



Government of Canada
Department of Communications

Gouvernement du Canada
Ministère des Communications

/ CHALLENGE FOR CHANGE /

Human Resources Management Directorate

January 1989

JL
103
C6
C533
1989
c.2

Canada

CHALLENGE FOR CHANGE

Part I - Introduction

1. A New Management Philosophy
2. Background
 - 2.1 - Zussman Study 1986
 - 2.2 - COSO Workplan
 - 2.3 - Internal Communication Committee
 - 2.4 - DOC Mission Statement and Operating Principles
 - 2.5 - DOC Human Resources Management Function Evaluation
3. Responsibility for Action

Part II - The Change Plan

4. First steps
 - 4.1 - External Resources
 - 4.2 - Sector Leadership Meetings
 - 4.3 - Cascade Model of Performance Appraisals
5. Management
 - 5.1 - Major Findings
 - 5.2 - Aim of Initiatives
 - 5.3 - Initiatives
 - 5.3.1 - Senior Management Visibility
 - 5.3.2 - Mini-Sessions on Management Issues
 - 5.3.3 - Senior Attention to People Management Issues
 - 5.3.4 - People Management Abilities a Requirement
 - 5.3.5 - Annual Meetings
 - 5.3.6 - Mixed Level Anti-Bureaucracy Committee
 - 5.3.7 - Strategic and Operational Plan Linkages
6. Pride
 - 6.1 - Major Findings
 - 6.2 - Aim of Initiatives
 - 6.3 - Initiatives
 - 6.3.1 - Popularized Mission Statement
 - 6.3.2 - Employee Guide
 - 6.3.3 - Panel on the Mission
 - 6.3.4 - Recognition of Achievements
 - 6.3.5 - Tour Facilities
 - 6.3.6 - Twentieth Anniversary



7. Welfare of Employees

- 7.1 - Major Findings
- 7.2 - Aim of Initiatives
- 7.3 - Initiatives
 - 7.3.1 - Financial Rewards and Recognition
 - 7.3.2 - Encourage Supervisors
 - 7.3.3 - Pay Office
 - 7.3.4 - Physical Facilities

8. Communications

- 8.1 - Major Findings
- 8.2 - Aim of Initiatives
- 8.3 - Initiatives
 - 8.3.1 - Annual Report
 - 8.3.2 - Regular Studies
 - 8.3.2.1 - Communigrams
 - 8.3.2.2 - Internal Media
 - 8.3.2.3 - Employee Attitudes
 - 8.3.3 - Content Bulletins
 - 8.3.4 - Project Values
 - 8.3.5 - Committees
 - 8.3.6 - Public Address System
 - 8.3.7 - Communication Plans
 - 8.3.8 - Info Lunches
 - 8.3.9 - One-day Position Exchanges
 - 8.3.10 - Information on Portfolio-wide Issues

9. Support Staff

- 9.1 - Major Findings
- 9.2 - Aim of Initiatives
- 9.3 - Initiatives
 - 9.3.1 - Enhanced User Consultation
 - 9.3.2 - Technical Assistance
 - 9.3.3 - Inclusion
 - 9.3.4 - Empowerment
 - 9.3.5 - On-site Daycare
 - 9.3.6 - Training in Support Staff Supervision

10. Merit and Opportunities for Promotion

- 10.1 - Major Findings
- 10.2 - Aim of Initiatives
- 10.3 - Initiatives
 - 10.3.1 - Lateral "Promotions"
 - 10.3.2 - Career Counselling for "Plateau-ed" Employees
 - 10.3.3 - Career "Info-corner"

- 11. Training
 - 11.1 - Major Findings
 - 11.2 - Aim of Initiatives
 - 11.3 - Initiatives
 - 11.3.1 - Change of Emphasis in Supervisory Training
 - 11.3.2 - In-house Courses
 - 11.3.3 - Increased Training Resources

12. Conclusion

Part 1 - Introduction

1. A NEW MANAGEMENT PHILOSOPHY

Up to now DOC has done well with a strong corporate culture of getting the job done, solving the problem. However, downsizing and resource shortages now mean that we must pay attention not only to getting the tasks done but also to doing so with maximum effectiveness. To achieve this we must ensure that all our people contribute fully, that they have the opportunity to use their skills and talents well, that they have a full sense of achievement, minimum frustration and good morale. In short, we must see that they are well-managed. This requires a change in the focus of our management philosophy.

Our new philosophy explicitly recognizes that to work effectively as a team to attain its objectives, a group must have enlightened management capable of leading and motivating staff effectively. It favours a more open management style. It encourages managers to seek more actively the opinions of employees on problems and solutions. It seeks to have employees take more responsibility for their own working lives. It places a greater emphasis on people and on management. It will have us care more about individuals, and have our management decisions take the human dimension into account.

This new management philosophy means that managers will be judged not only on what they accomplish, but also at what cost to their staff, as well. The good manager in DOC will be the one who not only meets all the objectives but also takes time from the many tasks to communicate with employees, to give them feedback, the good news and the bad, on their performance. Senior management (the DM and the ADMs) will be recognized leaders. Employees will know what their leaders believe and what they stand for.

.../5

2. BACKGROUND

2.1 ZUSSMAN STUDY 1986

In 1986 Dr. David Zussman of the University of Ottawa conducted a study of managerial attitudes in both the private and public sectors. His findings revealed that federal public servants were experiencing a loss of pride in and sense of belonging to their departments. The intensity of these feelings increased directly with the number of levels distant from the Deputy Minister.

2.2 COSO WORKPLAN

In response to these findings, the Committee of Senior Officials (COSO) developed a workplan of initiatives to remedy the situation. Among these initiatives was the creation of several task forces such as the one led by Mr. Ramsay Withers, then Deputy Minister at Transport Canada, on the Role of the Public Service Manager. The report of this task force recommended a more personal approach to management, and a leadership role for managers.

Mr. Gaétan Lussier, then Deputy Minister at Employment and Immigration Canada, headed a committee concerned with public service values. It examined the meaning of our values and released a discussion document, Governing Values, proposing that the three important values of the federal public service were respect, responsiveness and responsibility. The exercise has sparked discussion and departmental initiatives across the service.

2.3 INTERNAL COMMUNICATION COMMITTEE

The third committee was the Internal Communication Committee (ICC) chaired by the Deputy Minister of the Department of Communications, Mr. Alain Gourd. This committee concluded that communication with employees was more than the good use of internal media, but included the day to day interaction between supervisors and employees at every level. This committee heard from organization leaders from both the private and public sectors who explained that, in their view, managing people well was more than just a kind and human way to behave, it was crucial to the success of their organizations. Industries that were not capital intensive, that is information-age industries, did not depend upon well-oiled machinery to produce, but rather upon a well-motivated and enthusiastic workforce. The central management task was therefore to maintain this motivation and enthusiasm.

The ICC undertook several studies, one of which, Internal Communication in Other Jurisdictions, was produced by the Program Evaluation Branch of DOC (DPE). This study reflected findings similar to what the ICC had already been told. Organizations attaining a high level of performance shared similar characteristics:

- they had a powerful identity, prized and nurtured with utmost care
- they had a compelling sense of purpose that was communicated to and shared by all their staff
- the leadership personified in exemplary fashion both the identity and the sense of purpose of the organization

These organizations also shared basic operational tenets which cemented their own organizational integrity:

- they prized and rewarded service to clients
- they effectively demonstrated the high value they accorded their employees.

This study confirmed the decision of DOC management to undertake a wide ranging review of the Department's activities to help employees to renew their sense of pride in their work.

2.4 DOC MISSION STATEMENT AND OPERATING PRINCIPLES

DOC undertook to examine the raison d'être of the Department through a highly participative process involving employees at all levels. Elements of a mission and operating principles were developed by working groups of employees and presented to senior management for consideration. Senior management then produced a draft text which was validated by more than 1800 DOC employees in a series of discussion sessions. Final adjustments were made during this process. The following is the core of the mission. The full text was circulated to all employees in the fall of 1988.

.../7

NATION-BUILDING/BÂTIR LE PAYS

HELPING CANADIANS SHARE THEIR IDEAS,
INFORMATION AND DREAMS

C'EST AUSSI AIDER LES CANADIENS À PARTAGER
LEURS IDÉES, LEURS INFORMATIONS ET LEURS RÊVES

Our task has two dimensions: to ensure that our communications systems evolve in an orderly fashion at the forefront of global developments while continuing And, to ensure that Canadians have the freedom to choose a wide selection of Canadian cultural products and information services among the broad international these two imperatives in support of the overall Canadian interest while continuing to nurture the creative process in Canadian society.

In exercising its corporate mission of NATION-BUILDING as the key to creativity and growth in Canadian society, the Department of Communications is committed to demonstrating leadership and continuity which reflect the lessons of the past, the changing realities of today and the creation of opportunities for the future.

The Department follows an operating philosophy in the daily management and conduct of its activities which is sensitive to human needs and based on principles of:

- SERVICE AS OUR HIGHEST GOAL
- CARING ABOUT INDIVIDUALS
- GOOD MANAGEMENT
- EFFECTIVE COMMUNICATIONS
- RECOGNITION OF ACHIEVEMENT
- TEAMWORK AND SHARED VALUES

These operating principles attached to the mission statement also gave some indication of the problem areas in DOC, at least as experienced by employees.

2.5 DOC HUMAN RESOURCES MANAGEMENT FUNCTION EVALUATION

DOC was not included in the 1986 Zussman study. Did his findings apply to us? DOC decided to conduct a similar study on the Department to find out. DPE conducted a Human Resources Management Function Evaluation, and consulted Dr. Zussman on some of the questions.

The survey was conducted during February and March of 1988. Each employee received a questionnaire and was asked to complete and return it. Almost 1600 employees did this, resulting in a response rate of 67% which is considered very good. As well, the respondents were very representative of the Department as a whole: no single group was notably over - or under-represented. The data quality was high and the data were consistent with the written comments provided by over half the respondents. Thus, the results obtained were an accurate representation of the situation in the Department.

In general, employees found their jobs interesting (67%) and challenging. They were satisfied with the level of autonomy in their job (61%) and felt that the work they do was relevant (67%). Therefore, the work done was a solid basis for job satisfaction and was globally a source of positive feelings.

Employees were less satisfied, however, with their opportunities for advancement, training and implementation of the merit principle. As well, only a very small percentage of employees felt that the Department had a real interest in the welfare and satisfaction of its employees.

It was clear that the full satisfaction potential was not being realized and that this situation was due to frustrations with the environment rather than disillusion with the work carried out.

Finally, employees had a negative image of all levels of management, although this image was more negative for other superiors and senior management than it was for immediate supervisors.

This evaluation was able to confirm scientifically what employees appeared to be saying during the mission statement exercise. It has been useful to confirm these indications. Such an evaluation will be repeated regularly every two years, to provide a form of evaluation of the progress made on the change plan.

3. RESPONSIBILITY FOR ACTION

Although the evaluation focused on Human Resources Management, it is not the exclusive responsibility of the Human Resources Management Branch to address all the issues raised. The management of people is a primary responsibility of all managers in DOC. The programs proposed will not resolve the issues raised by the mission exercise or by the evaluation, unless they are accompanied by a visible change in management style throughout the Department by all levels of management. The issues are line management issues, not only problems of personnel systems and procedures.

For this reason, it is proposed that all branches develop and implement a plan of action consistent with this overall plan. Decentralized action by all DGs will support the implementation of the change throughout DOC.

DGHR, along with DGSP, DGIS and DGAT and others can supply centralized programs as supporting mechanisms to the required change, but they cannot deliver the change. That, only managers and employees can do.

Part II - The Change Plan

4. FIRST STEPS

4.1 EXTERNAL RESOURCES

To guide the Department through the change process, each sector may wish to engage the services of an expert in organizational change management. This expert will be called upon to organize employee focus groups to validate the action plan, and to evaluate the outcome. He or she would also be called upon to help each sector put together their own action plan to support the corporate Challenge for Change plan. (Lead responsibility: ADMs).

4.2 SECTOR LEADERSHIP MEETINGS

It will be necessary to communicate this commitment to change to all employees. One way of doing this would be to hold one or two day leadership meetings for all DOC people who supervise others, at all levels from DM to first line supervisor. This is not a frequent criteria used to identify target audiences in DOC, but it is important. If we wish to place more emphasis on people management, then we must single out and give importance and attention to the "people managers".

As mentioned above, an external consultant could assist the sectors in the design of their leadership meetings. (Lead responsibility: ADMs).

The purpose of these meetings would be to outline in concrete terms what changes are intended, to obtain the input of DOC's leaders, and to allow them to express their resistance and their concerns. The change plan could be studied in detail, and each branch tasked at the end with developing their own change plans. These leadership meetings should be video taped and a video produced as a first step to informing all DOC employees about the change plan. A full communications plan should be developed separately for each of the action plan initiatives. (Lead responsibility: DGIS).

.../11

4.3 CASCADE MODEL OF PERFORMANCE APPRAISALS

The cascade model is arranged such that the DM starts the process by preparing the appraisals of his ADMs to transmit the messages and priorities he has received from the Clerk, the Minister and the Cabinet. During the second phase, the ADMs pass these messages on in the appraisals of DGs. At each level supervisors will have to work with their direct subordinates to help formulate the objectives of the next level down.

This model directs attention during the performance appraisal process not only to an evaluation of the past year's performance but also to the goals, aims and objectives of the coming year. The entire Department receives a "shot in the arm" of direction or purpose. The Human Resources Management Function Evaluation found that clarity of purpose was somewhat lacking in DOC so this emphasis may be one of the things needed to send a regular message throughout the organization about where we are headed.

An on-going performance appraisal process can have an impact on several of the areas of concern raised in the Human Resources Management Function Evaluation. It can be a stimulus to supervisors to express their concern for the welfare of employees by giving them occasions to raise issues about working conditions and agree to some improvements. It provides opportunities to open up communication channels between employee and supervisor in order that they can regularly discuss goals and performance openly and honestly, yet in a caring manner. It provides occasions for managers to give direction and feedback. Finally, the process encourages supervisors to plan for the training and development of employees and more closely link performance appraisal to the career advancement of their staff.

For these reasons, the application of the cascade model of the performance appraisal system in DOC could be an important support to the change process. (Lead responsibility: DM, DGHR).

5. MANAGEMENT

5.1 MAJOR FINDINGS OF THE HUMAN RESOURCES MANAGEMENT FUNCTION EVALUATION RELATED TO MANAGEMENT

Employees have a negative image of management. A large proportion of employees feel that little or no effort is being made at day-to-day management activities. Because immediate supervisors have a greater impact on employees' daily work environment, this problem is more serious even though the image is actually more negative for "other supervisors" and for "senior management". Nevertheless, it must be borne in mind that every manager in DOC is the immediate supervisor of someone, so that this problem does not specifically concern first line supervisors.

The results indicate that employees are not receiving regular feedback nor direction and organisation of their work. They need more information about group and departmental planning and they want more effort spent on career planning. In short, employees say they are not being effectively managed by their immediate supervisors.

The problem with other superiors and senior management is less clear. The results indicate that these two levels of management are expending even less effort than immediate supervisors at management activities. Many employees stated that they are not sure who these people are, let alone what they do.

5.2 AIM OF INITIATIVES TO ADDRESS THE FINDINGS RELATED TO MANAGEMENT

If the problem in DOC is one of management image, it is one of management practice as well. The past few years in DOC have seen an increase in activities at the same time that downsizing has occurred. This has meant that at the very time when people issues are most important, many managers have felt obliged to focus instead on the tasks at hand. It is the aim of the following initiatives to underline the message that people concerns are of primary importance, and to encourage every manager to accord importance to them. It is clear that these proposals will accomplish little unless accompanied by an appropriate change in the priorities of each manager in DOC.

5.3 INITIATIVES

5.3.1 Senior Management Visibility

To develop a better image in the eyes of employees, senior management (the DM and ADMs) need to take time to visit ordinary employees regularly at their worksites to meet with them and talk with them about their work.

"Managing by walking around" allows senior management to communicate directly with staff and see what they do, how they work, what kind of attitudes they have. At the same time it allows senior managers to convey their priorities, their views and their concerns. It demonstrates a personal interest in employees, while providing an opportunity to sample the climate and the working conditions. These visits are an occasion to build up the importance of supervision to employees. This is a time where confidence in employees is communicated. Enthusiasm for goals, appreciation for good work, respect for the importance and dignity of people are all combined to form the lasting impression that senior management cares about their people, and the work they do. (Lead responsibility: DM, ADMs).

In addition, all managers could schedule regular meetings with those employees two levels below them, that is, those employees who report to the people the manager supervises directly. This too provides an opportunity for direct communication and better understanding. (Lead responsibility: All Managers).

One quick strategy to increase senior management visibility is to hold SMC meetings in different locations throughout DOC, both outside of Headquarters or even simply on different floors at Headquarters. Lead responsibility: DM, ADMs).

Additionally, SMC should make a point of inviting lower level staff (working level officers) to make presentations to SMC. This would give senior management another opportunity to get to know employees, and to get an appreciation of some of the views from that level in the organization. This would also provide the staff with a chance to meet the senior team and the experience of making a presentation to a senior group. (Lead responsibility: DM, ADMs).

5.3.2 Mini-Sessions on Management Issues

Short information or training sessions should be offered to DOC managers at all levels. The purpose of these sessions would be to keep managers abreast of management issues and to give them a forum to examine and exchange views on them.

Topics should address people management and human relations skills, such as goal setting, giving and seeking feedback about performance, dealing with marginal performers, time management, stress management, managing your boss, and interpersonal and communication skills such as assertiveness training or active listening. (Lead responsibility: DGHR).

5.3.3 Senior Attention to People Management Issues

Senior Management Committee should set time aside regularly to deal with the "people questions" that arise in DOC. This extra hour of attention will serve to stimulate action on these issues as well as communicating the importance of the issue to middle management. (Lead responsibility: DM, ADMs).

5.3.4 People Management Abilities a Requirement

DOC Senior Management should require henceforth a demonstrated ability to manage people as a basic requirement in the staffing of supervisory positions at all levels. In the long term, this will build a greater people orientation in DOC but in the short term it will send a strong message about what is important for advancement in DOC. (Lead responsibility: DM, ADMs, DGs).

5.3.5 Annual Meetings

Regular meetings to discuss the progress of this plan and/or the implementation of the mission and the operating principles could serve as both evaluation and catalyst to further progress. The kick-off leadership meetings for all supervisory personnel could be repeated and become annual events. Annual speeches by the DM about the achievements of DOC and the direction for the coming year should be a regular feature of such meetings. They should be concrete enough to be meaningful to those down in the trenches. They should be taped on video for wide distribution to those not attending the meetings. (Lead responsibility: ADMs, DGIS).

5.3.6 Mixed-Level Anti-Bureaucracy Committee

With the implementation of the Increased Ministerial Authority and Accountability (IMAA) Memorandum of Understanding (MOU), we need to guard against the creation of excessive internal control mechanisms that might spontaneously arise to replace those formerly imposed by central agencies. A multi-level committee with representation from all sectors to alert and advise ADMCM as soon as internal controls begin to become cumbersome or overly bureaucratic, could mitigate this tendency. (Lead responsibility: ADMCM).

5.3.7 Strategic and Operational Plan Linkages

The links between the Department's strategic priorities and the day-to-day activities of employees must be made more clear. The development of strategic priorities must reflect more awareness of the ongoing burden of daily activities and the demands placed on DOC employees.

This is particularly important in an environment which increasingly requires us to do more with less. The addition of new priorities will more often necessitate all of us to make trade-offs.

In addition, a more rigorous method of priority setting must be developed in order to enable DOC to better cope with resource constraints. (Lead responsibility: DGSP, DGFM, ADMs, DGs, Sector Coordinators).

6. PRIDE

6.1 MAJOR FINDINGS OF THE HUMAN RESOURCES MANAGEMENT FUNCTION EVALUATION RELATED TO PRIDE

Employees were asked to what extent they agreed or disagreed with the statement "When I'm asked to describe what I do for a living, I am proud to say that I work for this Department". While only 12% indicated that they disagreed with the statement, 31% neither agreed or disagreed and 56% agreed.

Having just over 50% of all employees stating that they are proud to work for the Department is far from being an ideal situation. Employees who are proud to work for DOC could be expected to expend more effort at doing a good job, thus it would be desirable to have more than 50% saying that they are proud to work here.

6.2 AIM OF INITIATIVES TO ADDRESS THE FINDINGS RELATED TO PRIDE

The aim of the following initiatives related to the findings on pride is fairly simple: to communicate our purpose to employees and to the general public.

Pride is one of the first areas we are concerned with because it will be difficult to implement any change if basically employees or the population at large don't know what we're about. This is even more critical in the year that we celebrate our twentieth anniversary.

6.3 INITIATIVES

6.3.1 Popularized Mission Statement

Possibly with the assistance of a professional advertising firm, we should develop a popularized version of the mission, perhaps in the form of a catchy slogan. This could help to promulgate the mission throughout the ranks of DOC. (Lead responsibility: DGSP, DGIS).

6.3.2 Employee Handbook

An employee handbook would serve to inform not only the new DOC employee, but also the longer-term employee who needs an overview of the Department. It could summarize the roles, the responsibilities and the work of the Department. (Lead responsibility: DGHR).

6.3.3 Panel on the Mission

In order to communicate the Mission, we propose an information or a question and answer session. A panel formed of the Deputy and the ADMs would discuss the purpose of DOC, along with the Mission and the operating principles and answer any questions. The session would be video taped and shown to all DOC employees. At the same time, the panel members could take the opportunity to publicize the initiatives taken by DOC to promulgate and implement the operating principles associated with the Mission. (Lead responsibility: DM, ADMs, DGIS, DGSP).

6.3.4 Recognition of Achievements

In townhall meetings, employees expressed a wish to participate in the recognition of achievements not only by individual "high flyers" but by groups as well. This process could be incorporated into the 5, 9, 12 month review, at which time identification of sector accomplishments to be recognize by sectors and branches, could be announced along with plans to recognize the groups of employees responsible. (Lead responsibility: Sector Coordinators).

6.3.5 Tour Facilities

Where feasible, managers should be encouraged to take employees to visit DOC locations other than where they work. Seeing some of the world-class facilities operating under DOC authority may well give some employees reason to feel proud. Becoming familiar with other district and regional offices may personalize the Department for others. (Lead responsibility: DGs).

6.3.6 Twentieth Anniversary

During 1989 DOC is likely to have a higher public profile. In sending messages to the public about DOC, the impact on DOC employees should be kept in mind. This is a golden opportunity to help make DOC employees proud to work in their Department. (Lead responsibility: DGIS).

Provision of small tokens of our twentieth year celebrations to employees to give to the public would be appreciated by many employees. (Lead responsibility: DGIS).

.../18

7. WELFARE OF EMPLOYEES

7.1 MAJOR FINDINGS OF THE HUMAN RESOURCES MANAGEMENT FUNCTION EVALUATION RELATED TO THE WELFARE OF EMPLOYEES

One of the most alarming findings of the Human Resources Management Function Evaluation is that only slightly more than 10% of all employees feel that the Department has a real interest in the welfare and overall satisfaction of employees. If this is true, it becomes suprising that employees have any loyalty toward the Department or care about what happens to it. As mentioned before, this perception may have more to do with the heavy workload of managers than with hard-heartedness on their part. Yet this heavy workload makes good people management essential if employes are to have confidence that their concerns are a priority. When resources were more readily available, good people management was not as vital and we didn't build it into our management philosophy. It has now become crucial as this finding demonstrates.

7.2 AIM OF INITIATIVES TO ADDRESS THE FINDINGS RELATED TO THE WELFARE OF EMPLOYEES

The following initiatives will serve to demonstrate the importance of employees. We need to personalize what we give to employees in the way of "perques". Often employees aren't moved by generalized policies, generous though they may be. For this reason, the aim here is to give more discretionary power to managers in order to enable and encourage them to personalize messages. Employees need to feel more appreciated.

7.3 INITIATIVES

7.3.1 Financial Rewards and Recognition

In order to make these rewards meaningful, they should be kept to the branch level. We should supply Directors General with a small annual "reward" budget and encourage them to use it. (Lead responsibility: DGFM).

It is worth noting that a special Departmental recognition program is soon to be implemented as part of the twentieth anniversary activities. (Lead responsibility: DGHR).

7.3.2 Encourage Supervisors to Use their Authority to Benefit their Employees

Frequently managers are unaware of the discretionary authority they have. Personnel policies are, of necessity, detailed and formal. Regular management "Power Bulletins" issued to supervisors at all levels could keep them informed of their discretionary powers and might encourage them to make more active use of these powers to take better care of their people. (Lead responsibility: DGHR).

7.3.3. Pay Office

The gains that have already been in the Pay and Benefits office at headquarters need to be reinforced by the addition of several person-years.

The object is to add some depth to the Pay Office staff who often face enormous challenges which create difficulties in retaining staff members. It takes 6 to 8 months to train a new pay clerk. Most employees believe that the less-than-adequate service they receive at the pay office is a flagrant example of the indifference of management to employee concerns. Even though in fact the problem is a public service wide problem, the perception of DOC employees remains and measures must be taken to remedy the situation. (Lead responsibility: DGHR).

7.3.4 Physical Facilities

Employees, have expressed the view that their physical surroundings reflect the attitude of management toward them. The possibility of brightening the decor in employee worksites should be examined. In addition, consideration should be given to enhancing the older lab facilities. (Lead responsibility: DGAT).

8. COMMUNICATIONS

8.1 MAJOR FINDINGS OF THE HUMAN RESOURCES MANAGEMENT FUNCTION EVALUATION RELATED TO COMMUNICATION

Several questions in the Human Resources Management Function Evaluation assessed various types of communication including feedback about performance and information about Departmental goals and priorities. The general feeling held by employees is that flow of communication is not very effective.

Information does not reach all employees at the same time, or it doesn't reach them at all. The type of information going out needs to be re-evaluated. Many employees reported not knowing what other sectors and branches do, in addition to not being clear about what the Departmental goals and priorities are and who their clients are.

Of course internal communication goes far beyond this to include the interactions between individuals. This makes the issue one of the most challenging of all because it touches upon the nature of the relationship between the supervisor and the employee.

8.2 AIM OF INITIATIVES TO ADDRESS THE FINDINGS RELATED TO COMMUNICATION

The aim of the initiatives related to the improvement of internal communication must first of all be to enable employees to gain a better understanding of DOC in general. Then we must offer support to supervisors and employees to work on improving communication between them.

8.3 INITIATIVES

8.3.1 Annual Report

The simple gesture of sending to every employee a copy of the annual report could serve to inform employees of DOC priorities and accomplishments. This action could be even more effective if these could be sent personally to employees rather than as a desk drop, by designator. (Lead responsibility: DGIS).

8.3.2 Regular Studies

8.3.2.1 "Communigrams"

"Communigrams" are one of the regular sources of information that employees have about senior management thinking. A formal study of communigrams should be undertaken to determine the messages employees are receiving. (Lead responsibility: DPE).

Based on the results, a formal strategy should be devised to ensure coherent and consistent messages reach employees through communigrams. (Lead responsibility: DPE, DGIS).

8.3.2.2 Internal Media

Furthermore, regular studies of the effectiveness of internal media should be undertaken to ensure these meet both the needs of management to get their messages out, and the needs of employees to be informed. (Lead responsibility: DPE).

8.3.2.3 Employee Attitudes

Studies of employees attitudes and satisfaction levels should also be conducted every two years to help judge the effect of this and other plans. (Lead responsibility: DPE).

The results of these studies should be provided to employees along with information about intended actions to be taken in response. (Lead responsibility: DM, ADMS, DGs, DPE, DGHR).

8.3.3 Content Bulletins

Regular bulletins should be issued to all staff to inform them of the progress made on DOC objectives and issues. These should parallel the 5, 9 and 12 month reviews. (Lead responsibility: DGSP, DGIS).

8.3.4 Project Values

Every second pay day, an insert will be included with each pay cheque thanking the employees for their contribution to the success of the public service. Each will be based on a specific factual item of accomplishment, whether within DOC or another department. (Lead responsibility: DGIS).

8.3.5 Committees

In order to favour the development of horizontal informal communication links, the creation of ad hoc temporary task forces should be encouraged. These task forces would be set up and charged with a specific mandate and a deadline. They would remain as informal as possible and "self-destruct" upon completion of their task. (Lead responsibility: DGs).

8.3.6 Public Address System

Every Tuesday in the Journal Tower North the ears of DOC employees are assailed by a test of the public address system. This communication vehicle could be used effectively to make important announcements to employees, as long as it is not over-used. (There is a danger that if this were overdone, it would lead to accusations of "Big Brotherism" or

would remind employees of high school morning announcements.) To be effective, such a vehicle should only be used once or twice each year, in the case of major events in the life of the Department, such as the passing of new legislation, or the winning of a prestigious award. (Lead responsibility: DGIS).

8.3.7 Communication Plans

Every memorandum to cabinet includes a communication plan to lay out how a new policy will be communicated to Canadians. It is proposed, in order to ensure employees are fully informed about the policies and practices affecting them that a communication plan be included henceforth with all major changes in management practices, whether initiated within DOC or from outside by Treasury Board or elsewhere. (Lead responsibility: DGIS, DGHR).

8.3.8 Info-lunches

In order to better inform employees about the activities of various DOC branches, it is proposed to organize lunch time meetings where DGs would present their area of responsibility.

These meetings would last about one hour, and employees would be invited to bring their lunches with them.

This mechanism would be open to employees at all levels, and it is hoped would provide information to employees about the activities of sectors other than their own. (Lead responsibility: DGHR, DGs).

8.3.9 One-day Position Exchanges

In order for employees to gain an appreciation of what life is like in other sectors within DOC, it is proposed to encourage one-day visits, whereby an employee would spend a working day along side a colleague at a similar level in another sector (or region or work location). At a later time, the roles would be reversed, and the visitor would play host to the employee he or she previously visited on the job. While this might not be viable for all positions, it would be particularly effective for support staff. (Lead responsibility: Employees and Supervisors).

8.3.10 Information on Portfolio-wide Issues

To keep all DOC employees abreast of issues, speakers from cultural and technical agencies should be invited to DOC to speak. Many employees are not aware of all the issues in which DOC is involved, so employees from all sectors should be invited. Special efforts should be made to invite employees from outside the sector directly concerned. These meetings should be considered part of employees' work, and should be held during working hours. (An example would be a presentation by Telefilm of the films they produced during the preceding year or a showing of some antifacts restored by the Canadian Conservation Institute). (Lead responsibility: DGIS).

9. SUPPORT STAFF

9.1 MAJOR FINDINGS OF THE HUMAN RESOURCES MANAGEMENT FUNCTION EVALUATION RELATED TO SUPPORT STAFF

In comparing the different job categories on several variables, it becomes very clear that the support staff groups have the least positive working experience of all employees. This group has the highest rate of burnout, and the lowest rate of satisfaction, autonomy, personal development and working to potential.

9.2 AIM OF INITIATIVES TO ADDRESS THE FINDINGS RELATED TO SUPPORT STAFF

Initiatives should be made to reduce the workload of support staff to a more realistic level. The image of this group should also be enhanced. After all, they perform essential functions within the Department. Support staff should be encouraged to give their views as to the necessity and usefulness of their tasks and even to challenge on occasion. Everyone using their services should be charged with probity and prudence in the use of these resources, just as they would in using financial resources or capital assets.

One challenge in responding to the needs of support staff is the contradictory information we have received. On the one hand, support staff wish to benefit from an increased number of developmental assignments. On the other hand, many feel very insecure when working in an acting position. It would seem that the critical factor is one of duration. Relatively short-term assignments seem to be the most acceptable to these employees.

9.3 INITIATIVES

9.3.1 Enhanced User Consultation

Support staff employees feel that advanced technology and office automation have been imposed upon them without their views and opinions being taken sufficiently into account. It is recommended that increased user consultation, especially with support staff, but with users at all levels, be undertaken before automation proceeds. GTA and DGAT need to be involved as well, due to the increasing complexity of computer communications technology. (Lead responsibility: DGIM).

9.3.2 Technical Assistance to Reduce Support Staff Workload

Performance of tasks that can be equally well done by inexpensive machines is not motivating. Networked computers and telephone answering machines could significantly reduce the workload of support staff, leaving them free to perform the more challenging aspects of their work.

In full consultation with support staff, additional tools of automation should be supplied to them in an effort to make their work more meaningful. (Lead responsibility: DGs, DGIM).

9.3.3 Inclusion

Every effort should be made by DGs and other managers to include support staff in regular employee meetings, and as recipients of awards. The tendency to exclude support staff from information and activities should be overcome so that they can become full team members. They should also be included on employee award selection committees. (Lead responsibility: DGs).

9.3.4 Empowerment

Many of the written comments in the Human Resources Management Function Evaluation indicated that employees hold managers responsible for meeting their work-related needs, whether training and development needs or their need for tools or information to do their jobs well. This may be reasonable, yet it would still be worth encouraging support staff to take responsibility for obtaining what they need to work most effectively.

It is proposed to supply information and courses to support staff on assertiveness and on the possibility of managing upward or managing your boss. (Lead responsibility: DGHR).

9.3.5 On-site Daycare

The majority of support staff are women, and many bear the double burden of both professional and child-care responsibilities. Of special interest to these employees, but also of interest to others, is the provision of on-site daycare. This possibility should be seriously investigated. (Lead responsibility: DGAT).

9.3.6 Training in Support Staff Supervision

Support staff should be invited to design a presentation for supervisors, or others who use their services, on how to do so effectively and what expectations support staff have. These presentations should be evaluated and a jury could select 2 or 3 teams of support staff to deliver these seminars, both at HQ and in all regions. (Lead responsibility: DAP, Support Staff).

10. MERIT AND OPPORTUNITIES FOR PROMOTION

10.1 MAJOR FINDINGS OF THE HUMAN RESOURCES MANAGEMENT FUNCTION EVALUATION RELATED TO MERIT AND OPPORTUNITIES FOR PROMOTION

The perception of a majority of employees is that the merit principle is not being applied in terms of promotion in this department. This belief is held even by senior management. Another source of dissatisfaction is the limited number of opportunities for promotion. Employees also feel that they do not receive career planning or training which would help them to achieve promotion.

10.2 AIM OF INITIATIVES TO ADDRESS FINDINGS RELATED TO MERIT AND OPPORTUNITIES FOR PROMOTION

The opportunities for promotion have in fact declined significantly from what they were at the height of public service growth period of the sixties and early seventies. Nevertheless, many employees believe that they deserve to be promoted as a reward for good work, whatever the opportunities. They experience the absence of promotion as a personal failure.

Little can be done at the departmental level to actually increase the number of available promotions. The following initiatives will aim to help employees take full responsibility for their own career, and will attempt to educate employees about the new reality of the 1980s, when competence is no longer a promise of career advancement.

10.3 INITIATIVES

10.3.1 Lateral "Promotions"

Mechanisms are already in place to facilitate the movement of employees to jobs at their current level. While this may not be as satisfying as a promotion, it may be more interesting for some than remaining for a long period of time in the same job. Employees themselves can identify the possibility of job swaps and assignments, and take action to arrange these. (Lead responsibility: Employees).

10.3.2 Career Counselling for "Plateau-ed" Employees

Helping employees to grow and develop is part of every manager's job. This can be done as part of the performance appraisal process, or separately.

While we have made extensive effort to assist vulnerable employees to find new positions to suit their needs, we have not done the same for others. It is recommended to extend the career development program now offered to vulnerable and surplus employees to other interested employees, with their manager's support. (Lead responsibility: DGHR).

10.3.3 Career Info-Corner

A central location where career information can be made easily accessible should be set up both at headquarters and at other DOC locations where possible. This could provide employees with information and advice on career development. It could not provide extensive counselling as such, but it could serve to inform employees about the counselling services available at DOC. (Lead responsibility: DGHR, RDGs).

11. TRAINING

11.1 MAJOR FINDINGS OF THE HUMAN RESOURCES MANAGEMENT FUNCTION EVALUATION RELATED TO TRAINING

Employees are not satisfied with training. The amount of training is not enough and they feel that their immediate supervisors do not devote enough effort to offering training relevant to current positions nor to training which could lead to a promotion. Furthermore, not only the amount of training is inadequate but the quality and relevance of that received is lacking as well.

11.2 AIM OF INITIATIVES TO ADDRESS THE FINDINGS RELATED TO TRAINING

Not only must the amount of training be increased in DOC, but it must be of higher quality and greater relevance. More training must be provided to support staff as well as to working level and management employees. The emphasis of management training must move from systems to people management.

11.3 INITIATIVES

11.3.1 Change of Emphasis

The DOC supervisors course must be redesigned to reflect the new management philosophy of DOC. A greater emphasis must be placed on people skills, on the ability to lead, communicate with and motivate people. (Lead responsibility: DGHR).

11.3.2 In-House Courses

In the same vein, a greater number of in-house rather than external courses should be offered in order to ensure that these meet the need of DOC employees. Some of these could be designed to meet the needs of support staff. Potential subjects for in-house courses include:

- Stress management
- Assertiveness
- Meetings skills
- Career Management
- Giving and seeking Feedback
- Conducting Performance Appraisals
- Orientation to DOC
- How to Manage Your Boss
- Managing Conflict
- Problem-Solving

(Lead responsibility: DGHR).

11.3.3 Increased Training Resources

To be congruent with a philosophy that emphasizes the importance of human resources, a larger budget and greater number of Pys will be needed for training.

The decentralized training budget of managers will need to be increased, and the central budget will also need to grow if appropriate in-house courses are to be offered. A team of qualified trainers will also be required, or an increased budget to cover the cost of external resources. (Lead responsibility: DGHR, DGFM, TBS).

12. CONCLUSION

All of these initiatives form a plan to support change in DOC, but they are not the change itself. The change will be the difference in what people do in their day-to-day working lives. It is the people of DOC from senior management to employees at every level who hold the key to success.