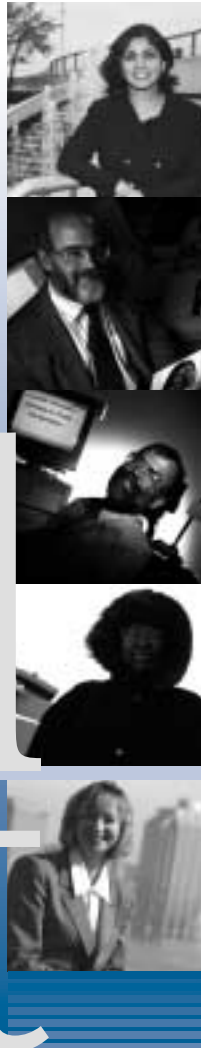Public Service Commission
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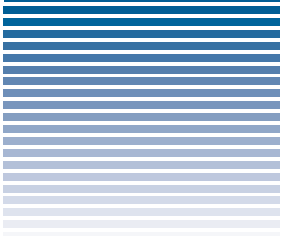
Commission de la fonction publique
du Canada

Public Service Commission

Annual Report

2000-2001

Canada

We invite your comments about our Annual Report.

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This report is available in Braille and large print.

For an electronic version of this report, please consult the
PSC Web site at http://www.psc-cfp.gc.ca

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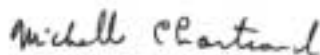Ottawa, Ontario
K1A 0A6

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 2000-2001 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).
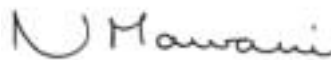

Yours sincerely,

Scott Serson
President

Michelle Chartrand
Commissioner

Nurjehan Mawani
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 federal human resources system, within the scope of its mandate.

PSC Vision

An independent agency reporting to Parliament accountable for merit in staffing and a key partner in shaping an effective and respected Public Service for Canadians.

PSC Departmental Objectives

The PSC's objectives are, within its legislative mandate, to assist in providing Canadians with:

· a highly competent, non-partisan and representative Public Service with appointments based on the values of fairness, equity of access and transparency;

· a timely, efficient and flexible values-based staffing system owned by Public Service managers; and

· a Public Service which builds on its competencies through development and continuous learning.

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President's and Commissioners' Message

Commissioners Michelle Chartrand and Nurjehan Mawani join me in presenting the Annual Report of the Public Service Commission of Canada for 2000-2001. In this year's report, we are providing an assessment of the overall health of the staffing system based on values as well as looking at challenges that are currently having an impact on the staffing system.

As we look ahead to the tabling of our Annual Report in the fall of 2001, we anticipate that Parliament will be considering how best to modernize the human resources management system in the Public Service. We believe that parliamentarians will have many important questions about the recruitment and staffing system. It is our intention, through this report, to give parliamentarians and Canadians alike a clearer picture of the present state of the federal staffing system—both in terms of what is and what is not functioning well.

Accountability

The Public Service Commission is an agency that is independent and, at the same time, an integral part of the human resources management system of the federal Public Service. Our Report on Plans and Priorities as well as our Performance Report, which are tabled in Parliament, provide a full and complete picture of the mandate, goals and results of the Public Service Commission as an organization providing policy, pro-grams and services to federal departments and agencies. This Annual Report provides Parliament with informa-tion and an assessment of the performance of the whole staffing system across the federal Public Service, a broad issue encompassing work carried out in all federal organizations covered by our governing legislation.

We are accountable to Parliament to report on the state of the staffing system in the federal Public Service and to do

so in an environment where the responsibility for staffing has, in large measure, been delegated to departments. The Annual Report provides an overall picture of the way the six merit values of competency, non-partisanship, representativeness, equity of access, fairness and transparency are being adhered to Public Service-wide.

The Commission's approach to accountability is being modeled on modern comptrollership. By early 2001-2002, we had approved renewed Staffing Delegation and Accountability Agreements with 64 departments, covering 97% of the Public Service population. The individual performance reporting of departments is a central element of the staffing oversight system and this year the Commission received and assessed 10 reports under these renewed agreements.

In addition to performance reporting, new approaches to oversight and tools—including research on Public Service trends, a programme of special surveys and reviews on specific issues—are beginning to yield data, information and insights which the Commission is using to both report on and improve the staffing system. We know that our work is not yet complete but we are encouraged by the progress and the results to date. We welcome the comments of parliamentarians on how we can continue to improve our reporting on the health of the staffing system to meet their needs.

Finally, we believe that all of the Commission's work, underscoring the values that are the foundation of the staffing system and beginning to enhance accountability, helps lay the groundwork for the legislative reform of the staffing system.

Our thorough examination of the staffing values and management principles has revealed that, overall, the staffing system is healthy. The Commission recognizes that competent individuals are being appointed to the Public Service and that, overall, appointments are being made objectively and free from partisan influence. However, the Commission has identified some areas where more effort

is required—particularly with reference to the values of representativeness, equity of access, fairness and transparency; and the principles of flexibility and affordability/efficiency. These findings are highlighted in Section II of the report.

Human Resources Management Modernization

The government has committed to fundamental reform of the human resources management system. We have welcomed the opportunity to be involved in the reform of the system, particularly insofar as recruitment and staffing are concerned.

At the same time, a new legislative framework is a difficult step but it is not the only step. As our report demonstrates, there are important issues related to the culture of the Public Service and the infrastructure managers and all public servants require if human resources management reform is to be effective.

The protection of merit is crucial to an effective Public Service. The fact that Canada's federal Public Service is one of the most respected, most professional public services in the world is a direct result of the application of the merit principle, and its inherent values, that have served us so well over the years. The high quality of our federal Public Service can be attributed to many things, including the care with which public servants are selected. This is what we refer to as merit. If the public is to have confidence in this institution, we must operate according to the highest standards to ensure that employees are competent, non-partisan and representative of the Canadians they serve.

Canadians will want to know that the integrity and professionalism of their federal Public Service are not at risk. Existing and future employees expect interesting and challenging career opportunities and an environment in which they are valued and respected. For their part, managers need a human resources management system that enables them to meet their business priorities and objectives in an efficient and effective manner.

Since the work of the federal Public Service touches people every day, it is crucial that its human resources management regime nourishes and supports the values and culture that Canadians want, need and expect. As their representatives, parliamentarians will want to ensure that the interests of their constituents—the public interest—remain protected and Canadians are assured of a professional, representative and non-partisan Public Service for years to come.

Up to now, public discussion on improving the human resources management system, and particularly staffing and recruitment, has focused on issues of speed, flexibility, affordability and access. While we agree that these are important issues, we would like to encourage a broader discussion by putting forward what we think are important issues for consideration by parliamentarians.

As Commissioners, we encourage parliamentarians to reflect on the following key issues:

- What are the core values and culture necessary for a professional Public Service?
- What are the key characteristics that a human resources management system must have to nourish and support the essential values and culture of a professional Public Service?
- What mechanisms are needed to ensure that the values are respected?
- What is needed for monitoring and accountability?
- What is the nature of oversight required?
- What is the appropriate balance between the requirements of transparency, equity of access and fairness in the federal Public Service and the need for flexibility and efficiency?

We would be pleased to discuss these issues in greater depth with parliamentarians and look forward to the opportunity to do so.

Introduction

For the first time in the 2000-2001 fiscal year, the Commission assessed, based on the values that define merit, the overall health of the Public Service-wide staffing system.[1] To report on the basis of values is a difficult shift. We do not pretend that this new approach to reporting is perfect but, as all stake-holders in the staffing system become more adept at using the Values-Based Merit Framework (VBMF), it will become increasingly clear that this shift in emphasis by the PSC toward a greater focus on values was required.

A number of sources within and outside the PSC were used to make this assessment. These include tools that the PSC has developed over the years in accordance with its strategic oversight role towards federal departments and agencies: an analysis of Staffing Performance Reports which departments and agencies submit to the PSC as part of their Staffing Delegation and Accountability Agreements (SDAAs); PSC research studies; and information from the Treasury Board Secretariat (TBS), various task forces, and the Association of Professional Executives of the Public Service of Canada (APEX). This assessment follows work that set the stage for a change to values-based staffing. The PSC's *1999-2000 Annual Report* described the Values-Based Merit Framework in detail, and articulated the reasons for adopting this staffing approach.

The Commission has used all of this information to give Parliament and Canadians a clearer picture of the present state of the staffing system—of what is and is not functioning well. To provide a comprehensive description, this *2000-2001 Annual Report* has three main sections:

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[1] The PCS's Annual Report focuses on the overall health of the staffing system. You will find more details on the results achieved by the PSC in its *2000-2001 Departmental Performance Report*.

I *A strengthened strategic oversight.*
   This section describes the PSC's role in over-
   sight using the Values-Based Merit Framework
   and discusses the tools currently used.

II *Assessment of the health of the merit system*
    from a values-based perspective.
    This is the Commission's assessment of the
    overall health of the staffing system in terms of
    the three results values, the three process values
    and the two management and service delivery
    principles that make up the framework. Each
    subsection tells a balanced "story" and concludes
    with a succinct statement of the health of the
    value or principle discussed. The values of
    representativeness and equity of access have
    been highlighted in this Annual Report.

III *Major issues impacting the staffing system.*
     This section deals with major issues that have
     an impact on the staffing system such as
     recruitment and the capacity of the human
     resources (HR) community.

The Appendices provide a wealth of data pertaining
to appointment activity, investigations, appeals,
deployments, authority delegated, Exclusion Approval
Orders, personal exclusions and requests for leave of
absence pursuant to subsection 33(3) of the *Public
Service Employment Act* (PSEA). New this year is a
brief overview of the work carried out this fiscal year
by the Commission as a decision-making body.

In his April 2000 Report, the Auditor General
remarked on the quality of information provided by
the Public Service Commission to Parliament. The
Commission agrees with the Auditor General and
believes that this new approach to reporting, which
focuses on the overall health of the staffing system,
will provide Parliament with the information it
needs to assess the results achieved in this area.

Section I: A strengthened strategic oversight

In last year's Annual Report, we described in detail "The Foundation for Strengthening the Staffing System—a Values-Based Merit Framework." This framework is the result of extensive research and consultation with all the stakeholders in the staffing system over the last five years. We believe that the move to a staffing system that places more of an emphasis on the values that underlie the rules is essential. It is based on the overall move, in the federal government, to modern comptrollership and is also supporting the government direction expressed in *Results for Canadians* released by the President of the Treasury Board in March 2000.

Reflecting its legislated mandate to protect the merit principle, and drawing on the work of the Task Force on Public Service Values and Ethics and the Consultative Review of 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 1 (see page 7).

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. To support this requirement, a modernized accountability infrastructure has been developed. This includes support and guidance to departments through research and analysis, framework policy approaches to staffing, sharing of best practices and learning tools, and help with tailoring staffing programs to departmental needs.
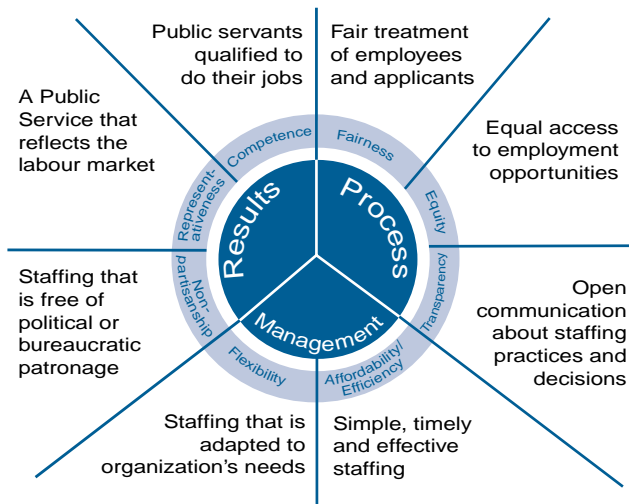
Figure 1: Merit Values and Management
          Principles—Definitions

We believe that delivering effective staffing requires modern oversight, which focuses on the overall health of the staffing system and looks at results beyond processes and traditional controls. This oversight is based first on values and management principles. It also requires a new accountability system to ensure that all stakeholders are engaged in the Values-Based Merit Framework, and to maintain an overview of the staffing system's performance.

Commitment by negotiated agreements

The delegated nature of staffing in the federal Public Service requires a commitment by all its stakeholders. This commitment is codified in the Staffing Delegation and Accountability Agreements (SDAAs) concluded between the PSC and departments and agencies under the *Public Service Employment Act* (PSEA). The latter were required to seek the opinion of the bargaining agents in the development of their accountability agreements with the PSC. These agreements can be tailored to unique requirements, providing them with the tools to acquire the human

resources that will enable them to serve the needs of Canadians. For example, the Commission delegated new authorities to departments and agencies to recruit members of employment equity groups. For a list of agreements signed during the 2000-2001 fiscal year, refer to the Authority Delegated table in the Appendices.

As of March 31, 2001, the Commission had approved 49 renewed SDAAs, covering 83% of the Public Service population. By early 2001-2002 this had reached 97%, and the remaining organizations will be signing an agreement in the 2001-2002 fiscal year. This demonstrates the acceptance by departments and agencies of conducting their staffing in accordance with this modern accountability.

After SDAAs are signed, the PSC provides ongoing support and advice to all departments and agencies, including tools to help them assess their staffing performance and report to the Commission.

Accountability indicators

The SDAAs include negotiated indicators to ensure that staffing systems respect and enhance the staffing values. A range of methods and tools is used to assess staffing systems. For example, departments and agencies demonstrate how their human resources strategies support their business needs, analyse the complaints that arise on various staffing transactions, and survey managers and employees to solicit their

opinions on the fairness, transparency and equity of access of staffing opportunities. Some innovations in departments and agencies include surveys of their clients to measure the competence of their employees, and total quality tools such as compliance with ISO standards. These indicators form the basis of annual Departmental Staffing Performance Reports to the Commission, the core of this new staffing oversight system.

Assessing and improving performance

Departments and agencies are required to share their performance reports with bargaining agents and report the feedback received. The PSC then assesses their performance and reports back to the deputy or agency head. This feedback mechanism is beneficial to them as it supports improved staffing performance, which is a key to delivering better service to Canadians.

During the past year, the Commission assessed annual Departmental Staffing Performance Reports received from 10 deputy and agency heads that were required to report this fiscal year. The Commission is providing feedback to the deputy and agency heads concerned regarding their staffing performance. The next round of reports is expected to involve 40 departments and agencies. The PSC organized a learning event for June 2001 to share the knowledge gained from assessing these 10 reports and to assist departments with the preparation of future reports. Assessments throughout this Annual Report are based in part on input provided to the PSC from the 10 departments and agencies through their Staffing Performance Reports. While they do not cover the entire Public Service, they do serve as a barometer of activities regarding values-based staffing. As more departments and agencies report to the PSC in the coming fiscal year, this picture will become even clearer.

The PSC's role at Canada Customs and Revenue Agency (CCRA)

In accordance with the *Canada Customs and Revenue Agency Act*, the Public Service Commission has conducted an initial review of the compatibility of respective staffing principles and values. The Commission has determined that, at this stage of the development of the agency's staffing program, the staffing principles appear to be compatible with the staffing values of the rest of the Public Service. While this compatibility supports mobility between the CCRA and the rest of the Public Service at the present time, we will conduct a further assessment when the Agency's staffing program is fully implemented.

New tools

The PSC has developed new tools to help ensure that the staffing system is operating effectively. A new Programme of Special Surveys (PSS) has been piloted, asking hiring managers and successful candidates about the conduct of staffing transactions. The PSS provides quantitative and qualitative information that will allow the PSC and delegated departments and agencies to improve staffing. The survey will be conducted twice every year and will in the future include feedback from unsuccessful candidates.

To gather intelligence about staffing systems and practices, the Commission has developed an internal system to follow up on appeal and investigation decisions under the *Public Service Employment Act* (PSEA). Analysis of the data will identify patterns in decisions and assist in determining how best to help the PSC, departments and agencies exercise their staffing authority and apply staffing values and principles. It will also help to identify areas where change to PSC policy and employment legislation is needed.

These new tools complement the current activities described below, that are used to ensure an efficient and effective staffing system.

Research

The Public Service Commission regularly conducts comparative analyses between our staffing system and those in other jurisdictions and the private sector to ensure that best practices are identified and considered. A number of surveys are also conducted on various issues such as assessing labour market conditions, the reasons why candidates are interested or not in employment with the federal government, and other issues that provide insight to improve the staffing system.

Thematic reviews

Thematic reviews are Public Service-wide studies that address issues related to staffing practices, policies and programs. As well as serving the PSC's oversight role of the staffing system, the reviews are expected to contribute to PSC efforts to help managers and human resources specialists develop a shared and common understanding of the values-based approach to staffing. By identifying best

practices that are then shared with all stakeholders in the system, the reviews promote merit, awareness and learning. The PSC has launched a thematic review related to the merit values of non-partisanship and transparency, and one related to the values of competency and fairness is being planned.

Merit system evaluations

The PSC continues to conduct reviews and evaluations of performance related to the entire merit system. For example, in 2000-2001, the PSC conducted a study that addressed the issue of reasonable access for potential candidates to public service employment opportunities. A study of the Post-Secondary Recruitment (PSR) campaign provided an analysis of the PSR trends and results. The analysis and findings of these studies are incorporated in subsequent sections of this Annual Report.

Values-based staffing—an enduring approach

Although some of these tools are still in the early stages of implementation, many of them have already provided the Commission with valuable data, information and insight that we are beginning to share with departments and agencies in order to improve the staffing system. As departments, agencies and the Commission become more adept at using these tools, Parliament should be assured of a well-managed staffing system. This approach has also been discussed by management and union representatives in meetings of the Public Service Commission Advisory Council (PSCAC) and has been accepted by that group and is reflected in its report on oversight. We are convinced that this values approach to staffing will withstand the test of time and should remain at the core of a revitalized human resources framework as the legislation that governs it is being reviewed.

Section II: Assessment of the health of the merit system from a values-based perspective

Assessment of the results values

COMPETENCY:

ATTRIBUTES THAT ENSURE THAT EMPLOYEES ARE QUALIFIED TO FULFILL THEIR PUBLIC SERVICE DUTY.

To assist the Government in fulfilling its responsibilities, Canada must have a Public Service distinguished by excellence and equipped with the skills for a knowledge economy and society.

2001 Speech from the Throne

As reflected in the above excerpt, the government believes that competency is essential to ensure that the goals of the Public Service are achieved. Results from surveys of hiring managers and appointees, one of the new tools on strategic oversight that the PSC has developed, reflect this belief as well in that competency is deemed a key factor when making appointments in the Public Service.

A strategy is required

The Commission believes that workforce planning and competency development are absolutely critical if the Public Service is to achieve its vision. Although the Commission agrees with the findings of the Advisory Committee on Senior Level Retention and Compensation headed by Lawrence F. Strong, we

have maintained for a number of years that this planning and competency development must include all levels of the current workforce.

The Advisory Committee stated that the government needs a clearly articulated human resources strategy to successfully compete for the high calibre people it requires. One of the critical components of this strategy is workforce planning—particularly over the next decade. This requires an understanding of the skills and competencies of the current management cadre as well as an identification of the skills and competencies required for the future. There is also a need to identify the impact of the expected retirements on the experience base. This planning initiative begins with:

- agreement about future skills and competencies, to use throughout the core Public Service;
- a regime for evaluation of all incumbents;
- a Human Resources Information System to collect and use information effectively; and
- agreement about future needs.

The Commission is encouraged to see that workforce planning in the Public Service has begun. Through an assessment of Departmental Staffing Performance Reports, the PSC found that, for departments who submitted a report, either their staffing strategies and practices met organizational needs or they were building links between their human resources plans and their strategic and/or business plans. Related initiatives identified in the Departmental Staffing Performance Reports include the use of competency profiling, succession planning, and the development of HR information systems. A high level of employee productivity, managerial satisfaction with the competence of new hires, expertise in conducting staffing and specific

strategies for functional groups have also been demonstrated.

Competency-based staffing

The PSC's recent thematic review on access to Public Service employment opportunities confirmed that competency is a driving force in the selection process. In examining how managers balance the staffing values when making selection decisions, the study found that managers gave a larger emphasis to competency-based staffing.

The Commission believes that competencies have many advantages in providing an objective, flexible basis for staffing. This approach is more rigorous than knowledge or experience-based staffing, in that the skills required are clearly defined as a basis for candidate selection and assessment. The Association of Professional Executives of the Public Service of Canada (APEX) in its *Report on Executive Selection and Promotion*, also argues that staffing based on competencies (including skills and personal attributes) is preferable, especially in sectors that have stronger requirements for specialized or technical knowledge. As the Public Service engages in more hiring, it is hoped that departments and agencies will move towards competency-based staffing.

> Rigorous and effective human resources planning at all levels must be a priority to ensure that the Public Service has the necessary competencies for the future.

During the downsizing that took place as a result of Program Review, the Public Service tended to use temporary staffing measures such as term, casual and acting appointments, at the expense of indeterminate staffing. However, as Figure 1 (Distribution of hiring activity *to* the Public Service by tenure) in the Appendices illustrates, there was a 34% increase in new indeterminate hiring in 2000-2001 compared to the previous fiscal year. Other indications of ongoing rejuvenation as well as the strengthening of the competency base of the Public Service, are the increased use of programs that attract highly educated, qualified students. Compared to last fiscal year, there has been a 12% increase in the use of the Co-operative Education Program (CO-OP), a 7% increase in the use of the Federal Student Work Experience Program (FSWEP), and a 33% increase in the use of the Post-Secondary Recruitment Program (PSR). As the Auditor General's December 2000 Report noted, the Post-Secondary Recruitment Program does recruit qualified candidates. The Commission agrees, and believes that a significant new investment of resources is required to maximize the results of the PSR. By September 2001, the PSR will become an ongoing, year-round recruitment campaign—an improvement over the twice-a-year campaigns that have been run in recent years.

Sustaining development

Research conducted by the PSC, on *Best Practices in Private Sector Recruitment*, identified three key human capital principles underlying successful recruitment and performance. One of these principles is that organizations need to identify the skills and other characteristics required to achieve success but they also need to sustain these competencies over time by developing and retaining staff.

Meaningful development opportunities represent an important tool for attracting and retaining employees, as well as for achieving desired results. They are also instrumental in developing effective leaders for the future which is absolutely critical if the Public Service is to achieve its vision. As the responsible body for the management of a continuum of development programs in the Public Service, the PSC has taken a systematic focus to the learning and development needs of the Public Service. An array of learning and development programs have been created to enhance the competencies of public servants from the non-executive to the executive levels.[2]

The PSC also recognizes that the development of competencies within certain functional communities is important. Our ongoing involvement with functional communities such as Human Resources, Finance, Material Management and Real Property, Communications and Policy has resulted in the development of training products specifically targeted to meet the learning needs of their members.

Health check

The Commission is satisfied that competent individuals are being appointed into the Public Service, but we believe that maintaining a highly competent Public Service requires planning for the effective recruitment and development of all employees. Therefore, more rigorous and effective planning to address the long-term needs of the Public Service must be a priority. As such, a more in-depth treatment of this results value is planned for a future Annual Report.

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[2] Examples of learning and development programs: Management Trainee Program (MTP); Accelerated Economist Training Program (AETP); Career Assignment Program (CAP); International Programs; Interchange Canada Program; and the Accelerated Executive Development Program (AEXDP).

Non-partisanship:

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

A partisan appointment would infringe upon the merit principle embodied in section 10 of the *Public Service Employment Act* (PSEA). In a number of Departmental Staffing Performance Reports, the deputy or agency head has attested that staffing activities were conducted in a non-partisan way. The PSC will continue to consult with departments to develop this accountability measure and other indicators of non-partisanship in the staffing system.

The PSC has launched a thematic review of non-partisanship and transparency to determine how departments and agencies understand the meaning of these values, and how this understanding is interpreted in staffing strategies and activities. Through the identification of best practices that will be shared with both external and internal audiences, the thematic review is intended to contribute to the promotion of merit, awareness and learning, as well as serving the Commission's oversight role of the staffing system.

Awareness of the value

…there is a need to reassert neutrality and non-partisanship and merit as fundamental values of the Public Service and to give close attention to the practices, institutions and conditions that enhance or undermine them. As much for the new service agencies as for traditional departments, Parliament needs an independent body that can assure it about the non-partisan character of appointments—especially initial appointments—

so that patronage appointments do not threaten the integrity or professionalism of the Public Service. Bureaucratic patronage is no more acceptable than partisan appointments, and staffing based on merit was designed to preclude both the appearance and the reality of favouritism, whether internal or partisan.

A Strong Foundation—Report of the Task Force on Public Service Values and Ethics (Tait Report—Summary)

Recruitment and executive staffing

The Commission holds that the key entry points of executive appointments and recruitment to all positions are the levers to ensure neutrality. For this reason, it continues to be actively involved in appointments to the executive level and in the majority of initial appointments to the Public Service.

Non-partisanship and political involvement

Another element of the Commission's role in non-partisanship relates to leave provisions for candidates. Under subsection 33(3) of the PSEA, a Public Service employee seeking nomination or who is a candidate in a federal, provincial or territorial election, must apply to the Commission for a leave of absence without pay. The leave

> Continued vigilance is required to ensure that appointments to the Public Service continue to be made objectively and free from partisan influence.

may be granted if the Commission is convinced that the employees' usefulness in their position will not be impaired as a result of having been a candidate for election. From April 1, 2000 to March 31, 2001, the Commission received four requests for leave from people seeking to be candidates in the 2000 federal election. The Commission granted all four requests. More broadly, in the absence of evidence or complaints to the contrary, the Commission is satisfied that public servants respected the neutrality required of them during the fall 2000 federal election.

Health check

The Commission believes that, overall, appointments are being made objectively and free from partisan influence. In order to safeguard this value, however, continued vigilance is required. In light of this, a thorough examination of the non-partisanship value underway now will be highlighted in the PSC's *2001-2002 Annual Report*. It will include the results of the thematic review, results from the spring 2001 survey of hiring managers and appointees, and the assessment of another round of Departmental Staffing Performance Reports.

REPRESENTATIVENESS:

THE COMPOSITION OF THE PUBLIC SERVICE REFLECTS THAT OF THE LABOUR MARKET.

A meritorious Public Service is one that results in a representative Public Service.

The Departmental Staffing Performance Reports reveal that all 10 departments and agencies demonstrated efforts to improve representativeness, setting three-year targets for the designated employment equity groups. Three departments met or exceeded the representation of all four designated groups in the labour market; three were successful with regard to two of the four designated groups; and three require more work to meet their targets. Data from one department is not sufficient to determine if their targets were met, but it did demonstrate success in the conduct of a self-identification exercise.

While progress is being made toward becoming a more representative Public Service, at current recruitment rates the issue of becoming a fully representative Public Service will remain. Departments must recruit people in employment equity (EE) groups at a rate that exceeds their representation in the labour market, and that meet their other needs at the same time. Achieving representation will be affected by the number and timing of opportunities created by employee departures. The anticipated "wave of retirements" will not take place all at once, and departments will likely experience different rates of retirement. As a result, the speed at which representativeness will be achieved will vary across departments, occupations, regions and functional communities.

The current picture

Table 5, which is found in the Appendices, reports the following data on appointments *to* the Public Service (new hires) by employment equity designated groups.

Employment equity designated groups	Appointments *to* the Public Service (%)	External availability* (%)
Women	58.1	50.8
Members of visible minorities	8.3	7.0
Persons with disabilities	3.1	5.4
Aboriginal peoples	4.6	2.2

*Availability estimates are based on Statistics Canada Labour Market Availability data adjusted to reflect the positions staffed during the fiscal year within the Public Service. As a consequence, these numbers will not match those published by the Treasury Board Secretariat which are adjusted to reflect the total population in the Public Service as of the end of the fiscal year.

As one may observe from the table, when compared with the external availability of these groups in the labour market, appointments *to* the federal Public Service are fairly equitable for women, Aboriginal peoples and members of visible minorities. The latter group shows the most marked progress compared to last year. However, a gap still remains for persons with disabilities.

Employment Systems Reviews (ESR)

As a result of its obligations and responsibilities under the *Employment Equity Act* (EEA), the PSC has carried out a number of employment systems reviews[3] that identified barriers to employment opportunities within its policies, systems and practices, for persons in designated groups. The reviews also recommended measures that should be instituted to eliminate any identified barriers as well as develop solutions to address the issues raised. These studies are important for examining issues beyond the broad level of representation. For example, it is important that the leadership of the Public Service is fully representative to ensure that programs and policies are delivered and developed in a way that reflects the diversity of our country. Therefore, in

2000-2001, the PSC has examined issues related to the Executive group. Key findings of the recent ESR of Executive Resourcing include the following:

- Actual representation of executives falls short of expected labour market availability for all designated groups from 1997 to 2000.
- Nine of 10 hirings in the Executive category came from *within* the Public Service. While women were hired at more than the availability rate during the period 1997-2000, the ratio was 0.9 for Aboriginal peoples, 0.7 for persons with disabilities and 0.6 for members of visible minorities, all below the level of availability.
- There is a significant pool of people in the designated groups at feeder levels who can be chosen to fill the executive representation gap.
- During the period 1997-1998 to 1999-2000, the percentage of executive promotions increased in the case of women and persons with disabilities but decreased for Aboriginal peoples and members of visible minorities.
- In examining the various programs currently at work, it appears that the gaps that now exist for designated groups in the EX ranks cannot be filled and kept at a sustainable level without creating a critical mass using, for instance, special programs under section 5.1 of the *Public Service Employment Act*. Some initiatives already taken under section 5.1 include restricting some competitions to

A fully representative workforce will only be attained if the current efforts are actively pursued Public Service-wide.

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[3] *Review of General Recruitment and Priority Administration Systems* (May 1999); *Review of Selected Instruments of the Personnel Psychology Centre* (May 1999); *Longitudinal Study of the Fall 1998 Post-Secondary Recruitment Campaign* (June 2000); and *Review of Executive Resourcing and Development Systems* (April 2001).

certain designated groups and Career Assignment Programs (CAP) for Aboriginal peoples and members of visible minorities. More initiatives like these are needed.

The PSC is developing an action plan to address these issues.

Addressing the issue

Two task forces commissioned by Treasury Board to address shortfalls in representation reported this past fiscal year. Improving the participation of members of visible minorities in the Public Service was dealt with by the task force headed by Lewis Perinbam in *Embracing Change in the Federal Public Service* in which a benchmark of 1-in-5 was set for the participation of members of visible minorities government-wide. As a result of that report, the PSC developed an action plan and received funding for various initiatives pertaining to the executive community and other communities. Progress regarding this initiative will be provided in the *2001-2002 Annual Report.*

The goal of the Task Force on an Inclusive Public Service, headed by Janet Smith, was to provide the federal government with tools and innovative practices to make the Public Service more inclusive. As this task force noted, "…while employment equity concentrates on getting better representation in the workplace, diversity looks at how to keep people here, by valuing all contributions." The Commission agrees with this broader focus on diversity and believes that the tools and innovative practices are a useful guide to improving representation.

In 2000, the PSC completed a study of the main vehicles for recruiting recent post-secondary graduates. It concluded that:

- the Post-Secondary Recruitment Program (PSR) plays an important role in the process of appointing external recruits to entry-level indeterminate positions within professional categories;
- the PSR reflects many dimensions of workforce diversity, including region of origin and language; and
- except for persons with disabilities, the PSR generally meets or exceeds the labour market availability for designated groups.

While the 1-in-5 benchmark for members of visible minorities is being achieved by the PSR, the study also found that a much higher number of them originally applied. The reasons for the "drop off" between applications and appointments for members of visible minorities will be the subject of further study. The Commission also recognizes that more effort is required to improve the overall representation of designated group members in the regions.

The PSR is not the only mechanism that can be used to obtain new recruits. They can also be attracted through the PSC's day-to-day recruitment efforts promoted on the PSC's Web site. Programs such as the Federal Student Work Experience Program (FSWEP) and the Co-operative Education Program (CO-OP) contain provisions which allow students who have gained experience in the federal government to be bridged to full-time employment. These programs all have a positive impact on the representation of employment equity group members. Special outreach events, organized by the

PSC, such as the Employment Equity Job Fair and employment equity inventories, are also other means of reaching potential new recruits from designated groups.

Sustaining the gains

During the fiscal year, the PSC conducted two surveys[4] to gauge perceptions of federal Public Service employment and identify factors influencing decisions of summer students and new hires about pursuing employment/careers in the Public Service. A number of findings have implications for recruitment and retention to build a diverse workforce. Current challenges include the following:

- Members of visible minorities are more likely to leave the Public Service in order to make better use of their skills and abilities; to earn a better salary; and to find increased opportunities for advancement.
- More than one-quarter of new hires indicated an intention to leave the Public Service within five years; the risk is highest in the Scientific and Professional category of which members of visible minorities make up a large part.

A joint study, by the PSC and Canadian Heritage on job mobility and promotion in the federal Public Service, assessed the rate at which employment equity members either change jobs or are promoted compared to white, able-bodied males. The findings point to definite and often pronounced differences in the ability of equity group members to sustain a Public Service career with an upward mobility path. As a consequence, the federal government may face increased challenges related to the career satisfaction and the retention of designated group members.

Health check

Some progress has been made towards achieving a fully representative Public Service. The Commission recognizes that this has been a challenge given Program Review and the changing face of the Canadian workforce. Current efforts underway, including special measures, must not only be actively pursued Public Service-wide but must also result in the expected number of appointments in order to achieve the goal of providing a federal Public Service reflective of the Canadians it serves.

Assessment of the process values

EQUITY OF ACCESS:
EQUAL ACCESS TO EMPLOYMENT OPPORTUNITIES; PRACTICES ARE BARRIER-FREE AND INCLUSIVE.

"Access" to Public Service jobs refers to the extent to which people inside and outside the Public Service are made aware of jobs, are given an opportunity to apply for them, and are appointed. Decisions about whether the selection process is external or internal (with or without competition), the area the selection will be made from, the advertising method and the notice period all determine access.

The analysis of the 10 Departmental Staffing Performance Reports demonstrated that departments and agencies used the Public Service Employee Survey results as a major indicator of the perception of employees and managers of the equity of access value, along with their analysis of founded complaints against staffing actions in their organizations. They are in the

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[4] *Insights Into Recruiting the Next Wave: A Survey of Public Service Student Employee Opinion* (November 2000); and *Joining the Core Workforce: A Preliminary Report on the Survey of Newly Hired Indeterminate Employees in the Federal Public Service* (March 2001).

process of modifying their policies and practices in order to respond to these concerns.

Systemic problems identified

As a result of a recent thematic review on access to Public Service employment opportunities, the Commission has identified systemic problems with staffing transactions as a whole, although most individual staffing transactions are justified within their specific context. The need to re-examine the use of staffing mechanisms to ensure equity of access (and other values) in the hiring process is indicated because we are concerned with the proliferation of such practices as requesting specific candidates in open competitions, the potential significant advantage given to acting or term appointments in closed competitions, and an inconsistent use of appointments without competition from outside the Public Service.

> More efforts are required to ensure equal access to employment opportunities and barrier-free practices in the Public Service.

Acting appointments

The Commission has voiced its concern with the use of acting appointments. An analysis of recent executive appointment trends points to the fact that acting incumbents have an advantage in subsequent competitive processes. Of 83 candidates who acted in the position prior to staffing, 93% won the competition for the position. These individuals had an average of 12 acting months before competition.

Nearly half had acted in the position for long periods of time, some up to 42 months.

In a letter to deputy and agency heads, the Commission stressed the importance of considering the purpose and implications of acting appointments. If the purpose is developmental, this should be clearly communicated at the outset with opportunities offered to all concerned on an equitable basis, such as rotation. If the acting appointment is likely to be prolonged, the Commission encourages the use of a more rigorous selection process for the acting appointment itself that would be taken into account in a subsequent request for appointment without competition. Alternatively, acting appointments could be made shorter and the competitive process conducted as early as possible. The Commission will be asking all departments and agencies to develop guidelines with respect to acting appointments.

Barriers affecting persons with disabilities

The Commission is well aware of the fact that the increased use of technology can create barriers to employment opportunities for some individuals—particularly persons with disabilities. Many of these issues were explored by the Lyrette Task Force. Its report, *Access for All through Technology: Toward an Accessible and Inclusive Information Technology Environment,* acknowledged that persons with disabilities face barriers to their full participation in the workplace because information and communications technologies are not as accessible as they could be. These barriers limit career opportunities for persons with disabilities and make it difficult for them to work to their full potential. With a view to minimizing the need to accommodate individuals

on a case-by-case basis, recommendations were made to overcome existing impediments and to make the federal Public Service technology environment accessible to all employees with disabilities. Implementing the recommendations would lead to fair representation in the workplace and improved opportunities for employees with disabilities to meet their career aspirations and achieve their potential.

Action is needed

In the context of values-based staffing, action is needed to improve equity of access to Public Service employment opportunities. Some issues are being addressed through the Recruitment Action Plan which focuses, in part, on the need to implement measures to ensure bias-free selection processes and increase the representation of designated group members. Steps taken to identify and remove systemic barriers include reviewing staffing and recruitment systems, as well as assessment tools to help ensure that selection processes are free of bias. Other initiatives focus on providing guidance and information about the development and use of selection tools in order to reduce adverse impacts.

In early 2001, the PSC began consultations with departments, agencies and unions on the development of a policy framework and operational guidelines for approval of appointments from outside the Public Service made without competition. The identification of mechanisms to manage applicant volumes in open competitions, such as the use of inventories and random selection, was also discussed. The PSC is currently using the information gathered during the consultations to make policy and operational changes that will result in affordable improvements to the external recruitment system,

overcome barriers to effective and efficient hiring practices, and ensure that staffing results and the process values are balanced with the management principles.

Health check

The Commission is not fully satisfied with the health of this value at present. While significant effort has been directed towards the attainment of this value, the Commission recognizes that work needs to continue in order to ensure equal access to employment opportunities in the Public Service, and guarantee that practices are barrier-free and inclusive.

FAIRNESS:

> DECISIONS ARE MADE OBJECTIVELY, FREE FROM POLITICAL OR BUREAUCRATIC PATRONAGE; PRACTICES REFLECT THE JUST TREATMENT OF EMPLOYEES AND APPLICANTS.

It is not enough for the Public Service that staffing allows the appointment of competent, representative and non-partisan public servants; this must be accomplished in a way that is perceived by applicants, managers and Canadian citizens as ensuring fair treatment. This means, for example, that the qualifications required for an appointment have to be objectively assessed.

A survey of hiring managers and recent appointees conducted by the PSC revealed that fairness was well-respected during staffing actions in which they had been involved. Moreover, comments from the appointees highlighted the fair, transparent, unbiased and professional conduct of the staffing process.

The staffing system requires the engagement of all its stakeholders to thrive, and the notion of fair treatment is at the heart of such an engagement. The results of the Public Service Employee Survey were used by departments and agencies to assess perceptions of the value of fairness. Thirty percent of the respondents to the survey indicated that the selection process was unfair. This rather high percentage raises a serious concern—at first glance—that this staffing system value might not be healthy.

Reasons for the negative perception

Further analysis by the PSC reveals that employees who see the selection process as unfair are mainly reacting to unhealthy practices in the workplace environment that are not directly related to the selection process. The view employees have of the staffing system reflects whether they feel comfortable in their work environment or not, and if they believe they are supported by their supervisor in their career development. Those who see selection as unfair:

- have experienced developmental or career frustrations;
- are half as likely to believe their department supports career development;

> The Commission believes that overall the staffing process is fair; however, efforts will be required to resolve workplace problems and improve perceptions of fairness.

- are unhappy with their supervisor and not as likely to feel supported and recognized for their contributions;
- are three-and-one-half times more likely to say they have experienced discrimination in the workplace; and
- are three times more likely to say that they have experienced harassment.

Employees who experience frustrations with these aspects of their working life tend to take a more negative view of the fairness or the transparency of the selection process. However, the PSC does not discount the results of the employee survey and recognizes that improvements need to be made. Similarly, work also conducted by the PSC revealed that appellants tend to seek recourse based on discontent that runs deeper than dissatisfaction with a particular staffing action. Typically, employees appeal because of a lack of communication, feelings of being undervalued, perceptions of favouritism toward other employees, a lack of transparency in the staffing process, and frustration with the limited number of opportunities for advancement—less often because of the process itself.

Issues far removed from the selection process itself must somehow be dealt with. The Departmental Staffing Performance Reports show that the revision of staffing policies is underway in some of the 10 departments and agencies. The PSC will do its part by finding and educating about best practices in staffing; holding departments and agencies accountable for the process and results of their staffing regimes; reporting to Parliament on what is or is not working with respect to the staffing system; and joining with other stakeholders to address the issues outside the PSC's mandate that impact the staffing system.

Health check

The Commission believes that overall the staffing process is fair; however, perceptions to the contrary remain and are a concern. Given that these perceptions are largely the result of problems within the workplace environment, effort on the part of managers will be required to improve these perceptions.

TRANSPARENCY:

> OPEN COMMUNICATION WITH EMPLOYEES AND APPLICANTS ABOUT RESOURCING PRACTICES AND DECISIONS.

In order to ensure transparency, staffing must not only be fair but must also appear to be fair. This statement has been heard in the federal Public Service for many years, and is as true today as ever. Employees want to understand why they were selected or promoted, or why not. Management decisions must be explained to prospective candidates but this does not imply that every staffing action should be competitive in nature.

As already noted in the section on equity of access, casual employment and acting appointments are among the staffing actions that put transparency most at risk. The selection processes tend to be less rigorous, vary significantly from one location or one action to another, and the persons selected are often appointed for a term or indeterminate period to the same or similar positions. APEX has expressed concern about the use of acting situations in executive staffing. Surveys and focus groups conducted by the PSC on renewal of executive programs indicate that this issue may have an impact on the credibility of the staffing system.

Job posting mechanisms

The individual and collective mechanisms that departments use to provide employees with access to information on employment opportunities, and the communications strategies used to inform them of these mechanisms, clearly have important consequences for the value of transparency. In 2000, the PSC found that the majority of departments are very satisfied with Publiservice—a Web-based job posting system internal to government. It is seen as effective, less costly than the paper-based Automated Notice System (ANS), and results in a significant reduction of the posting time required.

No common strategy exists to manage the change from ANS to Publiservice, however, and many departments are unaware that ANS is no longer being used by some organizations. They have not notified their employees, so these employees are deprived of information about positions available in departments that post notices only on Publiservice. The PSC has attempted to rectify this by issuing a permanent notice through ANS that identifies all departments no longer using the paper-based system, and encouraging employees to use other available services to indicate their interest in opportunities.

> More attention is needed both at departmental and system-wide levels to ensure that resourcing practices and decisions are transparent.

Feedback is usually provided

Feedback on any staffing action is an important aspect of ensuring transparency. As part of the survey of hiring managers and appointees, hiring managers were asked whether any feedback or follow up was provided to participants in a competition after the selection process was completed. There was an indication from 71% that they had done so. The feedback included informal discussions (49%), formal post-selection boards (40%) and the use of departments' alternative dispute resolution processes (11%). While the results indicate that progress regarding feedback is being made, transparency cannot be ensured unless feedback is actively offered on every staffing action.

Staffing disputes

The increased use of alternative dispute resolution (ADR) mechanisms when dealing with staffing disputes and other types of workplace conflict has improved transparency and flexibility. During 2000-2001, the number of requests for ADR increased when formal appeals were filed with the PSC. A total of 105 early intervention meetings were conducted, involving 169 appellants and their departments. The Early Intervention Program offers a voluntary, non-binding process designed to help an appellant and a department address and resolve concerns in a non-adversarial context before proceeding to a formal appeal hearing. As a result of these early interventions, 65 appeals were subsequently withdrawn. In other types of staffing complaints, 34 of the 164 cases accepted for investigation were resolved prior to the completion of the process, usually through mediation.

Health check

The Commission believes that more attention must be directed both at the departmental and system-wide levels in order to ensure transparent resourcing practices and decisions. We maintain that the value is not sufficiently practised at present. Results of the current review of non-partisanship and transparency should provide an understanding of what transparency means to those making staffing decisions, and what mechanisms are currently in place to ensure transparency. A more in-depth treatment of this process value is planned for the *2001-2002 Annual Report.*

Assessment of the management and service delivery principles

FLEXIBILITY:
> RESOURCING APPROACHES ARE ADAPTED TO THE SPECIFIC NEEDS OF THE ORGANIZATION.

AFFORDABILITY/EFFICIENCY:
> RESOURCING APPROACHES ENSURE GOOD VALUE FOR MONEY AND ARE SIMPLE, TIMELY AND EFFECTIVE IN THEIR DELIVERY.

A complete report on the overall health of the staffing system must discuss the management and service delivery principles within the Values-Based Merit Framework, show what the Commission and other stakeholders are doing to increase flexibilities within the system, and ensure that it is affordable and efficient. While departments and agencies do not report on these principles through their respective Staffing Performance Reports, other sources were used to provide a picture of how these principles and merit values work together.

Pressure to improve

The PSC is aware of broad pressures from various bodies that touch upon the principles of flexibility and affordability/efficiency.

- The staffing system is a major source of frustration—there is a need to simplify, streamline and strengthen the current regime. (*Report of the Auditor General of Canada, April 2000*—Chapter 9: Streamlining the Human Resources Management Regime)
- Major changes are essential: staffing processes should be simpler and more flexible so as to allow for quicker, more timely results. (*Report on Executive Selection and Promotion*—APEX)
- Almost without exception, respondents think the staffing, classification and recruitment processes and practices are unwieldy and costly and that they hinder the development of a Public Service of choice. (*Survey of Leaders in the Public Service of Canada*—APEX)
- There is a need for clearer accountabilities, matching authorities and a general streamlining of human resources processes if the Public Service is to deliver on its goals. (*Advisory Committee on Senior Level Retention and Compensation*—Third Report, December 2000)
- Newly hired indeterminate employees revealed that they judge the Public Service to be too slow in making hiring decisions. (*Joining the Core Workforce: A Preliminary Report on the Survey of Newly Hired Indeterminate Employees in the Federal Public Service*—PSC)

The staffing process takes too long

The speed of staffing has been raised as a major concern by many stakeholders. Accordingly, this was one area pursued in the survey of hiring managers and appointees. When asked to provide an estimate of the elapsed time from the commencement of a particular staffing action to when the appointee first reported to the new job, hiring managers indicated that only 10% of all competitive indeterminate processes are completed within four weeks, 44% are completed within three months, and 24% take over six months to complete. Qualitative comments from the survey overwhelmingly pointed to the fact that the staffing process takes too long. Several appointees thought that a lengthy process would risk the loss of good candidates, while some managers felt that the candidates had gone elsewhere by the time the offer was made. The comments make it clear that managers feel the need for flexibility. However, as discussed in the section on competency, the Commission believes that staffing could be more efficient if managers move away from ad hoc temporary staffing to a more planned approach that is linked to their business plans.

To shorten the length of staffing processes, a multi-faceted approach is being pursued. There are no accepted benchmarks on the length of staffing in the Public Service, nor does there seem to be a typical staffing action. Many variables factor into how any staffing action is carried out—some have as much to do with personal preferences and departmental culture as with workload and the division of labour between the sub-delegated manager and HR advisor. The Commission is working with departments and agencies at a very practical level, reviewing their staffing and recruitment processes to

identify where delays occur. This approach enables problems to be identified and addressed on the spot. We see this, rather than reliance on general studies, as a more effective way of improving the efficiency of staffing.

Adding flexibility

The PSC has challenged departments and agencies to identify barriers in the system and is committed to work with departments and agencies to overcome them. The PSC has introduced new flexibilities in the staffing system with changes to the *Public Service Employment Regulations* (PSER) and has delegated authority to departments and agencies for most staffing actions. Although the PSC has signalled it is willing to assist them with designing a staffing system to meet their specific needs, we recognize that they may not have taken full advantage of this opportunity due to workload constraints. Tailored regulations have been created for only two organizations—National Defence and the Royal Canadian Mounted Police.

To ensure that managers know about these flexibilities and how to use them, the PSC has invested in the development of tools, training and learning events to help hiring managers understand the programs and flexibilities available to assist them. Recent publications supporting this approach include a *Manager's Handbook on Staffing and Recruitment*, a *Manager's Guide to Employing Students*, and *Helpful Ideas to Improve Your Designated Group*

> While work to simplify the staffing system continues, flexibilities that already exist must be used to their full extent.

Representation. Training and learning events include a series of PSC Smartshops on best practices and updates in human resources management, workshops for human resources staff and hiring managers, as well as presentations to departmental management teams on values-based staffing.

To modernize the appeal process, add flexibility and give parties more ownership, an Early Intervention Program has been implemented for all appeals. Providing a mechanism for addressing conflict at an early stage of the staffing process has had a positive impact on the efficiency and timeliness of staffing and improving relations in the workplace. Users of the early intervention process note improvements in communication, trust, both parties' satisfaction, the exchange of information, and relationships in the workplace.

Health check

The Commission will continue to promote the flexibilities and efficiencies that currently exist within the staffing system, as we believe that they are not being used to their full extent by departments and agencies. Moreover, we will continue with our efforts at simplifying the present system and will be an active participant in HRM modernization. As the Tait Report stresses, a balance must be maintained between the management principles and the staffing values for, as a Public Service, we cannot enjoy all the flexibilities of private sector organizations—this remains our greatest challenge.

Overall assessment of the values and principles— a question of balance

Recent public service reforms have aimed to reduce complexity and rigidity in contracting, procurement and appointment processes. Yet it seems to us that public organizations must maintain a careful balance: they should protect merit, equity and neutrality, even as they pursue efficiency, responsiveness and organizational performance. 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. For this reason, neutrality and merit remain values fundamental to maintaining confidence in the public service as a great Canadian institution serving the common good.

A Strong Foundation—Report of the Task Force on Public Service Values and Ethics (Tait Report—Summary)

This is the first year that the Commission is reporting on the overall health of the staffing system from a values-based perspective. The shift towards reporting on the values that have always existed behind the rules is a challenge. We acknowledge that this first attempt is not perfect, yet the Commission strongly believes that to ensure a truly meritorious Public Service it must pay attention to all of the staffing values and management and service delivery principles within the Values-Based Merit Framework. The Commission recognizes that deputy and agency heads, as well as managers, must make tough decisions when applying the staffing values and manage-

ment principles on a day-to-day basis. A healthy staffing system cannot be assured without a proper balance among them.

Our thorough examination of the staffing values and management principles revealed that, overall, the merit system is healthy. However, the Commission has identified some areas where more effort is required.

Competency

The Commission recognizes that competent individuals are being appointed to the Public Service which does address its short-term needs. However, departments and agencies must also focus on their longer term needs to ensure that the Public Service has the necessary competencies for the future. This requires that rigorous and effective planning at all levels must become a priority.

Non-partisanship

The Commission believes that, overall, appointments are being made objectively and free from partisan influence. However, in order to safeguard this value, continued vigilance is required.

Representativeness

The Commission acknowledges that while some reasonable progress has been made towards achieving a fully representative workforce, this goal will only be attained if the current efforts underway are actively pursued Public Service-wide and result in the projected number of appointments.

Equity of access

The Commission recognizes that significant effort has been directed towards the attainment of this value. However, work needs to continue in order to ensure equal access to employment opportunities in the Public Service, and guarantee that practices are barrier-free and inclusive.

Fairness

While studies show that, overall, the staffing system is fair, the Commission recognizes that perceptions to the contrary remain and this is a concern. We believe that these perceptions are largely the result of problems within the workplace environment, and therefore, effort on the part of managers will be required to improve these perceptions.

Transparency

The Commission maintains that this value is not sufficiently practised and more attention needs to be directed both at the departmental and system-wide levels to ensure that resourcing practices and decisions are transparent.

Flexibility and affordability/efficiency

While the Commission continues to work at simplifying the staffing system, we believe that the flexibilities that already exist within the present system are currently not being used to their full extent by departments and agencies. In this regard, the Commission will continue its efforts to promote these flexibilities and efficiencies. One of the biggest challenges we face as a Public Service is maintaining the balance between the management principles and the staffing values.

Section III: Major issues impacting the staffing system

During the past few years, the Commission has been faced with some major challenges affecting recruitment. Over the next decade we will continue to address key issues such as building a diverse workforce; recruiting, retaining and grooming staff to replace a significant number of public servants eligible to retire; ensuring equitable access to Public Service job opportunities while dealing with the impact on the volume of applications; adopting technology-based recruitment; and ensuring the capacity of the human resources community to work effectively with managers.

These challenges must also be addressed in the context of a strong economy, where competition for recruiting and retaining quality candidates will continue. As well, we are at an important stage of the reform of the human resources management system. At the outset of this reform initiative, much emphasis is being put on the efficiency of the recruitment process. As we modernize and streamline human resources management systems, merit, as reflected in the core values of the Public Service, will remain crucial in ensuring that Canadians are served by the high-quality institution they have come to depend on.

While the Commission believes that this presents an opportunity to address current recruitment challenges, we are convinced that more than legislative change is necessary to ensure a healthy merit system. We see the following analysis of recruitment challenges and respective solutions as useful to this human resources reform discussion.

Current recruitment challenges

The following issues are central to achieving the renewal of the Public Service workforce.

The demographic profile of the Public Service

Analysis conducted by the Public Service Commission and reflected in Chapter 9 of the *April 2000 Report of the Auditor General*—Streamlining the Human Resource Management Regime—points to the need to replenish feeder groups within the Public Service by actively recruiting youth, as more than a third of executives are eligible to retire during the next three years. The Committee of Senior Officials' (COSO's) report on recruitment also highlights this demographic challenge and points out that recruitment is critical at this time in order to renew the Public Service and be prepared for attrition over the next five years.

A diverse, representative Public Service

As mentioned previously in the report, these issues have been raised by two task forces recently commissioned by Treasury Board:

- *Embracing Change in the Federal Public Service*—the report of the Perinbam Task Force—which stated that traditional methods for the recruitment of members of visible minorities are not sufficient, and that to achieve the goal of a representative Public Service positive action is needed to improve the participation rate of members of visible minorities. This would include the use of benchmarks, changes in the Public Service corporate culture, and clear accountability for results.
- Task Force on an Inclusive Public Service, headed by Janet Smith, made the case for the need for the Public Service to achieve a representative workforce through fostering a culture which embraces and values diversity.

Access to employment opportunities

During the past year, concerns were raised about access of Canadians to employment opportunities in the federal Public Service. As a result of a recent investigation of the eligibility of Canadian citizens living abroad for appointment *to* the Public Service, the Commission determined that only individuals considered to be within the area of selection[5] defined for a position are eligible for appointment. The discussion that then arose questioned the appropriateness of geographic areas of selection as a means for establishing effective and sufficient pools of candidates as a basis for selection. The concern raised by parliamentarians and the general public about this issue illustrates the challenge of providing open access to employment opportunities while ensuring the wise use of public funds.

Discussion of this issue has raised questions about how our values and principles of equitable access,

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[5] Area of selection is used to determine who is eligible for appointment to a position in the federal Public Service based on geographic, organizational or occupational criteria—section 13.1 of the *Public Service Employment Act* (PSEA).

fairness and efficiency are to be balanced by managers and the HR community. At the same time, the need to recruit high-quality candidates in a competitive labour market, broaden outreach to youth and employment equity groups, and increase the use of technology (which is borderless), have added their own pressures to the need for broadening access.

Reliance on short-term, temporary staffing

The years of downsizing under Program Review created a climate where the use of temporary staffing was useful, e.g. term and casual hiring. These approaches were needed to deal with the uncertainty of that time. However, a major impact of this approach is that hiring temporarily versus hiring indeterminately limits the field of candidates to those willing to accept temporary appointments. It creates a *de facto* probationary period which makes managers less willing to consider other and perhaps better qualified candidates. As the merit test applied to temporary staffing is generally less rigorous, it therefore may have a negative impact on the quality of recruitment. The dilemma of a speedier staffing decision versus a better quality staffing decision is one that needs to be addressed.

Capacity of the human resources community

The Commission recognizes that a competent, professional HR community is essential to meet current recruitment challenges and to respond to the needs of management. Yet difficulties in this area are being flagged as posing a serious risk to moving ahead effectively. The Human Resources Community Secretariat points to the urgent need to invest in the development of key competencies, to recruit and develop a critical mass of highly qualified

HR professionals, to support employees who are currently upgrading their educational levels, and to assist employees in diversifying their work experience.

Several Regional Federal Councils and a number of participants in focus groups sponsored by APEX acknowledge that a scarcity of human resources professionals seriously hinders their capacity, and the capacity to advance the HR agenda of Public Service renewal. Participants indicated that while developmental programs were critical, they did not have the resources to hire, train and mentor new recruits. The possibilities for success in maintaining current initiatives and developing new ones will increase significantly if more funding is provided, and if more of it is provided on a permanent or longer term basis.

Responding to the issues

It is clear that these issues must be addressed through a strong partnership and working relationship with managers, as they play key strategic and operational roles in recruiting and developing staff. A number of efforts are underway to address these challenges.

Solutions have been identified and progress is being made on many of the challenges and opportunities presented by the need for continued renewal of recruitment. These issues point to the need to re-invest in technology and in our human capital which guide and support the recruitment function. A well-functioning partnership among managers, the human resources community and the PSC is critical in monitoring whether tools, technology, policies, processes and capacity of the HR community are adequate for this challenge.

Recruitment Action Plan

Several initiatives underway are reflected in an action plan developed in response to the COSO report on the recruitment imperatives facing the Public Service. The action plan sets out six themes or priorities to be addressed over a three-year period. Of particular note is the focus on increasing recruitment of new post-secondary graduates and on improving representation of designated group members in the Public Service. It highlights the progress being made to support managers in their human resources planning, by making demographic information available and by providing advice and information about recruitment programs and options so that managers can act strategically. As part of this plan, the Commission has taken the lead in conducting outreach to universities and employment equity associations.

Positioning the Public Service as an employer of choice

The PSC has also surveyed summer students and new hires to identify the workplace preferences that influence this new generation of knowledge workers. This provides a useful foundation for targeting recruitment and retention strategies. Our research indicates that the Public Service has much to offer as an attractive employer, particularly interesting work related to the field of study, and a work environment that recognizes the need for balance between work and personal life.

Planning for human resources needs

The demographic profile of the Public Service requires that human resources planning become an integral part of departments' strategic planning for their service and program delivery resourcing needs. The imminent departure of experienced employees, an increasingly competitive labour market, and the impact of information technology on traditional jobs makes it imperative to move away from reactive, vacancy-driven staffing, towards staffing based on anticipating future priorities and identifying human resources needs.

As the Advisory Committee on Senior Level Retention and Compensation noted, planning involves identifying both current and future workforce needs, and understanding the external labour market. Through a recently created Centre for Demographic Studies, the Commission, in partnership with the Treasury Board Secretariat, is continuing to work on both fronts. The information gathered is used for an overview of trends in the Public Service, and is also being used by departments for their human resources planning purposes.

From the Commission's perspective, both strategic HR planning and the communication of these plans to human resources advisors is of utmost importance. A good working relationship between managers and their respective HR advisors is crucial and should be encouraged. Early discussion of human resources plans allows HR advisors time to act and managers time to consider available options. This message has been clearly communicated in the *Manager's Handbook on Staffing and Recruitment* that was widely distributed to departments by the PSC.

Increasing access to job opportunities

To ensure that Canadians living abroad have access to employment opportunities, the Commission has communicated changes to the operational policy on area of selection. In dealing with the broader issue of access, the Commission has indicated that it wants to move away from the use of geographically based areas of selection to enhance access opportunities for Canadians as much as possible. Since February 2001, the policy on area of selection has been under review.

At the present time, approximately 20% of federal jobs open to the public use national areas of selection. Any increase in the use of national areas of selection is likely to cause a significant increase in volume of applications. For instance, in 2000-2001, there were 4 280 open competitions which generated 277 910 applications; with 44% of these attracting 50 candidates or more, and 18% attracting 100 candidates or more. As this illustrates, the major challenge to be addressed will be finding the appropriate balance between managing increased volumes of applications in a cost-effective manner and ensuring that the screening and assessment of applications is not a hindrance to the timeliness of recruitment, while maintaining a high level of service to Canadians on a national basis.

To meet these needs, we are looking to technology for possible solutions. Any policy move towards the increased use of national areas of selection will require financial investment in implementing and maintaining on-line self-assessment and screening, as the current manual approach will not be feasible in managing the increased volume of applications.

Using technology

The Commission has begun to build its e-recruitment capability to improve access and the speed of staffing. We view technology as an important tool in addressing the goal of achieving a representative Public Service by reaching a broader pool of candidates. To the extent currently possible, technology is being used in the development of recruitment tools such as the database of employment equity associations.

Approximately 70% of recruitment now involves applications submitted on-line. The PSC recognizes the potential for further streamlining and increasing the speed of staffing through the active use of e-recruitment functionality at each step of the recruitment and selection process. This includes the acknowledgement of applications, initial screening of résumés, and candidate testing and screening. The Commission believes that technology cannot only help us apply the merit values and increase efficiency of staffing, but it supports the fairness and objectivity of the selection process and can improve access to the public. For example, the PSC's recent surveys of summer students and new hires indicated that members of visible minorities use the Internet to a high degree during their job search.

However, this opportunity to truly modernize and streamline recruitment requires an additional financial investment in the necessary technological infrastructure for e-recruitment. Without additional funding, e-recruitment cannot be developed to the extent needed to contribute to and lead in modernizing recruitment. In addition, a system-wide approach to Web-based tools and other technologies

is needed for all facets of human resources management, including forecasting, recruitment and training. Working with other central agencies and departments, we will progress towards direct access to HR services and programs by candidates, employees and managers.

Supporting the HR community

The Commission is currently highlighting the problem of limited resources in departments, in the PSC and in the HR community with its central agency partners. The challenge facing the HR community in handling current workload and building capacity was also seen as a priority issue during the Commission's consultations with APEX and the Regional Federal Councils. This is especially pronounced in regions where some departments have little or no HR capacity. It is also clear from discussions with APEX that many departments need to clarify the respective roles of managers and HR professionals in the staffing process. The roles are unclear and this lack of clarity is a source of frustration for both sides. Participants believe that more HR resources and, as importantly, a broader set of competencies for the HR community is needed. In response, through the Post-Secondary Recruitment Program, 80 to 120 high potential human resources professionals will be recruited.

Conclusion

In the *1999-2000 Annual Report,* the Commission maintained that values-based staffing as exemplified by the Values-Based Merit Framework was the means by which the staffing system would be strengthened. We also said that the framework was a way we could assess the staffing process to determine if it is working with assurance that the merit system remains well protected. We believe that the PSC's *2000-2001 Annual Report* has accomplished this assessment by providing an overview of the Commission's strategic oversight role, making a balanced assessment of the values and principles related to the merit system, and describing the challenges that impact on the system—placing its overall health at risk.

As the HRM modernization initiative takes root, the Commission recommends that values and principles, in whatever form, remain at the core of the system. As we have this fiscal year, the Commission will continue to assess the overall health of the staffing system Public Service-wide. In doing so, we will continue to consult widely and draw on a multitude of sources and tools. As the values of representative-ness and equity of access were highlighted in this Annual Report, the values of non-partisanship and transparency will be highlighted in the PSC's *2001-2002 Annual Report.*

APPENDICES

Statistical information

GLOSSARY

Acting appointment

The temporary assignment of an employee to the duties of a higher position (i.e. one with a maximum rate of pay that would constitute a promotion). Only acting appointments of more than four months are reported in the tables.

Appointment

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

Appointment *to* the Public Service

Appointment of a person from the general public, or an employee from a government agency which is not subject to the *Public Service Employment Act.*

Appointment *within* the Public Service

An appointment of an employee within or between departments or agencies which are subject to the *Public Service Employment Act.*

Appointment rates

Appointment rates reflect the number of appointments per 100 employees. These are derived by dividing the number of appointments in 2000-2001 within each occupational category or geographic location by the employee population within that category or by the employee population within each geographic location as of April 1, 2000.

Bilingual imperative appointment

An appointment to a bilingual position whose language requirements must be met by the candidate upon appointment.

Bilingual non-imperative appointment

An appointment to a bilingual position whose language requirements need not be met by candidates upon appointment, if they are eligible for language training at public expense and agree in writing to meet the language requirements of the position within the specified time; or if unable to do so, to accept a transfer to a position for which they are qualified; or if they are excluded from having to meet language requirements for reasons of age, long service, reorganization, reclassification or on compassionate grounds (as specified in the Public Service Official Languages Exclusion Approval Order).

Casual employment

A short-term employment option to appoint persons to the Public Service for a period not exceeding 90 days and to whom the provisions of the *Public Service Employment Act* (except those relating to casual employment) do not apply.

As of fiscal year 1998-1999, all departments have been delegated the authority to hire casual employees. Individuals hired into casual positions are counted only once as long as they remain in the same position and there is no break in service.

Employment equity

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

Employment equity data

Data on members of visible minorities, persons with disabilities and Aboriginal peoples in Table 5 are obtained by matching estimated appointment data with the Treasury Board Secretariat's Employment Equity Data Bank, as of March 31, 2001. Data on women in Table 5 are obtained through estimation procedures using data derived from the Public Works and Government Services Canada pay system.

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.

For persons with disabilities, estimates of external availability are based on data from the 1991 Health and Activity Limitation Survey (HALS).

Estimates of internal availability are based on the representation of designated group members among Public Service indeterminate and specified period employees appointed for at least three months, as of March 2000, excluding employees working for separate employers not covered by Treasury Board.

In the case of promotions, lateral movements and acting appointments *to* and *within* the various categories, the representation of designated group members is weighted to reflect the occupational and departmental make-up of the relevant appointments between April 2000 and March 2001 to determine internal availability.

Employment equity designated groups

Employment equity designated groups as defined by the *Employment Equity Act* include women, Aboriginal peoples, persons with disabilities and members of visible minorities.

Aboriginal peoples
Aboriginal peoples are the Status Indians, Non-status Indians, Métis and Inuit of Canada.

Persons with disabilities
Persons with disabilities are those who, for the purpose of employment, consider themselves, or believe that a potential employer would likely consider them, to be disadvantaged by reason of any persistent physical, mental, psychiatric, learning or sensory impairment.

Members of visible minorities
Persons who, because of their race or colour, are in a visible minority in Canada.

Executive group

The Executive group consists of five levels up to and including most Assistant Deputy Ministers (EX-1 to EX-5).

First official language

Designated language groups in the *Official Languages Act* are English and French.

First official language data

Data on first official language (FOL) in Tables 6 and 7 are obtained through estimation procedures using data derived from the Public Works and Government Services Canada pay system. For 498 appointments, FOL is not available on the pay system and the language requirements of positions for 3 722 appointments are also not available.

Geographic area

Data on geographic area in Table 4 are obtained from data derived from the Public Works and Government Services Canada pay system.

Hiring activities

The hiring activities include appointments *to* the Public Service, casuals as per PSEA, section 21.2 and students under the *Regulations Respecting the Hiring of Persons within Student Employment Programs.*

Indeterminate employment (or indeterminate appointment)

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

Lateral movements

A movement of an employee to a position (in the same occupational group, subgroup and level, or in another group or subgroup) such that the difference in the maximum rates of pay between the new position and the former position is less than the lowest pay increment of the new position. When the new position has no fixed pay increments, the difference must be less than four percent of the maximum rate of pay of the former position. These movements include lateral and downward transfers and deployments.

Occupational category

A broad series of job families characterized by the nature of the functions performed and the extent of academic preparation required. These include the Executive, Scientific and Professional, Administrative and Foreign Service, Technical, Administrative Support and Operational categories.

Not all appointments are made to standard Public Service occupational classifications (Table 3). Standard occupational classifications are not applicable to Co-operative Education Program (CO-OP) appointments, to Federal Student Work Experience Program (FSWEP) appointments and to appointments made by departments where Treasury Board is not the employer.

Post-Secondary Recruitment Program

Post-Secondary Recruitment Program (PSR) appointments reflect appointments made during the fiscal year. The number of PSR appointments is not limited to the PSR campaign for that fiscal year and may include PSR applicants from the last three campaigns.

Priority

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

Priority data

The data on priorities in Table 9 are obtained from the PSC's Priority Administration System (PAS). This table excludes information for employees who either resigned or retired on the date on which their surplus period commenced. In these cases, there was no entitlement to a priority. PAS is the operational inventory the PSC uses to refer employees with statutory and regulatory priorities to suitable vacancies within departments. The inventory is comprised of employees identified by departments as surplus, as well as other individuals entitled to statutory and regulatory priorities.

Promotion

An appointment of an employee to a position at a higher level (in the same occupational group or subgroup, or in another group or subgroup) for which the maximum rate of pay exceeds that of the former position by an amount equal to or greater than the lowest pay increment of the new position. When the new position has no fixed pay increments, the increase must be at least four percent of the maximum rate of pay of the former position.

Specified period employment (also specified period appointment)

Part-time or full-time employment for a fixed, predetermined duration.

Student

The *Regulations Respecting the Hiring of Persons within Student Employment Programs*, 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. These hirings are no longer considered appointments *to* the Public Service under the PSEA.

Unknown

Data on occupational category in Table 3 and data on language group in Tables 6 and 7 include appointments with an unknown category, an unknown language group or an unknown language requirement of position in the totals. This results from the estimation process using the Public Works and Government Services Canada pay system.

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

In 2000-2001:

- There were 50 535 new hires as compared to 40 132 in 1999-2000, which is a 25.9% increase.
- The hiring activity has increased by:

  34.2% for indeterminate positions to 3 856 from 2 874

  19.5% for specified period positions to 16 268 from 13 615

  45.3% for casuals to 18 916 from 13 020

  8.2% for students to 11 495 from 10 623

- This is the first year that the number of casuals hired (18 916) has surpassed the number of specified period appointments (16 268) *to* the Public Service; 16.3% more casuals were hired.

2000-2001

1999-2000

1. Indeterminate appointments
2. Specified period appointments
3. Casuals (as per PSEA s.21.2)
4. Students (under Employment Exclusion Approval Order)
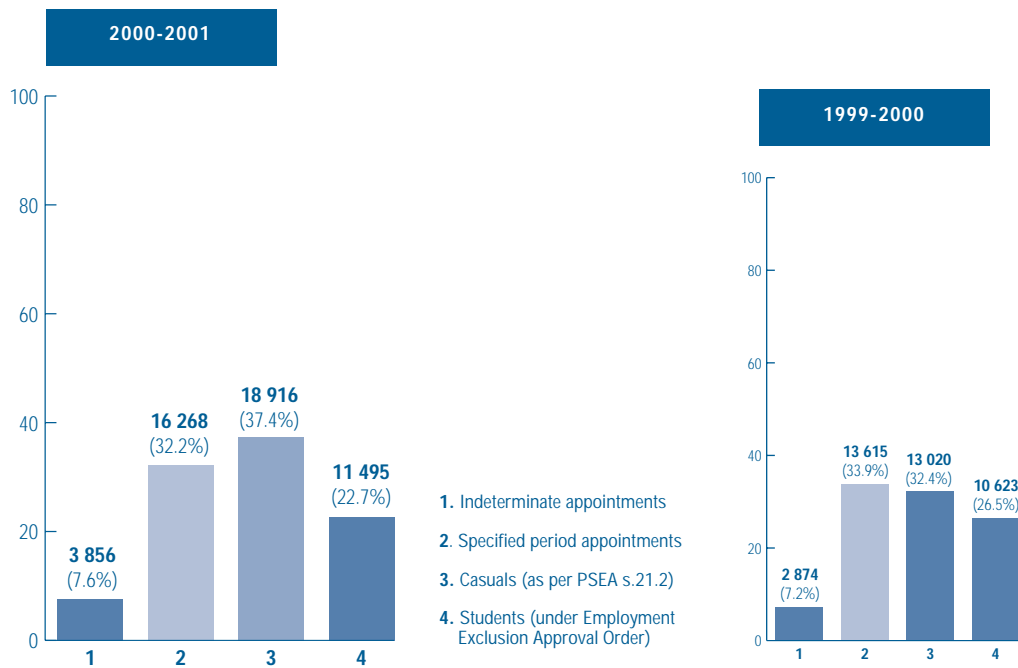
Note: Due to rounding, the percentages in the following Figures and Tables may not add to 100%.

In 2000-2001:

- There were 40 729 indeterminate appointments *within* the Public Service as compared to 35 096 in 1999-2000, which is a 16.1% increase.
- The overall activity *within* the Public Service has increased by:

    16.2 % for indeterminate promotions to 19 088 from 16 433

    16.1% for lateral movements to 11 900 from 10 252

    15.8% for acting appointments to 9 741 from 8 411

- Indeterminate appointment activity is distributed among promotions (46.9%), lateral movements (29.2%) and acting appointments (23.9%).

2000-2001

1999-2000

1. Promotions

2. Lateral movements

3. Acting appointments

19 088 (46.9%)

11 900 (29.2%)

9 741 (23.9%)

16 433 (46.8%)

10 252 (29.2%)

8 411 (24.0%)
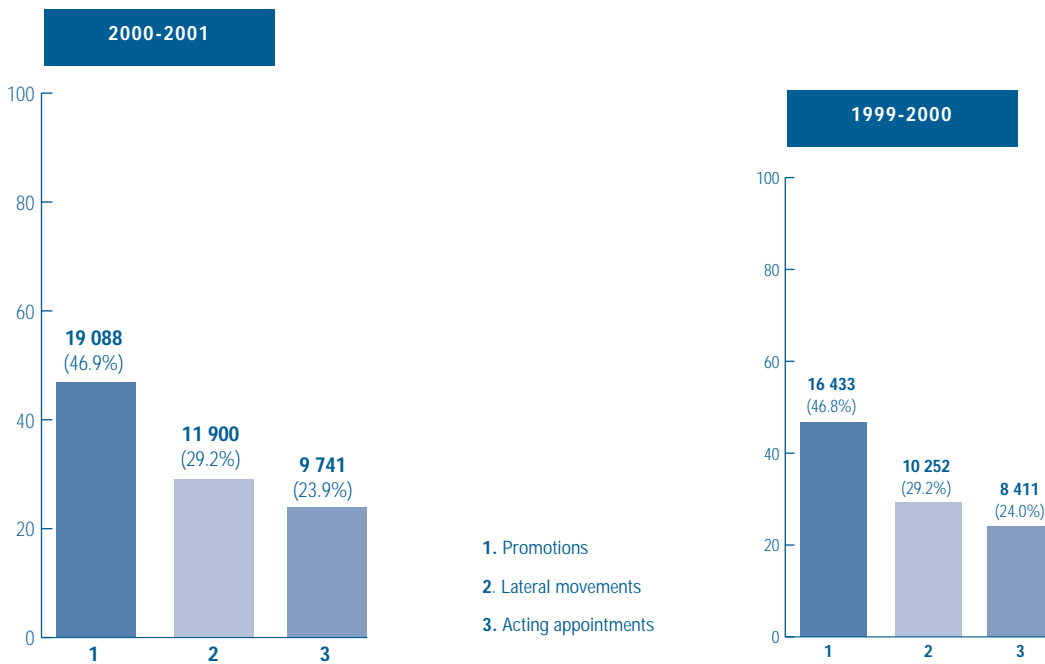
Figure 1b - Distribution of appointment activity *within* the Public Service by appointment type for specified period appointments

In 2000-2001:

- There were 7 679 specified period appointments *within* the Public Service as compared to 5 894 in 1999-2000, which is a 30.3% increase.
- The overall activity for promotions *within* the Public Service has increased by:

  13.4% for specified period promotions to 2 446 from 2 157

  36.1% for lateral movements to 3 022 from 2 221

  45.8% for acting appointments to 2 211 from 1 516

- Specified period appointment activity is distributed among promotions (31.9%), lateral movements (39.4%) and acting appointments (28.8%).

2000-2001

3 022
(39.4%)

2 446
(31.9%)

2 211
(28.8%)

1. Promotions
2. Lateral movements
3. Acting appointments

1999-2000

2 157
(36.6%)

2 221
(37.7%)

1 516
(25.7%)
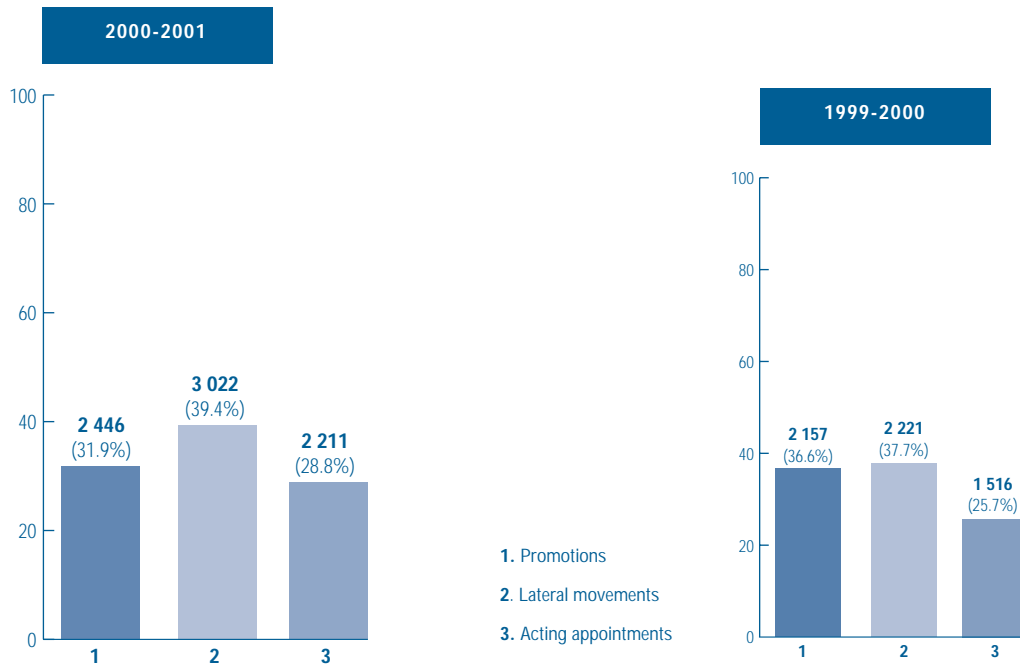
Table 1 - Overall hiring and appointment activity

Number and percentage of hiring activity and appointments *within* the Public Service by appointment type and tenure
April 1, 2000 to March 31, 2001

Tenure	Hiring activity *to* the Public Service		Appointments *within* the Public Service: type of appointment						Total	
			Promotions		Lateral movements (a)		Acting appointments (b)			
	No.	%	No.	%	No.	%	No.	%	No.	%
Indeterminate appointments	3 856	8.6	19 088	42.8	11 900	26.7	9 741	21.8	44 585	100.0
Specified period appointments	16 268	67.9	2 446	10.2	3 022	12.6	2 211	9.2	23 947	100.0
Sub-total	20 124	29.4	21 534	31.4	14 922	21.8	11 952	17.4	68 532	100.0
Casuals (as per PSEA s.21.2)	18 916	100.0	0	0.0	0	0.0	0	0.0	18 916	100.0
Students (under Employment Exclusion Approval Order)	11 495	100.0	0	0.0	0	0.0	0	0.0	11 495	100.0
Total	50 535	51.1	21 534	21.8	14 922	15.1	11 952	12.1	98 943	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 2000-2001:

- There were 10 055 new indeterminate entries as compared to 8 116 in 1999-2000, a 23.9% increase over last year.
- Of the new entries, 6 200 or 61.7% came from specified period employees; 255 or 2.5% had previously been a casual employee; 217 or 2.2% came from other federal agencies; 3 119 or 31.0% came from the general public and 264 or 2.6% had been a student.
- There were 16 594 new specified period entries as compared to 13 988 in 1999-2000, an 18.6% increase over last year.
- Of the new entries, 326 or 2.0% changed tenure from indeterminate to specified period; 1 901 or 11.5% had previously been a casual employee; 181 or 1.1% came from other federal agencies; 13 809 or 83.2% came from the general public and 377 or 2.3% had been a student.
- There has been a 22.3% decrease in the number of casuals moving to specified period appointments (1 901 versus 2 448 last year).
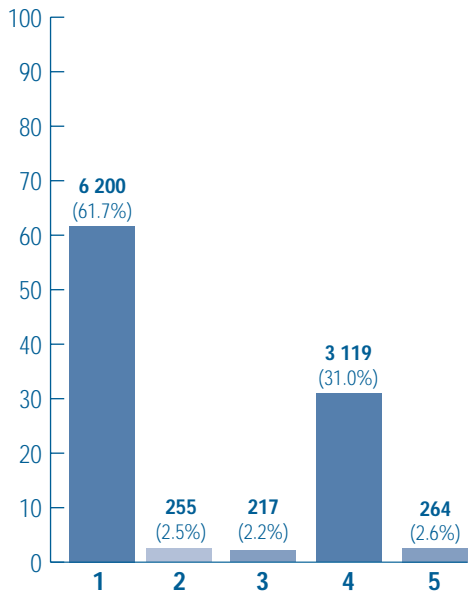
New indeterminate entries

1. Specified period
2. Casual
3. Other federal agencies
4. General public
5. Student
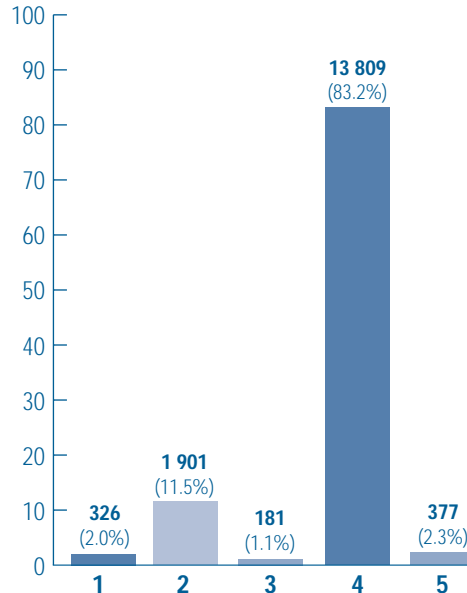
New specified period entries

1. Indeterminate
2. Casual
3. Other federal agencies
4. General public
5. Student

Table 2 - Tenure and previous employment status

Number and percentage of hiring activity and appointments *within* the Public Service by tenure and previous employment status
April 1, 2000 to March 31, 2001

Previous employment status	Tenure after appointment									
	Indeterminate		Specified period		Casual (a)		Student (a)		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
Indeterminate	34 530	77.4	326	1.4	0	0.0	0	0.0	34 856	35.2
Specified period	6 200	13.9	7 353	30.7	0	0.0	0	0.0	13 553	13.7
Casual	255	0.6	1 901	7.9	0	0.0	0	0.0	2 156	2.2
Other federal agencies	217	0.5	181	0.8	0	0.0	0	0.0	398	0.4
General public	3 119	7.0	13 809	57.7	18 916	100.0	11 495	100.0	47 339	47.8
Student	264	0.6	377	1.6	0	0.0	0	0.0	641	0.6
Total	44 585	100.0	23 947	100.0	18 916	100.0	11 495	100.0	98 943	100.0

(a) 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 2000-2001:

- Recruitment rates by category were highly variable ranging from 1.3 persons per 100 employees in the Executive category to 21.7 persons in the Administrative Support category.
- Promotion rates varied from 9.7 persons per 100 employees in the Operational category to 20.1 persons per 100 employees in the Executive category.
- It should be noted that most movement into the Executive category was the result of a promotion from another occupational group.
- Overall the Administrative and Foreign Service category and the Administrative Support category had the highest rates of appointments per 100 employees.

Appointments *to* the Public Service

Category	Rate per 100
Executive	1.3
Scientific and Professional	13.1
Administrative and Foreign Service	10.1
Technical	11.4
Administrative Support	21.7
Operational	17.4

Promotions

Category	Rate per 100
Executive	20.1
Scientific and Professional	16.6
Administrative and Foreign Service	19.4
Technical	12.6
Administrative Support	11.0
Operational	9.7

Lateral movements

Category	Rate per 100
Executive	8.5
Scientific and Professional	10.1
Administrative and Foreign Service	10.1
Technical	6.1
Administrative Support	14.3
Operational	8.9

Acting appointments (a)

Category	Rate per 100
Executive	11.3
Scientific and Professional	5.8
Administrative and Foreign Service	12.9
Technical	5.7
Administrative Support	5.6
Operational	4.6

(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 during the year by the employee population as of April 1, 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, 2000 to March 31, 2001

Occupational category	Appointments *to* the Public Service		Appointments *within* the Public Service: type of appointment						Total	
			Promotions		Lateral movements		Acting appointments (a)			
	No.	Rate	No.	Rate	No.	Rate	No.	Rate	No.	Rate
Executive	43	1.3	661	20.1	279	8.5	373	11.3	1 356	41.2
Scientific and Professional	2 373	13.1	2 995	16.6	1 824	10.1	1 038	5.8	8 230	45.6
Administrative and Foreign Service	5 399	10.1	10 362	19.4	5 403	10.1	6 914	12.9	28 078	52.5
Technical	1 722	11.4	1 913	12.6	925	6.1	871	5.7	5 431	35.8
Administrative Support	7 271	21.7	3 686	11.0	4 815	14.3	1 895	5.6	17 667	52.6
Operational	3 164	17.4	1 756	9.7	1 618	8.9	832	4.6	7 370	40.6
Not applicable (b)	135	19.2	105	14.9	27	3.8	28	4.0	295	41.9
Total (c)	20 124	14.1	21 534	15.1	14 922	10.5	11 952	8.4	68 532	48.1

(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 the
      Public Service Employment Act (PSEA) use their own occupational groups. See Occupational category in the glossary.
(c) See Unknown in the glossary.

Note: Table 3 represents indeterminate and specified period appointments under the 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, 2000.

Table 4 - Appointment type and geographic area

Number and rate of appointments by appointment type and geographic area
April 1, 2000 to March 31, 2001

Geographic area	Appointments *to* the Public Service		Appointments *within* the Public Service: type of appointment						Total	
			Promotions		Lateral movements		Acting appointments (a)			
	No.	Rate	No.	Rate	No.	Rate	No.	Rate	No.	Rate
Newfoundland	361	11.9	405	13.3	187	6.2	224	7.4	1 177	38.8
Prince Edward Island	191	12.8	229	15.3	172	11.5	158	10.6	750	50.2
Nova Scotia	685	8.7	1 001	12.8	582	7.4	571	7.3	2 839	36.2
New Brunswick	724	13.9	642	12.3	463	8.9	401	7.7	2 230	42.7
Quebec (except NCR)	2 898	16.5	1 998	11.4	1 577	9.0	1 327	7.6	7 800	44.5
National Capital Region (NCR)	7 458	13.4	10 944	19.7	6 975	12.5	6 205	11.1	31 582	56.7
Ontario (except NCR)	2 519	13.5	2 180	11.7	1 810	9.7	993	5.3	7 502	40.2
Manitoba	1 099	20.0	791	14.4	551	10.0	365	6.7	2 806	51.1
Saskatchewan	1 172	30.2	339	8.7	357	9.2	254	6.6	2 122	54.8
Alberta	1 133	13.9	959	11.7	834	10.2	359	4.4	3 285	40.2
British Columbia	1 645	12.5	1 817	13.8	1 180	9.0	907	6.9	5 549	42.2
Yukon	70	15.0	64	13.7	43	9.2	18	3.9	195	41.8
Northwest Territories	109	20.6	71	13.4	60	11.4	21	4.0	261	49.4
Nunavut (b)	44	91.7	21	43.8	37	77.1	2	4.2	104	216.7
Outside Canada	16	1.2	73	5.4	94	7.0	147	10.9	330	24.4
Total	20 124	14.1	21 534	15.1	14 922	10.5	11 952	8.4	68 532	48.1

(a) Excludes acting appointments of four months or less.
(b) Nunavut shows a rate of appointment *to* the Public Service of 91.7 per 100 employees and an overall rate of appointment of 216.7 per 100 employees. This is due to the start up of the new area from a federal Public Service population base of zero in 1999-2000.

Note: Table 4 represents indeterminate and specified period appointments under the *Public Service Employment Act.*
Appointment rates are derived by dividing the number of appointments within each location during the year by the employee population within each location as of April 1, 2000.

Table 5 - Appointment type and employment equity designated groups

Number and percentage of appointments by appointment type and employment equity designated group
April 1, 2000 to March 31, 2001

Employment equity designated groups	Appointments *to* the Public Service		External availability (b)	Appointments *within* the Public Service: type of appointment — Promotions		Internal availability	Lateral movements		Internal availability	Acting appointments (a)		Internal availability	Total	
	No.	%	%	No.	%	%	No.	%	%	No.	%	%	No.	%
Women	9 056	58.1	50.8	12 321	59.0	58.2	8 949	62.0	59.0	7 223	61.7	60.2	37 549	60.0
Members of visible minorities	1 290	8.3	7.0	1 356	6.5	6.5	1 059	7.3	6.2	664	5.7	5.9	4 369	7.0
Persons with disabilities	485	3.1	5.4	983	4.7	5.6	642	4.5	5.3	518	4.4	5.8	2 628	4.2
Aboriginal peoples	722	4.6	2.2	786	3.8	3.8	646	4.5	3.9	438	3.7	3.8	2 592	4.1
Total (c)	15 589	100.0		20 883	100.0		14 423	100.0		11 701	100.0		62 596	100.0

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

(b) Availability estimates are based on Statistics Canada Labour Market Availability data adjusted to reflect the positions staffed during the fiscal year *within* the Public Service. As a consequence, these numbers will not match those published elsewhere by Treasury Board Secretariat (TBS) which are adjusted to reflect the total population in the Public Service as of the end of the fiscal year. See glossary notes on Employment equity data 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, 2000 to March 31, 2001

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	13 613	68.9	14 267	66.4	9 744	65.6	7 383	61.9	45 007	66.2
Francophones	6 131	31.1	7 235	33.6	5 118	34.4	4 543	38.1	23 027	33.8
Total (b)	20 124	100.0	21 534	100.0	14 922	100.0	11 952	100.0	68 532	100.0

(a) Excludes acting appointments of four months or less.
(b) See Unknown in the glossary.

Table 7 - Appointment type and official languages

Number and percentage of appointments by appointment type, language group and language requirements of position
April 1, 2000 to March 31, 2001

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	1 100	29.0	2 698	71.0	3 803	5 101	32.4	10 657	67.6	15 765	6 201	31.7	13 355	68.3	19 568
Bilingual non-imperative															
• Met	186	58.1	134	41.9	323	1 802	50.1	1 797	49.9	3 599	1 988	50.7	1 931	49.3	3 922
• Must meet	17	94.4	1	5.6	18	548	93.2	40	6.8	588	565	93.2	41	6.8	606
• Not required to meet	3	75.0	1	25.0	4	73	64.6	40	35.4	113	76	65.0	41	35.0	117
English essential	9 991	96.3	386	3.7	10 506	21 033	95.8	930	4.2	22 054	31 024	95.9	1 316	4.1	32 560
French essential	39	2.6	1 451	97.4	1 501	40	1.9	2 020	98.1	2 075	79	2.2	3 471	97.8	3 576
English or French essential	1 184	58.4	844	41.6	2 028	1 686	69.3	747	30.7	2 433	2 870	64.3	1 591	35.7	4 461
Total (c)	13 613	68.9	6 131	31.1	20 124	31 394	65.0	16 896	35.0	48 408	45 007	66.2	23 027	33.8	68 532

(a) Excludes acting appointments of four months or less.
(b) See First official language in the glossary.
(c) See Unknown in the glossary.

Figure 4 - Distribution of recruits under recruitment programs

In 2000-2001:

- Recruitment programs accounted for 31 619 new recruits of which General Recruitment accounted for 61.4%, followed by the Federal Student Work Experience Program at 26.0%, the Co-operative Education Program at 10.3%, the Post-Secondary Recruitment Program at 2.1% and the Management Trainee Program at 0.1%.

2000-2001

656
(2.1%)
④

3 268 ③
(10.3%)

⑤ 45
(0.1%)

1999-2000

492
(1.8%)
④

2 915 ③
(10.8%)

⑤ 40
(0.1%)

② 8 227
(26.0%)

① 19 423
(61.4%)

② 7 708
(28.4%)

① 15 957
(58.9%)

1. General Recruitment

2. Federal Student Work Experience Program

3. Co-operative Education Program

4. Post-Secondary Recruitment Program

5. Management Trainee Program

Table 8 - Distribution of recruits under recruitment programs, by geographic area

Number and percentage of recruits under recruitment programs, by external recruitment process and geographic area
April 1, 2000 to March 31, 2001

Geographic area	Federal Student Work Experience Program		Co-operative Education Program		Post-Secondary Recruitment Program (a)		Management Trainee Program		General Recruitment		Total (b)	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Newfoundland	191	2.3	66	2.0	1	0.2	0	0.0	360	1.9	618	2.0
Prince Edward Island	207	2.5	24	0.7	0	0.0	0	0.0	191	1.0	422	1.3
Nova Scotia	410	5.0	70	2.1	12	1.8	0	0.0	673	3.5	1 165	3.7
New Brunswick	402	4.9	85	2.6	10	1.5	0	0.0	714	3.7	1 211	3.8
Quebec (except NCR)	1 388	16.9	229	7.0	46	7.0	3	6.7	2 849	14.7	4 515	14.3
National Capital Region (NCR)	2 525	30.7	2 015	61.7	482	73.5	39	86.7	6 937	35.7	11 998	37.9
Ontario (except NCR)	1 167	14.2	232	7.1	61	9.3	1	2.2	2 457	12.6	3 918	12.4
Manitoba	348	4.2	65	2.0	7	1.1	0	0.0	1 092	5.6	1 512	4.8
Saskatchewan	277	3.4	42	1.3	2	0.3	0	0.0	1 170	6.0	1 491	4.7
Alberta	615	7.5	112	3.4	8	1.2	0	0.0	1 125	5.8	1 860	5.9
British Columbia	600	7.3	303	9.3	26	4.0	2	4.4	1 617	8.3	2 548	8.1
Yukon	36	0.4	2	0.1	0	0.0	0	0.0	70	0.4	108	0.3
Northwest Territories	55	0.7	11	0.3	0	0.0	0	0.0	109	0.6	175	0.6
Nunavut	6	0.1	12	0.4	0	0.0	0	0.0	44	0.2	62	0.2
Outside Canada	0	0.0	0	0.0	1	0.2	0	0.0	15	0.1	16	0.1
Total (b)	8 227	100.0	3 268	100.0	656	100.0	45	100.0	19 423	100.0	31 619	100.0

(a) Post-Secondary Recruitment Program (PSR) appointment numbers are lower than expected this year as not all appointments arising from the 2000-2001 PSR campaign had been completed as of March 31, 2001. Includes appointments under the Accelerated Economist Trainee Program.
(b) The total 31 619 plus 18 916 casuals from Table 1 equals the overall hiring activity *to* the Public Service of 50 535 persons as indicated in Table 1.

Note: See Student data in the glossary. Please note that CO-OP and FSWEP recruits 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, 2000 to March 31, 2001

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)	201	109	310	128	3	32	7	170	197
Minister's staff (sec. 39)	9	29	38	23	0	6	0	29	9
Lay-off (sec. 29)	236	141	377	35	0	241	1	277	120
Total - Statutory priorities	446	279	725	186	3	279	8	476	326
Regulatory priorities									
Surplus (sec. 39)	206	267	473	245	13	0	12	270	183
Employee disabled (sec. 40)	51	39	90	22	1	15	3	41	48
Military disabled (sec. 40.1)	12	24	36	12	0	1	0	13	23
Relocation of spouse (sec. 41)	192	244	436	148	7	32	6	193	186
Reinstatement to higher level (sec. 42)	423	97	520	37	2	207	5	251	268
Total - Regulatory priorities	884	671	1 555	464	23	255	26	768	708
Total	1 330	950	2 280	650	26	534	34	1 244	1 034

(a) The number of carry over from March 31, 2000 differs from the number of active cases at March 31, 2000 published in last year's Annual Report due to updates to employees' 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.

Note: See Priority data in the glossary.

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	Harass- ment	PSEA and other	Total	Founded	Unfounded	Resolved	Other
1999-2000	689	278	2	119	157	445	57	159	97	132
2000-2001	501	167	1	42	124	233	45	89	54	45

Of the complaints received, 33% were accepted for investigation in 2000-2001 compared to 40% in 1999-2000. As well, in 2000-2001, 19% of completed cases were declared founded compared to 13% in 1999-2000; 42% were either resolved or withdrawn compared to 51% in 1999-2000.

Table 11 - Appeals

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

Period	Appealed	Closed	Allowed	
			Number	**%**
1999-2000	1 499	1 117	126	11.3
2000-2001	1 343	845	79	9.3

In 2000-2001, approximately 9.3% 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	**%**
1999-2000	550	13.8	407	74
2000-2001	428	10.2	299	70

In 2000-2001, 70% of decisions were rendered within the service standard of 14 days. However, the average disposal time for all decisions is 10.2 days, which is lower than standard. In 2000-2001, 22% less decisions were rendered than in 1999-2000 and 45% less than in 1998-1999.

(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	**%**	
1999-2000	3 979	2 563	239	422	1 517	59.2	385
2000-2001	3 057	1 636	143	157	1 092	66.7	244

In 2000-2001, 9% of disposed appeals were allowed; 9% were dismissed; in 15% of appeals disposed, appellants had no right of appeal; and approximately 67% of appeals disposed were withdrawn.

Table 12 - Deployments

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

Period	Complaints	Deployments complained against	Closed	Founded	Unfounded	No jurisdiction	Withdrawn	Decisions
1999-2000	31	30	18	2	6	6	4	11
2000-2001	50	23	26	1	3	12	10	17

In 2000-2001, 4% of completed deployment investigations were founded, 11% were unfounded, and 85% were either withdrawn or the Commission had no jurisdiction to investigate.

Commission's activities in 2000-2001

The Commission has established By-laws which describe the governance framework within which the Commission leads the organization to fulfill its responsibilities under the *Public Service Employment Act* (PSEA). The framework focuses on the principles by which the Commission operates, the way responsibility is shared, the relationships between different parts of the organization, and the processes used to ensure accountability and measure progress towards objectives.

In the past years, the Commission has reported on its business and decision-making against the five key functions for staffing activities, namely, *planning, policy, promotion, programs* and *protection*. The following summarizes the Commission's activities from April 1, 2000 to March 31, 2001.

•   The *planning* activity involves the integration of staffing requirements with human resources planning and business planning. This activity represented 15% of the Commission's time and included the approval of three decisions, 32 discussions on topics ranging from the Post-Secondary Recruitment (PSR) Longitudinal Study to the Directional Statement for the PSC, and participation in three information sessions regarding issues such as employment equity and labour market research.

•   *Policy* refers to regulations, policies, standards and delegation agreements that establish broad direction expectations for upholding merit in the staffing system. This activity represented approximately 26%

of the Commission's time. The Commission approved and signed with heads of departments or agencies 34 Staffing Delegation and Accountability Agreements, held discussions on a policy framework for area of selection, approved decisions on standards for selection and assessment and appointments without competition from outside the Public Service. In the context of human resources management reform, the Commission initiated work on the redefinition of promotion and the redefinition of merit.

•   The *promotion* activity refers to efforts to help departments internalize the key values and principles and how to balance them, as well as to understand the available flexibilities within the PSEA. The Commission spent 12% of its time on this activity, which included discussions on the promotion of the values-based approach to staffing, the communications strategies for various reports and surveys, and the review of a case study on the use of staffing flexibilities by a department.

•   *Programs* involves staffing processes, programs and related tools and represented 15% of the Commission's time. There are several activities within programs, but one of the major decision-making processes involves the approval of resourcing strategies for executives and their subsequent appointments: 43 EX case meetings were held to approve 559 EX appointments (298 EX-1, 167 EX-2 and 94 EX-3). There were 56 appointments at the EX 4-5 level. The Commission also approved nine Exclusion Approval Orders (either for individuals or groups). Another program area requiring approvals by the Commission involves the

creation or expansion of various employment equity programs within departments (six were approved).

• The *protection* activity can be described as the oversight of the staffing system, the adherence to the Values-Based Merit Framework, the implementation of individual recourse mechanisms and the imposition of corrective measures. This activity represented 32% of the Commission's business. The decisions ranged from revocations of appointments (10) to the establishment of Boards of Inquiry (3). It also included the designation of investigators (3) under section 7.1 and subsection 7.3(1) of the PSEA, discussions regarding federal court decisions and their impact on staffing, deletion of names (6) from eligibility lists and dealing with applications (4) for political leave. Additionally, there were 14 meetings of the Litigation Committee to discuss different cases before the Federal Court of Canada.

Commissioners also spent time on internal management issues, namely organizational renewal for the PSC as a department. This was accomplished by clarifying the PSC's goals and priorities, improving the business planning cycle and fostering a values-based workplace.

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Authority delegated

Organization	Authority delegated
Canada Industrial Relations Board	• New Staffing Delegation and Accountability Agreement signed by the Commission
Canada Information Office	• New Staffing Delegation and Accountability Agreement • The organization has now the same generic authorities that have been delegated to all departments
Canadian Artists and Producers Professional Relations Tribunal	• New Staffing Delegation and Accountability Agreement
Canadian Forces Grievance Board	• New Staffing Delegation and Accountability Agreement • The organization has now the same generic authorities that have been delegated to all departments
Canadian Grain Commission	• New Staffing Delegation and Accountability Agreement
Canadian International Development Agency	• New Staffing Delegation and Accountability Agreement
Canadian Space Agency	• New Staffing Delegation and Accountability Agreement
Canadian Transportation Agency	• New Staffing Delegation and Accountability Agreement
Civil Aviation Tribunal	• New Staffing Delegation and Accountability Agreement signed by the Commission
Department of Citizenship and Immigration	• New Staffing Delegation and Accountability Agreement • Authority to appoint members of visible minorities pursuant to the Citizenship and Immigration Employment Equity Program
Department of Fisheries and Oceans	• New Staffing Delegation and Accountability Agreement • Authority to recruit certain groups and levels from outside the Public Service by competitive process was modified with respect to the organization
Department of Health	• New Staffing Delegation and Accountability Agreement

Organization	Authority delegated
Department of Human Resources Development	• New Staffing Delegation and Accountability Agreement
Department of Justice	• New Staffing Delegation and Accountability Agreement • Authority to carry out external recruitment activities for Articling Students (SI-02), in the Ontario region, for specified period appointments
Department of National Defence	• New Staffing Delegation and Accountability Agreement
Department of Public Works and Government Services	• New Staffing Delegation and Accountability Agreement signed by the Commission • Authority to recruit some occupational groups in certain locations • Authority to make, in some very specific situations, appointments without competition in cases of specified period appointments from outside the Public Service • Authority to appoint Aboriginal peoples, pursuant to the Public Works and Government Services Canada Aboriginal Employment Equity Program which will remain in effect until March 31, 2006
Department of Transport	• New Staffing Delegation and Accountability Agreement
Department of Veterans Affairs	• New Staffing Delegation and Accountability Agreement signed by the Commission • Authority to conduct external processes for term and indeterminate appointments, at the St-Anne de Bellevue Veterans' Hospital • Authority to appoint members of visible minorities, Aboriginal peoples and persons with disabilities pursuant to the Veterans Affairs Canada Employment Equity Program
Department of Western Economic Diversification	• New Staffing Delegation and Accountability Agreement
Indian Oil and Gas Canada	• New Staffing Delegation and Accountability Agreement signed by the Commission • External recruitment program was modified

Organization	Authority delegated
Industry Canada	• New Staffing Delegation and Accountability Agreement • Authority to recruit certain groups and levels in a two-year pilot project
Law Commission of Canada	• New Staffing Delegation and Accountability Agreement
Military Police Complaints Commission	• New Staffing Delegation and Accountability Agreement • The organization has now the same generic authorities that have been delegated to all departments
National Energy Board	• New Staffing Delegation and Accountability Agreement signed by the Commission
National Farm Products Council	• New Staffing Delegation and Accountability Agreement signed by the Commission
National Parole Board	• New Staffing Delegation and Accountability Agreement signed by the Commission
Office of the Secretary to the Governor General	• New Staffing Delegation and Accountability Agreement
Public Service Staff Relations Board	• New Staffing Delegation and Accountability Agreement signed by the Commission
RCMP External Review Committee	• New Staffing Delegation and Accountability Agreement signed by the Commission
RCMP Public Complaints Commission	• New Staffing Delegation and Accountability Agreement signed by the Commission
Royal Canadian Mounted Police	• New Staffing Delegation and Accountability Agreement • Description of locations of certain RCMP detachments have been simplified • Expanded external recruitment authorities in the Administrative and Foreign Service category
Statistics Canada	• New Staffing Delegation and Accountability Agreement • Authority to appoint members of all four designated employment equity groups under the Statistics Canada Employment Equity Program
Supreme Court of Canada	• New Staffing Delegation and Accountability Agreement
Tax Court of Canada	• New Staffing Delegation and Accountability Agreement

Exclusion Approval Orders

During the period from April 1, 2000 to March 31, 2001, the Commission approved the following Exclusion Approval Orders.

Exclusion Approval Order Concerning the Nomination of Women to the Correctional Service of Canada (P.C. 2000-101, 27 July, 2000)

Following the 1996 Report of the Commission of Inquiry into certain events at the Prison for Women in Kingston in 1994, the Solicitor General of Canada agreed to implement some of the recommendations of the report. Among the recommendations accepted was the employment of only female front-line workers in one institution for federally-sentenced women. Exclusion Approval Order 1996-1945 was approved to facilitate the appointment of women in the Edmonton Institution for Women by excluding the positions to which these women will be appointed from subsection 12(3) of the *Public Service Employment Act* insofar as that subsection prohibits discrimination in the selection by reason of sex from January 1, 1997 to June 30, 2000.

The Correctional Service of Canada has established a working group, which was scheduled to present its report in July 2000, to review the results of the pilot project at the Edmonton Institution for Women in relation to the Department's cross-gender staffing policy. This policy puts in place selection and training measures to ensure that men and women can carry out front-line duties in all correctional facilities. In order for the Department to have time to review and implement the recommendations of the working group, a new Exclusion Approval Order was required.

The Order, therefore, facilitates the appointment of women in the Edmonton Institution for Women by excluding the positions to which these women will be appointed from subsection 12(3) of the *Public Service Employment Act* insofar as that subsection prohibits discrimination in the selection by reason of sex, for the period from September 1, 2000 to December 31, 2001.

Exclusion Approval Order to Certain Persons and to a Certain Position in Statistics Canada (P.C. 2000-1517, 28 September, 2000)

This Exclusion Approval Order has been made to implement decisions rendered by a Human Rights Tribunal and the Federal Court Trial Division which ruled that this employee was qualified and discriminated against based on age. They ordered that he be appointed on an indeterminate basis to a level 1 position in the Economics, Sociology and Statistics Group (ES) in Statistics Canada.

The Order facilitated the appointment on an indeterminate basis of this employee by excluding his appointment from the operation of section 10 of the *Public Service Employment Act* related to merit, subsection 21(1.1) of the same Act related to appeals, subsections 29(3), 30(1) and (2), and 39(3) and (4) and from any regulations made under paragraph 35(2)(*a*) of the said Act respecting priority entitlements for appointment.

Personal exclusions

From April 1, 2000 to March 31, 2001, in addition to the general exclusions, six 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 No.	Duration	Name	Title
P.C. 2000-477 2000.03.30	during pleasure effective April 10, 2000	Robert Fonberg	Deputy Secretary to the Cabinet (Plans and Consultation), Privy Council Office
P.C. 2000-479 2000.03.30	during pleasure effective April 21, 2000	Judith LaRocque	Associate Deputy Minister of Canadian Heritage
P.C. 2000-838 2000.06.02	during pleasure effective June 19, 2000	Richard Fadden	Deputy Clerk of the Privy Council and Counsel
P.C. 2000-1059 2000.06.30	during pleasure effective July 10, 2000	Paul J. Thibault	Associate Deputy Minister of Industry
P.C. 2000-1824 2000.12.20	during pleasure effective January 6, 2001	André Juneau	Deputy Secretary to the Cabinet (Operations), Privy Council Office
P.C. 2001-333 2001.03.01	during pleasure effective February 12, 2001	Richard Fadden	Deputy Clerk of the Privy Council, Counsel and Security and Intelligence Coordinator

Requests for leave of absence pursuant to subsection 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 subsection 33(3) 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, 2000 to March 31, 2001, the Commission received four requests for leave from federal public servants who were seeking to be candidates in the 2000 federal election. All four requests for leave were granted by the Commission.

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Public Service Commission

All PSC offices provide services in both official languages.

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