



**Canadian  
URBAN  
Institute**

*Report*

***Fostering Excellence:  
an overview of public sector recruitment  
and retention practices in Canada***

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***Prepared by:***  
***Canadian Urban Institute***  
555 Richmond St. W., Suite 402, PO Box 612  
Toronto, ON M5V 3B1 Canada  
☎ 416-365-0816  
☎ 416-365-0650  
✉ cui@canurb.com  
www.canurb.com





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*Research Team*

Glenn R. Miller, Vice President, Education and Research

Laura Gosmino, Candidate for B.A. (Sc.), University of Toronto

Minghui Cui, Candidate for B.A. (Sc.), University of Toronto



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## Introduction

The context for this report is that Japan, like many developed countries, has been modifying its public sector recruitment practices in recent years to adjust to trends such as downsizing of government, downloading of roles and responsibilities, changing norms with respect to job security, and the introduction of practices such as alternative service delivery. The current global recession has in many instances increased the impact and effect of these trends. It is hoped that this report will provide useful insights for application in Japan.

There is a rich tradition of attracting the “best and the brightest” to work in the civil service in Canada. Larger provinces such as Ontario also pride themselves in being able to recruit top talent. Although the level of pay for senior officials may not compare to private sector compensation, for the majority of employees, the combination of job security, generous benefits and fair working conditions makes employment in either the federal or provincial public service an attractive proposition. Even though the conditions affecting job security have changed since the mid-1990s, employment in the civil service is considered desirable, particularly during times of economic upheaval.

A factor unique to Canada is that in addition to the need to demonstrate appropriate credentials and experience, applicants may also be required to meet standards with respect to proficiency in Canada’s official languages (English or French). Bilingual language requirements for federal jobs in some parts of the country can have the unintended consequence of discouraging otherwise qualified individuals from seeking employment in the federal civil service. Although this is most often thought to principally affect Canadians who do not speak French, a recent report to the Treasury Board notes a concern that the government is often unable to meet its own standards for delivering services in both official languages due to a shortage of French-speaking applicants able to converse in English.

Historically, cities such as Ottawa, where a relatively large percentage of all employment is employed in the federal civil service, enjoy a degree of resilience during hard economic times. In less wealthy or less diversified areas of the country, public sector jobs also provide an important cushion for the local economy. Over the decades, these factors have influenced public policy decisions to locate certain government functions and services outside of larger population centres.

The recruitment standards for the federal and provincial civil service in Canada tend to be quite different from employment standards in the municipal sector. Although the ability of municipalities to attract “top talent” has steadily improved over the past few decades, this is in part because this sector is perceived as offering opportunities for interesting and challenging work. In contrast, the requirements for entry into the municipal sector in Japan have traditionally been quite high. One of the questions to be addressed by this report therefore is to examine current practice in Canada to determine the effect and impact of economic change on recruitment practices.

Accordingly, this report sets out to explore the principal quantitative and qualitative factors affecting public sector recruitment and retention practices in the public service. Using specific examples from across the country, the report also discusses challenges related to following human resource strategies when government priorities change, resulting in either increased hiring or massive layoffs to meet budget requirements.



## CHAPTER I

### 1. Defining the scope of public sector employment in Canada numerically and geographically

This chapter describes how public service employment is organized in Canada. Although the role of the federal government is pervasive its influence is felt to disproportionately across this very large country. Ironically, the economic importance of federal jobs – both directly and indirectly – is poorly understood and valued in metropolitan areas like Greater Toronto.

#### 1.1 Overview of human resource management in public sector in different levels of governments

There are two principal arms of the Federal Public Service (FPS): originally known as the Civil Service Commission (CSC), the Public Service Commission (PSC) is an independent agency reporting to Parliament. The PSC has the power to delegate this authority to individual government departments and agencies, and most staffing is carried out under the authority of such delegation agreements. The PSC is responsible for recruitment, organization, classification, compensation, promotion and transfer in both the central and regional service. Policy is also influenced by a second very powerful organization, the Treasury Board (TB). As its name implies, Treasury Board represents the fiscal heartbeat of government, and therefore its findings and determinations with respect to human resources are rarely questioned.

Training is delivered by the Canada School of Public Service (CPS), which is the common learning service provider for the Public Service of Canada. The CPS brings a unified approach to serving the common learning and development needs of public servants and helps ensure that all public service employees across Canada have the knowledge and skills they need to deliver results for Canadians.

Each of the 10 provinces and territories maintains its own civil service. The hiring policies of municipalities are highly decentralized – there are more than 4,000 municipal governments in Canada – but in provinces with larger populations like B.C. and Ontario, organizations representing municipalities such as the Union of British Columbia Municipalities (UBCM) and Association of Municipalities of Ontario (AMO) help provide training and other supports. The Institute of Public Administration of Canada (IPAC) is an additional important source of advice and support for the public service across Canada and its members represent all three orders of government.

Each of the three orders of government negotiates collective bargaining agreements separately with relevant public service unions. Staff classified as “professional” or “management” typically belong to local associations that serve many of the same functions as a union. One of the largest unions is the Canadian Union of Public Employees (CUPE), which operates nationally as well as regionally. In Ontario, the Ontario Public Service Employees Union (OPSEU) is also extremely powerful. It represents members in the Ontario Public Service, healthcare, the college sector, social services, justice and independent agencies



such as the Liquor Board. In total, there are more than three million Canadians working in public service.

## **1.2 History and trends of public sector employment**

When reviewing statistics on employment by sector it is also important to ensure that comparisons are being made on a fair basis. As of 2008, the federal government employed approximately 400,000 people, and almost as many were employed by various provincial and territorial governments (360,000). The health care and social services sector – funded in large part by provincial and territorial governments – accounted for a further 800,000, while the post-secondary education sector employed 365,000 people across the country. Even after considerable activity in terms of amalgamations and consolidation of municipal government, close to 600,000 people were employed in this sector, but this was less than those employed in school boards, which have more than 700,000 employees.

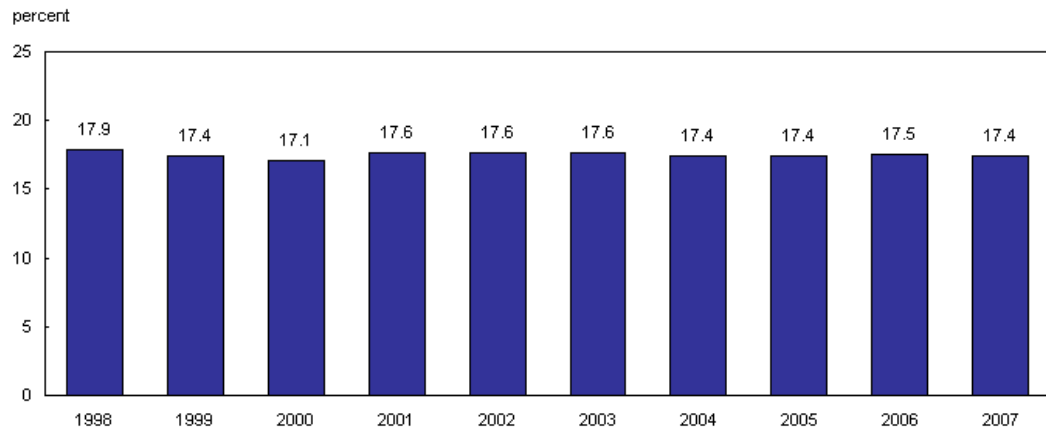
At the present time, the federal Public Service (FPS) is the largest group of public sector employees in Canada. About 15% of these jobs are contract employees. The largest department within the FPS is Human Resources Development Canada (15%), followed by National Defence (11.5%). Correctional Services Canada (9.3%), Public Works and Government Services (7.8%) and Fisheries and Oceans (6.3%) are also significant employers. Due to the nature of the mandate of these departments, these jobs are fairly well distributed across the country.

About one fifth of employees are classified as “clerical and regulatory”. Administrative positions account for a further 20%, followed by IT, engineering and correctional services. Within the FPS, the issue of changing demographics has been a concern for some time. A very small proportion (2.2%) of federal jobs are classified as “executive” positions. This percentage tends to stay more or less constant from decade to decade. The percentage of those engaged in scientific and professional employment increased by 2% between 1991 to 2000, while the relative importance of administrative support declined over the same period – in part due to the rapid uptake of PCs and the application of other technology (such as voicemail and email).

Although total employment in Canada increased steadily over the past 10 years or so, the proportion of public servants working for all orders of government declined marginally from 18% to 17%. This masks the fact that the public service underwent significant downsizing in the federal, provincial and municipal sectors in the mid-1990s.



## Government Sector Employees as percentage of total employment - Canada



The impacts of downsizing in that period were felt disproportionately across the country. Nova Scotia, Newfoundland and Labrador and British Columbia experienced the largest declines, each incurring a loss of more than 2,000 employees during this period. Public service employment rose in only two provinces: Prince Edward Island and Ontario.

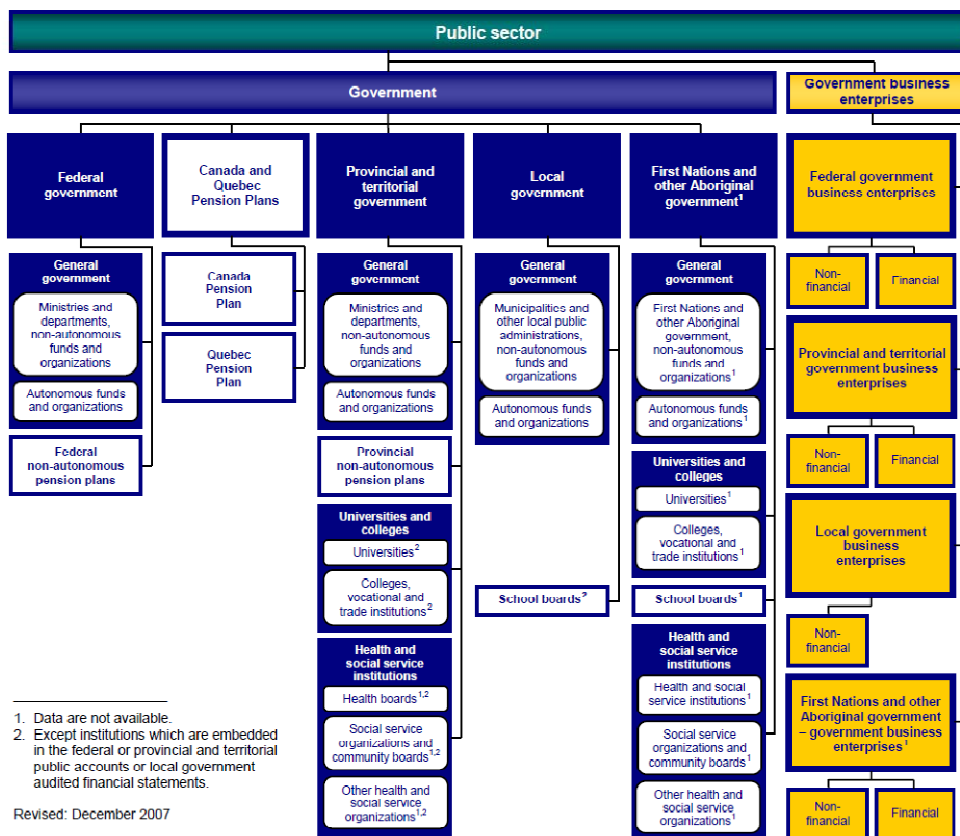
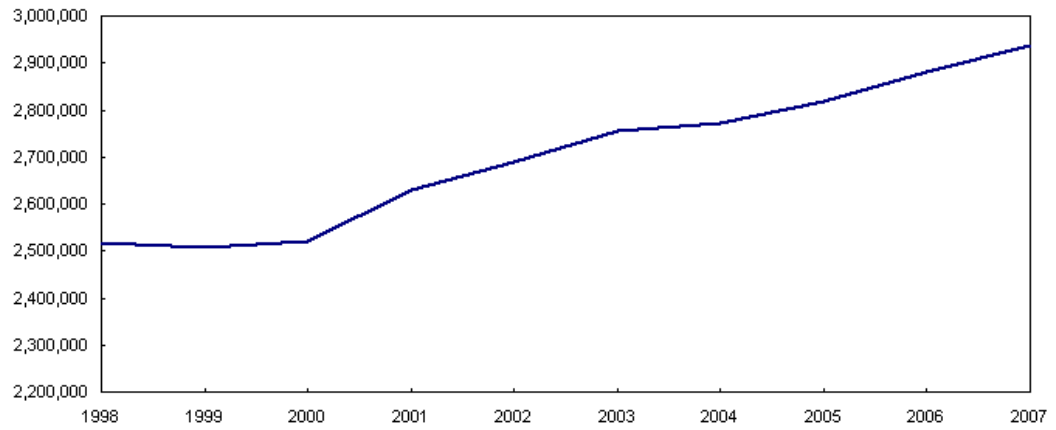
### 1.3 External and internal impacts on public sector employment

One of the most significant trends was the increased importance of knowledge-based work. In 2006, knowledge-based workers represented 57.8% of workers, up from 41.1% during the mid-1990s. All 10 provinces experienced an increase in the number of knowledge-based employees. (This is addressed in more detail elsewhere in the report.) Another important factor is the length of time employees stay with the same employer. Generally speaking, when the economy is suffering, people working in the public service are less inclined to seek positions in other sectors. The increased emphasis on knowledge-based jobs most likely has an impact on the length of job tenure, as workers who suspect that their credentials are not competitive tend to remain in their jobs. Younger workers in lower wage jobs tend to change jobs more often.

As a result of significant public sector spending on economic stimulus projects to counter the effects of the global recession over the past year, these numbers are expected to show increased staffing levels, as a result of increased hiring in the public service coupled with layoffs in the private sector. Ironically, because both the federal and most provincial governments invested so heavily in stimulus projects throughout 2009, it is expected that the next five years or so will see cutbacks in future government spending in order to reduce deficits, which will likely result in a new round of layoffs or at the very least no new hiring to replace retiring employees.



## Number of Employees, Government Sector - Canada



1. Data are not available.  
2. Except institutions which are embedded in the federal or provincial and territorial public accounts or local government audited financial statements.

Revised: December 2007





## CHAPTER II

### 2. Current recruitment practices in federal, provincial and municipal sectors

This chapter describes how philosophies with respect to recruitment and retention have matured in recent years, and discusses the influence of factors such as pension rights and alternative service delivery.

#### 2.1 Philosophy of public sector recruitment and retention practices

A 1990 White Paper written by the Department of Supply and Services set out ambitious goals and objectives intended to guide reformation of the federal civil service over a five year period. The main points of the paper are summarized below:

Objectives	Proposed Solutions
<ul style="list-style-type: none"><li>- Achieve a more consultative and service-orientated Public Service</li><li>- Maintain the professional and non-partisan character of the Public Service</li></ul>	<ul style="list-style-type: none"><li>- Provide better training</li><li>- Lay down clear standards of service</li><li>- Seek suggestions for improvements in employees</li><li>- Employees will be held accountable for their actions and for the achievement of results</li><li>- Provide employees with better career development</li></ul>

The impact of the white paper was minimal, in part because of a change in government (The Liberals gave way to the Conservative party in 1990).

The 1997 paper entitled "La Releve: a Commitment to Action" identified a "quiet crisis" developing within the ranks of government employees. This coincided with the re-election of the Liberals. The report suggested that, for a variety of reasons, the public service was perceived by a growing number of existing and potential employees as a "relatively unattractive place to work." The report bluntly outlined the implications of such conditions: without concerted action, the ability of the public service to attract, retain and motivate the people who will be needed in coming years could be undermined. This could eventually erode the capacity of the public service to meet the expectations of political decision-makers and the general public.

In response, a series of public service human resources initiatives were announced, under the general title of La Relève. The central objective was to build "a modern and vibrant institution able to use fully the talents of its people," and possessing the skill sets and motivation needed to respond to the challenges of the future. This resulted in a concerted effort to invest in human resources to attract and retain high quality employees in the federal public service. The essential elements of the strategy are captured in the table below. It is also interesting to note the use of the French term, La Relève, which implies that relief is at hand. This underscores the central positioning of the Liberals as representing both English and French cultures.



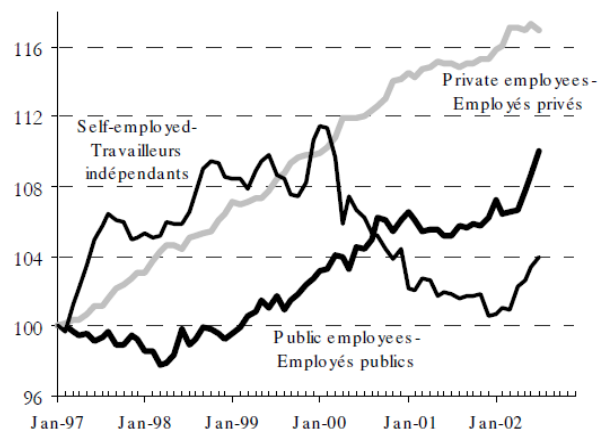
Ideas	Identified Issues	Proposed Solutions
<p>1- formalization of the issue "there is a clear recognition that we need to pay more attention to human resources management at all levels of the public sector to adequately prepare us for the future"</p> <p>2- fully benefit from employees talent "la Releve is a challenge to build a modern and vibrant institution able to use fully the talents of its people"</p> <p>3- get everyone in the public sector involved "la Releve is everyone's responsibility and opportunity to make a difference in their workplace"</p>	<ul style="list-style-type: none"> <li>- Downsizing</li> <li>- Loss of experienced employees</li> <li>- Private sector recruitment</li> <li>- Criticism of the Public Service</li> <li>- Lack of attention to human resources management</li> </ul>	<ul style="list-style-type: none"> <li>- Make better data available to aid strategic human resources planning</li> <li>- Comprehensive recruitment and retention strategy</li> <li>- Workplace health must be improved</li> <li>- Employee contributions need to be better recognized</li> <li>- Promote the idea that one should be proud to work in the Public Services</li> <li>- Address compensation issues</li> <li>- Break down barriers to mobility</li> <li>- Balance between work and personal life of all employees</li> </ul>

The number of public servants increased dramatically in 2002. The explanation for this increase is that the government decided to improve funding levels for both the health care and education sectors, resulting in a one-time increase in public sector employment of 35,000. This was a period of economic growth, and government revenues were on the rise, as was employment overall. In Ontario, the provincial civil service commission addressed these issues in 2002 with release of a strategy aimed at "workforce renewal" to pursue "organizational excellence."

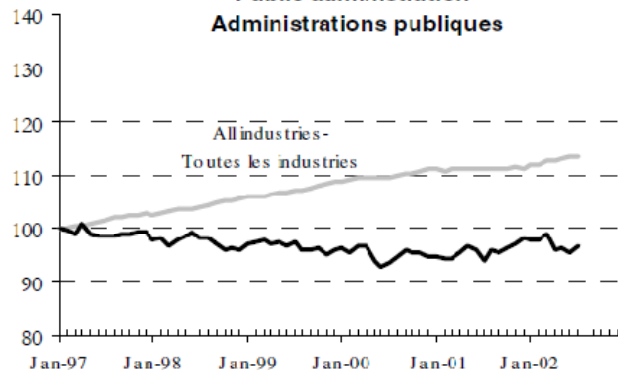
## 2.2 Factors affecting decisions to join and remain employed in public service

The divide between public and private pension plans is ever growing, with the result that employees in private plans may start to experience "pension envy." There was a time when job security and good benefits were the hallmarks of public sector employment. Employees reasoned that while they may be able to make more money in the private sector, a lower-paying job in the public sector meant a job for life and a good pension at retirement. While the job security aspect of public sector employment has

Employment index, January 1997=100  
Indice de l'emploi, janvier 1997=100



Public administration -  
Administrations publiques





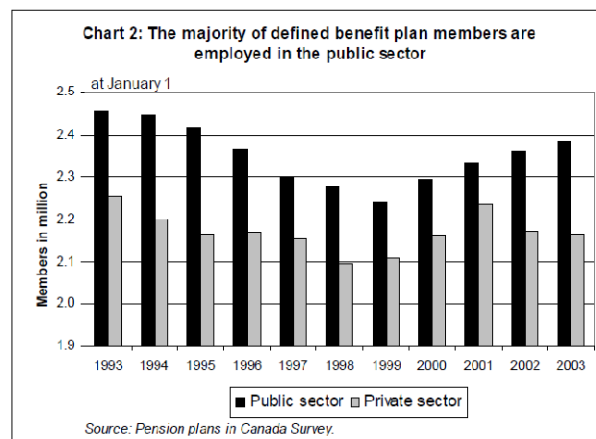
fallen to the wayside, the desirable pension benefits are still very much part of the picture. Defined benefit (DB) plans dominate the public sector while the private sector is increasingly moving towards defined contribution (DC) plans.

**Defined Benefit Pension Plan (DBPP)** – The income received at retirement under a DBPP is predetermined and is usually based on a formula involving years of service and earnings.

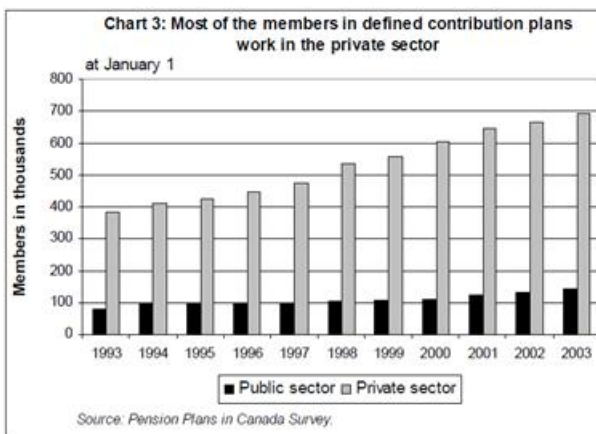
Pensioners receive annual statements clearly indicating the benefit on the effective retirement date. In these types of programs, the company manages the assets – the employee has no active involvement.

**Defined Contribution Pension Plan (DCPP)** – The income received at retirement under a DCPP is not pre-determined. It is based on the assets within an individual retirement plan account at the time of retirement. In DCPPs, the company makes a contribution based on a formula, which may or may not require some type of matching contribution. These contributions are usually based on a fixed percentage of salary or on a specific dollar amount and are deposited into the employee’s account. DCPPs are popular because they offer choice and flexibility.

According to some commentators, in the not-too-distant future, Canada will have a two-tiered pension system whereby the private sector is dominated by DC plans and the public sector is dominated by DB plans. It is possible that the public sector will turn out retirees who can afford to retire early with comfortable pensions while private sector employees with DC plans will be forced to work as long as they are able.



There is considerable evidence that workers employed in public service pay more attention to their retirement plans. Notwithstanding changes in attitude and practice with respect to job stability, the existence of generous pension benefits appears to influence the decision of workers to remain in public service. There is anecdotal evidence – unsubstantiated in the literature – that workers in the public service who retire before the age of 60 frequently take on contract employment in the same field. The increased reliance on contract employment may be a factor in this regard.





Surveys suggest that a majority of workers in the public sector (77%) make retirement plans at an early age. Almost half of the public administration employees plan to retire before 60 years of age. The positive effect of such a trend is that the public service will benefit from the introduction of “new blood” but the downside is that when this happens on a large scale, there is a loss in “corporate memory,” which can potentially affect performance. The average retirement age of men and women in the public sector has remained fairly constant around age 58 to 59 since the mid-1990s. Almost 80% of workers in public administration expect their retirement income to be adequate, confirming the public sector’s reputation on retirement benefits.

	Somewhat/Very Certain About Planned Age Retirement	Plan to Retire Before 60 Years	Expect Retirement Income to Be Adequate
<b>Public Administration</b>	<b>76.9%</b>	<b>47.3%</b>	<b>79.6%</b>
Health, Education, Social Services	66.9%	35.4%	71.7%
Other Industries	<68.2% (avg.57.5%)	<28.3% (avg. 24.4%)	<70.2% (avg. 66.7%)

The quality of the pension is also an issue. Public sector pension plans tend to be more generous, in part because these plans frequently have “defined benefits.” Private sector pension plans have been moving away from this type of plan because the costs are often unsustainable.

### Top Drivers in the Canadian Workforce

Attraction	Retention	Engagement
Competitive base pay	Organization retains people with needed skills	Senior management interest in employee well-being
Work/life balance	Opportunities to learn and develop new skills	Improved my skills and capabilities over the last year
Career advancement opportunities	Base salary	Reputation as a good employer
Competitive benefits	My manager understands what motivates me	Input into decision making in my department
Challenging work	Satisfaction with the organization’s people decisions (pay, promotion)	Opportunities to learn and develop new skills
Salary increases linked to individual performance	Retirement	Salary criteria are fair and consistent
Learning and development opportunities	Senior management acts to ensure the organization’s long-term success	Organization focuses on customer satisfaction
Competitive retirement benefits	Fairly compensated compared to others doing similar work in my organization	Appropriate amount of decision-making authority to do my job well
Calibre of coworkers	Appropriate amount of decision-making authority to do my job well	Employees understand how to satisfy customers
Reputation as a good employer	Reputation as a good employer	In combination with government programs, benefit programs generally meet my needs



## **2.3 Challenges of current employment condition**

### **2.3.1 Aging**

As a result of previous downsizing exercises within the FPS and the natural progression of aging, a significant proportion of employees will be retiring in the coming decades. In British Columbia, within eight years, about one in every three of employees is expected to retire. Over a three year period between 1994 and 1997, the annual number of “separations” almost tripled. Also of concern is the fact that the percentage of younger employees dropped significantly from 35% in 1991 to 20% in 2000. This has implications for the development of supervisory and managerial talent with respect to succession planning – an issue that is mirrored in the experience of both provincial and municipal human resources. In the case of Ontario for example, there was a significant “outflow” of workers in the early 1990s as a result of the trickle-down effect of addressing the federal deficit.

In theory, therefore, HR professionals counsel against dramatic shifts in hiring policy – either for increasing or decreasing the size of the workforce – because this has significant implications for the smooth delivery of public services and matters such as employment equity. Notwithstanding these issues, as a result of aggressive steps to increase the proportion of women in the FPS, immediately following the downsizing years, the government took this opportunity to increase the percentage of females in the workforce by approximately 10% year over year in the late 1990s – proportionately more than their “market availability.” Also during this period, as a direct result of government hiring policy, the proportion of aboriginal people also increased at a greater rate than “market availability.” Significant increases were experienced in all job categories, including executive, scientific and professional. Similar improvements were achieved in the hiring and promotion of “persons with disabilities,” although this would appear to reflect changes in the practice of self-identification rather than overt hiring practices.

A significant trend in the FPS is the increased reliance on short-term contract employment, with an associated increased reliance on recruitment from outside the public service; the statistics are also affected by the increased utilization of internships, which are later “converted” to contract then full time employment.

### **2.3.2 Alternative Service Delivery**

According to government sources, Alternative Service Delivery (ASD) is a “creative and dynamic process of public sector restructuring that improves the delivery of services to clients. Rethinking the role of government in direct service delivery and looking at other options for better and cheaper ways of delivering programs and services.” These encompass a wide range of activities, arrangements and funding options involving the broader public sector, the private sector and not-for-profit organizations.

ASD has two parts:

- establishing the appropriate organizational forms within departments, outside traditional departmental structures or outside the public sector, to improve organizational performance; and



- bringing together organizations from across government, between levels of governments, or across sectors, through partnerships (for example, "single windows," co-locations, or clustering of services to citizens) to provide more seamless and citizen-centered services.

The primary goal of ASD is to improve services to clients. When government implements an alternative method of delivery, it is because the government has determined that the alternative method will have positive effects in terms of service and client/customer satisfaction. In addition to improving service, ASD can also provide organizations with other benefits such as cost savings, improved access to specialized expertise and capital, etc. Another perspective on the attractions of ASD to government is when the motivation is to reduce costs or off-load responsibility for delivering a particular service.

Government can deliver services in the following ways:

- Direct delivery: government delivers the service directly through its ministries, through business planning, focusing on results, cost recovery, getting the best value for the tax dollar, and customer service.
- Agencies: the government delegates service delivery to a scheduled agency operating at arm's length from the ongoing operations of the government but maintains control over the agency.
- Devolution: government transfers the responsibility for delivering the service to a) other levels of government; b) profit and non-profit organizations that receive transfer payments to deliver the service.
- External purchase: government purchases services under contract from a private firm but retains accountability for the service. This includes contracting out and outsourcing services
- Partnership: government enters into a formal agreement to provide services in partnership with other parties where each contributes resources and shares the risks and rewards.
- Franchising/Licensing: government confers to a private firm the right or privilege to sell a product or service in accordance with prescribed terms and conditions. For licensing, the government grants a license to a private firm to sell a product or service that would otherwise not be allowed.
- Privatization: government sells its assets or its controlling interest in a service to a private sector company, but may protect public interest through legislation and regulation.

Governments in Canada have traditionally directly delivered a range of services to its citizens and have often created large organizations responsible for planning, designing, implementing, and administering the services. Today government recognizes that it can no longer efficiently and effectively support such an extensive array of services by itself. Since the mid-1980s, many government departments have undertaken a wide variety of ASD initiatives with positive results. Some examples:



- Transport Canada's devolution of services to a newly created Vancouver International Airport Authority;
- The merging and coordination of social services in Alberta, with contracted services to companies like Resources Management Consultants (RMC);
- Land registry services through Teranet, a privately incorporated company that was originally launched as a public/private partnership in Ontario;
- Business partnerships and investments to construct, administer and own Highway 407 in Ontario. This too started as a 3-P project was resulted in the assets being auctioned off to a private consortium, which, in return for "licence" to collect tolls must maintain the highway and pay for its extension according to a timetable;
- Numerous external contracts in areas of information technology support, maintenance services, snow ploughing, waste management in different municipal governments.

Although ASD may bring different benefits for governments, it also created certain challenges for governments in term of employee management. An ASD might affect public service employees in following ways:

- Changes in the climate of labour relations: employees may have difficulty in creating or join labour unions in the private sector;
- Pension policy: employees' pension entitlement rights might be affected;
- Severance entitlements: employees do not have same entitlement in the private sector as in the public sector;
- Unfair advantage and conflict of interest:

To preserve a degree of competitiveness, some governments have found it useful to offer the opportunity to groups of public employees to bid on work. An example is the delivery of garbage services and management contracts for local community centres. In addition to protect the interests of employees, municipal governments in particular have found it beneficial to maintain a competitive bidding environment, which also provides useful performance metrics. Generally speaking, however, public sector unions are opposed to alternative service delivery which is categorized as "privatization."

The willingness of governments to entertain

### **2.3.3 Bilingual Requirement**

The federal government expects to hire between 12,000 and 15,000 new employees each year to replace retiring public servants. Among these positions, 5,000 to 6,000 positions are designated bilingual, including all senior management position. Also, a large percent of these jobs require post-secondary education. Meanwhile, the percentage of people between age 15 and 19 who are bilingual has been declining for about 15 years. The House of Commons Standing Committee on Official Languages is concerned that the country's



universities and colleges — particularly those that are Anglophone — do not comprehend the federal public service's enormous need for bilingual employees. Therefore, federal public service recruitment is facing challenges in this sensitive area. For some time, the federal government has spent considerable sums on language training without any convincing evidence that the investment is paying off. The thinking is that if tomorrow's English-speaking civil servants receive a better grounding in Canada's other official language then the cost of upgrading skills in future will be reduced and the effectiveness improved.

#### **2.3.4 Unions**

Public sector unions play a pivotal role in labour relations and the labour movement in Canada today. Approximately 53.5% of federal and provincial government workers belong to a union. Public sector workers are four times more likely to be union members than are private sector workers. The significance of public sector unions is represented at least in three major ways:

- With more than half of all union members working in the public sector, their unions wield considerable power.
- Since the early 1990s, some public sector unions have distanced themselves from the rest of the labour movement.
- One of the key areas in which public sector unions have influenced the labour movement is in terms of the involvement of women. In 2003, 60.7% of employees in the broad public sector were women, compared with 45.4% in the private sector and 48.9% overall. Despite job cuts, the public sector remains an important source of better-paid jobs for women wage-earners.

Contemporary Canadian unions are legally constituted as labour relations institutions; the importance of this should not be underestimated. The Canadian Union of Public Employees (CUPE) is Canada's largest union with around 600,000 members across Canada. CUPE represents workers from different public sectors, including health care, education, municipalities, libraries, universities, social services, public utilities, transportation, emergency services and airlines. CUPE is committed to improving the quality of life for workers in Canada. Although, large amount of public employees are member of CUPE, there are other unions and organizations represents professional workers in public sector. For instance, the City of Toronto Administrative, Professional, Supervisory Association, Incorporated (COTAPSA Inc.) represents the interests of non-union, management and exempt employees in City of Toronto. The OPSEU, which operates in Ontario, also has extensive bargaining power, often in services that can be targeted for labour disruptions. As with other public sector unions, OPSEU devotes considerable resources to training and skills upgrading. With some government sectors such as healthcare relying increasingly on part-time staffing, powerful unions such as OPSEU are being pressured to modify their own practices in terms of labour equity. For example, nurses working on a contract or part-time basis have to pay full union dues but are not entitled to benefits.





## CHAPTER III

### 3. Recruitment and Retention Strategies

According to some private sector consultants, it is becoming increasingly difficult to recruit and retain qualified staff. In a presentation to the UBCM in 2007, Towers Perrin Global Workforce noted that retention is becoming an issue in Western Canada in particular.

As public sector organizations import and adapt business methodologies from the private sector, this is causing an increased demand for staff with technical qualifications and experience, and less reliance on unskilled, administrative support.

A turning point in this regard was the 1992 recession, which coincided with a dramatic shift in workflow resulting from the introduction of the personal computer and which followed the signing of the free trade agreement between Canada and the US. Six years later this was superseded by the North American Free Trade Agreement. The impact of these agreements, combined with the severe recession, and a radical change in the way that work is carried out as a result of the rapid uptake of personal computing in the business environment, was a major restructuring of the economy. When the economy began to recover it was entitled the “jobless recovery,” in part because professionals and other managers were suddenly requiring dramatically less secretarial and administrative support. Human resources departments in both the private sector and the public sector suddenly found themselves having to re-write the HR recruitment manuals.

To cope with this resulting competition for talent, HR managers in the public sector are placing increased emphasis on career development programs, developing networks that facilitate access to pools of talent and taking steps to reduce reliance on contract or term employees. This highlights the tension that requires managers to balance budgetary concerns with the ability to provide an organization with the skills base it needs to delivery services.

#### 3.1 Advertising

All levels of the public sector now use the internet to facilitate job searches, explain the requirements of job eligibility, provide an overview of the application and selection processes, advertise the numerous benefits of working in the public sector and promote the common belief that one should be proud to provide public services to the community. Websites stress these values on behalf of all orders of government.

	Federal	Provincial	Municipal
Access to Information	<i>How to apply for a job in the federal public service</i> is a practical guide for applicants The federal public service employment site, <a href="http://jobs.gc.ca">jobs.gc.ca</a> , provides access to employment opportunities with the federal public service. The	<b>British Columbia</b> 1- facilitate targeted recruitment campaigns. 2- ongoing marketing and branding program to raise the visibility and appeal of government as an employer. 3- increased career advertising to heighten	<b>Toronto</b> The City of Toronto webpage contains sections on current opportunities, ongoing recruitment, summer employment, how to apply, eligibility, how to prepare a resume, human resources policies, values, collective agreements,



	following is a guide to help job seekers understand the steps required to successfully apply for a job.	awareness of employment opportunities within the public service. <u>Ontario Northern Recruitment Pilot</u> received an award for providing for the first time ever one-window access and delivery of recruitment services to all OPS managers across Northern Ontario.	service experience, awards and recognition, investing in your future, embracing diversity, contributing to community, public service experience.
<b>Pride in Community Service</b>	The message is that employees can make a meaningful difference to the future of Canada. This includes being part of a non-partisan professional team delivering programs and services aimed at improving the quality of life for all Canadians. The goal is improve Canadians' health, protect the environment, communicate emergency preparedness or even strengthen Canada's international role. Whether working in an office or outdoors, in the far North, a rural area or a large urban centre, the public service offers the opportunity to contribute to the country's future — and to make a difference in people's lives.	<b>Ontario</b> The mission is to serve the public interest and to uphold the public's trust. The OPS supports the elected government by providing ministers with honest, impartial and objective advice. The OPS carries out the decisions and policies of the elected government and administer public services to the highest professional standards. The OPS promises integrity, responsible stewardship and fulfillment of duties in accordance with the law, including The Public Service Act of Ontario, and in compliance with our Public Service Oath. Values of the Public service are <u>Trust</u> , <u>Fairness</u> and <u>Diversity</u> , combined with <u>Excellence</u> . This is achieved through <u>Collaboration</u> and <u>Efficiency</u> . The goal is <u>Responsiveness</u> resulting in monitoring and measure meant to ensure that goals are met. <b>British Columbia</b> <u>Courage</u> takes thoughtful risks in generating and implementing ideas; key values are action; imagination; empowerment initiative, and vision for the future. The vision includes a commitment to <u>Teamwork</u> , <u>Passion</u> <u>Service</u> government to <u>Accountability</u> , <u>Curiosity</u> .	<b>Toronto</b> <u>Service</u> : The City strives to serve individuals, communities and the city as a whole; as well servicing City Council in fulfilling its mandate. This is achieved by planning for improvement, doing the right things at fair cost, adapting and innovating to meet changing needs, balancing and protecting the needs of individuals and communities. <u>Stewardship</u> : the City uses resources wisely to maintain and create a liveable city for future generations. The goal is to balance the economic, social and environmental needs of the city. <u>Commitment</u> : employees serve the public with skill, knowledge and respect and are responsible and accountable.

### 3.2 Hiring Process



New recruits are brought into the public service either by a simple application process or through open competitions. Online applications make the hiring process easier from both the public sector and candidates' perspective. Closed competitions are instead for public workers who want to change their job within the sector.

	Federal	Provincial	Municipal
<b>Online Application</b>	The federal career service website contains job postings, career events and various recruitment programs. One can apply for jobs posted on the website by building a job profile, in order to avoid repeating the same steps every time you apply to a position, and filling out online application form.	<p><b>Ontario</b> One can search for jobs in Ontario public service on Ontario public service careers' website. After finding a job posting that one is interested, s/he can apply online by attaching one's resume and cover letter, or one can also apply by sending by email, mail and fax.</p> <p><b>British Columbia</b> Public service jobs are posted on BC public service employment website, and one can apply for the job online as well. The only difference in BC's website is that it also includes job postings for municipal public services, such as Vancouver and Victoria. Therefore one can also apply for municipal public service jobs on this website, following the same application procedure.</p>	<p><b>Toronto</b> Public service jobs for City of Toronto are posted on the city's career website. One can search for a suitable job on the website and apply for it by either filling out online application form or sending resume and cover letter to the city's human resource division.</p> <p><b>Vancouver</b> Public service jobs for Vancouver are posted on the BC's public service employment website.</p>

### 3.2.1 Open Competitions

A related issue of concern to public sector HR professionals is how to access qualified personnel while at the same time fulfilling expectations that their processes be viewed as "transparent." As a result, the public sector relies on open competitions as a mechanism for hiring. Although the process is time consuming, open competitions are valued as a way to promote cross-fertilization among government departments or to bring in qualified individuals with no previous experience in the public sector. The majority of open competitions are for short-term assignments, although it is commonly accepted that these positions increase the potential to proceed to full-time employment. A review carried out by Towers Perrin suggests that applicants in open competitions have a greater probability of success if they are known to hiring managers. This familiarity can be achieved as a result of internships, experience through employment via personnel agencies or hiring back retirees.



Issue	Value at Risk	Solution
Recruitment for short periods	Competency	Establish a better link between PSC recruitment and departmental long-term human resource planning.
Named referrals	1. equity and transparency 2. competency 3. representation 4. non-partisanship	1. Implement ways to manage high volumes of applicants in recruitment, such as random selection approaches or inventories or pools of applicants for "community" jobs. 2. Re-visit the definition, application and monitoring of named referrals. 3. Ensure that named referrals are not used to "bridge" workers (e.g. casual employees, contractors) unless approved by PSC.
Inconsistent use of advertising methods	Transparency and equity	Implement the "single window" approach to ensure consistency in the availability and use between Internet and INFOTEL.
Short posting periods	1. fairness 2. transparency and equity	Provide guidelines on posting periods

### 3.2.1 Closed Competitions

A frequent criticism of public sector hiring practices is that closed competitions restrict the ability of outsiders to enter public service. A review carried out by Towers Perrin in British Columbia found that nine out of ten jobs were filled from *within* the hiring department. This is in contrast to efforts by HR professionals to encourage cross-fertilization as a way to promote employee retention. There is some evidence that the steps taken to implement closed competitions are more rigorous and in-depth.

Issue	Value at Risk	Solution
Interdepartmental mobility	Fairness and equity	Increase departmental commitment and accountability on the mobility issue.
Area of selection	1. Equity and fairness. 2. Bureaucratic partisanship and representativeness	Ensure that restricted areas of selection provide a reasonable pool of candidates to ensure relative merit.
Undue advantage to acting appointments, term at same level, and previous work experience	Fairness and equity	Increase departmental commitment and accountability regarding "acting assignments."
Use of Public service versus Automated Notice System	Fairness, equity and transparency	Provide leadership and coordination for a consistent use of internal posting systems across the Public Service.



### 3.3 Internships and Fellowships

The main way in which the public service attracts academically qualified personnel is by offering internships to undergraduate students and fellowships to graduates, as well as through loan forgiveness.

The federal government has over 800 internship programs with close to 30 post-secondary academic institutions around Canada, of which more than 15 are universities.

Job positions in careers that shape public policy are offered by the federal government to both college and university graduates. Research projects are structured to assist the student in developing specific knowledge and research skills.

The BC Government further attracts recent graduates by giving them the possibility to have their student loan entirely forgiven after only three years of service in the BC government. Many current public service employees began as interns, including those in very high level positions. A variety of placements is offered in a number of fields, in several ministries.

Co-op placements are offered by the provincial governments of Ontario and British Columbia. In addition to helping to finance their education, co-op students get a chance to experience the advantages of working in the public service and eventually list it among their future ambitions.

Ontario receives support for some skills training programs from the federal government.

	Federal	Provincial	Municipal
Internships and other opportunities for undergraduates	<p>On average, 10 000 jobs are offered to students each campaign. Students can register in a Co-op/Internship program with their academic institution, and jobs are posted on notice boards at campus career centers or the co-op/internship placement offices.</p> <p><u>Federal Student Work Experience Program</u> provides full-time students with work experience and learning opportunities that are related to their field of study.</p> <p><u>Students Research Affiliate Program</u> places post-secondary students with ongoing research operations (design, execution and evaluation).</p> <p><u>Students Providing Aligned Research and Knowledge</u></p>	<p><b>British Columbia</b> <u>Co-op placements</u> are listed in the provincial webpage, and offered in most ministries to post-secondary students who are registered in a co-op program at a partnered educational institution.</p> <p><u>Ministry of Attorney General</u> hires articled students who have a strong interest in public service and the practice of public law. It selects candidates who possess the academic, professional and personal qualities that will enable them to become effective public sector lawyers.</p> <p><u>Aboriginal Youth Internship Program</u> is designed to develop professional skills and leadership abilities of eligible Aboriginal youth</p>	<p><u>Ontario Municipal Internship Program</u> prepares new graduates for careers as future managers and administrators of Ontario's municipalities.</p> <p><b>Toronto</b> <u>Summer Employment</u> positions are posted on the city's Public Service website, where one can apply online. Summer positions start on or after April 15 and end on or before September 15, and are open to all applicants who are at least 16 years old.</p>



	<p>provides graduate students with the opportunity to conduct public administration and public policy research needed by the federal public service, while working from their current location.</p>	<p>through a nine-month placement in a B.C. government ministry or agency, followed by a three-month placement in a selected B.C. Aboriginal organization.</p> <p><b>Ontario</b> <b><u>Ontario Internship Program</u></b> is an entry-level program that offers a <b>two-year</b> paid positions in a wide range of ministries and agencies and is open to people who have graduated with a recognized degree or a diploma within the past two years.</p> <p><a href="#"><u>Ministry of Natural Resources Internship Program</u></a> offers up to 10-month internships for post-secondary students or recent graduates.</p> <p><a href="#"><u>OPS Internship Program for Internationally Trained Individuals</u></a> provides relevant Canadian work experience for eligible newcomers to Canada through six-month paid internships across the Ontario Public Service, as well as Ontario Government agencies, boards and commissions.</p> <p><a href="#"><u>First Nations Natural Resources Youth Employment Program</u></a> is coordinated and administered in by the Ministry of Natural Resources in partnership with Confederation College and industry partners. This two-year program provides Aboriginal youth aged 17-24 from First Nations communities in Northern Ontario the opportunity to work on forestry projects, receive workplace training and take personal development workshops.</p> <p><a href="#"><u>Transportation Technician Program</u></a> is a three-year entry-level Ministry of Transportation program for</p>	
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		<p>civil engineering graduates provides practical, multifunctional learning experiences through rotational assignments in many disciplines, including construction, highway design, program planning, and maintenance.</p> <p><a href="#"><u>Transportation Engineering Development Program</u></a> is a four-year development program with the Ministry of Transportation for recent civil or geotechnical engineering university graduates, provides practical, mentored multidisciplinary learning experiences through rotational assignments in regional and head office locations including construction and maintenance, highway design, program planning, structural, traffic and materials engineering.</p> <p><a href="#"><u>Environment Engineer Internship Program</u></a> is a four-year development program with the Ministry of the Environment for recent university graduates in chemical, civil, environmental or mechanical engineering provides non-licensed individuals with the work experience required to obtain their P.Eng license.</p> <p><a href="#"><u>Articling with Ministry of Attorney General</u></a> hires approximately 100 articling students each year, providing opportunities across the province to specialize in almost every area of substantive law, including constitutional, criminal, health, environmental, family, tax, corporate, commercial, labour and employment law.</p> <p><a href="#"><u>Legislature Internship Program</u></a> is a 10-month internship for recent university graduates</p>	
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		<p>provides practical experience in the day-to-day work of the Legislature.</p> <p><b><u>Co-operative Placements</u></b> are available to post-secondary students receive practical paid experience while earning course credits in placements in the OPS. Co-op placements in the Ontario Government are posted at various educational institutions across Ontario.</p> <p><b><u>Learn and Work Program</u></b> is a specialized co-operative education program that re-engages youth ages 16 to 19 from selected priority communities. The program provides students the opportunity to earn credits towards their high school diploma and paid work experience in the OPS and/or related agencies.</p>	
<p>Fellowships and other work opportunities for graduates</p>	<p><b><u>Post-Secondary Recruitment program</u></b> provides entry-level officer positions to university and college graduates.</p> <p><b><u>Recruitment of Policy Leaders program</u></b> is open to exceptional university graduates from all areas of study who are interested in a career that will help shape public policy. Middle- to senior-level positions are available.</p>	<p><b>British Columbia</b></p> <p><b><u>BC Pacific Leaders Graduate Student Fellowship</u></b> attracts top-quality researchers to the BC Public Service while supporting research that benefits the province and addresses areas of skill shortage. Up to 20 fellowships of \$20,000 each will be awarded each year to master's and PhD students, and Fellows have a career waiting for them in the BC Public Service when they graduate.</p>	<p><b>Toronto</b></p> <p><b><u>Career Bridge</u></b> is a paid internship program for internationally trained university graduates and professionals who are seeking employment in their fields of expertise in Canada. They represent a variety of professional groups and have an average of eight years work experience. Internships usually last from four to six months.</p> <p><b><u>Co-Op Engineering</u></b> is a partnership between the City's Technical Services Division and the Toronto District School Board's adult education program. It provided 50 foreign-trained professional engineers with the opportunity to gain Canadian employment experience. Productivity improved, and 35 new immigrants eventually obtained permanent employment within or close to the city.</p>





### 3.4 Benefits and Incentives

#### 3.4.1 Access

Differences in benefits packages depend on:

1. Employee group: unionized versus non-union work position
2. Employment status: full time, temporary or part-time.

In Ontario, temporary employees may receive a percentage of pay in lieu of benefits, and if represented by a bargaining agent (that is, a union), the level of benefits is determined by a collective agreement.

In Vancouver, benefits are available to regular full-time, regular part-time and long-term temporary full-time staff.

#### 3.4.2 Monetary Benefits

All three level of governments provide major monetary incentives by offering fair to competitive salaries, most profitable pension plans (defined-benefit), saving plans, and health plus other types of insurance for the employees and their family.

Other benefits include reimbursement of expenses required by one's job, such as transportation, discounts over merchandises and scholarships for the employees' children.

	Federal	Provincial	Municipal
Salary	The public service offers fair salaries and, for some occupational groups, the rates of pay are considered very competitive. All rates of pay for the different sectors are available online in the government website.	<p><b>British Columbia</b> It has competitive unionized pay scales and management salaries are reflective of responsibilities.</p> <p><b>Ontario</b> To keep salaries competitive the company participates in outside salary surveys every 12 months. Individual salaries are reviewed every 12 months.</p>	<p><b>Toronto</b> <i>Shift Bonus</i> non-union employees that are required to work shifts are compensated to recognize the hours. <i>Standby/ Call-In/ Emergency Situations Pay</i> provides compensation for standby and call-in hours is paid out and there is no maximum on standby and call-in pay.</p>
Pension Plan and Saving Plans	<ol style="list-style-type: none"> <li>1. Defined benefit plan</li> <li>2. Prior to age 65, the pensions are calculated as follows: 2% X number of years of pensionable service (maximum of 35) X average salary for 5 consecutive years of highest paid service.</li> <li>3. Pensions are fully indexed annually to take into account increases in the cost of living since termination date</li> <li>4. <b>Return of contributions:</b> payable to plan members who leave the Public Service with less than two years of pensionable service</li> </ol>	<p><b>British Columbia</b> <i>BC Pension Plan</i> is a defined benefit plan, where for every \$1.00 that employees contribute, the BC Public Service contributes \$1.13.</p> <p><b>Ontario</b> <i>Ontario Pension Plan</i> is a defined benefit plan and has an employer contribution of up to 8% of salary. Retirement planning assistance is provided to employees for free.</p>	<p><b>Vancouver</b> <i>Vancouver Pension Plan</i> After the first six months of continuous service, employees are enrolled in the Municipal Pension Plan. Both employees and the city contribute to the Municipal Pension Plan. <i>Vancouver Employee Savings Plan</i> A specific percentage of an employee's earnings are deducted, the amount matched by the city and then the funds are deposited into a savings plan in the</p>



	<p><b>5. Immediate annuity:</b> (unreduced pension) payable at age 60 with at least two years of pensionable service or at age 55 with 30 years of pensionable service or at any age if retirement is due to permanent disability</p> <p><b>6. Deferred annuity:</b> payable at age 60 <b>Annual allowance</b> (reduced pension): payable as early as age 50</p> <p><b>7. Survivor benefit:</b> 1% X number of years of pensionable service X average salary of plan member; children's allowance is equal to one fifth of the survivor benefit (maximum of four fifths)</p> <p><b>8. Supplementary Death Benefit</b> (term life insurance) equal to twice the annual salary of the plan member; coverage decreases by 10% each year starting at age 66 to a minimum of \$10,000 by age 75; this minimum coverage is free beginning at age 65</p>		employee's name.
Health	Benefits generally include: dental and health care plans, with coverage for prescription drugs, vision care, paramedical practitioners, and hospitalization for you and your family.	<b>Ontario</b> prescription drugs, supplemental health and hospital, dental, vision and hearing aids.	<b>Vancouver</b> <u>Basic Benefits</u> <u>The Medical Services Plan (MSP)</u> - insures medically required services provided by physicians and supplementary health care practitioners, laboratory services and diagnostic procedures in BC. <u>Extended Health and Dental</u> - allows employees to choose between seven different EHC options and four Dental Care options. A Health Spending Account (HSA) is also available. <u>Basic and Optional Life Insurance</u> <u>Critical Illness Insurance</u> <u>A generous Sick Leave Plan</u> <u>Gratuity Plan</u> - To promote and maintain healthy employees, the city has an incentive program in place to recognize employees that have little or no sick time taken.



Insurance	- disability insurance - a death benefit	<u>Ontario</u> basic life, optional supplementary life and dependent life insurance, long-term disability, accidental death and dismemberment, short-term disability	<u>Vancouver Supplementary Employment Insurance Benefits</u> The SEIB plan is available to all birth mothers who are entitled to maternity leave and who are in receipt of EI benefits, and to birth fathers in specific circumstances.
Other		<u>British Columbia Online Store</u> gives employees quick access to discounts on gear and giftware, computer merchandise, fitness memberships and more. <u>Scholarships for Children of Public Servants</u> are offered to children of public servants who are full-time students taking a bachelor's degree program, trade, technical or vocational training. Up to 60 scholarships of \$2,500 each are be offered each year. <u>Student Loan Forgiveness</u> is granted to the following categories at a rate of one third of the total per year: graduates who dedicate a portion of their career to the BC Public Service after graduation; current full-time or part-time regular employees who have a BC Student Loan in good standing.	<u>Toronto Reimbursement for Use of Personal Vehicles Policy</u> compensates employees who are required to use personal vehicles for the purposes of work. Reimbursement for kilometres travelled, appears on the employee's pay-cheque. The reimbursement is not a taxable benefit.

### 3.4.2.1 Pension Plan

In the federal public service, pension entitlement is calculated based on the age at retirement, the number of years of pensionable service (maximum of 35 years) and the average salary for five consecutive years of highest paid service. Both employee and employer contribute a certain percentage. The pension is protected from losing its value as a result of inflation or increases in the cost of living through indexing. If an employee was a member of a pension plan previously, the employee may be able to count that service under the Public Service pension plan. The Public Service Health Care Plan is available upon retirement. If an employee has two or more years of pensionable service, the family of that employee is protected in the event of the death of that employee.

In the Ontario Public Service, there are two pension plans, the Public Service Pension Plan and the Ontario Public Service Employees Union Pension Plan. Both are contributory, defined benefit plans, where employees receive a pension at retirement, determined by salary and years of credit in the plan. Both the employees and the employer contribute to the pension plans.



British Columbia: In addition to take-home pay, employers receive a range of benefits that average 23% more in value.

### 3.4.3 Non-Monetary Benefits

Both federal and provincial governments provide possibilities for flexible and alternative work arrangements, which allow changes in one's work schedule and location.

Generally speaking, public sector vacation days increase with years of continuous work and start from a minimum of two weeks of vacations days. Other benefits existing in the sector include recognition of possible years of past work in the public service, and the opportunity to earn additional vacation days by working extra minutes per day.

By conferring awards to their employees, all levels of the public sector foster continuous improvement and strengthen pride and identity among employees.

In Ontario employee contributions are recognized in annual awards both formal and informal. Most ministries also have their own recognition programs. In British Columbia candidates are nominated by their peers and recognized in six categories: cross-governmental, integration, innovation, leadership, organizational excellence, partnership, and service excellence.

	Federal	Provincial	Municipal
<b>Flexible Work</b>	Many public service organizations, depending on the type of work performed, allow employees to work flexible hours or a compressed work week. Alternative work arrangements such as telework are also becoming more commonplace in the public service.	<b>British Columbia</b> Options are negotiable and include: flex hours, telecommuting, compressed work weeks or job sharing.	<b>Vancouver</b> <i>Job Sharing</i> offers a working arrangement that splits responsibilities and pay of a position between two people.
<b>Vacation</b>	- 15 days of vacation after one year of employment - 20 days after 8 years - 25 days after 18 years - 30 days after 29 years	<b>Ontario</b> Employees begin earning vacation credits after joining the OPS, and the number of vacation days allocated increases with years of continuous service. New employees receive three weeks of vacation allowance after their first year. Vacation increases after eight years on the job. Long-serving employees receive a maximum of six weeks of vacation each year. <b>British Columbia</b> New unionized employees receive at least three weeks vacation and managers	<b>Vancouver</b> Employees eligible to participate in the city's EDO plan work an additional 30 minutes per day and earn an additional from 15 up to 18 days off per year, depending on their job. Employees begin with 15 days of vacation in the first year of employment, to a maximum of 30 days by year 24. Employees also receive 5 days of supplementary vacation in the 11th year and every five years thereafter. Certain professional employees begin with 20 days per year to a maximum of 35 days by



		receive 4 weeks – to start. If an employee previously worked in the BC Public Service, past years of service will be recognized when determining vacation entitlement. The recognition of past service will be cumulative and include all periods of regular and auxiliary service over 1827 hours.	year 24.
Leave	<ul style="list-style-type: none"> <li>- 15 days of paid sick leave per year</li> <li>- leave with pay for family-related responsibilities</li> <li>- other paid leave, (e.g., for marriage, bereavement)</li> <li>- education leave</li> <li>- self-funded leave</li> <li>- parental leave</li> <li>- leave for the care of preschool-age children</li> <li>- leave for personal needs</li> <li>- leave for the long-term care of a parent.</li> </ul>	<p><b>Ontario</b> Employees receive 6 paid sick days every year. Some employee groups can schedule up to six personal days off each year. <u>Maternity Leave</u> provides top-up benefits (to 93% for 32 weeks) to new mothers. <u>Parental leave</u> provides top-up benefits (to 93% for 17 weeks) to new fathers and adoptive parents. <u>Additional Leaves</u> include voluntary unpaid leave of absence, family leave, bereavement leave, discretionary leaves (including leave for religious observance), leave for jury duty, and short-term sick leave.</p> <p><b>British Columbia</b> <u>BC Salary Deferral Program</u> defers a portion of the salary to finance paid leaves of absence from six to 12 months in duration.</p>	<p><b>Toronto</b> <u>Voluntary Leave of Absence Program</u> may be approved for up to 20 days per year. The leave is unpaid, but Benefits coverage continues for its duration, can receive pension credit for the duration of the leave, and does not affect annual vacation entitlement. <u>Earned Deferred Leave Policy</u> allows employees who wish to take an extended period of leave for personal reasons, to plan and self-finance that leave of absence. * <u>Care for ill Dependants Policy</u> allows for the use of six days of an employee's sick leave per calendar year, to care for ill dependents. <u>Family Medical Leave</u> provides up to eight unpaid weeks to employees who need to provide care and support to a family member who has a serious medical condition where there is a significant risk of death occurring within a period of 26 weeks. <u>Pregnancy Leave</u> allows eligible employees to collect their pregnancy benefits for up to 15 of the 17 weeks of pregnancy leave. For 15 weeks, the city pays a top-up equal to the difference between the employment insurance benefit, plus any other earnings, and 75% of an employee's regular pay. Basic benefits coverage continues during the 17-</p>



			<p>week pregnancy leave. An employee's vacation entitlement is not affected by pregnancy leave. The city will match the contributions of those employees who want pension service credits for the duration of the leave.</p>
Awards		<p><b>Ontario</b> <u>Showcase Ontario Awards of Excellence</u> recognizes some of our province's most innovative projects and the exceptional people behind them. <u>Public Sector Quality Fair</u> showcases service quality excellence within Ontario in the federal, provincial, municipal and broader public sector. <u>Performance Rewards Program</u> recognizes exceptional work performance of its management, executive and professional employees, encompassing approximately 25% of its workforce. Recognition may come be represented through pay increases and bonus payments. <b>British Columbia</b> <u>Legacy Award</u> recognizes an individual who has made an exceptional and lasting contribution throughout their public service career of at least 15 years. <u>Premier's Innovation &amp; Excellence Awards Program</u> recognizes employees who are leaders in Canada, and recognized internationally, for public service excellence, for especially notable accomplishments.</p>	<p><b>Toronto</b> <u>Public Sector Quality Fair</u> is an annual showcase of service quality achievements in the Ontario public sector, including health, education, municipal, provincial and federal governments. Since 2004, the City has won a total of 119 awards for a wide variety of innovative, quality projects. <u>"Say Thanks" Program</u> entails that employees' names are randomly drawn each month from letters they sent to a City Manager to express thanks to co-workers. Dozen staff are then invited to a luncheon at Toronto City Hall, and thanked personally by the City Manager.</p>



### 3.5 Workplace Quality

Provincial and municipal employees have access to counselling services for personal and work-related issues. Employees who share common work purposes, functions and professional interests belong to what is known as a functional community. Functional communities and other types of networking possibilities are offered in some sectors of the public service. All level of public service offer opportunities for volunteering and charity, and provide a healthy and safe work environment through the proper training of the employees at all levels and policies relating to the physical work environment. In addition, provincial governments conduces surveys to get feedback from employees and develop initiatives accordingly.

	Federal	Provincial	Municipal
Counselling		<p><b>Ontario</b> <u>Employee Assistance Program</u> offers free professional counselling to help employees deal with a variety of personal and work-related concerns, 24 hours a day.</p>	<p><b>Vancouver</b> <u>Employee Assistance Program</u> provides free and confidential service where full-time counsellors are available, immediate family and retired employees to help with solving personal difficulties.</p>
Casual and Professional Networks	<p>Employees can join a dozen professional networks, functional communities and councils based on their professional interests. Networks give an opportunity to find support from mentors, coaches and colleagues who share similar goals and interests, in areas such as green citizenship, management, youth, technology, communications, information.</p>	<p><b>Ontario</b> Employees enjoy business casual dress; employee sports teams; organized social events. <b>British Columbia</b> <u>Provincial Employees Community Services Fund</u> allows employees have engaged in many innovative special events throughout the years, including country fairs, numerous raffles and our annual Pop Stars showcase featuring the hidden musical talents of some of our employees.</p>	
Volunteer Work and Charity	<p><u>The Government of Canada Workplace Charitable Campaign</u> is a charitable giving option which takes place every year in federal government workplaces. It allows public servants to support all the registered Canadian charities of their choosing filling out one unique form, where they can choose from payroll deduction options. Campaign fundraising and administrative fees are kept at 15 per cent or lower, well</p>	<p><b>Ontario</b> The OPS has its own Federated Health Campaign and actively supports the United Way with a series of fundraising events and initiatives. <u>Spirit program</u> chooses a signature campaign that offers volunteer opportunities and recognizes employees who volunteer outside work hours. Some examples include support for literacy, Tsunami relief and Habitat</p>	<p><b>Toronto</b> <u>One on One Mentoring Program</u>, in partnership with the City's elementary schools, allows employees to volunteer with children in the need of a supportive role model in a positive trusting relationship. Employees are given time off of work in order to participate. <u>Clean and Beautiful City Initiative</u> allows employees to improve parks,</p>



	<p>below the national average of 26 per cent, ensuring that a greater portion of the deduction is donated. RRSP employees are offered the convenience of contributing to an RRSP through payroll deductions.</p>	<p>build. <u>Community Involvement Program</u> allows employees to receive paid time off to volunteer with their favourite charitable organizations, and to take part in the yearly selection of about 350 charitable organizations they want the Public Service to support. Volunteers who work for 15-week work terms with the United Way charity have their salary and benefits covered. <b>British Columbia</b> <u>Provincial Employees Community Services Fund</u> coordinates a workplace fundraising campaign that enables employees to donate (government absorbs all administrative costs, so 100% of the donation goes to charity) to a variety of charitable organizations of their choosing, or to give to the fund in general. <u>Volunteer Abroad Program</u> enables you to volunteer with a Canadian organization which supports alliances for global social justice. Benefits will continue to be paid and a job will be waiting for you upon your return.</p>	<p>neighbourhoods, city streets and the downtown core by enforcing bylaws, beautifying the city streetscapes, developing and environmental standards. Employees are often joined by residents and businesses in activities like restoring heritage buildings, cleaning up litter and debris, cutting grass and planting flower beds and sweeping. <u>Employee Fundraising Campaigns</u> allows employees to raise money for charity organizations. In 2007, the Toronto Public Service raised \$1.1 million for the United Way thanks to 1200 employees who volunteered and donated.</p>
<p><b>Health and Safety</b></p>	<p>The federal public service provides a physical work environment that meets and exceeds the norms followed by other sectors. Specific technological aids are provided for persons with disabilities when required.</p>	<p><b>British Columbia</b> 1- evaluate needs and develop a health strategy proposal for the public service. 2- develop and implement appropriate workplace programs and tools to help reduce health risks. 3- assess needs and implement regular reporting. 4- Provide client organizations the direction, knowledge, tools and support necessary to implement and maintain effective safety management programs. 5- Enhance safety reporting.</p>	<p><b>Toronto</b> <u>Orientation Training and Supervisory Competency Policies</u> establish requirements with respect to hiring, training, performance management and promotion to ensure that City supervisors and employees are competent from a health and safety perspective. Employee and supervisory familiarity with the requirements of job-specific health and safety training programs is regularly evaluated. <u>Indoor Air Quality policy</u> deals with achieving and maintaining acceptable</p>





			<p>indoor air quality in City-owned and leased buildings occupied by its employees.</p> <p><i>Confined Space Policy</i> provides direction for the development of programs to protect employees who work in confined spaces.</p> <p><i>Breastfeeding Policy</i> promotes women's right to breastfeed on city premises and supports employees who wish to breastfeed upon returning to work.</p> <p><b>Vancouver</b></p> <p><i>Fit City</i> promotes healthy living through fitness and wellness workshops, events and newsletters. Gym equipment, shower facilities and bike racks – many city sites offer on-site facilities or access to discounted membership at local gym facilities.</p> <p><i>Employer Transit Pass Program</i> provides a discount on your transit pass and saves you from continually having to buy tickets or passes. It's cheaper than driving your car everyday and you'll be helping to improve the environment by reducing greenhouse emissions. TransLink passes are offered to all regular full-time and part-time employees of the City of Vancouver.</p>
Other		<p><b>Ontario</b></p> <p><i>Ontario Public Service Ideas Program</i> encourages employees to submit their ideas online on how to improve or enhance government services. I also provides feedback to employees by keeping them informed about news from across the province through a company newsletter and a corporate intranet site.</p> <p><i>Surveys</i> are done regularly on job satisfaction, commitment to the organization and the overall work environment, and a</p>	<p><b>Vancouver</b></p> <p><i>Car Pooling</i> allows sharing the costs of commuting, getting to use HOV lanes, and being eligible for preferred parking. The COV will register the employee for free automated ride-matching service.</p>



		<p>response is given according to the results.</p> <p><u>British Columbia</u></p> <p>1- Administer annual Work Environment Survey, which measures employee engagement and develop strategies to address issues that arise out of the survey results.</p> <p>2- Benchmark employee engagement across Canada.</p> <p>3- Identify best practices and disseminate a toolkit to assist ministries with improving employee satisfaction and commitment.</p>	
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### 3.6 Personal Development

In the federal public service, personal development is achieved through receiving regular feedback from an employee's manager, on-the-job training, in the form of coaching or mentoring. To ensure on-going professional and personal development, there are also personal development courses to help the employee explore other career choices or to enhance opportunities for advancement in the desired field.

In the public service as a whole, geographical and interdepartmental mobility is offered, because it helps employees to develop their skills and expand their career options.

British Columbia has award-winning learning programs that can be used for academic credit at a variety of post-secondary institutions. Specific, individual courses, full programs leading to certification, including e-learning, in areas such as personal development, communications, technology, finance, management and leadership.

	Federal	Provincial	Municipal
<b>Mentoring</b>	<p>1- Each employee has an individual learning plan based on their needs for the current position or for career development.</p> <p>2- Managers meet with individuals once or twice a year to review and evaluate an employee's performance, learning plan and training needs.</p>	<p><u>British Columbia:</u> employees are connected to experienced and skilled colleagues, for career development, maintaining work relationships, the processes and structure of government or specific skills.</p> <p>Employee Engagement Program allows employees to receive individual performance reviews every six months from managers trained accordingly.</p> <p>Performance feedback is</p>	<p><u>Toronto Mentoring Immigrant Program</u> responds to employment barriers faced by internationally trained professionals. In partnership with various community agencies, the program matches experienced professionals of the Toronto Public Service (mentors) with internationally educated immigrant professionals (mentees).</p>



		also solicited from co-workers and other managers familiar with each employee's work. As part of the review process employees can provide confidential feedback on their manager's performance.	
Training	<p>1- courses in technology, communication and interpersonal skills, developing and encouraging cultural sensitivity, and management.</p> <p>2- programs and e-learning opportunities with the Canada School of Public Service.</p> <p>3- organizational learning and leadership opportunities.</p> <p>4- conferences, workshops and courses</p> <p>5- language training in group or one-on-one settings.</p> <p>6- luncheon speakers, discussion series.</p> <p>7- educational retreats.</p>	<p><b>Ontario</b> <u>Performance Development Plans</u> outline the specific tasks, projects or assignments that the employee will be accountable for in the year ahead. <u>Learning Development Plan</u> is customized to build on strengths and fill in gaps in an employee's career profile, by setting learning goals, using the references and tools available, and seek advice and coaching from their colleagues in addition to their managers. <u>The OPS intranet</u> includes a wealth of information, tools and resources for OPS employees. Employees have access, in some cases 24/7, through electronic self-service to a variety of employee and business supports, including training opportunities.</p> <p><b>British Columbia</b> <u>Leading the Way</u> is a flexible leadership development program that helps our employees to excel as managers or supervisors and connects employees with multiple ministries and leaders within the public service. Academic credit for participation is available from the University of Victoria, Royal Roads University and Camosun College.</p> <p><u>Procurement and Contract Management</u> is an award-winning program for our employees involved in procurement and</p>	<p><b>Toronto</b> <u>Shape the City initiative</u> provides managers and executives with opportunities to develop and refine leadership skills and style in different ways: a <u>Competency Development Assessment</u> assesses one's skills and learning needs; the <u>Speaker Series</u> allows leaders in various fields to stimulate discussion and challenge conventional thinking; <u>Effective Management Skills</u> is an intensive 11-week program designed to help build and refine leadership and management skills. <u>The Learning Summit</u> is a two-day learning initiative for all employees that showcases projects from several service areas to support a learning environment. <u>Learning and Skill Development Resources</u> include on-line career development tools, on-line Coaching Clinic, technology training, and organization effectiveness support.</p> <p><b>Vancouver</b> <u>CityLearn</u> is a program of the internal training department offering over 100 courses, workshops and seminars on personal finances, retirement planning, stress management, career development, and more. Accreditation for completion of a selection of courses offered through CityLearn is provided by nine academic institutions in the province.</p>



		<p>contract management, from administrators to executives. A series of fully integrated, participant-driven, skills-focused courses and resources are included.</p> <p><b><u>Financial Management Certificate</u></b> is designed for those employees who are interested or involved in financial management. Through partnership with either the Certified Management Accountants Society or the Certified General Accountants Association, participants follow a program of studies leading to a para-professional accounting designation.</p> <p><b><u>Pacific Leaders program</u></b> supports employees to higher levels of innovation and achievement.</p>	
<b>Education and Post-graduate Studies</b>	Some long-term training programs allow employees to complete or undertake a degree while still employed.	<p><b><u>British Columbia Scholarships for Public Servants</u></b> gives access to scholarships of up to \$7,500 to cover at least 75% tuition and books coverage for programs aligned with government's current and future skill needs.</p> <p><b><u>Ontario Training and Skills Development Program</u></b> gives employees tuition subsidies for courses related to their position, up to 100% of tuition. Furthermore, subsidies are given for professional accreditations, in-house apprenticeship and skilled trades internships, in-house training programs, online training programs, online employee skills inventory, formal mentoring program and career planning services.</p>	<p><b><u>Toronto Shape the City Program</u></b> offers, through the City's partnering with the University of Western Ontario, on-site courses leading to a Diploma In Public Administration.</p> <p><b><u>Tuition Reimbursement</u></b> provides tuition assistance to employees who wish to improve their competencies by attending a program relevant to their current job at an academic institution.</p>
<b>Mobility</b>	Federal Public Service has 1,600 points of service across the country, offers over 1000 different jobs. Offers real opportunity for	<p><b><u>British Columbia</u></b> One has the opportunity to work in 280 communities across the province.</p> <p><b><u>Temporary Assignments</u></b></p>	



	<p>advancement, with 36 + CEO equivalents and over 4,500 executive positions. Should a job be declared redundant, we strive to find the affected individual alternative employment. When a spouse is relocated, we try to find the employee a job in the same location.</p>	<p><u>and Project Opportunities provide access</u> to a wide variety of work experiences within and between 19 ministries, in over 200 different occupations.</p> <p><b>Ontario</b> More than 65,000 job places are available in over 1,800 locations across the province and in over 25 Ministries.</p>	
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## CONCLUSIONS

The norms for labour relations in place today bear little resemblance to employment practices in place as recently as the 1940s. Public service unions played a key role in the decision by government to reduce the work week to 48 hours, set out legislation to guarantee paid vacations and establish a basis for improving benefits. By the 1950s, for example, virtually all civil servants in Ontario had joined the Civil Service Association of Ontario – the forerunner of OPSEU, which lobbied vigorously for change. Today, maternity leave is recognized in law and institutionalized in labour practices – yet while standards continue to be raised in Canada, this is in stark contrast to the U.S. situation. Along with healthcare, labour practices help distinguish the two economies, which in many other respects would be considered comparable.

Perhaps the most striking disconnect between theory and practice is that while great strides have been made in terms of improving the professionalism of human resources management, application of principles and the ability to follow carefully crafted strategies continue to be buffeted by circumstances. Examples include the healthcare field, an issue of great significance to provincial governments. Although critics have long noted that the hiring of professional staff such as registered nurses is subject to boom and bust, the most sincere policy statements are rendered irrelevant when government priorities change. Within a two year period, Ontario has gone from announcing generous subsidies for internships to expand the job market for nursing graduates to implementing hospital cutbacks that result in nursing layoffs – exactly the pattern that deters the best students from entering the field. As noted earlier in this report, one of the predictable impacts of the efforts to stimulate the economy through the funding of infrastructure projects and other initiatives is that cutbacks in hiring will be required going forward in order to reduce government spending deficits.

A second key challenge – one with no easy answers – is that all governments (federal, provincial, municipal) are facing rapid demographic change. Employees with experience are retiring and the ability to recruit replacements is restricted by budget issues (hiring freezes in times of austerity as noted above). The power of public sector unions can also hinder progress because employees with lesser credentials can in some circumstances benefit from protection while the need to offer jobs to “internal candidates” before going outside the public service can slow the introduction of “new blood.” Meanwhile, governments continue to emphasize recognition programs intended to retain high quality employees.

Third, transfers and secondments between different levels or orders of government remain relatively rare. Portability of pension rights is also an important issue. On the other hand, professional organizations (engineering, planning, chartered accountancy etc) are moving to facilitate portability of credentials between provinces; at the same time, governments struggle to accommodate the needs of new immigrants whose credentials or language skills may need upgrading.

A fourth important change in the labour relations environment is the increasing demand for “knowledge workers at a time when the size of the labour force overall is expected to decline. In Ontario alone, the government projects a shortfall of 1.8 million workers in all categories by 2031. In a report entitled “People without jobs: Ontario’s labour market future,” the authors call for a transformation of the province’s education system to cope with issues of demand as well as quality and capacity. These problems are not restricted



to Ontario. The severity of the projected deficits therefore suggests that governments across Canada will be facing severe challenges in terms of recruiting and retaining high quality employees. The report quotes Service Canada in projecting that “About 65% of all new jobs over the next five years are expected to require some form of post-secondary education/training.” This is echoed by findings from the Obama administration in the U.S. that predict a shift “towards jobs that require workers with greater analytical and interpretive skills.” Increased competition for labour will inevitably play havoc with government strategies to maintain quality and quantity within the public service environment.

A fifth challenge will be the ability of governments to act collaboratively and constructively with labour unions to achieve a balance between responding to changing needs and working conditions versus protecting the rights of union members (through the continued commitment to defined benefit pensions when the private sector is abandoning such plans). The high degree of balkanization among federal, provincial and municipal governments suggests that this will be a difficult task. The need is for increased flexibility and responsiveness to rapid change induced by global economic and demographic forces. It is not clear that public sector unions have the capacity to rise to that challenge.



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