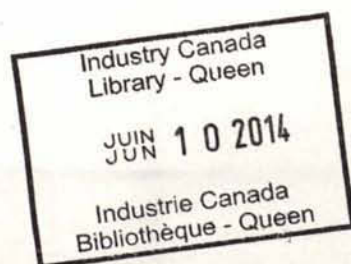


Personnel Services Business Plan 1992-1993

Consumer and Corporate Affairs Canada

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Personnel Services

Business Plan

June 1992

1992-1993

CONSUMER AND CORPORATE AFFAIRS CANADA

Personnel Directorate

June 1992

CONSUMER AND CORPORATE AFFAIRS CANADA

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Annex A: Responsibility Profiles

**ACCESSIBILITY
INNOVATION
OPEN COMMUNICATION
HONESTY**

INTRODUCTION

"A dissatisfied business customer can often go to another source. The government service-provider has no such competitor and the government client no such option."

-- Public Service Task Force
on Service to the Public

In most instances, perhaps for the vast majority of government services, it would be difficult to take issue with the Task Force's conclusion. But there are exceptions. For consumers and clients of internal-to-government services there is an increasing array of service options.

One needs only to "walk through the Yellow Pages" to realize how fragile the service monopoly of the public sector has become. The departmental "common", "support", "central", or "management" service does indeed have competitors -- departments and agencies are no longer the captives of their internal services.

Managers with little time and few resources can buy job descriptions; they can buy a staffing service; they can buy staff training, career planning and

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development, staff relations advice and employee counselling; departments and agencies can even buy a pay and benefits service. They can buy an integrated human resource strategy that gets them what they want and where they want to go, and explains the options and trade-offs. And they can acquire all of this with minimal, and in some areas no involvement of their internal personnel service.

Technology has made it a simpler task for the private sector to design and operate personnel systems which are compatible with internal-to-government systems. The relatively recent, but growing delegation to managers of responsibilities (which were formerly the preserve of a central service) has provided the opportunity to ignore the central service and seek advice elsewhere -- delegated authority in practice is the ability to make choices, and to make choices among competing services.

In tandem with increasing authority, the introduction of operating budgets provides managers with the means and the motive to consider where the best service is available, at the least cost and with the least bureaucratic "hassle".

Personnel Services are perceived as complex. For many managers they are perceived to involve a seemingly endless labyrinth of do's and don'ts that are, for the most part, unknowable except to a small group of experts. The experts, in turn, are often perceived as the protectors of controls -- the proverbial "they" who guard a system of barriers erected by central agencies and shielded within a black box.

For providers of personnel services the message is clear: adapt and reorient services to be the best service available -- a service that is responsive to departmental client needs -- or face a future of progressive obsolescence and watch the business go elsewhere.

This Business Plan is about what clients of personnel services expect and want, and about the actions CCAC Personnel Services will undertake to better meet those expectations and needs. It is the outline of a strategy for adapting to change.

It proposes a radical restructuring of services to:

- make the full range of personnel services readily accessible to the management teams, managers and staff of every Bureau (and Branch) of the department;
- provide a truly innovative service that focuses on the integration of personnel services and human resource management;
- demystify personnel services and focus on the provision of sound, expert advice on the options, trade-offs and full range of solutions to personnel issues -- in short, full and open communication; and
- be part of the team -- working with honesty on behalf of, and in the best interests of, the most important client the Personnel Service has: CCAC employees.

Accessibility, innovation, open communication and honesty; these are the values upon which this plan is based and upon which the future of the CCAC Personnel Service rests. These values appear on every page, and every action in this plan is directed toward their realization.

The goal of this plan is to set in motion steps which will visibly and effectively support and promote excellence in human resource management in CCAC. This means:

- unequivocal recognition of the department, its managers and staff, as the first and most important client for every discipline of Personnel Services;
- providing a dedicated service; one that is tailored to departmental needs and is proactive; and
- ensuring a service capable of acquiring, advising on, and assisting with the implementation of new ideas; capable of understanding and representing departmental corporate interests; and capable of assessing and utilizing the full range of personnel solutions, options and trade-offs in addressing issues.

WHO ARE THE CLIENTS,....

"A company can focus its service single-mindedly on satisfying the demands of a selected market or customer group. Public service, by contrast, must meet the needs of many different clients equally well..."

-- Public Service Task Force
on Service to the Public

Still, there is little doubt that from the clients' point of view their wish is to be served by the public service with the same single-mindedness that they expect from a private company. No less should be expected from internal-to-government services, such as Personnel. Single-minded service can come only when there is clear recognition of exactly who is the client.

For CCAC Personnel Services there are four groups of direct clients, each with a distinct set of needs, and, for three of the four, with some needs in common. From the Deputy Minister on down, there are over 2000 **employees** in CCAC. In all but a few cases, Personnel Services helped in some way to establish what they do, for whom they do it, and continues to ensure compensation to each and every one.

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As well as being employees, **managers** in CCAC have distinct responsibility for the good governance of the organizations under their charge. The structure of their organization, the training, health and reward of employees, the selection of employees, resource planning and the relations between their organization and individuals are all matters which bring managers into the role of Personnel clients.

Similarly, the **departmental executive and Deputy Minister** have a distinct overall responsibility for the good governance of CCAC. This responsibility entails among a great many other things advising on, and deciding upon government-wide policy changes affecting human resource management; it entails acquiring sound, accurate and practical advice on how these policies affect CCAC; and, ultimately, it entails assuming responsibility for how well the organization is structured and how well staff at all levels are equipped to achieve objectives.

Finally, there are **other departments and agencies, including the central agencies**. They are in some instances clients and in some instances service providers. Economies of scale dictate that cheque production occur within a single, dedicated organization, Supply and Services Canada -- CCAC is their client. Central agencies propose government-wide personnel policy, prescribe personnel-related regulations and controls, and request reports and verification of activity. They are both client and service provider.

There is a perception, even within the personnel community, that because central agencies play a key

role in determining, and in many instances adjudicating the "rules", they must be the primary client. This perception has led many to question whether the personnel service role is to represent the central agencies to departments, or represent departmental interests to central agencies. While few would argue against the need for standards and procedures that ensure consistent and equitable treatment of employees across the public service, it is one of the purposes of this plan to clearly resolve who comes first. For CCAC Personnel Services, departmental staff, at all levels, are paramount.

...AND WHAT DO THEY WANT?

They want good service -- the best they can get. From each client's point of view, good service is:

- fast service,... that
- involves the absolute minimum number of contacts,... and provides
- accurate advice and information,... from a
- knowledgeable staff,... who use
- easy to understand procedures.

Specifically, from their Personnel Service, clients want a dedicated, flexible and innovative service. They want advice from a knowledgeable "consultant"; someone who knows the hurdles, who understands and

can explain all of the options and trade-offs, and can then draw on the full range of techniques for getting over them.

They want a strategic service that ties planning with hiring, and hiring with training, and training with both job-related needs and overall career development. They want access to new ideas and the ability to implement them -- opportunities to experiment.

Clients want simple procedures that lead to results. Individual employees want a technical service, run by experts, that can get the job done or get the problem solved quickly and correctly.

In short, clients want Personnel Services to facilitate a human resource management service; one that focuses on options, links functionally discrete personnel activities, understands particular organizational needs, and one that is oriented to an innovative, proactive approach aimed at results rather than process and regulation.

WHAT IS "PERSONNEL SERVICES" AT PRESENT?

"Private and public service organizations which excel at service have certain characteristics in common. Invariably they are outward-looking rather than introspective. They put the client before the organization, they are preoccupied with results rather than process".

-- Public Service Task Force
on Service to the Public

Most, if not all of the services clients want from an internal personnel service are available now. But the perceptions noted previously persist. In part they persist because: services are not aggressively marketed; because perceptions are, simply, difficult to change; and, perhaps most importantly, because the present structure and orientation of the CCAC Personnel Directorate places a heavy reliance on departmental managers to know exactly what they want and from whom they should acquire it.

The present configuration of the Personnel Directorate lends itself less to the role of facilitator and more to the role of information bank -- a role that is largely responsive rather than proactive. Hence the image of control, of regulation, of technical services

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rather than consultative and advisory services, endures.

The Personnel Directorate is organized along functional lines encompassing five distinct disciplines:

- classification;
- staffing;
- policy, monitoring and coordination;
- staff relations and pay & benefits; and
- training and official languages.

Each discipline offers a combination of services to the department -- both "core" services (fundamental to the operation of any organization) and "consultative" services relating to the organization and the development of the department and its employees.

The Directorate's core services are:

- provision of a competent and timely compensation service to all employees;
- maintenance of up-to-date employee- and organizational information;
- administration and application within CCAC of the principles and regulations governing staffing in the federal public service;
- provision of training in personnel disciplines and training coordination for employees in support of the fulfilment of their responsibilities;

- administration of procedures in support of effective employer-employee relations;
- maintenance of a safe and healthy work environment;
- provision of classification services;
- administration of merit, suggestion, long service and deputy minister commendation awards.

In aggregate these core services account for approximately 15 of the Directorate's 60 person-years (25%).

The balance of the resource base is devoted to activities of a consultative/advisory nature. These activities comprise, in general, issues that relate to:

- human resourcing;
- organizational design and development;
- training programs;
- development programs;
- employee relations; and
- career counselling;

To an extent, the allocation of resources and presentation of services along functional lines has hindered utilization of the Directorate's consultative and advisory services -- the functions (disciplines) are perceived as discrete and unrelated. For the same reason, the functional structure may well have hindered the development of overall approaches to human resource management within the Bureaux and branches of the department.

The discrete functional centres within Personnel correspond to logical groupings for responding to, and ensuring accountability to government-wide control and audit, i.e. the orientation of the central agencies. But this structure has endured at the expense of providing ready access for line-managers and staff to a one-stop, integrated personnel service.

As a consequence, the Bureaux have internalized their need for this integrated, one-stop service through the establishment of intermediaries (Activity Coordinators) whose role is, in part, to interface with the Directorate on behalf of Bureaux management.

In the fall of 1991, the department's "Internal Services Study: Personnel Functions" recognized the generic nature of this problem for central services and set out several principles that should guide the orientation of internal service functions. They should, among other things, be:

- linked as closely as possible to the clients they serve; and
- involve minimal need for intermediaries.

As is the case for other central services, the Personnel Directorate has been, and remains somewhat insulated from departmental staff and managers. Far from adding to an overall sense of corporate direction and consistency in human resource matters, the Personnel Directorate's functional orientation has contributed to a fractured corporate perspective of human resource planning and development in CCAC.

There is competition; there is a perception of complexity; and there are both perceived and actual barriers to service access. Adopting a client orientation requires changing to meet client needs, and it means acting to remove both the perception and reality of barriers to service.

INTRODUCING THE HUMAN RESOURCE SERVICES DIRECTORATE

"The difficulty in changing organization culture lies not so much in knowing what to do as in accepting and acting on the consequences of a decision that change is required"

-- Tomorrow's Public Service

Change is required to improve access, to focus service first and foremost on departmental staff and managers, to provide a one-stop service, to provide an integrated and innovative service, and, in all respects, a service superior to any competitor.

The Personnel Directorate has the experience, the knowledge and expertise, and the resources to meet its clients needs. It needs to focus these strengths on client attention and service delivery.

To enhance accessibility and communication the Personnel Directorate will restructure its operations to more closely align itself with its departmental clients. It will become a new organization: the **Human Resource Services Directorate**.

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The current functional divisions within the Directorate will be replaced with four multi-disciplinary teams and an internal-to-the-Directorate central service unit.

Each of the multidisciplinary teams will be dedicated to serve an individual Bureau or line-operation of the Department, and each team will be headed by a director-level manager (figure 1).

Each team will be able to provide its client organization with the full range of human resource/personnel services. Team managers will ensure that services are linked, accessible and tailored to meet the planning and operational needs of the client (figure 2).

To ensure consistency among the teams in the provision of services, to provide technical support to the teams and to act on behalf of the Department in discipline-specific issues involving central agencies, Functional Coordinators will be appointed within the Directorate's central service unit.

In addition, to enhance the flow of innovative ideas into and throughout the Department, a human resource Development Advisor position will be established in the central service unit. This latter position will be staffed on a rotational basis with interested managers from outside of the Directorate.

Selected other positions within both the teams and the central service unit will be dedicated to Directorate staff development and will be filled on a rotational basis. The objective of developmental

Figure 1

HUMAN RESOURCE SERVICES DIRECTORATE

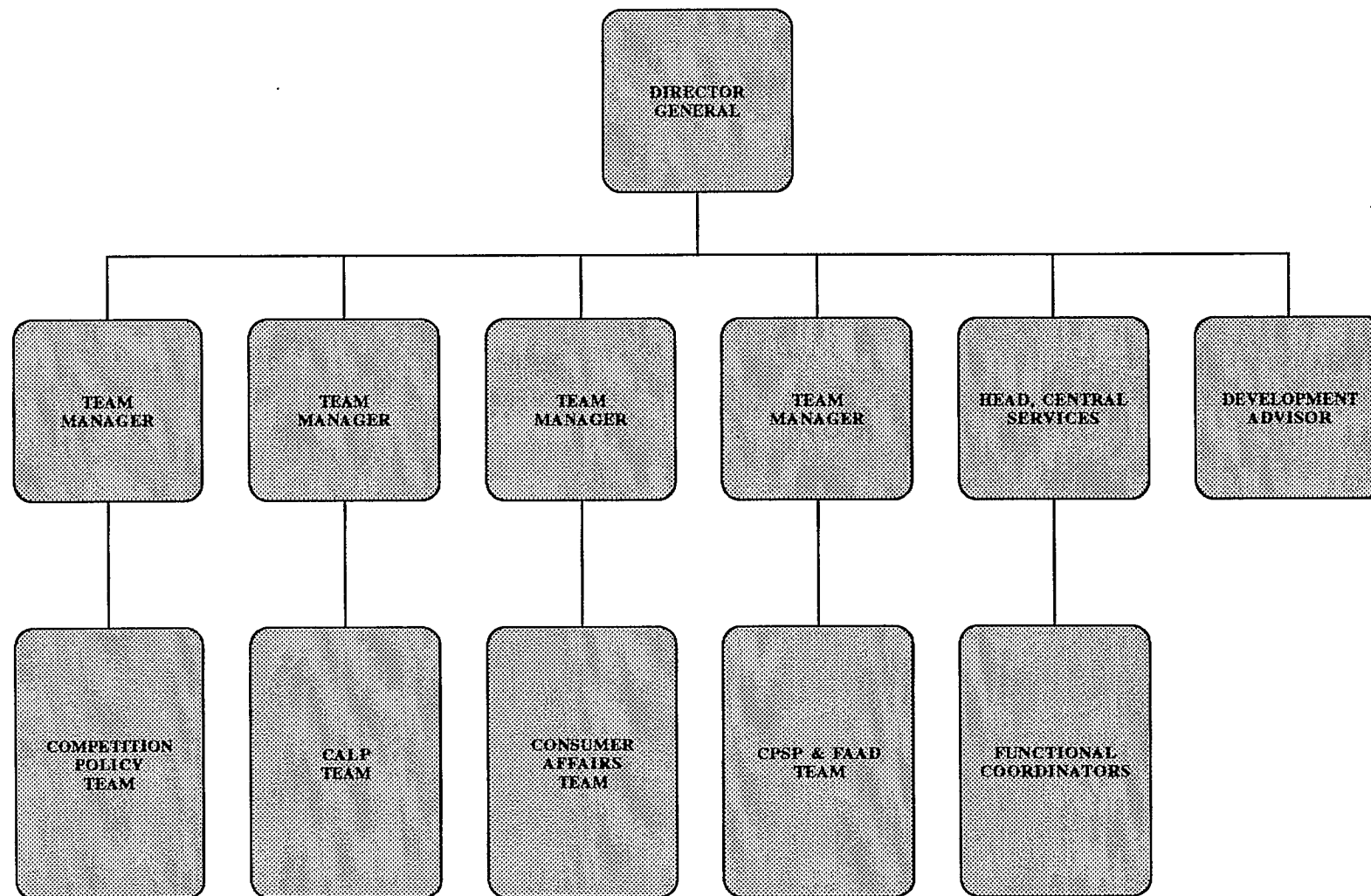
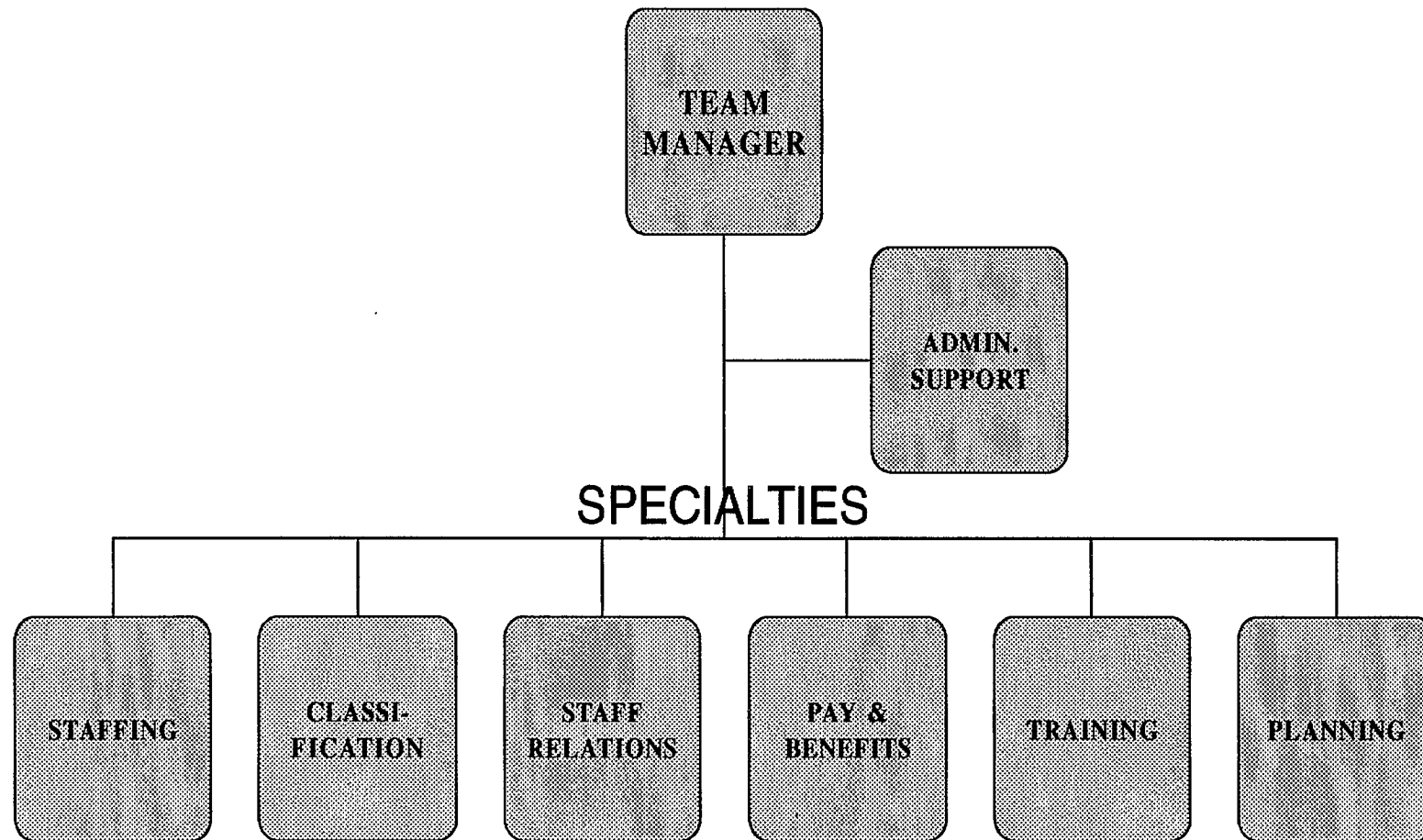


Figure 2

GENERIC TEAM STRUCTURE

HUMAN RESOURCE SERVICES DIRECTORATE



rotation is to provide staff with continuous access to new opportunities and learning experiences, to enhance communication among the service specialties and teams, and to promote a continuous flow of new ideas and approaches between the Directorate and its clients.

Responsibility profiles for the major positions in the Human Resource Services Directorate are contained in Annex A.

The relationship between the Directorate and regional personnel operations will remain unchanged. The Director-General, Human Resource Services Directorate, will continue to have a functional responsibility for regional personnel operations, and regional personnel managers will continue to report to their line-managers. Team Managers will work with Bureaux Heads and their management teams to develop plans and human resource services appropriate to Bureaux national program needs.

The new structure offers clients one-stop access, a dedicated set of specialized core services, a full-time, senior human resource/personnel service consultant/team manager, access to new ideas, and full-time interest and support in human resource planning, development and operations.

It offers employees of the Directorate opportunities to acquire new skills and responsibilities, to learn about new areas of the department, and to work as part of a small, effective and dedicated team.

Last, but not least, through organized and frequent interchanges among the team managers, and

between team managers and the central service unit, the new structure will enhance awareness at the corporate level of human resource opportunities, issues and desirable directions.

TEACHING BEARS TO DANCE,....

**"If you teach a bear to dance, you'd
better be prepared to keep dancing
'til the bear wants to stop."**

-- Rodger Bricknell
General Electric

Put another way, success in an endeavour requires firm resolve from all parties involved to see the job through to the end. The implementation of the Human Resource Services Directorate requires a commitment on the part of all employees of the Directorate to accept and adopt a new approach to what they do, to accept new personal challenges to train and gain new skills, to work with new colleagues, and in some cases with new clients.

It requires that Bureau managers, management teams and Bureau heads commit themselves to working directly with their Human Resource Directorate Team and Team Manager. And it requires client agreement that the Team Manager be a fully involved member of the client management group or Committee.

Finally, it requires a commitment on the part of senior Directorate staff to remain with the Directorate throughout the transition to the new structure and service.

**ACCESSIBILITY
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Annex A

RESPONSIBILITY PROFILES

**SUPPORTING THE ACHIEVEMENT OF CCAC's MISSION
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Multidisciplinary Team Managers:

coordinate, manage and are accountable for the full range of personnel, human resource development and human resource planning activities for a discrete section (Bureau, or line area) of CCAC:

- report to the Director General, Human Resource Services Directorate;
- supervise a team of employees with expertise in the areas of pay and benefits, staff relations, classification, staffing, training and planning;
- participate as a member of the client management team;
- provide expert advice/act in the role of a consultant to the client on human resource planning, development, organizational development,
- advise on needs;
- develop (design and present) to client management options for future development and/or solutions to specific personnel problems;

- participate as members of a Personnel Directorate Committee of Team Managers to exchange information and ideas;
- assess and act as warranted on the implications for the client of changes to human resource management/development policies and programs;
- draw on the skills of, and maintain effective liaison with the Directorate Central Services Unit.

Multidisciplinary Team Members:

provide expert service, advice and guidance in one or more personnel disciplines, and act on behalf of the client to meet specific personnel needs; undertake, or arrange for the performance of technical personnel activities; and assist the client in identifying human resource management opportunities and in resolving human resource-related issues:

- report to multidisciplinary Team Managers;

- provide expert interpretation in one or more personnel disciplines of departmental and government-wide human resource management policies, programs and regulations;
- develop, advise and assess with the client alternative courses of action to resolve specific human resource management issues;
- act in concert with, and on behalf of the client organization to realize human resource and organizational development opportunities;
- perform and/or arrange for the provision of specialized support services to the client organization in one or more specific personnel disciplines;
- maintain continuous contact and effective working relationships with other team members, other human resource management teams and with peers both within and outside the Department.

Functional Coordinators:

act as experts on behalf of the Department, and act on behalf of multidisciplinary team members, including regional personnel managers, to coordinate and apply personnel policy initiatives in one or more specific disciplines:

- report to the Head of Directorate Central Services;
- act as the prime contact/departmental representative and discipline coordinator with central agencies and other government departments and agencies;
- act with multidisciplinary team members to assess CCAC interests in government-wide personnel policy initiatives and to assess the implications of policy decisions for CCAC;
- respond to corporate (non-client-specific) needs, issues and concerns relating to one or more specific personnel disciplines (provide a range of corporate services --

- correspondence, management of the HRIS, and training); develop discipline-specific service standards; ensure consistent application of discipline-specific standards among multidisciplinary teams, and provide for the ongoing monitoring of discipline activities and service standards.

Development Advisor:

is responsible for the continuous acquisition and assessment of new, innovative approaches to human resource management and development in the public and private sectors, and is responsible for the coordination and ongoing assessment of corporate-level human resource plans and the Directorate Business Plan:

- reports to the Director-General, Human Resource Services Directorate;
- acts on behalf of multidisciplinary teams, the Directorate and the Department to acquire and assess the potential of new

- approaches to human resource management;
- advises on and coordinates human resource-related input to departmental strategic planning initiatives;
- develops in consultation with multidisciplinary teams and Functional Coordinators the business plan for the Directorate;
- assesses results against business plan objectives and advises on ongoing modifications and directions;
- acts with other departmental central/internal services to provide an overall corporate assessment of results against strategic and human resource management objectives; and contributes to the identification of best practices and the identification of areas requiring special attention.

