



LIBR-01306

Decision-Making Processes and Central Agencies in Canada

Federal, Provincial and
Territorial Practices

Privy Council Office
Government of Canada

Canada

Canadian Cataloguing in Publication Data

Canada. Privy Council Office.

Decision-making processes and central agencies in Canada : federal, provincial and territorial practices.

Issued also on the Internet.

Text in English and French on inverted pages.

Title on added t.p.: Les processus décisionnels et les organismes centraux au Canada.

ISBN 0-662-63950-2

Cat. no. CP22-62/1998

1. Administrative agencies--Canada--Provinces--Decision-making.
 2. Administrative agencies--Canada--Decision-making.
 3. Executive departments--Canada--Provinces--Decision-making.
 4. Executive departments--Canada--Decision-making.
 5. Public administration--Decision-making.
- I. Title.
 - II. Les processus décisionnels et les organismes centraux au Canada.

JL86.D4C32 1998

352.3'3'0971

C98-901371-5E

© Her Majesty the Queen in Right of Canada, 1998.

<http://www.pco-bcp.gc.ca>

Print copies available from:

Information and Research Centre

Privy Council Office

85 Sparks Street, Room 1000

Ottawa, Ontario

K1A 0A3

Phone: (613) 957-5153 Fax: (613) 957-5043

library@pco-bcp.gc.ca



TABLE OF CONTENTS

Preface	v
CANADA	1
ONTARIO	13
QUÉBEC	29
NOVA SCOTIA	45
NEW BRUNSWICK	53
MANITOBA	65
BRITISH COLUMBIA	75
PRINCE EDWARD ISLAND	79
SASKATCHEWAN	91
ALBERTA	105
NEWFOUNDLAND and LABRADOR	115
YUKON	125
NORTHWEST TERRITORIES	133

PREFACE

The Canadian Cabinet Secretaries agreed at their meeting at Kananaskis, Alberta on June 26-27, 1997, on a project to gather and exchange information on decision-making processes and central agencies of the federal, provincial and territorial governments.

As Clerk of the Privy Council and Secretary to Cabinet of the Government of Canada, I wrote to my provincial and territorial counterparts on July 28, 1997, asking them to provide notes on the practical operations of their respective governments that could provide the basis for a comparative study.

After a preliminary analysis of this material, James Hurley of the Privy Council Office followed up with each Cabinet Secretary's Office to prepare comparable profiles for each province and territory. He was assisted by the following officers of the Machinery of Government Secretariat: Catherine Hawara (Newfoundland, Alberta, the Yukon, British Columbia, Québec, Ontario, the Northwest Territories and Canada), Marie-France Kingsley (Saskatchewan and Manitoba) and Stacey Gillis (Nova Scotia, Prince Edward Island and New Brunswick). Philippe Lajeunesse was responsible for the final editing of the text. Renée Guérette formatted the book.

Draft profiles were prepared for consideration, comment and approval by each government. The results of the exercise are set out in this document which constitutes an initial attempt to set out the decision-making processes and describe central agencies of the federal, provincial and territorial governments in a comparative perspective. Individual profiles respect the wishes of each government with regard to substance and presentation.

This document formed the basis for a discussion of central agencies and decision-making processes by Canadian Cabinet Secretaries at our meeting in Bouctouche, New Brunswick, on June 29-30, 1998. At the meeting, we agreed that it would be useful to make the document available to the public, both to enable Canadians to gain a better understanding of how governments operate in Canada and to stimulate debate on questions of governance.

Governments are continuously reflecting on their organization and methods of operation and changes occur quite frequently. This document provides a “snapshot” of the state of play in the first week of June 1998; changes may have occurred in some jurisdictions since then.

I wish to take this opportunity of thanking my colleagues, the provincial and territorial Cabinet Secretaries, for their invaluable cooperation and support, without which this study could not have been done. We, the Cabinet Secretaries, all gain from this sharing of information. The people of Canada will, I believe, also benefit from its publication.

Jocelyne Bourgon
Clerk of the Privy Council and
Secretary to Cabinet

Privy Council Office
Government of Canada

CANADA

While the executive functions of Canada's parliamentary system of responsible government are vested in the Crown by the Canadian Constitution, in practice these functions are carried out by the Prime Minister and the Cabinet, as long as they enjoy the confidence of Parliament. These two fundamental institutions of parliamentary government are not defined in either the formal Constitution or in law.

I DECISION-MAKING PROCESS

The formation of the Ministry and the structure of Cabinet decision-making are among the Prime Minister's most important prerogatives. However, not all members of the Ministry are members of the Cabinet: there are currently 28 Cabinet Ministers (including the Prime Minister) and nine Secretaries of State. The position of Secretary of State was created in November 1993, to provide additional support to Cabinet Ministers and the government in meeting the objectives set out by the Prime Minister.

As First Minister, it is the Prime Minister's prerogative to organize Cabinet and Cabinet committee decision-making, establish the agenda for Cabinet business, and designate committee chairpersons to act on his behalf. There are currently four Cabinet committees:

- the Cabinet Committee for the Economic Union (17)¹;
- the Cabinet Committee for the Social Union (12);
- the Special Committee of Council (9); and
- the Treasury Board (6).

The Prime Minister may also choose to constitute *ad hoc* Cabinet committees whenever it is necessary.

Cabinet decision-making is led by certain key statements on government policy and priorities: the Speech from the Throne provides Cabinet with a policy framework, and the Budget exercise, culminating in the tabling of the Estimates, establishes the fiscal framework. These frameworks provide for the overall direction of the government and shape the work of Cabinet committees.

¹ The figure appearing in parentheses indicates the number of Cabinet Ministers who are members of the committee.

In the longstanding tradition of Cabinet government, only Ministers among the members of the Government caucus attend meetings of the Cabinet and its committees. Secretaries of State are sworn as Privy Councillors, as are Ministers, and may be invited to accompany their portfolio Minister to a Cabinet or Cabinet committee meeting. Parliamentary Secretaries may not do so as they are not members of the Ministry and are not sworn to the Privy Council. The Prime Minister decides whether exceptions are to be made to these conventions. The Secretary to Cabinet attends Cabinet meetings and other officials attend as required.

Generally, Cabinet business consists of proposed actions aimed at implementing the government's agenda, items of special urgency, parliamentary business, political issues, the review of senior appointments, and any other matter of general concern to Canadians or the government.

Issues are normally brought forth by a Minister in the form of a memorandum to Cabinet which is tendered to the appropriate Cabinet committee after it has been circulated to all Ministers. The Prime Minister expects issues to be dealt with at the committee stage: Cabinet is not used to air introductory or preliminary factors to the issue at hand. It is the Deputy Ministers' responsibility to ensure that affected departments are adequately informed in advance of the issues before Cabinet. In other words, the bulk of collective ministerial deliberations take place in committee; the Cabinet committee reports are subject to confirmation by Cabinet. This allows Cabinet to concentrate on priority issues and broad policy and political concerns. Ministers are not asked to vote on the various items; once discussions have taken place and Ministers have expressed their views, the Prime Minister calls for consensus. Once a decision has been reached, it is recorded and communicated throughout the government.

II THE PRIME MINISTER'S OFFICE

The Prime Minister is supported directly by two organizations within his portfolio. The Prime Minister's Office, is comprised of the Prime Minister's personal and political staff. The Privy Council Office, serves as the Prime Minister's public service department and as secretariat to the Cabinet and its committees. While these two organizations differ greatly in their respective roles and mandates, they are sensitive to the need for consultation and coordination in their efforts to best serve the Prime Minister and the Cabinet.

The precise role of the Prime Minister's Office varies according to the personal style and preferences of the Prime Minister in office, and its organization is left entirely to his discretion. The present Prime Minister's Office, under the direction of the Chief of Staff, is composed of politically-oriented staff members; they are not public servants.

The Prime Minister's Office provides advice and support to the Prime Minister, as leader of the political party forming the government, on priorities, political strategy and tactics, and political dimensions of policy initiatives. It is organized to ensure national political liaison with Ministers, caucus and the party in general. The Prime Minister's Office supports the Prime Minister in his role

as a Member of Parliament and handles all constituency matters. A team of advisers is also responsible for briefing the Prime Minister on the main affairs concerning the development of Canadian society and the international community.

The support functions of the Prime Minister's Office include budgeting the Prime Minister's time, coordinating the Prime Minister's agenda and travel, and preparing correspondence.

III CENTRAL AGENCIES

In the exercise of their authority, the Prime Minister and the Cabinet are supported both by line departments and by central agencies. These central agencies play a key role in the successful formulation and implementation of government policies and programs by overseeing interdepartmental mechanisms of information-sharing, consultation and coordination. They are expected to provide integrated advice and support to the Prime Minister and the Cabinet on government-wide issues and concerns.

1. Privy Council Office

The Privy Council Office directly supports the Prime Minister across the full range of his responsibilities as head of government. Under the leadership of the Clerk of the Privy Council and Secretary to the Cabinet, the Privy Council Office serves as the Prime Minister's public service department and secretariat to the Cabinet and its committees.

In support of the Prime Minister's responsibility to ensure the proper and effective functioning of government, the Privy Council Office provides advice on such matters as the broad organization of government, the appointment of individuals to key positions and the mandates of these senior office holders.

As Cabinet secretariat, a role formalized by Order in Council in 1940, the Privy Council Office is responsible for the smooth operation of the Cabinet. This responsibility entails not only providing secretariat support to the Cabinet and the Cabinet committees, but also providing advice to the Prime Minister on the general structure of the decision-making process. The Privy Council Office provides Cabinet and its committees with the support required to prepare for and conduct meetings: it arranges meetings, circulates agendas, distributes documents, provides advice to the chairperson of each committee on agenda items, and records Cabinet minutes and decisions. The Privy Council Office manages the flow of business to ensure that the decision-making process functions according to the standards set by the Prime Minister.

The Privy Council Office plays a key role in the elaboration of government policy, supporting the Prime Minister in providing leadership and direction to the Government. This role also involves coordination. The Privy Council Office must work closely with line departments, as well as with the Prime Minister's Office, the Treasury Board Secretariat and the Department of Finance to ensure that new proposals are consistent with the Government's overall objectives and policies, and that all affected interests have been consulted. Once a decision is reached by Cabinet, the Privy Council Office ensures that it is communicated to the affected departments and oversees its effective implementation.

The Privy Council Office also provides leadership and coordination in the federal government's relations with the provincial and territorial governments. These responsibilities include undertaking liaison with provincial and territorial governments, providing advice on constitutional issues and policy initiatives in light of federal-provincial relations.

The amendments to the *Public Service Employment Act* passed in December, 1992, confirmed in law the responsibility of the Clerk of the Privy Council as "head of the public service". In that capacity, the Clerk is responsible for the quality of expert, professional and non-partisan advice and service provided by the public service to the Prime Minister and the Cabinet. As the most senior Deputy Minister, the Clerk of the Privy Council communicates a vision and a strategic direction for the public service through leadership in the Deputy Minister community. Deputy Minister weekly meetings, Deputy Minister Task Forces, the Coordinating Committee of Deputy Ministers (CCDM) and the Committee of Senior Officials (COSO) are used by the Clerk as means to lead the planning process and to reflect the values of a renewed public service.

The Clerk of the Privy Council is also responsible for conducting performance evaluations of the Deputy Ministers. The Clerk first meets with the Deputy Ministers to discuss their objectives for the upcoming period, at the end of which, Deputy Ministers must prepare a self-assessment of their performance. They are asked to comment on specific areas such as the results they have achieved against the objectives and priorities they had previously identified, the key elements contributing to their success (e.g., their leadership style), and their contribution to the corporate agenda. The Clerk meets with the Minister to seek feedback on the performance of the Deputy, the department and the management team overall. The Committee of Senior Officials (COSO) then meets to discuss and assess the performance of the Deputies based on all the collected input. COSO is composed of the Deputy Ministers of all central agencies, as well as certain Deputy Ministers of line departments who serve on a rotational basis. The final performance ratings are approved by the Prime Minister.

Officers of the Privy Council Office are frequently recruited from line departments and serve within the Privy Council Office for a time, following which they undertake new responsibilities elsewhere in the public service. This type of recruitment allows for the professional development of the public service. Recruited officers bring their unique experience and expertise to the work they perform within the Privy Council Office. When these officers leave the Privy Council Office, it is with a better appreciation of the workings of the central decision-making process and the vital inter-relations that must be considered when developing programs or administering operations.

As described in 1971 by Gordon Robertson, then Clerk of the Privy Council and Secretary to the Cabinet: “The Prime Minister’s Office is partisan, politically oriented, yet operationally sensitive. The Privy Council Office is non-partisan, operationally oriented, yet politically sensitive. What is known in each office is provided freely and openly to the other if it is relevant or needed for its work, but each acts from a perspective and in a role quite different from the other.” Mr. Robertson’s appraisal of the relations between these two organizations remains an accurate assessment of their daily interactions. Despite the important differences in their mandates, the Prime Minister’s Office and the Privy Council Office work in close collaboration to provide the Prime Minister and the Cabinet with high quality advice that takes into account both political and operational considerations.

Consultation mechanisms are in place to facilitate the coordination of advice that is provided to the Prime Minister by the Privy Council Office and the Prime Minister’s Office. The Prime Minister has daily meetings with his Chief of Staff and the Clerk of the Privy Council. During these meetings, the Prime Minister is apprised of the issues of the day that must command his attention; he also raises issues and provides direction. These meetings provide the Chief of Staff and the Clerk with the opportunity to assess both the political and operational considerations that underpin these issues.

2. Treasury Board

The Treasury Board is a committee of Cabinet established by law and composed of six Ministers responsible for the management of government expenditure and human resources in the public service. The Treasury Board is supported in these responsibilities by the Treasury Board Secretariat. While the Department of Finance is responsible for establishing general policy on government revenues and expenditures, the Treasury Board oversees the management of the budget and credits. It also plays a coordinating role in the preparation of the expenditure budget. According to the *Financial Administration Act*, the Treasury Board can deal with any question concerning financial management, giving it authority over departmental budgets, expenditure, financial commitments, revenue, accounts, personnel management, and all the principles governing the administration of the public service. In sum, the Treasury Board is the employer and general manager of the public service.

3. Department of Finance

The Department of Finance is the second central agency with a coordinating role to play within the decision-making process. The Minister of Finance is responsible for the government’s macroeconomic policy, including tax policy and tax expenditures. It is through the Budget exercise that the Minister of Finance establishes a fiscal framework within which the government’s expenditure management system can operate effectively.

Through close collaboration and consultation, the Department of Finance and the Treasury Board Secretariat ensure the cohesion and effectiveness of the decision-making process. These two agencies, through the Privy Council Office, provide the Prime Minister and Cabinet committees with advice on policy, related funding issues, and the economic impact of proposals before Cabinet. The Department of Finance, in supporting its Minister, maintains a broad socioeconomic analytical capacity.

IV EXPENDITURE MANAGEMENT SYSTEM (EMS)

The Treasury Board Secretariat and the Department of Finance are the front runners in the implementation of the Government's Expenditure Management System (EMS). The EMS effects an ongoing review of spending patterns designed to identify opportunities for reallocation of resources to higher priority programs. It allows for better long-term strategic planning and the adjustment of programs and services to available resources through the implementation of departmental Business Plans. The EMS fosters more fiscal responsibility by departments and other government agencies.

In developing the Budget, the Department of Finance will draw upon the results of the Budget consultation process and the advice from policy committees of Cabinet on government priorities and new initiatives. The Minister of Finance will advise on fiscal and expenditure targets, and, working in close concert with the President of the Treasury Board, on expenditure reallocation and reduction options.

The departmental Business Plan is also an important feature of the EMS. In their respective Business Plans, departments are responsible for determining how existing programs must change in order to meet expenditure targets and new government priorities. The Business Plans are intended to extend beyond the traditional review and approval of expenditure authorities to an integrated, strategic view of department-wide resource management that encompasses the human, financial and technological implications of operating current and future programs.

V STAFFING OF THE FEDERAL PUBLIC SERVICE

1. Public Service Commission

The Public Service Commission is responsible for the administration of the *Public Service Employment Act*. The Commission ensures that staffing in the public service is carried out in accordance with merit and fairness, and without discrimination. In carrying out its role in ensuring that qualified candidates are appointed, the Public Service Commission reports to Parliament. The Public Service Commission consists of a President and two other members appointed by the Governor in Council.

The Commission is responsible for the recruitment, selection and appointment of qualified persons to and within the public service. In order to meet the personnel needs of government departments and agencies, the Commission maintains active recruitment programs across Canada. The Commission conducts cyclical reviews of departments acting under delegated authority to ensure that staffing policies are implemented. The Commission provides impartial means of recourse for challenging appointments and for dealing with employee complaints. It is also responsible for delivering some staff training and development programs.

On June 4, 1998, the Prime Minister announced the creation of The Leadership Network, a new horizontal organization within the Prime Minister's portfolio. It will support the collective management of Assistant Deputy Ministers and assist leaders at all levels of the public service to meet the ongoing challenge of renewal.

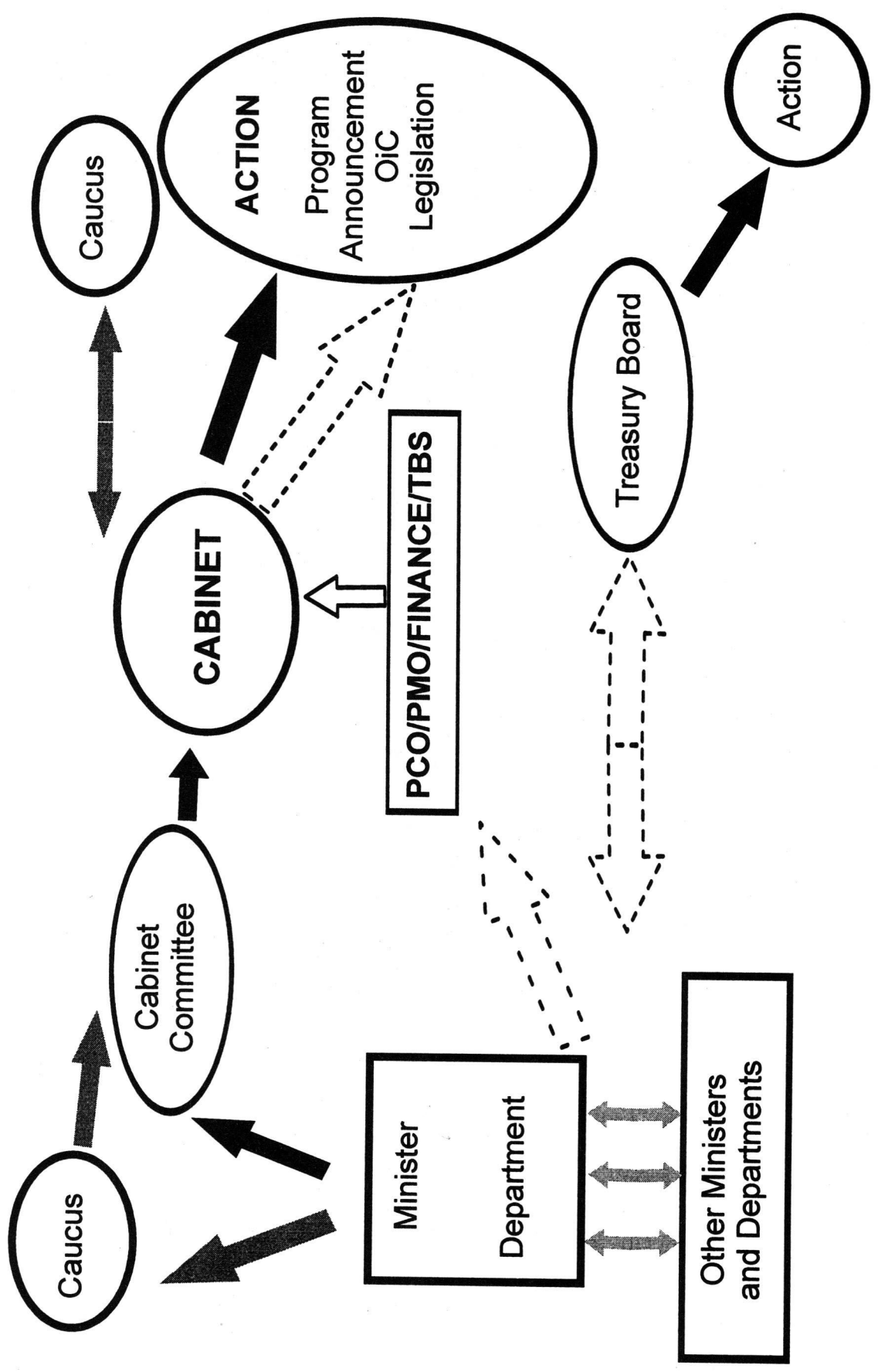
2. Governor in Council Appointments

Governor in Council appointments are made to a wide range of positions, including the most senior level of the Public Service. Many of these are very demanding, requiring extensive work and difficult decisions.

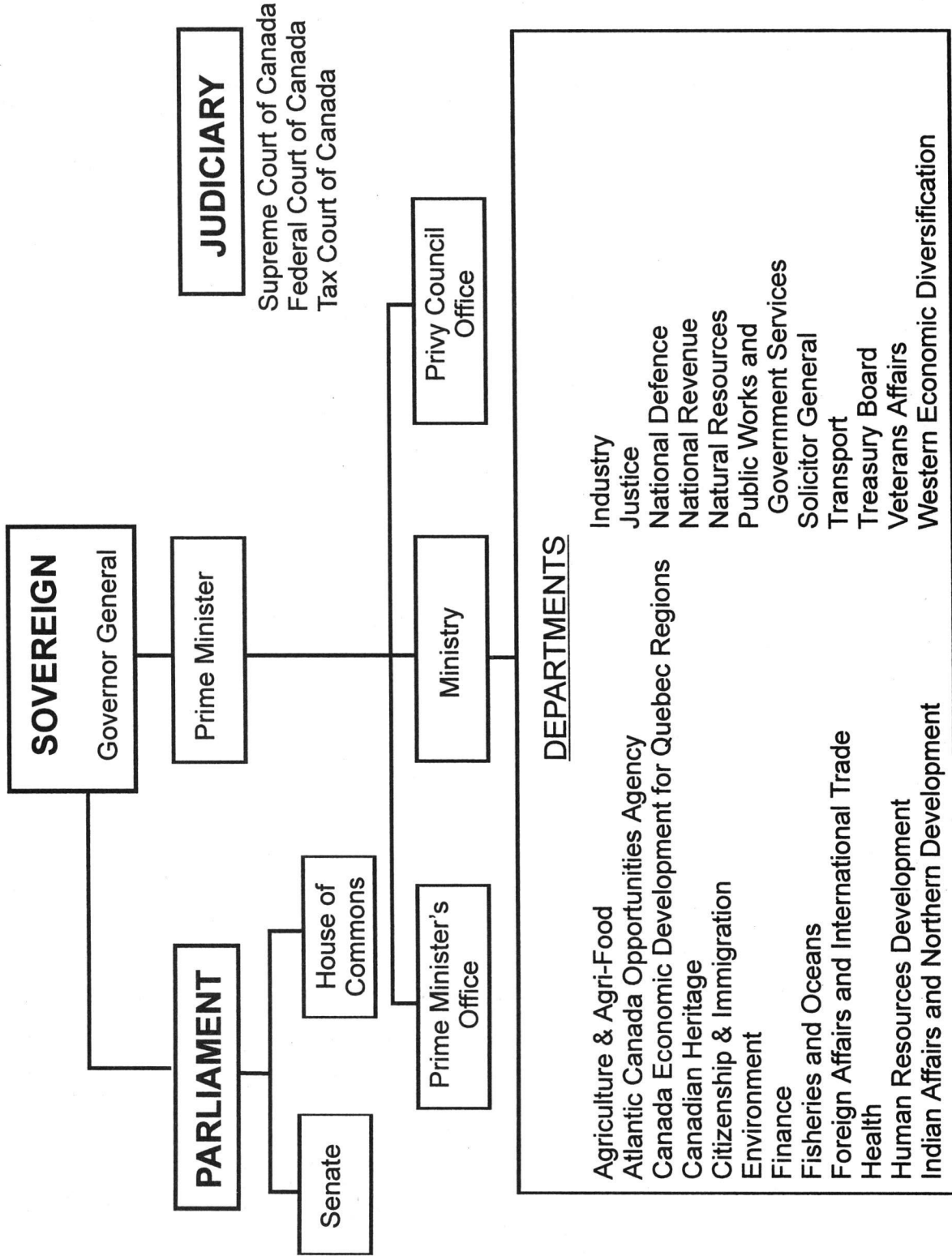
Appointments by the Governor in Council are those made by the Governor General on the advice of the Queen's Privy Council of Canada represented by Cabinet and are handled through a distinct process which recognizes the Prime Minister's prerogative to coordinate or determine all appointments. The Prime Minister is supported by the Director of Appointments within the Prime Minister's Office who, in consultation with Ministers' offices, is responsible for identifying high calibre candidates who could be considered for such an appointment. For certain appointments, including Deputy Ministers and Associate Deputy Ministers, the Prime Minister is advised by the Clerk of the Privy Council.

The Privy Council Office plays a supporting role to both the Prime Minister's Office and the Clerk of the Privy Council on Governor in Council appointments, and works cooperatively with the Director of Appointments in identifying vacancies and interviewing potential candidates. The Privy Council Office ensures that statutory and procedural requirements are met, and advises on issues of feasibility, remuneration and conditions of appointment.

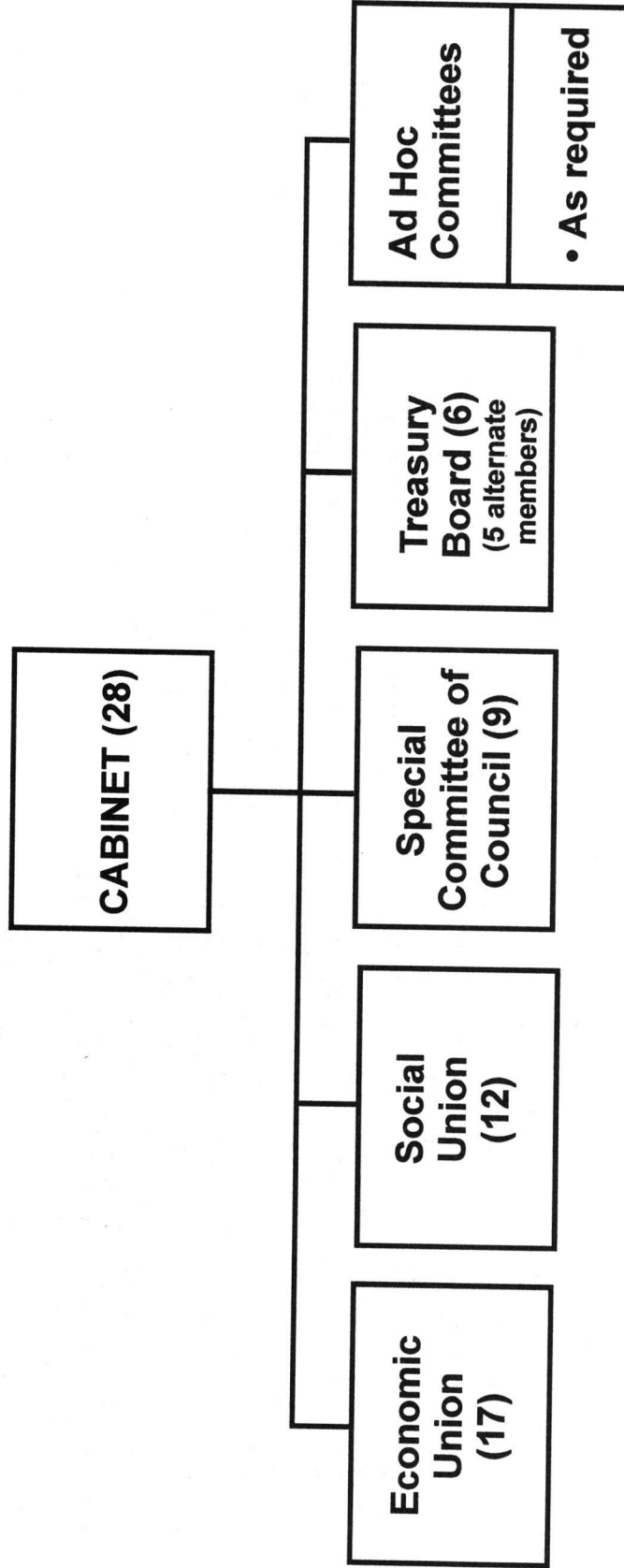
How Issues Move Through Cabinet



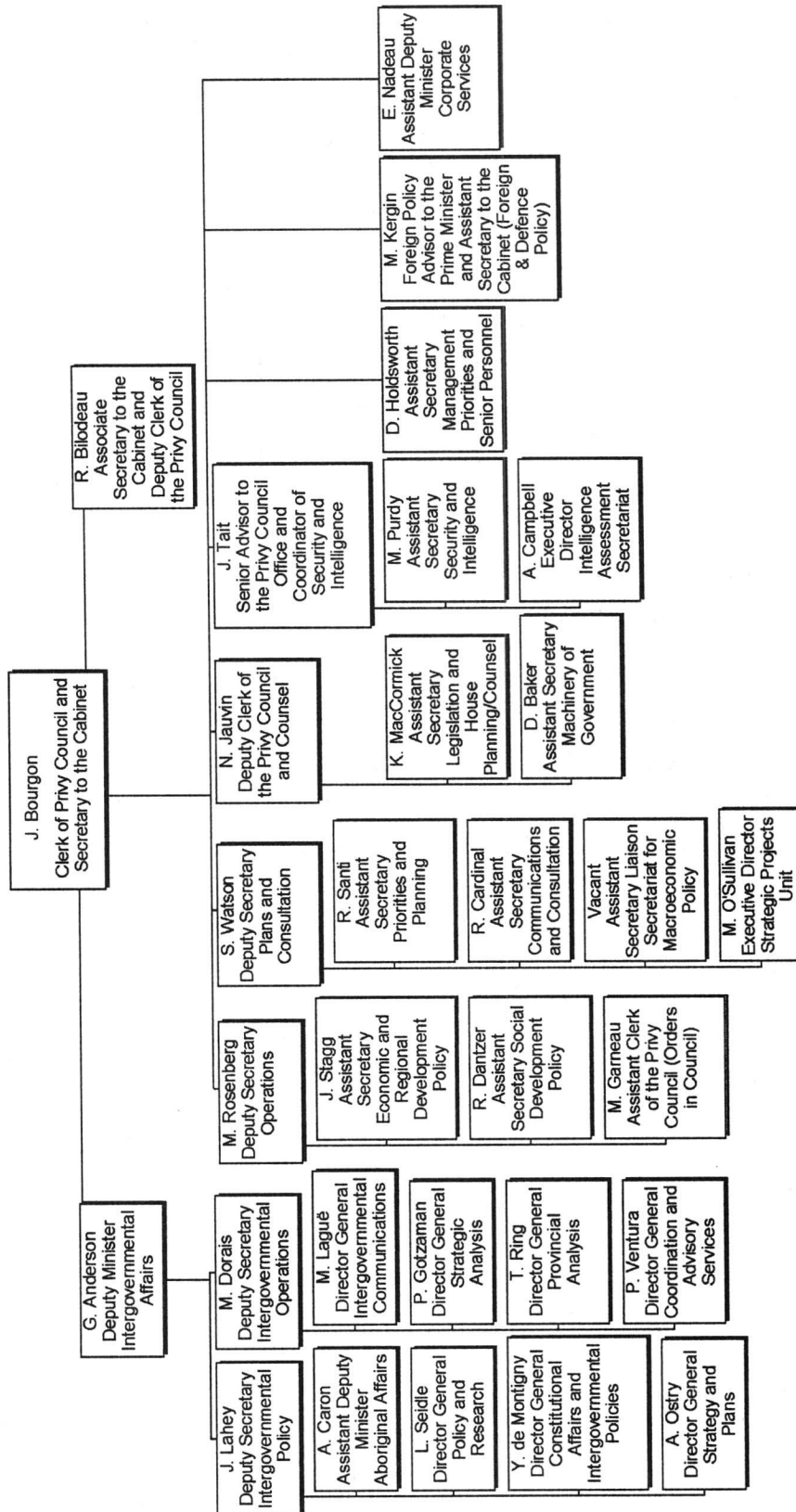
The Structure of the Federal Government



Structure of Cabinet Committees



Privy Council Office



ONTARIO

I DECISION-MAKING PROCESS

The formal decision-making process in Ontario is centred on the Executive Council, commonly known as the Cabinet. The Cabinet committee system provides a political structure and process for managing the numerous and complex decisions requiring Cabinet approval.

Cabinet committees may be established by legislation or at the direction of the Premier or Cabinet. Existing Cabinet committees are:

- Policy and Priorities Board (7)²;
- Management Board (7);
- Cabinet Committee on Legislation and Regulations (6/3);
- Cabinet Committee on Privatization (5);
- P&P Sub-Committee on Who Does What Implementation (8/2);
- P&P Sub-Committee on Policy Coordination (7/3);
- P&P Sub-Committee on Jobs and the Economy (8/2); and
- P&P Sub-Committee on Federal-Provincial Issues (9/2).

The **statutory committees** (i.e., Policy and Priorities Board and Management Board) consist exclusively of Cabinet Ministers, with membership limits imposed by legislation. The **non-statutory committees** consist primarily of Ministers, but may also include parliamentary assistants. **Parliamentary assistants** are playing an increased role within the decision-making process: they sit on the policy committees and may carry legislation in the Legislative Assembly. In accordance with the principle of collective responsibility, parliamentary assistants swear **an oath of secrecy** in order to foster frank and open ministerial deliberations. Appointments to Cabinet committees are made at the Premier's discretion, or, for statutory committees, through an Order in Council.

² The first figure appearing in parentheses indicates the number of Cabinet Ministers who are members of the committee; the second figure indicates the number of parliamentary assistants, where appropriate.

In addition to the membership of parliamentary assistants on Cabinet committees, the **government caucus** as a whole also participates in the decision-making process. There are weekly meetings of the caucus, during which caucus members review legislation before it is introduced in the Legislative Assembly. Cabinet has established several commissions composed of caucus members to examine specific issues and make recommendations to Cabinet. In addition, ministries may also consult the various caucus advisory committees whose mandates cover a wide range of ministerial issues. Finally, caucus retreats are invariably held in parallel to the Cabinet retreats, and occasionally, caucus members are invited to attend Cabinet retreats.

There are 130 members of the Legislative Assembly; 82 sit on the Government benches, of whom 23 are Ministers (including the Premier). Currently, 12 parliamentary assistants sit on the various non-statutory Cabinet committees.

1. Cabinet and Cabinet Committees

Cabinet is established under the *Executive Council Act* and consists of the Premier and Ministers, including Ministers without portfolios. It makes all key policy, financial, resource, and statutory decisions of government. The Secretary of the Cabinet and the Deputy Clerk are usually in attendance. Ministerial officials, however, are rarely invited to attend, unless a specific presentation is required.

Cabinet decisions are recorded in Cabinet minutes, which are approved and signed by the Secretary of the Cabinet, and then provided to Ministers and Deputy Ministers directly affected by the decision.

The **Policy and Priorities Board** is responsible for setting the government's strategic policy agenda and establishing the government's fiscal framework. As the primary Cabinet committee dealing with policy decisions, P&P reviews the majority of Cabinet submissions, as well as the reports of P&P sub-committees, and makes recommendations to Cabinet for final approval.

The Government has established a number of **P&P sub-committees** to provide advice on specific issue areas. The sub-committees review these issues in depth and, for those that are to proceed to Cabinet for decision, produce a report with recommendations that is first reviewed by the Policy and Priorities Board.

These sub-committees are not standing policy committees, but are time-limited and focused on specific sets of issues. Accordingly, the number and mandates of the sub-committees will vary over time as new priority areas and corresponding sub-committees emerge and existing sub-committees fulfil their mandates and are discontinued.

Membership of sub-committees include Ministers and parliamentary assistants. No prescribed limits on the number of members exist. Deputy Ministers generally attend and participate in discussions. Where scheduled items substantially involve a ministry whose Minister is a not sub-committee member, the Minister and Deputy Minister are generally invited to attend.

The **Cabinet Committee on Legislation and Regulations** (LRC) considers and makes recommendations to Cabinet on draft legislation, draft regulations, petitions to the Lieutenant Governor in Council, and certain Orders in Council. This committee is the forum for dealing with the majority of statutory decisions.

With respect to legislation, the Cabinet submission underpinning the draft bill is first reviewed by P&P and Cabinet. LRC then reviews the draft legislation to ensure that it reflects the Cabinet minute and is technically correct. In addition, LRC reviews the policy and implementation issues raised in the detailed drafting and not specifically addressed by the Cabinet minute, which tends to be written at a higher policy level.

Most regulations proceed directly to LRC for policy, implementation and technical review. Where they have substantive policy or financial/resource implications, they must first be reviewed by P&P or Management Board respectively. Regulations are developed by ministries working with the Office of Legislative Counsel, whose role includes verifying their legal appropriateness.

The **Management Board of Cabinet** is the committee that decides how the government runs its operations and manages the public service. Under its legislated mandate, the Board reviews and approves ministerial estimates, in conjunction with the annual business plan/allocation process, to be submitted to the Legislature. The Board is also responsible for approving all financial, human resource management and administrative management policies through directives and guidelines.

The Management Board also acts on behalf of the Government as employer on issues between the Government and its employees and their bargaining agents, which includes collective bargaining.

The **Cabinet Committee on Privatization** was established in August, 1996 to oversee the implementation of the Government's plans for considering the privatization of government-owned businesses as a means to ensure better service for less cost.

2. **The Formal Policy Process**

The formal policy process is comprised of five distinct stages:

Setting the Policy Agenda. Most policy issues are identified through periodic policy planning exercises, initially involving ministries and central agencies, and culminating in Cabinet's approval of a strategic policy agenda. The desired product and timing for items on the policy agenda are conveyed to ministries which are then accountable for producing the required Cabinet submission.

Policy Development. The responsible ministry develops the policy proposal in consultation with Cabinet Office and the Premier's Office, consulting with other ministries with an interest in the issue, and following the format and process for a Cabinet submission.

Policy Review. Cabinet Office schedules the item on the agenda of one of the Cabinet policy committees (P&P only, or a P&P sub-committee and then to P&P for policy review). A Minister signs the Cabinet submission. The ministry prepares a Cabinet committee presentation to accompany the Cabinet submission. The Minister or ministry representative presents highlights and a proposed course of action to the committee, which in turn makes recommendations to Cabinet for final approval.

Policy Approval. At Cabinet, the Premier and Ministers can express their views on an initiative fully and frankly in the process of finalizing the decision. Ministry officials are rarely invited to attend. Under the doctrine of collective responsibility, all decisions taken by Cabinet are supported by all Ministers. The convention of Cabinet confidentiality protects discussions in Cabinet from public disclosure, except where a public statement is expressly authorized.

Implementation Approvals. Approved policy items with financial or staffing implications return to the ministry for preparation of a Management Board submission for further financial and administrative review. Once approved by Management Board, the proposal proceeds to Cabinet for confirmation.

II CENTRAL AGENCIES

Central agencies coordinate and support the Cabinet decision-making system as well as policy, fiscal, and workforce planning. In Ontario, the three key central agencies are Cabinet Office, the Management Board Secretariat and the Ministry of Finance. The Premier's Office also serves as a central agency.

1. Premier's Office

The structure and functions of the Premier's Office, as well as its mandate, depend to a large degree on the wishes of the Premier. Composed of political staff members, the Premier's Office is headed by the Principal Secretary. In general, the Premier's Office provides political advice and serves as the primary liaison with Ministers' staff.

All matters pertaining to the constituency of the Premier are handled by the Premier's Office. The Premier seeks political advice from his Office, which includes advice pertaining to communications strategies in keeping with the objectives set out by the Premier.

2. Cabinet Office

Cabinet Office is headed by the **Secretary of the Cabinet**. The Secretary of the Cabinet is the most senior public servant in the public service of Ontario and has four fundamental responsibilities:

- as **Clerk of the Executive Council**, the Secretary of the Cabinet oversees the operation of the Cabinet decision-making system on behalf of the Premier, conveys Cabinet decisions to Ministers and Deputy Ministers and ensures that these decisions are implemented, and ensures that the agenda of Cabinet and its committees supports the government's priorities;
- as **the Premier's Deputy Minister**, the Secretary of the Cabinet provides advice and support to the Premier on a full range of matters, and oversees the performance of each Deputy Minister on behalf of the Premier;
- as **head of the public service of Ontario**, the Secretary of the Cabinet ensures effective and efficient management, operation and organization of the public service, and implements longer-term strategies with respect to the future shape and mandate of the public service; and finally; and
- as **Deputy Minister of Cabinet Office**, the Secretary of the Cabinet is accountable to the Premier for the delivery of Cabinet Office's mandate.

As the Premier's ministry, Cabinet Office provides advice and critical analysis to the Premier in support of his role as President of the Executive Council of Ontario. In fulfilling its mandate, Cabinet Office manages the decision-making structures of the Ontario government, ensuring that they are effective, efficient and well-organized. Cabinet Office works with Cabinet and its policy committees to establish an agreed upon policy agenda and overall priorities. It is also responsible for providing administrative and secretariat support for Cabinet and its committees.

Cabinet Office supports the Secretary of the Cabinet in the exercise of her responsibilities as head of the public service by overseeing the general operation of the public service. The Secretary of the Cabinet plays a pivotal role in shaping the future of the public service of Ontario, a fundamental component of her mandate. The Secretary of the Cabinet oversees the current reform of the public service.

a) Support for Cabinet and Cabinet Committees

For the most part, Cabinet Office is responsible for overseeing support to Cabinet and its committees. Managing the decision-making structures of the Ontario government, ensuring they are effective, efficient and well-organized, is a core business of the central agency. To this end, Cabinet Office plays a pivotal role in providing secretariat support, strategic agenda management, quality control over materials presented to committees, and planning Cabinet retreats.

Cabinet Office provides the full range of secretariat and administrative supports for Cabinet: setting the Cabinet meeting schedule, managing and preparing the Cabinet agenda, arranging meeting logistics, attending Cabinet, recording and distributing the Cabinet minutes. Similarly, Cabinet Office provides ongoing secretariat support to the Cabinet Committee on Legislation and Regulations, the Policy and Priorities Board and its sub-committees.

The Premier or Cabinet may from time to time wish to establish special Cabinet committees or working groups to focus government efforts on a priority area. Cabinet Office facilitates and coordinates these projects and provides ongoing secretariat support.

b) Policy Function of Cabinet Office

Given the heavy policy agenda of the Ontario government, and the constraints imposed by both the availability of committee time and the capacity of the legislature, Cabinet Office works closely with the Premier's Office on **strategic agenda management** to develop proposals for the Government's strategic policy priorities over the mid-term and to devise the legislative agenda (in consultation with the Government House Leader's Office). Cabinet Office and the Premier's Office review and prioritize agendas for the Cabinet and its committees based on these priorities and communicate the government's policy priorities to the ministries.

To ensure the quality of briefing and decision-making documents, Cabinet Office plays an important role by working with the ministries to ensure that a range of options and objective analysis is presented to Cabinet committees, and that interministerial consultation occurs prior to Cabinet review. Cabinet Office reviews draft Cabinet submissions, seeks direction from the Premier's Office and ensures that policy proposals reflect the approach and priorities of the government.

Cabinet Office policy staff provide the Premier with advice and critical analysis on policy issues as they move through the decision-making process by sharing information regularly with the Premier's Office about policy initiatives under development by ministries, related to communications issues and emerging critical issues. The policy staff brief the Premier on major issues prior to P&P meetings highlighting strategic issues, interministerial considerations and fiscal implications. The staff also prepares briefing notes for members of Cabinet committees that look at issues from a corporate or strategic perspective and provide a means to focus discussion on key decision points.

Cabinet Office liaises with its central agency counterparts (i.e., Management Board Secretariat and the Ministry of Finance) to ensure the government's strategic policy and legislative agenda is integrated with planning processes and with decisions dealing with fiscal and resource issues. Also, by working closely with line ministries, Cabinet Office can ensure that effective interministerial consultation takes place; where necessary, the Office can act as a mediator. Once a decision has been reached by Cabinet, Cabinet Office is responsible for communicating this decision to all affected ministries and for facilitating its implementation.

In addition, Cabinet Office liaises with the Government House Leader's Office to provide a link between the Government's policy-making and legislative processes in support of the development and implementation of a legislative agenda that balances the Government's priorities and available time in the House for legislation.

The coordination of linkages between Cabinet and the Lieutenant Governor represents another of Cabinet Office's areas of responsibilities. In this regard, the functions of Cabinet Office relate to the Lieutenant Governor's responsibilities for signing Orders in Council and Regulations recommended by Cabinet, receiving annual reports and authorizing legislative proclamations, and special events or activities such as the swearing-in ceremony for a new Government, the Speech from the Throne, signing the Order in Council and writs for by-elections and general elections.

c) Cabinet Office and the Premier's Office: Consultation Mechanisms

A close working relationship exists between Cabinet Office and the Premier's Office to ensure that the Premier receives a complete range of information and advice, and that the two offices provide consistent direction to ministries. Formal meetings are held weekly between officials from the Premier's Office and Cabinet Office in order to discuss agenda items for Cabinet and its committees, as well as policy issues of special interest to the government. Also, the two offices hold an annual session intended to coordinate the government's priorities for the coming year.

3. Ministry of Intergovernmental Affairs

The **Policy and Priorities Board Sub-Committee on Federal-Provincial Relations** serves as the key forum for reviewing policy relating to intergovernmental relations. The sub-committee meets on an as needed basis (e.g., prior to a First Ministers' Conference). Its mandate is to support a consistent and coherent strategic approach to federal-provincial issues and negotiations and make recommendations to Policy and Priorities Board on these matters.

The range of intergovernmental relations involve virtually every Ontario ministry with its federal counterpart, but the two key coordinating ministries are Intergovernmental Affairs and Finance.

The **Ministry of Intergovernmental Affairs** functions as a separate ministry and is not affiliated with Cabinet Office. Its Deputy Minister maintains the same reporting relationship to the Secretary of the Cabinet as deputies in other ministries.

The ministry has responsibility for developing corporate strategies, providing advice, and gathering information to help the government conduct Ontario's relations with the federal government and other provinces. More specifically, the ministry provides strategic policy advice to the Minister, the Premier and Cabinet on national unity, including advice on constitutional issues.

Ontario's participation in First Ministers' meetings, Annual Premiers' Conferences, and other major intergovernmental meetings is organized and coordinated by the Ministry of Intergovernmental Affairs. The ministry liaises with other provincial governments and the federal government, and monitors key policy files with respect to these governments' respective positions. Finally, the ministry works in close collaboration with other Ontario ministries in order to provide them with advice and assistance with respect to Ontario's intergovernmental policy objectives.

The **Ministry of Finance** also plays a key role in the management of Ontario's intergovernmental relations. In this capacity, the ministry oversees Ontario's financial relationship with the federal government and other provinces. It represents Ontario's interests at federal-provincial meetings and provides expert advice to Ontario ministries negotiating agreements with the federal government. More specifically, the ministry's functions in this regard include analysing the current federal fiscal policies, forecasting all federal transfers to Ontario, analysing other provinces' budgets and preparing fiscal comparisons between Ontario and the other provinces and the federal government.

4. Management Board Secretariat

The Management Board Secretariat (MBS) is responsible for managing the Ontario government's financial, human, physical and technological resources and assets. It provides strategic advice to support the decision-making of the Management Board of Cabinet. The Ontario Realty Corporation is housed within the Management Board Secretariat.

In fulfilling its mandate, the MBS provides administrative and secretariat support to the Management Board of Cabinet. It coordinates and monitors the annual business planning and allocations process across government, as well as the in-year and multi-year capital and operating expenditures, human resources, accommodation and information technology plans. The MBS provides the Management Board with advice on the financial, human resource, accommodation and information technology implications of proposals under review.

As the government's representative in its role as employer of the public service of Ontario, the Management Board Secretariat sets management policies, guidelines and accountability frameworks, and leads any major restructuring project undertaken by the government of the day.

The MBS is also responsible for providing advice and assistance to ministries in a manner that promotes good financial practices across government. Mechanisms are put in place by the Management Board Secretariat to measure the Government's performance and to hold ministries accountable for meeting performance standards.

5. Ministry of Finance

In its role as a central agency, the Ministry of Finance provides the Minister of Finance, Cabinet and its Boards and committees with advice and assistance in setting and achieving the government's fiscal plan, taxation and economic policies. In fulfilling its mandate, the ministry establishes and implements tax policy, as well as undertakes the overall planning, monitoring and management of Ontario's fiscal plan (e.g., projected budget deficit, operating and capital expenditures and revenue). The ministry has responsibility for the preparation of the Budget and the multi-year expenditure and revenue forecasts. It develops and coordinates the major expenditure-reduction strategies required to meet fiscal targets.

In addition, the Ministry of Finance provides Cabinet and the government in general with analysis of strategic macro and micro economic, demographic, labour, sectoral and regional issues.

The Ministry of Finance also coordinates the Ontario government's efforts in identifying initiatives that could be better undertaken by the private sector, other levels of government or in partnership with other service providers. Within the ministry, the Privatization Commission provides support to implement the government's privatization efforts. It is made up of staff seconded from the public service and the private sector.

Among the Privatization Commission's central functions are its responsibility to provide administrative and secretariat support to the Cabinet Committee on Privatization, and to coordinate and manage the privatization review process. The Commission also provides advice on the policy, financial and resource implications of privatization candidates under review. More generally, the Commission coordinates the overall privatization strategy, and develops and articulates the government's privatization review objectives and criteria.

The Ministry of Finance includes the former Ministry of Revenue and Financial Institutions, as well as the Ontario Financial Authority.

6. Central Fiscal Management and Allocation of Resources

Ontario's annual fiscal and business planning cycle is a shared responsibility of the Ministry of Finance and Management Board Secretariat. The Ministry of Finance develops the Fiscal Plan, including an expenditure strategy that addresses key priority areas, the pressures and cost-drivers in the system as well as the province's revenue outlook and resulting deficit or surplus.

Management Board Secretariat runs the Business Planning and Allocations process, which is a comprehensive, integrated process of Cabinet level decision-making on ministerial strategic directions, core businesses, non-tax revenue, and operating and capital allowances.

The cycle begins when Cabinet and Policy and Priorities Board confirm the Government's strategic priorities both for the longer term and for the upcoming fiscal year. In early summer, the Ministry of Finance drafts proposals on fiscal strategies that reflect the economic environment and support the Government's strategic priorities. These are reviewed by P&P around mid-summer and are subsequently confirmed by Cabinet.

In the early fall, the Ministry of Finance develops options for a multi-year Fiscal Plan, and after successive rounds of refinement over several months, the Fiscal Plan is finalized. Preparations then begin for the Business Planning process: the Ministry of Finance prepares a government-wide non-tax revenue strategy for Cabinet consideration while the Management Board Secretariat prepares an allocations strategy for approval by the Management Board, returning to the Board within several weeks for approval of proposed preliminary allocations.

While ministries are provided with tentative spending levels called "preliminary allocations" for their capital and operating multi-year programs as early in the fall as possible, formal launch of the Business Planning process comes when Cabinet approves the recommended preliminary allocations in late fall or early winter. The Management Board Secretariat issues the business planning and allocations instructions for ministries, and ministries have approximately one month to update their Business Plans and detail how they intend to achieve their multi-year allocations and revenue targets.

Depending on the timing of the Cabinet approval of preliminary allocations, the Management Board Secretariat, with input from the other central agencies, begins its analysis of the revised ministerial Business Plans in late December or early January. Cabinet Office reviews associated policy and legislative issues in consultation with the Premier's Office, and the Ministry of Finance analyses and provides comments on fiscal and accrual accounting issues.

In late January or early February, the Management Board and Cabinet reviews and approves the Business Plans and Allocations for each ministry based on recommendations from the central agencies.

During this phase, the Ministry of Finance begins the Budget preparation process, including pre-Budget consultations, drafting Budget papers, speeches, legislation. Ministries begin preparing the Printed Estimates pro forma, based on Business Plans and Allocations approvals by the Management Board of Cabinet.

Following pre-budget consultations and Cabinet approval of ministerial spending plans, the Minister of Finance tables the annual Budget in the legislature. The Budget outlines the Government's fiscal and economic priorities for the upcoming year.

The Printed Estimates are tabled in the legislature 12 sessional days after the Budget is announced. Ministries prepare the Estimates Briefing Books which provide detailed explanations of proposed ministerial expenditures. The Estimates Briefing Books must be delivered to the Government House Leader within ten days after the tabling of the Printed Estimates.

The Standing Committee on Estimates analyses the business plans and allocations/estimates of selected ministries over the summer and fall, reporting to the legislature by the third week in November. The Concurrence Debate follows. The culmination of the allocations process is the passing of the *Supply Act* in the legislature which formally authorizes ministries to spend public funds.

In the meantime, ministries prepare for spring publication of their Business Plans, with guidance from Cabinet Office and the Management Board Secretariat. Consultations on the published Business Plans occurs during the summer months, and provides ministries with important feedback for consideration during next year's process.

The financial cycle begins again when Management Board Secretariat commences in-year monitoring of government-wide expenditures on April 1. This allows sufficient time to implement any necessary corrective actions to achieve the Fiscal Plan. Public reporting on the Government's achievement of its fiscal objectives is provided by the Ministry of Finance through quarterly reports, interim actuals provided in the Budget and Public Accounts published in September of the following year.

7. Civil Service Commission

The Civil Service Commission monitors the government's performance as an employer, especially with regard to preserving the merit principle and promoting corporate values.

Since the delegation of its human resource management functions to Management Board Secretariat, the Commission continues to operate as a tribunal. The tribunal carries out the regulation-making and adjudicative powers which, in law, cannot be delegated.

More specifically, the Commission sets regulations relating to a wide range of human resource management issues affecting salaries, classifications, recruitment, benefits and hours of work. The Commission approves appointments to and assignments within the public service, and more generally, considers a wide variety of staffing and recruiting actions.

The Civil Service Commission's members are salaried OPS civil servants at the Deputy Minister level. The Commission is chaired by the Secretary of Management Board of Cabinet.

Executive and leadership training is provided by the Centre for Leadership, housed within Cabinet Office. The Centre is also responsible for managing the performance review system.

a) Appointment to the Senior Levels of the Public Service

The Senior Management Group (SMG) is composed of three levels: the senior managers, the Directors and the Assistant Deputy Ministers. Deputy Ministers make up a distinct category.

Ministries first determine whether a vacancy can be filled by a senior manager within the ministry who is under surplus or job-threatened notice. If the vacancy cannot be filled in this way, the ministry must post the vacancy. For Director and ADM-level vacancies, the opportunity must be posted service-wide. For senior manager-level vacancies, the ministry retains authority to determine the area for posting the opportunity.

The **Executive Development Committee** (EDC) recommends, and the Civil Service Commission approves, all assignments at the ADM-level. The EDC is composed of seven Deputy Ministers serving on a rotational basis and headed by the Secretary of the Cabinet. Deputy Ministers have delegated authority for approving assignments at the senior manager and Director levels. In exceptional circumstances, the Executive Development Committee may exercise its discretion to directly place an SMG employee laterally into a position within a ministry or across the public service.

Deputy Ministers are appointed by the Lieutenant Governor in Council. Candidates are recommended to the Premier by the Secretary of the Cabinet.

b) Performance Evaluations

Performance management is a key component of the Human Resources Plan for Senior Managers. It provides a mechanism to link individual actions to corporate business plans. The program has been designed to strengthen the linkage of individual activities to the achievement of corporate and ministerial business plans and goals.

The members of the leadership group are held accountable, in their own performance agreements, for ensuring that performance management takes place. Performance management plans focus on improving organization processes and structure, as well as people's performance. And there is recognition, reward and consequences for performance and non-performance against established measures.

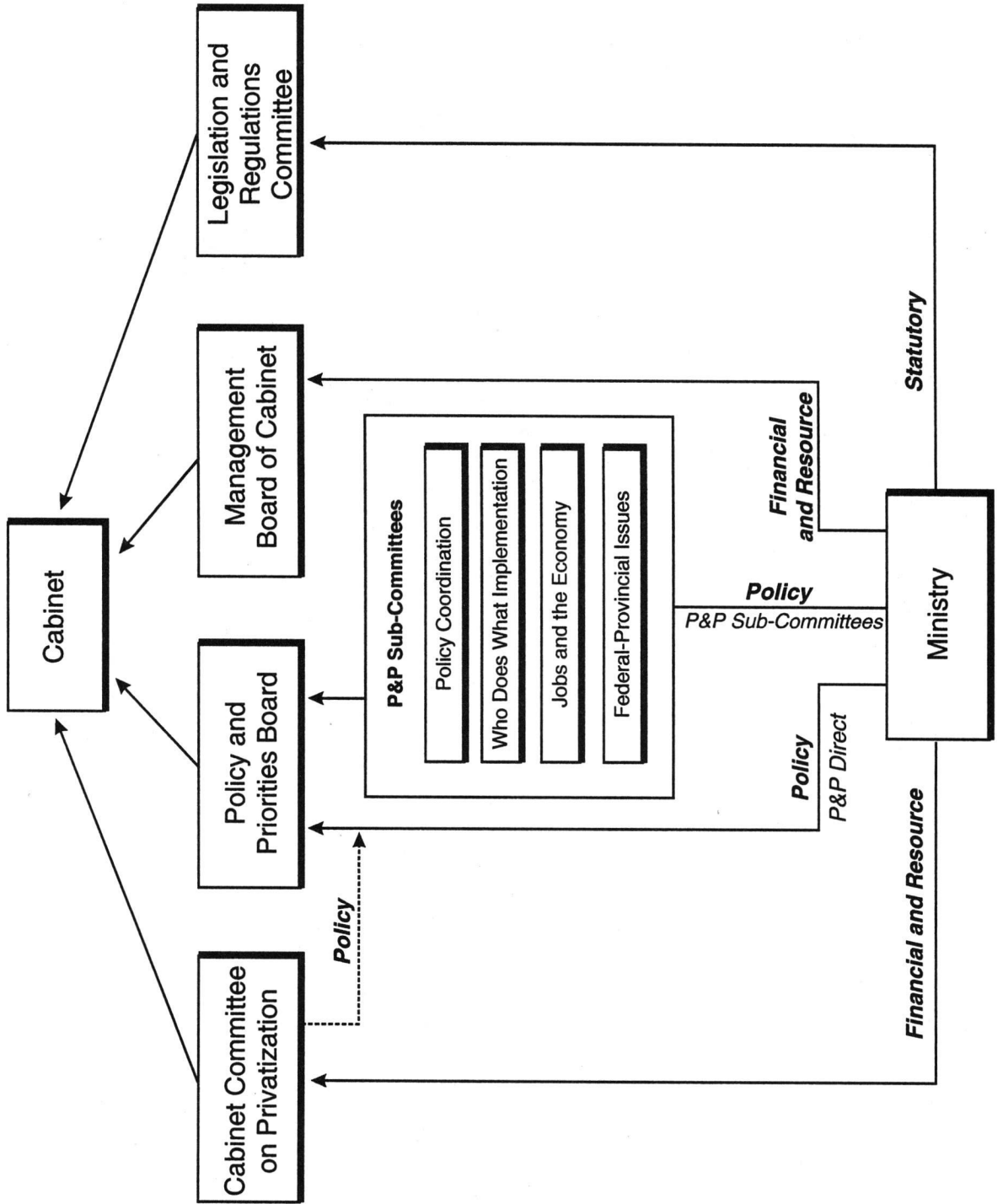
The performance management cycle is linked to the annual business planning cycle. Any adjustments made to the business plan would effect a corresponding adjustment to individual performance contracts.

The supervisor and the individual senior manager are jointly responsible for the annual formal review and assessment. Each ministry has the flexibility to design its own process around review and assessment, and determine the sources that may contribute to the formal review and assessment.

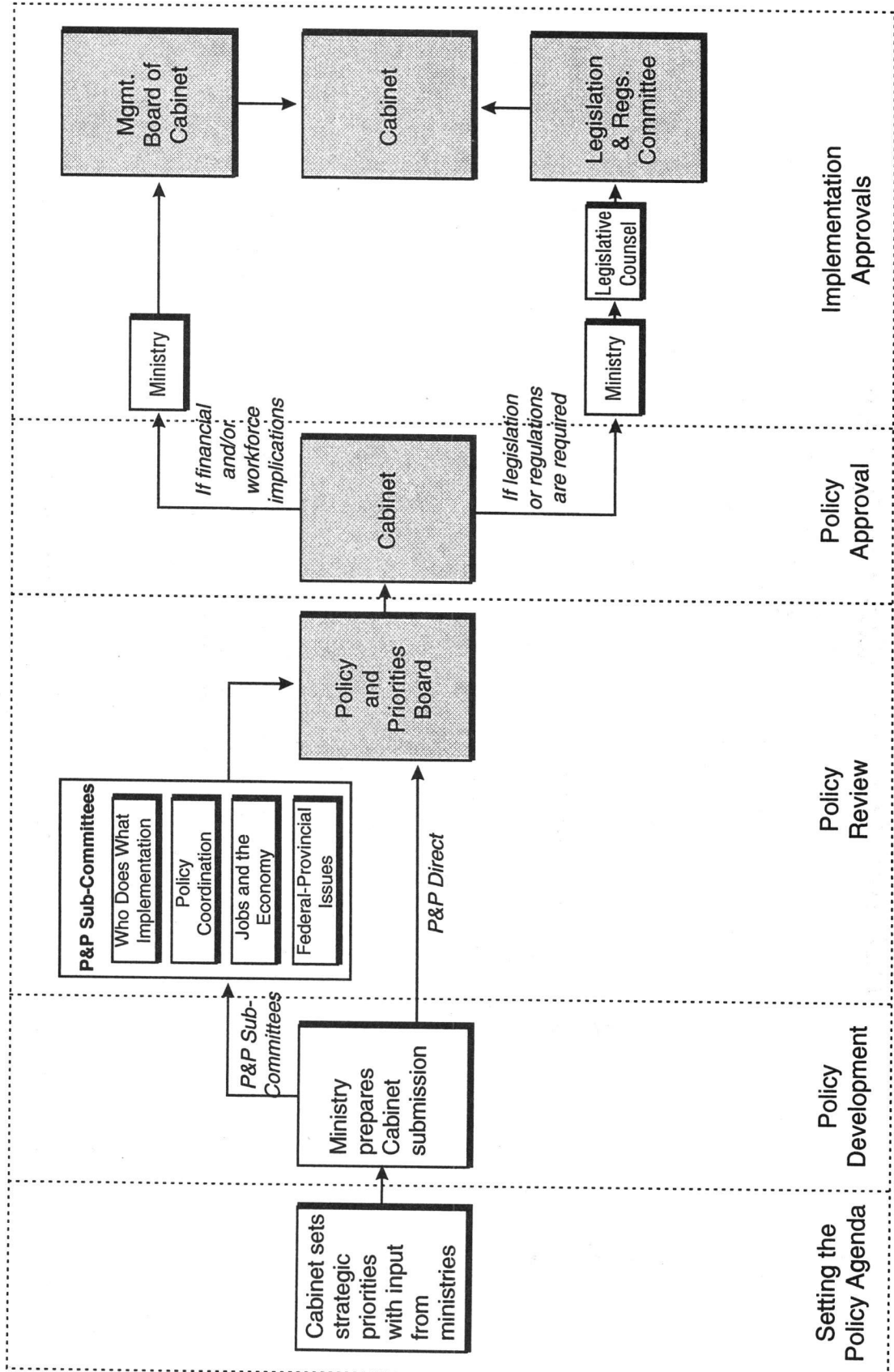
To manage the challenges ahead, it is critical that the public service has the ability to attract and retain private and public sector executives to assume leadership positions in the government. To achieve this objective, compensation levels must be competitive with comparable jobs in the large public sector organisations and reward public servants for performance based on results.

The Government of Ontario has also instituted the Incentive Award System which is based on corporate, ministerial and individual performance. Not only must the individuals meet or exceed key commitments outlined in their performance agreement, but the ministry must achieve a threshold of performance before the award program is funded. This threshold is determined annually by the Premier and Cabinet based on financial measures and policy priorities. The ministry's performance is measured against its achievement of key corporate objectives. The Secretary of the Cabinet, in consultation with the Premier, assesses the ministry's overall senior management performance in achieving its business plan. The sum of all individual awards must not exceed the ministry's incentive pool allocation. The Secretary of the Cabinet reviews and approves evaluations and distribution, by level, within each ministry.

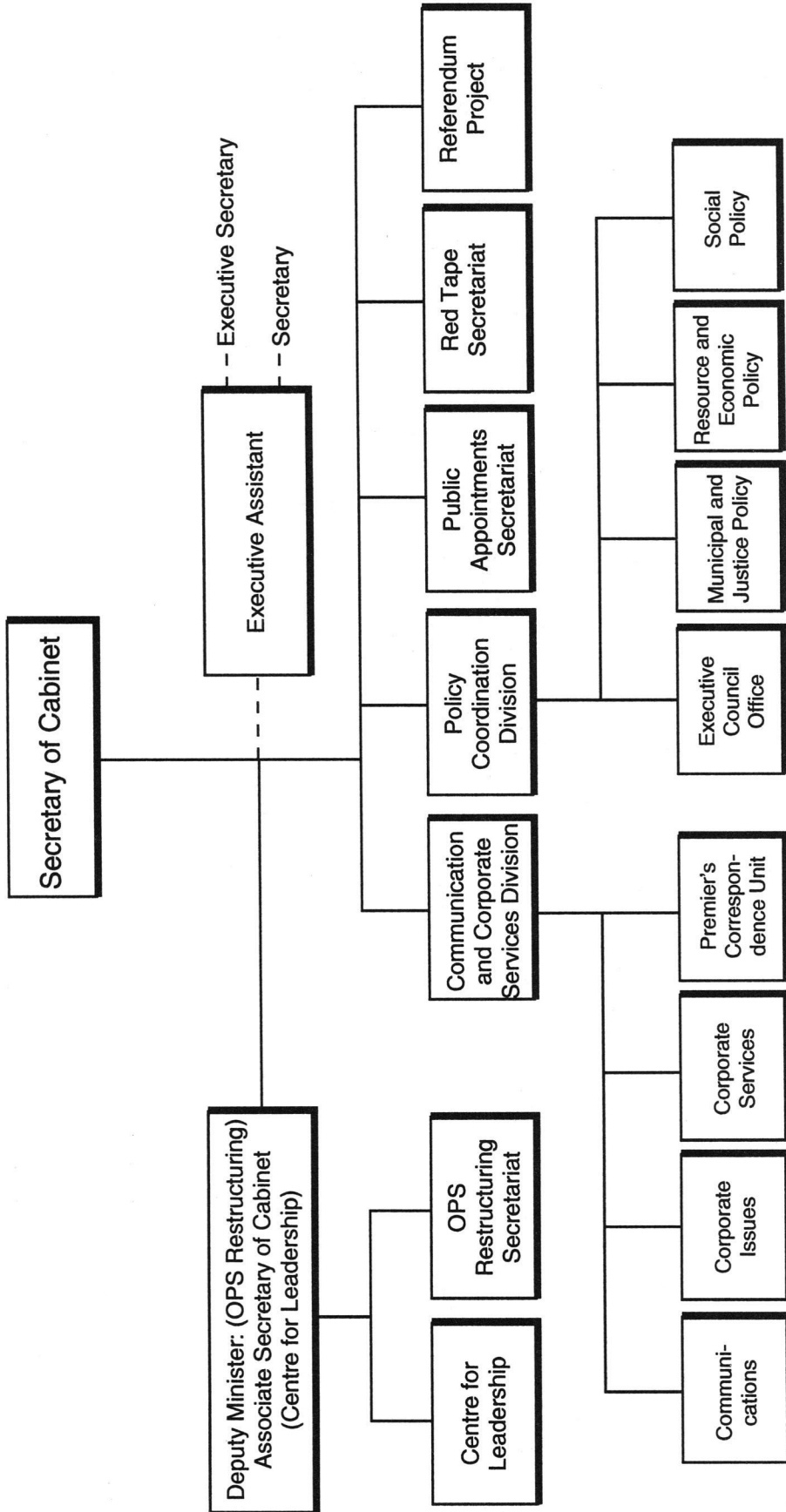
Cabinet Decision-Making System



Overview of Policy Process



Cabinet Office



QUEBEC

I DECISION-MAKING PROCESS

In Quebec, Cabinet is at the heart of the decision-making process. As the main decision-making body of government, the Cabinet, chaired by the Premier, assumes responsibility for the overall direction of the government, the enforcement of laws and the administration of the state. This body is responsible for the activities that are essential to the proper management of the state. Cabinet is made up of Ministers, Ministers of State and Ministers responsible for various sectors. Cabinet is responsible for, among other things, approving bills and draft regulations, setting out a financial framework, establishing policies and programs, coordinating the activities of departments and agencies and appointing senior officials and heads of public corporations and agencies.

The Premier has chosen not to assign Ministers their responsibilities through a mandate letter. Rather, the Premier communicates his expectations to Ministers at a meeting, either before or after their appointment to Cabinet. Once (during his inaugural address to the National Assembly), Premier Parizeau announced specific objectives concerning each Minister's portfolio, but this has not become a practice.

To enhance its planning and coordination efforts and make government activities more efficient and consistent, Cabinet has struck three **Cabinet committees**. While these committees differ in nature, their missions complement one another. The main purpose of the Cabinet committees is to prepare major strategies and debate important policy and budgetary issues:

- the Priorities Committee (10)³;
- the Treasury Board (5); and
- the Legislation Committee (6).

Cabinet also has **four standing committees**, which are charged primarily with coordinating government activities -- mainly those taken by Ministers in their respective sectors:

- Cabinet Committee on Regional and Territorial Affairs (16);
- Cabinet Committee on Education and Culture (6);
- Cabinet Committee on Employment and Economic Development (10); and
- Cabinet Committee on Social Development (9).

³ The figure in parenthesis indicates the number of Ministers on the committee.

Any Minister wishing to bring a matter before Cabinet must do so by means of a **Memorandum** whose form and content meet the requirements set out by Cabinet. Before being tabled at a Cabinet session for decision, a Memorandum may have to go through several stages to enable Cabinet members to make the most appropriate and informed decisions possible.

The Memorandum must first be submitted to the **General Secretariat of the Executive Council**. The Secretary General can submit any Memorandum received by his office to a Cabinet committee, a secretariat of the Office of the Executive Council or any department concerned by the subject for an opinion. The committee, secretariat or department that is asked to review the matter has two weeks to respond. The opinions and recommendations are usually submitted to the committee that will be considering the Memorandum. Only once all the required opinions and recommendations have been issued can the Memorandum be forwarded to Cabinet. However, one week must elapse from the time they are received before the Memorandum can be submitted to Cabinet.

A Memorandum is considered ready to be submitted to Cabinet once the Office of the Secretary General has received all the requested opinions and analyses and it is complete, from an administrative point of view. Naturally, a Memorandum will not make it onto the Cabinet agenda until all the difficulties it poses in terms of ministerial coordination have been ironed out. In this regard, the role played by the Cabinet coordinating committees is a crucial one, since it is up to these committees, and more specifically their chairpersons and secretaries, to ensure the consistency of the government's policies and actions and to resolve the differences that might arise between the Ministers concerned by the Memorandum in question. The Cabinet committees submit recommendations to Cabinet as to the appropriateness of moving ahead with a file and as to the substance of that file.

Once a Memorandum is placed on the agenda of a Cabinet session, it is usually discussed at that session -- unless the Minister submitting it is absent. For Cabinet to take a decision, the members must arrive at a consensus. In the absence of such a consensus, the Premier usually suspends debate to allow a period of reflection, further work on the file or additional consultations. Once a session is concluded, the Secretary General sees to it that a record of the Executive Council proceedings is prepared and that any decisions are acted on.

In the event that a decision involves tabling a bill in the National Assembly, the Office of the Secretary General sends the decision, along with the Memorandum which prompted it and the text of the accompanying bill, to the Legislation Committee, which ensures the bill's legal and legislative consistency. The committee also considers harmonizing the bill with all applicable Quebec legislation. Lastly, it looks at the proposed legislation's suitability in terms of the objective, the bill's complexity, scope and consequences from a legal point of view, and the simplicity/quality of the wording. The Legislation Committee also ensures that the bill conforms to the decision taken by Cabinet.

In addition, the committee confirms that all the stages of the process for developing the bill in question have been completed and that any required consultations have in fact been held. Once the committee completes its review of the bill, the committee secretary forwards it to the unit in the National Assembly responsible for translating and printing it. In order to be printed, Cabinet bills require the written approval of the Premier or chairperson of the Legislation Committee.

This approval process generates enhanced ministerial solidarity around government projects and holds each Minister accountable for the intersectoral implications of the actions he or she plans to take. The emphasis is on better advance coordination in developing the major issues to be tabled at Cabinet. The process enables the concerned Minister to adequately brief certain colleagues on the problem, the issues and the expected effects of his or her project.

Only Cabinet members sit on the various Cabinet committees. Backbenchers do not sit on these committees, nor do they attend Cabinet meetings. Although they have no direct role to play in the decision-making process, they can nonetheless influence the government indirectly, through standing commissions of the National Assembly. These commissions can examine issues as they see fit. Moreover, when Cabinet proposes to table a rather sensitive bill in the National Assembly, it makes sure to consult caucus beforehand.

The government has several means at its disposal to assess its policies and programs. Cabinet retreats enable the executive branch to examine the government's achievements and prepare for the coming session of the National Assembly. These retreats are followed by caucus retreats, during which the same issues will be raised and debated. This forum gives caucus an additional tool with which to influence the decision-making process. In addition, each political party organizes annual general councils at which the members usually formulate very specific recommendations on government policy directions and issue their assessment of the government's conduct. Ministers make it a point to maintain a strong presence at these general councils.

In the same vein, the Priorities Committee engages in a multi-year review exercise orchestrated by the Priorities Committee Secretariat to assess government policies and programs. These assessments can sometimes lead to summits, which are convened to take stock of the situation, analyse the assessments and reach agreement on the approaches to take for the coming years.

Currently, the National Assembly has 125 members, 74 of whom are Government members. Cabinet is composed of 23 Ministers, including the Premier. In addition, some backbenchers occupy the position of parliamentary assistant or chair a standing commission of the National Assembly.

II CENTRAL AGENCIES

The primary responsibility of the Office of the Executive Council is to assist the Premier and Cabinet in managing the affairs of the state. The Office is led by the Premier and reports to him through the Secretary General. The decision-making process is also supported by the Office of the Premier and Treasury Board.

1. Office of the Premier

The Office of the Premier of Quebec, headed by the Chief of Staff, is comprised of employees chosen by the Office.

The Office of the Premier advises and supports the Premier in his role as leader of the political party forming the Government. It ensures liaison with Ministers and members without ministerial portfolios and sees to it that the party machinery runs smoothly. The Office of the Premier advises the Premier on overall strategies, as well as on major initiatives undertaken by the Government. The Office of the Premier has no official role to play in the appointment of Deputy or Assistant Deputy Ministers. The Chief of Staff does, however, play an unofficial role in this regard when it comes to important appointments.

The support functions of the Office of the Premier include allocating his time, coordinating his schedule and travel, and preparing his correspondence.

2. Office of the Executive Council

As the chief public servant of Quebec, the Secretary General and Clerk of the Executive Council is responsible for the operation of the General Secretariat and carries out, in respect of the General Secretariat and the Office of the Executive Council, the functions assigned to the Deputy Minister of a department.

The Secretary General and the General Secretariat for which he is responsible are charged with providing Cabinet and its committees with the administrative support services they need to function. He ensures liaison between the Executive Council, its committees, departments and agencies. Accordingly, all the units comprising the Office of the Executive Council come under his authority.

The Secretary General also acts as Clerk. As such, he heads up a technical support administrative unit charged with processing the draft orders to be adopted by Cabinet.

a) Priorities Committee Secretariat

The Priorities Committee is supported by a team that helps it carry out its functions efficiently. This advisory role is assumed by the Priorities Committee Secretariat, under the direction of an Assistant Secretary General.

The Secretariat's role is not to carry out research projects or to take the place of the departments and agencies. Programming expertise lies (and must remain) in the departments. Consequently, responsibility for developing a triennial departmental strategic plan rests entirely with the departments, whose task it is to propose the appropriate means (policies, programs) for meeting

government objectives. It is also their responsibility to mobilize their partners and client groups in developing their strategic plan in order to help them contribute to the objectives that have been set.

The Secretariat performs the following tasks:

- proposes to the committee a plan and work methods enabling it to adequately examine the issues for consideration and reach a consensus on aspects that are deemed to be important;
- provides the committee with data, information, analyses and proposals aimed at facilitating its work;
- helps the committee diversify its advisory sources, both for obtaining information and defining approaches;
- prepares economic and social development indices, making it possible to compare Quebec with other developed societies and measure the impacts of the Government's actions; and
- supports the departments in developing their strategic plan by informing them of the Priorities Committee's decisions and consensus opinions on the nature of the Government's actions, the amount of resources to allocate to these actions and the approaches proposed.

b) Coordinating Committees Secretariat

The four Cabinet coordinating committees receive support from a secretariat led by Assistant Secretaries.

The Secretariat, in its dealings with each of the chairs of the committees it supports, is charged with:

- preparing a summary of the Memoranda, analyses and opinions issued by the various administrative entities concerned (Treasury Board, Department of Finance, and the departments and secretariats concerned);
- determining the degree to which these policy proposals or proposed interdepartmental measures conform to the strategic plans approved by the Priorities Committee;
- assessing the interdepartmental and intersectoral coherence of the actions proposed in the Memoranda brought to its attention; and
- facilitating, where needed and at the request of the chair of the Cabinet coordinating committee concerned, conciliation between the departments involved.

c) Legislation Secretariat

The Legislation Committee is assisted in its work by a dedicated section of the General Secretariat. This Secretariat, comprising a small number of advisors and support personnel under the direction of an Associate Secretary General, sees to the preparations and organization of the committee meetings and prepares the minutes of the proceedings, which are transmitted to Cabinet if necessary.

In more general terms, it analyses the Memoranda or bills that are to be submitted to the committee and sees to it that the activities involved in developing these bills, in the departments and the Statutes Office of the Justice Department, are carried out according to a timetable allowing the Government to implement its legislative agenda. It coordinates the revision of the bills that the Government plans to table in the National Assembly and ensures an institutional link with the National Assembly units in charge of translating and printing the bills.

d) Senior Appointments Secretariat

Reporting to an Associate Secretary General, this Secretariat is responsible for, among other things, senior appointments.

As such, the Secretariat is charged, in conjunction with the Premier and the responsible Ministers, with seeking out and recommending candidates for positions staffed at the Government's discretion, such as Deputy Ministers, Assistant and Associate Deputy Ministers and agency heads and members. This responsibility also includes career management for government administrators within the meaning of the *Public Service Act* (their development, determination of their remuneration and other working conditions) as well as for Chairpersons, Vice-Chairpersons, Secretaries and members of agencies.

It also is charged with analysing the various questions pertaining to the organization of senior management positions in the various departments and agencies. Lastly, it advises and supports the Secretary General on matters concerning the application of the code of conduct and ethics governing senior public servants.

e) Deregulation Secretariat

This Secretariat, which operates under the responsibility of an Associate Secretary General, is charged primarily with ensuring the implementation of the policy on regulatory activity. Basically, this consists in tightening the process for developing government regulations, asking departments and agencies to prepare their triennial regulatory review plans in accordance with the policy in effect, analysing the content of these plans, reporting to Cabinet and ensuring follow-up. It is also responsible for reviewing bills and draft regulations in light of the provisions of the regulatory policy, as well as recommending measures to reduce red tape in the application of acts and regulations that affect businesses and individuals and encouraging their adoption by departments and agencies.

f) Economic and Employment Summit Secretariat

Under the responsibility of an Associate Secretary General, this Secretariat is charged with supporting, in terms of content, liaison and logistics, the follow-up mechanism overseen by the Premier and seeing to the execution of job creation projects emanating from the Summit by coordinating the actions of the departments and agencies and coordinating the liaison with outside organizations responsible for promoting the social economy. It also provides the necessary support to the advisory committee established in connexion with the \$250 M fund to combat poverty through labour market integration. It also ensures, in conjunction with departments and Cabinet committees, follow-up on the government policies and actions growing out of the Summit, other than reforms to public services.

g) Government Agencies Secretariat

This Secretariat was established in October 1997 to oversee implementation of the recommendations of the Task Force on Government Agency Review.

Operating under the responsibility of an Associate Secretary General, the Secretariat is charged primarily with ensuring the application of government decisions on government agencies, providing the government with proposals concerning the recommendations contained in the Task Force report that have yet to be followed up on, and developing expertise as to the operation of government agencies.

h) Economic Projects Coordination Centre

This Centre operates under the responsibility of an Associate Secretary General. The Centre's mandate consists primarily in following up on and ensuring the implementation of the job creation projects that grew out of the Summit in sectors other than the social economy, referring, where applicable, economic development projects whose direct coordination is not its responsibility to the appropriate departments and units, and ensuring their follow-up. It must support the proactive strategies proposed by the departments with a view to seeking investments or promoting private or partnership projects in sectors where their implementation would have structuring effects on economic activity, and it must monitor changes in these projects.

i) Administrative Reform Branch

The Branch is charged with advising the Secretary General on the implementation of various reforms aimed at enhancing the effectiveness and efficiency of the Quebec public service.

j) Secretariat of the Order of Quebec

The Secretariat of the Order of Quebec is responsible for laying the groundwork for the Government to name individuals to the Order of Quebec, as provided for in the *Act respecting the Ordre national du Québec*.

k) Canadian Intergovernmental Affairs Secretariat

Under the authority of the Minister for Canadian Intergovernmental Affairs, this Secretariat provides the Government of Quebec with support and advice in the area of Canadian intergovernmental relations. It ensures coherence of action on the part of the Government of Québec in its dealings with the federal and provincial governments. The Secretariat reports to an Associate Secretary General.

It is also responsible for coordinating the internal trade file. In conjunction with departments and agencies, the Secretariat takes part in the proceedings of Canadian intergovernmental conferences and helps develop and negotiate agreements with the federal and provincial governments.

The Secretariat is responsible for the network of Quebec offices in Canada that ensure, within their respective territories, links with federal and provincial stakeholders. It also coordinates activities relating to Quebec economic and trade promotion in Canada. The Secretariat oversees the Government's relations with Canada's Francophone and Acadian communities and manages, in cooperation with the departments and other Quebec stakeholders, the program of financial support for partnerships between Quebec and Canada's Francophone and Acadian communities. Lastly, the Secretariat negotiates and implements cooperation agreements with governments or agencies in certain provinces.

l) Aboriginal Affairs Secretariat

Under the responsibility of an Associate Secretary General, this Secretariat provides the Minister for Aboriginal Affairs with the expert advice and support he needs to carry out his mission.

Specifically, the Secretariat's mandate comprises the following:

- coordinate the Aboriginal activities of departments and government agencies;
- assume responsibility for developing government policies that are to apply to the Amerindian and Inuit communities;
- provide the Aboriginal community with general information and publicize the relevant government policies to the Quebec population as a whole; and
- conduct the negotiation of comprehensive agreements in cooperation with the departments concerned, advise the departments on the negotiation of sectoral agreements and oversee implementation of the agreements concluded.

m) Administration Branch

The Administration Branch provides the Office's various administrative units with human, materiel, financial and computer resource management services, as well as communications management services. It also acts as the Office's mouthpiece in its dealings with central agencies.

n) Consultation Mechanisms

There is no official mechanism for consultation between the Office of the Premier and the Office of the Executive Council. Each week, the Secretary General and the Director of the Office of the Premier get together to discuss the Cabinet meeting agenda; occasionally, the Premier attends this informal meeting.

3. Treasury Board

Treasury Board is a standing committee of Cabinet. In creating Treasury Board, the National Assembly introduced a mechanism for monitoring the use of Quebec's resources and taking charge of administrative policy development.

Treasury Board's authorities are set out in the *Financial Administration Act*, the *Public Service Act*, the *Act respecting the process of negotiation of the collective agreements in the public and parapublic sectors*, the *Act respecting government services to departments and public bodies* and the acts to establish certain departments or government agencies. In addition to its own authorities, Treasury Board -- as a standing committee of Cabinet -- plays a government advisory role, providing advice on the administrative and financial implications of bills, draft regulations and policy proposals and on specific courses of action. The Department of Finance sets the objectives, and Treasury Board is charged with attaining them. Under the *Financial Administration Act*, Treasury Board is responsible for preparing and monitoring the implementation of the Estimates.

Treasury Board comprises five members designated by the Government from among the members of the Executive Council. It meets every Tuesday to decide on the requests submitted to it by departments and agencies or to make recommendations on matters referred by the Government.

To fulfill its responsibilities, Treasury Board relies on the technical support and consultation services of the Treasury Board Secretariat, which is headed by a Secretary (a position at the level of Deputy Minister).

The Secretariat's structure reflects the mandates assigned to it; thus, there is the Budgetary Policy Sector, the Management Policy Sector and the Personnel and Staff Relations Policy Sector. All three sectors analyse the budgetary and administrative implications of the files submitted for Treasury Board or Cabinet approval.

The method of preparing the Estimates, in its current form, dates back to the 1972-73 introduction of the planning, programming and budgeting (PPB) system, one of the underpinnings of the administrative reform instituted by the *Financial Administration Act*. Each department and most agencies are assigned a closed overall envelope that they use to allocate their resources in order to respond to their most pressing needs. Thus, the principle whereby government expenditures must be limited by the Government's ability to pay applies as well to the budget estimates process.

The **Estimates preparation cycle** commences at the Treasury Board Secretariat following the Budget Speech delivered by the Finance Minister at the start of each fiscal year. This speech presents data on income, expenditures and the deficit not only for the coming year, but for the two previous ones as well. Thus, the Government sets an expenditure objective and, on that basis, the Treasury Board Secretariat launches the budget cycle for the following year. This cycle begins in May and comprises three stages: the triennial forecast, the program review and detailed appropriations.

The aim of the **triennial forecast** is to conduct an initial assessment of the cost of renewing the existing programs for the next three years. The completed triennial forecast is compared to the objective set by the Government in its Budget Speech. Based on the outcome of this comparison, the Treasury Board President submits a Memorandum to Cabinet recommending the preparation procedures and approaches that will guide the departments in developing their budget estimates for the coming year. At the same time, the budgets are approved for each of the departments and agencies. These envelopes are then transmitted to the departments, accompanied by program review preparation instructions and forms. It is during this second stage that departments can proceed with the review of their activities and the resources allocated to them to develop the reduction measures required to achieve the expenditure objective.

Towards the beginning of October, the **program review file** prepared by each department is returned to the Secretariat. This is an analysis of the requested adjustments, taking into account, if applicable, the economic parameters review carried out at the same time for the Department of Finance. Once the adjustments recommended by the Treasury Board Secretariat have been made, the outcome of the program review is assessed against the objective set out in the Budget Speech, resulting in a number of government fiscal balance scenarios. Lastly, the Treasury Board President submits a new Memorandum to Cabinet to review, if applicable, the budgetary approaches and obtain the necessary mandates to implement the expenditure reduction measures, handle the departments' requests and prepare the final budget envelopes. Once the decisions taken by Cabinet have been factored in, the Treasury Board Secretariat sends the departments the final envelopes, usually at the end of December or beginning of January, to confirm to them the outcome of the program review. The envelopes are accompanied by the instructions and forms required to prepare for the last stage of the budget cycle, namely the detailed appropriations.

The purpose of preparing **detailed appropriations forecasts** is to break down the amounts of the final envelopes for their presentation in the appropriation ledger, to be tabled in the National Assembly. The final envelopes must be broken down by programs, items and activities

according to the numbering and heading system specified by the Treasury Board Secretariat. The envelopes are also broken down by super category and category of expenditures according to the nomenclature appearing in the appropriations book.

Once the departments' detailed forecasts have been received, the Budgetary Policy Sector prepares the two documents to be published when the appropriations are tabled in the National Assembly: **the appropriation book** as such and the **supplementary appropriation information**. For the Budgetary Policy Sector, the publication of these documents marks the end of the estimates cycle that began almost a year earlier. This Sector plays a key role in **monitoring budget implementation**: it tracks expenditure changes and provides Treasury Board with regular status reports identifying the main budget overruns that are anticipated. Where appropriate, Treasury Board can take concrete measures to rein in spending.

4. Resource Management

Treasury Board exercises the powers entrusted to the Government to develop and implement the overall administrative policy governing the public service. Management policies cover the following areas: management of goods and services, management of information technologies, financial management and workforce control. Treasury Board is charged with establishing overall policies and programs for managing the public service's human resources and with assessing their implementation. In addition, it negotiates collective agreements with public service employee associations and determines the pay, benefits and other working conditions for non-unionized public sector workers.

The *Public Service Act* gives the Treasury Board President responsibility for, among other things, holding recruitment and promotion competitions, carrying out research, studies or surveys on human resources management and proposing to the Government or a department or agency measures designed to improve human resources management and development within the public service.

It should also be pointed out that staffing authority is entirely delegated to the departments and agencies: Deputy Ministers have statutory authority to manage the human resources in their department; the same is true of agency heads.

Established by the *Public Service Act*, the Public Service Commission has responsibilities associated with an administrative tribunal. In addition to hearing employee appeals as provided for under the Act, the Commission is charged with verifying the impartiality and fairness of decisions affecting public servants, as well as compliance with the Act and its regulations as regards the employee recruitment and promotion system. The Commission comprises between three and five members, including a chairperson who heads up the organization. Members are appointed, after their names are put forward by the Premier, by a resolution of the National Assembly.

The *Public Service Act* also defines the category of government administrators. This employment category comprises the Secretary General of the Executive Council, the Associate and Assistant Secretaries General of the Executive Council, the Secretary along with the Assistant and Associate Secretaries of Treasury Board, Deputy Ministers and Assistant or Associate Deputy Ministers. Government administrators are appointed by Cabinet on the recommendation of the Premier. Also on recommendation of the Premier, the Government can change a government administrator's employment category.

There is a special decision-making process for senior appointments, in accordance with the policies on management of incumbents of senior positions appointed by the Government's prerogative, adopted by Order 1488-96 of December 4, 1996. The names of the candidates that the Premier intends to appoint to Deputy Minister or Assistant or Associate Deputy Minister positions are entered on the Cabinet meeting agenda one week in advance, in order to give the Ministers time to consider their candidacies. Nevertheless, the final decision rests with the Premier. As for the positions of government agency heads or members, it is up to the Minister concerned to bring the matter before Cabinet.

As part of the accountability process for senior public servants, Deputy Ministers receive a letter from the Secretary General asking them to prepare and submit to him their objectives for the coming year. Following this request, the Deputy Minister meets with the Secretary General, who consults the Minister before determining the management results that are expected of the Deputy Minister.

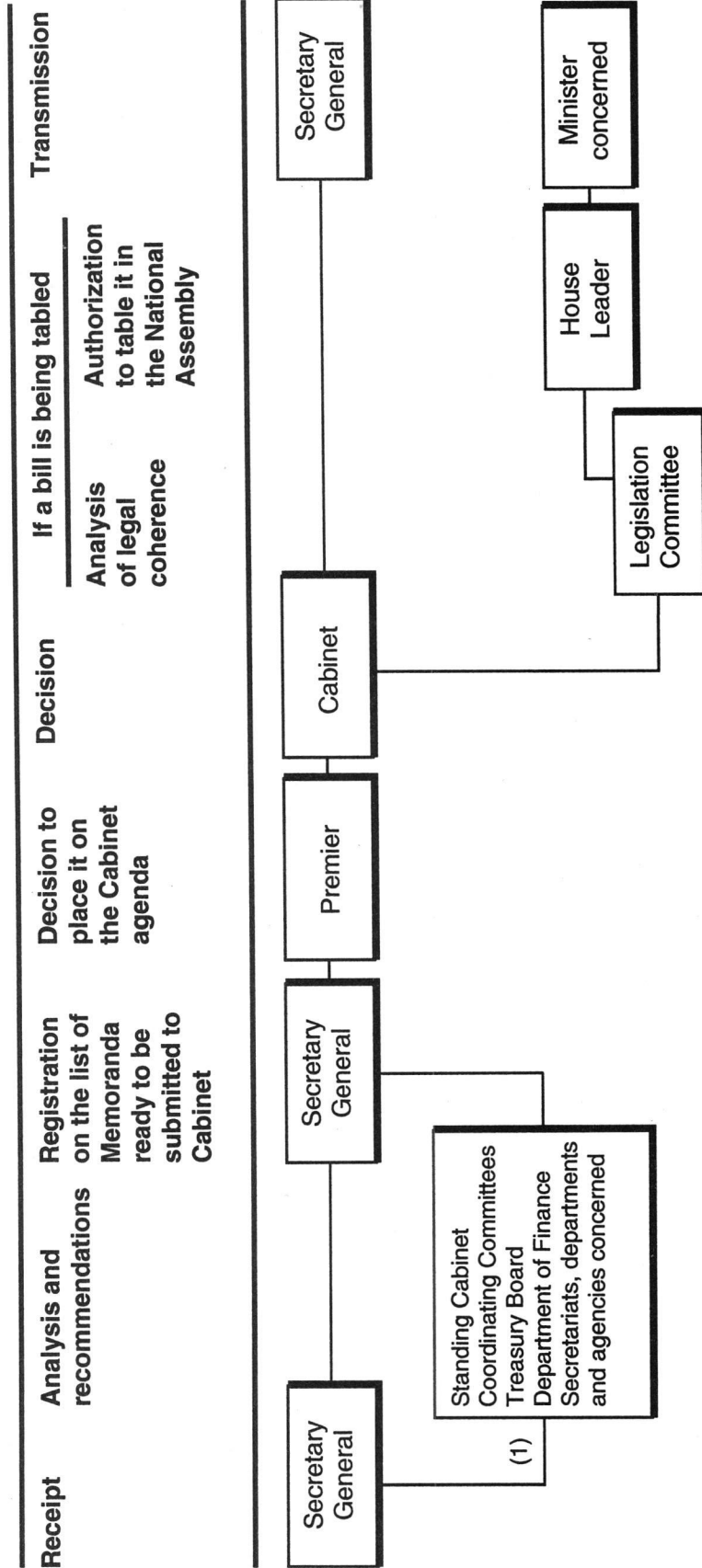
As for the heads of government agencies, they are asked to inform the Secretary General of the approaches and mechanisms that have been agreed to with the Minister responsible for implementing the act establishing the agency.

The Secretary General of the Executive Council is the head of the public service and, as such, responsible for Deputy Ministers. The Secretary General communicates his vision of the public service through the Government's corporate objectives and the objectives set by each Deputy Minister.

The Secretary General also has a number of means at his disposal to ensure the coordination of government activities. The forum of Deputy Ministers meets once every three weeks to review the decisions taken by Cabinet and discuss projects that the Government plans to undertake. The committee of Assistant or Associate Deputy Ministers also meets every two months to consider general public administration issues. Periodically, the two groups organize special meetings during which the Secretary General informs the Deputy and Assistant or Associate Deputy Ministers of new initiatives to be undertaken.

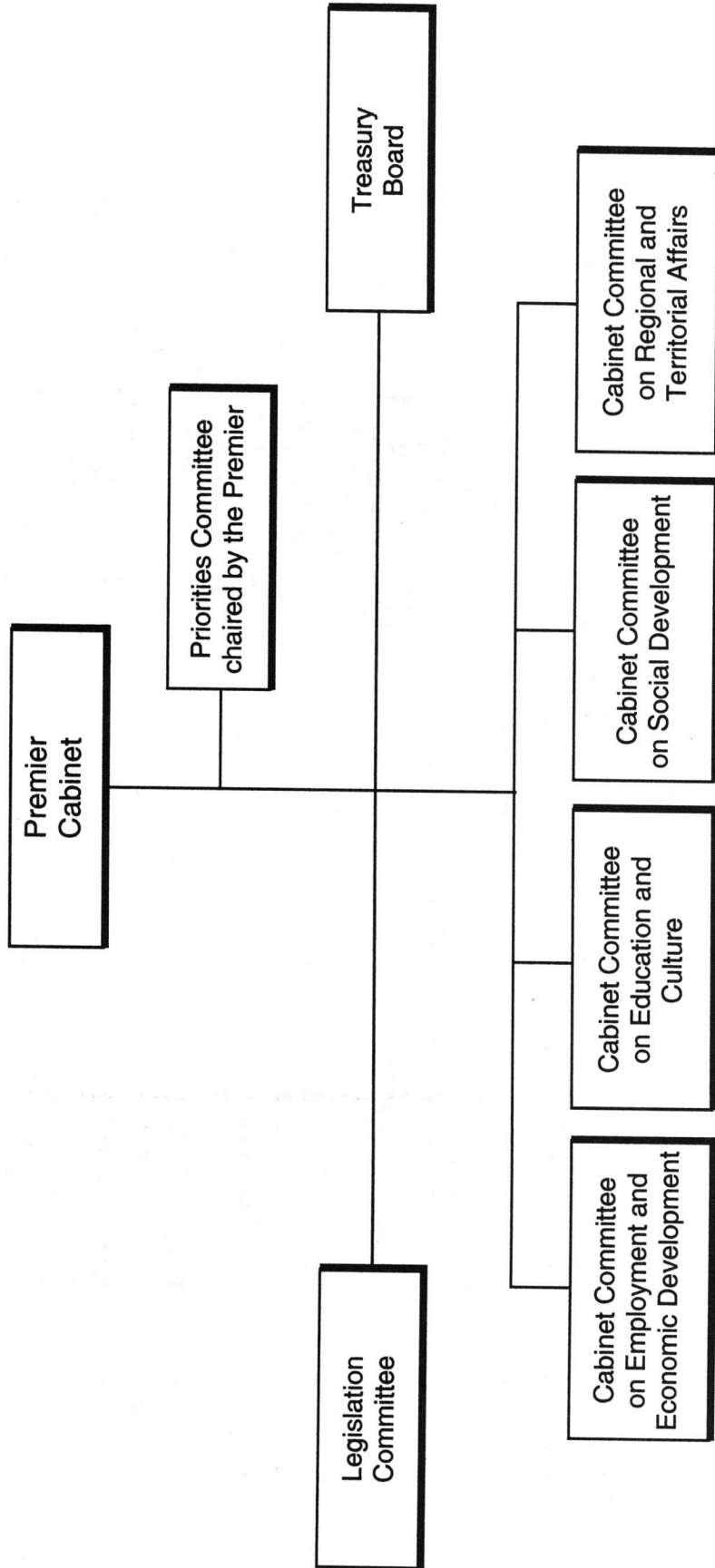
Each Monday there is a coordinating meeting between representatives of each Executive Council Office secretariat and a representative of the Treasury Board Secretariat. The aim of the meeting is to prepare and coordinate files that are to be submitted at Cabinet meetings.

Memorandum to Cabinet Flow Chart

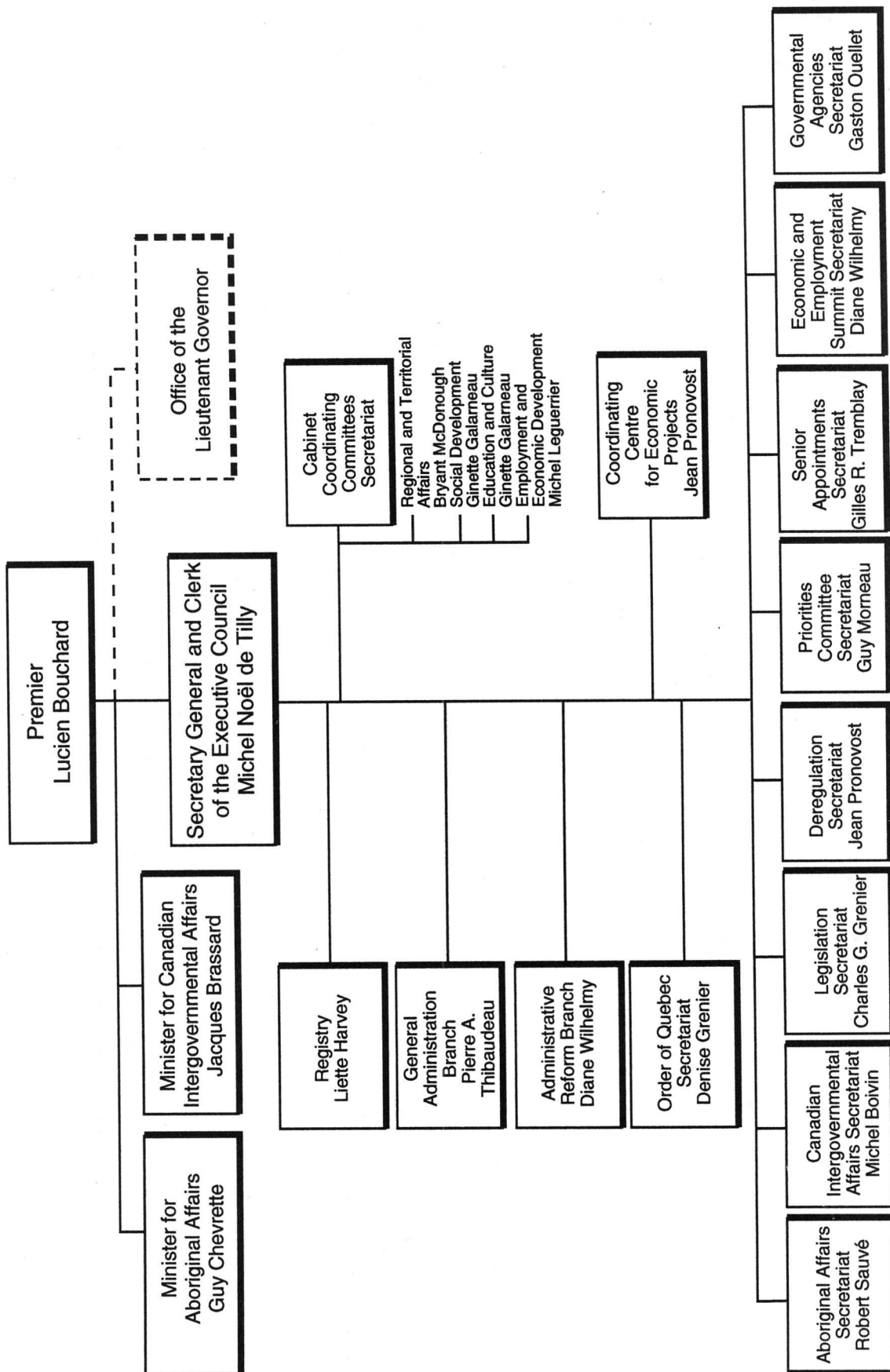


(1) Memoranda are submitted for analysis and recommendations if the Secretary General deems it useful and necessary.

Cabinet Committees Organization Chart



Office of the Executive Council



NOVA SCOTIA

I DECISION-MAKING PROCESS

The decision-making process in Nova Scotia rests with the Premier and the Executive Council (Cabinet). The Executive Council is comprised of 12 members, including the Premier. Aside from their ministerial responsibilities, members of the Executive Council are responsible for other duties that are prescribed by statute.

The formal decision-making process is essentially an executive function. It does not formally involve backbench members, but caucus gets a thorough briefing on decisions that have been taken by Cabinet before their announcement and often the Premier asks that caucus be sounded on sensitive matters before Cabinet makes a decision.

In Nova Scotia, Cabinet is the political forum in which Ministers reach agreements on goals, policies and programs. Cabinet decisions bind all Ministers. The Premier manages the Cabinet decision-making process. He is responsible for establishing the organization and methods of operation of Cabinet and the Priorities and Planning Committee (P&P).

The Nova Scotia Cabinet is comprised of sworn Ministers. Senior departmental officials are sometimes invited to give presentations to Cabinet and Priorities and Planning; while they can answer any questions the Ministers may have, once Ministers enter substantive discussions, departmental officials are asked to leave the meeting.

New initiatives enter the decision-making process through Priorities and Planning. It is in Priorities and Planning that matters are thoroughly discussed, details are settled and recommendations are prepared for Cabinet's consideration.

The Premier also has the flexibility to establish ad hoc committees of the Cabinet in order to deal with specific issues as they arise. These committees are transaction-oriented and of a limited duration.

The Priorities and Planning Committee is comprised of Premier MacLellan, Hon. Manning MacDonald (Chair), Hon. Robert Harrison, Hon. Donald Downe and Hon. James Smith. The committee:

- develops and recommends policies and priorities for the consideration of the Executive Council;
- is responsible for financial management, estimates, revenue, expenditures, financial commitments and monitoring program spending in the public service;

- undertakes strategic planning for the public service;
- rationalizes government service delivery;
- establishes the terms and conditions under which the public service attracts and retains staff;
- coordinates applications of technology to make government work better;
- provides the policy framework on matters relating to the internal operations of the public service in such areas as accounting, audit and evaluation, contracting, real property, procurement, and regulatory affairs for the Government's administrative practices and for its assets; and
- develops a corporate focus on government communications.

There are 52 members in the Legislative Assembly of Nova Scotia. They are divided among the following party lines:

- 19 Liberals (of whom 12 are in Cabinet);
- 18 New Democrats;
- 14 Progressive Conservatives; and
- 1 Independent.

1. Policy Development

The Deputy Minister to the Premier, who also acts as Deputy Minister of the Priorities and Planning Secretariat, is responsible for assisting the Government in defining its objectives and priorities, for overseeing the development of policies consistent with these priorities, and for liaison on these matters with all other government departments. While the Premier gathers information for policy development from a variety of sources, his main source rests with the Priorities and Planning Secretariat.

Policy analysis and development for intergovernmental relations is provided by the Intergovernmental Affairs branch of the Executive Council Office. The Premier is also Minister responsible for the Petroleum Directorate. These agencies provide policy analysis and development in their respective fields.

After a proposal has been through the proper research, development and debate channels within the appropriate governmental department or unit, the Legislative Counsel Office is asked to prepare the legislation draft for the Legislation Committee, a committee of caucus. The committee reviews the legislation draft and analyses its policy implications. This will form the basis for its decisions regarding the future of the legislation. The vast majority of issues will go through the Priorities and Planning Committee.

For the most part, each department has a policy division. For instance, the policy development section of the Department of Education and Culture provides a range of policy-related activities for all departmental jurisdictions including research, evaluation, labour market analysis and statistical analysis to address emerging issues and proposed policy or program changes.

II CENTRAL AGENCIES

In Nova Scotia, the Premier and the Cabinet are supported in the exercise of their responsibilities by the Premier's Office and the Executive Council Office, which includes the Clerk of the Executive Council, the Secretary to the Cabinet, Intergovernmental Affairs branch and the Priorities and Planning Secretariat.

1. The Premier's Office

The Premier's Office, comprised of political employees, is headed by a Deputy Minister who acts as Deputy Minister to the Premier, Deputy Minister of the Priorities and Planning Secretariat and Acting Deputy Minister of Intergovernmental Affairs.

The Office of the Premier supports the Premier in carrying out the functions demanded of the head of government, leader of a political party and Member of the House of Assembly.

The Office of the Premier provides administrative support for the Premier, which includes coordinating his agenda, travel and media relations and preparing correspondence. The Office is responsible for providing the Premier with policy and political advice; it also deals with the day-to-day matters in the legislature; and it ensures political liaison with caucus and the party.

2. The Executive Council Office

The Executive Council Office reports directly to the Premier and is headed jointly by the Clerk of the Executive Council and Secretary to the Cabinet. It is both the Cabinet secretariat and the legal advisor to the Cabinet.

The relationship between the Premier's Office and the Executive Council Office is very fluid; meetings are called on an ad hoc and informal basis.

a) Clerk of the Executive Council and Secretary to the Cabinet

The Clerk of the Executive Council and the Secretary to the Cabinet are positions held by different incumbents. The Clerk handles Order in Council appointments, provides legal opinions and advises on technical issues, while the Cabinet Secretary handles the Cabinet agenda, presentations and business, as well as takes Cabinet minutes.

b) Intergovernmental Affairs

The Premier is the Minister of Intergovernmental Affairs. As the central coordinating agency for the Executive Council in intergovernmental matters, its mission is to preserve and promote the province's interests in relations with other governments. Principal areas of current activity include national unity, promotion of Nova Scotia's interests with the federal, provincial and territorial governments, social policy renewal, relations with the Conference of Atlantic Premiers/Council of Maritime Premiers, the New England Governors'/Eastern Canadian Premiers' Conference and representatives of foreign states.

The staff members, headed by the Acting Deputy Minister of Intergovernmental Affairs, research and track issues and cooperate with departments so as to develop intergovernmental policy, handle negotiations with other governments, and brief and advise the Minister, who speaks for the province at conferences at the First Ministers' level.

c) Priorities and Planning Secretariat

An Act to Amend Chapter 376 of the Revised Statutes, 1989, the *Public Service Act* as assented to by the Lieutenant Governor 25 November 1993 created the Priorities and Planning Committee of the Executive Council and a Secretariat to support the work of the committee. Effective January 24, 1994, the unproclaimed sections of this statute dealing with the elimination of the Management Board and the transfers of responsibilities to the Priorities and Planning Secretariat received Governor in Council approval.

As the administrative arm of the Priorities and Planning Committee, this Secretariat is headed by a Deputy Minister. Its mandate is dual: to support the Priorities and Planning Committee as a committee of ministers, and to fulfill the statutory responsibilities of a central government agency. The Secretariat is responsible for determining the costing requirements on policy proposals and is a key player in expenditure management.

Its mission is to plan, promote and communicate effective public policy for Nova Scotians. There are three strategic goals and objectives:

- ensuring that policies and plans are consistent with the priorities of the Government;
- making government work better; and
- promoting accountability.

The core functions of the Priorities and Planning Secretariat are planning and coordination; policy analysis; and, communications.

3. The Department of Finance

The mission of the Nova Scotia Department of Finance is to establish a fiscal climate conducive to economic growth and to provide policy direction to and effective management of the province's finances, government procurement, and pensions administration.

There are six strategic goals:

- achieving financial accountability in the management of a provincial budget in compliance with legislation that balances the needs of program funding, debt reduction, and reduced tax burden;
- promoting Nova Scotia's fiscal position, providing for fair and efficient taxation, and promoting economic growth;
- achieving effective money and debt management that, within acceptable risk tolerances, maximizes investments and minimizes debt-servicing costs;
- safeguarding the entitlements of public and private pension plan members in Nova Scotia and facilitating the broadening and portability of pension plan coverage;
- facilitating the cost-effective government procurement of goods and services and the provision of open, fair, and competitive processes that ensure that every Nova Scotia business has fair access to participate in every bid as appropriate; and
- developing an organization that values its clients and its employees.

Its core business functions are:

- **financial management**: i.e., providing direction to the planning and review of the budget process and preparing the budget documents;
- **pension management**: regulation of private sector plans and management of the Superannuation and Teachers Pension Plans, including the pay-out of employee pensions;
- **policy development**: with respect to provincial fiscal and economic activities, various government programs and policies, fiscal management, pensions and procurement and government accountability;

- **procurement**: providing innovation to and support of the administration of government procurement processes; and
- **corporate services**: in finance, human resources, and information technology to client departments and agencies.

4. The Department of Human Resources

Previously known as the Civil Service Commission, the Department of Human Resources was established to reflect a more professional public service. Staffing, Compensation, Human Resources Development and Labour Relations are its prime responsibility. Union contracts are also negotiated through this department.

Senior executive positions in the Nova Scotia Civil Service are staffed primarily from within the public service based on experience and past performance. Currently, 11 of 15 (75 per cent) Deputy Ministers have succeeded into their positions from within the Nova Scotia Civil Service through interview/appointment by the Premier.

Below this level, Executive Directors, Directors and Managers are recruited through competition utilizing internal or external processes depending on the specific qualifications and market demand.

Posting and advertising procedures are accomplished through internal and external communication. Internal mechanisms for communication are the government Employment Opportunities Bulletin which is published in-house and distributed by e-mail and hard copy. The Employment Opportunities Bulletin is also posted on the department's web site for public access, and is distributed to Human Resources Development Canada Employment Centres. Newspaper and journal advertisements are used externally as necessary.

The interview process is conducted by a panel of senior executives. Second or third interviews are conducted by Deputy Ministers and/or Ministers before final selection. Occasionally, search firms are engaged to assist with and co-ordinate the job search process if the position is particularly difficult to fill. Search firms are used at the discretion of the Deputy Minister of Human Resources and a standing offer exists for this purpose.

a) Staffing and Evaluation of Deputy Ministers

As head of the public service, the Deputy Minister to the Premier is responsible for the overall effectiveness of the public service. As in other jurisdictions, it is the Premier's prerogative to recommend Order in Council appointments to the Lieutenant Governor. The Deputy Minister provides advice to the Premier on these appointments, and more specifically, on the appointment of Deputy Ministers. The Deputy Minister of Human Resources assists with recruitment as required.

In terms of performance evaluations, all members of the Nova Scotia public service are subject to an annual review and where warranted, merit pay has been given. The public service has endured a wage freeze beginning in 1992. Subsequent to the freeze, there was also a three per cent wage roll-back in 1994. The wage freeze was lifted in 1997 and the three per cent restored.

Careers tend to be fostered within one line department. Interdepartmental mobility is becoming a priority in the Nova Scotia public service and is the subject of a performance secondment model now being developed as well as complementary changes to the collective agreements in the last round of bargaining.

NEW BRUNSWICK⁴

I DECISION-MAKING PROCESS

The decision-making process in New Brunswick rests with the Premier and the Executive Council (Cabinet). The 21 member Executive Council (18 full Ministers and three Ministers of State) exercises ministerial responsibilities that are prescribed by the *Executive Council Act*.

Cabinet is supported by two Cabinet committees - the **Policy and Priorities Committee** and the **Board of Management**.

The **Policy and Priorities Committee** is one of two standing committees which are permanent in nature and report directly to Cabinet. Membership currently consists of the Premier as Chairperson, five Cabinet Ministers, and the Minister of Finance as an ex-officio member. The Secretary is the Deputy Minister of the Executive Council Office (Clerk of the Executive Council). The mandate is to recommend to Cabinet the establishment and direction of all broad-based government policies and priorities. The recorded minutes (records of decisions) are included on the agenda of the next meeting of Cabinet as recommendations, or information. The committee's terms of reference are as follows:

- review proposals for all new and amending legislation;
- set the policy framework/direction for the budget process;
- review broad-based matters of special interest referred by the Executive Council;
- initiate and/or approve proposals for new policy formulation;
- initiate and/or approve proposals to amend existing policy;
- initiate and/or approve priorities for program development and change; and
- initiate and/or approve priorities for program review and evaluation.

Legislative proposals are submitted to a committee of officials (Officials Committee), composed of the Deputy Ministers of Justice, Finance, the Premier's Office, and the Clerk of the Executive Council who acts as Chair. The Officials Committee reviews the proposals, ensures that

⁴ A new Premier took office on May 14, 1998 and changes to the New Brunswick system are underway. This document provides the latest developments as of June 3, 1998.

the actions are justified and consistent with the mandate and policy direction of Government, forwards them to Policy and Priorities for approval to commence drafting. Once approved, Justice officials draft the proposal. The Minister of the sponsoring department submits the draft to caucus for approval. Caucus, before approving the draft, has the authority to make changes to the proposal before it is introduced in the House (without further Cabinet involvement).

In general, full Cabinet deals with all initiatives that come out of the Policy and Priorities Committee. Cabinet consideration allows bringing the political perspective to the issues as well as debating the policy initiatives.

The **Board of Management** is the other standing committee of the Executive Council and is the only statutory committee of Cabinet. Its responsibilities are outlined in the *Financial Administration Act*. It is chaired by the Minister of Finance and currently has seven Cabinet members. The records of decisions are included on the agenda of the next meeting of Cabinet as recommendations or information. The Secretary is the Deputy Minister of Finance. The Board deals primarily with all matters relating to financial management, human resources management, administrative policy and the annual budget, particularly the following:

- financial management, including budget estimates, expenditures, accounts, fees, revenues, etc.;
- establishment of the Government's multi-year expenditure plan and annual departmental spending targets;
- development and preparation of the Government's annual ordinary account and capital budgets;
- administrative policy in the public service;
- the organization of the public service or any portions thereof, and the determination and control of establishments therein;
- personnel management, including training development of personnel, pay regulations, hours of work, etc.;
- determination of the human resource requirements of the public service; and
- collective bargaining in the public service.

Meetings of both Cabinet committees and Cabinet are held weekly, with the committee meetings preceding that of Cabinet. The only recesses that occur are one or two weeks at Christmas, one week in March and two to three weeks during the summer holidays.

Special committees of the Executive Council are appointed from time to time to deal with particular issues. Their mandate and reporting relationship are established at the time the committee is formed. Examples include the Ministerial Committee on Aboriginal Affairs which reports to the Policy and Priorities Committee and the Special Cabinet Committee on Social Policy Renewal (appointments pending). Special committees of Cabinet typically have a fixed mandate and time frame for their operation.

Full Cabinet reviews the recommendation on policy initiatives by the two Standing Cabinet committees with a view to bringing a political perspective to the policy discussion. It also reviews submissions requiring Lieutenant Governor in Council approval including appointments and financial matters. Other than the Clerk and the Deputy Minister to the Premier, officials do not normally attend full Cabinet meetings. Cabinet retreats are held periodically and caucus retreats are held from time to time. The practice of appointing caucus members as Legislative Assistants who may answer for Ministers in the Legislative Assembly and/or participate in the budget process has been used occasionally, but is not currently in effect.

The Premier holds weekly meetings with his Deputy, the Clerk of the Executive Council and the Deputy Minister of Finance, for the purposes of reviewing the agendas of Cabinet, the Policy and Priorities Committee and the Board of Management.

II CENTRAL AGENCIES

The Premier and the Executive Council are supported in their decision-making processes by: the Premier's Office, headed by a Deputy Minister, and the Executive Council Office, headed by the Clerk of the Executive Council and Secretary to Cabinet. There is a clear separation between the Premier's Office and the Executive Council Office. However both offices work in close collaboration to effectively support the Premier in carrying out his responsibilities.

1. The Premier's Office

The Premier's Office is led by a Deputy Minister, who holds office at the pleasure of the incumbent Premier. The office:

- provides political support and advice to the Premier, the Executive Council and committees of Cabinet;
- provides the political liaison with Cabinet Ministers and Deputies, caucus and the legislature; and

- includes, among senior staff, an Executive Assistant for Political and Legislative Affairs; an Executive Assistant for Scheduling; a Director of Communications; an Economic Development Advisor; and a Manager of Correspondence and Records.

2. The Executive Council Office

The Executive Council Office is led by the Clerk of the Executive Council and Secretary to Cabinet.

a) The Clerk of the Executive Council and Secretary to Cabinet

As the senior public servant supporting the Premier, the Clerk of the Executive Council and Secretary to Cabinet has five primary responsibilities:

- to provide advice and support to the Premier on a wide range of policy and operational issues;
- to serve as Secretary to Cabinet and Secretary to the Policy and Priorities Committee, both chaired by the Premier on a weekly basis;
- to ensure the provision of policy and secretariat support to Cabinet, the Policy and Priorities Committee and Ministers with policy coordination responsibilities;
- to provide leadership to the public service in the performance of their duties; and
- to manage the Executive Council Office including the operation of Communications New Brunswick.

The Clerk, as the head of the public service, recommends persons for appointment as Deputy Ministers. She briefs new Ministers and Deputy Ministers. She provides advice to the Premier on machinery of government issues. She meets weekly with the Deputy Minister of Finance and the Deputy Minister of the Premier's Office to ensure coordination.

Regular weekly breakfast meetings of deputies are held and chaired by the Clerk of the Executive Council. In addition, Deputy Minister retreats, chaired by the Clerk of the Executive Council, are held once or twice a year. There are also two other Deputy Minister committees -- the Deputy Minister Committee on Information Technology and the Deputy Minister Committee on Human Resources, with all deputies serving on one or other of the committees, and the Clerk of the Executive Council serving as an ex-officio member of both.

The Clerk also uses the Executive Council Office as a training ground for upwardly-mobile senior officers and rotates professional staff on a regular basis.

b) The Assistant Clerk of the Executive Council and Assistant Secretary to Cabinet

The Assistant Clerk of the Executive Council and Assistant Secretary to Cabinet manages the secretariat services of the Executive Council Office and is responsible for processes related to organizing the Cabinet agenda, ensuring that recorded Cabinet decisions are clearly communicated to Ministers and deputies; approval of Orders in Council, regulations and other statutory instruments; and for providing advice on the use of Orders in Council. Responsibilities also include:

- acting on behalf of the Clerk of the Executive Council and the Secretary to Cabinet in her absence;
- ensuring liaison with the Office of the Lieutenant Governor;
- managing the Government Grants program; and
- organizing official ceremonies for swearing-in of Members of the Executive Council.

c) The Assistant Secretary to the Policy and Priorities Committee of Cabinet

The Assistant Secretary to the Policy and Priorities Committee of Cabinet is responsible for considering all matters of government policy from the standpoint of the Government's top priorities and plans and provides direction to the Policy Branch of the Executive Council Office.

Particular attention is paid to the Budget, the Speech from the Throne, the Policy Framework and other government commitments. Emphasis is placed on ensuring that Ministers are apprised of interrelationships among issues in the context of the Government's strategic priorities.

The Assistant Secretary also:

- acts on behalf of the Secretary of the Policy and Priorities Committee in her absence;
- manages the secretariat services to the Policy and Priorities Committee;
- ensures liaison with the secretariat and officials of the Board of Management;
- monitors the progress of government commitments; and
- coordinates the development of the Throne Speech.

There is a Policy Branch which consists of senior professional staff members, including the Assistant Secretary to the Policy and Priorities Committee, who are responsible for:

- reviewing all policy and program proposals submitted to the Policy and Priorities Committee;
- providing assistance and support to assigned line departments in the development of their proposals to ensure consistency with government priorities and commitments;
- coordinating interdepartmental policy development; and
- providing policy input to the budget process.

d) Legislative Coordinator and Senior Policy Advisor on Women's Issues

The Legislative Coordinator and Senior Policy Advisor on Women's Issues is responsible for:

- coordinating the legislative process, including the review of legislative proposals, approval by Policy and Priorities Committee for drafting and submission to caucus prior to introduction in the Legislative Assembly; and
- providing senior policy advice to the Minister Responsible for the Status of Women and coordinating an interdepartmental committee for the same purpose.

e) Special Advisor - Social Policy Reform

The Special Advisor on Social Policy Reform is a senior professional who works closely with the Intergovernmental Affairs Department (IGA) to coordinate the development of social policy positions on an interprovincial and federal-provincial level. Responsibilities include:

- chairing an interdepartmental Committee of Officials to coordinate the development of provincial policy proposals;
- supporting the Deputy Minister's Committee on Social Policy; and
- providing support and advice in concert with IGA colleagues to Ministers carrying social policy coordination responsibilities at the federal-provincial and provincial-territorial level.

f) General Manager, Communications New Brunswick (CNB)

As the communications agency of government, CNB is responsible for:

- providing a wide range of specialist communications services to the Premier's Office and line departments;

- providing coordination and liaison between government departments in their communications activities;
- providing the media and the public with information on government activities and programs; and
- providing logistic and organizational support for special events.

CNB is led by a General Manager, and the three directors of Audio Visual Services, Design Services and Editorial Services. The agency employs communication officers, as well as technical and support staff.

3. **Intergovernmental and Aboriginal Affairs**

Led by a Deputy Minister, the Department of Intergovernmental and Aboriginal Affairs:

- provides a strategic and corporate approach to the management of relations with other governments, communities, and organizations;
- under an Assistant Deputy Minister of Federal-Provincial Affairs, manages relations with other Canadian governments and First Nations communities in New Brunswick as well as with representatives of foreign governments; and
- under an Assistant Deputy Minister of Intergovernmental Cooperation, manages cooperative agreements and arrangements with Canadian and foreign governments, coordinates New Brunswick's participation in national and international intergovernmental organizations; and manages the negotiation and implementation of federal-provincial agreements relative to official languages.

4. **The Department of Finance**

The Department of Finance is led by a Deputy Minister, who also serves as Secretary to the Board of Management. The Department supports and promotes the effective and efficient management of the human and financial resources of government and provides effective, efficient and courteous service to the citizens of New Brunswick:

- Through its **Management Services** division, it provides human resource, financial, administrative, information and technology services to all divisions of the Department of Finance and other central agencies of the Government; provides assistance in the development and implementation of innovative practices, organizational performance and government renewal.

- Through its **Treasury and Debt Management** division, it provides for the financing of the province's cash requirements, cash management for the consolidated fund as well as providing money market and foreign exchange services for the *New Brunswick Investment Management Corporation*; manages and administers the outstanding debenture debt, provides investment management services, including the preparation of financial statements for selected pension funds, sinking and special purpose trust funds; provides financial policy analysis and advice, as well as financing services to Crown corporations and municipalities.
- Through its **Taxation and Fiscal Policy** division, it develops and provides economic policy advice and recommendations with respect to the province's overall budgetary, taxation and fiscal position; provides revenue and economic forecasting, statistical data and analysis and prepares the annual multi-year fiscal framework which forms the basis of the province's overall budget plan; negotiates various federal-provincial agreements concerning tax issues and the federal grant programs; administers personal and corporate income taxes and reciprocal taxation.
- Through its **Budget and Financial Management** division, it provides secretariat services to the Board of Management, monitors expenditures and coordinates the Annual Budget Process on behalf of the Minister of Finance and the Board. It develops and promotes management practices which lead to the effective and efficient use of financial resources.
- Through its **Revenue** division, it provides effective and efficient management of assigned revenue acts as well as assigned regulatory responsibilities under other statutes. It develops policy and controls for the province's involvement in lotteries.
- Through its **Human Resource Management** division, it provides the framework for effective human resources management in the public service encompassing the principles of equity, fairness and positive employee-employer relations:
 - it provides the full range of human resource management systems: job evaluation, pensions and insured benefits, labour relations, compensation, training, executive development, employee selection, performance management, and the implementation of a human resource information system; and
 - it implements special employment programs for women, Aboriginal peoples, persons with disabilities and visible minority persons within the public service.

5. Staffing of Senior Levels of the Provincial Bureaucracy

The Province of New Brunswick has committed itself to a corporate approach in the development of the senior management of the public service.

A committee of Deputy Ministers, chaired on a rotating basis by a Deputy of a line department, provides advice to the Deputy Minister of Finance in his capacity as Secretary of the Board of Management on the development and implementation of programs designed to develop the senior cadre of the public service. Initiatives include:

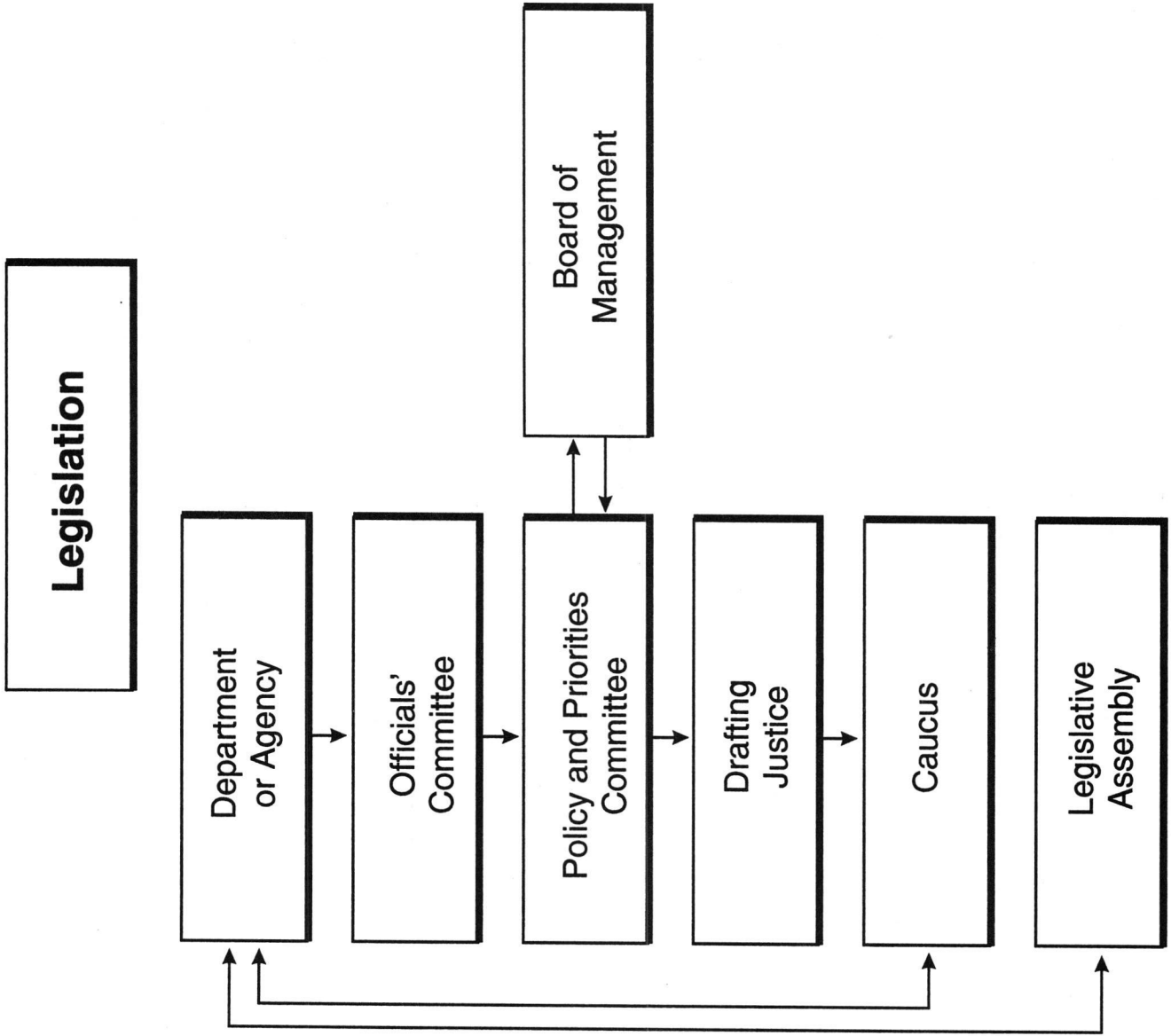
- professional leadership development activities (i.e., Working With Others I and II) for Deputy Ministers and Senior Executives;
- an interdepartmental Executive Reassignment Program designed to expose senior executives to diverse and challenging positions within the public service;
- recruitment and selection of senior staff to attend major external programs (i.e., Queen's Program for Public Executives);
- a full program of annual "learning events" including "Machinery and Process of Government" seminars offered twice yearly to employees at all levels of the organization; and
- development of an information system to support the identification of high potential candidates for succession planning purposes.

Deputy Ministers are appointed by the Premier, on the advice of the Secretary to Cabinet and the Deputy Minister in the Premier's Office. Appointments are formally approved by the Lieutenant Governor in Council. Most of the senior officials are drawn from the senior ranks of the New Brunswick Civil Service. Approximately ninety-five per cent of the Deputy Ministers have progressed through the ranks of the system.

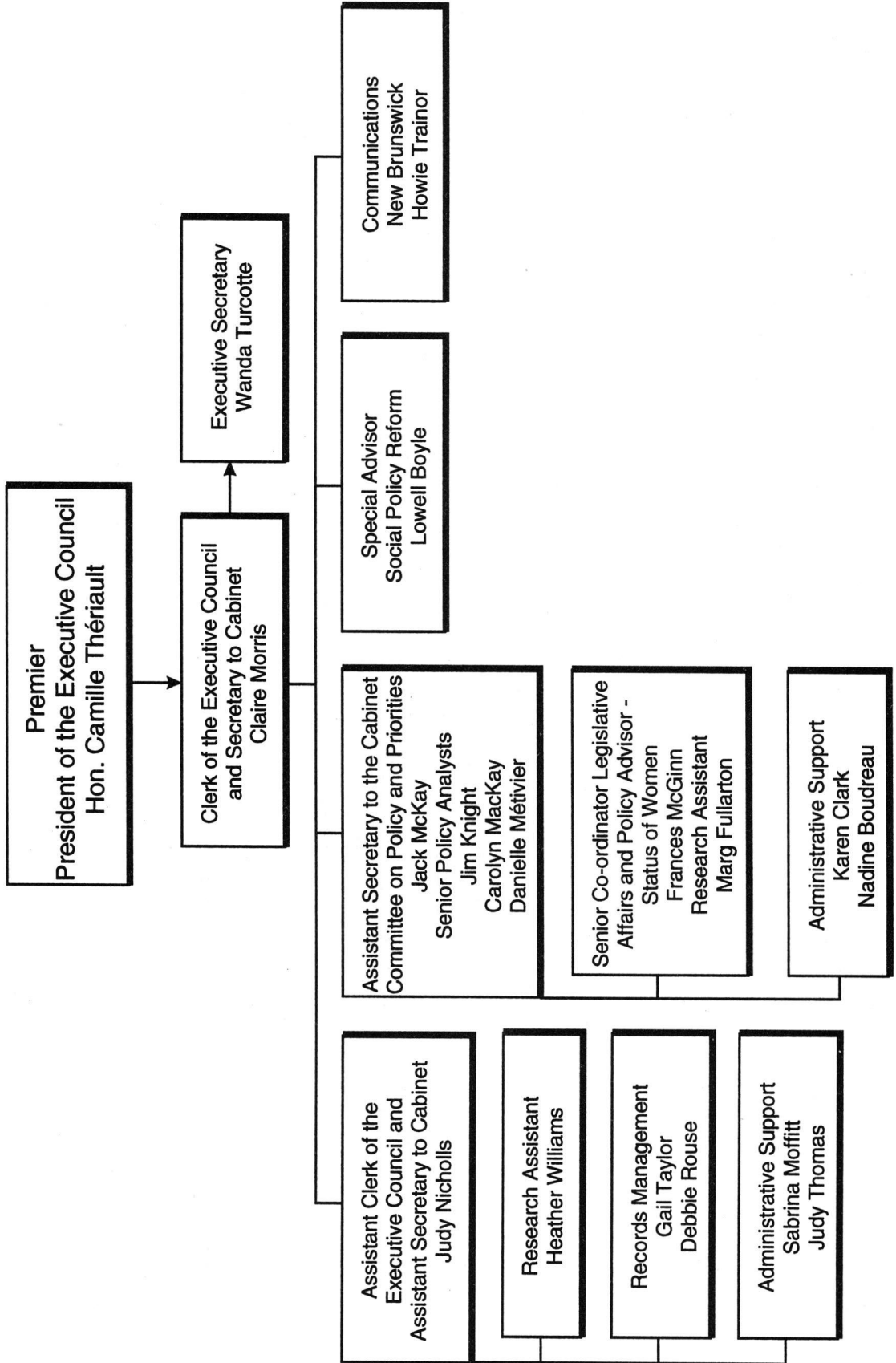
Reviews of departmental objectives and performance involving the Premier, the Minister and Deputy Minister, the Secretary to Cabinet and the Deputy Minister in the Premier's Office, are undertaken on an annual basis. The Premier meets with the Deputy Minister community to review the objectives for the coming year. The Premier takes these opportunities to ensure the Deputy Ministers are focusing on key government priorities for the year ahead.

Staffing below the Deputy Minister level is delegated to each of the line departments. There is no separate Public Service Commission. The merit principle is safeguarded through the existing human resource structure (i.e., competitive process for staffing and appeals can be made to the Ombudsman's Office). Representatives from both the Department of Finance and the Human Resources Section of line departments serve on competition boards.

Although there have been wage freezes in the New Brunswick Civil Service (1990-1991), there have been no wage roll-backs. There are bonus payments for exceptional service, available to the non-bargaining group (excluding Deputy Ministers) and those bargaining groups who have adopted the performance appraisal system.



Organizational Chart of the Executive Council Office



MANITOBA

I DECISION-MAKING PROCESS

The decision-making process in Manitoba rests with the Premier and the full Cabinet (Executive Council). The Executive Council is composed of 17 Ministers plus the Premier. Deliberations are secret and only Ministers may participate. However, backbenchers may participate in some Cabinet committees. Typically, Cabinet committees are composed of five or six Cabinet Ministers. This configuration allows some caucus input into the decision-making process.

The creation of Cabinet committees is possible through the *Executive Government Organization Act*, enacted in 1970. The statute provides the Premier with the flexibility to modify the role which committees play in policy development. The Clerk of the Executive Council advises the Premier on Cabinet organization, but, at the end of the day, decisions relating to the organization of Cabinet and Cabinet committees remain the Premier's.

The government of Manitoba is in the midst of reviewing the makeup of Cabinet committees and pending some final approvals, the Cabinet committee structure in Manitoba will be the following (the committees follow normal patterns and mandates are usually consistent with similar committees in other jurisdictions):

- Economic Development Board Committee (7)⁵;
- Human Services Committee (9);
- Provincial Land Use Committee (8);
- Public Sector Compensation Committee (4);
- Sustainable Development Committee (8);
- Treasury Board Committee (6); and
- Urban Affairs Committee (11).

There is also a joint Cabinet caucus committee called **Legislation and Regulatory Review Committee of Cabinet**, which includes six Ministers and six caucus members.

⁵ The number appearing in parenthesis indicates the number of Ministers who are members of the Cabinet committee.

During the Estimates review and preparation, four sectoral committees operate. There are four ministerial committees, one for each sector paralleled by four Deputy Minister committees. These committees only function for the purposes of preparing estimates within those sectoral envelopes.

There are at least twice yearly Cabinet retreats and one or two full government caucus retreats where presentations on the fiscal and legislative frameworks are made.

The **Treasury Board**, the **Economic Development Board of Cabinet** and the **Human Services Committee of Cabinet** currently play important roles in support of Cabinet itself in the development of overall government policy. The Public Sector Compensation Committee was established several years ago to deal with significant public sector compensation issues, primarily those relating to negotiations and settlements within public sector unions, and those involving publicly funded groups like nurses and doctors.

Over the past 20-25 years, Manitoba has experienced a number of changes in the use of Cabinet committees and the changing degree of centralization in staff support on policy matters. The present Government prefers a minimal number of formal Cabinet committees and a fairly decentralized system of staff support.

The policy development role within government is also quite decentralized; it is usually done within departments. However, the Executive Council ensures that the individual policy directions of each area of government are monitored and coordinated in order to reflect central policy goals and objectives. While the government does have a Policy Management Secretariat within the Executive Office reporting to the Clerk, this secretariat generally does not provide overall central policy development. It provides basic analysis of policy issues for use by the Premier and Ministers, such as when answering questions in the legislature or in other forums within the province.

In early September of each year, all the proposals for legislation are assembled and submitted to Cabinet for approval in principle by the various departments. The **Legislation and Regulatory Review Committee of Cabinet** is mandated to look at the proposals in more specific detail. Caucus is briefed by Ministers, especially when it comes to controversial bills.

There are presently 57 Members of the Legislative Assembly of Manitoba. They are divided among the following party lines:

- 31 Progressive Conservatives;
- 23 New Democrats; and
- 3 Liberals.

II CENTRAL AGENCIES

In Manitoba, the Premier and the Cabinet are supported in the exercise of their responsibilities by the Executive Council Office which includes five branches under the Clerk of the Executive Council:

- 1) the Premier's Secretariat;
- 2) the Intergovernmental Relations Branch;
- 3) the Policy Management Secretariat;
- 4) the Cabinet Administration Branch; and
- 5) the Cabinet Communications Secretariat.

Treasury Board (a committee of Cabinet) is supported by a secretariat housed within the Department of Finance.

1. The Executive Council Office

a) **The Office of the Clerk of the Executive Council**

In Manitoba, the Executive Council Office supports the Premier and Cabinet (the Executive Council) in the exercise of their functions. The Office of the Clerk of the Executive Council ensures that all aspects of the *Executive Government Organization Act* are administered properly and within the corporate agenda of the Government.

The Office is required to assist in developing and fostering intergovernmental relations, both domestically and internationally.

As the senior Deputy Minister and head of the civil service, the Clerk plays a liaison role between the various departments of government in order to ensure that the broad corporate undertakings by government are coordinated and fully implemented according to the wishes expressed by the Premier and Cabinet.

In his capacity as **Cabinet Secretary**, the Clerk ensures that information being presented to Cabinet has been thoroughly analysed and presented in such a way that Cabinet can understand the key issues and render decisions which contribute to the fulfilment of their established policy agenda. The main functions of the Office are to:

- organize and develop the Cabinet agenda;
- ensure that Cabinet decisions are clearly communicated to the departments and agencies of government;
- liaise with Deputy Ministers and other senior public servants in order to ascertain the status of departmental problems, priorities and programs;
- provide departmental support to the Premier; and
- liaise with federal and provincial counterparts.

The Human Services Committee of Cabinet is supported by a senior manager who reports to the Clerk. However, the Executive Council Office does not serve all Cabinet committees. The Economic Development Board of Cabinet is served by a small secretariat in the Department of Industry, Trade and Tourism. The secretariat in turn reports to the Clerk. The Chair of that Cabinet committee is the Premier. Treasury Board also has a separate secretariat in the Department of Finance. The Executive Council Office remains responsible for the Records of Decision.

b) The Premier's Secretariat (Office of the Premier)

The Premier's political office is headed by a Chief of Staff, who is supported by an executive assistant and a small policy coordination unit which manages daily and longer term political issues, and takes care of the Premier's itinerary and correspondence. The politically appointed staff have no tenure. The administrative support staff are civil servants.

Relations between the Premier's Chief of Staff and the Clerk of the Executive Council can best be described in terms of "structural informality". Both usually have daily discussions and meet twice a week on a more formal basis. The Clerk and Chief of Staff strive to give the Premier joint advice on pressing issues and try to ensure that all advice is "balanced". On rare occasions, an issue has been forwarded to the Premier because they did not agree.

c) The Intergovernmental Relations Secretariat

The Intergovernmental Relations Secretariat reports through the Clerk to the Premier (although the head of the Secretariat may also report directly to the Premier).

The Secretariat provides corporate and strategic advice to the Premier and Cabinet, coordinates and monitors issues related to federal-provincial, interprovincial and international relations. It maintains up-to-date knowledge and assessment of the interests of other governments. It links, where appropriate, Manitoba's initiatives with those of other governments. It supports departments in their management of intergovernmental relations and provides necessary interdepartmental coordination. The Secretariat also represents the interests of the Manitoba Government in Ottawa and provides intelligence support on policy and program developments at the federal level.

The Secretariat, together with the Office of the Executive Council, establishes the Government's position for the Annual Premiers' Conferences, Western Premiers' Conferences, Western Governors' and Premiers' meetings and First Ministers' Conferences.

More specifically, the Secretariat ensures that material developed for intergovernmental meetings is consistent and meets the policy objectives established by the Government. This coordinating role assists the Premier, as Minister for Federal-Provincial Relations, to determine the direction his Government will take in intergovernmental relations at the ministerial and officials' level.

d) The Policy Management Secretariat

The Policy Management Secretariat reports to the Clerk. Despite its title, the mandate of this office is generally not one of overall central policy development. This unit is mandated with the task of providing basic analysis of policy issues for use by the Premier and Ministers, such as when answering questions in the legislature or in other forums within the province (i.e., issues management).

e) The Cabinet Administration Secretariat

The Cabinet Administration Secretariat provides corporate support to the Premier and Cabinet by reviewing and assembling all materials prior to establishing a Cabinet agenda. It manages the paper flow in and out of Cabinet via the agenda and processes orders in council, regulations and proclamations. The branch also records Cabinet decisions and ensures that the minutes are communicated and stored properly. In addition, it looks after finances, personnel administration, protocol and computer administration.

f) The Cabinet Communications Secretariat

The Cabinet Communications Secretariat, led by the Premier's Press Secretary, is the group responsible for working directly with Ministers on the government's corporate and political communications. The staff deal directly with the media and review final drafts of press releases that are produced in departments and the Information Resources Division of government. The Secretariat also has representatives sitting on various committees that are in charge of information and advertising campaigns such as tourism, consumer protection campaigns, etc.

2. The Department of Finance

The **Department of Finance** is headed by a Deputy Minister. However, because the Minister of Finance is chairman of the Treasury Board, there is also a Secretary to the Treasury Board at the Deputy Minister level who reports to the Minister. The department is responsible for establishing the provincial fiscal framework and taxation policy. The department is also responsible for revenue collection.

The **Treasury Board** is established under the provisions of the *Financial Administration Act*, and it exercises certain authorities and responsibilities under that Act. It is primarily responsible for resources allocation between sectors, and estimates forecasts, but it does not act as government employer. Approximately 40 people in the Treasury Board Secretariat support the Treasury Board.

A Chief Information Officer (CIO) has been recruited and is in place. The CIO is at a Deputy Minister level and reports to the Minister of Finance as the Chair of Treasury Board. In addition, other technical staff and system coordinators are seconded to the office to work on special projects. The CIO has the responsibility for overall coordination of government information (computer) systems and more importantly for coordination and development of the strategy for new investments including having a key role in major re-engineering projects.

3. **The Civil Service Commission (CSC)**

The Civil Service Commission is the central agency responsible for the Manitoba Government's human resources management services. It is responsible for:

- professional staff development and training;
- labour relations and bargaining with unions;
- classification;
- appeals; and
- the auditing of hiring.

The Civil Service Commission's Staffing Program supports the appointment, career progression and retention of human resources in the Manitoba civil service under the principles of merit, fairness and equity. Affirmative action is a factor in selection. Applicants are encouraged to indicate if they are from any of the following groups: women, Aboriginal people, visible minorities and persons with disabilities.

The Labour Relations Division in the CSC negotiates collective agreements for civil servants. Under authority delegated from the CSC, most government departments maintain their own Human Resources offices and exercise staffing authority for the majority of positions in their department. The employing authorities are Deputy Ministers and hiring is conducted through open competitions.

The highest ranking civil servants, namely the 21 Deputy Ministers and the Clerk of the Executive Council, together with the Civil Service Commissioner, are named by the Lieutenant Governor in Council at pleasure. The Premier consults with Ministers and the Clerk of the Executive Council before making the final selection. Deputy Ministers are not provided mandate letters, and are instead verbally briefed on the exercise of their functions. Associate/Assistant Deputy Ministers are also Lieutenant Governor in Council appointments; everyone else is a civil service appointment. Employees in the Executive Council are exempt from union membership and collective bargaining, as is the senior management in other departments.

As head of the civil service, the Clerk of the Executive Council is responsible for providing leadership and vision. The Government of Manitoba has initiated public sector reform initiatives entitled "Service 1st". In addition to the general public sector reform activities, there are two other significant sub-components: "Better Systems" is an initiative involving several departments which will enhance service to and interaction with the public through the redesign of government processes and the implementation of information technology to allow enhanced electronic communication; and, "Better Methods" is a major re-engineering project involving government-wide corporate processes such as human resources, payroll, financial management and reporting. "Service 1st" reports to the Clerk in his capacity as Cabinet Secretary. One of the special projects under "Service 1st" is the "Service 1st Fund" which promotes innovative activities and reforms by providing seed money on a non-repayable basis.

Senior bureaucrats traditionally developed their careers within a single department, but the Clerk is increasingly advising them to look at other departments and encouraging "cross-fertilization". An annual review of the senior management in government is undertaken by the office of the Clerk together with the Civil Service Commission. As for the Clerk, he or she is selected and evaluated by the Premier.

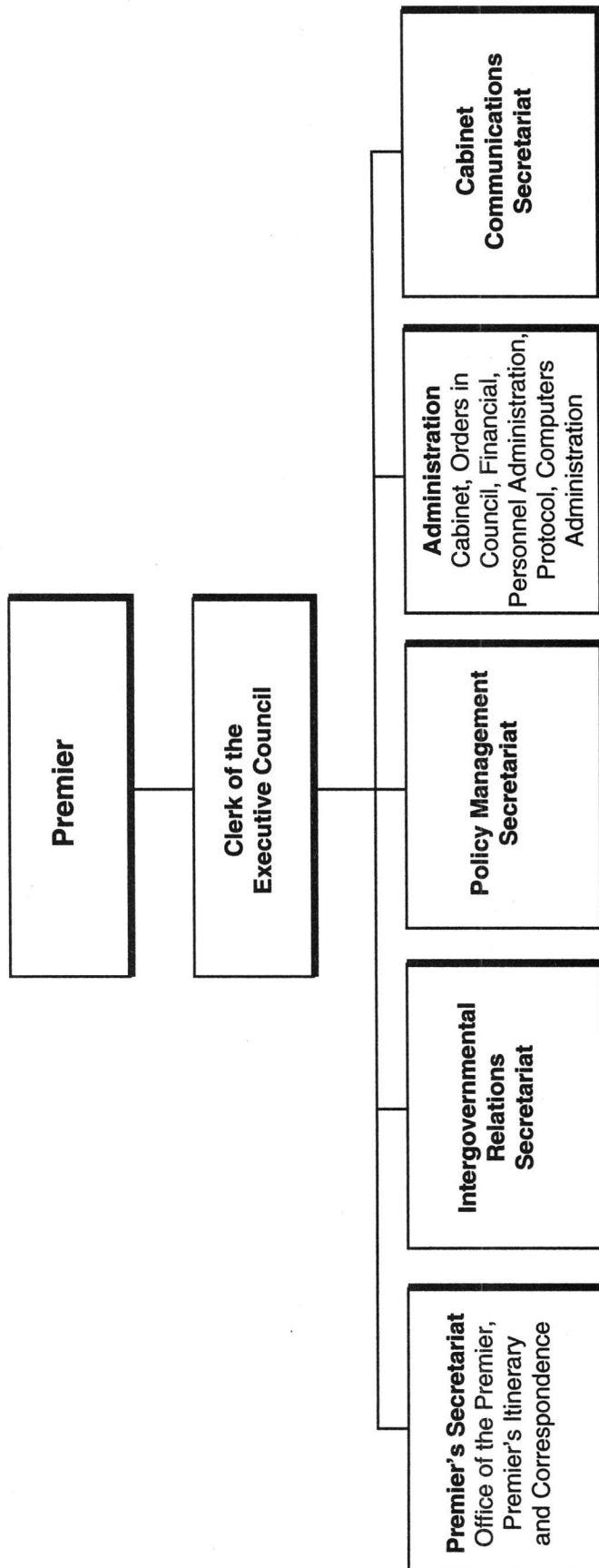
To deal with the demographics of the Manitoba civil service, there exists an entry level internal management recruitment program which offers Master's level graduates three years of diversified experience in government. Approximately half a dozen candidates are recruited yearly as part of this pilot project. There also exists an Aboriginal management program to encourage the greater mobility of Aboriginal civil servants within government.

The Manitoba civil service has endured a five year wage freeze and a 4 per cent reduction which was enforced through ten days leave without pay - seven summer Fridays and three days during the winter holidays. As of April 1st 1998, the wage reduction has fallen to 1.9 per cent, which translates into five days leave without pay. The reduction will be totally lifted in 1999.

Currently, there are no incentives or bonus pay in the Manitoba civil service. Performance evaluations, however, are conducted for every employee on a yearly basis. Political staff are evaluated by the Chief of Staff, Assistant Deputy Ministers are evaluated by Deputy Ministers, and Deputy Ministers are evaluated by the Clerk of the Executive Council in consultation with the Minister.

(An Information Technology Project completion bonus plan has been announced and details will soon be communicated. Senior manager bonus plans in other jurisdictions are currently being examined, but to date, there is no decision to implement such a plan in Manitoba.)

Executive Council - Administrative and Organization Chart



BRITISH COLUMBIA

I DECISION-MAKING PROCESS

The formal decision-making process in British Columbia is centred on the Executive Council, commonly known as the Cabinet. The Premier exercises his prerogative to appoint Ministers to Cabinet, and to the Cabinet committees. With the exception of Treasury Board and the Environment and Land Use Committee which are established by legislation, all other Cabinet committees are constituted by the Premier. These committees also have caucus members appointed to participate fully in the committees' work. The committees are as follows:

- the Treasury Board;
- the Planning and Priorities Committees;
- the Cabinet Committee on Regulations and Orders in Council;
- the Cabinet and Caucus Committee on Legislation; and
- the Environment and Land Use Committee.

Treasury Board has a sub-group called the Crown Corporations Working Group. The Planning and Priorities Committee has two sub-groups: the Fisheries Working Group and First Nations Issues Working Group.

Each committee or working group is chaired by a Cabinet Minister, except for the Planning and Priorities Committee, which is chaired by the Premier.

There are 75 members of the Legislative Assembly; 38 sit on the Government benches, of whom 19 are Ministers. Currently, 9 Government backbenchers sit on Cabinet committees (2 of whom sit on two committees).

Cabinet committees function to provide an opportunity that all cross-Ministry implications have been thoroughly explored. The committees serve to ensure that policy and fiscal initiatives are well developed before they come to Cabinet. This allows the Cabinet agenda to focus on priorities and on board public policy matters.

II CENTRAL AGENCIES

In British Columbia, the Premier and the Cabinet are supported in the exercise of their responsibilities, by both line Ministries, and by central agencies. The two primary central agencies are the Executive Council and Treasury Board.

The Premier is supported by two organizations. The Premier's Office is comprised of the Premier's personal and political staff. The Principal Secretary oversees the operation of this office which manages the Premier's schedule, correspondence and communications.

The Executive Council Office supports the Premier across the full range of his responsibilities as head of government. While these two organizations have very distinct roles, close consultation and coordination are necessary.

1. Executive Council Office

Under the leadership of the Deputy Minister of the Premier, this central agency provides integrated advice to the Premier and Cabinet on government wide priorities and issues. The Deputy to the Premier coordinates and oversees the management of major government issues and undertakings, provides policy advice to the Premier and Cabinet, and his Head of the Public Service.

Three Secretariats report to the Deputy Minister to the Premier: Cabinet Operations, Cabinet Policy and Communications Secretariat and Intergovernmental Relations.

The Deputy Minister to the Premier is responsible for direction and accountability within the Deputy Ministers' community. He chairs the Deputy Ministers' Council a forum that manages all cross Ministry issues, from strategic planning, budget reviews to streamlining government operations, and common government-wide initiatives.

As head of the public service, the Deputy Minister to the Premier is responsible for the management of senior levels of the public service. He provides advice to the Premier and to Cabinet on the selection, appointment, performance review and termination of Order in Council appointments. He also oversees public services renewal, and the training and development to the public service.

The Deputy Minister to the Premier is also the Deputy responsible for the Intergovernmental Relations Secretariat. This Secretariat manages British Columbia's overall approach to intergovernmental relations, provides advice and strategic planning on the federal-provincial priorities of the government, monitors initiatives of the federal, provincial and foreign governments for their relevance to the province's positions on intergovernmental initiatives; and is responsible for organizing government's protocol and events functions. Reporting to the Minister of Intergovernmental Relations and to the Premier, through the Deputy Minister to the Premier, the

Secretariat is responsible for providing policy analysis, advice and planning for the Premier's participation in First Ministers' Conferences, Annual Premiers conference, Western Premiers' Conference and in international trade missions. The Secretariat also oversees the operations of BC House located in Ottawa.

Cabinet Operations also reports to the Premier, through the Deputy Minister to the Premier. The Cabinet Secretary is the head of Cabinet Operations and is responsible for briefing and advising Ministers on issues before Cabinet providing management and secretariat support to Cabinet and Cabinet Committees, maintains a record of Cabinet deliberations and communicates Cabinet decisions throughout government. On all matters related to the Cabinet agenda, the Cabinet Secretary reports directly to the Premier.

Cabinet Policy and Communications Secretariat is headed by a Deputy Minister, who reports to the Premier, through the Deputy Minister to the Premier. The Policy Branch assists in the development, coordination and implementation of the government's policy priorities, and provides a policy review of all Cabinet and Treasury Board submissions, legislation and information items. The Communications Branch ensures that government communications and public relations are coordinated, consistent and serve the public in a cost-effective manner.

The Deputy Minister to the Premier has established a Committee to ensure collaboration and coordination. He, the Cabinet Secretary, the Deputy Minister of Cabinet Policy and Communications, the Premier's Principal Secretary and the Director of Communications meet regularly. Through this informal structure, emerging issues, strategic priorities and policies are coordinated as part of the comprehensive advice provided to the Premier on a daily basis.

2. Treasury Board Secretariat

Treasury Board Secretariat is the other central agency that, through the Cabinet Committee of Treasury Board, helps to support Cabinet. It is responsible for ensuring that public money is managed and distributed in the public interest by providing analysis and advice to Treasury Board, which is chaired by the Minister of Finance and Corporate Relations.

The *Financial Administration Act* gives Treasury Board the authority to evaluate government programs for economy, efficiency, and effectiveness, and to make decisions relating to the government's accounting policy and practices, financial management and controls; and personnel management.

The Treasury Board Secretariat, led by the Deputy Minister of Treasury Board supports the Cabinet committee in development of the annual Budget and Estimates, and by managing the Consolidated Capital plan process.

3. Public Service Commission

The Public Service Commission, headed by the Public Service Commissioner, is responsible for providing the general direction on hiring policies and for overseeing the appeal mechanisms. While the hiring authority of the Public Service Commission has been delegated to individual government ministries, the ministries must ensure that the staffing policies established by the Commission are implemented. The Public Service Commission is also responsible for the publication entitled "Postings" in which advertisements for available positions in the public service may be published. Mobility is greatly encouraged for good managers and strong performers within the senior levels of the public service. Performance evaluations are conducted annually by supervisors at all levels of the public service.

PRINCE EDWARD ISLAND

I DECISION-MAKING PROCESS

The decision-making process in Prince Edward Island rests with the Premier and his full Cabinet (Executive Council). The Executive Council is the Prince Edward Island government's ultimate authority in policy setting and decision-making.

The Executive Council includes the President of the Executive Council (who is usually the Premier) and the Ministers of the various departments of government as set out in the *Public Departments Act*. There are nine members of the Executive Council (including the Premier).

The Executive Council, its committees, and its supporting staff positions, are established by the *Executive Council Act*. Specific functions of the Executive Council include:

- establishing government objectives;
- setting government policy;
- determining government priorities;
- initiating, revising or terminating government programs;
- finalizing budget estimates for consideration by the Legislative Assembly;
- determining legislative requirements and approving draft bills for consideration by the Legislative Assembly; and
- exercising such specific authority as has been delegated by the Legislative Assembly to the Lieutenant Governor in Council (for example, the authority to make or approve regulations, the authority to make appointments, etc.).

The Executive Council is supported by three Cabinet committees - the **Treasury Board**, the **Strategic Planning Committee** and the **Legislative Review Committee**. Treasury Board is chaired by the Provincial Treasurer and four other Cabinet Ministers are members. It deals with all matters having financial implications. The Strategic Planning Committee is comprised of three Cabinet Ministers and four non-ministerial Government members of the Legislative Assembly. It is chaired by the Premier. It deals with all policy matters, both social and economic. The Legislative Review Committee is chaired by the Government House Leader (a non-ministerial Government member of

the Legislative Assembly). It examines legislative proposals, provides drafting instructions, reviews proposed new and amended regulations, and scans the legislative landscape to avoid redundancy. Its membership consists of one Cabinet Minister and three other MLAs. The Secretary is a lawyer. All members of the Government caucus, except for the Speaker, sit on either the Executive Council or a Cabinet committee or both. All members of all Cabinet committees, Ministers and MLAs alike, take an Oath of Confidentiality upon appointment to a Cabinet committee.

Each of the Cabinet committees employs analysts to work with staff in line departments to ensure that an appropriate framework and an orderly process exists to guide:

- the development and ongoing review of legislation and regulations;
- the uniform administration of government business;
- the equitable enforcement of sound practice; and
- the creative development of new or modified approaches to dealing with issues.

It is expected that all legislative proposals, all suggested new regulations and regulatory amendments and all matters with significant policy or financial implications will have been considered and a recommendation rendered by one or more of the Cabinet committees prior to Executive Council's being asked to determine the direction to be taken. While Treasury Board is assigned certain decision-making powers under the *Financial Administration Act*, the other two committees have no governing legislation and make recommendations to Executive Council only.

The Legislative Review Committee, after having reviewed legislative proposals, authorizes officials to proceed to the drafting stage. Draft legislation is normally reviewed by caucus and not Cabinet (except for contentious issues or matters expected to have far-reaching implications).

The Executive Council also relies on the "**Senior Management Team**" for assistance with strategic policy development and implementation of government policy direction. The Senior Management Team is chaired by the Premier's Principal Secretary and includes the Clerk of the Executive Council, the Secretaries to the three Cabinet committees, the Deputy Heads of all line departments, and the Chief Executive Officers of the human resource agencies (Staffing and Classification Board and Human Resource Management Services Inc.). The members of this group are accountable for departmental or agency responsibilities and as well for the development of certain corporate directions as determined by Cabinet. It meets weekly.

Treasury Board draws staff support in the areas of financial and corporate policy analysis from the resources of the Department of Provincial Treasury, while the Strategic Planning Committee is served by staff of the Executive Council Office and the Legislative Review Committee by Executive Council's Legal Counsel with assistance, as required, from the Department of Community Affairs and Attorney General.

There are currently 27 members in the Legislative Assembly of Prince Edward Island. They are divided among the following party lines:

- 18 Progressive Conservatives;
- 8 Liberals; and
- 1 NDP.

II CENTRAL AGENCIES

The government reform process initiated in the early 1990's resulted in significant changes to the structure of the Government of Prince Edward Island. Two of the major objectives of the reform activities were:

- to increase administrative flexibility; and
- to improve the accountability of departments and agencies in the context of a strengthened "corporate" approach.

Impacts on central agencies included the restructuring of the Department of Finance, the Treasury Board Secretariat, the Civil Service Commission and the Executive Council Office.

Responsibility for financial and administrative policy remained with the **Provincial Treasury** (previously the Department of Finance). The Treasury Board Secretariat ceased to exist as a separate administrative entity, but the budget and policy analysts and administrative support staff previously employed in the Secretariat became staff of the Department of Provincial Treasury, with duties and responsibilities essentially unchanged. Responsibility for some personnel policy functions such as payroll administration, employee benefits and training were transferred to the Provincial Treasury from the former Civil Service Commission, renamed the **Staffing and Classification Board**. The new Staffing and Classification Board retained responsibility for recruitment and selection to the civil service and for administration of the classification plan.

Responsibility for collective bargaining, previously divided between the former Treasury Board Secretariat and the former Civil Service Commission, was assigned to a newly created corporation, **Human Resource Management Services Inc.** Recently, however, the Government has taken a decision to privatize Human Resource Management Services Inc. and to combine the Staffing and Classification Board with the Human Resource Division of the Provincial Treasury back into a single human resource body called the P.E.I. Public Service Commission. It is to be an arm's length entity with three Board members appointed as per the Staffing and Classification Board's legislation. (The legislative mechanism to effect the reestablishment of a single human resource entity within government is expected to go forward in this session.)

With the conclusion of government reform and the implementation of the new structures in April 1993, the Cabinet Committee on Government Reform, staffed from the Executive Council Office, was disbanded and in its place, a central Policy Unit was established. Further refinement occurred in December 1996 with the formal creation of the Policy Board as a Cabinet committee and the conversion of the Policy Unit to the Policy Board Secretariat. Approximately one year later, in January 1998, the Policy Board was abolished and two new Cabinet committees, the Strategic Planning Committee and the Legislative Review Committee were established. The staff of these committees, the Office of Intergovernmental Affairs, the P.E.I. Ports Commission and the Office of the Clerk comprise the Executive Council Office.

1. The Executive Council Office

The major functions and responsibilities of the Executive Council Office include:

- to co-ordinate planning and policy development (via the Strategic Planning Committee) within the provincial government;
- to review, analyse and assess the social and economic effects and impacts of issues, proposals or recommendations to Executive Council;
- to undertake or co-ordinate special projects;
- to inform and advise Executive Council with respect to intergovernmental issues;
- to assist in negotiating and monitoring Economic and Regional Development Agreements with the Government of Canada;
- to coordinate the government's legislative program;
- to organize and manage Executive Council documents and to create and maintain the official records; and
- to liaise with Government House and the Privy Council Office or the Department of Canadian Heritage on matters of protocol and procedure.

In carrying out its responsibilities, the Executive Council Office frequently staffs positions via the secondment of senior employees from line departments and agencies of government for terms of up to two years. This provides government with the benefit of diverse perspectives, while giving experienced employees the opportunity to participate in planning and policy development at the central agency level.

The Executive Council Office is divided in the following manner:

- Office of the Clerk, which includes the staff of Clerk of the Executive Council, Strategic Planning Committee, Legislative Review Committee, Intergovernmental Affairs and P.E.I. Ports Commission; and
- Premier's Office, which includes the Principal Secretary, the Chief of Staff, the Executive Assistant and administrative staff.

The Premier's Office is headed by the Principal Secretary who oversees all activities in the Premier's office. Information is channelled through the Principal Secretary to the Premier, including that from the Senior Management Team.

a) The Role of the Cabinet Secretary

The functions that might normally fall to a Cabinet Secretary are divided in Prince Edward Island between the Premier's Principal Secretary, who serves also as Deputy Minister for Intergovernmental Affairs and Senior Policy Advisor, and the Clerk of the Executive Council.

i) The Principal Secretary

The Principal Secretary, with assistance from the Senior Management Team, advises the Premier and Cabinet on matters of policy and strategy.

ii) Clerk of the Executive Council

By law, the Clerk of the Executive Council is responsible for the official records of the Executive Council. The Clerk as manager provides a full range of administrative and policy supports to the Premier, Executive Council and the Cabinet committees, and administrative direction to the civil service. Both the Principal Secretary and the Clerk attend all meetings of Cabinet.

b) Office of Intergovernmental Affairs

The Prince Edward Island Office of Intergovernmental Affairs operates as a division within the Executive Council Office and is responsible for:

- Federal-provincial relations;
- Constitutional and national unity matters;
- Aboriginal affairs;
- Atlantic provinces economic and social cooperation;

- International and internal trade policy; and
- Social policy renewal.

The Premier is the Minister responsible for Intergovernmental Affairs and his Principal Secretary and Senior Policy Advisor is the Deputy Minister. Protocol responsibilities are coordinated from the Premier's Office.

The Deputy Minister of Intergovernmental Affairs has immediate access to the Premier to review various issues. This ensures that the Premier has an early opportunity to identify positions on priority issues for upcoming meetings.

Intergovernmental Affairs (IGA) staff coordinate the preparation of briefing materials for all intergovernmental meetings involving the Premier. Normally, there are discussions several months in advance among Intergovernmental Affairs officials of the jurisdictions involved regarding the meeting agenda. Once a draft meeting agenda is determined, the Deputy Minister of Intergovernmental Affairs requests briefing notes. Internally, IGA staff consult with line departments regarding agenda items and coordinate the assembly of the briefing package. As the draft notes are received, IGA staff review them to ensure they provide a useful and comprehensive summary, to eliminate any inconsistencies, to discuss expected outcomes and to obtain additional information, if required. IGA staff usually prepare the briefing notes on issues which involve several departments.

Once the briefing notes are in order, a formal briefing with the Premier takes place. In addition to IGA and Premier's Office staff, Ministers, Deputy Ministers or other Senior staff may participate in briefing sessions.

IGA staff ensure that line departments receive ongoing Cabinet direction on issues where required; for instance, the authorization of the Executive Council is sought before a Minister enters into an intergovernmental agreement.

These processes also apply to the Annual Premiers' Conference, the Conference of Atlantic Premiers, and the Conference of New England Governors and Eastern Canadian Premiers.

Intergovernmental Affairs does not have an Ottawa office. The Department of Economic Development and Tourism maintains a Trade and Investment Office in Hong Kong.

The Intergovernmental Affairs Office does not issue an annual report, nor does it have enabling legislation.

2. Department of the Provincial Treasury/Treasury Board

Section 8 of the *Executive Council Act* provides that:

- 8(1) There shall be a committee of the Executive Council called the Treasury Board which shall advise on budget preparation, financial analysis, government organization, operating policy and procedures, financial administration, collective bargaining, staff relations, human resource development and classification.
- (2) The Board shall consist of the Provincial Treasurer and not more than four other members of the Executive Council appointed by the Lieutenant Governor in Council.
- (3) The Provincial Treasurer shall be the chairperson of the Board.
- (4) The Deputy Provincial Treasurer shall be the Secretary to the Board.
- (5) The Board shall determine its own procedure.

Treasury Board meets weekly; during the course of these meetings requests from Departments and Agencies for authorization in any of the areas of Board responsibility are addressed. In many areas (e.g., tender awards, position creation or abolition, contract renewals, etc.), Treasury Board has the authority to give direction in its own right, while in other matters (loan guarantees, special warrants for additional budgetary appropriation, direction on the year-end financial statements of Crown Corporations) the Board must refer its recommendation to Executive Council for decision.

The Department of the Provincial Treasury, which supports the Treasury Board, is responsible for central fiscal management and the allocation of resources. Specific functions include:

- establishing fiscal goals and priorities;
- research and analysis on fiscal matters;
- preparing economic reviews, analyses and forecasts for budgetary and economic planning;
- federal/provincial fiscal arrangements;
- levying and receiving provincial revenues;
- tax administration;
- banking and money management;
- borrowing/debt servicing;
- preparing and administering operating and capital budgets;
- payment processing;
- purchasing;
- provincial property records;

- information systems delivery;
- administering insurance and risk management;
- coordinating of corporate leadership;
- human resource development (personnel administration, training, employee assistance);
- establishing general administrative policies for the public service; and
- controlling the establishment and abolition of classified positions.

3. Staffing and Classification Board

The Staffing and Classification Board is an independent agency established under the *Civil Service Act*. The Board consists of three members - one selected by the Lieutenant Governor in Council, one appointed by the Lieutenant Governor in Council from a list of three nominees submitted by the Union of Public Sector Employees, and one, to be chairperson, selected by the Lieutenant Governor in Council from a list of at least two nominees submitted jointly by the other two members.

The position of Chief Executive Officer is at the Deputy Minister level and appointment is made by the Lieutenant Governor in Council.

In addition, employees in the Human Resources Division of the Provincial Treasury provide support in the following areas:

- Human Resources Administration;
- Employee Assistance;
- Employee Benefits;
- Learning Centre; and
- Occupational Health and Safety.

The Staffing and Classification Board includes two divisions. Staffing Services provides leadership and support in ensuring that government hiring practices are consistent and equitable and that qualified employees are selected for vacant positions. Classification Services is responsible for organization review, compensation research, job evaluation and position classification.

All senior director positions are filled via in-service or open competition. On the basis of interviews and other assessment tools, candidates are ranked and, in the case of an open competition, the names of the three highest ranking candidates are presented to the Minister for selection and

subsequent appointment by the Board. In the case of an in-service competition the highest ranking candidate is appointed.

Staff members below the Deputy head level must go through competitions established by the Staffing and Classification Board to be appointed to the public service. Appeals from competition decisions are handled through an appeal mechanism that has been built into the *Civil Service Act*.

4. Human Resource Management Services Inc.

Human Resource Management Services Inc. is an arm's length organization which has been mandated to handle all of the Government's negotiations with the various unions (i.e., Nurses, Teachers, Union of Public Sector Employees, Government's Excluded Employees Group, etc.). At present, it is composed of six employees.

5. Evaluation and Remuneration

Directors are subject to annual performance management assessments based on a combination of organizational and personal objectives established by each director in consultation with his or her deputy head.

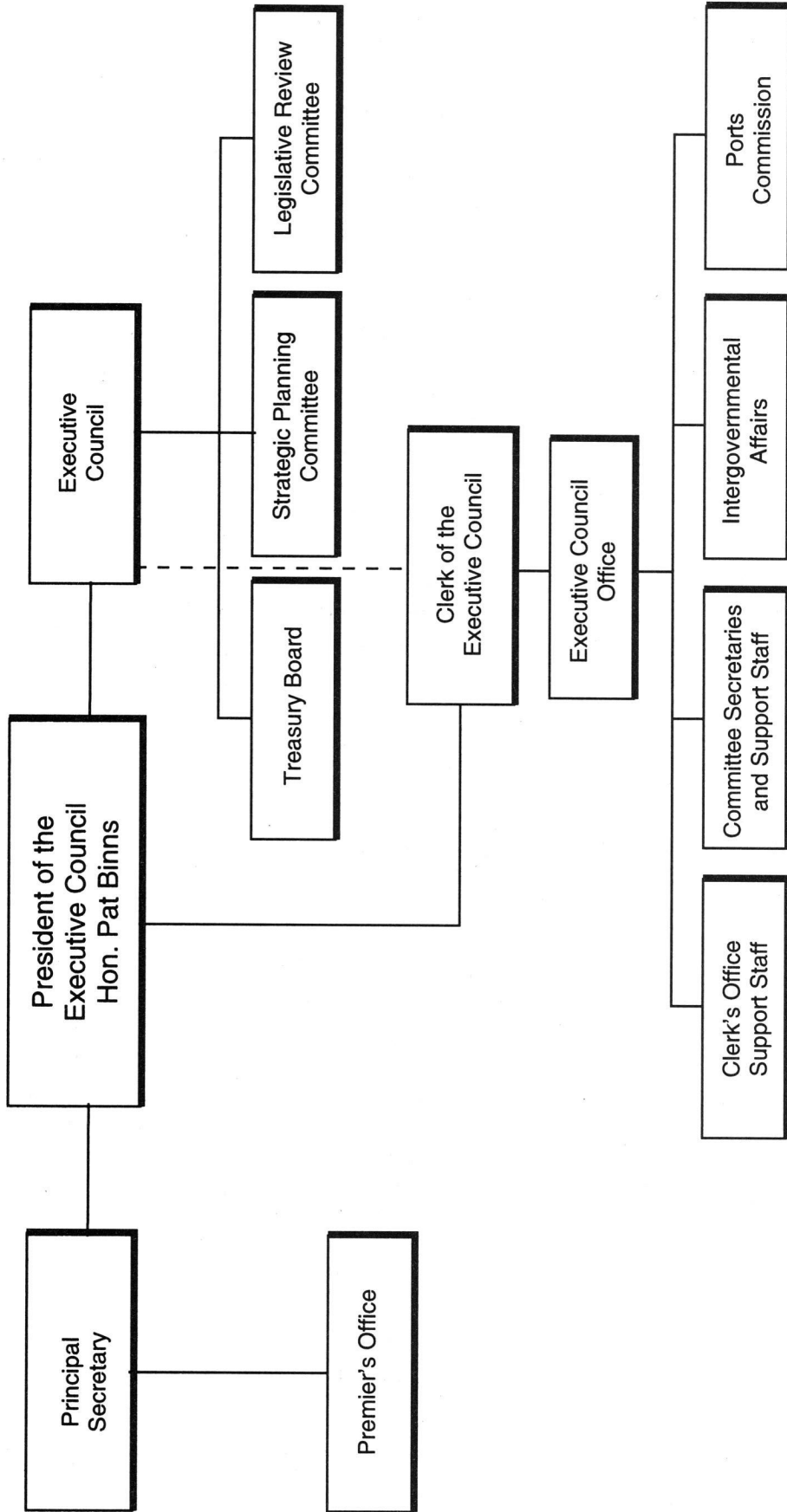
Deputy heads are selected by the Premier and appointed by the Lieutenant Governor in Council. They may be promoted from within the senior director ranks, or hired from outside the provincial government service.

There is currently no provision for performance pay, and no system of performance measurement for deputy heads.

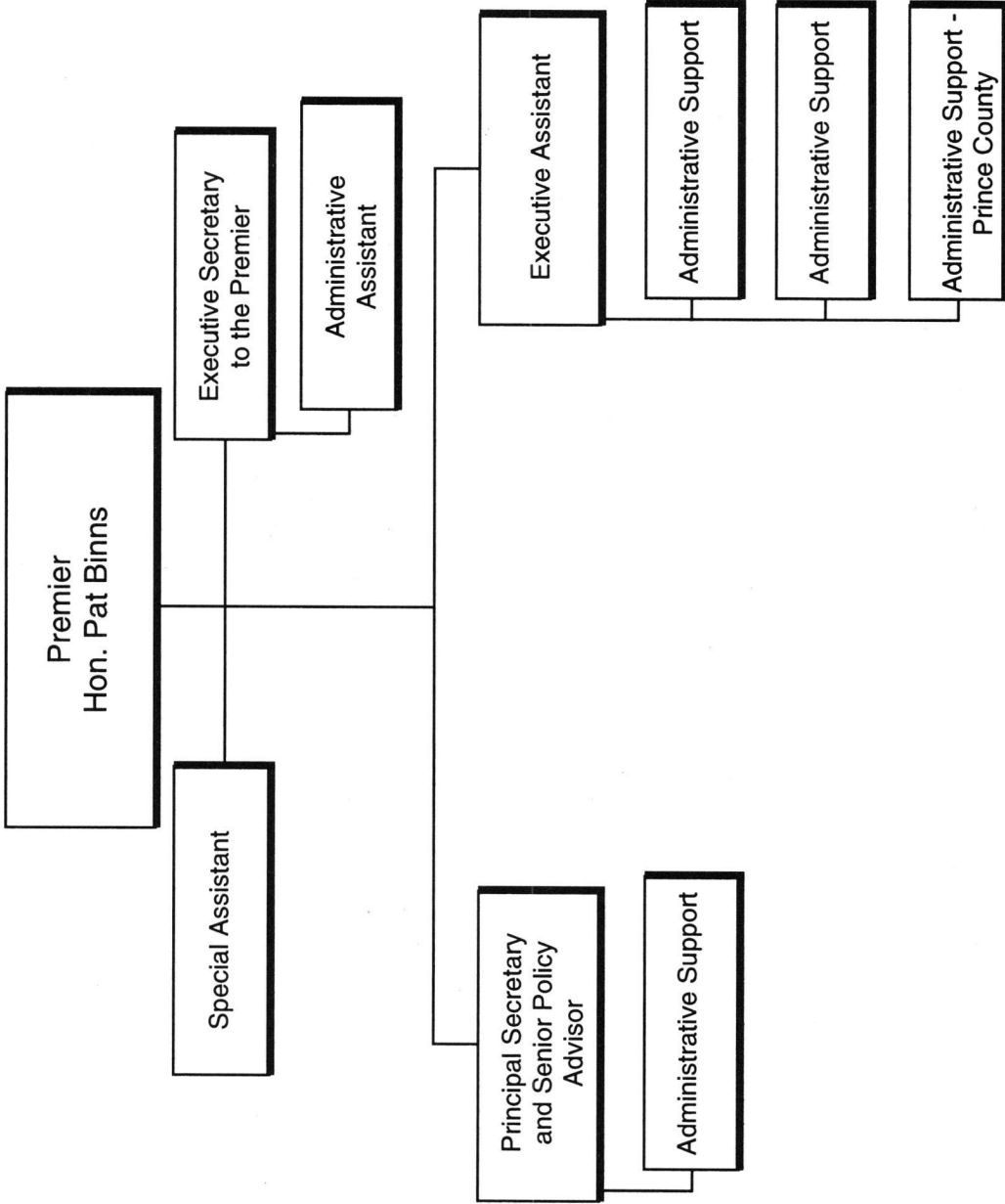
The current government has appointed six deputy heads from outside the public service and three from within. Of the remaining deputy heads, seven were appointed from the civil service by previous administrations and only one from the outside.

There have been two salary roll-backs in recent history. From November 1988 until March 1989, there was a voluntary roll back. The second occurred in May 1994 until October 1996. This, however, was a legislated roll-back in which a 7 ½ per cent reduction was applied to the public sector at large. The pay rate was restored in October 1996, retroactive to May 1995. There has not been a wage increase for deputy heads since 1992.

Executive Council Office



Premier's Office



SASKATCHEWAN

I DECISION-MAKING PROCESS

The decision-making process in Saskatchewan rests principally with the Cabinet which is composed of the Premier and Ministers of the governing party who hold seats in the Legislative Assembly. Its meetings, by tradition, are chaired by the Premier. The size of the Saskatchewan Cabinet varies depending on the wishes of the Premier. It has had as many as 25 members but currently has 18 Ministers and the Premier. Cabinet is the major decision-making body of government and the forum to which Ministers bring matters whenever they wish input or advice from their colleagues or need the approval of Cabinet to proceed. Cabinet is responsible for determining the government's policies, priorities, legislative agenda and budget; appointing individuals to certain agencies, boards and commissions; initiating, revising or deleting programs; and making decisions regarding other legislative instruments of government such as regulations and orders in council.

Cabinet committees are delegated some of the responsibility for gathering and analysing information and recommending appropriate action. Saskatchewan legally has nine Cabinet committees. These committees have from six to ten members, including the chair and vice-chair. Some of these members are Government MLAs. Any members who are MLAs but not Ministers must take the same oath of confidentiality as Cabinet Ministers. The membership of the Treasury Board and Investment Board is identical. Unlike the other Cabinet committees, the Treasury Board, Investment Board and Crown Investments Corporation (CIC) have some statutory decision-making responsibilities.

The existing Cabinet committees are:

- **Planning and Priorities Committee**: oversees and coordinates the development of the Government's policy agenda including providing the Premier and Cabinet with advice on medium to long range planning; leadership in policy development on initiatives best managed by central government; corporate recommendations on key policy initiatives; and the integration of policy initiatives; (8, 2)⁶
- **Treasury Board**: (required by statute): is responsible for managing the finances of the government, establishing administrative and accounting policy and practices, program evaluation and displaying the organization of government in the *Estimates* (7);

⁶ The first number indicates ministerial membership, the second number refers to MLAs who are members of the Cabinet committee.

- **Investment Board**: (required by statute): is responsible for matters relating to investments made by the executive government. While this is a separate statutory committee, in practice, it meets in conjunction with Treasury Board. The chair simply adjourns the Treasury Board meeting and immediately reconvenes the meeting as a meeting of the Investment Board (7);
- **Economic Development Committee**: develops economic development policy and strategies for economic development and job creation (6);
- **Crown Investments Corporation**: (CIC) (required by statute): is the holding company for the Government's commercially viable investments. It is governed by a board of directors which also serves as a Cabinet committee. As the board of a holding company, it is responsible for approving capital allocations. As a Cabinet committee, it provides leadership and support in the use of commercial Crowns and investments as instruments of public policy. All decisions related to the acquisition, divestiture and management of investments are the responsibility of the CIC (6);
- **Legislative Review Committee**: recommends the legislative agenda to Cabinet; reviews all legislation proposed and recommends its disposition; enforces the *Code of Regulatory Conduct* as it applies to legislation (6);
- **Regulations Review Committee**: reviews all regulations which require Cabinet approval; enforces the application of the *Code of Regulatory Conduct* to regulations; and monitors the progress of regulatory reform (5);
- **Orders in Council Review Committee**: reviews all proposed orders in council and recommends their disposition to Cabinet (5); and
- **Public Sector Bargaining Compensation Committee**: manages the implementation of the mandates for public sector collective bargaining and addresses policy matters dealing with compensation of public servants (6).

The chairs, vice-chairs and members of each Cabinet committee are designated by the Premier. While the chairs and vice-chairs must be Ministers, MLAs are occasionally members of the committees. Currently, inclusion of MLAs is usually meant to achieve one or more of the following purposes: as a link to caucus, for example the chair of caucus is a member of the Planning and Priorities Committee; for special expertise, for example an MLA who is a lawyer may be a member of the Legislative Review Committee; to provide a promising MLA with experience prior to a ministerial appointment. Previous administrations have used Legislative Secretaries and frequently assigned them to Cabinet committees in order to lessen the workload of Ministers.

Attendance at Cabinet meetings is restricted. The Deputy Minister to the Premier and Cabinet Secretary⁷ attends to observe the discussions, support the Premier, and understand the rationale for the decisions in order to communicate them accurately to officials. The Clerk of the Executive Council and Assistant Cabinet Secretary attends to record the decisions and ensure proper procedures are followed. The Chief of Staff to the Premier attends in order to liaise afterwards with the caucus. Senior officials of the Secretariat to the Treasury Board may attend during the budget preparation to support the Minister of Finance. Occasionally, at the request of the Premier or Cabinet, other officials may attend to provide expertise and advice.

Attendance of officials at Cabinet committee meetings varies depending on the specific committee. The secretary of the committee and policy analyst(s) attend to support the committee chair, record decisions and prepare the minutes for Cabinet. Officials from departments sponsoring a proposal, usually the Deputy Minister and public servants specializing in the subject matter, attend to provide information, answer questions and assist Ministers. Attendance of officials, in addition to the secretariat and departmental staff is as follows:

- **Planning and Priorities Committee**: Deputy Minister to the Premier and Cabinet Secretary; Chief of Staff to the Premier; Deputy Minister of Finance or designate; and Deputy Minister of Intergovernmental and Aboriginal Affairs.
- **Treasury Board**: Assistant Deputy Minister of Finance (Expenditures); Executive Director of Economic and Fiscal Policy; Deputy Minister to the Premier and Cabinet Secretary.
- **Crown Investments Corporation**: Deputy Minister to the Premier and Cabinet Secretary; and Deputy Minister of Finance.
- **Public Sector Bargaining Compensation Committee**: Deputy Minister of Finance or designate; and President of CIC or designate.
- **Legislative Review and Regulation Review Committees**: legal advisors and legislative drafters from the Department of Justice; and staff from the House Business and Research Office for legislation.
- **Economic Development Committee**: Assistant Deputy Minister (Policy); Deputy Minister to the Premier and Cabinet Secretary; Deputy Minister of Finance or designate; President of CIC; and Deputy Ministers of affected economic development departments.

⁷ Incumbent's position is the equivalent of the Clerk of the Privy Council and Secretary to the Cabinet in the federal government.

Except for committees with statutory powers that authorize them to make certain decisions, all conclusions of the committees become recommendations to Cabinet and are subject to Cabinet review and decision. Each committee has a secretariat which is usually located in a central agency such as Executive Council, Finance, or the Crown Investments Corporation. The secretariat for the Cabinet Committee on Economic Development is located in the Department of Economic and Co-operative Development. The secretariat for the Public Sector Bargaining Compensation Committee is independent of any department or agency and reports directly to the secretary of the committee. The secretariats to the Cabinet committees therefore are fairly decentralized and are responsible for preparing their respective committee's agendas, managing the committee's meetings, and preparing the committee's minutes.

While the Cabinet committees' secretariats are decentralized and Executive Council has limited formal control of the committees' agendas, informal mechanisms exist to ensure that the Premier retains overall control of the Cabinet agenda. Mechanisms used in Saskatchewan to assist the Cabinet Secretary and Premier to control policy development and Cabinet agendas are meetings of the secretaries to the Cabinet committees with the Cabinet Secretary; joint Cabinet committee meetings; the Cabinet Secretary's briefing meetings with the Premier; the power of the Cabinet Secretary and the Clerk of the Executive Council to withhold items from a Cabinet agenda for further work; and, the integration capabilities of the Policy and Planning Secretariat in Executive Council.

Every Monday morning, the Cabinet Secretary meets with the secretaries of the Cabinet committees to review what policy issues their committees are working on, the agendas for the next committee meetings, when the committees will be ready to bring specific items to Cabinet, and whether there is need for coordination among the committees. At this meeting, the Cabinet Secretary also reviews the agenda for the next Cabinet meeting and provides an opportunity for the secretaries to discuss the policy submissions. These meetings encourage cooperation and teamwork in policy development and synchronization of efforts.

When issues cut across the mandates of more than one committee, the committees hold joint meetings. Such meetings have been held between the Planning and Priorities Committee and the Economic Development Committee; Treasury Board and the Economic Development Committee; Treasury Board, Crown Investments Corporation and the Public Sector Bargaining Compensation Committee; and Crown Investments Corporation and the Economic Development Committee.

The Cabinet Secretary uses two briefing mechanisms to assist the Premier. The first mechanism is briefing prior to each Cabinet meeting of the items on the agenda along with written notes on key agenda items. The second mechanism involves weekly briefings on matters of an emerging nature, which often require anticipatory strategies, preplanning or research and development.

The Policy and Planning Secretariat not only provides direct support to the Cabinet Secretary and Premier by providing them with environmental scans and corporate advice, but also, by undertaking on their behalf, facilitation and mediation activities to bring departments and agencies to a common recommendation. This secretariat promotes understanding of the government's goals and priorities; encourages, supports, and coordinates the development of policy by departments and agencies by acting as a resource, coordinating initiatives that cut across departmental and agency lines, and chairing interdepartmental or interagency committees; and mediating conflicts in policy development among departments and agencies.

The Deputy Minister to the Premier and Cabinet Secretary also chairs the Management Committee of Deputy Ministers (MCDM) which meets on a monthly basis. The Deputy Minister picks the issues, and while 30 minutes of the meeting are usually spent discussing administrative matters, 90 minutes are spent on sectoral areas (e.g., welfare reform), to get a broad, horizontal policy perspective and provide corporate thinking on public policy issues.

Saskatchewan is currently reviewing its entire Cabinet system with a view to streamlining; providing better integration of certain aspects of policy development; making better use of Ministers' time; improving the efficiency of the system; and enhancing the accountability of the Cabinet committees. Consultations with the major participants in the system, including Ministers, secretariats to the committees, Deputy Ministers, the Chief of Staff, and others, are part of this review process. The review is examining the number and type of Cabinet committees required; the mandates of the various committees; the requirements for secretariats and the location of the secretariats; the composition of the committees; the relationships to caucus, caucus committees and the House Strategy Committee; formats of Cabinet documents; and a variety of procedures.

Policy development and implementation is a co-operative process in which Cabinet bears the major responsibility. However, resources are the overriding restriction in policy development and require that public servants thoroughly analyse a variety of options for presentation to their Ministers and Cabinet. Much of government policy is developed at the department level. Departments establish policy development processes within their own departments; propose new policy and amendments to existing policy; consult internally with other government departments and agencies and externally with stakeholders; work through policy and resource issues with the committee secretariats; prepare decision items for the Minister; and provide recommendations and advice to the Minister. Officials in departments also prepare whatever other material is needed for Cabinet committees and Cabinet planning meetings. In addition to providing advice and recommendations to their respective Ministers, Deputy Ministers also provide information and advice to the Premier and Cabinet Secretary.

The Deputy Minister to the Premier and Cabinet Secretary and the Clerk of Executive Council and Assistant Cabinet Secretary prepare Cabinet agendas for the Premier's consideration. They must ensure that adequate advance consultation has occurred, particularly within the relevant central agencies, line departments and among key stakeholders. They also ensure that the appropriate Cabinet committees and interdepartmental committees have reviewed the submission and that outstanding issues have been addressed. Central agencies and the Cabinet Secretary facilitate coordination among departments and committees.

The Deputy Minister to the Premier and Cabinet Secretary and the Clerk of the Executive Council and Assistant Cabinet Secretary attend Cabinet meetings to provide secretariat support, including recording all decisions made. Cabinet meetings often end with a discussion of the "State of the Nation" which is a political discussion and does not result in decisions being made that require recording. Decisions are recorded in the Cabinet minutes and communicated on a confidential basis to the relevant Ministers, heads of departments, agencies and Crown corporations.

There are 58 seats in the Saskatchewan Legislative Assembly, divided among the following party lines⁸:

- 40 New Democrats;
- 8 Saskatchewan Party;
- 6 Liberals;
- 3 Independent; and
- 1 vacancy.

The New Democrats form the governing party while the Official Opposition is formed by the Saskatchewan Party. The Saskatchewan Party resulted from a merger between the Conservative MLAs who remained after their party decided to become inactive and some sitting Liberal MLAs who left their party.

II CENTRAL AGENCIES

In Saskatchewan, the Premier and the Cabinet are supported in the exercise of their responsibilities by the Department of Executive Council.

1. The Department of Executive Council

The Deputy Minister to the Premier and Secretary to Cabinet is the most senior official in the Department of Executive Council. As Deputy Minister to the Premier, the incumbent is the senior public servant in executive government. In this capacity, he must keep abreast of the overall goals, priorities and policies of the government, progress being made, emerging issues, and trends and future needs. He must also provide vision and leadership to the public service and champion

⁸ Because of an upcoming by-election, the composition of the Assembly may change.

attitudes, values, and changes which strengthen a professional public service. He draws on the staff of the Executive Council and other central agencies and senior officials throughout government to assist him in these areas.

The Deputy Minister to the Premier also strives to improve the quality of senior management; strengthen relationships between Ministers and Deputy Ministers; ensure the public service has a strong policy capacity; and encourage effective means of achieving corporate goals. To assist him in fulfilling these responsibilities, he obtains advice from the Director of Senior Management Services, the Chair of the Public Service Commission and the Human Resources Management Committee; undertakes disciplined objective setting and performance review exercises with all senior personnel; facilitates opportunities to further develop individuals; provides mandate letters and orientation information to new Ministers and new senior officials; facilitates appointments and mechanisms that will strengthen policy development; and uses forums such as the Management Forums for Deputy Ministers and for Assistant Deputy Ministers and the staff of the Policy and Planning Secretariat to achieve more effective policy and program integration.

The role of the Cabinet Secretary requires the incumbent to ensure that the Cabinet system supports effective and efficient decision-making, and to oversee the work of the Clerk of Executive Council and Assistant Cabinet Secretary and the Director of Machinery of Government with respect to the design and implementation of the system. The Cabinet Secretary is also responsible for encouraging high quality recommendations being brought forward to Cabinet and Cabinet committees and in forums outside of Cabinet such as in issues management teams. The Cabinet Secretary uses the Committee of Cabinet Secretaries, ad hoc committees, briefing meetings with the Premier, and appointments of staff with specific expertise to assist him with these responsibilities.

Almost all positions in Executive Council are staffed by order in council. The mandates of departments, including the Department of Executive Council, are stated in the annual *Estimates*. The mandate is:

To facilitate and communicate decisions of the Executive Council (Cabinet) by providing research, analysis and policy advice to Cabinet and Cabinet committees, coordinating policy development and government communications and managing Cabinet records. It also provides support to the Premier in his role as head of government, chair of Cabinet and head of the political party with the mandate to govern.

The department is the secretariat to Cabinet and to certain committees designated by the Lieutenant Governor in Council and, when required, to interdepartmental/interagency committees. The department provides administrative support to the Premier and Cabinet Ministers; coordinates and organizes the government's business in the Legislative Assembly and provides research support services for the Premier and Members of the Executive Council. The department is also responsible for setting the standards, rules and procedures for the decision-making system.

The Department of Executive Council has two sections: the Office of the Deputy Minister to the Premier, which is the bureaucratic side, and the Office of the Chief of Staff to the Premier, which is the political side.

The Deputy Minister to the Premier and Cabinet Secretary and the Chief of Staff to the Premier are in contact on a daily basis. This informal consultation system rests on absolute trust between both of them. The incumbents usually meet with the Premier at the same time and deal with issues under the obligation that they are to provide constructive suggestions on how the political and policy agenda can best be meshed.

Cabinet requires political support from the Government caucus on policy issues. During policy development, Ministers may have their departments take policy ideas to a caucus committee for feedback. Ministers may also, on an informal basis, have their department officials discuss potential initiatives with a group of the Minister's colleagues. The Chief of Staff to the Premier attends all Cabinet meetings and liaises with caucus. Legislation is forwarded to the caucus for review after it has been approved by the Legislative Review Committee. Ministers may also take Cabinet decisions from proposals they have sponsored to the relevant caucus committee and through this committee to full caucus for information and approval.

a) The Office of the Deputy Minister to the Premier

The Office of the Deputy Minister to the Premier is comprised of the:

- Deputy Minister's Office;
- Policy and Planning Secretariat;
- Cabinet Secretariat; and
- Administration and Information Systems.

i) Deputy Minister's Office

The Deputy Minister's Office supports the Premier in his roles as Head of Government and Chair of Cabinet and also provides a coordination function between government departments, agencies, Crown corporations and Cabinet. The Office oversees overall government operations; it coordinates the appointments of senior executives for departments and agencies; and it provides executive leadership for government, including chairing the Management Committee of Deputy Ministers. The Deputy Minister to the Premier is the Premier's primary source of advice on the structure of the Cabinet decision-making process.

ii) Policy and Planning Secretariat

The Secretariat acts as support staff to the *Cabinet Committee on Planning and Priorities*. It promotes mutual understanding of the government's agenda and priorities among departments and agencies. The Secretariat also identifies medium and long term economic and social issues and examines viable approaches and solutions; it coordinates and supports the development and integration of departmental and agency proposals to address major social and economic policy and examines the implementation of priority initiatives and evaluates government's effectiveness in meeting its objectives.

iii) Cabinet Secretariat

The major tasks of the Cabinet Secretariat are to provide administrative support to Cabinet and Cabinet committees, i.e., by organizing meetings, recording minutes of Cabinet and the Legislative Review and Regulations Review Committees, maintaining public records of all orders in council and regulations, coordinating Cabinet meetings with interest groups and the public, and maintaining contracts of senior executives pursuant to *The Crown Employment Contracts Act*.

iv) Administration and Information Systems

This branch provides human resource services for the department and Cabinet Ministers. These services include information respecting and processing of forms regarding benefits and compensation; preparation of documents to bring into effect certain human resource decisions, and administration of relocation and vehicle policies for senior executives. It is also responsible for the department's annual budget and for providing computer systems support to the department and Minister's offices.

b) The Office of the Chief of Staff to the Premier

The Office of the Chief of Staff to the Premier is comprised of the:

- Chief of Staff's Office;
- Correspondence Unit;
- Itinerary Office;
- Premier's Office;
- Communications Coordination Unit;
- House Business and Research Office; and
- Media Services/Media Relations.

The Chief of Staff is the most senior political advisor to the Premier. The Office is responsible, among other things, for:

- providing political advice to the Premier and Members of the Executive Council;
- liaising between Cabinet and the caucus;
- coordinating, with the Deputy Minister to the Premier, the Premier's itinerary;
- managing the political agenda of the party in the provincial legislature; and
- planning communications and coordinating media relations.

2. The Department of Intergovernmental and Aboriginal Affairs (IAA)

The management of intergovernmental relations in Saskatchewan in the past 15 years has operated through two different organizational models: in a separate department with its own mandate, or as a branch of the Department of Executive Council. Saskatchewan has determined that the most suitable model for today's environment is a separate department, i.e., Intergovernmental and Aboriginal Affairs. The main reasons that prompted the adoption of this separate configuration were the need for a large staff to support all aspects of intergovernmental and Aboriginal affairs and the need to reduce the pressures on Executive Council exerted by the constitutional component.

The mandate of the Department of Intergovernmental and Aboriginal Affairs is to protect and promote Saskatchewan's interests through the strategic management of the province's relations with other governments and their agencies in Canada and abroad. The Department assists in the development, coordination and implementation of the intergovernmental activities of the government's departments and agencies. It is directly responsible for the conduct of the province's policies regarding trade, telecommunications and broadcasting; and constitutional, federal-provincial, and international relations. It manages several interdepartmental international agreements and provides support for the Provincial Secretary. (The Provincial Secretary is responsible for matters relating to official protocol and special events; French language services; Government House and the Office of the Lieutenant Governor; the government website; and local government elections.) The department serves as a window into government for Indian and Métis people, coordinates Aboriginal policies, and manages provincial obligations under the Treaty Land Entitlement Agreements.

3. The Department of Finance

The Minister of Finance is the chair of Treasury Board and the Deputy Minister of Finance is the Secretary of Treasury Board. Cabinet and Treasury Board set the government's fiscal framework. Finance manages the framework and the allocation of resources. Its mandate, as stated in the *Estimates*, is:

To manage the financing, revenues and expenses of the Government in order to enhance the fiscal strength of the province.

Finance's duties and responsibilities include:

- developing and analysing revenue, expense and economic policies to assist Treasury Board and Cabinet in developing and implementing the Government's fiscal plan;
- managing provincial tax and refund programs, collecting revenues, auditing businesses and providing information and rulings in accordance with legislative requirements;
- administering the Government's central expenditure, payroll and revenue systems and preparing the Government's financial statements and Public Accounts;
- managing the provincial debt and providing an investment managing service for various funds administered by the Government, Crown corporations, and other agencies; and
- administering public sector pension and benefit plans.

4. The Public Service Commission

The Public Service Commission is created as a legal entity separate and independent from executive government. It is the employer for the Saskatchewan government. It is primarily responsible for upholding the principles of merit, equity, fairness, and a professional, independent public service; acting as an appeal tribunal for challenges to the recruitment process; and enforcing the government's *Conflict of Interest Guidelines*. The Public Service Commission consists of a chairperson and several members. The chairperson is also the permanent head of a central agency, also called the Public Service Commission, which is made up of public servants who provide staff support to the Commissioners. The chairperson works closely with the Deputy Minister to the Premier and Cabinet Secretary to ensure there is coordination between the two roles and their influence on corporate human resource policy.

The Public Service Commission is the Government's manager of much of the human resource function. It provides leadership and policy direction for the human resource function, is responsible for the Government's classification system, and provides a quality control service for staff recruitment. It coordinates the Government's Employment Equity Program and the Employee Family Assistance Program and coordinates various learning and educational programs in support of corporate strategies.

There is more encouragement now for interdepartmental mobility (although there has yet to develop government-wide consensus on the concept). There are internal management level programs for senior executives, and the PSC has a parallel program for the whole public service (except for levels above Associate Deputy Minister). Efforts are made to co-ordinate both programs.

Order-in-council, contract and Crown corporation positions are not within the jurisdiction of the Public Service Commission.

a) Appointment of Senior Officials

The appointment of senior officials is based on merit and competency. Knowledge, skills, abilities, education and experience are considered in the selection process.

While it is the Premier's prerogative to appoint Deputy Ministers, Associate Deputy Ministers, and the Clerk of the Executive Council and Assistant Cabinet Secretary, the Deputy Minister to the Premier and Cabinet Secretary is responsible for recommending candidates for his consideration. The Premier makes the final selection. Ministers are not required to be involved in the selection of Deputy Ministers because the Deputies are responsible first to the Premier, and second to the Minister.

Incumbents of these positions are appointed by Order in Council which gives effect to their employment and provides authority for their employment contracts. Order in Council appointments are not strictly used for political appointments. Many Department of Executive Council staff and incumbents of key positions in government departments or agencies are appointed in this manner in order to avoid potential conflicts of interest with unions.

Assistant Deputy Ministers, Executive Directors, and many other senior officials are recruited and selected in the same manner as other permanent staff. The Deputy Minister of the department is responsible for the selection of incumbents of these positions. The Deputy Minister involves the office and staff of the Deputy Minister to the Premier as well as a representative of the Public Service Commission in the selection panels for these positions.

Senior staff of the Premier's and Ministers' offices are selected by the Premier or the Minister for whom they will work. The Chief of Staff may assist in the recruitment and selection processes.

b) Performance

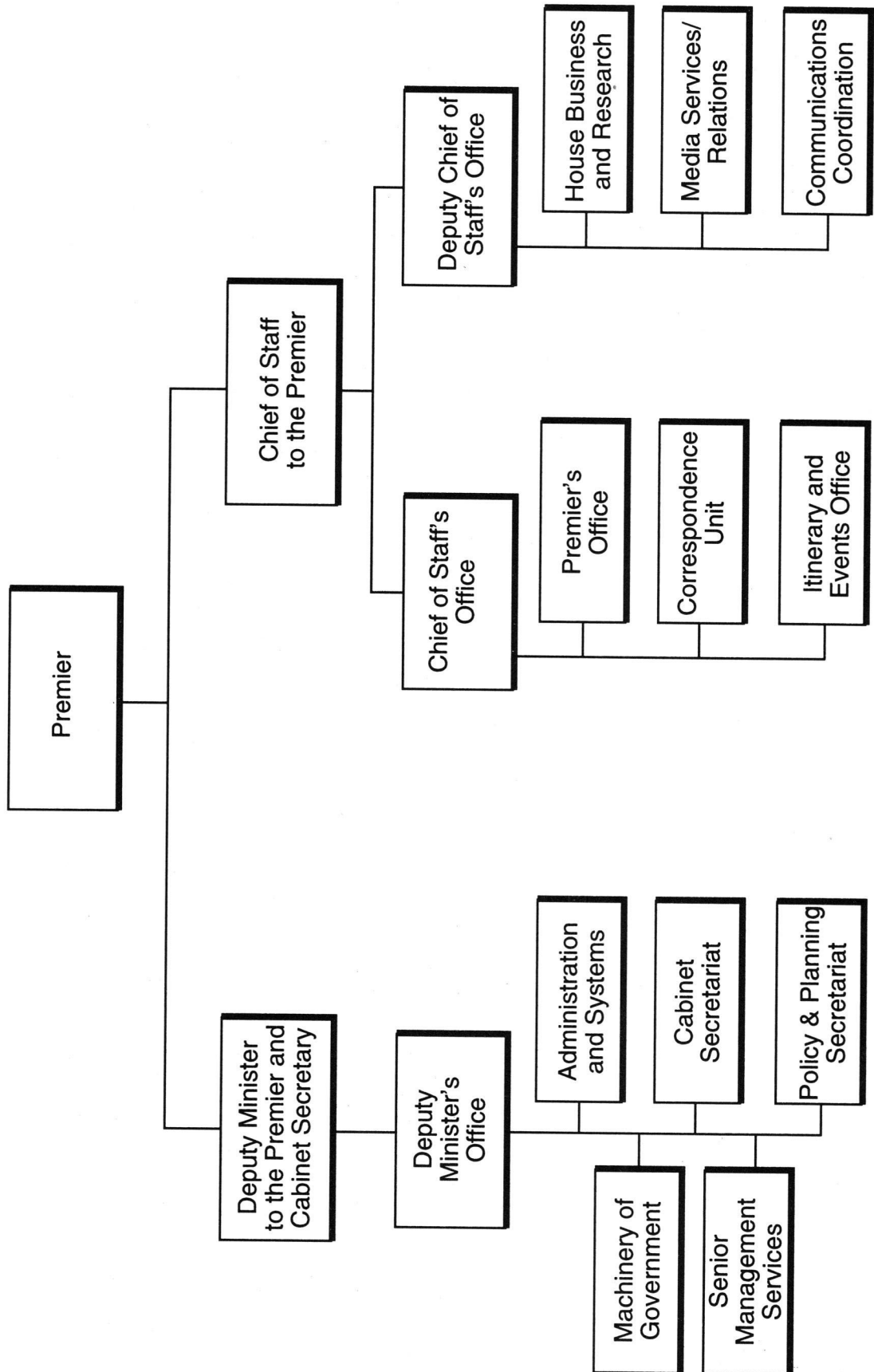
The Deputy Minister of the Premier and Cabinet Secretary reviews the performance of Deputy Ministers, Associate Deputy Ministers, the Clerk of the Executive Council and Assistant Cabinet Secretary, and the staff of his own office.

The Chief of Staff reviews the performances of senior officials in the Premier's Office. The Deputy Ministers are responsible for establishing performance review procedures for their own staff.

c) Merit Pay

Wage freezes were imposed on the Saskatchewan public service for three years, 1991-94. A new performance evaluation system is being developed and should be introduced in the 1999-2000 fiscal year. It will have important consequences for movement within the public service.

Department of Executive Council



ALBERTA

I DECISION-MAKING PROCESS

The Alberta formal decision-making process is not an exclusive executive function. In December 1992, the Premier announced the establishment of a new decision-making process for the Alberta government centred around **Standing Policy Committees** and developed in conjunction with Members of the Legislative Assembly from the party constituting the Government. All existing committees of Cabinet and caucus, with the exception of Treasury Board and the Legislative Review Committee, were disbanded. Following the general election held in March 1997, the Standing Policy Committees were again restructured. There are currently seven Standing Policy Committees⁹:

- Agriculture and Rural Development (7/7);
- Community Services (6/6);
- Education and Training (6/6);
- Financial Planning and Human Resources (6/6);
- Health Planning (6/6);
- Jobs and Economy (6/6); and
- Sustainable Development and Environmental Protection (6/6).

Each Standing Policy Committee is chaired by a **Private Government Member** and the Premier designates a **Minister to act as vice-chair**. The Standing Policy Committees are composed of an equal number of Ministers and MLAs; the unique membership of these committees flows directly from the Premier's commitment to provide caucus with a greater say in the newly reformed decision-making process.

In addition to these committees, the Agenda and Priorities Committee (6/2), Treasury Board (6/2), the Legislative Review Committee (1/8) and the Audit Committee (1/0/6) are also an integral part of the Alberta decision-making process. Not one is exclusively composed of Cabinet Ministers and, in the case of the Audit Committee, most members are not even MLAs. The Premier is a member of all committees with the exception of the Legislative Review Committee and the Audit Committee.

⁹ The first figure appearing in parentheses indicates the number of Cabinet Ministers who are members of the committee; the second figure indicates the number of Government backbench members, and the third refers to committee members who are not MLAs.

Government policy and legislation all flow as a natural progression from the **three-year business planning process**. This is a cyclical process that begins in June of each year with Treasury Board setting the overall fiscal framework. In July, the departments are provided with the fiscal framework within which their business plans must be developed. In August and September, each department presents to the appropriate Standing Policy Committee a draft of its annual report which outlines the department's actual performance of the prior year in relation to its projections for that year. This review sets the stage for the October review by the appropriate Standing Policy Committee of the department's revised three-year business plan.

The Standing Policy Committees will report the results of their review to Treasury Board, either confirming their support for the business plans or highlighting where necessary any plans that may have strayed from the overall fiscal framework established by Treasury Board. These reports, along with any other issues raised by the Treasury Department, form the basis for the representations by individual departments to Treasury Board during the months of November and December.

The decisions and recommendations of Treasury Board are reviewed with Cabinet and caucus; the final directions from Treasury Board are formalized into three-year budget targets and final departmental business plans, culminating in the Budget and the tabling of the business plans in the legislature.

Once a Standing Policy Committee has signed off a departmental business plan, the departments can begin submitting draft legislation for consideration by the appropriate Standing Policy Committee. This occurs through November and December, in preparation for the spring sitting of the legislature. While policy submissions to Standing Policy Committees occur throughout the year, the sign off of the departmental business plans also acts as a trigger for work on the bulk of policy initiatives.

New government policy can be initiated from a variety of sources (e.g., the general public, interest groups, industry, etc.). An initiative must first be approved and sponsored by a Minister, then researched and drafted by the department. The Minister presents the proposed policy to the Agenda and Priorities Committee which provides direction and refers the item to the appropriate Standing Policy Committee. The Standing Policy Committee will study the policy in detail, hear public submissions, and send its recommendation to Cabinet for final approval; in some cases, Cabinet may refer the matter to full caucus for discussion. The Standing Policy Committees are the gate-keepers of the decision-making process: any issue that has been rejected by a Standing Policy Committee will not be considered by Cabinet; should a Minister wish to pursue the matter further, changes will have to be made to the proposal.

New government legislation can also be initiated from several sources (e.g., department, MLA, general public, interest group). Once the initiative has been approved by a Minister, the conceptual framework for the bill is taken to Cabinet and, if Cabinet feels the legislation is necessary and sound, it is routed to the appropriate Standing Policy Committee for an in-depth review. A draft of the bill is then forwarded to caucus for discussion and approval. After caucus

review, the legislation, which by this time is very close to a final draft, is submitted to the Legislative Review Committee which is responsible for ensuring that the legal text contains the policies the caucus intended. This committee is comprised of a Minister, the chairs of the Standing Policy Committees, an MLA and legal counsel. Once the bill has received the approval of the Legislative Review Committee, it is ready to be introduced in the Legislative Assembly.

The chairs of the Standing Policy Committees attend Cabinet meetings to represent their committee's view and they participate in reaching a final decision. However, because the chairs are not sworn Ministers, they must swear **an oath of secrecy** to ensure Cabinet confidentiality and to foster frank and open ministerial deliberations.

Since the creation of the Standing Policy Committees, the Premier has moved away from conventional Cabinet decision-making structures: the "Cabinet committee" distinction is simply not made anymore in Alberta. The Standing Policy Committees were designed to be very flexible and to empower caucus, a goal the government believes it has achieved.

There are 83 members of the Legislative Assembly; 63 sit on the Government benches, of whom 19 are Ministers (including the Premier). Currently, all Government backbenchers sit on at least one of the eleven committees. Also, six non-members of the Legislative Assembly sit on the Audit Committee.

II OFFICE OF THE PREMIER AND EXECUTIVE COUNCIL OFFICE

The Premier, as leader of the governing party, is supported in the exercise of his responsibilities both by the Office of the Premier and by the Executive Council Office.

1. Office of the Premier

The Office of the Premier is coordinated by a **Chief of Staff** who manages the staff required for the running of the office. The Office of the Premier is comprised of the Director of Operations, the Director of Communications, the Director of Scheduling and Appointments, and the Southern Alberta Office of the Premier.

The **Director of Operations** participates in the coordination and monitoring of the government's legislative agenda and acts as a liaison between the Standing Policy Committees, caucus and the Office of the Premier. The **Communications Office** is responsible for coordinating the Premier's media requests and the information disseminated to the media by Members of the Executive Council (that is, Ministers), and for providing communications advice to the Premier and Members of the Executive Council. The **Director of Scheduling and Appointments** coordinates the Premier's schedule and supervises the correspondence unit responsible for coordinating written responses to public inquiries dealing with a wide range of issues.

The **Southern Alberta Office of the Premier** is located in Calgary and provides administrative support to the Premier and Members of the Executive Council for meetings and events which occur in the Calgary office. It also acts as liaison with Ministers' offices and their departments in order to respond to queries from southern Alberta.

2. **Executive Council Office**

The Executive Council Office is comprised of two main divisions: the Cabinet Secretariat and the Administrative Services Centre; both divisions report to the **Deputy Minister of Executive Council and Secretary to the Cabinet**.

The Secretary to the Cabinet carries out functions associated with two distinct positions. First, as **Clerk of the Executive Council**, he has overall and official responsibility for the administration of the Executive Council Office, Cabinet and its committees, and the Office of the Lieutenant Governor. It should be noted that there is also a Deputy Clerk who acts as Deputy Secretary to the Cabinet, and who is responsible for the day to day operations of the office.

Second, as **Deputy Minister of the Executive Council**, he is responsible for ensuring that all over-arching policies of the government are communicated and coordinated on behalf of the Executive Council. Matters that require strategic direction on the part of the Government, as well as other sensitive issues, are monitored by the Deputy Minister of the Executive Council to ensure their expeditious resolution.

The **Cabinet Secretariat** organizes and coordinates the planning and policy meetings that take place within the decision-making process of the government. It is also responsible for providing complete administration and record keeping support to Cabinet, the Standing Policy Committees, the Agenda and Priorities Committee and the Legislative Review Committee. In addition, the Secretariat participates in the coordination of the Treasury Board fiscal and business planning process with the departments, the Standing Policy Committees and the Treasury Board.

The **Administrative Services Centre**, led by a Director, provides human resource, financial and administrative support to the Office of the Premier, the Executive Council Office, the Office of the Lieutenant Governor and several other small entities.

It is important to note that Alberta does not have a central policy analysis and development function within the Executive Council Office or elsewhere in the government. Policy development is a function exercised by individual departments, and in the case of multi-departmental initiatives, it is developed jointly. The Deputy Ministers, led by the Deputy Minister of the Executive Council, meet regularly to manage, coordinate and report on these policy issues. The Executive Council Office is a facilitator in this regard.

The relatively small size of the Office of the Premier and the Executive Council Office requires their staff members to show versatility when dealing with major issues requiring coordination and consultation of both offices. The Deputy Minister of the Executive Council and the Chief of Staff work together to ensure that high quality advice and support is always provided to the Premier.

III OTHER CENTRAL AGENCIES

1. Treasury

The Treasury Department is responsible for encouraging sound business planning and financial decisions by providing analysis and recommendations to the Provincial Treasurer, Treasury Board and Cabinet. Secretariat support is provided to Treasury Board by Treasury officials. Treasury also develops and maintains frameworks for improving the accountability of departments for their financial and business decisions and for reporting financial information. The department manages the province's financial assets and liabilities.

2. Personnel Administration Office and the Public Service Commissioner

The Public Service Commissioner's principal responsibility is managing the Personnel Administration Office. Under the leadership of the Public Service Commissioner, the Personnel Administration Office develops corporate human resource strategies and policy frameworks that enable departments to fulfill their business plans and achieve the preferred future of the Alberta public service.

The Office provides expert consulting on benefits, classification and compensation, labour relations, occupational health and safety, staffing and workforce adjustment, and workforce development. It represents the government as employer and negotiates collective agreements. Authority for recruitment and promotion in the public service has been delegated to government departments. It should be noted that there is no staffing appeal mechanism in Alberta. Dissatisfied candidates may refer a complaint to the Public Service Commissioner or the Ombudsman, or seek redress through the courts.

The Personnel Administration Office maintains an executive search function for Deputy Ministers, key executive positions and members of significant agencies, boards and commissions. The Deputy Minister of the Executive Council, in consultation with the Members of the Executive Council, is responsible for staffing at the Deputy Minister level. The Public Service Commissioner will advertise the position. A panel, of which the Deputy Minister of the Executive Council is a member, is then created to interview a short list of candidates. The Minister then recommends to the Premier and the Cabinet the most suitable candidate from those approved by the panel. The Office of the Premier does not play a formal role in the staffing of the senior levels of Alberta's public service. Appointments at the Deputy Minister level are made by the Lieutenant Governor in Council.

In April, 1998, Cabinet approved recommendations from a private sector review committee for a new compensation plan for Deputy Ministers. The plan includes a variable pay component of up to 20 per cent of base pay. Cabinet sets a number of cross-government goals that must be met for the Deputy Ministers to be eligible for variable pay. In addition, Deputy Ministers have individual goals to meet that are set by their Minister and the Deputy Minister of the Executive Council, as well as goals and performance measures that are outlined in the business plans. These are detailed in a performance contract that is signed by all parties.

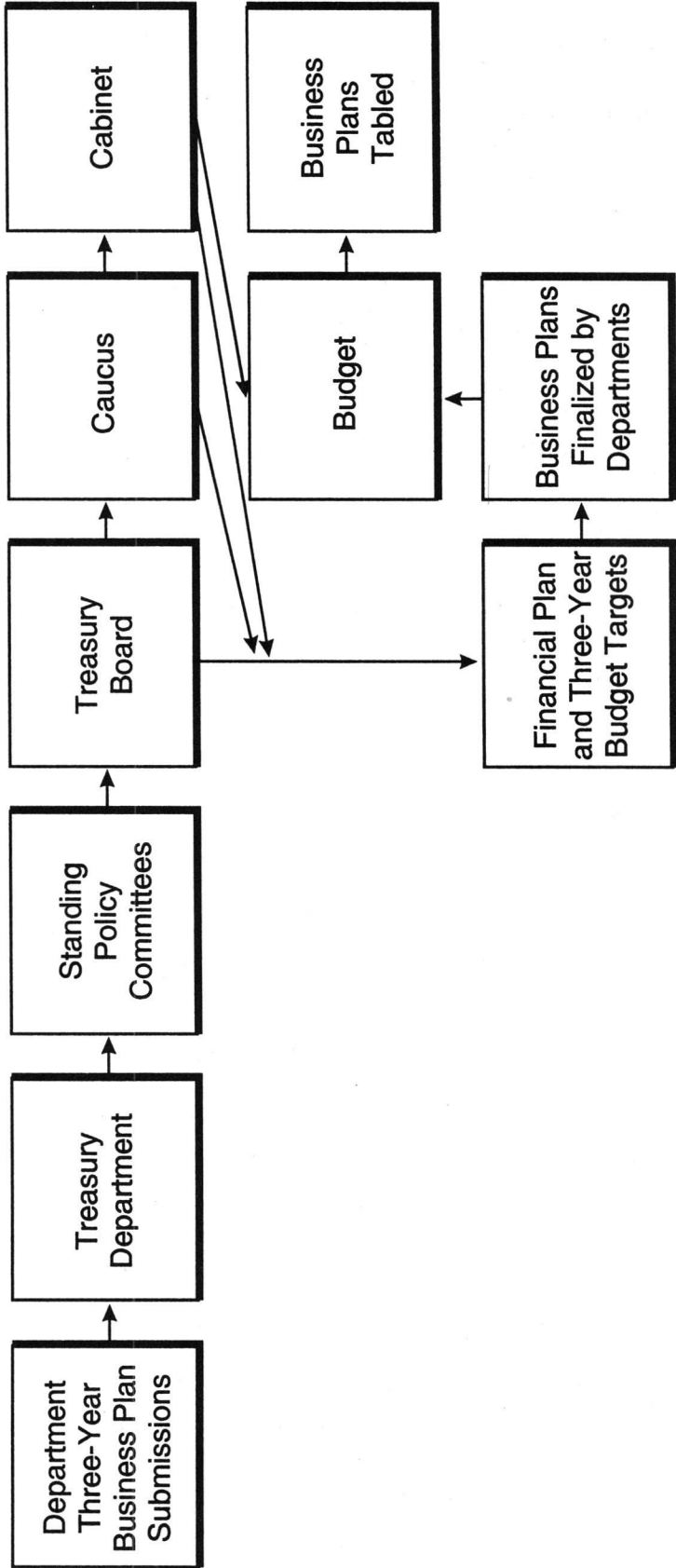
3. Department of Federal and Intergovernmental Affairs¹⁰

The Department of Federal and Intergovernmental Affairs is responsible for the management of intergovernmental relations under the direction of the Minister of Intergovernmental and Aboriginal Affairs. This department plays an important role in shaping policy initiatives and strategies for Alberta's relations with federal-provincial-territorial governments. It also provides expertise in international and Aboriginal affairs.

¹⁰ It should be noted that this department is not considered a central agency in the government of Alberta. However, for the purposes of reporting similar information between jurisdictions, it has been included.

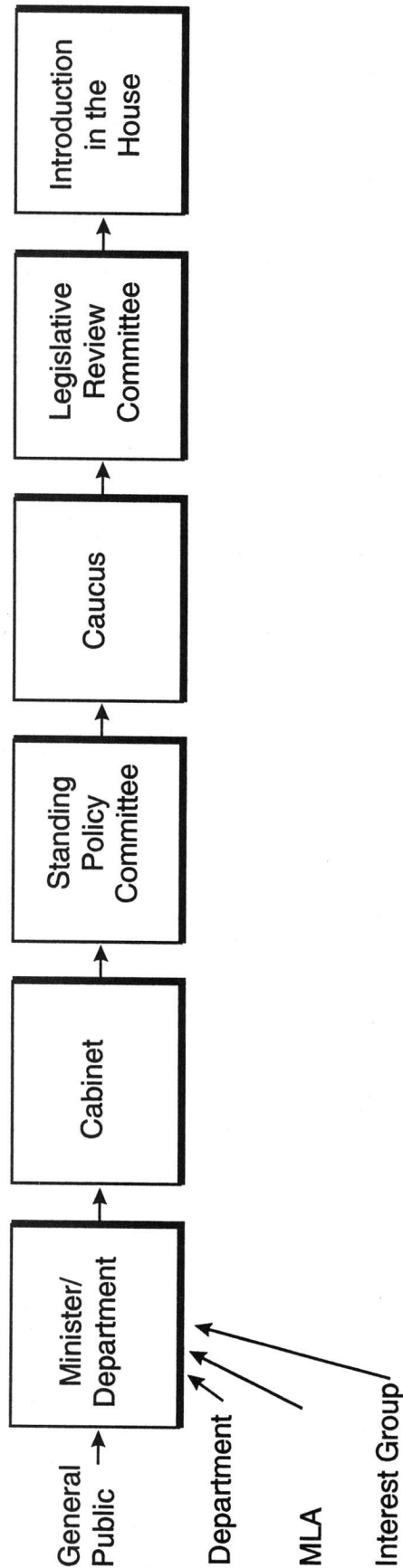
Treasury Board Fiscal and Business Plan Decision Model

Items requiring Treasury Board approval are brought forward by Ministers within department three-year fiscal and business plans. Treasury Department assists in coordinating information in the departmental draft submissions. The Minister takes the draft to the appropriate Standing Policy Committee for a general review, and the committee's recommendations are sent, together with the department's final submissions, to Treasury Board for review. The decisions and recommendations of Treasury Board are reviewed with Cabinet and caucus. The final directions from Treasury Board are formalized into three-year budget targets, and final department business plans.



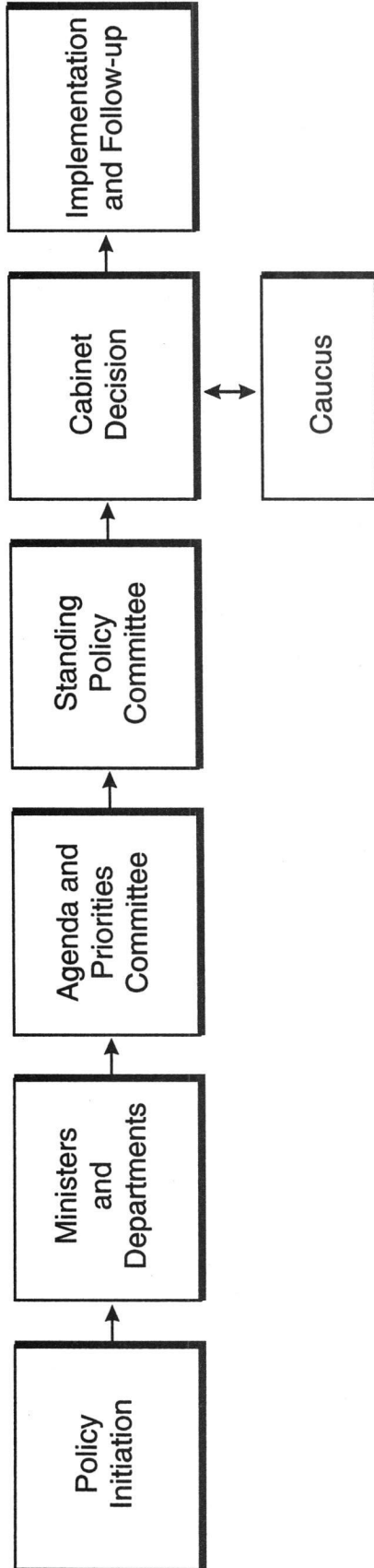
Government Legislation

New government legislation can be initiated from any number of sources. Often it comes from a government department and, on occasion, MLAs will approach the Minister with ideas from their constituents. Regardless of how the idea for legislation is generated, once the idea has been approved by the Minister, the conceptual framework for the bill is taken to Cabinet and, if Cabinet feels the legislation is necessary and sound, it is routed to one of the seven Standing Policy Committees for in-depth review. Following this process, the draft then goes to caucus for discussion and approval. After caucus review, the legislation, which by this time is close to a final draft, goes to the Legislative Review Committee. This committee is comprised of Ministers, MLAs and legal counsel, and it does a final review of the legislation to ensure that the legal text contains the policies that caucus intended. Once the Legislative Review Committee has approved the draft legislation, it is printed in a final form and put on Notice in the official papers of the Assembly. Anytime after that, it may be introduced as a bill. It requires three readings, and review in the Committee of the Whole before it can be passed. The new legislation may be effective immediately, or it may have a later proclamation date.

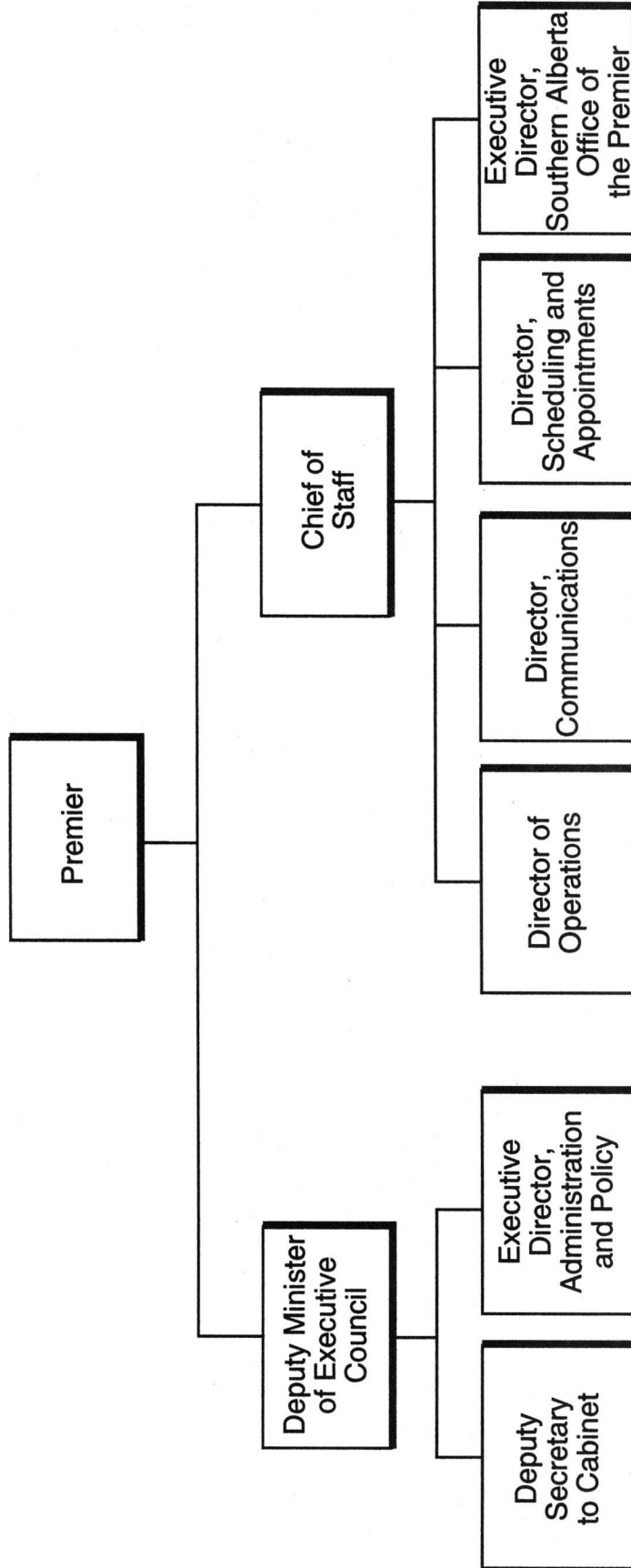


Ministerial Report Decision Model

New government policy can be initiated from many sources (the general public, interest groups, industry, etc.) and it must be approved and sponsored by a Minister and researched and drafted by his/her department. The Minister will take the proposed policy to the Agenda and Priorities Committee which directs the item to one of the seven Standing Policy Committees. The Standing Policy Committee studies the policy in detail, and its decision is sent to Cabinet and caucus for final approval.



Office of the Premier and Executive Council



NEWFOUNDLAND AND LABRADOR

I DECISION-MAKING PROCESS

Cabinet is the political forum in which Ministers reach agreement on goals, policies and programs. The Premier manages the Cabinet process. He establishes the organization and methods of operation of Cabinet and its committees. There are currently six standing committees of Cabinet:

- the Planning and Priorities Committee (6)¹¹;
- the Economic Policy Committee (8);
- the Social Policy Committee (8);
- the Routine Matters /Appointments Committee (8);
- the Rural Revitalization Committee (8); and
- the Treasury Board (9).

The Cabinet and its committees are comprised solely of Ministers. While officials often attend meetings of Cabinet committees with their Ministers, officials - other than the Clerk and Deputy Clerk - do not usually attend Cabinet meetings. Officials attend meetings of the Cabinet only when invited by the Premier, at their Minister's request. Officials sometimes give presentations to Cabinet and then answer any questions Ministers may have; however, before Ministers begin substantive discussions, departmental officials leave the meeting.

New initiatives enter the decision-making process through one of the policy committees following interdepartmental discussions. It is in these committees that matters are thoroughly discussed, details are considered, and recommendations are adopted for Cabinet's consideration. Most submissions come before full Cabinet as annex items; as consensus has already been reached in policy committee, this allows Cabinet to move quickly to approve these submissions. Should an item be brought before Cabinet and contentious issues arise, the item is ordinarily sent back to policy committee for further deliberation. Selected items receive more extensive consideration by full Cabinet; this allows Cabinet to apply most of its time to major issues.

¹¹ The figure appearing in parentheses indicates the number of Cabinet Ministers who are members of the committee.

A few major projects and initiatives (e.g., aboriginal land claims) are guided by the Planning and Priorities Committee, with periodic reports to full Cabinet. These reports are often in the form of computer presentations (using applications such as PowerPoint).

A regular feature of Cabinet meetings is the "Premier's update". Time is allocated at the outset of each meeting of full Cabinet to allow Ministers to give oral presentations and lead general discussions on timely political issues. No records are kept of these presentations and substantive decisions are rarely taken. Cabinet then turns its attention to written submissions for decision.

From time to time, the Premier establishes ad hoc committees of Cabinet to deal with specific issues. These committees are transaction-oriented and of a limited duration.

Cabinet meets in three "retreats" each year, in February, July and October. These meetings ordinarily consist of one half day for regular Cabinet, one half day for fiscal matters/major updates, one half day for planning for the next four months (e.g., legislative agenda) and one half day for a related series of topics (e.g., demographics and social policy). The Cabinet retreats are linked to the budgetary cycle.

There are 48 members of the House of Assembly; 36 sit on the Government benches, of whom 16 are Ministers.

II CENTRAL AGENCIES

The Premier must sustain the unity of the Cabinet, lead it in maintaining the confidence of the House of Assembly and serve as principal spokesperson to the public. As the authoritative spokesperson on the policies of the Government, the Premier leads the process of setting overall government policy and coordinating initiatives brought forward by Ministers. In carrying out these responsibilities, the Premier relies on a broad base of advice and support, notably from colleagues in Cabinet and caucus. As well, he is supported by his political staff and officials in the Office of the Executive Council. The decision-making process as a whole is supported by central agencies, including the Office of the Executive Council, the Treasury Board Secretariat and the Department of Finance.

1. Office of the Executive Council

The Office of the Executive Council is the Premier's department. It includes the Office of the Premier, Cabinet Secretariat, Intergovernmental Affairs Secretariat, Labrador and Aboriginal Affairs Secretariat and Communications and Consultation Branch.

The Office of the Executive Council (other than the Office of the Premier) is staffed by public servants. Officers are recruited from line departments and serve in Cabinet Secretariat and Intergovernmental Affairs Secretariat for a limited time, following which they again take up responsibilities in line departments. This rotational policy contributes to personnel development in the public service: officers bring their expertise from earlier responsibilities to their jobs in Executive Council; subsequently, their experience at the centre of government enhances their effectiveness in line departments.

By design, the Office of the Executive Council is a small organization. Its restricted size reflects the need to provide effective support to the Premier without duplicating expertise in other departments or agencies. The essence of its role is coordination.

A close working relationship involving the Office of the Premier, Cabinet Secretariat and the other secretariats within the Office of the Executive Council is essential. The Premier meets daily with both his Chief of Staff and the Clerk of the Executive Council. The Premier's Chief of Staff and the Clerk of the Executive Council work in close collaboration, keeping the other apprised of political, policy, communications and administrative considerations.

At the head of the Office of the Executive Council (other than the Office of the Premier) is the Clerk of the Executive Council and Secretary to the Cabinet. This position encompasses three related roles. As Deputy Minister to the Premier, the Clerk is the senior official reporting to the Premier on all governmental matters. The Clerk receives and transmits instructions from the Premier, and, as the senior official in the Office of the Executive Council, the Clerk coordinates the operation of the secretariats.

The Clerk assists the Premier in setting the Cabinet agenda, arranges meetings of Cabinet, oversees the preparation of briefing materials for the Premier, ensures the records of Cabinet are properly maintained and, under the Premier's guidance, plans Cabinet retreats. The Clerk is also responsible for process in the conduct of Cabinet business and, from time to time, works with Ministers and senior officials on substantive matters on Cabinet's agenda.

The Clerk is also head of the public service. At a Deputy Ministers' breakfast each Friday, there are regular reports from central agencies and line departments. Also, a special issue is chosen for discussion each week. As well, the Clerk meets each week with the Treasury Board Secretary to ensure coordination regarding matters coming before Treasury Board, and to discuss issues of finance and public administration. Deputy Ministers consult the Clerk from time to time on issues where the best course of action is unclear or difficult judgment calls must be made.

a) Office of the Premier

Headed by the Chief of Staff and composed of political staff, the Office of the Premier supports the Premier in carrying out the functions demanded of the head of government, leader of a political party and Member of the House of Assembly. It provides coordination of political staff across government.

The Office of the Premier provides administrative support for the Premier, which includes coordinating the Prime Minister's agenda, travel and media relations, and preparing correspondence. The Office also provides the Premier with policy and political advice, generally on major issues that are likely to attract considerable public attention. The Office also deals with day-to-day matters in the legislature (Cabinet Secretariat deals with planning for the legislative agenda). Finally, the Office liaises with the caucus and the party.

b) Cabinet Secretariat

Cabinet Secretariat plays three principal roles within the Office of the Executive Council: it is the core of the "Premier's department", comprised of officials who work directly for the Premier; it supports the work of Cabinet and its committees; and it coordinates initiatives involving all or several departments.

The Clerk of the Executive Council and Cabinet Secretary is the head of the Premier's department and is responsible for supporting and advising the Premier in the exercise of the Premier's various prerogatives, including: the appointment of senior officials; the establishment of ministerial mandates and standards of conduct; and the organization of government and decision-making processes. (These matters are dealt with in part in the *Executive Council Act*.) Also, the Premier leads the process of setting general government policy and coordinating initiatives brought forward by Ministers. In carrying out these various responsibilities, the Premier is supported by Cabinet Secretariat.

More specifically, Cabinet Secretariat ensures the Premier and Ministers have complete, timely and consistent information upon which to make decisions on matters coming before Cabinet. The Secretariat works cooperatively with line departments in the development of Cabinet submissions to ensure that all relevant departments or agencies have been consulted, the full range of alternative courses of action have been considered, and proposed policies are complementary to other Government initiatives. The Secretariat will also ensure that consultations with groups outside government take place so that their perspectives are factored into government decision-making. The Secretariat also provides advice on dealing with Cabinet submissions. Advice is provided to the Premier and Cabinet committee chairpersons on agenda items for Cabinet and its committees.

Cabinet Secretariat works with departments and agencies to facilitate effective implementation of Cabinet decisions. Officials of the Secretariat coordinate major Government initiatives which cross departmental lines.

The Secretariat's machinery of government functions focus on the structure of organizations and definition of mandates, but also include other institutional matters, e.g., assisting in the transition when a new administration is formed by advising the out-going and incoming administrations.

Cabinet Secretariat also provides administrative support to Cabinet and its committees: this support includes arranging meetings, setting agendas, distributing documents, and recording and communicating decisions of the Cabinet. As well, the Secretariat is responsible for ensuring Orders in Council and other statutory instruments are prepared and promulgated on a timely basis to give effect to government decisions requiring Lieutenant Governor in Council approval.

The Deputy Clerk of the Executive Council and Associate Secretary to Cabinet assists in the Clerk's responsibilities, including among others: arrangements for Cabinet; maintaining Cabinet records; machinery of government; senior personnel; legislative issues; and dealing with Government House. The Deputy Clerk also serves as the Secretary to the Cabinet Committee on Routine Matters/Appointments. The Deputy Clerk leads Cabinet Secretariat in its day-to-day operations.

The Executive Director of Communications and Consultation, the Director of Administration and the Director of Protocol report to the Clerk. The Communications and Consultation Branch, along with the Premier's Press Secretary, provide communications support to the Premier and coordinate communications across government. The Communications and Consultations Branch and the Administration Division provide common services to all parts of the Office of the Executive Council, as well as to Treasury Board Secretariat and the Department of Finance.

The Assistant Secretary to Cabinet (Economic Policy) and the Assistant Secretary to Cabinet (Social Policy) have parallel responsibilities, serving as Secretary to the Economic Policy Committee of Cabinet and the Social Policy Committee of Cabinet, respectively. The Assistant Secretaries play a key role in assisting the Premier in the coordination of economic and social initiatives. They also serve as Executive Secretaries to two key advisory committees to the Premier, one on social and the other on economic policy.

c) Intergovernmental Affairs Secretariat

Presently, the Premier serves as Minister of Intergovernmental Affairs and as Minister responsible for Labrador and Aboriginal Affairs. Under the *Intergovernmental Affairs Act*, the Minister (i.e., the Premier) is responsible for the coordination of relations with other governments. While various Ministers participate in intergovernmental relations, the Premier is responsible for the overall management of relations with other governments. Intergovernmental Affairs Secretariat supports the Premier in these functions.

Intergovernmental Affairs Secretariat is headed by the Deputy Minister of Intergovernmental Affairs. The Secretariat has three related roles:

- policy advice and strategic planning related to national unity, the broad federal-provincial agenda, as well as constitutional and legal issues;

- liaison and advice on relations with other provinces, including assessment of provincial priorities, monitoring of policy files with important intergovernmental dimensions, and the renewal of the federation; and
- communications support on issues and initiatives with important federal-provincial implications.

Intergovernmental Affairs Secretariat develops the government's overall intergovernmental strategy and agenda. The Secretariat also develops provincial positions for meetings of First Ministers and provides support to the Premier at such meetings. As well, the Secretariat participates in intergovernmental discussions and in negotiation of federal-provincial agreements.

The Deputy Minister discusses important issues with the Clerk of the Executive Council before bringing them forward for consideration.

d) Labrador and Aboriginal Affairs Secretariat

The Premier is responsible for policies and programs relating to Aboriginal peoples, including land claims. As well, the Premier has undertaken a special responsibility with respect to Labrador affairs. The Labrador and Aboriginal Affairs Secretariat supports the Premier with respect to these responsibilities.

The Labrador and Aboriginal Affairs Secretariat has three principal roles:

- policy and planning on Aboriginal issues;
- comprehensive land claims; and
- policy with respect to Labrador.

The Secretariat leads the Comprehensive Land Claim negotiation teams, as well as other negotiations of bilateral and tripartite agreements involving the federal government and Aboriginal groups. Also, the Secretariat provides advice and assistance to departments undertaking specific negotiations with Aboriginal groups, and developing sector specific strategies which have Aboriginal aspects.

The Secretariat is headed by the Deputy Minister for Labrador and Aboriginal Affairs.

2. Treasury Board and the Department of Finance

The Minister of Finance, who at present also serves as President of Treasury Board, is served by two Deputy Ministers: the Deputy Minister of Finance and the Secretary to Treasury Board.

The Department of Finance tracks revenue from federal and provincial sources, develops tax policy and does economic forecasting. Treasury Board Secretariat manages the estimates process, provides analysis on departmental expenditure proposals, and ensures that global fiscal objectives are met. The Clerk has an important role in process issues relating to Budget making and works with the Secretary to Treasury Board and the Deputy Minister of Finance in working up a proposed budgetary strategy.

Treasury Board Secretariat and Cabinet Secretariat examine budget submissions and provide analysis and advice. Proposals for the Budget are considered by the Minister of Finance and the Premier prior to consideration by full Cabinet. On occasion, the Premier appoints a committee of Ministers, chaired by the Minister of Finance, to focus on certain budget proposals.

Concurrent with the preparation of the estimates, each department prepares an Annual Departmental Plan; these plans are reviewed by Cabinet Secretariat and Treasury Board Secretariat and are considered by the Economic and Social Policy Committees, with final approval by the Planning and Priorities Committee.

3. Public Service Commission

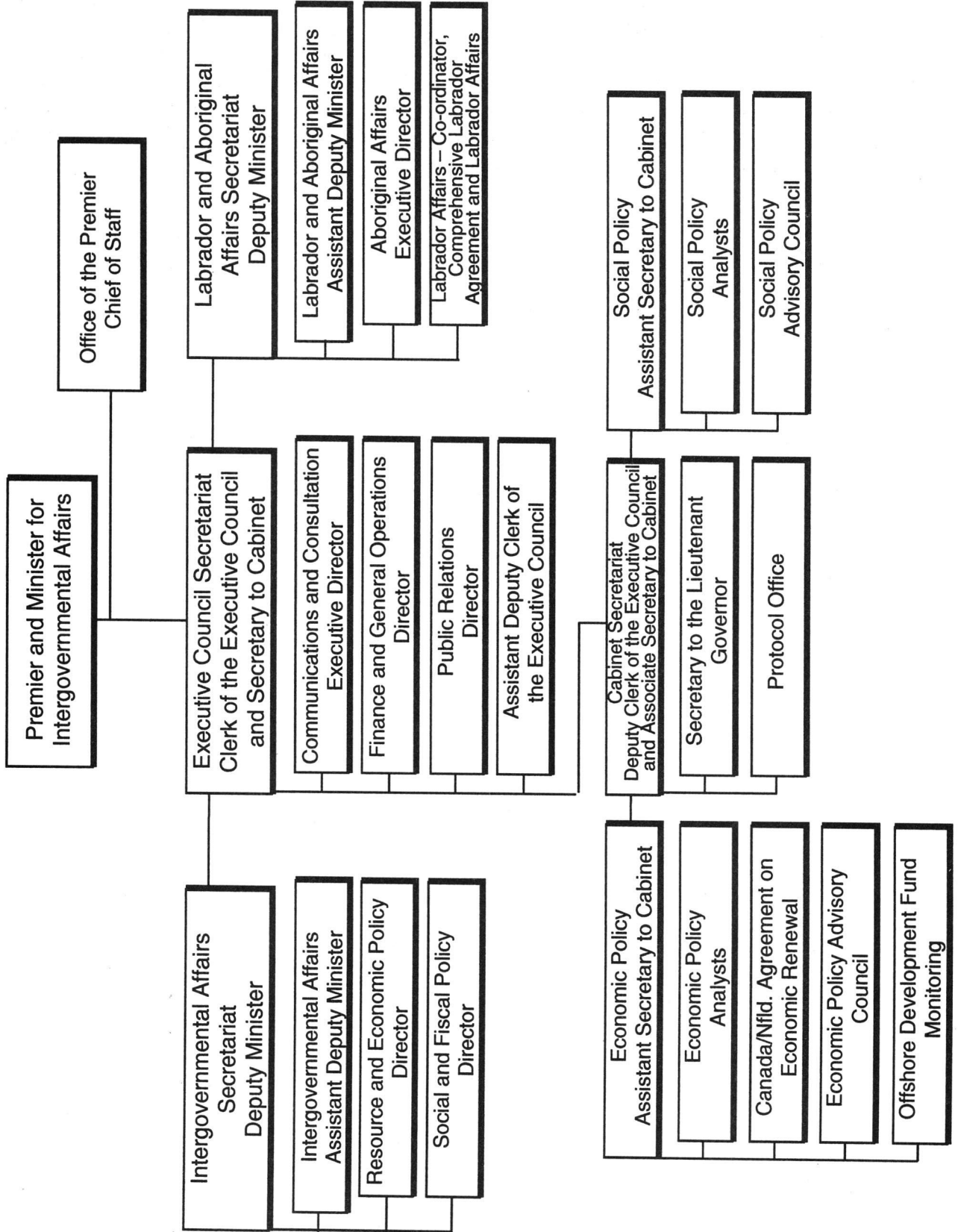
Appointments and promotions in the public service are made pursuant to the *Public Service Commission Act*. This legislation enshrines the merit principle. The Public Service Commission is an independent body charged with ensuring the merit principle is adhered to. The Commission is headed by a Chair, who holds office during good behaviour and can report directly to the legislature.

The Public Service Commission has delegated authority for staffing to Deputy Ministers. This delegation is subject to conditions established by the Commission; these conditions can be varied by the Commission or (if the Commission were to choose to do so) the delegation could be revoked. While the delegation provides an enhanced role for line departments in staffing decisions, the Commission retains its authority as a tribunal to hear appeals and deal with problems brought forward by public servants.

As in other jurisdictions, it is the Premier's prerogative to recommend Order in Council appointments to the Lieutenant Governor. The Clerk provides advice to the Premier on the appointment of Deputy Ministers and Assistant Deputy Ministers. (These appointments are not subject to the *Public Service Commission Act*.) Traditionally, these officials were promoted

largely from within departments where they had served all or most of their careers. However, this has changed as Deputy Ministers and Assistant Deputy Ministers are now treated as "corporate resources", with value being placed on a variety of experience. A Committee on Executive Development was established in 1998; its mandate includes training, career planning and performance evaluation. This committee is chaired by the Clerk of the Executive Council and includes the Chair of the Public Service Commission, the Secretary of the Treasury Board and three line department Deputy Ministers (chosen by the Clerk) who serve for a one year term.

Office of the Executive Council



YUKON

I DECISION-MAKING PROCESS

The Yukon Cabinet is the executive decision-making body of government. The Cabinet is chaired by the Government Leader. While the size of Cabinet may vary slightly, it currently consists of six Ministers, including the Government Leader. Each member of the Cabinet has responsibility for two or more portfolios.

There are currently **four Cabinet committees**:

- Management Board (3 members, 3 alternates)¹²;
- Cabinet Committee on Social Issues (4)¹³;
- Cabinet Committee on Economic and Environmental Issues (4); and
- Cabinet Committee on Legislation (3).

The committees are advisory in nature, providing strategic advice and recommendations to Cabinet.

In addition, the government has established **three Cabinet Commissions**:

- Cabinet Commission on Energy;
- Cabinet Commission on Forests; and
- Cabinet Commission on the Development Assessment Process.

These Commissions were established to develop policies on key government priorities, as identified by Cabinet. **Each Commission is headed by a Government backbencher**, who serves as a Commissioner, and is supported by a Deputy Minister who acts as a Deputy Commissioner, and two support staff seconded from within the public service. Each Commissioner chairs a sub-committee of Cabinet focused on the Commission's work.

¹² The figure appearing in parentheses indicates the number of Cabinet Ministers who are members of the committee.

¹³ Membership on the three following committees include Ministers and Deputy Ministers from the relevant program areas.

The Commissions develop policy in their three areas of specialization, conduct extensive consultations, generate background information and identify options for consideration by Cabinet. When a Commission reports, the Government responds within a reasonable time frame.

The Commissions are considered a valuable component of the decision-making process: they foster greater participation of backbenchers in this process and allow for an integrated analysis of cross-departmental policy issues. The Commissions are an innovation of the current Government of the Yukon.

Cabinet normally meets weekly to provide direction to departments on a variety of government initiatives. For the most part, its decisions are based on submissions put forward by Ministers and their departments for Cabinet's consideration. Business that comes before Cabinet can be divided into the following four broad categories: policy, legislation, statutory instruments (including both Orders in Council and Ministerial Orders), and ministerial appointments.

The Cabinet review process begins with a paper prepared by a line department, after extensive consultation with central agencies, affected departments, etc. The paper is sent to the Executive Council Office, which is responsible for forwarding the paper to the appropriate committee of officials for review. Cabinet committees may be used at a variety of points in the review process. However, not all issues are forwarded to Cabinet committees. Usually, complex issues or problems that require issue identification and problem definition are routed through Cabinet committees.

Once the review process is completed, the department finalizes the submission. The Deputy Minister and the Minister of the sponsoring department, as well as the Deputy Ministers of any affected departments, will sign off. The submission is sent to the Executive Council Office, where policy analysis is conducted. Once this analysis is completed, the submission is brought before Cabinet for final decision.

There are 17 members of the Legislative Assembly; 11 sit on the Government benches, of whom six are Ministers. Of the five government backbenchers, three are Commissioners and one is the Speaker of the Legislative Assembly. The remaining Government backbencher served as Commissioner on Yukon Hire, but this Commission, having completed its work, was recently wound up.

II CENTRAL AGENCIES

The Government Leader and the Cabinet are supported in the exercise of their responsibilities by several central agencies: the Government Leader's Office, the Executive Council Office, the Department of Finance and the Public Service Commission.

In addition, the Department of Justice provides legal advice and legislative support. The Department of Government Services provides central support to departments, which includes the services of the Queen's Printer, contract services, property management, and transportation, communications and information assistance.

1. **The Government Leader's Office**

The Government Leader's Office is comprised of political staff members reporting to him through the Chief of Staff. The Government Leader's political staff and the Ministers' political staff are governed by the *Cabinet and Caucus Employees Act*, and not by the *Public Service Act*: they are not public servants.

The office provides the Government Leader with political advice and support on a wide range of issues such as political strategies, constituency matters and communications issues. As well, the office ensures liaison with Ministers and caucus. The Government Leader's Office plays an active role in the coordination and monitoring of major issues that are of interest to the Government.

However, the Government Leader's Office does not maintain a policy development or policy analysis capacity. That function is exercised by the Executive Council Office and by individual government departments.

2. **The Executive Council Office**

The Executive Council Office is headed by the **Cabinet Secretary and Deputy Minister of the Executive Council Office**. The Cabinet Secretary has **three principal functions**:

- **as Deputy Minister to the Government Leader**, to provide advice and support to the Government Leader on the full range of his responsibilities as head of government;
- **as Secretary to Cabinet**, to provide advice and support to Cabinet and oversee the provision of policy and secretariat support to Cabinet and its committees; and
- **as the most senior Deputy Minister**, to provide leadership and overall coordination of government priorities, strategies, organization and renewal.

The Executive Council Office is responsible for supporting the operations of Cabinet. The agenda is set by the Government Leader, based on advice received from the Cabinet Secretary. The Executive Council Office prepares formal analyses of Cabinet submissions, to assist Cabinet decision-making by examining the completeness of submissions and determining whether a range

of considerations (e.g., financial, legal, land claims implications, public communications), as well as the Government's overall goals have been taken into account. The Executive Council Office also provides secretariat support to the committees of Cabinet.

In addition to supporting Cabinet decision-making through the analysis of submissions to Cabinet, the Executive Council Office also undertakes policy development in areas of key cross-departmental initiatives, as well as areas of specific departmental responsibility. In addition, it chairs the interdepartmental committee of policy directors charged with the review of government policy initiatives, prior to consideration by Cabinet, to ensure that implications of recommendations are fully considered and take account of impacts on the public, other departments, and existing policies and programs.

In addition to its role in supporting Cabinet and Cabinet decision-making, the department has responsibility for intergovernmental relations, including relations with First Nation governments. Traditionally, the Government Leader of the Yukon has held the portfolio of intergovernmental affairs.

Management of the Yukon's relations with other governments and overall coordination of intergovernmental activities rests with the Executive Council Office. The Intergovernmental Relations Branch of the department, headed by an Assistant Deputy Minister, and reporting through the Secretary to Cabinet, has lead responsibility for negotiations of the transfer of provincial-type responsibilities in the natural resource area, now exercised by the Department of Indian Affairs and Northern Development, to the Yukon Government. The Yukon also has an Ottawa office responsible for matters related to intergovernmental affairs, including financial matters.

In addition to its central agency functions, the Executive Council Office also carries out several **program functions**, by providing government-wide services in the areas of public communications, internal audit, statistics, and French and Aboriginal Languages. The office also has responsibility for the negotiating and overall implementation of First Nation land claims and self-government agreements. As well, the Executive Council Office provides support to the Commissioner of the Yukon whose role is similar to that of a lieutenant governor in a province. The Commissioner's duties include signing legal documents, assenting to legislation and issuing proclamations.

Interactions between the Government Leader's Office and the Executive Council Office are substantial. The offices have opted for informal consultation and collaboration mechanisms which allow them to provide high quality advice and support to the Government Leader.

3. **Department of Finance**

The Department of Finance provides overall management of the Government's financial resources to ensure they meet the priorities of Government and statutory obligations.

Responsibility for overall fiscal management and resource allocation rests with **Management Board**, a Cabinet committee established under the *Financial Administration Act* as the financial and management committee of Cabinet. Subject to the *Financial Administration Act* and the direction of Cabinet, it makes the strategic decisions on financial and human resources and government assets. Given the relatively small size of the Yukon Cabinet, all Ministers regularly attend Management Board and participate fully in its deliberations.

Policy support for the Board is provided by the **Department of Finance**, headed by the Deputy Minister of Finance, **who also serves as the Secretary to Management Board**. The Cabinet Secretary and the Public Service Commissioner also act as advisors to the Board. Both the Department of Finance and the Executive Council Office provide secretariat support to Management Board.

The budget process is modelled after the traditional process that is found at the federal level, as well as in most provinces.

The financial planning and budgetary control process used by the Yukon Government is determined by Management Board. The Cabinet will first set the corporate goals and priorities for the government at large. Line departments are responsible for preparing and obtaining approval for strategic plans, departmental and program objectives and capital plan narratives, where appropriate.

Budgeting is the second major component of the fiscal planning process: an overview memorandum is prepared and reviewed by Management Board. Following this review, five-year capital financial plans are prepared and approved, as well as operations and maintenance budgets. The Yukon Legislative Assembly then debates and approves the budgets.

The final component is budgetary control. implementation of budgets and plans by departments is monitored, controlled and revised, and this exercise leads into the next planning cycle. Public Accounts are prepared at year-end, audited by the Auditor General, tabled in the Legislative Assembly, and reviewed by the Public Accounts Committee.

4. **Public Service Commission**

The Public Service Commission provides human resource management services to departments. The Commission is responsible for safeguarding the merit principle and for overseeing the proper functioning of the appeal mechanism. A representative of the Public Service Commission sits on selection panels and certifies the choice made when filling a vacant position.

III THE SENIOR LEVELS OF THE PUBLIC SERVICE

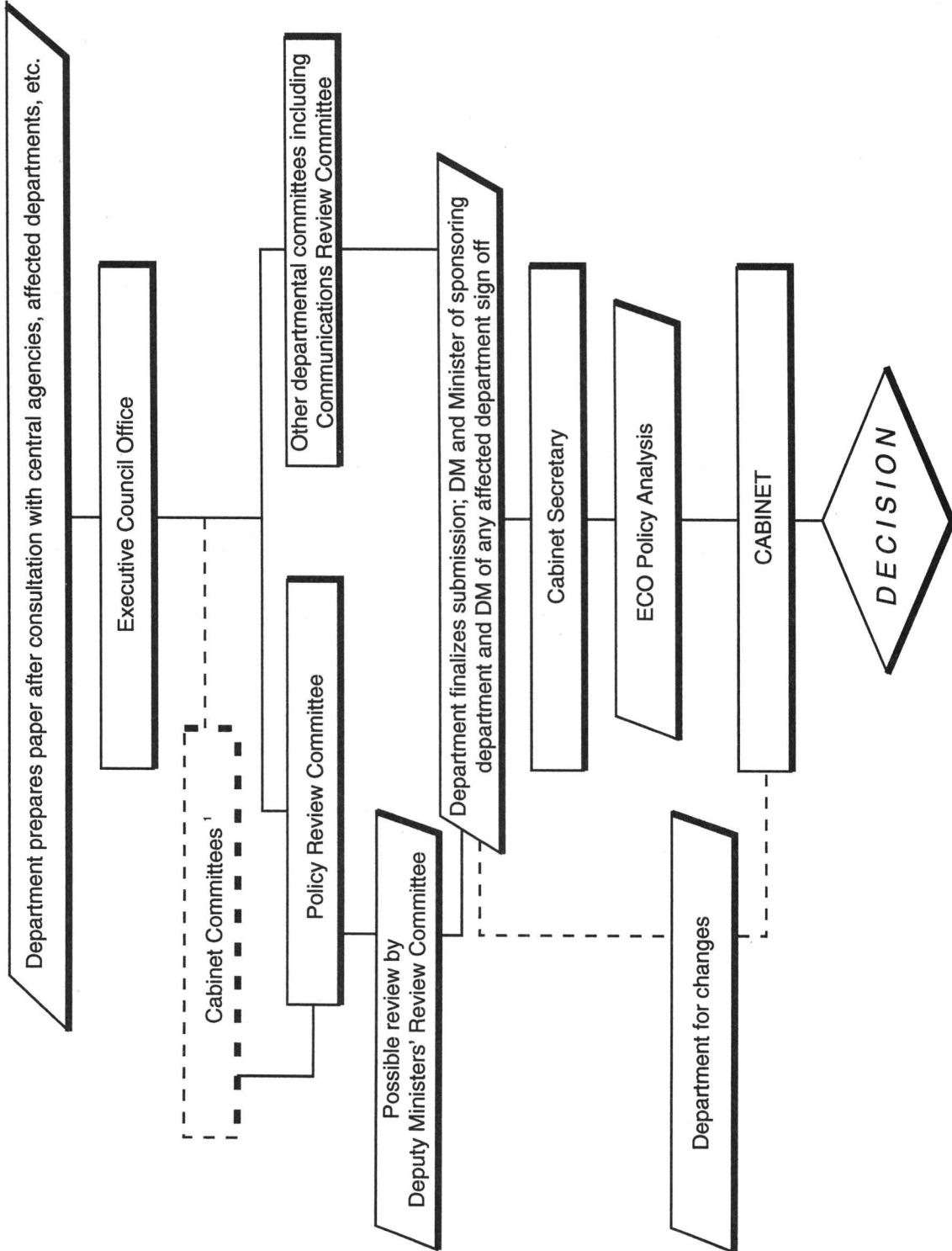
The Government Leader selects all Deputy Ministers based on a certification of qualification by the Public Service Commission. All Deputy Ministers report to the Government Leader. Deputy Ministers are appointed by Order in Council under the *Public Service Act*. With the exception of the Public Service Commissioner, they hold office at pleasure for an initial term of up to five years. They may be reappointed for further periods. The Public Service Commissioner is appointed for a term of up to ten years and can be removed for "just cause".

Letters of undertaking are prepared each year following discussions with the Deputy Minister, the Minister, the Deputy Minister of the Executive Council and the Government Leader. The letters are based on government goals and they are subject to final approval by the Government Leader. The letters serve as a mandate for the Deputy Minister, and are used as the basis for the annual performance evaluation.

The Government Leader and the appropriate Minister are responsible for all performance evaluations and reviews of Deputy Ministers, working closely with the Deputy Minister of the Executive Council. The Deputy Minister's performance is measured against the objectives set out in the letter of undertaking.

The Deputy Minister of the Executive Council Office and Secretary to Cabinet leads the Deputy Minister community. He or she holds informal meetings on a weekly basis for all Deputies, as well as the more formal bi-weekly meetings of the Deputy Minister Review Committee. These meetings allow the Cabinet Secretary to communicate the government's vision of the future of the public service. These meetings also enable the Deputy Ministers to deal in a coherent and effective fashion with initiatives that cross departmental lines.

Cabinet Review Process Flow Chart



¹ Cabinet committees may be used at a variety of points in the review process. However, not all issues go to Cabinet committees; usually complex issues or problems that require issue identification and problem definition would be routed through Cabinet committees.

NORTHWEST TERRITORIES

I- DECISION-MAKING PROCESS

1. The Legislative Assembly, Cabinet and Cabinet Committees

The Legislative Assembly and the Executive Council of the Northwest Territories generally arrive at decisions by **consensus**. Within the consensus system, each member of the Legislative Assembly is elected in his or her constituency as an independent, based on abilities, skills and merits. The Speaker and the Premier¹⁴ are elected by all members in a secret ballot held during a meeting of the Assembly's Leadership Review Committee. The remaining seven members of Cabinet are elected in a similar fashion. It is then the Premier's prerogative to distribute the various ministerial portfolios among the members of his Cabinet. Traditionally, the eight-member Cabinet has equal representation from the Eastern and Western regions of the territory.

The *Legislative Assembly and Executive Council Act* provides for an Executive Council (informally known as "Cabinet") to be responsible for the overall management and direction of the government of the Northwest Territories. The Act also authorizes the Executive Council to establish **committees of the Executive Council** to aid and advise in the executive government. Committees of the Executive Council may also be established at the direction of the Premier¹⁵:

- Financial Management Board (8)¹⁶;
- Constitutional Affairs Committee (7);
- Division Planning Committee (5/2);
- Economic Initiatives Committee (5); and
- Social Affairs and Community Empowerment Committee (6).

¹⁴ It has become the practice in the Northwest Territories to refer to the elected head of the Government as Premier, and in 1994, the territorial Legislative Assembly adopted an act to substitute the word Premier for Government Leader in the text of three territorial enactments. It is the practice of the Government of Canada to refer to the elected heads of the territorial governments as Government Leaders.

¹⁵ The first figure appearing in parentheses indicates the number of Ministers who are members of the committee; the second figure indicates the number of MLAs, where appropriate.

¹⁶ The Financial Management Board was established by the *Financial Administration Act*.

Committees may have decision-making authority as established under legislation. Where a committee does not have authority to make decisions, it may make recommendations to the Executive Council. Where a recommendation is submitted to the Executive Council, the Executive Council has final authority to change, accept or reject the committee's recommendation. In accordance with the consensus system, major decisions on matters affecting the whole government (e.g., policy, legislation, budget) are rarely taken until all members of the Executive Council, not just the majority or the Premier, can accept the decision.

a) Cabinet Committees

The **Executive Council** (Cabinet) is responsible for the overall management and direction of the executive government of the Northwest Territories. The Executive Council sets government policy and priorities and provides overall direction to the public service. The Executive Council is, therefore, the forum where major policy matters are handled. These matters include political decisions, broad budget allocations, planning for government business before and during sessions of the Legislative Assembly, new policies or legislation initiatives and changes to departmental mandates, among others.

The **Financial Management Board**, chaired by the Minister responsible for the Financial Management Board, is responsible for the management and control of the financial, human and information resources of the government, in accordance with the provisions of the *Financial Administration Act* and the *Public Service Act*. The Board may make decisions and issue Records of Decision where it has authority to do so under its enabling legislation and on matters referred to it by the Executive Council. However, major decisions regarding resource allocation and strategic budget allocation matters remain within the purview of the Executive Council.

The Financial Management Board, through its legislative authority, is responsible for determining and providing direction for the development of financial practices, directives and systems and procedures necessary for the sound financial management of the territory. This includes the development of estimates, expenditure controls, accounts, financial commitments, fees or service charges for the use of facilities, rentals, licences, leases, and other revenues from the disposition of property. The Board is also responsible for the establishment of procedures by which departments manage, record and account for revenues and expenditures. In addition, the Board makes decisions regarding the evaluation of the efficiency, economy and effectiveness of programs, and the review of annual and long-term expenditures and revenue plans.

The **Constitutional Affairs Committee** is responsible for making recommendations to Cabinet on national and territorial matters relating to Aboriginal self government, as well as political and constitutional development matters. A Secretary is assigned to the Constitutional Affairs Committee to provide administrative and technical support. The Secretary is selected by the Premier and the committee co-chairs, the Minister of National Constitutional

Affairs and the Minister responsible for Aboriginal Affairs, following consultation with the general membership of the committee.

The **Division Planning Committee** has responsibility to develop and recommend to Cabinet strategies and work plans related to the division of the Northwest Territories into two territories, as well as to keep Cabinet informed of the status of the division and of emerging issues through regular briefings. The committee ensures that members of the Legislative Assembly and the public in general are kept aware of recent developments and issues that are of relevance to the division. The Division Secretariat of the Department of Executive provides support and advice to this committee.

The mandate of the **Social Affairs and Community Empowerment Committee** includes identifying concrete initiatives that can be implemented immediately within the confines of budget restraints, as well as realistic priorities that can be realized over the life of the Government. In addition, the committee must develop a strategy, work plan and policy that link departmental initiatives in a coordinated way, develop recommendations for Cabinet for community involvement and partnerships in program delivery, and ensure that all initiatives support the overall government objectives and are compatible with federal initiatives.

The Secretary of the Social Affairs and Community Empowerment Committee is selected by the Premier and committee Chair after consultation with the committee members.

Finally, the mandate of the **Economic Initiatives Committee** is to develop and recommend to Cabinet strategies, work plans and policies in areas addressing the Government's major priority of improving the economy. These include, but are not restricted to: privatization, commercialization, or devolution of government operations; changes to the Business Incentive Policy and other contracting policies and practices; the creation of an advisory council on business issues; employment development; regulatory review; resource development; and tax measures.

The Premier and co-chair of this committee designate a Secretary to the committee after consultation with its members.

b) Legislative Committees

As a consequence of its consensus-based decision-making, the Northwest Territories has a greater need for consultations with **Standing Committees of the Legislative Assembly** than other governments which operate on the basis of a party system. This is done in a number of ways, including briefings with caucus and standing committees and consultation of standing committees with respect to the budget, business plans, and policy and legislative proposals. **These proposals are referred for standing committee consideration before being approved by Cabinet, the Financial Management Board or the Legislative Assembly, as the case may be.** The Legislative Assembly and its committees also have a greater role in the development and review of the **budget** and **multi-year business plans** than do legislatures in other Canadian jurisdictions.

The Members of the 13th Legislative Assembly adopted a new committee structure consisting of **six standing committees**:

- Standing Committee on Infrastructure and Finances;
- Standing Committee on Resource Management and Development;
- Standing Committee on Social Programs;
- Standing Committee on Rules, Privilege and Procedures;
- Standing Committee on Government Operations; and
- Management and Services Board.

The mandate of the standing committees is to review legislative and policy proposals, multi-year business plans and budgets, bills, boards and agencies, public accounts and division-related issues. They are also responsible for reviewing departmental performance and they consider any other matter referred to them by the House.

The Legislative Assembly is composed of 24 elected members, of whom 8 are Cabinet Ministers. At the present time, 2 MLAs are also members of the Division Planning Committee. They swear an oath of office as Members of the Legislative Assembly, but not an oath of secrecy.

2. The Policy Development Process

The current Government has adopted a new **strategic planning process**. This process provides the basis for the identification of required legislation, policies, programs and organizational changes. The process allows for the creation of linkages between Cabinet priorities and strategies, the fiscal framework, the multi-year business planning process and feedback on performance. As well, it generates consensus through consultation with the various key players, an essential characteristic of the form of government found in the Northwest Territories.

The four key elements of the Strategic Planning Process are:

- **Environment scan**. The Cabinet Secretariat coordinates the development of a cross-government environment scan which is presented both to Cabinet and caucuses. It contains information on social and economic conditions, the physical environment, the Government's human resources and fiscal position, and governance issues.

- **Vision, critical issues.** Cabinet meets in strategic planning sessions to consider the environment scan and other information, to set the Government's vision for the future, to identify critical issues, and to consider progress to date. The vision and critical issues set by Cabinet and considered by caucus inform the instructions for the preparation of the multi-year business plan and are used to define the areas where both government-wide and departmental strategies should be directed. This process includes formal consultation by Cabinet with the Assembly through both standing committees and caucuses.
- **Developing strategies to address critical issues.** Government-wide and departmental strategies are developed by central agency and departmental officials; this process is intended to be integrated with the development of multi-year business plans. While departments are responsible for proposing strategies within their mandates, Cabinet Secretariat and inter-departmental teams develop cross-government strategies.
- **Monitoring and reporting results.** Cabinet Secretariat monitors progress on key strategies and reports results to Cabinet on a regular basis and in preparation for the strategic planning workshops. Direction has recently been given for Financial Management Board Secretariat and Cabinet Secretariat to develop indicators for cross-government strategies included in the Business Plans (formal work is only just beginning in this area). Results are reported to the Legislative Assembly at various times: by Cabinet through a Mid-Term Review, by the Premier during budget deliberations, and by the Government in general during consideration of annual business plans, budgets and the Public Accounts.

Once overall direction has been established by the Executive Council, several policy instruments can be used to carry out that direction:

a) The Legislative Process

The **Legislative Initiatives Committee** (LIC), a committee of officials, plays a central role in the legislative process in the Northwest Territories. LIC is chaired by the Legislative Coordinator and includes representation from the Cabinet Secretariat, the Financial Management Board Secretariat, the Department of Justice and the Ministry of Aboriginal Affairs. Depending on the initiative, other central agencies may also be represented.

The role of this committee is to review legislative proposals and draft bills with the objective of providing advice to Cabinet through **assessment reports** on these initiatives. Departmental staff are invited to attend LIC meetings to provide additional information and clarification on the initiative under review.

Once a need has been identified or a direction given to create or amend a statute, extensive consultations with related central agencies, affected departments and special interest groups take place. Once effective consultation has occurred, the legislative proposal can be drafted.

It is strongly recommended that an **unsigned draft proposal** be sent to LIC and affected departments for review and comment if the proposal deals with **a potentially controversial legislative initiative**. The proposal is then finalized and signed-off by the Deputy Minister and forwarded to the Minister for signature and submission to the **Cabinet Secretariat**. Once received by the Cabinet Secretariat, the proposal is placed on a Cabinet pending list and **forwarded to the LIC Chair for assessment**. The proposal will also be referred to the appropriate **standing committee of the Assembly for consideration**; this referral is done either directly by LIC or by Cabinet in the case of controversial initiatives. LIC and the standing committee will each meet to discuss and review the proposal. Comments from the standing committee are communicated by the Government House Leader to LIC. In turn, LIC will incorporate these comments into the assessment. The LIC Chair finalizes and signs-off the assessment report and returns the proposal, assessment and standing committee comments to the Cabinet Secretariat. The proposal is then ready for formal Cabinet consideration. Cabinet will consider the legislative proposal and will approve it with or without amendments, direct revision and re-submission, or reject it entirely.

If the proposal is approved, a Cabinet Record of Decision is prepared and circulated to Ministers, Deputy Ministers and appropriate officials the department will issue drafting instructions to the Department of Justice. The finalized bill is transmitted by the Department of Justice to the Minister for final approval and transmittal to the Cabinet Secretariat. The bill is then forwarded to the LIC Chair. LIC will meet to review the bill and prepare an assessment. The Chair of LIC will finalize and sign-off the assessment report and the bill is then ready for formal Cabinet consideration. Once again, Cabinet may decide to approve with or without amendments, direct revision and re-submission, or reject the bill. If approved, the bill may then be introduced in the Legislative Assembly.

b) Policies

A policy is a course of action adopted by government. A formal Policy, a commitment by the government to the public to follow a chosen course of action, is one of the instruments used by government to communicate and enforce decisions made by the Executive Council. This is the means of ensuring that the government's commitment expressed in Policies by the Commissioner in Executive Council will be carried out.

Policies play a somewhat different role in the Northwest Territories than they do in other Canadian jurisdictions with political parties which have platforms or statements of policy. In those jurisdictions, once a Government is elected, the vigilance of the Official Opposition ensures that the Government's policies are followed. **Formal Policies of the Northwest Territories have a quasi-judicial status**. They are binding on the Government, its agents and employees. Many matters which in the territory are the subject of formal Policies may, in the provinces and Yukon, be addressed through legislation or regulations.

All Policies are contained in the manual, *Policies of the Government of the Northwest Territories*, which is a public document. Policies are more flexible than legislation but are semi-permanent since, once approved by Cabinet and the Commissioner, they remain in force until amended or rescinded by an Order in Executive Council. Only the Executive Council has the authority to approve exceptions to a Policy.

Policies are used in a number of circumstances, including, but not necessarily limited to, the following:

- to establish a government department;
- to make a commitment to action or entitlement that involves a process or a delivery mechanism (e.g., Affirmative Action Policy);
- to outline in detail a process that involves several departments (e.g., Business Incentive Policy);
- to establish a third party such as a council; and
- to bind or prescribe the actions of the Government's employees or agents in areas of clearly defined public concern (e.g., Smoke-Free Workplace Policy).

The Northwest Territories' use of formal Policies has evolved within the framework of a consensus government. The role of Policy compared to the role of legislation in the Northwest Territories is, in large part, historical. The use of formal Policies began before the Government of the Northwest Territories had full legislative powers. Originally, formal Policies were instruments used by the Commissioner to delegate authority to the elected Council.

Today, Policies are issued under the authority of the Commissioner in Executive Council, rather than the Commissioner. The GNWT continues to use formal Policies as convenient and useful instruments to express public commitments made by the Executive Council to the people of the NWT, to clarify authority and accountability with respect to interdepartmental matters and to clarify under what conditions Executive Council and Financial Management Board approval of certain initiatives is required. Policies are a mechanism of Cabinet accountability in the consensus system of government found in the NWT.

The Government's use of Policies has never been criticized as being a way of usurping the role of the Legislative Assembly. However, there has been a trend toward greater involvement of MLAs who do not hold ministerial office. The Premier initiated the protocol under which legislative and policy proposals are referred to standing committees in order to improve the way Cabinet and the Assembly work together within consensus government.

II CENTRAL AGENCIES

In the Government of the Northwest Territories, the main central agencies are the Department of Executive, the Financial Management Board Secretariat, the Department of Finance, and the Ministry of Aboriginal Affairs. These central agencies provide advice and support to the Premier as leader of the government, as well as to the Cabinet decision-making process in general.

1. The Department of Executive

a) **The Premier's Office**

The Premier's Office provides advice and operational support to the Premier. The Premier's Office, composed of "political" staff members who do not enjoy tenure, includes the offices of the Principal Secretary and the Press Secretary, as well as the Premier's support staff. The Premier's Office also develops and implements public affairs strategies for the Premier and Cabinet, and provides protocol services for the Government of the Northwest Territories.

The role of the Principal Secretary in the territory differs from the role of Principal Secretary in other Canadian jurisdictions which have political parties. As there are no territorial political parties in the Northwest Territories, the Principal Secretary is not chosen as a partisan member of a political party, but rather, as a political advisor at large to the Premier.

The Press Secretary provides advice, and develops and implements communications and public affairs strategies for the Premier, the Executive Council and line departments.

b) **Cabinet Secretariat**

The Cabinet Secretariat, under the direction of the Secretary to Cabinet, provides broad policy advice on priorities, strategies, policies and legislation to the Premier, Cabinet and its committees.

As head of the public service and most senior Deputy Minister of the Government of the Northwest Territories, the Secretary to Cabinet is responsible for:

- coordinating the overall operation of the Government;
- providing support to the Executive Council;
- acting as liaison between the Executive Council and the public service to coordinate the operation of departments and designated public committees, boards and councils in a manner consistent with government priorities, strategies, policies and legislation;

- advising the Premier with respect to appointment, assignment, evaluation, remuneration and termination of Deputy Ministers; and
- acting as deputy head of the Department of Executive.

Staff and administrative support for the Executive Council are provided by the Executive Council Office, including the Secretary to Cabinet and the Cabinet Secretariat which provides general support for Cabinet meetings.

The Secretariat provides advice to Cabinet in the form of written assessment reports which include background information regarding the proposal, a summary of possible issues associated with the proposal, and recommendations which anticipate the wording of the Record of Decision.

The Premier receives non-partisan public service support and advice from the Secretary to Cabinet. Through the Secretary to Cabinet, Deputy Ministers also provide support to the Premier.

The Secretary to Cabinet chairs Deputy Ministers' Committee meetings. These regularly scheduled meetings provide opportunities for the Secretary to Cabinet to lead the planning process and to communicate a vision and strategic direction. These Deputy Ministers' meetings also ensure across-the-board management of the public service and coordination of policy.

A clear distinction exists between the political role of the Principal Secretary and the bureaucratic role of the Secretary to Cabinet as head of the public service. While there are no formal consultation mechanisms between the Principal Secretary and the Secretary to Cabinet, informal communication and collaboration take place. They both attend Cabinet strategy meetings, and the Principal Secretary also regularly attends scheduled Deputy Ministers' meetings that are chaired by the Secretary to Cabinet.

c) Legislation and House Planning

The Legislation and House Planning Secretariat provides advice and administrative support to Cabinet, departments and government agencies with respect to the development of government legislation and the sessions of the Legislative Assembly. The Secretariat reports to both the Government House Leader and the Secretary to Cabinet.

d) Intergovernmental Affairs

Intergovernmental Affairs, headed by the Assistant Deputy Minister (ADM), is comprised of Policy Advisors and an Office Manager/Secretary. The Government of the Northwest Territories maintains an Ottawa office headed by the ADM of Intergovernmental Affairs.

Intergovernmental Affairs assists in the preparation of strategies to address territorial, national and international issues which affect the Northwest Territories. It also establishes, maintains and coordinates official contacts between the Northwest Territories and federal, provincial, and territorial governments, and non-governmental organizations. In addition, the Ottawa office assists the Principal Secretary with political and issue-specific matters on behalf of the Premier.

The Ottawa office provides advice and logistical support to Ministers and officials of the Northwest Territories on matters referred to it, to Ministers and officials meeting with their federal or provincial counterparts, as well as to Ministers and officials with respect to policy development. Staff of the Ottawa office attend meetings in the south on behalf of departments and provide reports on these meetings. Ottawa-based staff also provide advice and logistical support to members of the Legislative Assembly when they are in Ottawa. Finally, Intergovernmental Affairs provides support and coordination for Premiers' conferences.

In addition to the activities of Intergovernmental Affairs, the departments of the Government of the Northwest Territories maintain ongoing relationships with their sector counterparts in the federal, provincial and Yukon governments. Departments participate fully in federal/provincial/territorial senior officials' and Ministers' meetings.

e) Division Secretariat

The Division Secretariat provides support and advice to Cabinet's Division Planning Committee, liaises with the Office of the Interim Commissioner of Nunavut, Nunavut Tungavik Inc., the Nunavut Implementation Commission, the federal Department of Indian Affairs and Northern Development, and the Western Coalition on all issues related to the creation of two new territories. The Secretariat participates in intergovernmental planning for division and is responsible for coordinating such specific implementation matters as the approach to the development of the financing agreements of the two new territories, the division of assets and liabilities, staffing agreements and intergovernmental program and service agreements.

f) Corporate Human Resource Services (CHRS)

The Government of the Northwest Territories previously delivered human resource functions centrally through the Department of Personnel. Most of the functions of this department were transferred to the FMBS and, subsequently, many were decentralized and delegated to departments. The residue of the Department of Personnel became the Personnel Secretariat housed within the Department of Executive with the mandate to provide support to departments for the staffing process.

In March 1998, a need was recognized for provision at a corporate level of services designed to support organization-wide human resource planning and development and to provide technical advice and training with respect to staffing for departments. Hence, an entity called the

Corporate Human Resource Services (CHRS) was created in the Department of Executive to consolidate: non-labour relations functions of FMBS, other corporate human resource functions from the Department of Education, Culture and Employment, and the remaining corporate human resource functions of the Personnel Secretariat.

CHRS now provides broad policy support and coordination for organization-wide initiatives and related advice, training and support for human resource practitioners and management staff in departments in terms of human resource planning; performance management and staff development; staffing process; and staff communications.

2. Ministry of Aboriginal Affairs

The Ministry of Aboriginal Affairs, headed by a Deputy Minister, is responsible for negotiating and implementing land claims, self government and treaty entitlement agreements. The Ministry must also protect and promote the interests of the government and residents of the territory in the political and constitutional development of the western Northwest Territories. As well, the Ministry develops and maintains mutually beneficial relations with the Aboriginal leadership.

The Ministry participates in major initiatives of the government which relate to or affect Aboriginal rights and interests, including devolution of federal powers and programs, Community Empowerment, Division and national Aboriginal Affairs.

3. Financial Management Board Secretariat (FMBS)

The Financial Management Board Secretariat (FMBS), headed by the Secretary of the Financial Management Board, is a central agency of government responsible for providing advice to the Financial Management Board (FMB) on the efficient, effective and economical use of the government's financial, human and information resources.

The Secretariat provides advice to the FMB by way of written analyses of submissions; these analyses include background information regarding the submission, the analyst's comments on the submission, as well as the Secretariat's recommendations to the Financial Management Board.

FMBS provides broad policy support and coordination for organization-wide initiatives and related advice, training and support for human resource practitioners and management staff in departments in terms of compensation; labour relations; leave and benefits; staffing appeals; central human resource information systems; *Human Resource Manual*; public service Annual Report; and, business planning.

4. Department of Finance

The Department of Finance is responsible for obtaining the financial resources required to implement the government's policies and programs. The Department is also responsible for intergovernmental fiscal negotiations and arrangements, and plays an integral part in the territory's central fiscal management and allocation of resources.

III BUDGET PROCESS

The 1998-99 fiscal year represents the third year that **a comprehensive multi-year business planning approach** has been used in the development of the Main Estimates. The new Legislative Standing Committee system implemented by the 13th Legislative Assembly also represents a significant departure from the legislative committee budget review process of previous years.

Many individuals and organizations, both from within the government and from the public are consulted during the planning and development stages of the budget process. The Main Estimates process consists of several phases.

Under the direction of the Minister of Finance, the Department of Finance prepares a **multi-year fiscal framework**. The framework is an overview of the projected financial position of the Government based on a set of assumptions about revenues, expenditures, and federal transfer payments.

In the development of a fiscal strategy, the framework is used as a modelling tool to project the fiscal position of the government, assuming current policies and trends are maintained, as well as alternate positions based on various policy changes, new policies and new initiatives. This allows the Financial Management Board and Cabinet to assess whether the current mix of expenditures and taxes are appropriate. If the mix cannot be sustained, or change is desired for policy reasons, it allows for an evaluation of alternatives in expenditures, taxation and borrowing.

Based on the Government's current financial position, program objectives and the fiscal alternatives chosen, targets for each department are approved by the Financial Management Board and instructions are issued to departments for the development of multi-year business plans.

The **multi-year business planning approach** links strategic planning with resource allocation. The business planning process includes setting goals, developing strategies to achieve these goals, and measuring performance and results. Departments identify the challenges and pressures confronting them, and map out how to meet those challenges within available resources. Departmental multi-year business plans are submitted to the Financial Management Board Secretariat for review, analysis and compilation before presentation to the Financial Management Board. Business plans are then referred to the standing committees of the Legislative Assembly for review.

The **Main Estimates development process** is a highly computerized desktop publishing system. All data are entered into a database. Each department is responsible for the development of its budget through various computer programs. A minimum level of detail is established which will meet the requirement of the Main Estimates and provide for the budget to be loaded into the Financial Information System.

The FMBS coordinates all department information to produce the Main Estimates and is responsible for coordinating the input of the budget into the Financial Information System once it is approved by the Legislative Assembly.

On the completion date, all departmental data is merged into a single government data base under the control of the FMBS. Consolidated documents are prepared at that time.

The Main Estimates are then reviewed by the FMBS for uniformity, consistency of presentation and adherence to targets and guidelines. Draft versions of the documents are prepared and sent to the FMB for conditional approval. These drafts are forwarded to the standing committees of the legislature for review.

Under the direction of the Minister of Finance, the Department of Finance drafts the text of the **budget address**. The address includes an outline of current trends and anticipated developments and identifies the government plan of action for the upcoming fiscal year. In addition, the address highlights or announces new tax and program initiatives and their expected impacts on the economy and government revenues or expenditures.

The standing committees meet prior to the Main Estimates being presented to the Assembly, to review the proposed budget for the upcoming fiscal year. These meetings are not open to the public. The committees review the budget and prepare reports for presentation to the Assembly. Following the presentation of the Budget Address to the Assembly, the Main Estimates are released to members of the Assembly, the general public and the media.

IV STAFFING OF THE TERRITORIAL PUBLIC SERVICE

1. Staffing

Positions within the direct control of the Legislative Assembly are limited to the Clerk of the Assembly and the Languages Commissioner.

The government of the Northwest Territories does not have a Public Service Commission. However, all appointments to the public service are governed by the *Public Service Act* and regulations under that Act.

Within the public service, section 16.1 of the Act states that the Commissioner in Executive Council, on recommendation of the Premier, has the exclusive right to appoint a person to the position of deputy head. Since the Commissioner, in practice, follows the direction of her Ministry, this means that the Premier, in effect, recruits and dismisses Deputy Ministers.

Deputy heads, including Deputy Ministers and chief executive officers of territorial corporations, are appointed by Order in Executive Council. The Premier is responsible for recommending the appointment to the Commissioner in Executive Council. The Secretary to Cabinet advises the Premier with respect to appointment, assignment, evaluation, remuneration and termination of deputy heads. The Premier may consult with other Ministers. However, there is no central agency involvement, with the exception of the role played by the Secretary to Cabinet.

Careers of senior public servants are fostered both within line departments and through movement among different departments over time.

Once the Premier makes the selection as to who is to be appointed as a **Deputy Minister**, he advises the Secretary to Cabinet of the relevant details (name, department, effective date). The Secretary to Cabinet then prepares a Decision Paper for the Premier to submit for Cabinet approval and recommendation to the Commissioner. Following the issuance of the Order in Executive Council, an instrument of appointment (registered in the Appointments Register) is prepared and submitted for the Commissioner's signature by the Legislative Division of the Department of Justice.

When the Legislative Assembly passes a motion to appoint **members to the Executive Council**, the Secretary to Cabinet prepares a letter for the Commissioner's signature. A copy of the letter is hand delivered to the Director, Legislative Division, Department of Justice, by the Secretary to Cabinet (or designate) so that the applicable appointment instrument can be drafted and forwarded to the Commissioner for signature.

When the Premier decides on the **assignment of ministerial portfolios**, he advises the Secretary to Cabinet. The Secretary to Cabinet or designate prepares a letter to the Commissioner for the Premier's signature. The original letter is hand delivered to the Commissioner by the Secretary to Cabinet or designate as soon as it is signed by the Premier. A copy of the signed letter is hand delivered to the Director, Legislative Division, Department of Justice, by the Secretary to Cabinet or designate so that the appropriate appointment instrument can be drafted and forwarded to the Commissioner. Copies of the appointment instruments are not usually given to Ministers.

In general, appointments to positions in the public service other than deputy heads are made by open competition. However, where it is impractical or not in the best interests of the public service, appointment of a person may be made without competition by direct appointment. The *Public Service Act* permits the Minister responsible for the Act (i.e., the Minister responsible for the Financial Management Board) to make a direct appointment without competition on recommendation of the Executive Council where, in the opinion of the Minister, it is necessary.

Delegation authority is provided under the Act for the Minister to delegate this power of direct appointment to a public service employee. The complete hiring process is set out in detail in the *Human Resource Manual*. In this manual, the Government has clearly stipulated its commitment to the promotion of affirmative action and to the prohibition of discrimination in the hiring process.

Under the *Public Service Act* and Staffing Appeals Regulations, there is an appeal mechanism with respect to appointments by competition. Appeals are heard by a three-member Staffing Appeals Committee comprised of the Secretary of the Financial Management Board, the president of the Union of Northern Workers and a mutually agreed upon chair. The staffing appeal process is set out in detail in the *Human Resource Manual*.

2. Performance Evaluation

The performance evaluation of deputy heads is the responsibility of the Premier. However, the Secretary to Cabinet provides advice to the Premier in this regard. The evaluation is the basis for a salary increase during the following fiscal year.

Central agencies or committees do not play a role in the performance evaluation of Deputy Ministers. The Secretary to Cabinet has the key role of advising the Premier with respect to evaluation and remuneration of Deputy Ministers.

For other government employees, the performance development system is used to evaluate and develop employees. Employee performance is reviewed informally on an ongoing basis. Once a year, the performance is formally documented in a written report, the appraisal. The annual appraisal records the ongoing review that has taken place during the year. It is an assessment of the completion of work objectives and of an employee's strengths and weaknesses, achievements and potential. The appraisal identifies training and development needs and records any training and development that has taken place since the last appraisal.

3. Incentives for Managers' Superior Performance

Managers include Regional Directors, Heads of Boards and Agencies, Assistant Deputy Ministers and equivalent, Directors, Regional Superintendents, and Policy Advisors.

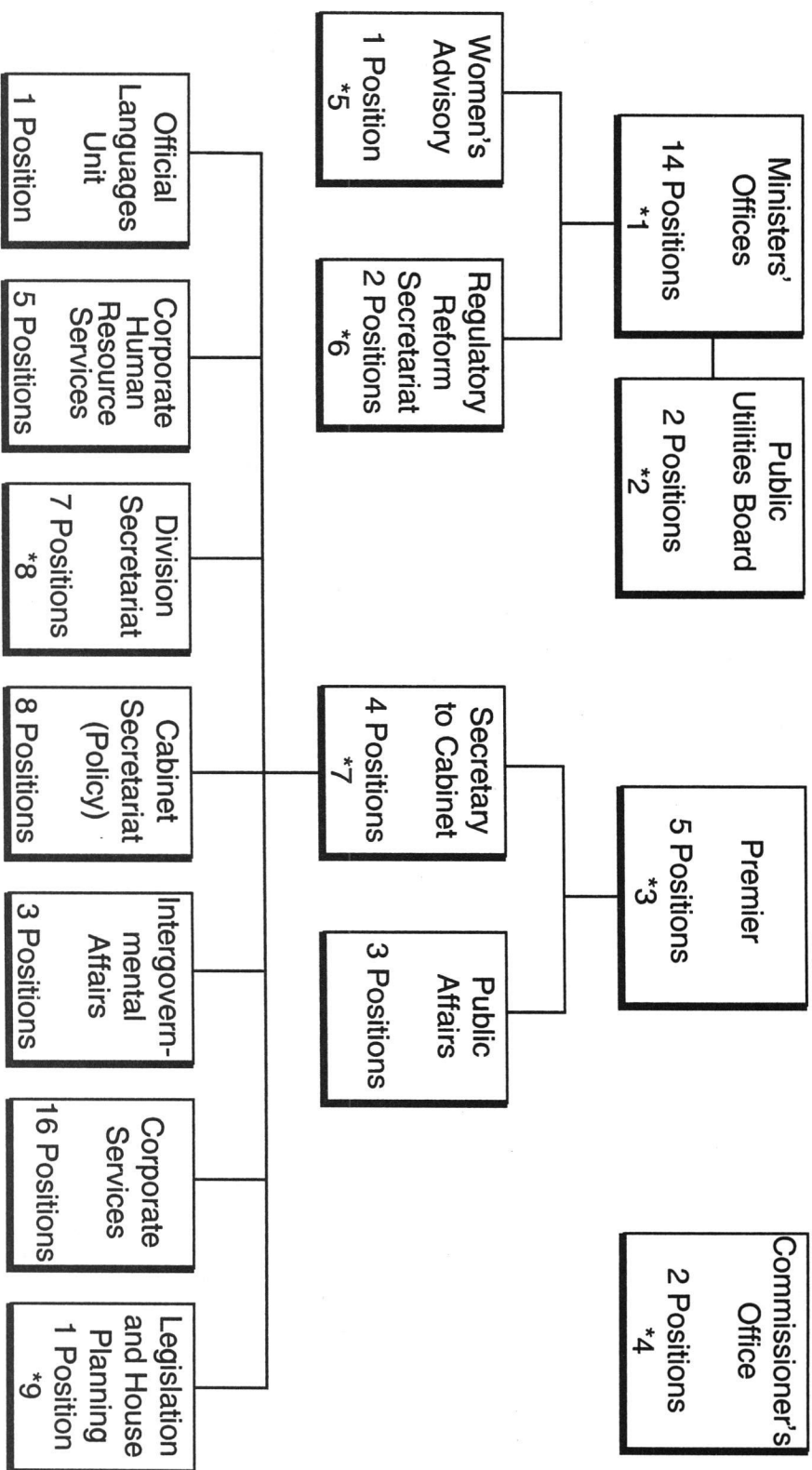
Economic adjustments (salary grid increases) for managers are determined by the Financial Management Board.

Merit Pay refers to an annual increase to a manager's pay which recognizes the manager's job performance during the previous year ending March 31. Merit pay ranging from 0 per cent to 8 per cent is available for a manager each year. It can be given as a percentage increase to salary,

a lump sum bonus or a combination of both. The maximum merit increase provided for the entire government is equal to 3.8 per cent of the total management salaries and the total dollars processed cannot exceed this amount.

Once every fiscal year, effective April 1, managers are given extra pay for good performance. Both economic adjustments and merit increases are considered pay for performance. If merit pay is recommended, then the economic adjustment must also be recommended. When a manager has reached 100% of the range of the position, all merit pay is paid in the form of a bonus which is pensionable.

Department of Executive



*1 Does not include seven ministerial positions

*2 Public Utilities Board reports to the Minister responsible

*3 Includes the Principal Secretary's position, but does not include Premier's position

*4 Does not include Commissioner's position

*5 Women's Advisory reports to the Minister responsible for the Status of Women

*6 Regulatory Reform Secretariat reports to the Minister of RWED and the Minister of Finance

*7 Includes Director, Corporate Affairs - Nunavut (Iqaluit) position

*8 Includes Executive Director (Iqaluit) position

*9 Also reports to the Government House Leader

