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Federal Public Service Management Reforms Views from the Trenches

2018 Executive Survey Report

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1. OVERVIEW

WHY MANAGEMENT REFORMS MATTER

Government management reforms matter because the performance and productivity of the public sector have a substantial influence on the Canadian economy and society more broadly. For instance, governments both consume and produce considerable goods and services, as well as support the economy through public policy, regulations, infrastructure and various essential services. This is especially relevant given that concerns over Canada's lagging productivity are widely recognized,¹ and Canada's Public Policy Forum reported in 2014 that the broader public sector – all three levels of government – accounted for nearly 40% of Canada's GDP.²

The importance of public sector productivity and effectiveness is well-established.³ Furthermore, different studies and surveys have examined the consequences of public sector work environments on employees' engagement, health and productivity.⁴ In this vein, the path to better productivity and healthier workplaces is often sought through initiatives aimed at improving (reforming) how public sector organizations are managed.

To its credit, the federal public service of Canada has a long history of striving to improve how it manages its numerous programs and services across its many departments and agencies. For instance, the annual reports of the recent clerks of the Price Council illustrate the ongoing importance of the many priorities aimed at improving the management and productivity of the public service. The past priorities and results also reveal, however, the often repetitive attempts at similar management reforms and the daunting challenges of making headway in certain areas. For some reform priorities, such as simplifying internal administrative rules and processes, tangible results remain elusive and objective information on actual outcomes is seldom available.

WHAT WE SURVEYED

The intent of this survey was to take a broad look across recent horizontal management reforms to increase our knowledge of common challenges, results and lessons, and to inform future initiatives. In late 2018, we surveyed Canadian federal public service executives regarding the nature of their work and how it was evolving, and the results of recent government-wide reforms. We also solicited their perspectives on the public service's implementation and management of its reform agenda and initiatives.

We obtained the views of executives from a wide range of organizations and exercising diverse functions, on how their work, themselves and their staff were impacted by management reforms. Essentially, getting the views from the trenches.

1 Example: "OECD Economic Surveys – Canada Executive Summary", OECD, June 2018, page 7.

2 "Changing the Game: Public Sector productivity in Canada", Canada's Public Policy Forum, 2014, page 1.

3 "Challenges in the Measurement of Public Sector Productivity in OECD Countries", OECD (E. Lau, Z. Lonti, R. Schultz), International Productivity Monitor, Number 32, Spring 2017.

4 Examples: 1] "Maximizing Employee Engagement Within the Federal Public Service", G. Dowden, APEX, 2015; 2] Surveys such as the periodic Public Service Employee Surveys, and surveys of the Association of Professional Executives of the Public Service of Canada (APEX). 3] See also footnote 19.

WHAT EXECUTIVES REPORTED

A total of 353 executives from 46 different federal organizations answered our survey, and also provided valuable written comments. The following observations summarize the survey's essential results, and further details are provided in the report's main sections and annexes.

1. The workload of executives is increasing. Compared with prior surveys by the Association of Professional Executives of the Public Service of Canada (APEX), the average number of hours worked per week has risen slightly since 2012, and is now more comparable to those from the early and mid 2000s. More importantly, the proportion of executives working more than 55 hours per week has gone up by more than half (from 25% in 2012 to 39%). Generally, the more senior the executive, the more hours he or she worked.
2. The nature of the workload is changing. Overall, executives reported spending less time in recent years on strategic direction and innovation, and more time on indirect administrative activities. While on average, the time spent on ongoing operations and program or service delivery has remained fairly constant.

Currently, executives spend on average 44% of their time on direct operations and delivery of programs or services, 28% on indirect administrative or support activities, 18% on strategic direction and innovation, and a further 11% on non-essential activities or requirements that are neither directly nor indirectly related to their main purpose.

3. Consistent with the previous 2017 APEX survey, a solid majority of executives reiterated that their work remains challenging: they have constant time pressures and a heavy workload; suffer too many interruptions; their jobs have become more demanding; and employees do not have the tools and technology to do their jobs properly. In addition, the following factors were all reported as having increased in the last 5 years:
 - ✓ Number of hours worked per week by executives;
 - ✓ Scope and diversity of executives' responsibilities;
 - ✓ Workload of executives' organizational units;
 - ✓ Proportion of their organizational units' time spent on administrative activities;
 - ✓ Administrative activities transferred to their units from other parts of the organization;
 - ✓ Complexity and difficulty of delivering their respective operations, programs or services.

In addition, roughly two-thirds (2/3) of survey participants indicated that both the effectiveness of administrative policies, processes and systems, and executives' capacity to focus on strategic issues or innovation, were in decline. More encouraging were the executives' dominant views that there were improvements to:

- ✓ The work productivity of their organizational units;
 - ✓ The quality and relevance of their units' functions, operations, programs or services;
 - ✓ The executives' own work productivity.
4. The survey asked executives to identify the main causes underlying the various recent changes to their work and workplace. The three main causes were: Government priorities

and organization; Management policies, processes and systems; and Technological changes. Accordingly, this helped determine that changes are predominantly driven by internal factors, over which the public service and government largely have control.

5. Executives considered if the effectiveness and efficiency of broadly defined functional areas, common to most departments, improved or worsened in the past five years as a result of horizontal management reforms or similar initiatives. Overall, more executives reported a worsening across most functions, but the following were all decisively rated the poorest:
 - ✓ Information technology management and services;
 - ✓ Expenditure management, systems and processes;
 - ✓ Procurement management and processes;
 - ✓ Facilities and accommodation standards and services;
 - ✓ HR classification and staffing processes;
 - ✓ HR and business planning.

While no areas were clearly rated “improved” by most executives, for a few there was an evident favorable margin between those who assessed them as “improved” versus “worsened”:

- ✓ Values, ethics and wrongdoing disclosure;
 - ✓ Internal audit and audit committees;
 - ✓ Grants and contributions funding and management processes.
6. The most telling results are those addressing the cumulative impacts of recent management reforms. A majority of executives reported that the reforms of the past five years had not resulted in improvements to any of the 6 defined outcomes related to:
 - ✓ Impact on the work of executives;
 - ✓ Work productivity of executives;
 - ✓ Work productivity of executives’ units or personnel;
 - ✓ Capacity to deliver key functions, programs or services;
 - ✓ Quality or outcomes of functions, programs or services;
 - ✓ Work environment (e.g. morale, work-life balance, participation, inclusiveness).

This may initially appear to partially contradict the previous results on work productivity (per item 3. above). The key distinction to emphasize, however, is the lack of productivity improvements reported here (item 6.) is in relation to the results of management reforms.

7. Finally, executives assessed the public service’s effectiveness and efficiency at implementing and managing its reform agenda and horizontal initiatives. Executives reported that the public service effectively aligns its reform agenda and initiatives to the priorities of the elected government. For 5 of the 6 remaining criteria, however, the predominant views were that the public service does poorly with respect to:
 - ✓ Allowing sufficient capacity and resources to implement reforms, while maintaining ongoing operations, programs and services;

- ✓ Defining the roles of central agencies, departments and other key players to ensure good coordination of reforms;
- ✓ Setting clear performance objectives and intended outcomes for reform initiatives, and monitoring results accordingly;
- ✓ Overseeing the overall reform agenda to ensure consistency and coordination between individual initiatives;
- ✓ Staffing executive positions to ensure the capacity, expertise and stability needed to successfully manage and implement reforms.

In addition to the results synthesized under the preceding topics, executives also provided many insightful written comments and responses to the survey's optional open-ended questions. These are most useful to better grasp executives' concerns and interpret the quantitative results, and are detailed in Annex A. What is conspicuous is the consistent critical tone and sense of frustration with a worsening work environment, which is echoed in the majority of the comments provided.

The combination of the survey's findings and executives' comments is alarming and depicts an overall dire and deteriorating work environment. An environment where work is increasing and becoming more complex, where executives are less strategic and more burdened with administration and red-tape, where many processes and systems are not efficient, and where past management reforms have often failed to deliver the needed improvements and productivity gains.

WAY FORWARD

While the consequences of a major failure – like the well-publicized federal pay system (Phoenix) – may be easily identified, the combined impact of a small number of less notorious but mainly problematic initiatives may be less obvious but just as consequential. As many emphasized, there are insufficient efforts directed at assessing the cumulative impacts of the many changes occurring across the public service, and at identifying and applying the lessons of the past:

“Cannot over-estimate the demoralizing impact of pay issues. ... Now how do we ensure this never happens again - are lessons really learned including by senior managers - let's be more open on this.” (Senior Assistant Deputy Minister, survey participant)

“We must be able to measure how we are working and the outcomes we are achieving, so we can learn.” (Michael Wernick)⁵

“But the real question for the government to think about is why do we keep finding and reporting serious problems, and why do incomprehensible failures still happen?” (Michael Ferguson)⁶

“There is still work to be done to hear and incorporate the views of Executives on reform initiatives. There are few opportunities to ‘speak truth to power’, nor have we achieved a Public Service senior management or political culture that welcomes this approach.” (Survey participant)

Heeding these views, the public service needs to comprehensively assess the overall impacts of its different initiatives, and better address past lessons and systemic obstacles in order to improve the results of its management reforms. This survey was intended as a step in that direction.

5 “Twenty Fourth Annual Report to the prime Minister on the Public Service of Canada”, Michael Wernick, Clerk of the Privy Council and Secretary to the Cabinet, For the year ending March 31, 2017, page 33.

6 Mr. Michael Ferguson, Former Auditor General of Canada, Office of the Auditor General News Release, May 2018.

2. CONTEXT

2.1 BACKGROUND

The federal government is the largest and most complex public service organization in Canada. As such, it has traditionally been quite active in attempting to improve how it manages and operates, in order to deliver its myriad of programs and services as effectively and efficiently as possible. In that context, it has over the years conducted a broad-range of horizontal management reform initiatives across its many departments and agencies.

This survey of federal public service executives contributes to our understanding of the challenges and outcomes of recent management reforms. The survey was conducted in November and December 2018, as part of the Executive in Residence Program of the University of Ottawa's Graduate School of Public and International Affairs.

2.2 OBJECTIVE AND SCOPE

The survey sought the views of executives on the evolving nature of their work, the effectiveness of past management reform initiatives, and the overall impact of such initiatives on their work, productivity and work environment. It also sought their opinions on the public service's success in implementing and managing its reform agenda and initiatives.

Management reforms were broadly defined, in the survey questionnaire, as significant initiatives that involved multiple departments, and primarily focused on improving internal or cross-cutting functions impacting different programs or services. Recent reform initiatives would have been implemented, or substantially modified, within the last 10 years (maximum). A few examples would include: red tape reduction, policy suite renewal, transfer payment reform, financial systems consolidation, HR performance management and processes, procurement reform, regulatory management directive, common IT services, email transformation, gender-based analysis, revised Management Accountability Framework, Results Policy (not a comprehensive list).

The survey was focused mainly on the direct aspects of executives' work and the effectiveness of management reforms. Other more peripheral aspects, although possibly linked to reforms, were not part of the survey's scope and structured questions, but nonetheless were often referred to in the written comments received from participants. For instance, related topics such as job satisfaction, remuneration, engagement, talent management, work culture, and executives' physical and mental health (to name a few) were not directly covered.

2.3 METHODOLOGY AND RESPONSES

- The survey was initially launched with the assistance of the Association of Professional Executives of the Public Service of Canada (APEX), through its November 2018 Newsletter. APEX reported that its Newsletter was distributed to close to 7,500 executive recipients.

- The survey was also promoted via a blog on the “Executive Corner” of the CGconnex government collaboration platform. Finally, individual email invitations were sent to a sample of approximately 1,300 executives randomly selected from 19 departments within the core public administration.
- The survey was conducted on a volunteer and confidential basis using the University’s approved survey platform, which hosts its data on Canadian servers. The survey questionnaire was offered in both French and English, and took on average 16 minutes to complete.
- In total, 353 executives responded to the survey, and 84% of those fully completed the survey by answering all required questions. Statistical analysis revealed no significant differences between the responses of the partially and fully completed sub-groups.⁷
- While the number of total respondents is sizeable, the sample is essentially a volunteer-based sample, because participants self-selected by deciding to participate. Therefore, the sample cannot be considered fully random as it may reflect a possible volunteer-bias. Accordingly, caution should be exercised not to unduly infer conclusions about the entire population of executives.⁸ Unless otherwise noted, this report refers to executives as the respondents to the survey.
- The survey was in part intended as a further exploration of some of the work-related questions of APEX’s 2017 “Executive Work and Health Survey”. Six questions were repeated from APEX’s much broader-based survey, and results were very comparable between both surveys.⁹ This helped corroborate the reliability of this survey’s results.
- The large majority of executives (95%) who participated were classified as EXs (i.e. Executives), while others were mainly EX equivalents or above. For those who identified their recent work locations, 84% worked in the National Capital Region (NCR), 19% outside the NCR and 5% worked in international offices.¹⁰
- Survey participants worked in 46 different federal organizations, which included federal departments (74% of participants), divisions or branches of the public administration (15% of participants) and departmental corporations (11% of participants).¹¹ For comparative purposes, based on information from the Treasury Board Secretariat¹², there was an estimated total of 6,660 EXs in these types of organizations as of March 2018, and approximately 5,850 EXs in the 46 organizations identified.

7 Refer to Annex B sub-section on “Statistical and Demographic Analyses” for details of the statistical tests.

8 A confidence or credibility interval should not be estimated for such non-probability sample, see footnote 34 reference.

9 Refer to Annex B sub-section on “Statistical and Demographic Analyses”, and report section 3.1 (Table 1, Exhibit 2).

10 Total exceeds 100% as participants identified their work locations of the last 5 years and multiple choices were allowed.

11 297 participants identified their organization, which included as defined in the Financial Administration Act: departments (FAA Schedule I), divisions or branches of the federal public administration (FAA Schedule I.1), and departmental corporations (FAA Schedule II).

12 Compiled from the dataset “Population of the federal public service by department and executive level”, available via the on-line TBS document (modified 2018-11-13, as of Feb 8, 2019: <https://www.canada.ca/en/treasury-board-secretariat/services/innovation/human-resources-statistics/population-federal-public-service-department.html>).

3. KEY FINDINGS

This section – Key Findings – presents the survey’s main results and observations under four broad topics: Nature of executive work, Work trends and factors, Reform results and outcomes, Reform implementation and management. The subsequent two annexes present information on executives' written comments and responses (Annex A.), and on the survey's detailed results, approach and analysis (Annex B.).

3.1 NATURE OF EXECUTIVE WORK

Understanding the nature and evolution of executives' work is a useful prelude to the survey’s main purpose – examining the effectiveness and outcomes of management reforms – since reforms are normally aimed at improving the work, productivity or workplace of public servants, including executives.

- Executives surveyed reported working an average of 51.9 hours per week. This is comparable to APEX's reported average work weeks since 2002, but subject to small decreases noted in 2012 and 2017 (Table 1.).

Table 1. Comparative Summary of Executives’ Working Hours (Survey question 1.)

| Hours Worked by Executives | Current Survey | APEX 2017 ¹³ | APEX 2012 | APEX 2007 | APEX 2002 |
|---|----------------|-------------------------|---------------|-----------|-----------|
| A] Average Hours worked per week - all executives: | 51.9 | 50.9 | 50.7 | 52.1 | 52.5 |
| B] Average Hours worked per week by EX Level: | | | not available | | |
| • EX-1 | 49.4 | 49.4 | | | |
| • EX-2 | 51.1 | 51.1 | | | |
| • EX-3 | 55.4 | 53.0 | | | |
| • EX-4 and EX-5 | 59.2 | 56.5 | | | |
| C] Portion working 55 Hours or more - all executives: | 39.1% | 35% | 25% | 29% | 34% |
| D] Portion working 55 Hours or more by EX Level: | | | not available | | |
| • EX-1 | 25.2% | 27% | | | |
| • EX-2 | 35.4% | 38% | | | |
| • EX-3 | 60.6% | 51% | | | |
| • EX-4 and EX-5 | 65.4% | 60.5% | | | |

- It is difficult to conclude if a 52-hour work week should be considered normal for public service executives, as similar points of reference are diverse and not always comparable. Both Statistics Canada and the US Bureau of Labor Statistics estimate average work weeks for management and similar occupations of between 40 and 44 hours.¹⁴ However, other

13 APEX survey results for 2002, 2007, 2012 and 2017 are from the “Association of Professional Executives of the Public Service of Canada - Executive Work and Health Survey”, 2017 Results, 5th Edition, January 2018 (page 20, 103). Some results differ from the original 1997 and 2002 APEX survey reports. The portion of EX-4/5 working 55+ hours under APEX 2017 was estimated by averaging the distinct EX-4 and EX-5 results (56% and 65% respectively).

14 1] Statistics Canada: "Table 14-10-0320-02 Average usual hours and wages by selected characteristics, monthly, unadjusted for seasonality" (April 2019); 2] US Bureau of Labor Statistics, "Labor Force Statistics from the Current Population Survey" ("<https://www.bls.gov/cps/lfcharacteristics.htm>", hours of work, annual, modified Jan 2019)

studies of CEOs, executives and professionals report various and usually much busier work weeks, including possibly as high as 72 hours per week.¹⁵

- More noteworthy, the proportion of executives working 55 hours or more per week increased considerably, by more than half, having jumped from 25% to 39% since 2012. Both the average hours per week and the proportion of those working 55 hours or more, increase steadily with executives' classification levels – from EX-1 to EX-4/5. This, despite that APEX reported in 2017 that “Lower level executives are much more likely to have issues managing the demands of work.”¹⁶
- The survey also examined the average distribution of executives' workload according to four major types of activities. These activities served to assess the relative importance of the strategic, operational and administrative portions of executives' work, as well as their time spent on other non essential activities (Table 2.).
- On average, executives spend an estimated 44% of their time on direct operations or delivery of their programs or services, 28% on indirect administrative or support activities, 18% on strategic direction and innovation, and a further 11% on activities or requirements that are neither directly nor indirectly related to their main purpose – “non essential” activities.

Table 2. Executive Workload by Key Activities (Survey question 3.)

| Key Types of Activities and Descriptions | Average Workload | Distribution Highlights (% of executives) |
|--|------------------|---|
| A) <u>Strategic Direction and Innovation:</u> Future focused activities to establish the vision, strategic direction or plans of your department/agency or organizational unit. As well, activities to develop and implement new policies, programs/services, business processes, systems or innovations. | 18% | 61% estimate these activities are 5 to 15% of their workload 45% estimate they spend less than 10% on these activities |
| B) <u>Direct Operations and Program/Service Delivery:</u> Activities to directly manage, coordinate and oversee the ongoing delivery of your department/agency or organizational unit's current functions, operations, programs or services. | 44% | 55% estimate these activities are 30 to 50% of their workload 73% estimate they spend 50% or less on these activities |
| C) <u>Indirect Administration:</u> Activities indirectly related to the management or delivery of operations, programs or services, such as necessary enabling or support activities (e.g. finance, HR, IM/IT, procurement, communications, legal, and other functions in support of delivery). | 28% | 84% reported activities total 10 to 40% of their workload 60% estimate they spend 25% or more on these activities |
| D) <u>Other Activities or Requirements:</u> Activities not directly or indirectly contributing to your department or organizational unit's main purpose, or to the management or delivery of related functions, operations, programs or services (i.e. non essential). | 11% | 74% reported these activities total 5 to 15% of their workload 63% estimate they spend 10% or more on these activities |

- The distribution of these results is also noteworthy. For instance, 73% of executives spend 50% or less of their time on their operations, programs or services; 45% spend 10% or less

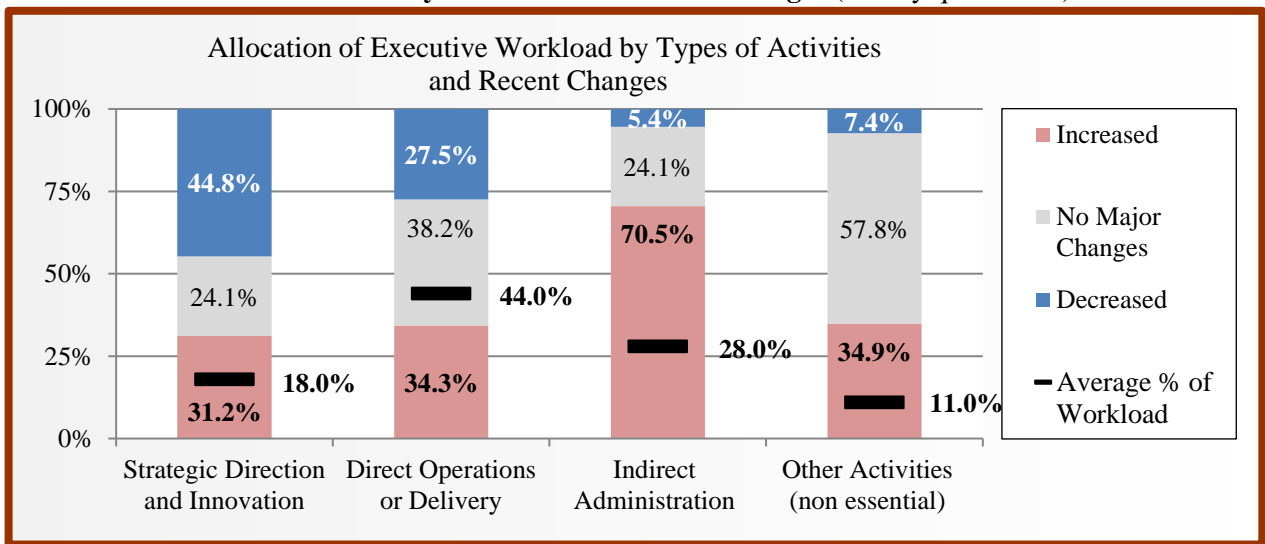
15 Examples: 1] *"How CEO's Manage Time"*, M.E. Porter and N. Nohria, Harvard Business Review, July-August 2018 (reported 62.5 hours average); 2] *"This is the Secret Way CEOs Stay Ultra-Productive"*, J.P. Pullen, Time magazine, October 2015 (reported 58.2 hours average); 3] *"Welcome to the 72-Hour Work Week"*, J.J. Deal, Harvard Business Review, September 2013.

16 APEX "Executive Work and Health Survey" 2017 Results, page 7.

of their time on strategic or future focused endeavors; while 60% estimate they spend 25% or more on administration. In addition, executives indicated that their workload had evolved in the last 5 years, in relation to the same four activity types (Exhibit 1.). A significant majority (70%) reported that time spent on administrative activities had increased, while close to half (45%) stated they have less time for strategic or innovative pursuits.

- These results should be cause for concern, as charting the strategic direction of the public service is primarily the purview of executives, and the increasing high level of administrative work is likely not an effective use of valuable executive resources.
- While more than half of participants stated that the portion of time consumed by other activities has remained stable, just over a third also reported that it is increasing. Results were less polarized on whether the average workload related to ongoing direct operations has remained stable (38%), increased (34%) or decreased (28%).

Exhibit 1. Executive Workload by Activities and Recent Changes (Survey question 3.)

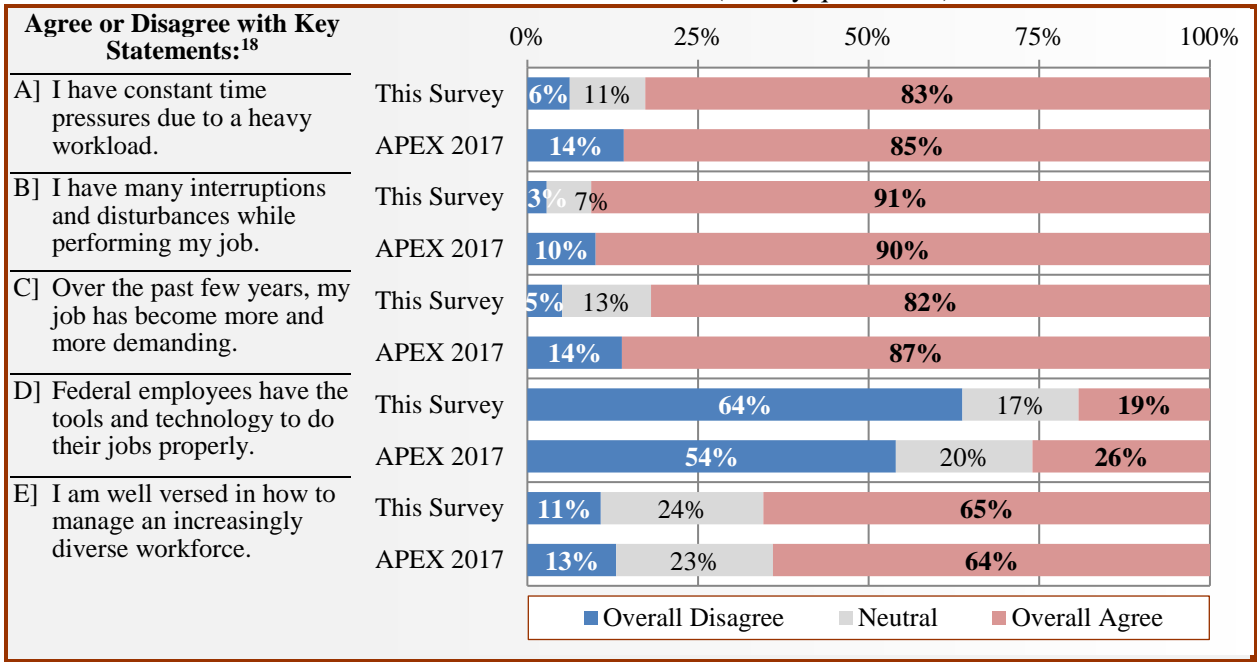


- In proportions very similar to APEX’s 2017 survey, executives confirmed that their work environment remains challenging. The large majority of executives reiterated that they have constant time pressures and a heavy workload, suffer too many interruptions, and that their jobs have become more demanding (Exhibit 2.).
- Almost two-thirds believe employees do not have the tools and technology to do their jobs properly – a 10% increase from APEX’s results of a year earlier. Although, under both surveys, about two-thirds feel they are well versed in how to manage a diverse workforce.
- There are some significant patterns between these results (Tables 1-2. and Exhibits 1-2.) and some of the demographic characteristics of executives. The following are noteworthy:¹⁷
 - ✓ As reflected above (Table 1.), the average hours worked per week is directly related to the level of the executive, but also to the number of years as a public service executive;

17 See Annex B, sub-section “Methodology and Statistical Analysis”, for more information.

- ✓ Those that were executives for 5 years or more disagreed further with the statement that "Federal employees have the tools and technology to do their jobs properly";
- ✓ More EX-1s and EX-2s reported an increase in administrative activities than their more senior colleagues (EX-3/5s).

Exhibit 2. Nature of Executive Work and Environment (Survey question 2.)



- Annex A provides an overview of the various comments and written responses received from participants. Not surprisingly, the majority of comments are consistent with the quantitative results outlined above (refer to selected examples, next page). While some executives reported notable progress in some specific areas, none appeared to suggest that the overall workload, productivity and work environment were satisfactory.
- These results and comments are significant and, when combined, portray a demanding and worrisome work environment, one which executives suggest is getting worse. In general, workload and the portion of executives working above the 55 hour threshold¹⁹ are both increasing. Simultaneously, there is a tendency for executives to be spending less time on strategic matters and more on administrative activities. Therefore, despite working more, the value of executives’ contributions appears lessened and less strategic, and the increased work is not necessarily a reflection of increased effectiveness or productivity.

¹⁸ Exhibit 2 compares the results of the current survey with the 2017 APEX survey, with respect to 5 statements. While the question and statements were identical, the APEX survey did not provide the option of a Neutral answer (“Neither Agree or Disagree”) for items A], B] and C]. This appears to explain the higher proportion of “Disagree” under APEX’s results (APEX 2017 report pages 27, 83, 84). Items may not add to 100% due to rounding.

¹⁹ Previous studies utilized 55 hours per week as an established threshold at which there are negative impacts on workers’ health and productivity. For example: “APEX 2012 Executive Work and Health Survey – Synopsis”, September 12, 2013 (page 3); and “Long working hours and risk of coronary heart disease and stroke: a systematic review and meta-analysis of published and unpublished data for 603 838 individuals.”, The Lancet, Vol 386, October 2015 (page 1739).

These findings are not entirely new and can be gleaned from other surveys and reports. Nonetheless, they are important to consider against the backdrop of the goals of recent public service management reforms. The annual reports of the clerks of the Privy Council to the Prime Minister have, through the years, advocated the need to better support public servants and address work related-issues such as those presented herein.²⁰

3.2 WORK TRENDS AND FACTORS

To better define the nature of, as well as the reasons for, the changes to executives' work, productivity and work-place, the survey focused on two additional questions.

First, executives were asked to assess the extent their work, and that of the organizational unit(s) for which they were responsible, had changed in the last five years in relation to a number of factors (Exhibit 3.).

- A solid majority (from 62% to 85%) of executives indicated that the following had increased:
 - ✓ Workload of their organizational units;
 - ✓ Scope and diversity of their responsibilities;
 - ✓ Complexity and difficulty of delivering their operations, programs or services;
 - ✓ Proportion of their units' time spent on administrative activities;
 - ✓ Administrative activities transferred to their units from other parts of the organization;
 - ✓ Number of hours worked.
- Likewise, a majority (almost two-thirds) indicated that both the effectiveness of administrative policies, processes and systems, and the capacity of executives to focus on strategic issues or innovation, were on the decline. Issues with administrative policies, processes and systems were also a recurring theme found in executives' written comments.
- On a positive note, the dominant views expressed by executives, although not by as clear a majority (48% to 53%), were that the following also increased:
 - ✓ The work productivity of the executives' organizational units;
 - ✓ The quality and relevance of the units' functions, operations, programs or services;
 - ✓ The executives' own work productivity.

NATURE OF EXECUTIVE WORK SELECTED COMMENTS:

"In recent years, it seems my work has become more and more transactional. I do not feel I have the same influence I had in the past."

"More work, less time, less people, fewer strategic decisions, more operational decisions, less autonomy."

"Executives are supposed to be providing strategic direction, planning for the future - these days all we seem to do is chase our tail, put out fires and report, report, report."

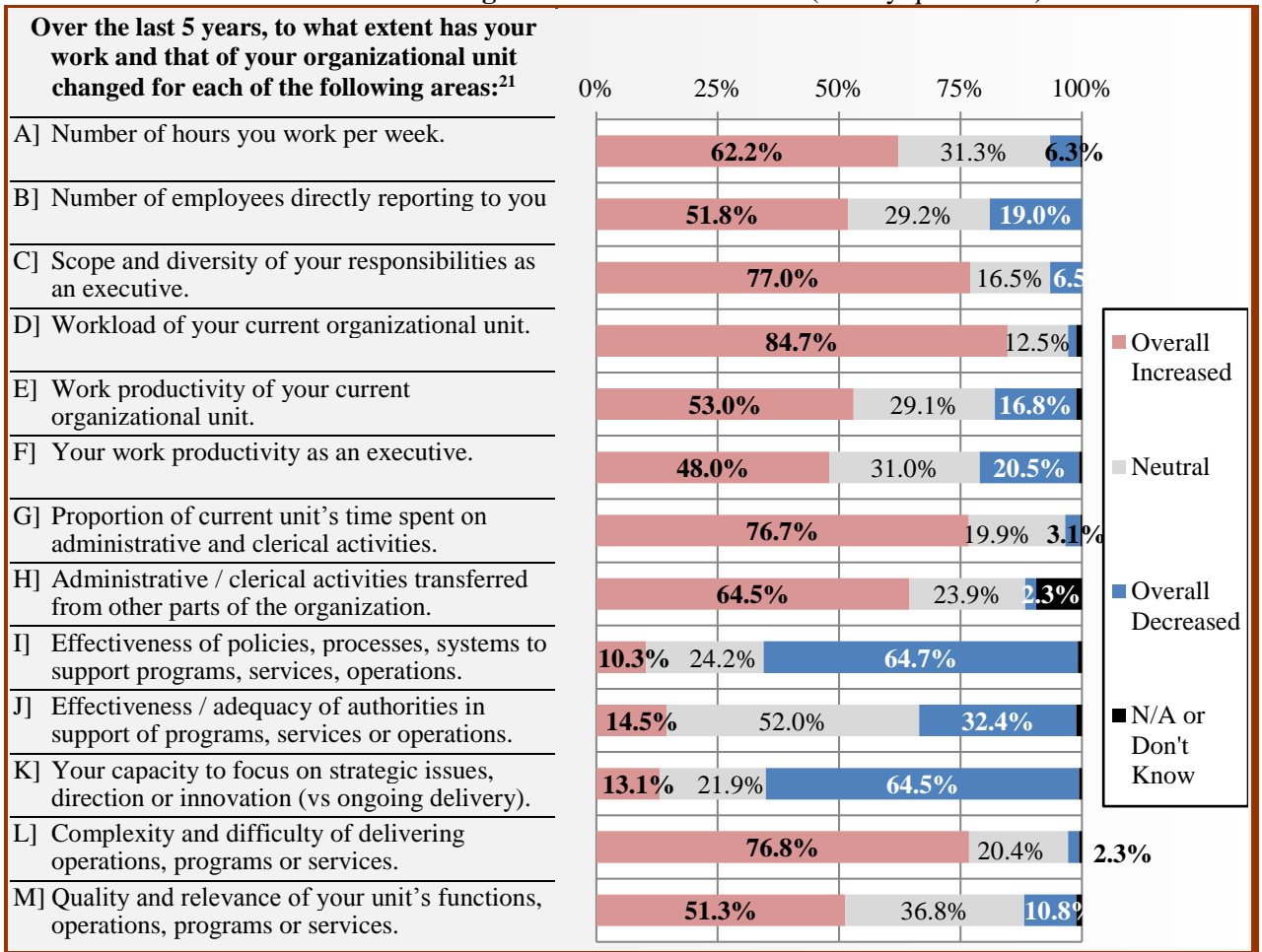
"All my executives, including myself, are very overworked and I do not think this is sustainable in the long term, goes far beyond executive resiliency."

"The internal systems are not enabling mission critical work but acting as a drag on productivity and proper planning for the future."

"On parle de bien-être et de santé mentale, mais les pressions et exigences augmentent sans les ressources nécessaires. L'épuisement professionnel est omniprésent et aucune attention n'est apportée à ce problème. Senior management does not walk the talk."

²⁰ Example: "... give them the tools the workspaces and the decision-making structures to do their jobs. ... we must continue to build processes that are efficient and minimize the number of approvals stages and unproductive rules". Source: "Annual Report to the Prime Minister on the Public Service of Canada", Year ending March 31, 2018, Michael Wernick, Clerk of the privy Council and Secretary to the Cabinet, page 33.

Exhibit 3. Nature and Extent of Changes to Work of Executives (Survey question 4.)



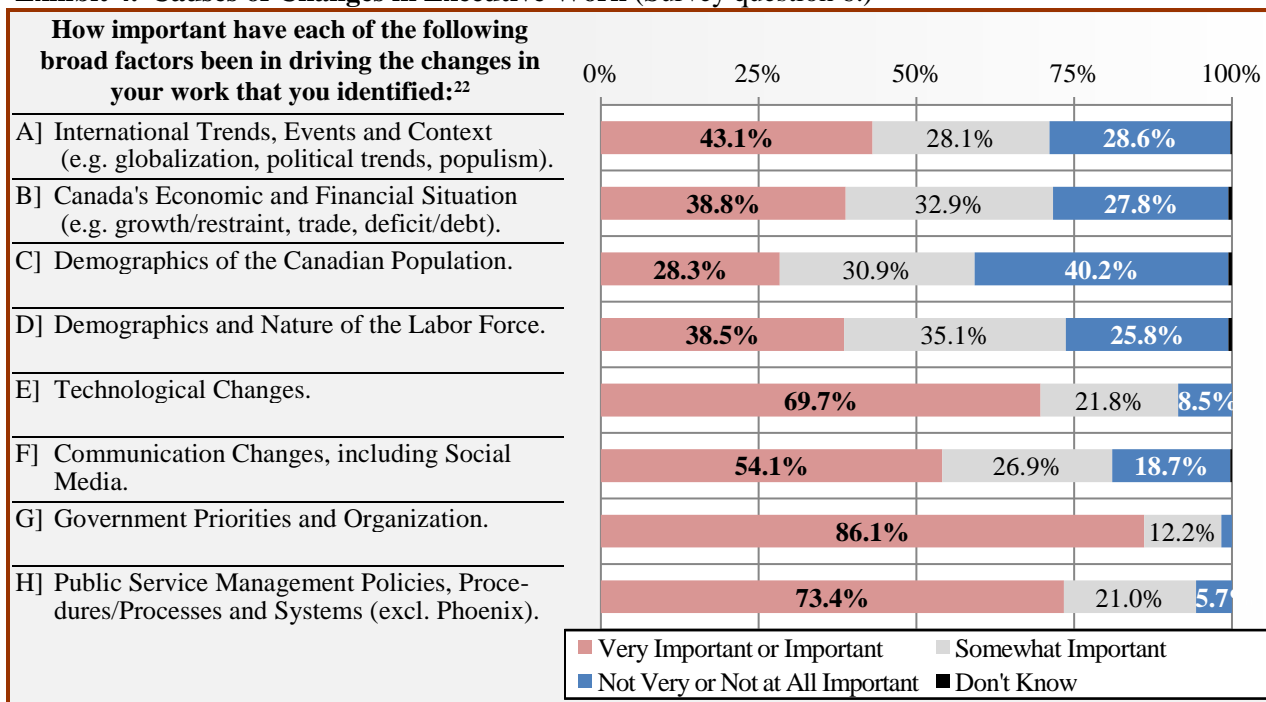
- There is an apparent inconsistency, however, in some of the views expressed. Specifically, it is difficult to reconcile the notion that productivity is increasing, while concurrently both administrative work is increasing and the effectiveness of processes and systems is worsening. The explanation appears to be that executives may have interpreted “productivity” more broadly than intended by the survey²¹, and likely considered indirect administration as productive work. In addition, the following trends help explain the results further:
 - ✓ Senior executives (EX-3s to EX-5s) were more inclined to indicate that their productivity had increased, and that the quality and relevance of their units' functions, operations, programs or services had also increased;
 - ✓ More EX-1s and EX-2s reported increases in administrative and clerical work, and a declining focus on strategic issues, direction or innovation;

21 The question's 13 areas (A) – M]) were abridged for presentation in the graph, and the full text is found in Annex B. Also, “Overall Increased” combines answers of Increased Greatly and Increased Somewhat, and similarly “Overall Decreased” refers to both Decreased Greatly and Somewhat. The term “Work productivity” used in items E] and F] was defined as the average time spent on activities directly related to the strategic direction, management or delivery of the executive units' operations, functions, programs or services (see also items A] and B] in Table 2). Small percentages for "N/A or Don't Know" are not shown in the graph. (N/A: not applicable).

- ✓ Executives working outside the NCR noted lower increases in executive productivity and greater increases in administrative and clerical work.
- Many executives also commented on how else the nature of their work and activities had changed in recent years, in addition to the question’s preset factors (items A] to M]). Well over 200 comments were provided, which referred most often to issues pertaining to the following (see selected examples next page and Annex A.):
 - ✓ Workload and complexity of work;
 - ✓ Administrative policies, processes and systems;
 - ✓ Resources and capacity;
 - ✓ Human resources management;
 - ✓ Governance, strategy and leadership.

Secondly, the survey sought to identify the main causes underlying the various changes reported by executives (Exhibit 4.). In part, this was to help determine if changes are primarily driven by external factors outside the public service’s control (such as demographics and international trends), or conversely if changes are more often the results of internal factors largely within the public service's or government's purview (such as policies, systems, organization and initiatives).

Exhibit 4. Causes of Changes in Executive Work (Survey question 6.)



22 The text of the survey question areas has been abridged for formatting and presentation in the above graph - the full text can be found in Annex B. Small percentages for "Don't Know" not shown in the graph, and items may not add to 100% due to rounding.

- Executives surveyed essentially confirmed that recent changes to their work were mostly driven by internal factors, which the public service largely has control over. The three major factors, identified by a large majority (70% or more), were in order of importance:
 - ✓ Government priorities and organization;
 - ✓ Management policies, procedures/processes and systems; and,
 - ✓ Technological changes.
- The other factors, identified in Exhibit 4, were not viewed as important by as many participants. Nonetheless, more executives found the following factors to be very important or important, than those who found them not very or not important: Communications and social media; Demographics of the labor force; Economics; and International trends or context. The Demographics of the Canadian population (item C]) was the only factor identified as not very or not important by more executives (40%).
- The survey allowed participants to identify other likely causes of changes, and various comments and suggestions were provided as a result. The majority of comments also referred to internal factors and topics, for instance related to (not a complete list):
 - ✓ Administrative procedures and systems;
 - ✓ HR challenges and competencies;
 - ✓ Resource and capacity issues;
 - ✓ Downloading of activities;
 - ✓ Changing priorities and reorganizations;
 - ✓ Risk management and delegation;
 - ✓ Increased scope of work, reporting and other demands (e.g. related to reconciliation, external consultations, diversity, and mental health).
- One executive judiciously suggested that the survey question could lead to somewhat of an oversimplification, since the combined effect or interplay between the various factors would be more important:

“The interplay between all of those [factors] and government priorities is key, including responses to many factors in addition to those listed, such as health/mental health, political correctness, diversity issues, indigenous reconciliation, gender issues ...”

**WORK FACTORS AND CAUSES OF CHANGES
SELECTED COMMENTS:**

“Downloading of tasks by stealth through E-Systems that simply put additional burden on highly paid experts to do administrative activities across the range of enabling functions, IT, HR, Fin etc.”

“Concentration of power at the very top. ... Too much focus on short term achievements.”

“Pénurie de main d'oeuvre qualifiée et disponible pour les postes administratifs.”

“Increased expectations from the center to consider a number of issues like sustainable development, GBAPlus, Indigenous issues, etc. into our work at the same time that workload has increased and resource levels are stable or decreasing.”

“Resource - expectation gap has increased significantly with marginal increases in risk acceptance/tolerance.”

“... the underlying philosophy behind policies / procedures / systems seems to be that executives are a boundless resource (no overtime costs) and can take on all of these expert roles using systems designed for subject matter experts.”

“Poor promotional criteria of ADMs and DMs. ... Hence, it is the wild west with duplication, a lack of rigour, and poor delivery of results glossed over by the positive promotional prospects of those that are enthusiastic cheerleaders of any initiative.”

3.3 REFORM RESULTS AND OUTCOMES

Building on the above depiction of the evolving nature of the work of executives, its diverse challenges and causes, the survey's main goal was to examine the results of past reforms in addressing some of these challenges and improving the public service's work environment.

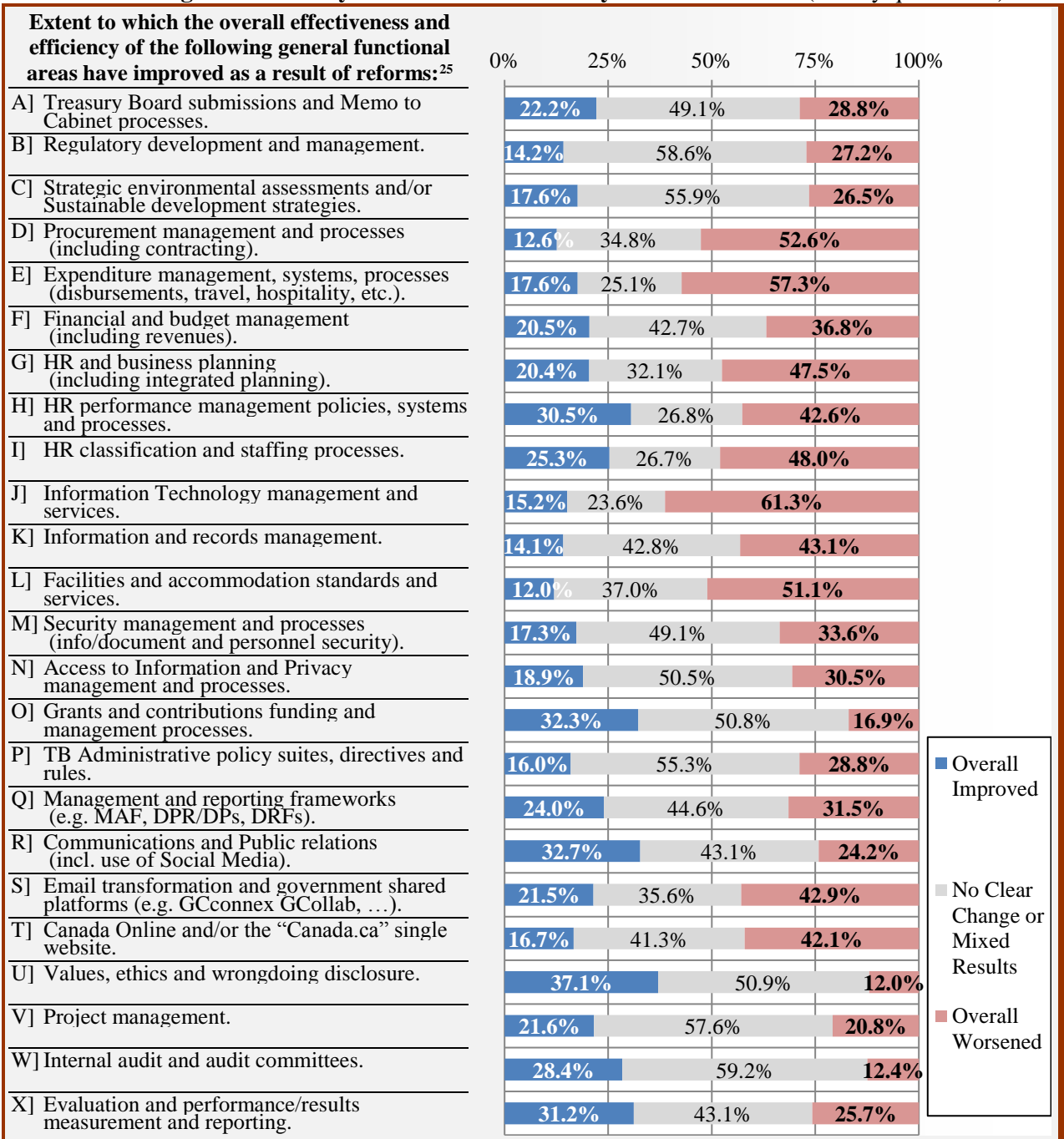
- Executives identified which general areas improved or worsened in the last five years, mainly as a result of government-wide management reforms or similar initiatives. The focus was on the effectiveness and efficiency of broadly defined functional areas common to most departments, and which should potentially have been positively impacted by different reforms. Twenty-four (24) such broad areas or functions were defined (Exhibit 5.).
- In some areas there were only marginal differences between the number of executives who thought the function had improved and those who believed it had worsened. Furthermore, there was often a substantial portion who felt there were either no clear changes or mixed results. This is understandable, given that these broad functions could exhibit both improvements and deteriorations in their different aspects or activities.
- The exhibit on the next page illustrates that, overall, a larger number of executives reported a worsening of most functions' effectiveness and efficiency. The top six functional areas which were definitely assessed as "worsened", by a majority or quasi-majority of executives, are in order of significance:
 - ✓ Information technology management and services;
 - ✓ Expenditure management, systems, processes;
 - ✓ Procurement management and processes (including contracting);
 - ✓ Facilities and accommodation standards and services;
 - ✓ HR classification and staffing processes;
 - ✓ HR and business planning (including integrated planning).
- There were no functions distinctly rated as "improved" by most executives. However, for the following three areas there was at least a 15% favorable margin between those who rated them as "improved" as opposed to "worsened":
 - ✓ Values, ethics and wrongdoing disclosure (37% improved versus 12% worsened);
 - ✓ Internal audit and audit committees (28% vs 12%);
 - ✓ Grants and contributions funding and management processes (32% vs 17%).
- These results were related to a few demographic factors. For instance, the combined results for the two key central agencies (TBS, PCO) and two major internal service departments (PSPC, SSC), showed significant differences compared to other departments.²³ Executives from these four key departments²⁴ expressed more favorable opinions with respect to: Procurement; Information technology management and Services; Information and records management; and TB submissions and memoranda to Cabinet. This suggests that executives'

23 Refer to Annex B sub section on "Methodology and Statistical Analysis" for details of analysis.

24 TBS: Treasury Board Secretariat; PCO: Privy Council Office; PSPC: Public Services and Procurement Canada; SSC: Shared Services Canada.

views on successes or failures of reforms are influenced in part by their department's role, expressly where it is associated or partly responsible for the related function or area.

Exhibit 5. Changes in Efficiency and Effectiveness of Key Functional Areas (Survey question 8.)

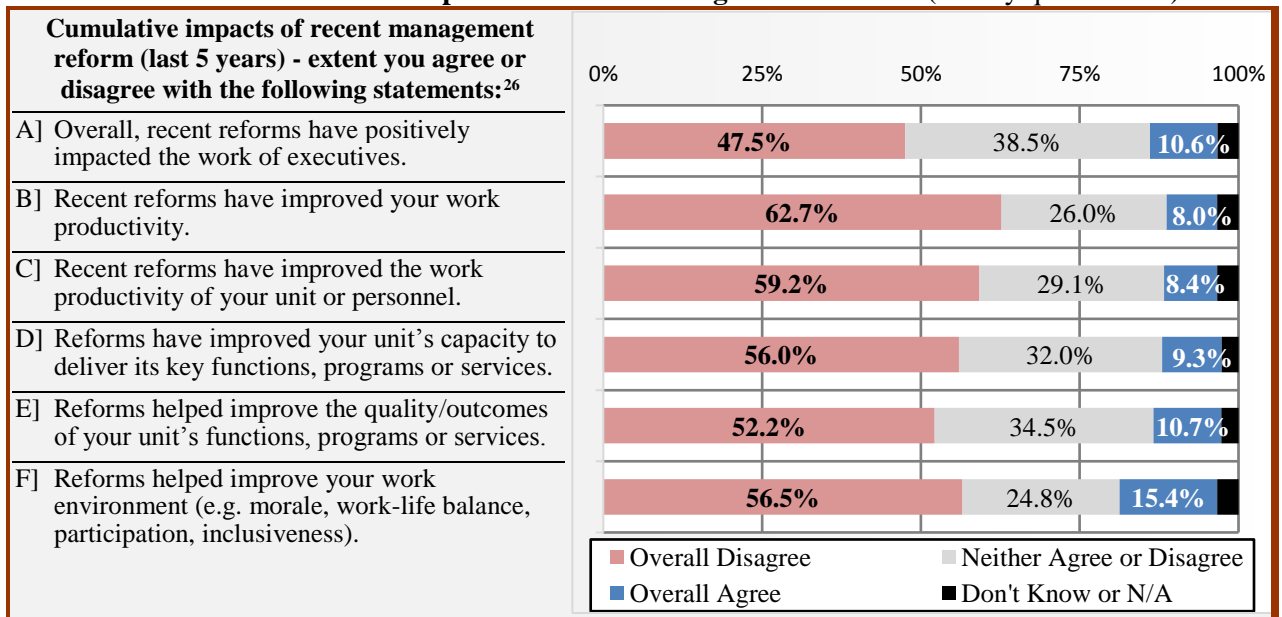


25 For presentation purposes, in Exhibit 5 abstraction was made of "Don't Know or Not Applicable" replies. Also, "Overall Improved" regroups answers of Much Improved and Somewhat Improved, and similarly "Overall Worsened" regroups Somewhat and Much Worsened. The unabridged versions of questions, categories and results are provided in Annex B. Items may not all add to 100% due to rounding.

- The reported improvement or worsening of some of the functional areas identified also varied according to executive levels and work locations. Particularly:
 - ✓ As their levels and responsibilities increased (EX-1 to EX-4/5), executives’ views were more positive (or less critical) regarding the following areas:
 - A] Treasury Board submissions and memorandum to Cabinet processes;
 - M] Security management and processes (info/document and personnel security);
 - N] Access to information and privacy management and processes;
 - O] Grants and contributions funding and management processes;
 - U] Values, ethics and wrongdoing disclosure;
 - W] Internal audit and audit committees;
 - X] Evaluation and performance/results measurement and reporting.
 - ✓ Executives working outside the National Capital Region (NCR) were more favorable and reported increased improvement to Communications and public relations, but were also more critical of the following areas (i.e. more executives reported areas as worsened):
 - A] Treasury Board submissions and memorandum to Cabinet processes;
 - Q] Management and reporting frameworks (e.g. MAF, DPR/DPs, DRFs);
 - V] Project management.

As well, executives were asked to assess the overall cumulative impacts of recent management reform initiatives, based on 6 key impact statements related to their work and work environment (Exhibit 6.). The ensuing results were conclusive: overall the reforms of the past five years have not improved the work, productivity or general work environment of most executives.

Exhibit 6. Overall Cumulative Impacts of Recent Management Reforms (Survey question 10.)



26 For presentation and analysis purposes, in Exhibit 6 “Overall Disagree” regroups answers of Strongly Disagree and Somewhat Disagree, and similarly “Overall Agree” regroups Strongly and Somewhat Agree. The unabridged versions of questions, categories and results are in Annex B. Small percentages for "Don't Know or N/A" not shown in graph.

- For all 6 impact statements (items A] - F]), a majority (or near majority in one case) of executives refuted that there were any significant positive outcomes resulting from those management reforms they were most familiar with, while a small minority (15% or less) held the opposing view. According to the prevailing opinions, management reforms did not result in any improvements to any of the following:

- ✓ The work of executives;
- ✓ The work productivity of executives;
- ✓ The work productivity of executives' units or personnel;
- ✓ The capacity to deliver key functions, programs or services;
- ✓ The quality or outcomes of functions, programs or services;
- ✓ The work environment (e.g. morale, work-life balance, participation, inclusiveness).

This may initially appear to contradict the previous views of increased work productivity (Exhibit 3. items E] and F]). However, the key distinction is that the lack of productivity improvements noted here is in relation to management reforms.

- We also examined these findings (Exhibit 6.) in relation to our basic demographics and found that both the number of years as a public service executive and the number of years in their current positions, related to how executives responded:
 - ✓ The results for all 6 impact statements were similarly affected by the number of years respondents had held executive positions, where more experienced executives (5 years or more) disagreed more with the statements than more recent executives (of less than 5 years).
 - ✓ Similarly, more executives which had been in their current positions for 5 years or more disagreed with 4 of the 6 statements.²⁷
- Executives could also offer further comments, and most of these were focused on describing issues, consequences or solutions. Some positive comments were provided which identified areas of improvements. However, consistent with the above results, only about 1 in 5 executives provided positive or partially positive comments, and most often these were not the main thrust of their overall observation. Hence, the large majority of

REFORM RESULTS AND IMPACTS

SELECTED COMMENTS:

"We have been successful in spite of horizontal initiatives, not because of them. Also, there are too many initiatives."

"Essentially there is way too much of all of the above, and in most cases the paperwork/reporting requirements etc. have grown and there are more steps required to get anything done."

"Aucun - beaucoup de ces enjeux sont dus à un manque de temps, de ressources adéquates, difficulté de recruter étant la grande compétition sur le marché du travail, des politiques ambiguës, et des contraintes de contrôle élevées."

"Too many business rules in HR, which greatly contributed ... to the transition to a single pay system too complex to succeed ... We need to reward simplification. The internal processes and rules of the GOC must take into account user productivity."

"While I think there has been improvement with staffing processes ..., the classification processes are still very tedious and frustrating. They should be in two different categories above."

"Most reforms have had limited impact as they simply codified things people are already doing. ... Centralized reform initiatives are inherently difficult to implement - one size does not fit all."

"All the rules and regulations and oversight, it is aimed at ensuring nothing gets done."

²⁷ The 4 statements impacted by the number of years in current positions are: C] Recent reforms improved the work productivity of your unit or personnel; D] Reforms improved your unit's capacity to deliver its key functions, programs or services; E] Reforms helped improve the quality / outcomes of your unit's functions, programs or services; and, F] Reforms helped improve your work environment. Refer to Annex B section on "Methodology and Statistical Analysis".

comments was critical and there was more consensus on difficulties than on any specific improvement. The comments received mostly had to do with:

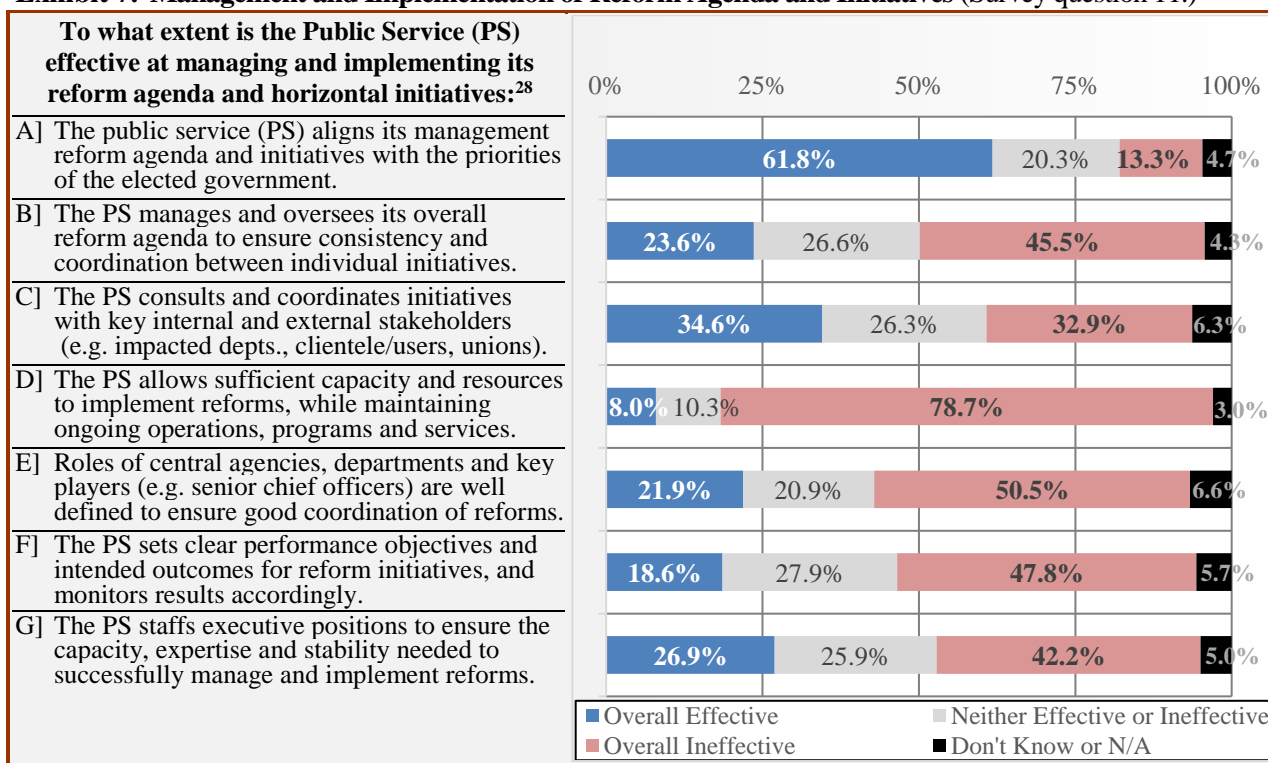
- ✓ Administrative processes, rules and systems;
- ✓ The pay administration system (Phoenix);
- ✓ Shared Services Canada, and the adequacy of IT and IM systems and support;
- ✓ HR issues and capacity;
- ✓ Workload, productivity and resources;
- ✓ Various reform implementation issues; and,
- ✓ Central coordination and reporting requirements.

Both the survey results and the tone of most comments point to a disturbing conclusion. The combination of the many well-meaning initiatives is actually having an opposite and detrimental effect, and contributes to an overall dire work environment for executives and, by extension, for the public service more broadly.

3.4 REFORM IMPLEMENTATION AND MANAGEMENT

Finally, executives rated the public service’s implementation and management of its reform agenda and initiatives, based on seven defined and uncontentious criteria (Exhibit 7.).

Exhibit 7. Management and Implementation of Reform Agenda and Initiatives (Survey question 11.)



28 For presentation and analysis, in Exhibit 7 “Overall Effective” regroups answers of Very Effective and Somewhat Effective, and similarly “Overall Ineffective” regroups Very and Somewhat Ineffective. The full and unabridged versions of questions, categories and results are found in Annex B. Items may not add to 100% due to rounding.

- Almost two-thirds (62%) of executives surveyed thought that the public service effectively aligns its reform agenda and initiatives with the priorities of the elected government.
- A considerable majority (79%) noted that there is insufficient capacity and resources to effectively implement management reforms while also properly maintaining ongoing operations, programs and services. Also, half of executives indicated that the public service is ineffective at defining the roles of central agencies, departments and other key players to ensure good coordination of horizontal initiatives.
- There were markedly more executives who thought the public service ineffective at doing the following, than those who viewed it as effective:
 - ✓ Setting clear performance objectives and intended outcomes for initiatives, and monitoring results accordingly;
 - ✓ Managing and overseeing the overall reform agenda to ensure consistency and coordination between individual initiatives;
 - ✓ Staffing executive positions to ensure the capacity, expertise and stability needed to successfully manage and implement reforms.
- Executives commented on the management of reforms generally, and on related success factors, challenges, outcomes or suggestions for improvements.²⁹ The general topics referred to most often included matters related to:
 - ✓ Human resources management;
 - ✓ Governance, strategy and leadership; and
 - ✓ Resources and capacity.
- Comments were generally fairly aligned with the topics and results presented in the exhibit (selected examples in boxed inset). Similar to the previous sections, the comments covered a breadth of issues requiring attention, but also reflected a general prevailing sense that the public service's governance and management of horizontal reforms require a significant examination and overhaul.

**REFORM IMPLEMENTATION AND MANAGEMENT
SELECTED COMMENTS:**

"The huge variation in quality between ADMs and DGs continues to astound me. ... And there is very little effective performance management. ... shuffling poor managers around instead of firing or demoting them has to stop. Tenure of DGs and ADMs also needs to get longer ... We are not changing fast enough - especially slow procurement and HR procedures weigh down execution. ... It is an honour to serve Canadians and I know we can do ever better!"

"Perhaps reform initiatives should be subject to gating ... This would ensure that planned reforms that are not delivering on their promises are shut down before lots of time and money are spent chasing objectives that are never realized."

"Nous sommes à l'ère de la généralisation. On ne tient pas compte du fait qu'en certaines circonstances, il y a une valeur ajoutée à recruter des personnes ayant une solide expérience dans un domaine précis pour assurer la capacité, la cohérence et la stabilité."

"Governance structures, and business process ownership are two key things that are not as clear as they should be."

"le principe du mérite est devenu secondaire face au désir de représentativité statistique."

"Major initiatives failed ... with no clear accountabilities and consequences."

"Changes in accommodation, security and information management are not lining up. ... We are reducing accommodation space to drive digital without providing adequate digital information management tools. We give mobile tools then lock down security that prevents mobile access to information."

"Announcements seem to be far more important than implementation. Remember Vision 20/20? Where did it go?"

"Stop finding new initiatives."

"The very phrase 'government-wide reform initiatives' makes me cringe. Avoid associating yourself with any such thing at all costs. Certain to fail and to worsen the professional lives of thousands of public servants."

²⁹ Refers to both survey question 11.H] and question 12. Refer to Annex A for more information.

- There were no significant differences in the results under this question (Exhibit 7.) based on either the levels of the executives or whether the executives were from the four central and service departments.³⁰ For some of the reform management criteria, experienced executives were more critical and assessed the management of reforms as more ineffective. As well, executives in the NCR rated the defined roles of central agencies, departments and other players as more ineffective.

Generally, the executives surveyed had a pessimistic view of the capacity and abilities of the public service to effectively manage and implement government-wide reform initiatives.

30 Group of four key departments includes TBS, PCO, PSPC and SSC. Refer to Annex B.

ANNEXE A. SURVEY COMMENTS**CONTENTS**

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A.1 COMMENTS SUMMARY

The majority of executives who participated in the survey provided a wealth of comments and written responses, in addition to their answers to the survey's structured questions. In total, 244 (69%) of executives commented out of the 353 participants, and provided 597 separate comments under the eight open-ended questions which allowed for optional replies (Table 3.).

Table 3. Summary of Survey Comments Received

| Survey's Optional Open-Ended Questions | Number of Comments | Positive or Partly Pos. | Key Themes by Frequency (> 20% of comments) |
|--|--------------------|-------------------------|---|
| Question 5: Please describe how the nature of your work (or job) and activities has changed significantly in recent years, including in areas or ways other than those identified in question 4. | 219 | 17 (8%) | 1- Workload and complexity 2- Policies, processes & systems 3- Resources and capacity 4- HR Management 5- Governance, strategy, leadership |
| Question 6-I]: Please indicate how important each of the following broad factors have been in driving the significant changes in your work that you identified - Please Specify Other Important Factor(s). | 68 | 2 (3%) | 1- Governance, strategy, leadership 2- Workload and complexity 3- HR Management 4- Resources and capacity 5- Policies, processes & systems |
| Question 7: Please provide any other comments on the nature of executives' work, as needed. | 86 | 4 (5%) | 1- Workload and complexity 2- HR management 3- Policies, processes & systems 4- Governance, strategy, leadership 5- Roles and responsibilities 6- Resources and capacity |
| Question 8-Y]: Indicate the extent to which the overall effectiveness and efficiency of the following general functional areas have improved over the last 5 years, primarily as a result of government-wide management reform or similar horizontal initiatives. - Other area(s), Please describe and comment. | 41 | 8 (20%) | 1- Policies, processes & systems 2- HR management 3- Performance objectives, results 4- Workload and complexity 5- Governance, strategy, leadership |
| Question 9: Other than the general areas identified above, which other areas or functions have been significantly impacted by successful or unsuccessful government-wide management reforms? Please elaborate on any reform you considered notably successful or unsuccessful. | 78 | 14 (18%) | 1- HR management 2- Policies, processes & systems 3- Governance, strategy, leadership |
| Question 10-G]: To evaluate the overall cumulative impacts of public service horizontal management reform initiatives over the last 5 years, please indicate to what extent you agree or disagree with each of the following statements. - Other impact(s), please describe and comment. | 45 | 9 (20%) | 1- Workload and complexity 2- Policies, processes & systems 3- HR Management 4- Outcomes and quality |
| Question 11-H]: Based on your experience and the reforms you are most familiar with, please indicate the extent the public service is effective at managing and implementing its reform agenda and horizontal initiatives, based on the following considerations. - Other consideration(s), please describe and comment | 26 | 2 (8%) | 1- HR management 2- Resources and capacity 3- Governance, strategy, leadership 4- Workload and complexity 5- Project, reform management |
| Question 12: Provide any additional comments on the management and results of government-wide reform initiatives, including success factors, challenges, outcomes and suggestions for improvements. | 34 | 2 (6%) | 1- Governance, strategy, leadership 2- HR management 3- Performance objectives, results 4- Project, reform management 5- Resources and capacity 6- Workload and complexity |
| Total Comments Received: | 597 | 58 (10%) | |
| Total Executives Providing Comments | 244 (69%) | 48 (20%) | |

A small selection of executives' comments was presented in the previous section in support of the survey findings examined (i.e. "selected comments" boxed inserts). This section further explores the comments provided by looking at their nature and major recurring themes, as well as providing a number of additional examples. The comments are very valuable as they help understand the issues and views of executives underpinning their responses to the survey's structured questions. Furthermore, since participants invested time and efforts to provide their thoughts and opinions, it is only reasonable that these be adequately examined and passed-on.

Understandably, there is a certain degree of negative bias present in the compilation of such comments, as it is more likely that the executives who commented had concerns to express. As such, it is preferable to refer to the previous quantitative results to estimate the relative importance of "positive" and "negative" views on any question. With that caution in mind, only about 10% of the comments provided were found to be positive or partially positive ("mixed"). By default, all others were typically critical except for a few instances where they were neutral (neither positive nor negative).

A.2 KEY THEMES AND SELECTED COMMENTS

We compiled the comments received according to nine broad themes or subject groupings. As the comments were often diverse, sometimes extensive and many included multiple issues, the assignation of themes was partly judgmental. As well, there is some degree of overlap between the nine broadly defined themes.

The following sub-sections, presented in order of importance (i.e. frequency of comments), provide a brief description of each theme, and additional examples of the more typical or interesting comments. In all, approximately 220 (over on third) of the comments received are presented in the following pages. The large number of examples helps to convey a general sense of consistency in the views expressed by most executives on many topics.

THEME 1.: WORKLOAD AND COMPLEXITY

Under this first theme we grouped comments pertaining to the nature of executives' work, for instance with respect to workload and volume, changes, complexity, work scope and priorities, as well as related issues such as time management, work demands and expectations. This theme was the most prevalent, and was reflected in close to half (about 275) of the individual comments.

Table 4. Workload and Complexity – Selected Comments

| | |
|---|--|
| <p><i>Time has become increasingly rare and impossible to manage.</i></p> <p><i>As workload has increased, resource levels have remained level, senior management has attempted to address the issue -- not by decreasing volume or increasing resources -- by layering on additional "tracking" and administrative functions. we are caught in a vicious cycle -- the more we get behind, the more overhead we have to deal with (forms and "trackers"), ostensibly tools to prioritize work, but nothing ever gets taken off the list.</i></p> <p><i>I work at [name omitted] where it is not physically possible to comply with all administrative requirements,</i></p> | <p><i>The amount of GoC corporate initiatives, reporting requirements, and "off the side-of-the-desk" projects has increased significantly ... In addition, the tools to work effectively have become less effective (i.e. technology, etc.). In addition, issues such as phoenix ... result in hours of work per month sending emails, following up on calls and emails on behalf of employees, connecting employees to people in or outside the organization who can help them, etc.</i></p> <p><i>More reporting, less doing the work that matters. We have to do more and more corporate reporting and align with the Government of Canada priorities and/or</i></p> |
|---|--|

Table 4. Workload and Complexity – Selected Comments

| | |
|---|---|
| <p><i>guidelines, rules etc. and still get any work done. I could easily spend 100% of my time on administrative tasks related to recording matters to do with supervision of staff, travel, IT etc. To be at all effective, executives have to delegate/streamline/risk assess these matters.</i></p> <p><i>La centralisation au national des services corporatifs (finances, RH, sécurité, TI, Services partagés etc.) a rendu l'exécution de notre travail plus complexe en alourdissant la tâche administrative. Peu ou pas de pouvoirs sur les services offerts par les services corporatifs. La gestion à distance de ces employés semblent également être un problème.</i></p> <p><i>With larger, centralized functions e.g. asset management, IT, it takes more time to communicate through multiple strata of communities of practice to reach people who know less about each other's work. Communication is increasingly necessary and decreasingly effective.</i></p> <p><i>Operational outputs are treated as off the side of the desk, and have been replaced with an extreme focus on process, soft issues, and a multitude of altruistic causes.</i></p> <p><i>I seem to have been turned into a babysitter.</i></p> <p><i>The most negative change is the sheer volume of "corporate" type responsibilities, ... that all seem to require nothing but executive participation. Myself and my executives have difficulty finding enough time for our core functions due to the non-negotiable requirements to contribute to various working groups and committees.</i></p> <p><i>Exponential growth in work being produced, but no commensurate growth in managerial bandwidth to enable and broker success. Tremendous success on files, but at a significant personal cost to managers.</i></p> | <p><i>Departmental priorities which more often than not, don't contribute much to our own organization's agenda.</i></p> <p><i>The administrative and bureaucratic overburden placed on our branch by departmental back office functions is stunning in its increased scope and complexity.</i></p> <p><i>La complexité des activités et les liens avec d'autres unités du ministère et d'autres agences ne fait qu'augmenter, ce qui augmente aussi la charge de travail.</i></p> <p><i>It seems that the requests are more pressing, putting us in a regular mode of urgency, which in return causes lots of stress. The requirements keep growing and expectations on performance are high even given the work constraints.</i></p> <p><i>There is an increasing pressure to be all things to all people. We need to produce, be innovative, be data experts, HR experts, Harassment experts and financial experts.</i></p> <p><i>Significant growth in workload without commensurate increase in resources - immediate program delivery challenges dominate agenda, to detriment of strategic thinking, planning. Have implemented efficiencies and innovations (centralization, standardization of tools, processes) but added somewhat to organizational overhead.</i></p> <p><i>Increase in corporate type initiatives that are not program related - healthy workplace, charitable campaign, integrity etc. - while all important, they do take a lot of time. Download of human resource and labor resource functions, inadequate support and experienced staff in this division - download of silly functions such as approving cell phone purchases!</i></p> |
|---|---|

THEME 2.: ADMINISTRATIVE POLICIES, PROCESSES AND SYSTEMS

This grouping refers mostly to the administrative or corporate policies, business processes and enabling IT systems and other tools, except for those related to Human Resources which were mostly included with HR Management (Theme 3). Also included under this theme are ancillary topics such as administrative support, red tape reduction, management frameworks (e.g. MAF, DRF³¹), and the centralization of enterprise systems and solutions. This broad theme was reflected in about 215 different comments. The following are typical examples.

31 MAF: Management Accountability Framework; DRF: Departmental Results Framework.

Table 5. Policies, Processes and Systems – Selected Comments

| | |
|--|---|
| <p><i>Great need exists to stabilize IT tools and create spaces for calling ineffective processes out - PHOENIX is one of many examples. While it has the greatest negative impact and thus should have our full attentions, there are other systems that recently procured have FAILED to support Executives ...</i></p> <p><i>Je suis en région et l'appui administratif a fondu dans les dernières 5 années ... Plusieurs activités administratives dont la dotation, la classification, la rémunération du personnel, les finances, l'informatique ont été centralisées à Ottawa. Même si le service est supposé offrir sur papier en région, dans les faits, ce n'est pas le cas. La conséquence est que la productivité des équipes est diminuée car nous demandons maintenant à notre personnel de recherche de faire des actions cléricales et administratives qui prennent du temps, surtout lorsqu'elles sont faites de manière irrégulière dans des systèmes informatiques non conviviaux. ...</i></p> <p><i>In addition, micro-management from higher level has made it worse. Travel authorizations are required, from ADM level, for simple trips such as a day return-trip from Ottawa to Montreal. This is somewhat ridiculous. In fact, there is much more red tape than 10 years ago, which makes it worse for Executives.</i></p> <p><i>More and more tasks being pushed to management - corporate services no longer does the work - they just police and tell me what I did wrong - also the tools put in place are terribly inefficient - nothing more frustrating than HRG, the PSPM app, Phoenix etc.</i></p> <p><i>Documenting seems more important than results. E.g. MAF - It assumes if you have documents demonstrating what TBS thinks is the best way to manage you must be doing it right ... they are wrong.</i></p> <p><i>Shared Services Canada and our departmental IT Branch have continued to underwhelm everyone. Just when we think things can't get worse, they prove us wrong ...</i></p> <p><i>Increased administrative tasks as the result of HR applications such as Phoenix that no longer allow for the supervised delegation of routine tasks. Far from freeing managers from routine tasks, the self-service model has enslaved them to their screens. Also, the centralization of corporate services (HR, Finance IM/IT) requires more time negotiating service requests in regions that were used to higher service standards.</i></p> <p><i>...the GC wide program management for GCdocs which has significantly evolved since PSPC began offering a hosted application service for departments in December 2015. We have made remarkable progress, now with 36 departments hosted, and at least 40 receiving other value added services. But the changes have been significant, the workload tremendous, and the environment one of constantly changing scope and direction. It is exciting and rewarding, but stressful at times.</i></p> <p><i>They have all been unsuccessful in my view. Notable failures: payroll; shared services; canada.ca; gcdocs rollout (been hearing about it since early 2000s).</i></p> | <p><i>More dealing with bureaucratic, wasteful processes and feeding the beast with no added value.</i></p> <p><i>The amount of administrative processes that have been off loaded from others seeking efficiencies has greatly increased. ... and we end up putting bandages on problems knowing full well in the long term, this will create bigger problems down the road.</i></p> <p><i>Manque flagrant des fonctions habilitantes pour supporter notre travail et complexité administrative en forte augmentation.</i></p> <p><i>Technology is a much bigger requirement as we move to a mobile environment. Unfortunately, the actual equipment, support, training and technology are not consistent or reliable which makes things very difficult. Giving up landlines when calls drop from a cell phone is not professional or manageable. There has definitely been progress in equipping employees but it is difficult to keep up on all the changes and vehicles by which info is shared - conference calls, instant messenger, BBME, emails, video calls, social media etc. It seems like complete information overload and you don't know what you don't know (or what you can't find) but there is an expectation that everyone knows all the options ...</i></p> <p><i>The biggest change is trying to cope with the government's "modernization" initiatives, which have all led to an increase in workload and a loss of productivity: needing to interact with SSC, which is endlessly frustrating and counter productive to my Department's mandate; limit to the size of our email inboxes, which forces us to constantly manage PST files, the total fiasco associated with Phoenix ..., the timing of the introduction of MyGCHR, again against the advice of Directors and managers, right in the middle of the Phoenix problems, the introduction of HRG, the most illogical and user unfriendly tool ever conceived. The list is endless.</i></p> <p><i>The implementation of "automated" systems for HR/Finance activities has significantly increased the amount of time I spend on administrative work - as an example, I used to be able to sign a stack of invoices in 5 minutes, it now takes an hour to do so in SAP. ...</i></p> <p><i>The amount of wasted effort to develop workarounds to new reporting and administrative requirements has increased including the overhead cost to my team to getting the work done. It just cuts into everything else we are supposed to be doing.</i></p> <p><i>Over and beyond Phoenix, the government-wide tools (myGCHR, ETMS, PSPM, Callipers) are either antiquated or performing sub-par and a major cause of frustration at all levels and resulting in wasted time and effort. The policies around performance management causes a bunch of busy work that amounts to nothing and is far from the approach embraced by high performing organization. Procurement needs to be overhauled to become more agile; loosening of some hiring rules is seen as positive. Staffing for entry level positions needs to [be] streamlined.</i></p> |
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Table 5. Policies, Processes and Systems – Selected Comments

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| <p><i>Les systèmes de gestion mis en place dans les dernières années, de GCDOcs (archivage des documents et informations), HRG (approbation de voyage), SAP (gestion budgétaire), Phoenix (système de paye), à People Soft (RH). Toute une série de systèmes tout aussi complexes, non conviviaux, qui ne se parlent pas et qui prennent un temps fou pour les gestionnaires ...</i></p> <p><i>Plus, plus vite, avec moins de ressources, des outils de travail archaïques très inefficaces et des obligations croissantes en matière de reddition de compte.</i></p> <p><i>The changes to the TB Directive on travel, hospitality, conferences and events are excellent. There is less red tape.</i></p> <p><i>My work week has dramatically increased in order to deliver the same product and comply with the additional bureaucratic processes.</i></p> <p><i>Plus d'emphase sur les processus que la substance; baisse de la connaissance substantive des sujets traités.</i></p> | <p><i>The bulk of these reforms have created work and frustration and have not delivered on the intended outcome. For example, ... IT reforms have not yielded the intended results (it took me 50 minutes to log on to Outlook yesterday!), ... I have seen no evidence of improvements to contracting - if anything, it is taking longer than ever (it took me 4 months to get a 3 month contract in place ... and the amount of paperwork required almost made the exercise impractical). GBA is nothing more than words on a page and more work for Execs. Apologies for the negative feedback but "reforms" rarely reform anything and rather they are proving to create more work for Execs.</i></p> <p><i>Delivery of email transformation and IT management and services continues to worsen with SSC. Central agencies also seem to be oblivious to the operational impacts of some of the IT decisions.</i></p> <p><i>At every level, we need to remove administrative minutia from those we hire to lead the organization.</i></p> |
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THEME 3.: HUMAN RESOURCES MANAGEMENT

Human Resources (HR) is the widest-ranging theme in terms of the number of sub-topics commented upon, and was included in approximately 215 comments. In addition to HR related policies, business processes and systems (including Phoenix, MyGCHR), the following diverse topics were also part of executives' written responses:

- HR planning, organization and resources;
- Classification and staffing, recruitment and retention;
- Compensation and remuneration, pay administration, rewards and recognition;
- Promotion, performance and talent management;
- Work environment, employee health and well-being;
- Values and Ethics, culture, labor relations;
- Employment equity, diversity and official languages.

Table 6. Human Resources Management – Selected Comments

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| <p><i>My job is now, more than ever, that of a caretaker for the members of my team. Due to the ever increasing volume of work, the team members' attitudes and health are greatly impacted. More and more of my time is spent trying to address work related health issues and stress due to the work volume.</i></p> <p><i>Substantial budget investments were made to the program which meant staffing quickly and delivering results in a very short time period. The administrative burdens of staffing processes and procedures as well as the overly complex performance review framework and other administrative processes take precious time away from operational delivery and strategic forecasting and planning.</i></p> | <p><i>We are told the how is important, however, there are still outstanding cases of harassment that fly under the radar because they get results.</i></p> <p><i>There is a massive shortage of skills [sic] employees ... Departments are fighting among each other for the same people. As a result, employees are getting promoted too soon. ... Though we tried to raise the performance issues, employees leave to other places instead of addressing the performance issues.</i></p> <p><i>Augmentation sensible de cas de Relations de travail complexes qui monopolise mon temps et me prive de temps pour faire des activités plus stratégiques.</i></p> |
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Table 6. Human Resources Management – Selected Comments

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| <p><i>Shrinking size of the organization means regular re-organizing. The "hierarchical tree" of the ORG chart fits the actual work of the units less and less. We work in cross-functional teams to optimize resource use. This still causes pain and discomfort and the attempts to express how we work and what we do through antiquated org structures never ceases.</i></p> <p><i>The nature of my job has changed to have a much greater focus on individual HR cases. With greater expectation of employees for mobility, progression, and mental health management, more one on one conversations required.</i></p> <p><i>... the performance agreement management system that is incredibly inflexible in a time when people move between units and departments.</i></p> <p><i>Lot more awareness on accessibility, indigenous and harassment - a very good direction.</i></p> <p><i>Greatly increased expectations to incorporate many new aspects to HR management practices and programs (Indigenous, diversity and inclusion, GBA+, Classification, innovation, well-being/mental health). Very little support from TBS/OCHRO.</i></p> <p><i>Legislative changes and government direction around mental health, diversity and inclusion along with our own efforts to create healthy and respectful work environment means the complexity of the employer relationship with employees is changing and increasing workload in some areas. As an HR business unit, no one should underestimate the amount of increased effort and strain that has been placed on the system to ensure accuracy and timeliness of pay ...</i></p> <p><i>Compensation has not kept pace with scope and complexity of the job, let alone cost of the housing market in BC. I am working longer, harder and smarter for less disposable income than ever before.</i></p> <p><i>Workplace culture is important. ... The tone at the top is important. Executives have no protection and when someone decides to pick on them it can cause mental and physical illness. Careers can be wrecked. The decline of the public service institution (execs in it for power vs public service). Public service bashing hurts morale, as does not giving execs raises for almost 5 years (and even once announced taking a year to process raises).</i></p> <p><i>We need more true subject matter expert executives and leaders and less "people managers" or "say the right thing". We need accountability for quality of delivery, not just presentation.</i></p> <p><i>Harassment of executives in the workplace but no means of recourse for this group.</i></p> <p><i>Le principe du mérite est devenu secondaire face au désir de représentativité statistique.</i></p> | <p><i>Workload is high; people management issues have increased (mental illness; harassment; labour relations; etc.); workweek is longer; balance between work and personal life is skewed towards work taking a bigger chunk of time. ... Executive wellness is negatively impacted (less time spent on physical and mental health). Executives come to work sick, because of the higher expectations and responsibilities, and level of respect they hold for their deputy ministers and ministers.</i></p> <p><i>Employee skills are insufficient for the job duties, difficulty finding employee with skills the job needs, dominance of mental health issues overriding the rights of other employees (it's ok to not work well, not deliver and dump anger and work on other employees if you self identify mental health issues). Increase in labour relations activities to deal with poor employees.</i></p> <p><i>You can't ignore the significant impact of Phoenix in Executive's daily jobs. Process have changed - simply to alleviate a system that does not work properly. It should be the opposite - fixing a system that can cope with the realities of daily operations.</i></p> <p><i>... A perfect example is ETMS - what a poorly designed and productivity eroding system. It takes so much time to cut and paste, move from one section to the next, lack of carry forward of information from previous periods, etc. I spend more time on the clerical aspects of ETMS than having performance and development discussions with my executive.</i></p> <p><i>Too many employees seem to be promoted too quickly and cannot cope with the full scope of their responsibilities.</i></p> <p><i>Very poor tools and options for dealing with poor performers and not enough hours in the day to manage poor performance.</i></p> <p><i>The flexibility in staffing options is a great improvement and should be more aggressively communicated to all managers for effective change management.</i></p> <p><i>We have upper management that really has no expectations that executives have work/life balance and have no consideration of mental health and supportive work environments. Most are driven by pure ambition ... At the same time managers at entry level executive positions have employees who expect work life balance ... -- we have an Office of Conflict Management and the Respect Bureau, and EX1s stuck between -- my observation is that the only people who engage either of these mechanisms have been employees who have poor performance. ... we need to manage poor performance but we have few effective tools or support and this falls to overworked Executives ...</i></p> <p><i>The whole performance management approach is antiquated. It is now "new", with 20-year-old philosophies behind it.</i></p> |
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Table 6. Human Resources Management – Selected Comments

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| <p><i>Les cadres doivent gérer des équipes de plus en plus grande (incluant la gestion de première ligne), faire face aux nombreux changements (structures, outils informatiques, etc.), palier aux systèmes défectueux (phénix) ou aux coupures d'effectifs (RH, finances, etc.), gérer efficacement le rendement des employés, gérer les cas de relations de travail, de plaintes, de griefs, etc., tout en faisant la promotion d'un milieu de travail sain et de la santé mentale !</i></p> <p><i>Severe fatigue across large segments of the EX cadre making risk of errors very high. Inability to resolve things like Phoenix and constant public criticism about PS when individuals are working ridiculous hours is particularly frustrating.</i></p> <p><i>It seems impossible to manage performance. Every time a comment is included in a performance management agreement, the employee files a grievance or harassment complaint it seems. Once again, poor performers are protected and management feels helpless. The inability to address poor performers also impacts the majority of good employees who also feel poor performers take advantage of the system.</i></p> | <p><i>Executive performance and talent management has become a "paper" exercise; the emphasis is on completing the information in the TB modules, not on the performance. Beyond this, performance isn't based on personal achievements and although there is good talk about rating competencies, often those who succeed are also those for whom the end does justify the means.</i></p> <p><i>And there is very little effective performance management. This PS is still not measuring productivity and output, requiring 360 reviews of managers and ending the employment of truly bad managers. It doesn't take much to change an organization but shuffling poor managers around instead of firing or demoting them has to stop.</i></p> <p><i>Stressful, hard, long days, underpaid compared to industry, no opportunity for work life balance, highly situational, life can go great with a great ADM or life could be terrible - no consistency.</i></p> <p><i>It is difficult to square the circle with the competing interests of employee's work-life balance and that of an organization that is lean and agile. Employees require stability while we request flexibility.</i></p> |
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THEME 4.: GOVERNANCE, STRATEGY AND LEADERSHIP

This theme is indented to capture the public service's higher-level governance, strategic and leadership functions, such as pertaining to setting vision, long term strategic planning and prioritization, central direction, coordination between departments and stakeholders, risk and change management, and oversight. Slightly over 150 comments were in this category.

Table 7. Governance, Strategy and Leadership – Selected Comments

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| <p><i>Leaders responsible for leading reform initiatives are overwhelmed by system complexity and unsupported by system-wide governance.</i></p> <p><i>Change is not managed properly and no one looks at the cumulative impact of change across the system.</i></p> <p><i>Governance structures, and business process ownership are two key things that are not as clear as they should be.</i></p> <p><i>More and more functions are related to administrative burden imposed by the Central Agencies and Internal red-tape. More and more so called innovative practices or central initiative like Blueprint 2020 are not or will not have real impact on the future of work because no real change management process is built in these initiatives.</i></p> <p><i>No cohesive departmental business processes in support of Central Agency function. All enterprise strategies are opportunistic only. Absolutely no long term vision or focus.</i></p> <p><i>Higher level governance and deeper collaboration on complex issues requires different skills sets.</i></p> | <p><i>Sense that the Clerk and other do not care how many burn out and how many programs have integrity issues due to chronic underfunding. Excessive focus on shiny new ideas over core regulatory work.</i></p> <p><i>ADMs and DMs that are inexperienced and have no delivery knowledge compressing the organization; collaboration seen as the hallmark of success as opposed to real delivery; growing contentment with the status quo and a failure to speak truth to staff, colleagues, and power.</i></p> <p><i>The issue is that neither the execs nor the employees see the benefit of the changes - they take a lot of time. As a leader, I am challenged with motivating people focused on delivering day to day programming in the middle of constant change. ... I do however, see changes in the behavior of all of the executive in our agency towards better collaboration and coordination to facilitate organization-wide prioritization.</i></p> <p><i>We are driving our Agency day by day, there is limited to know long term vision or direction, we are operating in an environment of chaos.</i></p> |
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Table 7. Governance, Strategy and Leadership – Selected Comments

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| <p><i>Senior management (ADM/DM) are more involved/interested in operational matters and "pleasing" ministers than on providing strategic and fearless advice.</i></p> <p><i>Maintaining adequate coordination has both become more possible and more challenging, because timing of many business transformation initiatives overlaps. Change management approaches barely keep up.</i></p> <p><i>There is a lack of departmental vision and direction; risk aversion has increased though senior executive state otherwise, anything that represents a risk is managed by fear and emotional reaction/reactive which can be quite disruptive.</i></p> <p><i>Demands are increasing and have become increasingly always urgent. Focus seems to be on quantity, with lack of attention to quality and solid thinking and analysis before starting a project. More projects and lack of prioritization is now the norm.</i></p> <p><i>Focus has been on transformational change at the GC level, building a service that did not exist 18 months ago. The workload has been astounding, mostly due to the GC's inability to effectively govern decisions.</i></p> <p><i>Increasing time spent on managing horizontal (multi-department) issues which had complicated governance with respect to obtaining input, approvals and briefing/ensuring that senior management are kept updated. Insufficient resources to contribute significantly to proactive activities.</i></p> <p><i>Deputy Heads at the two departments I have worked at have stopped leading and providing vision and are fighting fires instead.</i></p> <p><i>There has been tremendous delegation of work upwards - to the point where DGs and Directors do work at the level of what senior ES6s or PM6s used to do 25 years ago. DMs and ADMs lack vision resulting in a public service that is bereft of policy and as a result, the work of executives lack strategic focus, hard analysis, and visionary outcomes.</i></p> <p><i>Evolving and streamlining Information Management across GC - stagnant/unsuccessful. Strategic management and alignment of PS-led programs to GC priorities is not visible. Alignment of subject matter expertise and experience to executives tasked with leadership/management lacking. Short executive tenures assuredly impact progress.</i></p> <p><i>The initiatives from central agencies seem to ignore the operational realities of departments. There is also a trend to add more initiatives without consideration of the ones that are ongoing.</i></p> | <p><i>Treasury Board dysfunction (for instance, lack of coordination between policy centers and disconnect between stated policy and implementation) that causes great distress to teams and partners outside government and results in challenging relationship management and exhausted managers and executives.</i></p> <p><i>The "Damn the Torpedoes" attitude of Treasury Board to the direction and policy of the use and application of technology is going to cause long term problems similar to the implementation of Phoenix.</i></p> <p><i>Des cadres supérieurs qui ne veulent pas prendre aucun risque dans la gestion, qui ne font pas suffisamment confiance à leurs cadres et qui interprètent les politiques de manière encore plus restrictive.</i></p> <p><i>Organizational maturity (management) significantly decreased. No overarching governance used as a control framework.</i></p> <p><i>Concentration of power at the very top. Practiced leadership models not in synch with theories of engagement. Too much focus on short term achievements. Executives are supposed to be leaders, not managers. There needs to be a pendulum shift back, to providing services to executives ... Restoring time for strategic thinking, planning, rewarding innovative thinking.</i></p> <p><i>Changes in accommodation, security and information management are not lining up. As examples: We are reducing accommodation space to drive digital without providing adequate digital information management tools. We give mobile tools then lock down security that prevents mobile access to information.</i></p> <p><i>Overall, central agencies have significantly increased burden on departments and it's not clear that this has resulted in tangible benefits.</i></p> <p><i>Senior Management has become less capable as leaders, risk takers, and decision makers. Executive peers have been promoted to position too quickly, are less capable ...</i></p> <p><i>Il est regrettable que les hauts dirigeants ne comprennent pas le mandat de leur ministère, et que par défaut, ils ne fassent pas confiance à leurs employés à la base.</i></p> <p><i>Mandate and vision has changed, not well-defined, making it difficult to keep the team together with a purpose.</i></p> <p><i>There is still work to be done to hear and incorporate the views of Executives on reform initiatives. There are few opportunities to "speak truth to power", nor have we achieved a Public Service senior management or political culture that welcomes this approach.</i></p> |
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THEME 5.: RESOURCES AND CAPACITY

The resources and capacity theme regroups comments on financial and non-financial resources, comments on the capability, expertise and competencies of personnel, as well as more generally regarding the overall capacity of the public service.

Table 8. Resources and Capacity – Selected Comments

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| <p><i>Am in [name omitted], so the scope of partnership, engagement, negotiations has expanded significantly without commensurate resources. ... Exciting work but the increased horizontality, shifting policy parameters, focus on regional approaches all takes time and different skill sets than what we hired for ...</i></p> <p><i>Almost impossible to get approved budgets transferred to the responsible delegated authority.</i></p> <p><i>Many new 'high profile'" activities are competing with the core mandate with no additional resources. The average experience of the workforce is declining, quality of work is affected.</i></p> <p><i>Je suis dans ATIP et les demandes ATIP augmentent année après année et les ressources diminuent. Donc, c'est très difficile et on ne peut pas rencontrer les exigences de la Loi. En plus, les analystes sortent de ATIP comme c'est trop stressant.</i></p> <p><i>There is constant pressure to do more with less and a dog-eats-dog "competition" between executives about whose unit is working more and should get a bigger share of the ever shrinking resource pie.</i></p> <p><i>Complexity of issues that are cross-border and multi-disciplinary. Greater emphasis on external outreach where there is often a lack of internal experience and expertise.</i></p> <p><i>We have in effect entire new business lines focused on engaging with non-traditional stakeholders outside our normal industry partners (transportation), and especially First Nations, yet organizational design, structure and resourcing from the Centre have not caught up, ... Until the intensity, complexity and volume of this work is recognized through increased capacity, we will be stretched.</i></p> <p><i>More activities, less resources and higher expectations.</i></p> <p><i>Less money to carry out the program, no training for staff, people are less engaged.</i></p> <p><i>Move to manager/employee self serve models for common administrative services without increase in resources.</i></p> <p><i>We don't have the budget to staff so have less employees; and there is a tendency to promote too soon so employees are not delivering at their level. this puts extra pressure at the EX level.</i></p> <p><i>... beaucoup de ces enjeux sont dus à un manque de temps, de ressources adéquates, difficulté de recruter étant la grande compétition sur le marché du travail ..., des politiques ambiguës, et des contraintes de contrôle élevées.</i></p> | <p><i>The capacity and experience of the public service labour force. Many experienced staff have left/retired and the remaining and new staff (who have now become senior staff) have not been appropriately trained and lack the experience to effectively do important parts of their jobs. ..., they are also unable to effectively mentor, supervise and train junior staff. This means that executives must almost directly supervise, train, and correct the work each employee down to the most junior ones. As this appears to be so widespread, particularly in the policy field, with even what are otherwise very bright people that I believe this to be an organization/system-level failing of the public service and not just 'bad' or incompetent employees.</i></p> <p><i>Delivery expectations have increased greatly, in an increasingly complex environment without commensurate increases in resources or risk tolerance.</i></p> <p><i>A lot more administrative responsibilities and less resources.</i></p> <p><i>Much more work from senior executives downloaded to EX01s, with an increasing workload and less staff to assist in delivery all the work.</i></p> <p><i>Major requirement to initiate work years before receiving related resources. Decrease in mgmt skills of EX-01 and EX-02 level requiring extensive mentoring and support.</i></p> <p><i>Exponential growth in work being produced, but no commensurate growth in managerial bandwidth to enable and broker success.</i></p> <p><i>Pénurie de main d'œuvre qualifiée et disponible pour les postes administratifs.</i></p> <p><i>Inability of government corporate services ... to keep up with agile needs of government and PS executives who execute on gov't priorities. As a result, when strategy, negotiations, Ministerial support for complex events and agendas is needed and the skills, tools, and people are not there or not as responsive as required, a huge amount of pressure is put on effective parts of the department, especially senior managers to deliver. In comparison, I see in similar jobs to mine three SVP (EX05) level staff covering the same functions that I am. ...</i></p> <p><i>Resource-expectation gap has increased significantly with marginal increases in risk acceptance/tolerance. Multi-billion dollar programs are knowingly placed at increased risk for the sake of a few \$M in additional HR.</i></p> <p><i>On parle de bien-être et de santé mentale, mais les pressions et exigences augmentent sans les ressources nécessaires.</i></p> |
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Table 8. Resources and Capacity – Selected Comments

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| <p><i>Ressources insuffisantes pour les efforts de transformation en manque de formation.</i></p> <p><i>Cadres dirigeants de plus en plus exigeants, responsabilités et charges de travail croissantes, budgets et ressources ne sont pas suffisants pour tous ce qui est exigé comme rendement et pour atteindre les objectifs de performance.</i></p> <p><i>Recent reforms have lead to growth in size of NHQ functions which has in turn reduced resources available for front line service delivery.</i></p> | <p><i>Il existe des iniquités évidentes dans l'attribution des ressources. La charge de travail de certains cadres augmente sans cesse par l'imposition de responsabilité (ex: Phénix) et aucune solution viable pour gérer ces nouvelles tâches.</i></p> <p><i>Too much dependence on external consultants and a lack of focus on having internal expertise and knowledge.</i></p> <p><i>Quality and experience of all executives has worsened. It is a rigour-free public service.</i></p> |
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THEME 6.: ROLES AND RESPONSIBILITIES

Executives' observations under the roles and responsibilities heading typically dealt with topics of delegation, approvals, empowerment, authority and accountability, functional direction or responsibility, in addition to issues more directly related to evolving roles and responsibilities.

Table 9. Roles and Responsibilities – Selected Comments

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| <p><i>More workload. More responsibilities being shifted upward (e.g. travel authority being delegated to an EX - I'm the only EX for 140 field operational staff).</i></p> <p><i>We spend too much time on "administrative" type tasks and not empowered enough to make decisions.</i></p> <p><i>I went from a fairly strategic position to a support type of executive position. Overall, I feel the work of the executive is less enabled than before. I have less significant decision making leeway than I did in previous jobs.</i></p> <p><i>Overall, "delegating up" of any real decision-making occurred under the last government. This did not change under the current government. The amount of churn has increased including the general bureaucratic layering resulting from existing hierarchy.</i></p> <p><i>More work less time less people, fewer strategic decisions, more operational decisions, less autonomy.</i></p> <p><i>There continue to be added layers for approval and the role of a Director, in particular in operations, has been reduced to somewhat like that of a manager. Executives do not have the authority to make changes or improvements as mostly everything has to go up to the ADM ...</i></p> <p><i>The most negative change is the sheer volume of "corporate" type responsibilities ..., that all seem to require nothing but executive participation.</i></p> <p><i>Executives need to have some level of discretion when making decisions, to address the situation they are dealing with. Many of the management reforms seemed aimed at reducing that discretion so no one can make "mistakes". This undermines the executive's leadership role and flexibility to fix issues quickly at the lowest level.</i></p> <p><i>Increased lack of clarity over mandate and responsibilities.</i></p> | <p><i>Changements de priorités, complexité des enjeux (plusieurs intervenants/différents intérêts) ..., la responsabilité fonctionnelle (accountability) plus diffuse et moins claire.</i></p> <p><i>More organizational rather than strategic; more service focus yet the accountabilities are solely based on widgets and dollars.</i></p> <p><i>Levels of delegation are insufficient to allow downward delegation (not only to relieve workload pressures, but to build managerial skills for future executives).</i></p> <p><i>Uploading of responsibilities combined with downloading of more responsibility for administrative tasks is not tenable in the long term and discourages employees from wanting to move to the executive ranks.</i></p> <p><i>We need to counter the trends of recent years of everything being "delegated-up". We need to take a risk based approach and give lower level people more authority to carry out lower risk activities and then hold them accountable for results.</i></p> <p><i>There has been tremendous delegation of work upwards - to the point where DGs and Directors do work at the level of what senior ES 6s or PM 6s used to do 25 years ago.</i></p> <p><i>Lack of coordination between departments for reporting on horizontal initiatives, both with timelines and content. Lead departments are often not well informed of their responsibilities and are frequently asking for conflicting info from various departments.</i></p> <p><i>We have had much more pressure and roles and responsibilities in everything.</i></p> <p><i>Major initiatives failed (Shared Services, Email system, Phoenix, etc.) with no clear accountabilities and consequences.</i></p> |
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THEME 7.: PERFORMANCE OBJECTIVES AND RESULTS

Under this theme, remarks and observations pertained to the setting of performance objectives and outcomes, as well as measuring and reporting on results. Also included were interrelated topics, such as "deliverology" and focus on results, evaluations, and reporting more generally.

Table 10. Performance Objectives and Results – Selected Comments

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| <p><i>Augmentation du contrôle centralisé quantitatif des mesures de performance, au détriment des résultats qualitatifs et substantiels.</i></p> <p><i>New policy on results has put more emphasis on outcomes performance measurement information; complex outcomes data needs have increased.</i></p> <p><i>Significant increases in reporting (same questions being asked in multiple formats) as well as the expectation to be available at all times to answer even the most trivial of questions.</i></p> <p><i>No real focus on effectiveness and results. just more controls, audits, oversight and mandatory policies.</i></p> <p><i>Pression accrue à tous les niveaux ..., sentiment que les messages véhiculés par les directeurs n'ont pas de poids comparativement aux statistiques et aux cibles du secteur (business analytics à outrance) sans égard à la réalité quotidienne des équipes.</i></p> <p><i>More time spent reporting up to Ottawa, less time on service, which has increased workload while resulting in less productivity.</i></p> <p><i>Admin burden and oversight has increased; results and delivery and related tasks not sufficiently linked to real work.</i></p> <p><i>Les obligations de reddition de comptes provenant des agences centrales ont augmenté de façon importante (cadre ministériel sur les résultats, obligations liées à la loi sur les frais de services, gestion des enjeux liés au système de paie, lourdeur des processus liés aux soumissions destinées aux ministres).</i></p> <p><i>More reporting, less doing the work that matters.</i></p> <p><i>Also, the number of corporate reporting processes has increased exponentially each year - it keeps going up, though this trend started before the last 5 years though.</i></p> <p><i>Yes, the focus on service delivery is good, but there is no maturity in measuring it right and consistently.</i></p> <p><i>Most reforms have not improved productivity, actual results or the cost of government operations; they have improved the appearance of measurement and performance management.</i></p> | <p><i>No reference baseline for performance measurement (program and department specific) against which changes/improvements/additional investments are assessed or challenged prior to project/initiative launch.</i></p> <p><i>Policy on results and increasing demand and need for results/outcomes evidence.</i></p> <p><i>Small departments/agencies have the same reporting requirements as large departments and as such, a disproportionate amount of time is spent on this versus delivering programs and services and planning and strategy.</i></p> <p><i>The tremendous increase in reporting requirements both internally, to Central Agencies and to Officers of Parliament has been the primary cause of the great increase in administrative duties.</i></p> <p><i>The focus on results and related reporting to Canadians has been important.</i></p> <p><i>Executives are supposed to be providing strategic direction, planning for the future - these days all we seem to do is chase out tail, put out fires and report, report, report.</i></p> <p><i>Il y a encore des ajustements à faire pour trouver l'efficience et l'équilibre entre les tâches additionnelles de vérification et de reddition de compte et la livraison de résultats.</i></p> <p><i>Entire planning cycle has worsened considerably, including capital planning - too much planning and reporting (at least 28 processes, some quarterly) most grouped within the same 4-5 month period.</i></p> <p><i>I think I am most disappointed by the DRF, since it seemed like an opportunity to clear out a bunch of the less rational elements of program management and reporting, but sadly has ended up with the same focus on process rather than results.</i></p> <p><i>While the augmented attention on performance for results has been favorable, the streamlined reporting has reduced the ability of organizations to profile key accomplishments in a meaningful way.</i></p> <p><i>Its seems that we are not clear on what we are measuring and why. So we measure everything and this puts pressure on all parts of an organization.</i></p> |
|--|--|

THEME 8.: OUTCOMES AND QUALITY

Under the theme Outcomes and Quality, executives' observations pertaining to the consequences of the changing nature of work and the results of management reforms are grouped. For instance, with respect to productivity, the quality of the work performed, and ultimately the added value and quality of outcomes and services delivered to Canadians. Recognizing that, as indicated previously, there is some overlap between the different themes and some similar comments have been already presented, this theme nonetheless strives to emphasize comments that focused on ultimate consequences, successes or failures (as opposed to more process-oriented perspectives).

Table 11. Outcomes and Quality – Selected Comments

| | |
|---|--|
| <p><i>Recent reforms have lead to growth in size to NHQ functions which has in turn reduced resources available for front line service delivery. These changes have also taken away autonomy of front line executives restricting our ability to be agile and innovative in service delivery.</i></p> <p><i>Becoming more and more remote from clients as we automate and computerize everything, and risk manage more and more decisions.</i></p> <p><i>Demands are increasing and have become increasingly always urgent. Focus seems to be on quantity, with lack of attention to quality and solid thinking and analysis before starting a project.</i></p> <p><i>Demand from Canadian industry to resolve regulatory issues in a timely way [re: other factors driving significant changes in your work].</i></p> <p><i>Augmentation du contrôle centralisé quantitatif des mesures de performance, au détriment des résultats qualitatifs et substantiels.</i></p> <p><i>Working in the Areas means I feel we have less opportunity to contribute to the strategic direction vs those in Ottawa. I think this is a missed opportunity for our department as we have valuable insight from a different perspective which could only strengthen the outcome.</i></p> <p><i>In our organization, there has been significant change on an on-going basis. This has impacted our ability to deliver the business at hand effectively.</i></p> <p><i>... creation of ad hoc locally developed tracking tools to compensate for corporate system ineffectiveness has driven up costs and decreased quality of output.</i></p> <p><i>Poor IT planning and execution has been hampering our innovation and productivity.</i></p> | <p><i>... If Canadians were made aware of the amount of time executives spend on corporate and operational activities, versus strategic thinking, they would support the need for change, so that the productivity of executives could be restored. ... increasing quality and delivery of govt programs to Canadians should be top priority.</i></p> <p><i>Moving into the executive cadre, I am more focussed on strategic vision and collaborating with partners. This latter part has been very difficult and organizational challenges are contributing to inefficiencies in my unit's work and ability to deliver on my mandate.</i></p> <p><i>Many new "high profile" activities are competing with the core mandate with no additional resources. The average experience of the workforce is declining, quality of work is affected.</i></p> <p><i>Too many employees seem to be promoted too quickly and cannot cope with the full scope of their responsibilities. Quality of work output has diminished, ...</i></p> <p><i>Uneven workload and responsibilities - Program EX staff work to serve corporate programs rather than service delivery for Canadians.</i></p> <p><i>Pay (Phoenix) and IT (Shared Services) have been spectacularly unsuccessful and have directly contributed to inefficiencies, decrease in morale, and significant decrease in ability to do our work.</i></p> <p><i>If there was a very strongly disagree - I would have checked it off for B [executive productivity], C [staff productivity] and F [work environment].</i></p> <p><i>Getting G&C's in place early in the fiscal year should be a hard deadline-- awarding them late is unfair to our partners and results in ineffective use of funds.</i></p> |
|---|--|

THEME 9.: REFORM MANAGEMENT

This last theme may be the most practical, as it combines some of the ideas and views as to how the public service could better manage and implement its various reforms, and what are some of the perceived obstacles and other factors which impede better progress.

Table 12. Reform Management – Selected Comments

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|--|--|
| <p><i>Une volonté de centraliser des systèmes mais sans penser aux conséquences. Je crois sincèrement que les décideurs qui choisissent ces systèmes ou ces outils ne consultent pas suffisamment les experts et ne font pas des tests préliminaires avant de les adopter à l'échelle globale.</i></p> <p><i>There is also an extremely low level of real innovation or incentives to innovate based on levels of risk tolerance that have remained unchanged or moved further to aversion.</i></p> <p><i>Due to fast promotion, managers are very weak at managing projects. Meeting deadlines and budgets is becoming a challenge. Training, coaching and mentoring are provided to help performance but with limited success.</i></p> <p><i>Organizational maturity (management) significantly decreased. No overarching governance used as a control framework. No reference baseline for performance measurement (program and department specific) against which changes/improvements/additional investments are assessed or challenged prior to project/initiative launch.</i></p> <p><i>Certaines réformes ne sont appliquées qu'à moitié, par exemple le passage des courriels à canada.ca. Réforme à mon avis inutile et qui entraîne des problèmes qu'on aurait dû voir venir.</i></p> <p><i>Having worked in both separate employer and PS, I can state without doubt that the separate employers are the most effective and early adopters of modern management practices.</i></p> <p><i>The reforms are not the problem, but the execution of them within the department has created more work, not less ... due to risk adversity. The tendency is always to layer additional process on top of existing ... and rarely to make more effective.</i></p> <p><i>The public service regularly implements new IM/IT systems poorly. Implementation is rushed so that DMs can claim a job "done", but training, configuration, process re-engineering, job descriptions, work flow changes, and metadata design are skipped, sometimes entirely undermining any possible benefits that could have been derived from the new systems, sometimes reaping havoc.</i></p> <p><i>Better communication of the objective of the reform initiative to all levels of staff, transparent crowd sourced reform objectives vs things that look good - get to the heart of the true problem and address this not just safe issues.</i></p> <p><i>The governance overhead needs to be simplified and accelerated, so that projects can deliver within reasonable timeframes and meet client/citizen objectives before those demands change.</i></p> | <p><i>Announcements seem to be far more important than implementation. Remember Vision 20/20? Where did it go?</i></p> <p><i>Je crois qu'il faudrait repenser le système de performance des cadres (bonus). Il me semble tout à fait inadéquat que l'on remette des bonus ou des prix à des cadres dont les actions entraînent des conséquences néfastes.</i></p> <p><i>We have put processes in place that had potential to improve delivery of our mandate but failed in the execution. A good example is G&C's. It was a great idea to have integration of review by theme across branches but the process was very poorly communicated and it took so long to get to approval that we had G&C's with funding for 18-19 only approved just before 3rd quarter review.</i></p> <p><i>Life-cycle management of systems needs improvement; there is an emphasis on project management while old solutions become ever more unstable and at risk.</i></p> <p><i>Consultation BEFORE implementation and even planning. Be aware of how the specific proposed reform fits within others currently underway. Provide clear mandate and reasonable timelines. Avoid implementing things just to check a box!!</i></p> <p><i>Shared services was a good idea, phoenix was a good idea - but badly, badly, badly managed.</i></p> <p><i>The flexibility in staffing options is a great improvement and should be more aggressively communicated to all managers for effective change management.</i></p> <p><i>Most reforms have had limited impact as they simply codified things people are already doing. In IT-related areas ...heavy reporting for major projects impairs success. Centralized reform initiatives are inherently difficult to implement - one size does not fit all.</i></p> <p><i>Difficult to implement reforms while always ensuring continued program delivery without additional resources to do so.</i></p> <p><i>Change is not managed properly and no one looks at the cumulative impact of change across the system. Little training is offered for the change - offering a training on a new document management or HR system is treated like a check box exercise.</i></p> <p><i>There is a lack of research into potential outcomes and effects from the implementation of poorly thought out reforms and policies. As a result of forcing poorly planned reforms there will be a negative impact for decades.</i></p> |
|--|--|

Table 12. Reform Management – Selected Comments

| | |
|---|---|
| <p><i>I don't believe that reform items and related progress are well communicated within departments. ... I don't believe there has been enough thought on how this will be implemented, while maintaining ongoing operations.</i></p> <p><i>Far too much time and attention is spent on ideas and too little time on challenging, testing, vetting, planning and administering the idea. Ideas such as Shared Services or Phoenix that came from DRAP process were ideas not rooting in facts or evidence - just saying that you will create such efficiencies and save hundreds of millions of dollars does not make it true - they were imaginary ideas but the people that came up with them were rewarded. ... The incentives and focus are wrong and there is a culture and integrity issue behind these transformation failures.</i></p> <p><i>Too many business rules in HR, which greatly contributed ... to the transition to a single pay system, too complex to succeed and made it inevitable that it would crumble under its own weight. We need to reward simplification. The internal processes and rules of the GOC must take into account user productivity.</i></p> <p><i>Government wide reforms should be more carefully analyzed and assessed against the public interest. Are they worth doing? To what end? Will there be cost overruns or unexpected or unintended consequences? Briefings to Cabinet Ministers should be more transparent and comprehensive. Major projects that are derailing should be aborted immediately (check university textbooks!). Govt of Canada should learn from failures of other international governments before implementing reforms. Strategic reforms with significant benefits to Canadians should be prioritized first.</i></p> <p><i>Massive reforms such as SSC, email transformation, hosted contact centres, Phoenix tend to understate the risks and overstate the deliverables.</i></p> <p><i>Complete lack of analysis of prior change management projects for the lessons learned.</i></p> | <p><i>Please, just stop. Let smaller organizations manage reforms and gradually undo some of the damage of the last 10 years.</i></p> <p><i>Leaders responsible for leading reform initiatives are overwhelmed by system complexity and unsupported by system-wide governance.</i></p> <p><i>Perhaps reform initiatives should be subject to gating as done for well-managed projects. This would ensure that planned reforms that are not delivering on their promises are shut down before lots of time and money are spent chasing objectives that are never realized.</i></p> <p><i>Might be helpful to treat reform as something to be done in small pieces where results can be seen immediately and build from there rather than large Phoenix-like changes which inevitably are so complex that failed elements doom the perception of the initiative even where other elements went well.</i></p> <p><i>Central agencies and sub-committees of DMs do look at gov-wide reform initiative coordination and make sure it is rolled out in a sensible way, but I do not believe they adequately understand the varying degree of change already happening within a department for areas that are not gov-wide.</i></p> <p><i>I do not think identification of problems is the issue. The problem is the capacity to implement and revise decisions once taken. One of the biggest problems is performance management for executives ... But there is no evaluation of this years into the future, so there is no commitment to deal with consequences or long term issues. Also, it is common to hear "those problems are not within our responsibility to deal with" so there is not reason to include those in any action plan or strategy. This is no way to ensure big system wide problems actually get raised and heard (let alone dealt with).</i></p> |
|---|---|

ANNEXE B. DETAILED SURVEY AND RESULTS**CONTENTS**

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B.1 INTRODUCTION

This annex provides the English version of the survey's introduction, unabridged questions and results, with the exception of the qualitative (i.e. open-ended) optional questions previously described in Annex A. The results are presented under the initial survey's main headings. Finally, the last sub-section of this annex (B.5) provides a summary of the survey's approach, methodology and supporting statistical analyses.

Survey Introduction

| FEDERAL PUBLIC SERVICE MANAGEMENT REFORMS (EXECUTIVE SURVEY) |
|--|
| INTRODUCTION |
| <p>CONTEXT AND PURPOSE</p> <p>We invite executives of federal departments and agencies to participate in this brief voluntary survey of management reforms in the federal public service. The survey consists of 20 main questions and should take approximately 15 minutes to complete. The survey will close on December 21st, 2018.</p> <p>Your participation is important. The survey seeks your views on the effectiveness of past federal management reform initiatives, and their impacts on executives' work, productivity and overall workplace environment. In part, it builds upon the 2017 <i>"Executive Work and Health Survey"</i> of the Association of Professional Executives of the Public Service of Canada (APEX). This survey is part of a broader study which seeks to contribute to the understanding of the success factors, challenges and outcomes of past reforms, and as a result, help to benefit future initiatives.</p> <p>This survey is conducted as part of the Executive in Residence Program through the University of Ottawa's Graduate School of Public and International Affairs. The survey findings will be shared with APEX and with central agencies, and will be included in a final study report to be available in 2019.</p> <p>CONFIDENTIALITY</p> <p>This survey is conducted on a voluntary basis, and all answers will be treated anonymously. The survey utilizes the University's selected survey software, which hosts its data on Canadian servers, and individual IP or email addresses will not be tracked. All findings and results will only be presented or shared in aggregate, and no individual respondent or small groups will be identified.</p> <p>Also, in order to help protect your confidentiality, please do not disclose any personal information about yourself or others as part of your optional comments. We recommend closing your browser or locking your screen or device when not in use or once you have completed the survey.</p> <p>We much appreciate your valued participation and contribution.</p> <p>Robert D'Aoust Executive in Residence Graduate School of Public and International Affairs (rdaoust2@uottawa.ca)</p> |

B.2 WORK AND PRODUCTIVITY

This section of the survey explores the nature of the work and productivity of executives and of their organizational unit,³² and any recent related changes.

Question 1. *On average, how many hours do you normally work per week, including both at the office and at home ? (estimate, rounded to the nearest 5 hours)*

| Hours Worked per Week (n: 353 for all executives) | All Executives | EX-1 | EX-2 | EX-3 | EX-4 and EX-5 |
|--|----------------|-------|-------|-------|---------------|
| A) Average Hours worked per week | 51.9 | 49.4 | 51.1 | 55.4 | 59.2 |
| B) Portion of Executives working: | | | | | |
| • less than 40 hours per week | 0.0% | | | | |
| • between 40 and 49 hours per week | 34.3% | | | | |
| • between 50 and 59 hours per week | 43.1% | | | | |
| • between 60 and 69 hours per week | 17.6% | | | | |
| • over 70 hours per week | 5.1% | | | | |
| C) Portion working 55 hours or more per week | 39.1% | 25.2% | 35.4% | 60.6% | 65.4% |

Question 2. *Please indicate to what extent you agree or disagree with each of the following statements.*

| Key Statements (n: 353) | Strongly Disagree | Disagree | Neither Agree or Disagree | Agree | Strongly Agree | Positive Answers | Negative Answers |
|--|-------------------|----------|---------------------------|-------|----------------|------------------|------------------|
| A) I have constant time pressures due to a heavy workload. | 0.0% | 6.2% | 11.1% | 49.3% | 33.4% | 6.2% | 82.7% |
| B) I have many interruptions and disturbances while performing my job. | 0.0% | 2.8% | 6.5% | 43.9% | 46.7% | 2.8% | 90.7% |
| C) Over the past few years, my job has become more and more demanding. | 0.0% | 5.1% | 13.0% | 37.1% | 44.8% | 5.1% | 81.9% |
| D) Federal government employees have the tools and technology available to them to do their jobs properly. | 18.4% | 45.3% | 17.0% | 18.1% | 1.1% | 19.3% | 63.7% |
| E) I am well versed in how to manage an increasingly diverse workforce. | 0.9% | 9.9% | 23.8% | 54.7% | 10.8% | 65.4% | 10.8% |

32 Definition: “organizational unit” refers herein to the branch, division, responsibility center, team or other subdivision for which the participating executive is primarily responsible.

Question 3. Please estimate the percentage, rounded to the nearest 5%, of your normal workload allocated to the following four types of activities. Also, please indicate if the related workload increased or decreased in recent years (i.e. last 5 years).

| Part I: Executives' Workload Estimates by Activity Type (n: 353) | A] Strategic Direction and Innovation | B] Direct Operations and Programs or Service Delivery | C] Administration and Indirect Activities | D] Other Activities or Requirements (not direct or indirect) |
|---|--|--|--|---|
| 0% - 10% of workload | 44.8% | 2.8% | 12.5% | 71.7% |
| 15% - 20% of workload | 31.2% | 7.9% | 28.0% | 22.1% |
| 25% - 30% of workload | 13.9% | 16.4% | 29.5% | 3.7% |
| 35% - 40% of workload | 4.8% | 22.4% | 16.2% | 1.7% |
| 45% - 50% of workload | 3.7% | 23.2% | 9.9% | 0.3% |
| 55% - 60% of workload | 1.1% | 13.3% | 1.7% | 0.3% |
| 65% - 70% of workload | 0.0% | 8.5% | 1.1% | 0.3% |
| 75% - 80% of workload | 0.6% | 4.5% | 0.3% | 0.0% |
| 85% and over | 0.0% | 0.9% | 0.9% | 0.0% |
| Part II: Executives' Workload Changes in last 5 years | | | | |
| • Greatly Increased | 9.1% | 8.8% | 31.2% | 9.9% |
| • Increased Somewhat | 22.1% | 25.5% | 39.4% | 24.9% |
| • Stable - No Major Changes | 24.1% | 38.2% | 24.1% | 57.8% |
| • Decreased Somewhat | 30.9% | 24.4% | 4.8% | 7.1% |
| • Greatly Decreased | 13.9% | 3.1% | 0.6% | 0.3% |
| Table Supplemental Notes: | | | | |
| 1) The full definitions of the 4 types of activities were provided as follows in the survey questionnaire: A] <u>Strategic Direction and Innovation</u> : Future focused activities to establish the vision, strategic direction or plans of your department/agency or organizational unit. As well, activities to develop and implement new policies, programs/services, business processes, systems or innovations. B] <u>Direct Operations and Program/Service Delivery</u> : Activities to directly manage, coordinate and oversee the ongoing delivery of your department/agency or organizational unit's current functions, operations, programs or services. C] <u>Administration</u> : Activities indirectly related to the management or delivery of operations, programs or services, such as necessary enabling or support activities (e.g. finance, HR, IM/IT, procurement, communications, legal or other functions required in support of delivery). D] <u>Other Activities or Requirements</u> : Activities not directly or indirectly contributing to your department or organizational unit's main purpose, or to the management or delivery of related functions, operations, programs or services. | | | | |
| 2) Distribution of the "% of workload" values in the table was simplified by grouping values in 10% bands (and 15% for "85% and above"), while the survey allowed respondents to provide answers by 5% increments. This was done for ease of presentation. | | | | |

Question 4. Based on your experience over the last 5 years (as an executive, and as a public service manager if an executive for less than 5 years), please indicate to what extent your work and the work of your organizational unit have changed under each of the following areas.

| Extent of Changes in the Following Areas (n: 353) | Increased Greatly | Increased Somewhat | Relatively Stable | Decreased Somewhat | Decreased Greatly | Don't Know or N/A | Positive Answers | Negative Answers |
|--|--------------------------|---------------------------|--------------------------|---------------------------|--------------------------|--------------------------|-------------------------|-------------------------|
| A] Number of hours you work per week. | 20.7% | 41.5% | 31.3% | 6.0% | 0.3% | 0.3% | 6.3% | 62.2% |
| B] Number of employees directly reporting to you. | 20.7% | 31.2% | 29.2% | 14.2% | 4.8% | 0.0% | n/a | n/a |
| C] The scope and diversity of your responsibilities as an executive. | 34.4% | 42.6% | 16.5% | 5.1% | 1.4% | 0.0% | 6.5% | 77.0% |
| D] Workload of your current organizational unit. | 45.7% | 38.9% | 12.5% | 1.1% | 0.6% | 1.1% | 1.7% | 84.6% |

| Extent of Changes in the Following Areas (n: 353) | Increased Greatly | Increased Somewhat | Relatively Stable | Decreased Somewhat | Decreased Greatly | Don't Know or N/A | Positive Answers | Negative Answers |
|--|-------------------|--------------------|-------------------|--------------------|-------------------|-------------------|------------------|------------------|
| E] Work productivity ³³ of your current org. unit. | 13.4% | 39.6% | 29.1% | 15.4% | 1.4% | 1.1% | 53.0% | 16.8% |
| F] Your work productivity as an executive. | 10.8% | 37.2% | 31.0% | 19.6% | 0.9% | 0.6% | 48.0% | 20.5% |
| G] Proportion of your current org. unit's time spent on administrative and clerical activities. | 31.8% | 44.9% | 19.9% | 3.1% | 0.0% | 0.3% | 3.1% | 76.7% |
| H] Administrative and clerical activities transferred to your unit from other parts of the organization. | 28.4% | 36.1% | 23.9% | 2.0% | 0.3% | 9.4% | 2.3% | 64.5% |
| I] Effectiveness of administrative policies, processes and systems to support delivery of your unit's programs, services, functions or operations. | 2.0% | 8.3% | 24.2% | 41.3% | 23.4% | 0.9% | 10.3% | 64.7% |
| J] Effectiveness or adequacy of your delegated authority required for the delivery of your unit's programs, services, functions or operations. | 2.3% | 12.2% | 52.0% | 19.9% | 12.5% | 1.1% | 14.5% | 32.4% |
| K] Your capacity to focus on longer-term strategic issues, direction or innovation (vs current and ongoing delivery). | 1.7% | 11.4% | 21.9% | 40.1% | 24.4% | 0.6% | 13.1% | 25.0% |
| L] Overall complexity and difficulty of delivering your unit's functions, operations, programs or services. | 24.4% | 52.4% | 20.4% | 1.7% | 0.6% | 0.6% | 2.3% | 76.8% |
| M] Overall quality and relevance of your unit's functions, operations, programs or services. | 12.5% | 38.8% | 36.8% | 9.6% | 1.1% | 1.1% | 51.3% | 10.7% |

Question 6. Please indicate how important each of the following broad factors have been in driving (causing) the significant changes in your work that you identified above (questions 4 and 5).

| Broad Factors as Causes for Changes (n: 353) | Very Important | Important | Somewhat Important | Not Very Important | Not At All Important | Don't Know |
|---|----------------|-----------|--------------------|--------------------|----------------------|------------|
| A] International Trends, Events and Context (e.g. globalization, political/social trends, populism, ...). | 18.1% | 24.9% | 28.1% | 20.4% | 8.2% | 0.3% |
| B] Canada's Economic and Financial Situation (e.g. growth/restraint, trade, deficit/debt). | 9.9% | 28.9% | 32.9% | 22.1% | 5.7% | 0.6% |

³³ Definition: "work productivity" (per items E] and F] above) refers to the average time spent on activities directly related to the strategic direction, management or delivery of your unit's operations, functions, programs or services.

| Broad Factors as Causes for Changes (n: 353) | Very Important | Important | Somewhat Important | Not Very Important | Not At All Important | Don't Know |
|--|----------------|-----------|--------------------|--------------------|----------------------|------------|
| C] Demographics of the Canadian Population. | 9.4% | 19.0% | 30.9% | 27.8% | 12.5% | 0.6% |
| D] Demographics and Nature of the Labor Force. | 9.9% | 28.6% | 35.1% | 19.3% | 6.5% | 0.6% |
| E] Technological Changes. | 32.3% | 37.4% | 21.8% | 6.5% | 2.0% | 0.0% |
| F] Communication Changes including use of Social Media. | 17.6% | 36.5% | 26.9% | 13.3% | 5.4% | 0.3% |
| G] Government Priorities and Organization. | 49.6% | 36.5% | 12.2% | 1.1% | 0.6% | 0.0% |
| H] Public Service Management Policies, Procedures-Processes and Systems (excluding Phoenix). | 35.7% | 37.7% | 21.0% | 4.8% | 0.9% | 0.0% |

B.3 MANAGEMENT REFORMS AND OUTCOMES

This section seeks your views on the results and effectiveness of recent government-wide management reforms in terms of improving executives' work, productivity and overall environment.

For this survey, management reforms are broadly defined as significant initiatives that involved multiple departments, and primarily focused on improving internal or cross-cutting functions impacting different programs or services. Recent reform initiatives would have been implemented, or substantially modified, within the last 10 years (maximum). A few examples would include: red tape reduction, policy suite renewal, transfer payment reform, financial systems consolidation, HR performance management and processes, procurement reform, regulatory management directive, common IT services, gender-based analysis, revised Management Accountability Framework, Results Policy (etc.; not a comprehensive list).

However, for the purposes of this survey, please exclude consideration of the federal pay administration system ("Phoenix"), since its challenges have been amply documented.

Question 8 *Please indicate the extent to which the overall effectiveness and efficiency of the following general functional areas have improved over the last 5 years, primarily as a result of government-wide management reform or similar horizontal change initiatives.*

| Overall Effectiveness and Efficiency of General Areas (n: 301) | Much Improved | Some-what Improved | No Clear Change or Mixed Results | Some-what Worsened | Much Worsened | Don't Know or N/A | Positive Answers | Negative Answers |
|--|---------------|--------------------|----------------------------------|--------------------|---------------|-------------------|------------------|------------------|
| A] Treasury Board submissions and Memorandum to Cabinet processes. | 0.3% | 15.3% | 34.6% | 13.3% | 7.0% | 29.6% | 15.6% | 20.3% |
| B] Regulatory development and management. | 0.0% | 7.6% | 31.6% | 12.0% | 2.7% | 46.2% | 7.6% | 14.7% |
| C] Strategic environmental assessments and sustainable development strategies. | 0.7% | 9.3% | 31.6% | 12.3% | 2.7% | 43.5% | 10.0% | 15.0% |

| Overall Effectiveness and Efficiency of General Areas (n: 301) | Much Improved | Some-what Improved | No Clear Change or Mixed Results | Some-what Worsened | Much Worsened | Don't Know or N/A | Positive Answers | Negative Answers |
|---|----------------------|---------------------------|---|---------------------------|----------------------|--------------------------|-------------------------|-------------------------|
| D] Procurement management and processes (including contracting). | 0.3% | 11.0% | 31.2% | 32.2% | 15.0% | 10.3% | 11.3% | 47.2% |
| E] Expenditure management, systems and processes (e.g. disbursements, travel, hospitality). | 0.3% | 16.9% | 24.6% | 33.6% | 22.6% | 2.0% | 17.2% | 56.2% |
| F] Financial and budget management (incl. revenues). | 1.0% | 18.6% | 40.9% | 24.9% | 10.3% | 4.3% | 19.6% | 35.2% |
| G] HR and business planning (incl. integrated planning). | 1.3% | 18.9% | 31.9% | 28.9% | 18.3% | 0.7% | 20.2% | 47.2% |
| H] HR performance management policies, systems and processes. | 1.0% | 29.2% | 26.6% | 24.3% | 17.9% | 1.0% | 30.2% | 42.2% |
| I] HR classification and staffing processes. | 2.0% | 23.3% | 26.6% | 25.9% | 21.9% | 0.3% | 25.3% | 47.8% |
| J] Information Technology management and services. | 0.3% | 14.6% | 23.3% | 29.6% | 30.9% | 1.3% | 14.9% | 60.5% |
| K] Information and records management. | 0.7% | 13.0% | 41.2% | 27.2% | 14.3% | 3.7% | 13.7% | 41.5% |
| L] Facilities and accommodation standards and services. | 0.3% | 11.0% | 34.9% | 26.6% | 21.6% | 5.7% | 11.3% | 48.2% |
| M] Security management and processes (e.g. info/document & personnel security). | 0.3% | 16.0% | 46.2% | 23.3% | 8.3% | 6.0% | 16.3% | 31.6% |
| N] Access to Information and Privacy management and processes. | 0.7% | 17.3% | 47.8% | 17.6% | 11.3% | 5.3% | 18.0% | 28.9% |
| O] Grants and contributions funding and management processes. | 0.3% | 13.6% | 21.9% | 5.0% | 2.3% | 56.8% | 13.9% | 7.3% |
| P] TB Administrative policy suites, directives and rules. | 0.7% | 13.0% | 47.2% | 17.9% | 6.6% | 14.6% | 13.7% | 24.5% |
| Q] Management and reporting frameworks (e.g. MAF, DPR/DPs, DRFs). | 1.3% | 19.9% | 39.5% | 19.6% | 8.3% | 11.3% | 21.2% | 27.9% |
| R] Communications and Public relations (incl. use of Social Media). | 2% | 27.2% | 38.5% | 15.3% | 6.3% | 10.6% | 29.2% | 21.6% |
| S] Email transformation and government shared platforms (e.g. GConnex GCollab). | 1.3% | 19.3% | 34.2% | 25.3% | 16.0% | 4.0% | 20.6% | 41.3% |
| T] Canada Online and/or "Canada.ca" single website. | 0.3% | 13.6% | 34.6% | 21.9% | 13.3% | 16.3% | 13.9% | 35.2% |
| U] Values, ethics and wrongdoing disclosure. | 3.3% | 30.6% | 46.5% | 8.0% | 3.0% | 8.6% | 33.9% | 11.0% |
| V] Project management. | 0.3% | 17.9% | 48.8% | 13.6% | 4.0% | 15.3% | 18.2% | 17.6% |
| W] Internal audit and audit committees. | 2.0% | 21.6% | 49.2% | 8.0% | 2.3% | 16.9% | 23.6% | 10.3% |
| X] Evaluation and performance/results measurement and reporting. | 1.7% | 26.9% | 39.5% | 17.3% | 6.3% | 8.3% | 28.6% | 23.6% |

Question 10 *In order to evaluate the overall cumulative impacts of public service horizontal management reform initiatives over the last 5 years, please indicate to what extent you agree or disagree with each of the following statements.*

| Overall Impacts of Reforms (n: 301) | Strongly Disagree | Some-what Disagree | Neither Agree or Disagree | Some-what Agree | Strongly Agree | Don't Know or N/A | Positive Answers | Negative Answers |
|---|-------------------|--------------------|---------------------------|-----------------|----------------|-------------------|------------------|------------------|
| A] Overall, recent reforms have positively impacted the work of executives. | 12.9% | 34.5% | 38.5% | 9.3% | 1.3% | 3.3% | 10.6% | 47.4% |
| B] Recent reforms have improved your work productivity (i.e. time spent on direct management/delivery of operations, programs or services). | 19.3% | 43.3% | 26.0% | 7.0% | 1.0% | 3.3% | 8.0% | 62.6% |
| C] Recent reforms have improved the work productivity of your organizational unit or personnel. | 17.3% | 41.8% | 29.1% | 7.3% | 1.0% | 3.3% | 8.3% | 59.1% |
| D] Recent reforms have improved your unit's capacity to deliver its key functions, programs or services. | 16.0% | 40.0% | 32.0% | 9.0% | 0.3% | 2.6% | 9.3% | 56.0% |
| E] Recent reforms have helped improve the quality or outcomes of your unit's functions, programs or services. | 13.7% | 38.4% | 34.4% | 10.3% | 0.3% | 2.6% | 10.6% | 52.1% |
| F] Recent reforms have helped improve your work environment (e.g. morale, work-life balance, participation, inclusiveness). | 20.7% | 35.7% | 24.7% | 13.3% | 2.0% | 3.3% | 15.3% | 56.4% |

Question 11. *Based on your experience and those reforms you are most familiar with, please indicate to what extent you think the public service is effective at managing and implementing its reform agenda and horizontal initiatives, according to the following considerations.*

| Key Considerations (n: 301) | Very Effective | Somewhat Effective | Neither Effective, Ineffective | Somewhat Ineffective | Very Ineffective | Don't Know or N/A | Positive Answers | Negative Answers |
|---|----------------|--------------------|--------------------------------|----------------------|------------------|-------------------|------------------|------------------|
| A] The public service aligns its management reform agenda and initiatives with the priorities of the elected government. | 7.3% | 54.5% | 20.3% | 10.0% | 3.3% | 4.7% | 61.8% | 13.3% |
| B] The public service manages and oversees its overall reform agenda to ensure consistency and coordination between individual initiatives. | 0.7% | 22.9% | 26.6% | 30.2% | 15.3% | 4.3% | 23.6% | 45.5% |
| C] The public service consults and coordinates its reform initiatives with key internal and external stakeholders (e.g. impacted departments, clientele/users, unions). | 2.7% | 31.9% | 26.3% | 21.3% | 11.6% | 6.3% | 34.6% | 32.9% |

| Key Considerations (n: 301) | Very Effective | Somewhat Effective | Neither Effective, Ineffective | Somewhat Ineffective | Very Ineffective | Don't Know or N/A | Positive Answers | Negative Answers |
|--|----------------|--------------------|--------------------------------|----------------------|------------------|-------------------|------------------|------------------|
| D] The public service allows for sufficient capacity and resources to implement reforms, while maintaining ongoing operations, programs and services. | 1.3% | 6.6% | 10.3% | 38.9% | 39.9% | 3.0% | 8.0% | 78.7% |
| E] The roles of central agencies, departments and other key players (e.g. senior chief officers) are well defined to ensure good coordination of horizontal reforms. | 0.0% | 21.9% | 20.9% | 35.2% | 15.3% | 6.6% | 21.9% | 50.5% |
| F] The public service sets clear performance objectives and intended outcomes for reform initiatives, and monitors results accordingly. | 1.0% | 17.6% | 27.9% | 33.2% | 14.6% | 5.7% | 18.6% | 47.8% |
| G] The public service staffs executive positions to ensure the capacity, expertise and stability needed to successfully manage and implement major reforms. | 1.3% | 25.6% | 25.9% | 27.9% | 14.3% | 5.0% | 26.9% | 42.2% |

B.4 BASIC DEMOGRAPHICS

The questions in this section gathered basic demographic information for comparison and analytical purposes.

Questions 13-20. Key Demographic Information

| Demographic Questions (n: 297) | Values | Responses or Percentages |
|---|--|--------------------------|
| Question 13: Please identify your current Department or Agency. | Total Departments or Agencies participating | 46 |
| | Federal Departments (FAA schedule I) | 19 |
| | Divisions or branches of the federal public administration (FAA schedule I.1) | 18 |
| | Departmental corporation (FAA schedule II) | 9 |
| | Number of identified participants from key central or service departments (i.e. TBS, PCO, PSPC, SSC) | n: 48 |
| Question 14: Please identify your current Executive Group and Level (or equivalent) | EX-05 | 2.7% |
| | EX-04 | 5.7% |
| | EX-03 | 22.2% |
| | EX-02 | 21.9% |
| | EX-01 | 44.1% |
| | DM 01 to 03 | 0.3% |
| | Others | 3.0% |
| Question 15: For how many years have you been a Federal Public Service Executive ? (EX classification, equivalent or above). | Less than 2 years | 6.7% |
| | 2 to 5 years | 22.6% |
| | 5 to 10 years | 30.0% |
| | More than 10 years | 40.7% |

| Demographic Questions (n: 297) | Values | Responses or Percentages |
|--|--|--------------------------|
| Question 16: For how many years have you occupied your current position ? | Less than 2 years | 40.1% |
| | 2 to 5 years | 44.1% |
| | 5 to 10 years | 13.1% |
| | More than 10 years | 2.7% |
| Question 17: In the last 5 years, what type of departmental function or organizational unit did you primarily manage ? Note: multiple choices allowed (total exceeds 100%). | Program or Service Delivery | 61.3% |
| | Strategic Policy and/or Planning. | 31.6% |
| | Corporate Services (e.g. Finance, HR, Procurement, Facilities, IM/IT, Legal, etc.) | 32.0% |
| | DMO, Associate DMO, Corporate Secretariat. | 4.7% |
| | Internal Audit, Evaluation or Performance Measurement and Reporting. | 8.4% |
| | International Affairs. | 8.1% |
| | Communications, Public Affairs, Marketing. | 4.7% |
| | Others | 2.4% |
| Question 18: In the last 5 years, in which of your department or agency's offices were you primarily located ? Note: multiple choices allowed (total exceeds 100%). | National Capital Region (NCR). | 84.2% |
| | Headquarters outside of the NCR. | 3.7% |
| | Regional or local offices. | 14.8% |
| | International offices. | 5.4% |
| | Others | 0.7% |
| Question 19: How many executive positions (including acting positions) have you held in the last 5 years ? | One | 19.9% |
| | Two | 51.5% |
| | Three | 22.9% |
| | Four or More | 5.7% |
| Question 20: Did you participate in the 2017 "Executive Work and Health Survey" conducted by APEX. | Yes | 74.1% |
| | No | 22.2% |
| | Not applicable or don't know | 3.7% |

B.5 METHODOLOGY AND STATISTICAL ANALYSIS

SURVEY APPROACH AND METHODOLOGY

A number of activities were undertaken to ensure the control and quality of the survey's different steps and information, in support of this report, including survey design, translation, collection, review and analysis. The most significant are briefly outlined in this sub-section.

- The survey design was elaborated with the assistance of a few selected colleagues, including both professors and fellows at the Graduate School of Public and International Affairs, and public service executive colleagues in the internal audit and evaluation communities. In addition, advice was sought from managers at Statistics Canada on the overall approach, and the director of the University of Ottawa's Office of Research Ethics and Integrity was consulted to ensure the survey adhered to the University's requirements.
- Senior federal public service officials were advised of the survey and their advice solicited. This included senior representatives from the Office of the Comptroller General and the

Office of the Chief Human Resources Officer (Treasury Board Secretariat), and from the Public Service Renewal Secretariat (Privy Council Office). As well, the Association of Professional Executives of the Public Service of Canada (APEX) provided advice.

- As summarized in the Context section, the survey's sample and launch included the following elements:
 - ✓ The survey was launched via APEX's November 2018 Newsletter sent to all executives;
 - ✓ The survey was promoted via a blog on the "Executive Corner" of the CGconnex government collaboration platform;
 - ✓ Individual email invitations and reminders were also sent to a sub-sample of approximately 1,300 executives selected at random from 19 large federal departments.
- The survey's sample is essentially "volunteer-based", as participants basically self-selected by choosing to respond. As a result, the sample cannot be considered to be fully random because of a likely element of volunteer-bias³⁴. Accordingly, a statistical confidence or credibility interval cannot be properly established for such a sample, and caution was exercised not to improperly infer conclusions about the entire population of executives. Unless otherwise noted, this report referred to executives as the respondents to the survey.
- The survey was conducted on a volunteer and confidential basis using the University's endorsed survey platform, and its data hosted on Canadian servers. The survey questionnaire was offered in French and English, and took an average of 16 minutes to complete.
- In total, 353 executives responded to the survey and, of those, 84% fully completed the survey by answering all required questions. Statistical analysis revealed no significant differences between the responses of the partially completed and fully completed groups³⁵.
- The survey was in part intended to explore further some of the work-related questions of APEX's 2017 "Executive Work and Health Survey". Six questions³⁶ were repeated from APEX's much broader-based survey,³⁷ and results were very comparable (refer to Table 1. and Exhibit 2.). In addition, there were no statistically significant differences in the majority of the survey's results, between the executives who reported participating in the previous 2017 APEX Survey and those who reported not having participated³⁸. This helped corroborate to a greater degree the reliability of the current survey's results.
- Before conducting analyses of the survey results, all responses were reviewed individually to ensure there were no inappropriate or spurious responses, and also to identify any required reclassifications related to the demographic data (questions 13-20).

34 Refer for instance to Statistics Canada's web-site document "Non-probability sampling"

(<https://www150.statcan.gc.ca/n1/edu/power-pouvoir/ch13/nonprob/5214898-eng.htm>, as of April 16, 2019)

35 Based on independent samples t-tests of completed and partial responses against 5 fully completed key survey questions and associated sub-questions (significance 95%). See page 53.

36 Refers to survey question 1 (number of hours worked) and question 2 (agreement with 5 key statements).

37 APEX's 2017 "Executive Work and Health Survey" reported that 3,075 executives responded to their survey, which constituted a 48% response rate (2017 Results, 5th Edition, January 2018, page 4).

38 Based on independent samples t-tests of APEX 2017 Survey participants and non-participants, against this survey's 72 sub-questions (significance 95%). See page 54.

- The survey results were compiled anonymously through the survey software, and analysed using a standard statistical software package. The answers to various questions were reclassified, or rescaled, to allow for the analyses to yield more significant results across a smaller number of more distinctly different values, and for the corresponding exhibits to be more easily interpreted (as described in prior footnotes). The following table provides a summary of the reclassifications done for statistical analysis purposes.

| Survey Questions | Questions' Initial Scales (original values) | Simplified Scales for Analysis (regrouped values) |
|----------------------|--|---|
| Question 2 A) to E] | 1 Strongly Disagree; 2 Disagree; 3 Neither Agree or Disagree; 4 Agree; 5 Strongly Agree | 1-2 Disagree; 3 Neutral; 4-5 Agree |
| Question 3 A) to D] | 1 Greatly Increased; 2 Increased Somewhat; 3 Stable - No Major Changes; 4 Decreased Somewhat; 5 Greatly Decreased | 1-2 Increase; 3 Neutral; 4-5 Decrease |
| Question 4 A) to M] | 1 Increased Greatly; 2 Increased Somewhat; 3 Relatively Stable; 4 Decreased Somewhat; 5 Decreased Greatly; 6 Not applicable or Don't Know | 1-2 Increase; 3 Neutral; 4-5 Decrease; 6 Not Applicable |
| Question 6 A) to H] | 1 Very Important; 2 Important; 3 Somewhat Important; 4 Not Very Important; 5 Not At All Important; 6 Don't Know | 1-3 Important; 4-5 Unimportant; 6 Don't Know |
| Question 8 A) to X] | 1 Much Improved; 2 Somewhat Improved; 3 No Clear Change or Mixed Results; 4 Somewhat Worsened; 5 Much Worsened; 6 Don't Know or Not Applicable | 1-2 Improved; 3 Neutral; 4-5 Worsened; 6 Not Applicable |
| Question 10 A) to F] | 1 Strongly Disagree; 2 Somewhat Disagree; 3 Neither Agree or Disagree; 4 Somewhat Agree; 5 Strongly Agree; 6 Don't Know or Not Applicable | 1-2 Disagree; 3 Neutral; 4-5 Agree; 6 Not Applicable |
| Question 11 A) to G] | 1 Very Effective; 2 Somewhat Effective; 3 Neither Effective or Ineffective; 4 Somewhat Ineffective; 5 Very Ineffective; 6 Don't Know or Not Applicable | 1-2 Effective; 3 Neutral; 4-5 Ineffective; 6 Not Applicable |

- A similar approach was used for some of the demographic data, in order to ensure each demographic group was large enough to yield significant test results. This included:
 - ✓ Question 13: The executives' current departments were reclassified into 2 groups, either key central and service departments, and other departments or agencies. The key central and service departments group included the Treasury Board Secretariat (TBS), the Privy Council Office (PCO), Public Services and Procurement Canada (PSPC), and Shared Services Canada (SSC).
 - ✓ Question 14: The executive levels combined Deputy Ministers, EX5s, EX4s and GC07 together in a single senior executive group. The very few executives classified as LC, PCX, or MGT/RLE were combined with the very much larger EX1 group.
 - ✓ Question 18: The locations at which the executives worked in the last five years was reclassified as either being in the National Capital Region (NCR) or Outside the NCR.
- The statistical analyses performed on the survey results were basically of two types. First, in order to determine if respondents' different demographic characteristics had significant impacts or relationships with the results reported, independent T-tests or variance analysis tests (one-way ANOVA) were performed, depending on the number of groups involved. Secondly, in order to determine if and how the results of different survey questions were

correlated to one another, Pearson correlation analysis was also performed. The conclusions of these analyses are presented in the next two sub-sections.

This report was finalized with the benefits of much appreciated comments and advice from professors and fellows at the Graduate School of Public and International Affairs. However, any possible omission or inaccuracy remains entirely the responsibility of the author.

T-TESTS AND ANOVA RESULTS

A statistical package was used to conduct several independent samples T-tests and one-way variance analyses (ANOVA) to compare key demographic characteristics (questions 13 to 16, 18 and 19) against all main survey questions (questions 1 to 4, 6, 8, 10 and 11). Question 1 was tested with the data being unedited, while other survey questions were tested using the rescaled responses described above. More specifically, the following were conducted:

- Two T-tests were completed: one for those in key central or service departments compared with those in other departments (question 13), and one for those primarily working in the NCR compared to those working outside the NCR (question 18)³⁹. Both based on a 95% significance level (or sig.<0.05);
- One-way ANOVA tests were completed for the other demographic questions (i.e. questions 14, 15, 16, and 19) and also based on a 95% significance level (sig.<0.05).

Both the T-tests and ANOVA serve to test whether there is a statistically significant variance or difference in the means of two or more groups⁴⁰. The following tables, organized by the survey's main questions, outlines the results of those analyses. Specifically, each table presents the demographic factors (independent variable) that have a significant relation or influence on the results of the question or its sub-components (dependent variable), along with a brief description of the nature of the differences in results.

Question 1. *Average number of hours normally worked per week*

Summary of Demographic Factors Significantly Impacting Results

| Key Demographic Factors | Question's Impacted Results: | Sig. < 0.05 | Nature of Significant Differences in Mean Results of Demographic Groups |
|--|------------------------------|-------------|--|
| Executive Levels Question 14. | Average Hours Worked | 0.000 | Average hours increase with increase in executive levels (See also Table 1.). |
| Years as a Public Service Executive Question 15. | Average Hours Worked | 0.006 | Average hours increased with increase in years as executives, but executive of 2-5 years and 5-10 years have similar mean hours. |

39 Levene's test for equality of variances (significance 95%) was first used to determine whether equal variances was a valid assumption for each sub-question, and the proper T-test used accordingly.

40 The null hypothesis is that there are no statistically significant differences between the means of the demographic groups being tested (independent variables) with respect to the survey's sub-question results (dependent variables). Where "sig" is <0.05, the hypothesis is rejected as there is sufficient evidence to suggest that the means are different.

Question 2. Extent agree or disagree with key statements

Summary of Demographic Factors Significantly Impacting Results

| Key Demographic Factors | Question's Impacted Results: Key Statements | Sig. < 0.05 | Nature of Significant Differences in Mean Results of Demographic Groups |
|--|---|-------------|--|
| Years as a Public Service Executive Question 15. | 2D] Tools and Technology Available | 0.010 | Executives of more than 5 years disagreed more, than executives of less than 5 years. |
| Years in Current Position - Question 16. | 2E] Well Versed in Managing Diverse Workforce | 0.004 | Executives more than 10 years in position disagreed more, executives 5-10 years agreed more. |

Question 3. Indicate if your workload in four types of activities increased or decreased

Summary of Demographic Factors Significantly Impacting Results

| Key Demographic Factors | Question's Impacted Results: Types of Activities | Sig. < 0.05 | Nature of Significant Differences in Mean Results of Demographic Groups |
|-------------------------------|--|-------------|---|
| Executive Levels Question 14. | 3C] Administration Activities | .040 | More EX1-2 indicate increase than EX3-5. |

Question 4. Extent your work and the work of your unit have changed under key areas

Summary of Demographic Factors Significantly Impacting Results

| Key Demographic Factors | Question's Impacted Results: Key Areas | Sig. < 0.05 | Nature of Significant Differences in Mean Results of Demographic Groups |
|--|---|-------------|--|
| Executive Levels Question 14. | 4F] Executive Productivity | 0.001 | More EX3-5 indicate increases than EX1-2. |
| | 4H] Admin and Clerical Work | 0.003 | More EX1-2 indicate increases than EX3-5. |
| | 4K] Strategic Issues, Innovation | 0.021 | The lower the EX level, the more decrease noted. |
| | 4M] Quality / Relevance | 0.002 | More EX3-5 indicate increases than EX1-2. |
| Key Central or Service Departments Question 13. | 4A] Number Work Hours | 0.044 | Less key depts. indicate increases than other depts. |
| | 4B] Employee Direct Reports | 0.040 | Less key depts. indicate increases than other depts. |
| Years as a Public Service Executive Question 15. | 4F] Executive Productivity | 0.001 | Exec. of 2-10 years noted less increases than newer and older exec. (of less 2 years or more than 10). |
| | 4G] Unit Productivity | 0.012 | More exec. of 5 years or more note increases. |
| | 4 I] Effectiveness of Admin. processes, systems | 0.000 | More exec. of 2-10 years note decreases than new/older exec. (less 2 years or more than 10). |
| Years in Current Position - Question 16. | 4J] Effectiveness of Delegated Authority | 0.045 | More exec. with 5-10 years noted decreases. |
| | 4K] Strategic Issues, Innovation | 0.042 | More exec. with 5-10 years noted decreases. |
| Work Locations Question 18. | 4F] Executive Productivity | 0.038 | Executives outside the NCR noted lower increase. |
| | 4H] Admin and Clerical Work | 0.008 | Executives outside the NCR noted greater increase. |

Question 6. Importance of broad factors in driving significant changes in your work

Summary of Demographic Factors Significantly Impacting Results

| Key Demographic Factors | Question's Impacted Results: Broad Factors | Sig. < 0.05 | Nature of Significant Differences in Means Results of Demographic Groups |
|-------------------------------|---|-------------|--|
| Executive Levels Question 14. | 6B] Canada's Economic and Financial Situation | 0.004 | Noted importance increases as EX level increases. |
| | 6C] Canadian Demographics | 0.047 | Noted importance increases as EX level increases. |

| Key Demographic Factors | Question's Impacted Results: Broad Factors | Sig. < 0.05 | Nature of Significant Differences in Means Results of Demographic Groups |
|---|---|-------------|---|
| Years in Current Position - Question 16. | 6A] International Trends, Events and Context | 0.019 | Noted importance decreases with increase of years in position. |
| | 6B] Canada's Economic and Financial Situation | 0.006 | EXs with more than 10 years in position indicated less important. |
| | 6C] Canadian Demographics | 0.000 | Noted importance decreases with increase of years in position. |
| | 6D] Demographics and Nature of Labor-Force | 0.004 | Noted importance decreases with increase of years in position. |
| Number of Positions held in Last 5 Years Question 19. | 6D] Demographics and Nature of Labor-Force | 0.014 | Importance generally increases with number of positions held, except a bit lower for 3 positions. |
| | 6E] Communications and Social Media | 0.035 | Noted importance increases with number of positions held. |

Question 8. Effectiveness and efficiency of general functional areas improved or worsened

Summary of Demographic Factors Significantly Impacting Results

| Key Demographic Factors | Question's Impacted Results: General Functional Areas | Sig. < 0.05 | Nature of Significant Differences in Mean Results of Demographic Groups |
|---|---|-------------|---|
| Key Central or Service Departments Question 13. | 8A] TB Submission and MCs | 0.036 | Key departments noted area worsened less. |
| | 8D] Procurement | 0.008 | Key departments noted area worsened less. |
| | 8E] Expenditure Management | 0.043 | Key departments noted area worsened more. |
| | 8J] IT Management / Services | 0.031 | Key departments noted area worsened less. |
| | 8K] Info / Records Management | 0.006 | Key departments noted area worsened less. |
| Executive Levels Question 14. | 8A] TB Submission and MCs | 0.008 | Noted worsening decreases as EX level increases. |
| | 8M] Security Management | 0.025 | Noted worsening decreases as EX level increases. |
| | 8N] Access to Info and Privacy | 0.007 | Noted worsening decreases as EX level increases. |
| | 8O] Grants and Contributions | 0.001 | Noted improvements increase as EX level increases. |
| | 8U] Values, Ethics, Wrongdoing | 0.035 | Noted improvements increase as EX level increases. |
| | 8W] Internal Audit, and Audit Committees | 0.004 | Noted improvements increase as EX level increases. |
| Years as a Public Service Executive Question 15. | 8B] Regulatory Development | 0.001 | New EXs (< 2 years) noted area less worsened, EXs of 5-10 years noted area more worsened. |
| | 8O] Grants and Contributions | 0.027 | New EXs (< 2 years) noted less improvement, EXs of 5-10 years noted more improvement. |
| Years in Current Position - Question 16. | 8Q] Management / Reporting Frameworks | 0.045 | Noted worsening increases as years in position increases. |
| Work Locations Question 18. | 8A] TB Submission and MCs | 0.042 | Increased worsening for executives outside NCR. |
| | 8Q] Management / Reporting Frameworks | 0.032 | Increased worsening for executives outside NCR. |
| | 8R] Communications, Public Relations (Social Media) | 0.034 | Increased improvement for executives outside NCR. |
| | 8V] Project Management | 0.032 | Increased worsening for executives outside NCR. |
| Number of Positions held in Last 5 Years Question 19. | 8B] Regulatory Development | 0.007 | Noted worsening increases as number of positions held increases. |

Question 10. Extent of agreement with statements on the overall cumulative impacts of reforms

Summary of Demographic Factors Significantly Impacting Results

| Key Demographic Factors | Question's Impacted Results: Key Statements | Sig. < 0.05 | Nature of Significant Differences in Mean Results of Demographic Groups |
|---|---|-------------|---|
| Years as a Public Service Executive Question 15. | 10A] Positive Impact on Work | 0.020 | New executives (< 2 years) disagreed less, executives of 5-10 years disagreed more. |
| | 10B] Improved Your Productivity | 0.000 | Executives of less than 5 years disagreed less, executives of 5-10 years disagreed more. |
| | 10C] Improved Unit Productivity | 0.000 | Executives of less than 5 years disagreed less, executives of 5-10 years disagreed more. |
| | 10D] Improved Capacity to Deliver | 0.000 | Executives of less than 5 years disagreed less, executives of 5-10 years disagreed more. |
| | 10E] Improved Quality of Outcomes | 0.000 | Executives of less than 5 years disagreed less, executives of 5-10 years disagreed more. |
| | 10F] Improved Work Environment | 0.001 | Executives of less than 5 years disagreed less, executives of more than 5 years disagreed more. |
| Years in Current Position - Question 16. | 10C] Improved Unit Productivity | 0.004 | Executives 2-5 years in position disagree less, executives more than 5 years disagree more. |
| | 10D] Improved Capacity to Deliver | 0.004 | Executives 2-5 years in position disagree less, executives more than 5 years disagree more. |
| | 10E] Improved Quality of Outcomes | 0.035 | Executives 2-5 years in position disagree less, executives more than 5 years disagree more. |
| | 10F] Improved Work Environment | 0.045 | Executives 2-5 years in position disagree less, executives more than 5 years disagree more. |

Question 11. Extent the public service (PS) is effective at managing and implementing reforms

Summary of Demographic Factors Significantly Impacting Results

| Key Demographic Factors | Question's Impacted Results: Key Management Criteria | Sig. < 0.05 | Nature of Significant Differences in Mean Results of Demographic Groups |
|--|--|-------------|---|
| Years as a Public Service Executive Question 15. | 11B] Oversees and Coordinates its Overall Reform Agenda | 0.026 | Executives of 2-5 years noted PS less ineffective, executives of 5-10 years indicated more ineffective. |
| | 11C] Consults and Coordinates with Key Stakeholders | 0.034 | Increasing ineffectiveness noted as years as executive increase, except for executives of 10+ years. |
| | 11F] Sets Performance Objectives and Monitors Results | 0.026 | Increasing ineffectiveness noted as years as executive increase, except for executives of 10+ years. |
| Years in Current Position - Question 16. | 11G] Staffs EX positions for Capacity, Expertise & Stability | 0.009 | New executives (< 2 years) noted PS less ineffective, exec of 10+ years noted more ineffective. |
| Work Locations Question 18. | 11E] Roles of central agencies, departments and others | 0.044 | Executives in the NCR noted more ineffective. |
| Number of Positions held in Last 5 Years Question 19. | 11C] Consults and Coordinates with Key Stakeholders | 0.015 | Executives who held 3 positions noted more ineffective; more effective if held 4 or more positions. |

In addition to the analyses summarized above, two other statistical tests were performed:

- A test was conducted on the completion status of executives' answers of the survey. The executives' responses were grouped as either complete or incomplete, depending on whether they answered all required (mandatory) questions in all sections. Both the complete and incomplete groups responded fully to five questions (i.e. questions 1, 2, 3, 4 and 6), which were used for the T-test. The T-test did not yield significant results, indicating that those

who did not fully complete the entire survey did not differ significantly in their responses, and accordingly there were no impediments to including the entire surveyed population as part of the results.

- A T-test was done to compare those who had previously participated in APEX's 2017 executive survey, with those that had not (demographic question 20). Only four sub-questions,⁴¹ out of a total of 72, presented significant differences in the means of these two groups. In addition, six questions were included in this survey which were identical to APEX's 2017 survey, and both surveys displayed very similar results as described previously (see Table 1. and Exhibit 2.). These considerations suggest that, overall, this survey's sample is robust and consistent with the APEX's much broader sample.

CORRELATION RESULTS

- Correlation coefficients were calculated comparing all sub-questions for the survey's main questions 1, 2, 3, 4, 6, 8, 10, and 11. The strength of the association was classified as small for coefficients whose absolute value was between 0.1 to 0.3, medium if it was between 0.3 and 0.5, and large if it was above 0.5. Only 18 correlation coefficients were large, all of which were significant (95% significance) and positive. There were correlations between:
 - ✓ Questions 3A and 4K: Changes in strategic direction and innovation activities, and changes in productivity as an executive;
 - ✓ Questions 4E and 4F: Changes in the work productivity of your unit, and changes in productivity as an executive; and,
 - ✓ Questions 6C and 6D: Importance of demographics of the Canadian population as a driver of change, and importance of the demographics and nature of the labor force.
- More notable, all of the sub-questions of question 10 were strongly, significantly, and positively correlated. Accordingly, if an executive felt overall positive or negative about recent reforms' impact on one aspect of their job, he/she likely also felt the same way about other aspects. This may also suggest that reforms may be affecting some people in entirely positive ways and others in an entirely negative manner.

41 The 4 sub-questions for which the T-test identified significant differences (95% significance) in the mean of the groups who participated or did not participate in the 2017 APEX survey were: 6A (international trends as driver of change), 6G (government priorities and organization as driver of change), 8B (regulatory development and management as area improved or not), and 8S (Email transformation and shared platforms as area improved or not).

ANNEXE C. ACKNOWLEDGMENTS

I am beholden to many for having been provided the rare opportunity to step-out of my prior responsibilities and conduct research on an important and complex topic, and one with potentially unpopular ramifications. This reflects well on the willingness of the public service to look at itself objectively, to learn and improve.

Foremost, I am grateful for the excellent support of my deputy ministers and of the Canada School of the Public Service, without which this project would not have been possible.

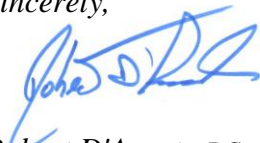
I also hereby express my warm appreciation to the many executives who took the time to reply to this survey, despite it being a voluntary task amid their busy schedules and more important priorities. In my view, this is typical of the dedication and generosity of the public service's executive cadre.

I wish to formally acknowledge and express my thanks to the numerous individuals and groups who provided advice and support, including:

- The Director of the Graduate School of Public and International Affairs – Mr. Gilles Breton – as well as the School's professors and senior fellows and particularly Mr. Patrick Leblond, Ms. Catherine Liston-Heyes, Mr. Luc Bernier and Mr. James Mitchell.*
- The various senior government officials consulted, including at the Privy Council Office, the Treasury Board Secretariat, Statistics Canada, as well as colleagues in the audit and evaluation communities.*
- The Association of Professional Executives of the Public Service of Canada.*
- The University of Ottawa's Centre on Public Management and Policy.*
- Students who provided helpful assistance with the compilation and analysis of survey results, namely Ms. Chloe Konzam and Ms. Alison Cane.*

While this report reflects the candid views of the executives surveyed, it is essential to maintain proper perspectives and recognize the strengths and many valuable accomplishments of the Canadian public service, including in areas of management reforms. Which is why I am confident the results of this survey will be thoughtfully considered and may help us progress further. To quote a participant: "It is an honor to serve Canadians and I know we can do ever better!"

Sincerely,



*Robert D'Aoust, BCom. MBA, CPA-CA
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