



Study of Training and Development

FINAL REPORT



**Audit and Evaluation Division
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Statistics
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EXECUTIVE SUMMARY

Training and development are integrated elements of Statistics Canada's corporate human resource strategy. This strategy is supported by four pillars: entry-level recruitment of the best and the brightest; training for skill building; career broadening to develop versatility and to help nurture future leaders; and providing a positive work environment that helps to win the commitment of career employees.¹

As a result of its efforts, the Agency has achieved recognition as a "best-practice" organization in career development.² Notwithstanding this success, senior management is committed to finding ways to even further strengthen its management of training and development, as well as to identifying any opportunities that may exist to enhance employee access to training and development.

The objectives of the study were to assess the overall accessibility of training and development, as well as the extent to which training and development is managed effectively. The scope of the study included formal training courses, with particular attention to flagship courses. Language training, computer-based training and survey-specific training were not included.

This work was accomplished through extensive interviews with managers, employees and training professionals as well as through researching of relevant training information and other documentation. Data gathering and analysis were carried out in the year 2000.

Findings on Accessibility of Training

Accessibility was examined from several perspectives: group and level, employee opinion survey findings, employment equity, cost considerations, official languages, availability of information and required training. While some improvements to the accessibility of training can be made, corporately the findings indicate that training is generally available. The timeliness of required training for ES recruits is acceptable, for the most part. However, the proportion of CS recruits receiving required training in a timely manner has declined, over time. Some clarifications are still required concerning what constitutes required training and to whom it applies.

Findings on Effective Management

Two components of effective management were examined: planning and support for training and development; and evaluation tools, methods and practices. In general, the study found that planning and support for training and development at the corporate level are incorporated into organizational plans and activities. At the divisional level, however, integrated planning and support is less evident.

Although the study did not examine the functionality of the human resources system, Global, and the sub-system, Global-Orbit, a number of those interviewed raised concerns regarding the completeness and usefulness of information in the system.

Training literature reviewed during the conduct of the study consistently underlined the importance of using a number of different indicators to formally evaluate training. These include: participant reaction; learning; behaviour; and results. Participant reaction is the most commonly used technique within most organizations, and Statistics Canada is no exception. However, the Agency also carries out evaluation using the other three indicators, although to a lesser extent.

Recommendations

This study makes the following four recommendations:

1. Senior management should encourage divisions that are not yet doing so, to plan and support training at a divisional level in order to ensure a more strategic, co-ordinated approach to the management of employee training.
2. For new training courses or programs, course designers should include measures to evaluate learning and behaviour (performance).
3. For existing courses, a plan should be established to identify ways in which to integrate evaluation measures that address learning and behaviour (performance).
4. Any user surveys undertaken as part of the renewal of the Global system should include consultations with training administrators and divisional managers in order to ensure that the system's capabilities better support their planning, management and information needs.

Appendix A contains the management action plan developed in response to these recommendations.

Conclusion

The study's findings on the accessibility of training are generally positive for all groups of employees and therefore we made no recommendations. As a helpful tool, information for line managers has been collated, focusing on promising practices and possible solutions to barriers identified by employees. We expect it will assist managers in meeting challenges of a workplace recognized for a very positive culture surrounding human resources management.

Of the four recommendations pertaining to effective management, the first one is most important since with a coordinated approach, accountability is heightened, better planning occurs and similar problems get addressed in a like manner. Therefore, it offers the most potential for improvement in divisions where such practices are not in use.

Recommendations 2 and 3 are in keeping with the federal government direction towards performance reporting and results-based management. There is no standard methodology for translating this into action, providing scope to the organization to determine what is appropriate.

¹ Fellegi, Ivan. "On career development at Statistics Canada" *Optimum, The Journal of Public Sector Management*, Vol. 29, No. 4 (1999), pp. 31-37

² Lam, Nathalie et al. "Career Development in Best-practice Organizations: Critical Success Factors" *Optimum, The Journal of Public Sector Management*, Vol. 29, No. 4 (1999), pp. 22-30

I. INTRODUCTION

Background

Training and development are integrated elements of Statistics Canada's corporate human resource strategy. This strategy is supported by four pillars: entry-level recruitment of the best and the brightest; training for skill building; career broadening to develop versatility and to help nurture future leaders; and providing a positive work environment that helps to win the commitment of career employees.¹

As a result of its efforts, the Agency has achieved recognition as a "best-practice" organization in career development.² Notwithstanding this success, senior management is committed to finding ways to even further strengthen its management of training and development, as well as to identifying any opportunities that may exist to enhance employee access to training and development.

Objectives and Scope

Objectives

The objectives of the study were to assess the overall accessibility of training and development, as well as the extent to which training and development is managed effectively.

Scope

The study focussed on:

- Formal training courses e.g. computer courses, general overview courses, flagship courses, marketing courses, and Public Service Commission courses. Particular attention was paid to flagship courses which include: the Survey Skills Development Course (SSDC) (households and businesses); the Survey Support Certificate Course (SSCC) Level 1; SSCC Level 2; and the Data Interpretation Workshop.
- Employees hired under the Public Service Employment Act (public servants)

The study did not focus on language training, computer-based training, and survey-specific training.

¹ Fellegi, Ivan. "On career development at Statistics Canada" *Optimum, The Journal of Public Sector Management*, Vol. 29, No. 4 (1999), pp. 31-37

² Lam, Nathalie et al. "Career Development in Best-practice Organizations: Critical Success Factors" *Optimum, The Journal of Public Sector Management*, Vol. 29, No. 4 (1999), pp. 22-30

Criteria

The criteria for this study reflect standards set in Statistics Canada policy and guidelines; a review of literature on training and development; and a training evaluation model widely recognized by training and development professionals. This model was used in an audit of training and development by the Office of the Auditor General in British Columbia.³

The specific criteria are as follows:

With respect to accessibility of training and development:

1. That there are no barriers to access to training and career development programs for Statistics Canada employees.
2. That employees targeted for required training as part of Statistics Canada recruitment and development programs receive such training within the specified time frames.

With respect to effective management of training and development:

3. That planning and support for training and development is a part of corporate and divisional plans and activities.
4. That tools, methods and practices exist to assess training and development performance.

II. METHODOLOGY

The following methods were used to carry out this study:

- A review of training and development information contained in policies; guidelines; reports; committee and meeting minutes; course calendars, outlines, and promotional material; correspondence; and web-sites;
- A total of 129 persons from 7 divisions were interviewed; these included: 21 trainers; 24 training professionals; 38 divisional managers; and 46 employees;
- An examination of results from Statistics Canada and Public Service Employee Opinion Surveys;
- An analysis of data from the Global human resource system; and
- Consolidation of summary data constructed from a variety of sources.

These inputs have enabled this study to: report on the extent to which the criteria were met; provide tables related to access to training; identify barriers to training and suggest solutions to overcome these barriers, wherever possible; and identify promising practices related to training and development. Data gathering and analysis for this study was carried out in the year 2000.

³ British Columbia. Office of the Auditor General. *Maintaining Human Capital in the British Columbia Public Service: The Role of Training and Development* 1999/2000 Report 3.

III. FINDINGS

This section provides findings related to the accessibility, and effective management, of training and development, primarily from a corporate perspective.

Accessibility of Training

Employee Opinion Surveys

The 1998 Statistics Canada Employee Opinion Survey and the 1999 Public Service Employee Survey offer benchmarks to gauge how well Statistics Canada is faring with respect to training and development in the view of its employees.

The 1998 Statistics Canada Survey found that 78.6% of indeterminate employees felt they were treated fairly when requesting training although the results from all divisions were not equally positive. For example, in nine divisions, less than 69% of respondents indicated that they felt they received fair treatment related to their training requests, and in three of these nine divisions, the percentage of respondents who felt they had been treated fairly was only 56%. This suggests that opportunities still exist for improvement in some areas.

The 1999 Public Service Employee Survey indicated that Statistics Canada rated better than the Public Service as a whole in response to questions about training and development. Survey results showed that 76% of Agency employees agreed with the statement “My department does a good job in supporting employee career development.” This compared to only 48% of employees at a Public Service-wide level. In addition, the Survey showed that 81% of Statistics Canada employees agreed that they received the training they needed to do their jobs, compared to 72% of employees across the Public Service.

Access by Group and Level

Recruitment and development programs for the ES, MA and CS professional groups include formal training programs e.g. for the CS group, there is a requirement to participate in the SSDC course. As a result of program requirements, recruits in these professional groups generally receive more training than employees not enrolled in such programs. Although recruitment and development programs are viewed positively, some employees believe recruits are “privileged” with the amount and type of training they receive.

Flagship course trainers report that the mix of participants has shifted over time to include a higher number of new recruits than employees who have been with Statistics Canada for a longer period of time.

Training ratios

To calculate the training ratio for any group, the percent of training received by that group was divided by the percent of the Statistics Canada population made up by that group. For example, if a group received 10% of the training days, and made up 10% of the population, its training ratio would be 1.00. If the group received 15% of the training days, and had 10% of the population, its training ratio would be 1.50.

Table 1: Group training ratios⁴

Category ⁵	Training Ratio						
	1992-93	1993-94	1994-95	1995-96	1996-97	1997-98	1998-99
ES 1-3	2.14	2.19	1.57	1.63	1.24	1.80	3.79
MA 1-3	2.75	2.91	1.38	1.36	2.12	1.59	1.48
CS 1-2	1.53	1.50	1.52	1.73	1.51	1.35	1.47
Entry level professionals excluded from calculations in this section:							
SI 1-3	1.21	1.38	1.37	1.21	1.32	1.36	1.50
ES 4-7	0.71	0.72	0.99	1.14	0.90	0.82	0.82
MA 4-7	0.75	0.56	0.89	0.92	0.54	0.67	0.78
CS 3-5	1.16	0.99	1.35	1.36	1.18	1.06	1.10
SI 4-8	0.90	1.12	1.21	1.09	0.67	0.79	0.79
Other Officers	1.71	1.02	1.01	1.04	1.08	0.86	0.80
Support	0.96	0.94	0.74	0.74	0.99	1.08	0.87

Source: HRDD tables produced from Global system.

Based on Table 1, it would appear that for the Agency's mainstream groups, e.g. ES, MA, and CS, access to training is more a function of level than category, with more training being provided to recruits than to other levels of employees. In 1998-99, the ES training ratio was higher than usual, reflecting recent recruitment and the addition of the new BEST training to the course list targeting recruits. This finding supports Statistics Canada's philosophy of ensuring formal training is a required element in the career development of new recruits.

Official Languages

Interviewees indicated that while courses were offered less frequently in French, improvements have been made over the last several years to increase the number of French courses. There was general recognition that this was a challenging issue to fully resolve, especially for computer courses where training materials do not always exist in French; in addition, French language trainers are scarce and expensive.

⁴ This table uses training data from Global for indeterminate employees. It includes information about training where training administrators have a request for training or its equivalent. For the most part, it does not include information about training arranged within a division or branch unless the information was sent to HRDD. It does not include information about language training. It is a conservative estimate of training.

⁵ The "Other Officer" category includes all other non-managerial groups not elsewhere included (e.g., AS, PM, IS, PE, FI etc). The Support Group contains Support (CR, DA, OE and ST) and Operational (GL, GS, PR) categories for 1992/93 to 1995/96. For 1996/97 to 1998/99, it excludes Operational categories. Average strength for the Operational categories is low, at about 66 for the years 96-97 to 98-99.

Since 1997, approximately 20% of the computer courses organized by the Information Technology Services Division (ITSD) have been delivered in French. ITSD reported that the majority of Statistics Canada's Francophones requested technical training using the English version of a software package, but delivered by a qualified French instructor, using manuals written in French, and supported by English "screen shots". As a point of interest, only 3.3% of employee computer systems are set up in French.

The availability of non-computer courses in both official languages is summarized as follows. Eighty-six courses were listed. Of the 44 that provided course dates, the large majority—36—offered dates in both English and French. The remaining 8 courses listed sessions in one language only, usually English. As of January 31, 2001, 41% of indeterminate employees had French indicated as their first official language. However, some of these employees still request training in English, and overall, fewer employees request training in French than in English.

Overall, considering the operational constraints within which the service providers operate, these findings show that they are reasonably successful in offering courses in both official languages.

Employment Equity

To examine access to training and development by employment equity groups, data was obtained from the Global human resource system regarding women, visible minorities, Aboriginal persons, and persons with disabilities.

This data was used to analyze, and compare, the share of training received by these groups by occupational group and within the context of Statistics Canada as a whole. The results of this analysis provided generally positive findings.

Women

Information in Table 2 excludes entry-level professionals from the calculations as these groups tend to have higher training ratios. This higher training ratio is due to the fact that most recruits are required to take formal training as part of their recruitment and development programs.

Taking all indeterminate employees at Statistics Canada into account, except for entry level professionals, there is very little difference in the ratio of training provided according to gender, although in some cases, the numbers indicate that women tend to have a marginal edge over their male colleagues. Similarly, within most individual occupational groups, women tend to receive more training, although this is not always the situation within the Support category.

Table 2: Group training ratios by sex (excludes entry-level professionals)

	1994-95		1995-96		1996-97		1997-98		1998-99	
	M	F	M	F	M	F	M	F	M	F
All employees*	0.94	1.08	1.04	0.99	0.95	1.04	0.93	1.06	0.93	1.06
ES 4-7	0.81	1.46	1.02	1.44	0.81	1.12	0.77	0.93	0.75	0.96
MA 4-7	0.71	1.36	0.98	0.83	0.56	0.51	0.39	1.00	0.63	1.11
CS 3-5	1.21	2.05	1.27	1.81	1.14	1.38	1.01	0.27	1.01	1.44
SI 4-8	0.90	1.74	1.01	1.22	0.66	0.68	0.67	0.99	0.82	0.75
SI 1-3	1.29	1.44	1.21	1.21	1.32	1.32	1.29	1.42	1.45	1.55
Other Officer	0.91	1.08	0.99	1.08	0.90	1.22	0.79	0.90	0.69	0.87
Support	0.69	0.75	0.80	0.72	1.20	0.92	1.35	1.00	0.82	0.90

*excludes the executive group in 94-95 and 95-96

Visible Minorities

Due to the relatively small number of visible minority employees, several groups have been combined in Table 3. The Senior Professional category includes the ES 4–7, MA 4–7 and CS 3–5 groups, and the Other Officers category now includes the SI group as well as AS, PM, IS, PE, and others.

Table 3: Group training ratios for visible minorities (excludes entry-level professionals)

	Visible Minorities				SC Population			
	1995-96	1996-97	1997-98	1998-99	1995-96	1996-97	1997-98	1998-99
Senior Professional	1.02	0.82	0.79	0.94	1.16	0.91	0.85	0.88
Other Officer	1.07	1.9	1.15	1.84	1.13	1.14	1.08	1.17
Support	0.6	0.55	1.54	0.96	0.74	0.99	1.08	0.87

For the Senior Professionals category, there is very little difference between the training ratios for visible minorities and for Statistics Canada as a whole, although up until 1998–99, the training ratios for visible minorities were slightly lower. This pattern is reversed for the Other Officers category, with Visible Minorities faring better over the last three years, and particularly in 1996–97 and 1998–99.

Training ratios for the Support category are very similar for visible minorities and for Statistics Canada as a whole. In 1998-99, the ratio for visible minorities was 0.96, and for Statistics Canada as a whole it was 0.87. However, these ratios represent a decline for both of these categories from the higher 1997–98 levels.

Aboriginal Persons

Due to the small number of Aboriginal employees, only the training ratio for the Support category is included. Over the four years examined, (from 1996-97 to 1998-99) Aboriginal employees have had consistently higher training ratios than Support category employees

for Statistics Canada as a whole. Beginning in 1995-96, the ratios for Aboriginal employee ratios were: 1.53, 1.25, 1.37 and 1.10 compared with 0.74, 0.99, 1.08, and 0.87 for Support category employees.

Persons with Disabilities

The small number of employees with disabilities has resulted in only two groups being displayed in Table 4. The All Officers category now includes Senior Professionals, SIs and other officers.

Table 4: Group training ratios for persons with disabilities (excludes entry-level professionals)

	Persons with disabilities				SC Population			
	1995-96	1996-97	1997-98	1998-99	1995-96	1996-97	1997-98	1998-99
All Officers	0.84	0.72	0.85	1.03	1.14	1.05	1.01	1.06
Support	0.59	0.9	0.77	1.06	0.74	0.99	1.08	0.87

Over time, the training ratio for employees with disabilities in the All Officers category has increased while the ratio for Statistics Canada as a whole has decreased slightly. By 1998–99, the two training ratios are virtually identical with a ratio of 1.

Similarly, for the Support category, the ratios for employees with disabilities have improved over time, although there has been a greater year-to-year fluctuation. By 1998–99, the ratio for employees with disabilities is above 1, slightly more than 0.87 for Statistics Canada as a whole. Overall, the increase in training ratios for employees with disabilities suggests that concentrated efforts to improve the availability of training have had a positive influence.

Statistics Canada’s Employment Equity Committee provides strategic direction for all employment equity initiatives, including special programs through CAD for employees with disabilities and Aboriginal employees. The Committee is dedicated to supporting and facilitating “the full participation and inclusion of employees with disabilities in training and development activities.”⁶

The results of a December 1999 Statistics Canada *Report on Persons with Disabilities at Statistics Canada* show “the lack of awareness of what is available to employees with disabilities in terms of

- training and development opportunities
- special tools available for regular work, competitions and training
- funding for special tools and devices
- a perceived attitude that persons with disabilities are restricted in their access to training.”⁷

⁶ GPC Factor Research, *Statistics Canada and Persons with Disabilities: Job Satisfaction and Other Workplace Issues*, November 24, 1999, page 3.

⁷ Dion, Marcelle and Susan Lensen, *A Report on Persons with Disabilities at Statistics Canada: Results and Recommendations*, December 1999, pages 9–10.

Specific employment equity initiatives encouraged by the Committee include: better communication regarding training and development opportunities to employees with disabilities via the Internal Communications Network (ICN); and ensuring that trainers and other staff make the necessary arrangements to accommodate the needs of any employee with disabilities, when advised of such needs in advance of the course start date. In order for this to be fully effective, participants are encouraged to provide as much advance notification as possible.

Availability of Information

Much of the information related to training and development is available electronically at two interconnected sites, and these sites were examined for ease of use, accuracy, completeness, and interconnectivity.

Training administered by the Human Resource Development Division's (HRDD) Training Institute resides on a site on the ICN, while computer-related training information resides on the ITSD Intranet site.

Both sites contain current training calendars and other key information e.g. a listing of upcoming courses available in the short to medium term, and in some cases, over the longer term; descriptions of courses and to whom they are targeted; and course eligibility requirements and prerequisites. In addition, the HRDD ICN site contains background material of a more general nature about training and career development at Statistics Canada.

A web site for ES, CS, MA and SI recruits contains both general training information, as well as training information specific to each recruitment and development program. While the style of information provided on the site varied from program to program, the information was easy to locate, and in most cases, it was up-to-date and interconnected among programs.

Interviewees reported few problems in finding training information on these various sites, and some interviewees specifically highlighted the usefulness of having course target populations and prerequisites provided. Feedback from staff responsible for maintaining and updating training information indicated that a number of enhancements were already being implemented, while other options to further improve the quality of information were under consideration.

HRDD and ITSD also highlighted the importance of the network of training co-ordinators within divisions and branches as another effective way to keep managers and employees informed about upcoming courses and other training-related information.

Required Training

For the purposes of this study, required training is defined as those courses which need to be taken to support a recruit's (or another employee's) ability to perform optimally. However, not everyone shares the same understanding of what constitutes required training or to whom it applies. This study selected and examined the following two courses that are considered required training.

Encountering the Media - Statistics Canada policy requires divisions to ensure that spokespersons and data contacts have the necessary training to do media interviews. Discussions with the course instructor revealed that, in general, data contacts understand the need for this course. Since its implementation in 1992, an analysis of participation shows that 80% of data contact employees have taken this course.

Writing An Effective Daily Release - Since its implementation in the mid-1990's, 296 employees have taken this course. Discussions with the instructor revealed that there was still some ambiguity surrounding the required nature of this course, and that it is difficult to persuade some writers to take it. A sample of writers of major releases for *The Daily* concluded that only 38% have taken the course. The Communications Division will propose policy changes clarifying that this course is required for writers of *The Daily*.

Statistics Canada makes significant investments in its initial recruitment decisions and the intake of new professionals, e.g. ES, MA, CS, and SI, is managed centrally. A corporate Professional Recruitment and Development Committee forecasts future needs and engages in recruitment. In order to gain broad exposure to the Agency, during the first two years, most newly hired recruits are rotated among several positions, are aided by mentors, and take required training before they "graduate" to a regular position.

This study focussed on training required by *ES and CS recruits*⁸. ES recruits take one or two flagship courses within their specific program. CS recruits are required to take the Survey Skills Development Course (SSDC). However, there has been a decline in the proportion of CS recruits who take this training within the program.

In part, this is a reflection of the fact that there are a higher number of CS recruits than there are in the ES category vying for a fixed number of available SSDC training seats. This was particularly the case in 1997-98 when CS intake totaled 119 recruits versus 28 for the ES category.

Newer recruit programs were not examined in detail, however, it is worth noting that some of them, such as the SI program, also identify the SSCC as a required course, and this will place even further demands on available SSCD seats.

⁸ Although the SI recruitment program has identified required training for its recruits, it was not examined since it has been running for a shorter time period and didn't offer enough data for analysis.

Table 5: ES recruit enrolment in required courses, as of December 2000

Pool Year (year recruited)	91-92	92-93	93-94	94-95	96-97	97-98
Total	61	13	22	16	102	28
Left Statistics Canada	2	0	2	0	11	1
Not yet completed/unknown	8	0	1	0	3	15
%	%	%	%	%	%	%
No course	4	0	5	0	2	8
1 course within program	22	23	47	31	24	23
2 or more courses within program	63	69	37	56	74	69
1 course within program, 1 late	8	8	11	6	0	0
Late	4	0	0	6	0	0
Total	100	100	100	100	100	100
N= (excludes those who left, or not finished)	51	13	19	16	88	13

Table 6: CS recruit enrolment in SSDC, as of December 2000

CS Pool Year (year recruited)	1994-95	1995-96	1996-97	1997-98	1998-99**
Total	61	44	65	119	91
Left Statistics Canada	5	4	12	23	12
Not yet completed	0	0	0	0	35
%	%	%	%	%	%
No course	12.5	20.0	30.2	59.4	63.6
Course within CS recruit program	85.7	50.0	54.7	38.5	36.4
Course late	1.8	30.0	15.1	2.1	0.0
Total	100.0	100.0	100.0	100.0	100.0
N = (excl. those who left, or not finished)	56	40	53	96	44

**all results not yet known

Data Sources for Tables 2 and 3:—from Global, pool or recruit managers and course administrators.

The training situation is improving with longer-term planning, greater co-ordination, an increase in the number of course sessions, and a smaller intake of recruits. The establishment of the Recruitment and Development Division is also designed to ensure a more integrated, strategic approach to the management of recruitment and development programs.

Cost Considerations

Managers were consulted regarding whether they felt they had sufficient flexibility in their budgets to cover training costs or whether budget levels limited their ability to do so. For the most part, managers did not see covering direct training costs as problematic. ITSD training administration indicated that client divisions can be affected twice with respect to computer training in French - first, because the courses are not always as available or as timely, and second, because higher costs must be passed on to the division.

Under the University Certificate Program, Statistics Canada pays the costs and the employee avoids the need to outlay tuition fees. For other courses at educational institutions, it is Statistics Canada's "practice to *reimburse* (emphasis added) tuition fees and related course costs, in whole or in part..."⁹ Regional office staff do not have access to the University Certificate Program by virtue of their locations. However, the spirit of the University Certificate Program concerning up front payment could be applied in regional offices. The manager responsible intends to clarify this with regional office directors.

Summary on Accessibility

While some improvements to the accessibility of training can be made, corporately the findings indicate that training is generally available. The timeliness of required training for ES recruits is acceptable, for the most part. However, the proportion of CS recruits receiving required training in a timely manner has declined, over time. Some clarifications are still required concerning what constitutes required training and to whom it applies.

Effective Management

This section highlights how training and development are managed from the perspective of planning and support, and of evaluation.

An important element of planning and support for training and development is the strategic direction provided by the corporate Training and Development Committee. This Committee continually monitors the need for, and development of, training programs, and it is one of a number of management committees that support the Agency's management of human resources. Others include: Recruitment and Development Committee, Career Streams Committee, and Employment Equity Committee. Where appropriate, human resource proposals from these committees are integrated and presented for policy decisions by the corporate Human Resource Development Committee. Ultimately, however, line managers (supported by human resource specialists) are accountable for the management of human resources, and this includes ensuring employees receive the appropriate training and development.

The Training and Development Committee draws its 21 members from across the Agency, mainly at the director level or above, in order to ensure the necessary background and

⁹ *Training and Development at Statistics Canada, 1996*. Section 9.6

experience on training issues. The work of the Committee is supported by formal meeting agendas and minutes. The Committee reports to the Sub-Committee on Human Resources Development. This latter committee is Syndicate E for long-term planning purposes. Here, long term planning (LTP) proposals related to training and development are developed, tabled, discussed, and if approved, implemented and monitored through steering committees. Recent examples include the funding of the Management Development Program, and the capacity expansion of the Survey Skills development course.

Planning and Support for Training and Development

In general, the study found that planning and support for training is integrated into organizational plans and activities at corporate, divisional, and other levels. For example, corporately, there are:

- regular meetings of the Training and Development Committee to discuss priority training and development issues;
- easily accessible corporate training and development policies, systems, guidelines, reports and other information in electronic and hard copy;
- comprehensive web sites such as HRDD's Training Institute and ITSD's site relating to computer training; Statistics Canada's departmental web site on the Internet also contains information on its human resource strategies including training and development;
- divisional training committees;
- training co-ordinators;
- entrenched human resource management processes such as annual employee performance review processes which address employee training; and
- steering committees with subject matter experts, managers and others to guide the development of new training courses and/or revisions to existing courses.

Global-Orbit, a sub-system of Global, is accessible to divisions to help manage training. Although this study did not conduct a specific investigation of the functionality of Global, a number of those interviewed expressed some concerns about the system; these included:

- divisional information is not perceived as current; as a result, some divisions have created their own databases to manage training information;
- some managers and training co-ordinators were not aware of the existence, availability or capabilities of Global-Orbit;
- regionally, there was little or no assurance that training particulars were entered into Global although managers indicated that training forms were routinely completed; and
- forms for some self-arranged divisional training were not completed and/or entered into the system.

As a result, information contained within the Global system may not yet accurately represent the full extent of all Statistics Canada training activity.

Divisions often plan training only at the individual employee level i.e. through discussions and agreements between the employee and the supervisor at appraisal time. While this type of communication and planning is important, a more strategic, integrated divisional approach would add substantially to the process.

Some divisions have developed frameworks and practices to guide the training of employees in their current jobs as well as to provide information related to career paths to future jobs. Other divisions are in the process of developing, or planning to develop, outlines of training courses appropriate to specific occupational groups and levels. These initiatives should be regarded as generally positive as they will further strengthen the planning and management of training within divisions. As well, the work being carried out by the Career Streams Committee related to career paths and associated training, will provide divisions with additional information and context within which to identify and manage their own training needs and activities.

Some of the training professionals interviewed indicated that there is a need for additional mechanisms to encourage more systematic linkages among various courses. Instructors of one course can be isolated from instructors of another course and therefore know a limited amount about the content of their colleagues' courses. Opportunities should be identified to enable greater sharing of information, including the highlighting of complementary themes from one course to another (where they do not already exist) that instructors could reinforce during delivery. Collectively, this would present a more integrated approach to training.

Tools, Methods and Practices to Evaluate Training

Training literature reviewed during the conduct of the study consistently emphasizes the importance of formally evaluating training using a number of different indicators, e.g. participant reaction; learning; behaviour; and results. However, this literature also acknowledges that organizations infrequently carry out such comprehensive evaluations, choosing instead to focus more on "reactions" through identification of the ways in which participants liked the design, content or presentation of the course.

To address the issue of evaluation, this study selected as a benchmark, a training evaluation model that is widely recognized and used among training and development professionals. This model, described in the following chart, was used by the Office of the Auditor General of British Columbia and referenced in his 1999/2000 report.

Table 7: Training Evaluation Model

Level	What are you measuring?	How can you measure?	Why do you measure?
1	Reaction Did they like it? (design, content and presentation)	<ul style="list-style-type: none"> • Questionnaires • Group discussion • Individual comments (incl. supervisor) 	People learn better when they want training and react positively to it. It also helps trainers improve their content and delivery.
2	Learning Did they learn it? How well? What?	<ul style="list-style-type: none"> • Knowledge & performance tests (pre-post) • Observations • Simulations (during or after) • Work sample analyses • Skill demos by participants • Self-reports 	Determines if participants learned and what they learned.
3	Behaviour Did they remember? Did they use it on the job? How well? What parts of the training?	<ul style="list-style-type: none"> • Self, peer & supervisor reports (e.g. identify when used new skill) • Case studies, surveys • Site visits • Work sample analyses • Participant-supervisor discussion, planning to implement learning • Performance appraisals 	Determines what was remembered and if participants can and do apply learning on the job.
4	Results What difference did it make? Did this change org. effectiveness?	<ul style="list-style-type: none"> • Organizational performance measures • Surveys • Cost-benefit comparisons 	Relates the results of the activity to organizational goals and objectives

Source: Office of the Auditor General of British Columbia based on framework developed by D. L. Kirkpatrick; Belcourt, Monica & Phillip C. Wright, Managing Performance through Training and Development (Nelson) 1995

Statistics Canada regularly uses participant reaction to evaluate, maintain and upgrade training courses. According to trainers and training administrators, this practice is well established and routinely carried out. However, this study found that the Agency is also carrying out evaluation in other ways (to greater or lesser degrees) as highlighted in Table 8.

Table 8: Evaluation Levels at Statistics Canada

Level	Statistics Canada measures through
Reaction	<ul style="list-style-type: none"> • Regular evaluation forms completed for courses, with follow-up. • Pilot courses are used and participants' evaluations are used to modify content and delivery methods.
Learning	<ul style="list-style-type: none"> • Tests / quizzes sometimes used. • Flagship courses emphasize learning by doing. • Informal evaluation by supervisors is sometimes done.
Behaviour (performance)	<ul style="list-style-type: none"> • Some follow-up evaluations have been conducted, particularly of flagship courses. • As courses are adjusted, input is sought, particularly for long courses. • Employee opinion surveys are conducted.
Results	<ul style="list-style-type: none"> • Some formal measures are being institutionalised through revamping of divisional program reviews. Changes are planned to include indicators produced corporately. • Employee opinion surveys are conducted.

To carry out the challenging process of accurately evaluating organizational effectiveness, organizations often tend to use indirect measures. Statistics Canada periodically administers its Employee Opinion Survey as one way to benchmark how well it is doing from the point of view of its most important asset - its employees. Recently, initiatives have been undertaken to improve the strategic planning and review of Statistics Canada programs through the use of biennial and quadrennial performance reviews. As a part of these processes, performance indicators related to training are being developed corporately.

In summary, therefore, although Statistics Canada most frequently uses participant reaction as the key element of training evaluation, other measures exist, and are being applied, to report on training and development performance. In this context, however, a greater use of measures related to learning and behaviour (performance) is desirable.

IV. RECOMMENDATIONS

Four recommendations are proposed:

1. Senior management should encourage divisions that are not yet doing so, to plan and support training at a divisional level in order to ensure a more strategic, co-ordinated approach to the management of employee training.
2. For new training courses or programs, course designers should include measures to evaluate learning and behaviour (performance).
3. For existing courses, a plan should be established to examine ways in which to integrate evaluation measures that address learning and behaviour (performance).
4. Any user surveys undertaken as part of the renewal of the Global system should include consultations with training administrators and divisional managers in order to ensure that the system's capabilities better support their planning, management and information needs.

Appendix A contains the management action plan developed in response to these recommendations.

Conclusion

The study's findings on the accessibility of training are generally positive for all groups of employees and therefore we made no recommendations. As a helpful tool, information for line managers has been collated, focusing on promising practices and possible solutions to barriers identified by employees. We expect it will assist managers in meeting challenges of a workplace recognized for a very positive culture surrounding human resources management.

Of the four recommendations pertaining to effective management, the first one is most important since with a coordinated approach, accountability is heightened, better planning occurs and similar problems get addressed in a like manner. Therefore, it offers the most potential for improvement in divisions where such practices are not in use.

Recommendations 2 and 3 are in keeping with the federal government direction towards performance reporting and results-based management. There is no standard methodology for translating this into action, providing scope to the organization to determine what is appropriate.

Appendix A—Management Action Plan

Prepared by L. Reid and reviewed by J-F. Gosselin and L. Brown

Recommendations	Action Plan on the Recommendations	Responsible for Action	Estimated Completion Date
<p>1. Senior management should encourage divisions that are not yet doing so, to plan and support training at a divisional level in order to ensure a more strategic, co-ordinated approach to the management of employee training.</p> <p>2. For new training courses or programs, course designers should include measures to evaluate learning and behaviour (performance).</p> <p>3. For existing courses, a plan should be established to examine ways in which to integrate evaluation measures that address learning and behaviour (performance).</p>	<ul style="list-style-type: none"> • A correlation will be done between the presence of divisional training plans and the results of the 2002 PS. Employee Survey results. The findings will be used to determine subsequent actions required and best practices will be shared with divisional training co-ordinators. • Identify and share best practices with Division Training Co-ordinators 	<p>L. Reid</p> <p>T and D Committee</p> <p>L. Reid</p>	<p>April 2003</p> <p>Ongoing</p>
	<p>For recommendations 2 and 3</p> <ul style="list-style-type: none"> • A work group, under the direction of the T&D Committee will be established to assess the extent to which appropriate evaluation measures can be put into place and their resultant benefits 	<p>J.F. Gosselin and L. Reid</p>	<p>January 2003</p>
	<ul style="list-style-type: none"> • Investigate the possibilities of establishing macro measures to determine the impact of the STC training and development strategy on the STC workforce 	<p>L. Reid and L. Brown</p>	<p>April 2003</p>

Appendix A—Management Action Plan

Prepared by L. Reid and reviewed by J-F. Gosselin and L. Brown

Recommendations	Action Plan on the Recommendations	Responsible for Action	Estimated Completion Date
4. Any user surveys undertaken as part of the renewal of the Global system should include consultations with training administrators and divisional managers in order to ensure that the system's capabilities better support their planning, management and information needs.	<ul style="list-style-type: none">• Redesign the Global Training Module as a part of Re-engineering of Admin. Systems, including consultation with users.	CMIS and HRDD	April 2004