).¹

Data on appointment activity in departments (including employment equity) will continue to be provided, but is now derived from the Treasury Board Secretariat's Incumbent and Mobility System as the data on individual appointments via the Report on Staffing Transactions is no longer being collected. Presentation of the data has been completely revamped from preceding years in that an analytical approach is being pursued providing not only a clearer presentation of the data, but offering relevant highlights and comparison snapshots from the previous fiscal year.

¹ The DPR will focus on the performance of the PSC as a department. Information on the PSC's transactions and affairs will be provided with a growing emphasis on outputs and outcomes largely influenced by the Performance Measurement Strategy currently being implemented. In essence, the DPR will provide interested parties with a sense of how well the PSC is achieving its objectives while giving Canadians value for money. Any follow-up items related to the PSC's *1998-1999 Annual Report* have been incorporated into the PSC's 1999-2000 Departmental Performance Report.

In order to set the stage for reporting on the health of the merit system in future reports, this *1999-2000 Annual Report* comprises mainly one section entitled “The Foundation for Strengthening the Staffing System — A Values-Based Merit Framework”. The importance of this chapter cannot be overemphasized in that it not only describes what is meant by this values-based approach to staffing, but delineates why a change is needed and how the new direction of the PSC will support this framework.

Building a staffing system based on values will be the major theme for the Annual Report in the coming years. Each year the report will provide an overall picture of the way the six merit values of competency, non-partisanship, representativeness, fairness, equity and transparency are being adhered to Public Service wide. A more in-depth analysis of selected values — beginning with the 2000-2001 Annual Report — will be presented from year to year: representativeness and equity in 2000-2001, non-partisanship and transparency in 2001-2002, and competency and fairness in 2002-2003.

THE FOUNDATION FOR STRENGTHENING THE STAFFING SYSTEM — A VALUES-BASED MERIT FRAMEWORK

A Framework for Change

The ability of the Government of Canada to meet the needs of Canadians in the 21st century will depend in large measure on the men and women who make up the Public Service of Canada. These are the people who design and deliver government programs and services, provide advice to ministers, and interact with Canadians across the country and around the world.

Attracting and keeping a high quality workforce is a major challenge for the government in the years ahead. The Public Service is aging, leading to a substantial turnover of employees in the coming decade. The diversity of Canada's people — their many backgrounds, customs and traditions — is a source of strength for Canada and should be better reflected in the Public Service. And competition between the Public Service and other employers for executives, information technology experts and other knowledge workers will make effective recruitment and retention increasingly important.

A key factor in addressing these challenges is the government's staffing system. The practical realities of today's fast-paced workplace and competitive labour markets demand flexible and responsive approaches to staffing. However, the current system is viewed by many as inefficient and in need of change.

Few people dispute the imperative for change — and indeed change, as this chapter will demonstrate, has been underway for several years. But as the staffing system continues to evolve to meet the demands of today and tomorrow, the Public Service Commission (PSC) must ensure that the system maintains the high standards of reliability and objectivity that have helped to create Canada's highly respected, merit-based Public Service. And if staffing is to be conducted effectively and efficiently, managers must fully exercise the authority that has been delegated to them, guided by enabling frameworks yet accountable for the processes they use and the decisions they make.

Given these challenges, the PSC is moving confidently, in concert with all those involved in staffing, to lead a process of change to improve the staffing system. This chapter describes:

- how the PSC has adapted the staffing system over time, resulting in today's highly delegated system, itself supported by a stronger accountability model.
- the approach that the PSC and departments must put in place as a foundation for making the delegated staffing system work more effectively — the Values-Based Merit Framework.
- the PSC's overall vision of its role in the staffing system of the future.

The Evolving Government Environment

Early in the last century, Canada's parliamentarians recognized that a key element of the government's effectiveness would be the quality of the federal Public Service. To ensure this, they insisted on merit as the basis for obtaining public service jobs.

Through the *Civil Service Act* of 1908, together with amendments in 1918, Parliament created the Civil Service Commission as an independent agency, reporting directly to Parliament rather than to a minister. To ensure that appointments to the Canadian Public Service would be based on merit, not on patronage, the Commission was given responsibility for all staffing — both the hiring of new employees into the government and the appointment of existing employees to new positions.

Over the years, the role of the federal government changed and changed again in response to the great events and developments of the 20th century, such as world wars, depression, prosperity, and demographic change. And the role of the Civil Service Commission evolved as well.

In the latter decades of the century, new forces emerged that led the Government to take a hard look at its activities and organization. Large federal deficits meant that government had to become more streamlined and affordable. And the increasing complexity of policy issues placed a premium on co-operation across the different departments and agencies of government.

In response to these pressures, the Government of Canada focused on its core businesses, reduced the size of its workforce, and increased its partnerships with other levels of government and the private sector to achieve greater responsiveness to citizens' needs. It moved from the traditional "command and control" philosophy to one where there is greater flexibility along with renewed accountability.

The Government recognized that the turmoil brought on by such substantial and rapid change had significant implications for the federal Public Service. The Public Service 2000 initiative, launched in 1990, began a process of renewal to help the Public Service adjust to the changes and to prepare it for the 21st century.

The resulting White Paper, *Public Service 2000: The Renewal of the Public Service of Canada*, stressed the importance of values in the Public Service. It said:

The Government believes that it is possible to be both service-oriented and to achieve fairness, prudence and probity by relying less on rules and regulations and more on the values and renewed personal responsibility and accountability of individual Public Servants working collegially.

Public Service 2000 was followed in 1996 by *La Relève*, which focused on specific measures to renew and rejuvenate the Public Service. A key input into the work of *La Relève* was the Task Force on Public Service Values and Ethics, chaired by the late John Tait. Its 1997 report, *A Strong Foundation*, explored the values of public service. After extensive consultation and consideration, it identified four “families” of core public service values — democratic, professional, ethical, and people values.

In his March 2000 *Annual Report to the Prime Minister on the Public Service of Canada*, Clerk of the Privy Council Mel Cappe underlined the importance of values-based government and summarized those values as follows:

- Democratic values mean we help ministers, under law and the Constitution, to serve the common good.

- Professional values reinforce our unwavering commitment to excellence, merit and, above all, to objective and impartial advice to the Government and service to Canadians.
- Ethical values, such as honesty and integrity, guide our actions and decisions and ensure that public servants put the common public good ahead of personal interest or advantage.
- People values mean we respect our colleagues’ needs and aspirations as well as those of the citizens we serve. We draw strength and creativity from the diversity of Canadian society.

As the Tait task force report stated, “in a time of change, these core values, rooted in the democratic mission of government, are the bedrock, the solid foundation on which renewal can take place and on which a stronger Public Service can be built.”

The task force concluded every public sector organization should respect public service values and be accountable for them. Importantly, it observed as well that values are not absolute — they sometimes conflict and often require a delicate balancing. “In every choice to be made in the Public Service, a variety of values is at play, and a weight must be given to each.”

The Clerk, in his Annual Report, further emphasized that values should “spring to life” in all the decisions and actions of public servants:

We need to focus on our values whether offering policy advice to ministers, delivering or designing programs and services, consulting Canadians, or working in such areas as human resources, administration, finance, legal and regulatory affairs, communications, informatics, security and defence, research, scientific and operational functions, and trades and technical services.

Values in Action

The Tait report contributed to an emerging management philosophy of government, an approach that combines:

- a strong orientation to central standards, values and achievement of planned results, and
- flexibility regarding processes used to achieve those results.



Figure 1: Emerging Public Service Management Philosophy

Compared to the traditional rules-based approach, the values-based approach helps meet citizen demands for more responsive, client-centred government. It also tends to be a more adaptable and cost-effective form of government. As Figure 1 illustrates, rather than relying on risk-averse, tightly defined processes, values-based governance encourages attention to and management of risks, the sharing of strategic information, and solid performance measurement.

The principles of values-based management have application throughout government. For example, Treasury Board Secretariat’s (TBS) Modernizing Comptrollership and more recent Managing for Results initiatives promote a new management

philosophy for the federal Public Service in which values play a central role. TBS's Framework for Good Public Service Human Resources Management, introduced in 1998, sets out five key results of effective human resources management, one of which is a workforce built on the values of competency, representativeness and non-partisanship.

The direction of the PSC extends the shift to values-based government, as illustrated in Figure 2. Values have always played an important role in staffing. The PSC believes that re-emphasizing values now, through the values-based approach described below, will help the delegated staffing system function more effectively and set the stage for further strengthening of the system.

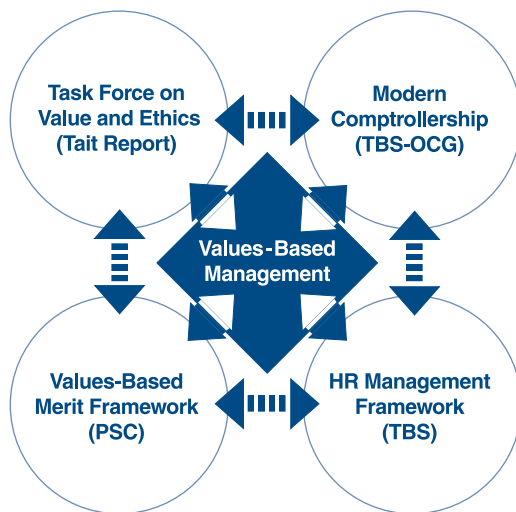


Figure 2: Values-Based Management Initiatives

Change at the Public Service Commission

Over the course of the 20th century, the Civil Service Commission – renamed the Public Service Commission in 1967 – evolved along with the rest of government and Canadian society, redefining its approach to merit in the context of the day while staying true to the underlying essence of the merit principle.

In the first half of the century, virtually all staffing authority rested with the Commission. A key turning point occurred with the passage in 1961 of the *Civil Service Act*, which allowed the Commission to delegate its staffing authority to Deputy Heads for the first time, a development in keeping with the growing call to “let the managers manage.” With this authority, deputies could, over the course of the years to follow, begin to do their own hiring and promoting, within a set of rules and guidelines.

Despite this and other changes, many studies over the latter half of the century identified shortcomings with the government’s approach to human resources management. For example, both the 1962 Royal Commission on Government Organization (the Glassco Commission) and the 1979 Special Committee on the Review of Personnel Management and the Merit Principle (the D’Avignon Committee) expressed concern about the staffing process and about the split of responsibility for

human resources management between the Public Service Commission and Treasury Board Secretariat. But these and other studies led to only minor changes.

Throughout the 1970s and 1980s, as departments obtained more experience with staffing, the PSC supported the call to let managers manage by delegating more of its staffing authority. However, as managers struggled to deal with downsizing, the increasingly complex policy environment, and demands by citizens for better and faster service, they found the staffing process remained insufficiently responsive to their needs.

For example, the Public Service 2000 Task Force on Staffing (1990) concluded the staffing system still placed an over-reliance on rules instead of common sense judgement. It recommended transforming the staffing system into one in which managers have the responsibility to use their judgement within a **framework** of general policies and guidelines, coupled with managerial **accountability** for staffing processes and decisions. In response to the Public Service 2000 recommendations, Parliament enacted the *Public Service Reform Act* in 1993 providing managers with a range of faster, more flexible ways to staff positions in response to pressing business requirements.

The PSC's own Consultative Review of Staffing (1996) subsequently called for additional changes, recommending that:

Our resourcing system should be based on the values that are critical to its effectiveness and its acceptance. It should also be based on a secure knowledge that decision makers understand and accept these values, and that they are held accountable when they fail to support them.

In 1997, the Commission launched its staffing reform initiative. Staffing reform helped senior managers meet ever-increasing business pressures by giving greater staffing authorities to Deputy Heads, introducing new flexibilities, and developing customized delegation and accountability instruments.

Today, Deputy Heads of departments and agencies covered by the *Public Service Employment Act (PSEA)* have extensive delegated staffing authority which, in many cases, is sub-delegated to their hiring managers and human resources advisors. In fact, the Commission has delegated about 95 percent of its staffing powers to departments in this way. This wide-ranging delegation includes the potential for departments to create staffing systems tailored to their specific business requirements.

In summary, the PSC has adapted the staffing system over time, moving it in a consistent direction. Initially the PSC was directly responsible for all staffing appointments. As it began delegating staffing authority to departments and reducing its direct involvement in transactions, the PSC's role was gradually transformed. The PSC went from providing specific prescriptive direction to departments in the early stages of delegation, to broad policy direction coupled with strengthened accountability in more recent years. Its support for departmental staffing evolved from doing to advising and facilitating. And the PSC's oversight role moved from an emphasis on compliance with rules to an emphasis on overall results – from being reactive to preventative.

As the PSC delegates more of its powers and moves out of staffing-related transactions, it is focusing increasingly on fostering accountability for merit on a systemic basis. It provides support and guidance to departments through research and analysis, policy framework approaches to staffing, sharing of best practices and learning tools, help with tailoring staffing programs to needs, and strengthened strategic oversight.

These have been important steps — and the PSC wants to take additional ones to make the staffing process more efficient and effective. However, it recognizes that staffing in the public sector is and must always remain

different from staffing in the private sector. Efficiency, while unquestionably important, is only part of the larger balancing of values required of the Public Service. As the Tait Report noted:

A public organization does not and cannot enjoy the “flexibilities” of private sector organizations. It will always have to meet higher standards of transparency and due process in order to allay any fears of favouritism, whether internal or external, in performing its duties under its position of trust and in its use of public funds. For this reason, continuing measures for the protection and monitoring of the principles of merit will be needed, if public confidence in public institutions is to be maintained.

The Values-Based Merit Framework: 'Merit is Everybody's Business'

Despite the extensive delegation of staffing powers to departmental hiring managers and their human resources advisors, the staffing system has not yet achieved the results it is capable of. Hiring managers and their advisors are not fully exercising their delegated authorities and accompanying flexibilities to the extent that they could. One reason for this is they have not had an explicit framework to guide the exercise of these powers.

Building on the results of the Tait Report and the PSC's own Consultative Review of Staffing, and consistent with the principles of Modern

Comptrollership and the emerging management philosophy of government, the PSC's Values-Based Merit Framework provides this necessary structure. It gives managers and their advisors a tool for exercising their delegated powers in a systematic, explicit and considered manner.

Under this initiative, the PSC, in partnership with all key players in the staffing system, is sponsoring a shift in emphasis away from the rules toward rediscovering the values that have always existed behind them, while at the same time clarifying and simplifying the rules.

To strengthen the Commission's ability to report to Parliament about the overall health of the merit principle, the initiative enhances departmental accountability to the PSC for the exercise of delegated staffing authority. It also improves the information collected to ensure merit is protected.

It accomplishes this through the Staffing Delegation and Accountability Agreements the PSC is signing with departments.

The Values-Based Merit Framework can be described simply. It unites two essential components (discussed below): the values and principles that should form the basis of all staffing decisions; and the staffing functions – planning, policy, promotion, programs and protection – through which those responsible for staffing will apply the values and principles.

As this approach comes into place, enabling managers and their staffing advisors to systematically exercise the authority and flexibility now available to them, the PSC will implement its vision of its role in the staffing system of the future. This relationship is illustrated in Figure 3.

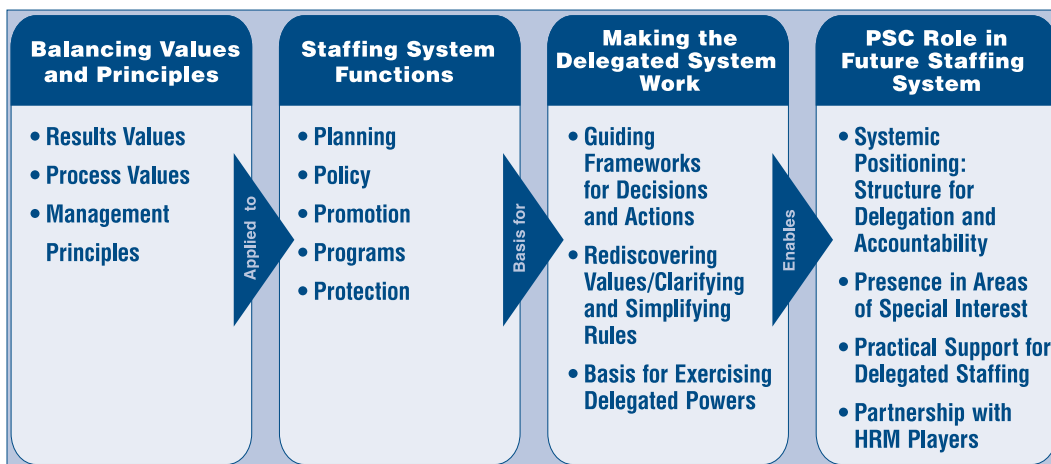


Figure 3: Framework Applied — Making the Delegated System Work

1. The Fundamentals: Values and Principles

Reflecting its legislated mandate to protect the merit principle, and drawing on the work of the Task Force on Values and Ethics and the Consultative Review on Staffing, the PSC has identified three *results values*, three *process values*, and two *management principles* that underlie a values-based approach to staffing. These, the first essential component of the framework, are presented and defined in Figure 4.

These values and principles should form the basis of all staffing decisions. The ultimate goal, as always, is a Public Service that is competent, non-partisan and representative of Canadian society. The PSC believes this goal is best reached through processes that are fair, equitable and transparent. However, these processes must also be efficient, flexible and affordable.

The challenge for managers, supported by their human resources specialists, is to take up the authorities that have been delegated by the Commission and make staffing decisions through a systematic, informed, ethical balance of the merit values and management principles. Managers will need to gain the skills to balance the values and principles in a consistently optimal fashion, within legislative and regulatory bounds.

They will not be expected to achieve this goal alone. The PSC's vision of its role in the future, which is described below, includes the provision of support for an efficient, modern delegated staffing system through promotion, education and advice regarding values-based staffing.

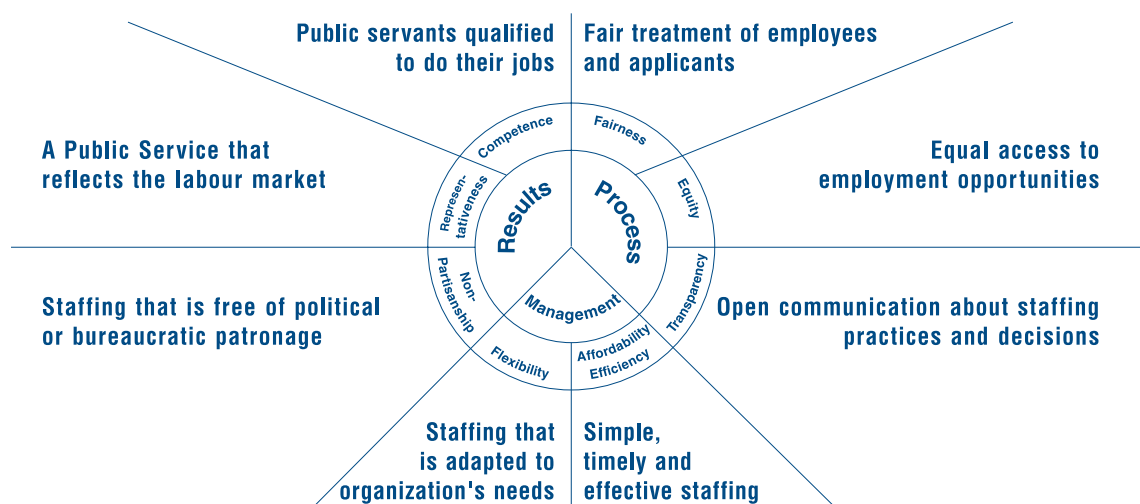


Figure 4: Merit Values and Management Principles — Definitions

2. Applying the Values to Key Staffing Functions

To bring the Values-Based Merit Framework to life, the PSC and departments will apply the values and principles described above to the five key functions of the staffing system: planning, policy, promotion, programs and protection — the “Five Ps” that, taken together, comprise all staffing activities.

The Five Ps represent a means by which both the PSC and departments can think critically about each staffing function and subsequently work together, investing in complementary activities both now and in the future. They provide a comprehensive view of the activities needed for a well-functioning staffing system. The application of the values and principles to all the elements of the staffing system is the second essential component of the Values-Based Merit Framework.

The PSC has taken the lead, investing in activities across the five functions. For example, to improve human resources *planning*, the PSC is forecasting future Public Service demographic needs. With respect to *policy*, it is continuing to modernize the staffing rules and regulations so that they enable rather than restrict managers. Recent changes to the *Public Service Employment Regulations* will improve efficiency in staffing while also ensuring selection processes are inclusive and barrier-free, applicants are treated fairly, and the competence of the Public Service remains protected.

On the *promotion* front, through such efforts as values workshops and tool kits, the PSC is building awareness of the role of values in staffing. In its human resources *program* areas, it is working on a recruitment action plan and improving efficiencies in executive staffing. And in terms of *protection*, as more fully described in the next section, the PSC has developed tools to support departmental accountability for staffing, modernized the recourse function and increasingly fast tracked staffing appeals where appropriate.

Departments will need to complement the PSC’s activities by taking their own action, in all five staffing areas, to reinforce this values-based approach to staffing with their human resources specialists, managers and employees. As the Values-Based Merit Framework becomes increasingly embedded in the key elements of the staffing system, it will enable the PSC and departments to make more concrete advancements to strengthen and renew the system.

A Closer Look at Accountability

Given the changes described above, the Values-Based Merit Framework requires the Commission to use different methods to establish, on behalf of Parliament, if the merit principle is protected on a systemic basis.

As last year’s Annual Report noted, the PSC has introduced an accountability model that supports its staffing reform initiative and recognizes that

merit is everyone’s business. This model focuses on the overall integrity and health of the staffing system rather than on transactional controls. It emphasizes results and is based on the values and principles described above.

Under this model, departmental line and functional managers are accountable to their Deputy Heads for staffing processes and decisions. Deputy Heads are in turn accountable to the PSC for the performance of their staffing systems. Finally, the PSC is accountable to Parliament for the overall health of the government’s staffing system. This is illustrated in Figure 5.

The PSC is implementing this new approach through its Staffing Delegation and Accountability Agreements, which it is negotiating with Deputy Heads of all departments and agencies under the *PSEA* umbrella. These agreements are tailored to a department’s unique requirements, in the spirit of “one size does not fit all.”

The PSC’s goal is to have all agreements negotiated and approved by March 31, 2001.

The PSC will provide ongoing support and advice to all departments and agencies at every stage of the process — including after the agreements are signed. Deputy Heads will be accountable to the PSC for their staffing results through an annual departmental staffing performance report.

To help departments monitor their staffing activities and assess their own performance, the PSC will provide a range of accountability tools (described in Figure 6), which will be augmented as further needs are identified.

To fulfil its accountability to Parliament for the staffing system, the PSC will collect staffing information, attest to the reliability of annual reports from departments, assess departmental performance based on these reports, and provide feedback to deputies.

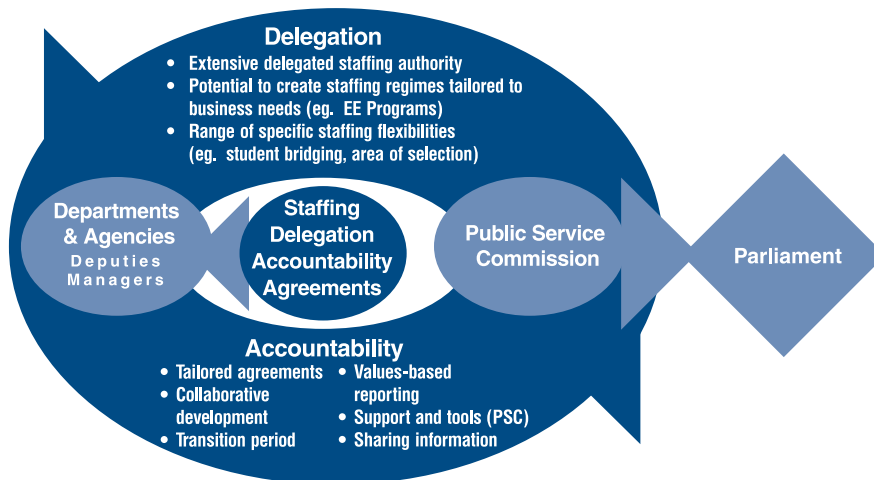


Figure 5: A Closer Look at Delegation and Accountability

- *Staffing Accountability Framework* — Describes overall accountability regime accompanying the delegation of staffing powers, and initiates development of Accountability Agreements.
- *An Approach to Monitoring Staffing and a Risk Analysis Model* — Help departments identify staffing risks and conduct subsequent monitoring activities.
- *PSC Staffing Values Surveys* — Measure employees' and managers' perceptions of staffing values
- *Early Warning System* — Provides staffing system intelligence, identifies issues and trends for further analysis, learning and improvement. Helps with preparation of performance reports.
- *A Guideline of Staffing Performance Reports* — Helps departments report to the PSC on staffing performance, describing what a report is to include regarding key merit values.
- *Attestation of Departmental Staffing Report Reliability* — Outlines the due diligence considerations of the PSC in regard to staffing reports and criteria by which the attestation of reliability will be conducted.

Figure 6: Accountability Tool Kit

The PSC, in partnership with departments, will also strengthen performance indicators and reporting requirements on an ongoing basis. As well, it will conduct reviews and evaluations of performance related to the entire merit system, and report its findings to Parliament.

By working together, departments and the PSC will be able to put in place the modernized accountability measures called for in the Tait Report as the government moves forward to revitalize the staffing system in the years to come.

The Role of the Public Service Commission

An ongoing challenge for the PSC is to find the right balance between the independence it requires to carry out its oversight responsibilities, and involvement in the government's human resources management activities through a variety of programs

and services. While part of achieving merit, these programs and services have the potential to create a tension between the Commission's primary mission as an independent overseer acting on behalf of Parliament, and its role as a key player in the government's management of its human resources. The PSC aims to balance its two roles so that both functions can be carried out satisfactorily.

During 1999, the Commission examined closely the option of divesting itself of further program and operational responsibilities in order to strengthen its focus on its fundamental merit mandate. A draft *Directional Statement* issued in January 1999, together with last year's Annual Report, described this potential new approach.

The draft Statement recognized, however, that some service delivery areas are especially sensitive to 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. It indicated that the PSC would not actively pursue further general delegation in these areas without first carefully exploring with stakeholders the requirements necessary for successful delegation. Subsequent consultations with stakeholders and clients in 1999 revealed that a continued PSC presence in these areas was important.

The Commission believes its leadership role in the human resources management (HRM) system will be enhanced through the implementation of the values-based approach described above. The Commission will continue to monitor carefully the interplay of its two important roles of independent Parliamentary overseer and key player in the HRM system. The issue of an appropriate balance of these roles will be revisited if there is any indication that the effective oversight of merit is impeded in any manner.

Looking Ahead

Over the past several years, the PSC has studied the delegated staffing system closely, consulted broadly, and examined emerging public management trends, in particular the move toward values-based governance. It is clear that despite many efforts, departments are not fully exercising their staffing authority and the staffing system is therefore not working as effectively and efficiently as it should. The PSC has concluded that while

there are several reasons for this, a key limitation has been that managers lack an explicit framework to guide them in exercising their staffing powers.

The PSC strongly believes that the Values-Based Merit Framework gives empowered managers and their human resources advisors a systematic means of achieving an ethical balance of the key merit values and management principles. It also provides an accountability model that supports the exercise of staffing authority. Bringing this approach to life will require complementary efforts by both the PSC and departments, with the PSC playing a strong leadership role.

The Values-Based Merit Framework is the pre-requisite for further strengthening of the staffing system. The PSC intends to lead a process of change to make the delegated staffing system work by playing four leadership roles in the staffing system of the future:

First, the PSC will position itself at a systemic level, providing a structure for managers to be empowered and accountable for their actions and decisions in a values-based context.

Second, it will remain present in areas of special interest, particularly recruitment and executive staffing, as well as in other critical merit-related programs. It will work with departments to make such programs operate smoothly and seamlessly

from the perspective of the people they serve.

Third, it will facilitate the operation of the delegated staffing system by increasing awareness within departments of how the system works and by providing learning tools and advice. Such efforts will help enable departments to put in place modern and effective staffing regimes that will meet their business needs.

Finally, the PSC intends to work in partnership with all human resources management players — departments and agencies, other central agencies, employee representatives, the human resources community, and public service employees — to build a staffing system that meets the needs of the 21st century.

The PSC will issue a final *Directional Statement* in the near future to set out this new approach in more detail.

Hallmarks of a Strengthened System

The Government demonstrated the priority it is placing on effective human resources management in the Public Service in the October 1999 Speech from the Throne:

To ensure that the Public Service of Canada remains a strong, representative, professional and non-partisan national institution that provides Canadians the highest quality service into the 21st century, the Government will also

focus on the recruitment, retention and continuous learning of a skilled federal workforce.

Several hallmarks would characterize a well-functioning, values-based staffing system that helps deliver on the Throne Speech imperatives. The goal is a system in which:

- Parliament will be satisfied that an effective and accountable staffing system exists.
- Departments will have internalized key values and principles and will be able to balance them soundly as managers exercise greater control over more timely and efficient staffing actions.
- Employee representatives and employees themselves will have increased confidence in the staffing system.
- The Canadian public will be assured they are served by a professional Public Service.
- As a result, the PSC will champion a staffing system where merit is indeed everyone's business.

The Commission strongly believes that, ultimately, a strengthened staffing system will make a significant contribution to the government's human resources strategy — helping to attract and retain a competent, non-partisan and representative workforce in what is already one of the best public services in the world.

CONCLUSION

This fiscal year will be remembered as a hallmark of change for the PSC. And change comes in the form of many guises. One change worthy of note is that the Annual Report has been revamped becoming an “outward looking” document that will hereafter report on the health of the merit system across the Public Service from a values-based perspective. In doing so, it will serve as an important tool for the promotion and protection of merit.

This values-based perspective is brought to life via the Values-Based Merit Framework and is the foundation by which the PSC will strengthen the staffing system Public Service wide. This approach will give the PSC and other participants in the staffing system — employees and their representatives, Deputy Heads and Parliament — the means to determine if the staffing process is working and the assurance that the merit system remains well protected. At the heart of this framework is a fundamental shift in emphasis away from the rules towards rediscovering the values that have always existed behind the rules.

The degree to which these six merit values are being adhered to Public Service wide will form the basis of future Annual Reports while a more in-depth analysis of two values per year will also be provided — representativeness and equity in 2000-2001, non-partisanship and transparency in 2001-2002 and competency and fairness in 2002-2003.

We believe that as the Values-Based Merit Framework is understood and adopted by all key players in the staffing system, the PSC can confidently assure Parliament and the Canadian public as well, that the staffing system is a healthy one — that merit is indeed everybody’s business.

APPENDICES

Statistical Information

Appointment Data	28
Technical Notes	29
Figure 1 Distribution of hiring activity <i>to</i> the Public Service by tenure	33
Figure 1a Distribution of appointment activity <i>within</i> the Public Service by appointment type for indeterminate appointments	34
Figure 1b Distribution of appointment activity <i>within</i> the Public Service by appointment type for specified period appointments	35
Table 1 Overall activity	36
Figure 2 Distribution of new entries by previous employment status	37
Table 2 Tenure and previous employment status	38
Figure 3 Appointment rates by occupational category and type of appointment	39
Table 3 Appointment rates by occupational category and type of appointment	40
Table 4 Appointment type and geographic area	41
Table 5 Appointment type and employment equity designated groups	42
Table 6 Appointment type and language group	42
Table 7 Appointment type and official languages	43
Figure 4 Distribution of recruits under recruitment programs	43
Table 8 Recruitment programs	44
Table 9 Priority administration	45
Table 10 Investigations	45
Table 11 Appeals	46
Table 12 Deployments	46
Authority Delegated	47
Exclusion Approval Orders	50
Personal Exclusions	52
Requests for Leave of Absence Pursuant to Section 33(3) of the PSEA	53

STATISTICAL INFORMATION

Appointment Data

This year, the information on appointment activity is derived from data received from the Treasury Board Secretariat's (TBS) Incumbent and Mobility files which are extracted from the Public Works and Government Services pay system. The Public Service Commission (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. The estimated data, as demonstrated last year, is robust, and sample data when compared with departmental data reflects staffing activity in departments as expected.

The presentation of the data has been completely revised from preceding years in an effort to better focus the information. First of all, you will note that a series of graphics have been presented for several of the tables. These graphics pictorially present the current situation with relevant bullets added for emphasis and a comparison snapshot view of the data from the previous fiscal year.

Two organizations, Revenue Canada and Parks Canada, have left the universe covered by the *Public Service Employment Act* and are no longer reported in the tables. These two organizations accounted for 44 082 appointments in last year's PSC Annual Report. In addition, the reappointment of terms is no longer reported in the attached tables. These accounted for 35 075 appointments last year. Removing these counts from the *1998-1999 PSC Annual Report* would reduce the total number of indeterminate and specified period appointments from 118 505 to 57 263. Changes in universe coverage combined with changes in data collection methodologies make comparisons between 1998-1999 and 1999-2000 difficult. Nevertheless, there does not appear to be a significant change in overall staffing activity during the two years at the aggregate level of appointments *to* the Public Service and *within* the Public Service.

In previous years, the statistical appendix included a table of Appointments *to* and *within* the Public Service by individual departments (Table 4, *1998-1999 Annual Report*). This table has been dropped this year to better reflect the PSC focus on the health of the merit system at large. Departmental level information will be available as required within our analytical warehouse and on the PSC Web site under the PSC Annual Report section.

As demonstrated in the following tables, most of the information that was collected by the ROST can be derived from other data sources. There is some information loss, however. The most important loss relates to information about appointment process.

For appointment process information, an alternative mechanism of collection is being developed. The PSC is pursuing the use of periodic, sample-based methodologies to gather new data and information about appointments. The proposal targets employees and line managers of specific kinds of staffing transactions. During 1999-2000, a great deal of effort was expended to develop and communicate the proposal. Using focus groups, various communication fora and a multitude of presentation formats, a proposal was developed and a field test of a sample survey was successfully launched in partnership with departments.

Technical Notes

Appointment Rates

Appointment rates reflect the number of appointments per 100 employees. These are derived by dividing the number of appointments in 1999-2000 within each category by the employee population within each occupational category or the employee population within each geographic location as of April 1, 1999.²

Casual Employment

As of fiscal year 1998-1999, all departments have been delegated the authority to hire casual employees. The counts for casuals are less than in previous years due to the introduction of the estimation process. Using this method, individuals hired into a casual position are counted only once so long as they remain in the same position and there is no break in service. In prior years, a ROST document was issued each time a person was rehired even though no break in service had been recorded and there was no change in position.

Employment Equity Data

The number of women in Table 5 was identified at the time of appointment estimation using data from the Incumbent System. Data on members of visible minorities, persons with disabilities and Aboriginal peoples were obtained by matching estimated appointment data with the Treasury Board Secretariat's Employment Equity Data Bank, as of March 31, 2000. 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.

² In previous years, appointments in each category were shown as a percentage of the total number of appointments, consequently a smaller category ended up with a small percentage number that was not representative of the staffing activity within the category.

For Aboriginal peoples, members of visible minorities and women, estimates of external availability are based on their labour force representation derived from 1996 Census data relating to the population made up of Canadian citizens aged 15 and over who worked at some point in time between January 1995 and May 1996. In the case of recruitment to the Scientific and Professional category and to the Foreign Service and Management Trainee occupational groups, the relevant Census data was weighted to reflect the occupational make-up of recruitment to the Public Service between April 1999 and March 2000. In the case of recruitment to all other occupational groups, with the exception of the Executive group, the relevant Census data was weighted to reflect both the occupational and the regional make-up of recruitment to the Public Service between April 1999 and March 2000. Since estimates of external availability do not exist for the Executive group, recruitment to this occupational group was excluded from Table 5.

For persons with disabilities, estimates of external availability are based on data from the 1991 Health and Activity Limitation Survey (HALS) which provides the representation of persons with disabilities among those aged 15 to 64 who worked at some point in time in the five years preceding the post-censal survey. Since estimates of external availability do not exist for the Executive group, recruitment to this

occupational group was excluded from Table 5. In all other occupational groups, the relevant HALS data was weighted to reflect the occupational make-up of recruitment to the Public Service between April 1999 and March 2000 to determine external availability.

Estimates of internal availability are based on the representation of designated group members among public service indeterminate and term employees appointed for at least three months, as of March 1999, excluding employees working for separate employers not covered by TBS. Designated group members were identified through the Treasury Board Secretariat's Employment Equity Data Bank, as of March 31, 2000, to determine internal availability.

In the case of promotions, lateral movements and acting appointments to and within the Executive group, the representation of designated group members by source classification was weighted to reflect the occupational make-up of the relevant appointments between April 1999 and March 2000 to determine internal availability.

In the case of promotions, lateral movements and acting appointments to and within the Scientific and Professional category and to and within the Foreign Service and Management Trainee occupational groups, the representation of designated group members by source classification and source department

was weighted to reflect the occupational and departmental make-up of the relevant appointments between April 1999 and March 2000 to determine internal availability.

In the case of promotions, lateral movements and acting appointments to and within all other occupational groups, the representation of designated group members by source classification, source department and source region were weighted to reflect the occupational, departmental and regional make-up of the relevant appointments between April 1999 and March 2000 to determine internal availability.

First Official Language

Data on First Official Language in Tables 6 and 7 were obtained through estimation procedures using data derived from the Public Works and Government Services Canada Pay System. For 322 appointments, First Official Language was not available on the pay system.

Geographic Area

Data on geographic area in Table 4 were obtained from data derived from the Public Works and Government Services Canada Pay System.

Lateral Movements

Lateral movements combine lateral or downward transfers and deployments.

These appointments are estimated on the basis of a change in department or departmental pay list, or location and, as appropriate, a change in financial coding relating to the position.

Occupational Category

Not all appointments are made to standard Public Service occupational classifications in Table 3. Standard occupational classifications are not applicable to Cooperative Education Program appointments, to Federal Student Work Experience Program appointments and to appointments made by departments where Treasury Board is not the employer.

Priority Data

The data on priorities in Table 9 were obtained from the PSC's Priority Administration System. 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. The Priority Administration System 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 8 has been modified to report on the overall recruitment activity (rather than the number of appointments).

Unknown

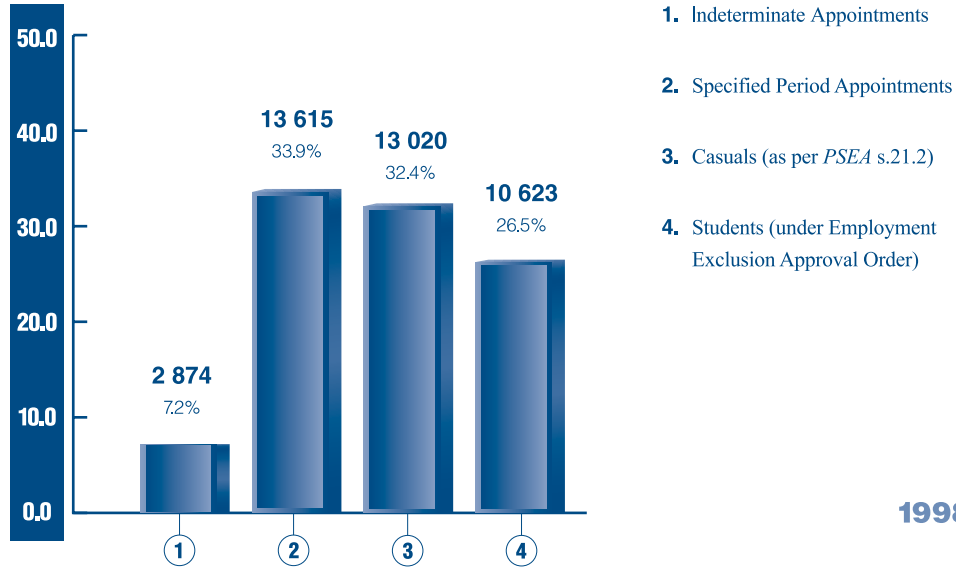
Data on occupational category in Table 3 and data on language group type in Tables 6 and 7 include appointments with an unknown category and or unknown language group in the totals. This results from the estimation process using the Public Works and Government Services Canada pay system wherein not all records had a valid category and or a valid language type.

Figure 1 - Distribution of hiring activity to the Public Service by tenure

In 1999/2000:

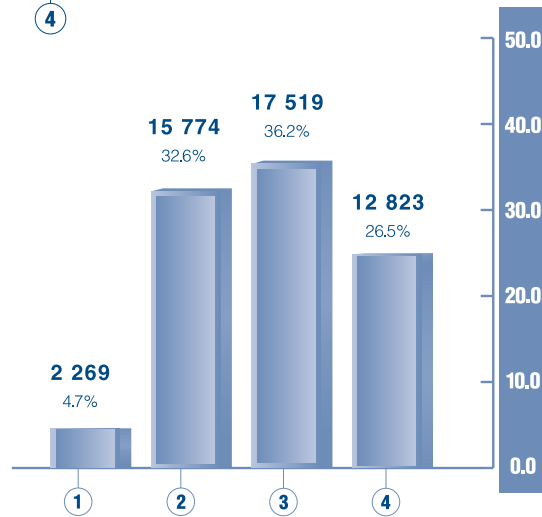
- The hiring activity to indeterminate positions accounted for only 7.2% of total new hires to the Public Service.
- There were almost equal proportions of hiring activity for specified period 33.9%, casuals 32.4% and students 26.5%.

1999/00



1998/99

1. Indeterminate Appointments
2. Specified Period Appointments
3. Casuals (as per PSEA s.21.2)
4. Students (under Employment Exclusion Approval Order)



1999 • 2000

R E P O R T

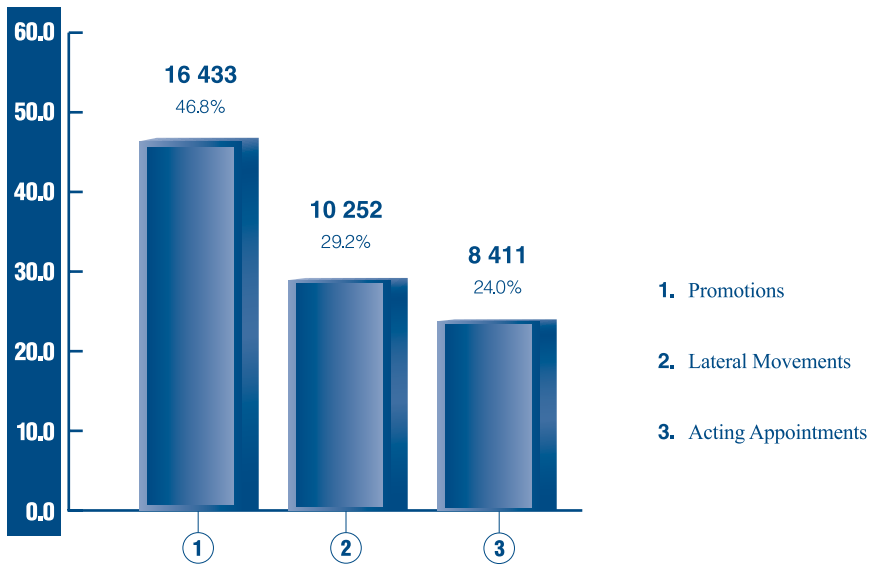
A N N U A L

Figure 1a - Distribution of appointment activity within the Public Service by appointment type for indeterminate appointments

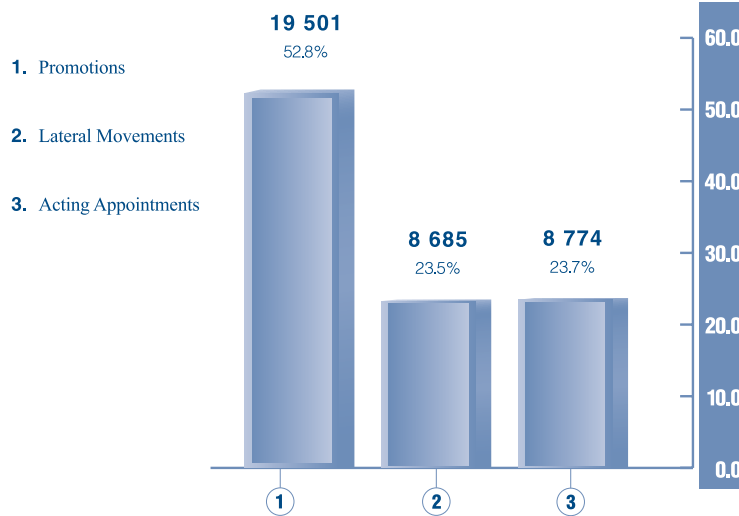
In 1999/2000:

- Promotions accounted for 46.8% of all indeterminate appointments *within* the Public Service.
- Lateral movements and acting appointments accounted for 29.2% and 24.0% of all indeterminate appointments *within* the Public Service respectively.

**Indeterminate
1999/00**



**Indeterminate
1998/99**



1999 • 2000

R E P O R T

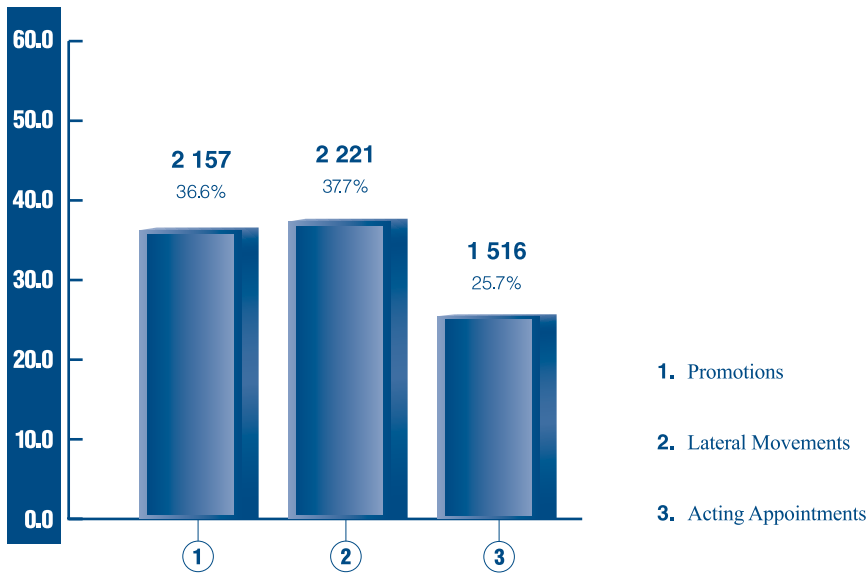
A N N U A L

Figure 1b - Distribution of appointment activity *within* the Public Service by appointment type for specified period appointments

In 1999/2000:

- The distribution of appointment activity for specified period is distributed amongst promotions 36.6%, lateral movements 37.7% and acting appointments 25.7%

Specified period 1999/00



Specified period 1998/99

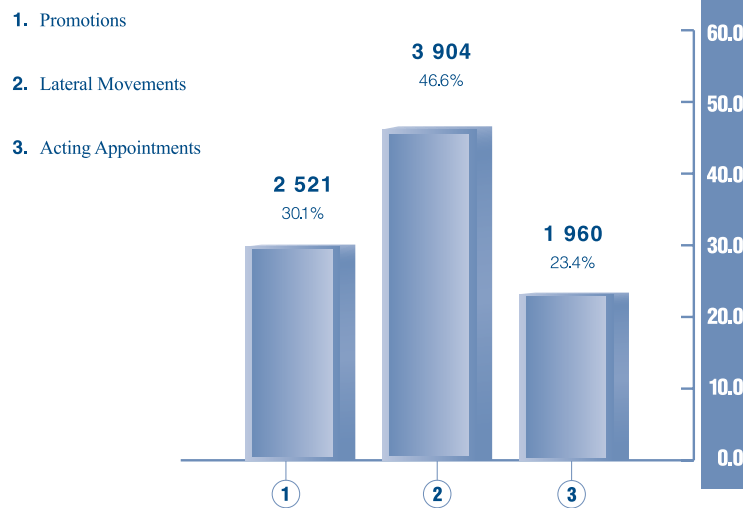


Table 1 - Overall activity

Number and percentage of appointments and hiring activity *to* and *within* the Public Service by appointment type and tenure

April 1, 1999 to March 31, 2000

	Hiring Activity to the Public Service		Appointments <i>within</i> the Public Service						Total	
			Type of Appointment							
			Promotions		Lateral Movements (a)		Acting Appointments (b)			
	No.	%	No.	%	No.	%	No.	%	No.	%
Indeterminate Appointments	2 874	7.6	16 433	43.3	10 252	27.0	8 411	22.2	37 970	100.0
Specified Period Appointments	13 615	69.8	2 157	11.1	2 221	11.4	1 516	7.8	19 509	100.0
Sub-Total	16 489	28.7	18 590	32.3	12 473	21.7	9 927	17.3	57 479	100.0
Casuals (as per PSEA s.21.2)	13 020	100.0	0	0.0	0	0.0	0	0.0	13 020	100.0
Students (under Employment Exclusion Approval Order)	10 623	100.0	0	0.0	0	0.0	0	0.0	10 623	100.0
Grand Total	40 132	49.5	18 590	22.9	12 473	15.4	9 927	12.2	81 122	100.0

- (a) Lateral movements in all tables and charts combine both lateral transfers and deployments. As no appointment process is available on the pay system it is not possible to differentiate between these two types of movements.
- (b) Excludes acting appointments of four months or less.

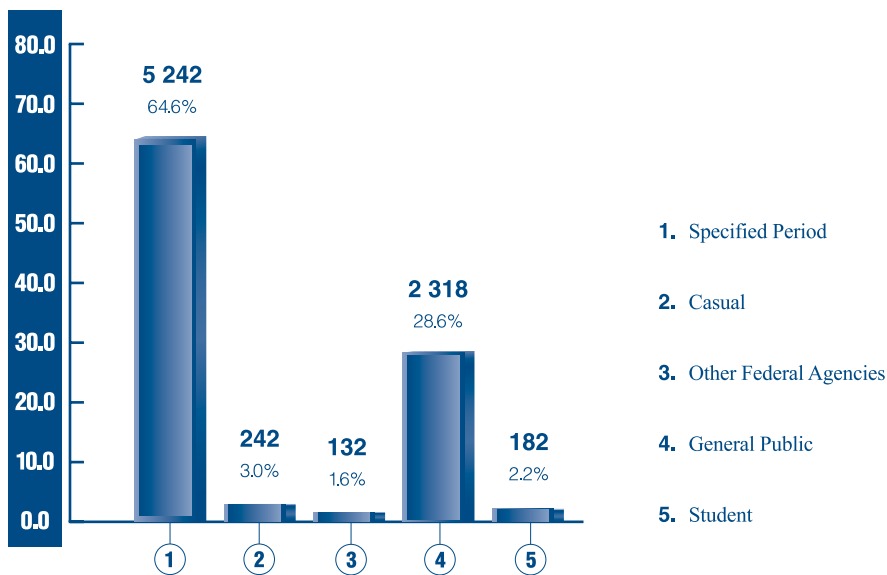
Figure 2 - Distribution of new entries by previous employment status

In 1999/2000:

- There were 8 116 new indeterminate entries of which 2 874 were new appointments from outside the Public Service, 2 318 or 28.6% came from the general public, 242 or 3.0% had previously been a casual, 132 or 1.6% came from other federal agencies and 182 or 2.2% had been a student. Specified period employees accounted for 64.6% of new indeterminate entries.
- There were 13 988 new specified period entries of which 13 615 were new appointments from outside the Public Service, 10 666 or 76.3% came from the general public versus 2 448 or 17.5% from persons who had previously been hired as a casual.

Previous employment status

New indeterminate entries



New specified period entries

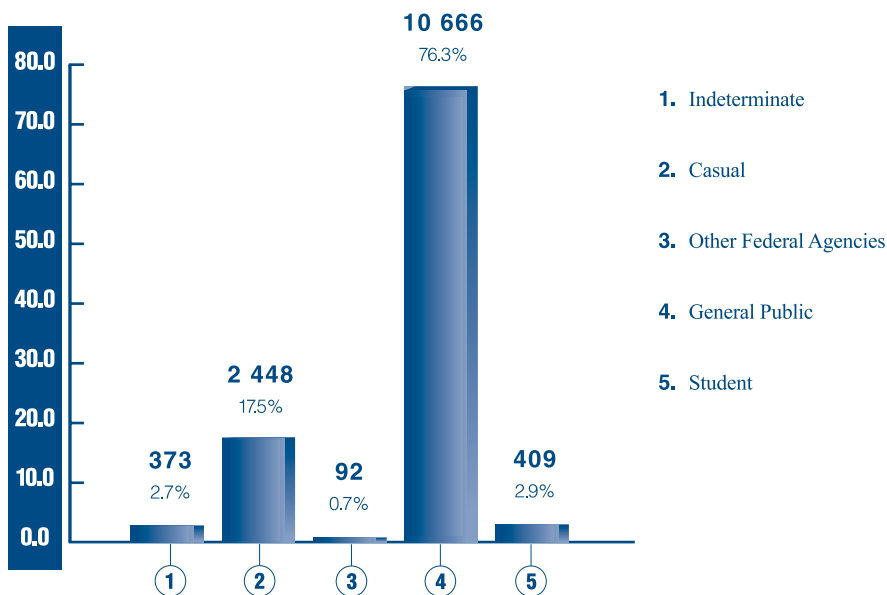


Table 2 - Tenure and previous employment status

Number and percentage of appointments, *to* and *within* the Public Service, by tenure and previous employment status

April 1, 1999 to March 31, 2000

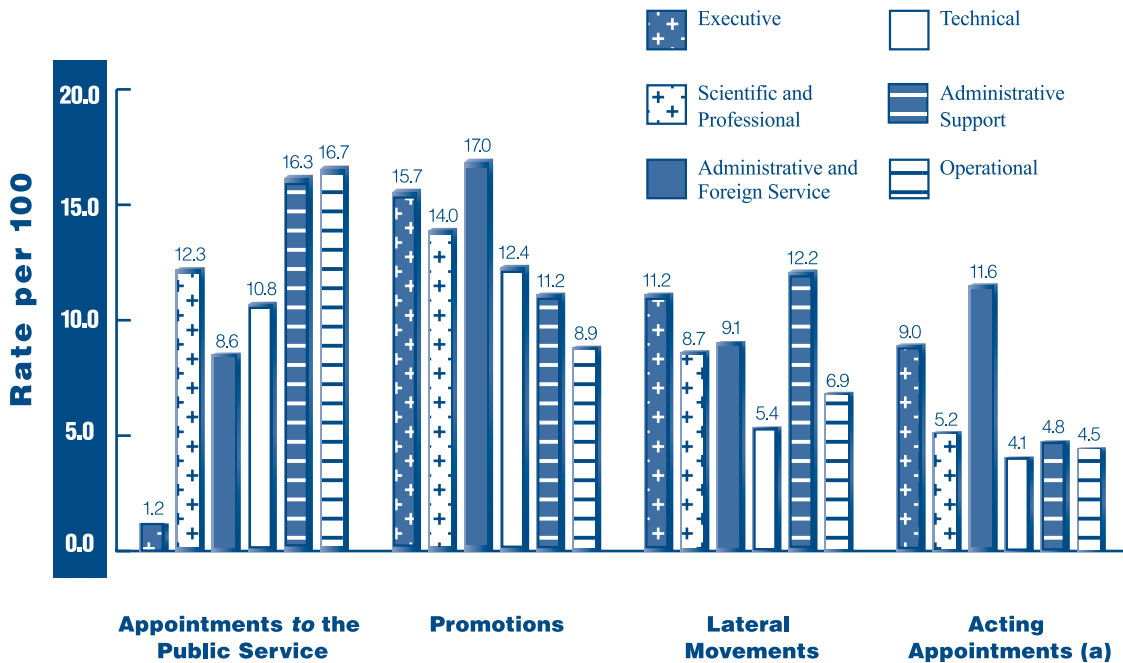
Previous employment status	Tenure After Appointment									
	Indeterminate		Specified Period		Casual*		Student*		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
Indeterminate	29 854	78.6	373	1.9	0	0.0	0	0.0	30 227	37.3
Specified period	5 242	13.8	5 521	28.3	0	0.0	0	0.0	10 763	13.3
Casual	242	0.6	2 448	12.5	0	0.0	0	0.0	2 690	3.3
Other federal agencies	132	0.3	92	0.5	0	0.0	0	0.0	224	0.3
General public	2 318	6.1	10 666	54.7	13 020	100.0	10 623	100.0	36 627	45.2
Student	182	0.5	409	2.1	0	0.0	0	0.0	591	0.7
Total	37 970	100.0	19 509	100.0	13 020	100.0	10 623	100.0	81 122	100.0

* Casuals and students do not have a previous employment status as these persons are reported under general public.

Figure 3 - Appointment rates by occupational category and type of appointment

In 1999/2000:

- There was a high variability in recruitment rates by category ranging from a rate of 1.2 persons per 100 employees in the Executive category to a rate of 16.7 persons in the Operational category.
- Promotion rate varies from 8.9 persons per 100 employees in the Operational category to 17.0 persons per 100 employees in the Administrative and Foreign Service category. It should be noted that most movement into the Executive category is as a result of a promotion from another occupational group.
- Overall the Administrative and Foreign Service category has the highest rate of appointments per 100 employees.



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

Note: Figures represent indeterminate and specified period appointments. Appointment rates are derived by dividing the number of appointments within each category during the year by the employee population within each category as of April 1, 1999.

1999 • 2000

Table 3 - Appointment rates by occupational category and type of appointment

Number and rate of appointments, by type of appointment and occupational category
 April 1, 1999 to March 31, 2000

Occupational category	Appointments to the Public Service		Appointments within the Public Service						Total	
			Type of Appointment							
	No.	Rate	Promotions	Lateral Movements	Acting Appointments (a)	No.	Rate	No.	Rate	
Executive Group	37	1.2	488	15.7	350	11.2	280	9.0	1 155	37.1
Scientific and Professional	2 058	12.3	2 349	14.0	1 452	8.7	880	5.2	6 739	40.2
Administrative and Foreign Service	4 262	8.6	8 412	17.0	4 520	9.1	5 745	11.6	22 939	46.3
Technical	1 575	10.8	1 808	12.4	782	5.4	591	4.1	4 756	32.7
Administrative Support	5 465	16.3	3 762	11.2	4 086	12.2	1 605	4.8	14 918	44.6
Operational	2 997	16.7	1 597	8.9	1 242	6.9	810	4.5	6 646	37.1
Not applicable (b)	90	14.8	81	13.3	35	5.8	13	2.1	219	36.0
PSEA total (c)	16 489	12.1	18 590	13.7	12 473	9.2	9 927	7.3	57 479	42.3

- (a) Excludes acting appointments of four months or less.
- (b) Refers to appointments for which the standard occupational classifications do not apply e.g., separate employers under PSEA use their own occupational groups. See technical notes on Occupational Category.
- (c) See technical notes on Unknown.

Note: Table 3 represents indeterminate and specified period appointments under the *Public Service Employment Act (PSEA)*. Appointment rates are derived by dividing the number of appointments within each category during the year by the employee population within each category as of April 1, 1999.

Table 4 - Appointment type and geographic area

Number and rate of appointments, by appointment type and geographic area

April 1, 1999 to March 31, 2000

Geographic area	Appointments to the Public Service		Appointments within the Public Service Type of Appointment						Total	
	No.	Rate	Promotions		Lateral Movements		Acting Appointments (a)		No.	Rate
			No.	Rate	No.	Rate	No.	Rate		
Newfoundland	298	9.9	342	11.4	147	4.9	221	7.4	1 008	33.7
Prince Edward Island	85	5.9	189	13.2	123	8.6	76	5.3	473	33.1
Nova Scotia	661	8.5	1 142	14.8	486	6.3	426	5.5	2 715	35.1
New Brunswick	608	12.2	619	12.4	288	5.8	401	8.1	1 916	38.5
Quebec (except NCR)	2 034	12.0	1 682	9.9	1 088	6.4	1 152	6.8	5 956	35.1
National Capital Region (NCR)	6 251	12.0	9 071	17.4	5 893	11.3	5 017	9.6	26 232	50.2
Ontario (except NCR)	1 882	10.4	1 861	10.3	1 456	8.0	1 075	5.9	6 274	34.7
Manitoba	891	17.4	529	10.3	512	10.0	286	5.6	2 218	43.3
Saskatchewan	924	25.0	426	11.5	310	8.4	216	5.9	1 876	50.9
Alberta	1 043	13.6	864	11.2	785	10.2	253	3.3	2 945	38.3
British Columbia	1 570	12.4	1 598	12.6	1 068	8.4	725	5.7	4 961	39.1
Yukon	95	21.9	56	12.9	33	7.6	10	2.3	194	44.7
Northwest Territories	120	23.5	42	8.2	49	9.6	10	2.0	221	43.2
Nunavut (b)	12	0.0	10	0.0	37	0.0	1	0.0	60	0.0
Outside Canada	15	1.1	159	11.9	198	14.8	58	4.3	430	32.2
Total	16 489	12.1	18 590	13.7	12 473	9.2	9 927	7.3	57 479	42.3

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

(b) An appointment rate is not available for Nunavut as no population existed as of April 1, 1999.

Note: Table 4 represents indeterminate and specified period appointments under the *Public Service Employment Act (PSEA)*. Appointment rates are derived by dividing the number of appointments within each geographic area during the year by the employee population within each geographic area as of April 1, 1999.

Table 5 - Appointment type and employment equity designated groups

Number and percentage of appointments, by appointment type and Employment Equity designated group

April 1, 1999 to March 31, 2000

Employment equity designated groups	Appointments to the Public Service			Appointments within the Public Service Type of Appointment									Total	
				Promotions			Lateral Movements			Acting Appointments (a)				
	External Availability(b)			Internal Availability			Internal Availability			Internal Availability				
	No.	%	%	No.	%	%	No.	%	%	No.	%	%	No.	%
Women	7 286	55.8	49.4	10 477	57.8	57.0	7 364	60.4	57.5	5 890	60.2	58.5	31 017	58.3
Members of visible minority groups	841	6.4	6.5	1 118	6.2	6.1	731	6.0	5.7	521	5.3	5.5	3 211	6.0
Persons with disabilities	295	2.3	5.6	774	4.3	5.1	559	4.6	5.2	402	4.1	5.4	2 030	3.8
Aboriginal peoples	569	4.4	2.5	686	3.8	3.7	490	4.0	3.7	314	3.2	3.3	2 059	3.9
Total (c)	13 067	100.0		18 112	100.0		12 196	100.0		9 783	100.0		53 158	100.0

- (a) Excludes acting appointments of four months or less.
- (b) Availability estimates are based on group specific external and internal labour market availability appropriately weighted by the applicable appointment volumes. As a consequence, these numbers will not match those published elsewhere by TBS which are based on the make-up of the entire Public Service work force. See technical notes on Employment Equity for availability details.
- (c) The counts for employment equity designated groups exclude specified period appointments of less than three months and appointments to and within separate employers as TBS does not collect self-identification information on these populations. The sum of employment equity designated groups does not equal the total as a person may be in more than one group and men are included in the total. Consequently, the totals do not match other tables.

Table 6 - Appointment type and language group

Number and percentage of appointments, by appointment type and language group

April 1, 1999 to March 31, 2000

Language group	Appointments to the Public Service		Appointments within the Public Service Type of Appointment						Total	
			Promotions		Lateral Movements		Acting Appointments (a)			
	No.	%	No.	%	No.	%	No.	%	No.	%
Anglophones	11 557	70.8	12 362	66.7	8 337	67.2	6 159	62.3	38 415	67.5
Francophones	4 778	29.2	6 170	33.3	4 068	32.8	3 726	37.7	18 742	32.5
Total (b)	16 489	100.0	18 590	100.0	12 473	100.0	9 927	100.0	57 479	100.0

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

Table 7 - Appointment type and official languages

Number and percentage of appointments, by appointment type, language group and language requirements of position

April 1, 1999 to March 31, 2000

Language requirements 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	1 060	32.3	2 226	67.7	3 293	4 455	33.0	9 046	67.0	13 530	5 515	32.9	11 272	67.1	16 823
Bilingual non-imperative															
• Met	206	60.9	132	39.1	341	1 748	49.2	1 807	50.8	3 564	1 954	50.2	1 939	49.8	3 905
• Must meet	16	72.7	6	27.3	22	447	93.7	30	6.3	478	463	92.8	36	7.2	500
• Not required to meet	1	50.0	1	50.0	2	59	79.7	15	20.3	74	60	78.9	16	21.1	76
English essential	9 266	95.8	406	4.2	9 810	18 618	96.0	783	4.0	19 514	27 884	95.9	1 189	4.1	29 324
French essential	16	1.2	1 336	98.8	1 354	39	2.3	1 677	97.7	1 724	55	1.8	3 013	98.2	3 078
English or French essential	988	59.7	668	40.3	1 656	1 486	71.3	599	28.7	2 090	2 474	66.1	1 267	33.9	3 746
Total (c)	11 557	70.8	4 778	29.2	16 489	26 858	65.8	13 964	34.2	40 990	38 415	67.2	18 742	32.8	57 479

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

Figure 4 - Distribution of recruits under recruitment programs

In 1999/2000:

- General recruitment accounted for 58.9% of the total recruitment followed by Federal Student Work Experience Program at 28.4% and Cooperative Education Program at 10.8% of the total recruitment activity.
- Post-Secondary Recruitment accounted for 1.8% of total recruitment followed by the Management Trainee Program at 0.1% of the total recruitment activity.

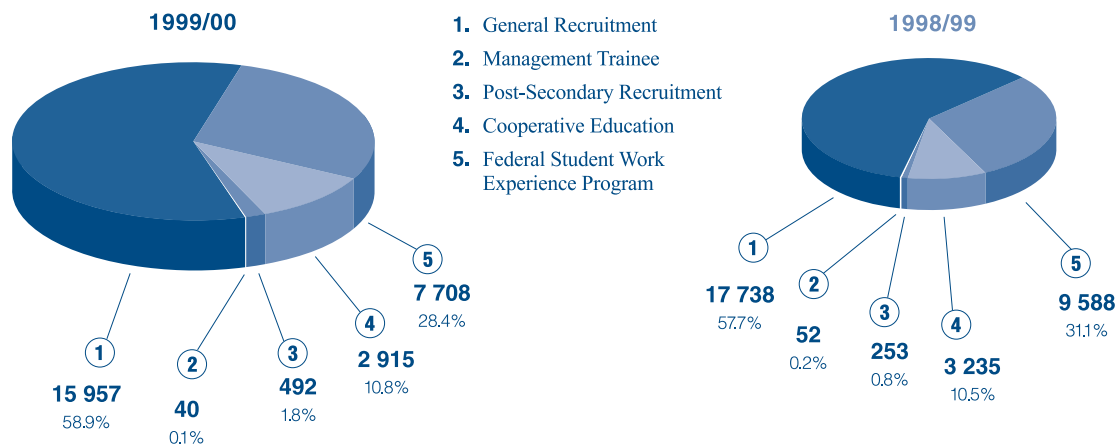


Table 8 of the Public Service Commission Annual Report 1999-2000 has been revised.

The revised table can be found at http://www.psc-cfp.gc.ca/annrept/erratum_e.pdf

Table 8 - Recruitment programs

Number and percentage of recruits under Public Service Commission recruitment programs, by external recruitment process and geographic area
April 1, 1999 to March 31, 2000

Geographic Area	Federal Student Work Experience Program		Cooperative Education		Post-Secondary Recruitment (a)		Management Trainee		General Recruitment		Total(b)	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Newfoundland	180	2.3	78	2.7	3	0.6	0	0.0	295	1.8	556	2.1
Prince Edward Island	159	2.1	19	0.7	3	0.4	0	0.0	82	0.5	263	1.0
Nova Scotia	379	4.9	62	2.1	7	1.6	0	0.0	654	4.1	1 102	4.1
New Brunswick	308	4.0	72	2.5	4	1.6	0	0.0	604	3.8	988	3.6
Quebec (except NCR)	1 238	16.1	255	8.7	22	4.3	3	7.5	2 009	12.6	3 527	13.0
National Capital Region (NCR)	2 416	31.3	1 713	58.8	412	86.2	34	85.0	5 805	36.4	10 380	38.3
Ontario (except NCR)	1 091	14.2	228	7.8	9	1.6	3	7.5	1 870	11.7	3 201	11.8
Manitoba	369	4.8	50	1.7	7	0.4	0	0.0	884	5.5	1 310	4.8
Saskatchewan	283	3.7	47	1.6	1	0.0	0	0.0	923	5.8	1 254	4.6
Alberta	586	7.6	152	5.2	5	0.8	0	0.0	1 038	6.5	1 781	6.6
British Columbia	624	8.1	217	7.4	16	3.3	0	0.0	1 554	9.7	2 411	8.9
Yukon	32	0.4	3	0.1	0	0.0	0	0.0	95	0.6	130	0.5
Northwest Territories	42	0.5	19	0.7	1	0.2	0	0.0	119	0.7	181	0.7
Nunavut	0	0.0	0	0.0	0	0.0	0	0.0	12	0.1	12	0.0
Outside Canada	1	0.0	0	0.0	2	0.4	0	0.0	13	0.1	16	0.1
Unknown	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Total (b)	7 708	100.0	2 915	100.0	492	100.0	40	100.0	15 957	100.0	27 112	100.0

- (a) Post-Secondary Recruitment appointment numbers are lower than expected this year as not all appointments arising from the 1999-2000 PSR campaign had been completed as of March 31, 2000. Includes appointments under the Accelerated Economist Trainee Program.
- (b) The total 27 112 plus 13 020 casuals from Table 1 equals the overall hiring activity to the Public Service of 40 132 persons as indicated in Table 1.

Note: See technical notes on Student Data. Please note that appointments under the Cooperative Education Program and the Federal Student Work Experience Program are not considered official appointments under the *PSEA*.

Table 9 - Priority administration

Number of priority persons and number of placements of priority persons, by priority type
April 1, 1999 to March 31, 2000

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)	251	115	366	136	15	69	5	225	191
Minister's staff (sec.39)	5	27	32	21	0	2	0	23	9
Lay-off (sec.29)	96	237	333	27	0	89	3	119	234
Total - Statutory priorities	352	379	731	184	15	160	8	367	434
Regulatory priorities									
Surplus (sec.39) (c)	225	309	534	280	21	0	6	307	206
Employee disabled (sec.40)	49	37	86	15	3	16	3	37	49
Military disabled (sec.40.1)	9	15	24	9	0	2	0	11	13
Relocation of spouse (sec.41)	295	270	565	201	16	80	17	314	198
Reinstatement to higher level (sec.42)	487	96	583	73	4	79	8	164	419
Total - Regulatory priorities	1 065	727	1 792	578	44	177	34	833	558
Grand total	1 417	1 106	2 523	762	59	337	42	1 200	1 319

- (a) The number of carry over from March 31, 1999 differs from the number of active cases at March 31, 1999 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, 19 surplus priority employees became lay-off priority employees.
- (c) The active surplus cases at March 31, 2000 include 3 employees in unpaid surplus status.

1999 • 2000

Note: See technical notes on Priority Data.

Table 10 - Investigations

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

Period	Complaints Received	Opened Cases				Closed Cases				
		Total	Reverse Order of Merit	Harassment	PSEA and Other	Total	Founded	Unfounded	Resolved	Other
1998-1999	710	321	8	181	313	441	97	162	79	103
1999-2000	689	278	2	119	157	445	57	159	97	132

Of the complaints received, 40% were accepted for investigation in 1999-2000 compared to 45% in 1998-1999. As well, in 1999-2000, 13% of completed cases were declared founded compared to 22% in 1998-1999; 51% were either resolved or withdrawn compared to 41% in 1998-1999.

Table 11 - Appeals

(A) Number of selection processes appealed and closed, with number and percentage of those allowed				
Period	Appealed	Closed	Allowed	
			Number	%
1998-1999	1 729	1 202	179	14.9
1999-2000	1 499	1 117	126	11.3

In 1999-2000, approximately 11.3% of completed appeals against selection processes were allowed.

(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	%
1998-1999	783	13.3	518	66.1
1999-2000	550	13.8	407	74.0

In 1999-2000, 74% of decisions were rendered within the service standard of 14 days. However, the average disposal time for all decisions is 13.8 days which is lower than standard. In 1999-2000, 30% less decisions were rendered than in 1998-1999 and 4% less than in 1997-1998.

(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	%	
1988-1999	4 900	3 761	511	633	2 099	55.8	518
1999-2000	3 979	2 563	239	422	1 517	59.2	385

In 1999-2000, 9% of disposed appeals were allowed, 16% were dismissed, in 15% of appeals disposed, appellants had no right of appeal; and approximately 59% of appeals disposed were withdrawn.

Table 12 - Deployments

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

Period	Complaints	Deployments Complained Against	Closed	Founded	Unfounded	No Jurisdiction	Withdrawn	Decisions
1988-1999	74	46	44	8	13	14	9	27
1999-2000	31	30	18	2	6	6	4	11

In 1999-2000, 11% of completed deployment investigations were founded, 33% were unfounded and 56% were either withdrawn or the PSC had no jurisdiction to investigate.

AUTHORITY DELEGATED

Organization	Authority Delegated
Agriculture and Agri-Food Canada	<ul style="list-style-type: none"> • Authority to make term appointments in Research stations, effective May 13, 1999 • New Staffing Delegation and Accountability Agreement signed on December 11, 1999
Atlantic Canada Opportunities Agency	<ul style="list-style-type: none"> • New Staffing Delegation and Accountability Agreement signed on July 9, 1999
Economic Development Agency of Canada for the Regions of Quebec	<ul style="list-style-type: none"> • New Staffing Delegation and Accountability Agreement signed on May 19, 1999
Environment Canada	<ul style="list-style-type: none"> • New Staffing Delegation and Accountability Agreement signed on March 30, 2000
Hazardous Materials Information Review Commission Canada	<ul style="list-style-type: none"> • New Staffing Delegation and Accountability Agreement signed on April 9, 1999
Health Canada	<ul style="list-style-type: none"> • Expanded Employment Equity programs to increase the representation of women, persons with disabilities, and Aboriginal persons in internal staffing and external recruitment in all occupational groups and levels except the EX group, effective June 24, 1999
Human Resources Development Canada	<ul style="list-style-type: none"> • New Staffing Delegation and Accountability Agreement signed by the Commission on January 14, 2000; to be ratified by the department
Indian and Northern Affairs Canada	<ul style="list-style-type: none"> • New Staffing Delegation and Accountability Agreement signed on August 2, 1999
Industry Canada	<ul style="list-style-type: none"> • New Staffing Delegation and Accountability Agreement signed by the Commission on March 23, 2000; to be ratified by the department
Millennium Bureau of Canada	<ul style="list-style-type: none"> • New Staffing Delegation and Accountability Agreement signed on April 16, 1999

AUTHORITY DELEGATED (CONT'D)

Organization	Authority Delegated
Natural Resources Canada	<ul style="list-style-type: none"> • New Staffing Delegation and Accountability Agreement signed on March 1, 2000
Passport Office	<ul style="list-style-type: none"> • New Staffing Delegation and Accountability Agreement signed by the Commission on April 22, 1999; to be ratified by the department
Privy Council Office	<ul style="list-style-type: none"> • New Staffing Delegation and Accountability Agreement signed by the Commission on April 22, 1999; to be ratified by the department
Public Service Commission of Canada	<ul style="list-style-type: none"> • New Staffing Delegation and Accountability Agreement signed on June 24, 1999
Solicitor General Canada	<ul style="list-style-type: none"> • New Staffing Delegation and Accountability Agreement signed on August 18, 1999
The Leadership Network	<ul style="list-style-type: none"> • New Staffing Delegation and Accountability Agreement signed on May 3, 1999
Transport Canada	<ul style="list-style-type: none"> • New Staffing Delegation and Accountability Agreement signed by the Commission on March 30, 2000; to be ratified by the department
All departments	<ul style="list-style-type: none"> • Effective May 28, 1999, <ul style="list-style-type: none"> - authority to appoint to the Career Assignment (CA) Group at levels CA-01 or CA-02 - authority to promote a Career Assignment Program (CAP) participant from the CA-01 to the CA-02 level based on individual merit - authority to establish a Standard of Competence and to appoint to the EX-01 level individuals within the CAP program who are pre-qualified for appointment at the EX-01 level by the PSC • Effective June 10, 1999, authority to establish Standards of Competence and to confer indeterminate appointments,

AUTHORITY DELEGATED (CONT'D)

Organization	Authority Delegated
<p>All departments (continued)</p>	<p>based on individual merit, with respect to specified period employees with cumulative working periods of five years or more</p> <ul style="list-style-type: none"> • Effective August 1999, authority to remove names from eligibility lists to allow for appointments of persons ranked lower on such lists in the context of lists established pursuant to student employment programs (one of the bridging mechanisms) • Effective March 31, 2000, authority to appoint pursuant to subsection 10(2) of the <i>PSEA</i> in an emergency situation, when a person is to be appointed for a specified period, if the appointment cannot be made under section 21.2 of the <i>PSEA</i> • Effective March 31, 2000, authority to consider late applications • Effective March 31, 2000, authority to appoint employees in the Executive group at their personal level if the position to which they are being appointed is classified at a lower level and the compensation is authorized by Treasury Board • Effective March 31, 2000, authority to delay the probationary period for a person with a disability who requires job accommodation until that accommodation is made
<p>For those departments which have sought and obtained the Commission's approval for Employment Equity programs</p>	<ul style="list-style-type: none"> • Effective March 31, 2000, <ul style="list-style-type: none"> - authority to appoint on the basis of relative or individual merit, as appropriate - authority to exclude acting appointments from the application of merit and appeals - authority to exclude appointments from priority consideration, unless the priority referral is a member of the designated group targeted by the program

EXCLUSION APPROVAL ORDERS

During the period from April 1, 1999 to March 31, 2000 the Commission approved the following exclusion approval orders.

Persons and Positions Exclusion Approval Order (Persons Employed Five Years or More) No. 41

P.C. 1999-945, May 27, 1999

This Order has been established in order to give effect to Treasury Board Secretariat Policy on Long-Term Specified Period Employment. This policy stipulates that where a person who has been employed in the same department or agency (including functions that have been transferred from another department by an act of Parliament or Order in Council) as a term employee for a cumulative working period of five years or more without a break in service longer than sixty consecutive calendar days, the department or agency must recommend to the Public Service Commission that he or she be appointed for an indeterminate period as provided for by an exclusion approval order.

The Order provides for the appointment of seventy-eight persons for an indeterminate period to positions at the same group and level that they were occupying for a specified period before their appointment pursuant to this Order.

Statistics Canada 2001 Census Terms Employees Exclusion Approval Order Regulations on the Employment with Statistics Canada for the Purpose of the 2001 Census

P.C. 1999-1928, October 28, 1999

Statistics Canada is required under the *Statistics Act* to conduct a census every five years. The next census will take place on May 15, 2001. A census survey consists of two major components: data collection and data processing.

Different recruiting procedures are followed for hiring the required staff. For example, the tens of thousands of persons who will be working in data collection in May 2001 will be hired pursuant to the *Statistics Act*. Some of these individuals will be public servants already employed by Statistics Canada who will be appointed on an acting basis for the duration of the project. However, the latter source of recruitment will be insufficient, and approximately 400 additional persons will have to be hired from outside the Public Service.

In total, aside from the persons hired for data collection pursuant to the *Statistics Act*, approximately 1 000 additional persons will be hired under the *Public Service Employment Act* for positions within the following occupational groups: Clerical and Regulatory, Program Administration, Administrative Services, Information Services, and General Services.

The recruitment of persons hired pursuant to this exclusion approval order will be conducted as follows. Statistics Canada will first proceed to hire those individuals who have worked for the agency during a previous census and whose performance was fully satisfactory. The latter persons will be recruited through the Public Service Commission District and Regional Offices and selected by order of merit.

Regulations Amending the Student Employment Programs Regulations

P.C. 1999-2171, December 9, 1999

Effective January 1, 1998, the Treasury Board approved revisions to the Student Employability Skills Policy that was implemented in July 1996. The most significant change was the addition of an objective that encourages federal organizations to hire students in order to develop a pool of qualified candidates for future Public Service appointments. This created the need for mechanisms to facilitate the appointment of students in whom departments had made a significant investment.

The mechanisms provide two options to managers: one is a closed competition mechanism and the other is a without competition mechanism from outside the Public Service. The closed competition mechanism is subject to the *Regulations Respecting the Hiring of Persons Within Student Employment Programs*.

Students appointed through competitive processes open only to persons employed in the Public Service were not subject to a probationary period. This results in these former students being treated differently than former students appointed from outside the Public Service and most other initial appointees to the Public Service. Therefore, these Regulations were amended by adding section 5(2) which makes students appointed using the closed competition mechanism subject to a probationary period.

Regulations Amending the Management Trainee Program Regulations (Miscellaneous Program)

P.C. 1999-2223, December 16, 1999

The amendment to these Regulations corrects a problem identified by the Standing Joint Committee for the Scrutiny of Regulations. The Standing Joint Committee recommended that the words “in his opinion”, which may be viewed as too subjective, be deleted because a person is either qualified or not. With the deletion of the words “in his opinion”, it will remain within the authority of the Deputy Head or the Deputy Head’s delegate to determine in each instance whether a person is in fact qualified to be appointed and then whether that person will be appointed.

PERSONAL EXCLUSIONS

From April 1, 1999 to March 31, 2000, in addition to the general exclusions, 12 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. 1999-900 1999.05.18	during pleasure effective May 26, 1999	André Gladu	Deputy Minister of the Economic Development Agency of Canada for the Regions of Quebec
P.C. 1999-897 1999.05.18	during pleasure effective June 1, 1999	Suzanne Hurtubise	Special Advisor to the Minister of Canadian Heritage
P.C. 1999-893 1999.05.18	during pleasure effective June 1, 1999	Scott Serson	Special Advisor to the Minister of Indian Affairs and Northern Development
P.C. 1999-1091 1999.06.11	during pleasure effective July 1, 1999	Alain Jolicoeur	Associate Deputy Minister of National Revenue
P.C. 1999-1093 1999.06.11	during pleasure effective June 21, 1999	Carole Swan	Associate Secretary of the Treasury Board
P.C. 1999-1298 1999.07.02	during pleasure effective September 1, 1999	Louise Cobetto	Chairperson designate of the Military Police Complaints Commission
P.C. 1999-1795 1999.10.08	during pleasure effective October 18, 1999	Mary Gusella	Head, The Leadership Network
P.C. 1999-1799 1999.10.08	during pleasure effective October 26, 1999	Marie Fortier	Associate Deputy Minister of Health

Order in Council Number	Duration	Name	Title
P.C. 1999-1813 1999.10.12	during pleasure effective November 1, 1999	Diane Laurin	Vice-Chairperson designate of the Canadian Forces Grievance Board
P.C. 1999-1810 1999.10.12	during pleasure effective November 1, 1999	Paul-André Massé	Chairperson designate of the Canadian Forces Grievance Board
P.C. 1999-1968 1999.10.29	during pleasure effective November 8, 1999	John (Jack) Stagg	Associate Deputy Minister of Fisheries and Oceans
P.C. 1999-1970 1999.10.29	during pleasure effective November 15, 1999	Diane Vincent	Associate Deputy Minister of Agriculture and Agri-Food

REQUESTS FOR LEAVE OF ABSENCE PURSUANT TO SECTION 33(3) OF THE *PSEA*

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. 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, 1999 to March 31, 2000, the Commission received five requests for leave from federal public servants. Of those, four were seeking to be candidates in provincial elections and one was seeking to be a candidate in a territorial election. All five requests for leave were granted by the Commission — one leave was subsequently withdrawn by the applicant.

ORGANIZATION OF THE PUBLIC SERVICE COMMISSION

In 1999-2000, 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 delivers, both at headquarters and in the regions, products and services in support of all delegated and non-delegated staffing: program development, administration of staffing delegation, establishment of tests and standards for selection, administration of staffing priorities, recruitment and promotion, and diversity and employment equity initiatives. It maintains exchange and development programs for the Executive group, and delivers language training and professional development for non-executives. It is also responsible for the delivery of the employment equity initiatives and corporate development programs on behalf of Treasury Board.

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, professional, and representative Public Service. By gathering the main PSC policy, regulatory, information management and monitoring functions together, this Branch supports the medium- and long-term positioning of the PSC through strategic analysis, research and environmental scanning. It also enhances and co-ordinates the knowledge base of the PSC by supplying strategic information not only to the Commission but to Parliament as well through the monitoring, assessment and review of PSC policies and programs and through the monitoring of the health of the Public Service as a whole. It is involved in reporting to Parliament and other parties, in conducting liaison with various stakeholders, 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, by: hearing appeals against alleged breaches of the *Public Service Employment Act and Regulations*; investigating complaints and irregularities in the resourcing processes that are not subject to appeal; investigating complaints of harassment in the workplace, and conciliating settlements where complaints are upheld. 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 all PSC program activities. It includes the activities of the President and Commissioners, management systems and policies, finance, human resources management, informatics, internal audit, and other administrative and support services.

OFFICES OF THE PUBLIC SERVICE COMMISSION

All PSC offices provide services in both official languages.

INTERNET

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

E-mail: info-com@psc-cfp.gc.ca

HEADQUARTERS

L'Esplanade Laurier, West Tower
300 Laurier Avenue West
Ottawa, Ontario
K1A 0M7
Information: (613) 992-9562
Facsimile: (613) 992-9352

REGIONAL AND DISTRICT OFFICES

ATLANTIC

Regional Office

1505 Barrington Street
P.O. Box 1664, Halifax CRO
Halifax, Nova Scotia
B3J 3V3
Information: (902) 426-2990
Facsimile: (902) 426-7277
TTY: (902) 426-6246

District Offices

777 Main Street, 7th Floor
Moncton, New Brunswick
E1C 1E9
Information: (506) 851-6616
Facsimile: (506) 426-0507
TTY: (506) 851-6624

10 Fort William Road, 1st Floor
St. John's, Newfoundland
A1C 1K4
Information: (709) 772-4812
Facsimile: (709) 772-4316
TTY: (709) 772-4317

119 Kent Street, Suite 420
Charlottetown, Prince Edward Island
C1A 1N3
Information: (902) 368-0444
Facsimile: (902) 566-7036
TTY: (902) 566-7039

QUEBEC

Regional Office

200 René-Lévesque Boulevard West
East Tower, 8th Floor
Montréal, Quebec
H2Z 1X4
Information: (514) 283-5776
Facsimile: (514) 496-2404
TTY: (514) 283-2467

District Office

Champlain Harbour Station
 901 Cap Diamant, 3rd Floor
 Québec, Quebec
 G1K 4K1
 Information: (418) 648-3230
 Facsimile: (418) 648-4575
 TTY: (418) 648-7273

**NATIONAL CAPITAL AND
 EASTERN ONTARIO**
Regional Office

66 Slater Street, 3rd Floor
 Ottawa, Ontario
 K1A 0M7
 Information: (613) 996-8436
 Facsimile: (613) 996-8048
 TTY: (613) 996-1205

**CENTRAL AND
 SOUTHERN ONTARIO**
Regional Office

1 Front Street West, 6th Floor
 Toronto, Ontario
 M5J 2X5
 Information: (416) 973-4636
 Toll Free: 1-800-387-0776
 Facsimile: (416) 973-1883
 TTY: (416) 973-2269
 E-Mail: psc-csor@sympatico.ca
 Regional Office Web site:
<http://jobs.gc.ca/toronto/>

CENTRAL PRAIRIES
Regional Office

344 Edmonton Street, Suite 100
 Winnipeg, Manitoba
 R3B 2L4
 Information: (204) 984-4636
 Facsimile: (204) 983-3766
 TTY: (204) 983-6066

District Office

1955 Smith Street, 4th Floor
 Regina, Saskatchewan
 S4P 2N8
 Information: (306) 780-5627
 Facsimile: (306) 780-5723
 TTY: (306) 780-6719

**ALBERTA, NORTHWEST
 TERRITORIES, PACIFIC
 AND YUKON**
Regional Office

9700 Jasper Avenue, Room 830
 Edmonton, Alberta
 T5J 4G3
 Information: (780) 495-7444
 Facsimile: (780) 495-3145
 TTY: (780) 495-3130

District Offices

757 West Hastings Street
 2nd Floor
 Vancouver, British Columbia
 V6C 3M2
 Information: (604) 666-0350
 Facsimile: (604) 666-6808
 TTY: (604) 666-6868

1230 Government Street
5th Floor
Victoria, British Columbia
V8W 3M4
Information: (250) 363-8120
Facsimile: (250) 363-0558
TTY: (250) 363-0564

300 Main Street, Suite 400
Whitehorse, Yukon
Y1A 2B5
Information: (867) 667-3900
Facsimile: (867) 668-5033
TTY: (867) 668-4107

4914 50th Street
P.O. Box 2730
Yellowknife, Northwest Territories
X1A 2R1
Information: (867) 669-2840
Facsimile: (867) 669-2848

P.O. Box 1990
Government of Canada
Building 969
Iqaluit, Nunavut
X0A 0H0
Information: (867) 975-4662
Facsimile: (867) 975-4663

INDEX

Accountability: 1, 7-8, 10, 12-14, 17-19, 21-22, 24
Accountability Frameworks: 10
Appeal(s): 21, 27, 46, 55
Appointment(s): 4, 9-10, 12, 16, 22, 27-32, 42, 50

Civil Service Act: 13, 16
Competency: 11, 16, 26
Consultative Review of Staffing: 7, 15, 18

Delegation: 2-3, 8, 10, 17-19, 23-24, 54
Departmental Performance Report (DPR): 10
Deployment(s): 27, 31
Directional Statement: 23, 25

Employment Equity: 4, 10, 27, 29-30, 54
Entries: 27
Equity: 4, 10, 26-27, 29-30, 54

Fairness: 11-12, 26, 54
Framework for Good Public Service Human Resources Management: 16

Hiring: 2-3, 6, 12, 16-18, 26, 50, 58
Human Resources Management (HRM): 3-6, 8-9, 16-17, 23-25, 55

Incumbent and Mobility System: 10
Investigation(s): 27, 55

La Relève: 8, 14

Merit: 2-4, 6, 8, 10, 12, 16, 18, 20, 22-26, 28, 50, 52
Modern Comptrollership: 17

New Direction: 11
Non-Partisanship: 9, 11, 16, 26

Principles: 2, 15-18, 20, 22, 24-25
Management Principles: 2, 20, 24

Priority Administration: 27, 31
Public Service 2000: 6, 13-14, 16
Public Service Employment Act (PSEA): 7, 17, 22, 27-28, 32, 40-41, 50, 52-53, 55
Public Service Employment Regulations (PSER): 7, 21, 55
Public Service Reform Act: 5, 17
Public Service Renewal: 4, 8

Recruitment: 3-4, 6, 8, 10, 12, 21, 23-24, 27-28, 30, 32, 48, 50, 54
Report on Staffing Transactions (ROST): 10, 28-29
Representativeness: 9, 11, 16, 26

Speech from the Throne: 7, 9, 25
Staffing Reform: 6, 8, 10, 17, 21, 28
Staffing Delegation and Accountability Agreements: 17, 22
Staffing Functions: 1, 19

1999 • 2000

Task Force on Public Service Values and Ethics: 14
John Tait: 14
Tait Report: 15-16, 18, 22
A Strong Foundation: 14
Transparency: 7, 11, 18, 26, 54

Values: 1-4, 8, 10, 12-14, 16-18, 20, 22, 24-26
Democratic Values: 14
Ethical Values: 14
Merit Values: 11, 20, 24
People Values: 14
Process Values: 20
Professional Values: 12
Results Values: 20
Values-Based Approach to Staffing: 2-3, 10, 20-21
Values-Based Merit Framework: 1, 4, 10, 12, 16-18, 20-21, 24, 26

