




Public Service Commission **Annual**
Report
1997-98



Public Service Commission
of Canada

Commission de la fonction publique
du Canada

Canada



We invite your comments about our Annual Report.

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A summary of this report is available in Braille,
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The Honourable Sheila Copps, P.C.
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 the 1997-98 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

PSC Mission

Through its statutory authorities, the mission of the PSC is to:

- ◆ maintain and preserve a highly competent and qualified Public Service in which appointments are based on merit;
- ◆ ensure that the Public Service is non-partisan and its members are representative of Canadian Society.

PSC Vision

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

PSC Objectives

To assist in providing Canadians with:

- ◆ a highly competent, non-partisan, professional Public Service appointed on the basis of merit;
- ◆ a representative Public Service workforce;
- ◆ a Public Service which builds on its competencies through development and continuous learning;
- ◆ the recognition and sustaining of a non-partisan Public Service as a cornerstone of the governance system;
- ◆ a PSC which is an independent champion and steward of the *Public Service Employment Act* principles governing a professional Public Service, in the public interest.

PSC Values

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

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Commissioners' Reflections

Ruth Hubbard

People join the Canadian Public Service for a variety of reasons. Public servants get real satisfaction from serving the people of their country whether they are customs inspectors working on the front line or as biotechnology researchers, senior policy advisors or deputy ministers.

We expect our Public Service employees to set aside their personal interests or favouritism towards any particular group or institution, to work in the interest of all Canadians. We expect that employees of a professional Public Service share core Public Service values such as integrity, loyalty, respect and honesty so that they are empowered to offer impartial advice without fear or expectation of favour. We also expect that they will unflinchingly uphold the rule of law and ensure due process as fundamental tenets of the trust that we have placed in them as public servants.

The presumption that the core values of the Public Service are the values of public trust is a real issue in a Westminster system of government such as ours.

Increasingly, we are witnessing a decline in respect for public office holders around the world. Our system of governance is built on the trust we place in our public servants. Ensuring that they do not put their own personal interest or the interest of a particular

group or institution before that of those they serve, is at the very heart of what defines a public servant.

But citizens expect their Public Service to do things better, to use innovative approaches, and to consult and work more in partnership.

We need to be active in seeking out new ways of safeguarding our foundation values while finding new ways to address the challenges of globalization, technological and information revolutions, shifting demographics and changes in cultural values. Our values must also be paramount as we respond to citizens' demands for greater involvement in determining 'the public interest' and as we design affordable, accessible, responsive services.

To move ahead, we need reflection as well as action, learning, respect and understanding. And, at the same time, we need to focus on improved results and accountability for what we do.

To facilitate renewal of the federal Public Service, we also need greater mobility between the public and private sectors and between the federal Public Service and others in the broader public sector.

As Canadians, we sometimes fail to appreciate the extraordinary benefits and international reputation that Canada enjoys for its democratic traditions and its high quality professional Public Service. How Canada has managed to achieve this and maintain it for decades is something about which many countries are eager to learn.

Our career Public Service as an institution is an inestimable asset that contributes to our well being as a society. We have approximately one hundred and ninety thousand federal public servants who are committed to what they do, who care deeply about serving Canadians, and who continue to serve while facing the challenges of the extraordinary changes taking place around them.

We must innovate and find creative approaches to continue to have one of the finest public services in the world. The effectiveness of the Public Service in serving its citizens is an important part of a well-functioning democracy.

The main challenge is to recruit and promote the best and the brightest who share the core Public Service values, who have a passion for public service, and who reflect the people of the communities. We must do all we can to retain those who make the commitment to serve and who achieve excellence in what they do, by ensuring that they continue to learn and develop. Mutual respect and trust between the public and public servants is a fundamental tenet on which good government rests.

Commissioners' Reflections

Ginette Stewart

As you review this Annual Report, I trust that you will quickly note that both the content and the approach is somewhat of a change from that used in the past few years. Rest assured that these changes — editorial and graphical — are quite deliberate.

The past year, 1997-98, was a challenging and important year for the Public Service Commission. In a sense, it has served as a sounding board for what we have accomplished, as a marker to indicate the direction in which we are pushing the organization, and as a point of departure to signal that our journey is not complete. Changes will continue to impact on our organization as we embrace the challenges facing us in the future.

As the Public Service Commission continues to pursue change, moving from a focus on transactions to becoming a centre of strategic expertise and advice, the repositioning of the Commission and its activities, programs and services is becoming a reality. Driving that change process is Staffing Reform.

Through Staffing Reform we are taking into consideration our accountability to Parliament, the ownership of the numerous key players in the management of human resources, the special partnership required to capitalize on the strengths of these players, and their complementary nature. Together with our partners in progress, we are working

to establish a new and dynamic approach to human resource management. Respectful of the needs of each partner, this approach focusses on building a modern, professional, competent, non-partisan and representative federal Public Service.

We are proud of our accomplishments and we are energized by the challenges before us. We are fully aware that to meet these challenges there is much work to be done. This will involve a major shift in organizational culture, in mind set and behaviour. We are committed to becoming a learning organization. We will provide the conditions and the incentives for our employees to develop the knowledge, skills and competencies we will need to achieve our goals. Our people are our future and as Benjamin Franklin once said, "An investment in knowledge pays the best interest."

As the Public Service evolves in the future and service to Canadians is provided in more diverse forms, all partners will ultimately be accountable for ensuring that the cornerstone values of the federal Public Service are respected and protected. Values such as integrity, loyalty, respect and honesty that attract and retain highly motivated and competent employees will continue to be maintained.

Our staff are already embarking on a knowledge-building journey so we can go beyond our capacity to interpret the law or provide operational support to become strategic, leading-edge knowledge centres in our business. In concert with departments and in response to their express needs and

the future orientation of their organizations, our knowledge centres will be empowered to translate principles and values into workable strategies, systems and approaches. They will also provide knowledge and insight about the key results and outcomes required to build a professional, non-partisan and representative Public Service.

I trust you will find clear examples in the review of this Annual Report that demonstrate the real commitment of Public Service Commission employees to meet change with change, to transform their competencies and skills, to embrace innovation and cooperation, and to support initiatives that promote the repositioning of the Commission as a key partner in shaping an effective and respected Public Service for Canadians.

Commissioners' Reflections

Mary Gusella

In this, the 90th anniversary of the creation of the Public Service Commission, the Public Service of Canada is engaged in a profound transformation. The challenges of globalization, the effects of technology, redefined concepts of client-driven service delivery and shifting demographics are driving changes in the nature of the work the Public Service performs, changes in how and with whom it performs that work and changes in how it relates to citizens.

At this point in our country's evolution, when we ask ourselves what Canadians want from their Public Service, the answer seems to be that they want it to perform effectively and efficiently, in service to the Government and to them. Canadians are seeking a "new style" of governance, one that focuses on performance and strategic partnerships.

This performance orientation implies a framework of continuous measurement across a broad spectrum that includes "openness, transparency, accountability for results, cost-efficiency, horizontal partnerships, citizen-focus" (Ekos 1997). At the same time, when asked about staffing expectations Canadians say they value competence 89.4% and non-partisanship 74.7%, as well as representativeness 70.1% (Ekos 1995).

What, then, are the implications for the Public Service Commission of the expectations that

Canadians hold of their Public Service? The key implication is that Canadians want some things to change but they wish that basic Public Service values be protected. The Public Service Commission plays a key role in addressing this requirement. Its role is to meet the dual challenge of preserving the values of merit-based, non-partisan and representative staffing that are the cornerstone of our staffing process, while helping create for managers and public servants the conditions for creativity and innovation that will need to be the hallmarks of the Public Service of the future.

What makes this dual challenge so difficult to achieve? Up until now, staffing has been largely "rules-based — a matter of following a prescribed process" as described by the *Report of the Consultative Review of Staffing*. The prescribed process was highly visible, could be readily monitored, and featured notice periods to allow for the raising of complaints, by way of appeal, and a mechanism for correcting contraventions of the merit principle.

Over time, the merit principle became protected inside an outer shell of rules and process. The same report pointed out that "our rules reflect our values but they tend to become substitutes for the values and thereby to obscure them. Furthermore, rules are not internalized in the manner in which values are." It is not a question, however, of striving to have one or the other — either process or values — but of using new techniques and new technology to find the proper balance and achieve merit-based, non-partisan staffing while allowing for the creativity and

innovation needed in a modern, performance-oriented Public Service.

The merit principle is not only important to ensure competence and protect against partisanship, but as the Organization for Economic Co-operation and Development (OECD) points out in its recently adopted *Principles for Managing Ethics in the Public Service*: “using basic principles, such as merit, consistently in the daily process of recruitment and promotion helps operationalize integrity in the Public Service.”

If we ask ourselves, as Canadians, why issues of Public Service are important to us, the answer can be found in part in the link between good public management and strong economic performance. In addition, the quality and effectiveness of a country's public service can directly influence social, cultural and political stability.

The ability of public servants to provide objective, high-quality advice to the government and then loyally carry out its decisions consistent with sound legal principles is the key performance measure that encompasses and sustains the timeless principles and ethics the Canadian Public Service represents.

Put differently, in a system like ours in Canada, a key role of the professional Public Service is to invest in policy thinking and far-sightedness in order to provide excellent advice to the government and optimal service delivery to citizens. There is an old precept that says “do not wait until you are hungry to plant a garden, nor until you are thirsty to dig a well.” Likewise, to obtain the benefits of a Public Service that is capable of thinking and

planning for the longer term, a country needs to foster the development of its Public Service over the longer term.

As nations increasingly face critical and complex choices, it is fundamentally necessary to increase the competency of those involved in governing, including public servants. To continue to preserve the essence of the Public Service as an institution in service to Canadians through the government, we need to nurture our staff so that their needs are identified and addressed, their skills and competencies are enhanced, and their energies are sufficiently replenished and rejuvenated. Thus, learning emerges as a key strategic lever since it is a significant vehicle for a rapid increase in the competency and effectiveness of our Public Service.

Just as reason and analysis will never go out of fashion, public administration will never be anything less than a noble and vital profession. Canadians deserve the best from their Public Service: policy creativity, operational expertise, management skill, judgement, adaptability, and willingness to change and to learn. But above all, the enduring Public Service values of merit and objectivity need to be continually nurtured in light of changes and challenges so they can continue to serve as the bedrock upon which our federal public sector is built and adapted for future generations.

Introduction

Vision and Values

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

This vision statement reflects the Public Service Commission's (PSC) philosophy of service to clients and commitment to excellence.

An important feature of the federal Public Service is its strong tradition of professional values, ethics and respect for democracy. Values held by public servants, embodied in their actions, are the foundation of competent service in the public interest. The values of the Canadian Public Service have earned respect around the world.

The PSC is committed to the hallmarks of a professional Public Service: *non-partisanship, merit and representativeness*. We will not compromise on these values. Indeed, we will not only preserve them, we will enhance them in the coming years.

A Commitment to Change

The workplace is changing. The phenomenon of change is not unique to the private sector. It is as evident within the Public Service as it is in the Canadian workforce at large. Federal departments and agencies are adjusting to a range of new challenges. They are developing better uses of technology to support new and emerging business needs. The Public Service is responding to Canadians, who continue to expect a broad array of quality, affordable services from government, despite the budget reductions and downsizing

of recent years. If we are to be responsive to new and emerging needs, we have to remain poised for change and be ready to adapt.

The Public Service Commission is doing its part to ensure that it keeps pace with the changing needs of the workforce. We are adapting our business lines to meet the changing needs of our clients. We are developing a systematic process of engaging our employees and stakeholders, opening lines of communication and promoting active listening. We are creating an environment in which our staff is encouraged to step outside of the organization and see the world from our clients' perspectives.

We are adapting our business lines to meet the changing needs of our clients.

The PSC has a range of clients including public servants and members of the public who are interested in working for the Public Service. Our consultations with departmental clients have indicated that they expect us to continue improving effectiveness and efficiency in the staffing process. They want these refinements to assist them as they implement their own business plans. They are calling on us to do everything possible, within our mandate, to foster a culture focused on results.

We are acting to ensure that a client-relations focus will become a cornerstone of our corporate culture in the future. We are developing service standards so clients will know what level of service to expect and we are tailoring solutions to meet specific requirements. We will re-examine our standards regularly to ensure that they continue to be relevant and responsive. We are striving to become a learning organization, where employees have the authority and creativity to continuously

question and improve all aspects of their work. Teamwork and excellence in leadership will be critical to making it work.

Transition

Over the last few years, we have been searching for ways to change in order to best fulfil our mandate, serve our clients and participate with our partners in carrying out public sector reform. Our recent Annual Reports have reflected this line of thought. The current report describes our pragmatic approaches to change. We have refocussed our business lines, re-structured our organization and revitalized our programs. In tune with the feedback we have received from clients and stakeholders, we have set our major priorities for 1998-99 and beyond as:

- ◆ Staffing Reform;
- ◆ Employment Equity;
- ◆ Recruitment;
- ◆ Executive Staffing.

We are confident that our new way of doing business will enable us to fulfil our mandate more effectively, enhance our dealings with clients, and evolve with our partners towards new roles that will help to distinguish Canada's unique approach to public sector reform.

A Professional Public Service

The PSC's Evolving Role

We are increasingly adopting a more strategic and client-oriented approach to moving the Public Service toward a modern vision of human resource management (HRM). This vision recognizes that departments and central agencies are interdependent in HRM. Our goal is to let “managers manage” within a framework of well-defined departmental accountabilities for staffing values and results, while the PSC retains its accountability to Parliament.

We are bringing our staffing system into line with the current and evolving needs of a rapidly changing Public Service. The *Public Service Employment Act (PSEA)* is the vehicle through which we will achieve our reform objectives. While the current *Act* remains unchanged, we are making full use of its existing flexibilities as we proceed with our plans.

On issues which impact on the entire Public Service, we are remaining at the forefront of the consultation process with departments and employee representatives at the national level.

We are focussing our work in three important areas: entry into the Public Service, staffing the Executive (EX) Group and recourse. On issues which impact on the entire Public Service, we are remaining at the forefront of the consultation process with departments and employee representatives at the national level. In areas such as counselling, referral and testing services, we are providing centres of expertise and services to departments where they are required.

Together with the Treasury Board Secretariat and other partners, we are continuing to conduct applied research on staffing-related human resource management practices; play an educational role in the area of best practices; and provide tools, support and advice. These activities will help departments and agencies to move toward a more proactive, strategic approach to human resource management. We are also working with the Personnel Renewal Council, the Human Resource Community Secretariat and regional councils and to foster new roles for employees of the human resource community and to provide on-going support.

New Accountability Framework

With the current accent on accountability frameworks and performance measurement tied into business plans, the PSC must keep pace with the changing times. In this regard, we are reviewing the relationship of our accountability (in terms of our mandate with regard to staffing, recruitment, diversity and recourse) to the overall human resources (HR) accountability framework. The objective is to ensure that our portion of HR accountability is supportive of the business delivery of departments.

The new accountability model will focus on outcomes, not transactions.

In line with our efforts in Staffing Reform, we are developing an accountability model. This model leaves the responsibility for individual departmental performance assessment and reporting to Deputy Heads, and focuses the Commission's accountability on the overall health of the staffing system.

The new approach will focus on outcomes, not transactions. The result of the staffing system should be a professional Public Service which is competent, non-partisan, representative of Canadian society and responsive to the business objectives of the government for today and tomorrow. Deputy Heads will report to the Commission on their contributions, thus supporting the Commission's efforts to report to Parliament on those outcomes.

Deputy Heads and the PSC will develop mutually agreeable performance indicators to address these issues. Deputy Heads will also seek employee representatives' input into the departmental staffing performance report before submitting it to the PSC. In addition, the PSC will involve stakeholders, including employee representatives, in dealing with the overall system.

The shift that departments will experience, from reporting on transactions to reporting on values represented in outcomes and outputs, will be gradual. Over the transition period, while departmental reports will continue to include outputs of the staffing system, they will demonstrate respect for essential values. The Commission will consult with Parliamentarians to determine what level of information is required in future years.

Initial consultations with several departments indicate that they are willing partners in this new relationship. Next year's Annual Report will present the results of the discussions held with departments and employee representatives over 1998-99. It will also report on the introduction of the new accountability framework in departments and describe the performance indicators that support the framework.

Demographic Analysis

To ensure that human resource management in the Public Service is pro-active rather than reactive, there is a need to develop a better understanding of the supply and demand necessary for good human resource planning. To initiate work in this direction, we participated over the past year in a number of initiatives focusing on the demographic analysis of individual departmental workforces as well as on identified corporate communities. Our participation was carried out in conjunction with the *La Relève* Task Force and other partners, including the Privy Council Office (PCO), the Treasury Board Secretariat (TBS) and Statistics Canada (STC). These analyses were the first step toward developing recruitment, Employment Equity and retention strategies for the Public Service of Canada, as called for by the *La Relève: A Commitment to Action* document.

The three key elements of these analyses were: *supply* (the forecast of available employees based on the current workforce and assumptions about attrition), *demand* (the number of employees needed to carry out future business plans) and *gap* (the difference between the number of resources required and the number available).

The work done so far on specific corporate communities and departmental workforces recognizes that the demographic issues vary according to the different sub-populations. As the work moves from analysis to action, the answers must be sufficiently customized to meet specific needs for each group.

Staffing Reform

To create a workforce and workplace of the future that responds to a continually changing society and government, we have to reform the way staffing is done across the Public Service.

Our Staffing Reform initiative seeks to identify what departments and agencies want in a simplified system, to find innovative ways of ensuring that the values of the Public Service and the provisions of the *Public Service Employment Act* (PSEA) are respected in any new system, and to define our role vis-à-vis that of departments and agencies in the system that is developed.

We are intensifying our efforts to help departments and agencies develop their own staffing regimes within the framework of the PSEA. In so doing, we believe that they will be better able to meet their business needs and to deliver high quality, affordable policies and programs to Canadians.

Our Staffing Reform activities build on the 1996 *Report of the Consultative Review of Staffing*, the 1997 *Shoemaker-Starchuk Study* on the recourse function and various plans outlined in *La Relève*. Under Staffing Reform, we are shifting our focus from maintaining control over individual transactions to performing a stewardship role in staffing. As part of this role, we are providing a framework of accountability for values and principles that departments and agencies will apply to the staffing system. We are also offering the support of experts who can guide and assist these organizations in implementing this new approach.

We have recently appointed Account Executives to provide departments and agencies with a single window of access to our support and services. Dedicated transition support teams, comprised of PSC staff with expertise in different disciplines, are working directly with departments to ensure that they receive optimum assistance in implementing initiatives to reform their own staffing systems. PSC staff is also available to play a facilitative role as needed by small departments and in the regions.

Effective staffing means finding the right person for the right job at the right time.

This statement means objectively defining the skill sets needed to do the work at hand and in the foreseeable future.

It also means using a merit-based system that is demonstrably fair and transparent to ensure a non-partisan Public Service that is accessible to all Canadians and representative of Canadian society. Recourse is available for employees and other job applicants who wish to question the conduct of staffing processes in which they were involved.

Staffing Reform does not require changes to the PSEA. It does, however, require that our human resource management partners be fully aware of the flexibilities that currently exist under the Act in order to make optimum use of them. The basic legislative framework of the PSEA is sound and enshrines values that all departments and central agencies must continue to respect.

A major focus of Staffing Reform is to assist in the development of a human resource planning capability throughout the Public Service that is solidly grounded in departmental business plans. Another key feature is to ensure that federal managers are involved in the day-to-day aspects of human resource management and planning. For their part, human resource specialists will play a more strategic and advisory role, helping managers plan staffing strategies to meet their immediate and longer-term business needs.

The PSC is working with departments, federal regional councils, functional communities and central agencies to effect these changes in the broader context of *La Relève*. The pace of change is being set by departments as well as by the government-wide objectives set out by *La Relève*. Our principal roles in the process include: ensuring merit-based staffing, providing fair and transparent recourse, and reporting to Parliament on our mandated responsibilities. In this process, the PSC is much more than a mere catalyst. We too are being changed by Staffing Reform.

Staffing Reform is part of a larger process. It is closely linked to other reforms in the HRM system, including:

- ◆ new or revised corporate development programs, including those for executives; and
- ◆ the renewal of functional communities, such as human resources, Information Technology/Information Management, science and technology, communications, middle management and policy specialists.

No amount of delegation from central agencies to departments will substitute for effective, innovative leadership by managers in dealing with the human resource issues that are so fundamental to their ability to deliver programs. To a large extent, the success of Staffing Reform will depend on the degree to which departments assume leadership in human resource management and integrate the values of the *PSEA* as part of their own management culture.

- ◆ the Universal Classification System (UCS), a redesign and simplification of the classification system, that is being led by the Treasury Board Secretariat¹;
- ◆ new recruitment strategies to address skills shortages;

¹ In parallel with the implementation of the UCS, and in consultation with the Treasury Board Secretariat, departments and unions, the PSC will examine a new definition of promotion based on competencies rather than salary and will examine new standards for employee assessment and selection.

A Dynamic and Representative Workforce

The Public Service Commission is committed to developing a dynamic, diverse workforce that reflects Canadian society.

With the increasing diversity of our society, we have a broader pool from which to draw the excellence that is always needed in the Public Service.

Employment equity is the foundation of a diverse workforce. The 1995 *Employment Equity Act* (EEA) frames the PSC's responsibilities for certain employer obligations within its scope under the *Public Service Employment Act*.

The Public Service Commission, along with its partners, especially the Treasury Board Secretariat and the Canadian Human Rights Commission, are intent on improving representation through the recruitment and development of members of the four designated groups: women, Aboriginal peoples, persons with disabilities and visible minorities.

This goal is based not only on legislation but also on the fact that well managed diversity in the workplace improves employee morale, commitment and productivity. In today's world, recruiting talents in Employment Equity groups is linked to the effectiveness of retention efforts, where differences are viewed as assets and are welcomed and respected.

The *La Relève* Task Force focus on human resource management issues has created increased

awareness of the importance of a representative Public Service and of the significant human resource challenges involved in achieving it. The Task Force has particularly underscored the need to integrate Employment Equity goals with human resource and business planning.

Despite a long-standing commitment to Employment Equity, the Public Service has yet to achieve a representative workforce. This is particularly evident for persons with disabilities and members of visible minorities, where a striking difference exists between their labour force availability and their representation in the workforce.

The PSC also operates in the context of legal challenges to Employment Equity provisions. Significant legal judgements contributed to our better understanding of the issues and obligations surrounding the proper advancement of members of visible minorities and the rightful accommodation of persons with disabilities.

Partnerships for Equity

We have responded to the challenges ahead by preparing a new strategy for managing Employment Equity that draws on all of the PSC's programs, services and instruments. In our role as a central agency, we worked jointly with the Treasury Board Secretariat to develop an *Employment Systems Review Guide* to help departments and agencies of the Public Service as they:

- ◆ review their employment policies and practices to identify systemic barriers to the designated groups, and
- ◆ determine what measures are needed to remove these barriers.

In the spirit of these guidelines, we are reviewing our systems (as well as the selection and assessment tools we use to recruit and promote) to identify and correct possible systemic barriers to employment for the four Employment Equity designated groups.

We are also working collaboratively with the Treasury Board Secretariat, the Canadian Human Rights Commission, Statistics Canada and Human Resources Development Canada to assist departments as they carry out their workforce analyses, identify their Employment Equity goals, meet other human resource planning challenges such as forecasting, and respond to these requirements in an appropriate manner.

In 1997-98, we participated with other departments in the Web Accessibility Initiative. This initiative is an international effort to ensure that the design of World Wide Web information on the Internet will meet the needs of everyone, including persons with disabilities. We are continuing to participate in this and related accessibility initiatives to support our employees' full participation in the Public Service.

Now that the Public Service is entering a phase of renewed recruitment, after several years of Program Review and downsizing, we are working with the other central agencies to ensure that our services to departments will help to build a representative workforce and create an environment in which it will prosper.

Special Measures Initiative Program

The Special Measures Initiative Program (SMIP) was launched in 1994 and ended in 1998. SMIP went beyond the focus of increasing representation of designated group members through

recruitment. It involved working with departments and agencies to expand horizons on how to increase representation in the human resource areas of development, advancement and retention, as well as recruitment. In addition, the program was challenged with the objective of looking for creative ways to change the corporate culture of organizational environments that were not receptive to full inclusion of designated group members.

Delivering SMIP on behalf of Treasury Board, the Public Service Commission chose as its driving thrust the theme *Dare to Dream*. We took a strategic approach to achieve "breakthrough thinking", finding new ways to form alliances and partnerships that will lead to equity gains, and new ways to expand the use of technology and facilitate integration.

This past year, for example, a "Yukon specific" training system was developed to facilitate a change in corporate culture through heightened awareness of current First Nations issues. Not only were partnerships created between certain departments and First Nations communities, but the training tools that were developed can be adapted by other departments and regions.

In Prince Edward Island, several federal and provincial departments combined their resources to implement a career development and assignment program for employees with disabilities, Aboriginal peoples and members of visible minority groups. Cross-departmental learning assignments provided participants with the opportunity to gain exposure to a new work environment, as well as to expand their knowledge and skills.

A creative partnership initiative in Quebec entitled *Job Access* addressed the concerns of physically challenged employees by involving

two non-profit organizations. Also in Quebec, a multi-disciplinary group researched teleworking with such success that it was featured at international conferences in the Netherlands, Great Britain and the United States.

In addition to managing SMIP projects, the PSC provided a variety of related services such as career consultation, management of the diversity technology centre, policy contributions to the *EEA*, and communications and marketing services.

Employment Equity Recruitment

By entering into partnerships with community organizations and government agencies, we have more contact with employment equity group members and they, in turn, have better access to our employment programs and services.

We have become considerably more focused in our recruitment efforts and have instituted a practice of posting electronically all job opportunities instead of maintaining large-scale inventories. In an effort to ensure that Employment Equity groups have the greatest possible access to job postings, we have begun to link electronically various Employment Equity associations and centres to our recruitment Web site. We routinely fax notices of job opportunities to a large number of Employment Equity locations and centres for posting and actively participate in community job fairs, Employment Equity group activities and celebrations. By entering into partnerships with community organizations and government agencies, we have more contact with Employment Equity group members and they, in turn, have better access to our employment programs and services.

Renewal and Rejuvenation

Recruitment Initiatives

Overall Recruitment

The Right Match — Matching People with Work

As the recruiter for the federal Public Service, the Public Service Commission faces the challenge of attracting talented people and matching them with work that suits their skills. If we want to appeal to the right people, not only must the federal Public Service be seen as accessible, it must also be seen as a public sector employer of choice.

The Public Service Commission is committed to working with its various partners to rejuvenate the Public Service, to ensure that Canadian society is represented in the Public Service, and to maintain a professional, competent and non-partisan Public Service. We also have a strategic role in defining and implementing creative new recruitment approaches to draw qualified candidates from Canada's two official language groups and from Employment Equity groups. This work is done in a timely manner to meet current and anticipated needs of departments and agencies.

We are reforming our recruiting services so that the Public Service has people with the right competencies in the most appropriate jobs in the short term, medium term and long term. To do this, we are implementing a four-year action plan and anticipate significant progress in 1998-99, the first year. This plan will see some general

recruitment activities delegated to interested departments while we continue to provide such modern recruitment services as advice and assistance with recruitment strategies and methods, testing, technology, demographics, Employment Equity training tools, and support to smaller departments.

Working with the Treasury Board Secretariat, we will also deliver the following functions and programs in partnership with departments: marketing and outreach for all recruitment, including post-secondary, student and executive candidates; corporate development programs such as the Management Trainee Program and the Accelerated Economist Training Program; critical cross-cutting and shortage areas, such as Information Management/Information Technology; and corporate Employment Equity program delivery.

Some of the marketing strategies developed in support of our recruitment efforts will be guided by the results of an attitude survey conducted at a cross-section of Canadian universities to examine the career aspirations of tomorrow's graduates. This survey included questions on students' thoughts and perceptions about the public sector, with particular emphasis on the federal government, knowledge of Public Service recruitment campaigns, preferences for employment, and future employment plans.

Using Internet-based technology, the Matching People with Work (MPW) approach creates a virtual PSC, where our current role in the recruitment process will ultimately be fully automated.

We are introducing new programs, such as Matching People With Work (MPW), and refining old ones to better meet changing needs. MPW

was initiated in 1996 to redesign and strategically reposition our recruitment business line by using state-of-the-market information technology to connect people with competencies to employers with opportunities.

The MPW approach to general recruitment presents three important challenges:

- ◆ the wide variety of positions for which we recruit;
- ◆ incomplete Internet penetration in Canadian households;
- ◆ the need to uphold the Public Service values of merit, fairness and equity.

Our efforts to date have focused on using the Internet as an advertising medium and on providing better access and services to job seekers.

Over 80% of job applications received by the PSC's National Capital Region and Eastern Ontario office are submitted through the PSC Web site.

A fully functional Online Application Form is available at our Web site as an alternative to mailing or faxing a paper application. We also offer a free Career Alert service which automatically e-mails registered people when federal job opportunities become available that meet their qualifications. To the greatest extent possible, our Web site is accessible to persons with visual impairments and mobility restrictions. The use of our recruitment Web site continues to enjoy increasing popularity among job applicants and hiring departments.

Eventually, we anticipate that all general recruitment activities will take place on an Internet-based

platform where departments post their vacancies and search for applicants, while applicants access employment opportunities and submit their applications online.

The IT/IM Challenge

A particularly urgent recruitment challenge facing the Public Service is the need for additional members of the Information Technology/Information Management (IT/IM) group. While technological needs are increasing in the Public Service and the demand for IT/IM professionals is constantly rising, the Year 2000 challenge has compounded the difficulty of recruiting qualified individuals for this group.

All across the government and private sector, employers are racing to adapt computer systems and software so that they will recognize the millennium as year 2000, not 1900 or some other year. Much of Canada's IT/IM talent pool is being recruited to address this critical situation and the demand for these resources is growing at an ever-increasing pace. There is also a high and increasing turnover of IT/IM specialists as competition from private sector recruiters intensifies for a relatively small domestic pool of qualified, well trained personnel.

We anticipate that 1 200 to 2 000 IT/IM specialists will be required in the Public Service over the next three years. We are, therefore, working with departments to develop measures to respond effectively to this critical need. To make the Public Service a more competitive recruiter, we have introduced measures to speed up the recruitment process and are conducting omnibus multi-department recruitment campaigns. We have also implemented a communications strategy that includes newspaper advertizing as well as organizing and participating in career fairs across the country.

Post-Secondary and Other Student Recruitment

While the PSC must act quickly to meet urgent needs, we must also set out to recruit new talent to meet other current and future needs. Post-Secondary Recruitment (PSR) is one way of attracting new talent into the Public Service. Over the past year, we re-engineered the PSR campaign by posting job opportunities on the PSC Web site and enabling students to apply online. About 25% of PSR applicants chose to do so. Students who did not wish to exercise this option could apply using the more traditional means, either by mailing or faxing an application to a PSC regional office.

For the fall 1998 campaign, we will implement a new and improved system. Former campaigns were annual, national events designed to attract university graduates to jobs primarily in the National Capital Region. The new approach will feature year-round activity with regional as well as national aspects, and job opportunities available to recent college and university graduates.

The Federal Student Work Experience Program currently offers students the opportunity to apply for jobs and update their files online. It is anticipated that the full Matching People with Work (MPW) approach will be implemented for this program in 1999.

New and Improved Programs

Introduction

Developmental programs have played an important role in the Public Service for many years. *La Relève* with its focus on renewal has brought both the introduction of new programs and the

redesign of existing ones, so that there is now a continuum of corporately-managed developmental programs from entry to mid-career to the executive level to the Assistant Deputy Minister (ADM) level.

Management Trainee Program

The Management Trainee Program (MTP), which was established in 1990-91, recruits and develops persons with management potential in anticipation of their becoming future Public Service managers. Following a review of entry-level recruitment and development programs, the Committee of Senior Officials recommended that some modifications be made to the MTP to better accommodate departments' needs.

In March 1998, the Ministers of the Treasury Board approved a number of program changes. One significant modification to the program was the reduction of its duration from five to four years. Another was the provision for the formal training component delivered by the Canadian Centre for Management Development (CCMD), to take into account a trainee's individual experience and requirements.

The PSC is presently reviewing the competency profile for Management Trainees to ensure that the competencies against which they are assessed throughout the program are in line with those required at the middle management and more senior levels of the Public Service. In addition, we are reviewing the selection tools used to assess applicants so that the program will continue to recruit the best candidates to its ranks.

Career Assignment Program

The Career Assignment Program (CAP) has a thirty-year record of success in developing leaders in the public sector. In response to suggestions

made by participants, managers, departments and advisory groups over the years, CAP has been redesigned to increase public servants' access to developmental opportunities that will enhance their skills and competencies. This is a significant step towards meeting the *La Relève* challenge of renewing the feeder group levels.

The aims are to link CAP more closely to new executive development programs, and to complement community and departmental HR plans. The PSC, in partnership with the Treasury Board Secretariat, the Canadian Centre for Management Development, the Privy Council Office and departments, has begun to implement these changes.

The new CAP program is being launched in 1998 with a mandate to identify a representative group of employees from the feeder levels who demonstrate executive potential and to assist in their development and advancement. We anticipate that CAP will have an annual intake of about 60 participants from the federal government and 20 from the provinces or other organizations.

Interchange Canada

Since 1971, Interchange Canada has facilitated the exchange of over 2 800 individuals involving more than 650 organizations. Current assignments number 188 to the Public Service and 135 from the Public Service. Through the temporary assignment of employees between sectors, Canada's federal government, private sector organizations and other levels of government seek to:

- ◆ strengthen policy development through improved understanding of one another;
- ◆ share specialized knowledge, expertise and best practices;
- ◆ pursue Canadian foreign, social and economic policy objectives;

- ◆ support business interests of participating organizations, including partnerships, mobility and flexibility;
- ◆ encourage employee development.

Interchange Canada is open to employees in all groups and at all levels. Departments have the authority to administer assignments below the executive level. They also have flexibility regarding the recovery of salary and relocation costs.

Interchange policy, which is Treasury Board's responsibility, has been revised to include exchanges with foreign governments and with the private sector outside of Canada. Interchange Canada is undertaking a review of its operations with current and former participants to ensure that it is strategically placed to contribute to Public Service renewal.

Two New Programs

With the support of Deputy Ministers, the PSC was active in 1997-98 in making it easier to identify future senior executives in the Public Service. A new Prequalification Process (ADMPQP) was established to identify a pool of executives who are ready to step into Assistant Deputy Minister positions. The Accelerated Executive Development Program (AEXDP) was set up to help advance the development of EXs who have potential for more senior-level assignments.

In consultation with numerous stakeholders, especially the Canadian Centre for Management Development, we developed a generic leadership profile for use in both of these processes. We consulted broadly to gather comprehensive data on over 450 applicants in a short time period. Over 15% of the eligible EX population applied to the ADMPQP, with 20 individuals identified as ready for placement in the Assistant Deputy

Minister pool. Fifty-six were offered participation in the AEXDP. Although most EX vacancies will continue to be staffed through competitions and deployment, these two programs will be key to filling the 40 annual Assistant Deputy Minister vacancies projected to the year 2005.

Applicants were generally representative of the eligible population, except for the regions (due mainly to individual mobility preferences). Feedback from the stakeholders indicated that the programs met their goals. Lessons learned from this initial experience have led to plans for continuous improvement. Some changes for 1998 include: Deputy Ministers nominating candidates to both programs, in addition to the self-identification feature; more communication with and feedback to applicants and departments throughout the process; and the inclusion of EX-equivalents in the ADMPQP.

Collective Management of ADMs

This year, working jointly with the Treasury Board Secretariat, the Privy Council Office and the Committee of Senior Officials, the Public Service Commission played a key role in developing a regime for the collective management of Assistant Deputy Ministers. Collective management is a partnership which strives to balance the needs of Assistant Deputy Ministers, Deputy Ministers, and the Public Service as a whole. This approach is consistent with the recommendations of the Advisory Committee on Senior Level Retention and Compensation (the Strong Report), which suggested that the most senior ranks of the Public Service (i.e. EX-4s and EX-5s) should be corporately managed under a single responsible organization.

Under collective management, ADMs become part of a corporate pool where they have increased visibility, their career interests and aspirations become better known, and they have access to a wider variety of assignments.

In 1997-98, with our partners, we designed and implemented a new corporate approach to the promotion of ADMs. This involved a letter of invitation from our President to all EX-4s for consideration for promotion to the EX-5 level. Selection Review Boards composed of senior PSC officials and Deputy Ministers selected new EX-5s for placement against EX-5 assignments expected to become available. This process will henceforth be run annually, or more frequently if required, and will replace the traditional staffing of individual EX-5 jobs.

In June 1998, the Prime Minister announced the creation of *The Leadership Network* as a separate organization to support the Collective Management of ADMs and other Public Service renewal initiatives. Promotion to the ADM level and within ADM ranks remains a responsibility of the PSC.

Executive Staffing

The PSC seeks to ensure that there is always an adequate EX cadre ready and able to shape and lead the Public Service. It is anticipated that approximately 300 executives may leave the Public Service in each of the next five years, given the age profile of this cadre. As part of its efforts to fill these vacancies, the PSC will broaden its activities and expertise through new relationships and partnerships.

Like other parts of the Public Service and outside organizations, the PSC is also concerned about shortages of executive expertise in the area of Information Technology/Information Management. In this regard, a census was held in the summer of 1997 to identify the current EX and equivalent members of the IT/IM community. This was followed by a survey of that group, using a competency-based profile of what is needed, to identify development and succession issues, and suggest ways to deal with them.

A more focussed and value-added approach to executive staffing is under development. Consultation on further re-design of EX staffing is being undertaken with senior hiring managers, HR specialists, executives and players from the other central agencies, and associations such as the Association of Professional Executives of the Public Service of Canada. The focus of the discussions is to determine what value-added services the PSC should provide to departments and agencies, as well as to executives themselves (in conjunction with their home organizations), in order to make executive staffing more effective and efficient. Changes will be implemented throughout the next year.

Through its International Programs, the PSC is helping coordinate executive-level participation in organizations outside of the country. Qualified candidates from Canada and other countries compete for assignments in occupations that are common to all organizations as well as in highly specialized fields that are unique to specific organizations.

Over the past year, some 1 700 Canadians served in international organizations, with about 110 of them coming from the federal Public Service. Canada's representation in these organizations fosters the transfer of Canadian expertise and influences the policies, programs and management of the host organizations.

Learning — Investing in People

The Public Service Commission is working with its partners, particularly the Canadian Centre for Management Development and the Treasury Board Secretariat, in shaping and supporting opportunities for professional learning.

Learning is a key lever for Public Service renewal.

Recognizing the relationship of learning to competencies, the PSC is continuing to reposition its learning function with the goal of helping public servants to improve their professional competence and to meet language proficiency requirements.

Learning Advisory Panels

1997-98 saw the launch of five Learning Advisory Panels (LAPs) to support the following functional communities: middle managers, comptrollership, human resources, communications and policy. LAPs guide the design, development, delivery and evaluation of new learning programs and services for functional communities below the executive level. The work of LAPs is designed to complement departmental efforts to continually improve employees' competencies. As well, they help the PSC to focus its expertise on the most strategic dimensions of learning and improve the relevance of its learning products and services.

Each panel is chaired by an Assistant Deputy Minister and brings together senior executives and working level employees from departments and central agencies, such as TBS, CCMD and PCO, as well as employee representatives and executives from the private sector and

professional associations. LAPs provide a forum for the horizontal management of learning within the federal public sector. As such, they have begun to generate the enthusiasm and momentum required to accelerate the development of a learning culture in the Public Service.

In 1997-98, PSC programs, products and services supported the learning goals of public servants across Canada through the development of a core curriculum targeting competencies essential for a revitalized Public Service. This curriculum has also been realigned to ensure relevance to the various functional communities. New learning activities were developed, such as: *Policy Making for Policy Makers*, *Orientation to Employment Equity*, *Use of the Internet for Government Communications*, and *Orientation to Comptrollership*.

The design and delivery of professional learning programs is evolving in line with the PSC's focus on partnerships with other departments and the private sector. One of the innovative learning activities undertaken with external partners in 1997-98 was a one-day round table enabling voluntary and public sector representatives to discuss learning in a changing environment and to develop a better understanding of each other.

The Learning Resource Network

In October 1997, the PSC launched the Learning Resource Network (LRN), exploiting technology to the fullest in providing a source of learning throughout the Public Service.

The Learning Resource Network is an Internet site that serves as a single window on learning for Public Service managers, learners and trainers.

It provides access to a wide range of learning resources available both within and outside of the Public Service, as well as opportunities for interaction. The LRN supports corporate workforce renewal objectives by enabling public servants across the country and in remote locations to take charge of their own learning.

The PSC was the network builder and standard setter; departments were consulted and provided some financial assistance and quality content. The LRN is an excellent expression of the PSC's early success in adapting its business to its philosophical shift to modern accessible learning.

The International Scene

The Public Service Commission remains committed to the objectives of enhancing the awareness and understanding of the importance of a world class professional Public Service to the effective governance of this country, to Canada's international competitiveness and to its citizens' socio-economic well-being. The PSC is also committed to supporting the transition of the federal Public Service to a continuous learning organization by sharing the experiences, insights and lessons of other countries that are applicable to Canada.

In 1997-98, the PSC continued to be a partner in international affairs related to its business lines. It has provided fully cost-recoverable learning services abroad and has participated in collaborative international learning work with departments, other levels of government, private sector firms, non-governmental organizations, and international agencies and institutions. We hosted 27 international visits over the past year, the majority of which focussed on Public Service-wide reform initiatives: *La Relève*, staffing and the merit principle, and the non-partisanship of the federal Public Service.

Since 1991, the PSC has had a Memorandum of Understanding (MOU) in place with the Ministry of Personnel of the People's Republic of China. This is an umbrella agreement which includes other central agencies: CCMD, PCO and TBS. The purpose of this MOU is to pursue and enhance exchanges and cooperation in the field of public administration and personnel management on the basis of equality, mutual benefit and reciprocity.

Language Training

During 1997-98, the PSC continued to support the development and maintenance of a bilingual federal workforce. Over the year, the demand for language training showed an upward trend, following a decrease in requests for training over the previous four years, as well as a concomitant reduction in PSC resources. In 1997-98, the number of clients in the National Capital Region was comparable to that of the previous year, whereas the number of clients in the regions decreased slightly. However, there was a significant increase in requests for tests and interviews, and enrollment for next year's courses is on the rise. This upward trend is largely attributable to recruitment and staffing activities related to the renewal and rejuvenation of the Public Service and the employer's policy regarding the requirements for second language proficiency for EXs.

The PSC has developed and is implementing a new method of delivering training. This method integrates individual learning into employees' training programs, thus rendering them responsible for part of their learning. We have introduced several pilot projects featuring widely adopted teaching mechanisms and the use of state-of-the-art software. These projects allow employees to learn at their own rate, using the approach that suits them, to implement their individual learning plans. We have also set up a long distance

training project, involving video-conferencing, to help members of the EX group prepare for second language oral evaluation.

In the regions, we have partnered with such organizations as St. Boniface College and the government of Prince Edward Island to provide language training services. We also have an agreement with the University of Quebec to develop French courses in the multimedia and hypertext Web environments.

We have been working with the Department of Canadian Heritage and the Treasury Board Secretariat to promote Canadian culture and values. Outside of the government, the PSC has participated in *Expo-languages* and has the reputation of being a model in Canada and abroad in the sphere of second language teaching.

Competency-Based Management

The challenge of building the skills of people already in the Public Service is as important as renewing the workforce through recruitment. In recent years, many organizations have used competencies to link the various aspects of the human resource management system, including recruitment, selection, promotion, performance appraisal, training and development.

Competencies are a common thread in a variety of Public Service-wide initiatives including the PSC's Staffing Reform, learning programs, and corporate and departmental *La Relève* programs. The PSC responded to the need to support departmental and corporate competency-related initiatives in several ways.

We have developed the *Wholistic Competency Profile: A Model (WCP)*, to better understand performance at work. The profile is based on the interaction between a wide range of individual competencies and organizational factors such as corporate culture, organizational life cycle and hierarchical levels. The WCP was used to generate the *Profile of Leadership Competencies for ADMs and Senior Executives*. This profile is the foundation for selection to the ADMPQP and AEXDP programs, as well as the EX-4/EX-5 promotion process.

In 1992, TBS and the PSC published the *Profile of Public Service Leaders and Managers*. A new profile that articulates the leadership competencies at other levels of the management cadre is being developed to reflect changes in targets for Public Service performance.

We are revising competency assessment instruments and developing new ones, based on the new competencies. For example, competency assessment instruments for the 1998 ADMPQP and AEXDP will reflect lessons learned from 1997 and new program requirements.

The competency assessment instruments that were developed for the initial 1997 ADMPQP and AEXDP are now available to departments for tailoring to their own needs. The goal is to create a seamless, coordinated system from "feeder" groups, through development programs, into the executive stream and extending to the ADM level so that the competencies that are developed at lower levels are consistent with what is required for performance at higher levels.

Departments can also use the WCP User's Kit, which provides guidelines for competency profiling, assessment and implementation. Alternatively, they can request assistance from the PSC's competency consultants.

The PSC is consulting with functional communities to identify their specific competency requirements. Similar consultation is being provided to the Learning Advisory Panels which use competency profiles to identify learning objectives for career development planning.

Reinventing Recourse

To build health in an organization requires mechanisms to address problems as they occur. The PSC administers several recourse mechanisms for various purposes. It provides assistance, as requested, to departments and employee representatives in the development and use of conflict resolution mechanisms at the departmental level. It remains the provider of recourse for issues unresolved by departments relating to the *Public Service Employment Act* and the *Harassment in the Workplace Policy*.

A report prepared by the PSC in 1997 entitled *Recourse in the Public Service: Causes and Impacts* contained the results of a survey of persons involved in recourse processes. This survey indicated that a significant number of appeals are launched more frequently on the basis of workplace concerns than on the conduct of selection processes. Such issues cannot be satisfactorily settled in an appeal board setting.

The PSC encourages departments to establish means for employees to address issues that cannot be resolved within the mandate of the PSC and the recourse process. The PSC also encourages individuals to take responsibility for proactively addressing workplace issues that affect them.

A National Recourse Advisory Group was established to advise on ways to improve recourse mechanisms without amending the *PSEA*. This group included membership both from within and outside of the Public Service. Focus groups were held in all regions of Canada to obtain suggestions from local managers, employee representatives and human resource officers.

Proposals from this group that may be implemented include: changes to the *Public Service Employment Regulations* to circumscribe the disclosure procedures; greater use of information technology such as conducting hearings by teleconference or videoconference; lodging appeals using the Internet; designing and delivering recourse information products and services; fast-tracking certain cases, such as appeals on acting and term appointments; and establishing a “Single Window Investigation Program” for harassment investigations.

Recently, the PSC began offering departments a process whereby it will oversee the departmental harassment investigation conducted by its own employees or a contractor. A PSC investigator acts as an advisor to the department throughout the investigation, ensuring that it meets acceptable standards and the requirements of due process. If the parties are dissatisfied with the results, the PSC can immediately respond to the allegations and expedite the review process. This methodology eliminates the need for a costly and time consuming review by the PSC after a departmental investigation has been completed.

We believe that recourse should be as flexible as possible, responsive to the needs of the parties involved, and able to provide them with greater ownership of the process. To attain this goal, we have embarked with departments on a number of experimentation projects. One such project is described below.

The Mediation Project for Appeals at Correctional Service Canada entails offering mediation services for appeals against appointments to positions in the Kingston region. Mediation is a dispute resolution process by which the appellant and the department agree to resolve their differences

through consensus, with a mediator ensuring that both public interest and Commission values are safeguarded. Mediation gives the parties involved in an appeal process an early opportunity to resolve their differences in a non-adversarial context. It also helps them identify contextual and systemic issues, resolve them if possible, and eliminate them from the appeal process, which was not designed to address such matters.

The PSC will continue to work with other stakeholders to examine opportunities to provide effective and efficient recourse mechanisms for a staffing system that values competence, representativeness, trust, honesty, integrity and good communications.

Statistical information regarding investigations, appeals and deployments over 1997-98 may be found in the statistical information section of this report.

Non-Partisanship

Under the *Public Service Employment Act*, the Public Service Commission has specific responsibilities regarding the non-partisanship of the Public Service and public servants.

When a federal election was held in 1997, the PSC reminded departments that, under section 33(3) of the *PSEA*, public servants who seek to be nominated as candidates and to stand for election in the House of Commons or any other legislature in Canada, must apply to the Commission for a leave of absence without pay. This information was also posted on the PSC's Web site.

The Commission may grant the request for leave if it is convinced that the usefulness of employees in the positions they occupy, and to which they must return if they are unsuccessful, will not be impaired as a result of their having been a candidate for election. During the period April 1, 1997 to March 31, 1998, the Commission approved all 11 requests for such leave.

With respect to appointments *to* and *within* the Public Service, the principle in the *PSEA* that they “shall be based on selection according to merit” has always been taken to mean, among other things, that appointment decisions cannot be based on political considerations. The merit principle, combined with the fact that federal ministers cannot recruit, assign, transfer, promote or make any other decision regarding the career of a public servant, serves to maintain the integrity and professional, non-partisan role of the Public Service vis-à-vis the government and the public.

At the present time, the Commission is satisfied that public servants across Canada are aware of the caution and prudence they need to exercise with respect to political activity because of the duty they owe both to the government of the day and to the public of Canada. The Commission has no material evidence that partisan political interference has had an impact on the meritorious appointment of public servants in 1997-98.

Conclusion

The PSC is committed to working with its partners to ensure that the federal Public Service responds positively to change. This undertaking requires the will to achieve results and the diligence to maintain independence of the appointment process in order to build a dynamic, diverse workforce for the new millennium.

Glossary

A

Acting appointment

The temporary assignment to an employee of the duties of a higher position (i.e. one with a maximum rate of pay that would constitute a promotion).

Appointment

An action taken pursuant to Part II of the *Public Service Employment Act* to confer position or level incumbency upon a person.

C

Casual employment

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

Closed competition

A competitive process open only to persons employed in the Public Service.

D

Deployment

The movement of an employee from one position to another (within the same occupational group or, where authorized by regulations, to another occupational group) that does not constitute a promotion or a change in tenure, and to which the employee has agreed. When an employee accepts a deployment, ties to the former position are cut.

E

Employment Equity

Employment equity is the identification and elimination of employment barriers against persons in designated groups that result from the employer's employment systems, policies and practices that are not authorized by law and the implementation of corrective measures such as policies, practices and reasonable accommodations so that the Public Service reflects designated groups present in the Canadian workforce or those segments of the Canadian workforce that are identifiable by qualification, eligibility or geography and from which the employer may reasonably be expected to draw employees.

Exclusion Approval Order

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

I

Indeterminate employment

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

O

Open competition

A competitive process open to persons employed in the Public Service as well as to persons who are not so employed.

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 five regulated priorities under the *Public Service Employment Regulations* (surplus, reinstatement, spousal relocation, employees who become disabled and members of the Canadian Armed Forces who become disabled as a result of sustaining an injury in a Special Duty Area, in no specific order). The first three priorities have a higher rank than the last five.

Promotion

An appointment of an employee to a position for which the maximum rate of pay exceeds that of the former position by an amount equal to or greater than the smallest pay increment for 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. The definition for regulatory priorities is somewhat different. In these cases, the maximum rate of pay of the new position may be up to one and one-half times the smallest increment for the new position or, where there are no increments, up to 6%.

R

Re-appointment of term

The appointment of a term employee for an additional, continuous, specified period of time in the same position.

Recourse

All the various mechanisms provided by the *Public Service Employment Act* to process, and deal with, appeals against appointments, referrals of deployment complaints, alleged improprieties on

matters falling within the Commission's jurisdiction, and complaints of harassment in the workplace

Relative merit

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

S

Specified period employment

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

Standard of competence

A standard set by the Commission against which the competence of a person being considered for appointment may be measured rather than being measured against the competence of other persons.

T

Transfer

The appointment of an employee to a position in another occupational group where the maximum rate of pay does not exceed that for the position held by that person immediately prior to the appointment and which does not constitute a deployment.

W

Without competition

A non-competitive process used to make an appointment when the manager is satisfied that conducting a competition would not be in the best interests of the Public Service. In order to be appointed, the person must be found to be the best qualified (relative merit), or in certain circumstances, the person must be qualified against a standard of competence for the position (individual merit).

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Statistical Information

Highlights

It should be noted that student hirings no longer constitute appointments under the *Public Service Employment Act (PSEA)* as of April 9, 1997. This factor has resulted in a decrease of over 11 000 *specified period* appointments made to the Public Service in 1997-98 as compared to 1996-97.

When reviewing Tables 1-9, one will notice that the removal of students from this year's appointment tables accounts largely for the apparent decrease: in appointments made to the Public Service from 32 680 in 1996-97 to 22 452 in 1997-98; in appointments made through *open competition* from 31 101 last year to 20 512 this year; and in *specified period* appointments from the former 83 759 to the present 69 327.

This year, the number of *indeterminate* appointments rose, both to and within the Public Service to a total of 39 572 (last year the total was 27 287).

Overall, appointments from within the Public Service increased from 78 366 last year to 86 447 this year. The various types of appointments made from within all showed an increase over last year, except for the re-appointment of terms which went down from 42 393 to 39 901. Promotions showed a marked increase, going from 11 983 to 19 793. Transfers went up from 8 935 to 9 538 and acting appointments went up from 15 052 to 17 215. Given the increase in appointments made from within, it is to be expected that the number of appointments made through closed competition (15 422) and without competition (53 381) would be higher than last year.

Although the number of promotions made through closed competition and without competition increased from last year, the percentage for both processes (44.1% through competition vs. 47.5% without competition) were close to last year's, indicating that the proportion of each of these types of processes used to achieve promotions has remained stable.

With regard to occupational category, the most significant change from last year was in the Administrative and Foreign Service Category where overall appointments amounted to 31 244 compared to last year's 21 391, with the majority of the increase being attributed to *inside* appointments.

Regarding language groups, there was virtually no change in the ratios of Francophones to Anglophones appointed this year as opposed to last year, both in terms of appointments made to and within the Public Service.

Looking at the people hired through PSC recruitment programs (Table 10), we find that the number hired through Post-Secondary Recruitment has gone down slightly from last year, but the number hired through each of the other programs has gone up, with the total this year being 17 216 as opposed to 13 492 last year.

From Tables 13-15, dealing with investigations, appeals and deployments, we may gather the following. The number of complaints received in 1997-98 with regard to both investigations and deployments was down by 17% from those received in 1996-97. Investigation complaints decreased from 1 178 to 973 and deployment complaints decreased from 122 to 101. However, the number of appeals lodged over the last year showed a 57% increase from the previous year, going from 3 451 to 5 430, while the number of selection processes appealed rose by 48% from 1 252 to 1 853. This rise in appeals could be par-

tially attributable to the increase in appointments made from *within* the Public Service.

Technical Notes

This section gives detailed statistical information on appointments under the *Public Service Employment Act* and on priority administration.

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. In 1996-97, the Commission put in place a new set of edits to identify the under-reporting of appointments to the Public Service. These edit procedures were used to help estimate the level of specified period, casual and student recruitment reported in Table 12.

As of April 9, 1997, the student population has been excluded from most provisions of the *Public Service Employment Act*. As a result, the hiring of students under the Cooperative Education Program (CO-OP) and the Federal Student Work Experience Program (FSWEP) are not recorded as appointments to the Public Service under the *PSEA* (see note on Student Data). Instead, these hirings have been reflected in a modified Table 10 which now reports on recruitment activity. Accordingly all appointment tables within this annual report do not include data on the hirings of students under CO-OP and FSWEP. The result of this change is a decrease of 11 743 appointments, primarily Specified Period Appointments to the Public Service as reported in Tables 1 through 9.

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.

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 departments were required to report only specified period appointments of six months or more. This change combined with extensive government restructuring seems to have resulted in a substantial under-reporting of specified period appointments to the Commission.

Based on the pay system of Public Works and Government Services Canada, the Commission estimates that 25 193 new term appointments were made in 1997-98.

Casual employment

An increased number of departments were authorized to hire casual employees in 1997-98. Based on the pay system of Public Works and Government Services Canada, the Commission estimates 35 206 new casual appointments were made in 1997-98. Casual appointments are not included in the other tables, but have been reported in Table 12.

Occupational category

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

Geographic area

Data on geographic area Table 3 were obtained by matching appointment data obtained from departments with the Public Works and Government Services Canada Pay System. For 617 appointments, geographic area could not be determined.

Departments

Departments listed in Table 4 reflect the departmental organization at the end of 1997-98. Only departments having 25 or more appointments in 1997-98 are listed separately in Table 4. Departments reporting less than 25 appointments are grouped under other departments. It should be noted that the Passport Office has been reported separately even though it is part of the department of Foreign Affairs and International Trade according to the *Financial Administration Act*. The reason for this is that Passport Office has a separate delegation agreement for staffing with the Public Service Commission.

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 736 appointments, FOL could not be determined in the 1997-98 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 563 appointments, the gender of the appointee could not be determined in the 1997-98 tables. Data on members of visible minority groups, persons with disabilities and Aboriginal persons were obtained by matching

appointment data with the Treasury Board Secretariat's Employment Equity Data Bank, file condition as of March 31, 1998. This database relies on voluntary self-identification by the employee and therefore may not represent the complete population of minority group members. Departments are not required to report self-identification information for specified period appointments of less than three months.

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.

Student Data

The Student Employment Programs Exclusion Approval Order which took effect on April 9, 1997 excludes students from the operation of the *Public Service Employment Act (PSEA)* with the exception of sections 16(4) and 17(4) which deal with citizenship. As these recruits are no longer considered appointments to the Public Service under the PSEA, Table 10 has been modified to report on the overall recruitment activity (rather than the number of appointments).

Changes in Appointment Activity

Table 12 differs from the other appointment tables, in that it includes estimated specified period appointments, casual appointments, deployments and students. According to this table, 1997-98 appointment activity *to* and *within* the Public Service increased by 11.5% over last year to 182 384 appointments. Internal movements related to promotions (19 793), transfers (9 538) and deployments (16 487) have increased since 1996-97. Indeterminate appointments from outside (2 659) have increased by 159% as compared to 1996-97. Specified period appointments appear to have dropped but this is due to the removal of students from this row as of April 9, 1997.

Appointment type and appointment tenure

1

Number and percentage of appointments, by appointment tenure and type of appointment

April 1, 1997 to March 31, 1998

		Appointments within the Public Service									
		Type of Appointment									
Appointments to the Public Service		Promotions		Lateral or downward transfers		Reappointments of terms		Acting appointments (a)		Total	
Appointment tenure	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %
Indeterminate	2 659 11.8	17 260 87.2	5 495 57.6	0 0.0	14 158 82.2	39 572 36.3					
Specified Period (b)	19 793 88.2	2 533 12.8	4 043 42.4	39 901 100.0	3 057 17.8	69 327 63.7					
Total	22 452 100.0	19 793 100.0	9 538 100.0	39 901 100.0	17 215 100.0	108 899 100.0					

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

(b) See technical notes on specified period appointments.

Appointment type and occupational category

2

Number and percentage of appointments, by occupational category and type of appointment

April 1, 1997 to March 31, 1998

		Appointments within the Public Service									
		Type of Appointment									
Appointments to the Public Service		Promotions		Lateral or downward transfers		Reappointments of terms		Acting appointments (a)		Total	
Occupational category	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %	No. %
Executive Group	31 0.1	483 2.4	55 0.6	4 0.0	276 1.6	849 0.8					
Scientific and Professional	1 512 6.7	2 643 13.4	696 7.3	1 973 4.9	1 308 7.6	8 132 7.5					
Administrative and Foreign Service	4 046 18.0	10 275 51.9	2 699 28.3	4 544 11.4	9 680 56.2	31 244 28.7					
Technical	1 313 5.8	1 980 10.0	743 7.8	2 406 6.0	1 095 6.4	7 537 6.9					
Administrative Support	10 768 48.0	3 310 16.7	3 974 41.7	25 819 64.7	3 701 21.5	47 572 43.7					
Operational	3 148 14.0	937 4.7	1 262 13.2	4 829 12.1	998 5.8	11 174 10.3					
Not applicable (b)	1 634 7.3	165 0.8	109 1.1	326 0.8	157 0.9	2 391 2.2					
Total	22 452 100.0	19 793 100.0	9 538 100.0	39 901 100.0	17 215 100.0	108 899 100.0					

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

(b) Refers to appointments for which the standard occupational classifications do not apply. See technical notes on occupational category.

Appointment type and geographic area

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

April 1, 1997 to March 31, 1998

Appointments <i>within</i> the Public Service												
Appointments to the Public Service		Type of Appointment										
		Promotions		Lateral or downward transfers		Reappointments of terms		Acting appointments (a)		Total		
Geographic area	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Newfoundland	1 383	6.2	343	1.7	329	3.4	1 205	3.0	506	2.9	3 766	3.5
Prince Edward Island	224	1.0	187	0.9	95	1.0	593	1.5	423	2.5	1 522	1.4
Nova Scotia	864	3.8	867	4.4	419	4.4	1 254	3.1	804	4.7	4 208	3.9
New Brunswick	591	2.6	632	3.2	309	3.2	1 168	2.9	432	2.5	3 132	2.9
Quebec (except NCR)	4 251	18.9	2 484	12.5	1 522	16.0	9 510	23.8	2 441	14.2	20 208	18.6
National Capital Region (NCR)	5 844	26.0	7 084	35.8	2 334	24.5	9 425	23.6	6 752	39.2	31 439	28.9
Ontario (except NCR)	2 877	12.8	2 879	14.5	1 590	16.7	5 102	12.8	2 382	13.8	14 830	13.6
Manitoba	1 164	5.2	837	4.2	458	4.8	3 968	9.9	631	3.7	7 058	6.5
Saskatchewan	549	2.4	433	2.2	221	2.3	602	1.5	342	2.0	2 147	2.0
Alberta	1 139	5.1	1 312	6.6	730	7.7	1 580	4.0	735	4.3	5 496	5.0
British Columbia	2 882	12.8	2 515	12.7	1 449	15.2	5 288	13.3	1 708	9.9	13 842	12.7
Yukon	56	0.2	60	0.3	36	0.4	52	0.1	12	0.1	216	0.2
Northwest Territories	108	0.5	35	0.2	27	0.3	62	0.2	32	0.2	264	0.2
Outside Canada	10	0.0	124	0.6	7	0.1	3	0.0	10	0.1	154	0.1
Unknown	510	2.3	1	0.0	12	0.1	89	0.2	5	0.0	617	0.6
Total	22 452	100.0	19 793	100.0	9 538	100.0	39 901	100.0	17 215	100.0	108 899	100.0

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

Appointment type and department

Number and percentage of appointments, by department and type of appointment

April 1, 1997 to March 31, 1998

Department	Appointments within the Public Service									
	Type of Appointment									
	Appointments to the Public Service		Promotions		Lateral or downward transfers		Reappointments of terms		Acting appointments (a)	
	No.	%	No.	%	No.	%	No.	%	No.	%
Agriculture and Agri-Food Canada	926	4.1	601	3.0	281	2.9	1 726	4.3	424	2.5
Atlantic Canada Opportunities Agency	29	0.1	49	0.2	19	0.2	29	0.1	20	0.1
Canada Information Office	9	0.0	12	0.1	9	0.1	18	0.0	6	0.0
Canada Labour Relations Board	7	0.0	9	0.0	1	0.0	8	0.0	1	0.0
Canadian Centre for Management Development	8	0.0	23	0.1	15	0.2	4	0.0	10	0.1
Canadian Environmental Assessment Agency	6	0.0	4	0.0	0	0.0	22	0.1	9	0.1
Canadian Food Inspection Agency (b)	89	0.4	41	0.2	58	0.6	113	0.3	106	0.6
Canadian Grain Commission	132	0.6	47	0.2	28	0.3	339	0.8	21	0.1
Canadian Heritage	882	3.9	331	1.7	238	2.5	847	2.1	371	2.2
Canadian Human Rights Commission	28	0.1	38	0.2	14	0.1	50	0.1	17	0.1
Canadian International Development Agency	64	0.3	185	0.9	43	0.5	121	0.3	269	1.6
Canadian International Trade Tribunal	8	0.0	6	0.0	5	0.1	10	0.0	2	0.0
Canadian Radio-television and Telecommunications Commission	19	0.1	29	0.1	11	0.1	71	0.2	36	0.2
Canadian Space Agency	44	0.2	44	0.2	20	0.2	128	0.3	36	0.2
Canadian Transportation Accident Investigation and Safety Board	16	0.1	15	0.1	1	0.0	3	0.0	7	0.0
Canadian Transportation Agency	14	0.1	28	0.1	9	0.1	18	0.0	63	0.4
Citizenship and Immigration Canada	272	1.2	283	1.4	223	2.3	579	1.5	279	1.6
Correctional Service Canada	1 115	5.0	1 241	6.3	836	8.8	1 499	3.8	1 158	6.7
Economic Development Agency of Canada for the Regions of Quebec	13	0.1	37	0.2	4	0.0	7	0.0	12	0.1
Environment Canada	257	1.1	248	1.3	114	1.2	341	0.9	222	1.3
Federal Court of Canada	43	0.2	22	0.1	11	0.1	64	0.2	10	0.1
Finance Canada	56	0.2	118	0.6	25	0.3	24	0.1	36	0.2
Fisheries and Oceans	1 274	5.7	1 090	5.5	998	10.5	1 853	4.6	1 281	7.4
Foreign Affairs and International Trade	152	0.7	279	1.4	51	0.5	332	0.8	106	0.6
Health Canada	666	3.0	553	2.8	246	2.6	1428	3.6	516	3.0
Human Resources Development Canada	1 896	8.4	1 590	8.0	1 160	12.2	7 013	17.6	2 648	15.4

continued...

Appointment type and department (continued)

Department	Appointments within the Public Service									
	Type of Appointment									
	Appointments to the Public Service		Promotions		Lateral or downward transfers		Reappointments of terms		Acting appointments (a)	
	No.	%	No.	%	No.	%	No.	%	No.	%
Immigration and Refugee Board	24	0.1	67	0.3	40	0.4	158	0.4	97	0.6
Indian and Northern Affairs Canada	200	0.9	233	1.2	97	1.0	7	0.0	6	0.0
Industry Canada	650	2.9	846	4.3	319	3.3	716	1.8	511	3.0
Justice Canada	295	1.3	284	1.4	142	1.5	689	1.7	145	0.8
National Archives of Canada	33	0.1	35	0.2	14	0.1	62	0.2	29	0.2
National Defence (Public Service employees)	1 117	5.0	964	4.9	516	5.4	2 325	5.8	618	3.6
National Energy Board	19	0.1	89	0.4	42	0.4	24	0.1	30	0.2
National Library of Canada	10	0.0	28	0.1	4	0.0	20	0.1	20	0.1
National Parole Board	11	0.0	28	0.1	6	0.1	35	0.1	35	0.2
Natural Resources Canada	397	1.8	475	2.4	156	1.6	544	1.4	247	1.4
Office of the Chief Electoral Officer	182	0.8	71	0.4	19	0.2	475	1.2	46	0.3
Office of the Commissioner of Official Languages	1	0.0	7	0.0	1	0.0	16	0.0	12	0.1
Office of the Coordinator Status of Women	20	0.1	8	0.0	1	0.0	46	0.1	3	0.0
Office of the Governor General's Secretary	12	0.1	11	0.1	2	0.0	9	0.0	8	0.0
Office of the Superintendent of Financial Institutions Canada	22	0.1	21	0.1	6	0.1	6	0.0	21	0.1
Passport Office	77	0.3	48	0.2	31	0.3	217	0.5	57	0.3
Privy Council Office	82	0.4	106	0.5	54	0.6	157	0.4	73	0.4
Public Service Commission of Canada	133	0.6	114	0.6	48	0.5	166	0.4	122	0.7
Public Works and Government Services Canada	534	2.4	1 039	5.2	345	3.6	949	2.4	982	5.7
Revenue Canada	9 066	40.4	6 005	30.3	2 557	26.8	14 207	35.6	5 378	31.2
Royal Canadian Mounted Police (Public Service employees)	283	1.3	234	1.2	154	1.6	375	0.9	131	0.8
Solicitor General Canada	15	0.1	30	0.2	6	0.1	29	0.1	23	0.1
Statistics Canada	386	1.7	910	4.6	167	1.8	744	1.9	207	1.2
Supreme Court of Canada	30	0.1	7	0.0	3	0.0	21	0.1	6	0.0
Tax Court of Canada	28	0.1	17	0.1	13	0.1	56	0.1	18	0.1
Transport Canada	480	2.1	799	4.0	193	2.0	633	1.6	369	2.1
Treasury Board of Canada, Secretariat	40	0.2	135	0.7	23	0.2	60	0.2	65	0.4
Veterans Affairs Canada	245	1.1	234	1.2	147	1.5	473	1.2	274	1.6
Western Economic Diversification Canada	34	0.2	13	0.1	4	0.0	28	0.1	13	0.1
Other Departments (c)	1	0.0	12	0.1	8	0.1	7	0.0	3	0.0
Total	22 452	100.0	19 793	100.0	9 538	100.0	39 901	100.0	17 215	100.0

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

(b) The Canadian Food Inspection Agency will not appear in next year's annual report.

(c) Refers to those departments reporting less than 25 appointments in 1997-98.

5

Appointment type and appointment process

Number and percentage of appointments, by appointment process and type of appointment

April 1, 1997 to March 31, 1998

Appointment process	Appointments within the Public Service									
	Type of Appointment									
	Appointments to the Public Service		Promotions		Lateral or downward transfers		Reappointments of terms		Acting appointments (a)	
	No.	%	No.	%	No.	%	No.	%	No.	%
Open competition	16 668	74.2	1 329	6.7	2 515	26.4	0	0.0	0	0.0
Closed competition	3 694	16.5	8 725	44.1	3 003	31.5	0	0.0	0	0.0
Without Competition										
• Standard of competence	0	0.0	7 714	39.0	146	1.5	0	0.0	0	0.0
• Other relative merit processes	1 288	5.7	1 682	8.5	2 650	27.8	39 901	100.0	0	0.0
Acting	0	0.0	0	0.0	0	0.0	0	0.0	17 215	100.0
Other (b)	802	3.6	343	1.7	1 224	12.8	0	0.0	0	0.0
Total	22 452	100.0	19 793	100.0	9 538	100.0	39 901	100.0	17 215	100.0

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

(b) 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, 1997 to March 31, 1998

Employment Equity designated groups (b)	Appointments within the Public Service									
	Type of Appointment									
	Appointments to the Public Service		Promotions		Lateral or downward transfers		Reappointments of terms		Acting appointments(a)	
	No.	%	No.	%	No.	%	No.	%	No.	%
Women	13 535	61.6	10 354	52.3	5 712	59.9	27 037	67.9	10 181	59.2
Members of visible minority groups	640	2.9	1 182	6.0	500	5.2	1 729	4.3	805	4.7
Persons with disabilities	322	1.4	587	3.0	259	2.7	917	2.3	544	3.2
Aboriginal peoples	449	2.0	511	2.6	262	2.7	1 024	2.6	399	2.3
Total (c)	22 452	100.0	19 793	100.0	9 538	100.0	39 901	100.0	17 215	100.0

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

(b) See technical notes on Employment Equity data.

(c) The sum of Employment Equity designated groups does not equal the total due to double counting and the absence of men in the counts.

Appointment type and language groups

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

April 1, 1997 to March 31, 1998

Appointments <i>within</i> the Public Service												
		Type of Appointment										
		Appointments to the Public Service		Promotions		Lateral or downward transfers		Reappointments of terms		Acting appointments (a)		Total
Language group (b)	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Francophones	6 866	31.4	5 758	29.1	2 769	29.1	14 245	35.8	5 853	34.0	35 491	32.8
Anglophones	15 010	68.6	14 025	70.9	6 752	70.9	25 536	64.2	11 349	66.0	72 672	67.2
Total	22 452	100.0	19 793	100.0	9 538	100.0	39 901	100.0	17 215	100.0	108 899	100.0

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

(b) See technical notes on First Official Language.

Appointment type and official languages

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

April 1, 1997 to March 31, 1998

Language requirements of position	Appointments to the Public Service					Appointments within the Public Service (a)					Total (b)				
	Anglophones		Francophones		Total	Anglophones		Francophones		Total	Anglophones		Francophones		Total
	No.	%	No.	%	No.	No.	%	No.	%	No.	No.	%	No.	%	No.
Bilingual imperative	952	30.5	2 166	69.5	3188	5 450	29.5	13 019	70.5	18 508	6 402	29.7	15 185	70.3	21 696
Bilingual non-imperative															
• Met	29	50.0	29	50.0	58	1 186	39.0	1 855	61.0	3 043	1 215	39.2	1 884	60.8	3 101
• Must meet	15	93.8	1	6.3	16	498	93.8	33	6.2	531	513	93.8	34	6.2	547
• Not required to meet	3	100.0	0	0.0	3	183	65.6	96	34.4	279	186	66.0	96	34.0	282
English essential	12 825	94.7	717	5.3	13 909	47 694	95.7	2 125	4.3	49 924	60 519	95.5	2 842	4.5	63 833
French essential	47	1.4	3 356	98.6	3524	143	1.4	10 260	98.6	10 416	190	1.4	13 616	98.6	13 940
English or French essential	986	64.0	554	36.0	1554	2 508	67.0	1 235	33.0	3 744	3 494	66.1	1 789	33.9	5 298
Unknown	153	78.1	43	21.9	200	0	0.0	2	100.0	2	153	77.3	45	22.7	202
Total	15 010	68.6	6 866	31.4	22 452	57 662	66.8	28 625	33.2	86 447	72 672	67.2	35 491	32.8	108 899

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

(b) See technical notes on First Official Language.

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, 1997 to March 31, 1998

Status before appointment	Status after appointment				Total	
	Indeterminate		Specified period			
	No.	%	No.	%	No.	%
Indeterminate	33 242	84.0	0	0.0	33 242	30.5
Specified period	3 653	9.2	49 529	71.4	53 182	48.8
Casual	136	0.3	2 363	3.4	2 499	2.3
Other federal agencies	21	0.1	0	0.0	21	0.0
General public	2 424	6.1	17 199	24.8	19 623	18.0
Student	78	0.2	231	0.3	309	0.3
Unknown	18	0.0	5	0.0	23	0.0
Total	39 572	100.0	69 327	100.0	108 899	100.0

Note: Excludes acting appointments of four months or less.

Public Service Commission recruitment programs

Number and percentage of recruits under Public Service Commission recruitment programs, by geographic area and external recruitment process
April 1, 1997 to March 31, 1998

Geographic area	Post-Secondary Recruitment (a)		Management Trainee (b)		Cooperative Education (c)		Federal Student Work Experience Program (c)	
	No.	%	No.	%	No.	%	No.	%
Newfoundland	5	1.5	0	0.0	81	1.8	308	2.5
Prince Edward Island	0	0.0	0	0.0	21	0.5	285	2.3
Nova Scotia	0	0.0	2	8.3	130	2.8	545	4.4
New Brunswick	6	1.7	1	4.2	83	1.8	519	4.2
Quebec (except NCR)	28	8.2	2	8.3	288	6.3	1 890	15.4
National Capital Region (NCR)	282	82.2	13	54.2	2 310	50.5	2 630	21.4
Ontario (except NCR)	10	2.9	0	0.0	350	7.6	2 429	19.8
Manitoba	2	0.6	1	4.2	46	1.0	737	6.0
Saskatchewan	0	0.0	0	0.0	94	2.1	417	3.4
Alberta	5	1.5	0	0.0	200	4.4	783	6.4
British Columbia	3	0.9	2	8.3	774	16.9	1 219	9.9
Yukon	0	0.0	0	0.0	14	0.3	55	0.4
Northwest Territories	0	0.0	0	0.0	20	0.4	55	0.4
Outside Canada	0	0.0	0	0.0	1	0.0	0	0.0
Unknown	2	0.6	3	12.5	166	3.6	399	3.3
Total	343	100.0	24	100.0	4 578	100.0	12 271	100.0

(a) Includes appointments under the Accelerated Economist Trainee Program – Post Secondary Recruitment appointment numbers are lower than expected this year as not all appointments arising from the 1997-98 PSR campaign had been completed as of March 31, 1998. Additionally, a degree of ROST under-reporting by departments has been noted and this too has resulted in fewer PSR appointments than previously forecasted. Lastly, difficulty has been experienced in matching the appointment documents for entry-level appointments with candidate records from the PSR database. Accordingly, one can not accurately attribute an appointment to the PSR campaign as opposed to an entry-level open competition. This too has resulted in fewer reported PSR appointments than those previously forecast.

(b) See technical notes on Management Trainee Program.

(c) Included in Cooperative Education and Federal Student Work Experience Program are 1504 appointments prior to April 9, 1997.

Note : See technical notes on Student data.

Priority Administration

Number of priority persons and number of placements of priority persons, by priority type

April 1, 1997 to March 31, 1998

Priority type	Carry over (a)	New priority persons	Total priority persons	Number of persons placed	Resigned/ Retired	Priority entitlements expired	Other	Total outflows	Active cases (b)
Statutory priorities									
Leave of absence (section 30)	384	129	513	175	32	63	0	270	290
Ministers' staff (section 39)	2	35	37	23	0	1	0	24	13
Lay-off (section 29)	641	29	670	97	0	625	1	723	56
Total	1 027	193	1 220	295	32	689	1	1 017	359
Regulatory priorities									
Surplus (section 39)	1 014	1 907	2 921	1 165	828	0	0	1 993	819 (c)
Employees disabled (section 40)	42	45	87	15	2	17	0	34	52
Relocation of spouse (section 41)	418	389	807	236	30	50	1	317	409
Reinstatement to higher level (section 42)	1 202	448	1 650	118	20	562	7	707	933
Total	2 676	2 789	5 465	1 534	880	629	8	3 051	2 213
Grand total	3 703	2 982	6 685	1 829	912	1 318	9	4 068	2 572

(a) The number of carry over from March 31, 1997 differs from the number of active cases at March 31, 1997 published in last year's Annual Report due to updates to the employee's information, for example, priority type.

(b) The sum of the columns does not equal the number of active priority employees at the end of the period, because in a number of cases, the employees changed their priority type. During the period, 109 surplus priority employees became lay-off priority employees.

(c) The active surplus cases at March 31, 1998 include 5 employees in unpaid surplus status. There were 6 cases of employees entering unpaid surplus status during the year.

Note: See technical notes on Priority Data.

Changes in appointment activity

Number of appointments *to* and *within* the Public Service inclusive of student appointments, casual appointments, deployments and appointments subject to the PSEA.

April 1, 1997 to March 31, 1998

	1995/96	1996/97	1997/98
Appointments to the Public Service			
Indeterminate	1 231	1 027	2 659
Specified period (a)	29 856	40 316	25 193
Casual	23 571	32 113	35 206
Students	n/a	n/a	15 297
Appointments within the Public Service			
Promotions	9 925	11 983	19 793
Transfers and deployments	19 829	20 706	26 025
transfers	7 679	8 935	9 538
deployments	12 150	11 771	16 487
Re-appointments of terms	50 293	42 393	39 901
Student extensions	n/a	n/a	1 095
Acting appointments	14 639	15 052	17 215
Total (b)	149 345	163 593	182 384

(a) 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 in this table is derived from the Public Works and Government Services Pay System.

(b) 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, deployments and students. The total includes one unknown appointment type in 1995-96 and three unknown appointment types in 1996-97.

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

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Investigations

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

Period	Complaints Received	Opened Cases				Closed Cases				
		Total	Reverse Order of Merit	Harassment	PSEA/ Other	Total	Founded	Unfounded	Resolved	Other
1996-97	1 178	472	221	146	157	431	116	131	61	123
1997-98	973	572	29	211	380	497	191	122	73	107

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Appeals (a)

Number of appeals lodged and disposed of (with outcomes)

Period	Appeals Lodged (Opened)	Appeals Disposed (Closed)	Allowed	Dismissed	Withdrawn		No Right of Appeal
					Number	%	
1996-97	3 451	2 965	602	481	1 398	47.2	484
1997-98	5 430	4 829	337	1 154	2 951	61.1	387

Appeals (b)

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

Period	Appealed	Closed	Allowed	
			Number	%
1996-97	1 252	1 246	129	10.4
1997-98	1 853	1 623	139	8.6

Appeals (c)

Number of decisions rendered, average disposal time, with number and percentage of those disposed within standard

Period	Number of Decisions	Avg. Disposal Time	Within standard	
			Number	%
1996-97	456	7.8	373	81.2
1997-98	575	9.4	426	74.1

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Deployments

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

Period	Complaints	Complained Against	Closed	Founded	Unfounded	No Jurisdiction	Withdrawn	Decisions
1996-97	122	61	55	8	30	7	10	45
1997-98	101	63	52	5	14	7	15	26

Authority Delegated

ORGANIZATION

AUTHORITY DELEGATED

Canadian International Development Agency	<p>◆ Authority to promote without competition Development Officers from PM-01 to PM-02, PM-03 and PM-04 within an Occupational Training Program for candidates recruited from recognized Canadian universities, pursuant to paragraph 4(2)a) of the <i>Public Service Employment Regulations (PSER)</i>. 1997-07-10</p>
Canadian Space Agency	<p>◆ Staffing Delegation and Accountability Agreement modified to provide authority for promotions without competition (reclassifications) and for appointments from term to indeterminate status without competition. 1997-09-04</p>
Correctional Service Canada	<p>◆ Authority to recruit from outside the Public Service for the WP-04 group and level. 1998-03-19</p>
Fisheries and Oceans	<p>◆ Authority to promote without competition Fisheries Officers from GT-01 to GT-02 and GT-03 within the Fisheries Officer Training Program, pursuant to paragraph 4(2)a) of the <i>Public Service Employment Regulations</i>. 1997-04-23</p> <p>◆ Authority to promote without competition Ships Officers from SO-MAO-02 to SO-MAO-03 within the Ships Crew Officer Training Program, pursuant to paragraph 4(2)a) of the <i>Public Service Employment Regulations</i>. 1997-11-26</p>
Health Canada	<p>◆ 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>, extended to include most areas of the department including the Occupational Environmental Health and Safety Agency. 1997-04-17, revised 1998-03-19</p>
Human Resources Development Canada	<p>◆ Authority to hire in certain circumstances any person for a short-term period (90 calendar days) for all groups and levels (except for the EX & MM groups, and student programs), pursuant to the <i>Public Service Employment Act</i> for the national headquarters of Income Security Programs. 1997-06-12</p>
Immigration Refugee Board	<p>◆ Authority to hire in certain circumstances any person for a short-term period (90 calendar days) for all groups and levels (except for the EX & MM groups, and student programs), pursuant to the <i>Public Service Employment Act</i>. 1997-05-15</p>

Industry Canada	<ul style="list-style-type: none"> ◆ Authority to hire in certain circumstances any person for a short-term period (90 calendar days) for CO-01 and CO-02 and ES-02 and ES-03 positions in the Competition Bureau, pursuant to the <i>Public Service Employment Act</i>. 1997-09-04
	<ul style="list-style-type: none"> ◆ Authority to promote without competition Patent Examiners from SG-PAT-02 to SG-PAT-03 and SG-PAT-04 within the Patent Examiner Training Program, pursuant to paragraph 4(2)a) of the <i>Public Service Employment Regulations</i>. 1998-03-19
Justice Canada	<ul style="list-style-type: none"> ◆ Authority to hire in certain circumstances any person for a short-term period (90 calendar days) for all groups and levels (except for the EX & MM groups, and student programs), pursuant to the <i>Public Service Employment Act</i>. 1997-09-04, revised 1998-01-22
National Defence	<ul style="list-style-type: none"> ◆ Authority to recruit for non-executive positions in the context of the EE program for military members who became disabled prior to the coming into effect, on March 13, 1997, of section 40.1 of the <i>PSER</i>; this clause provides a priority entitlement to members of the Canadian Armed Forces who became disabled as a result of an injury sustained in a special duty area. 1997-06-12
	<ul style="list-style-type: none"> ◆ Authority to hire in certain circumstances any person for a short-term period (90 calendar days) for levels 1-5 of the IS Group, pursuant to the <i>Public Service Employment Act</i>. 1997- 04-09
Natural Resources Canada	<ul style="list-style-type: none"> ◆ Authority to hire in certain circumstances any person for a short-term period (90 calendar days) extended to include all groups and levels (except for the EX & MM groups, and student programs), pursuant to the <i>Public Service Employment Act</i>. 1997-09-04
Office of the Governor General's Secretary	<ul style="list-style-type: none"> ◆ Authority to hire in certain circumstances any person for a short-term period (90 calendar days) for positions in the Operational Category in the Hospitality area, pursuant to the <i>Public Service Employment Act</i>. 1997-09-04
Public Works and Government Services Canada	<ul style="list-style-type: none"> ◆ Authority to promote without competition Procurement Officers from PG-01 to PG-02 within an Occupational Training Program for candidates hired from within the department, pursuant to paragraph 4(2)a) of the <i>Public Service Employment Regulations</i>. 1998-03-19

Exclusion Approval Orders

During the period from April 1, 1997 to March 31, 1998 the Commission approved the following Exclusion Approval Orders.

Exclusion Approval Order for certain persons and positions in the Sudbury Tax Centre (National Revenue)

P.C. 1997-740, May 20, 1997

This Exclusion Approval Order has been established, as a corrective measure, as a result of an investigation conducted by the Public Service Commission into the management of term employment at the Sudbury Tax Centre, Revenue Canada. This resulted in the identification of seven term employees who would have obtained five years continuous employment and therefore been eligible for appointment on an indeterminate basis pursuant to the Treasury Board Long-Term Specified Period Employment Policy, if their employment had been properly managed.

Exclusion Approval Order and Regulations respecting the appointment of certain persons in the Department of Agriculture and Agri-Food

P.C. 1997-901, July 3, 1997

To advance collaboration with private industry, the Department of Agriculture and Agri-Food has in recent years undertaken a number of research projects in its 18 Research Centres that have involved participation by private industry. Within the framework of such research projects in collaboration with the private sector, different industries contribute financially to research projects by providing all or part (usually 50%) of the required funding. In most cases, the companies involved in the collaborative agreement seek to use research scientists or technicians in their employ or with whom they are familiar and whom they consider competent.

The department requires to be given more flexibility in recruiting and appointing, for a specified period certain, participants from outside the Public Service within the framework of these collaborative research agreements, on an experimental basis for a period of approximately two years. The department has designated the Horticulture Research and Development Centre in Saint-Jean-sur-Richelieu and the Lethbridge Research Centre as the lead sites for this pilot project. Persons so appointed must possess the required competencies in accordance with the standards for selection and assessment established by the Commission. The Order will be in force until June 30, 1999.

Exclusion Approval Order for certain persons and positions in the Department of Public Works and Government Services

P.C. 1997-1049, July 25, 1997

On December 13, 1996, the Government announced the sale of the printing, warehousing and distribution operations of the Canada Communication Group (CCG) to a commercial printing company, the St. Joseph Corporation. Approximately 600 employees of CCG were offered a job with the company. However, the Government has decided not to privatize certain functions such as the editing of the *Canada Gazette*, the Depository Services Program, Reference Canada, and the Crown Copyright administration. These functions became the responsibility of the Department of Public Works and Government Services (PWGSC). This Order facilitates the appointment to PWGSC of 47 employees of CCG performing these functions.

Appointment or Deployment of employees who occupy certain positions in the LA- 2B level and above in the LA GROUP (Law) Exclusion Approval Order

P.C. 1997-1050, July 25, 1997

This Order replaces a similar order approved in 1995 that was limited to lawyers with the Department of Justice. By virtue of this Order, lawyers at the LA-2B level and above in other departments are subject to the same provisions as lawyers with the Department of Justice when they are appointed or deployed to a position in the Department of Justice. This Order was necessary as the Department of Justice recently amended its area of selection policy so that lawyers with other departments could take part in closed competitions in the Department of Justice.

Exclusion Approval Order for Certain Persons and Certain Positions in the Department of Health

P.C. 1997-1682, November 20, 1997

This Order has been established in order to implement decisions rendered by a Human Rights Tribunal and the Federal Court Trial Division which ruled that S. Chander and N. Joshi were qualified and discriminated against and which ordered that they be appointed on an indeterminate basis to level 4 positions in the Biological Sciences Group (BI).

Governor in Council Appointment Exclusions

From April 1, 1997 to March 31, 1998, in addition to the general exclusions, 11 persons were excluded from the application of the *Public Service Employment Act* when appointed to Public Service positions for a specified period or to hold office “during pleasure”.

Order in Council Number	Duration	Name	Title
P.C. 1997-826 1997.06.13	during pleasure effective June 23, 1997	Nicole Jauvin	Deputy Clerk of the Privy Council and Counsel
P.C. 1997-828 1997.06.13	during pleasure effective July 14, 1997	David A. Dodge	Special Advisor to the Minister of Finance
P.C. 1997-1114 1997.08.22	during pleasure effective August 22, 1997	James Karl Bartleman	Foreign Policy Advisor to the Prime Minister and Assistant Secretary to the Cabinet (Foreign and Defence Policy)
P.C. 1997-1724 1997.11.21	during pleasure effective November 21, 1997	Larry Murray	Associate Deputy Minister of Fisheries and Oceans
P.C. 1997-1726 1997.11.21	during pleasure effective January 5, 1998	Verna Bruce	Associate Deputy Minister of Veterans Affairs
P.C. 1997-1728 1997.11.21	during pleasure effective December 8, 1997	Michelle Comeau	Associate Deputy Minister of Agriculture and Agri-Food
P.C. 1997-1730 1997.11.21	during pleasure effective November 21, 1997	Samy Watson	Deputy Secretary to the Cabinet (Plans and Consultation)
P.C. 1998-109 1998.01.30	during pleasure effective February 2, 1998	Louise Fréchette	Special Advisor to the Minister of Foreign Affairs
P.C. 1998-178 1998.02.13	during pleasure effective February 13, 1998	Donald Drummond	Associate Deputy Minister of Finance
P.C. 1998-181 1998.02.13	during pleasure effective March 30, 1998	J. Michael Horgan	Executive Vice-President and Associate Deputy Minister of the Atlantic Canada Opportunities Agency
P.C. 1998-343 1998.03.12	during pleasure effective March 12, 1998	Huguette Labelle	Deputy Head of the Millennium Bureau of Canada

A New Look for the Public Service Commission

The ongoing transformation of the Public Service calls for a human resource management system across government that requires more knowledge, strategy, planning and forecasting. It is within this context that the Public Service Commission is repositioning itself in order to understand, help and support the change process and to act as a catalyst for Public Service renewal. We are realigning our activities, systems and practices to meet the challenges ahead and better serve our clients. We are doing so through the work of our four newly structured branches, as described below.

Resourcing and Learning Branch

This branch works with departments and agencies to ensure that a staffing and learning system is available to provide a highly competent Public Service that is non-partisan and representative of Canadian society. It is organized around single windows at headquarters and in the regions for delivery of products and services to departments and agencies. It manages relationships with corporate and regional partners and stakeholders. It includes operational policy and program design, as well as the delivery of all staffing operations, including exchanges and development programs for the Executive Group. In addition, it is responsible for the delivery of employment equity initiatives, priority administration and corporate development programs on behalf of the Treasury Board Secretariat.

Policy, Research and Communications Branch

This branch works towards the provision of knowledge, intelligence, insight and advice to support

the PSC's ability to champion an independent and professional Public Service. By gathering the main PSC policy, regulatory, information management and monitoring functions together, this Branch facilitates the goal of providing strategic advice to the Commission and supporting the front lines with their operational challenges. Part of its role is to conduct strategic planning, analysis, research and program development. It has an integrated information management function that includes data and information gathering and assessment activities. It is also involved in conducting liaison with stakeholders, in reporting to Parliament and other parties, and in providing communication services on behalf of the PSC.

Recourse Branch

This branch provides independent recourse processes in support of the merit principle in order to protect the public interest and to promote the application of merit, fairness, equity and transparency, through effective intervention and education. It also ensures that appropriate independence of the quasi-judicial appeals and investigations function exists and is seen to exist. Part of its role is to provide training, advice and assistance to departments, unions, other organizations and individuals.

Corporate Management Branch

This branch provides central services and systems in support of corporate management and PSC program activities. It includes the activities of the President and Commissioners, corporate policy and strategic planning, management systems and policies, finance, human resource management, informatics, internal audit and evaluation, and other administrative and support services.

Offices of the Public Service Commission

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in both official languages.

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