



Public Service Commission  
of Canada

Commission de la fonction publique  
du Canada

# 1995-96 Annual Report

Canada

# ***We invite your comments about our Annual Report.***

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*The Honourable Sheila Copps, P.C.  
Deputy Prime Minister and  
Minister of Canadian Heritage  
House of Commons  
Ottawa*

*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 1995-96 fiscal year.*

*It is submitted to Parliament in accordance with section 47 of the Public Service Employment Act (Chapter P-33, Revised Statutes of Canada, 1985).*

*Yours sincerely,*



*Ruth Hubbard  
President*



*Ginette Stewart  
Commissioner*



*Mary Gusella  
Commissioner*

## Mission Statement

### *Our Mandate*

*The Public Service Commission of Canada is the parliamentary agency responsible for the appointment of qualified persons to and within the Public Service, and for delivering training and development programs.*

### *Our Mission*

*To ensure that the people of Canada are served by a highly competent Public Service that is nonpartisan and representative of Canadian society.*

### *Our Objectives*

- *recruit and promote on the basis of merit*
- *ensure fairness, equity and transparency in staffing*
  - *provide impartial recourse and review*
- *deliver responsive and effective training and development*
- *exercise leadership and integrity in human resource management*
  - *act as a cohesive and effective organization*

### *Our Values*

- *Integrity in our actions*
- *Quality in our activities*
  - *Service to our clients*
- *Respect for our clients and co-workers*

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## Introduction

In reflecting on the year just past, two key messages emerge:

- The Speech from the Throne opening the second session of the current Parliament and the 1996 Budget provided a vision of the new role and shape of the federal government.
- The scope of Public Service reform has broadened and deepened.

Both, with significant implications for Canada's professional Public Service, are being implemented at the same time as the Public Service undergoes a major process of renewal and rejuvenation.

In keeping with its mission "*To ensure that the people of Canada are served by a highly competent Public Service that is nonpartisan and representative of Canadian society*", the Public Service Commission (PSC) will participate in ensuring that reform and renewal are accomplished successfully.

This annual report provides insights into the renewal of the Public Service from three perspectives: first, reviewing the Commission's activities of last year sheds light on the major human resource challenges facing a Public Service trying to manage change and its on-going operations simultaneously. Second, a demographic analysis of today's Public Service establishes some basic parameters for renewal and rejuvenation of the federal workforce in the short and medium term. Finally, the Commission, as the agent of Parliament which safeguards merit and nonpartisanship, raises some fundamental issues concerning the "professional" Public Service and why its continuance in Canada is essential.

### The Recent Past

Last year witnessed the largest one-year reduction in the size of the federal Public Service since 1981, when the Post Office became a Crown corporation. Over 16 700 indeterminate employees, or almost 8% of the permanent workforce, left the Public Service – twice as many as in the previous year – most under the aegis of the early retirement and departure incentives instituted by the employer following the 1995 Budget. Recruitment, which in 1994-95 was at its lowest level in 50 years, continued to fall; fewer than 1 300 indeterminate employees were recruited from outside the Public Service in 1995-96. These statistics point to a fundamental human resource challenge that becomes even more problematic in light of the demographics of the Public Service: it is absolutely essential that the Public Service focus recruitment efforts on new talent at the same time as it downsizes.

As a result of the substantial exodus, facilitated and humanized by the early retirement and departure incentives, the anticipated demand for placement through the Commission's Priority Administration System did not materialize. In fact, the number of priority employees in the system declined by 32%. In addition to the incentive programs, in July 1995 the employer introduced an alternation process to enable affected employees who want to stay in the Public Service to exchange places with those who want to leave; over 1 100 such exchanges took place during the remaining nine months of the fiscal year.

In the vast majority of cases, thanks to the commitment of departments to their employees, those who wished to continue working in the Public Service were able to do so. Over 75% of the

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jobs found for affected employees through the alternation process were in their home department, while more than 80% of priority placements occurred in the home department.

There are some indications from departments that the patterns of the past year may be replicated in 1996-97. However, it remains difficult to predict with any precision whether the supply of job opportunities will continue to meet the demand for placement. The Commission will continue to be vigilant in monitoring the trends and will continue to assist public servants with their careers.

## The Near Future

At this time of tremendous change, the Public Service must grapple with several fundamental problems and questions, among which are maintaining employee morale and commitment during this turbulent period, and encouraging and enshrining values and ethics appropriate to a professional Public Service in the 21st century.

However, an equally critical and fundamental human resource challenge also faces the Public Service today: the aging of its work force, particularly at the senior levels. By the year 2005, 70% of the current Executive category will be in a position to retire, as will 45% of senior managers just below them, and 35% of the Scientific and Professional category. Last year, the PSC, the Treasury Board Secretariat, the Privy Council Office and the Canadian Centre for Management Development started working together to face this issue through a project known as *La relève*.

The demographic analysis in the chapter, *Public Service Renewal in Perspective: 1981-1996*, points to two strategies to address these challenges. The first, in view of the very limited job opportunities in the Public Service, is the requirement for highly focused campaigns to recruit university graduates, professionals with specialized skills and senior

managers. The second is a significant investment in the remaining work force to ensure it is competent to carry out new roles and to permit appropriate mobility within the Public Service and with other sectors. Given the current reforms within the Public Service, greater importance will likely be attached to leadership competencies such as cognitive capacity, strategic thinking, vision and leading change. Adapting the culture to support continuous learning and investments in training and learning opportunities will also become a real priority.

The Public Service Commission shares the belief that respect for the traditional values and principles has made Canada's Public Service one of the best in the world and that a major factor in "getting government right" will be ensuring tomorrow's public servants continue to share a set of values, attitudes and beliefs consistent with the protection and promotion of the public good.

## "Getting Government Right"

The process of searching for partnership arrangements between the federal and provincial governments and the private sector that will provide better service to Canadians has already started. Many departments, including Agriculture and Agri-Food Canada and Natural Resources Canada, are working with stakeholders in industry and provincial governments to determine research and development priorities. Human Resources Development Canada is conducting a pilot project with Alberta to co-locate and integrate services offered to clients by both federal and provincial agencies. And the 1996 Budget confirmed that experimentation with alternative service delivery mechanisms is beginning in earnest with the announcement of four proposed new agencies to manage tax collection, securities regulation, parks and food inspection.

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<sup>1</sup> *Getting Government Right, A Progress Report*, Privy Council Office, Ottawa, Ontario, 1996.

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"Getting government right" will mean optimizing both administrative efficiency and the traditional virtues Canadians associate with their public institutions. A vital challenge in the short and medium term – in addition to building the new Public Service through recruitment and re-investment – is preserving the essence of a professional and politically neutral Public Service.

The hallmark of that professionalism is the ability to give the government of the day the best possible advice without fear or favour, based on objective and impartial reflection on the long-term public good, to loyally carry out the orders of the democratically elected government, to obey the law and to act with probity in the public interest. In addition to being highly competent, a professional Public Service has to be nonpartisan, and entry and promotion must be based on merit.

As the parliamentary agency which safeguards merit and nonpartisanship, the Commission believes it has a responsibility to remind Canadians that an institutionalized, professional bureaucracy is a cornerstone of our Westminster-based form of democracy. The final chapter of this annual report aspires to instigate a broader discussion about the importance of safeguarding fundamental democratic, ethical and professional public-sector values as the search continues for more flexible ways of governing Canada in the interest of Canadians. ■

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## Transactions and Affairs: 1995-1996

### Programs and Activities

In its last annual report, the Public Service Commission (PSC) referred to 1994-95 as "the year of getting ready" for the implementation of Program Review and the downsizing of the federal Public Service. In 1995-96, as the federal Public Service began to experience the full impact of both of these initiatives, the PSC stepped up its services and activities to address the needs of departments and employees during this transition period.

### Appointment Activity

As staffing controls and public service employment reductions continued throughout 1995-96, the number of Public Service appointments decreased (12%) from 169 790 in 1994-95 to 149 344 in 1995-96. Term and casual appointment activity accounted for approximately 70% of total staffing activity, up from 63% the year before.

Indeterminate appointments to the Public Service fell by 12% from 1 400 in 1994-95 to 1 231 in 1995-96. Term appointments to the Public Service fell by almost a quarter from 39 100 in 1994-95 to 29 856 in 1995-96. Part of the decrease in term appointments may be attributable to the substitution of casual appointments, which increased in 1995-96 to 23 571 from 15 822 in 1994-95. Casual appointments accounted for 15.8% of all staffing activity in 1995-96, up from 9.3% in 1994-95.

Within the Public Service, re-appointments of term employees decreased slightly from 51 721 in 1994-95 to 50 293 in 1995-96, and as indicated on page 47 in *Public Service Renewal in Perspective: 1981-1996*, the number of terms appointed to indeterminate positions decreased from 3 191 in 1994-95 to 1 886 in 1995-96. Promotional activity decreased by 28%, from 13 824 promotions in 1994-95 to 9 925 in 1995-96.

## A Changes in Appointment Activity

	1993-94		1994-95		1995-96	
	No.	%	No.	%	No.	%
<b>Appointments to the Public Service</b>						
• Indeterminate	2 444	1.6	1 400	0.8	1 231	0.8
• Specified Period <sup>a</sup>	48 300	31.0	39 100	23.0	29 856	20.0
• Casual	155	0.1	15 822	9.3	23 571	15.8
<b>Appointments within the Public Service</b>						
• Promotions	17 097	11.0	13 824	8.1	9 925	6.6
• Transfers and Deployments	30 907	19.9	30 332	17.9	19 829	13.3
- transfers	23 438	15.1	18 520	10.9	7 679	5.1
- deployments	7 469	4.8	11 812	7.0	12 150	8.1
• Re-appointments of Terms	39 688	25.5	51 721	30.5	50 293	33.7
• Acting Appointments	17 085	11.0	17 591	10.4	14 639	9.8
<b>Total <sup>b</sup></b>	<b>155 676</b>	<b>100.0</b>	<b>169 790</b>	<b>100.0</b>	<b>149 344</b>	<b>100.0</b>

<sup>a</sup> Prior to June 1993, the PSC did not collect information on specified period appointments of less than six months. Even subsequent to this date, there appears to have been some under-reporting. For purposes of analysis, the estimate of specified period appointments in this table is derived from the Public Works and Government Services Pay System.

<sup>b</sup> The total in this table differs from the Statistical Tables because of the inclusion of estimated specified period appointments as discussed in the note above, and the inclusion of casual appointments and deployments.

Note: Deployments were introduced in April 1993 and casual appointments were introduced in June 1993.

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Transfers and deployments fell by 35%, from 30 332 in 1994-95 to 19 829 in 1995-96.

## **Work Force Adjustment**

The PSC has a legislative responsibility for the administration of priority entitlements flowing from the *Public Service Employment Act (PSEA)* and the *Public Service Employment Regulations (PSER)*. In addition, the Commission supports the broader work force adjustment efforts of the government through the administration of various elements of the *Work Force Adjustment Directive* and by working with the Treasury Board Secretariat, unions, departments and the Joint Adjustment Committees on other services such as the program for the placement of alternates and career transition services. During 1995-96, the Commission strengthened the various support mechanisms for employees and managers affected by government restructuring – career counselling, resource centres, workshops for employees and departmental managers – and established outplacement networks with other employers.

## **Priority Administration**

During 1995-96, the PSC continued to ensure that persons with priority status were given every opportunity to continue their employment within the Public Service. For example, two new authorities under the *PSEA* were implemented to assist departments in the management of their work force adjustment situations. With these provisions, departments may:

- give priority in appointment to their own surplus employees over all other priority persons;
- proceed with appointments of their own employees without considering the priority employees of other departments if the effect of adding a priority employee from another

department would be that the hiring department would then have an excess of staff and would have to declare someone else surplus to meet their work force adjustment goals.

Although the number of new surplus cases was much higher than normal in 1995-96 due to the government's Program Review exercise, the rate of placement of surplus employees was successful. The number of surplus employees in the PSC's Priority Administration System decreased 32% from 2 149 on April 1, 1995 to 1 463 on March 31, 1996. This was due to two factors: a large increase in the number of resignations by surplus status employees compared to 1994-95, the majority of which involved departure incentives; and a slight increase in the placement of surplus employees to other positions within the Public Service, 82% of which took place in the home department.

## **Career Transition Services**

During 1995-96, the PSC continued to offer tailored services to complement services provided by departments. This included regional resource centres providing access to information on job opportunities, a wide variety of self-directed career planning instruments, information on starting a business, assessment services such as aptitude or language testing, analysis of the local Public Service market data, workshops and symposia on work force adjustment and career transition issues, and links to other employers in various centres across Canada. In addition, the PSC provided access to career and psychological counselling for executives and non-executives of the Public Service and provided workshops dealing with career management, stress management, as well as special "Care for the Caregivers" workshops for human resource specialists.

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The PSC undertook several other initiatives during 1995-96 to support employees through work force adjustment. These initiatives were tailored to meet regional needs; for example:

- In the National Capital Region (NCR) and Toronto, the Civil Service CO-OP, in co-operation with the PSC, presented free financial and retirement planning seminars, covering topics such as cashout planning, investment choices and tax concerns. Over 8 500 employees attended the seminars, which will continue in 1996-97.
- In the NCR, the Toronto Dominion Bank, in co-operation with the PSC, organized workshops designed to help employees start a business, develop a business plan and obtain funding; 250 employees attended the workshops, which will continue in 1996-97.
- In Toronto, the PSC assisted in setting up Entrepreneurial information sessions, organized by the Work Force Adjustment Steering Committee of the Ontario Federal Council. As a follow-up, the PSC sponsored a two-day Business Development Bank of Canada course, "How to Start a Business", for all departments.
- Career transition symposia were offered to employees in Manitoba and Northwestern Ontario. The symposia, "Taking Charge of Your Own Career", provided employees facing workplace transition with information to help them make decisions about their future. These sessions focused on issues such as labour market information, the superannuation plan and its applicability in the current environment, financial planning, and stress and health management.

A number of initiatives were specifically designed to support managers.

- The PSC developed and delivered 9 workshops on how to effectively conduct a reverse order of merit process to approximately 225 managers,

human resource specialists and union representatives in Thunder Bay, Winnipeg, Saskatoon and Regina.

- Workshops on "Supporting Staff Through Work Force Adjustment" were offered to managers and supervisors in Manitoba and Northwestern Ontario.

The PSC was active in facilitating liaison between public servants and external employers.

- Job fairs, co-sponsored by the PSC and other departments, held in the NCR and Montreal, permitted employees affected by work force adjustment to meet private-sector employers with immediate and future hiring requirements. Many employees and employers attended the job fair in the NCR; approximately 180 employees found employment. The Montreal job fair resulted in 25 private-sector jobs for public servants.
- In Ontario, the Atlantic and National Capital Regions, the PSC provided information to public servants on private-sector job opportunities through job-posting mechanisms and departmental contacts. As companies notify the PSC of job opportunities, public servants increasingly are finding positions in the private sector. For example, Atlantic Loto successfully staffed a management position in this manner, and in the NCR, CHOREO Systems INC., staffed a Technical Services Project Manager position.
- The Certified Advanced Technology Association, in co-operation with the PSC, announced a new brokerage program, "The Certified Advanced Technology Manager for Government Professionals." This is a co-operative placement program for public servants who want to move into non-technical jobs in the advanced technology sector. Thirteen public servants applied to the first program.

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- The Central Prairies Region continued to build relationships with other levels of government to set the stage for inter-governmental movement through the PSC's Interchange Canada Program and, in Manitoba, the Interdepartmental Career Management Program.
- The PSC's "Job Help Resource Centre" in the NCR enables public servants to access job opportunities through a variety of media, including the Internet, Electronic Labour Exchange, Job Bank, Canada Employment Weekly, and the International Employment Gazette. The Centre also provides self-help tools, ranging from résumé preparation to starting a business. Since its opening in May 1995, over 800 employees have used the Centre's services.

## ***Joint Adjustment Committees***

An "Agreement in Principle concerning Human Resource Adjustment in the federal Public Service" was signed by bargaining agents, the Treasury Board Secretariat and departments on May 30, 1995. This agreement established the mandate and membership of the National Joint Adjustment Steering Committee (NJASC) and the mandate of the 11 regional and 13 local Joint Adjustment Committees. The PSC acts as a resource to the NJASC, a 12-person committee comprised of representatives from Public Service unions and departments. The NJASC facilitates, supports and enables the work of the Joint Regional/Local Adjustment Committees and the Joint Departmental Adjustment Committees. These committees, a joint Public Service-wide, labour-management effort, facilitate and co-ordinate local work force adjustment activities, support the identification of internal and external placement opportunities and help employees make decisions regarding transitions within and from the Public Service.

## ***Alternation Process***

On behalf of and in conjunction with the NJASC, the PSC drafted roles and responsibilities for the Alternate Exchange Program. This Treasury Board program allows an employee who will be declared surplus yet wants to continue working in the Public Service to switch jobs with another employee who wants to leave – where such a switch is operationally feasible. The PSC is working with the NJASC, the Regional Joint Adjustment Committees and Federal Councils to support and facilitate the interdepartmental alternation process for those employees who cannot be accommodated within their own departments. On behalf of, and in conjunction with the NJASC, the PSC drafted "The mechanics of the alternation process" and "Sample employee consent document for the alternation process", for the Alternate Exchange Program. The PSC directly manages 6 of the 13 interdepartmental exchange offices operating across Canada, and has worked with the NJASC to identify systemic impediments to alternation.

## ***Review of the Work Force Adjustment Program***

During 1995-96, the PSC conducted audits in two medium-sized departments and in seven smaller departments and agencies. A main focus of these audits was the impact of downsizing on the work force and the nature of work. The audits demonstrated that an important component of each department's human resource strategy involved responding to the situation of those with priority entitlements. Departments and agencies assisted employees whose positions had been identified as surplus to requirements, but whose skills could be retained and used elsewhere. Committee-based and similar systems were in place to facilitate the retraining, assignment and placement of surplus employees from within the department. There was also a high level of

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responsiveness to accommodate priority employees from other departments and a commitment to use all means available to solve the problems being experienced by employees affected by downsizing.

Environment Canada (EC) is an excellent case in point. The 1993 government re-organization reduced EC's resourcing complement by approximately 50% with the transfer of Parks Canada to Heritage Canada, and the 1995 Program Review exercise identified EC as one of the "most affected" departments, with a projected reduction of up to 30%. Notwithstanding this, EC has achieved considerable success by rigorously managing work force adjustment and priority administration. The departmental Work Force Adjustment Committee and numerous regional committees maintain open lines of communication among management, unions and employees and have been a positive force in the placement of affected employees. The department uses a variety of means – anticipated vacancy systems, skill gaps identification, the allocation of budget for staff development – to meet human resource management goals. Departmental staff are committed to giving consideration to priorities Public Service-wide, and as a result, a large number of affected employees from within and from other departments are being redeployed, retrained or reassigned. According to EC's priority administration system, there were 69 outstanding priority employees at the end of 1994-95. An additional 500 employees were declared surplus in 1995-96. Of these 569, as of April 1, 1996, 562 had been successfully resolved; 7 remained active.

Also noteworthy are the efforts of two of the smaller departments. During the last two years, the Registry of the Federal Court of Canada (approximately 430 employees) placed 17 priority employees from other departments, some to more

senior positions. During the same period, the Tax Court of Canada (approximately 130 employees) appointed at least 7 affected and priority employees.

## **Recruitment Programs and Campaigns**

Indeterminate appointments to the Public Service in 1995-96 totalled 1 231, including post-secondary recruitment (PSR) appointments and Management Trainee Program (MTP) appointments. Although post-secondary recruitment has significantly decreased from 393 appointments in 1993-94 to 163 in 1995-96, the PSC's Post-Secondary Recruitment Program, which combines departmental recruitment needs in one campaign run simultaneously on all university campuses across Canada, remains an important contributor to the revitalization and rejuvenation of the Public Service. The 1995-96 campaign targeted occupational groups identified by departments as being in short supply – among others, engineers, mathematicians, statisticians, economists, internal auditors, financial officers, foreign service officers and computer systems analysts. The campaign resulted in 8 746 applications.

For the first time, the PSC ran its annual recruitment campaign for the Management Trainee Program as part of the PSR campaign. Of the 8 746 PSR applications received, 1 445 were for the MTP, for a possible 39 positions. Simultaneously, the internal component resulted in 487 applicants for a possible 24 appointments in 12 participating departments. Designed to respond to the longer-term management needs of the Public Service, the MTP recruits qualified university graduates with demonstrated management potential and develops them, over the course of five years, to the point where they

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are eligible to compete for positions at the middle-management level.

In the fall of 1995, the PSC conducted its recruitment campaign for the Federal Summer Student Employment Program (FSSEP). This campaign is designed to build a computerized national inventory of students seeking summer employment in the federal Public Service. The PSC uses the inventory to refer students to departments in response to identified needs. Following the campaign, 96 348 applications were received for employment for summer 1996. This compares to 75 436 applications received for summer 1995, which resulted in 8 095 appointments. Despite the many reforms underway within the federal government, it remains one of the largest employers of students in Canada.

## Assessment Tools and Services

For over 25 years, the PSC has provided quality personnel assessment tools and services to the Public Service. Over the past year, the Public Service restructuring and downsizing continued to drive changes in the type of tools and services provided.

Demand increased for the PSC's executive career counselling and assessment centre evaluations. During 1995-96, hours of counselling increased to 2 700 from 1 900 in 1994-95. Requests for assessments increased to 990 in 1995-96 (860 last year). As a result of decreasing staffing volumes and a shift in emphasis from large-scale recruitment efforts to targeted selection initiatives, the PSC has also been working with client departments to help them identify and assess future competencies they will require. For example, the PSC developed new assessment centre programs for Human Resources Development Canada (HRDC) and Public Works

and Government Services Canada (PWGSC) consisting of a series of integrated management simulation exercises. In HRDC, the exercises will help identify competencies at the senior management level. In PWGSC, they have been tailored to assess the competencies required by mid-level property managers.

## ***Determining and Assessing Competencies: The Wholistic Competency Profile: A Model***

The Wholistic Competency Profile: A Model (WCP) provides a wholistic and dynamic understanding of individuals, and helps public service managers identify the competencies they can use to select and develop the right people. The model provides managers with a framework for identifying the competencies required by individuals, teams, organizational sectors or whole organizations. It also allows managers to identify gaps between the existing competencies and those required for the future. Essentially, the WCP model assists departments in adopting, developing and applying competency-based human resource practices.

During 1995-96, significant work was carried out to finalize the development and design of the *Wholistic Competency Profile Model* and a comprehensive *User's Manual* which provides detailed instructions for departments on how to generate competency profiles, assess competencies and conduct gap analyses. To help operationalize a competency-based approach, the PSC has disseminated the WCP model across the Public Service through presentations and the distribution of information packages.

The PSC has been working in close collaboration with a number of departments in the area of competencies. In Transport Canada, the PSC provided consultative and applications

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expertise to develop and implement competency profiles. The PSC has provided consultative services to Health Canada in their strategic positioning of a competency-based approach. The Atlantic Canada Opportunities Agency requested consultative expertise in their initial competency-based project design. Work with Citizenship and Immigration Canada led to the identification of competencies for five levels of work, and assessment tools were customized to assess the varied competencies.

## **Renewal and Revitalization**

### ***La relève***

Over the next five to ten years, the role and nature of the Public Service may require a different mix of competencies for effective leadership. Investment in tomorrow's leaders will be one of the keys to reform of the Public Service. In addition, given the current demographic profile of the Public Service, there is a potential succession problem at the highest levels. Consequently, the Clerk of the Privy Council, as Head of the Public Service, asked that this issue, which has become known as *La relève*, be addressed as an urgent priority.

Introduced in 1995-96, *La relève* addresses the need for continuity of executive and management talent capable of achieving the short- and long-term objectives of the Public Service. This initiative allows the identification and development of ADMs and EX-2s and 3s with the potential to reach the most senior ranks of the Executive (EX) Group. The first step in this process was the identification of high-potential ADMs and EX-1s, 2s and 3s against recognized competencies such as the ability to provide leadership that inspires employees at all levels of the organization, the ability to develop, promote and articulate the strategic vision of an

organization and the ability to perform in a variety of executive responsibilities. Individual training and development plans will be developed for this group, possibly supplemented by assignments to key positions. An EX-1 pilot development program will also be launched as part of this initiative. The PSC will work closely with the Canadian Centre for Management Development and the Treasury Board Secretariat to facilitate the implementation of corporate training and development plans.

Moreover, the PSC, in partnership with the Treasury Board Secretariat, the Canadian Centre for Management Development, the Privy Council Office and departments, will develop a wider framework for overall management of the EX Group. Below the EX levels, *La relève* will focus on refining and tailoring existing corporate recruitment and development programs for middle and entry levels to ensure these programs are used to maximum advantage by departments.

In 1995-96, the PSC carried out a study of the management and delivery of a number of middle-management development and assignment programs to identify opportunities for efficiencies and for integrating activities and services. The PSC will address the findings of this review in 1996-97, in the context of the broader *La relève* initiative.

## **Executive Resourcing**

Executive resourcing activity increased steadily in the latter half of 1995 and continued at higher than usual levels for the balance of 1995-96. Total appointments for the fiscal year, both to and within the group, stood at 562, despite continued reductions in overall numbers to the group (from 3 543 in March 1995 to 3 399 in March 1996). EX resourcing activity is expected to continue at high levels throughout 1996 until the restructuring process in a number of departments has been

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completed. Also, on-going retirements at senior levels and departures to the private and other sectors in certain select areas of expertise add to the resourcing workload.

The changes to the Commission policy in early 1995 requiring mandatory posting of all EX entry-level vacancies has also been endorsed by departmental managers when staffing at the EX-2 and EX-3 levels. The vast majority of staffing at these levels is now being carried out via the poster method. The concept of posting ADM positions will be implemented in 1996-97.

Enhanced priority services were offered throughout the review period to affected and surplus executives; however, overall numbers requiring services remained lower than expected, given the high take-up on the Executive Employment Transition (EET) Policy and the Early Retirement Initiative (ERI) program. Placement levels remained steady on a month-to-month basis and a pilot was undertaken to test the enhanced marketability profile for a small number of affected executives. In addition, a small number of alternate processes were arranged between departments for their EXs.

The International Programs Directorate, in concert with Foreign Affairs and International Trade, continued to identify qualified Canadian candidates to compete for positions deemed of interest to and attainable by Canada: the target of 67 executive placements was exceeded by 14. Currently, over 1 000 Canadians work in professional positions in such organizations as the United Nations, its specialized agencies and international financial institutions.

## **Staffing**

### ***Consultative Review of Staffing***

The PSC began a review of the staffing system in July 1995 in response to demands for a simpler, more flexible and cost-effective system. By year end, consultations had begun with a cross-section of the system's stakeholders to obtain their views on the nature of the change required. It was agreed that the focus should be on identifying the type of system that the emerging Public Service would require, rather than attempting to improve what currently exists.

Managers, PSC officials, human resource experts and union representatives met in April 1996 to outline such a vision. The conference generated a significant degree of understanding of the preoccupations of the respective parties and a willingness to find ways to address these concerns while moving towards a new resourcing system. The Commission was struck by the intensity of the interest in change it encountered. The consultative process generated the type of trust and goodwill essential to achieving real change in the Public Service resourcing process.

A report in July 1996 outlined a number of fundamental changes that could be considered, affecting matters such as where staffing authority should reside, the manner of sustaining accountability for the use of that authority and the means of developing specific staffing procedures, among other things. This report is currently under consideration by the Commission.

### ***Staffing Principles and Strategies***

Staffing audits in 1995-96 revealed that departments and agencies were generally respectful of the principles of merit, equity, fairness and transparency. Staffing authority was

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being appropriately exercised and departmental human resource teams were doing a good job of providing effective advice and assistance to management.

In the nine departments audited, staffing was occurring within an environment of downsizing or no growth. For example, staffing was dominated by recruitment to term positions rather than to the indeterminate Public Service. There was also more focus on deployment and the movement of resources through assignments and secondments.

The audits of these departments also found that effective day-to-day control of staffing activity was being maintained by various status and update reports. However, there was little evidence of internal monitoring systems which allow departments to identify trends in staffing and to provide feedback on performance and on the quality of staffing. While it is natural in time of great change to focus on the short-term – continuing delivery of services, re-engineering processes and managing downsizing – nevertheless, the lack of evidence of monitoring systems may cause problems down the road. Often there were no internal systems to monitor activities such as departmental use of acting appointments or appointments without competition, the use and duration and extension of short-term appointments, or the pattern of recruitment to indeterminate and term positions. The lack of such internal monitoring makes it difficult for departments to observe trends, analyze discrepancies and anomalies, make pre-emptive or mid-course corrections and arrive at effective departmental staffing and human resource planning strategies linked to the business planning process.

## ***Delegation Agreements***

The PSC is adjusting its current approach with respect to Staffing Delegation and Accountability Agreements and is particularly interested in ensuring that its delegation efforts ultimately lead to increasing the efficiency and effectiveness of staffing practices in government departments and agencies.

As a first step, the PSC conducted a review of staffing performance expectations in light of the significant changes in the federal Public Service. For example, the issue of hiring and re-hiring of term employees will be assessed in relationship to human resource strategies in departments, rather than as a quantitative indicator dealing with the length of an appointment and frequency of re-appointments. More important, this review is expected to result in streamlining the delegation and accountability framework. Related to this examination are options for the reporting by departments to the PSC on delegated staffing activities. Consultation with departmental representatives and other stakeholders is expected to be initiated in the first half of 1996-97.

During 1995-96, based on the current approach, the PSC signed Staffing Delegation and Accountability Agreements with three departments: the Canadian Centre for Management Development, the Canada Labour Relations Board and the Public Service Commission. Six other agreements are close to completion and projects are ongoing with 24 departments. Primarily due to restructuring and downsizing, a number of departments have asked to postpone updating their delegation and accountability agreements. PSC efforts have therefore focused on working with departments with immediate needs. For example, the Commission delegated authority to 10

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departments to hire persons intermittently or for work of short duration, i.e. three months or less, under the provisions of the *Public Service Employment Act* for casual employment. Three departments were given approval to operate special measures programs where staffing is targetted at one or more of the employment equity groups. Apprenticeship and Occupational Training Programs were designed to staff positions where it is not possible to find fully qualified individuals in the market place.

## Monitoring Indicators

The Staffing Delegation and Accountability Agreement that the PSC signs with departments contains specific performance expectations designed, in part, to track performance and to monitor the health of staffing in the Public Service. Again, this year, the Commission is reporting on a number of these monitoring indicators (refer to Table B).

*Re-appointment of term employees:* The percentage and number of term employees who were re-appointed three times or more continued to increase, from 26.4% (21 197) in 1994-95 to 34.6% (24 320) in 1995-96. This is not surprising, given the general reluctance by departments to conduct indeterminate staffing and their preference for more flexible work arrangements in the current era of downsizing and restructuring. The PSC also monitors this indicator in relationship to placement rates of individuals with priority entitlement, and was pleased to see no evidence that this type of appointment had a detrimental impact on the Public Service's ability to place affected/surplus employees.

*Non-competitive term to indeterminate appointments:* The percentage of term to indeterminate appointments made via discretionary non-competitive processes remained relatively stable at 7.8% in 1995-96 versus 7.3% in 1994-95. However, the number of term to

## B Monitoring Indicators

	1993-94		1994-95		1995-96	
	%	No.	%	No.	%	No.
<b>Reappointment of Term Employees</b>						
• Percentage and number of term employees appointed who had been reappointed three or more times	22.0	12 671	26.4	21 197	34.6	24 320
<b>Non-competitive Term to Indeterminate Appointments</b>						
• Percentage and number of indeterminate appointments staffed via discretionary, non-competitive process	16.2*	697	7.3	231	7.8	147
<b>Length of Acting Appointments</b>						
• Percentage and number of acting appointments active as of March 31 and which lasted for 12 months or more	38.3	5 304	46.9	5 908	33.0	1 968
<b>Appointments of Public Servants by Open Competition</b>						
• Percentage and number of appointments through open competition which resulted in the appointment of a departmental employee	27.4*	761	30.4	489	26.8	297
<b>Promotions without competition</b>						
• Percentage and number of indeterminate promotions without competition	57.6**		56.2	6 090	58.7	4 657
• Percentage and number of indeterminate promotions by reclassification	46.5**		39.8	4 312	42.5	3 372
<b>Time in Position Prior to Reclassification</b>						
• Percentage of reclassifications which resulted in the promotion of someone who held the position for 12 months or less	30.9**		27.4	1 239	29.9	1 048

Note: \* This percentage has been adjusted to correct coding errors in reporting the tenure of employees, which affected the total number of appointments.

\*\* Actual numbers are not available due to a combination of changes in reporting procedures and data editing.

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indeterminate appointments without competition has continued to decline over the last three years, from 697 in 1993-94 to 231 in 1994-95 and 147 in 1995-96. This decrease is not surprising, given the overall decline in indeterminate staffing due largely to considerable downsizing and restructuring. This trend may continue, especially in light of departments using longer periods of term employment as a means of maintaining flexibility within their work force.

**Note:** *This indicator tracks the use of term to indeterminate appointments where departments have made a choice not to hold a competition. It does not include term to indeterminate appointments associated with the Treasury Board policy on Long-term Specified Period Employment which was suspended effective June 1, 1995.*

*Acting appointments of 12 months or more:* The percentage, and particularly the number, of acting appointments of 12 months or more decreased quite drastically from 46.9% (5 908) in 1994-95 to 33% (1 968) in 1995-1996. Based on information received from departments as to the reasons, the PSC was pleased to see that this trend may well be the result of such departmental initiatives as the implementation of internal policies on acting appointments, including in some instances, close monitoring of actings extending beyond four months, and the increased use of rotational acting appointments, thereby reducing the time spent by each employee in the position. Better human resource planning and budgeting practices by departments have also played an important part in reducing the number of longer-term acting appointments; an example of this is the hiring of terms for projects with sunset clauses rather than effecting acting appointments. As well, some organizations have stabilized, reducing the need for such appointments.

*Appointments of public servants by open competition:* This indicator tracks the appointments of individuals already employed in the Public Service who enter and are successful in competitions open to the general public. Such appointments are not subject to appeal, so consequently there is potential for open competitions to be held to avoid the right to appeal. The percentage of appointments through open competition, which resulted in the appointment of an individual already employed in the department, decreased from 30.4% in 1994-95 to 26.8% in 1995-96. Of particular note is the small number of such appointments: 297 appointments in 1995-96 compared to 489 in 1994-95, and 761 in 1993-94. This continuing decline may be linked to a general downward trend in indeterminate staffing through open competition due to staffing controls on external hiring, as well as a reluctance on the part of managers to add to their indeterminate complement in a downsizing and/or restructuring mode. Again this year, the PSC in discussion with departments, has not found any particular indication that the use of open competitions was problematic, even where the result was the selection of someone already in the department.

*Promotions without competition:* While proportionately there has been a slight increase in the percentage of indeterminate promotions without competition (as a percent of all promotions) from 56.2% in 1994-95 to 58.7% in 1995-96, the actual number of these appointments decreased considerably from 6 090 in 1994-95 to 4 657, one year later. The same pattern was present for indeterminate promotions by reclassification in that while there has been a slight increase in the percentage of reclassifications (as a percent of all promotions) from 39.8% in 1994-95 to 42.5% in 1995-96, the actual number of these

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appointments decreased from 4 312 in 1994-95 to 3 372 in 1995-96. The PSC is not surprised by the current figures as, in many cases, they are the result of departmental restructuring prompted by downsizing activities. There are a number of circumstances where promotion without competition is the most appropriate method of staffing, such as where an employee's job is reclassified or where the employee is in an apprenticeship training program. Nevertheless, a healthy staffing system requires that there be reasonable opportunities for employees to apply for new jobs, particularly those which would constitute a promotion, on a competitive basis. The PSC will continue to monitor this indicator closely and as departments stabilize, the expectation is that the proportional representation of promotions without competition will decline.

*Time in position prior to reclassification:* Although the percentage of reclassifications where the employee occupied the position for 12 months or

less prior to reclassification increased from 27.4% in 1994-95 to 29.9% in 1995-96, the PSC is pleased to see a 15% decrease in the actual number of such appointments, from 1 239 in 1994-95 to 1 048 in 1995-96.

## **Recruitment and Promotion of Employment Equity (EE) Groups**

Equality of access to public service employment and equal opportunity for advancement within the Public Service are integral to the merit principle because in a well-functioning democracy the Public Service should be representative of the people it serves. A representative Public Service means not only that people see themselves reflected in their national institutions, but that their interests and needs are considered and they become part of the process – whether in the creation of policies or in the sensitive delivery of programs.

## C Monitoring Indicators

### Recruitment and Promotion of Employment Equity Groups<sup>a</sup>

	Labour Market Availability <sup>b</sup> (%)	Recruitment Share (%)			Internal Availability <sup>c</sup> (%)	Promotion Share (%)		
		1993-94	1994-95	1995-96		1993-94	1994-95	1995-96
Aboriginal peoples	2.8	3.3	3.2	3.2	2.0	2.4	2.5	2.8
Persons with disabilities	6.0	2.5	2.1	1.6	4.0	3.2	2.7	2.7
Members of visible minority groups	9.6	4.0	3.4	3.2	4.0	4.7	4.6	4.9
Women (by occupational category)								
• Scientific and Professional	55.1	50.0	55.6	58.5	39.0	35.3	37.8	38.5
• Administrative and Foreign Service	40.3	43.2	44.2	48.2	60.0	58.8	56.0	59.5
• Technical	29.6	32.4	35.6	40.9	27.0	21.1	26.0	24.4
• Administrative Support	77.2	80.5	80.3	84.5	82.0	84.9	84.1	83.0
• Operational	24.5	21.7	25.2	27.3	12.0	12.3	18.5	17.0

<sup>a</sup> Unlike the Statistical Tables, percentages in this table are based on total indeterminate and term appointments for three months or more, since self-identification of employees appointed for terms of under three months is not systematically collected. Data relating to separate employers, CO-OP, COSEP, other students and Executive Group appointments are excluded from the analysis. Percentages of recruitment/promotion for women have been calculated on known sex values only.

<sup>b</sup> Labour market availability is only applicable to 1995-96 due to the changing recruitment mix. The labour market availability estimates reported here are based on the relative importance of the occupations in the Canadian labour market which correspond to the occupational groups recruited in 1995-96. Labour market availability estimates are based on the 1991 Census.

<sup>c</sup> Internal availability is applicable only to 1995-96 due to the changing promotion mix. Internal availability is based on the designated groups' representation in the Public Service in 1994-95 and 1995-96 weighted by 1995-96 promotions.

Note: For previous years, recruitment and promotion figures for aboriginal peoples, persons with disabilities and members of visible minority groups were recalculated with the March 31, 1996 data from Treasury Board Secretariat's Central Designated Group Data Bank to reflect the increases in self-identification.

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## THE HEALTH OF MERIT IN THE PUBLIC SERVICE: THE EMPLOYEES' PERSPECTIVE

In 1994, the PSC developed a questionnaire to assist departments in obtaining feedback on employees' perceptions of staffing. The questionnaire, administered to approximately 1 000 employees, was designed to capture the major factors that influence employees' views of staffing practices, as well as their impressions regarding the presence of merit, fairness, objectivity, equity and transparency in the staffing processes.

### *Key Findings*

- Employees' perceptions of merit and the staffing values were not uniform among individuals, groups of individuals, or departments.
- The use of objective assessment methods in a staffing process enhanced the perception of merit, fairness, equity and transparency by both the employees participating in the process and by the assessors.

### *Who You Ask Matters*

Employee characteristics are an important factor when reviewing perceptions of merit and the related staffing values. Different patterns emerge depending on who you ask. Some of the differences can be linked to.....

*Occupational Category* – Members of the Executive and Scientific and Professional Groups displayed more positive opinions of staffing practices than groups such as the Administrative Support.

*Employment Equity Groups* – Equity group members perceived merit in staffing to be less apparent than non-equity group members.

*Responsibilities* – Employees with staffing responsibilities had more positive opinions regarding merit and the related staffing values than those without that responsibility.

*Recent Success* – Employees who had been successful in their last competition tended to have a better perception of merit and the related staffing values.

### *Where You Look Matters*

*Departments* – Ratings of merit varied from department to department.

*Programs* – Staffing programs that include objective assessment methods such as interviews, tests and simulations serve to enhance the perception of merit in staffing. Candidates and assessors from the Assessment Centre for Executive Appointment, the Assessment Centre for Early Identification of Executive Potential and the Assessment Centre for Identification of Middle Management Potential report that this type of objective assessment contributed to the perception of merit, fairness, equity and transparency in the staffing process.

### *What You Say Matters*

The survey results suggest concrete ways to improve employees' perception of staffing, such as more widespread use of objective assessment methodology. Another is the provision of more proactive information and ongoing dialogue about staffing decisions. Employees want to know

- Why a particular staffing strategy has been chosen, and what considerations have been made for employees with priority status, employment equity objectives and human resource plans.
- What career opportunities and decisions respecting non-appointment processes are available, such as assignments and secondments.
- How they can obtain feedback about their performance after a competition. ■

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Beyond that basic understanding of employment equity, however, the Commission believes that building a more diverse work force at all levels of the Public Service will produce a more flexible, perceptive and creative organization, open to new ways of thinking about and solving problems. The achievement of diversity through employment equity cannot be treated as an "add on"; rather, it must become an integral part of an all-inclusive approach to human resource planning and management.

While the recruitment share for persons with disabilities and members of visible minority groups remained low during 1995-96, the share of recruitment to the Public Service of aboriginal peoples was above the labour market availability. The concern over certain low recruitment rates expressed in last year's report resulted in a successful effort to update the voluntary, self-identification employment equity group information. The enhanced reliability of the information is reflected in Table C and illustrates significant improvements in the recruitment shares previously reported for three EE groups. As a result of the database reliability, there were upward revisions in the 1994-95 recruitment shares from 1.7% to 3.2% for aboriginal peoples, from 1.3% to 2.1% for persons with disabilities, and from 1.8% to 3.4% for members of visible minority groups. Recruitment data for women in 1994-95 were not affected. All 1995-96 data in Table C are based on the improved database.

The recruitment shares for women were higher than the labour market availability for all occupational categories. Substantial, positive margins were reflected in the Administrative and Foreign Service, Technical, and Administrative Support categories. However, the exceptionally high recruitment level for the Administrative Support category continues to coincide with the considerable representation percentage of women in this category.

With respect to promotion shares, both aboriginal peoples and members of visible minority groups exceeded their respective internal availability, while persons with disabilities experienced a shortfall. The promotion shares for women in the Administrative Support and Operational categories exceeded their internal availabilities. Concurrently, the promotion shares for women in the remaining occupational categories were slightly below the relevant availability levels.

## **Culture Based on Shared Values**

Effectiveness in staffing and in human resource management ultimately comes from being part of an organization that is in good health. Healthy organizations are usually able to achieve the highest levels of innovation, service, excellence and success, and they also share an important trait – the capacity to create a culture based on values shared by all members of the organization.

## ***Trust in Organizations***

During 1995-96, the PSC undertook a study on the issue of health by looking at one concept intimately tied in with the principles of staffing and the management of human resources: the concept of trust. A review of the literature in this area strongly affirms that an environment of trust is key to achieving excellence within any organization. Low levels of trust cause high levels of stress, reduce productivity, stifle innovation and hamper the decision-making process. Distrust also reduces employee morale, increases absenteeism and turnover, and results in an unquantified cost to the organization in terms of untapped potential. For organizations adjusting to change in their environment, trust is vital in easing the pain of a downsizing exercise.

A second review looked at how certain manufacturing and service organizations build and sustain an environment of trust. Interestingly, the

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trust between management and employees was not as a result of any specific strategy designed to build or improve trust, but was ingrained in the culture of the organization. From this perspective, trust can be seen as an outcome or by-product of an organization that is able to instil in its members a set of shared values.

Although some differences were evident, every organization studied had a strong *esprit de corps*, as employees were proud of where they worked. Each organization strove to be the best within its respective industry. Each had a strong commitment to responding to the needs of the customer, providing high quality products or services, continuously learning and improving, and valuing and respecting co-workers. Monographs on these studies are available from the PSC.

## **Public Service Culture**

The PSC is currently looking at the concepts of health and trust in the federal Public Service. Early feedback from interviews and group discussions with human resource specialists and middle-level managers in 20 federal departments and agencies suggests that public servants generally identify the same set of values as important for a healthy organization and a trustful environment. For example, public servants talk about the importance of *esprit de corps*, of having a common purpose or vision. This is what leads employees to understand and buy into the organization's goals and to believe they are making a significant and meaningful contribution.

Similarly, public servants talk of the importance of respect for employees. Employees want to be seen not just as a resource but as individuals. They want to be able to express their individuality by participating in making decisions that shape their work and being allowed to make a meaningful

contribution to the organization. They want to be recognized, to be valued and to be praised.

The Commission will continue to look at how organisations, within and outside of the Public Service, create and sustain a healthy culture and a trustful open environment, and what tools could be used to measure the state of health within the Public Service.

## **Employment Equity**

### ***Special Measures Initiatives***

In 1995-96, the PSC sought stakeholders interested in addressing the need for effective mentoring programs for members of designated groups. As a result, the PSC is collaborating with Environment Canada, Public Works and Government Services Canada, the Canadian Centre for Management Development (CCMD) and other departments to produce an interdepartmental mentoring model for members of designated groups in the NCR. It is anticipated the model will be ready to pilot in 1996-97.

The PSC launched the Northwest Territories Special Measures Innovation Fund Omnibus project. The Omnibus project fosters creative ways for departments to access and share the financial resources of the Special Measures Initiative Fund (SMIF), and provides a forum for SMIF project leaders to share best practices, ideas and solutions on diversity management projects. The Omnibus committee, chaired by the PSC, provides a mechanism for consultation between departments, and operational and strategic guidance for the design and implementation of Special Measures Initiatives throughout the Public Service. Departments see the Omnibus as a means of working in partnership to address key diversity management issues, and departmental feedback has been extremely positive.

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The PSC developed *A Grid for Departmental Programming* to help departments assess their employment equity/management diversity situation and establish effective corrective measures and programs. The grid sketches a three-step approach which enables managers to move beyond recruitment to build and retain diversity and productivity in their work force.

Over 100 public servants attended *Forum '95: Steps to Diversity* organized by the PSC and the Treasury Board Secretariat in the NCR. During the forum, the Commission introduced a revised version of the guide on employee self-advancement, *Moving Upward and Onward*. Excellent feedback was received on the diversity best practices presented by Statistics Canada, Industry Canada, Justice Canada and CCMD, and the products and workshops offered by PSC staff.

The Career Development Framework for an Administrative Support Bridging Program developed at Justice Canada is an example of the best practices presented at *Forum '95: Steps to Diversity*. This framework was developed when the Departmental Action Committee on Women's Issues identified the need for a structured approach to bridging opportunities for administrative staff, particularly women in potentially vulnerable positions. The framework addresses issues such as career counselling, mentors, assignment planning and built-in assessments, many of which can be adapted by other departments.

The PSC also organized regional seminars in Manitoba and Saskatchewan to inform line managers and human resource specialists of new and existing practical tools and best practices, on the preparation of a SMIF proposal and of the requirements under the new *Employment Equity Act*.

## Official Languages

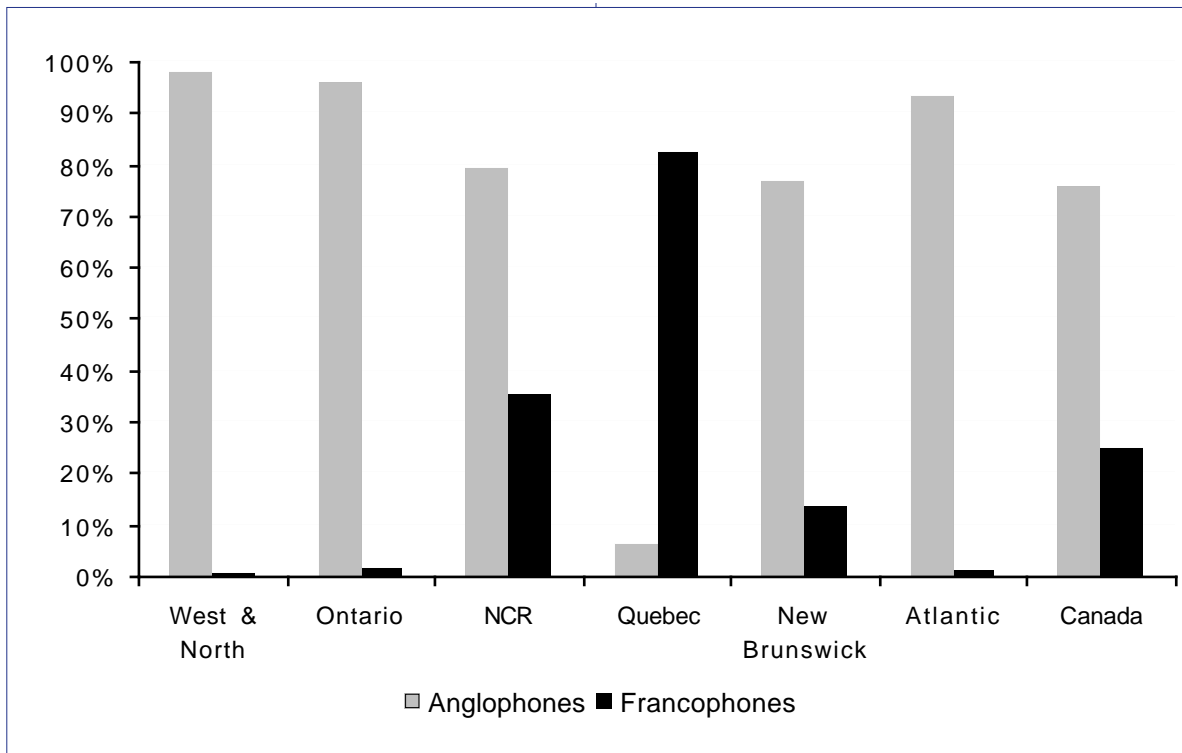
Most appointments from outside the Public Service are to positions that require a knowledge of only one of the official languages: French in Quebec and English elsewhere. Of the 29 921 appointments made in 1995-96, nine in ten were to unilingual positions and one in ten was to a bilingual position. This proportion has been constant over the past couple of years.

Most positions are therefore accessible to unilingual candidates; unilingual Anglophones have access to bilingual positions staffed on a non-imperative basis, English essential positions and English or French essential positions, while unilingual Francophones have access to bilingual positions staffed on a non-imperative basis, French essential positions (most of which are in Quebec) and English or French essential positions. Looking at external recruitment in 1995-96, 75% of the positions staffed were accessible to unilingual Anglophones, while 25% were accessible to unilingual Francophones; this is more or less consistent with their representation in the Canadian population. Graph D gives the proportion of positions accessible to candidates recruited from each of the two linguistic communities by geographic region.

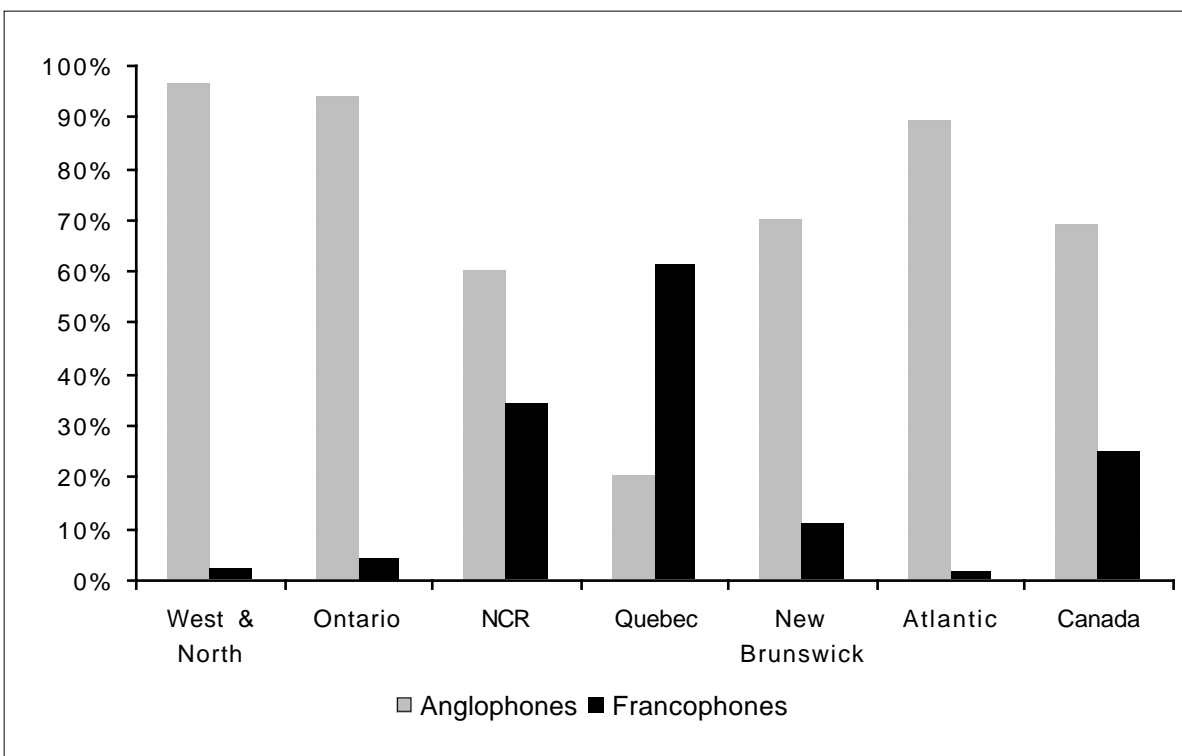
Of the 9 925 promotions granted in 1995-96, 69% of the positions were accessible to unilingual Anglophones, while 25% were accessible to unilingual Francophones. Graph E gives the proportion of promotions accessible to unilingual people according to their first official language and their geographic area. Table 8 in the Statistical Tables gives the proportion of Anglophones and Francophones appointed by position language requirements.

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## D Recruitment: Access by Unilinguals by Geographic Area



## E Promotions: Access by Unilinguals by Geographic Area



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## Technology and Human Resource Management

### ***Recruiting Through Technology***

To play an effective role as the recruiting agent of the Public Service, the PSC must be able to reach and attract the very best candidates. During 1995-96, the PSC piloted the use of the Internet to market and recruit for selected occupations (such as computer systems analysts, engineers, biologists and information specialists), for positions that become available on an ad hoc basis and to promote its major recruitment campaigns. Although the Internet does not yet have sufficient coverage to be used for all occupations, for those highly skilled and high demand areas, it is an economical way to tap the current supply, as opposed to traditional inventories which quickly become outdated for volatile occupations.

On average, the PSC's Recruitment Home Page (<http://www.psc-cfp.gc.ca/recruit/cfp1e.htm>) advertises between 18 and 20 job opportunities per month. The home page contains links to other recruitment sites such as the Monster Board, which offers access to over 55 000 job opportunities worldwide, and in certain cases, the PSC targets its recruitment through advertisements in specific Internet newsgroups.

### ***International Assignments Online***

International Programs launched its home page (<http://www.psc-cfp.gc.ca/intpgm/epb1.htm>) in 1995-96 to provide Canadians with consolidated information on employment opportunities in international organizations. It also provides information on the qualifications required to be considered for international postings through the program, and the means of acquiring experience necessary for a career as an international public servant. International Programs has also consolidated, on one page, electronic links to the international organizations that advertise their positions, or that have a presence on Internet.

### ***Diversity Management***

The PSC added *Diversity OnLine* to its Internet site ([http://www.psc-cfp.gc.ca/dmd/dmd\\_0.htm](http://www.psc-cfp.gc.ca/dmd/dmd_0.htm)). *Diversity OnLine* provides information on the federal *Policy on Employment Equity*, the Special Measures Initiatives Program, the Special Measures Initiatives Fund, the Technical Aids Loan Bank, best practices and practical tools, and on a wide range of resource material in Canada and around the world.

The introduction of *Windows* in the workplace has proven to be a barrier for visually impaired employees. To date, there is no available software that satisfactorily transforms graphical software such as *Windows* for the visually impaired. In 1995-96, the PSC and Industry Canada joined forces to develop a computer interface that will effectively present graphical information through sound, voice and tactile form. Industry Canada and a private software company, VISUAIDE Inc., will develop, test and pilot the new software, using public servants from various federal departments. After a one year pilot, *PC Access* will be marketed internationally to both the private and public sectors.

The PSC also provides advice and presentations to federal departments on making their web sites accessible to persons with disabilities. The PSC played a key role in ensuring that when the Government of Canada primary web site was announced, it was accessible to all Canadians including those with disabilities. In addition, the PSC developed the *PSC Web Site Self-Evaluation Test*. This test is a practical on-line checklist of web-page design tips to assist web-page designers in developing sites that will reach persons with disabilities, persons who search the Internet using DOS-based browsers, and persons who search the Internet with images turned off. Work is currently underway on a new version of the *Self-Evaluation Test*, which expands the scope of the test to include accessibility issues for other disability

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groups, including persons who are hearing impaired, who have mobility and co-ordination difficulties, who have learning disabilities, or who have language and cognitive disabilities.

## Training

Staff training, an essential function of people management, is a key tool in maintaining a Public Service of the highest quality. Responsibility for this training is shared. The Treasury Board Secretariat has overall responsibility for policy direction in training and development. Deputy heads and managers are responsible for training within their departments. The PSC has the responsibility under the *PSEA* to "operate and assist deputy heads in the operation of staff training and development programs in the Public Service." The PSC is also the agency responsible for ensuring competence within the Public Service, and thus has a seat at the table to discuss training issues. Development and delivery of training at the executive level is the responsibility of the Canadian Centre for Management Development.

The PSC recognizes the importance of working closely with its clients and partners in the field of training and development to ensure relevant and competitive services. By building on Canada's existing training infrastructure and through the increased use of technology, it hopes to foster a culture of continuous learning and to provide just-in-time learning opportunities for public servants, at or near their place of work. The PSC, the Treasury Board Secretariat, the Privy Council Office and the Canadian Centre for Management Development are working together to develop a corporate approach to learning and Public Service renewal.

Training Programs Branch (TPB) launched its Homepage (<http://www.edu.psc-cfp.gc.ca>) to promote its products and services to national and international audiences, and to facilitate communications with its clients.

## Language Training

The goal of Language Training Canada (LTC) is to ensure that the people of Canada receive quality services in both official languages and that employees of the federal Public Service are able to work in the official language of their choice. LTC also promotes bilingualism by developing, producing and delivering tailored courses to departments and agencies and by advising them on the optimal use of resources to achieve their training objectives.

LTC has experienced a declining demand for language training since 1993. This is due to a number of factors including a reduced client base, reduced staffing in the federal Public Service, the large population of bilingual public servants and the increased use of bilingual imperative appointments. In 1995-96, the demand for language training fell to 673 students in continuous courses, compared to 1 317 in 1994-95. Non-statutory clientele declined to 2 038 from 2 798 in 1994-95.

In response, LTC has begun to shift its activities from delivering basic language courses to delivering language training within a simulated work environment, and to managing language learning, optimizing learning and consolidating and disseminating current knowledge in the field of language learning. LTC is committed to improving its courses, services and products by reducing the time spent on course development and delivery, by emphasizing a learning culture and by providing technology assisted, self-learning and distance learning.

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In 1995-96, tele-conferencing was introduced as a pilot project in distance learning, based on self-instruction and individual tutoring. The project was designed to permit senior managers, who would not otherwise have been able to attend a normally scheduled full-time course, to participate in the advanced level French language training program. In total, 350 senior managers participated in this French program. Treasury Board policy states that designated incumbents of bilingual positions who are in the Executive Group must attain their required levels of language proficiency by March 31, 1998. As a result, the PSC program established to help individuals achieve a level C (advanced) in language proficiency is scheduled to end in March 1998.

Closed caption video, introduced by LTC in 1995-96 as a means of developing second language reading skills, also proved helpful as a tool to improve listening comprehension skills. As almost all televisions sold in Canada have integrated closed caption decoders, language learners who are introduced to closed captions as a training tool are able to combine professional language learning with their leisure TV viewing at home.

The international demand for LTC's services continued in 1995-96. Vietnam, a new member of the Association of South East Asian Nations, sent 15 senior government personnel to the Asticou Centre for specialized English language training, followed by individual month-long assignments in departments most relevant to each individual. Two groups are scheduled for training in 1996-97.

LTC participated in expert missions, commissioned by the United Nations Development Program, to Lithuania and Latvia to evaluate and provide advice on language training in those countries.

Following successful use of LTC's Communicative English at Work Program at the Institute for Public Administration and Local Government in the Ukraine, Directors of the Ukrainian Academy of Public Administration studied the PSC's role and responsibilities during a visit to Canada organized by the Canadian Bureau for International Education.

## ***Professional Training***

In 1995-96, Training and Development Canada (TDC) provided training to 17 882 public servants (9 898 in the NCR and 7 984 in the other regions). Of these, 9 175 took calendar courses, a decrease of 18% from 1994-95; 8 707 public servants participated in courses developed specifically for particular departmental needs, a decrease of 18% from 1994-95.

As a result of the reduction in demand, and a proportional decrease in revenues, Training and Development Canada began repositioning its services and refocusing its role within the wider framework of human resource development in a renewed Public Service. In 1995-96, TDC began shifting from the delivery of courses to providing training solutions and exploring partnership arrangements with other training service providers. In the area of program development, TDC concentrated on rationalizing its current business lines, studying new lines and developing modular courses with an increased use of technology.

For example, an Ethics and Conflict of Interest workshop was piloted from the National Capital Region, via video conferencing, with Vancouver, Edmonton and Winnipeg. An Introduction to Risk Management workshop, the first in a four-part series, was also piloted via video conferencing with Toronto, Halifax and Moncton. Four

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seminars – Coaching From the Heart, The Secret of Real Change, Negotiation Skills, and Just in Time Leadership – were transmitted from the U.S. Chamber of Commerce via satellite to public servants in the NCR.

Several new financial management courses were introduced. Travel Expert Systems for Finance Staff, for Users, and for Trainers was developed at the request of several departments. Financial Management Training for Responsibility Centre Managers, a bilingual computer-based course designed to accommodate managers unable to be away from their offices for extended periods of time, was distributed to all government departments. Others include Activity-Based Costing, Advanced Planning in the Federal Government, and Alternative Funding Options.

TDC also added a Strategic Communications course to its training roster, expanded its Diversity Management training from one course to six, and assumed responsibility for the Information Management Training Program formerly delivered by the National Archives of Canada.

## Recourse

### Investigations

Under section 7.1 of the *PSEA*, the PSC mediates and investigates complaints related to the *PSEA* and the *Public Service Employment Regulations*. The Treasury Board's *Harassment in the Workplace Policy* gives the PSC the responsibility to investigate complaints of personal harassment.

The PSC received 1 517 complaints relating to the administration of the *PSEA* and 525 harassment complaints, a decrease of 20.9 % in *PSEA* complaints over the previous year, and a decrease of 21.9% in harassment complaints. Of the total number of complaints (2 042), 372 (18.2%) resulted in an official investigation. Of the 447 investigation files that were closed, 86 (19.2%) were settled through alternate dispute resolution, including mediation, and 361 (80.8%) were closed after a formal investigation.

During 1995-96, an increased emphasis was placed on the use of mediation as an effective and efficient means to resolve workplace disputes. The length of time taken to pursue a complaint has

## F Disposition of Investigation Cases

Cases	1994-95		1995-96	
	No.	%	No.	%
Carry-over from previous year	314		306	
Complaints received	2 475		2 042	
Opened	393		372	
Closed				
• allegation founded	69	17.2	84	18.8
• allegation unfounded as stated but corrective action required	17	4.2	10	2.2
• allegation unfounded	163	40.6	167	37.4
• complaint withdrawn	64	16.0	100	22.4
• cases resolved	88	22.0	86	19.2
<b>Total cases closed</b>	<b>401</b>	<b>100.0</b>	<b>447</b>	<b>100.0</b>
Carry-over to following year	306		231	

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been reduced, resulting in diminished costs. Mediation is a voluntary, non-confrontational, confidential process in which a mediator helps parties resolve their differences to their mutual satisfaction and, as such, promotes healing and results in a healthier workplace. The Commission will continue to put emphasis on the use of mediation as a remedy.

Fact-finding meetings were used more frequently in investigations pertaining to breaches of the *PSEA*. With this approach, an investigator either convenes all of the parties involved, or meets individually with the parties to review documentation and to discuss certain case facts. Compared to the traditional one-on-one investigations involving complainants, respondents and witnesses, fact-finding meetings have proven to be a less time-consuming and a more transparent approach to investigations. In 1995-96, fact-finding meetings were used in 82 closed cases compared to 36 in 1994-95.

The PSC also initiated a procedure to fast-track the handling of complaints concerning lay-off and reverse order of merit. This procedure was established to ensure that departments'

downsizing efforts under the provisions of the Treasury Board Secretariat's Work Force Adjustment Directive are not unduly delayed by the investigation of complaints. The standard to complete cases concerning the application of the *PSEA* is 165 calendar days. During 1995-96, 15 reverse order of merit cases were completed in an average of 67 calendar days.

## Appeals

Section 21 of the *PSEA* gives federal public servants the right to appeal, before an Appeal Board established by the PSC, an appointment made or proposed as a result of a closed competition, or without competition. The Appeal Board conducts a quasi-judicial inquiry into the merits of the appointment and its decision is binding on the PSC. If the appeal is allowed, the PSC will revoke, or not make, the appointment or will take other corrective action in keeping with the Appeal Board's decision.

Appeals were allowed primarily for reasons related to improper assessment of candidates. The matters most often brought to the attention of the Appeal Boards during the year were the release of

## G Appeals

	1994-95		1995-96	
	No.	%	No.	%
Selection processes appealed	1 470		1 285	
Selection processes appealed and disposed of*	1 296		1 431	
Selection processes with allowed appeals	201	15.5	203	14.2
Appeals closed**	2 587		3 932	
• appeals withdrawn	1 277	49.4	1 836	46.7
• appeals with decisions	1 310		2 096	
• no jurisdiction	242	18.5	794	37.9
• appeals dismissed	558	42.6	748	35.7
• appeals allowed	510	38.9	554	26.4

\* The number of selection processes appealed and the number of selection processes appealed and disposed of differ because some appeal cases are carried over from one year to the next.

\*\* The number of selection processes appealed and disposed of and the number of appeals closed differ because there is often more than one appeal per selection process.

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standardized tests, the duplication of evaluation teams in a single selection process, the recourse allowed under subsection 10(2) of the Act whereby the merit of the person selected does not have to be compared with that of other persons, the appropriateness of the selection tool or correction method, the appropriateness of corrective action taken following the allowing of an appeal, bias and discrimination, and the question of whether the staffing action was an appointment, deployment or neither.

While the number of competitive selection processes appealed dropped from 783 to 486 during the year, the number of appointments without competition appealed went up from 687 last year to 799 this year, and the total number of appellants rose from 3 508 to 3 789. In 1995-96, 3 932 appeals relating to 1 431 selection processes were resolved, compared with 2 587 appeals the previous year, an increase of 52%.

Even in a period of downsizing, the number of employees who exercised their rights increased, particularly in regard to selection processes without competition. It would appear that departments are resorting to these processes more and more, for example, making deployments, reclassifications or appointments not requiring a comparison of merit between the person selected and others in preference to holding competitions to select new incumbents of positions.

Of all the appeals dealt with under section 21 in 1995-96, 82.6% were resolved within 10 working days of the end of the appeal hearing. With respect to the recommendations by the Joint Parliamentary Committee for the Scrutiny of

Regulations regarding amendments to the appeals regulations, the working group headed by the Director of Appeals and Deployment Recourse and comprising union and departmental representatives continued its meetings. It put forward the proposal to extend by five days the time allowed for bringing an appeal when notice of the right to appeal is given by mail, and a review of the regulations relating to disclosure, which led to the development of more precise standards. These amendments to the regulations, which have already been approved by the Commission, should be published in the fall of 1996.

## ***Deployment Recourse***

Deployment is the transfer by a deputy head of an employee from one position to another in the same occupational group. A deployment cannot result in a promotion nor lead to a change of tenure. The manner in which deployments are made is decided by the Treasury Board Secretariat pursuant to sections 34.1 and 34.2 of the *PSEA*.

Like the deployment itself, the initial review of a complaint about a deployment is the responsibility of departments. Complaints may be made if the employee considers that his or her own deployment or that of another person into the work unit was contrary to the *PSEA* or that it constituted an abuse of authority. The PSC's responsibility comes into play when the employee is not satisfied with the manner in which the department disposes of his or her complaint and refers it to the PSC. 1995-96 represents the third year of deployment recourse operations.

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This year, 107 employees requested that the PSC initiate investigations into 67 deployments. This is an increase of slightly over 14% compared to 1994-95, and an increase of over 63% compared to the first year of operation, 1993-94. There were six new applications for court review compared to three in 1994-95.

Of the 67 new deployments complained against, investigators determined they had no jurisdiction in 7 cases; there was no basis for intervening in 33 cases; corrective action was recommended in 4 cases; 14 complaints were withdrawn either before or during the investigation; 11 cases were still ongoing as of March 31, 1996.

## ***Boards of Inquiry***

Under subsection 6(3) of the *PSEA*, in order to revoke an appointment made by a delegated department that is alleged to be irregular because the incumbent was not qualified, or because the appointment contravened conditions laid down in the delegation instrument, the Commission must first obtain the recommendation of a Board of Inquiry. During its inquiry, the Board must give the deputy head and the person concerned an opportunity to be heard.

During 1995-96, there were 11 Board of Inquiry reports. They all confirmed the validity of the revocation of the appointments brought to the boards' attention. ■

## **H Deployments**

	1994-95		1995-96	
	No.	%	No.	%
Carry-over from previous year	3		2	
Number of complaints	145		107	
Number of deployments complained against	63		67	
Closed				
• complaint founded	10	15.6	4	6.9
• complaint unfounded	26	40.6	33	56.9
• no jurisdiction	16	25.0	7	12.1
• complaint withdrawn	12	18.8	14	24.1
<b>Total cases closed</b>	<b>64</b>	<b>100.0</b>	<b>58</b>	<b>100.0</b>
Carry-over to following year	2		11	

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## ANNEX

### A. Recourse Cases of Interest

Complaints dealt with by the Investigations, Mediation and Conciliation Directorate pursuant to the *PSEA* involve a variety of alleged staffing irregularities. In addition, by Order-in-Council, the PSC has the mandate to investigate complaints of personal harassment under the Treasury Board *Policy on Harassment in the Workplace*. Complaints of concern to the Commission during 1995-96 involved the conduct of reverse order of merit processes to determine lay-offs, departmental investigations of complaints of personal harassment and the treatment of specified period employees.

#### **Investigations**

##### **Case #1:**

Reverse order of merit processes require assessment to determine the relative merit of employees. These assessments must be conducted as thoroughly and carefully as for any competitive process. Not only is the livelihood of the employees at stake but the ability of the organization to function may be in jeopardy if faulty assessment decisions are made.

In this case, the department declared surplus one of three clerical staff performing the same duties. The department consulted with the local union representatives who agreed that three criteria would be used to determine which employee would be declared surplus: performance evaluation reports for the year 1993-94, disciplinary notes on personnel files and, if these did not distinguish the employees, continuous years of public service. It was on the last criterion that the complainant was found surplus.

The investigator found that the department had conducted a flawed reverse order of merit process, in that its approach was not sufficient to assess the merit of the candidates. Seniority can be used only after a complete assessment of qualifications reveals no differences among those being evaluated. Moreover, the agreement with the union had no force in law and contravened the law.

Conciliation of this case resulted in the department reviewing the consistent application of its reverse order of merit policy in line with the requirements of the *Public Service Employment Regulations* and the PSC guidelines on reverse order of merit processes. The complainant did not wish to return to the Public Service, so in this case there was no need to redo the reverse order of merit process.

##### **Case #2:**

To settle a workplace dispute, mediation may be an alternative to an investigation. Mediation is a voluntary, confidential process in which a mediator helps the parties resolve their differences, to their mutual satisfaction, without requiring an admission of guilt on anyone's part. The following two cases illustrate how the PSC's mediation services can resolve complaints of alleged personal harassment or staffing irregularities.

In the first case, the complainant alleged that he had been unfairly denied a disability staffing priority entitlement under section 40 of the *Public Service Employment Regulations*. The PSC officer assigned to the case proposed to the parties that she mediate a resolution to the complaint. The parties agreed.

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During the mediation session, it became apparent that the complainant was not entitled to the disability staffing priority because, following a period of temporary disability leave, he had been assessed as able to perform the duties of his position. However, the complainant lived 90 kilometres from the workplace and had also been assessed as unable to travel due to his condition and requiring daily medication therapy. Through further mediation, a resolution was reached which complied with the requirements of the *Public Service Employment Act and Regulations* and the *Master Collective Agreement*.

The department filled the complainant's position on an indeterminate basis. The complainant requested and was granted 18 months personal leave without pay, with the result that he received a leave of absence staffing priority for 30 months. The complainant agreed to this arrangement, aware that he would cease to be an employee at the end of the priority period if he were not placed during that time.

## **Case #3:**

In this case, several employees in the same work unit lodged complaints of harassment on a number of grounds including race, sexual orientation, disability and personal harassment. Allegations were made against co-workers and management. The department conducted an internal investigation of all the complaints and took immediate corrective and administrative action in all but one of the cases. The one employee who was found not to have been harassed then filed a complaint with the PSC alleging improprieties in the department's handling of the complaint.

A PSC offer to mediate the dispute was accepted by the three parties (the department, the complainant and the alleged harasser). The result

was a Memorandum of Agreement signed by the three parties. The essence of the agreement was that the two employees would not be assigned to work in the same unit and the department would hire an intervenor to help the employees improve their interpersonal working relationship. The department agreed that all supervisors would receive the PSC's course in harassment prevention by a prescribed date.

## **Case #4:**

In conducting an investigation of alleged harassment, the Treasury Board *Policy on Harassment in the Workplace* must be respected. Investigators must also respect the rules of due process. The following case illustrates a situation where due process was not followed.

The complainants in this case had been respondents in an earlier departmental harassment investigation. They had been provided with a written list of their alleged behaviours, but had not been provided with the particulars as to when, where or against whom any act of harassment might have occurred. The investigation concluded that the allegations of harassment were unfounded.

Notwithstanding this, the respondents lodged a complaint with the PSC alleging that the department had violated the Treasury Board *Policy on Harassment in the Workplace*. The PSC investigation determined that the department had failed to provide the respondents with the procedural guarantee embodied in the policy which states that "persons against whom a complaint has been lodged are entitled... to be presented with a written statement of allegations and to be afforded an opportunity to respond to them." The allegations were too general to afford a meaningful opportunity for the complainants to know the case made against them or respond to it.

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The department reinstated the leave credits the complainants used that were attributable to the investigation.

## **Case #5:**

The PSEA vests in the PSC a number of authorities, principal among which is the authority to make appointments to the Public Service. The statute also vests directly in deputy heads certain authorities such as the authority to reject an employee on probation, the authority to accept a resignation and the authority to decide who will be declared surplus and who will be laid off. The following case illustrates the scope of the PSC's authority to investigate complaints in these areas.

Four former specified period employees complained of differential treatment and breach of their contract. They alleged their employment was improperly ended three weeks before the end date of their period of employment because the department claimed there was a lack of work. The complainants claimed there was no lack of work, since indeterminate employees were offered the work for which they (the complainants) had been hired.

The complainants also alleged that the department had advised them that all specified period employees were being released and that this was not true. The incumbents of some positions completed their specified period of employment; in a few cases, employment was extended. The complainants claimed this was differential treatment.

The investigation did not find in favour of the complainants on either matter. Section 29 of the PSEA does not define lack of work as it affects a given employee. Moreover, there are no organizational or geographical limitations placed

on the discretion of deputy heads to exercise the authority given to them by this section of the law in deciding lack of work. Consequently, the determination of lack of work could be confined to a unit or expanded to include the entire department. Furthermore, it is the policy of the employer that departments provide employment continuity to their indeterminate employees. In this case, there was a lack of work of the type being done by the specified period employees.

As there was nothing found in the investigation to show that the deputy head was wrong or acted improperly in exercising her authority under section 29, the report concluded that the allegations were unfounded.

## **Appeal Board Decisions**

### **Case #6:**

The appointment of an affected employee to a group and level different from that of his or her substantive position is not excluded from the application of the right to appeal. In the *Portree* case, the department transferred an affected non-surplus AS-01 employee to a PM-01 position without comparing him to other possible candidates. The Appeal Board ruled that the assignment of the employee to a group and level different from that of his substantive position was not a non-appealable deployment, but a regular appointment subject to the merit principle, and that an affected employee is not entitled to the same priority appointment as those declared surplus. Since the department could not show the transferred employee's superiority over the appellant, the appeal was allowed and the appointment revoked.

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## **Case #7:**

The choice of a selection board member to mentally assess a candidate, is at times an acceptable selection tool. In the *Rodney* case, the appellant claimed that the selection for an acting appointment was not according to merit, since the manager who made the choice made only a mental assessment and was wrong in preferring the chosen one to her. According to the Appeal Board, there is no problem with the fact that an assessment is done mentally or in writing, as long as the one making the selection can reasonably justify the choice. In this case, because of a close working relationship, the assessing manager could have enough knowledge of the chosen employee and the appellant to assess them adequately, and had valid reasons to find the former one superior to the appellant. The decision to prefer the chosen employee over the appellant for the appointment could not be found patently wrong, inequitable nor unfair. The appeal was dismissed.

## **Case #8:**

A priority appointment is not excluded from the application of the right to appeal. In the *Jacobs* case, following a competition, an unqualified priority employee was appointed to a position, rather than the candidate who had qualified in the competition. The department objected to the Appeal Board's jurisdiction to conduct an inquiry on the grounds that it concerned the appointment of an employee with priority entitlement. The Board ruled that, unless an exclusion was expressly provided for in the *PSEA* for a particular type of priority, nothing excluded the appointment of a priority employee from the application of the right to appeal. Since the priority attached to surplus status is not specifically excluded from the

right to appeal and since it was clear in this case that the person appointed was not qualified, the Board allowed the appeal. The Commission then ordered the appointment revoked.

## **Case #9:**

When evaluating candidates based on information in the file, a selection board must not be overly restrictive. In the *Robinson* case, after the appeal was filed, and based on the documentation in the file and the knowledge of its members, the selection board compared the qualifications of the appellant with those of the person selected without competition. However, the Board considered the performance of the appellant only in his last position while, for the current staffing action, the most relevant performance was that relating to his previous positions. The Appeal Board ruled that, in the type of assessment procedure used for this particular action, it was the responsibility of the selection board to review all the available information before making a decision. Since the Board failed to consider all the relevant information regarding the appellant, the merit of the appointment was in doubt. The appeal was allowed.

## **Case #10:**

A selection board's decision to adjust candidates' marks during the selection process does not necessarily invalidate the merit of an appointment. In *Menard & al.*, the appellants contended that the assessment of knowledge was unreliable in that the selection board had changed the marks awarded at least three times. One appellant also alleged that it was impossible to tell the basis upon which marks were awarded to him for abilities and personal suitability. The Appeal

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Board found that although some errors had been made in the awarding of marks, these did not affect the order of merit. At the hearing, the selection board fully substantiated its awarding of marks to the appellant concerned. The appeals were dismissed.

## **Deployment Decision**

### **Case #11:**

A return to a former position at the same classification as the one recently held is a deployment. In the *Piperni* case, an employee in a permanent position accepted in writing, prior to the recent legislation on deployments, an agreement regarding a three-year assignment to a position at the same classification as his substantive position in another part of the same department. At the end of the three years, the department returned him to his previous position. However, he exercised a right to recourse on deployment against this action, claiming it was an irregular deployment because it was made against his will.

The deployment investigator declined jurisdiction in the case, since he did not consider the action contested to be a deployment. The Federal Court Trial Division quashed the decision, ruling that the initial assignment was an appointment and that the return to the position became a deployment. It also asked the Commission to investigate the complaint and to assign the investigation to another investigator.

## **Board of Inquiry**

### **Case #12:**

This case involved two specified period employees who had accumulated 4 years and 10

months of continuous employment and who lacked only two months to obtain indeterminate status under a *Persons and Positions Exclusion Approval Order (Persons Employed Five years or More)*. Nevertheless, the department, which no longer required their services, appointed them for another specified period of 10 months, but granted them leave without pay for the entire period to enable them to obtain indeterminate status. In addition, their appointments were based on the results of an improperly conducted competition published one month after the effective date of their appointments, and wherein several better qualified candidates, who were not appointed, had to be bypassed before their names were found on the eligibility list. The department acted in this manner because it felt it would be criticized for not extending the continuous employment of the casual employees who were less than 60 days away from becoming permanent. At the end of their five years of continuous employment, the department obtained an Approval Order allowing it to appoint the two employees for an indeterminate period. The Board of Inquiry found that the appointments of these employees for a specified period and their subsequent permanent appointments were irregular and illegal, and recommended revoking the appointments and rescinding the Exclusion Approval Order issued in their cases. This was done. ■

## **B. Requests for Leave of Absence Pursuant to Subsection 33(3) of the Act**

A public servant who seeks to be nominated as and to be a candidate in a federal, provincial or territorial election must, under subsection 33(3) of the *PSEA*, apply to the Commission for a leave of absence without pay. The Commission may grant the leave if it is convinced that the employee's usefulness in the position he or she occupies (and will return to should he or she prove 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, 1995 to March 31, 1996, the Commission received seven requests for leave from federal public servants. From that total, six were seeking to be candidates in provincial elections and one was seeking to be a candidate in a territorial election. Of these, three were granted, three were withdrawn by the applicants and one was denied by the Commission. ■

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## C. Report on Activities Under Section 6(1), 6(4) and 41 of the Act

Section 47 of the *Public Service Employment Act* requires the Commission to report annually on its activities in relation to subsections 6(1) and 6(4) of the Act with regard to delegation and in relation to section 41 with respect to the exclusion of positions and persons, in whole or in part, from the operation of the Act.

### DELEGATION OF STAFFING AUTHORITY

Department	Nature of Authority Delegated
Canada Communication Group	<ul style="list-style-type: none"> <li>Authority to hire in certain circumstances any person for a short-term period (90 calendar days) pursuant to the <i>Public Service Employment Act</i>, 1995-06-19.</li> </ul>
Canada Labour Relations Board	<ul style="list-style-type: none"> <li>Authority to hire in certain circumstances any person for a short-term period (90 calendar days) pursuant to the <i>Public Service Employment Act</i>, 1995-05-01.</li> </ul>
Canadian Human Rights Commission	<ul style="list-style-type: none"> <li>Authority to promote without competition employees within the LAW group from the LA-01 to the LA-02A level pursuant to paragraph 4(2)d) of the <i>Public Service Employment Regulations</i> (1993), 1995-12-11.</li> </ul>
Commissioner of Official Languages	<ul style="list-style-type: none"> <li>Authority to promote without competition Investigator-Auditors AS-05 to AS-06 within the Occupational Training Program, pursuant to paragraph 4(2)a) of the <i>Public Service Employment Regulations</i> (1993), 1995-05-08.</li> </ul>
Elections Canada	<ul style="list-style-type: none"> <li>Authority to hire in certain circumstances any person for a short-term period (90 calendar days) pursuant to the <i>Public Service Employment Act</i> from November 17, 1995 to October 15, 1996, 1995-11-17.</li> </ul>
Environment Canada	<ul style="list-style-type: none"> <li>Authority to hire in certain circumstances any person for a short-term period (90 calendar days) pursuant to the <i>Public Service Employment Act</i>, 1996-02-15.</li> <li>Authority to promote without competition employees within the SE-RES (Scientific Research) Group pursuant to paragraph 4(2)c) of the <i>Public Service Employment Regulations</i> (1993), 1995-06-09.</li> </ul>

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## DELEGATION OF STAFFING AUTHORITY

Department	Nature of Authority Delegated
Federal Office of Regional Development - Quebec	<ul style="list-style-type: none"> <li>• Authority to promote without competition in the Operations Branch Advisors to Small Businesses CO-01 to CO-02 within the Occupational Training Program, pursuant to paragraph 4(2)a) of the <i>Public Service Employment Regulations</i> (1993), 1996-01-17</li> </ul>
Fisheries and Oceans	<ul style="list-style-type: none"> <li>• Transfer of authority from Transport Canada to Fisheries and Oceans to make casual appointments for certain groups and levels of the Canadian Coast Guard, 1995-04-01 and subsequent expansion to all sectors of Fisheries and Oceans, 1996-02-08.</li> <li>• Transfer of authority from Transport Canada to Fisheries and Oceans to promote without competition Marine Electronics Technicians EL-01 to EL-02, 03 and 04 within the Apprenticeship Training Program, pursuant to paragraph 4(2)a) of the <i>Public Service Employment Regulations</i> (1993), 1995-04-01.</li> <li>• Transfer of authority from Transport Canada to Fisheries and Oceans to promote without competition Coast Guard Officers SO-MAO-00 to SO-MAO-02 and 03 within the Occupational Training Program, pursuant paragraph 4(2)a) of the <i>Public Service Employment Regulations</i> (1993), 1995-04-01.</li> <li>• Transfer of authority from Transport Canada to Fisheries and Oceans to promote without competition Marine Traffic Regulators GT-01 to GT-02 in Dartmouth, Nova Scotia and in other sites GT-01 to GT-02 and GT-03 within the Apprenticeship Training Programs, pursuant to paragraph 4(2)a) of the <i>Public Service Employment Regulations</i> (1993), 1995-04-01.</li> </ul>
Health Canada	<ul style="list-style-type: none"> <li>• Inclusion of the Pest Management Regulatory Agency to the authority to hire in certain circumstances any person for a short-term period (90 calendar days) pursuant to the <i>Public Service Employment Act</i>, revised 1995-10-10.</li> <li>• Authority to appoint Aboriginal Peoples under the Aboriginal Head Start Program into Program Management (PM-04) positions, pursuant to paragraph 44 of the <i>Public Service Employment Regulations</i> (1993), 1996-02-08.</li> </ul>

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## DELEGATION OF STAFFING AUTHORITY

Department	Nature of Authority Delegated
Indian and Northern Affairs Canada	<ul style="list-style-type: none"> <li>• Authority to hire in certain circumstances any person for a short-term period (90 calendar days) pursuant to the <i>Public Service Employment Act</i>, 1995-10-09.</li> <li>• Authority to appoint Aboriginal Peoples under the Aboriginal Employment Program in all occupational groups, except the executive group, pursuant to paragraph 44 of the <i>Public Service Employment Regulations</i> (1993), 1995-05-01.</li> <li>• Authority to recruit Aboriginal students in classified summer positions in connection with the Aboriginal Employment Program, 1995-05-01.</li> </ul>
Natural Resources Canada	<ul style="list-style-type: none"> <li>• Authority to hire in certain circumstances any person for a short-term period (90 calendar days) pursuant to the <i>Public Service Employment Act</i>, expanded to the Minerals and Energy Technology Sector and Geological Survey of Canada, revised 1995-07-31.</li> </ul>
Office of the Superintendent of Financial Institutions Canada	<ul style="list-style-type: none"> <li>• Authority to recruit for RE (Regulatory Enforcement) positions expanded to include levels 22 and 23, pursuant to the <i>Public Service Employment Act</i>, 1995-10-25.</li> </ul>
Public Service Commission of Canada	<ul style="list-style-type: none"> <li>• Indefinite extension to the authority to hire in certain circumstances ED-LAT-01, in the National Capital Region, for a short-term period (90 calendar days) pursuant to the <i>Public Service Employment Act</i>, revised 1995-07-01.</li> <li>• Authority to appoint Aboriginal Peoples, persons with disabilities and members of visible minority groups studying in industrial/organizational psychology into (PS) positions under the Personnel Psychology Sponsorship Program, pursuant to paragraph 44 of the <i>Public Service Employment Regulations</i> (1993), 1995-04-26.</li> </ul>
Public Works and Government Services Canada	<ul style="list-style-type: none"> <li>• Authority to promote without competition Property Managers AS-02 to AS-03 and 04 within the Occupational Training Program, pursuant to paragraph 4(2)a) of the <i>Public Service Employment Regulations</i> (1993), 1995-10-30.</li> </ul>

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## DELEGATION OF STAFFING AUTHORITY

Department	Nature of Authority Delegated
Revenue Canada	<ul style="list-style-type: none"><li>• Inclusion of the GS-PRC-05 group and level (security guards) in the authority to hire in certain circumstances any person for a short-term period (90 calendar days) pursuant to the <i>Public Service Employment Act</i>, for Summerside Processing Centre, revised 1995-12-15 and additional authority for certain groups and levels at Ottawa, Sudbury and Surrey Taxation Centres, as well as the International Tax Services Office, 1996-01-29.</li><li>• Authority to promote in the Information Technology Branch without competition Computer Systems Administrators CS-01 to CS-02 within the Occupational Training Program, pursuant to paragraph 4(2)a) of the <i>Public Service Employment Regulations</i> (1993), 1995-05-08.</li></ul>

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## General Exclusions

Section 41 of the *Public Service Employment Act* authorizes the Commission to exclude from the application of the *Act* (or some of its provisions) any position, individual or class of positions or individuals, in any case where it is of the opinion that such application would be neither practicable nor in the best interests of the Public Service. Any such decision, or its revocation, must be approved by the Governor in Council. Subsection 37(1) of the *Act* authorizes the Governor in Council, on the recommendation of the Commission, to make regulations prescribing how positions or persons excluded under section 41 are to be dealt with.

Exclusion Approval Orders, judiciously used, provide essential flexibility to meet personnel management needs and government objectives. The Commission conducts ongoing monitoring activities to ensure that Exclusion Approval Orders are properly applied.

During the period from April 1, 1995 to March 31 1996, the Commission approved the following Exclusion Approval Orders.

### **Persons and Positions Exclusion Approval Order (Persons Employed Five Years or More) No. 34**

P.C. 1995-582, 4 April 1995 – SI/95-50

This Order facilitates the appointment for an indeterminate period of 190 term employees who have been employed in the Public Service for five years or more. This Order removes the right of appeal against these appointments. It also suspends the operation of provisions of the *Public Service Employment Act* that give preference to

persons whose names are placed on eligibility lists or to persons with statutory and regulatory priority status.

### **Appointment of Certain Employees of the Canada Communication Group to the Department of Supply and Services Exclusion Approval Order**

P.C. 1995-762, 9 May 1995 – SI/95-63

In order to eliminate any possibility of conflict of interest, the Minister of Public Works and Government Services decided to transfer to the Department of Supply and Services the component of the Canada Communication Group responsible for awarding contracts.

The Canada Communication Group has become a separate employer over the past years, and as such has chosen to use a new classification standard for its positions, making them incompatible with Public Service positions classified according to Treasury Board standards. It was therefore not possible to use deployments to move affected employees from one organization to the other. These people therefore had to be appointed. An Exclusion Approval Order (P.C. 1994-1886) was approved on November 15, 1994 to ensure that the appointments of 207 employees involved in the transfer took place without hindrance and would not be subject to merit, appeals, eligibility lists and the consideration of persons with statutory and regulatory priority status. However, it was discovered later that seven additional employees should also be transferred. This Order, therefore, facilitates the appointment of these additional employees.

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## **Statistics Canada 1996 Census of Population Terms Exclusion Approval Order, amendment**

P.C. 1995-932, 13 June 1995 – SI/95-72

The definition of "persons" in section 2 of the Order approved on March 21, 1995 is amended for the purpose of bringing under the Order the hiring of persons employed in the Statistics Survey Operations.

## **Appointment of Certain Persons Employed with the Advisory Council on the Status of Women to the Office of the Co-ordinator, Status of Women Exclusion Approval Order**

P.C. 1995-931, 13 June 1995 – SI/95-71

In order to strengthen the Government's efforts to promote the advancement of women's equality and to remove duplication, the Honourable Sheila Finestone, Secretary of State (Status of Women), announced on March 14, 1995, the end of the mandate of the Advisory Council on the Status of Women and the integration of certain functions of the Council into the operations of the Office of the Co-ordinator, Status of Women. This consolidation will provide single access to programs promoting women's equality. Following an analysis of its needs and of the financial resources available, the Office of the Co-ordinator, Status of Women identified nine persons from the Council who could be integrated.

In order to facilitate the appointment of these persons, the Exclusion Approval Order excludes the positions to which these persons are appointed from the operation of section 10 of the *Public Service Employment Act* respecting appointment based on merit, from the operation of subsections

29(3), 30(1) and (2), and 39(3) and (4) of the same *Act* respecting leave of absence, lay-off, and ministers' staff priorities for appointment and from any regulations made under paragraph 35(2)(a) of the same *Act* also respecting priorities for appointment namely that for employees declared surplus.

## **Appointment of Certain Employees of the Alberta Solicitor General to Correctional Service of Canada Exclusion Approval Order**

P.C. 1995-1030, 23 June 1995 – SI/95-75

The Deputy Solicitor General of Alberta and the Commissioner of the Correctional Service of Canada agreed on the conversion of the Grande Cache Correctional Centre to a federal penitentiary. This new institution which has a capacity of 240 inmates will allow to decongest other overcrowded institutions. Within this agreement, 136 persons employed at the Centre are appointed to Correctional Service of Canada.

This Order facilitates the appointment of the provincial public servants involved in the transfer agreement by approving the exclusion of the positions to which these employees are appointed from the operation of sections 10 and 28 of the *Public Service Employment Act* respecting appointment based on merit and probation, from the operation of subsections 29(3), 30(1) and (2), and 39(3) and (4) of that *Act* respecting leave of absence, lay-off, and ministers' staff priorities for appointment and from any regulations made under paragraph 35(2)(a) of the same *Act* also respecting priorities for appointment namely that for employees declared surplus.

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## **Persons and Positions Exclusion Approval Order (Persons Employed Five Years or More) No. 35**

P.C. 1995-1358, 16 August 1995 – SI/95-94

This Order facilitates the appointment for an indeterminate period of 315 term employees who have been employed in the Public Service for five years or more. This Order removes the right of appeal against these appointments. It also suspends the operation of provisions of the *Public Service Employment Act* that give preference to persons whose names are placed on eligibility lists or to persons with statutory and regulatory priority status.

## **Appointment of Graham Van Aggelen and Craig Buday to Certain Positions of the Department of Environment Exclusion Approval Order**

### **Appointment of Certain Persons to Certain Positions in the Laboratories Division of the Environmental Conservation Branch of the Pacific and Yukon Region of the Department of Environment Exclusion Approval Order**

The Minister of Environment Canada and the Minister of Environment, Lands and Parks of British Columbia have come to an agreement to harmonize laboratory programs in this area. As of January 1996, laboratory services will be delivered to the province by Environment Canada. Within this agreement, the province will contribute financially to obtain those services while Environment Canada has committed itself to give the opportunity to 26 employees of Zenon

Environmental Lab. Inc., which was the Ministry of Environment, Lands and Parks' contractor, to be considered for the staffing of 16 additional positions created with the merger. The employees already employed with the Laboratories Division of the Environmental Conservation Branch of the Pacific and Yukon Region of the Department of Environment will keep their positions and will also be eligible to compete for the staffing of the newly created positions. Therefore, these positions, as well as any position of the Division, listed in the schedule of the Order, which would become vacant during the period beginning on September 1, 1995 and ending on January 31, 1996 would be staffed through competitive processes restricted to persons referred to in the schedule of the Order. Within this agreement, Environment Canada has committed itself to appoint two provincial employees, Graham Van Aggelen and Craig Buday who are already working in the Department of Environment laboratory facilities.

P.C. 1995-1461, 30 August 1995 – SI/95-97

This Order facilitates the appointment of two provincial employees by excluding the positions to which they are appointed from the operation of section 10 of the *Public Service Employment Act* respecting appointment based on merit, from the operation of subsections 29(3), 30(1) and (2), and 39(3) and (4) of that Act respecting leave of absence, lay-off, and ministers' staff priorities for appointment and from any regulations made under paragraph 35(2)(a) of the same Act also respecting priorities for appointment namely that for employees declared surplus.

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P.C. 1995-1462, 30 August 1995 – SI/95-98

This Order facilitates the staffing exercise by excluding the positions to which these persons are appointed from the operation of section 13 of the *Public Service Employment Act* respecting area of selection, from the operation of subsections 29(3), 30(1) and (2), and 39(3) and (4) of that Act respecting leave of absence, lay-off, and ministers' staff priorities for appointment and from any regulations made under paragraph 35(2)(a) of the same Act also respecting priorities for appointment namely that for employees declared surplus.

## **Persons and Positions Exclusion Approval Order (Persons Employed Five Years or More) No. 36**

P.C. 1995-1951, 23 November 1995 – TR/95-121

This Order facilitates the appointment for an indeterminate period of 36 term employees who have been employed in the Public Service for five years or more. This Order removes the right of appeal against these appointments. It also suspends the operation of provisions of the *Public Service Employment Act* that give preference to persons whose names are placed on eligibility lists or to persons with statutory and regulatory priority status.

## **Persons and Positions Exclusion Approval Order (Persons Employed Five Years or More) No. 37**

P.C. 1996-461, 26 March 1996 – TR/96-30

This Order facilitates the appointment for an indeterminate period of 6 term employees who have been employed in the Public Service for five years or more. This Order removes the right of appeal against these appointments. It also suspends the operation of provisions of the *Public Service Employment Act* that give preference to persons whose names are placed on eligibility lists or to persons with statutory and regulatory priority status.

## **Appointment of Alternates Exclusion Approval Order**

P.C. 1996-460, 26 March 1996 – TR/96-29

The *Budget Implementation Act*, 1995 will result in the loss of approximately 45 000 positions in the broad federal Public Service. In order to minimize the personal impact on staff, early retirements and departure incentives were set up by Treasury Board which further agreed in May 1995 to allow "alternation". Alternation is an exchange of positions between an "affected employee" (i.e. who may be declared surplus to requirements but who would like to remain employed in the Public Service) and an "alternate" (i.e. an employee whose position is not to be eliminated but who volunteers to leave the Public Service). It should be noted that an "alternate" never performs the duties of his/her new position as he/she has to leave the Public Service no more than five days after the alternation takes place.

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Alternations can be made through either deployments or appointments. Deployments are normally used but an appointment must be made every time an alternation involves positions classified in two different occupational groups. It is recognized that there could not be a great many such situations.

This Order facilitates the appointment of alternates by approving the exclusion of persons from the operation of subsections 21(1) and (1.1) of the *Public Service Employment Act* relating to appeals and approving the exclusion of the positions to which alternates will be appointed from the operation of section 10 of the *Public Service Employment Act* respecting merit, from the operation of subsections 29(3), 30(1) and (2), and 39(3) and (4) of that Act respecting leave of absence, lay-off, and ministers' staff priorities for appointment and from any regulations made under paragraph 35(2)(a) of the same Act respecting other priorities for appointment.

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## Personal Exemptions

From April 1, 1995 to March 31, 1996, in addition to the general exclusions, 5 persons were excluded from the application of the *Public Service Employment Act* when appointed to Public Service positions for a period specified in exclusion approval orders, or to hold office "during pleasure" that is, the appointment may be revoked at any time by the Governor in Council.

Order in Council Number	Duration	Name	Title
P.C. 1995-1713 1995.10.10	during pleasure, effective October 16, 1995	Harry S. Swain	Special Advisor to the Minister of Finance
P.C. 1995-1914 1995.11.23	during pleasure, effective November 27, 1995	Peter Harder	Special Advisor to the Minister of Citizenship and Immigration
P.C. 1995-2153 1995.12.19	during pleasure, effective January 1, 1996	Scott C. Clark	Associate Deputy Minister of Finance
P.C. 1996-183 1996.02.14	during pleasure	George R.M. Anderson	Deputy Secretary to the Cabinet (Intergovernmental Policy)
P.C. 1996-396 1996.03.26	during pleasure	Lorette Goulet	Special Advisor to the Deputy Minister of Employment and Immigration (Human Resources Development)

# Public Service Renewal in Perspective: 1981-1996

In order to understand better the impact of the changes taking place in the federal Public Service, the PSC reviewed trends in Public Service<sup>1</sup> employment over the past 15 years.<sup>2</sup> The findings of this review indicate that while some significant shifts have taken place, in other areas little has changed.

On December 31, 1995, the Government of Canada employed 210 517 public servants, fewer than the 225 056 public servants it employed on December 31, 1981. The proportion of employees found in the National Capital Region (NCR) remains much the same as in 1981. A few large departments continue to employ the majority of a predominantly permanent work force. Operational personnel continue to reside mostly in the field, whereas managers and policy makers continue to reside mostly in the NCR, reflecting the regional emphasis on service delivery.

Nevertheless, some things have changed. A greater proportion of jobs in the 1996 Public Service fall into professional categories, while the proportion of jobs in the administrative support and operational categories have declined since 1981. Recruitment to indeterminate jobs is the lowest in recent history. With declining economic opportunities elsewhere, *normal* movement out of the work force has been reduced to a minimum. (The Early Retirement Incentive (ERI) and Early Departure Incentive (EDI) programs resulted in an increase but this is not *normal* movement.) Limited recruitment, coupled with limited

separations, has produced a Public Service that is becoming increasingly middle aged. More public servants are in the middle-age band from 30 to 50 years of age, fewer are less than 30 years of age and fewer are over 50 years of age.

### Some Things Have Remained the Same

#### ***A Stable Permanent Public Service***

As of December 31, 1995, permanent (indeterminate) workers accounted for 87.9% of the work force; term (specified period) and casual employees accounted for the remainder. This proportion has remained remarkably stable over time. For example, in 1981, indeterminate workers accounted for 89.1% of the work force. Term employment peaked in the late '80s and early '90s and has been in decline ever since (see Graph I).

#### ***A Few "Super" Departments Account for the Majority of the Work Force***

Five super departments – National Revenue, National Defence, Human Resources Development, Transport Canada<sup>3</sup> and Public Works and Government Services – employ 56.3% of the Public Service work force.<sup>4</sup> Another 17 large departments account for another 37.9% of the work force. The remaining 5.8% is spread out among 45 other small departments and agencies (see Graph J). This has been relatively constant over time.

<sup>1</sup> The analysis deals with the federal Public Service universe as defined by the *Public Service Employment Act*. This universe differs marginally from that for which the Treasury Board is employer, as defined by the *Public Service Staff Relations Act*. It does not include Crown corporations, military personnel and members of the Royal Canadian Mounted Police, which are considered part of the federal public sector.

<sup>2</sup> This text compares 1981 data and 1996 data, which represent the trend during this period. Where this is not the case, the text notes this as appropriate.

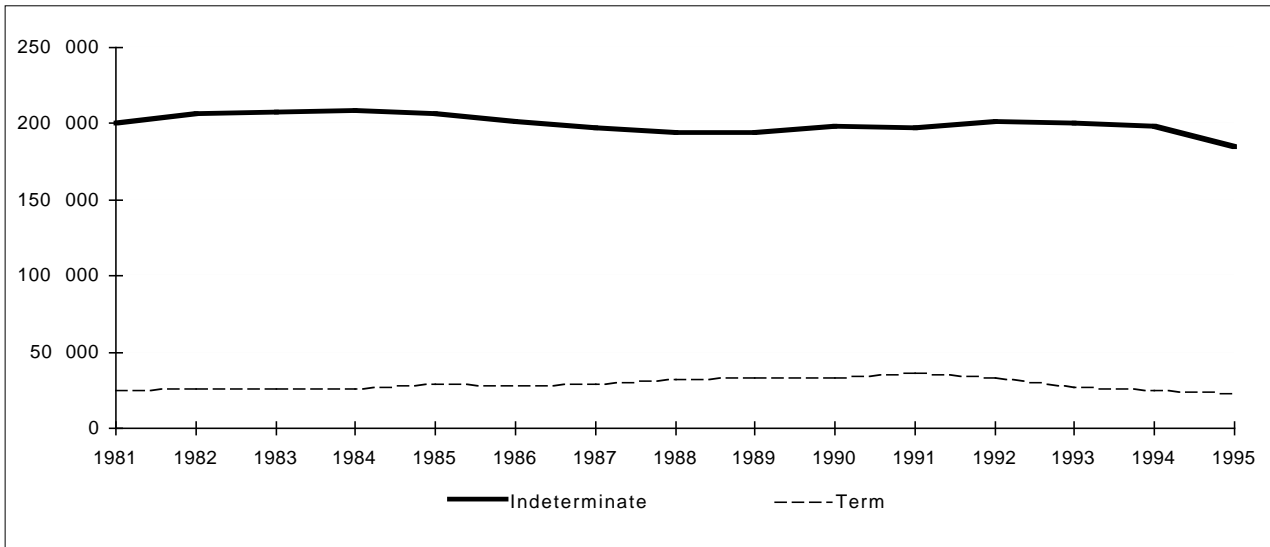
<sup>3</sup> Recent legislation which will transfer the air navigation system out of the Public Service, the privatization of airports and the transfer of the Coast Guard to Fisheries and Oceans will significantly reduce the size of Transport Canada from its current employee base of 17 752 to fewer than 5 000.

<sup>4</sup> On December 31, 1995, National Revenue had 37 642 employees, National Defence had 25 109, Human Resources Development had 24 233, Transport Canada had 17 752 and Public Works and Government Services had 13 847.

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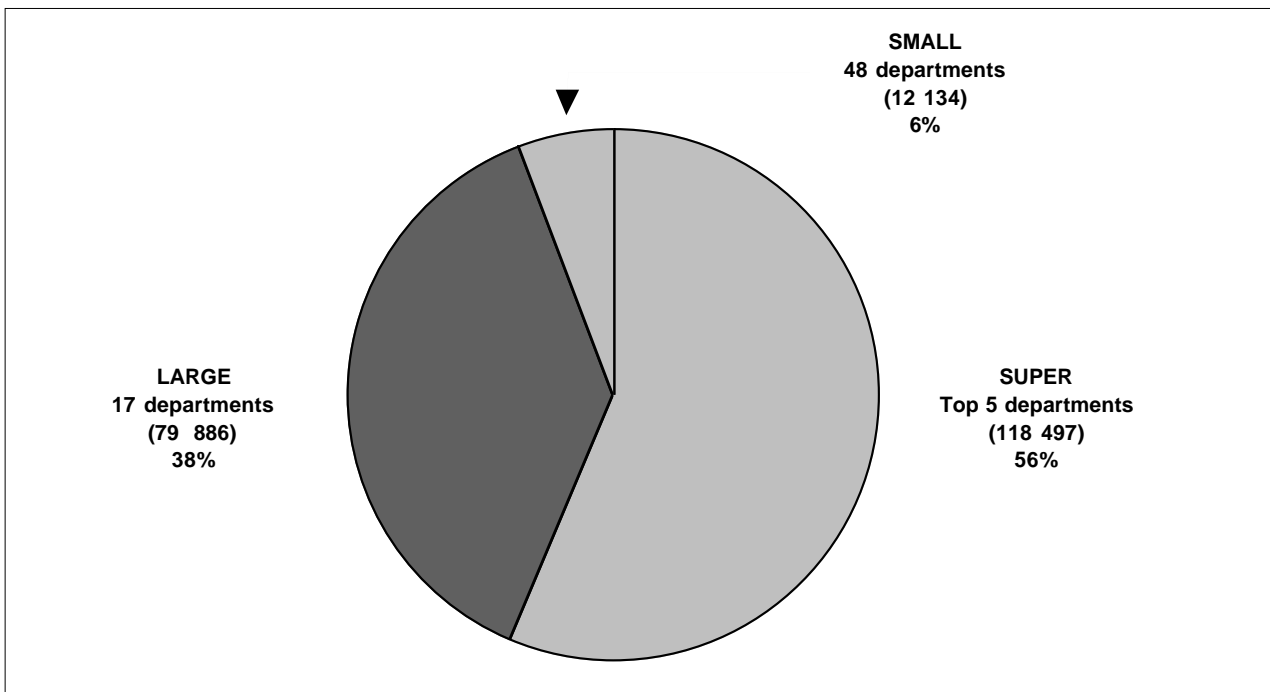
## I Number of Employees by Tenure

December 31, 1981 to December 31, 1995



## J Population by Department Grouped as Super, Large and Small Departments

Showing Number and Percentage of Employees as of December 31, 1995



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## ***Majority of Public Servants Work in Regions***

As of December 31, 1995, the NCR employed 32.3% of the Public Service work force (32.9% or 60 911 of the indeterminate work force and 28.6% or 6 389 of the term work force). The remainder worked outside the NCR, mostly in larger urban centres. This distribution has remained relatively unchanged since 1981.

The NCR employed 66.7% of all executives, 39.5% of the individuals in the Scientific and Professional category and 40.1% of the individuals in the Administrative and Foreign Service category, but only 24.7% of those in the Technical category and 8.1% of those working in the Operational category.

This compares to December 31, 1981, when the NCR employed 79.4% of all executives, 39.3% of the Scientific and Professional category, 39.6% of the Administrative and Foreign Service category, 23.8% of the Technical category and 12.2% of the Operational category.

As of December 31, 1995, the NCR employed 31.8% of employees in the Administrative Support category, a proportion consistent with the level of overall employment in the NCR. In 1981, the NCR employed 38.2% of employees in the Administrative Support category.

## ***Little Interdepartmental or Intergroup Movement***

Interdepartmental and intergroup movement have been relatively stable over time. In 1994-95, interdepartmental movement accounted for 9.6% of all indeterminate movement, a figure down only slightly from the 10.9% reported in 1981. In 1995-96, this historical trend was broken with

interdepartmental movement jumping to 17.5% due to the downsizing and restructuring of departments and to increased interdepartmental efforts to place affected and surplus employees. However, this would appear to have had little effect on intergroup movement, which in 1995-96 accounted for 17.6% of all indeterminate movement, down slightly from the 18.7% reported in 1981.

## ***Some Things Have Changed***

### ***An Increase in Professional Occupations***

There has been a slow, steady increase in the proportion of employees in professional occupations. In 1981, workers employed in the Executive, Scientific and Professional, and Administrative and Foreign Service categories accounted for only 35.1% of the work force. By 1996 this percentage had increased to 47.4%. The proportion of people employed as secretaries, general labourers and general service personnel experienced significant decline, whereas computer scientists, auditors and program administrators increased their overall representation in the population.

### ***Improved Representation***

The past 15 years have seen a significant increase in the representation of women. In 1981, women represented only 39.3% of the Public Service work force (38% of all indeterminate employees and 56.6% of all term employees). By 1996, the representation of women had increased to 47.4% (45.8% of all indeterminate employees and 60.4% of all term employees).

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While the representation of women has increased across all groups and all levels, nevertheless, women continue to be more heavily represented in some groups than in others and are more concentrated in the lower levels than in the higher ones. For example, as of December 31, 1995, women represented 60.8% of the Administrative Service (AS) group and 65.6% of the Personnel Administration (PE) group, but only 32.5% of the Economics, Sociology and Statistics (ES) group and 23.7% of the Auditing (AU) group. In terms of levels, women represent 76.1% of the first two levels of the AS group but only 47.2% of levels three and above, up from 61.2% and 25.2% respectively in 1981. The representation of women in the Executive group has increased from 4% in 1981 to 21% in 1995.

The historical data for some employment equity (EE) groups is incomplete (EE information was first captured via self-identification in the late 1980s), however, some improvement seems to be in evidence. In particular, both aboriginal peoples and members of visible minority groups have seen an increase in their representation. The percentage of aboriginal peoples went from 2.2% of the population in 1988 to 2.3% as of the beginning of 1996. The percentage of members of visible minority groups went from 3.5% to 4.4% over the same period. Only persons with disabilities experienced a decline in representation. In 1988, they represented 3.9% of the population; in 1996, 3.1%, due to the disproportionately large number who retired with or without benefit of the ERI and those who took the EDI in 1995.

Two EE groups increased their representation in the Executive category between 1988 and 1995: aboriginal peoples from 1.1% to 1.6% and members of visible minority groups from 2.1% to

2.4%. However, once again, the representation of persons with disabilities decreased from 2.5% to 2%.

While visible minority representation is slowly catching up to Canadian demographic trends, there is still some way to go. In the case of aboriginal peoples, the problem is not so much that they are not being hired, but that increasingly, as various aspects of the federal government's traditional responsibilities are devolved to the aboriginal communities themselves, those aboriginal peoples in the Public Service are leaving.

## ***Bilingual Capacity Has Improved***

In his most recent annual report, *Official Languages in the Federal Institutions*, the President of the Treasury Board provides an historical overview of the language requirements of bilingual positions in the Public Service. Some fifteen years ago, 72% of bilingual positions required an intermediate or superior level (level B or C). Today, more than 93% of bilingual positions require these levels.

Over the last fifteen years, the linguistic capacity of the Public Service has been increasing steadily. In 1981, 84% of incumbents of bilingual positions met the language requirements of their positions. Now, more than 91% meet the language requirements. In the early '80s, bilingual employees accounted for 24% of the Public Service population, of which 6% had a superior proficiency level. A superior proficiency level is attained when individuals meet level C or are exempt from being retested on their second-language proficiency. Currently, 36% of employees are bilingual, with 20% having a superior proficiency.

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## ***Term Appointments on the Rise<sup>5</sup>***

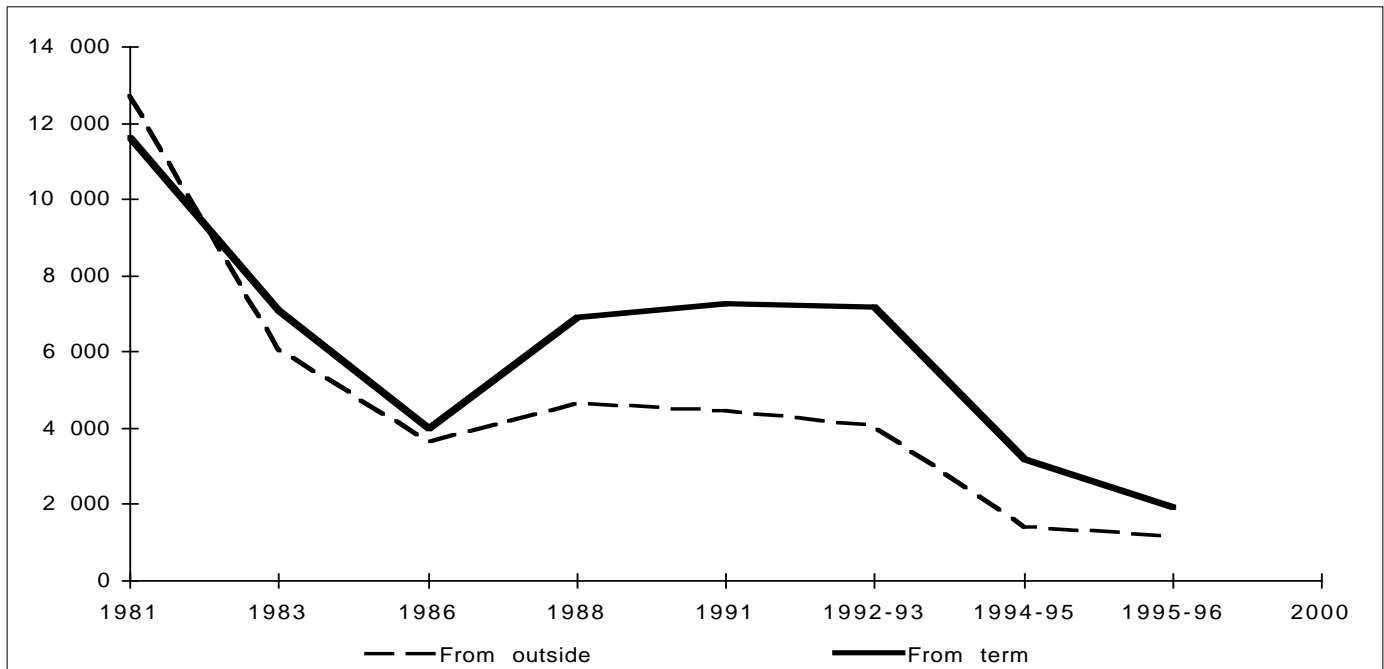
While term employment (the number of term employees on staff at a particular point in time) has declined, the number of term appointments has risen since the late '80s, and has always greatly out-numbered indeterminate appointments. Term jobs accounted for 81.1% of all appointments in 1995-96, even though term employees account for only 10% to 20% of the Public Service population (depending on the time of year).<sup>6</sup> Clearly, most staffing activity relates to the staffing (and restaffing) of temporary jobs. While term staffing activity has always been disproportionate to the relative size of the term population, this situation has been exacerbated by the current downsizing activity.

## ***Indeterminate Hires are Down***

New indeterminate hiring is in sharp decline. There were 24 356 new indeterminate hires in 1981, a figure that dropped by nearly 90% to 3 117 by 1995-96 (1 231 indeterminate appointments to the Public Service, plus 1 886 terms appointed to indeterminate positions). In 1981, 47.8% of these new hires involved the appointment of individuals already employed in the Public Service as terms. In 1995-96, 60.5% came from the term population (see Graph K).<sup>7</sup> The degree to which recruitment is sourced from the term population varies by occupation. The majority of these new hires were to the Administrative Support and Operational categories.

## **K Number of New Indeterminate Hires by Source of Entry**

Various Years – 1981 through 1995-96



<sup>5</sup> For purposes of historical consistency, casual appointments which came into effect in 1993 are included in the analysis as if they were terms.

<sup>6</sup> 108 334 term and casual appointments were reported in 1995-96 out of a total of 133 540 appointments. These figures reflect the numbers reported in the Statistical Tables, not those quoted above. Those used in the current text have been adjusted to account for differences in the reporting universe over time.

<sup>7</sup> Part of the shift in the proportion of new hires coming from the term pool is due to changes in appointment reporting between 1981 and 1996 that resulted in improved identification of hires from the term pool.

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## ***Departures Are Down***

In 1981, 20 145 indeterminate public servants left the Public Service. By 1994-95 this figure had dropped by 65% to 9 136. This translates into a rate of separation in 1994-95 of only 4.4% compared to 9.1% in 1981. The rate of separation from the Public Service has declined within all age groups, across all regions and across all occupations. It is likely that, at least in part, this is due to reduced opportunities outside the Public Service. For each of the age groups from 20 to 50, the rate of separation in 1994-95 was less than half of the 1981 rate. In 1995-96, the number of indeterminate separations increased sharply to 16 776 due to government measures to encourage early retirement (Early Retirement Incentive) and early departure (Early Departure Incentive).<sup>8</sup> More than 8 000 of those who left the Public Service left under one of these programs.

## ***Work Force is Increasingly Middle Aged***

The age profile of the Public Service is becoming increasingly narrow and middle aged. Indeterminate public servants between the ages of 30 and 50 now account for 74% of the Public Service. Another 20.1% are over the age of 50. Only 5.9% are less than 30 years of age.

In 1981, the age profile of male employees was what might be considered ideal from a demographic point of view. Each age band contained about the same number of employees.<sup>9</sup> The age profile of female employees, on the other hand, was different. There were many more younger women employed than women in middle age or older. By 1995, the age profiles of both men and women look similar, although men are overall slightly older. In both instances, however, the 1995 profiles show a concentration of more experienced workers in the middle age groups with fewer younger workers and fewer older workers (see Graph L).

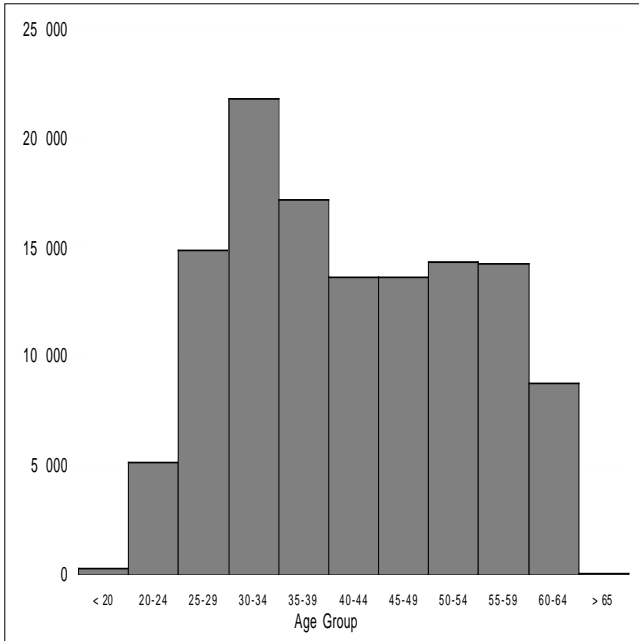
<sup>8</sup> *Quarterly Report on Public Service Employment Reductions (Fiscal Year 1995-96)*, Treasury Board Secretariat

<sup>9</sup> In a stable environment, employers would like to see an orderly changeover in their staff with a relatively stable number of new recruits being brought into the system each year to replace workers leaving the system either through retirement or resignation. Over time this translates into a relatively flat distribution with a similar number of workers in each age band. Distributions other than this represent shocks to the system either in terms of rapid growth or rapid decline, neither of which is considered desirable from a human resource management perspective.

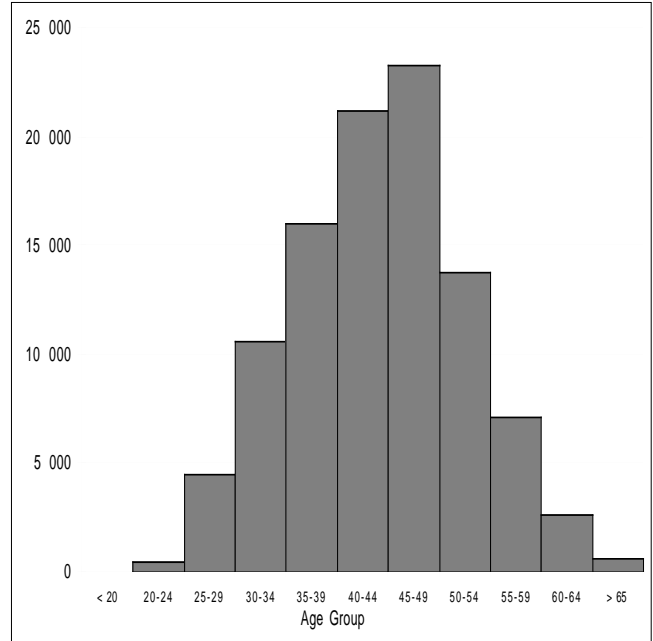
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## L Indeterminate Population by Age Group

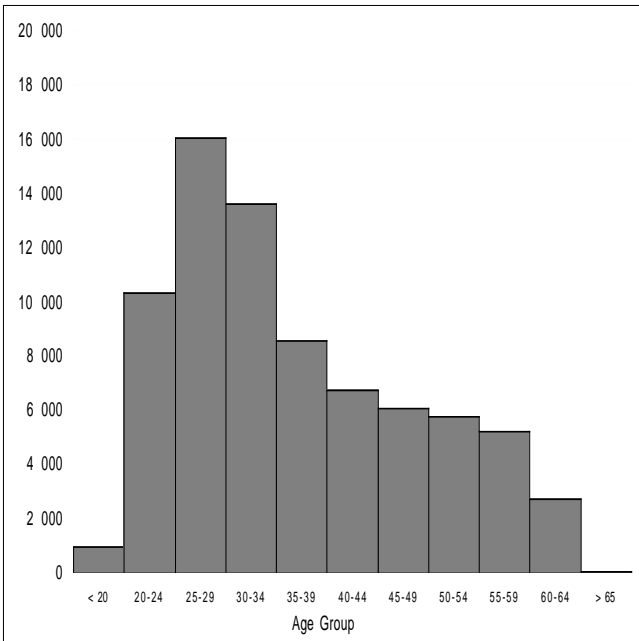
Men - December 1981



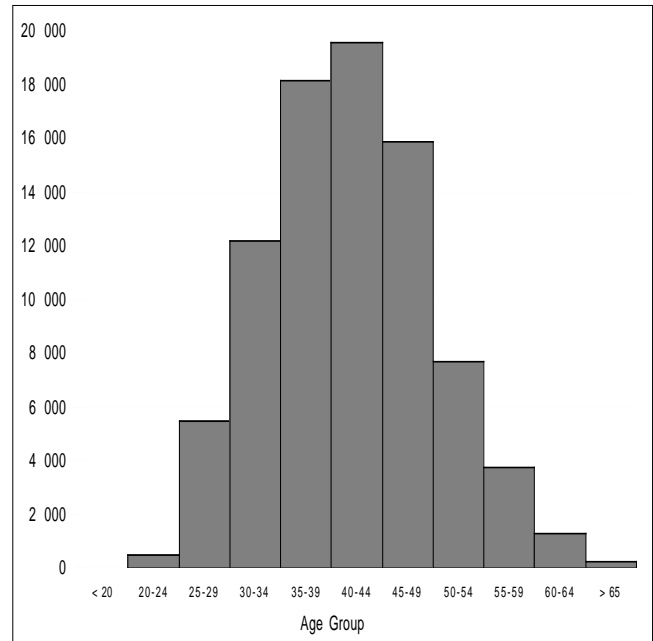
Men - December 1995



Women - December 1981



Women - December 1995



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Consistent with these findings, the proportion of public servants with less than five years of service has fallen from 20% in 1986 to only 11% in 1996. The proportion of public servants with more than 20 years of service increased from 15% to 27%. These results are mirrored for time in position with a decline in the 0 to 4 year group and an increase in the 10 to 14 year group.

## **Changes on the Horizon**

### ***The Public Service is being Redefined***

A number of changes being made could move some parts of the Public Service away from the jurisdiction of the *Public Service Employment Act*. Airports are being privatized, and air navigation services will be delivered by a non-profit corporation. Other proposed changes include a single Food Inspection Agency, a National Parks Agency, a Canada Border and Revenue Service and a Canadian Securities Commission.

### ***Recruitment Needs to be Focused***

It seems clear that over the shorter-term horizon there may be limited opportunities for adding new people to the Public Service. At the same time, we may not be able to develop enough people from within the existing Public Service with the full range of competencies needed for the future. Thus, there is a need to ensure we focus our recruitment campaigns as we seek new university graduates, professionals with specialized skills and experienced senior managers from other public institutions and the private sector.

### ***Investments are Needed in the Public Service***

The data also indicate that important but focused investments need to be made in the people, both new and current employees, who will make up the Public Service of the future.

The talent of the Public Service is its greatest asset and data cannot adequately capture this fact. It was noted earlier that there could be fewer opportunities for recruitment, less internal mobility and that separation rates are declining. This being the case, many people will have to face new challenges within existing roles, and measures may have to be taken to ensure that employees are able to broaden their experience by moving within the Public Service, as well as between the Public Service and other sectors.

Employees will need to continue to adapt to rapidly changing job requirements as new technologies are introduced to serve the public better and as new jurisdictional and organizational arrangements evolve. Throughout this difficult period of change, it will be important to ensure that adequate investments are made to increase the capacity of public servants to create new approaches to serving the public and to collaborate in their implementation. Fostering a continuous learning environment will become a priority as employees are asked to meet specific operational requirements and to assist in the development of new service delivery concepts. ■

# The Essence of a Professional Public Service

Canada is recognized domestically and internationally as having one of the finest public services in the world, the product of generations of women and men who have dedicated themselves to serving the public good in a manner which is consistent with the values Canadians have come to expect of them. The requirement for an excellent Public Service will continue, not only to cope with the increasing pressures of change, but also as an essential asset in our parliamentary democracy and an important one to Canada's international competitiveness. The challenge is to prepare the Public Service for the future by building a vibrant organization, adapted to modern needs and well suited to serving Canadians and government in the future, while preserving its essence.

### The Public Service as an Institution

We agree with the view of the experts that the Public Service is the custodian of the major long-term issues of the country and, as such, must think in terms of long-term consequences of current actions. This does not mean it decides what should be done about them – that responsibility rests with the elected governments. The role of the institutionalized professional Public Service is to give the government of the day the best advice it can, and then loyally carry out its orders and directions consistent with the laws of the country, by delivering services to the public and by enforcing the country's laws and regulations.

As former senior public servant Arthur Kroeger stated: "The public service has a duty to help the government to find ways of reconciling the wishes of the public as expressed in the election with the functional realities of governing. This can require creativity, imagination and a willingness to part with established practices... Equally, however, the public service has a duty to point out the difficulties of proposed courses of action."<sup>1</sup>

The responsibility to give advice and service rests on traditional and fundamental values:

- democratic (e.g., loyalty to the duly elected government of the day);
- ethical (e.g., honesty, integrity and probity);
- professional (e.g., "to speak truth to power"<sup>2</sup>);
- people (e.g., courage and respect); and, more recently, on values such as
- equality and representativeness.

To behave, as individuals and organizations, according to these public sector values is fundamental to the essence of the professional Public Service.

### The Canadian Context

In Canada, the pace and scope of Public Service reform is broadening and deepening. Some things are now clear enough to guide our thinking and actions.

<sup>1</sup> Arthur Kroeger, *The Public Service in a Modern Democracy*, Lecture to the Polish Society of Public Administration, Warsaw, Poland, March 14, 1996.

<sup>2</sup> Peter Hennessy, *The hidden wiring: unearthing the British Constitution*, London, Victor Gollancz, 1995, Ch. 5, p. 132.

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First, the government recently described the five core roles of the federal government:

- to strengthen our economy and economic union to ensure a prosperous country for ourselves and our children;
- to enhance social solidarity in Canada – in preserving and modernizing the social union so that the caring and sharing society is truly Canada-wide in scope;
- to pool our national resources to achieve common goals efficiently and effectively;
- to protect and promote Canadian values and identity while celebrating our diversity; and
- to defend Canada's sovereignty and speaking for Canadians collectively on the world stage."<sup>3</sup>

Second, the government has indicated its desire for greater realignment with the provinces in the areas, for example, of labour market training and environmental management, and to explore further how services are delivered to Canadians. A single Food Inspection Agency, the Canada Border and Revenue Service, a Canadian Securities Commission and the Parks Canada Agency have been announced in order to accommodate different needs and to enable better horizontal and vertical integration and partnerships. These service delivery options are seen as best suited where "there is an on-going public sector role; where a high degree of stability/permanence or regular ministerial discretion is not required; where the service mandate is clear and the output can be measured in a business plan; where it could result in a significant improvement in service to citizens; and where it is an organization of significant size."<sup>4</sup>

Third, the Clerk of the Privy Council has indicated a desire to examine how to provide greater cohesion within portfolios (where portfolio

is defined as the family of organizations overseen by a minister). "Portfolio management" raises questions about the future roles of deputy ministers – as primary policy advisers to ensure policy cohesion for the portfolio – and of central agencies, such as the Privy Council Office and the Treasury Board Secretariat.

The trends toward clarifying the role of government, pursuing alternative service delivery arrangements and separating policy from operations have been underway in a number of developed countries for some time. The United Kingdom, Australia and New Zealand, all three with Westminster systems, now have some years of experience in these areas. And the learning in and from these countries is continuing as their governance systems evolve. In fact, while the pace and scope of this change is just picking up in Canada, the reality is that there has long been a rich variety in the ways governments have organized in this country to deliver services. What is somewhat newer in Canada at the federal level is the belief that significant proportions of operational activities currently carried out within departments might function more effectively and efficiently in a quite different environment, using different organizational models, where there may be better opportunities to link more closely to clients and citizens.

The current trend may signal a continuing decrease in the scope and size of the professional Public Service, while not necessarily decreasing the size of the public sector.

Governance systems in democratic societies will continue to evolve and adapt and there will undoubtedly be implications for the professional Public Service. We support continued change and

<sup>3</sup> *Getting Government Right, A Progress Report*, Privy Council Office, Ottawa, Ontario, 1996, p. 4-5.

<sup>4</sup> Jocelyne Bourgon, in a presentation to Deputy Ministers, Ottawa, Ontario, June 1996.

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the increased variety and flexibility in organizational models which has been signalled by the government to improve the level and quality of service to Canadians. As well, we support moving forward thoughtfully and in ways that enable learning and the broad sharing of that learning. Ultimately, all of our efforts will contribute to the creation of a better Canadian Public Service.

## Opening the Door to Discussion

The important Public Service reforms currently underway raise two issues for the Commission.

*1. How best to ensure that democratic, professional and ethical values continue to permeate our public sector organizations appropriately, regardless of form.*

To date, a career Public Service has reflected these values in its objective, neutral, nonpartisan advice to the government of the day and its service for the public good. These values thrive because they have resided in a critical mass of individuals whose interests are defined by a system of checks and balances involving legislated protection and independent oversight in recruitment, promotion and nonpartisanship.

With the emergence of a governance system of multiple organizational forms with different needs and purposes, all working for the public good but with varied accountability frameworks, the challenge is to safeguard these interests, shared values and perspectives. In other words, it is essential to think through the appropriate systems of checks and balances, including effective oversight – and to explore the scope and relevance of a professional Public Service for the future and how best to safeguard it.

*2. What is the appropriate scope and degree of the PSC's involvement and how can it best ensure a competent, nonpartisan and representative Public Service in the emerging governance system.*

The challenge for the Commission in the evolving environment is three-fold: to bring forth for discussion with others key questions about the essence of the professional Public Service in the emerging federal public sector; to explore and define the relevance and scope of independent oversight; and to explore and define how best to put the PSC's mandate into practical effect.

## Working Together

During this period of reform, a solid climate of trust is essential at all levels – between individuals, groups, employees, unions, managers, senior officials, politicians, levels of governments, sectors of the economy, citizens and public institutions. A willingness to examine new approaches, to move beyond established practices and conventional wisdom, to hear and learn from the experiences of others, are all necessary to facilitate change.

Henry Mintzberg says that "societies get the public services they expect. If people believe that government is bumbling and bureaucratic, then that is what it will be. If, in contrast, they recognize public service for the noble calling it is, then they will end up with strong government. And no nation today can afford anything but strong government."<sup>5</sup>

Public sector leaders need to remind Canadians and public servants alike that public service is a special calling – it is not for everyone. Today and tomorrow it requires both optimism and courage in large doses.

<sup>5</sup> Henry Mintzberg, *Managing Government, Governing Management*, Harvard Business Review, May-June 1996, p. 83.

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We agree with the Commonwealth Secretariat that " (the) task (of Service Commissions) is to champion merit, integrity, neutrality and excellence in the public service, not to protect a particular organisational form... (that Service Commissions) must strengthen their role as the guardians of key values within the public service... (and be) increasingly a centre of concern about long-term institutional issues... ."6

The professional Public Service has always played a central role in meeting the challenges Canada faced in building the prosperous and vibrant society we have today. Now, as Canada moves to the 21st century, the challenges are different but equally daunting. The Commission is confident that the women and men of the Canadian Public Service will rise to the occasion and will embrace the challenges for the opportunities they present. ■

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<sup>6</sup> Charles Polidano, Nick Manning, *Redrawing the Lines, Service Commissions and the Delegation of Personnel Management*, Commonwealth Secretariat, 1996, pp. 2 & 43.

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## Technical Notes

This section gives detailed statistical information on appointments under the *Public Service Employment Act*, on priority administration and on the Commission's training activities.

### APPOINTMENT DATA

The Public Service Commission continued to renew the operational and information systems supporting its staffing responsibilities. Appointment data were matched and merged with various other data sources not only to validate what was reported, but also to detect under-reporting and to generate, where possible, data elements that were missing. The following topics outline and clarify how the tables in this report integrate information from the best sources possible in order to give an accurate representation of staffing activities in the Public Service.

#### UNKNOWN:

Unknowns refer to appointments for which relevant information could not be determined.

#### TYPE OF APPOINTMENT:

In 1995-96 missing information on one appointment prevented assignment to a type. This appointment is included in the total.

#### SPECIFIED PERIOD APPOINTMENTS:

To accommodate new legislative provisions that were implemented on June 1, 1993, the Commission introduced new procedures whereby departments were to report all specified period appointments, irrespective of length. Previously (1992-93 and April and May of 1993-94) departments were required to report only specified period appointments of six months or more. This change seems to have resulted in a substantial under-reporting of specified period appointments to the Commission in both in 1993-94 and 1994-95. In 1995-96 there was a considerable improvement in the level of reporting. Based on the pay system of Public Works and Government Services, the Commission

estimates that 29 856 new indeterminate appointments were made in 1995-96; by comparison, 28 690 new indeterminate appointments were reported on departmental appointment reports. This latter figure includes both Cooperative Education Program (CO-OP), Career-Oriented Summer Employment Program (COSEP) and non-COSEP appointments, as well as regular specified period hires.

#### CASUAL EMPLOYMENT:

An increased number of departments were authorized to hire casual employees in 1995-96. They reported 23 571 casual appointments in 1995-96. Casual appointments are not included in the tables, but have been reported in the text.

#### OCCUPATIONAL CATEGORY:

Not all appointments are made to standard Public Service occupational classifications (Table 2). Standard occupational classifications are not applicable, for example, to CO-OP and COSEP appointments and to appointments made by departments where Treasury Board is not the employer.

#### GEOGRAPHIC AREA:

Data on geographic area (Tables 3 and 10) were obtained by matching appointment data obtained from departments with the Public Works and Government Services Canada Pay System. For 1 176 appointments, geographic area could not be determined.

#### DEPARTMENT:

Departments listed in Table 4 reflect the departmental organization at the end of 1995-96. The most significant re-organization affected the Coast Guard which is now reported under Fisheries and Oceans instead of Transport Canada. Only departments having 25 or more appointments in 1995-96 are listed separately in Table 4. Departments reporting less than 25 appointments are grouped under other departments.

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## FIRST OFFICIAL LANGUAGE:

Data on First Official Language (FOL) in Tables 7 and 8 were obtained by matching appointment data received from departments with the Public Works and Government Services Canada Pay System. For 1 216 appointments, FOL could not be determined in the 1995-96 tables.

## EMPLOYMENT EQUITY DATA:

Data on women in Table 6 were obtained by matching appointment data received from departments with the Public Works and Government Services Canada Pay System. For 1 090 appointments, the gender of the appointee could not be determined in the 1995-96 tables. Data on members of a visible minority, persons with disabilities and aboriginal peoples were obtained by matching appointment data with the Treasury Board Secretariat's Central Designated Group Data Bank database. This database is based on voluntary self-identification by the employee and therefore may not represent the complete population of minority group members. In 1995-96 the Treasury Board Secretariat increased their efforts to improve the level of self-identification. This exercise has affected the reported level of representation of employment equity group members. Departments are not required to report self-identification information for specified period appointments of less than three months.

## MANAGEMENT TRAINEE PROGRAM:

Statistics on management trainees that are reported in Table 10 represent the external recruitment portion of the Management Trainee Program. This program, which was established in 1990-91, is designed to recruit and develop future public service managers. In March 1995, changes were made to the program. One of these changes concerned language training, which is now given before entry into the program and appointment to the Public Service. This change explains a substantial portion of the reported drop in recruitment of new management trainees in 1995-96.

## PRIORITY DATA

The data on priorities in Table 11 were obtained from the Public Service Commission'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 Commission uses to refer employees with statutory and regulatory priorities to suitable vacancies within departments. The inventory is made up of employees identified by departments as surplus, as well as other individuals entitled to statutory and regulatory priorities. ■

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## 1 Appointment type and appointment tenure

Number and percentage of appointments, by appointment tenure and type of appointment, April 1, 1995 to March 31, 1996

Appointment tenure	Appointments <i>within</i> the Public Service											
	Type of appointment											
	Appointments to the Public Service		Promotions		Lateral or downward transfers		Re-appointments of terms		Acting appointments <sup>a</sup>		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Indeterminate	1 231	4.1	8 233	83.0	5 030	65.5	0	0.0	12 039	82.2	26 533	23.6
Specified period <sup>b</sup>	28 690	95.9	1 692	17.0	2 649	34.5	50 293	100.0	2 600	17.8	85 925	76.4
Total	29 921	100.0	9 925	100.0	7 679	100.0	50 293	100.0	14 639	100.0	112 458	100.0

<sup>a</sup> Excludes acting appointments of four months or less.

<sup>b</sup> See Technical notes on Specified period appointments.

## 2 Appointment type and occupational category

Number and percentage of appointments, by occupational category and type of appointment, April 1, 1995 to March 31, 1996

Occupational category	Appointments <i>within</i> the Public Service											
	Type of appointment											
	Appointments to the Public Service		Promotions		Lateral or downward transfers		Re-appointments of terms		Acting appointments <sup>a</sup>		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Executive Group	18	0.1	292	2.9	51	0.7	2	0.0	199	1.4	562	0.5
Scientific and Professional	1 097	3.7	1 245	12.5	581	7.6	1 959	3.9	988	6.7	5 870	5.2
Administrative and Foreign Service	1 523	5.1	3 814	38.4	1 850	24.1	4 411	8.8	7 420	50.7	19 018	16.9
Technical	1 066	3.6	1 197	12.1	540	7.0	2 032	4.0	924	6.3	5 760	5.1
Administrative Support	10 562	35.3	2 539	25.6	3 713	48.4	35 834	71.3	3 957	27.0	56 605	50.3
Operational	3 396	11.3	685	6.9	872	11.4	4 668	9.3	1 017	6.9	10 638	9.5
Not applicable <sup>b</sup>	12 258	41.0	153	1.5	72	0.9	1 387	2.8	134	0.9	14 004	12.5
Total	29 921	100.0	9 925	100.0	7 679	100.0	50 293	100.0	14 639	100.0	112 458	100.0

<sup>a</sup> Excludes acting appointments of four months or less.

<sup>b</sup> Refers to appointments for which the standard occupational classifications do not apply.  
See Technical notes on Occupational category.

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## 3 Appointment type and geographic area

Number and percentage of appointments, by geographic area and type of appointment, April 1, 1995 to March 31, 1996

Geographic area	Appointments <i>within</i> the Public Service Type of appointment											
	Appointments to the Public Service		Promotions		Lateral or downward transfers		Re-appointments of terms		Acting appointments <sup>a</sup>		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Newfoundland	1 685	5.6	180	1.8	267	3.5	1 414	2.8	407	2.8	3 953	3.5
Prince Edward Island	402	1.3	123	1.2	163	2.1	616	1.2	258	1.8	1 562	1.4
Nova Scotia	1 186	4.0	376	3.8	295	3.8	1 488	3.0	540	3.7	3 885	3.5
New Brunswick	809	2.7	252	2.5	198	2.6	1 407	2.8	434	3.0	3 100	2.8
Quebec (Except NCR)	5 304	17.7	1 450	14.6	1 194	15.5	10 283	20.4	2 494	17.0	20 725	18.4
National Capital Region	7 202	24.1	4 061	40.9	2 425	31.6	11 791	23.4	5 324	36.4	30 803	27.4
Ontario (Except NCR)	4 368	14.6	1 216	12.3	1 196	15.6	7 454	14.8	2 378	16.2	16 612	14.8
Manitoba	1 918	6.4	397	4.0	331	4.3	6 475	12.9	527	3.6	9 648	8.6
Saskatchewan	538	1.8	206	2.1	152	2.0	538	1.1	223	1.5	1 657	1.5
Alberta	1 958	6.5	590	5.9	454	5.9	2 171	4.3	643	4.4	5 817	5.2
British Columbia	3 196	10.7	932	9.4	881	11.5	6 419	12.8	1 333	9.1	12 761	11.3
Yukon	150	0.5	32	0.3	59	0.8	90	0.2	24	0.2	355	0.3
Northwest Territories	108	0.4	28	0.3	35	0.5	67	0.1	37	0.3	275	0.2
Outside Canada	31	0.1	77	0.8	2	0.0	3	0.0	16	0.1	129	0.1
Unknowns	1 066	3.6	5	0.1	27	0.4	77	0.2	1	0.0	1 176	1.0
Total	29 921	100.0	9 925	100.0	7 679	100.0	50 293	100.0	14 639	100.0	112 458	100.0

<sup>a</sup> Excludes acting appointments of four months or less.

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## 4 Appointment type and department

Number and percentage of appointments, by department and type of appointment,  
April 1, 1995 to March 31, 1996

Department	Appointments <i>within</i> the Public Service Type of appointment											
	Appointments to the Public Service		Promotions		Lateral or downward transfers		Re-appointments of terms		Acting appointments <sup>a</sup>		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Agriculture and Agri-Food Canada	918	3.1	307	3.1	151	2.0	1 031	2.0	248	1.7	2 655	2.4
Atlantic Canada Opportunities Agency	76	0.3	15	0.2	6	0.1	12	0.0	31	0.2	140	0.1
Canada Communication Group	24	0.1	78	0.8	40	0.5	99	0.2	87	0.6	328	0.3
Canadian Centre for Management Development	15	0.1	7	0.1	4	0.1	20	0.0	3	0.0	49	0.0
Canadian Environmental Assessment Agency	2	0.0	9	0.1	10	0.1	4	0.0	5	0.0	30	0.0
Canadian Grain Commission	65	0.2	18	0.2	9	0.1	131	0.3	5	0.0	228	0.2
Canadian Heritage	1 164	3.9	252	2.5	209	2.7	937	1.9	381	2.6	2 943	2.6
Canadian Human Rights Commission	32	0.1	17	0.2	10	0.1	34	0.1	23	0.2	116	0.1
Canadian International Development Agency	120	0.4	49	0.5	31	0.4	137	0.3	160	1.1	497	0.4
Canadian Radio-television and Telecommunications Commission	36	0.1	28	0.3	32	0.4	30	0.1	40	0.3	166	0.1
Canadian Space Agency	129	0.4	26	0.3	6	0.1	34	0.1	11	0.1	206	0.2
Canadian Transportation Accident Investigation and Safety Board	1	0.0	9	0.1	6	0.1	16	0.0	9	0.1	41	0.0
Citizenship and Immigration Canada	270	0.9	261	2.6	252	3.3	975	1.9	425	2.9	2 183	1.9
Correctional Service Canada	1 098	3.7	525	5.3	375	4.9	1 008	2.0	877	6.0	3 883	3.5
Environment Canada	1 329	4.4	188	1.9	161	2.1	817	1.6	210	1.4	2 705	2.4
Federal Court of Canada	83	0.3	15	0.2	11	0.1	94	0.2	5	0.0	208	0.2
Federal Office of Regional Development (Quebec)	20	0.1	8	0.1	16	0.2	5	0.0	11	0.1	60	0.1
Finance Canada	35	0.1	66	0.7	11	0.1	25	0.0	21	0.1	158	0.1
Fisheries and Oceans	1 052	3.5	348	3.5	286	3.7	1479	2.9	402	2.7	3 567	3.2
Foreign Affairs and International Trade	389	1.3	328	3.3	195	2.5	471	0.9	142	1.0	1 525	1.4
Health Canada	1 173	3.9	444	4.5	344	4.5	1 037	2.1	509	3.5	3 507	3.1
Human Resources Development Canada	2 794	9.3	1 238	12.5	1 023	13.3	8 024	16.0	2 729	18.6	15 808	14.1
Immigration and Refugee Board	43	0.1	5	0.1	20	0.3	30	0.1	198	1.4	296	0.3
Indian and Northern Affairs Canada	406	1.4	159	1.6	95	1.2	177	0.4	226	1.5	1 063	0.9
Industry Canada	555	1.9	346	3.5	237	3.1	431	0.9	277	1.9	1 846	1.6
Justice Canada	246	0.8	215	2.2	147	1.9	707	1.4	107	0.7	1 422	1.3
National Archives of Canada	74	0.2	37	0.4	18	0.2	49	0.1	37	0.3	215	0.2
National Defence (Public Service employees)	2 383	8.0	697	7.0	803	10.5	3 083	6.1	544	3.7	7 510	6.7
National Energy Board	46	0.2	31	0.3	9	0.1	31	0.1	13	0.1	130	0.1
National Library of Canada	48	0.2	23	0.2	5	0.1	24	0.0	12	0.1	112	0.1

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**Table 4 (continued)**

Department	Appointments within the Public Service											
	Appointments to the Public Service		Type of appointment									
	No.	%	Promotions		Lateral or downward transfers		Re-appointments of terms		Acting appointments <sup>a</sup>		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
National Parole Board	11	0.0	17	0.2	10	0.1	33	0.1	26	0.2	97	0.1
Natural Resources Canada	942	3.1	190	1.9	103	1.3	928	1.8	139	0.9	2 302	2.0
Office of the Chief Electoral Officer	24	0.1	28	0.3	31	0.4	361	0.7	28	0.2	472	0.4
Office of the Commissioner of Official Languages	5	0.0	3	0.0	2	0.0	19	0.0	4	0.0	33	0.0
Office of the Governor General's Secretary	6	0.0	5	0.1	3	0.0	13	0.0	4	0.0	31	0.0
Offices of the Superintendent of Financial Institutions Canada	49	0.2	32	0.3	15	0.2	28	0.1	23	0.2	147	0.1
Privy Council Office	100	0.3	71	0.7	39	0.5	157	0.3	45	0.3	412	0.4
Public Service Commission of Canada	141	0.5	93	0.9	44	0.6	139	0.3	61	0.4	478	0.4
Public Works and Government Services Canada	910	3.0	551	5.6	319	4.2	851	1.7	992	6.8	3 623	3.2
Revenue Canada	10 291	34.4	1 498	15.1	1 671	21.8	24 513	48.7	4 041	27.6	42 014	37.4
Royal Canadian Mounted Police (Public Service employees)	190	0.6	142	1.4	168	2.2	234	0.5	110	0.8	844	0.8
Solicitor General Canada	67	0.2	23	0.2	11	0.1	27	0.1	9	0.1	137	0.1
Statistics Canada	619	2.1	390	3.9	89	1.2	463	0.9	264	1.8	1 825	1.6
Status of Women Canada	8	0.0	7	0.1	0	0.0	8	0.0	7	0.0	30	0.0
Supreme Court of Canada	42	0.1	8	0.1	3	0.0	45	0.1	6	0.0	104	0.1
Transport Canada	1 482	5.0	848	8.5	444	5.8	1 078	2.1	762	5.2	4 615	4.1
Treasury Board Secretariat	125	0.4	19	0.2	11	0.1	49	0.1	25	0.2	229	0.2
Veterans Affairs Canada	202	0.7	203	2.0	163	2.1	329	0.7	294	2.0	1 191	1.1
Western Economic Diversification Canada	56	0.2	17	0.2	14	0.2	34	0.1	19	0.1	140	0.1
Other departments <sup>b</sup>	25	0.1	31	0.3	17	0.2	32	0.1	32	0.2	137	0.1
<b>Total</b>	<b>29 921</b>	<b>100.0</b>	<b>9 925</b>	<b>100.0</b>	<b>7 679</b>	<b>100.0</b>	<b>50 293</b>	<b>100.0</b>	<b>14 639</b>	<b>100.0</b>	<b>112 458</b>	<b>100.0</b>

<sup>a</sup> Excludes acting appointments of four months or less.

<sup>b</sup> Refers to those departments reporting less than 25 appointments in 1995-96.

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## 5 Appointment type and appointment process

Number and percentage of appointments, by appointment process and type of appointment, April 1, 1995 to March 31, 1996

Appointment process	Appointments <i>within</i> the Public Service Type of appointment											
	Appointments to the Public Service		Promotions		Lateral or downward transfers		Re-appointments of terms		Acting appointments <sup>a</sup>		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Open competition	27 030	90.3	727	7.3	1 611	21.0	0	0.0	0	0.0	29 368	26.1
Closed competition	1 468	4.9	3 874	39.0	1 334	17.4	0	0.0	0	0.0	6 676	5.9
<b>Without competition</b>												
• Standard of competence	0	0.0	4 067	41.0	138	1.8	0	0.0	0	0.0	4 206	3.7
• Other relative merit processes	591	2.0	816	8.2	2 475	32.2	50 293	100.0	0	0.0	54 175	48.2
Acting	0	0.0	0	0.0	0	0.0	0	0.0	14 639	100.0	14 639	13.0
Other <sup>b</sup>	832	2.8	441	4.4	2 121	27.6	0	0.0	0	0.0	3 394	3.0
<b>Total</b>	<b>29 921</b>	<b>100.0</b>	<b>9 925</b>	<b>100.0</b>	<b>7 679</b>	<b>100.0</b>	<b>50 293</b>	<b>100.0</b>	<b>14 639</b>	<b>100.0</b>	<b>112 458</b>	<b>100.0</b>

<sup>a</sup> Excludes acting appointments of four months or less.

<sup>b</sup> Includes the following appointments: Employment Equity Special Measures Programs; priority; corrective actions; and exclusions.

## 6 Appointment type and employment-equity designated groups

Number and percentage of appointments, by employment-equity designated group and type of appointment, April 1, 1995 to March 31, 1996

Employment-equity designated group <sup>b</sup>	Appointments <i>within</i> the Public Service Type of appointment											
	Appointments to the Public Service		Promotions		Lateral or downward transfers		Re-appointments of terms		Acting appointments <sup>a</sup>		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
<b>Total</b>	<b>29 921</b>	<b>100.0</b>	<b>9 925</b>	<b>100.0</b>	<b>7 679</b>	<b>100.0</b>	<b>50 293</b>	<b>100.0</b>	<b>14 639</b>	<b>100.0</b>	<b>112 458</b>	<b>100.0</b>
Women	17 251	59.7	5 418	54.6	4 720	61.6	35 475	70.6	8 912	60.9	71 776	64.4
Members of visible minority groups	676	2.3	471	4.7	329	4.3	1 815	3.6	598	4.1	3 889	3.5
Persons with disabilities	286	1.0	254	2.6	224	2.9	1 150	2.3	398	2.7	2 312	2.1
Aboriginal peoples	666	2.2	277	2.8	200	2.6	1 124	2.2	319	2.2	2 586	2.3

<sup>a</sup> Excludes acting appointments of four months or less.

<sup>b</sup> See Technical notes on Employment Equity data.

Note: – Percentage figures related to Appointments to the Public Service and Promotions do not match those shown in Table C: Monitoring Indicators - Recruitment and Promotion of Employment Equity Groups due to differences in reporting universes. For purposes of analysis, the percentages provided in Table C are more relevant. See footnotes to Table C.

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## 7 Appointment type and language groups

Number and percentage of appointments, by language group and type of appointment, April 1, 1995 to March 31, 1996

Language group <sup>b</sup>	Appointments <i>within</i> the Public Service Type of appointment											
	Appointments to the Public Service		Promotions		Lateral or downward transfers		Re-appointments of terms		Acting appointments <sup>a</sup>		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Francophones	8 105	28.1	3 282	33.1	2 480	32.4	16 386	32.6	5 387	36.8	35 640	32.0
Anglophones	20 700	71.9	6 633	66.9	5 173	67.6	33 850	67.4	9 245	63.2	75 602	68.0
<b>Total</b>	<b>29 921</b>	<b>100.0</b>	<b>9 925</b>	<b>100.0</b>	<b>7 679</b>	<b>100.0</b>	<b>50 293</b>	<b>100.0</b>	<b>14 639</b>	<b>100.0</b>	<b>112 458</b>	<b>100.0</b>

<sup>a</sup> Excludes acting appointments of four months or less.

<sup>b</sup> See Technical notes on First Official Language.

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## 8 Appointment type and official languages

Number and percentage of appointments, by language requirements of position, type of appointment and language group, April 1, 1995 to March 31, 1996

Language requirements of position	Appointments to the Public Service					Appointments within the Public Service <sup>a</sup>					Total					Grand total
	Anglo-phones		Franco-phones		Total	Anglo-phones		Franco-phones		Total	Anglo-phones <sup>b</sup>		Franco-phones <sup>b</sup>			
	No.	%	No.	%		No.	%	No.	%		No.	%	No.	%		
Bilingual imperative	969	34.3	1 854	65.7	2 919	4 301	27.5	11 339	72.5	15 661	5 270	28.5	13 193	71.5	18 580	
Bilingual non-imperative																
• Met	9	52.9	8	47.1	19	765	41.0	1 103	59.0	1 869	774	41.1	1 111	58.9	1 888	
• Must meet	9	81.8	2	18.2	11	164	91.1	16	8.9	180	173	90.6	18	9.4	191	
• Not required to meet	0	0.0	1	100.0	1	142	55.3	115	44.7	257	142	55.0	116	45.0	258	
English essential	17 902	95.4	868	4.6	19 614	45 823	96.3	1 756	3.7	47 650	63 726	96.0	2 624	4.0	67 265	
French essential	90	2.1	4 260	97.9	4 454	174	1.6	10 951	98.4	11 131	264	1.7	15 211	98.3	15 585	
English or French essential	1 719	60.8	1 109	39.2	2 898	3 532	61.0	2 255	39.0	5 788	5 251	61.0	3 364	39.0	8 686	
Unknowns	2	40.0	3	60.0	5	0	0.0	0	0.0	0	2	40.0	3	60.0	5	
Total	20 700	71.9	8 105	28.1	29 921	54 901	66.6	27 535	33.4	82 536	75 602	68.0	35 640	32.0	112 458	

<sup>a</sup> Excludes acting appointments of four months or less.

<sup>b</sup> See Technical notes on First Official Language.

## 9 Appointments and employment status

Number and percentage of appointments, *to* and *within* the Public Service, by employment status before and after the appointment, April 1, 1995 to March 31, 1996

Status before appointment	Status after appointment					
	Indeterminate		Specified period		Total	
	No.	%	No.	%	No.	%
Indeterminate	23 394	88.2	0	0.0	23 394	20.8
Specified period	1 886	7.1	57 232	66.6	59 118	52.6
Casual	80	0.3	1 167	1.4	1 247	1.1
Other federal agencies	6	0.0	8	0.0	14	0.0
General public	1 145	4.3	27 515	32.0	28 660	25.5
Unknowns	22	0.1	3	0.0	25	0.0
<b>Total</b>	<b>26 533</b>	<b>100.0</b>	<b>85 925</b>	<b>100.0</b>	<b>112 458</b>	<b>100.0</b>

Note: – Excludes acting appointments of four months or less.

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## 10 Appointments to the Public Service through external recruitment

Number and percentage of appointments to the Public Service, by geographic area and external recruitment process, April 1, 1995 to March 31, 1996

Geographic area	Post-Secondary Recruitment <sup>a</sup>		Management Trainee <sup>b</sup>		Cooperative Education		Student Summer Employment		Other indeterminate and term <sup>c</sup>		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Newfoundland	0	0.0	0	0.0	101	2.5	273	3.4	1 311	7.5	1 685	5.6
Prince Edward Island	0	0.0	0	0.0	18	0.4	192	2.4	192	1.1	402	1.3
Nova Scotia	1	0.6	0	0.0	187	4.6	296	3.7	702	4.0	1 186	4.0
New Brunswick	0	0.0	0	0.0	73	1.8	319	3.9	417	2.4	809	2.7
Quebec (Except NCR)	4	2.6	1	12.5	301	7.3	1 449	17.9	3 549	20.2	5 304	17.7
National Capital Region	136	87.7	4	50.0	2 245	54.7	2 012	24.9	2 805	16.0	7 202	24.1
Ontario (Except NCR)	7	4.5	0	0.0	509	12.4	1 327	16.4	2 525	14.4	4 368	14.6
Manitoba	1	0.6	0	0.0	65	1.6	343	4.2	1 509	8.6	1 918	6.4
Saskatchewan	1	0.6	0	0.0	51	1.2	188	2.3	298	1.7	538	1.8
Alberta	0	0.0	0	0.0	174	4.2	523	6.5	1 261	7.2	1 958	6.5
British Columbia	1	0.6	0	0.0	267	6.5	732	9.0	2 196	12.5	3 196	10.7
Yukon	0	0.0	0	0.0	13	0.3	24	0.3	113	0.6	150	0.5
Northwest Territories	0	0.0	0	0.0	18	0.4	32	0.4	58	0.3	108	0.4
Outside Canada	0	0.0	0	0.0	0	0.0	0	0.0	31	0.2	31	0.1
Unknowns	4	2.6	3	37.5	84	2.0	385	4.8	590	3.4	1 066	3.6
<b>Total</b>	<b>155</b>	<b>100.0</b>	<b>8</b>	<b>100.0</b>	<b>4 106</b>	<b>100.0</b>	<b>8 095</b>	<b>100.0</b>	<b>17 557</b>	<b>100.0</b>	<b>29 921</b>	<b>100.0</b>

<sup>a</sup> Includes appointments under the Accelerated Economist Trainee Program.

<sup>b</sup> See Technical notes on Management Trainee Program.

<sup>c</sup> See Technical notes on Specified period appointments.

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## 11 Priority Administration

Number of priority persons and number of placements of priority persons, by priority type, April 1, 1995 to March 31, 1996

Priority type	Carry over from March 31, 1995 <sup>a</sup>	New priority persons	Total priority persons	Number of persons placed	Resigned
<b>Statutory priorities</b>					
• Leave of absence (section 30)	556	189	745	239	38
• Ministers' staff (section 39)	0	1	1	1	0
• Lay-off (section 29)	134	2	136	136	0
<b>Total</b>	<b>690</b>	<b>192</b>	<b>882</b>	<b>376</b>	<b>38</b>
<b>Legal priorities</b>					
• Surplus (section 39) <sup>c</sup>	2 149	4 075	6 224	2 464	2 007
• Employees who have become disabled (section 40)	28	31	59	6	3
• Relocation of spouse (section 41)	505	402	907	222	28
• Reinstatement to higher level (section 42)	1 046	779	1 825	142	9
<b>Total</b>	<b>3 728</b>	<b>5 287</b>	<b>9 015</b>	<b>2 834</b>	<b>2 047</b>
<b>Grand total</b>	<b>4 418</b>	<b>5 479</b>	<b>9 897</b>	<b>3 210</b>	<b>2 085</b>

<sup>a</sup> The number of carry over from March 31, 1995 differs from the number of active cases at March 31, 1995 published in the last year's Annual Report due to updates to the employee's information, for example, priority type.

<sup>b</sup> 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 employee changed their priority type. During the period, 289 surplus priority employees became lay-off priority employees.

<sup>c</sup> The active surplus cases at March 31, 1996 include one person in unpaid surplus status. There was only one case of an employee entering unpaid surplus status during the year.

Note: – See Technical notes on Priority Data.

## 12 Developmental training and geographic area

Number of participants taking Public Service Commission developmental training courses, by geographic area and subject area, April 1, 1995 to March 31, 1996

Geographic area	Subject area											Total
	Mgmt. Orientation	Mgmt. Theory & Practices	Informatics	Financial Mgmt.	Materiel Mgmt.	Project Mgmt.	Personnel Mgmt.	Systems Approach to Training	Individual Devel.	Auditing	Specialized Courses	
Newfoundland	15	134	0	20	0	0	10	0	10	0	0	189
Prince Edward Island	0	28	0	0	0	0	0	26				54
Nova Scotia	0	619	0	33	11	11	35	16	40	0	0	765
New Brunswick	0	302	0	42	0	0	65	0	65			474
Quebec (Except NCR)	52	872	0	24	0	24	179	53	136	0	0	1 340
National Capital Region	183	3 988	1 062	1 388	493	385	1 228	325	736	24	86	9 898
Ontario (Except NCR)	53	817	0	128	14	24	75	48	172	0	45	1 376
Manitoba	12	273	0	77	9	57	95	20	62	0	62	667
Saskatchewan	14	33	0	17	0	0	5	0	58	0	7	134
Alberta	17	552	0	153	53	55	73	0	45	0	40	988
British Columbia	15	527	4	128	40	34	167	50	170	0	70	1 205
Yukon	0	392	0	11	29	0	118	16	30	0	31	627
Northwest Territories	0	85	0	27	0	0	22	0	31	0	0	165
<b>Total</b>	<b>361</b>	<b>8 622</b>	<b>1 066</b>	<b>2 048</b>	<b>649</b>	<b>590</b>	<b>2 072</b>	<b>554</b>	<b>1 555</b>	<b>24</b>	<b>341</b>	<b>17 882</b>

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**Table 11** (continued)

Retired	Priority entitlements expired	Other	Total outflows	Active cases at March 31, 1996 <sup>b</sup>
1	77	2	357	458
0	0	0	1	0
0	121	0	257	168
<b>1</b>	<b>198</b>	<b>2</b>	<b>615</b>	<b>626</b>
0	0	1	4 472	1 463
0	3	0	12	44
0	69	1	320	479
0	397	1	549	1 216
<b>0</b>	<b>469</b>	<b>3</b>	<b>5 353</b>	<b>3 202</b>
<b>1</b>	<b>667</b>	<b>5</b>	<b>5 968</b>	<b>3 828</b>

## 13 Developmental training and language of instruction

Number of Public Service Commission developmental training courses, by subject area and language of instruction, April 1, 1995 to March 31, 1996

Subject area	Language of instruction			Total
	French	English	Bilingual	
Management Orientation	8	20	0	<b>28</b>
Management Theory and Practices	150	471	2	<b>623</b>
Informatics	35	65	0	<b>100</b>
Financial Management	25	144	1	<b>170</b>
Materiel Management	7	47	1	<b>55</b>
Project Management	8	35	0	<b>43</b>
Personnel Management	41	116	2	<b>159</b>
Systems Approach to Training	15	43	2	<b>60</b>
Individual Development	22	70	0	<b>92</b>
Auditing	0	1	0	<b>1</b>
Specialized Courses	1	28	0	<b>29</b>
<b>Total</b>	<b>312</b>	<b>1 040</b>	<b>8</b>	<b>1 360</b>

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## 14 Developmental training and occupational category

Number of participants taking Public Service Commission developmental training courses, by subject area and occupational category, April 1, 1995 to March 31, 1996

	Occupational category							Total
	Executive Group	Scientific and Professional	Administrative and Foreign Service	Technical	Administrative Support	Operational	Other <sup>a</sup>	
<b>Subject area</b>								
Management Orientation	0	34	129	15	22	3	158	361
Management Theory and Practices	18	308	1 430	226	830	46	5 764	8 622
Informatics	1	32	127	25	86	4	791	1 066
Financial Management	12	52	493	22	343	10	1 116	2 048
Materiel Management	0	15	123	10	82	19	400	649
Project Management	0	47	178	29	18	1	317	590
Personnel Management	2	26	683	50	374	16	921	2 072
Systems Approach to Training	0	22	139	18	17	3	355	554
Individual Development	80	90	355	97	190	16	727	1 555
Auditing	0	1	14	0	2	0	7	24
Specialized Courses	0	9	53	1	52	1	225	341
<b>Total</b>	<b>113</b>	<b>636</b>	<b>3 724</b>	<b>493</b>	<b>2 016</b>	<b>119</b>	<b>10 781</b>	<b>17 882</b>

<sup>a</sup> Occupational category not specified on application for training.

## 15 Language training and region

Number of students taking language courses, by language studied, type of course and region, April 1, 1995 to March 31, 1996

Language studied and type of course	Region					Total
	NCR	Atlantic	Quebec	Ontario	West	
<b>French</b>						
• Continuous	357	77	26	57	64	581
• Non-continuous	598	0	98	22	52	770
<b>Sub-total</b>	<b>955</b>	<b>77</b>	<b>124</b>	<b>79</b>	<b>116</b>	<b>1 351</b>
<b>English</b>						
• Continuous	7	0	66	0	0	73
• Non-continuous	23	0	45	0	1	69
<b>Sub-total</b>	<b>30</b>	<b>0</b>	<b>111</b>	<b>0</b>	<b>1</b>	<b>142</b>
<b>Total <sup>a</sup></b>	<b>985</b>	<b>77</b>	<b>235</b>	<b>79</b>	<b>117</b>	<b>1 493</b>
Non-statutory clients <sup>b</sup>	163	330	165	169	1 211	2 038
<b>Grand total</b>	<b>1 148</b>	<b>407</b>	<b>400</b>	<b>248</b>	<b>1 328</b>	<b>3 531</b>

<sup>a</sup> Includes statutory clients only.

<sup>b</sup> Includes non-statutory clients and students whose training was paid for by their departments.

## Glossary

### A

#### **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).

#### **Affected employee**

An indeterminate employee whose services may no longer be required due to a work force adjustment situation.

#### **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.

### B

#### **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 the 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).

### C

#### **Casual employment**

A short-term employment option to appoint persons to the Public Service for a period not exceeding 90 days, or more than 125 working days within a 12-month period, in any one department and to whom the provisions of the *Public Service Employment Act* (except those relating to casual employment) do not apply.

#### **Closed competition**

A competition open only to persons employed in the Public Service.

### D

#### **Deployment**

The movement of an employee from one position to another (same occupational group and same or lower level) that does not constitute a promotion and to which the employee has agreed. When an employee accepts a deployment, ties to the former position are cut.

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## E

### **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.

### **Exclusion Approval Order**

An Order-in-Council which approves the exclusion by the Public Service Commission of positions or persons or a class thereof, in whole or in part, from the operation of the *Public Service Employment Act*.

## I

### **Indeterminate employment**

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

## O

### **Open competition**

A competition that is open to persons who are employed in the Public Service as well as to persons who are not employed in the Public Service.

## P

### **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 priorities have a higher rank than the last four.

### **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.

## R

### **Re-appointment of term**

The appointment of a term employee for an additional, continuous, specified period of time.

### **Reclassification**

An appointment of an employee without competition to a position that has been re-evaluated, where the occupational category, group, subgroup, or level changes from the position's previous classification.

### **Relative merit**

Relative merit is the identification of the most qualified person, established by a competitive or non-competitive process.

## S

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### **Specified period employment (also Term employment)**

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

### **Standard of competence**

Is comprised of a statement of qualifications, assessment methods, and cut-off scores and is used to assess a candidate's individual merit in relation to an appointment.

### **Surplus employee**

Is an indeterminate employee who has been formally declared surplus, in writing, by his or her deputy head for reason of lack of work, the discontinuance of a function or the transfer of work.

## T

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### **Training: Non-statutory clientele**

Clients receiving training in response to human resource planning and employee career needs.

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## The Commission at a Glance

*The jurisdictional powers of the Public Service Commission rest with the three commissioners, one of whom is the President and Chief Executive Officer. Appointed by the Governor in Council for a ten-year term, the commissioners have the status of deputy head. Together, they set overall policy in accordance with the Public Service Employment Act.*

### Staffing Programs Branch

The Staffing Programs Branch is responsible for the development and management of legislation, regulations, policies, standards of selection and assessment, instruments of delegation and programs pertaining to appointments *to* and *within* the Public Service. The Branch recruits and refers candidates from outside the Public Service, and coordinates and manages post-secondary recruitment programs and the Federal Summer Student Employment Program. It conducts staffing actions not delegated by the Commission to departments, monitors public service staffing activities and issues, and manages appointment-related information. In addition, the Branch develops assessment instruments and operates assessment centres to evaluate a variety of competencies. It handles the recruitment, selection, assessment and career counselling of members of the Executive Group, and in concert with the Department of Foreign Affairs and International Trade, is responsible for maintaining a high level of Canadian representation in the Secretariats of International Organizations. Finally, the Branch is responsible for certain programs and services delegated to the Commission by the Treasury Board. These include workforce adjustment, labour market and human resource analysis, the Special Measures Initiative Program (which includes employment equity and diversity management initiatives), the Career Assignment Program, the Management Trainee Program, the Interchange Canada Program, and the International Exchange Program. ■

### Audit and Review Branch

The Audit and Review Branch involves the independent review of departmental staffing systems and related human resource management practices in order to make the system credible and well managed, and to improve people management policies and practices in the Public Service. It also encompasses the independent review of PSC programs, policies and services, providing PSC management with objective information about the relevance of PSC programs, their success in achieving stated objectives and their cost-effectiveness. ■

### Corporate Management Branch

The Corporate Management Branch provides services in support of the Commission and its programs. This includes financial, administrative and information systems and services; corporate management and communications; administration of a number of provisions of the *Public Service Employment Act*; assistance with parliamentary, union, international and other external relations; and access to information and privacy. ■

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## Strategic Planning, Analysis and Research Branch

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The Strategic Planning, Analysis and Research Branch develops the strategic planning framework, maintains and undertakes research and analysis and provides research services and related support to the Commissioners and PSC branches. The Branch identifies, develops and manages knowledge and insight issues for the current and future work of the PSC; determines and evaluates sources of information to meet the current and anticipated needs of the PSC; develops and implements the PSC's research framework; identifies, collects and analyzes information relating to human resources in the Public Service; and, develops and maintains linkages with human resource stakeholders. ■

## Training Programs Branch

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The Training Programs Branch provides training and related support and consulting services to federal departments and agencies to help them meet the job-related training and development needs of their employees. Training is given in the National Capital Region and other regions across Canada. In addition to language training courses, Language Training Canada provides orientation services to determine candidates' aptitudes and eligibility for language training, and develops and produces language training courses and programs to meet general and specific operational needs. Training and Development Canada (TDC) is a special operating agency which functions under cost-recovery. It designs, develops and delivers calendar as well as contract courses for professional, technical, middle-management, supervisory and other job-related training. TDC also provides training consulting services and customized training programs. ■

## Appeals and Investigations Branch

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The Appeals and Investigations Branch, through the establishment of independent boards and investigators, sees that appeals by public servants against internal appointments and complaints against deployments are heard with respect to alleged breaches of the *Public Service Employment Act and Regulations*. The Branch mediates or investigates complaints of irregularities in staffing and in certain other personnel actions. In addition, complaints of alleged personal harassment in the workplace are mediated or investigated. In the case of founded complaints, the Branch normally conciliates with the parties a resolution that addresses the findings. Training, advice and assistance are provided to departments, employees, unions and other interested individuals and organizations. ■

## Human Resources Management Branch

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The Human Resources Management Branch is responsible for developing policies and guidelines and for ensuring that the corporate management team possesses the strategies, structures and mechanisms required to manage its human resources. The Branch provides consultation and support services to Commission managers and employees in such areas as classification of positions, staffing, workforce adjustment, career development, staff relations, and also professional and language training and development. The Branch provides compensation and benefits services to all employees of the Commission, as well as confidential employee assistance and counselling. It also provides advice and assistance to managers in the application of various policies and provisions governing the management of human resources and is responsible for planning, managing and monitoring such departmental activities as employment equity and official languages. ■

## Regional Offices

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The Commission's six regional offices are collectively responsible for delivering programs and services to federal departments and employees as well as to members of the public across Canada. The regional directors are responsible for adapting the Commission's programs and services to the particular needs of its publics in each region. ■

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## Offices of the Commission

*All PSC offices provide services in both official languages.*

### INTERNET ACCESS:

Telnet: <telnet.ncf.carleton.ca>  
Gopher: <gopher.ncf.carleton.ca>  
WWW: <http://www.psc-cfp.gc.ca>  
<http://www.ncf.carleton.ca>

### HEADQUARTERS

L'Esplanade Laurier, West Tower  
300 Laurier Avenue West  
Ottawa, Ontario  
K1A 0M7

Information: (613) 992-9562  
Facsimile: (613) 995-1593

### REGIONAL AND DISTRICT OFFICES

#### ATLANTIC

##### *Regional Office*

P.O. Box 1664, Halifax CRO  
1557 Hollis Street, 3rd Floor  
Halifax, Nova Scotia  
B3J 3V3

Information: (902) 426-2990  
Facsimile: (902) 426-7455  
TDD: (902) 426-6246

##### *District Offices*

777 Main Street, 7th Floor  
Moncton, New Brunswick  
E1C 1E9

Information: (506) 851-6616  
Facsimile: (506) 851-6618  
TDD: (506) 851-6624

10 Fort William Road, 1st Floor  
St. John's, Newfoundland  
A1C 1K4

Information: (709) 772-4812  
Facsimile: (709) 772-4316  
TDD: (709) 772-4317

119 Kent Street, Suite 420  
Charlottetown, P.E.I.  
C1A 1N3

Information: (902) 368-0444  
Facsimile: (902) 566-7036  
TDD: (902) 566-7039

#### QUEBEC

##### *Regional Office*

200 René-Lévesque Boulevard West  
8th Floor  
Montreal, Quebec  
H2Z 1X4

Information: (514) 283-5776  
Facsimile: (514) 283-6380  
TDD: (514) 283-2467

##### *District Office*

1122 St-Louis Road, 3rd Floor  
Sillery, Quebec  
G1S 1E5

Information: (418) 648-3230  
Facsimile: (418) 648-4575  
TDD: (418) 648-7273

#### NATIONAL CAPITAL

##### *Regional Office*

66 Slater Street, 3rd Floor  
Ottawa, Ontario  
K1A 0M7

Information: (613) 996-8436  
Facsimile: (613) 996-8048  
TDD: (613) 996-1205

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## ONTARIO

### *Regional Office*

1 Front Street West, 3rd Floor  
Toronto, Ontario  
M5J 2R5

Information: (416) 973-4636  
Facsimile: (416) 973-1883  
TDD: (416) 973-2269

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## MANITOBA AND SASKATCHEWAN

### *Regional Office*

344 Edmonton Street, Suite 200  
Winnipeg, Manitoba  
R3B 2L4

Information: (204) 984-4636  
Facsimile: (204) 983-3766  
TDD: (204) 983-6066

### *District Office*

1955 Smith Street, 4th Floor  
Regina, Saskatchewan  
S4P 2N8

Information: (306) 780-5627  
Facsimile: (306) 780-5723  
TDD: (306) 780-6719

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## ALBERTA, NORTHWEST TERRITORIES, PACIFIC AND YUKON

### *Regional Office*

9700 Jasper Avenue, Room 830  
Edmonton, Alberta  
T5J 4G3

Information: (403) 495-7444  
Facsimile: (403) 495-3145  
TDD: (403) 495-3130

### *District Offices*

757 West Hastings Street, 2nd Floor  
Vancouver, British Columbia  
V6C 3M2

Information: (604) 666-0350  
Facsimile: (604) 666-6808  
TDD: (604) 666-6868

1230 Government Street, 5th Floor  
Victoria, British Columbia  
V8W 3M4

Information: (604) 363-8120  
Facsimile: (604) 363-0558  
TDD: (604) 363-0564

*(includes Northern Careers Program)*  
300 Main Street, Suite 400  
Whitehorse, Yukon  
Y1A 2B5

Information: (403) 667-3900  
Facsimile: (403) 668-5033  
TDD: (403) 668-4107

### *Northern Careers Program*

P.O. Box 2730  
Yellowknife, Northwest Territories  
X1A 2R1

Information: (403) 669-2840  
Facsimile: (403) 669-2848

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