Human

Resources

Management

Framework

A Reference Tool for Managers

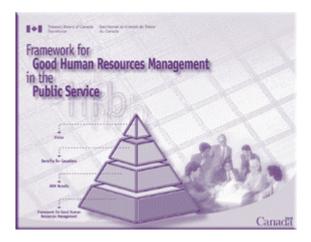*2001 edition*

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PREFACE

The *Human Resources Management Framework* was first introduced in February 1998 as a reference tool for managers to help them improve human resources management in their organizations.

The *Framework* is a compilation of human resources management practices that research has demonstrated have a positive impact on business performance generally, as well as those practices that are unique to the public service environment.

The *Framework* can be used as a basis for assessing departmental human resources management regimes and as a basis for well-informed strategic decision making.

This edition of the *Human Resources Management Framework* is closely linked to *Results for Canadians: A Management Framework for the Government of Canada*. It is also closely linked to the initiative to modernize human resources management in the Public Service. This initiative is intended to ensure that the Public Service of Canada is able to continue to serve Canadians and face the challenges of the twenty-first century with a diverse and talented Public Service.

Since we released our last edition in June 1999, a number of other initiatives were launched, including the Public Service Employee Survey 1999, the ongoing modernization of comptrollership and three reports from sub-committees of the Committee of Senior Officials. Changes to the *Framework* keep it a results-oriented tool that gives departments the flexibility they need for effective human resources management as they pursue their business objectives.

How is the 2001 edition of the Framework different?

The previous section on Success Criteria is renamed Desired Outcomes. The descriptions of the values in the former section, A Workforce Built on Values, have been incorporated in the four key results areas, namely, **Leadership, A Productive Workforce, An Enabling Work Environment and A Sustainable Workforce**.

Human resources programs and services must continue to meet the needs of the organizations they serve, both by advising managers in their application of human resources practices and policies, and by providing strategic advice to management. To this end, we have added a new section on Human Resources Management Capacity in this edition of the *Framework*. We have included performance indicators in this new section to help you measure and improve human resources management performance in the aforementioned four key results areas.

Another new feature in this year's edition is a one-page summary of Eight General Indicators for a Good Performance Measurement System, intended to help departments develop a system with which to measure performance.

Lastly, we have replaced the previous edition's section on Possible Sources of Information with a list of Measurement Tools and Sources of Information for Human Resources Management.

A copy of the 2001 edition of the *Framework* is also available on the World Wide Web at www.tbs-sct.gc.ca/HR_CONNEXIONS_RH and on Publiservice, the intranet for the federal Public Service, at http://www.publiservice.tbs-sct.gc.ca/HR_CONNEXIONS_RH.

HUMAN RESOURCES MANAGEMENT FRAMEWORK

Good human resources management is about managing people well to achieve organizational goals. We see over time that there are certain practices in human resources management that contribute to high performance in organizations. This is as true for the Public Service as it is elsewhere.

The *Human Resources Management Framework* draws the attention of managers to four key results areas. It reflects the legislative, financial and operational realities of the Public Service. Using desired outcomes and performance indicators given here, as well as a variety of measurement tools and sources of information, managers can identify, assess and measure progress in the human resources practices that are specific to their organizations. While doing so, they will also be working towards the realization of a vision of human resources management that is shared across the Public Service.

THE HUMAN RESOURCES MANAGEMENT VISION FOR THE PUBLIC SERVICE

Canadians are well-served by a Public Service that is results-driven, values-based, representative, learning and among the best in the world.

Results for Canadians: A Management Framework for the Government of Canada presents four sets of basic values as a guide for the management of federal departments and agencies: respect for democracy; professional values; ethical values and people values. Together, we who serve Canadians want to develop an exemplary workplace, one that is characterized by support for the employee, trust, openness, communication, respect for diversity and the encouragement of initiative. The *Human Resources Management Framework* is a guide for realizing these values.

FOUR KEY RESULTS AREAS

*Good human resources management begins
by asking the following questions which correspond
to four key results areas.*

Are people well led?   –   Leadership

Is the organization becoming more productive?   –   A Productive Workforce

Does the work environment bring out the best in people?   –   An Enabling Work Environment

Do peoples' competencies match the anticipated needs of the organization?   –   A Sustainable Workforce

Leadership	**A Productive Workforce**
• Mission and Vision	• Service Delivery
• Managing for Results	• Clarity of Responsibilities
• Values and Ethics	• Organization of Work
• Effective Relationships	• Employment Strategies
An Enabling Work Environment	**A Sustainable Workforce**
• Supportive Culture	• Human Resources Planning and Analysis
• Respect for the Individual	• Learning and Development
• Communication	• Workload Management
• Well-being and Safety	• Compensation

LEADERSHIP

Leadership is the ability to establish necessary relationships, mobilize the energies and talents of staff, and manage for results, while respecting public service values and ethics.

Desired Outcomes	Performance Indicators
• **Mission and Vision** The energies and talents of staff are mobilized to realize the vision and accomplish the mission.	• Everyone understands the mission and vision statements and makes them his or her own. • Employees know where the organization is heading over the next few years; they understand its purpose, how they and their work fit in, and what is expected of them. • The mission and vision statements are used as a compass for decision making. • Mission and vision statements are used to guide behaviour and performance.
• **Managing for Results** Human resources are in position to achieve operational objectives.	• The organization aligns its resources to meet business objectives. • Proper decision-making authorities are established. • There are clear lines of accountability and no overlap of mandates. • Those involved at every level understand who is accountable and for what. • Targets are established for quality and productivity. • Appropriate tracking, reporting and measurement systems are in place. • The organization contributes to the achievement of the government's overall human resources management objectives and learns from the best practices of others while sharing its own.

- **Values and Ethics**

  Decisions and actions reflect respect for democracy, as well as professional, ethical and people values.

  - The executive team personifies public service values and has integrated them into its management practices and those decisions that affect people.

  - The organization is inclusive and values diversity.

  - The organization is free from political and bureaucratic patronage.

  - Values are inherent in the human resources management systems and processes.

- **Effective Relationships**

  Management works collaboratively with staff, employee representatives and other stakeholders to ensure that the organization delivers appropriate services to the Canadian public.

  - Consultation and communication mechanisms are in place.

  - Management takes a co-operative approach to resolving union and/or employee concerns and issues.

  - Management works alongside union representatives to address future human resources management planning and staffing issues.

  - Stakeholders and members of the management team trust one another.

  - The organization consults and co-operates with other departments and agencies and there are joint projects aimed at increasing productivity and improving services.

  - Teams make use of people with diverse experience and knowledge.

  - Measures are taken to foster teamwork and co-operation.

A PRODUCTIVE WORKFORCE

A productive workforce is one that delivers goods and services in an efficient manner and continuously strives to improve.

Desired Outcomes	Performance Indicators
• **Service Delivery** Programs are designed and delivered to meet the needs of citizens.	• Employees participate in the development of service standards. • Targets for service and productivity are set and performance is measured against these targets. • Initiatives are undertaken to improve the quality of service to clients and productivity. • Employees provide creative solutions to problems and innovative approaches to client service. • Employees receive ongoing feedback on their performance and use it to improve their productivity. • Full, quality services are provided in a timely manner and in both official languages.
• **Clarity of Responsibilities** Roles, responsibilities and performance expectations are clearly defined, understood and accepted.	• Work is evaluated on the basis of accurate job descriptions. • Levels of service and standards of productivity are known and accepted. • Goals and objectives are met. • Staff performance is recognized and rewarded.

- **Organization of Work**

  Work is organized and assigned to facilitate timely decision making and improvements in productivity.

- The organization has no duplication of services or conflict between the types of services provided throughout the organization.

- Teams increase efficiency and effectiveness.

- Individuals or working groups in different parts of the organization co-operate to facilitate the progress of projects.

- Procedures are applied flexibly to meet objectives in the best ways.

- **Employment Strategies**

  Strategies to attract skilled persons ensure good value for the money and are simple, timely and efficient.

- Employees have the competencies to meet the needs of the organization.

- Managers are supported in meeting and responding to their human resources needs.

- Staffing practices conform to the requirements of the Staffing Delegation and Accountability Agreement signed by the department and the Public Service Commission.

- The organization's approach to employing and retaining people and its human resources management processes are fair, equitable and transparent.

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

  – Equity: There is equal access to employment opportunities; staffing practices are barrier-free and inclusive.

  – Transparency: There is open communication with employees and applicants about human resources management practices and decisions.

AN ENABLING WORK ENVIRONMENT

An enabling work environment provides the necessary support, tools, systems and equipment to enable employees to provide client-focused delivery while reaching their full potential.

Desired Outcomes	Performance Indicators
• **Supportive Culture** The organization enables employees to attain their full potential and encourages a balance between work and personal life	• Employees have opportunities to practice intelligent risk-taking and exercise initiative. • Employees make use of a range of policies, programs and benefits to balance work and personal responsibilities. • Employees participate in the decision making that influences the quality of their work life.
• **Respect for the Individual** Individual rights are respected and the diverse nature of the workforce acknowledged.	• Human resources management practices promote fair, equitable and impartial treatment of employees. • Employees in regions designated as bilingual for the purpose of language of work can use their preferred official language in carrying out their work activities. • Redress mechanisms are available to employees and are used in accordance with policy. • The behaviour of managers and employees reflects sensitivity to diversity and inclusiveness in the workplace. • Managers ensure appropriate accommodation of persons with disabilities. • The organization has developed and implemented strategies to address the under-representation of groups designated pursuant to the Employment Equity Act. • Managers address conflicts quickly and the workplace is free from harassment and discrimination.

• **Communication** Information is obtained and disseminated so that everyone understands organizational goals, priorities and activities, and the sharing of ideas is encouraged.	• Employees understand what is expected of them and of their work teams. • Ideas flow freely, horizontally and vertically, within the organization.
• **Well-being and Safety** The work environment is safe and healthy.	• Physical work conditions (e.g., lighting, air temperature, space and equipment) are conducive to productivity and employees' well-being. • There are policies and programs in place to promote both good physical and mental health as well as safety in the workplace. • Employees make use of return-to-work programs.

A SUSTAINABLE WORKFORCE

A sustainable workforce is one in which the energies, skills and knowledge of people are managed wisely, and plans are in place to provide for the organization's viability.

Desired Outcomes	Performance Indicators
• **Human Resources Planning and Analysis** The organization's human resources needs are a key consideration in strategic and operational planning.	• Competencies required for high performance are identified. • Appropriate recruitment and retention strategies are linked to business requirements and based on proper demographic analysis.
• **Learning and Development** Managers and employees have the competencies to keep the organization viable.	• Opportunities for learning and development, as well as for other employment or advancement, are provided to employees. • Training in regions designated as bilingual for the purpose of language of work is available in the official language of the employee's choice. • Executives and managers are continually learning to improve their management skills. • Management development programs are available and accessible (e.g., the Management Trainee Program, the Career Assignment Program, and the Accelerated Executive Development Program). • Managers and employees possess key generic skills that can be used across the organization now and in the future.

- The organization has mechanisms to

    - train staff to meet identified needs;

    - ensure that learning is linked to organizational needs or operational results;

    - recognize initiatives and innovation resulting from learning; and

    - support career development.

- **Workload Management**

  Resources are sufficient to achieve the expected results.

- Requirements, workload and scheduling are realistic and take into consideration the capacity of people.

- Organizations have processes in place to establish priorities, assess new workload demands against existing priorities and reallocate resources if necessary.

- Individuals and teams set priorities to manage workload.

- Sound risk-management practices are applied.

- **Compensation**

  The organization has a well-developed and properly administered compensation package.

- Employees understand the compensation and benefits available to them.

- Performance pay is administered rigorously to support productivity.

- The service standards for compensation and benefits administration are met.

HUMAN RESOURCES MANAGEMENT CAPACITY

Managers have access to the tools, advice and support provided to them by their human resources professionals and use them in the management of their human resources.

Desired Outcomes	Performance Indicators
• **Support from Human Resources Specialists** Human resources expertise is available to managers.	• Human resources professionals understand the strategic business goals and objectives of the organization and direct their human resources advice and strategies towards those goals. • Human resources professionals know the external environment and can give advice on benchmarking and best practices for the organization.
• **Appropriate Policies and Programs** Internal practices meet the organization's needs.	• Benchmarking and information on best practices are used to develop and adapt programs. • Policies and practices enable managers to address different needs. • Human resources professionals set internal priorities based on the needs of the organization. • Quality improvement techniques are applied to human resources processes.
• **Tools and Techniques** Appropriate human resources tools and techniques are used by managers and staff.	• Human resources information management systems provide managers with pertinent data in a timely fashion. • Materials and advice can be easily obtained on human resources-related programs. • Managers are educated in the use of human resources management systems and their various tools, policies and techniques. • Managers inform employees on the use of human resources information management systems.

EIGHT GENERAL INDICATORS OF A GOOD PERFORMANCE MEASUREMENT SYSTEM

Organizations need to implement an information regime that measures, evaluates and reports on key areas of their programs and performance; holds managers accountable for achieving results; ensures unbiased analysis and shows both good and bad performance.

Performance measurement is a way to assess progress towards predetermined goals, and produces information on the efficiency with which resources are transformed into goods and services (outputs); the quality of those outputs and outcomes; and the effectiveness of government operations in terms of their specific contributions to program objectives.

Leading organizations, whether public or private, use performance measurement to gain insight into the effectiveness and efficiency of their programs, processes and people, and to make judgements about them. These organizations decide on what indicators they will use to measure their progress towards strategic goals and objectives, they gather and analyse performance data, and then they use these data to improve their organizations, successfully translating strategy into action.

Here are eight general indicators of a good performance measurement system.

Framework: The performance measurement system has a sound conceptual framework.

Leadership: Leadership plays a critical role in designing and deploying the system.

Communication: Internal and external communications are effective.

Accountability: Accountability for results is clearly assigned and well understood.

Provision of Intelligence: Performance measurement systems provide intelligence for decision-makers, not just compilations of data.

Performance Agreements: Compensation, recognition and rewards are linked with performance management.

Learning System: The performance management system helps the organization identify what works and what does not.

Sharing Results: Results and reports on progress toward program commitments are openly shared.

These indicators should help leaders and managers identify and apply the performance measurement practices that are the best for their spheres of responsibility. *The Human Resources Management Framework* can serve as the conceptual framework for departments establishing a solid human resources performance measurement system.

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*MEASUREMENT TOOLS AND SOURCES OF INFORMATION
FOR HUMAN RESOURCES MANAGEMENT*

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Reports, Audits, Surveys and Data Collections

- on the use of the official languages

- on employment equity

- on program evaluation

- on expenditure analysis

- on overtime

- on the use of management development programs

- on training

- on departmental health and safety

- workplace inspection reports, hazardous occurrence investigation reports

- departmental reports on plans and priorities

- *A Strong Foundation: Report of the Task Force on Public Service Values and Ethics,* by John Tait

- audits by the Office of the Auditor General or internal audits

- surveys (of clients, employees, managers)

- self-identification data

- number of complaints to the Office of the Commissioner of Official Languages

- number of classification/staff relations grievances

Data from Information Systems

- on the frequency and severity of work-related illnesses or injuries; from reports of leave; on costing, and from case and claims management

- from human resources information management systems (e.g., demographic data, turnover rate)

- from the Grievance Tracking Systems

- from the Position Classification Information System

Interviews

- with departmental occupational safety and health professionals, joint safety and health committees, and people responsible for return-to-work policies

- with key players (e.g. Treasury Board of Canada Secretariat, Office of the Auditor General, other government departments, unions, other organizations, specific communities)

- with employees when they leave (exit interviews)

- with focus groups

Reviews, Studies and Other Information

- reviews of upheld appeals and founded investigations

- reviews of environmental scanning reports; complaints to the Public Service Commission or departments; complaints to parliamentarians or by them; public allegations

- reviews of health and safety

- reviews of numbers and types of client complaints

- reviews of departmental staffing practices

- reviews of the state of union and management consultation

- attestation statements by deputy ministers

- attrition studies

- consultations with employee representatives

- departmental organization charts

- findings of departmental studies of demographics, compared to relevant labour market availability

- reports from the Employment Equity Positive Measures Program

- first-aid treatment registry

• increases in the percentage of injuries or of ill employees who have returned to work

• minutes of consultative committees

• number of senior managers that meet the second language requirements of their positions

• performance evaluations

• level of participation in public service-wide initiatives

• upward feedback

• information from the Employment Equity Career Development Office