

Queen
HF
5549
D43
1988

Industry Canada
Library Queen

JUN 30 1998

Industrie Canada
Bibliothèque Queen

SURVEY /

DECENTRALIZATION OF PERSONNEL OPERATIONS §

~~COMMUNICATIONS CANADA
MAY 9 1991
LIBRARY - BIBLIOTHEQUE~~

MANAGEMENT PRACTICES BRANCH

29 JANUARY 1988

In August 1986, a joint report entitled "Administrative Reform of Staffing" was submitted by Communications Canada and the Public Service Commission to the Deputy Minister and the Senior Management Committee. The purpose of this report was to make staffing and related administrative processes more efficient and effective.

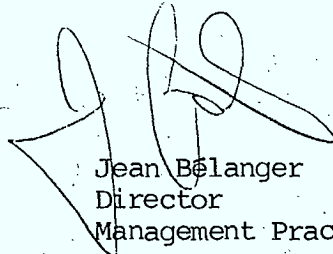
One of the 26 recommendations approved by senior management was the decentralization of certain personnel services to the sectors. The purpose of this decentralization was to provide a better service more oriented to management needs by establishing a closer relationship with management.

Over a year has passed since the implementation of this recommendation. The Management Practices Branch is currently evaluating the impact of this decentralization.

The evaluation was conducted by means of a survey. We obtained comments from departmental managers, personnel advisors and assistants and have summarized these comments in our report.

We wish to point out that we received excellent cooperation from the persons interviewed, which greatly facilitated our task of gathering data for this report.

We are available to answer any questions you may have concerning this report.



Jean Bélanger
Director
Management Practices

TABLE OF CONTENTS

Foreword - Letter of Introduction

A. <u>Terms of Reference</u>	p. 1
B. <u>Methodology</u>	p. 1
C. <u>Results</u>	p. 2
1. Introduction	p. 2
2. Quality of Advice	p. 3
a) staffing	p. 3
b) classification	p. 4
c) official languages	p. 4
3. Level and Quality of Service	p. 5
a) comparative study	p. 5
b) process turnaround time	p. 6
c) availability of personnel advisors and assistants	p. 6
d) balance between service and control	p. 7
e) communication and role of coordinators	p. 8
f) additional related tasks	p. 9
g) "good service"	p. 9
4. The New Organizational Structure	p. 10
5. Involvement of Management in the Staffing and Classification Processes	p. 13
6. Impact of Decentralization on Personnel Operations	p. 14
7. Suggested Changes	p. 15
D. <u>Conclusions and Recommendations</u>	p. 17

APPENDIX I - Sample

II - Questionnaires

A) TERMS OF REFERENCE

The Management Practices Branch was given the mandate to evaluate with various groups, the impact of decentralization on the level of service provided to management. In other words, have we met the objectives set forth, which were:

- More frequent and closer interaction with client-managers in order that personnel advisors have a better appreciation of the managers' needs.
- More management involvement in controlling the efficiency of staffing processes.
- Increased subdelegation of authority to managers with regard to staffing.
- Better balance between the service function and the control function.
- Maximization of personnel resources providing a direct service to managers.

This study should provide the Human Resources Branch with the necessary data to enable them to continue with the project while making the changes required.

B) METHODOLOGY

For purposes of the study, 77 personal interviews were conducted during December 1987. For the interviews, we selected at random managers from all levels, (taking the operational requirements of each sector into consideration), along with all employees in the decentralized operations. A detailed sample by sector is provided in Appendix I of this report and a copy of the questionnaires used for the personal interviews is provided in Appendix II.

The data gathered were compiled and analysed to reflect as closely as possible the opinions of the persons interviewed. It should be noted that a numerical rating scale was used for some questions. Respondents were asked to rate their answers on a scale of 1-very dissatisfied to 7-very satisfied. It should be noted that, since the respondents did not answer all questions systematically, the percentage distribution does not always add up to 100%.

C) RESULTS

1. Introduction

This part of the report contains the results of our survey.

In general, we realized that the perceptions and opinions expressed were attributable in most cases to the impact of decentralization. In some cases, they were due to other factors. Our "face-to-face" interviews enabled us to obtain an update on the impact of decentralization and this was reinforced by the comments received. We believe that the results obtained are an adequate reflection of the actual situation as perceived by the interviewees.

To put the data we gathered into perspective, we studied and analysed attitudes and perceptions regarding the impact of the decentralization of certain personnel operations "before" and "after" decentralization, on the following issues:

- Degree of satisfaction of client-managers with:
 - ° the quality of advice provided by personnel advisors in the sectors;
 - ° the level and quality of service;
 - ° the new organizational structure promoting a better service;
 - ° their involvement in the staffing and classification processes.
- Sector coordinators as functional supervisors.
- Opinions of personnel advisors and assistants on:
 - ° the quality of advice provided to management;
 - ° the level and quality of service;
 - ° the new organizational structure;
 - ° the involvement of managers in the staffing and classification processes.
- The impact of decentralization on personnel operations.

2. Quality of Advice

We asked the respondents what they thought of the quality of advice given by personnel advisors and assistants in their sector, emphasizing the point that we wanted to address the specificity and accuracy of advice in given situations.

We also sought the opinion of the personnel advisors on this issue. Since decentralization, the scope of their work has required them to be informed on many aspects of human resources management. Our task was to study the impact of this new requirement on their own satisfaction with their work.

a) Staffing:

<u>Function</u>	<u>Average</u>
Managers	5.8
Coordinators	5.8
Advisors	6.1
Assistants	6.6

According to the comments received, a good percentage (30%) of the respondents believe that they are receiving the best service ever from personnel because the advisors are showing creativity and are making sure that managers are kept informed of progress throughout the process. However, 12% regret the fact that advisors are limited by regulations imposed by central agencies.

For their part, the advisors (50%) indicated that the quality of advice has not changed. However, the advice is being better received now that management perceives personnel services as an integral part of the sector.

The coordinators (60%) believe that the advisor's experience is a significant factor in the quality of advice provided.

b) Classification:

<u>Function</u>	<u>Average</u>
Managers	5
Coordinators	6
Advisors	5.3
Assistants	6.5

Managers and coordinators generally find it difficult to comply with certain classification decisions perceived as interfering with their authority. However, they have observed great improvement in this area mainly because of a more flexible attitude on the part of the advisors. Nevertheless, the process continues to be perceived as heavy and constraining.

For their part, the advisors acknowledge the difficulty of getting management to accept the nature of the function. They consider that the quality of their advice should be measured in terms of the precision demonstrated in applying Treasury Board regulations.

c) Official languages:

<u>Function</u>	<u>Average</u>
Managers	5.4
Coordinators	5.6
Advisors	6
Assistants	6.2

Managers and coordinators alike consider this aspect to be an integral part of the process and that the distinction in terms of quality of advice is minimal.

The advisors consider that they are not as informed as they would like to be in this area. The assistant is usually the resource person.

3. Level and Quality of Service

Our question on the level and quality of service dealt with prevalent attitudes regarding the turnaround time of the process, availability to the client, the manner in which necessary controls are applied while ensuring client satisfaction, all taking into account obvious influences beyond the control of personnel advisors and assistants.

We wanted to sound the opinion of clients as well as personnel advisors and assistants by asking them to compare their satisfaction with the present level and quality of service at Communications Canada with what existed prior to decentralization.

a) Comparative Study Before and After Decentralization

<u>Function</u>	<u>Average</u>	
	<u>before</u>	<u>after</u>
Managers	3	6
Coordinators	4	6
Advisors	5	6.6
Assistants	5	5.6

According to 50% of the managers, the change in attitude is partly attributable to the quality of the personnel, a greater awareness of needs and priorities and the new structure.

More than one third of the respondents commented that improvement had begun before decentralization and that, in fact, the philosophy and leadership of the Director General (Jean-Claude Bouchard) are key factors in that improvement.

The coordinators added that the proximity of the advisors facilitates better communication and greater flexibility of approach which contribute to management satisfaction.

The advisors and assistants consider that service has not changed. In their opinion, the difference lies in the managers' perception who now view them as team members and the fact that they willingly supply the information required by the advisors.

According to the Director of Personnel Operations (Wendy Pride), the current situation promotes proactivity, a crucial element for quality service. In her opinion, past studies and audits have had a negative and demotivating effect.

b) Process Turnaround Time

A good majority of the managers (57%) are delighted with the clear improvement noted in this area and are satisfied with the time the process takes.

However, 33% are frustrated by the rules and regulations imposed by central agencies which cause so many delays. A very small percentage (10%) consider that the advisors and assistants are responsible for delays.

Among the sector coordinators, 60% are very satisfied with the service while 40% would like to see more improvement recognizing that a good part of the process is beyond the advisors' control.

Among the personnel advisors and assistants, 70% consider the turnaround time of the process to be satisfactory. In their opinion, service is obstructed in 20% of cases by delays in getting documentation from managers and in 10% of cases by lack of administrative support and red tape.

The Director of Operations indicated that, to date, there is no quantitative data to support a significant change in the turnaround time of the process.

c) Availability of Personnel Advisors and Assistants

With respect to quality of service, we also asked the respondents whether they found it easy to contact or meet with personnel advisors and assistants. The managers and coordinators (64%) appreciate their greater availability since decentralization. However, 36% voiced frustrations which can be summarized in the following two points:

- The advisors are often absent for:

- personal reasons (11%)
- work at CRC (20%)

- The advisors are overworked (5%)

Forty percent (40%) consider it essential to form a "flying squad" for cases of prolonged absence or to help out in periods of overload.

For their part, the advisors consider themselves very available and share management's opinion about the need for back-up in the above-mentioned circumstances.

In response to the question on the number of personnel advisors and assistants in the sectors, opinions are divided.

	Managers	Coordinators	Advisors	Assistants
Inadequate number of advisors	7%	20%	40%	30%
Inadequate number of assistants	21%	80%	44%	30%

According to the Director of Personnel Operations, it has been easier for advisors and assistants to be available since decentralization. However, new requests for advice on an increasingly wide range of subjects have had an appreciable impact on their available time. In her opinion, there is a shortage of manpower to meet the needs generated by the new responsibilities.

d) Balance between Service and Control

Over the years, staffing and classification have been strongly criticized by management for lack of balance between service and control. We wanted to determine whether the situation had changed.

All the coordinators and 89% of the managers are very satisfied with the current balance leaning strongly toward service. In their opinion, the advisors are much more attentive to the managers' needs, they show creativity and flexibility in their recommendations, they offer a wide range of possible alternatives and they greatly facilitate the managers' tasks.

The coordinators indicated this as one of the major changes brought about by the decentralization. More frequent interaction with managers and a good knowledge of the sector can only promote a better appreciation of management needs.

Only 11% of the managers interviewed deplored the fact that the control function is still dominant especially in classification. In their opinion, the personality of some advisors, coupled with system requirements, often prevents managers from obtaining what they deem essential to meet their objectives.

According to the advisors, management perception is the major change. They all agree that their own approach and attitude has not changed. In their view, classification will always be perceived by managers as a control restricting their authority because it is based on rules and procedures that must be adhered to.

The assistants noted greater management satisfaction with more frequent and direct interaction.

According to the Director of Personnel Operations, physical proximity has contributed to the improvement in management perception.

e) Communication and Role of Coordinators

We attempted to assess the impact of communication or lack thereof on the quality of advice and service provided since decentralization.

When we asked management the question: "In your view, are the personnel advisors and assistants well informed of the needs and priorities of your sector?", 93% said "yes" and commented that communication has become more effective thanks to that improvement. Some (7%) attribute the lack of in-depth knowledge of priorities to frequent changes in personnel.

We asked the coordinators and decentralized personnel what they did to increase their knowledge of sectoral needs and priorities:

Sixty-seven percent (67%) stressed the key role played by coordinators in this area. The advisors are kept informed by regular meetings at which active cases are reviewed, priorities established and reasons for delay examined.

The advisors appreciate their contact with coordinators who keep them informed of sector projects on an ongoing basis. This approach promotes a proactive attitude among the advisors. Some coordinators forward the agendas and minutes of sector management meetings to the advisors and, where required, invite them to participate in these meetings. Also, the advisors and assistants benefit greatly from monthly meetings with management and the DGHR.

Thirty-three percent (33%) of the advisors would like to receive more information on the sector through such means as sector management committee meetings and meetings with the Assistant Deputy Minister.

With respect to the assistants, we noted a marked difference on this issue as well as a significant need for structured communication. Only one assistant reported that he was well informed. Their workload is such that they lack the time to attend meetings to which they are invited. Therefore, their principle source of information is the advisor himself.

The Director of Personnel Operations considers that the personnel advisors and their assistants are becoming increasingly better informed thanks to their participation in sector management.

f) Additional Related Tasks

The impact of decentralization on the responsibilities of personnel advisors and assistants is particularly visible when we look at the list of tasks added to those of staffing, classification and official languages. Following are a few:

Advisors: Multi-year human resource plan
Multi-year operational plan
Operational plan for budget year
Informing management on issues related
to Pay and Benefits
5-9-12 month reviews
Control of person-years
Official languages plan

Assistants: Personnel administrative reporting system
Language test
Person-year report

N.B. The assistants raised the point that the new "security" measures and enhanced reliability checks have increased their workload significantly.

g) "Good Service"

Since there is so much talk about it, we wanted to find out if we were all on the same wavelength. The question read: "Would you give me your definition of good service?"

The responses to this question included a wide range of terms with emphasis on certain elements more than others. The responses were grouped according to two categories of respondents: management (including coordinators) and personnel services (advisors and assistants).

Management

The following definition represents the opinion of 80% of the respondents: "After determining respective duties with management, provide managers with expert advice throughout the process while ensuring adherence to staffing and classification principles without interfering with or hindering the authority managers require to meet operational objectives".

Thirty-two percent (32%) mentioned the importance of reasonable delays. Other elements indicative of good service were, in order of frequency: proactivity, the ability to provide several alternatives and meet commitments, flexibility, a sense of priorities, a positive approach and analytical capability.

Personnel Service

The definition common to all the respondents in this category is: "To provide managers with the best advice in order to help them make good decisions". Moreover, 73% stressed the importance of the time factor.

Other points mentioned, in order of frequency, were: compliance with regulations, availability, analytical capability, flexibility and proactivity.

The Director of Personnel Operations gave us her definition which can be summarized as follows:

- knowing how to listen carefully
- understanding management needs
- knowing the system in order to be of assistance to management

4. The New Organizational Structure

We wanted to know whether the respondents felt that the new organizational structure, by itself, promoted the provision of better service. The numerical ratings relative to this question were:

Managers	6
Coordinators	5
Advisors	5.8
Assistants	6.7

By soliciting comments, we sought to determine the respondents' degree of comfort with their respective roles and responsibilities in the staffing and classification processes.

Following are the comments we received, grouped by category of respondents:

Management

The most frequent response (65%) to this question attributes the success of the new approach to the quality and personality of the advisors and assistants, with emphasis on the Director General's leadership as a significant factor. Although they have noted an improvement in services, 14% admit to being only vaguely aware or not aware at all of the new structure. Some managers (21%) deplore the lack of capability to increase the workforce in cases of work overload or prolonged absence.

With regard to respective roles and responsibilities in the new structure, 37% consider that everything is clear, well-structured and that management, having a greater role to play, has therefore gained better control of the process.

Some managers (14%) would like their role in the staffing or classification processes to be better defined from the start and would like responsibilities to be divided.

Ten percent (10%) would like "Corporate" to play a greater role in the provision of:

- expert advice in staffing and classification;
- additional resources in cases of absence or work overload.

There does not seem to be any consensus of opinion on the role of sector coordinators. Some appreciate the fact that, being within the organization, the coordinators greatly facilitate communication between management and personnel; others view them as an additional level which slows down the process.

Coordinators

The coordinators are very comfortable with the new structure. Their role with the advisors enables them to facilitate personnel integration in the sector and promote better cooperation. This very positive aspect contributes to a high degree of satisfaction among management.

With respect to roles and responsibilities, four out of five coordinators expressed the wish that reporting relationships be settled in the near future. In their view, having to report to two management groups is beginning to have a negative effect on the advisors. The coordinators wish that the personnel advisors and assistants would report to their unit and that the Operations Division would become a source of expertise. Their views are based on the following rationale:

- A) The coordinator is the one who supervises the advisors (workload distribution, setting priorities, leave approval).
- B) The coordinator evaluates performance (in collaboration with the DPO).
- C) The advisors consider themselves members of the sector team.
- D) A feeling of belonging is a key motivator.
- E) The present situation could lead to conflict of priorities between the sector and "Corporate" (in the event of changes in personnel).

One coordinator considers that complete decentralization would be somewhat premature for the following reasons:

- A) The coordinator has neither the time nor the luxury to fill in for "Corporate".
- B) The advisors need coaching and should not be isolated from one another.
- C) In order to apply uniform criteria and standards throughout the department, they need close ties which are provided by "Corporate".

Personnel Advisors and Assistants

The view of the vast majority (80%) is that, altogether, the measures have not changed their approach to service. However, their workload has been substantially increased since management has begun to call upon them (in 60% of cases) for all personnel-related services, i.e. pay and benefits, labour relations, human resource management, etc. Lack of administrative support is being increasingly felt at this level.

For their part, all the advisors would like their reporting relationship to be specified so that they report to the sector coordinator. This is based on the following rationale:

- Day-to-day reality: they receive their instructions and priorities from the coordinator.
- Since the advisors are now perceived by managers as members of their team, management has become more open and appears to have more confidence. A feeling of belonging to the sector promotes better understanding of the needs of sector management.
- The Personnel Operations Division is seen as an intermediary between the advisors and the DGHR, ADMCM.
- The Personnel Operations Division does not really fill an advisory role and too often refers advisors to PSC and TBS for information.
- The roles of the new "Corporate" chiefs are not clearly defined.

However, according to some advisors, certain points remain to be clarified. In the performance of classification tasks, some conflict may arise between advisors and managers in the application of Treasury Board policies with which management may not agree. In this event, the DPO would be the best person to evaluate the work and judgment of the advisors in applying the rules.

The assistants feel left in the dark about their reporting relationship. Some expressed their frustration with the ambiguity. "Who approves what?" Fifty percent (50%) admit not really knowing who they report to.

Personnel Operations Division

The comments received on this subject can be summarized in four points:

- The philosophy of the personnel is a key factor.
- The fact that the advisors and assistants work in the sector promotes a more positive perception by management.
- Given the limited human resources available, it is difficult to replace an advisor or assistant in the event of prolonged absence.
- The good balance demonstrated to date is largely due to regular meetings between advisors, assistants, the DPO and sector coordinators.

5. Involvement of Management in the Staffing and Classification processes

The Directors General were delegated authority in matters of staffing some months ago. The Department is currently examining the possibility of applying this policy to classification.

We asked the respondents what they thought of the present situation. Are they satisfied or would they prefer more management involvement in the staffing and classification processes?

Management - Coordinators

65% consider that the present situation allows management more freedom in decision-making, with the informed advice of personnel advisors.

25% would like more authority and 80% of them would specifically like more authority in classification.

10% consider that they already have too much work and would prefer that the advisors be more available for writing job descriptions, etc.

Many considered the staffing course to be very useful and helpful in understanding the process, adding that a similar course on classification would be greatly appreciated.

Personnel

45% of the personnel advisors and assistants are satisfied with the status quo and maintain that managers can hardly take on more responsibility considering their present workload.

33% explained that, although they have seen a significant improvement, managers would benefit from increasing their involvement.

22% simply commented that, when all is said and done, the reality of the situation is that personnel management is not a priority with some managers.

6. Impact of Decentralization on Personnel Operations

We asked the Director of Personnel Operations to give us her thoughts on the impact of the decentralization.

With respect to service, the impact has been very positive in her view because the decentralization has enabled the personnel advisors and assistants in the sectors to gain a better appreciation of management needs and thus provide a service more suited to management.

In regard to the management of services, the Director, who prefers an advisory approach, sees her task as more difficult. Indeed, the dispersion of advisors in the sectors causes appreciable delays in communication. She mentioned, for example, having to use memorandums in order to reach everyone and pointed to the training needs of advisors which require consultation with the sector coordinator.

With respect to the coordination of programs, the systems have been designed so as to provide a great deal of flexibility. The challenge is to ensure that everyone is on the same wavelength. In her view, a reduction in person-years could force a return to centralized operations within a few years.

Suggested Changes

This section includes the comments and suggestions received during the interviews, listed by category of respondents and in order of frequency.

Management

- More personnel resources:
 - ° a team of advisors and assistants at CRC;
 - ° a team to deal with periods of overload;
- Better scheduling of advisors' vacations and leaves in order to ensure that someone is present to serve the sector.
- More delegation of authority:
 - ° delegate classification to management;
 - ° delegate to the supervisory level;
 - ° delegate SM-EX to the sector advisors;
 - ° delegate the authority for person-years and hold managers accountable.
- Review security regulations in order to avoid delays.
- Reduce turnover among advisors to enable them to get fully acquainted with the sector.
- Ensure better training of managers in the area of classification.
- More cooperation between Departments in order to streamline and facilitate personnel transfers.
- Prevent delays due to red tape by formalizing agreements between Directors General, Sector coordinators and Assistant Deputy Ministers.
- Promote communication among advisors in order to streamline and facilitate transfers within the department.
- Eliminate the position of personnel advisor and give the authority to management.

Coordinators

- Specify the reporting relationship.
- Write job descriptions that better reflect the role of personnel advisors and that help to determine responsibilities.
- A squad team in "Corporate" to provide assistance to sector advisors.

Personnel Advisors

- Define the reporting relationship so as to reflect the actual situation.
- Local resources at CRC.
- More delegation to the sectors in such matters as:
 - ° submissions to Treasury Board
 - ° SM-EX
 - ° labour relations, etc.
- Develop a training program based on a decentralized structure and oriented toward a generalist role for personnel advisors and assistants.
- Develop a training program for managers in classification, staffing, performance evaluation.
- Train assistants to be more generalist.
- Better and more speedy communication by "Corporate".
- The Department should have classification committees.

Assistants

- Specify the reporting relationship.
- More resources.
- More structured training.
- More adequate work environment.

Director of Personnel Operations

- Resources in the sector are inadequate to meet the new requirements.
- As we move toward decentralization, we lose more and more control over human resources. It would perhaps be appropriate to review the responsibilities of the Human Resources Management Branch.

D) CONCLUSIONS AND RECOMMENDATIONS

The Human Resources Branch and particularly the Personnel Operations Division have had to face a difficult task.

In addition to implementing numerous far-reaching organizational changes, the department has had to respond to management demands for better service. The DGHR hoped to meet the challenge by upgrading performance standards and the service attitude while taking into consideration the morale of employees in a period of general uncertainty and concern.

At first, we were somewhat reluctant to undertake yet another survey of a group that had in our opinion already been subjected to its share of evaluations.

However, we soon realized that the results of the survey would have a motivating effect on this group which had been subjected to tumultuous reorganization for months.

The accomplishments have been remarkable and we believe that they are largely attributable to the employees' vigorous commitment to the decentralization objectives and to the effective leadership of the DGHR who has been able to focus efforts and motivate the troops.

We believe that, to a large extent, the decentralization has reached its original objectives and we will support this opinion by reviewing the objectives listed in the "Terms of Reference" section of this report.

We are confident that our recommendations will deal with the weaknesses identified and we hope that they will make a positive contribution to the project.

- More frequent and closer interaction with client-managers in order that personnel advisors have a better appreciation of the managers' needs.

The decentralization has provided advisors and assistants the opportunity to rub elbows with management and thus get a clearer picture of the daily needs of their clients. According to the majority of the managers who responded to the questionnaire, regular interaction with advisors has been the most important factor of success. Indeed, 93% of the managers agree that the advisors are very informed on sectoral needs and priorities and that this has resulted in more effective communication and better service. This is confirmed by their rating of their satisfaction with the quality of advice (5.8 on the numerical rating scale) and the level and quality of service received since decentralization (6 as compared to 3 before decentralization).

However, the organizational structure has also created its share of ambiguity which we would like to see clarified. We therefore recommend:

1. Specification of reporting relationships

According to the structure proposed in the administrative reform project, the coordinator is the functional supervisor of the personnel advisors in his sector. We suggest that the next normal step should be complete decentralization, i.e. advisors reporting directly to the sector coordinator for the following reasons:

- All the personnel advisors and four of the five coordinators consider that this reflects the actual situation: the coordinators assign priority to tasks; they evaluate the advisors and guide them in their work.
- The vast majority of the managers consider that the improvement in service is largely attributable to the fact that the advisors are being perceived as members of the sector team. This opinion is also shared by the advisors, coordinators and the DPO.
- The sector coordinators are better able to share information with the advisors at the appropriate time and thus promote a proactive approach.
- Coordinators can still call upon "Corporate" services in cases of dispute to obtain assistance in settling the problem.

Obviously, there are some attendant risks:

- The impact of the DGHR's leadership, which is recognized by many as a crucial factor, could be greatly diminished with the loss of direct authority.
- It is practically impossible for the senior management of the Department to hold the DGHR accountable for a process over which he has no authority or complete control.

However, mechanisms could be implemented to counter these risks and ensure the provision of superior service to management. Obviously, any implementation of such mechanisms should be done in consultation with all interested parties in order to ensure success. The real danger would be to allow the present situation to have a demotivating effect on personnel advisors and assistants, which would lead to the deterioration of services.

2. Information on the roles and responsibilities of key personnel in the staffing and classification processes.

Coordinators - Corporate - Personnel Advisors - Assistants

The first step would be to specify roles and responsibilities in the organizational hierarchy.

Managers - Personnel Advisors - Assistants

Then, specify roles and responsibilities within the processes. Comments seem to indicate that communication could be more structured. Much of the work that is done in successive steps could be performed simultaneously if responsibilities were determined at the outset.

Personnel Advisors - Assistants - Corporate

It would be advisable to specify the role of "Corporate". The responsibilities of the chiefs should be clearly communicated to the sectors. Interaction between "Corporate" and the sectors could be more regular; this would prevent delays in communication of information. The role and responsibilities of the assistants need to be reviewed and specified. The assistants should be kept better informed of sector activities.

- Increased subdelegation of authority to managers with regard to personnel management and more management involvement in controlling the efficiency of the staffing process.

As mentioned previously, the Directors General were delegated authority in matters of staffing a few months ago. The report states that 65% of them are delighted with the freedom provided by this authority which gives them control over management of the staffing process while benefiting from the informed advice of personnel advisors. In fact, another 25% of the respondents called for more delegation of authority and 20% of them in classification.

We can thus conclude that management is comfortable with its new role and that, in fact, it feels in control of the staffing process.

The percentage of managers who would like more authority in classification seems relatively low to us when we consider that many deplore its "control" aspect. This may be explained by the nature of classification perceived as highly regulated. It would take managers much time (which they do not have) to acquire the knowledge required for assuming this authority.

The results of the survey lead us to believe that the majority of the managers are not ready. The managers are satisfied with the service (5) but they do not easily accept the limitations imposed by the system.

We recommend that delegation of authority proceed gradually to enable the managers to accept the process and learn to assume their new authority.

We recommend:

3. Structured training in classification for managers

There is nothing better than information to calm frustrations and concerns. Many managers were delighted with the staffing course and feel much better equipped to understand the intricacies of the process. We assume that a classification course would be equally well received.

4. Use of classification committees

They would provide managers another level of comfort while leaving them in control of the process and, in fact, of the final classification decision.

On the whole, if we adhere to the principle of Increased Ministerial Authority and Accountability (IMAA), "let the managers manage", it is essential that they be given the authority to manage their personnel without bringing their judgment into question whenever they decide who does what, how, at what level and at what salary.

- The separation of the service function from the control function in personnel.

The biggest step toward separation of service and control seems to have been taken by giving managers the authority to make appointments and holding them accountable for all decisions relative to the proper operation of the staffing process. With respect to staffing, the personnel officers function as advisors and can therefore more easily choose the "service" approach, leaving control over decision to the managers. According to the survey, this objective has been reached. Indeed, 89% of the client-managers are very satisfied with the current balance which leans strongly toward service. Only 11% deplore the emphasis on control in classification. This is confirmed by the responses given by the advisors who point out that classification is a system governed by rules that must be observed and is therefore perceived by clients as a control restricting their authority. An approach that favours delegation of authority in classification (discussed above) could complete the separation.

- Maximization of personnel advisors providing a direct service to managers.

Our study indicates that 64% of the managers are satisfied with the availability of advisors in their sector.

However, a large number of them expressed some frustration.

- Delays caused by lack of flexibility in replacing advisors in cases of prolonged absence or in sectors experiencing a work overload.
- CRC staff and many head-office employees consider it essential to locate a team at CRC. For some sectors, a good majority of the cases are at CRC.
- The role of "Corporate" must be defined, i.e. what do chiefs do?

We therefore recommend that:

5. The DGHR reexamine the structure in order to locate within his organization resources that could be assigned to operations in the sectors and more particularly to CRC, taking into consideration our first recommendation and the possibility that the sectors could contribute to the resources presently available.

APPENDIX "I"

Sample

For the purpose of this study, we conducted 77 individual interviews with Headquarter, CRC and Clyde Lab employees, between December 7 to 22, 1987.

The persons interviewed were chosen to represent the different levels of management in all sectors.

Directors General	(7)	ADMAC (1)
		ADMSM (1)
		ADMCM (1)
		ADMTT (3)
		SADM (1)
Directors	(22)	SADM (4)
		ADMTT (10)
		ADMAC (2)
		ADMSM (1)
		ADMCM (5)
Chiefs	(27)	ADMTT (6)
		ADMAC (4)
		ADMSM (5)
		ADMCM (12)
Managers:		56
Coordinators:		5
Personnel advisors:		9
Assistants:		6
Director of Personnel Operations:		1
Total:		<hr/> 77 persons interviewed

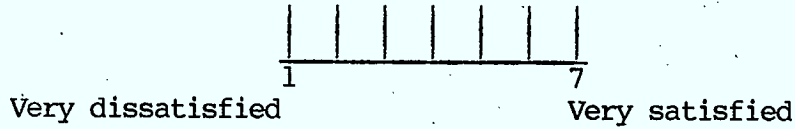
APPENDIX "II"

QUESTIONNAIRES

Management

ADM - DG - DIR. - CHIEFS

The card that I just gave you illustrates a rating scale. For some questions I will ask you to refer to it to give your opinion on the scale of:



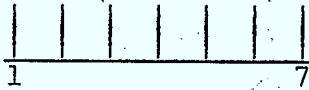
° What do you think of the quality of the advice you receive now from your sector PE regarding

- staffing:



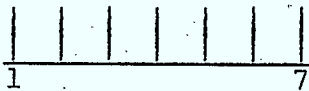
Comment:

- classification:



Comment:

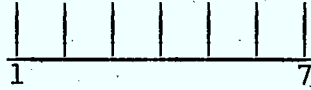
- official languages:



Comment:

° In your view, are the personnel advisors well informed of the needs and priorities of your sector?

What do you think of the new organizational structure in the Personnel operations division?



Please comment on:

- role definition of: sector management, personnel advisors, assistant and the personnel operations division:

- availability of the personnel advisors:

- balance between service/control as demonstrated by the PE:

- the management input to the staffing process and the classification process:

- the time the process takes:

- your satisfaction with the results:

- How would you compare the level and the quality of service you receive now with the service you used to receive?:

Now:

--	--	--	--	--	--	--	--

1 7

Before:

--	--	--	--	--	--	--	--

1 7

Comment:

- Would you give me your definition of "good service"?

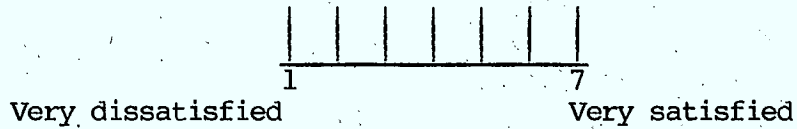
- In your opinion, is the number of personnel advisors and assistants adequate in your sector?

- Which changes (if any) would you make to the roles and responsibilities and why?

- What would the advantages and the disadvantages of such changes be?

Sector Coordinators

The card that I just gave you illustrates a rating scale. For some questions I will ask you to refer to it to give your opinion on the scale of:



° What do you think of the quality of the advice you receive now from your sector PE regarding

- staffing:
1 7

Comment:

- classification:
1 7

Comment:

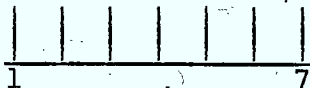
- official languages:
1 7

Comment:

° In your view, are the personnel advisors well informed of the needs and priorities of your sector?

° What have you done to increase their knowledge of sectoral issues?

° What do you think of the new organizational structure in the Personnel operations division?



Please comment on:

- role definition of: sector management, personnel advisors, assistants and the personnel operations division:

- availability of the personnel advisors:

- balance between service/control as demonstrated by the PE:

- the management input to the staffing process, the classification process and the official languages process:

- the time the process takes:

- your satisfaction with the results:

° Do you talk with your PE about your mutual expectations in terms of services in personnel?

° Have you asked your PE to perform any task that wasn't previously part of the job?

° How would you compare the level and the quality of service you receive now with the service you used to receive?

Now:

1							7

Before:

1							7

Comment:

° Would you give me your definition of: "good service"?

° In your opinion, is the number of personnel advisors and assistants adequate in your sector?

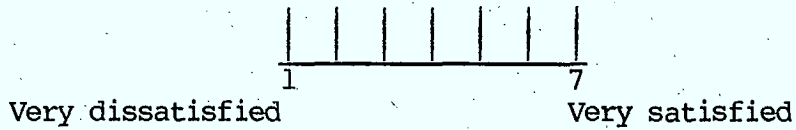
° Would you comment on the impact of the decentralization on the management of the sector.

° Which changes (if any) would you make to the roles and responsibilities and why?

° What would the advantages and the disadvantages of such changes be?

Personnel Operations Services

The card that I just gave you illustrates a rating scale. For some questions I will ask you to refer to it to give your opinion on the scale of:




° What do you think of the quality of the advice given now by the PEs regarding

- staffing: 

Comment:

- classification: 

Comment:

- official languages: 

Comment:

° In your view, are the personnel advisors well informed of the needs and priorities of their sector?

° What do you think of the new organizational structure in the Personnel Operations division?



Please comment on:

- role definition of: sector management, personnel advisors, their assistants and the personnel operations division:

- availability of the personnel advisors:

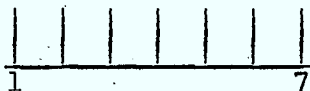
- balance between service/control as demonstrated by the PE:

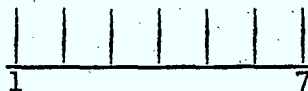
- the management input to the staffing process and the classification process:

- the time the process takes:

- your satisfaction with the results:

- ° How would you compare the level and the quality of service you receive now with the service you used to receive?

Now: 

Before: 

Comment:

- ° Would you give me your definition of: "good service"?
- ° In your view, what was the impact of the decentralization on the management of the Personnel Operations from the point of view of:

- services orientation

- the coordination of: staffing
classification
official languages

- the coordination of programs for the PE community
such as:
redeployments of personnel advisors and assistants
transfer
professional development

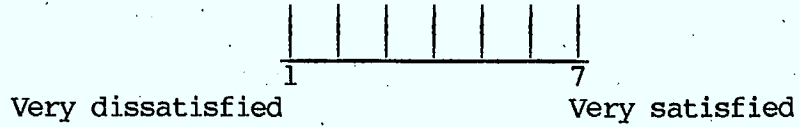
- ° In your opinion, is the number of officers and assistants adequate in your sector?

° Which changes (if any) would you make to the roles and responsibilities and why?

° What would the advantages and the disadvantages of such changes be?

Personnel Advisors

The card that I just gave you illustrates a rating scale. For some questions I will ask you to refer to it to give your opinion on the scale of:



° What do you think of the quality of the advice now given to your sector managers regarding

- staffing:
Comment:

- classification:
Comment:

- official languages:
Comment:

° Do you feel well informed of the needs and priorities of your sector?

- ° What have you done to inform yourself of the needs and priorities of your sector?

- ° Do you discuss your mutual expectations regarding personnel services with your sector coordinator?

- ° What do you think of the new organizational structure in the Personnel Operations division?



Please comment on:

- role definition of: sector management, personnel advisors, their assistants and the personnel operations division:

- availability of the personnel advisors:

- balance between service/control as demonstrated by the PE:

- the management input to the staffing process, the classification process and the official languages process:

- the time the process takes:

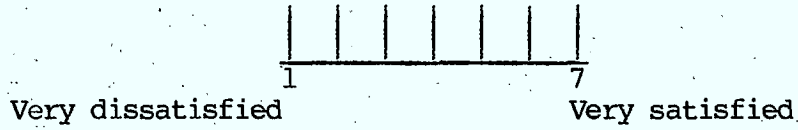
- management satisfaction with the results:

° Which changes (if any) would you make to the roles and responsibilities and why?

° What would the advantages and the disadvantages of such changes be?

Personnel Assistants

The card that I just gave you illustrates a rating scale. For some questions I will ask you to refer to it to give your opinion on the scale of:



° What do you think of the quality of the advice given to your sector managers regarding:

- staffing:
1 7

Comment:

- classification:
1 7

Comment:

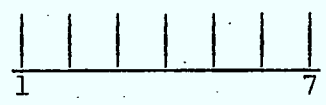
- official languages:
1 7

Comment:

° Do you feel well informed of the needs and priorities of your sector?

° What have you done to inform yourself of the needs and priorities of your sector?

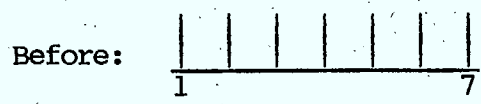
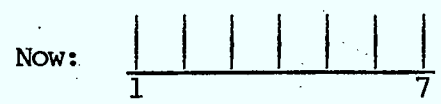
° What do you think of the new organizational structure in the Personnel Operations division?



Please comment on:

- role definition of: sector management, personnel advisors, their assistant and the personnel operations division:
- balance between service/control as demonstrated by the PE:
- the management input to the staffing process, the classification process and the official languages process:
- the time the process takes:
- management satisfaction with the results:

° How would you compare the level and the quality of the service you give now with the service you used to give?



Comment:

