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AN INTERVIEW WITH PETER WALLACE, CAO OF THE CITY OF TORONTO

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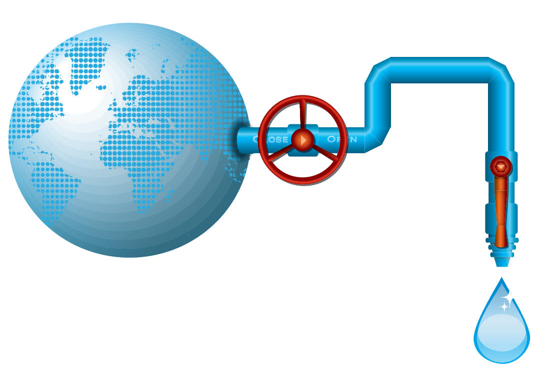

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EDITOR'S NOTE Patrice Dutil

Canada @150: Muddling Through

So, what can be said about Canada's public administration as the country celebrates its 150th anniversary? Quite a lot, actually, far more than what I can squeeze into this column. The reality is that the public service of the government of Canada is actually older than the country itself. The three provinces (United Canada, Nova Scotia and New Brunswick) that made the new "Canada" each had experienced bureaucracies that, to some degree, contributed to the national state.

If Canada was allowed to take off at all, I would argue, it was because each of these jurisdictions had fairly good and professional cadres who actually knew their stuff and could offer good advice to politicians.

The civil service kept pace with the country, through thick and thin. There were demands for more professionalization and less political involvement in handing out jobs (particularly in the regions). That practice mostly (but not entirely) ended with the First World War.

There were horrible blunders such as "Indian Affairs" but for the most part the public service of Canada served the country well. A new wave of modernization took place in the 1920s as the economy flourished and then tanked in the 1930s. Through this period, a variety of new institutions were created, including the Bank of Canada and the CBC/SRC.

The Second World War tested the administration as never before, and the governments stretched out its activities by creating a raft of new agencies to handle all sorts of new activities ranging from uranium production to passenger flight (the agency that eventually became Air Canada). With the flourishing of the Welfare State, a new era in public sector history unfolded and more and more people moved to Ottawa to serve the government.

Through the years, the Government of Canada commissioned public inquiries into the civil service. The first one was actually called into action as the country was born in order to get a sense of who-did-what. Many more followed through the years to probe the efficiency of the system. Occasionally, new ideas were actually acted upon, but for most the past 150 years, the civil service just muddled through, pointing its nose towards the future, slowly learning new processes and doing the best it could with remarkably little attention or direction from parliament. What has shaped the public service mostly is the will of the prime minister, a few ministers, and key leaders in the public service itself.

At 150, the civil service of Canada, not to forget those in Ontario, Quebec, New Brunswick and Nova Scotia, must demonstrate that they have not succumbed to the sclerosis of their age. These institutions have survived because they have earned the trust of the politicians and of the public. This can only be done by a rededication to their causes and a renewed commitment to innovation, to observance of the law, to treating citizens with justice, conscientiousness, confidentiality when necessary, and fairness.

The civil services who celebrate their 150th this year must remain committed to democratic governance, and remain non-partisan. They must ensure transparency through better reporting and be accountable at all times for their actions.

They must work to ensure that all employees are treated with respect, and that courtesy must be extended to members of parliament and to the public.

The public services must renew their commitment to continual learning and innovation and keep improving their performance, while at the same time be responsible in assuming risks.

Not least, they must renew their commitment to acting on a strong and tested bedrock of ethics and values.

These commitments are not to be taken for granted. The history of the public service in Canada shows that there have been errors, sometimes very grave errors, made in the carrying out of the government's will. But as we observe the 150th anniversary of the great experiment called Canada, it is worth remembering that the public services in this country have often been the key ingredient what has kept the country together. The contribution of the public service to the success of Canada is something worth celebrating.

Canadian Government Executive

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AWARDS OF EXCELLENCE — APEX — PRIX D'EXCELLENCE

Each year, APEX recognizes leaders contributing to the success of the federal public service. We wish to congratulate the 2017 APEX Award Winners for their exceptional achievements.

L'APEX reconnaît annuellement les chefs de file ayant contribué aux succès de la fonction publique fédérale. Nous souhaitons féliciter les lauréats des Prix d'excellence de l'APEX 2017 pour leurs réalisations exceptionnelles.

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MENTION DE SERVICE PUBLIC

La très honorable Adrienne Clarkson

WHEN THE MEASURES GET TOUGH, THE TOUGH GET MEASURING

MURRAY KRONICK

KASIA POLANSKA

Anyone who works in performance measurement aims to achieve outcomes that are easy to measure and within the organization's control. However, sometimes the reality is that we strive to achieve outcomes that are at the other end of the spectrum. Albert Einstein is often reputed to have said that "Not everything that can be counted counts. Not everything that counts can be counted." He would have meant that we should not measure everything that is "convenient" – instead, tackling the more difficult outcomes to measure may, in fact, be most valuable. We want to dispel the notion that there are some things you just cannot measure, while recognizing that some are more difficult to measure than others.

Douglas Hubbard opens his book *How to Measure Anything* (2014) with the thought that "Anything can be measured. If a thing can be observed in any way at all, it lends itself to some type of measurement method. No matter how 'fuzzy' the measurement is, it's still a measurement if it told you more than you knew before. And those very things most likely to be seen as immeasurable are, virtually always, solved by relatively simple measurement methods."

In trying to manage a process, operation or a department of any size or complexity, the necessity to know how that unit is doing is critical. Whether the unit is making gains towards a target, or whether it requires a "mid-course correction" to achieve its intended outcomes, measurement is the way to assess the current state and make decisions accordingly.

One of the fundamental elements before trying to measure anything is to understand the cause-and-effect relationship between the activities, the outputs and the desired outcomes of the project or program being undertaken. This speaks to the need for a well thought-out visual representation of the Theory of Change such as a Logic Model, Outcomes Map or Results Chain. These visuals are found in many different forms, but all apply the same concept of connection between the elements. They also help with fully understanding the attribution of the result back to your activities. This can pinpoint developing measures for the difficult concepts, as the visual representation will help you see them in their context and appreciate how these outcomes are being achieved. There are many scholarly publications on this subject, and a global community formed around the topic of Theory of Change (see www.theoryofchange.org).

In light of that insight, we present six of the "tougher" performance measures to consider and provide some best practices and suggestions around how to tackle these challenging topics.

Q1: How to measure performance / efficiencies gained from new changes to a process?

Generally, process improvements are measured through changes to the steps, cost or client perception of the process. More specifically, typical performance indicators could include:

- Decreased number of (non-value-added) steps in a process
- Decreased wait time or the total elapsed time of the process
- Increased conformance against the service standards for delivery of the process
- Decreased unit or total cost of the process
- Increased repeatability of the process (either through simplification or automation)
- Decreased error rates stemming from the process
- Increased client satisfaction with the process

Q2: How to measure awareness of a policy or action in industry and / or Canadians?

There are a number of options for measuring awareness in a population. These include:

- Public Opinion Survey, if the population is large (such as all Canadians)
- Using industry or other associations to survey a targeted audience. This could

> Anything can be measured. If a thing can be observed in any way at all, it lends itself to some type of measurement method.

be their members or some other cohort that the association has access to
- Taking a statistically valid sample of a small group that is representative of the greater population
- Focus groups that represent a cross-section of the target population
- Use of social media to reach out to a non-random set of respondents

Q3: How to measure Canadians' trust and confidence in government activities?

In the case of trust and confidence, these indicators are difficult to measure because the presence of positive endorsements is often indiscernible. For this reason, it might be more informative to also measure indicators of lack of trust and confidence and target their continued decline. Here are some options to measure trust and confidence in specific activities:

- Number and type of complaints received about the activities
- Proportion of positive and negative comments / coverage in the press and on social media
- Public Opinion Survey to measure positive and negative reactions and perceptions

Q4: How to measure the degree to which industry and / or Canadians change their behaviour due to government action?

Behavioural changes follow logically after awareness is raised, and information is received and internalized. There are a number of ways of observing and measuring behavioural changes, including:

- Surveying the target group after an appropriate amount of time has passed following the awareness activities, and ask them if and how their behaviour has changed
- Record the behaviour of a subset of members of the target group through direct observation, focus groups, hidden camera or 'mystery shopper' studies and other methods
- Conduct media and social media monitoring to analyze press or public opinion / postings / preferences
- Using Google Analytics or other search engine optimization (SEO) tools, examine trends in what people are searching for and trace their "clicks" through to the end of the sequence, which may culminate in a specific online behaviour

Q5: What is the best way of measuring the effectiveness of prevention programs?

Many prevention programs aim to reduce a number of incidences of a specific phenomenon. For instance, workplace injury prevention aims to reduce a number of workplace accidents causing injury. This does not mean, however, that prevention programs can completely eliminate the risk and the occurrence of the incidents they are trying to prevent. Here are examples of how to measure the effectiveness of prevention programs:

- Trend analysis of number of incidents, their type, and severity to determine how specific activities affect the trends, if at all
- Examine ratios such as the proportion of injuries or days lost relative to the size of the workforce, or total person-days worked, to ensure the data is normalized
- Proxy indicators that can explain how the environment as a whole works to prevent the incidents. These could include: awareness of the risk, access to and increase in knowledge how to prevent the incidents, proportion of the target workforce having taken safety or first aid training, or measures of behaviours that are demonstrated using this knowledge

Q6: What is the practicality and merit of using economic performance indicators as outcomes?

Typical economic performance indicators include Gross Domestic Product (GDP), Consumer Price Index (CPI), key commodity prices (such as a barrel of oil or an ounce of gold) or currency exchange rates, to name a few.

The concern with using any of these broad-based indicators is two-fold:

- The difficulty in attribution of any specific initiative to a change in the proposed economic indicator given the enormous complexity behind the indicator, and
- The inability to control all the other variables, such that even if you could attribute the cause-and-effect relationship, another variable could overwhelm your contribution.

As a simple example, commodity prices are affected by not just a single initiative, but the complex interplay of supply and demand, international market forces, supply management regimes, weather extremes, competition (or lack of), political interference, and many other factors. As a result, such large-scale, uncontrollable economic indicators are not generally recommended for modest-sized programs and initiatives.

We believe that one can always find methods by which one can observe the net change in an outcome or desired result, even if it is not always easy and obvious. One simply has to start with a complete understanding of the ecosystem in which the change takes place, and determine what can be observed, in order to get started on the path of conquering the tough measures.

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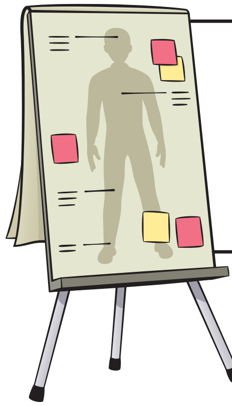
LEADERSHIP ANATOMY

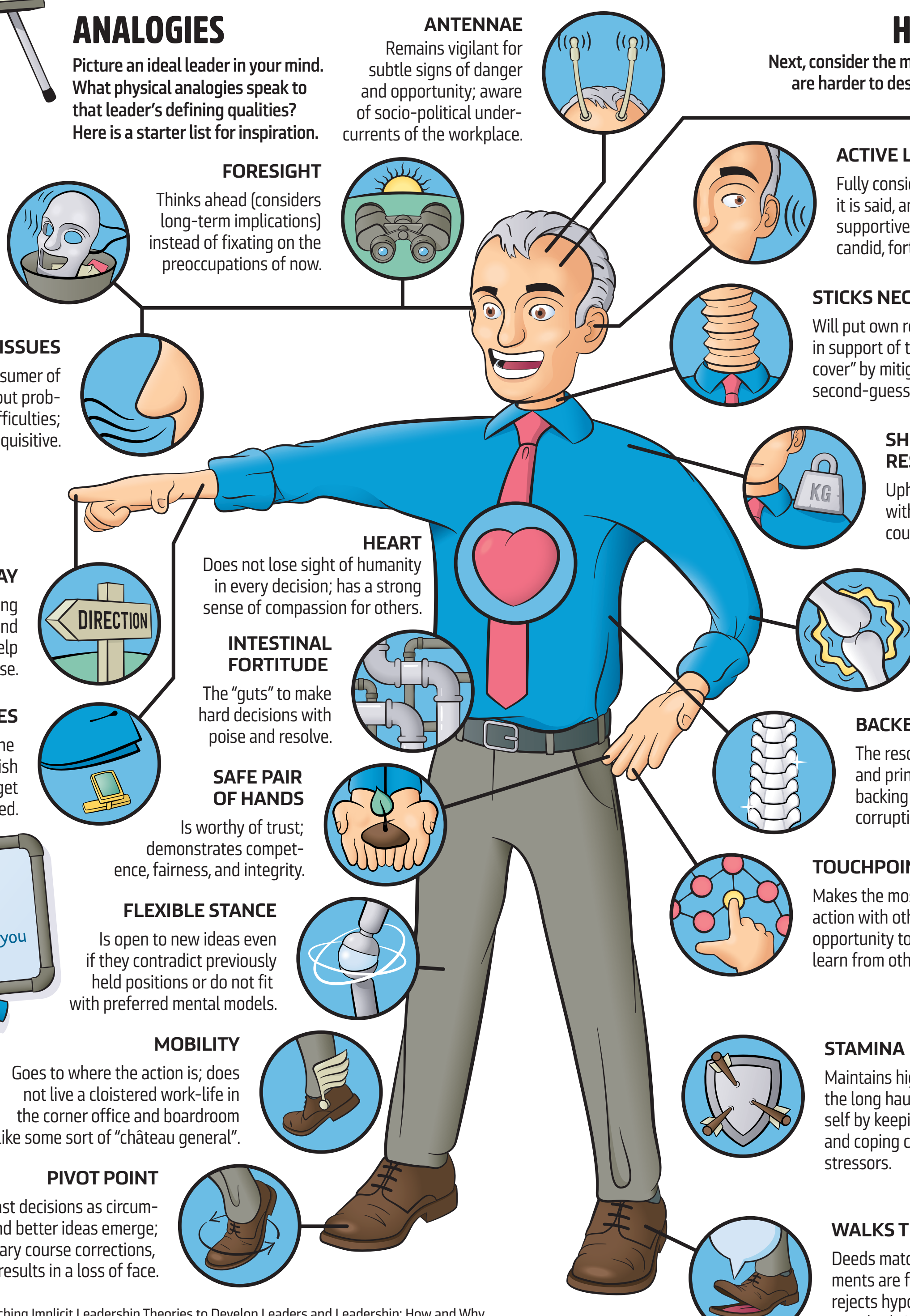
BY PETER STOYKO



Who qualifies as a leader? What is the ideal leader? We all have a sense what a good leader would be—we would know one if we saw one. Yet, to the chagrin of leadership coaches, few of us critically examine the implicit leadership model that guides our thinking. What role models come to mind? What sets them apart? What about them appeals and why? And what about the bad bosses—the "anti-leaders" with authority? What makes them so bad? Research suggests that these preconceptions can be revealed through visualization.* Our language is deeply metaphorical. So why not use visual metaphors as a foil with which to list our implicit assumptions, biases, and ideals about leaders so that they can be scrutinized? Leadership may be more than the virtues, values, abilities, and sensibilities of individual leaders. Nonetheless, that may be a good place to start our metaphorical exploration.

ANALOGIES

Picture an ideal leader in your mind. What physical analogies speak to that leader's defining qualities? Here is a starter list for inspiration.



ANTENNAE
Remains vigilant for subtle signs of danger and opportunity; aware of socio-political under-currents of the workplace.

FORESIGHT
Thinks ahead (considers long-term implications) instead of fixating on the preoccupations of now.

EXPRESSION
Communicates ideas in a lively, engaging way without putting up a phony façade.

SNIFFS OUT ISSUES
Is not a passive consumer of information but seeks out problems and potential difficulties; is curious and inquisitive.

POINTS THE WAY
Can imagine a promising vision of the future and convey it vividly; can help others gain purpose.

ROLLS UP SLEEVES
Is willing to put in the hard work to accomplish ambitious goals and get personally involved.

HEART
Does not lose sight of humanity in every decision; has a strong sense of compassion for others.

INTESTINAL FORTITUDE
The "guts" to make hard decisions with poise and resolve.

SAFE PAIR OF HANDS
Is worthy of trust; demonstrates competence, fairness, and integrity.

FLEXIBLE STANCE
Is open to new ideas even if they contradict previously held positions or do not fit with preferred mental models.

MOBILITY
Goes to where the action is; does not live a cloistered work-life in the corner office and boardroom like some sort of "château general".

PIVOT POINT
Periodically revisits past decisions as circumstances change and better ideas emerge; makes the necessary course corrections, even if that results in a loss of face.

WHAT'S MISSING?
What would you add? And what other visual metaphors could help you explore leadership?

HEAD SPACE

Next, consider the mental attributes that are harder to describe with analogies.

ACTIVE LISTENING
Fully considers what is said, how it is said, and why; prompts in a supportive way to encourage candid, forthright conversation.

STICKS NECK OUT
Will put own reputation on the line in support of the team; provides "air cover" by mitigating meddling and second-guessing from elsewhere.

SHOULDERS RESPONSIBILITY
Upholds important duties with honour, accountability, courage, and aplomb.

FUNNY BONE
Has a sense of humour and does not take self too seriously.

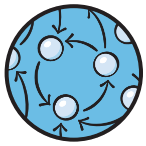
BACKBONE
The resolve to uphold integrity and principled stances without backing down in the face of corrupting forces.

TOUCHPOINTS
Makes the most of every interaction with others; takes every opportunity to build relationships, learn from others, and persuade.

STAMINA
Maintains high performance over the long haul by pacing; cares for self by keeping physically healthy and coping constructively with stressors.

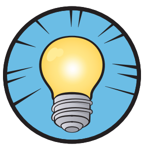
WALKS THE TALK
Deeds match words as commitments are followed through on; rejects hypocrisy and double-standards in personal conduct.

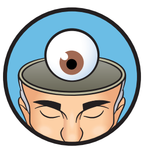
* Birgit Schyns et al., "Teaching Implicit Leadership Theories to Develop Leaders and Leadership: How and Why It Can Make a Difference," *Academy of Management Learning & Education*, vol. 10, no. 3 (2011), pp. 397–408.

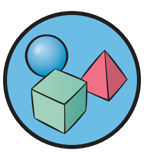
SYSTEM THINKING

Sees how the world is made up of a complex tangle of interrelations; makes decisions while anticipating the potential side-effects and complex dynamics.

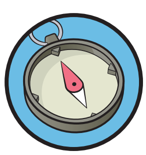
EMPATHETIC REASONING

Can put themselves in others' shoes and care about their well-being; routinely thinks through issues from others' point of view.

CREATIVITY

Approaches problem-solving with a spirit of invention and appreciation for fresh ideas.

SELF AWARENESS

Is mindful of personal strengths, limitations, and foibles while keeping the ego in check.

DIVERSITY MATURITY

Can relate harmoneously within diverse groups of people; has a worldly curiousity and appreciates the nuances of different cultures.

ETHICAL REASONING

Guided by a moral compass to do the right thing; an unflagging commitment to upstanding conduct based on well-founded values and principles.

INTEGRATIVE THINKING

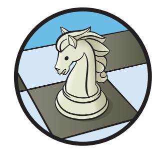
Has wide-ranging interests and can think laterally across disparate domains; can formulate coherent and meaningful mental models without ignoring inconsistencies, ambiguities, and contradictions.

CRITICAL THINKING

Does not take claims at face value but inquires about deeper truths; asks probing questions to uncover dubious assumptions.

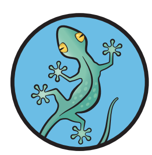
WISE JUDGEMENT

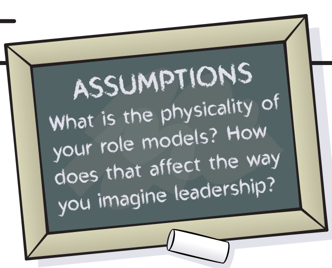
Reasons with an open mind while accounting for personal biases, blindspots, and mental traps.

STRATEGIC THINKING

Works through challenges in a goal-directed way that anticipates enablers, obstacles, and divergent interests.

EMOTIONAL MATURITY

Acts with equanimity and social grace; does not let mood or emotional disquiet highjack thinking or relations with others.

IMPULSE CONTROL

Keeps the "lizard brain" in check: thoughtfully resists the temptation to over-react to fears or indulge in short-term satisfactions at the expense of deeper fulfillment.

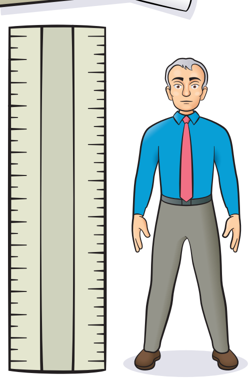


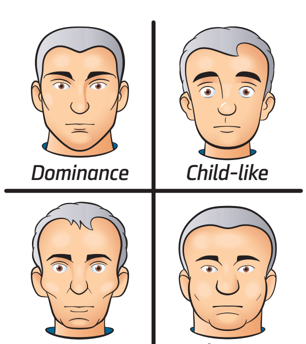
LOOKISM BIASES

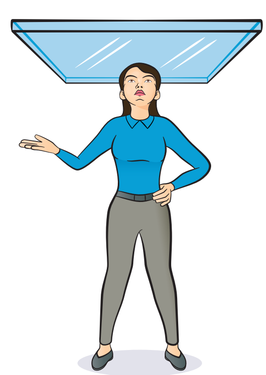
Our ideals of leaders contain cultural biases and blindspots. What we think of as admirable is often tainted by stereotypes: simplistic preconceptions that, if unacknowledged, can subtly skew who we think of as worthy of leadership and pose a barrier to career advancement for some.

Preattentive cognitive processing: the impressions we form before we can consider.

Critically examining ideals and biases helps us reduce the sway of unconscious, knee-jerk judgements.







PHYSICAL STATURE
A disproportionate number of senior executives in business and government are above average height. Indeed, far more are quite tall than would be expected if promotion were based purely on merit.

FACIAL DOMINANCE
"Statuesque" facial features in men (such as strong brow, chisled jaw, symmetry, and attractiveness) are more commonly attributed to leaders. That is less so of those with child-like or non-athletic features.

GENDER
Women face an uphill battle to be recognized as leaders because popular imagery tends to be masculine. Women can also hold themselves back from leadership roles when they uncritically internalize gendered role models.

SOCIO-CULTURAL MARKERS
There is an in-group/out-group bias that favours those who are within more privileged social groups. Markers of religion, ethnicity, youth, and counter-culture groups are underrepresented in mainstream depictions of leadership.

www.elanica.com/eye-cues

Seven Steps TO CREATE BETTER DIGITAL SERVICES (FASTER!)

ANTHONY SHEEHAN

RICK KOELLER

The recent introduction of the new *Government of Canada (GC) IT Strategic Plan 2016-2020*[1] and the *Treasury Board Policy on Results*[2] provide an opportune time to test new approaches in creating better digital services for Canadians. This article lays out a simple seven-step model for transforming the way an organization can deliver Information Technology (IT) projects by shifting the focus from project metrics (outputs) to business metrics (outcomes).

According to a *Harvard Business Review*[3] article, one in six IT projects has an average cost overrun of 200 percent. This is a clear sign that new approaches are required. Other reports from McKinsey[4], Gartner[5] and more recently Shared Services Canada[6] have also highlighted the poor success rates of IT projects. We believe one of the root causes for low success rates is the strong reliance on project scope completion as a measure of project success. Success has traditionally associated with delivering on time, on budget and on scope. Perhaps a truer measure of a project's success is whether it delivered the planned benefits at a reasonable cost. In fact, the Project Management Institute (PMI) just recently evolved its definition of project success by stating, in the opening words of the *Pulse of the Profession 2017*[7] survey: "The traditional measures of scope, time, and cost are no longer sufficient. Projects must deliver what they set out to do — the expected benefits."

The recent release of the new *Policy on Results* and the *(GC) IT Strategic Plan 2016-2020*, prompt the exploration of new ways of delivering digital services. On one hand, applying a Results & Delivery (RD) perspective to this problem helps shift the focus away from the Outputs (the project scope, the product, the service) and more towards the Outcomes (benefits generated by the output). More specifically, the *RD Manual*,[8] produced by Delivery Associates to help the public service apply RD thinking, encourages:

1. The clear identification of outcomes
2. The use of data to identify which strategies (the scope) to implement; and,
3. The use of routines to confirm that the adopted strategies do indeed produce the intended outcomes. As also stated in the manual, RD is an uncompromising focus on outcomes.

Conversely, the new *(GC) IT Strategic Plan 2016-2020* emphasizes the need for increased agility and recommends the adoption of *Agile methodologies* and cloud services. These recommendations are strong enablers of iterative approaches that embrace adaptive planning, continuous improvement and efficient response to changes by evolving requirements and solutions through the collaborative effort of self-organizing and accountable cross-functional teams.

The timing is ideal to combine approaches by focusing first on outcomes, followed by empowering project teams to iteratively refine what the scope is that will deliver the planned benefits. A paradigm shift may be needed as many IT project managers and investment management governance committees continue to focus on and expect upfront detailed scope documents instead of focusing primarily on the project outcomes.

Where to start? The following steps will help transform the way an organization delivers software solutions and digital services.

1. Apply Outcomes Management to IT project investments

As a leader, you are measured on how well your actions help deliver the organization's mandate, and IT projects should be used as a means to achieving this end. Before creating business requirements – and especially before deciding which IT solution to implement – start by clearly identifying your desired project benefits and ensure that these strategically align with your organizational priorities and your Departmental Results Framework. The *TBS Guide and Tools on Outcome Management*[9] and the *Policy on Results* provide great direction to identify good outcomes that are clear, measurable and properly "baselined."

2. Seed fund projects to take away the guesswork involved in writing business cases

Most IT gating models only release project funding once a business case is approved. When the efforts of creating a business case are not already pre-funded and part of operational activities, organizations tend to rush the business case to secure quick funding so they can staff the project team. To prevent this along with, trying to predict upfront what scope (and related

> We believe one of the root causes for low success rates is the strong reliance on project scope completion as a measure of project success.

costing) will deliver the planned benefits, release part of the project funding once the planned benefits are identified and approved. This seed funding will give an organization enough runway to gather insights and reduce the number of assumptions needed to finalize a more solid business case.

3. Conduct user research and apply data-driven management

Use data to drive decisions. For example, if a department wants to increase the adoption of a digital service by 20 percent (outcome), the solution may be to:

1. Attract more people to the digital service page; or,
2. Optimize the digital service workflow to increase completion rates.

Either path could arguably increase adoption rates. Yet without proper user research, analytics and usability testing, it may be unclear which path (project scope) is best. Seed funding the project will let an organization gain these insights before prematurely finalizing a business case and making unnecessary assumptions about the needed scope.

4. Apply RD thinking at the requirement level

Agile teams often define requirements in User Stories, which is like applying RD at the requirement level- User Stories focus primarily on the outcome of the requirement and not on the solution that will deliver the outcome. For instance, instead of writing a requirement as: *I want a blue print button in the top right corner*, rather capture the requirement as: *I need to print weekly reports.* Then let the team decide what the most cost-efficient way of developing the IT system to fulfill this business need is. *User Stories* should also be relatively prioritized based on the business value they provide and their ability to reduce risk.

5. Gain user and sponsor feedback quickly

Take the highest priority user stories and start building a *Minimal Viable Product* (MVP). Building this small increment of the final product will continue to help the team gather data quickly. Start with a sketch and then develop a working prototype. Sharing these deliverables early with stakeholders will help generate great feedback and reduce the risk of poor user uptake once the product is launched. Creating a MVP also helps confirm that the suggested technical solution is feasible and assists in mitigating delays in procurement or development environment setup. Finally, the MVP will also provide early signs to validate the hypothesis that the planned solution helps deliver the outcomes.

6. Adopt a measurement routine: build iteratively and deploy to the Cloud

If the only opportunity sponsors have of defining a product's scope is early in the project lifecycle, they will tend to ask for everything that comes to mind to be sure it gets planned in. However, we often don't know what we don't know and it takes considerable effort and luck to precisely define a full set of software requirements at the beginning of a project. The RD approach encourages the adoption of routines to gather data and course correct if needed to reach the benefits.

By building the solution in the Cloud, an organization can easily establish that routine early in the project by making increments of the product available to users for testing. Then by empowering sponsors and users to adjust scope as the project evolves, an organization may run into the unthinkable scenario where sponsors realize that only 60 percent of the initially planned scope was in fact needed to generate the planned benefits. When sponsors, users and project teams work as partners to apply a simple Plan-Do-Check-Act cycle of iterative short-term planning, delivery, re-evaluation and adjustment, they reduce the risk of delivering irrelevant software products that miss business objectives or demonstrate failed agility to respond to changing market conditions.

7. Focus your governance on the outcomes and trust your team

Governance committees should try not to manage the detailed scope of a project. If it strongly believes that it is preferable to deliver the intended benefits than to deliver the planned scope exactly, it should move ahead. The condition is that the project team operates within the needed constraints of time, cost, security, privacy and enterprise architecture. Rather, governance committees should focus accountability on reaching benefits and towards the sponsors, users and project teams who decide and iteratively adapt the project's scope and increase the likelihood of delivering the planned benefits.

RD and Agile are not new concepts but, when combined, they will help fuel innovation and use taxpayers' dollars more efficiently to deliver better applications and digital services faster to Canadians.

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The Liberals and Democratic Reform:

From Offense to Defence

As the Liberal's assumed office, three big democratic reform ideas were floated: electoral reform, e-voting, and mandatory voting. The second and third were never seriously entertained – swatted away by the Parliamentary Committee on Electoral Reform. The first quickly became a quagmire due largely to the Government's own failures in process design.

The Prime Minister's admission that there will be no electoral reform for 2019 is, for me, both disappointing and unsurprising. Although the public was admittedly not galvanized by the provision of do-it-yourself summer barbeque kits and a seemingly manipulative online survey, there remains considerable appetite for change. The Liberal's abandonment of this core campaign pledge reinforces cynicism and the view that political parties are fundamentally incapable of collaborating. Trudeau would instead counter that governing means tough and imperfect choices.

The Liberal pivot recalls former Ontario Premier Dalton McGuinty who campaigned vigorously in opposition for democratic reform before adopting a much more traditional mindset once in in power. In fairness, the McGuinty government did establish a citizen's panel whose proposals would ultimately face sound rejection in a binding referendum. Yet the 2007 ballot was overshadowed by a concurrent provincial election (during which the Liberals were mute on the issue), while nobody was given the means to launch a meaningful public education campaign. It should also not be forgotten that BC's initial 2005 referendum on electoral reform garnered nearly sixty percent support for an alternative voting model. The status quo earned only thirty one percent support in an October 2016 plebiscite in PEI.

More curiously, Trudeau has also publicly mused that the popularity of his own Government (and by extension himself...) has diminished the public desire for a new voting system. Such is a classic argument for representational leadership and, if one is not careful, a justification for autocratic tendencies. It is also a recipe for cynicism, invoking outdated notions of trust and ignoring the Liberal's own campaign rhetoric that struck a chord for many citizens (especially younger voters) seeking greater voice and enhanced democratic legitimacy.

Politics aside, the Government can also point to a new electoral threat on the horizon, namely cyber-espionage. The new Democratic Reform Minister has thus been tasked with examining the digital readiness of electoral institutions as well as political parties, working with domestic security agencies to do so. Under the shadow of the recent US election and Russian meddling, the posture is once again defensive: ensuring stability in the face of turbulence.

While digital resilience and stability clearly matter, the offsetting risk is to constrain innovation and adaptation. Skeptics of e-voting, for example, can now invoke cyber-dangers to defer, seemingly indefinitely, as both Toronto and Waterloo have now done at the local level (similarly rejecting ranked ballot reforms as well). Yet let's not forget that bordering Russia, Estonians have opted for more digital democracy, not less. As even our own governments seek to enable online tax filings and health care records, clinging to paper ballots provides only a simplistic and ultimately false sense of security.

As even our own governments seek to enable online tax filings and health care records, clinging to paper ballots provides only a simplistic and ultimately false sense of security.

This defensive political mindset is further reinforced by the toxicity of a media sector facing upheaval. Donald Trump's constant barrage of attacks is a case in point. Canadian media also face an existential crisis, a point underscored by the Public Policy Forum in its recent report, *The Shattered Mirror:* 'The digital revolution has made for a more open and diverse news ecosystem–and a meaner and less trustworthy one.'

With both politics and media in flux, two paths forward are possible: a new and more participative approach to politics (as promised, and now seemingly abandoned by Trudeau) that requires serious and far-reaching institutional reforms, or a reversion to autocratic leadership that in many countries is reflected in the rise of celebrity populism and extremism on the one hand, and eroding democratic mechanisms on the other hand.

With an eye on preserving power in 2019, the Liberals are betting on policy change rather than institutional change and, by extension, stability rather than reform. Such is the traditional political calculus: the wider risks and costs associated with this gambit, however, should not be ignored.

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MAKING THE LEAP FROM PROVINCE TO CITY: AN INTERVIEW WITH PETER WALLACE

CITY MANAGER, CITY OF TORONTO

__Peter Wallace__ has been working in the public service for over thirty years. He joined the Ontario Public Service through the Ministry of Industry and Tourism and worked his way up the ranks. He served as Associate Secretary of Cabinet with responsibility for Policy in Cabinet Office, Deputy Minister of Energy, Deputy Minister of Finance and Secretary to Treasury Board. In 2011, he was named Secretary of Cabinet, head of the Ontario Public Service and Clerk of the Executive Council. He made the leap to city affairs in 2015. CGE Editor Patrice Dutil questioned him on his important position and the transition to city politics and leadership.

Q: ***How is the CAO position different in comparison to Cabinet Secretary?***

The positions have a lot of similarities. In both, I provide advice to elected officials and deliver on their policy direction. I work to ensure effective and efficient management, operation and organization of the public service and oversee the day-to-day operation of public services.

A key difference is that at the Province, I am carrying out the mandate of the government party and the Premier. At the City, I support the Mayor and 44 independent councillors who often have very different points of view.

Another difference is that most decision-making processes at the Province are centralized through Cabinet Office whereas the City is more decentralized. As a result, collaboration, civic engagement and consensus building become even greater parts of the role.

Q: ***You have made the headlines by taking City Council to task for overpromising things and were applauded for it. What prompted you?***

My view is that the path we're on is not sustainable. It needs some correction. There are significant gaps between incoming revenues and capital and operating budgets. I am completely committed to working with the Mayor, Executive Committee, Budget Committee and broader Council to try to align Council's expectations with the City's funding and revenue limitations.

The City is developing a Long-Term Financial Direction to guide Council in making decisions which will help reinforce the City's financial sustainability. The plan will provide consistency between short-term decision-making and long-term aspirations, and provide a framework for maintaining or enhancing the fiscal resilience of the City of Toronto and its agencies to support sustainable public services.

This will help us work through the gap as systematically, methodically, coherently and vigorously as possible and will help to avoid reliance on the land transfer tax and one-off Provincial funding requests. It will help the City prioritize and develop into a more mature government, controlling more of its own destiny.

Q: ***How would you describe the differences in dealing with politicians?***

I think this goes back to the party system that governs the Province and Federal government and the independent system at the City. Councillors often have different and conflicting priorities. On the whole, Council wants more public services and more and better outcomes. At the same time, there is a very real budget constraint. Council wants to keep residential tax increases to the rate of inflation, which given population and economic growth, effectively results in the public service getting smaller as a share of the overall economy every year. The core expectation is to deliver more for less – without significant disruption – and is one of the greatest challenges in working with elected officials.

Q: ***How is your media strategy different from your predecessor's?***

I firmly believe that the role of civil servants is to provide advice to government and it is up to elected officials – in our case the Mayor and 44 Councillors – to communicate their priorities publicly and to the media. I will continue to clarify factual information to the media as required, however it is not a core requirement of my role to engage with the media on a regular basis.

Q: People often forget that the City of Toronto's budget is larger than six of Canada's provinces. This is big government. Are there processes done in the province that could be applied to a city the size of Toronto?

The Government of Canada and Provinces have many ways to show and easily understand their financial condition – for example, things like debt to GDP, debt targets or expense relative to GDP. At the City, we don't have as effective a way to understand how we are doing financially.

The provinces and the federal government have a clear idea of where they have come from financially and where they are going. The past financial data is tracked clearly and integral to current decisions. Similarly, they also do a tremendous amount of forecasting of expense and revenue. Toronto tends to be much more focused on the current year and this a key reason that I am focused on building a long-term financial direction.

Q: How is the budget process different in the City as compared to Ontario?

My vision is to bring more coherence to our budgeting and to our use of resources. We spend $12.5 billion (tax and rate supported services) a year operating as an organization. That is a lot of money being spent on the public's behalf. We need to maximize the value and impact of that money. And we need to do that in conjunction with our political colleagues.

The City's budget hits closer to home with most citizens. It is more transparent and often highly visible, particularly property tax and utilities. At the Province, funding is a step removed, through sales and income taxes. As a result, the public believes it should have a greater say – which is indeed the case – in Toronto's budget.

Think of what happens theoretically if government stops operating for a short period. With the Government of Canada, I'm not sure anyone notices right away. The Government of Ontario, you notice a little bit more, especially around health. But if the Toronto government stopped operating, you would notice immediately. The work we do has a profound and immediate impact on our communities and the quality of life of our residents. It's great to be able to work in a place that produces value for our citizens.

Another point to consider is that Toronto needs to balance its budget every year – we can carry debt but not a deficit. The Province of Ontario can carry a deficit and debt.

Q: Tell me about the difference in risk-management methods? Could one order of government learn from the other in this task?

There is already an established framework at the Province. We are developing a risk management framework at the City.

At the City we have flagged for Council a number of key risks:

- Process and Decision risk – expense outcomes are largely driven by agency decisions; a reliance on broad, future targets rather than specific service changes; and a reliance on decisions made by other governments.
- Expense Momentum risk – cost escalations in both operating and capital budgets; a reluctance to change service or delivery models; labour, contract and debt cost escalation; and pressure from one-time bridging strategies
- Revenue Stability and Equity risk – dependence on a potentially volatile land transfer tax; lack of appetite for alternative revenue options; and an over-reliance on user fees including TTC fares.

Q: What is your philosophy of leadership?

My job is to help set the framework. It's my job to be thoughtful. It's my job to give policy advice relentlessly on the things that truly matter like the use of money, like the use of human resources, like maintaining a fair, equitable, accessible workplace. Really, the fundamental values of the public service are not expressed in the head of the organization, they are expressed in the fabric and culture of the organization. The culture of the workplace should be a shared responsibility.

A leader needs to provide context and allow scope for the challenges of innovating in a fishbowl as we keep in mind demographic shifts, the increasing speed of change and the application of technologies and innovation to service delivery.

Q: What is the biggest challenge facing the City's bureaucracy?

The Toronto Public Service is being challenged to try to understand the difference between what we think we're doing and what we're actually doing. Are we as effective as we can be? Are the services and programs we provide as efficient as they can be? We need to look at what are we delivering. This is not just a question of revenue options but also are we doing the right things as well as we possibly can. There is ongoing pressure between very high expectations that deserve to be met and the reality that public resources are inherently constrained.

Q: How do you manage it?

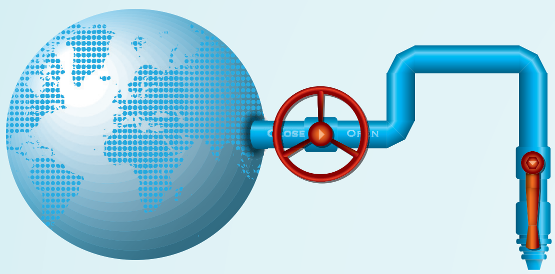
We need to constantly reflect and assess. From the flow of information to the application of technology, the sharing of information and open government to the breaking down of hierarchies and walls, we need to focus in on a client-centred approach, look at their needs and collaborate with other levels of government. In the past, citizens were forced to bend to fit the model of government. They had to have separate relationships with each level of government and decipher where to go for which service. Truthfully, this is still largely the model. And it makes no sense from the perspective of our residents – they do not really differentiate between levels of government. We need to collaborate on mechanisms to shift to client-centred government and abandon the model of the past.

As public servants, we owe an absolute obligation to be as efficient as possible. We need to offer our wisest advice and the best implementation of policy and direction. At the municipal level, we offer so many critical, vital services such as transportation, social services, shelters and waste collection. This is a place where what we do absolutely matters. We need to focus on the fine edge of how we can improve. And therein lies the challenge.

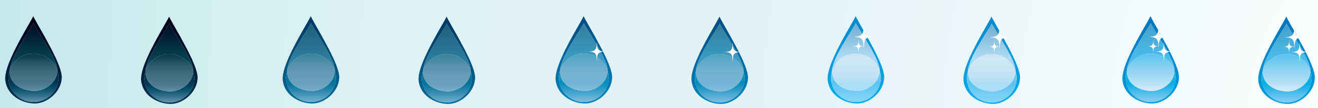
CANADA'S *Water* QUALITY AND USAGE

Water is life. The health of mankind depends on it and, remarkably, so does the Canadian economy. In Canada, the quality of water is graded "A" and ranks second among selected industrialized countries based on the Environmental Performance Index (EPI) and ninth overall among 157 countries assessed.

RANK OF WATER QUALITY



Environmental Performance Index water quality rating



SWEDEN	CANADA	JAPAN	FRANCE	RUSSIA	ITALY	UNITED KINGDOM	GERMANY	USA	AUSTRALIA
96.2	93.1	87.8	86.5	82.4	82.2	81.6	78.6	77.5	61.7

WATER QUALITY FACTS

Approximately 57% of Canadians are served by wastewater treatment plants (compared with 74% of Americans, 86.5% of Germans, and 99% of Swedes).

In developing nations, 80% of diseases are water-related.

Of all Canadians, 26% rely on groundwater for domestic use.

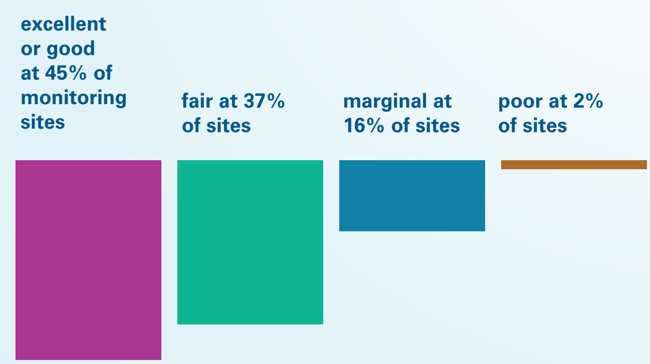
One drop of oil can render up to 25 litres of water unfit for drinking.

One gram of 2,4-D (a common household herbicide) can contaminate ten million litres of drinking water.

One gram of PCBs can make up to one billion litres of water unsuitable for freshwater aquatic life.

One gram of lead in 20 000 litres of water makes it unfit for drinking.

NATIONAL FRESHWATER QUALITY INDICATOR FROM 2010 TO 2012 AT 172 SITES IN CANADA



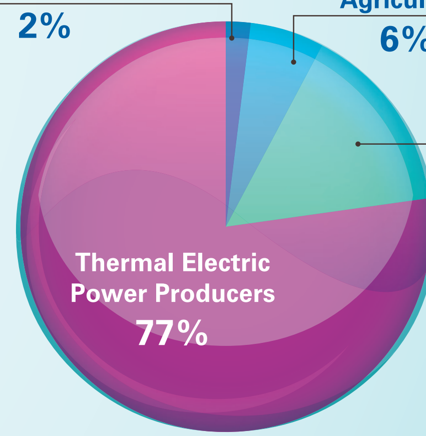
Air particles - dust, volcanic gases, natural gases, toxic chemicals, lead
Urban runoff - sediments, animal wastes, petroleum products, road salts
Commercial activities - industrial, farming, mining, forestry

HOW MUCH WATER DOES A CANADIAN USE AS COMPARED TO SOMEONE FROM ANOTHER COUNTRY?

Country	Cubic metres per person per year
United States	1583
Canada	1025
Italy	898
Japan	639
Australia	629
France	472
Germany	404
Sweden	287
United Kingdom	129

DOMESTIC WATER USE

INDUSTRIAL WATER USE



WATER USAGE

6 to 32 litres of water are required to flush a toilet.

85 to 95 litres of water are used during the average shower.

2.5 to 7.5 litres of water is used to brush your teeth.

45.5 to 76 litres of water is used on average for an automatic dishwasher.

76 litres are used on average to wash dishes by hand (watering running to rinse).

It takes approximately 3.75 litres to process a quarter pound of hamburger.

It takes 7, 850 litres of water to make four new tires.

147,955 litres of water is used to manufacture a new car including tires.

Sources: Environment and Climate Change Canada, Conference Board Canada, McGill University, WWCGF, National Roundtable on the Environment and Economy 2011.

The Fraud Triangle: Looking for Signs

"Former Metro banker stole $73,000."

"Enbridge sues ex-employee."

"Woman stole $51,000 from employer."

"Former NASA official accused in $9.6M scam."

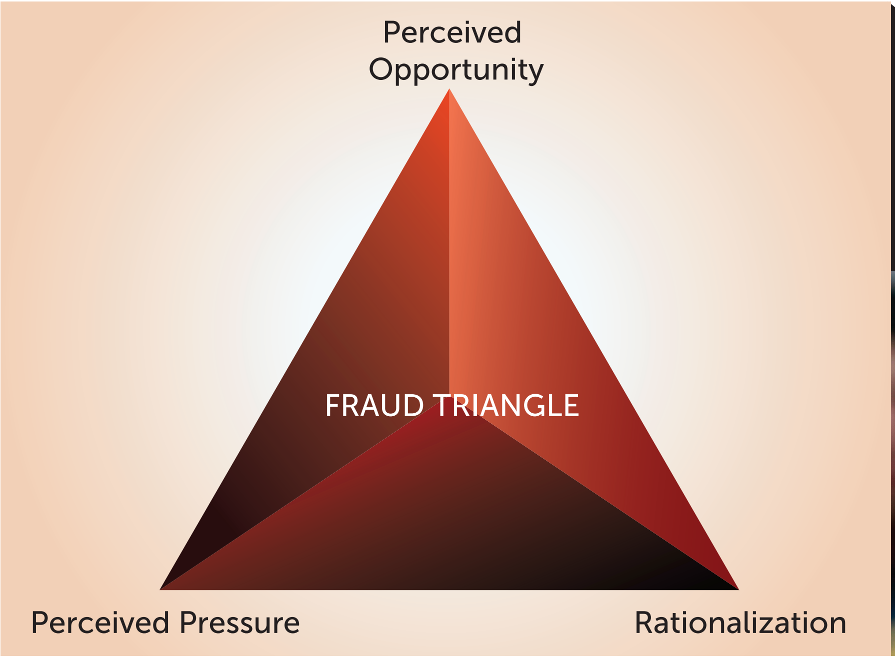
BRENT WHITE

You don't have to look far to find a story reporting fraud. They are everywhere. Fraud seemingly has no boundaries; local businesses, charitable organizations, banks, public companies. The list of victims goes on and on, as does the list of perpetrators, and with an estimated $3.5 trillion in potential losses worldwide annually (per a 2012 survey by the Association of Certified Fraud Examiners), government departments must sit up and take notice. Identifying the conditions that lead to fraud, and gaining a better understanding of why people do it, can provide a logical starting point to help prevent fraud from happening in our organizations and to better detect it when it does occur.

One of the most useful models to support an understanding of why fraud occurs is the fraud triangle. The fraud triangle (see figure 1) was developed from the work of criminologist/sociologist Donald Cressey. Cressey posits that fraud, a violation of trust that leads to economic or reputational gains on the part of the perpetrator, occurs in the face of a perceived pressure, a perceived opportunity, and a rationalization. While the model is the subject of ongoing research, such as the recent work by Free and Murphy (2015) which addresses why perpetrators co-offend, it provides a useful framework for understanding fraud. Each factor of the model deserves further explanation.

Perceived Pressure

In cases of perceived pressure, the perpetrator feels a pressing need in their life to prompt them to think of fraud as a reason-



able alternative. Examples have included day-to-day struggles to raise a family or make mortgage payments, or less socially acceptable expenses such as gambling debts or funding an addiction. In some cases, there is undue pressure to perform, such as an expectation to bring in a certain number of new accounts or investments, and one's tenure with the company may be in jeopardy if they do not. Faced with an inability to meet such benchmarks, the pressure to "appear" to be doing so (i.e. doing well) is perceived. In these situations, accessing an employer's cash flow, or embellishing performance reporting, might be seen as viable options to ease the pressure.

In the case of plastic surgeon Dr. Brian Lee (as recounted by Kranacher, Riley and Wells, 2011) he concealed income from his partners because he was involved in a family competition with his brother and his father to acquire the largest pile of "things" - luxury cars, vacations and homes. Since certain plastic surgeries were not covered by insurance, and Dr. Lee required payment before surgery. So he diverted the payments from clients outside the normal billing system to further amass his own personal wealth, thus addressing his perceived need. He later confessed when a client approached the company seeking an invoice, and no record of her surgery could be found.

It is somewhat intriguing to see how this reputational factor impacts motive in fraud. Bernie Madoff, perhaps the most infamous Ponzi scheme fraudster of recent times, said his pressure was to continue to provide market-beating returns of ten to twelve percent at a time when actual returns were much lower. To do so, he falsified records to create the impression that all was more than well with his investors and their assets.

The banker from the headline above, Former Metro banker stole $73,000 said something like the doctor: part of his motivation was to convince his father he was doing well. Again, we see an incentive tied to reputation.

Of course, sometimes the needs are addiction based. We have probably all seen a news account of someone in court for fraud, their larceny prompted by either a drug or gambling addiction. In the throes of their compulsion, there is a tremendous pressure to steal from the employer or go without satisfying the powerful bodily and psychological craving. That is, indeed, perceived as a pressing need.

Perceived opportunity

When an individual has a perceived need, a perceived opportunity may come into sharper focus. There may be a chance to covertly avail themselves of some company assets or falsify documents, accessing a ready solution to meet the perceived need. In some cases, opportunities may be inadvertently noticed, presenting temptation, where in other cases, employees may be looking for such opportunities. A recent news story discussed a bizarre theft by an employee at the Royal Canadian Mint. The Mint found out the hard way that metal detectors and security cameras

> Bernie Madoff, perhaps the most infamous Ponzi scheme fraudster of recent times, said his pressure was to continue to provide market-beating returns of ten to twelve percent at a time when actual returns were much lower.

– what one would normally think of as excellent internal controls around precious metals – were not sufficient to stop an employee from stealing over $150,000 in gold by concealing it in a body cavity. In a *Globe and Mail* account of the theft, lawyer Gary Barnes offered "they had pails of gold just sitting around and people could walk by and actually just pick things out of them."

> A recent news story discussed a bizarre theft by an employee at the Royal Canadian Mint.

Although the employee set off the metal detector on 22 separate occasions, no one suspected his actions, until police were tipped off by a bank employee suspicious of his sizeable cheque deposits issued by gold buyers.

> In another case where an Enbridge Gas employee allegedly stole $6.3 million from his employer, the scheme seems to have unfolded when the employee was promoted to supervisor, and given authority to approve invoices up to $5,000.

In another case where an Enbridge Gas employee allegedly stole $6.3 million from his employer, the scheme seems to have unfolded when the employee was promoted to supervisor, and given authority to approve invoices up to $5,000. The employee allegedly saw this as a perceived opportunity to set up a series of "shell" companies who then invoiced Enbridge for services that were never provided. These invoices were approved by the new supervisor who "owned" the companies. Opportunity was apparently knocking.

The opportunity side of the triangle is where auditors, management and accountants have the greatest influence. If controls are strong, opportunity can be removed or minimized.

Rationalization

The third side of the triangle is rationalization. Human beings are amazing creatures. Very few of us want to look in the mirror in the morning and say "I am a fraudster and a thief." We prefer to say "basically, I'm a pretty decent person." The notion of cognitive dissonance suggests we need a strategy to deal with the conflict between the behaviour (fraud) and the self-image (I'm a decent, hard-working person). Enter rationalization. As Donald Cressey stated, fraudsters must have "verbalizations which enable them to adjust their conceptions of themselves as trusted persons with their conceptions of themselves as users of the entrusted funds or property."[1] It is here that rationalizations such as "they won't miss it", "they owe this to me after all I've done", or "it is just a loan – I'll pay it back" enable the fraudulent act to be seen as acceptable in their eyes.

Looking at the story "Woman stole $51,000 from Employer", we see a fascinating picture of rationalization at play. The Crown prosecutor noted the perpetrator said "her boss was hard to work for and he took advantage of her." In other words, the unreasonable boss deserved to be defrauded. Bernie Madoff famously said that his investors were greedy, almost as if to say "they had it coming." Another famous rationalization is convincing yourself, "it's only a loan." When a credit union employee was caught after having misappropriated thousands of dollars, she showed the authorities a careful record of her thefts. Each theft, she claimed, was actually a "loan" she had taken from the company coffers and each withdrawal was well documented. She was only waiting for the day when she could pay that "loan" back (which became increasingly unlikely as the balance mounted).

This aspect of rationalization reminds us that no matter how strong the controls, deeply motivated human beings facing a perceived need and seeing an opportunity, will sometimes cross the line into fraud. As the headlines indicate, fraud is not a respecter of persons – people within the spectrum from volunteers and minimum wage employees to multi-millionaire executives fall prey. No organization is exempt.

A better understanding of the fraud triangle can guide organizations to examine their practices to ensure there is not undue pressure to reach unrealistic benchmarks, to be more aware of employees who may be struggling financially or who seem to be making surprising financial moves (such as purchasing homes and cars that would normally be outside of their expected price range), and to more closely examine the realm of "opportunity" at all levels of a business, even when they would prefer to extend trust to their employees. The fraud triangle (although not without limitations) has endured since the 1950s, and is an important tool we can use to sharpen the focus on business practices that will benefit public sector organizations.

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Fostering generational change in leadership

It is a fine thing to have ability, but the ability to discover ability in others is the true test. — ELBERT HUBBARD

Excellence in leadership is instrumental in serving the public interest. New-age leaders merge the principles of good governance and sound management to foster integrity, innovation, and accountability in public service. They see the big-picture possibilities of connecting the dots in inclusive workplaces peopled by an intergenerational workforce.

There is no time like the present for new public servants to aspire to a new brand of leadership in a changing public sector environment. And 'there is no present like the time' to learn from a legacy of selfless service and to inform the leadership requirements ahead. Our job is to teach the next generation what it means to be better than us.

FOCUS	STRATEGY
INTUITION	Know yourself and be authentic wherever you go
INVESTMENT	Commit to life-long learning and higher education
INTERNSHIP	Apply for value-added student experiential placements
INTERCHANGE	Compete for enabling professional experiential assignments
INTERNATIONAL	Cultivate worldly connections and global experiential exchanges
INSTITUTION	Seek the knowledge, networking, and mentoring benefits of membership
INTEGRITY	Model ethical leadership and resilience in all endeavours
INNOVATION	Show adaptability and willingness to take measured risks
IMPACT	Showcase what others say about the difference you make
IMPRESSION	Tell your story plainly, concisely, and passionately whenever possible

Public administration legend Ian Macdonald reflected on the challenge: "To understand leadership after 60 years of observation, after many years of exploring the literature, after the last 10 years when I've served on the advisory committee of the leadership program at the University of Guelph, I've concluded that there's no [hard-and-fast] definition of leadership. Rather, it's like a teabag, you really don't know how it's going to perform until it's in hot water."

What is the new baseline that the next generation needs to know to serve the public good with distinction? What are the educational essentials and teaching implications of the New Public Leadership emerging? How will public administration schools develop a new generation of public service leaders?

Publish or perish

Twenty-five part-time Master of Public Policy, Administration and Law students at York University—many Millennials—were asked to anticipate and prioritize the needs. They wrote original articles as part of Fall 2016 coursework in PPAL 6000 Public Management. Five were selected to be posted and/or published by *Canadian Government Executive*. The first one, by Juan Alvarez, appeared in the March/April issue.

Three themes emerged on what new public servants need in order to be effective and advance on the job, in their career, and through education.

1. **Learning leadership on the job.** Today's diverse workforce and virtual workplaces are shaped by values-driven, citizen-centred, empowering, situational, transformational, collaborative leaders. Teamwork, communities of practice, and horizontal management network hierarchical government. Training is 70% learning by doing, 20% from other people, and 10% in the classroom.
2. **Nurturing public service careers.** Public sector development suffers in the absence of whole-of-government succession planning. Millennials are bright, brash, participatory, social media natives who are short on worldly experience, institutional memory, and career versatility. They look to realistic, enabling career strategies — appraisals, assessment centres, mentorships, lateral programs.
3. **Investing in higher education.** The new normal for Millennials is a Master's degree. Canada's 22 public administration schools feature life-long, experiential, reciprocal learning in part or full-time graduate and executive development programs. Learning outcomes benchmark return on investment by deploying cost-effective scholar-practitioners and accelerated MPAs.

Game-changing strategies

During five years at York University, there has been a steady patter of students to my door seeking advice on public service careers. Most are students in my classes, but some come by word of mouth. Undergraduates are typically looking for straight talk on ways to gain a foothold from someone who plied his trade in all spheres of government over four-plus decades.

Grad students are also interested in entry to the public service but want to know how to get ahead. They are relatively new professionals or first-time managers with limited experience who want to accelerate their career path. These consultations are mutually beneficial when they enhance students' experiential learning while informing my teaching and research.

Recent episodes convinced me to build more advice into coursework and to have integrated strategies at hand when giving advice ad hoc or at career events. The ten points below begin with the letter 'I', forming a mnemonic that underscores personal responsibility for career development. Together with real-world experience and storytelling, they offer a framework and possible takeaway for students. GE

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THE URGENT NEED FOR CULTURAL CHANGE

The way forward to engaging Millennials in the public sector

KEDDONE DIAS

Passionate, innovative, and highly skilled Millennials have so much to offer. But compared to generations before, there are fewer of them taking their talents to the public sector. As we watch the Baby Boom generation and the public service age together, it becomes clear that Millennials are a critical piece of the puzzle for modernizing the public sector to better meet the changing needs of citizens. The 'golden age' in public service that Treasury Board President Scott Brison has called for will become a distant dream if governments do not foster the environment necessary to attract, retain, and nurture the skills Millennials bring to the workforce.

Interest in joining the public service is not an issue. According to career counsellor Yvonne Collins of Carleton University, a significant number of students are seeking government internships and co-op placements. So where is the disconnect between the abundance of recent graduates looking for employment with government and the low representation of young professionals in the public service? It could have something to do with the extremely long and bureaucratic recruitment process that has applicants enduring wait times of three months or more.

For recent graduates who likely have student loan bills looming, the choice between a real job offer and a potential job opportunity in three months is an obvious one. Not surprisingly, 54% of new public servants employed for five years or less report being dissatisfied with the recruitment process. The exceedingly long process reinforces the perception that government is fraught with bureaucracy and is suffering from inertia. An overhaul is necessary.

Culture shift

Consultant Linda Duxbury says that Millennials who make it through the recruitment and onboarding process are telling government that a cultural shift in the public service is necessary.

"Millenials," she says, "want less hierarchy, fewer rules, meaningful work, good working relationships, respectful managers, autonomy, recognition for their work, flexible schedules, open communication, tolerance for risk-taking, and fewer barriers to innovation."

Duxbury is spot on. Although it is a tall order for a body that is historically slow to implement changes, it is certainly not impossible. In *Facing the Future*, the Institute of Public Administration of Canada reported in 2016 that, of approximately 4,600 new public servants: (1) 48.1% thought they would be working in the public sector for more than ten years when they first started, but this figure decreased to 41.2% after five years on the job; (2) 37% believe there are advancement opportunities; and (3) 28% believe there are opportunities to work across portfolios. If ever there was a time for change, it is now.

The way forward

Untangling government bureaucracy to create work environments where Millennials can effectively deploy their skills without running into constant roadblocks, test out new ideas without fear of career-limiting consequences, and be supported by open-minded leaders who embrace innovation are good places to start. We see tremendous success in the private sector, like the tech industry, where time is built into employees' work to explore creativity and innovation in problem solving, new product research, and professional development. It is not just spoken about, it is embodied in the culture of the workplace, and that makes all the difference.

Will the 'golden age' Brison spoke of come to fruition? Not without a cultural shift. There seems to be a willingness to change, but that must be coupled with deliberate efforts to cultivate great leaders from the Millennial generation who can begin the process of changing the culture of the public service from the inside out. A shorter, more transparent recruitment process, along with employing Millennials who represent the diversity of Canada at all levels of leadership, is essential. Clear paths to professional advancement and a management mentorship program would also achieve the dual purpose of retaining Millennials while strengthening succession planning — a winning scenario for Millennials, managers, and the entire public service.

Embracing change is often easier said than done. Can Millennials rescue the public service? That remains to be seen. The work necessary to get there must be timely and intentional. If we fail to seize the moment, we risk being unprepared and ill-equipped to respond to the needs of citizens.

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FORT MCMURRAY'S WILDFIRE A YEAR LATER: 'A whole of society effort'

MARCELLO SUKHDEO

At this time a year ago, the 88,000 displaced people of Fort McMurray began their heartbroken journey back to what was left of their homes and belongings in their fire-ravished city.

Located in northeast Alberta, the city of Fort McMurray was combined with Improvement District No. 143 over twenty years ago to form the Regional Municipality of Wood Buffalo (RMWB). This amalgamation is classified as an urban service area. There are only two in the province: Fort McMurray and Sherwood Park.

On May 1, 2016, life in this city (considered a centre for oil production in Canada due to its proximity to the Athabasca Oil Sands) changed dramatically. A wildfire which is alleged to have been started by humans began pushing its way from the southwestern direction. At 9:57 p.m. local time, a state of emergency was declared in two neighbourhoods within the municipality. In less than 48 hours, it was extended to ten more. By 7pm on May 4, the order to evacuate the entirety of Fort McMurray had been given because of the rapidly spreading forest fire and the grave threat it posed to the community.

The fast-moving, raging blaze, nicknamed "The Beast" by Fire Chief Darby Allen, prompted Alberta to declare a provincial State of Emergency, the second such in the province's history. The first was just three years prior when the floods of 2013 killed five people and displaced over 100,000 inhabitants throughout the Calgary region.

What had been Canada's costliest natural disaster was easily eclipsed by the Fort McMurray wildfire. "This was the biggest evacuation in Alberta's history, with nearly 90,000 people evacuated in just a few hours and resulted in saving the vast majority of homes and businesses," said Shane Schreiber, Managing Director of the Alberta Emergency Management Agency.

The magnitude of a wildfire can be grossly underestimated. However, once the size of the area affected, the number of displaced inhabitants, the emotional effect of the loss of property and personal belongings, the life-threatening circumstances and the provision of shelter, food and safety for the victims, the picture becomes a little clearer.

Dealing with loss and uncertainty on an individual and collective level can lead to hopelessness and despair. One of the things needed to combat this bleak situation is a simple ingredient – leadership through effective communication. This is where the public service can make a real difference in lifting a devastated community out of the peril it faces. This sort of disaster management is key to help contain a disaster and to provide relief, support and direction so as to rebuild and heal a community. For the residents of RMWB, this was provided by the Alberta Public Service (APS).

After the news of the wildfire broke, APS members and leaders of different organizations quickly moved in to assist. Many dropped their regular duties and began to work under the guidance of a Ministerial Task Force and public service leadership to coordinate activities. "From response and re-entry to emergency social services supports, to recovery, the province was proud to lead the coordination, collaboration and co-operation of all organizations involved," said Schreiber. "It took a 'whole of society' effort, from first responders and emergency management professionals to CEOs and neighbours, working together to respond to a disaster of this magnitude."

Many came from different organizations including the Department of National Defence, Health Canada, Indigenous and Northern Affairs, RMWB, EMS and RCMP

FIGHTING THE FIRE

While residents fled to safety, firefighters and other first responders stayed behind, working night and day trying to tame "The Beast".

- The number of firefighting resources peaked on June 3, 2016, with approximately 2,197 wildland firefighters, 77 helicopters and 269 pieces of heavy equipment fighting the wildfire.
- The government deployed approximately 4,700+ wildland firefighters and support staff, 80+ helicopters, and 270+ pieces of heavy equipment throughout the duration of the wildfire.
- The government received support from across Canada and from the United States, Mexico and South Africa. Approximately 1,222 additional firefighters and support staff assisted in the wildfire operations.
- The Fort McMurray First Nation used their own equipment to build a fireguard around the Gregoire Lake Reserve to save their community.

Source: Government of Alberta

to help in the rescue and emergency response. Others from the health care and mental health fields, the oil and gas industry, contract suppliers, utility companies, emergency social services and voluntary sector organizations worked tirelessly over the days and weeks to bring relief to inhabitants and protect the infrastructure of Fort McMurray.

Those who served on the frontlines during the emergency response said afterwards that this was a life-changing experience for them. Not just because of the unprecedented magnitude of the disaster and the aid provided to victims and evacuees but the caring nature of people from many organizations who responded and helped the inhabitants to evacuate. Then there are those that came forward like Jody Butz, Regional Fire Chief and Director of Emergency Management for the Regional Municipality of Wood Buffalo, who was the Operations Chief during the wildfire. When asked what it was like to lead and manage a disaster of this magnitude on the local level, he said it was something that he didn't ask for, but like all the other first responders, he "had a sense of duty to defend" his community. It was only "after the event was over" that he did truly appreciate the magnitude and impact of the wildfire.

As the disaster unfolded, the APS recognized that it was important to communicate with the 88,000 evacuees by providing regular and reliable information updates. But with no proper structure in place, doing so would pose a significant challenge to disseminate current and accurate information while making it accessible to the public. Recognizing this need, the APS leadership moved to ensure that communication measures were put in place. "We began steady communications to keep Albertans informed about the situation in the Wood Buffalo region," Schreiber explained. "News conferences, information bulletins, social media, websites, call centres, emails, telephone town halls, and other communications tools were used regularly to inform displaced residents of the situation back home, as well as the supports available to them."

Some of the public meetings were even led by Alberta's Premier, Rachel Notley, and key ministers. For an hour-and-a-half on four evenings every week for over a month during the disaster, evacuees received information directly through the 17 telephone town halls that were held. Thousands received direct answers to questions posed to officials like Premier Notley and wildfire manager Chad Morrison about their homes, the status of the fire, when they can return, what's holding back faster progress, financial aid, looting concerns and the like. "This was really a very innovative way of specifically getting information out to those impacted," said Scott Long, Executive Director of Operations, Alberta Emergency Management Agency. The success of these sessions was beyond expectations with over 51 per cent of evacuees participating and over 520 questions answered. This initiative has established a new standard in what's possible in crisis communications.

Due to the leadership spearheaded by the APS, a Wildfire Recovery Task Force made up of staff from across government and the RMWB was established shortly after the evacuation to assist with the needs of residents once they returned home. A voluntary re-entry plan was drawn up to ensure that the inhabitants returning to Fort McMurray were safe and had essential services available.

In looking back so as to measure the success of managing a disaster of this size it is important according to Schreiber, to measure in terms of what was not lost. "None of the critical infrastructures in the region was lost," he said. "There only was a temporary shutdown of the key facilities and industries" which was miraculous when compared to the enormous size of the fire. Also, "only 10 per cent of residential structures was destroyed." He went on to add that "tragically but nonetheless miraculously in the face of such a threat that only two fatalities occurred during the early part of the disaster."

To ensure that the emergency system is stronger in the future, the Government of Alberta announced in September 2016 that it has initiated an independent review of the emergency response to the Fort McMurray wildfire.

"We're looking at all aspects of our preparations, response and recovery to see what went well, and what we could do better in the future at every level within the province – from individual preparedness to the support provided by the provincial and federal governments," Schreiber said. "That's what the independent review is all about – learning from our experience." The findings from the third-party review will be made public later this spring.

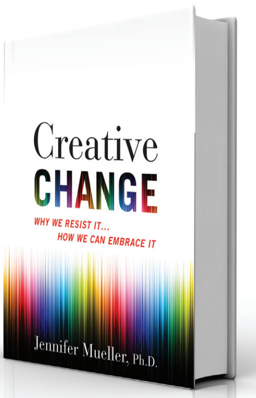
Due to its exceptional leadership during the wildfire and the recovery phase, the Alberta Public Service Leadership received the Gold award at the 2016 Public Sector Leadership Awards ceremony presented by IPAC and Deloitte in February 2017.

But the work does not end there. Speaking on the first day of the phased re-entry, a month after the wildfire broke, Premier Notley said, "Today is not the end of the story. It is not a return to normal life and it's not yet a celebration. There's still a lot of work to recover and rebuild Wood Buffalo. This will be the work of years, not weeks."

Marcello Sukhdeo is Associate Editor of *CGE*.

THE LEADER'S BOOKSHELF Harvey Schachter

Creative Change



Creative Change
By Jennifer Mueller
Houghton Mifflin Harcourt, 239 pages, $34.95

Innovation is prized and praised these days at work, even in government. We are supposed to relish creative change. But what if the reality is that humans instinctively reject such change?

Jennifer Mueller, a social psychologist at the University of San Diego who has focused on creativity, is making waves with her claim that our ability to recognize and to embrace creative solutions is dysfunctional. "The irony is that we are more likely to reject an idea because it is creative than to embrace it," she writes in her new book, *Creative Change.*

In essence, we have a bias against creative change that is a hidden barrier to innovation. She says that "if you start to think of creative change as a psychological process requiring us to manage the uncertainty that comes when we disrupt our current thinking, then a new picture emerges. Maybe we love creativity, but we also hate it."

She says the problem is that we have been offering rational arguments about the value of creativity without factoring in how our feelings of uncertainty colour our "rational" assessment. Imagine making a decision about whether or not to fund a promising new idea right after managing a colossal innovation failure. Or maybe to your minds it wasn't a colossal failure – actually a success – but in Parliament the Opposition is attacking it with fiery arguments. That would certainly affect how you weigh the new idea before you. And so might the reverse: You or your department are hailed as innovation champions. She notes that if you don't take those strong feelings into account when attempting your rational decision than it is unlikely to be a good one.

Add the element of risk and it's even more complicated. Usually the risk is unknowable, so it is difficult to make an accurate assessment. One executive said his team just guessed, as if spinning a roulette wheel. Another decision maker said since creative ideas have a high failure any new one is placed in the extremely risky bucket. That, in turns, makes them likely to be rejected, he noted, a situation that may be all too common in government, where risk can be abhorred.

But it's not just other people rejecting creative ideas. It's much closer to home. "The person who rejects and dislikes creativity is you," she stresses.

We challenge creative ideas – poking away at them, looking for holes. We want guarantees of economic or political success. We are a prisoner of the rational, analytical mindset that holds sway in our workplace. She calls it "how/best" thinking, focusing on the most feasible and appropriate option now. It's intolerant towards uncertainty.

"Absent any other factors, a pure how/best mindset can undervalue the future potential of a creative idea relative to a practical one. As a result, decision makers who are in a how/best mindset will instinctively tend to reject new ideas in favour of maintaining the status quo," she writes.

We aren't really out to solve the problem even if we think we are. We are instead intent on evaluating the proposed solution, and to do that accurately we have to assume the idea being evaluated won't change or improve. We cleverly think up unknown unknowns that could trip us up, issues the proponent of change has not planned for. We seize on the flaws in part because they protect us from the uncertainties ahead.

"For a person in a how/best mindset, solving the problem is not the ultimate goal. Instead the goal is evaluating the solution in question," she says.

When evaluating, we assume the idea is static. But creative ideas will change, being improved as we deal in implementation with the challenges. It's actually the proven and familiar ideas we would retrain that tend to be static. So we need to apply a different, more flexible mindset she calls "why/potential" thinking. It focuses on learning the future value of something. It's more accepting of uncertainty.

Mueller describes how mindsets are often well-suited to address routines and how to improve them. For example, she cites getting to work on time, studying for a multiple-choice test, or using an existing process to implement a solution or product. She posits that the "how/best mindset" is useful where solutions are evident, if not yet applied. But, she says, this mindset is not suitable for the exploration of new, creative solutions. She writes that "there are also situations where efficiency concerns compete with novelty concerns." "In these contexts, she writes, "the how/best mindset is especially tricky; it would seem to match the situation appropriately because efficiency does matter. But the situation also calls for novelty, and as a result, a pure how/best mindset is problematic because it inaccurately evaluates the novelty aspect of any idea in an overly negative manner."

We often look to experts to help us evaluate creative ideas. But that can be a mistake. She recalls a time when she rejected a student's creative idea instinctively, even though as an expert in creativity she should have been good at evaluating new ideas. That's not uncommon: Her research suggests that there is a paradox of expertise, with experts struggling to evaluate novelty. As one example, a study found that medical journals rejected 12 of 14 of the most important breakthrough papers, not even bothering to send them to reviewers. Another study found that novel ideas have a higher likelihood of being rejected even if they were of high quality.

Ideas that experts like tend to strongly resemble the structure of existing ideas. So novel ideas can't be so novel as to differ from the familiar structure. It also helps, as you might expect, if the expert likes the idea.

These are powerful psychological forces and so you must be alert to the bias against creativity within yourself. Then apply her five-step process:

- Identify whether you are evaluating familiar ideas, creative ideas, or both: This tackles the tendency of experts to prefer the familiar. Get a panel of people to rate the ideas before you on whether they are incrementally creative or radically creative – and also the quality of the idea. The ones that involve little change from traditional practices can be evaluated normally, assessing risks in the "how/best" approach. The rest, particularly the high quality and highly creative ideas, require the next steps in her process.
- Prepare to self-disrupt: That starts with assessing your emotional state since the evaluation is not just about the idea – it's also about you and your potential bias. Take a break to notice what you are feeling and thinking. Are you worried, for example, about looking dumb if you go ahead with these untested ideas? She suggests priming yourself to be open-minded by thinking of an inventor you admire. That will nudge you unconsciously to think differently, perhaps even be quirky.
- Accept the unknowable: Recognize that today's metrics won't predict the future if you adopt the option before you and the more people think about things they can't control the worse they feel. If an idea is in an early stage she warns that metrics can be particularly misleading. Embrace the uncertainty. Go with your gut.
- Shift from problem finding to problem solving: Don't view problems as red flags. "If you really do want creativity, it's best to accept that creative ideas may look pretty awful at first. But that doesn't mean the ideas can't improve," she says. Look at how to solve the issues raised by those red flags. See what the potential is.
- Partner with your opposite: If you are why/potential person, pair yourself with a how/best person to complement your thinking, or vice-versa.

That's about you. But the book also offers advice on the critical process of selling novel ideas to others. At a time when creativity is craved but also choked by this hidden bias, it could help you judge new ideas and push them forward.

WEB

http://canadiangovernmentexecutive.ca/author/harveys/

BEING ACCOUNTABLE IN COLLABORATIVE SECURITY NETWORKS:

Lessons from the Attack on Parliament of Canada

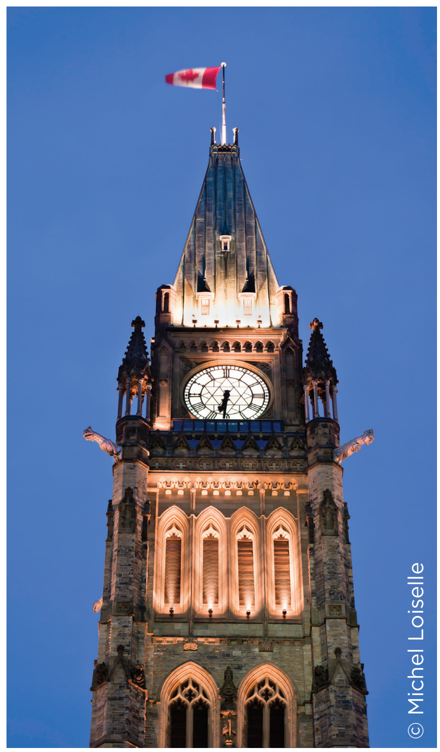
MAXIME MESSIER

On the morning of October 22, 2014, I lived an extraordinary event on Parliament Hill. We were having our weekly management meeting when we were brusquely interrupted and informed that a ceremonial guard at the Canadian National War Memorial, across the street from our location, had been shot. Being security practitioners, we all ran down to the site to assess the situation.

Simultaneously, our Chief Security Officer ordered a lockdown for our organization, prompting the necessary emergency procedures for such a situation. A few minutes later, we were informed that a gunman had entered the Centre Block and that a shoot-out had occurred in the Hall of Honour. The Parliament of Canada was under siege.

During the initial moment of the attack, I observed the prompting of the integrated command structure that united the various law enforcement and security organizations. First responders and security practitioners were instantly called to teamwork and cooperation, requiring them to shoulder new responsibilities, to become networked and interactive with one another in order to achieve the high level of performance required to defend the parliamentary precinct.

It is not always like that. Post 9/11, most security experts recognize the need and benefit to collaboration, yet this remains difficult to achieve in a dynamic inter-organizational and inter-jurisdictional networked environment. This situation has triggered a key question: how can a security practitioner be accountable to his "home" unit while at the same time be operational in a well-orchestrated collaborative security networks where roles, responsibilities and authorities are clearly established?



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Making Networked Collaborations Work: the Social Glue

To succeed, network collaborations must be subject to values, norms and principles that are accepted and implemented by all participants. Although the agencies responsible for security management often share similar training and operate under a common structural framework during an emergency (known as the Incident Command System or ICS), the pull originating from each organization's respective goals, rules and practices continues to be a fundamental challenge for security practitioners.

There are multiple accountabilities at play. Organizations concentrate on defining accountability within a normative and prescriptive framework. It takes the forms of legislations, policies, procedures and guidelines. The ICS bears hierarchical characteristics, but it must coordinate many stakeholders and actors each with their own accountabilities. Authority is divided and disputed between network participants. This complexity, inherent to security management, challenges decision makers and security practitioners' accountability towards both their organizations and their community of practice.

In the case of the attack on the Centre Block, the initial identification of the Incident Commander in charge was complicated by the inter-jurisdictional situation (i.e. local, national or parliamentary security agencies). It was crystallized by a spontaneous, self-organized command structure that came from the social interaction of key senior managers in the major law enforcement and security organizations.

As the day unfolded, I also observed two major security management network collaborations being formed, one law enforcement-centric, and the other bringing together the corporate security practitioners (such as me). In my role as the security advisor to one the major parliamentary organization's crisis committee, I was at the nexus of both groups.

Everyone knew everyone, yet even here the collaboration and information-sharing were initially difficult between these groups. To mitigate this direct accessibility to the law enforcement group, I had to leverage informal and trusted connections to gain a better situational awareness, and to resolve issues with the law enforcement group.

For instance, I called friends and contacts in other security organizations to gather additional information and to assist in resolving issues throughout the day. To address more systemic issues, I tried to leverage the formal incident com-

"Following the attack, the Senate and the House of Commons asked the Royal Canadian Mounted Police (RCMP) to lead physical security for Parliament, and a new joint security service was created.

mand structure through our liaison officer to better coordinate our activities. These formal and informal social arrangements illustrated the complexity, self-organizing, emergent, and evolving properties of security management network collaboration. It also demonstrates the personal nature of how someone sees his or her role, authority and accountability.

My observations from this incident lead me to conclude that an individual involved in a security collaborative environment also enact a sense of accountability that has emerged from past, current and projected social interactions with others.

These participants face the challenging task of having to blend structural, moral and ethical tensions in an emergency situation. Structural and personal accountability discourses must conjugate with personal attitudes toward the employer and its collaboration obligations. Interestingly, the ways a participant approaches his/her accountability duties will affect others. At no time do security practitioners live the same experience in a given situation. Individual participants simultaneously co-create their collective futures together on an on-going basis.

The ICS in Action: Formal and Informal Collaboration

The response to the attack on Parliament clearly demonstrated that law enforcement and security practitioners have distinct, yet complementary roles. Engagement in network collaboration was key to success although each participant faced an individual accountability framework coming from the structural and personal discourse.

To tackle these challenges, various formal and informal communication and collaborative protocols were established between participants. The use of relational communicative strategies (communicative arrangements that are loosely structured based upon chemistry between people) to maintain effective collaboration between partners was paramount to address confronting accountability issues between the personal and structural discourse.

Formal collaborative strategies that are officially recognized by all parties and based on planned and specific business objectives enabled security practitioners to address internalized moral and ethical accountability-related dilemma as it can reinforce actions that we think must be taken as the final account for a decision is diffused among all networked participants.

As opposed to formal strategies, informal collaborative strategies are loosely structured based upon chemistry between partners. Informal collaborative relationships will sometimes even develop into long-term professional or friendly relationships.

These formal and informal social arrangements greatly illustrate the complexity, self-organizing, emergent, and evolving properties of collaborative security networks. Additionally, participants in these networks have to be engaged in open communication, active listening and constant information sharing to resolve or to reduce the negative effects of these situations.

These communicative collaboration mechanisms organized around the security management networks enable the participants to address the accountability tensions and to resolve issues quickly; it also demonstrates the personal nature of how someone's see his or her role, authority and accountability.

As security practitioners in network collaboration are provided with different levels of authority in collaborative security networks, tensions emerging from the structural and personal discourse seem to differ from individuals based on roles and involvement in these collaborative security networks.

Interestingly, security practitioners are more likely to be engaged in the creation of perception of active collaboration between agencies, although these tensions are present, since the overall accountability for results in a major security situation remain a fluid and complex social phenomenon, and that no one wants to be 'called to account'.

Following the attack, the Senate and the House of Commons asked the Royal Canadian Mounted Police (RCMP) to lead physical security for Parliament, and a new joint security service was created. This initiative clearly demonstrated how organizations continue to favour defining accountability within a legal, normative and prescriptive framework. Nevertheless, any improvement to network collaboration mechanisms would not prevent the fact that participants in network collaboration will have diverse views and face particular challenges specific to their own situation. The RCMP is only now ultimately accountable to merge these diverse views.

The social derivative of network collaboration is real and must be acknowledged by participants. The result is a way of thinking about life in organization that focuses attention on how organizational participants cope with the unknown and create a future through their interactions. This perspective on being accountable in security management network collaboration can serve policy makers and security practitioners in understanding the challenges of network collaborations, which could inform the development of security management normative and operational architecture. As being accountable is a construction of a complex social phenomenon, every individual would interpret their experience differently, creating tensions coming out from participants' structural operating framework, and own personal believes, norms, and values.

My personal view is that organizational phenomena cannot be understood only from a legal and normative perspective; it must be also understood in terms of one's own personal experience of participation in the creation of interaction patterns.

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Government Appointments and the Trudeau Government

During the general election in 2015, Justin Trudeau, the leader of the 3rd party, made a number of commitments to rebuild many of Canada's important governmental institutions including the House of Commons, the Senate, and the "first past the post" electoral system. After more than 18 months into its mandate, the Liberal government has made some progress in fulfilling the promises that were so central to the campaign but have also disappointed many advocates and reformers who had high expectations.

There is little argument that Prime Minister has changed the Senate fundamentally with the appointment of 28 independent Senators and expulsion of the previous Liberal Senators from his party caucus. In terms of reforming the first past the post electoral system, it now seems clear that the Prime Minister has lost his appetite for an overhaul of the status quo, citing a lack of consensus among the political parties. As for House of Commons' reforms, "business as usual" might be the most appropriate way in which to describe the lack of progress in making committees more effective in scrutinizing legislation, reforming the access to information legislation, changing the current system of party financing, and making the day to day functioning of the House of Commons more relevant.

While the Prime Minister has not yet fulfilled his election promises with regards to institutional change, he has quietly pivoted instead and moved decisively to produce a modern way government appointments are made.

Canadian prime ministers have their hands on many levers in their exercise of power but one of their most potent ones is their ability to appoint individuals to a wide range of government jobs. In the course of a full five-year majority government, Canadian prime ministers will likely make more than 3,000 full and part time so-called Governor-in-Council (GIC) appointments. Examples of the wide range of appointments include judges to the Supreme Court, CEOs and board members for Crown Corporations such as the National Arts Centre, Export Development, and the Bank of Canada, all deputy and associate deputy minister level positions, all ambassadors and other heads of missions, as well as the leaders of dozens of agencies, tribunals, and commissions including all of the Agents of Parliament such as the Auditor General and the Commissioner of Information.

Historically, Governor-in-Council appointments were handled on an ad hoc basis by officials in the Prime Minister's Office and in the Senior Personnel Section of the Privy Council Office. In most cases efforts were made to appoint competent and qualified people but, as a general rule, there was limited oversight over the appointment process and there was little consistency in approach which often produced suspect appointments. Despite the efforts of officials to appoint credible candidates, the partisan political leadership was often successful in having one of its own chosen as a GIC appointee.

In early 2016, the PM announced a new GIC appointment process for the majority of non-judicial appointments and for many part time appointments subjecting them to a formal selection process for the first time. At the same time the PM signalled that the new policy would also apply to all Ministerial appointments thereby significantly increasing the scope of the new policy. In broad terms, the new system is based on a "rigorous approach" which is anchored to three operating principles: openness, merit and transparency. One very tangible change in past practices is that potential appointees now apply for job openings citing their experience and qualifications as evidence of their competencies. After a deliberative process a short list of qualified individuals is generated and those chosen are then subject to a formal selection interview and possible meeting with the Minister or Prime Minister.

The new system is obviously having a positive impact in attracting a new cadre of potential appointees. At one point, there were more than 11,000 applications being considered for advertised jobs, thus overwhelming the capacity of the PCO to process the applications and conduct the thousands of reference checks.

The new merit based system has been slow to get started and as a result there are a large number of important jobs that urgently need to be filled. Some of the higher profile jobs that need appointments are the: Chief Electoral Officer, Official Languages Commissioner, Commissioner of Lobbying and Conflict, Ethics Commissioner and the Chair of the National Capital Commission. In fact, according to the *Toronto Star*, 35 percent of the current GIC appointments are vacant or past their expiry, including more than 50 judgeships.

This policy change is a significant departure from past practices. While the PM has not given away his powerful right to make appointments, he has leveled the playing field, removed the tinge of partisanship, and encouraged qualified people to apply. The GIC website, "Opportunity to Build a Better Canada" is symbolic of the efforts made to improve the system.

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