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DEPARTMENT OF EXTERNAL AFFAIRS

PERSONNEL PLANNING AND DEVELOPMENT DIVISION

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A STUDY OF THE SECRETARIAL STENOGRAPHIC AND TYPING GROUP

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FOREWORD

The primary subject of this study is the Foreign Service Secretary. Who is she? Does she have distinctive traits by which she may be differentiated from other employees? After months of study and analysis we find it difficult to generalize about all of her characteristics with a high degree of certainty and to do so may be misleading if some facts are considered out of context. However, a broad brush portrait can be painted which is reasonably representative of her group and which has been a major consideration in formulating our recommendations.

Thus, according to our statistics the average ST is 34 years of age, has an educational level of senior matriculation, has been employed in the Department for seven years, has worked abroad for one-and-a-half years and of course she is unmarried.

We also know that she is a woman who joined the Department for an opportunity to travel, to live and work abroad and to have an interesting and worthwhile job. On joining, she sometimes sought a career and a permanent job, at other times she anticipated only a brief fling in the foreign service and occasionally her motivations were not clearly defined. In any case, more often than not her expectations have not been fully satisfied.

There is some evidence, however, that there are really two sisters in this group. The younger sister not yet wedded to the Service, keen to work abroad, adaptable, less concerned about status and career opportunities, is interested in promotion more because of remuneration and challenging work than as a step in a permanent job. The older sister, on the other hand, has crossed an invisible threshold leading to a permanent position where career opportunities and long-range development takes on

increasing importance. She becomes more self-confident, more responsible, more status conscious yet at the same time becomes more dependent on the organization. This duality suggests that no solutions will be entirely satisfactory to all members of the group.

There are also indications that the intelligent Foreign Service ST, with her keen sense of observation, perceives an aloofness or snobbishness on the part of some officers of the Department. She resents this attitude which she interprets as an effort, conscious or otherwise, to negate both her capabilities and her individuality.

The interests of both the department and the ST suffer when officers underestimate the qualities of their support staff and when, through vanity or for any other reason, they fail to delegate meaningful work and thus underutilize the skills and talents of these employees.

These comments apply with equal force to the non-rotational STs who were also included in the study and whose role and contribution to the Department will become increasingly more important.

The one clear conclusion we have arrived at concerning the characteristics of these employees is that they are individuals. Each has her own hopes, dreams and aspirations. Each has her personal wants and needs which must be satisfied. Each in her individual way seeks opportunities for accomplishment, desires recognition for her efforts and pursues self-realization.

The implementation of the recommendations in this report will be less than fully effective unless all officers demonstrate in their working relationships with our Stenos that they understand and appreciate these factors.

Summary of Findings

This study proceeded on the premise that the ST group turnover was high, morale was low and utilization was questionable. It became apparent rather early in the study that these major problems were inter-related and that each of them had a tendency to influence the others. It will therefore follow that the recommendations proposed are also closely inter-related and that even though most are specifically aimed at individual problems they will also affect other problem areas directly or indirectly. Thus, successful implementation will not be possible unless all major recommendations are accepted.

It was found that despite the feelings of the rotational ST group, their promotional opportunities compare very favourably with those in other departments. Also, while many STs feel that they could command higher salaries outside the Government, it should be noted that this occupational group is at the end of its salary review cycle and that new rates are now being bargained which will bring their salaries more in line with those of the private sector. Notwithstanding these observations, it was found that the work of a rotational foreign service secretary and the employees who are successful in this field cannot be compared in a normal fashion with most parallel positions in a static Canadian environment. It is therefore concluded that completely separate career structures should be established for rotational and non-rotational STs and that the rotational structure should allow for a reasonable career progression even for those who will stay with the Department for only five to ten years. This will necessitate a review and revision of the establishment and classification of positions at home and abroad.

The Department, in order to run its overseas operations effectively, employs highly intelligent and motivated women into its secretarial service. These are women, whose interest, enthusiasm and initiative gradually lessen when they are asked to fill jobs in Ottawa which are not demanding enough for their capabilities and which, in addition, frustrate their ambitions or motivations for employment abroad. It is, therefore, concluded that the rotational cycle for STs should be revised so that employees with those special character traits so necessary for the successful foreign service can serve a greater proportion of their time abroad. Conversely those positions in Ottawa which require a different combination of qualifications should be filled on a non-rotational basis.

While it was found that ST separation rates for the Department are somewhat lower than those of the Public Service in general, it is believed that they might be reduced still further if proper utilization could be achieved, and if a new career structure and rotational cycle were provided. Higher morale resulting from these organizational changes would also increase the effectiveness of the employees concerned. Thus both the Department and the ST group are likely to benefit on various planes from the two major changes recommended by this study.

The major recommendations are formulated on the fact that the work associated with foreign service assignments, the conditions of employment and the characteristics and qualifications of employees who are successful in this work are significantly different from those in a static Canadian environment and that these special working conditions and job requirements do justify special treatment for the group of employees that fill them.

It is evident that the Department has two distinct types of ST positions of which those abroad require a great deal more than the basic stenographic and secretarial skills. This difference must be formally recognized and provided for in terms of career structure, allowances and benefits if the officers of this Department are to be adequately supported in their work abroad, if turnover is to be reduced and the morale of all employees is to be improved.

At this particular time it is essential that a healthy and well-organized support service be established, since the sharing of these services abroad will be one of the first concrete results of the planned integration of Canadian activities abroad. The successful administration of these support services will no doubt be one of the first criteria on which the entire integration project will be judged by both the participants and the Canadian public in general.

Recommendations in Brief

- A. That a complete restructuring of the ST establishment both at home and abroad, including reclassifications, be undertaken.
1. The present establishment to be adapted to new FA Standards as a transitional stage.
 2. A new classification sub-group consisting of three levels only be established for foreign service STs.
 3. The new group be composed of those positions required to perform work abroad plus only sufficient positions at Ottawa to sustain rotationality and to accommodate small pools for training and temporary duty. (Ratio of 5:1)
 4. The majority of positions at Ottawa to be non-rotational.
 5. Separate career and promotion systems be designed for rotational and non-rotational STs.
 6. Regional temporary duty pools to accommodate temporary needs for annual leave or emergency situations be established.
 7. Ottawa positions to be determined as far as possible on the basis of total support staff needs for each Branch, i.e. a total team concept.
 8. Increased use of dictating equipment at Headquarters to be encouraged and more transcriber positions to be created.
 9. Re-engineer Divisional Secretary positions and reclassify to CR Group.
 10. A small pool of positions to be established in Personnel Operations to accommodate fluctuating work loads in Divisions.

B. Revise posting and assignment policy and procedure.

1. All posts to be 2-year assignments.
2. Ottawa posting to be one year after 2nd or 3rd assignment abroad.
3. Adopt voluntary posting choice system.
4. Allow at least 2 months notice of posting.
5. Design semi-annual posting procedure.
6. Provide for a reasonable overlap on assignments.
7. Achieve coincidence of position and incumbent at posts and at Ottawa to highest degree possible.
8. Pay acting pay in all genuine cases of non-coincidence.
9. Initial assignment in Ottawa to be minimum of 6 months.
10. Provide for assignments to Francophone posts for Anglophone STs learning French and vice-versa.

C. Develop training programmes for STs and Officers.

1. Provide refresher courses in shorthand and secretarial skills.
2. Institute pre-posting seminars for initial and/or subsequent assignments.
3. Develop special secretarial courses in second languages.
4. Improve opportunities for French language training for STs.
5. Provide for refresher French courses on return from Anglophone posts.
6. Provide foreign language training as soon as posting is known.
7. Initial Ottawa training to include assignments to geographic, functional and administrative divisions.
8. Develop seminars for officers on personnel management and human relations.

9. Provide instruction in evaluation and appraisal techniques.
10. Provide courses in dictation and use of dictaphone machines for officers.
11. Early training for officers to include seminars on secretarial services and guidance from senior secretaries.

D. Communications

1. Provide precise information to new entrants regarding all facets of foreign service employment.
2. Provide information regarding promotional policies and procedures.
3. Provide information regarding training policies and procedures.
4. Provide information regarding language training policies.
5. Provide STs and rating officers with the ST's position descriptions.
6. Encourage officers and STs to discuss more freely all aspects of working relationships.
7. Encourage regular staff meetings.
8. Provide clear, concise and easily understood information on allowances and benefits applying to STs.
9. Institute a programme of exit interviews.

E. Working and Living Conditions

1. Study the feasibility of providing crown-leased accommodation at all posts and in Ottawa for FS-STs.
2. Allow single employees more equitable temporary shelter privileges.
3. Reimburse rotational support staff for removal expenses to Ottawa immediately upon recruitment.
4. Establish uniform guidelines regarding diplomatic privileges.
5. Consider the needs of support staff in allocating accommodation in new building.
6. Establish departmental Ombudsman.

TERMS OF REFERENCE - PROJECT 70-1STUDY OF EMPLOYEES IN THE ST GROUP

The economic environment in which the Department will be operating in the immediate future (and possibly for a number of years) will require action on a number of fronts so as to ensure the optimum utilization of its resources, particularly the human resources.

There has been some evidence that the morale of employees in the ST group is low and that the turnover rate for this group is higher than the average for comparable groups in the Federal Government. Either or both of these conditions would normally cause a reduction in productivity levels. It has also been suggested that the skills and talents of rotational STs on duty in Ottawa are not being utilized to their optimum potential. The O. & M. Unit has carried out a survey of transcription practices in the Department which reveals that there are areas of potential savings in these activities. All of these indicators point to a fruitful area of examination in depth to determine if efficiency and productivity in the utilization of STs can be improved.

The Personnel Planning Group therefore will undertake a study to examine the operational requirements for services normally provided by employees in this group and to investigate all factors relating to their employment and utilization. The Group will consider alternatives to the present practices and recommend any changes which will best tend to serve the overall interests of the Department.

A project team under the direction of the Head of the Personnel Planning Group will carry out the study by:

TERMS OF REFERENCE - PROJECT 70-1 (con't)

1. examining present policies, procedures and practices in respect to recruitment, training, deployment, postings, career development, appraisals, promotions and classifications of positions;
2. investigating all conditions which may effect morale and determining the causes of low morale where this is found to exist;
3. studying the present ways in which the services of STs are utilized;
4. examination and analysis of turnover rates;
5. consulting with interested Divisions within the Department as well as with the Public Service Commission and the Treasury Board as required;
6. distributing questionnaires to and conducting interviews with employees and ex-employees in the ST Group and Departmental Officers as required;
7. studying the policies and practices of other organizations employing comparable groups of employees;
8. availing itself of specialized assistance from outside sources if necessary.

The Personnel Planning Group will submit a final report covering its findings and conclusions on the completion of the study, and will include recommendations for the improved utilization of employees in the ST group.

February 3, 1970

S. T. Ferguson, Head,
Personnel Planning Group.

Definitions

ST - member of the Secretarial, Stenographic and Typing Group of employees within the Federal Public Service.

ST1 and ST2 are typists

ST3, ST4 are stenographers

ST5, ST6, ST7 and ST8 are secretaries

Rotational - a person who is willing and able to serve at any post or at Ottawa. Only ST3s - ST8s are rotational at this time.

Non-rotational - All ST1 and ST2 employees plus those of higher grades who are not willing or able to serve abroad.

Post - a mission abroad staffed by the Department of External Affairs.

This could be any one of the following: Embassy, High Commission, Consulate General, Consulate, Legation, Trade Commission, Delegation to an international organization or special commission.

DATA SOURCES AND METHODS OF DATA COLLECTIONStatistics

For preliminary statistics extensive use was made of the Personal Data Cards which have been kept and up-dated by Records Section, Personnel Operations Division, since September 1966. Establishment Reports, produced monthly by Personnel Planning Division, and back copies of the Department's weekly Administrative Notices were also used. Other sources will be acknowledged in the footnotes of this report as they occur.

Questionnaire Survey

With the assistance of the Bureau of Management Consultants of the Department of Supplies and Services (BMCS) a questionnaire was designed to be answered anonymously (Appendix 1). Its purpose was to determine the attitudes of STs in the following areas:

- (a) job appeal
- (b) training
- (c) job content
- (d) evaluation reports and promotions
- (e) posting and assignment practices
- (f) conditions at posts

It was felt that a detailed study of these areas would provide valuable data on the degree of utilization of the Department's STs as they perceive it and insight into the reasons for low morale.

This questionnaire was distributed to all ST personnel in the Department, a population of 405 at the time of the survey (April 1970).

Of the 343 rotational STs, a total of 257 or 75% returned their questionnaires. This compares very favourably with the 51 of 62 or 82% return rate of the non-rotational STs.

Table 1 shows the distribution of responses received from STs abroad or in Ottawa, grouped by level.

Table 1

Distribution of survey replies by Ottawa-Abroad
and by ST-level

ST-level	Ottawa			Abroad			Total	
	No.	Responded	%	No.	Responded	%	No.	%
ST 1-2*	50	39	78	-	-	-	39	78
ST 3-4	71	53	74	80	59	69	112	74
ST 5-6	89	69	77	89	71	79	140	79
ST 7-8	12	6	50	14	11	79	17	65
Total	222	167	75	183	141	77	308	76

* Non-rotational

It can be seen that the sample is representative of the population, both in its break-down by level and in its composition of STs at Ottawa and STs abroad.

Officer Interviews

Interviews were held with 25 officers of the Department.

Ranging from FSO-3 to FSO-8, (exceptions were five members of the AS Group) they were interviewed along a pre-established format. All officers

interviewed had had at least one posting while fifteen had held four or more assignments abroad.

At the time of the interviews all officers were in Ottawa. A copy of the interview format may be found in Appendix 2.

ST Interviews

A small sample of 22 STs were interviewed at posts ranging from ST4 to ST8 and posted at A, C and D posts.

Group Discussions

Based upon a preliminary analysis of the questionnaire, group sessions were held with 61 STs presently assigned in Ottawa. Of this total 55 were rotational (ranging from ST-3 to ST-8) and six were non-rotational (ST-1 to ST-6).

Before each session, each of the approximately 12 members of the group received a summary of findings derived from the questionnaire roughly divided into problem areas (Appendix 3). The members were asked to indicate their personal priorities, which were then used to determine the order of discussion. After discussion, which included suggestions as to how the problems might be rectified, the STs voted on the relative importance of the subjects covered.

The information generated by these discussions was intended to validate the data collected by means of the questionnaire, to provide further knowledge about the causes of low morale and the degree of ST utilization, as well as to give the ST group another opportunity to suggest possible solutions.

Survey of Separated STs

A questionnaire (Appendix 4) was sent to 90 STs who had left the Department in the last 1½ years. Its purpose was to determine why they left, whether they had married in the 1½ years, and how satisfied they were with their present employment. It was expected that the findings from this questionnaire would provide a more detailed explanation of the causes of turnover in the ST group.

Responses were received from 39, or 43% of this group.

Other Organizations

In an attempt to compare both the organizational structures of the secretarial support groups as well as procedural details related to the needs of a rotational staff, representatives of a number of other organizations were interviewed. The interviews include officers of the Trade Commissioner Service of the Department of Industry, Trade and Commerce, the American Embassy in Ottawa, officers and stenographers at the British High Commission in Ottawa and the Personnel Division of the Foreign Office in London.

In the private sector, no organization could be identified which sends support staff overseas on a scale comparable to that of the Department and which might, therefore, have been a valid parallel for comparison. It was found that most of the international type of enterprises such as banks, automobile or petroleum industries, whether Canada or U.S. based, limit their foreign postings to middle and high level managers and recruit or train locally the secretarial staff that they require.

ST GROUP - COMPOSITION AND PROFILE

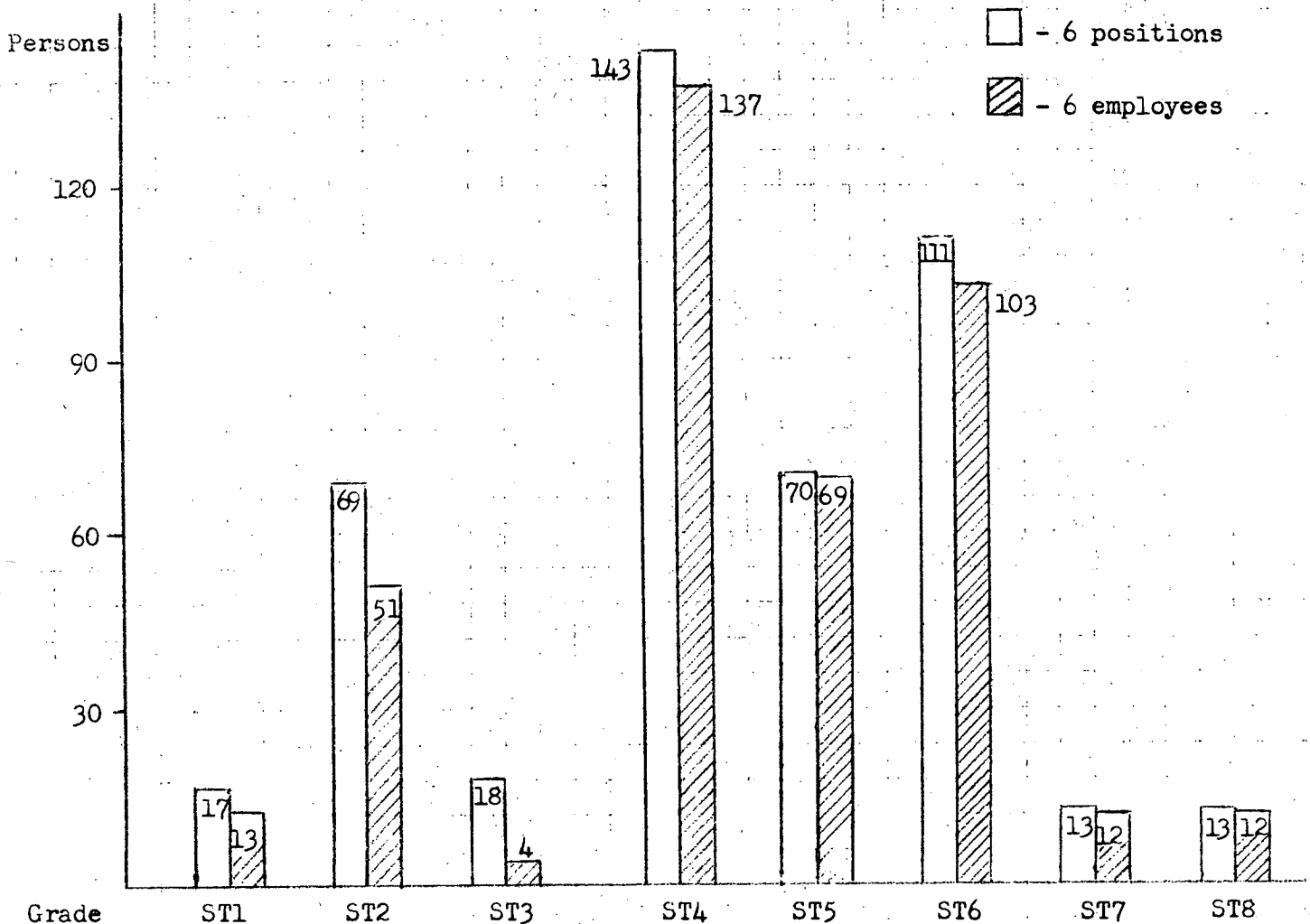
Strength and Establishment

As of August 31, 1970, the Department had on its payroll 401 women and one man in the Secretarial, Stenographic and Typing Group (ST Group). The total number of established permanent positions on the same date was 454.

Grades

The distribution by grades of ST positions is shown on Graph No. 1 together with the personal grades of actual staff.

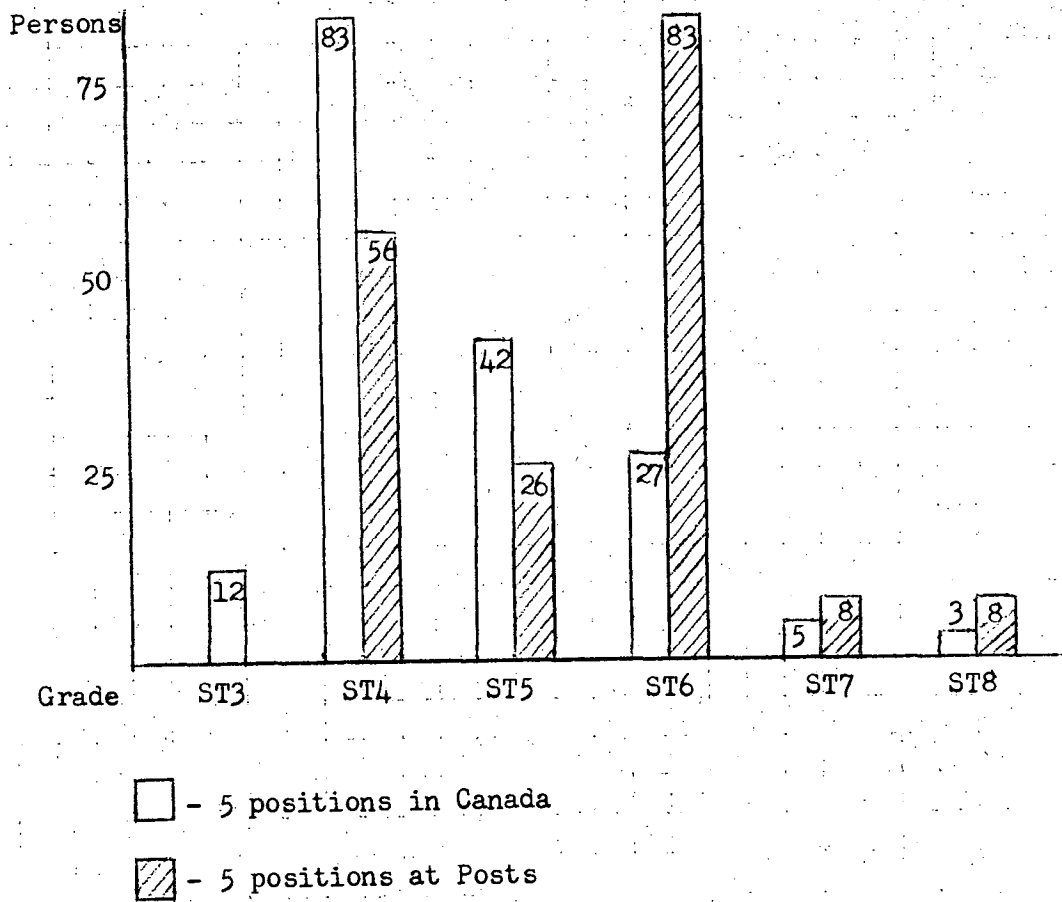
GRAPH NO. I - ESTABLISHED POSITIONS AND STRENGTH, AUGUST 31, 1970.



Rotational Positions

353 positions are described as rotational, 181 being allocated to posts abroad and 172 to Ottawa headquarters and Regional Passport Offices. Distribution by grades of these positions is shown on Graph No. 2.

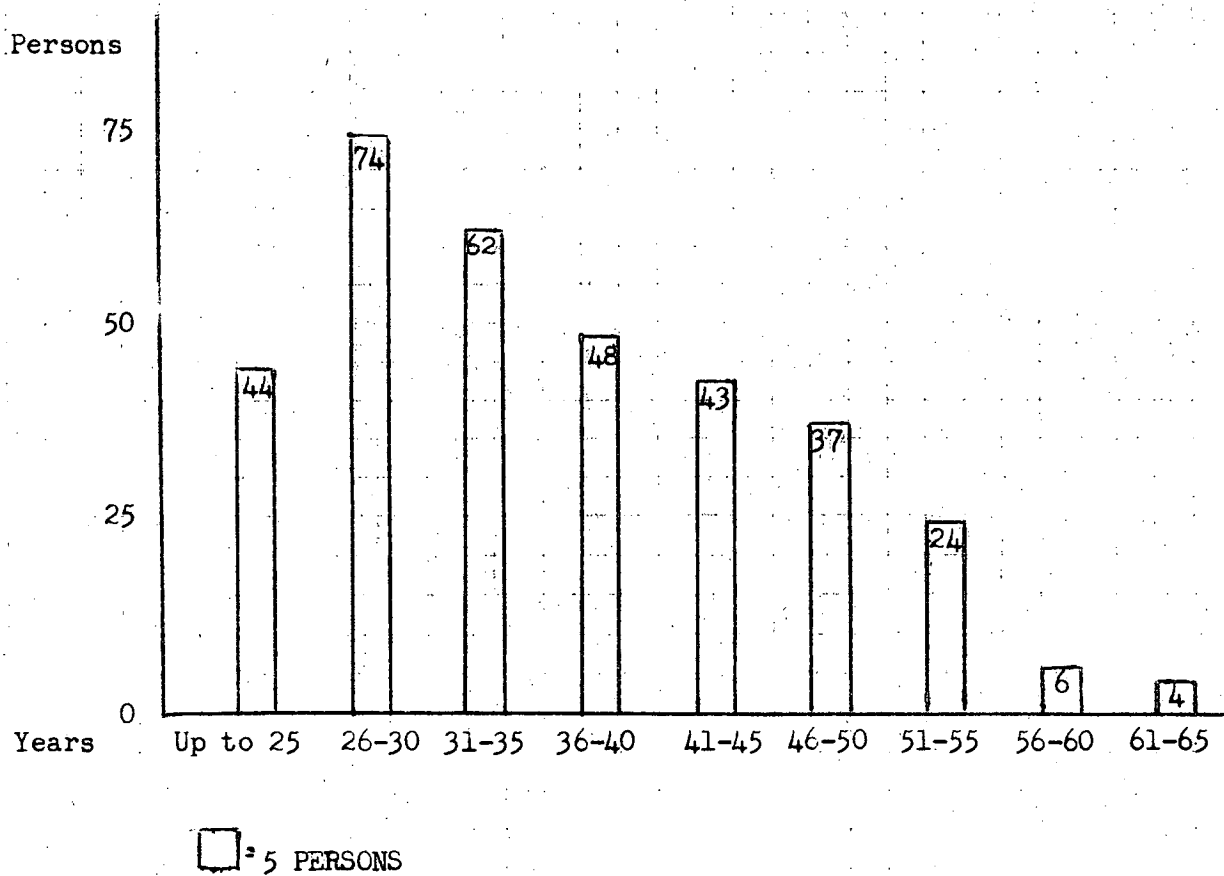
GRAPH NO. 2 - ROTATIONAL POSITIONS BY GRADE, AUGUST 31, 1970



Age

Age distribution for the rotational STs on September 30, 1970,
is shown on Graph No. 3.

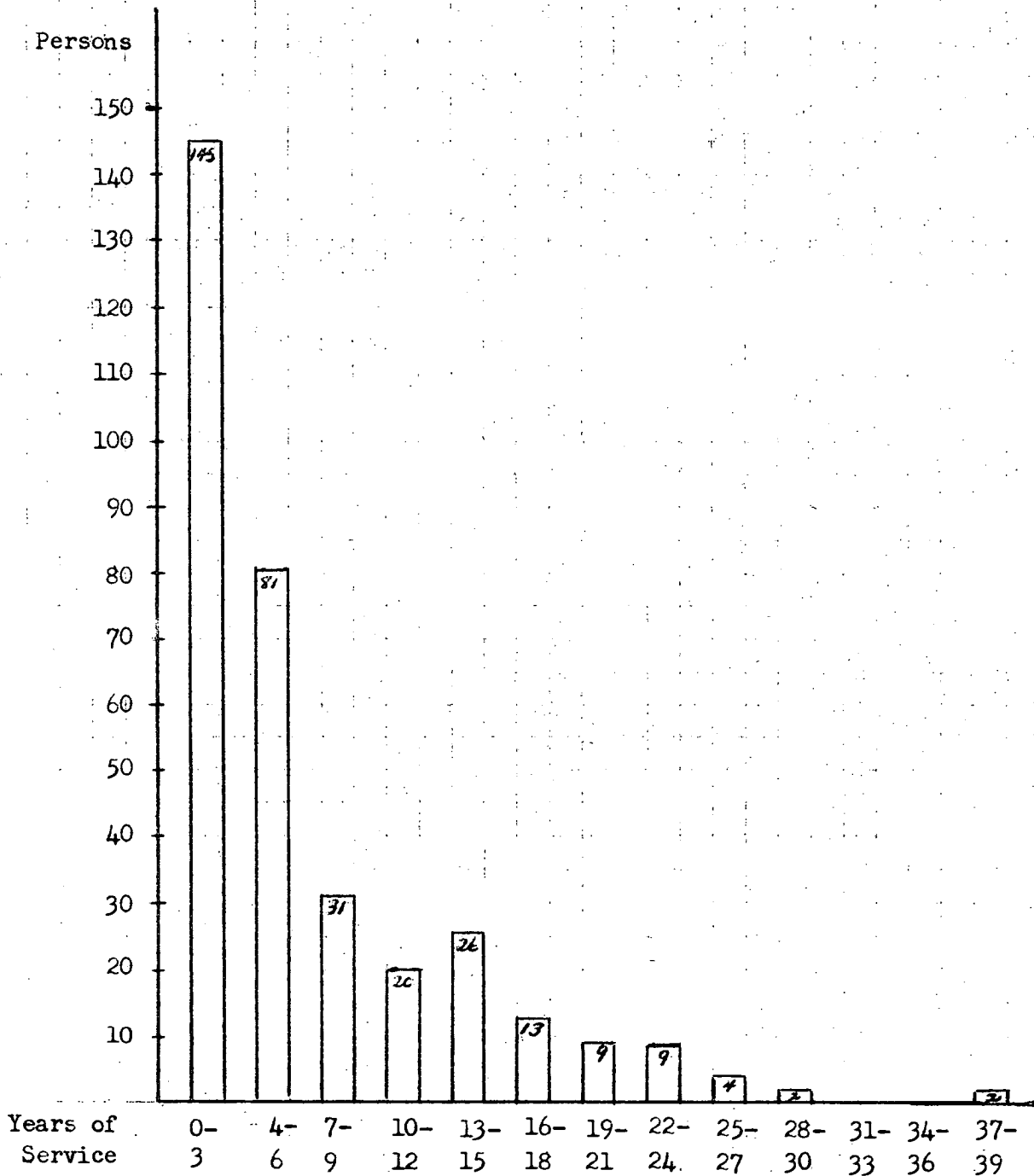
GRAPH NO. 3 - DISTRIBUTION BY AGE, ROTATIONAL STs, SEPTEMBER 30, 1970



Years of Service

On August 1, 1969, 25% of all the rotational STs in the Department had had working experience in other Departments of the Federal Government. Distribution by years of service with External Affairs is shown on Graph No. 4.

GRAPH NO. 4: Rotational Stenographers, Distribution by Years of Service with the Department of External Affairs, as at September 30, 1970.



Geographic Origin

The Department recruits its Stenographic support staff from all parts of Canada. Taking as criteria the home leave centres of rotational STs and birthplace and city of residence for non-rotational staff, the geographic distribution on October 9, 1970, was as follows:

British Columbia	8.5%
Alberta	4.6%
Saskatchewan	4.1%
Manitoba	7.9%
Ontario	37.6%
Quebec	28.8%
New Brunswick	4.3%
Nova Scotia	2.7%
Newfoundland5%
Prince Edward Island5%
	<hr/>
TOTAL	99.5%

Canadian Languages

Twenty-five per cent of the Department's STs list French as their first Canadian language.

ST - Officer Ratios

On August 31, 1970, there was in Ottawa provision for one ST position for every 1.79 officer positions. At posts there was one Canada-based ST position for every 1.77 officer positions. In actual fact the ratio between officers and secretarial staff at posts is lower

than 1.77:1.00 since a considerable amount of secretarial work is performed by locally-employed "assistants". Such positions could, however, not be included in the above statistics since the available records do not clearly distinguish Assistant CR jobs from strictly ST jobs.

The effect of the recent "austerity" exercise on the officer ST ratios does not appear to be as great as might have been expected. Overall Departmental ratios for the 1969-70, 1970-71 and 1971-72 fiscal years are 1:1.70, 1:1.79 and 1:1.84 respectively.

Separation Rates

Separation rates for the purposes of this report will be discussed in terms of a percentage of actual strength. For the three fiscal years 1965-66 to 1967-68 the overall ST separation rate was 16.9%. The overall Public Service rate for the same group and the same period was 20.7%. A breakdown by ST grades is given in Table 2. 68.2% of all rotational STs that left the Department between January 1967 and January 1970 were in the 22-30 age bracket. (The age group 22-25 accounting for 33.4% and the age group 26-30 for 34.8%). It is therefore evident that the Department's most significant losses occur among those STs who are at the stage in their lives where women normally make their decisions concerning both careers and marriage.

Table 3 shows the composition of the ST group by percentages and grades and compares it to the total separations subdivided in the same way. It becomes apparent from this table that only ST3s are leaving at a rate which is out of proportion with their representation in the total group. This is due to the fact that in 1969 new recruits began to be brought in at the ST4 level and consequently the average ST3 had

no possibility for promotion. This situation has been corrected and the Department is at present not recruiting at the ST3 level.

In relation to postings, most separations occur before any posting or after one posting, as shown in Table 4. For the three year period ending in June 1969, 21% of all ST separations occurred at posts.

TABLE 2

SEPARATION RATES COMPARED

	1965-66	1966-67	1967-68	1965-66 to 1967-68
<u>ST-1 & 2</u> <u>(Typist 1-3)</u>				
Strength (A)	65.6	66.1	72.5	204.2
Separations (B)	12	9	14	35
Department %	18.2%	13.6%	19.3%	17.1%
Overall Gov't. % (C)	31.5%	24.9%	22.7%	26.3%
<u>ST-3 & 4</u> <u>(Stenographer 1-3)</u>				
Strength	23.5	133.2	157.7	314.4
Separations	9	31	44	84
Department %	29.7%	23.2%	21.5%	26.7%
Overall Gov't. %	20.8	19.5%	19.3%	19.8%
<u>ST-5 & 6</u> <u>(Stenographer</u> <u>3 (Sec.))</u>				
Strength	180.5	167.8	175.5	523.8
Separations	28	19	20	67
Department %	19.9%	11.3%	11.3%	12.7%
Overall Gov't. %	10.4%	8.0%	10.7	9.7%
<u>ST-7 & 8</u> <u>(Secretary to</u> <u>Executive)</u>				
Strength	18	22.1	24	64.1
Separations	1	0	1	2
Department %	5.5%	0 %	4.1%	3.1%
Overall Gov't. %	6.2%	3.7%	8.7%	6.3%

SOURCES: (A) Monthly Department Establishment Reports
 (b) Personnel & Administrative Notices
 (C) Separations in Relation to Strength
 Public Service of Canada 1957-8 to 1967-8

by Manpower Division
 Personnel Policy Branch
 Treasury Board - September 1969

September 29, 1969

TABLE 3

COMPARISON

STRENGTH - SEPARATIONS
% %

Rank	% of Total ST Strength (a)	% of Total ST Separations (b)
ST-1	5.8	8.4
ST-2	8.5	11.9
ST-3	4.9	16.7
ST-4	38.4	34.3
ST-5	15.1	15.6
ST-6	22.2	11.0
ST-7	3.4	1.5
ST-8	1.6	.3
	99.9	99.7

(a) Source: September 29, 1969, Establishment Report

(b) Source: Personal Data Cards - Separations over last 3½ years

September 30, 1970

TABLE 4

ROTATIONAL STENOGRAPHERS
SEPARATIONS IN RELATION TO POSTINGS

Separations	During 3-Year Span Oct. 1, 1966 to Sept. 30, 1969	Yearly Average Number of Separations	Per cent of Separations
Before any posting	84	28.0	44.65
After 1 posting	55	18.3	29.18
After 2 postings	27	9.0	14.35
After 3 postings	11	3.6	5.74
After 4 postings	5	1.6	2.55
After 5 postings	2	.6	1.60
After 6 or more	5	1.6	2.55
TOTALS	189	62.7	99.97

Recruiting Expenses

During the period of January 1, 1967, to March 31, 1970, the Department recruited 276 rotational STs and spent \$9,181 on travel expenses and \$9,274 on salaries of recruiting officers. The sum for salaries takes into account only actual man-days spent on active recruiting. Preparation and follow-up are not included. The average cost per ST recruited therefore comes to approximately \$67.

Motivations for Joining the Department

In their questionnaires the STs were asked to indicate from a list provided, their first, second and third most important reasons for joining the Department. These were arbitrarily given three, two and one point respectively. Tables 5 and 6 show the number of points allotted to each reason by rotational and non-rotational STs respectively.

Table 5

Reasons for joining the Department Rotational STs

	Points
1. Opportunity to travel	448
2. Living and working abroad	432
3. Interesting job	187
4. Involvement in foreign relations	125
5. To break out of a monotonous situation	56
6. Pay and benefits	16
7. Assigned by P.S.C.	7

Table 6

Reasons for Joining - Non rotational STs

Points	Reason
65	Assigned by P.S.C.
33	Interesting job
25	Opportunity to travel
21	Involvement in Foreign Relations
13	Pay and benefits
13	Living and working abroad
2	To break out of a monotonous situation

From Table 5 it is readily apparent that the rotational STs joined the Department to travel and work abroad, and that few, if any, were influenced by the pay and benefits provided or assigned by the Public Service Commission.

Inspection of Table 6 on the other hand shows that most non-rotational STs came to the Department because the Public Service Commission assigned them; the points obtained by "opportunity to travel" may be attributed to those non-rotational STs who were previously part of the rotational group.

While a few of our rotational STs joined the Department with the intention of taking only one posting, the majority had thought in terms of a career, a permanent job or at least a few postings. This is shown in Table 7.

Table 7

"When you joined the Department, had you thought in terms of

a career	permanent job	a few postings	one posting	Total No. Responding
32%	23%	37%	8%	257

Of the non-rotational group 92% (46STs) had thought in terms of a "permanent" job and only eight STs had any defined ambitions regarding a career. The group interviews also revealed that most of the typists (ST1 and ST2) looked to the Department for a permanent, secure job rather than for a career involving increasing amounts of responsibility.

An indication of the degree of motivation can be seen from the numbers of STs who in the past have accepted a drop in income in order to join the Department. For more than half of the rotational STs the starting salary represented a decrease in earnings; however, this phenomenon is less apparent in the younger STs, probably due to an increase in the proportion of women jointing directly after completing their schooling or an increase in the wage scales of the ST group in the Public Service. This is shown in Table 8.

Table 8

"Was your starting salary in the Department lower than that at the job you were leaving?"

Rotational Group	Yes	No	Total No. Responding
Total Sample	60%	40%	251
Age			
30 or less	41%	59%	82
31-40	66%	34%	91
41 or over	71%	29%	78

Sixty-four per cent of the non-rotational STs replied in the negative to the same question, i.e. their starting salary did not represent a decrease in income. This is not surprising since 42% of this group had less than one year of office experience before joining the Department.

In the questionnaire the STs were asked which places they had hoped to be posted to at the time that they joined the Department. No limit was put on the number of cities that could be named and hence each place named was counted for one point. Subdivided by continent as shown in Table 9 the results were overwhelmingly in favour of Europe.

Table 9

Popularity of Posts by Continent

Continent	Points
Europe	166
Asia, including Middle East	78
Anywhere in the world	53
Africa	39
Australasia	27
North America	19
South America	9

A popularity list of individual cities is given in Table 10. It should, however, be noted that this is not a list of preferences as to where the Department's STs wish to be posted now, since such preferences would be influenced to a considerable extent by such factors as: the identity of the head of post and other Canadian personnel, the type of work involved, and the political situation at the time of posting.

Table 10

Popularity by City

City	Points
Rome	27
London	21
Paris	20
Tokyo	17
Athens	17
Madrid	16
Lisbon	10
Beirut	8
Canberra	8
Rio de Janeiro	7
Mexico	6
Wellington	4
New York	3
Port of Spain	3

PROBLEM AREAS

This chapter will consist of a series of discussions of the major problems as identified from the questionnaire, group discussions and officer interviews. It should be noted that in the tables used the total number of responses to each questionnaire item may vary, as a result of blanks or of respondents giving more than one answer. Percentages provided will be based upon the actual number of responses to each question.

The following subjects will be treated in detail:

1. Promotions
2. Posting Practices
3. Utilization
4. Officer - Staff Working Relationships
5. Training
6. Second Language
7. Allowances and Benefits
8. Living Problems at Posts
9. Accommodation
10. Ottawa Offices
11. Dictating Equipment
12. Pools
13. Recruitment
14. Separations

1. Promotions

The majority of rotational STs feel that they do not have a reasonable chance for advancement. While this trend is consistent for ST levels 3-6, it does not hold for the small number of ST 7s and 8s, two-thirds of whom felt they did have a reasonable chance.

It is also of interest that the percentage of "undecided" decreases with age, suggesting that the younger STs are not as familiar with the present promotion policies in the department.

A breakdown showing details of grade, age and education is given in Table 11.

Table 11

"Do you feel that present promotion policies and prospects for STs allow a reasonable chance for advancement?"

Rotational STs	Yes %	No %	Undecided %	Total No. Responding
Total Sample	10%	68%	22%	246
Grade				
ST 3-4	2%	61%	36%	105
ST 5-6	9%	74%	17%	126
ST 7-8	67%	35%	-	15
Age				
30 or less	6%	62%	32%	97
31-40	6%	75%	19%	77
40 or more	18%	68%	14%	70
Education - less than				
Jr. Matric	0%	85%	15%	7
Jr., Sr., Sec. School	11%	65%	23%	183
Some Univ.	7%	77%	15%	39
Univ. Degree	11%	58%	29%	17

Eighty per cent of the non-rotational STs also felt that present promotion policies did not allow a reasonable chance for advancement. Fifteen typists commented that there really was no need for shorthand skills before the ST-4 level and that this requirement for the ST-3 level was holding them back. Twelve stated that they did not know enough of the policies involved to make a valid comment.

Thirty-nine per cent of rotational STs and 53% of non-rotational STs feel that their chances of promotion would have been better if they had joined another Federal Government Department. 69% and 57% believe that chances are better in the private sector. Detailed breakdown is shown in Tables 12, 13, 14 and 15 respectively.

Table 12

"Do you feel that your chances of promotion would have been better if you had joined another Federal Government department?"

Rotational Group	Yes %	No %	Undecided %	Total No. Responding
Total Sample	39%	16%	45%	209
ST 3-4	35%	18%	47%	84
ST 5-6	44%	16%	40%	109
ST 7-8	32%	12%	56%	16
Age				
30 or less	42%	15%	43%	74
31-40	32%	11%	57%	71
41 or over	45%	24%	31%	64
Education - less than Jr. Matric.	33%	-	67%	6
Jr., Sr. or Sec. School	34%	17%	49%	155
Some Univ.	53%	19%	28%	32
Univ. Degree	44%	12%	44%	16
Anglophones	38%	18%	44%	159
Francophones	30%	22%	48%	50

Table 13

"Do you feel that your chances of promotion would have been better if you had joined another Federal Government department?"

Non-Rotational Group	Yes	No	Uncertain	Total No. Responding
	53%	17%	30%	47

Table 14

"Do you feel that your chances of promotion would have been better if you had joined a company or institution in the private sector?"

Rotational Group	Yes	No	Undecided	Total No. Responding
Total Sample	69%	7%	24%	229
ST 3-4	68%	8%	24%	110
ST 5-6	75%	5%	20%	103
ST 7-8	50%	6%	44%	16
Age				
30 or less	73%	7%	20%	86
31-40	74%	4%	20%	85
41 or more	60%	10%	30%	59

Table 15

Non-Rotational Group	Yes	No	Uncertain	Total No. Responding
	57%	7%	36%	33%

To determine whether the general responses regarding employment in the private sector were based upon fact rather than hearsay, the STs were asked whether they had actually looked into jobs in the private sector within the last year.

Of the 253 rotational respondents to this question, 46% or 119 stated that they had investigated such jobs. As can be seen from Table 16, regardless of grade, the rotational group reported that they could get a higher salary outside of the Federal Service.

Table 16

"...could you command a higher salary outside the Department or the Federal Service?"

Rotational Group	Yes %	No %	Undecided %	Total No. Responding
ST 3-4	86%	9%	5%	52
ST 5-6	97%	-	3%	62
ST 7-8	80%	-	20%	5

Amongst the non-rotational STs, those who have investigated jobs and salaries are the younger girls in the sample. Of these, 82% reported that they could command a higher salary. Details are shown on Table 17.

Table 17

"Have you investigated jobs and salaries in the private sector in the last year?"

Non-Rotational Group	Yes	No.	Total No. Responding
Total Sample	40%	60%	48
Age			
Less than 22	79%	21%	14
22-25	43%	57%	16
25	5%	95%	18

In their group interview the non-rotational STs stated that there were two aspects to promotion problems. First was the impossibility of an ST-2 becoming an ST-3 without a knowledge of shorthand. To remedy this problem, the girls suggested that machine dictation might be accepted in lieu of this requirement. The second factor was that rotational staff who cease to be rotational are not considered promotable. They felt that the solution to this problem lies in the establishment of two separate career steams for STs, both with promotional possibilities. (See recommendation A5)

The rotational discussion groups were considerably more critical of the Department's promotion policies, rating procedures and career structures. They voiced strong opinions and suggested changes in the following fields:

(i) Lack of Information

There is a general lack of knowledge among the STs of the promotion policies that apply to them and of the procedures involved. What knowledge exists is of a hearsay nature and very unevenly distributed. Due to lack of information, there is a feeling that "not even Personnel Operations knows whether there is a policy". As a solution to this problem it was suggested that some kind of circular document be produced to explain both the policies and the procedures and that each employee be given her own copy. (See recommendation D2)

(ii) Unsatisfactory Appraisal System

The present rating system, despite very recent improvements, was thought to be inconsistent and vulnerable to personal interpretations of the rating officers. The STs believe that it can take about four

years to overcome one poor rating report and that, especially at posts, they are too much at the mercy of one rating officer. In Ottawa, the procedures for doing ratings vary too much from one Division to the next. Although the use of ratings for performance improvement only and not for promotion purposes was discussed, the STs could not envisage any other criteria on which promotions could be based. Time in grade, or as it is now called "experience", was not considered a suitable substitute and a periodic examination of skills would be unfair to those STs whose shorthand is not being used regularly. The following suggestions were also made on ratings:

- Give the staff an opportunity to rate the managerial skills of the rating officer and use these evaluations for officer promotions;
- An ST should be rated only by an officer who speaks her language;
- Provide a training programme in rating procedures and policy for officers; (See recommendation C9)
- Provide statements of the ST's duties to both the ST and her rating officer so that the rater can appreciate what she does on her own initiative; (See recommendation D5)
- All the officers that a girl works for should contribute to her rating report;
- A permanent personnel staff to look after assignments, postings and promotions would result in a more desirable and dependable continuity.

(iii) Lack of True Career Possibilities

The ST-6 level was generally considered the highest goal available to the majority of STs and there was found to be too little possibility for STs to transfer into CR or AS classifications. This

is resented particularly by the Divisional Secretaries whose daily duties are really more clerical than secretarial. On the other hand, a fair number of STs indicated that they were really not interested in the "thankless job" of an administrative officer. Others stated that "we didn't join to make a career, we only end up doing it more or less by chance".

Suggestions which were made by STs on this aspect of promotion included the following:

- Create more ST-7 and 8 positions to allow a larger number of STs to reach the real top;
- Provide longer salary ranges for the ST-6 level;
- Provide equal opportunities to STs and CRs when promoting people into the AT or AS programme;
- Provide some easier way of transferring laterally into the CR stream;
- Decide whether the Department really needs career women and, if so, provide a realistic career programme. If not, hire girls on a contract basis similar to C.U.S.O. volunteers;
- Honestly let new recruits know what type of advancement can be expected;
- Hold a true competition from ST-6 to ST-7 and ST-8 complete with skill tests and personal interview.

While it might be difficult to implement all these suggestions, the situation is likely to be temporarily improved by the adaption of the present ST establishment to the new FA structure and the probable increase of positions in the ST-8 and ST-7 levels. (See recommendation A1)

(iv) Pooling of Positions

Although normally a promotion is an increase in pay to compensate for higher performance or responsibility, the pooling of positions in the

Department almost completely eliminates the responsibility factor. Promotions become a matter of potential capacity rather than true performance and as a result higher pay is often the only outcome of a promotion. It happens frequently that an ST-4 covers an ST-6 position for an appreciable length of time. She gets to feel that she should get an accelerated promotion or at least acting pay. On the other hand, the ST-6 who fills an ST-4 position elsewhere does not get sufficiently challenging work. Both girls are unhappy and the situation (repeated in various forms many times) leads to poor morale.

Suggested solutions to this problem were:

- Acting pay for girls filling higher positions; (See recommendation B8)
- Abolish the pooling system and restrict ST-6s to ST-6 positions, etc.; (See recommendation B7)
- Have a non-rotational Ottawa staff. This could be at a somewhat lower level than the present ST rotational staff. Keep the rotational staff abroad much more than now and thus prevent them from overfilling lower responsibility Ottawa positions.

The officers were also asked to discuss the use and preparation of rating reports in their Divisions. Each Division appeared to have worked out its own system, with variations in the methods of producing, checking and discussing rating reports with the stenographic staff. While none of the interviewees were unhappy about rating procedures, one officer suggested that the STs might be given the opportunity to participate in the rating of their officer(s)' supervisory effectiveness.

As most of the data presented on promotions up to this point reflects strongly the opinions and biases of persons who are directly

involved and affected by the system they are assessing, it was thought advisable to gather a certain amount of impersonal statistics. The promotional pyramid of positions which applies to the STs of the Department was compared to those of the Departments of Energy, Mines and Resources, Fisheries, Indian Affairs, Labour, Revenue (Customs and Excise), and Veterans Affairs. (Limitations of both time and funds precluded a comparison with the total Public Service.) The comparison of those ST establishments are shown on Graph No. 5.

It becomes apparent that in actual numbers of positions the Department's career structure is comparatively rich in the higher grades and that in fact any ST-4 who joins this department already has a considerably better chance for advancement than her counterpart in the other departments surveyed.

While the question of salaries appears to be only one aspect of the promotion problem, it was felt to be of major importance, since the elements of increased responsibility and status have been almost obscured by the Department's pooling of positions practice.

Keeping in mind the general unhappiness concerning salaries and numerous comments concerning the high cost of living in Ottawa, it should be interesting to note that in July 1967 only 6% of all STs in the Public Service were earning over \$5,000 a year¹ while slightly more than 28.6%² of all the STs in the Department of External Affairs were

¹ Sex and the Public Service, a report to the Public Service Commission, by Kathleen Archibald, Queen's Printer, Ottawa, 1970, p. 110.

² Only STs 6, 7 and 8 are accounted for. The fourth level of the ST5 also earned more than \$5,000 but the number of incumbents at this level in 1967 is not readily available.

earning over \$5,000 a year. If the grades ST3-ST8 only are considered, the respective percentages are 9% and slightly more than 34%². In other words the Department's average ST has five times the chances for "success" and the average rotational ST has four times the chances of her counterpart in the Federal Government at large.

It should, however, be recalled that due to the nature of the work abroad and to the special requirements for discretion, judgement and maturity that it calls for, the Department has for many years been recruiting women who in the private sector would be executive or private secretaries. Such employees have high qualifications and usually the type of dynamic personality which finds fulfillment in striving towards a specific goal. The number of career goals within the Department (ST8 or AS positions) which have been available to these women in the past has been limited with the result of low morale, gradual loss of ambition, drive and efficiency on the part of individual employees and resignations from those who managed to define clearer goals for themselves elsewhere.

The provision of more and higher career goals is not expected to influence greatly the number of STs who leave to marry. It might, however, induce a sizeable proportion of women to delay that particular decision or if a suitable career structure could be offered to the non-rotational group they might be induced to stay with the Department in that capacity. It is therefore suggested that Foreign Service Secretaries be reclassified to form a new occupational group which should take into consideration the special needs abroad of the Department and should at the same time provide greater scope for advancement than the present Government-wide ST group. (See also Recommendation A2)

NO.	%	
<u>EXTERNAL AFFAIRS</u>		
ST-8	13	3%
ST-7	13	3%
ST-6	111	24%
ST-5	70	15%
ST-4	143	31%
ST-3	20	4%
ST-2	67	15%
ST-1	15	3%

NO.	%	
<u>CUSTOMS & EXCISE</u>		
ST-8	0	--
ST-7	4	2%
ST-6	7	4%
ST-5	26	16%
ST-4	44	27%
ST-3	38	23%
ST-2	45	27%
ST-1	0	--

NO.	%	
<u>ENERGY, MINES & RESOURCES</u>		
ST-8	3	1%
ST-7	4	1%
ST-6	18	7%
ST-5	48	19%
ST-4	73	29%
ST-3	41	16%
ST-2	60	23%
ST-1	7	3%

ST ESTABLISHMENT

NO.	%	
<u>FISHERIES</u>		
ST-8	4	1%
ST-7	10	4%
ST-6	35	14%
ST-5	51	20%
ST-4	67	27%
ST-3	46	18%
ST-2	28	11%
ST-1	8	3%

NO.	%	
<u>INDIAN AFFAIRS</u>		
ST-8	2	1%
ST-7	5	2%
ST-6	29	5%
ST-5	56	9%
ST-4	186	31%
ST-3	259	44%
ST-2	54	9%
ST-1	1	--

NO.	%	
<u>LABOUR</u>		
ST-8	1	2%
ST-7	3	2%
ST-6	15	10%
ST-5	26	18%
ST-4	48	33%
ST-3	25	17%
ST-2	14	9%
ST-1	13	9%

ST ESTABLISHMENT

NO.	%	
<u>VETERAN'S AFFAIRS</u>		
ST-8	3	3%
ST-7	6	1%
ST-6	24	3%
ST-5	132	15%
ST-4	168	19%
ST-3	275	31%
ST-2	248	28%
ST-1	17	2%

2. Posting Practices

This section, although it applies only to the rotational group, will be treated in considerable detail since it was rated as the second most important problem area by the participants of the group discussions and also produced a great number of notes and comments on the questionnaires.

In reply to whether or not the present policy regarding posting length is satisfactory, 177 or 86% of the the STs who returned their questionnaires replied "No". For A, B and C Posts, the majority felt that two years was a suitable length of time (81%, 88% and 69% respectively) and for D Posts 48% opted for two years while 43% felt that one year would be preferable. It is interesting to note that while this was not an open-ended question, 20% of the girls asked for an option to extend or to cross-post in the policy.

The discussion groups generally agreed that 3½ years is too long a posting even at some of the nicer posts since it fixes a girl in a geographic area for too long, thus defeating her initial "travel" and "live abroad" ideals. All of the groups agreed with the two year posting suggested by the questionnaire for A, B and C Posts. There were, however, a small number of girls who would prefer 1 or 1½ years for D Posts. (See recommendation B1)

The discussion groups also explained that no city was universally unpopular with the STs and suggested that if all posts were two years duration, the girls would be more inclined to accept Washington and other hard-to-fill Posts. Announcing vacancies

at posts and calling for volunteers was felt to be the most acceptable method of filling vacancies at all types of posts. (See recommendation B3)

Since very often the popularity of a post depends upon the officer staff assigned to it, the Department should make sure that Heads of Post have a basic knowledge and ability in personnel management and human relations. (See recommendation C8)

Table 16 shows that the majority of the Department's rotational STs (72% of the sample) would like 2 - 3 month's notice of posting. (See recommendation B4)

Table 16

"How much notice would you wish to be given of a forthcoming posting?"

Months	%	Total No. Responding
1	18%	16
2	31%	81
3	41%	86
4	6%	13
5	1%	3
6	3%	8

The use of posting preference forms which were to permit employees free expression of their wishes regarding posts anywhere in the world, with no information regarding upcoming vacancies, has always

been regarded with some scepticism by all rotational employees. The feelings of the STs as shown in Table 17 are not exceptional:

Table 17

"Are you satisfied with the present use of posting preference forms?"			
Yes	No	Undecided	Total Responses
24%	45%	31%	212
"Should the use of posting preference forms be discontinued altogether?"			
Yes	No		Total Responses
20%	80%		191
"Should posting preference forms deal with regions rather than specific posts?"			
Yes	No		Total Responses
23%	77%		196

Ten per cent of the STs responding "No" to the discontinuation of the forms asked whether in fact they had ever been used. It should however be noted that these comments were made before the June 1970 revision of the posting preference form.

The discussion groups expressed the opinion that the old forms were probably not used very much as they were too complicated to be of any assistance to the posting officer. They were a hit-and-miss method. No great opposition to the new forms was voiced but the volunteer system as described on page 55 was preferred. It was also suggested that each ST might be permitted to list up to three posts where she had no interest in going.

With regard to "reCanadianization", 146 or 68% of the stenographers felt that it was necessary to reacquaint themselves with life in Canada periodically. However, there was a great deal of variation in the desired frequency of return posting to Canada and the duration of these postings, as is seen in Tables 18 and 19.

Table 18

"If so, how often should a return posting to Canada take effect?"

Rotational Group	Y e a r s						Total No. Responding
	1	2	3	4	5	5+	
Total Sample	2%	45%	7%	19%	15%	12%	123
ST 3-4	-	57%	4%	14%	9%	16%	44
ST 5-6	2%	44%	8%	20%	16%	10%	75
ST 7-8	-	28%	-	28%	28%	16%	7
Age							
30 or less	-	59%	7%	16%	9%	9%	43
31-40	2%	42%	2%	20%	17%	17%	45
41 or more	2%	39%	11%	20%	17%	11%	35

It is evident that, of those who feel it is necessary to reacquaint themselves periodically with Canada, at least 46% feel that this only is necessary after absences of four years or more.

Table 19
 "... for how long?"

Rotational Group	M o n t h s					Total No. Responding
	3	6	9	12	18	
Total Sample	26%	26%	4%	37%	7%	115
Age						
30 or less	33%	26%	2%	39%	-	45
31-40	21%	39%	2%	29%	9%	41
41 or more	20%	10%	10%	50%	10%	29

It can be seen that 93% feel that such a return posting to Canada should be of one year or less duration, with 52% further restricting this period to six months or less.

Recanadianization was found to be a need that varied greatly from one employee to the next. Only two of the five rotational discussion groups felt that a periodic posting to Ottawa should be compulsory about once after every 6-year term abroad. One group felt even if given complete freedom of choice, most girls would come back to Ottawa every four or six years. All groups agreed that the ideal situation would be for a girl to have three choices to make six months before the end of her posting: take home leave and renew for another two years at the same post; take home leave and cross-post somewhere else abroad; take home leave followed by an Ottawa assignment. Each ST is, however, to have only one chance of renewing at any particular post.

In the questionnaire the STs were asked if they would prefer a definite length be established for Ottawa assignments between postings. Of the 208 respondents to this question, 74% answered "Yes".

Table 20

"If so, how long should these assignments be?"

Rotational Group	M o n t h s				Total No. Responding
	3 or less	6-9	12	24 or more	
Total Sample	17%	35%	38%	10%	156
ST 3-4	23%	44%	30%	3%	56
ST 5-6	15%	32%	39%	14%	89
ST 7-8	-	36%	46%	18%	11
Age					
30 or less	24%	45%	27%	4%	53
31-40	16%	34%	34%	16%	61
40 or more	9%	24%	53%	14%	42
Abroad	23%	32%	40%	5%	94
Ottawa	8%	40%	31%	21%	62

If one recalls that the 6-9 month category is composed of 52 who chose six months and only three who chose nine months, the picture becomes clearer. Approximately half the respondents then feel that the Ottawa assignment should be six months or less and half feel it should be one year or more in length.

It appears that "age" is highly related to these answers; for example, 69% of the under-30 group prefer the shorter period while only 33% of over-40 group opt for this period. The reverse phenomenon can be seen for the longer periods.

During the group discussions the point was made that a two-year Ottawa assignment would be useful for persons who wish to take evening courses but that due to financial hardship most STs would prefer to have the Ottawa posting reduced to one year. (See recommendations B1 and B2)

All groups stated that lack of reasonably-priced and centrally-located housing is one of Ottawa's major drawbacks and many girls would appreciate some type of crown-lease arrangement. While separate apartments scattered around the downtown area would be preferable, the idea of a building owned and operated by the Department was also brought forward. Because of this high cost of housing, the girls talked of Ottawa as a hardship post. (See recommendation E1)

When asked if they had ever had occasion to turn down a definite offer of a posting, 76 or 34% of the rotational group answered "yes" in their questionnaire. Thirty of these were for health and family reasons and the others included the following explanations: "They wanted me to replace a girl of higher grade without recognition or even acting pay (7 girls) - they wanted me to go to the U.S. whereas I had joined to see really foreign countries (6 girls) - they asked me to go to Washington; everyone knows how unpopular it is (4 girls) - on my posting preference sheet, I specified that I didn't want a one-girl

post (3 girls) - on my posting preference sheet I had indicated I wasn't interested in a posting in that area (3 girls)."

Similarly, 75 or 33% of the sample stated that they had had occasion to cut short a posting. Again 35 of these had been for health or family reasons while the others ranged from: "post closed (5 girls), to get married (3 girls), the posting was too long (5 girls), personality conflict with boss (2 girls), to the post was too expensive (2 girls)."

Note: Only those reasons cited by more than one employee were reported.

Ninety-three girls (44%) stated that they had asked for extensions of postings. Only 5 of these were for financial reasons, compared with 26 girls who did not wish to come back to Ottawa in the wintertime, 12 girls who enjoyed the post or had made friends there and six girls who just do not like Ottawa.

Sixty-one of 76 girls stated that at least one of their requests for extension of tour of duty had been granted during their life in the Department.

It appears that the Department seldom requests that an ST extend her posting or assignment. Only 35 STs had been asked to extend in the last twenty years and in only three cases did the employee feel that this had been against her wishes.

In the domain of posting practices, the officers interviewed were asked specifically to comment on the need for "reCanadianization" of the rotational STs.

The general consensus among the interviewees was that a need for "reCanadianization" existed but that it was less important for Support

Staff than for Officers and that the time spent in Ottawa by the secretaries could be decreased. It was generally stated that longer assignments abroad should be broken into two-year tours with home leave in between.

A number of officers suggested that one year in Ottawa after five years abroad would suffice to bring the average ST up to date on any departmental or Government changes and to reacquaint her with the realities of life in Canada.

Most of the interviewees realized that this would mean a greater use of non-rotational staff in Ottawa. Although this did not raise much opposition, the interviewees in general were not in favour of strictly separated support services for Ottawa and for Posts.

Two officers proposed that Divisional Secretaries be non-rotational, possibly with a few postings in their past experience. They should, however, not act as secretary to the Head of Division. This arrangement would lead to greater continuity and better working contacts both within the Department and with other government departments.

Five officers suggested that individual employees' wishes should be given greater consideration and two felt that younger stenos could be permitted longer stretches of time away from Canada while women over 30 needed to return more frequently. Most interviewees considered one year a minimum Ottawa assignment and felt that this should be firmly established.

It is interesting to note that the comment regarding stenos over 30 is borne out by the survey results.

A new posting procedure has recently been introduced by the Trade Commissioner Service of the Department of Industry, Trade and Commerce. All upcoming vacancies for administrative support personnel (STs, CRs and ASs) are announced and a circular containing brief descriptions of the type of work-content involved and the type of incumbent desired is sent to every member of the employee group in question. Employees are then encouraged to apply for three vacancies of their interest. Among the main facts that are taken into consideration by the staffing officer are the following:

- availability of the candidate at approximately the date on which the position becomes vacant;
- work experience of the candidate
- degree of maturity (age);
- language aptitude or ability;
- the candidate's personal or career-oriented motivation.

To date this system has worked satisfactorily. All advertized vacancies attracted volunteers, but some were eventually filled by employees who were thought to be better suited, but had not volunteered.

Since the Trade Commissioner Service has only 62 rotational administrative support employees (39 STs, 11 CRs, 12 ASs) vacancies need to be announced only once each year. Unforeseen vacancies due to sudden separation of employees in the field are filled in the traditional manner from a "reserve" body of approximately 10 rotational STs in Ottawa.

If such a system were to be applied to the Department's STs (181 ST positions abroad) a number of adaptations would need to be made.

Vacancies would have to be announced every six months to handle the greater volume. (See recommendation B5) Also a definite deadline would have to be imposed on candidates, to prevent them from procrastinating or holding off until a more desirable vacancy comes up. Persons who are due to leave a post could be permitted to re-apply for the same position, provided that it is not one of the overly popular ones. An extension would, however, be granted only if the actual incumbent was clearly the most qualified and suitable candidate to volunteer at that time. Depending on the popularity of the vacancy concerned the criteria for application could be varied considerably from an "everyone welcome" attitude to a definite restriction such as "an ST 5 presently in Ottawa with previous posting and who has been back in Ottawa for at least 8 months". Ottawa as well as post vacancies could be included in the same circular.

The adoption of this programme would also have the effect of assuring a smoother integration of the support services with those of the Trade Commissioner Service.

3. Utilization

Fifty-three per cent of the Department's rotational STs feel that adequate use is not being made of their occupational skills. A breakdown by grade, location and linguistic group is shown on Table 21.

Table 21

"Is adequate use being made of your occupational skills at present?"

Rotational Group	Yes	No	Undecided	Total No. Responding
Total Sample	43%	53%	4%	254
ST 3-4	39%	58%	3%	112
ST 5-6	42%	53%	5%	125
ST 7-8	60%	35%	5%	17
Ottawa	30%	64%	6%	114
Abroad	51%	45%	4%	140
Anglophone	40%	54%	6%	193
Francophone	55%	45%	-	57

Those who did not feel adequately utilized felt that this was due to:

- (a) lack of sufficiently responsible assignments (66%)
- (b) too little use of shorthand (54%)
- (c) lack of variety (34%), and
- (d & e) lack of incoming work and officers' poor work habits (21%)

It will be noted that these percentages total over 100% as many employees gave more than one reason.

Those who specified other reasons included:

- no initiative is left to us (12 STs)
- doing a CR job (8 STs)
- doing a typist job (7 STs)
- more work for bilingual STs than for unilingual STs (3 STs)

It should be noted that employees stationed in Ottawa feel to a much greater degree that they are underutilized than those at posts (64% compared to 45%).

Of the non-rotational STs, 35 or 71% felt that adequate use was being made of their occupational skills at present. Those who stated otherwise cited as reasons, lack of sufficiently responsible assignments (5 STs), lack of variety (3 STs), lack of incoming work (3 STs), too little use of their shorthand (3 STs), clerical responsibilities (3 STs) and being used as messenger service (2 STs).

Only two of the 46 non-rotational STs who replied felt that they were under-utilized; on the other hand, 16 stated that their present job should appropriately be handled by a higher level ST.

In the questionnaire the STs were asked to indicate their opinion of the grade at which their particular job should be classified. Responses to this question were then compared to the actual grade of the ST concerned. An ST4 who indicated that her job should be done by an ST6 was then grouped in an over-utilized category, while an ST3 who considered that her job would be just right for an ST1 was termed under-utilized. While the degree of under or over-utilization was lost in

such a large grouping, the breakdown by ST grade and location, as shown in Table 21, is of interest as it confirms the earlier findings concerning under-utilization in Ottawa. Table 22 shows that STs abroad are less likely to feel under-utilized, but also more likely to feel over-utilized, or overworked.

Table 22

"Would you estimate that your present job could be appropriately handled by an ST8, ST7, ST6, ST5, ST4, ST3, ST2, ST1?"

Rotational Group	% Under-utilized *	% Over-Utilized *	Total No. Responding
Total Sample	43%	19%	236
Ottawa			
ST-3	100%	-	3
ST-4	45%	9%	44
ST-5	46%	12%	26
ST-6	60%	4%	27
ST-7	60%	-	5
Total - Ottawa	51%	8%	105
Abroad			
ST-3	-	20%	5
ST-4	24%	45%	49
ST-5	50%	21%	24
St-6	43%	14%	44
St-7	33%	50%	6
Total - Abroad	35%	29%	128
* under- and over-utilized refer to the percentage of STs who felt that their job would appropriately be handled by a lower or a higher-level ST respectively.			

It follows then that a number of rotational positions in Ottawa are classified and staffed at levels higher than those that would normally be called for by the work to be done and that a total review of the needs of individual Divisions and Branches should be undertaken. (See recommendation A7)

All STs were asked to give a breakdown of the time they spend on actual typing, giving in percentage the work done from shorthand pad, longhand draft, dictating equipment and typed first drafts. An analysis of the rotational group, divided by place of work is shown in Table 23.

Table 23

"What percentage of your typing time do you spend transcribing from..."

Rotational Group	Percentage of Time				Total No. Responding
	Zero	1-25%	26-55%	56%	
Shorthand					
Ottawa	3%	57%	28%	12%	128
Abroad	8%	28%	28%	36%	141
Longhand					
Ottawa	1%	31%	39%	29%	128
Abroad	18%	40%	22%	20%	141
Dictating Equip.					
Ottawa	74%	18%	7%	1%	128
Abroad	82%	15%	2%	1%	141
Typed Drafts					
Ottawa	16%	49%	28%	7%	128
Abroad	32%	46%	20%	2%	141

It is evident from this table that the Department's STs abroad spend a much larger percentage of their typing time transcribing shorthand than do those in Ottawa. 36% of the STs abroad spend more than 56% of their typing time this way, compared to only 12% of the STs in Ottawa. The reverse phenomenon becomes apparent in the "Longhand" section where a great number of STs in Ottawa spend a greater percentage of their typing time on longhand drafts.

A breakdown by ST grades was also made but no significant variation was found between the different levels.

The greatest part of the typing done by the non-rotational group is transcribed from longhand drafts. Very little comes from shorthand notes, a fact which is not surprising, since the non-rotational group consists chiefly of ST1s and St2s who are classified as typists.

During the officer interviews all but two of the interviewees were of the opinion that the STs in their present Divisions were being used to full capacity, but eleven admitted that in Ottawa stenos tended to be used as copy-typists. Officers in Political Divisions saw great fluctuations in daily workload, which they attributed to the crisis-watching type of work. Eight officers felt that the Department's secretarial and stenographic staff could be profitably used as research assistants, to keep working files in order, carry on minor correspondence, fetch files and in general get more involved in the assignments of their officers. On the general theme of utilization, the following statements were also volunteered:

- If officers could be constrained to begin working at 8:30, it might minimize the 4:30 dictating symptom which appears to be prevalent throughout most of the Department.
- A type of Office Overload floating pool might be established from which a Division could get extra staff in time of crisis. It would also eliminate secretaries putting in time in their Divisions while their officers are absent on conferences or courses. (See recommendation A10)
- Officers are generally not entirely aware of their secretaries' potential and junior officers do not know what level of service to expect. (See recommendation C11)

For the STs in the group discussions, utilization was found to have a high correlation with officer-staff working relationship since officers are either not aware of their STs' capabilities or not willing to delegate to them. It is also related to the pooling of positions in the Department, which often prevents a girl from getting the type of responsibility and assignments that correspond to her grade and experience. The subject was discussed under the following six subheadings.

(i) Under-utilization

Many of the Department's stenographers feel that in Ottawa they are marking time and filling jobs that regular typists could do. While there are a few who feel they should get extra pay for the clerical content of a Divisional Secretary's assignment, most STs appreciate clerical tasks for their variety and occasional challenge. The following additional job-enriching tasks were also proposed: answer the telephone for the boss,

keep his working files in order, draft letters and memos, do file research for officers. In general, the discussion groups affirmed that STs are better utilized abroad.

(ii) Recruiting

Several groups stated that if the recruiting officers of the Department were to give a true description of the actual work content in the Department, there would be very few girls willing to join. In addition, it is believed that a great number of new recruits have qualifications and experience which are too high for the type of work they are assigned in Ottawa and on first posting. It was suggested that a larger proportion of non-rotational typist staff be employed to do the straight typing, photocopying and minor office duties in Ottawa. (See recommendation A4)

(iii) Allocation of Staff in Ottawa

There was found to be a lack of mobility of STs from one Ottawa Division to the next. This results in temporary over-staffing of some Divisions and overworking of staff in those Divisions which are subject to sudden increases of work due to political or other crises. Two solutions were offered: greater coordination through Personnel Operations on a voluntary basis, (i.e. Divisions that are slack volunteer to lend STs to Divisions that are temporarily overworked), or a small floater contingent of perhaps 5-7 STs who would belong to Personnel Operations and be available to trouble-shoot wherever necessary, i.e. a sort of internal Office Overload system similar to that described by the officers interviewed.

(iv) Use of Locally-employed Staff Abroad

Several STs stated that greater use could be made of local staff at posts to do unclassified work, typing and social secretary work. It was agreed that the recent austerity programme had already caused a big step in this direction.

(v) Poor Work Scheduling

Many officers were found to be chronic offenders in the scheduling of their work, in that they start dictating at 4:30 and expect the final copy the same day while their ST has tried to "look busy" all day. This symptom is as common abroad as it is in Ottawa. A solution suggested here was to provide officers of all ranks with the basic concepts of manpower utilization and for the individual ST to discuss the matter with either the offending officer or his supervisor. (See recommendation C8)

(vi) Non-use of Shorthand Skills

Most STs worry about the loss of speed through non-use. They find junior officers hesitant to dictate and other officers preferring to produce their work in illegible longhand. Poor dictating habits are also a source of unhappiness. Several solutions to this item were proposed:

- Let the Department give new officers a short course in how to dictate. (See recommendation C10)
- Assign fairly senior STs to junior officers and ask them to train these officers in the art of dictation. (See recommendation C11)
- Offer shorthand refresher courses to those STs who feel they have lost their skill through non-use. (See recommendation C1)

The participants of the non-rotational discussion group appeared to be content with the type and difficulty of their assignments. Most of them stated that they appreciated clerical assignments for the variety they provided.

While utilization was only the problem of third highest importance in the opinion of the discussion groups, it should be listed as first priority in terms of Departmental interest. This is borne out by the fact that amongst the reasons for resignation supplied by the sample of separated STs under-utilization outranks by far such obvious reasons such as marriage or delayed posting (see also p. 102).

It should however be noted that under-utilization is considered to be a problem throughout the Public Service. A Treasury Board study found that "...officers and support staffs alike are under-utilized, with officers performing many of their own support services thus reducing time available for their prime activities. Support staffs...are being denied the opportunity to perform such supporting services."³ While this study was primarily concerned with typing and transcription pools, many of its findings and recommendations apply equally well to this Department's essentially non-pooled ST support group.

The study found the average ST spends less than 1% of her time taking dictation. This "...suggests that STs 3, 4 and 5 are not using the skill for which they are paid and which they require to qualify

³ A Study of Office Secretarial Services in the Federal Government, Treasury Board Project 21/67, August 1968, p.2.

for their classification."⁴ It goes on to say that "...the requirements for this skill...at the ST3 level and up appears to be overvalued. Conversely the skills of transcription from machines are acknowledged to be a valuable asset and being more economical...than shorthand, should receive more recognition."⁵ Comments along the same lines were volunteered by the Department's typists during their group discussion.

As a solution to this aspect of the utilization problem the Treasury Board study recommends that:

- "A new Office Secretarial Service Classification (Group) be established to include with the present ST classification duties, the common office support duties of the current CR classification."⁶ (See recommendation A2)

The following recommendations were also of particular interest although their practical application might be considerably more difficult:

- "Government departments should be encouraged to develop goals and objectives at the various levels of management within the department. Participation at each level by immediate subordinates should be encouraged."⁷
- Departments should be organized into "action teams" which are formed to include all the operating resources necessary to achieve meaningful and measurable team goals and objectives. These action teams should "budget" for their office secretarial services and be held accountable for their day-to-day employment and performance in support of the primary operations of the action team."⁸ (See recommendation A7)

4 Ibid, p. 12
 5 Ibid, p. 17
 6 Ibid, p. 18
 7 Ibid, p. 5
 8 Ibid, P. 5

4. Officer - Staff Working Relationships

While the stenos who participated in the discussion groups rated officer-staff working relationships as the sixth most important priority, this finding did not emerge from the survey to any degree. Of the STs presently abroad, 123 or 87% were moderately or very much satisfied with officer-staff relationships. Similarly in Ottawa, 83 or 80% felt the same way. Differences were not found when the group was split by age or by education. However, it will be noted that in the group discussions, the girls were quite vocal in their reaction to problems in this area.

One comment that emerged from the questionnaire with some frequency was that while individually the officers have good working relations with their staff, decisions made by them which affect the STs are poorly explained and are made without considering the participation of the STs.

In the questionnaire 25% of the respondents reported that unfair demands had occasionally been made on their own time (excluding paid overtime) during the past year. 30% of the respondents abroad reported occasional unfair demands. Only 3% of the total sample reported frequent unfair demands.

The most frequently quoted examples of "unfair" demands were:

- unnecessary overtime due to officer's poor work habits,
- having to work through lunch hour without prior notice,
- 4:30 p.m. dictation,
- providing a messenger service,
- doing security checks on weekends (at posts).

Most of the minor cases of unhappiness and feelings of being discriminated against appear to be aggravated by a breakdown of direct communication between the ST and her officer. STs should therefore be encouraged on an informal basis to speak up even about minor details and to try and clear them up before they develop into an irremediable case of bad morale. (See recommendation D6)

Where difficult situations or frictions have gone on too long for direct discussion with the persons concerned the ST or her officer should have access to a Departmental Ombudsman who would provide impartial counselling to either or both parties. (See recommendation E5)

While the officer interviews did not directly discuss officer-staff working relationships, they did look at morale, both in Ottawa and at posts. Nineteen of the 25 interviewees reported good morale in their Divisions and offered the following explanations:

- we have a good collection of girls;
- the work is interesting;
- we have a brilliant Head of Division;
- the environment is Canadian and easily controllable.

Four officers felt that there was room for improvement and that morale was low for reasons such as:

- the work is not commensurate with the excellent skills of the staff and consequently our secretaries see their skills slipping;
- our Divisional Secretary is not a real leader;

- our Division is being used as a dumping ground by Personnel Operations in that they assign us mediocre staff at both levels.

There was a general consensus that morale at posts was somewhat better than at Ottawa and all officers interviewed agreed that morale was definitely the responsibility of the Head of Post. It was stated that a poorly adjusted or discontented person (the "bad apple") can be a greater problem at a post since there are more outside elements affecting morale and since there can be no lateral divisional transfers at a post. As poor morale tends to develop at one-steno posts, where the employee concerned cannot take any vacation leave, it was suggested that a number of positions be established for travelling relief personnel. These would also replace employees on extended sick leave. (See recommendation A6)

The discussion groups recognized the question of officer-staff working relationships as a problem and discussed a number of its facets.

(i) Non-recognition of Capabilities

This aspect of the working relationship was found to be very closely related to the question of utilization. Many of the Sts felt that they were being treated as living extensions of their typewriters and that their officers generally do not give them any credit for a basic amount of intelligence, logic or common sense. As a result, a girl often gets a letter or a report to type without having the slightest idea of the background or possible future developments. There is a lack of confidence, a lack of true delegation and hence hardly any sense of team effort. It was stated that this situation is often but not necessarily always better at posts. (See recommendation C11)

ii) Inconsistency

The great variety of different working climates that exist within the Department was found to be disturbing and disrupting, as staff finds itself forever trying to become accustomed to the speed and tone of new Divisions, posts or bosses. On the other hand, a few STs felt that this great variety, due to rotation and varying personalities was the saving grace of life within this Department since hardly anyone had to look forward to spending any great length of time in very poor situations.

iii) Chronic Low Morale

A continuous atmosphere of unhappiness, conflict and personnel stresses appears to afflict certain Divisions and Posts. Although it was agreed that such situations were often influenced by climate, political situations or the type of work, the low morale was most often passed on to new arrivals by discontented persons already at the post and thus kept alive through numerous "generations" of employees.

iv) Status

Officers of this Department, especially the more junior FSOs were found to be status conscious to the extent of snobbishness. This occurs both in Ottawa and abroad. The average ST seems to resent it more while abroad, where there is likely to be more contact of a social or semi-social nature.

v) Personnel Management Skills

It was felt that most officers of this Department would benefit greatly from some formal training in personnel management and a basic knowledge of human relations. Courses or seminars on these subjects should

be organized in particular for junior officers. Another method of generating better mutual understanding of all levels of staff would be to promote "working coffee breaks" perhaps once a month where all personnel at a Post or Division assemble to discuss current and future projects and any common problems which may affect working conditions or morale. (See recommendation D5)

The group discussions also reported that most assignments that are interpreted as "unfair" by the STs stem from the officers' poor work habits. Dictating at 4:30 or keeping a girl overtime just to lock the security containers and not doing a report or assignment until it becomes urgent were examples mentioned. In direct connection with working relationships, most girls resent doing any jobs for the officer's wife where the working morale is impersonal and cold. On the other hand, where the relationship is warm and team spirit exists, she will even volunteer her services.

The non-rotational group of STs reported general satisfaction with the working relationships in their Divisions. What little dissatisfaction exists was found to be mainly on the part of the younger STs (22 or under). In the non-rotational discussion group this topic was not felt to be a problem area.

5. Training

Both in their questionnaire and during the group discussions the STs showed particular concern about the problem of the initial training and "apprenticeship" of new recruits. Both the quality and the length of training were discussed. Length of initial Ottawa assignments (which could be termed the first half of an ST's apprenticeship) is shown on Table 24.

Table 24

"How long did you remain in Ottawa before your initial posting?"

Rotational Group	Months in Ottawa						Total No. Responding
	1-6	7-9	10-12	13-15	16-18	19 +	
Total Sample	32%	28%	22%	12%	2%	4%	206
Length of Experience							
Less than 2 yrs.	10%	10%	32%	26%	14%	4%	28
2-5 years	29%	50%	20%	-	-	1%	64
6-15 years	43%	28%	19%	7%	2%	-	84
15 + years	13%	23%	31%	10%	-	23%	30

Of the 206 STs who had completed their initial assignment, 60% spent nine months or less in Ottawa before their initial posting. However, this seems to be changing in favour of a longer assignment in that those who have recently completed this assignment report terms between 10 and 15 months (58%).

During these assignments, 74% worked for only one Division while 20% worked for two. The remainder worked for three or four divisions.

The sample appeared to be split on the usefulness of this assignment in preparing them for work abroad. Fifty-four per cent felt it was useful or very useful while 46% stated that it was of little or no value.

The length of the initial Ottawa assignment appears to be a very important factor in the successful adaptation of an employee to the rotational way of life in this Department. As the great majority of our STs join to travel and 44.65% of all ST separations occur before any posting it would be advisable to adjust the length of initial assignment to a period which would be acceptable to the group concerned as well as to the officers served. Table 25 shows the majority of the STs opt for four to six months. STs with a greater number of years of service tend to favour slightly longer initial assignments.

Table 25

"In your opinion, how long should the initial Ottawa assignment be?"

Rotational Group	Months					Total No. Responding
	1-3	4-6	7-9	10-12	12 +	
Total Sample	13%	51%	20%	16%	-	246
Length of Service in the Department						
Less than 2 yrs	18%	40%	20%	22%	-	54
2-5 years	17%	53%	16%	14%	-	92
6-15 years	6%	48%	23%	23%	-	76
15 + years	4%	41%	30%	25%	-	24

It is interesting to note that none of the STs felt that the initial assignment should be over one year in duration and 84% felt it

should be nine months or less. (See recommendation B9)

Approximately one-quarter of the Department's STs have felt the need for refresher training at a later stage in their employment, as shown in Table 26. The need seems to be greatest amongst STs 3 and 4 with 2 - 5 years service in the Department and it seems to decrease with the length of service and as the grades go up. (See recommendation C1) One might deduce that the ST 3 and ST 4 groups lack initial expertise when they join or conversely that the ST's 6, 7 and 8 have lost their interest and ambitions to be truly top-notch secretaries or as a third possibility STs in the higher grades have acquired suitable standards of proficiency and are keeping up with the needs of the Department through their daily assignments.

Table 26

"Have you felt the need for refresher training in secretarial skills?"

Rotational Group			Total No. Responding
	Yes	No	
Total Sample	23%	77%	243
ST 3-4	26%	74%	95
ST 5-6	21%	79%	131
ST 7-8	17%	83%	17
Length of Service			
Less than 2 yrs.	19%	81%	56
2-5 years	27%	73%	88
6-15 years	21%	79%	78
15 + years	19%	81%	21

Only a few of the officers interviewed were aware of the existence of the present one-week induction course for new ST recruits. None had any experience in working directly with a steno who had taken this course. But the great majority felt that such a course was useful and that a similar course should be organized as pre-posting training.

This pre-posting course was seen as a 1-2 day seminar which would cover the following subjects:

- the duties of a social secretary,
- telephone manners and meeting the public,
- basic protocol and deportment,
- types of forms and letters used at posts but not at Ottawa,
- any clerical and consular duties in which the ST might be asked to assist.

It was felt that such a course might include a pre-posting counselling session on the day-to-day life at the Post in question with a person recently returned from that Post and a discussion of the objectives of the Post with a reasonably senior officer followed by an official send-off. (See Recommendation C2)

It was further suggested that such a pre-posting seminar should normally be taken before a first posting and should be optional for STs going out on second and subsequent postings.

The interviewees all felt strongly that an initial assignment to Ottawa is essential if a secretary is to carry out her duties effectively. It was felt that this assignment serves several purposes:

- it familiarizes the employee with forms, letters, papers and daily office routine;

- it gives her the opportunity to learn the functions of the public service in general;
- it represents the first trial of adjustment for those STs whose home is not within the immediate vicinity of Ottawa;
- The new recruit builds up her contacts with more experienced personnel, learns of many situations which might occur in an External Affairs career and may in this way be better prepared psychologically for life on her own in a foreign environment.

If one of the primary objectives of a long initial assignment to Ottawa is training, it was suggested that it should take the ST into at least three different kinds of Divisions (Political, Functional and Administrative), and the training elements should be structured somewhat more formally. (See recommendation C7)

A majority of the officers interviewed favoured a 12-month initial assignment. While individual preferences varied between 3 months and 2 years, the ideal length on average was 10 months. Only three officers felt that the length of the initial assignment should vary according to the personality and experience of the employee concerned.

The participants in the rotational discussion groups felt that the present practice of leaving girls in Ottawa for an indefinite period of time leads to insecurity and unhappiness. A girl doesn't know whether she is wasting her money in taking a course or buying a season ticket at the Arts Centre. Most groups agreed that it would be reasonable to tell an ST of her first posting after 6 months and to send her out two or three months later. (See recommendation D7)

In general the discussion groups agreed that the induction programme now being used was very good but that in addition a Foreign Service ST needs formal training in Protocol (social secretary duties, international etiquette), Passports and Consular matters. One or two-day courses in these subjects should be provided prior to a first posting but should also be available to STs going out on subsequent postings. (See Recommendation C2)

To be truly versatile at a post, a girl should serve in more than one Division during her initial assignment; the ideal being three Divisions: functional, administrative and geographic. If at all possible, the geographic Division should be that responsible for the region to which the ST will be posted.

Overlap with one's predecessor at a post was felt to be essential if the new girl is to try to inherit the established contacts with local government, etc. Five working days would be ideal. (See Recommendation B6)

Foreign language training where desirable and feasible should be as soon as the ST knows of her posting, i.e. three months prior to arrival. (See recommendation C6)

The non-rotational discussion group felt no need to talk about training.

6. Second Language

The problems of bilingualism were of great concern to a large number of STs, a fact which became particularly apparent during the group discussions. Table 27 shows to what degree the STs have taken the initiative in following courses in their other official language.

Table 27

"Have you taken or are you presently taking courses in the other official language?"

Rotational Group	Yes	No	Total No. Responding
Total Sample	53%	47%	246
Francophones	23%	77%	56
Anglophones	61%	39%	190
ST 3-4	42%	58%	104
ST 5-6	59%	41%	126
ST 7-8	69%	31%	16
Age			
30 or less	39%	61%	89
31-40	60%	40%	84
41 or more	60%	40%	73

Those presently taking, or who have previously studied, the second official language are predominantly English-speaking STs and tend to be at the ST-5 level or beyond and over the age of thirty.

Of those who responded "yes", 67% had studied at their own expense and 83% on their own time. As stated in 50% of the comments,

at the majority of posts it is rather difficult to allow personnel time off for studies - particularly in this day of staff reductions.

It is noteworthy that a majority of STs do not see a need for a second language capability in their present assignments. Subdivided by location, grade and age these facts are given in Table 28. Comments on the questionnaires revealed that a number of STs presently abroad included the need of foreign languages in this item. Hence the 44% "yes" responses for this group.

Table 28

"Is there a definite need for second language capability on your present assignment?"

Rotational Group			Total No. Responding
	Yes	No	
Total Sample	39%	61%	256
Ottawa	24%	76%	116
Abroad	44%	56%	140
ST 3-4	43%	57%	110
ST 5-6	37%	63%	129
ST 7-8	17%	83%	17
Age			
30 or less	37%	63%	95
31 - 40	46%	54%	89
41 or more	30%	70%	72

When asked if the measures now being taken to develop a second language capability were adequate, 18% of the English respondents said

"yes" (total sample of 166). Of the 42 French speaking respondents, 21 or 50% replied "yes" to this question.

Those who felt that present measures were not adequate were asked to suggest improvements. The most frequent of these was that the Department pay for language training and/or provide the necessary time off to receive this training. Second to this was the suggestion to allow STs to take a month of immersion training on returning to Canada after a posting or before re-assignment in Ottawa. Next they felt that English speaking STs should receive assignments to French speaking posts where they could practice and polish their French.

In the group discussions the topic of the second language received a great deal of discussion. It was divided into subheadings as follows:

(i) Threat

The problem of bilingualism represents two types of threats to a unilingual ST. First, she is afraid that her unilingualism will adversely affect any future promotions. Second, most STs are already aware of the fact that their linguistic abilities do affect their mobility as an increasing number of positions abroad are being reserved for bilingual or francophone STs.

(ii) Equality of Opportunity

There is a fair amount of resentment among the STs caused by the fact that officers are now offered a fairly intensive programme of French courses, francophone STs benefit from English immersion courses but the average anglophone ST has to date not been offered a programme of any significance. (See recommendation C4)

(iii) Utilization

Partly bilingual anglophone STs feel that they should be given the opportunity to work in a French-speaking Division or Post in order to perfect their knowledge of French. Their argument is that officially bilingual francophone girls have this opportunity and often benefit substantially from their association with English-speaking colleagues. (See recommendation B10)

(iv) Technical Courses

While oral French was found to be necessary for most positions for telephone work or consular cases, it was generally agreed that taking French shorthand required a much stronger knowledge of grammar, spelling, etc., than is being provided in the current immersion courses for officers and that therefore a special course for stenographers should be developed. (See recommendation C3)

(v) Choice of language

Although the great majority of the anglophone STs are eager and willing to learn French, there is often a conflict of interest as they must choose between it and the language of their host country. In many cases the local language is considered essential for normal daily living and even partially bilingual STs lose much of their French ability in the process of learning the third language. (See recommendation C5)

In the non-rotational group 33% (of 42 respondents) indicated that they had taken or were taking courses in their other Canadian language. Again the majority was doing this on their own time (64%) and at their own expense. As shown in Table 29, anglophone STs have

been more actively involved in language training. This should, however, not be startling in view of the fact that the average francophone resident of the Ottawa area often already possesses a basic knowledge of English by the time she leaves school.

Table 29

"Have you taken or are you presently taking courses in your other official language?"

Non-Rotational Group			Total No. Responding
	Yes	No	
Total Sample	33%	67%	42
Francophone	23%	77%	17
Anglophone	40%	60%	25

It is interesting to note that 100% of the non-rotational francophone STs feel that there is a definite need for second language capability in their present assignments while only 21% of the anglophone respondents feel this is the case. (Table 30)

Table 30

"Is there a definite need for second language capability on your present assignment?"

Non-Rotational Group			Total No. Responding
	Yes	No	
Total Sample	48%	52%	49
Francophone	100%	-	17
Anglophone	21%	79%	32

This marked difference of opinions may reflect one of three factors; the biases of either or both groups, the fact that French speaking STs are filling positions classified as "bilingual" or that English is the predominant language in the Department.

A similar contrast in opinion was found in the assessment of present language training programmes, as shown in Table 31.

Table 31

"In your opinion, are the measures now being taken to develop a second language capability adequate?"

	Yes	No	Total No. Responding
Total Sample	48%	52%	33
Francophone	67%	33%	15
Anglophone	33%	67%	17

During their group discussion the non-rotational STs were found to feel a greater threat than the rotational group. But like the latter they knew little about existing language policies and nurtured a definite jealousy towards the Department's training programmes for officers. It is therefore suggested that all employees be provided with clear, concise and easily understood information concerning training matters (See recommendations D3 and D4).

7. Allowances and Benefits

The questionnaire survey contained only one item dealing with allowances and benefits.

Table 32

"Is the system of allowances and benefits equitable?"

Yes	No	Undecided	Total No. Responding
33%	38%	29%	212

While these figures are neither positive nor negative, the respondents provided a number of comments on what they perceived as inequities. The most frequent comments were:

- we don't understand the system,
- the allowances don't keep abreast of the rising cost of living;
- we are denied entertainment allowances,
- we are not allowed any daytime, i.e. office time, to find accommodation.

It should also be noted that the question of allowances and benefits was considered to be the third highest in importance by the discussion groups. The rotational discussion groups broke this topic down into the following aspects:

(i) Lack of Understanding

Four groups stated that even though they all had had a chance to read and study the new Directives, they found the whole allowance

system quite incomprehensible. They felt that the subject could and should be stated in understandable English and French. (See recommendation D8)

(ii) Living Standards

Three groups firmly believe that as rotational staff they have a basic right to a better life and more money abroad in addition to the allowances which are meant to keep their standard of living abroad on a level equal to that at Ottawa. Most, but not all, of the participants believe that they should be able to save money while abroad.

(iii) Poor Administration

The administration of the allowance systems (both past and present) was found to be poorly coordinated, unfair, slow and subject to the moods and interpretations of officers abroad and administrative staff in Ottawa. STs have had their rental ceilings autocratically lowered by post administrators or been refused permission to take accommodation within their ceiling because "it is much too good for you". (See recommendation E6)

(iv) Diplomatic Privileges

While most STs understood that privileges extended to non-diplomatic staff concerning alcohol, cigarettes, gasoline and imports depended on the laws of the host countries, they felt that there should be some type of departmental guidelines concerning the considerations that should be extended by Canadian Diplomatic Personnel to their support staff on a "friendship" basis. (See recommendation E4)

8. Living Problems at Posts

In the questionnaire rotational STs were asked whether they had experienced any undue difficulties in their day-to-day living at posts. Since naturally different women will react differently to similar situations, respondents were allowed complete freedom in their interpretation of "undue" difficulties.

Table 33

"During your last/present posting abroad, did you experience any undue difficulties in your day-to-day living?"

Rotational Group			Total No. Responding
	Yes	No	
Total Sample	41%	59%	211
Age			
30 or less	50%	50%	65
31 - 40	38%	62%	75
41 or more	33%	67%	71
Ottawa	34%	66%	81
Abroad	44%	56%	130

It can be seen from Table 33 that as the age or experience of the employee increases the proportion of reported undue difficulties decreases. This can be taken to show the greater ability of taking life as it comes on the part of more senior STs. The problems reported included inconvenient shopping hours, the poor quality of or non-existence of public transportation, matters of personal safety and the difficulty of obtaining certain types of familiar consumer goods.

The group discussions generally agreed that running a household smoothly abroad was more difficult for a single person than for a married couple; STs often find shopping hours conflicting with office hours, long noon siestas eliminating any quick shopping. Lack of transportation facilities was also a problem. In addition, post reports were considered to be inadequate for single women, as they were mostly aimed at officers' wives.

Of the 210 girls who replied to the question "Did you employ a servant?" 62% replied in the affirmative (35% full-time and 65% part-time).

It is also interesting to note that during their last posting abroad, 44% (90 of 208) owned and operated a car, compared to 31% on their Ottawa assignment. This fact is also reflected in Table 34.

Table 34

"How do you get to work?"

Rotational Group	Walking	Public Trans.	Taxi	Shared Auto	Owned Auto	Total No. Responding
Ottawa	51%	38%	1%	5%	5%	105
Abroad	35%	21%	6%	8%	30%	152
Age						
30 or less	36%	27%	3%	11%	23%	70
31-40	49%	27%	1%	5%	18%	85
41 or less	43%	29%	7%	4%	17%	102

For the majority of STs, their personal social life abroad was at least as satisfactory as it was in Ottawa, if not more so. See Table 35.

They did not participate to a high degree in the diplomatic social life (89% in the nil-moderate categories as shown in Table 36) and most were satisfied to have things remain so (69%). However, 56 girls did indicate that they would like greater participation.

Table 35

"In comparison with Ottawa, was your personal social life (non-official) at your past/present post...?"

Rotational Group	More Satisfactory	Less Satisfactory	Same	Total No. Responding
Total Sample	50%	25%	25%	210
ST 3-4	59%	28%	13%	71
ST 5-6	45%	24%	31%	12
ST 7-8	44%	12%	44%	16
Age				
30 or less	52%	27%	21%	65
31-40	52%	26%	22%	76
41 or more	48%	20%	32%	69

Table 36

"At your last/present post, was your participation in the diplomatic social life...?"

Rotational Group	Nil	Slight	Moderate	Active	Very Active	Total No. Responding
Total Sample	18%	41%	30%	6%	5%	216
ST 3-4	12%	35%	39%	8%	6%	71
ST 5-6	22%	43%	25%	6%	4%	129
ST 7-8	12%	51%	31%	-	6%	16
Age						
30 or less	17%	31%	39%	7%	6%	66
31-40	19%	49%	22%	6%	4%	81
41 or more	18%	42%	33%	4%	3%	69
Length of Service						
Less than 2 yrs.	4%	45%	21%	21%	9%	23
2-5 years	18%	40%	34%	4%	4%	90
6-15 years	18%	48%	29%	3%	2%	86
15 - years	22%	57%	11%	3%	7%	27

Of 215 respondents, 72% felt moderately to very satisfied with the extra-curricular activities available at their last or present post.

At post, the girls also felt that at least to a moderate degree they considered themselves an integrated member of an Ottawa-based "family".

9. Housing

As shown in Table 37 a majority of the rotational STs find that accommodation and services are more expensive than what they had expected.

Table 37

"Abroad, did you find accommodation and services...?"

Rotational Group	More Expensive	As Expected	Less Expensive	Total No. Responding
Total Sample	58%	39%	3%	213

As to the quality of their accommodation at post, 92% reported that it was "excellent" to "average" while only 4% stated that it was unsatisfactory. For 12% of the sample, this accommodation was government owned, for 28% it was crown leased and the remaining 60% had a personal lease or no lease at all.

It can be seen from Table 38 that, at posts, very few girls rent or own their furniture. However, those stenos who do, tend to have greatest length of service.

Table 38

"Is/was the furniture supplied by...?"

Rotational Group	Gov't.	Landlord	Rental Company	Yourself	Total No. Responding
Total Sample	36%	44%	6%	14%	235
Length of Service					
Less than 2 yrs.	52%	28%	12%	8%	25
2-5 years	36%	53%	3%	8%	90
6-15 years	30%	49%	7%	14%	87
15 + years	36%	25%	3%	36%	33

In the group discussions it was pointed out that scarcity or absence of suitable accommodation is one of the STs' chief worries and the girls in most groups agreed that crown-leased housing should be provided at all posts. They did, however, also express a definite distaste for "ghetto" living in the form of Government-owned or leased apartment blocks or crown-leased housing concentrated on one street or in the same area. One group also stated that single persons were being discriminated against in that they are reimbursed for only 10 days hotel expenses on initial arrival at post while a married couple, where the wife can spend 100% of her time looking for housing, is allotted 21 days. (See recommendation E2)

Housing was also considered a serious problem in Ottawa in that rents were found to be high and low-cost apartments not easy to find within reasonable distance from the Department's various buildings.

Increasing numbers of Ottawa landlords appear to be refusing the insertion of a diplomatic clause in their lease -- a fact which raises major problems for an employee reporting back to Ottawa for an indefinite period of time. (See recommendation E1)

10. Ottawa Offices

The non-rotational discussion group rated the quality and condition of Ottawa offices as their problem of second importance (after promotions). They reported the facilities to be excessively depressing, with special mention for the Daly Building. Participants felt that these surroundings lead to poor morale especially for those who cannot normally look forward to more modern offices abroad. It was agreed that the new External Affairs building would bring a great deal of improvement here but fears were expressed that typing pools would again be condemned to windowless interior offices. (See recommendation E5)

11. Dictating Equipment

Fifty per cent of the rotational STs reported that they had access to dictating equipment. Very few of them, however, use it frequently. From Table 39 it appears that slightly more use is made of such equipment abroad.

Table 39

"If yes, do you use this equipment...?"

Rotational Group	Frequently	Occasionally	Hardly ever	Total No. Responding
Total Sample	11%	24%	65%	123
Ottawa	7%	27%	66%	70
Abroad	17%	19%	61%	53

The two major objections towards the greater use of dictating equipment were the gradual loss of shorthand and the lack of skill in machine dictating on the part of the officers. Two solutions proposed during the group discussions were that the ST take the work down in shorthand from the tape and then transcribe and that officers be given formal training in the use of dictating equipment.

Of the 25 officers interviewed only seven made occasional use of dictating equipment, but 14 were inclined to accept greater use. Nine interviewees mentioned the desirability of some type of training in the use of dictating equipment which would provide not only the mechanics of the machine in question but also any special dictating techniques or

habits which should be acquired. All agreed that, while such training might not be fully successful in converting officers with long work histories and well established habits, it should be very effective in the formation of work-habits for junior officers. (See recommendation C10)

Among the non-rotational STs only about half (52%) have access to dictating equipment; of these, 61% hardly ever use it. This group, however, is not opposed to the use of dictating machines, 60% (23 girls) being in favour of its use and only 7 girls (19%) being opposed. This data probably reflects their feeling that using such equipment might make them eligible some day for an ST-3 classification.

This was supported in the non-rotation group interview where the girls were of the opinion that transcription from tapes was more difficult than straight copy typing and perhaps should get an ST-3 classification. (See recommendation A8)

The non-rotational group also suggested that officers should be formally trained in the use of dictating equipment.

12 Pools

The findings from the questionnaire and from the group discussion tend to be contradictory on the subject of working in pools.

Table 40

"How do you feel about pools?"

Non-rotational group	
Like working in one	4%
Don't mind working in one	26%
Object to working in one	23%
Strongly object	30%
No comment - no exposure	14%
Total No. Responding	48

As this table shows, 53% object or strongly object to the idea of working in a pool. However, in the group interview no great opposition was expressed to typing in pools, with the comment that the work distribution in these pools was sometimes not done on a fair basis.

Amongst the rotational respondents to the questionnaire 12 per cent stated that they did not mind, or even liked the idea, while 76 per cent objected or objected strongly. The remaining 12% had not been exposed to work in a pool and did not comment.

A great majority of the officers interviewed reacted very negatively to the idea of steno pools. The main arguments were that:

- pools are dehumanizing and tend to turn an ST into a mere copy typist appendage to a machine and lead to poor morale;
- they prevent the development of a good officer-secretary working relationship;
- they waste an officer's time, since he has to train each girl in the pool to his particular working habits.

None of the interviewees had ever worked with a pooling system that operated absolutely satisfactorily but a few officers conceded that pools might prove useful in a very large division or in a division where only ST 1 and 2 transcribing personnel is needed.

13. Recruitment

While recruitment was not formally discussed in the questionnaire or elsewhere, a substantial amount of feedback was gained from comments sent in with the questionnaires; from the discussion groups and from separated STs. Most of the STs who expressed concern over this subject felt that the recruiting officer should be more realistic and that the applicants should be acquainted with the full truth on matters such as: the actual work to be performed in Ottawa and abroad, the length of the initial assignment, the chances of getting one's own specific choice of post and possibly some of the social, medical or political complications which the foreign service entails. It should be noted however, that a significant proportion of these remarks came from women who had themselves been recruited several years ago and many were based on "hearsay" type of situations which had no doubt been magnified in the retelling.

On an analysis of 325 applications processed in 1968, Employment Section reports that on the average 4 out of every 10 applicants are interviewed; 2 are qualified and offered employment and one accepts. 28% of those who decide not to accept the positions offered do so because the salaries offered are too low.

A considerable number of potentially excellent recruits are also discouraged by the fact that they are expected to pay their own transportation plus any costs for personal effects when they first report to Ottawa. Consideration should therefore be given not only to recruiting rotational STs at higher salary levels but also to reimbursing newly-recruited rotational STs for their removal expenses. (See recommendation E3)

Employment Section also reports that highly qualified and well-motivated applicants, especially bilingual stenographers, are in great demand at the time and that it is not unusual that they can command substantially higher salaries in the private sector and hence can afford to do their travelling where they choose on their vacation leave. There is also some evidence that actual recruits would dwindle to a dangerous low if recruiting officers were actually to make an effort to point out the less pleasant truths of the foreign service and an ST career in general. Nevertheless no untruths are expressed or implied during recruiting interviews and a great deal of later disappointments may derive from the gradual waning of the wishful thinking and glamorized view of things which was originally held by the applicants. It would therefore appear logical that the Department continue its present recruiting practices until such a time when the more negative truths of the rotation system, the career structure and working conditions have been minimized.

14. Separations

A questionnaire was sent to 90 STs who had left External Affairs within the past 1½ years. Responses were received from 39, or 43% of this group.

1. Description of Respondents

The sample was composed of 33 English and 6 French speaking STs. Their age, length of experience, classification and number of postings are shown in the following tables:

Table 41

(a) Age distribution (on date of separation)

Age	Under 22	22-25	26-30	31-40	41-50	Total No. Responding
%	10%	39%	33%	12%	5%	39

(b) Length of Service

Length	Less than 6 months	6-12 mos.	1-2 yrs	2-3 yrs	3-5 yrs	5 yrs	Total No. Responding
%	8%	18%	20%	18%	26%	10%	39

(c) Classification

Level	ST-1	ST-2	ST-3	ST-4	ST-5	ST-6	Total No. Responding
%	2%	15%	48%	20%	10%	2%	39

(d) Number of postings

Postings	0	1	2	3	4	Total No. Responding
%	39%	39%	12%	5%	5%	39

It can be concluded that those who replied are under 30, had six months to five years of service, were classified between ST-2 and ST-5, and have had one posting or no posting.

2. Present Status

Two-thirds of the girls are still working as a steno or secretary (with five of them still within the Public Service). A third of them are married now and 40% live in their home town.

Of those still working, 63% (18 girls) are more satisfied or very much more satisfied with their present employment than they were with External Affairs.

Their negative comments to this question include - I have more responsibility here (8 girls) - there is less pressure (2 girls) - I am not taken for granted here - there is better pay as well as more pleasant people and surroundings. Positive comments included - my work in the Department was more interesting - I miss the awareness of political current events.

3. Reasons for Leaving

The girls were asked if they could give one clear-cut reason for leaving the Department. Those reasons mentioned more than once were - marriage (9 girls) - boredom (5 girls) - under-utilization (3 girls)

misrepresentation of facts by recruiting officer (3 girls) - not posted soon enough (2 girls) - personality conflict at post (2 girls) - treated like a machine (2 girls).

They were next given a list of factors which might be related to their having left the Department and asked to rank the five most important of these for their particular case.

Table 42

Elements that influenced STs' decision to leave the Department. By order of priority, i.e. 1st, 2nd, 3rd, 4th, and 5th choice rate 5, 4, 3, 2, 1 points were assigned respectively.

POINTS	FACTOR
76	Under-utilization
51	Not posted soon enough
48	Officers inconsiderate
46	Left to get married
37	Low salary
24	Straight typing work
20	Didn't get the post(s) I really wanted
19	Duties outside normal ST work
18	Unattractive Ottawa offices
15	Wanted a change in occupation
13	Wanted to go back to school
10	Too much overtime abroad
10	To find a suitable husband
10	Tired of rotating, packing and settling in

It should be noted that the above statistics express the personal opinions of persons who have chosen to co-operate with their former employer in this study. A more complete and possibly more valid analysis of separations would only be possible if a uniform and systematic program of exit interviews could be conducted. This should be instituted for employees of all classifications and could be a significant aid in diagnosing problems while they are in their beginning stages. (See recommendation D8)

RECOMMENDATIONS AND IMPLEMENTATION PROPOSALSA. Restructuring of ST Establishment

The evidence of this study indicates that career development and opportunity for promotion are a major concern for all of the STs in the Department. While promotions within the group have been unpredictable and career opportunities beyond the group have been severely limited for all STs, those in the non-rotational stream seem to have been particularly discriminated against in the past because relatively few promotions have been available to them and little attempt has been made to utilize their potential skills and abilities.

There is no doubt that a clear distinction can be made between the work abroad and the work at home in relation to both the job content and the job context. There appears to be an even clearer distinction between the types of employees who are successful and productive in these two environments. It follows therefore, that in the interests of the Department and of the employees there should be separate establishments and career structures for the Rotational and Non-rotational groups. Each group should provide opportunities for promotion to positions of increasing responsibilities with commensurate salaries and each should provide a sound base from which qualified incumbents may advance on to other groups.

To be most effective, the revised establishment should be based on a new classification sub-group for Foreign Service STs, the details of which proposal will be shown later. In the interim, however, the

principles of separate group structures can be adopted within the present classification standards which relate St secretarial position classifications to the rank and level of the officer served. A revision of the ST establishment which would reflect the new FA classifications in the Department's manning levels would immediately provide for an improved career structure for STs.

Table 43 indicates how a revised establishment might be structured if Treasury Board accepts the grade equivalents proposed by the Department.

TABLE 43

ABROAD

FA Grade	Equivalent ST Grade	Future Number of ST Positions Abroad	Present Number of ST Positions Abroad	Amount of Change
FA-5	ST-8	11	9	+ 2
FA-4	ST-7	27	8	+ 20
FA-3	ST-6	69	83	- 14
FA-2	ST-5	26	26	0
FA-1	ST-4	48	56	- 8
		<u>181</u>	<u>182</u>	

If the same classification principles were to apply in Ottawa, the career structure for Headquarters would be as shown in Table 44.

TABLE 44

OTTAWA

FA Grade	Equivalent ST Grade	Future Number of ST Positions In Ottawa	Present Number of ST Positions in Ottawa	Amount of Change
FA-5	ST-8	7	5	+ 2
FA-4	ST-7	12	5	+ 7
FA-3	ST-6	40	26	+ 14
FA-2	ST-5	39	46	- 7
FA-1	ST-4	47	88	- 41
‡ others	ST-3	55	18	+ 37
	ST-2	57	69	- 12
	ST-1	17	17	
		274	274	

Table 45 indicates what the Ottawa establishment would be if the present rug-ranking system (common to most positions in other Departments) was applied strictly to the Department's Headquarters positions.

TABLE 45

Title and Rank of Officer	Equivalent ST Grade	Future Positions	Present Positions	Amount of Change
Minister	ST-8	2	2	0
USSEA and Associate	ST-8	2	3	1
Assistant USSEA	ST-7	5	5	0
Branch Directors	ST-6	19	26	- 7
Chief of Division	ST-5	37	46	- 9
Others	ST-4	53	88	- 35
	ST-3	63	18	+ 45
	ST-2	74	69	+ 5
	ST-1	19	17	+ 2
TOTAL		274	274	

In order to provide a career structure for the Non-Rotational group as well as providing a necessary continuity of work in Ottawa the number of Rotational headquarters positions should be reduced to the minimum number. Only those positions which are required for re-Canadianization, for temporary pools and for initial training of the Rotational group should remain rotational. The resulting division of Rotational and Non-Rotational positions at Ottawa is shown on Table 46. This is based on the proposed revision of present establishment to the new FA levels and also includes training and temporary pool positions. Table 47 shows the results of applying the present rug-ranking system.

Table 48 shows the total proposed establishment for positions at Ottawa and abroad with a comparison of the present establishment.

All of these tables showing headquarters positions would have to be adjusted if the recommendation concerning the change of Divisional Secretary positions to the CR group as described later in this section is implemented.

TABLE 46
OTTAWA POSITIONS - ROTATIONAL AND NON-ROTATIONAL

ST Grade	Equivalent FA Grade	Rotational Positions			Non-Rotational Positions	Grand Total Ottawa
		To sustain ¹ rotation	Training & relief pool	TOTAL		
ST-8	FA5	2		2	5	7
ST-7	FA4	6		6	6	12
ST-6	FA3	14		14	26	40
ST-5	FA2	5	4 relief pool	9	30	39
ST-4	FA1		15 training	15	32	47
ST-3					55	55
ST-2					57	57
ST-1					17	17
TOTALS		27	19	46	228	274

¹ One position in Ottawa for every five positions abroad

TABLE 47

OTTAWA POSITIONS BASED ON PRESENT RUG-RANKING SYSTEM

ST Grade	Rotational Positions			Non-Rotational Positions	Grand Total	Aug. 31, 1970 Non-rotational establishment
	To sustain rotation	Training & relief pool	Total			
ST8	2		2	2	4	2
ST7	6		6	0	6	0
ST6	14		14	5	19	1
ST5	5	4 relief Pool	9	27	36	2
ST4		15 training	15	38	53	4
ST3				63	63	6
ST2				74	74	69
ST1				19	19	17
TOTALS	27	19	46	228	274	101

TABLE 48

TOTAL PROPOSED ESTABLISHMENT BASED ON NEW FA - ST EQUIVALENTS

ST Grade	Rotational Positions Abroad	Rotational Positions Ottawa	Total Rotational Positions	Non-Rotational Positions	Grand Total	Aug. 31, 1970 Total Establishment
ST8	11	2	13	5	18	13
ST7	27	6	33	6	39	13
ST6	69	14	83	26	109	109
ST5	26	9	35	30	65	72
ST4	48	15	63	32	95	144
ST3				55	55	18
ST2				57	57	69
ST1				17	17	17
TOTALS	181	46	227	228	455	455

TABLE 49

TOTAL PROPOSED ESTABLISHMENT BASED ON PRESENT RUG-RANKING SYSTEM

ST Grade	Rotational Positions Abroad	Rotational Positions Ottawa	Total Rotational Positions	Non-Rotational Positions	Grand Total	Aug. 31, 1970 TOTAL Establishment
ST8	11	2	13	2	15	13
ST7	27	6	33	0	33	13
ST6	69	14	83	5	88	109
ST5	26	9	35	27	62	72
ST4	48	15	63	38	101	144
ST3				63	63	18
ST2				74	74	69
ST1				19	19	17
TOTALS	181	46	227	228	455	455

Final detailed establishments with numbers and levels of positions both at home and abroad will have to be determined after further consultation with Treasury Board. The foregoing tables nonetheless provide an accurate projection of the ratio and proportion of positions and levels required to implement the main recommendations concerning the new ST establishment. While it may not be possible to obtain approval for the optimum levels proposed in Tables 43 and 44, we can be optimistic that considerably improved career structures can be obtained.

The impending integration of support services abroad will require these tables to be adjusted to accommodate the positions and

personnel assigned from other departments to External Affairs. No significant problems are anticipated in this respect. Obviously, however, this integration of STs must be handled with considerable sensitivity so that both those who are being transferred and those already in the Department will be convinced that their immediate and long range interests are being considered.

A major recommendation of this report, referred to earlier, is that a new classification sub-group be established. This sub-group would include only the activities performed by the STs abroad and these would be described in a way which would delineate clearly the essential facets both of the work of a foreign service secretary-stenographer and the environment in which she must perform. The new system would recognize the relatively high level of clerical content in these activities which is especially common at small posts as well as the significant levels of responsibilities which usually devolve on these employees. This new classification system would be a positive factor in career development as well as providing for more effective utilization.

It is proposed that the new system consist of a sub-group with three levels only: FS-ST1 (Foreign Service Secretary 1), FS-ST2 and FS-ST3. The first level would equate to the present ST4 and 5, the second level to the present ST6 and 7, and the third level to the present ST8 and salary ranges would be approximately the same although FS-ST3 should extend slightly above the present ST8.

FS-ST3 positions would be those associated with Heads of super posts (about 10 - 12 positions), FS-ST2 would include all

positions of secretary to Heads of Missions except the super posts, and FS-ST1 would include all other positions as secretary or stenographer at missions.

This proposal would give management a high degree of flexibility in postings and assignments and would readily facilitate the achievement of coincidence between position and incumbent. It would tend to reduce the discontent so evident now when positions are underfilled and would all but eliminate the problems associated with acting pay in a rotational service.

This recommendation is one which has potentially the greatest impact on departmental personnel policy for, if it can be implemented successfully, the principles involved could perhaps be extended to other occupational groups and to all related conditions of employment. This recommendation, if adopted, could also have a beneficial affect on the integration of support services abroad and at headquarters. It is recognized that the acceptance and implementation of this recommendation may not be accomplished quickly as agreement will have to be reached with Treasury Board, Public Service Staff Relations Board and the union. These difficulties should, however, not deter us from actively pursuing our goals in this area.

As noted earlier it is proposed that most Ottawa positions be non-rotational. To implement this proposal effectively, two conditions must prevail. First, the support staff activities must be organized in such a way as to provide for optimum utilization of these employees and secondly they must be organized to provide more meaningful work for the employees as well as affording opportunities for reasonable career progression.

There is considerable evidence that in the past insufficient attention has been paid to the logical determination by management of the requirements for support services. There appears to be little consistency in numbers or levels of positions allocated to various divisions. This inadequacy has been compounded by the use of substantial numbers of rotational positions and incumbents in such a manner that the actual job requirements are difficult to determine and to meet. At the time of the preparation of annual estimates greater thought and consideration should be given to the analysis of support services needs and to the allocation of positions to meet these needs. It is noted, for example, that while a substantial number of new FSO positions are included in the 1971-72 estimates, inadequate provision has been made for additional ST positions to support these officers.

It is recommended that each organizational unit that is of reasonable size and basically self contained, e.g. geographical offices or large divisions such as Personnel Operations and Consular, reorganize its complete support staff on a total team concept. Each staff should be under the direction of an office manager who would replace the present Divisional Secretary. These positions would have enlarged responsibilities and should be classified in the CR group. The incumbent herself would not be responsible for providing secretarial service to the senior officer but would be responsible for ensuring that all support services are provided to all officers. A typical team would consist of an Office Manager, a senior ST as secretary to the Director or Director General, stenographers and secretaries for other officers, along with transcribers or typists and clerks appropriate to the needs of the unit. This

arrangement would facilitate the utilization of support staff at their proper levels and would provide maximum flexibility for providing service to the unit as a whole. It would eliminate the need to use experienced secretaries as copy typists and "engineers" of photo-copy machines and yet provide an opportunity for younger, less experienced employees to broaden their experience by learning on the job from the more senior staff. It would provide for many of the advantages attributed to the use of "pools" without involving the disadvantages of impersonal, repetitive assignments which are anathema to stenographers working in pools. Smaller organizational units would need to develop adaptations of the team concept specific to their needs.

It is recommended that increased use of dictating equipment be encouraged as in many situations this practice has been proven to be most efficient and productive. While it is realized that there are situations or occasions when it may not be appropriate to use machines, there is no doubt that there are substantial areas in the Department where machines could be employed to a greater extent than at present. As a corollary more transcriber positions at the ST3 level should be created to accommodate the increased volume of work. It has also been found that a substantial proportion of stenographers and secretaries consider that their full capabilities are not being utilized. From a managerial point of view this constitutes a waste of manpower. Consideration should therefore be given to reclassifying a number of headquarters positions. If 45% of our present ST4s in Ottawa are not being fully utilized, it would then appear logical to reclassify up to 45% of ST4 positions to ST3. These positions could be filled with non-rotational

employees whose career needs are perhaps less critical or whose aspirations are of shorter range. For those who do wish to progress, this level would provide an excellent training ground and would be a bridge between the typist and the stenographer levels.

As may be seen by Table 47, the proposed establishment would provide a reasonable career structure for both rotational and non-rotational STs within the group. However, any personnel systems related to career development and promotion must apply equally to both groups. In the past too little attention has been devoted to non-rotational employees and the interests of the department have been less well served as a result. For both groups, greater emphasis should be placed on training and development activities for it is through these channels that more productive and effective employees are developed and retained.

The resources of Personnel Operations Division should be increased so that greater individual attention can be given to the needs of these employees. Officers, of course, have an important part to play and they should be encouraged to greater involvement in the normal supervisor-subordinate relationship. Personnel Operations officers and line officers should work as a team in these activities.

To add to career opportunities above the top of the ST group it is recommended that the present AS1, 2 and 3 positions be examined to determine which could be logically re-classified to CR5, 6 or 7. If a number were so classified they would be available for promotional purposes to STs, CRs and the new FS-ST. This proposal is consistent with the proposition that one officer stream should evolve following the introduction of the new FA group and would also be a useful device to have available during the integration of Canada's foreign operations.

It should be noted that the Trade Commissioner Service of the Department of Industry, Trade and Commerce have for some time been successfully using a promotional system which accommodates the movement of rotational personnel progressively through the ST, CR and lower AS groups.

To balance out the great diversity of workloads which exists in headquarters divisions, it is recommended that a small group of "Office Overload" personnel be attached to Personnel Operations Division. It would consist of approximately 5 - 7 STs at various levels who would be available to work in any Division, to replace an ST on leave or on language training, or to help out in case of a crisis or emergency. The services of this group would be co-ordinated by Personnel Operations. While this group could be staffed by non-rotational or rotational STs or both, the positions would normally be designated as non-rotational.

The existence and efficient functioning of such a group might in the long run result in the reduction of permanent ST positions in some divisions, who at present jealously guard all their positions and incumbents for fear of not having sufficient staff when and if a "crisis" arises.

A second type of relief service, consisting of a number of persons at the ST5 or ST6 level should also be established for posts. The staff filling these positions would be available to replace those STs at one-girl posts during their annual vacations and during their home leave and could also be called upon by other posts in cases of emergency or extended sick leave of a regularly assigned ST. Since there are at present 27 one-girl posts and each employee is entitled to one

month vacation leave annually and will presumably be eligible for one month home leave every two years a total of 40.5 man months of replacement time would be needed. The overseas relief pool should therefore consist of four secretaries. This service should be managed by the ST assignment officer in Ottawa.

These replacement secretaries could be based either in Ottawa or at designated posts abroad where they would be supernumerary to the normal establishment. In the latter case while substantial savings could be made in both travel time and expenses, these savings would be partially offset by allowances and supplementary leave to which employees abroad are entitled. In addition, the proportion of one-girl posts in any given area does not necessarily support a full-time replacement ST. A replacement ST would be available for 11 months per year and under normal circumstances could handle seven one-girl posts (7 month's vacation leave duty and $3\frac{1}{2}$ months home-leave duty). In actual fact there are 8 one-girl posts in Latin America, (there will be 9 after integration), 12 in Europe, 2 in Africa and the Middle East, 3 in Australasia (4 after integration) and one in the United States (3 after integration). The European, African and Middle Eastern area could be handled by two resident STs, one for the northern posts (Helsinki, Oslo, Copenhagen, Paris Cultural Centre, Paris UNESCO, Dublin and Berne) and the other for the southern and eastern posts (Bordeaux, Marseilles, Vatican, Lisbon, Budapest, Pretoria and Tehran). The Latin American region could be serviced by one resident ST with the exception of San José (and later San Juan). Posts in Asia, USA and San José would need to be served from Ottawa as required.

B. Revision of Posting and Assignment Policy and Procedures

Since the majority of STs are attracted to this Department by the possibilities of living and working abroad and a good proportion of separations occur because of the infrequency of postings, combined with lack of meaningful work at Ottawa, the present systems should be revised so that they are more compatible with the needs of the employees concerned.

A new rotation system is therefore proposed, to consist of initial training in Ottawa (minimum 6 months), three postings of two years each, separated by one month home leave and one 12-month assignment in Ottawa after every six years abroad. The latter period is designed to take care of the need for re-Canadianization and updating on changes and developments at headquarters.

A reduction of tours of duty to two years at all posts would reflect the group's wishes to have experience in a variety of areas and countries. It is likely to lower the ST separation rates and would also facilitate the administration of the new system.

In addition to the length of tours of duty the method of selecting a person for any one particular position should be revised. It is proposed that a system similar to that used by the Trade Commissioner Service be adopted.

Under this system, anticipated vacancies would be announced by means of a circular letter to all STs. Only those whose current assignments or postings are due to terminate at approximately the same dates on which vacancies become available would be eligible to apply for positions of particular interest to them, stating first, second and

third choices. The circular letter should provide a short description of the work and perhaps the living conditions involved and it should make clear what level and skills are desirable in the incumbent. It could, for example, restrict an ST-6 position at a very popular post to applicants who are at headquarters and are ST-6s. If a number of candidates volunteered, the final decision would still remain with the Department and there would be no provision for appeals. Candidates should consider their applications as commitments on their part and would be permitted to "change their mind" only on medical grounds or on a direct exchange with another ST provided that such an exchange is considered appropriate by the Department. In any case, postings should be confirmed by the Department at least two months in advance of the expected move.

If the rotation system of 2, 2, 2 and 1 years is adopted each ST abroad will cross-post every two years or conversely if the shifts are staggered half the STs, or approximately 90 will move every year. In addition the 30 rotational STs in Ottawa will move each year. This means that in total there will be 120 vacancies to be filled each year. For administrative purposes it would be advisable to stagger these in such a fashion that approximately 60 will become open every six months.

Extra vacancies will, however, occur, due to separations abroad and at headquarters. These should be filled along with the next regular groups of vacancies but where necessary temporary personnel could be assigned from the replacement pool which will be described later in this chapter.

The system should be flexible enough so that if it is considered desirable either in the interests of the Department or of the employee

to post her to headquarters after only four years abroad, this could be accommodated. It would be clearly understood by all, however, that such an occurrence would be exceptional.

The costs of this new rotating programme would be somewhat higher than for the present system but the difference will in all probability be relatively small.

At present, and for the last four fiscal years, the Department has estimated an average of 156 ST removals per annum. The new system would involve:

30 - 36 employees returning to Ottawa with their effects for re-Canadianization assignments.

60 employees returning to Canada for home leave - without personal effects.

60 employees travelling to posts after completion of home leave - without personal effects.

30 - 36 employees travelling to posts with their effects after completion of their re-Canadianization or training.

60 transfers of effects between posts abroad.

A total of 180 - 200 annual ST removals would result out of which 66% would involve personal effects shipped direct between posts. The costs would be reduced by the general shortening of distances over which effects are shipped and the unpacking and re-packing charges which are usually incurred in Ottawa.

The major problem in the implementation of the new tours of duty and the new Rotational/Non-Rotational ratio is the fact that there

will be only 225 - 230 rotational positions for some 330 STs who at present make up the rotational group. This number will have to be reduced to match that of the rotational positions if the new system is to run successfully.

The implementation of the new rotational/non-rotational ratio will, however, only affect the present ST5 and ST4 groups in what the incumbents would term a negative sense. As shown in Table 50, 28 ST5s and 83 ST4s will have to be asked to become non-rotational. In addition two non-rotational ST8s will need to become rotational.

Table 50

Incumbents to be designated as non-rotational

ST Grade	Rotational Positions available ^{1,2}	Nov. 30, 1970 Strength		No. of promotions to next ³ grade	No. of R. STs declared non-rotational	No. of N.R. STs declared rotational
		R	N.R.			
ST8	13	10	2	-	0	2
ST7	33	12	0	1	0	0
ST6	83	101	1	22	0	0
ST5	35	67	1	4	28	0
ST4	63	146	3	5(N.R.)	83	0
ST3	0	1	3	0	1	0
TOTAL	227	227	10		112	2

¹ based on Table 49

² not including Passport Office or SRB

³ openings are due to the adjustment of ST establishment to the FA establishment

Since the natural attrition rates for ST4s and ST5s are approximately 30 and 10 per annum, the gradual and painless implementation of the new posting system would take approximately three years. It should, however, be noted that a significant number of resignations now result from late or non-posting and under-utilization. Both these elements would be practically eliminated as factors causing separations as soon as the present STs learn of the possibilities of the new system. Each woman is likely to decide to remain with the Department until the new system is implemented and thus natural separations are likely to decrease considerably.

It is therefore suggested that a more systematic approach be taken in implementing the new rotation programme and its rotational: non-rotational ratio. This system would consist of the following steps:

- (1) All recruiting for the rotational service should be stopped temporarily and preparations should be made for recruitment programmes for non-rotational headquarters positions.
- (2) All STs should be informed of the details of the new systems and should be given the opportunity to exercise an option of becoming non-rotational or remaining rotational under the new terms of employment. Each will be required to make a decision.
- (3) The next promotion board should then establish its eligible lists for ST4s and ST5s giving particular attention to the continued suitability to rotational employment of the candidates. The 28 lowest-ranking ST5s and lowest-ranking ST4s in numbers sufficient to allow the implementation of the new system will then be declared non-rotational. The numbers would of course be reduced by the number of STs who had opted to become non-rotational under the provisions of step 2. These employees would be phased out of the rotational stream in an orderly manner over a period of time.

- (4) A cut-off date should be established on which all ST positions abroad will be divided into two groups which will change their incumbents in alternate years. Incumbents also should be divided into two groups -- half of them to be at the beginning of their "first year" at a post and the other half at the beginning of their "second year".
- (5) Wherever possible those STs at posts who have been designated as non-rotational should be made to fall into the group that is at the beginning of the "second year" or on the other hand, those who have already completed two years or more at their present post could be posted back to Ottawa and replaced by rotational STs on the cut-off date.
- (6) All those STs who have been designated as non-rotational would be assured preferential treatment for re-entry into the rotational service in the case that positions at appropriate levels become available.

It is foreseen that this measure will temporarily eliminate the need to recruit rotational STs from outside sources. It should, however, not prevent the Department from appointing candidates particularly suitable for service abroad to the non-rotational group on an understanding that they will be transferred to the rotational group on a first-come-first-in basis after all the formerly rotational STs have been absorbed.

For all assignments, both at headquarters and at posts, it is recommended that coincidence between the level of the position and that of the incumbent be maintained to the greatest degree possible and that no employee should be expected to perform for any significant length of time a job which is classified either lower or higher than the level at which she is being paid. Achievement of greater coincidence would practically eliminate much of the discontent now in evidence amongst those STs who find too little challenge in their work as well as those who feel they are not being paid for all the work they are actually doing. In cases where, due to unforeseen circumstances, an employee is asked to fill a position of a higher grade than her own and performs satisfactorily in it acting pay should be the normal means for compensating the extra effort on her part.

C. Training

ST Training

Recommendations concerned with ST training fall into groups concerned with initial or apprenticeship training, pre-posting training, refresher training, Canadian language training and foreign language training respectively.

The present one-week induction course should be retained as it is enthusiastically approved by those who have taken it and also by their colleagues. The "apprenticeship" that follows for new recruits should, however, be organized on somewhat more formal terms. It should provide for assignments in three different divisions, preferably in a political, a functional and an administrative one, but not necessarily in that order. Since the Public Service Employment Act requires a six-month probation period before any ST appointment can be made permanent, it would be logical for the new recruit to spend two months on each of her assignments.

Wherever possible the recruitment of the new STs should be geared very closely to separations so that no new recruit would remain in Ottawa on her initial assignment longer than 8 or 9 months. Under the new rotation programme each recruit would be eligible to volunteer for positions abroad at her level provided she has completed both her probation and her three training assignments. A posting could, however, not be guaranteed for her within any set period of time. Indeed she should be made aware even before she joins the Department that she will be in a reserve positions prior to her first posting. Nevertheless she should also be assured that a first-come-first posted principle would apply in cases where several new recruits volunteer for the same vacancy abroad.

A two-day pre-posting seminar should be offered, along the lines suggested by the officers interviewed for this study, that is, it would cover or review the following subjects:

- the duties of a social secretary
- telephone manners and meeting the public
- basic protocol and deportment
- types of forms and letters used only at posts
- an insight into any clerical or consular matters in which the ST might be required to assist.

Wherever possible this pre-posting training should also include a session on the day-to-day life at the post with a person recently returned from the post concerned, and an official send-off.

These pre-posting seminars should normally be taken by STs going on their first posting. They should, however, also be accessible to those proceeding on subsequent postings, in which case the need for attendance should be determined by the requirements of the assignment abroad and the STs own judgement regarding her needs or abilities.

As a final step in pre-posting training a reasonable period of overlap should be allowed at posts, especially in cases where an ST is about to begin her first posting. A period of 5 days has been suggested by the STs. It should however be noted that the price in manpower for each day of overlap provided for throughout the secretarial service would be approximately $\frac{1}{2}$ man-year. I.e., if 5 days of overlap are taken each time an ST position changes its incumbent the cost to the Department would be $2\frac{1}{2}$ man-years per annum. There are indications that overlaps of 2 or 3 days might be just as efficient as longer ones,

provided that both secretaries concerned are truly interested in the complete transfer of the job together with its business and personal contacts.

Refresher training in shorthand and other secretarial skills should be made generally available to those who feel that their skills are slipping due to non-use or for other reasons. Since suitable evening and Saturday courses are already being offered by the Public Service Commission, it would seem logical to limit such retraining to those STs who are on re-Canadianization tours in Ottawa and to non-rotational staff.

Training programmes for Canadian languages should be set up for support staff. In particular there is an urgent need for French courses. It is, however, felt that a special French course should be designed for stenographers so that they can concentrate their efforts on the difficult skill of taking shorthand in French.

In the interim those STs who demonstrate a well-founded knowledge and ability in French grammar, reading, listening and speaking should be given the opportunity to work in as fully a francophone environment as possible. This could be a Division at Ottawa or a francophone post abroad. To facilitate their transition into bilingual employees their francophone officers should be asked to use dictating equipment until special training in French shorthand becomes available to their secretaries. This type of immersion training would require a great deal of effort and understanding on the part of both the secretary and her officers but it could be one of the quickest means of providing the Department with sufficient employees that can function reasonably well in both languages.

The knowledge of the local language is a very important factor in the speed and effectiveness with which a person adapts to life at a particular post. The better the language is mastered the less likelihood of serious "culture shock". It is therefore recommended that foreign language training for the ST should be as soon as her assignment has been confirmed and that both a reasonable quality and quantity of instruction be made available to her.

Officer Training

Since a number of problems in the fields of morale and utilization seem to stem from the lack of understanding, insight or merely technique and skills on the part of the Department's officers a training programme in personnel matters should be offered. Such a programme would be compulsory for all probationers but should also be freely available to all others. It would fall into three separate subjects:

- 1) The basic theories and common practices of good human relations.
- 2) The role of a secretary, how she can and will support the goals of her boss and her organization.
- 3) Theory and practical training in
 - dictating to a stenographer,
 - dictating by means of modern equipment.

Emphasis in this course should be on the techniques of setting up and organizing the material to be dictated as well as the mechanics of the machine being used.

The first of these courses should be given by a personnel officer and could benefit a mixed audience consisting of Officers,

STs, Clerks, etc. The second and the third course could be run by senior secretaries (ST-8) provided they have the required maturity. The third course would require the participation of a small number of regular stenographers who would act as models for demonstrations and take dictation during practice sessions. It would be desirable that new recruits to the officer ranks undergo all three parts of the above training within their first four months in the Department. In addition, each new recruit should be put into a type of office apprenticeship situation where his skills and attitudes towards support staff can be developed by a senior and responsible secretary. Both employees involved in such an agreement should regard themselves as members of a team with the common goal of introducing the officer recruit to departmental procedures and practices as quickly and as smoothly as possible. The "trainer secretaries" involved would of course find guidance and assistance and initial instructions in Training Section.

D. Communications

A number of problems discussed in this report are aggravated to a considerable degree by a general lack of communication between the ST and the Department or between the ST and her immediate boss. It is obvious that a person can only formulate realistic ambitions and plans concerning their work or career when they have accurate and complete information on all the outside factors that tend to influence these.

It is therefore suggested that each ST be provided with a paper explaining in simplest terms the present rating and promotion procedures and policies and the career structure that applies now to their group. Employees should also be made aware of the comparative career structures in other Departments as described on graph No. 5.

In addition each ST should automatically receive a copy of her job description when she begins a new assignment. Her rating officer should also have a copy of this document to be able to produce a more realistic rating report.

At present there is a great deal of discontent and some apprehension amongst the STs regarding the Department's language training policies. It is therefore recommended that these policies concerning support staff be clarified and publicized amongst the employees concerned by means of a circular or multiple letter.

In some cases STs may be under-utilized not because of the lack of appropriate work but because of a lack of confidence and understanding on the part of officers and the resulting reluctance to offer opinions or services on the part of the ST. It is, therefore, recommended that Divisions (or in case of very large Divisions, sections) hold a

common coffee break each month in which all staff from the highest to the lowest participates. At such meetings the atmosphere can be informal. Common problems, goals and plans are discussed. Employees learn a little about the work being done by their colleagues and may occasionally be able to contribute toward the success of projects which may or may not be their own direct assignments. Such a procedure would seem to be contrary to the "need to know" principle which is ingrained in the Department. However, it should be understood that persons usually cannot contribute freely unless they feel that they belong and they need to know and to feel a certain confidence before they can ever develop a sense of belonging.

While it is agreed that employees' allowances and benefits are laid down in the Foreign Service Directives, a large number of STs have stated that these are so complicated and convoluted in their wording so as to confuse the issues entirely. It is therefore proposed that a precise summary be made of those benefits and allowances that apply to single employees and that a copy of such a summary be given to each ST. This would however be for information purposes only and any conflicting claims would be settled with reference to the Directives only.

Historically foreign service STs have been recruited from all parts of Canada and our analysis shows that the present ST group represents an excellent cross-section of Canadian cultures.

We recommend that when it becomes necessary to recruit additional STs for the foreign service, the practice of having a national competition be continued. While there would probably be a saving in time and money by limiting recruiting to Ontario and Quebec only, the

Department and the Foreign Service benefits by having a support service which is representative of all regions of Canada. On the other hand, a fair regional distribution might still be maintained if the normal sources of recruitment were considered in the following order:

- (a) the Department's non-rotational group
- (b) STs already in the Public Service
- (c) candidates from outside the Public Service.

It is essential however to ensure that publicity and recruitment literature accurately reflects the realities of life and work abroad for this type of employee. In addition the conditions of employment, post policies and career opportunities must be explained clearly to all who may aspire to service abroad with the Department.

The recruitment and selection policies and procedures should be reviewed periodically so that they will reflect the current needs of the Department. Consultation should be initiated with the Public Service Commission to explore the feasibility of improving the present testing devices with the use of new or revised examinations. The primary objective would be to attempt to reduce turnover by improved initial selection.

E. Working and Living Conditions

A Foreign Service Secretary finds her personal life influenced by decisions on the part of her employer to a much greater extent than any non-rotational person. It is therefore important that those policies and procedures which are meant to facilitate her integration into new living and working situations be attuned to her needs and ambitions as well as to the requirements of the Department. It has been found that a number of policies require revision.

First and foremost of these is housing, both at posts and in Ottawa. Since a rotational secretary has a rather rootless existence it is most essential that facilities be provided which permit her to settle in and to organize her private affairs as quickly and effortlessly as possible. It is impossible for any employee to function at maximum capacity while she is worrying about such matters as housing, furniture or transportation. It is therefore recommended that suitable housing be taken on crown leases at all posts and for all of their ST positions. Wherever possible the apartments or houses concerned should not be grouped together in any one building, area or compound, since such grouping tends to develop a "ghetto" effect and can lower morale considerably.

In Ottawa the acquisition of crown-leased apartments should also be considered for those rotational STs who are on their "re-Canadianization" assignments. This would involve approximately 30 - 40 one-bedroom apartments and should therefore be quite feasible. If such apartments were also made available to the new recruits into the rotational stream, substantial Departmental savings could result: lease-breaking penalties (\$5,240 for the 1969-70 fiscal year) would be eliminated

and since the secretaries in the rotational stream would no longer need to acquire any large pieces of furniture, storage, packing and shipping costs of such articles (\$134,342 for 1969-70) could be greatly reduced. These savings could be applied toward the acquisition of furnishings for crown-leased apartments. At \$3,500 for each one-bedroom apartment the total furnishing costs for 30 - 40 apartments could come out of one year's savings.

Since the acquisition and furnishing of crown-leased housing is likely to take a considerable amount of time, it is suggested as an interim measure to allow single employees the same benefits as married ones in the field of house-hunting and temporary shelter at public expense. That is, single employees should not be put under pressure to settle for any one apartment just because their allotted 10 days of temporary shelter at public expense are up. They should not be penalized for the fact that they are single. In addition, all employees should be given the opportunity to carry on at least part of their house-hunting activities (both in Ottawa and abroad) during daylight hours, which could possibly mean office hours.

It is generally understood that there are certain benefits, such as access to duty-free goods which are not and cannot be laid down in any Directives, since regulations concerning them vary from country to country. At present the decision on whether such privileges are to be passed on to any extent by the diplomatic staff to their non-diplomatic colleagues is left very much to the individual heads of post or to the diplomatic personnel concerned. Basically there is nothing wrong with this system except that it confuses the support staff and awakens in

them the feeling that they are at the mercy of the personal whims of their ambassadors or administration officers. The result is poor morale. In order to avoid such developments, it is suggested that some kind of Department-wide "guidelines" be worked out with regard to diplomatic privileges so that similar conditions could be applied to all missions abroad.

Steno pools have been shown to be undesirable both because they are not efficient and because they negate the personal identity of the employees in them. While the latter factor produces unhappiness in both officers and stenographers it does not appear to be of any great importance to personnel at the typist (ST-1 and ST-2) level. Typists do, however, feel that they, as human beings, have a claim to decent physical surroundings and especially to fresh air and natural daylight. It is therefore suggested that steno pools be discouraged and that typing pools be tolerated where necessary but under suitable physical conditions only.

The Ombudsman

Since a considerable amount of low morale and mis-utilization stems from a basic lack of understanding and is aggravated by the absence of a truly impartial means of communication between an ST and her officer, it is recommended that an officer be appointed to provide counselling and advice to staff at all levels on all problems, minor and major, concerning working relationships and human relationships within any one group in the Department. This officer, whatever his title, would be removed from the ordinary processes of promotions or assignments and enquiries or complaints addressed to him would not ordinarily be put

on the files of the employees concerned. He would investigate cases where employees feel discriminated against by the organization and its programmes or by the mere complexity or slowness of the administrative processes. He could act as a sort of mediator, for example, between an ambassador and his secretary where either may have approached him with a minor but annoying problem concerning the other and where the "suffering party" may be justifiably hesitant about approaching her or his colleague direct. In most cases, however, he would merely provide the enquiring employee with some sound advice as to how he or she could handle the situation on their own.

This consulting officer would refer employees with serious problems to the existing channels that deal with true grievances and in cases of chronic complainers or repeated offenders he would notify Personnel Operations so that any necessary therapy, retraining or disciplinary action can be taken. This last action should, however, only be taken in the rare case where the employee concerned chooses to ignore repeatedly the informal counselling provided.

QUESTIONNAIRE

A. GENERAL INFORMATION

1. Assigned now: In Ottawa Abroad Class of Post
A,B,C,D
2. Classification: ST _____
3. Years of Service in External Affairs _____
4. Age: Under 22 22-25 26-30 31-40 41-50
51-60 Over 60
5. Rotational Non-Rotational
6. Sequence and class of posts you have worked at
(indicate Ottawa as "O", i.e. O,A,O,D,C,O.)

(i) _____	(v) _____
(ii) _____	(vi) _____
(iii) _____	(vii) _____
(iv) _____	(viii) _____
7. First Language – English _____ French _____
8. Length of office experience before joining the Department _____ years.
9. Had you lived and worked away from home prior to joining the Department?
Yes _____ No _____
10. (a) Home town _____
(b) City of residence immediately prior to joining the Department _____
11. EDUCATION
 - Less than Junior Matriculation _____
 - Junior Matriculation _____
 - Senior Matriculation _____
 - Secretarial School _____
 - Some University _____
 - University Degree _____

B. JOB APPEAL

1. What were your reasons for joining the Department? If more than one reason applies, indicate the priorities i.e. first, second, third.

Opportunity to Travel

Living and Working Abroad

Involvement in Foreign Relations

Interesting Job

Pay and Benefits

Assigned by Public Service Commission

To break out of a monotonous situation

Other (please specify) _____

2. Was your starting salary in the Department lower than that at the job you were leaving?

Yes _____ No _____

3. When you joined the Department, had you thought in terms of –

a career _____

a permanent job _____

a few postings _____

one posting _____

4. Which posts had you hoped to go to when you made your decision to join the Department? _____

5. Have your expectations of life in the Department been fulfilled?

Yes, very much so _____

Yes, partially _____

Undecided _____

Not really _____

No, definitely not _____

COMMENTS (if any) _____

6. Are you satisfied with the officer-staff working relationship at your present post or in your present Division?

very much so _____

moderately _____

question is of no concern to me _____

not very much _____

not at all _____

not in a position to assess _____

COMMENTS _____

7. (a) Have you investigated jobs and salaries in the private sector in the last year?

Yes _____ No _____

(b) If so, could you command a higher salary outside the Department or the Federal Service?

Yes _____ No _____ Don't know _____

8. What are your career plans and goals now? (either in or out of the Department)

Please summarize briefly. _____

C. TRAINING

1. How long did you remain in Ottawa before your initial posting?

_____ months _____ have not completed by initial assignment

2. In how many different divisions did you work during this period? _____

3. In your opinion how useful was this initial Ottawa assignment in preparing you for work abroad?

Very useful _____

Useful _____

Little value _____

No value _____

Cannot assess _____

4. In your opinion, how long should the initial Ottawa assignment be?

Indicate in months _____

5. Have you felt the need for refresher training in secretarial skills?

Yes _____ No _____

6. (a) Have you taken or are you presently taking courses in your other official language?

Yes _____ No _____

(b) If yes, is this at:

Your own expense _____

Departmental expense _____

On office time _____

On your own time _____

7. Is there a definite need for second language capability on your present assignment?

Yes _____ No _____

8. In your opinion, are the measures now being taken to develop a second language capability adequate?

Yes _____ No _____

If no, could you suggest any improvements? _____

D. JOB CONTENT

1. Is adequate use being made of your occupational skills at present?

Yes _____ No _____ Undecided _____

2. If not, is this due to:

(a) lack of incoming work _____

(b) inadequate allocation of work by Divisional Secretary _____

(c) officers' poor work habits _____

(d) lack of sufficiently responsible assignments _____

(e) lack of variety _____

(f) too little use of your shorthand _____

(g) other (specify) _____

3. Would you estimate that your present job could be *appropriately* handled by an:

ST-8 _____ ST-4 _____

ST-7 _____ ST-3 _____

ST-6 _____ ST-2 _____

ST-5 _____ ST-1 _____

4. Do you work for –
1 officer _____, 2 officers _____, 3 officers _____, 4 officers _____,
5 officers _____, in a pool _____, unsure _____?

5. How do you feel about pools?

Like working in one _____

Don't mind working in one _____

Object to working in one _____

Strongly object to working in one _____

No comment because haven't been exposed to it _____

COMMENTS _____

6. (a) Is dictating equipment accessible? Yes _____ No _____

(b) If "yes", do you use this equipment frequently _____, occasionally _____,
hardly ever _____?

(c) How do you feel about the use of such equipment?

In favour _____

Indifferent _____

Opposed _____

7. What percentage of your typing time do you spend transcribing from:

Shorthand pad _____

Longhand drafts _____

Dictating equipment _____

Typed drafts _____

8. Approximately how many hours of your last work day did you spend on:

Typing _____

Taking shorthand _____

Other secretarial duties _____

Other office duties _____

9. Are you asked to work overtime?

Frequently _____

Occasionally _____

Hardly ever _____

10. In the last year, have unfair demands been made on your own time (excluding paid overtime)?

Frequently _____, Occasionally _____, Never _____

COMMENTS _____

11. During the last year, did you experience any difficulty in taking your vacation leave when you wanted it?

Yes _____ No _____

If necessary, please elaborate. _____

E. EVALUATION REPORTS

1. Was your last rating report discussed with you to your satisfaction?

Yes _____ No _____

2. (a) Is the original of your rating report done by your immediate supervisor?

Yes _____ No _____

(b) Would it be more appropriately done by someone else?

Yes _____ No _____

If so, should it be done by

(i) your Head of Division/Head of Post _____

(ii) your Divisional secretary _____

(iii) anyone else (specify) _____

3. Do you feel that the present promotion policies and prospects for STs allow a reasonable chance for advancement?

Yes _____ No _____ Undecided _____

COMMENTS _____

4. Do you feel that your chances of promotion would have been better if you had joined:

Another Federal Government Department? Yes _____ No _____ Uncertain _____

A company or institution in the private sector? Yes _____ No _____ Uncertain _____

F. POSTING AND ASSIGNMENT PRACTICES (leave blank if you have not been posted)

1. Have you ever had occasion to turn down a definite offer of a posting?

Yes _____ No _____

If yes, was this for: reasons of health or family _____

other reasons _____

Please specify _____

2. Have you ever had occasion to cut short a posting? Yes _____ No _____

If yes, was this for reasons of -

health or family _____

other reasons _____

SPECIFY _____

3. Is the present policy regarding posting length satisfactory?

Yes _____ No _____

4. If not, what do you consider a suitable posting length at an

A Post _____

B Post _____

C Post _____

D Post _____

5. Ideally how much notice would you wish to be given of a forthcoming posting?

_____ months

6. (a) Have you asked for any extensions of postings? _____

If so, was this for: financial reasons _____

other reasons _____

COMMENTS: _____

(b) How many were granted? _____

7. Has the Department ever asked you to extend a posting or an assignment?

Yes _____ No _____

If so, was this against your wishes? Yes _____ No _____

8. Are you satisfied with the present use of posting preference forms?
 Yes _____ No _____ Undecided _____
9. Should posting preference forms deal with regions rather than specific posts?
 Yes _____ No _____
10. Should the use of posting preference forms be discontinued altogether?
 Yes _____ No _____
11. Given the fact that even the most unpopular posts must be staffed, could you suggest alternate methods of selecting candidates to fill specific vacancies at posts? _____

12. To maintain effectiveness at *Canadian* posts abroad, is it necessary for a stenographer to re-acquaint herself with life in Canada periodically?
 Yes _____ No _____
- If so, how often should a return posting to Canada take effect? _____
 for how long? _____
13. Would you prefer a definite length to be established for Ottawa assignments between postings?
 Yes _____ No _____
- If so, how long should these assignments be? _____

G. CONDITIONS AT POSTS

1. During your last/present posting abroad, did you experience any undue difficulties in your day-to-day living? (shopping, etc.)
 Yes _____ No _____
- Any comments _____

2. Did you employ a servant?

Yes _____ Fulltime _____ Part-time _____

No _____

3. (a) Abroad, did you find accommodation and services

— more expensive than expected _____

— about what you expected _____

— less expensive than expected _____

(b) How would you describe your accommodation at your last/present post?

Exceptional _____, Satisfactory _____, Average _____,

Fair _____, Unsatisfactory _____,

(c) Is/was this accommodation

— government owned _____

— crown lease _____

— personal lease or no lease _____

(d) Is/was the furniture supplied by

— the Canadian Government _____

— the landlord _____

— a rental company _____

— yourself _____

4. Is the system of allowances and benefits equitable?

Yes _____ No _____ Unsure _____

COMMENTS _____

5. (a) On your last posting abroad, did you own and operate a car?

Yes _____ No _____

(b) On your present/last Ottawa assignment, did you own and operate a car?

Yes _____ No _____

6. How do you get to work?

Walking _____

Public Transportation _____

Taxi _____

Shared Automobile _____

Own Car _____

Other (specify) _____

7. In comparison with Ottawa, was your personal social life (non-official) at your past/present post

More satisfactory _____ Less satisfactory _____ Same _____

8. How satisfied were/are you with the other extra-curricular activities available at your last/present post?

Very satisfied _____

Moderately satisfied _____

Slightly dissatisfied _____

Not satisfied _____

COMMENTS _____

9. At your last/present post, was your participation in the diplomatic social life

Nil _____, Slight _____, Moderate _____, Active _____, Very Active _____,

10. Were you happy with the level and amount of your involvement?

Yes _____ No _____

If not, would you have preferred

greater participation _____

less participation _____

11. During your last/present posting, did you feel that you were an integrated member of the Ottawa-based "family"?

Very much so _____

To a moderate degree _____

Not at all _____

APPENDIX 2

ST STUDY - OFFICER INTERVIEWS

POST INTERVIEW REPORT FORM

Name:

Postings:

Level:

Length of Service:

Date of Interview:

Interviewer:

1. Do the ST 3s and ST 4s that the Department has been recruiting over the last year or so have suitable shorthand and other secretarial skills?

Ottawa

Abroad

-
2. Any comments on the personal characteristics and age of the ST recruits brought into the Department.
-

3. TRAINING

- What is your view on the one-week induction course now being given to newly recruited STs?

 - Should a similar course be given to STs going out on their first posting?

 - Do you believe that the initial assignment of one year contributes to a steno's effectiveness and efficiency?
 - in Ottawa?
 - at Post?

 - Should the initial assignment be shortened?

 - What is the shortest feasible probation period for STs?
-

4. REQUIREMENTS

- Does the Department need the same quality and kind of stenographic and secretarial service in Ottawa as it does at its posts?

 - Are there any special qualities or capacities that are required of STs at posts that are not needed or used in Ottawa? (e.g. shorthand)
-

5. Does an ST need to be "Re-Canadianized"?
If so, at what intervals and for how long?

-
6. At your most recent postings, do you feel that there were a significant number of positions which could have been filled as effectively by locally employed staff as by Canadian-based STs?

-
7. Would you foresee any major problems (aside from security clearances) in employing Canadian stenos already resident at the larger posts in lieu of Canada-based stenos?

Would such staffing have been possible at your last post or posts?

8. Views on use of dictating equipment? Positive and Negative. It is available? Do you use it? Any objections to the use of it among officers or STs? Any training needed by officers to use this equipment, i.e. dictating skills?

-
9. Are the secretaries in your Division being utilized to their full capacity?

Is the work flow reasonably smooth?

Can anything be done to improve it?

Does a secretary use her shorthand more often abroad than in Ottawa?

-
10. Are the Officers in your Division getting the services they require?
If not, what is lacking?
-

11. Does the fact that some of the stenographers in your Division have worked at posts abroad have any influence on their effectiveness or efficiency in their Ottawa assignments?

12. Do you have any thoughts about secretarial pools in Ottawa? Positive or Negative?

13. How are rating reports prepared in your Division?
Who does them?

14. How would you describe the morale of the STs in your Division?

- Any ideas why? (the causes)
 - Any differences between this and your last post?
-

15. From a management point of view, what is the ideal ratio of Officers to STs?

- Type of work in your Division?

- Ratio needed?

16. Other topics --

17. Other.

APPENDIX 3

GROUP _____

DATE OF SESSION _____

PARTICIPANT ST _____

TOPICS FOR DISCUSSION

Your
Priority
Listing

OFFICER-STAFF WORKING RELATIONSHIP

About 47% of the total responses indicated that they were very satisfied with their working relationships. An additional 37% were moderately satisfied. Only 12% indicated dissatisfaction. However, numerous comments pointed to the existence of a certain element of class stratification within the Department. A number of STs also complained that they were being treated as robots or living extensions to their typewriters.

TRAINING

Only 52% of all responses indicated that the training received during the initial Ottawa assignment was useful or very useful. This indicates that some changes in training practices are necessary. What type of training would you consider useful and what changes would you like to see in the present system?

LENGTH OF INITIAL OTTAWA ASSIGNMENT

51% of responses felt that initial assignments should be 4-6 months. Another 20% opt for 7-9 months. Should initial assignment length be the same for everyone? If not, how should the ideal length for each steno be determined?

SECOND LANGUAGE

50% of the responses indicate that they have taken or are taking instructions in their second language. About 2/3 of these are doing so at their own expense and on their own time. Only 41% of the responses feel that there is a definite need for second language capability in their job, but 74% feel that present measures for developing such capabilities are inadequate.

UTILIZATION

A great majority of our STs feel that they are being underutilized. This is more pronounced in Ottawa. The major single item of complaint was the lack of assignments that entailed responsibility. Little use of shorthand was next in importance.

POOLS

77% of the responses indicate a dislike of pools.

DICTATING EQUIPMENT

33% of the responses were in favour of dictating equipment.
29% were indifferent.
75% opposed.

UNFAIR DEMANDS

27% of the girls that answered this question feel that unfair demands have been made on their time during the last year.

PROMOTIONS

Present promotion policy is not sufficiently well understood or known by the ST staff. There is a tendency to believe that promotions are too slow and not done on an absolutely fair basis. Most STs feel that every ST should have the possibility to advance to the ST-8 or even the AS levels.

POSTING LENGTH

The following tours of duty were suggested by a majority of voices: A post 2 years, B post 2 years, C post 2 years. For D posts an equal number of votes asked for 2-year and 1-year assignments.

POSTING PREFERENCE FORMS

45% of the answers were not satisfied with the present use of Preference forms. 27% were in favour of listing regions. 28% felt the forms should be discontinued.

UNPOPULAR POSTS

The following suggestions were made to facilitate the filling of positions at unpopular posts:

- announce vacancies and call for volunteers in Ottawa;
- announce vacancies and call for volunteers anywhere;
- select the volunteer who has been in Ottawa the longest;
- select the volunteer who has best professional qualifications for the job;
- shorten tour of duty at unpopular posts;
- offer a cross-posting to a particular desirable post as an incentive;
- raise allowances for STs at unpopular posts.

OTTAWA ASSIGNMENTS

69% of the responses indicate that periodic assignments to Ottawa are necessary to maintain the effectiveness of a Foreign Service Secretary. The greatest number of these responses are in favour of an Ottawa assignment every two years. Opinions are, however, equally split between 6-month and 12-month assignments. In order to decide which of these periods should be considered, it might be useful to discuss the reasons for which secretaries wish to be assigned to Ottawa

DIFFICULTIES IN DAILY LIVING AT POSTS

38% of the responses indicated that they are or were experiencing undue difficulties. Major items of comment were: shopping hours, housing, language and transportation.

ACCOMMODATION

76% of our STs feel that their accommodation abroad is satisfactory or exceptional. 16% occupy average or fair housing while 7% describe their accommodation as unsatisfactory.

ALLOWANCES AND BENEFITS

The responses on this question fall in three equal groups - 1/3 feels that allowances and benefits are equitable, 1/3 feels that they are not and 1/3 are unsure.

OFFICIAL SOCIAL LIFE

70% of our rotational STs were happy with the level and amount of their involvement. 30% would prefer greater participation. Only two girls desire less participation.

OTHER SUBJECTS FOR DISCUSSION

Please add any further topics which you feel should be discussed and include them in your priority listing.

TOPICS FOR DISCUSSION

GROUP F

NON-ROTATIONAL

NOTE: 50 non-rotational STs returned their questionnaire. Of these, 39 were ST-1s and ST-2s.

JOB APPEAL

Most of our NR staff was assigned to this Department through the Public Service Commission. 79% of them thought in terms of a permanent job. 16% had a career in mind.

EXPECTATIONS

45% of responses indicate that their expectations have been fulfilled at least partially. 34% feel that they have not been fulfilled.

OFFICER-STAFF WORKING RELATIONSHIP

45% of the responses were very satisfied with their present relationship with officers. 37% were moderately satisfied.

SECOND LANGUAGE

33% of our non-rotational STs have taken or are taking instruction in their second language. 50% feel that there is a definite need for second language capability in their present job and 50% feel that the measures now being taken to develop this capability are adequate.

UTILIZATION

71% feel that adequate use is being made of their occupational skills. 35% believe that their job should be more appropriately handled by an ST of higher classification.

POOLS

Only 12 STs state that they work in pools. On the other hand, 19 work for one officer only. 31% of the responses don't mind working in pools or even like it. 54% object to working in pools.

DICTATING EQUIPMENT

60% of our non-rotational STs are in favour of using dictating equipment, 22% are indifferent and 17% are opposed.

RATING REPORTS

The great majority of participants were happy with the way their last rating reports were done. A small minority, however, feel that the Divisional Secretary should have a greater input.

PROMOTIONS

79% of the respondents on this question believe that the promotion policies and prospects are not reasonable. 53% and 59% feel that they would have had better chances in another Department, and in the private sector respectively.

OTTAWA OFFICE ACCOMMODATION

This was not raised in the questionnaire, but might be discussed at this time.

TYPEWRITERS AND OTHER OFFICE EQUIPMENT

Also might be discussed for the first time here.

OTHER TOPICS

Please add any further topics which you feel should be discussed and include them in your priority listing.

DEPARTMENT OF EXTERNAL AFFAIRS



CANADA

MINISTÈRE DES AFFAIRES EXTÉRIEURES

PERSONNEL PLANNING GROUP - APD

Ottawa, Ontario.

Dear

We are writing to you as a former employee of External Affairs to ask for your assistance in a study which we are currently conducting on our Stenographic and Secretarial staff. If perhaps you have married since you left this Department, please accept our apologies for not addressing you by your married name, and also accept our best wishes for your future.

This study will have a considerable amount of input from all our secretarial staff and officers. It consists of an in-depth examination of our policies concerning the recruitment, training, posting and promotion of our typist, stenographic and secretarial staff. It also includes detailed investigations into the conditions which affect morale, productivity, turn-over and separations and is expected to result in significant revisions of both policies and procedures within this Department.

While this study may not benefit you personally, we feel that you have significant contributions which you may wish to make for the benefit of your former colleagues in the Department and for the benefit of those who will join in the future.

We have, therefore, taken the liberty of sending you the attached questionnaire and would be grateful for your co-operation in completing it. If the format does not seem to meet your particular case, please feel free to alter it in any way you see fit or to add any supplementary information which might contribute to the success of our study.

We have designed the questionnaire to be quite anonymous in the hope that this will make it easier for you to express your ideas as frankly as possible. For your convenience, we are enclosing a self-addressed return envelope for which no postage is required.

We thank you in advance for your co-operation.

Yours sincerely,

A handwritten signature in cursive script, appearing to read 'S. T. Ferguson'.

S. T. Ferguson - Head,
Personnel Planning Group.

Enc.

DEPARTMENT OF EXTERNAL AFFAIRS
PERSONNEL PLANNING GROUP -- APD

QUESTIONNAIRE FOR FORMER ST EMPLOYEES OF THE DEPARTMENT

1. Length of service with the Department

_____ years _____ months

2. Number of postings _____

3. Please list the posts you have worked at in chronological order, exclude
Ottawa.

4. Length of initial assignment in Ottawa _____

5. Your classification on date of resignation _____

6. Age on date of resignation

Under 22 22-25 26-30 31-40 41-50
51-60 Over 60

7. Are you presently working as a stenographer or secretary?

Yes _____ No _____

8. Are you working for the Federal Government?

Yes _____ No _____

9. Are you more satisfied with your present work than you were with your work in the Department?

Yes, very much so _____

Yes _____

Jobs about the same _____

No _____

COMMENTS _____

10. Are you living in your home town?

Yes _____

No _____

11. Did you marry since you left this Department?

Yes _____

No _____

12. Can you give any one clear-cut reason for which you left the Department?

13. In order of importance, what were the five elements which affected your decision to leave the Department?

(1) low salary _____

(2) not posted soon enough _____

(3) did not get the posts I really wanted _____

(4) only joined for one or two postings _____

- (5) Unattractive Ottawa Offices _____
- (6) Officers of the Department
inconsiderate _____
- (7) too much overtime at Ottawa _____
- (8) too much overtime abroad _____
- (9) being overworked _____
- (10) not being employed to my full
capacity _____
- (11) being required to perform duties
outside normal duties of a
stenographer _____
- (12) being given mainly straight typing
assignments _____
- (13) working with dictating equipment _____
- (14) homesickness _____
- (15) found life in foreign countries not
to my taste _____
- (16) personal poor health _____
- (17) illness in the immediate family _____
- (18) left to get married - had definite
arrangements _____
- (19) retirement _____

(20) wanted to get married and realized that foreign service decreases the possibilities of finding a suitable partner _____

(21) lack of personal social life at Ottawa _____

(22) lack of personal social life abroad _____

(23) lack of true opportunities to explore the world while on posting _____

(24) tired of rotational existence, moving, packing, unpacking, setting up house _____

(25) wanted a change in occupation _____

(26) intended to go back to school _____

OTHER (specify) _____

ANY FURTHER COMMENTS _____



