

Human Resources Management Plan for 2004-2007

Taking charge of the future of our public service




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AMONG
THE **BEST**

JUNE 2004

Modernizing the State

Promoting quality services
to the population

Québec 

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Message from the Chair of the Conseil du trésor



The process of modernizing the Québec State has begun. Achieving this goal will rely primarily on the staff of the public service, which will be the principal architect of what we build.

The Québec State is, first and foremost, the thousands of men and women who, with dedication and professionalism, deliver public services. The Quiet Revolution's first achievement was to establish an upright public service dedicated to the public good. Due to the public service's expertise, we are the equal of any developed country, and it is on this foundation that we will build the modern State Quebecers are entitled to.

*Accordingly, one component of the **2004-2007 Modernization Plan I** released on May 5 is dedicated entirely to human resources.*

*The **Human Resources Management Plan**, that I am now undertaking to implement, has one clear goal: To improve the quality of services for the public.*

Focus on people

*To achieve this, we will focus on **people** first. Public service personnel must have all the tools they need to meet the challenge facing them. Managers at all levels must also be able to achieve the objectives entrusted to them.*

*Therefore, the **Human Resources Management Plan** features a series of initiatives that will enable government employees to adapt to the coming changes. Redeployment of personnel will be supported and coached. Funds have already been mobilized to increase training. The human resources management organization will be streamlined and improved. Specific efforts will be undertaken immediately to provide for the succession, facilitate hiring, and enable the transfer of knowledge. The specific realities of each department and agency will be taken into consideration.*

The State as Employer

*The **Human Resources Management Plan** will also allow the State to shoulder the responsibilities that are incumbent on it as an employer. We must better define needs and resources, and plan how they will evolve with greater accuracy. We must improve the way we manage competencies, make job structure more flexible, and bolster accountability.*

These responsibilities will be fulfilled even more successfully because they will rely on a stronger partnership with employee representatives: this is a challenge we must meet together, since we will all come out winners.

Consistency and transparency

*Built on these two pillars, the **Human Resources Management Plan** illustrates the approach I have, on behalf of the government, favoured for the last year in this major undertaking to modernize the State: we are proceeding in a consistent, ordered fashion, privileging transparency and putting people first.*

This action plan clearly sets out the target objectives, and the chosen approaches for achieving them. It establishes the tools and resources public service personnel will be able to rely on to meet the coming challenges. It frames the pending retirement of a substantial number of employees by enabling us to use this unique opportunity to renew the public service, and ease the burden of the State on the economy.

*Most importantly, the **Human Resources Management Plan** demonstrates to our fellow citizens that we are taking the steps required to ensure that, in the long run, an enhanced public service will deliver better services, worthy of the modern State we want to build.*

Chair of the Conseil du trésor and
Minister responsible for Government
Administration



Monique Jérôme-Forget

Contents

Human resources management, at the hub of modernizing the State	1
Chapter 1 -- Focus on people	7
1.1 Give employees the tools they need	10
1.2 Support government managers.....	23
1.3 Review the way the human resources management function is organized	27
1.4 Renew the normative framework.....	30
Chapter 2 -- Workforce planning	33
2.1 Define needs and resources.....	36
2.2 Improve competency management	38
2.3 Implement a flexible, adapted job structure	39
Conclusion – An energizing challenge	41
Appendix – Summary of measures	45

Human resources management, at the hub of modernizing the State

The goal: improve services to the population, make them more efficient and effective

With its **Human Resources Management Plan**, the government is striving to achieve an objective, an objective whose purpose is identical to that of modernizing the State: we must succeed in improving services to citizens by making them more efficient and effective.

The modernization effort cannot succeed unless it relies primarily on those who deliver services to the public — particularly the public service. The **Human Resources Management Plan** thus constitutes the first stage in implementing the *Modernization Plan* ⁽¹⁾ for the Québec State, of which it is a strategic component.

Coming changes

The goal of the action plan is to support government employees through the changes to come, and ensure the State as employer shoulders its responsibilities fully.

Government employees are already experiencing changes in their work environment; such changes will expand over the next few years.

- ◆ We are seeing a transformation in the workforce and competencies required. The needs to be filled and new ways of doing things require increased versatility and diversified competencies.
- ◆ The transformation must be combined by increased mobility, both within a given team and between departments and agencies. Employee statuses will diversify so as to respond better to the new realities. There could be exchanges of services, even outside the governmental framework. We must make it possible for interested retired employees to be rehired periodically, in accordance with the rules established.

(1) Modernizing the State: Promoting quality services to the population: Modernization Plan 2004-2007. Québec: Secrétariat du Conseil du trésor, 2004. XIII, 101 p.

- ◆ Implementation of government on-line and creation of Services Québec will result in defining new ways to handle delivery of services to the population. Government employees will have to master these new technologies and ways of doing things.

The purpose of the **Human Resources Management Plan** is to provide government employees with the tools they need to play a full role in the ongoing modernization process, and thus create the future of the public service.

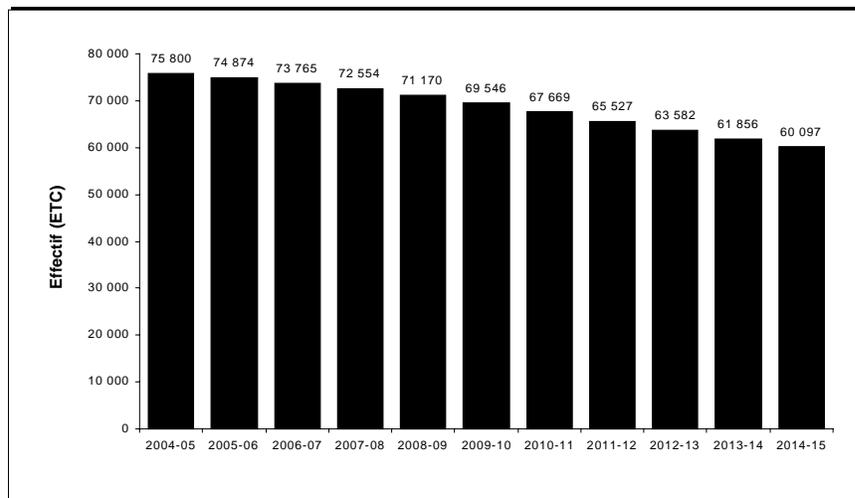
Renewing and downsizing the public service

Globally, Québec's public service will, over the next ten years, experience massive retirements, which is a major challenge in and of itself. The departures will also provide a unique opportunity to transform the characteristics of the workforce, rejuvenate it, and render it more diverse.

In the *2004-2007 Modernization Plan*, the government announced the target it has set for the size of the public service.

- ◆ Between 2004 and 2014, the government will recruit approximately 16,000 new regular employees. That is, 2000 employees more than the number of new hires done over the last ten years.
- ◆ Due to mass retirements, however, the large-scale recruitment will be accompanied by a reduction in the overall size of the public service. According to current projections, there should be a decrease of 20% in the total staff of the public service by 2014, from 76,000 to 60,000 persons (FTE) ⁽²⁾ over ten years.

GRAPH 1 Staff of Québec's public service, 2004-2014



Source: Secretariat of the Conseil du trésor. *Prévision de l'effectif total de la fonction publique*. April 2004.

⁽²⁾ Full-time equivalent.

- ◆ The government will therefore make use of the phenomenon of attrition to at once accelerate the hiring of new resources and reduce the size of government.
- ◆ Overall, only half of retiring regular employees will be in effect replaced. This target will be modulated according to needs, and will be applied in step with retirements: according to current projections, the number will increase from 1,400 in 2004-2005 to over 3,200 in 2010-2011, the year in which the largest number of departures is expected.

The public service will therefore experience a profound upheaval over the next ten years. The departure and arrival of a large number of employees will allow the workforce to be tailored to the population's new needs, further diversify hiring and remodel work teams. We must ensure the transfer of knowledge and expertise, and define flexible, tailored succession modes, while maintaining continuity of services to the public under all circumstances. The **Human Resources Management Plan** puts the measures required to achieve this into place.

Priorities for action

The **Human Resources Management Plan** identifies the means the government has mobilized to modernize the State – and achieve the allied improvements in services to the public – by focusing these means on two priorities.

- ◆ The government intends to **focus on people**, meaning that resources will be freed up and initiatives will be implemented to provide personnel and managers with the tools they need to carry out the required changes.

- ◆ Simultaneously, the government will shoulder its responsibilities as an employer by **planning the workforce** on which the Québec State depends. This planning process will, in particular, enable future needs and the resources required to meet them to be defined more clearly.

CHAPTER 1

Focus on people

1 Focus on people

With the **Human Resources Management Plan** it is implementing, the government intends to **focus on people** first.

To this end, the government is taking action in four areas:

- ◆ Tools have been defined for **personnel** to enable staff to deal with the coming changes.
- ◆ Initiatives have been undertaken for **government managers**.
- ◆ The way in which **human resources management is organized** will be thoroughly overhauled.
- ◆ The government is announcing its intention of renewing the current **normative framework**.

1.1 Give employees the tools they need

Enable people to develop their competencies

To accomplish its mission, the State must be able to rely on motivated, mobilized, competent personnel. The government therefore intends to make public service training and development the priority.

Three series of initiatives have been undertaken to ensure the development of employee competencies.

- ◆ Departments and agencies must develop and implement **multi-year competency development plans** which include such things as training activities and departmental and interdepartmental internships. These plans will be framed from a career development perspective. They will target sectors that are considered vulnerable in the framework of workforce planning.
- ◆ **Institutional requalification programs** will be implemented. They will help increase the staff's versatility and mobility. Two types of customized training programs will be developed – a short program lasting as much as two months, and a long program lasting as much as six months. They will be designed for personnel designated as surplus to help them acquire new competencies.
- ◆ The government is allocating an **institutional budget of 3 million dollars** to training and development. The budget will, among other things, be dedicated to requalification programs. If it proves necessary, it could be adjusted during the *Modernization Plan 2004-2007* application period.

Ensure the transfer of knowledge and expertise

Over the next ten years, a large number of employees will be retiring from Québec's public service. It is crucial that we begin now to set up mechanisms for ensuring the transfer of knowledge and expertise, both to maintain the competencies level and facilitate the integration of new employees.

Two of these mechanisms have been entrusted to the departments and agencies directly.

- ◆ Departments and agencies must define a **knowledge and expertise transfer strategy**.

The strategy will apply to positions deemed vulnerable during the workforce planning exercise. It will plan for use of transfer mechanisms such as:

- Written documentation of practices and knowledge
 - Online training
 - Use of external resources
 - Person-to-person transfer, via coaching and mentoring, for example
- ◆ Departments and agencies will formally recognize the time given to activities associated with knowledge transfer by, among other things, including these activities among the duties of the people thus called upon.

Moreover, the Secrétariat du Conseil du trésor is mandated to implement the following initiatives.

- ◆ The Secrétariat du Conseil du trésor will define the government's orientations for the transfer of knowledge and expertise.
- ◆ The Secrétariat will support department and agency coaching and mentorship efforts by placing at their disposal:
 - Transfer reference guides
 - Training sessions dealing with coaching and mentoring
 - Consulting services on the development of transfer strategies
- ◆ The Secrétariat du Conseil du trésor will make managers aware of the importance of creating these mechanisms so that they can appropriate the approach, become agents for its success and valorize the people called upon to contribute.
- ◆ The Secrétariat will facilitate recourse to measures such as drawing upon public service retirees where necessary to pursue the transfer of knowledge and expertise.

Offer employees attractive career opportunities

Quality challenges, stimulating jobs, and career opportunities are among the things that characterize an employer of choice. Such employers thus enable people to develop, putting their talent and potential to work for the organization throughout their career.

The Secrétariat du Conseil du trésor, together with the departments and agencies, is implementing the following measures to plan and support career management within the public service.

- ◆ Departmental and interdepartmental **standard career paths** will be defined and disseminated to encourage staff mobility and versatility. For example, a financial management officer could pursue a career within the financial and fiscal administration services job family. A computer analyst would have career prospects in the information and communications technology services job family.
- ◆ **Employees** will be encouraged to pursue their training and invest in their careers by using the various means at their disposal such as development and training programs suited to their functions and interests.
- ◆ **Managers** will have to place a great deal of importance on their employees' career plans and the means of achieving them through training and coaching activities or internships.
- ◆ Job opportunities will be fully **advertised**, to promote interdepartmental mobility.
- ◆ Mechanisms will be instituted to foster **mobility** between departments and agencies, the networks and the various tiers of government (e.g., between the public service and the health network).

The Secrétariat du Conseil du trésor will support the departments and agencies, particularly with regard to standard interdepartmental career paths.

The departments and agencies will be able to create a personnel career management strategy that is modulated according to the priorities that emerge from workforce planning, reassignment needs and competency management.

Recognize and value employees' contribution

Québec's public service is a quality public service whose members have proven their commitment to the public good. However, we must acknowledge that the public service's image is insufficiently valorized, and that the contribution government employees make to the community should receive more recognition.

One component of the **Human Resources Management Plan** is thus explicitly focused on recognizing and valuing employees' contribution.

The Secrétariat du Conseil du trésor will implement a variety of measures for valorizing the work of government employees in all job categories and at all levels. Overall, this will be expressed by introducing a **culture of recognition** into daily practice which will go a long way toward making the public service an employer that cares about its employees.

Departments and agencies must also reaffirm the concern for recognizing and valuing employees in managing their human resources.

- ◆ Departments and agencies will create a process and measures for recognizing people, work practices, and results. This process will be a central part of integrated human resources management.
- ◆ The concern for recognizing and valuing employees' contribution will become highly meaningful during the yearly performance evaluation exercise, when career prospects are defined.

Overall, the recognition of employees' contribution cannot be dissociated from the modernization of the State. The changes now underway and those to come, along with the implied organizational modifications, can only be implemented if the employees appropriate and foster them fully.

For the government, it is thus essential that public service employees make the project of modernizing the State their own.

Each year, the Minister responsible for Government Administration will give an **award for excellence** to employees or work teams that have made outstanding contributions in terms of excellence and innovation.

Continue workforce renewal

Over the next ten years, Québec's public service will experience a profound renewal. By 2014, the succession will have been ensured, and the size of the State reduced, via the hiring of 16,000 new employees and retirement of just over 40% of the current workforce.

Because of the financial situation, in particular, the government is aiming to reduce the public service workforce by 20% over ten years. We will achieve this target by improving our ways of doing things, streamlining structures, reassessing programs, and increasing the presence of information technologies.

Attrition will allow this goal to be achieved while accelerating the hiring of new employees. For the government, it is essential that the renewal process make **rejuvenating** the workforce and increasing employee **diversity** the priority.

With respect to **rejuvenation**, the effort devoted to student recruiting in recent years has paid off.

- ◆ Québec's student hiring program (Recrutement étudiant Québec) will continue to promote the stimulating challenges and attractive benefits that Québec offers as an employer.
- ◆ The tradition of holding recurring recruitment campaigns for graduates at set times will continue.
- ◆ The efforts made toward reducing delays and optimizing methods for holding competitions will be continued so as to ensure our competitiveness on the employer market.

Young people are taking on the job

The Québec public service has hired many young people over the last five years.

- ➔ In 2002-2003, 28% of the permanent and casual employees recruited were under the age of 35.
- ➔ This proportion increased to 55% among professional and technical employees.
- ➔ In 2004, people under the age of 35 constitute 16% of the total public service workforce.

**Two strategic elements for young people:
work time arrangements and work-family
balance**

With respect to working conditions, young public service employees are particularly concerned about the opportunities they are offered to reconcile work obligations and the demands of family life.

By taking a very open approach to this matter, the government wishes to set an example as an employer, and leverage its openness to attract employees to the public service.

- ➔ The government will thus continue to support work time arrangements that allow a short work week and accumulation of vacation leave with no loss of rights or benefits associated with pension plans.
- ➔ The government also considers that balancing work and life constitutes a major issue in work organization. Personnel will continue to take advantage of the many existing measures, including work time arrangements in the form of a reduced week, accumulation of leave, personal days and parental leave as well as the various flextime plans.

Much remains to be done in terms of **diversity**. The public service's current representation of members of the cultural communities, native peoples, Anglophones and handicapped people does not reflect Québec society. The proportion of such members has not increased significantly in 20 years, and the efforts made in recent years have not yielded the results desired.

To correct this situation and have the public service reflect Québec society, the government is undertaking the following initiatives.

- ◆ New tools will be offered to members of the cultural communities, native peoples and Anglophones to help prepare for public service entrance exams. Thus, starting in the fall of 2004, an **information session** on the selection process and exams will be offered to members of these groups who participate in a competition. Among other things, sample test questions are being developed and will be published on the Secrétariat du Conseil du trésor Web site.
- ◆ An **awareness session** on managing diversity, designed for all public service managers, has also been developed. It will be offered starting in the fall of 2004. The purpose of the session is to emphasize the competencies of members of target groups, and provide management tools for better understanding and managing human relations in the context of diversity.
- ◆ **Montréal to Québec mobility** for people qualified for a job in the public service will be fostered. In fact, 75% of the people belonging to target groups and currently on a qualifications list reside in the greater Montréal area, whereas close to 50% of the jobs are in the Québec City region. From now on, a portion of moving expenses will be paid by an allowance from the Secrétariat du Conseil du trésor; the annual budget will be \$150,000. Moreover, an agreement with the Ministère des Relations avec les citoyens et de l'Immigration will be concluded to support the search for housing and integration into the area.
- ◆ In order to make young people in the cultural communities aware of the public service, and sensitize managers and employees to diversity, the Government of Québec will participate in an **internship program**. The internships will be for members of the cultural communities who have recently moved to Québec City, have completed their studies, are less than 30 years old and unemployed. They will enable such young people to gain experience in a Québec work environment, thus improving their employability. The public service will begin to welcome interns in the summer of 2004.

- ◆ With respect to the handicapped clientele, revising the **Programme de développement de l'employabilité à l'intention des personnes handicapées** (PDEIPH), which was done in 2003, helped increase the number of internships offered by 50%. For the first time, the Secrétariat du Conseil du trésor is holding competitions for persons who have successfully completed their internships in the framework of this program. The competitions will end in the summer of 2004, and suitable candidates could be appointed to a position. Such reserved competitions will be held for each program cohort from now on.
- ◆ The government will amend the **legislative framework** to facilitate the integration of under-represented groups, particularly via internships that lead to a subsequent appointment. Development programs to facilitate the hiring of members of this group will give the public service the means to fulfill its duties.

Summary of the rules and terms governing recruiting for permanent employment in the public service and workforce planning

General principles

- ➔ Overall rate of retiree replacement restricted to 50%.
 - ➔ Possible to replace all vacancies due to resignation, dismissal or death.
 - ➔ Reduction in the level of regular staff by half of prior year retirements.
 - ➔ Reduction in total authorized staff (including casuals) proportional to reduction in levels of regular staff.
 - ➔ Authorization from the Secrétariat du Conseil du trésor is required prior to each recruitment of employees for permanent positions.
 - ➔ Uniform application at each department and agency for 2004-2005; modulation of replacement rates for subsequent years based on the evolution of the organizations and proposals of a steering committee under the jurisdiction of the Secrétariat du Conseil du trésor.
 - ➔ A department or agency can be exempted for a job or job family.
 - ➔ Quarterly management follow-up by the Conseil du trésor is planned.
-

Primary steps

- ➔ May 2004: Secrétariat du Conseil du trésor to send departments and agencies an estimate of retirements affecting their organizations for the 2004-2005 fiscal year.
- ➔ By November 15, 2004: Each department and agency must file workforce renewal forecasts for each fiscal year in the 2005-2008 period with the Secrétariat du Conseil du trésor.
- ➔ March 2005: Secrétariat du Conseil du trésor to send departments and agencies the adapted modalities for the fiscal years following 2004-2005.

Encourage adjustment of competencies and personnel redeployment

The coming changes will make some competencies less necessary, while new competencies will have to be acquired quickly. Managers and employees alike must be able to adapt to the coming modifications rapidly; the changes will affect the content of work, support tools, organizational structures, and operations management.

A number of people will be redeployed to new activities. The government is taking steps to ensure that redeployment occurs under the best possible conditions, with the underlying idea that redeployment will only succeed if it is handled collectively by the central bodies, the departments and agencies affected, and by the employees themselves.

- ◆ The Secrétariat du Conseil du trésor will set up a **redemption support service**, mandated to help the departments and agencies during this operation.
- ◆ The **departments** and **agencies** will be responsible for managing the people affected until their situation is stabilized.

They must thus make every effort to offer customized coaching services to employees designated as surplus, with all due respect for the person and the rules stipulated in collective agreements.

The departments and agencies must also define replacement strategies to make it easier to adapt the competencies of affected personnel. They will look at all opportunities for regularizing the situation of “surplus” personnel within their organization or within the ministerial portfolio.

- ◆ The **employees affected** must contribute to the measures implemented to facilitate redeployment, with support from their organization in this task.
- ◆ Finally, should a “surplus” employee be excessed, his status will be managed under the rules applicable to managing the job security of permanent employees.

The primary responsibilities of the redeployment support service

The redeployment support service created by the Secrétariat du Conseil du trésor will have the following responsibilities:

- ➔ Privilege access by “surplus” personnel to the various institutional requalification programs.
- ➔ Provide centralized handling of requests to staff permanent positions to ensure compliance with reassignment priorities for vacancies.
- ➔ Foster mobility between networks and to the private sector.
- ➔ Handle 50% of the processing of personnel designated as surplus for one year, with the other 50% being handled via the payroll of the target department or agency.

1.2 Support government managers

There are 3,700 managers on the public service management team. These managers must be supported and coached in implementing the coming changes: modernizing the State depends to a great deal on their involvement in the processes triggered, and on their ability to transmit and frame the modifications to the public service.

Moreover, like the public service as a whole, the management function will be directly affected by demographic change: a sizeable number of current managers will be retiring over the next ten years. The public service's management team must therefore be renewed, and knowledge and competencies must be transferred.

The **Human Resources Management Plan** therefore includes a component focused specifically on the support to be given to government managers.

Manage careers and foster competency development

The Secrétariat du Conseil du trésor and the departments and agencies share responsibility for career management, competency development and mobility of managerial staff.

The government is indicating as of now the orientations it will privilege for the entire public service.

- ◆ The emphasis will be on developing managers' **career plans and competencies**.
- ◆ The government wishes to ensure that a **management success plan** is in place across the public service. To this end, interdepartmental banks of qualified candidates will be formed. Candidates will be assessed according to a government profile of management competencies.
- ◆ Departments and agencies will prepare **succession plans**, and will receive support in doing so.
- ◆ The government will encourage **temporary interdepartmental assignments** in the framework of succession plans or career plans.
- ◆ The government wishes to foster **manager mobility**. Efforts already underway in this area will be continued. Mobility will be encouraged within the public sector, as well as with other tiers of government, the private sector, and public services in other countries. To this end, discussions are underway with the federal government to agree on exchange modalities in the form of loans of service, internships or training programs.
- ◆ The government will set up **training programs** based on the key competencies required of government managers. The programs will constitute essential steps for entering management or progressing up the management ladder.
- ◆ The government intends to promote the **transfer of knowledge and expertise** by implementing a government coaching and mentoring strategy for management succession.

To achieve career management and competency development objectives, departments and agencies will, for their part, be responsible for:

- ◆ Identifying the people who have the potential for management positions and, if applicable, implementing departmental programs leading to promotion
- ◆ Establishing career and development plans for managers in their organization, based on the competencies required, among other things.

Create the Centre québécois du leadership

In the summer of 2004, the Conseil du trésor will create a Centre québécois du leadership. In partnership with the École nationale d'administration publique (ENAP), the centre's mission will be to foster competency development for public service managers.

- ◆ Québec's leadership centre will be responsible for training the managerial succession.
- ◆ The new centre will upgrade managers' competencies by determining training needs and setting up training programs such as:
 - A fundamentals program for new managers (winter 2005)
 - An interdepartmental development program for managers promoted to senior positions (spring 2005)
 - Online training programs (pilot test in the fall of 2004)
 - Training program associated with implementing the modernization of the State (winter 2005)
- ◆ By spring 2005, the Centre québécois du leadership will offer coaching and career management support services

The government will invest one million dollars over the next three years to create the centre, including financing for training program development.

1.3 Overhaul the way the human resources management function is organized

Redefine service delivery in human resources management

In the context of change, such as we are experiencing now, all management functions are required to evolve, including human resources management.

Currently, there are some 2000 people working in the human resources area. About 200 of them report to the Secrétariat du Conseil du trésor.

- ◆ All the departments and most agencies have human resources branches.
- ◆ These departments carry out operational activities, perform strategic consulting for deputy ministers and agency heads, and act as coaches and advisors for managers in all areas of human resources management.

It is clear that the way in which human resources management services are organized must be challenged so as to ensure optimum efficiency both in terms of support to management and with regard to the use of the people who work in human resources departments.

- ◆ Since the nature of the services is similar from organization to organization, there is a lot of duplication.
- ◆ Conversely, the fact that resources are distributed unevenly in human resources department means that not all public service managers and employees are given the same quality of service.

It is essential for the government to reorganize the way in which human resources services are delivered. Reorganizing will help improve the quality, efficiency and flexibility of human resources management. It will enable human resources management to contribute fully to the organization's performance and achievement of its strategic objectives.

The **Human Resources Management Plan** privileges these orientations:

- ◆ The human resources management function must develop a long view, focus on the added value of each activity, and make action more consistent with vision.
- ◆ Modernization of how staffing services are configured will be undertaken simultaneously.

In this way, the government intends to evolve toward **truly strategic human resources management**. To this end, three series of initiatives have been launched.

- ◆ A **new offering** of human resources management services will be defined, in connection with the reengineering of the public service. The review will deal with priorities, activities, results, service levels and activities in the regions.
- ◆ The **business processes** that support delivery of human resources management services will be revised and customized. Duplication of operations and activities among the departments, agencies, and the Secrétariat du Conseil du trésor will be eliminated. Operations will be consolidated. Approaches such as networking, partnership, delegation and the use of new information technologies will be implemented for service delivery. Operations will be analyzed from the perspective of the new agency, **Centre des services administratifs**.
- ◆ The government will shortly **consolidate public recruitment competition activities**. The government wishes to change the existing situation, in which several departments and agencies draw upon the same pools of candidates. The consolidation strategy will be established in the summer of 2004. Consolidated competition operations are expected to begin in March, 2005. The measure will enable efficiency gains, improve relations with the population, and ensure governmental coherence in recruitment.

Work will begin in the fall of 2004 with a review of the human resources management service offering; the work will take two years.

Improve the human resources management information system

The evolution of various human resources management functions inevitably involves the deployment of efficient, coherent management information systems.

The major challenges we are facing in such areas as competency management, workforce planning, management of training and recruiting, and accountability cannot be met successfully without the ongoing support of information technologies.

Information systems must therefore meet the current needs of the departments and agencies, as well as their future needs. Modernizing human resources management requires that information systems be modernized and, as a result, a capacity to evolve to keep pace with the functional and regulatory changes that will affect this sector. Major work is now underway, and the various development and implementation strategies will begin to emerge in the fall of 2004.

1.4 Renew the normative framework

The normative framework on which human resources management is based is in essence set out by the Public Service Act. This act is now twenty years old, and several provisions have gradually become unsuited to the modern public administration framework.

The government's **Human Resources Management Plan** contains a section that focuses on revising the Public Service Act so as to set out a normative framework that matches the new realities.

- ◆ The modifications to the act will be drafted in conjunction with the departments and agencies. They will be presented for discussion to the Commission de la fonction publique as well as to the unions and associations.
- ◆ The government plans to table an outline of proposed changes in the fall of 2004.
- ◆ The government hopes to table the bill in the National Assembly in the spring of 2005 so that the amendments to the normative framework can take effect as of the fall of 2005.

The project to renew the Public Service Act will look at the following aspects of the current normative framework, among others:

- ◆ The values set out in the act
- ◆ The staffing process
- ◆ The definition of the status of public servant

Update values

To carry out their work, public employees rely on values and rules for guidance. These values and rules are set out in the Public Service Act, in the Déclaration de valeurs de l'administration publique québécoise, and in the *Regulation respecting ethics and discipline in the public service*.

The government is of the view that it is time to update the values in the Public Service Act so as to, among other things, strengthen the normative framework's concern with ethics, which have been the focus of substantial awareness and information efforts in recent years.

For the government, it is essential that the law explicitly refer to requirements to protect and strengthen public trust in the public service's integrity, impartiality and efficiency.

Improve the staffing process

Public Service Act provisions on staffing will be modernized to allow the initiatives in the **Human Resources Management Plan** to be implemented.

As stated previously, the government is announcing the definition of a new approach to staffing which will simplify the current system.

- ◆ Henceforth, a candidate could earn several qualifications at the end of an evaluation process rather than having to enter several competitions to achieve the same result.
- ◆ A citizen can register for the evaluation process at any time, providing more frequent access to public service jobs.
- ◆ Managers will have constant access to competent people to carry out the activities they are responsible for.

Adjust the status of public servant to the new realities

The status of public servant as set out in the Public Service Act no longer corresponds to today's needs and realities in several ways.

- ◆ New methods for delivering services to individuals and business give rise to partnerships and processes that did not exist in 1983 when the Public Service Act was passed. The “do with” formula is being used in several public service organizations; deployment of government online is creating other kinds of relations between the organizations and personnel.

Employee status and organization structure must take these emerging models into consideration. Organizations will require greater flexibility to meet new workforce realities.

- ◆ Due to a sizeable influx of young people, human resources renewal will call upon seasoned employees to transmit their expertise. Public servants who have retired in the last few years could be a beneficial addition to this process from time to time. The current normative framework does not allow for this.
- ◆ The act does not define bridges between the public, parapublic and peripublic service networks; such bridges would facilitate optimal use of human resources.

The revision of the Public Service Act undertaken by the government will make it possible to take the new realities into account. It will respect job security.

CHAPTER 2

Workforce planning

2 Workforce planning

As it invests in people, the government will shoulder its responsibilities as an employer through **workforce planning**.

The second component of the **Human Resources Management Plan** thus identifies actions in three areas:

- ◆ The government is announcing the implementation of workforce planning to define **needs and resources**.
- ◆ A **competency management** approach will be implemented.
- ◆ The government is announcing that the **job structure** will be made more flexible and better adapted.

2.1 Define needs and resources

The profound changes we are experiencing require that we assess their impacts so that we can immediately frame a prospective vision of the workforce for the government as a whole, and for each department and agency. The workforce vision will serve as a blueprint for the orderly approach to modernizing the State; it must be based on the organization's missions.

With this in view, the departments and agencies must engage in a yearly **workforce planning** exercise to establish the current picture of the workforce, plan the staff that will be needed to carry out the organization's missions, identify vulnerable sectors and jobs, locate workforce shortages and surpluses, and implement relevant workforce planning strategies. The exercise will be done in a manner consistent with the *Modernization Plan* and the department's strategic plan.

The workforce planning implementation schedule is as follows:

- ◆ In November 2004, the departments and agencies will provide the Secrétariat du Conseil du trésor with **forecasts for renewal** via recruitment of permanent staff for each fiscal year from 2005 to 2008.
- ◆ In March 2005, departments and agencies will provide the Secrétariat du Conseil du trésor with a **workforce plan** reporting on the staff needed or potentially surplus to carrying out the organization's mission, give effect to its orientations and implement its action strategies from 2005 to 2008.
- ◆ As of March 2006, departments and agencies will provide the Secrétariat du Conseil du trésor with a **complete workforce planning exercise**, including a description of the primary competencies required and a definition of qualitative requirements, particularly for strategic positions.

The Secrétariat du Conseil du trésor is undertaking the following process:

- ◆ In **2004-2005**, the Secrétariat du Conseil du trésor will support the departments and agencies in their work by, among other things, providing them with a tool to support development of the staffing picture and analysis of the organization's vulnerability, as well as the required assistance and consulting.
- ◆ **As of 2005-2006**, based on the workforce plans provided by the departments and agencies, the Secrétariat du Conseil du trésor will draw up a government picture of workforce needs, shortages and surpluses, and determine the vulnerable sectors.

The Secrétariat will also assess workforce availability and adopt appropriate strategies that are harmonized with government orientations for all aspects of human resources management.

The plans will subsequently be monitored and updated each year at both the departmental and governmental levels.

2.2 Improve competency management

Parallel to workforce planning, an approach to competency management that is integrated with the business plan must be implemented. Like workforce planning, competency management is a practice that is fundamental to the integrated management of people; both are the basis for action in human resources.

The approach will allow desired competencies to be harmonized with organizational expectations. The competencies, consolidated to create the profile, are the baseline for activities in various sectors of human resources, including staffing, training, development and succession.

A set of competency areas have already been established with respect to the new orientations for career management and the development of managerial staff. These areas will be used as a reference in constituting reserves of qualified people during selection processes, for creating development activities, particularly for new managers, and for preparing the succession. Furthermore, there will be tools to help employees and managers to better define their competency level for development and career management purposes.

With this in view, the Secrétariat du Conseil du trésor will, together with the departments and agencies, define a **global competency management approach** which will allow for such things as:

- ◆ A registry describing a set of competencies associated with knowledge, behavioural skills and expertise
- ◆ A set of key competencies that match governmental expectations and form part of the various departmental competency profiles
- ◆ A tool allowing managers to round out the profile of competencies required from the organization's perspective with respect to one or more positions, including the mastery level for these competencies
- ◆ A tool allowing the employee to create a report on the competencies he has, and, with his manager, discuss his evaluation, development paths, and opportunities for using his potential

For their part, the departments and agencies must develop a **competency management strategy** through which they can identify staff competencies and establish profiles of the required competencies, in conjunction with the organization's posts and strategic objectives.

Each department and agency will inform the Secrétariat du Conseil du trésor of their implementation strategy, which will be tailored based on priority needs.

2.3 Implement a flexible, adjusted job structure

Two sets of difficulties call for greater flexibility and adjustment of the current job structure.

- ◆ Firstly, the job classification system, adopted in the early 1970s, is unsuited to the new needs due to its rigidity and obsolescence.

Jobs in the employment market have evolved with the emergence of new information technologies, the increase in qualifications and versatility, and the importance given to services to the public.

At the same time, public service position management has become more burdensome; job classes have proliferated and become segregated in terms of duties and requirements.

- People fill compartmentalized, hyperspecialized positions that prevent optimum, versatile use of their competencies and hinder staff mobility.
 - Some positions have become more demanding in terms of education, experience or competencies.
- ◆ Secondly, due to the current job structure, it is difficult for the public service to foster planned career management and the departmental and interdepartmental mobility that would allow staff to develop their competencies and increase operational efficiency.

The current structure prohibits the definition of promotion routes that are tied to professional expertise, as well as clear horizontal or vertical career paths.

The public service is thus gradually losing its ability to attract young recruits who are looking for quality jobs and career opportunities in which they can use their skills and develop their potential.

To alleviate these difficulties, the Secrétariat du Conseil du trésor will continue to modernize employment in the public service.

- ◆ The emphasis will be on **competency development** and the **career plan**. Changes will be made to the current job structure to foster flexibility in the way work is organized and versatility in people management.
- ◆ The government is announcing that it has adopted a **progressive implementation strategy for the classification project**. The first phase will affect professional personnel and unfold over the next three years; this will allow the approach to be tested, minimize impact, and keep costs down.
- ◆ The emphasis will be on **coaching** and **support** for organizations and people, via:
 - Strengthening of communications actions in key project stages to promote appropriation of the approach
 - Implementation of training programs tailored to the needs of various stakeholders so as to facilitate implementation of the classification
 - Development of management tools designed to support the organizations
 - Development of a partnership with outside bodies (universities, private sector) to ensure the transparency, objectivity and credibility of the administrative process for evaluating senior-level positions.

CONCLUSION

An energizing challenge

An energizing challenge

The **Human Resources Management Plan** institutes all the tools needed to modernize Québec's public service, allowing it to build toward the future, and make services to the public more efficient and effective.

The challenge the government is putting before all its employees is a stimulating one: it involves defining a public service in which acquiring, developing and transferring competencies will be the key levers in managing people and the organization.

The public service of the future will have established a true culture of learning. Career paths will be encouraged, enabling each person to find challenges that suit him throughout his professional life.

The public service is preparing for profound changes in its make-up – the most significant changes since the Quiet Revolution. The government is of the view that these changes are a unique opportunity to better meet the population's needs, further reflect Québec's reality, and allow for the rejuvenation of personnel which is already well underway.

Since the 1960s, Québec's public service has developed remarkable expertise, based on a demanding concept of the public interest. This is the challenge: these assets must be preserved and fostered while providing for the transition to new generations of employees, and by adapting to the population's new needs.

A strategic component of the *2004-2007 Modernization Plan*, the **Human Resources Management Plan** encompasses all of this, and takes the action needed to allow an enhanced public service to fully assume its role in a modern State.

APPENDIX

Summary of measures

Giving employees the tools they need

Enable people to develop their competencies

- ➔ Multi-year competency development plan
- ➔ Requalification programs
- ➔ Budget of 3 million dollars dedicated to training

Ensure the transfer of knowledge and expertise

- ➔ Reference guides
- ➔ Training in coaching and mentoring
- ➔ Manager awareness
- ➔ Recourse to retirees

Offer employees attractive career opportunities

- ➔ Standard career paths
- ➔ Means to facilitate career progression
- ➔ Promotion of job opportunities
- ➔ Mechanisms for internal and external mobility

Recognize and value employees' contribution

- ➔ Putting a culture of recognition into daily practice
- ➔ Award for excellence from the Minister responsible for Government Administration

Continue workforce renewal

- ➔ Centralized management of requests to fill permanent positions
- ➔ Priority on rejuvenation and diversity

Rejuvenation

- Maintain student recruitment activities
- Confirmed awareness of work time arrangements and work-family balance

Diversity

- Information session on the selection process and exams
- Awareness session on managing diversity
- Special budget to handle moving expenses
- Internships for young members of cultural communities
- Reserved competitions for cohorts of the Programme de développement de l'employabilité à l'intention des personnes handicapées
- Legislative amendments to facilitate hiring

Encourage the adjustment of competencies and personnel redeployment

- ➔ Redeployment support service
- ➔ Orient people toward requalification programs
- ➔ Inter-network and private sector mobility

Supporting government managers

Manage careers and foster competency development

- ➔ Development of career plans and competencies
- ➔ Interdepartmental reserves of qualified people
- ➔ Departmental and interdepartmental programs for the next generation of managers
- ➔ Governmental, intergovernmental and private sector mobility
- ➔ Training programs
- ➔ Transfer of knowledge and expertise

Create the Centre québécois du leadership

Current managers

- ➔ Interdepartmental development program for managers promoted to senior positions
- ➔ Programs for upgrading competencies
- ➔ Online training programs
- ➔ Training programs associated with implementing the modernization of the State
- ➔ Coaching and career management support services

New generation

- ➔ Fundamentals training program for new managers

Overhauling the way the human resources management function is organized

Redefine service delivery in human resources management

- ➔ New service offerings for human resources management
- ➔ Revision of business processes
- ➔ Consolidation of recruitment competitions

Improve the human resources management information system

Renewing the normative framework

Update values

- ➔ Ethics training

Improve the staffing process

- ➔ One registration, several qualifications

Adjust the status of public servant to the new realities

- ➔ Recourse to retirees
- ➔ Bridges to the parapublic and peripublic networks

Workforce planning

Define needs and resources

- ➔ Global approach to workforce planning
- ➔ Department and government workforce plans

Improve competency management

- ➔ Global approach to competency management

Implement a flexible, adapted job structure

- ➔ Progressive implementation strategy



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