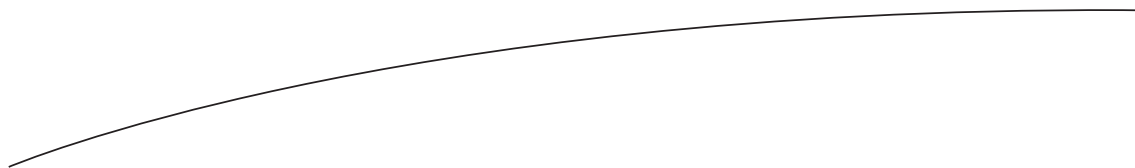




Public Service Commission
of Canada

Commission de la fonction publique
du Canada



Survey of Staffing – Managers

January 2009

Summary of findings

A report by the Public Service Commission of Canada

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Public Service Commission of Canada
300 Laurier Avenue West
Ottawa, Ontario K1A 0M7
Canada

Information: 613-992-9562
Facsimile: 613-992-9352

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Highlights

This survey report provides a summary of findings from the Survey of Staffing – Managers, January 2009. The analysis in this report makes the distinction between managers who conducted internal processes versus managers who conducted external ones.

- Out of the 3 407 valid questionnaires for in-scope staffing processes, an estimated 83% of managers reported on advertised staffing processes, while the remaining 17% reported on non-advertised ones. The proportion of advertised to non-advertised processes was the same for both internal and external processes. An advertised appointment process is one where persons in the area of selection are informed of and can apply to an appointment opportunity (such as through www.jobs.gc.ca).
- When asked what factors had prompted the staffing process and their staffing needs, “normal staff turnover” was cited by over half the managers “to a great extent”. This was true for managers of both internal and external processes.
- When asked why deployments were not used to staff the positions, about half the managers of external processes indicated that the position could not have been staffed via deployment because no qualified candidates were available. A larger share of managers of external processes did not use deployments because they had too many positions to be staffed, compared to managers of internal processes.
- The majority of managers (60%) reporting on external processes were concerned about volume management, compared to over a third (38%) of managers for internal processes. This relates to findings that managers of external processes were more frequent users of volume management strategies and reported a larger number of applicants to consider at the start of the processes.
- In terms of the selection decision, managers of advertised processes identified candidates’ abilities as the most important factor in the selection decision, followed by the candidates’ personal suitability and knowledge.
- Managers of external processes were more moderate in their satisfaction with both the quality of the hire and the staffing services they received during the course of the staffing action, compared to managers of internal processes who reported greater satisfaction for both.
- A greater share of managers of internal processes reported a shorter duration for their advertised processes than managers of external processes and, similarly, a greater share of managers of internal processes reported having enough flexibility to carry out the staffing process, as compared to managers of external processes.

Introduction

About the Public Service Commission

The Public Service Commission (PSC), an independent agency reporting to Parliament, is mandated to safeguard the integrity of public service staffing and the political impartiality of public servants. The PSC develops policies and guidelines to ensure that appointments are made according to the principles of merit and non-partisanship and that they respect the staffing values. In addition, the PSC recruits qualified Canadians to the public service. To ensure the effectiveness of the staffing system, the PSC conducts evaluations, audits, studies and investigations that can lead to recommendations for improvement or corrective action, when necessary.

Survey of Staffing

The PSC's Survey of Staffing collects data and information in support of the PSC oversight role in staffing activity in the federal public service. The data collection supports reporting to Parliament through the PSC Annual Report, managing staffing authorities delegated to departments through the Staffing Management Accountability Framework and, more generally, departments and other stakeholders by providing information on the operation of the staffing system and manager and candidate perceptions as they pertain to the staffing values.

Information from the survey provides feedback on how the public service staffing system is working overall. It also helps ensure that the staffing system is based on merit and non-partisanship and reflects the values of fairness, access, transparency, and representativeness, as outlined in the *Public Service Employment Act*.

There are two separate components to the Survey of Staffing – candidates and managers. The candidates' component of the survey asks candidates questions about their experiences with the staffing process. Findings from the candidate survey are available in the *Survey of Staffing – Candidates – January 2009 – Summary of Findings*.¹ This report presents the complementary findings from the managers' component of the survey.

¹ Public Service Commission of Canada (2011) *Survey of Staffing – Candidates – January 2009 – Summary of Findings*. <http://extranet.psc-cfp.gc.ca/sos-ssd/reports-rapports/2009/index-eng.htm>

Methodology

The Survey of Staffing – Managers is a census of managers conducted annually by the Public Service Commission (PSC). The on-line survey is sent by e-mail to all managers in federal organizations that fall under the *Public Service Employment Act* (PSEA). Participation in the survey is voluntary.

Participants were asked to provide information about the most recent staffing activity that concluded² for them during the survey reference period, October 1, 2007 to September 30, 2008, regardless of when the process began.

Federal organizations subject to the PSEA are contacted via their heads of human resources and asked to provide the PSC with a list of managers³ and their contact information. Each manager on the list is sent an e-mail invitation to participate in the survey. Managers are asked questions about the last staffing process they were involved in during the reference period, reason for the process, the types of assessment they used, whether they advertised the position(s) or not, what they considered as important attributes in the final selection decision and the outcome of the process. The survey findings are organized into staffing needs, managing staffing processes, assessment and selection and the manager's flexibility and satisfaction with staffing.

The estimates used in this report are based on weighted data. Weighting is a statistical procedure that assigns a weight (e.g., an inflator or deflator) to each sample unit selected in order to obtain estimates that are representative of the population of interest.⁴ In this analysis, the target population was public service managers with or without delegated staffing authority.

About this cycle

The survey reference period for this cycle was from October 1, 2007 to September 30, 2008. Of the 29 348 managers who were invited to participate in the Web survey, 5 500 reported that they managed or oversaw a staffing process during the reference period. Further filtering for in-scope staffing activities and valid questionnaires yielded a sample size of 3 407 valid questionnaires from managers including: 2 818 managers (un-weighted) responsible for advertised staffing processes and 589 managers (un-weighted) responsible for non-advertised staffing processes.

² For this survey, concluded can mean: all or some of the intended appointments were made; a pool of candidates was created, to be drawn from at a later date; one or more offers of appointment were made but declined; no suitable candidates were found or the process was abandoned.

³ Managers included those whose staffing action concluded during the reference period, managers with or without delegated staffing authority, managers who chaired the Assessment Board (in the case of advertised processes), managers who provided the written rationale for non-advertised processes and managers who appointed candidates from existing pools.

⁴ As this was a census, weighting is used to deal with non-response bias.

In-scope staffing activities included:

- Processes open to the general public (external) and those restricted to public service employees (internal);
- Processes intended to staff one or more term and/or indeterminate positions;
- Collective staffing processes (an approach that allows for one appointment process to fill several similar positions within or between departments and agencies);
- Non-advertised appointments, based on individual merit and individual reclassifications; and
- Appointments following the completion of developmental programs, or made as a result of student bridging.

Excluded from the survey were: casual, acting appointments, deployments, reclassification of multiple employees at once and incumbent-based promotions such as scientist promotions.

Characteristics of reported staffing processes

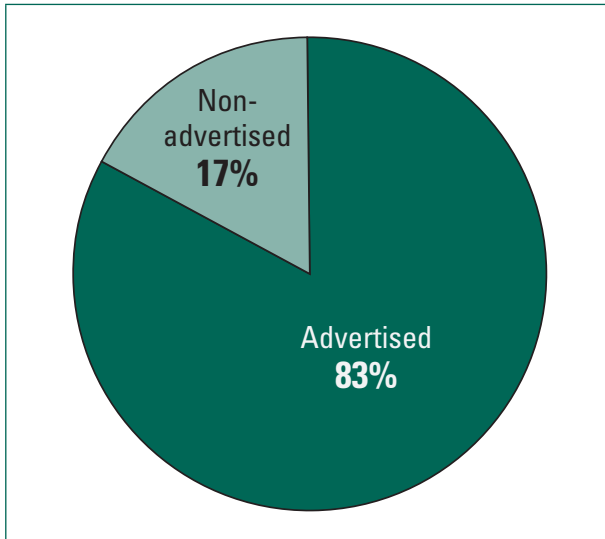
Eighty-three percent of managers reported that the last processes they were involved with during the reference period were advertised ones, compared with 17% of managers who reported on non-advertised processes (Figure 1). An advertised appointment process is one where persons in the area of selection are informed of and can apply for an appointment opportunity.

A higher percentage of managers running advertised processes in the survey reported on staffing processes that were internal (59%) rather than external (41%) to the public service (Figure 2). Internal staffing processes, such as those advertised on the Publiservice Web site, are only open to persons already employed in the public service. External processes are open to the general public and are advertised on www.jobs.gc.ca.

Managers run both internal and external staffing processes. In this report, when we refer to managers of internal processes, we mean managers who reported on an internal process for the purposes of the survey. The same is true for managers of external processes.

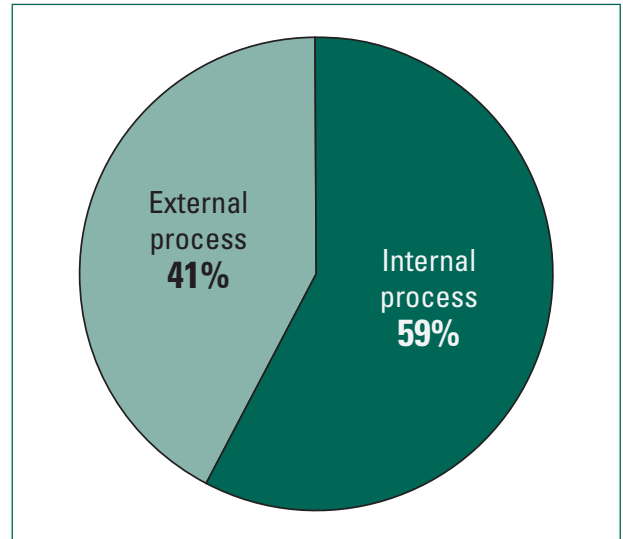
Of the internal processes, 82% were advertised (Figure 3), while the rest were non-advertised. These proportions were identical for the external processes (Figure 4). The analysis provided in the remainder of this document will focus on advertised processes, unless otherwise stated.

Figure 1: Type of process



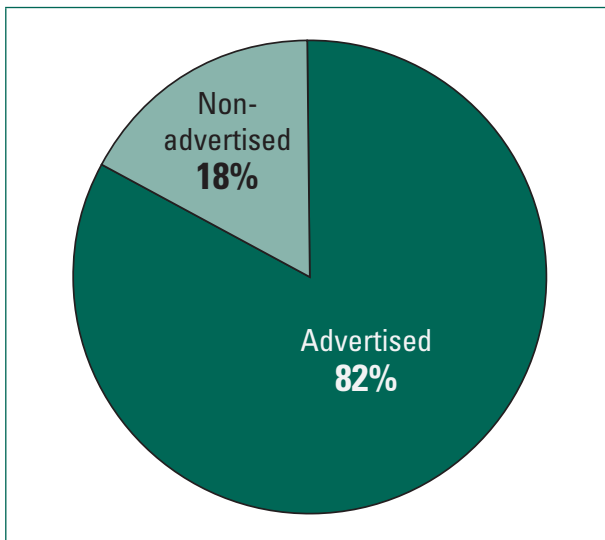
Source: Public Service Commission, Survey of Staffing

Figure 2: Advertised processes



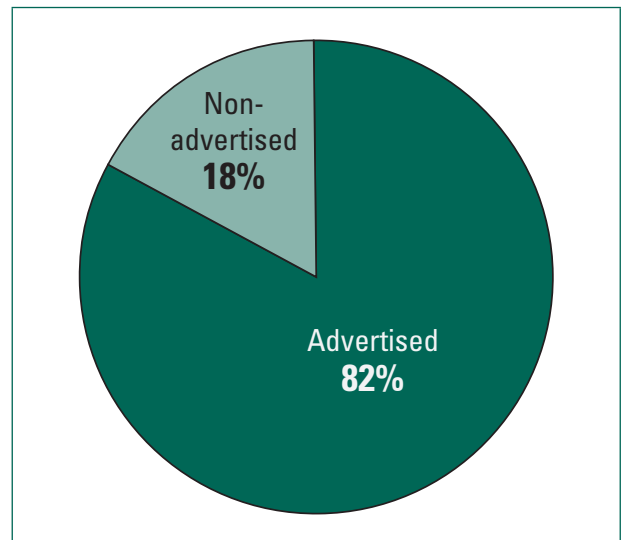
Source: Public Service Commission, Survey of Staffing

Figure 3: Internal processes



Source: Public Service Commission, Survey of Staffing

Figure 4: External processes



Source: Public Service Commission, Survey of Staffing

Survey findings

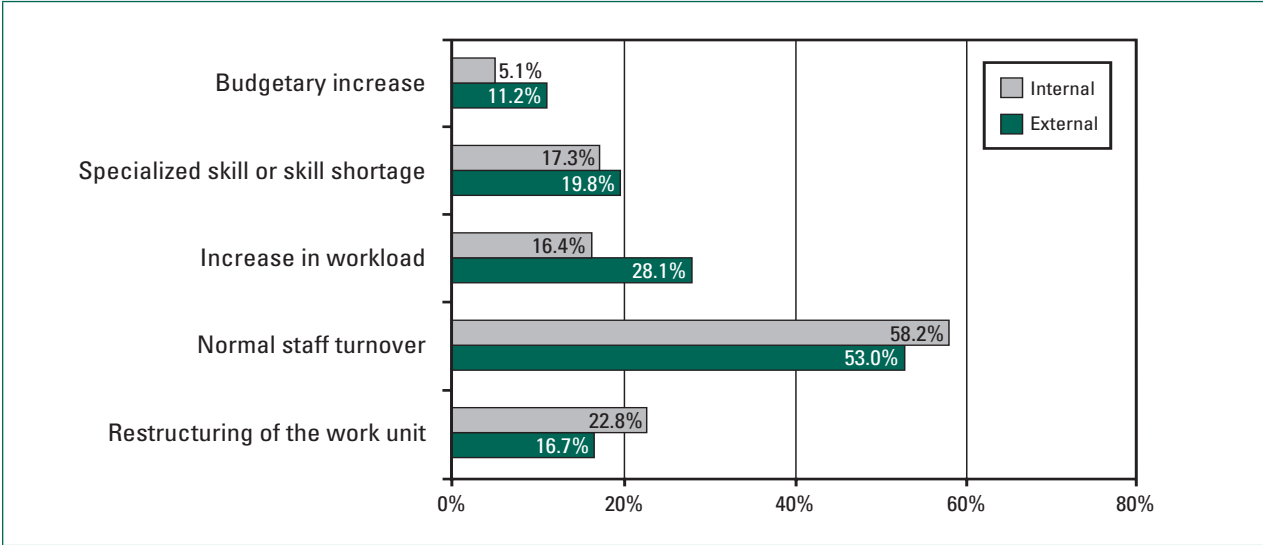
Staffing needs

Over half of the managers (53%) reporting on advertised processes indicated that normal staff turnover was “to a great extent” the reason for the staffing action. This was true for both internal and external processes (Figure 5). Managers were presented with a list of factors and asked to rate the extent to which these factors prompted the staffing process, from “not at all” to “to a great extent”.

Twenty-eight percent of managers reporting on external processes indicated that an existing or anticipated increase in the unit’s workload prompted the staffing process “to a great extent”, as compared to 16% of managers who reported on internal processes.

On the other hand, 23% of managers of internal processes rated organizational restructuring or reorganization of the work unit⁵ in the department or agency as prompting the staffing process “to a great extent”, as compared to 17% of managers of external processes.

Figure 5: Reasons for staffing – Advertised processes

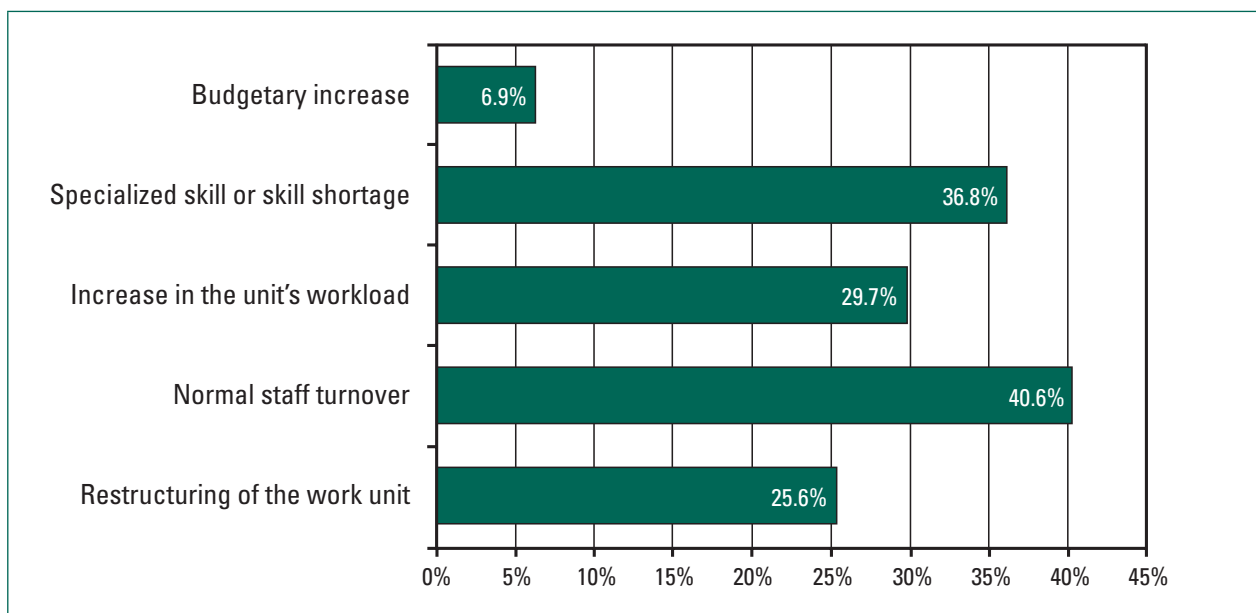


Source: Public Service Commission, Survey of Staffing.

Forty-one percent of managers of non-advertised processes cited normal staff turnover as prompting the staffing process “to a great extent”. In addition, more managers (37%) of non-advertised than advertised processes reported that a specialized skill shortage (such as the need for medical doctors) prompted the staffing process “to a great extent”. The same was true for an existing or anticipated increase in the unit’s workload (30%) (Figure 6).

⁵ Work unit, in the context of the Survey of Staffing, refers to a group of people who work together on a regular basis and are considered to be colleagues. This will usually be a group of individuals working for the same immediate supervisor.

Figure 6: Reasons for staffing – Non-advertised processes



Source: Public Service Commission, Survey of Staffing.

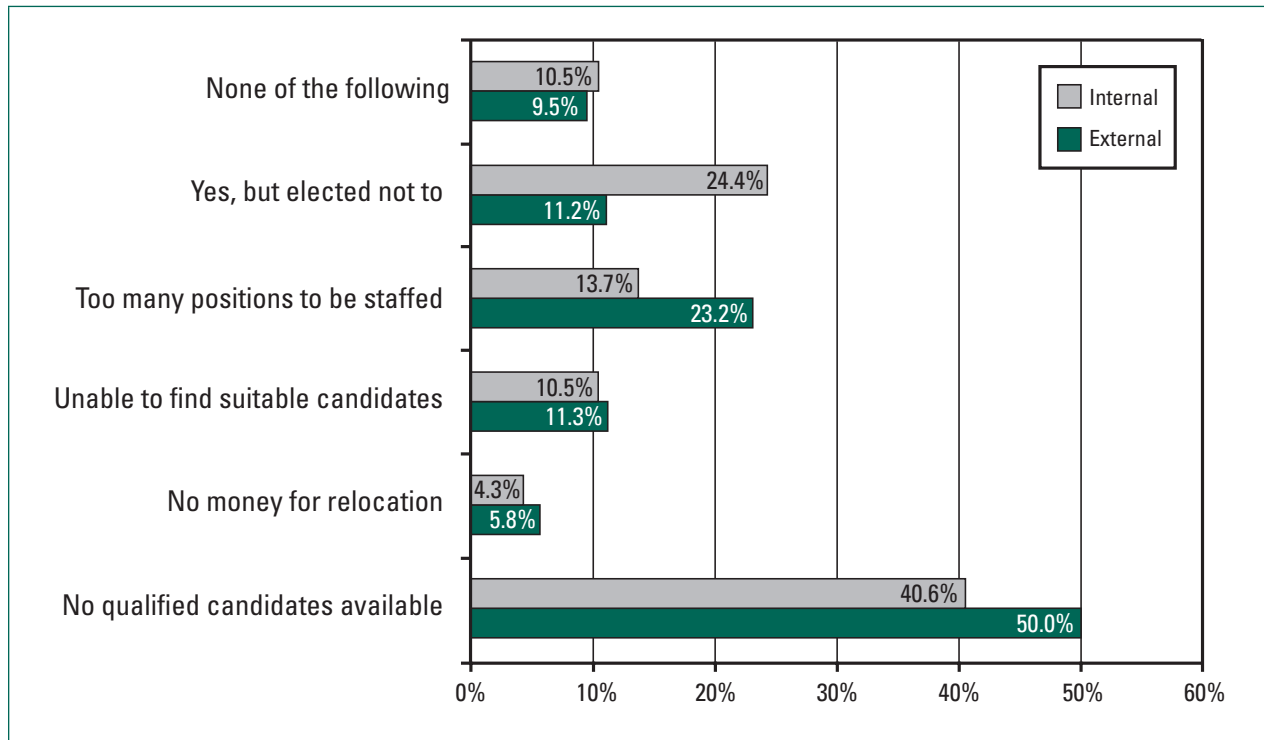
Managers were asked if the position could have been staffed via a deployment and were presented with a number of yes or no options, followed by a reason (Figure 7). A deployment is the movement of a person from one position to another where no promotion is involved, usually at the same occupational group and level.

Half of managers who reported on external processes (50%) indicated no, the position could not have been staffed via deployment because no qualified candidates were available. This compares to 41% of managers of internal processes who reported this.

Over one-fifth of managers of external processes (23%) reported that too many positions needed to be staffed as the reason why they didn't use deployments to fill the positions. In contrast, a smaller share of managers (14%) of internal processes reported this.

A larger share of managers of internal processes reported that they could have filled the position through a deployment but elected not to (24%), as compared to managers of external processes (11%).

Figure 7: Reason why deployments were not used



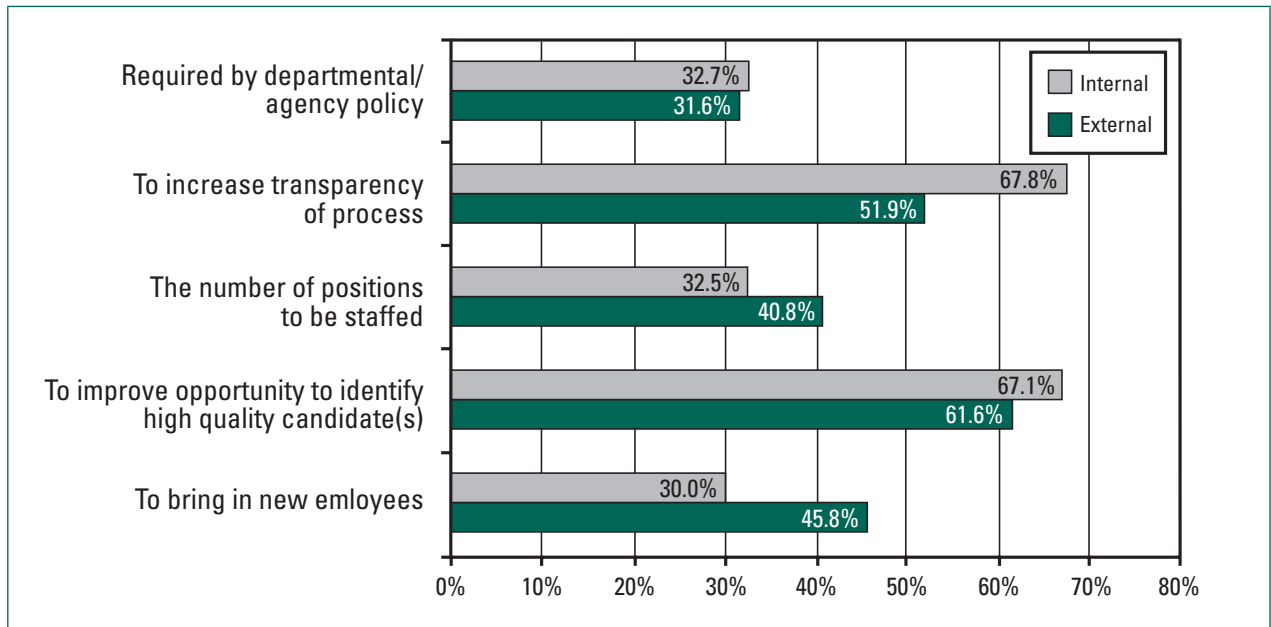
Source: Public Service Commission, Survey of Staffing.

Managers chose to advertise the process in order to identify high quality candidates and increase transparency. Managers reporting on internal processes (67%) and managers reporting on external processes (62%) frequently cited that improving the opportunity to identify high quality candidates was “very important” in the decision to advertise the process (Figure 8).

Over two-thirds (68%) of managers of internal processes reported that increasing the transparency of the process was very important, compared to just over half (52%) of managers of external processes.

Managers of external processes often reported that bringing new employees into the organization (46%) and the number of positions to be staffed (41%) were “very important” factors for choosing to use an advertised process, compared to managers of internal processes (30% and 33%, respectively).

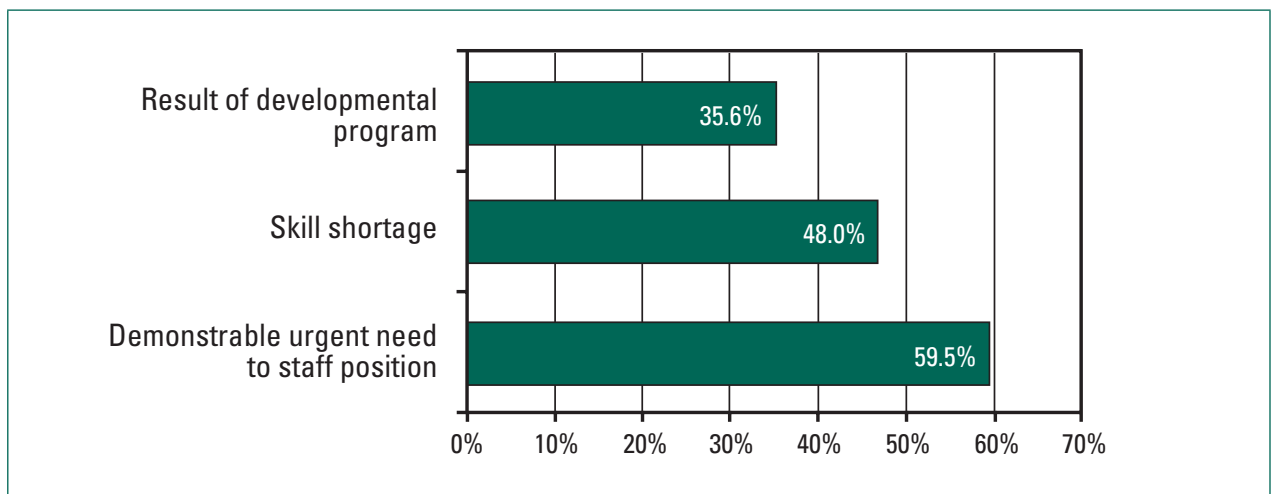
Figure 8: Why managers chose advertised processes



Source: Public Service Commission, Survey of Staffing.

Managers of non-advertised processes were asked to rate the importance of each factor in choosing a non-advertised process, from “not at all” to “very important”. Most managers expressed an urgent need to staff the position as being “very important” in choosing a non-advertised process (60%) (Figure 9). This was followed by “skill shortage” (48%) and the “result of a developmental program or other investment in staff” (36%).

Figure 9: Why managers chose non-advertised processes



Source: Public Service Commission, Survey of Staffing.

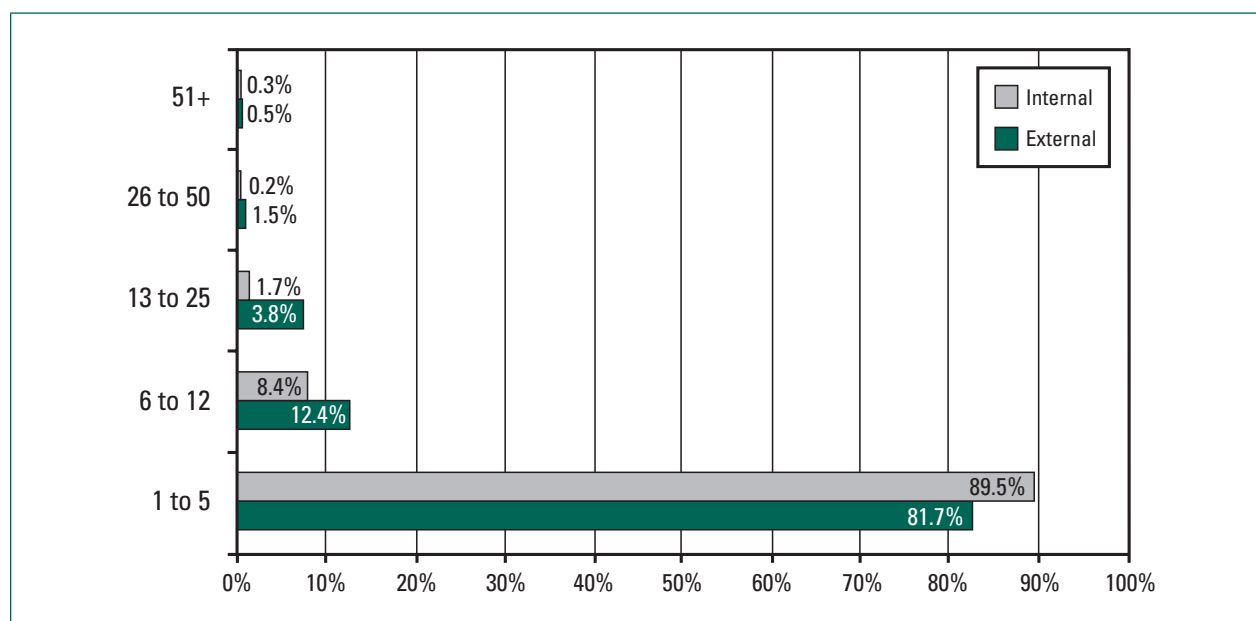
Managing staffing processes

Managers use external processes to address different staffing needs. From the previous sections, we know that managers who reported on external processes said that they were prompted to staff due to an existing or anticipated increase in their workload, that there were too many positions to use a deployment to staff the positions or that they used an advertised process because they wanted to bring new employees into the work unit.

The difference in the type of process is often related to the types of positions to be filled and the number of positions that need to be staffed. The choice of process often results in differences in the volume of applicants, the strategies used to manage the volume of applications and the use of collective staffing processes. The findings in this report are consistent with the 2009 Public Service Commission (PSC) study on *Time to staff in the federal public service*. The earlier report indicated an increased use of collective and external processes over the past few years and provided details on the time it takes for external processes (those open to the general public) versus those restricted to federal public service employees and collective processes used to staff a number of positions versus distinct processes used to staff a single position.⁶

Managers of external processes had more positions to fill. While most managers had fewer than five positions to be filled from the process (Figure 10), nearly one in five (18%) managers of external processes reported they intended to fill six or more positions. This compares to 11% for those running internal processes.

Figure 10: Number of positions to be filled from the process

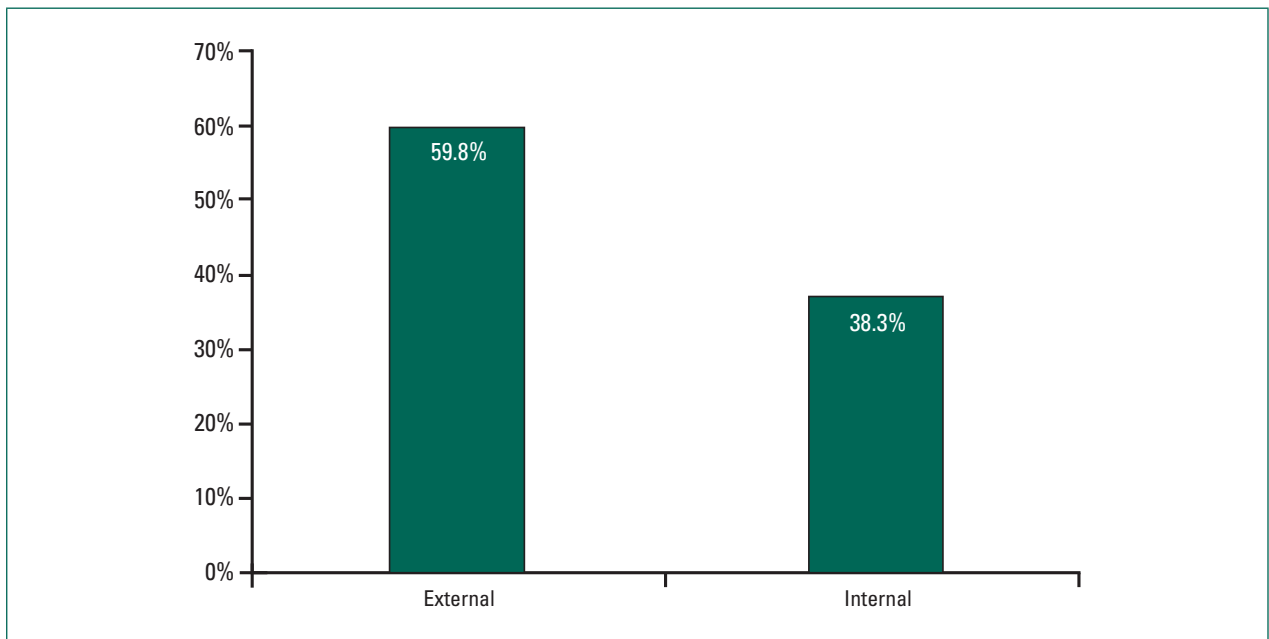


Source: Public Service Commission, Survey of Staffing.

⁶ Public Service Commission of Canada (2009) *Time to staff in the federal public service—an update*. <http://www.psc-cfp.gc.ca/adt-vrf/rprt/2009/time-duree/index-eng.htm>

The majority of managers (60%) running external processes reported that managing the volume of applications was a concern for them, as compared with 38% of managers who reported on internal processes (Figure 11).

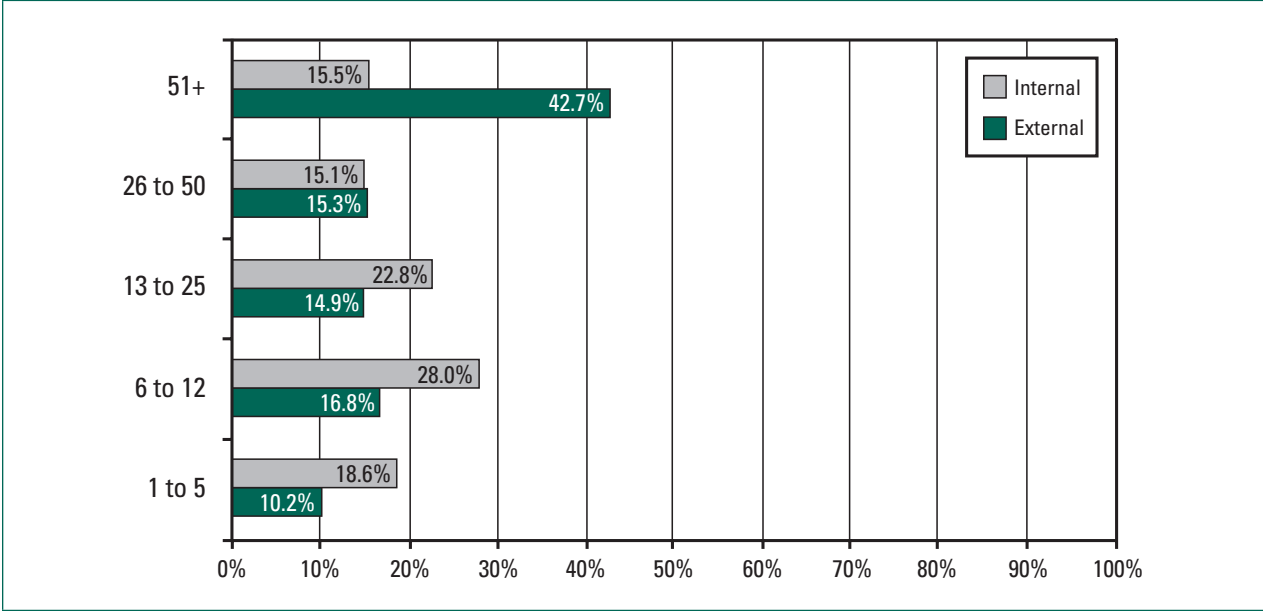
Figure 11: Managers who expressed concerns with volume management



Source: Public Service Commission, Survey of Staffing.

At the outset of the process, 43% of managers of external processes reported that they had 51 or more candidates for consideration (Figure 12). This could also include candidates from lists provided to the manager by the PSC or by human resources staff in their own organization. In contrast, a much smaller share (16%) of managers of internal processes had 51 candidates or more for their initial consideration.

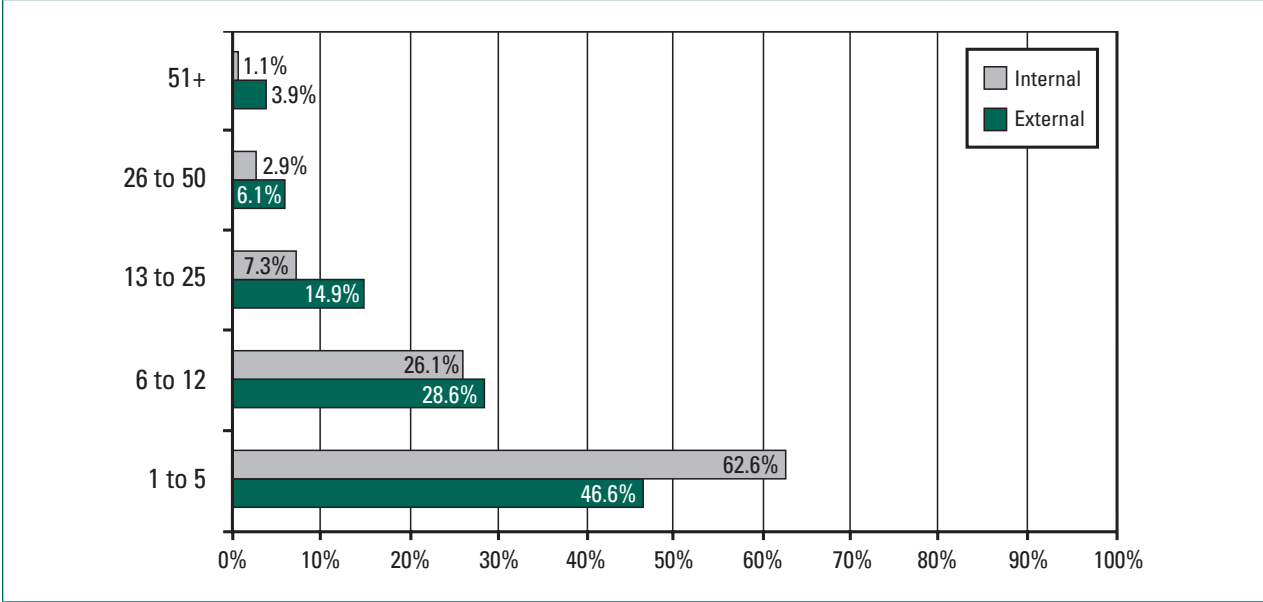
Figure 12: Number of candidates at the start of the process



Source: Public Service Commission, Survey of Staffing.

By the end of the process, managers of external processes had a greater number of qualified candidates to select from than managers of internal processes. For external processes, an estimated 53% of managers had six candidates or more who met the essential qualifications, as compared to 37% of managers of internal processes (Figure 13). This is consistent with the previous responses indicating that managers of external processes had more candidates to consider at the start of the process.

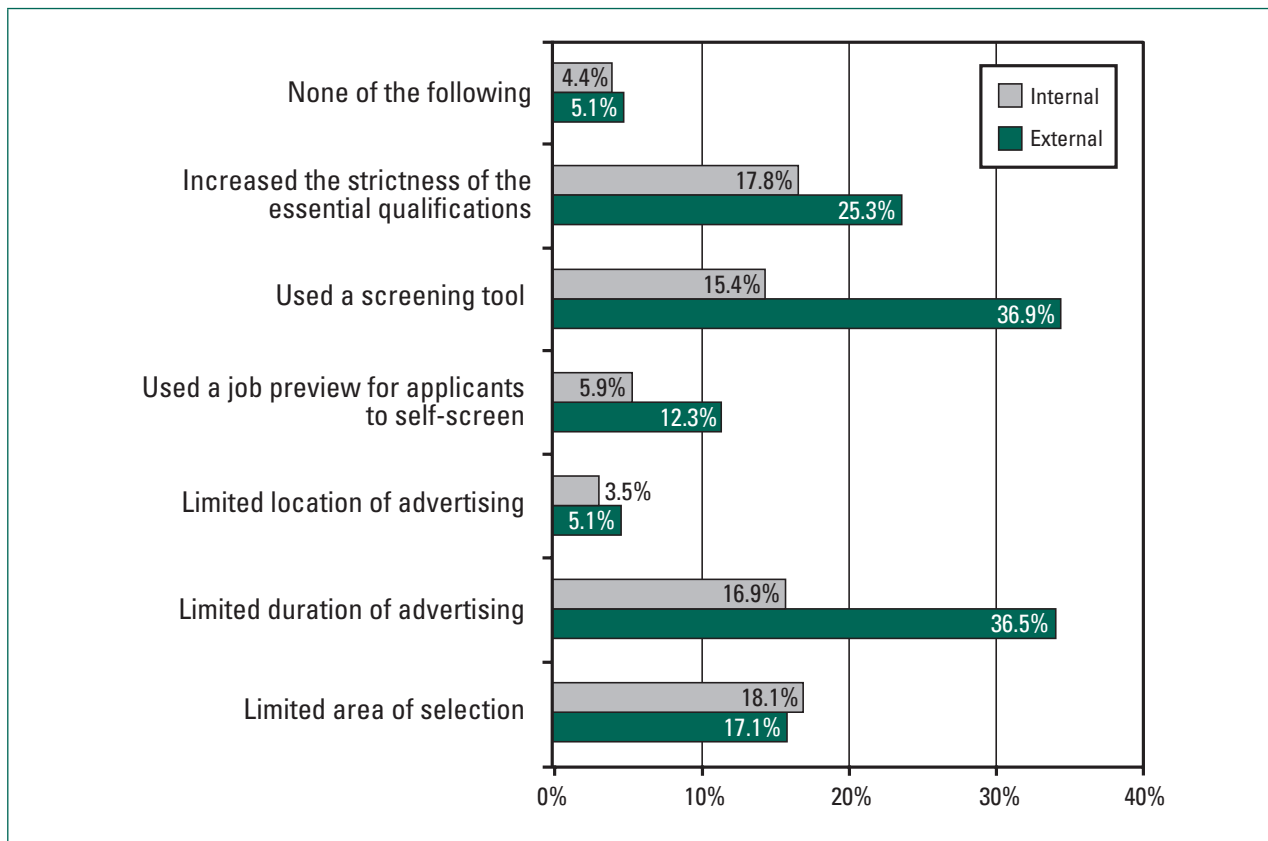
Figure 13: Number of qualified candidates at the end of the process



Source: Public Service Commission, Survey of Staffing.

Overall, managers of external processes were more frequent users of volume management strategies than their counterparts (Figure 14). Managers were asked to indicate the volume management strategies they had used. Managers of external processes particularly favoured the use of screening tools to reduce the number of applicants who would be screened into the process (37%) and limiting the duration of the advertising (37%), followed by increasing the strictness of the essential qualifications (25%).

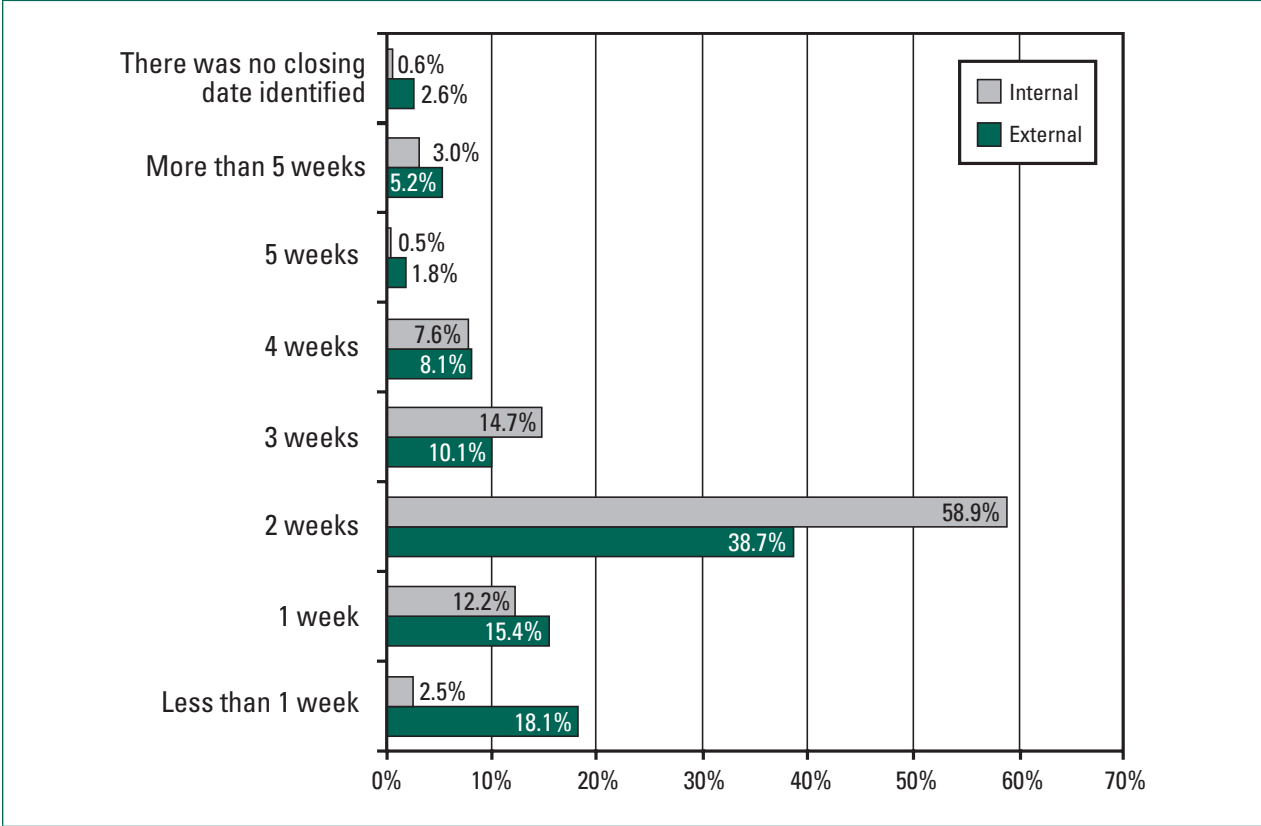
Figure 14: Volume management strategies used



Source: Public Service Commission, Survey of Staffing.

Approximately 18% of managers of external processes had advertised the position for less than one week, compared to less than 3% of managers of internal processes (Figure 15). Fifty-nine percent of managers of internal processes advertised the position for two weeks, compared to 39% of managers of external processes. In general, managers of internal processes advertised the position for a longer duration, compared to those running external processes.

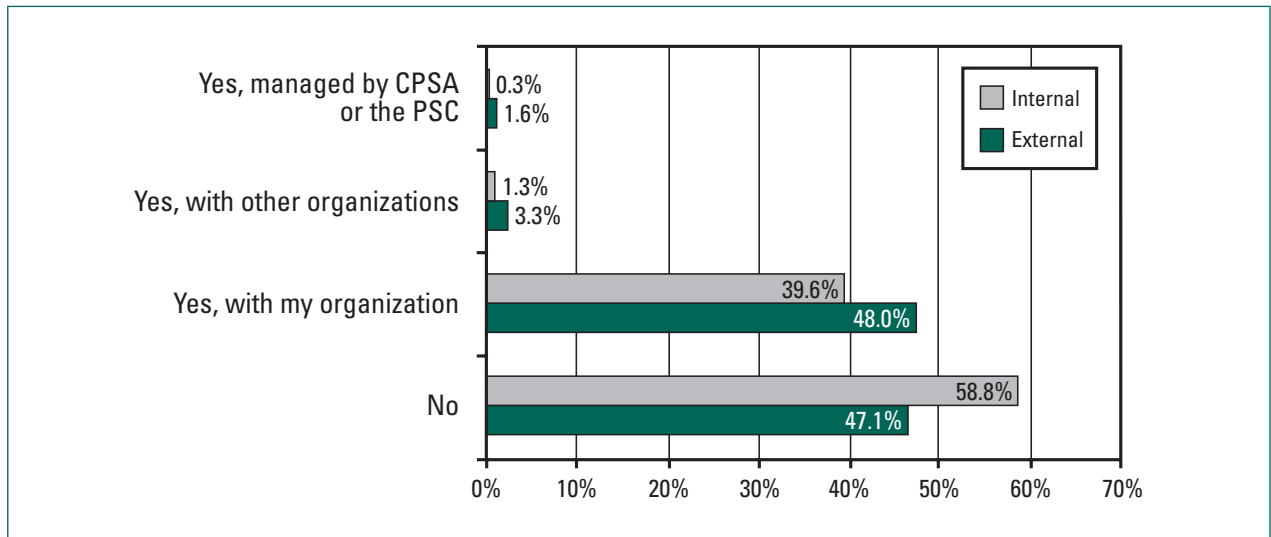
Figure 15: Duration of the advertisement of the process



Source: Public Service Commission, Survey of Staffing.

Just over half (53%) of managers of external processes reported that their staffing process was part of a collective one. Forty-eight percent of these reported it was collective within their own organization, 3% reported it was conducted in collaboration with other departments/agencies, and 2% said it was managed by the Canada Public Service Agency (CPSA) or the PSC (Figure 16). In contrast, fewer managers overseeing internal processes (41%) indicated that their process was part of a collective process.

Figure 16: Was the staffing process a collective one?

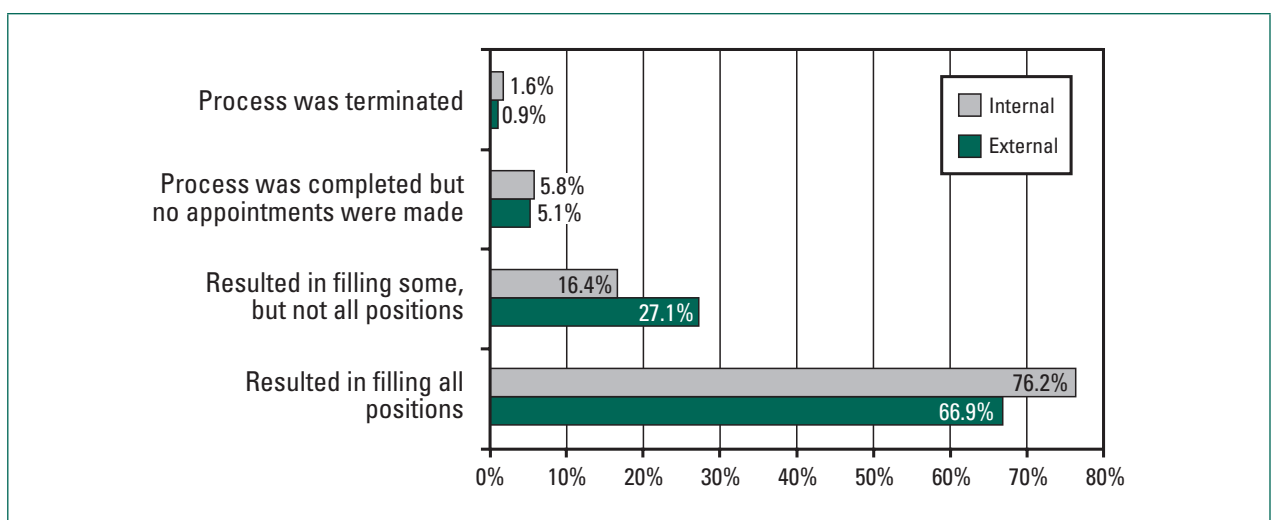


Source: Public Service Commission, Survey of Staffing.

Twenty-seven percent of managers of external processes reported that the process resulted in filling some but not all of the positions, as compared to a much smaller share of managers of internal processes (16%). However, for the most part, managers reported that all positions were filled by the end of the staffing process (Figure 17).

An estimated 6% of managers of internal processes reported that the process was completed but no appointments were made. Another 2% of managers of internal processes reported that the process was terminated prior to making an appointment or selection decision.

Figure 17: Processes resulted in filling all positions intended



Source: Public Service Commission, Survey of Staffing.

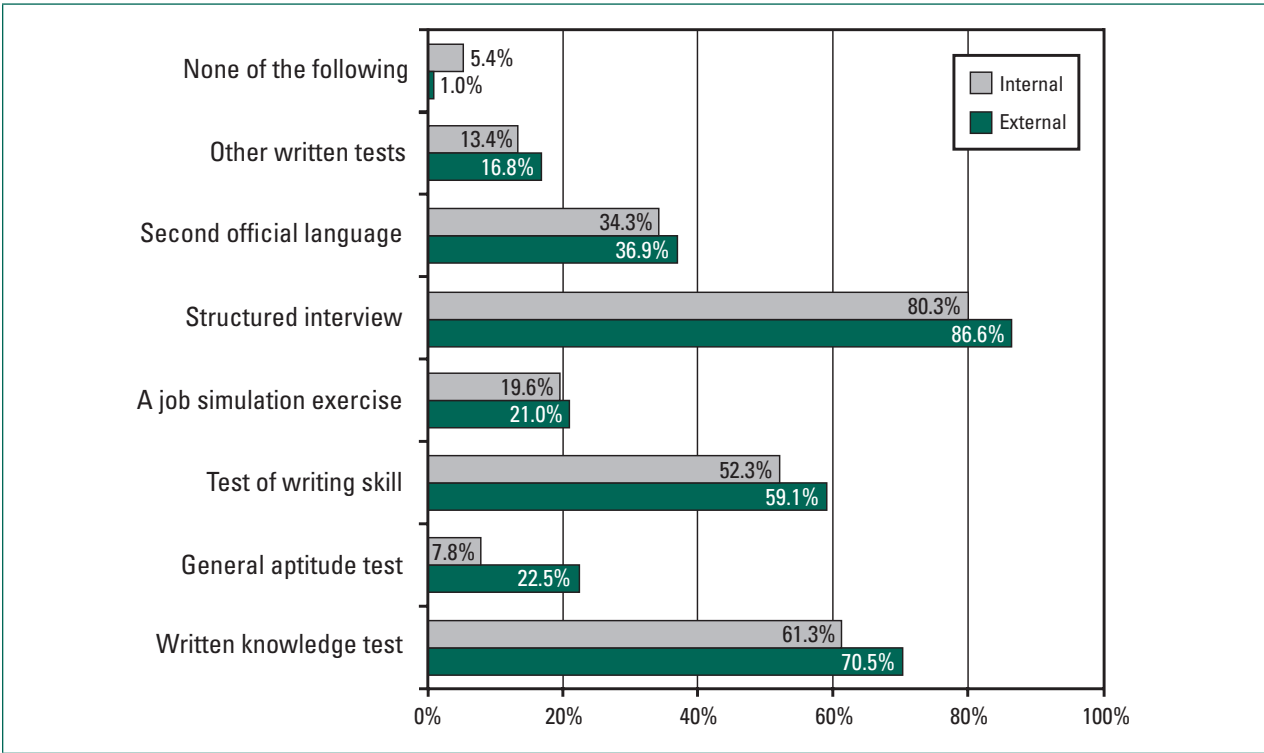
Assessment and selection

Managers were asked about the formal tests or assessments used in the process. For nearly every type of assessment tool, managers of external processes reported a higher usage than managers of internal processes. Structured interviews were favoured by managers of both external and internal processes, with over 80% of managers citing that they had used this type of assessment (Figure 18).

Written knowledge tests were the second most frequently cited assessment tool used, with 71% of managers running external processes and 61% of managers running internal processes indicating they had employed them.

Managers of external processes (23%) were nearly three times as likely to report the use of general aptitude or cognitive ability tests compared to managers of internal processes (8%).

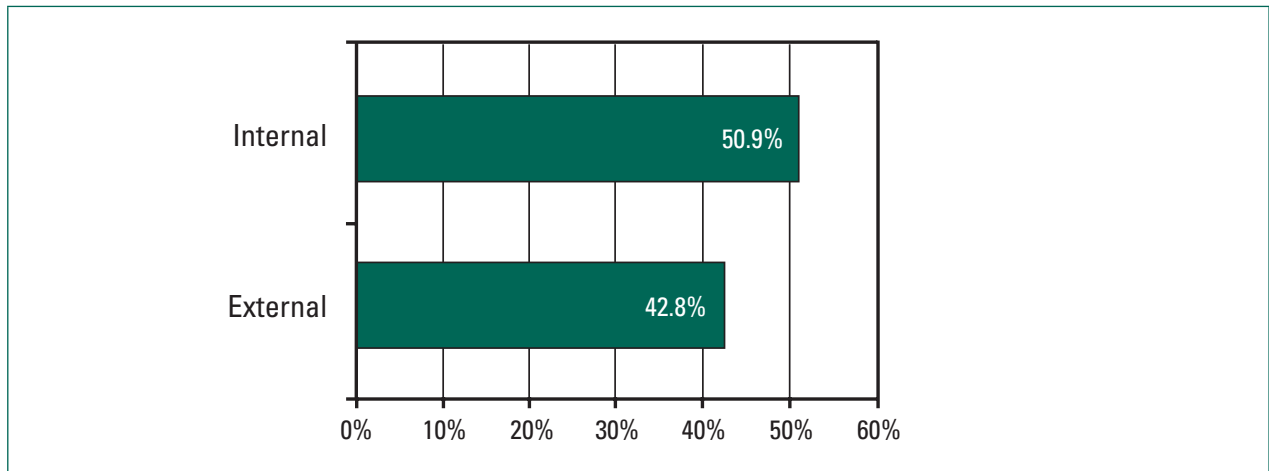
Figure 18: Use of assessment techniques



Source: Public Service Commission, Survey of Staffing.

Managers who used standardized tests such as general aptitude tests, job simulation tests and in-basket tests were asked if they had consulted with an assessment specialist of some sort prior to choosing the tests. Just over half of managers responsible for internal processes (51%) and 43% of those responsible for external processes reported having consulted with an assessment specialist prior to using these types of tests (Figure 19).

Figure 19: Consultation with assessment specialist

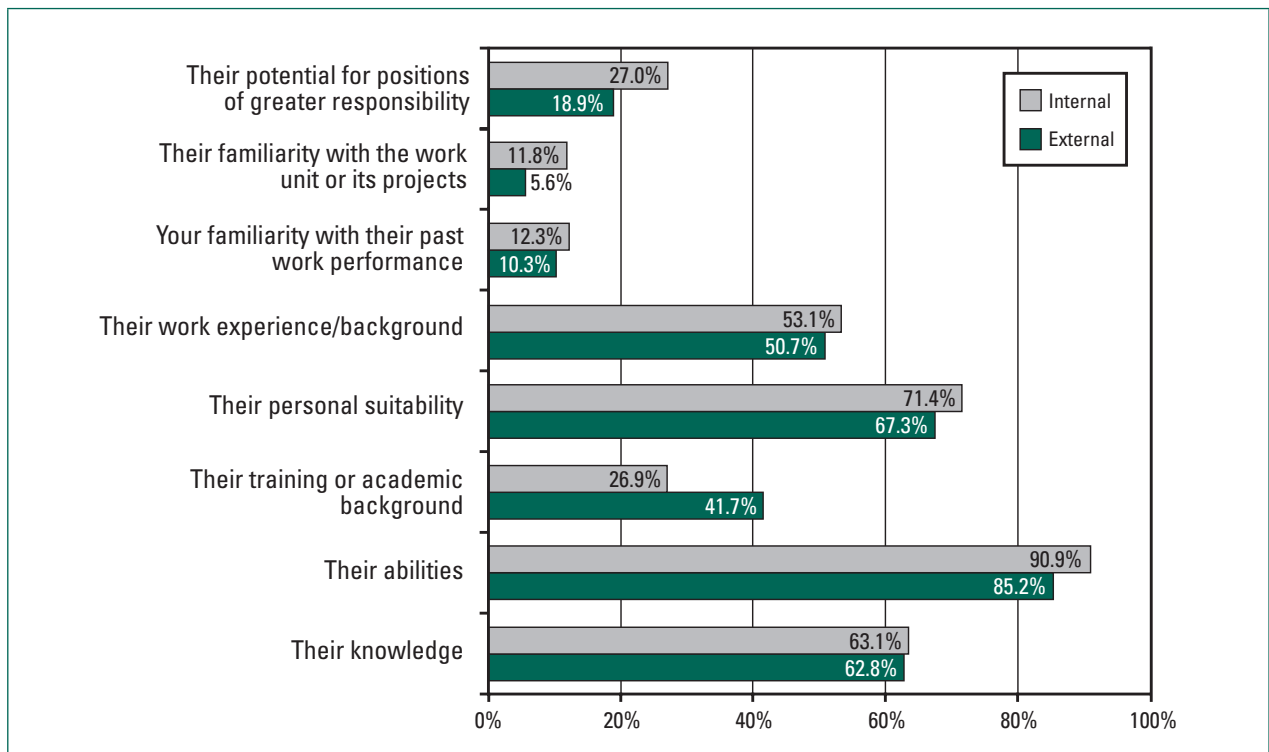


Source: Public Service Commission, Survey of Staffing.

When managers were asked what they had considered as important candidate attributes in making their selection decision (Figure 20), they reported that abilities were important “to a great extent”, followed by personal suitability or match to the work team and then the candidate’s knowledge.

One notable difference is that managers of external processes rated the candidate’s training or academic background as important more frequently (42%) than managers staffing internal processes (27%).

Figure 20: Important candidate attributes for the manager’s selection

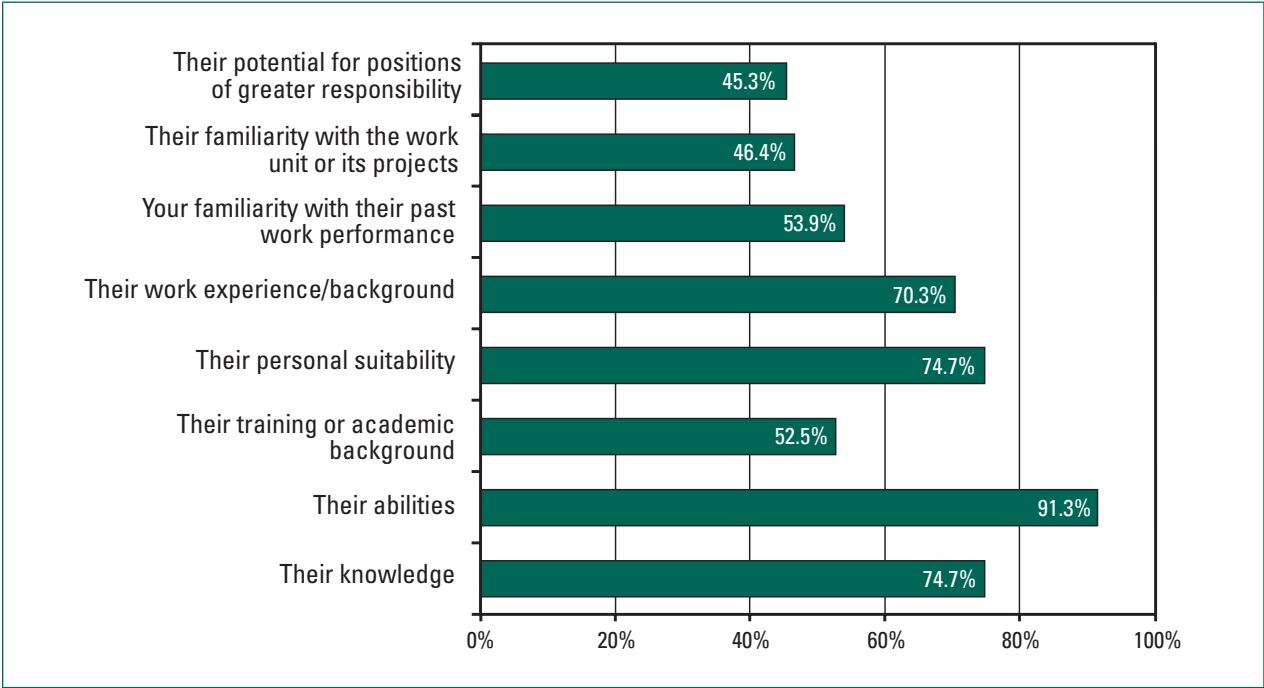


Source: Public Service Commission, Survey of Staffing.

While managers of non-advertised processes reported these factors as important, they also indicated that the manager’s familiarity with the candidate’s past work performance (54%) and the candidate’s familiarity with the work unit or its projects (46%) were important “to a great extent” in making the staffing decision (Figure 21). A larger share of these managers also rated “their potential for positions of greater responsibility” much higher (45%) than managers of advertised processes.

Overall, managers of non-advertised processes rated nearly every candidate attribute in the selection decision as higher in importance, compared to managers of advertised processes.

Figure 21: Important candidate attributes for managers of non-advertised processes

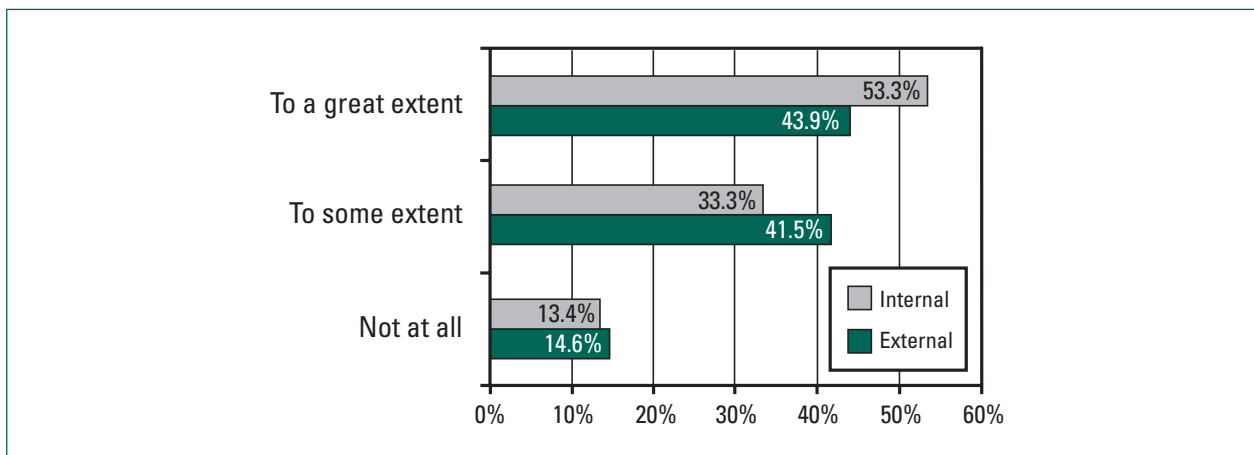


Source: Public Service Commission, Survey of Staffing.

Managers’ flexibility and satisfaction with staffing

Managers of internal processes were more likely to report (53%) that they had flexibility to staff this process in an efficient manner “to a great extent”, compared to 44% of managers of external processes (Figure 22). Managers of external processes were more moderate in their opinion on the flexibility they had to carry out this staffing process, with 42% of them reporting flexibility “to some extent”.

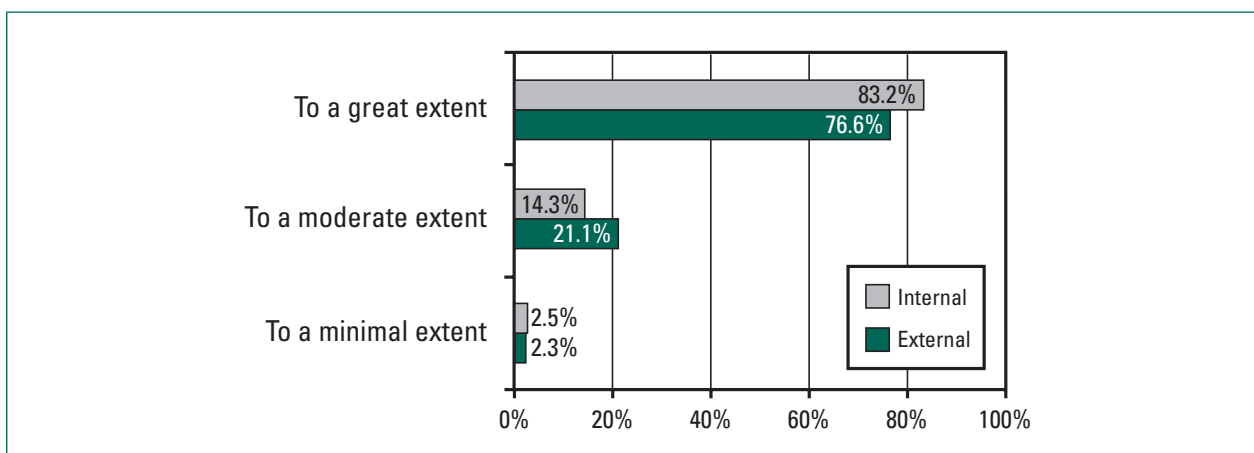
Figure 22: Managers reported flexibility



Source: Public Service Commission, Survey of Staffing.

Although most managers were satisfied “to a great extent” with the quality of the hire (Figure 23), managers of external processes (77%) were slightly less satisfied than their counterparts who were involved in internal processes (83%). More managers of external processes were satisfied “to a moderate extent” (21%), as compared to managers of internal processes (14%).

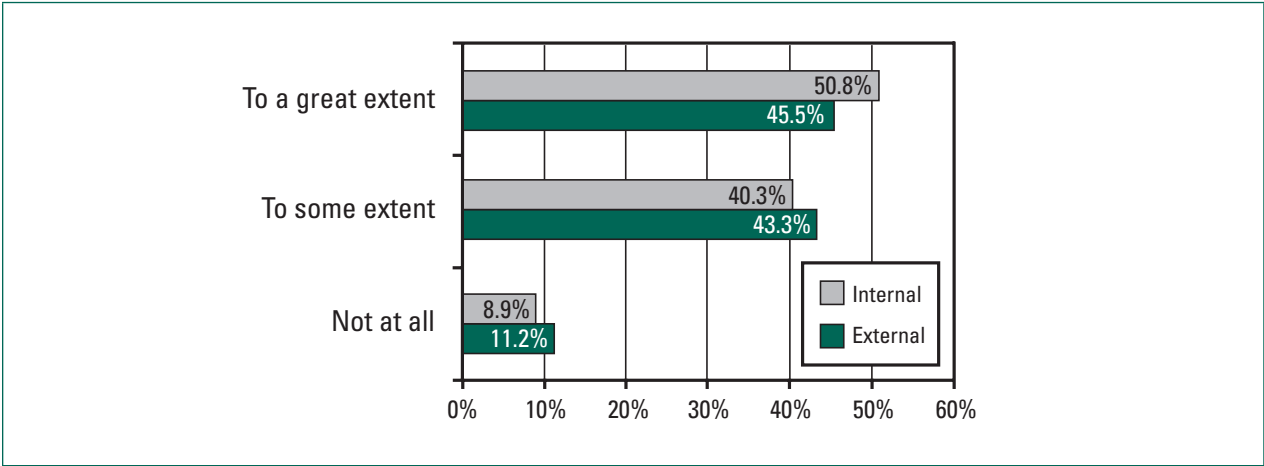
Figure 23: Managers reported satisfaction with the hire



Source: Public Service Commission, Survey of Staffing.

As with the quality of the hire, managers of external processes were more moderate in their satisfaction with the staffing services they received compared to managers of internal processes (Figure 24). An estimated half (51%) of managers of internal processes were satisfied “to a great extent” with the staffing services they received, as compared to 46% of managers of external processes.

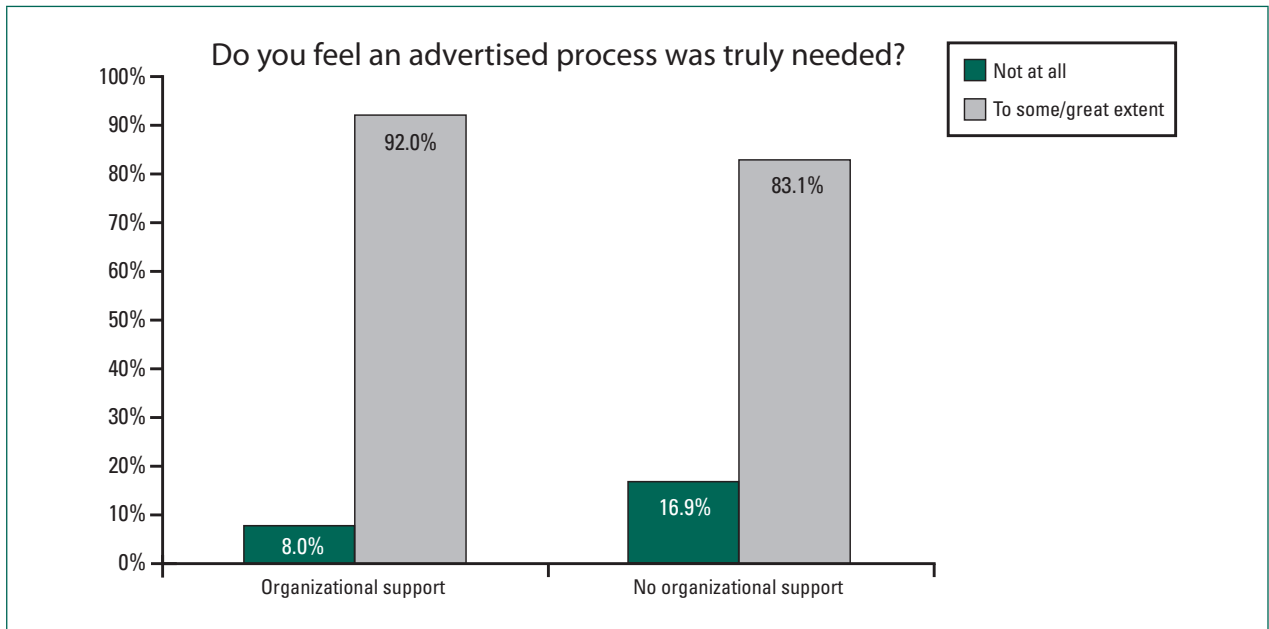
Figure 24: Managers reported satisfaction with staffing services



Source: Public Service Commission, Survey of Staffing.

More managers who didn’t feel an advertised process was truly needed also reported their organization didn’t support the use of non-advertised processes (Figure 25). For managers who said that their organization supported non-advertised processes, an estimated 8% said they did not feel that an advertised process was needed at all. This share was 17% for managers who reported that their organization did not support the use of non-advertised processes.

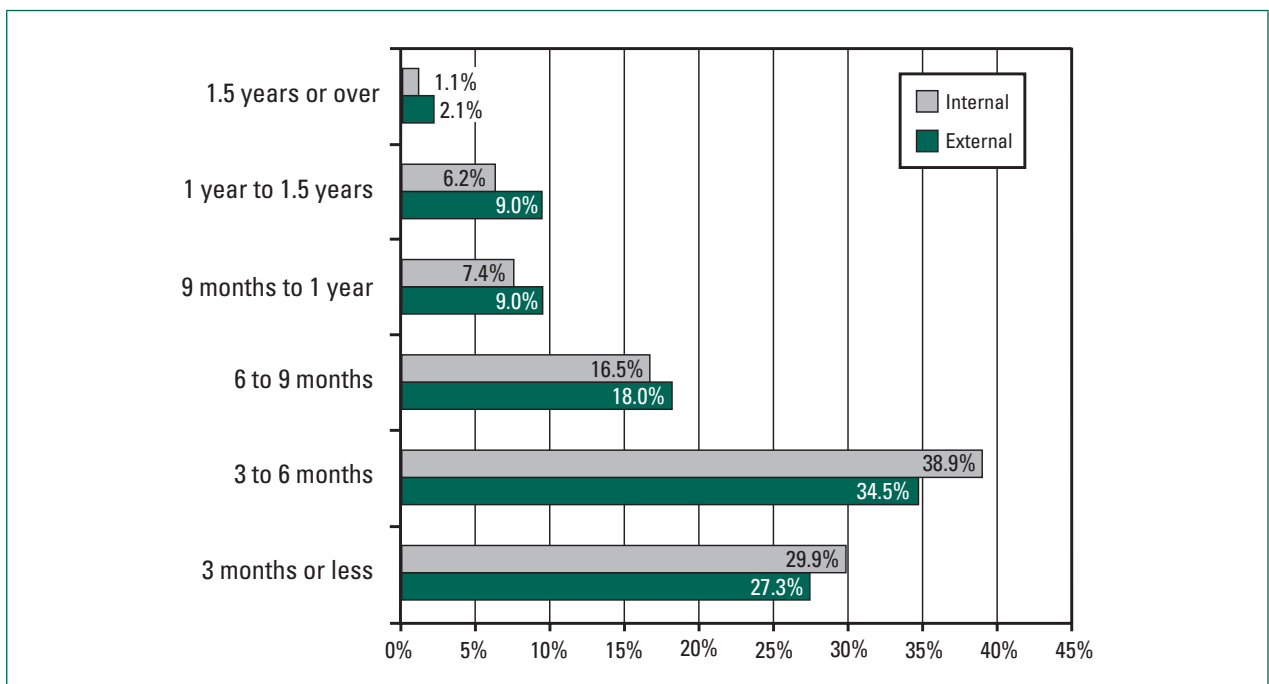
Figure 25: Organizational support of non-advertised processes



Source: Public Service Commission, Survey of Staffing.

Managers of internal processes reported taking less time to complete their staffing processes, with an estimated 30% saying that it was completed in three months or less (Figure 26). For managers of external processes, 27% of them had completed their staffing processes within the same period of time.

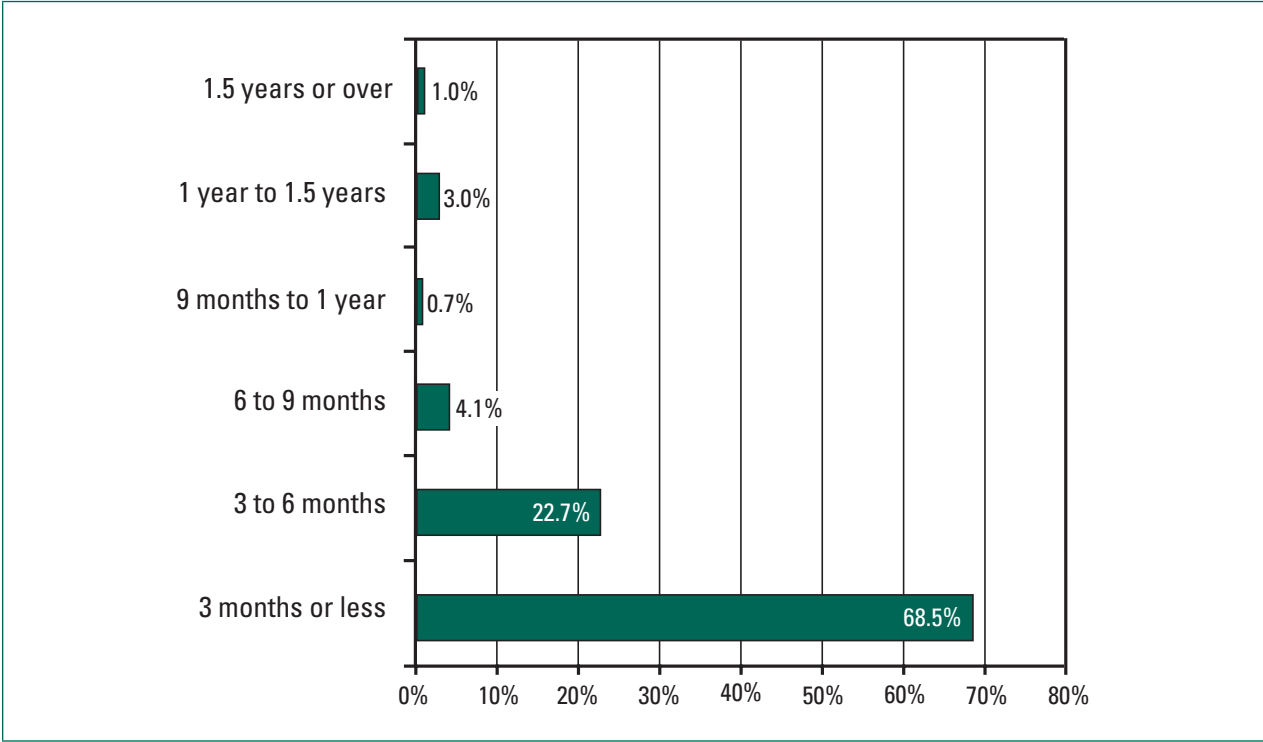
Figure 26: The duration of advertised processes



Source: Public Service Commission, Survey of Staffing.

Not surprisingly, managers of non-advertised processes reported a much faster time to staff compared to their counterparts responsible for advertised processes. An estimated 69% reported the process took three months or less (Figure 27).

Figure 27: The duration of the non-advertised processes



Source: Public Service Commission, Survey of Staffing.

Concluding remarks

The Survey of Staffing – Managers provides information on the managers’ perspectives on staffing processes and about staffing issues in the federal public service. The survey results illustrate the context in which the staffing action was taken, what prompted the decision to staff, what methods managers chose to staff and why, what assessment tools were used to choose between candidates, how long it took to staff, satisfaction with the hiring and staffing services provided and the final outcome of the process.

Findings from the survey provide the Public Service Commission (PSC) with meaningful information to support its mandate to safeguard the integrity of the public service staffing system and the political neutrality of the federal public service.

In addition to this report, the PSC plans to release a series of thematic bulletins that will look into specific aspects of the survey results in greater detail.

Survey report team

Vice-President, Audit and Data Services Branch

Elizabeth Murphy-Walsh

Director General, Data Services and Analysis Directorate

Terry Hunt

Director

Kent Sproul

Manager

Milan Jayasinghe

Principal Analyst

Jane Lin

Technical Advisor

Nathalie Lewis

Appendix I: Glossary

Acting appointment – The temporary appointment of an employee to another position, if the appointment on a term or indeterminate basis would have constituted a promotion.

Advertised appointment process – An appointment process where persons in the area of selection are informed of and can apply to an appointment opportunity.

Appointment – An action taken to confer a position or set of duties on a person. Appointments to and within the public service made pursuant to the *Public Service Employment Act* are based on merit and non-partisanship.

Deployment – The movement of a person from one position to another in accordance with Part 3 of the *Public Service Employment Act*. A deployment does not constitute an appointment. It cannot be a promotion and cannot change the tenure of employment from specified term to indeterminate. A person who is deployed is no longer the incumbent of their previous position.

External appointment process – A process for making one or more appointments in which persons may be considered whether or not they are employed in the public service.

Internal appointment process – A process for making one or more appointments in which only persons employed in the public service may be considered.

Merit criteria – For the purpose of determining merit for appointments made pursuant to the *Public Service Employment Act*, the four types of criteria are essential qualifications, asset qualifications, organizational needs and operational requirements.

Non-advertised appointment process – An appointment process that does not meet the criteria for an advertised appointment process.

Specified term employment – Employment of a fixed duration, whether full-time or part-time.