



Public Service Commission
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du Canada



To what extent do casuals become employed under the *Public Service Employment Act*?

A statistical study by the Public Service
Commission of Canada

October 2007

Canada

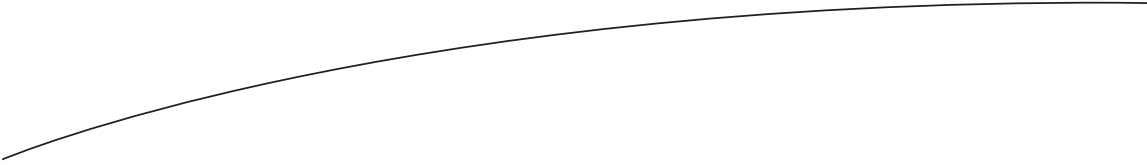
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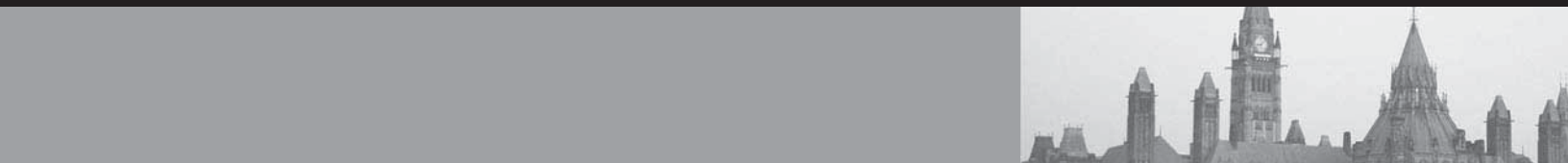
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Highlights

The federal public service has always relied on a temporary workforce to meet short-term needs and to respond to immediate departmental and agency requirements. Casual employment, introduced through an amendment to the *Public Service Employment Act* (PSEA) in 1993, was intended to facilitate this type of short-term hiring. The amendment excluded casual employment from the provisions of the PSEA, including the application of merit. In addition, the PSEA does not afford casual workers access to internal appointment processes open only to term and indeterminate employees.

Although the nature of the work is temporary, the proportion of casual appointees who subsequently become employed under the PSEA is substantial. The study looked at all casuals hired from April 1, 1995 through March 31, 2005, and tracked these individuals through March 31, 2006 to determine what proportion of them subsequently became employed under the PSEA. The main findings of this study are as follows:

- Forty-one per cent of casual workers were subsequently employed (within a year) under the PSEA. Of these, 58% were appointed to an indeterminate position.
- The Administrative and Foreign Service and Scientific and Professional categories stand out. More than half of all casual employment in these two categories was followed by employment under the PSEA (56% and 54% respectively). Furthermore, casual hiring within these two categories is an increasing proportion of all casual hiring.
- While the proportion of casual hires subsequently employed under the PSEA was lower for the Administrative Support category (37%), casual hiring remained an important source of entry to the public service due to the sheer size of the category. Over the study period, this category made up over one third (13 762 out of 39 188) of the term and indeterminate hires with prior experience as a casual.
- Casual workers working in large organizations appeared less likely to make the transition to employment under the PSEA (39%) than those working in medium and small organizations (58% and 52% respectively). There was considerable variation across organizations.
- The tendency for a casual hire to become employed under the PSEA was greater for those employed in the National Capital Region (51%) than for those employed in the regions (35%).
- The transition between casual employment and employment under the PSEA was relatively rapid. On average, employment under the PSEA happened within one year of being employed as a casual. More than half of all transitions occurred without a break in service.
- Most of the subsequent appointments under the PSEA occurred within the same department or agency (92%) and did not involve a change in classification (75%).

Introduction

The Public Service Commission's role in staffing

The Public Service Commission (PSC) is an independent agency reporting to Parliament, mandated to safeguard the integrity of the public service staffing system and the political neutrality of the public service. In addition, the PSC recruits qualified Canadians from across the country. The PSC develops policies to ensure that appointments are made according to the principle of merit and respect the staffing values. The PSC conducts audits, studies and investigations to confirm the effectiveness of, and to make improvements to, the staffing system.

Values of the *Public Service Employment Act*

The Public Service Commission protects the core values of merit and non-partisanship, as well as the guiding values of fairness, transparency, access and representativeness.

Merit

- Every person appointed meets the essential qualifications, including official language proficiency, established by the deputy head for the work to be done.
- The manager may take into consideration any current or future asset qualifications, operational requirements, and organizational needs also identified by the deputy head.

Non-partisanship

- Appointments and promotions to and within the public service are made free from political influence.
- Employees have the right to engage in political activities, while maintaining the principle of political impartiality in the public service.
- The political activity of employees must not impair, or be perceived as impairing, their ability to perform their duties in a politically impartial manner.
- Political activity means: any activity in support of, within or in opposition to a political party; or any activity in support of or in opposition to a candidate; or seeking to be a candidate in an election.

Fairness

- Decisions are made objectively and free from political influence or personal favouritism; policies and practices reflect the just treatment of persons.
- Persons have the right to be assessed in the official language(s) of their choice in an appointment process.

Transparency

- Information about strategies, decisions, policies and practices is communicated in an open and timely manner.

Access

- Persons from across the country have a reasonable opportunity to apply, and to do so in the official language(s) of their choice, and to be considered for public service employment.

Representativeness

- Appointment processes are conducted without bias and do not create systemic barriers, to help achieve a public service that reflects the Canadian population it serves.

Background

The federal public service has always relied on a temporary workforce to meet short-term needs and to respond to immediate departmental and agency requirements. Prior to 1993, the Public Service Commission (PSC) responded to this need through the use of Exclusion Approval Orders (EAOs) that set aside the merit provisions of the *Public Service Employment Act* (PSEA), allowing certain departments and agencies to hire term employees for a period of less than six months under specific circumstances.

Casual employment, introduced through an amendment to the Act in 1993, replaces these EAOs and provides managers who have immediate operational needs with a quick and efficient way to cover short-term absences or specific short-term projects.¹ Casual employment is excluded from the provisions of the PSEA and, more specifically, from the application of merit.² As a result, casual workers are not required to meet the selection and assessment standards used for specified-period (term) and indeterminate (permanent) hires.

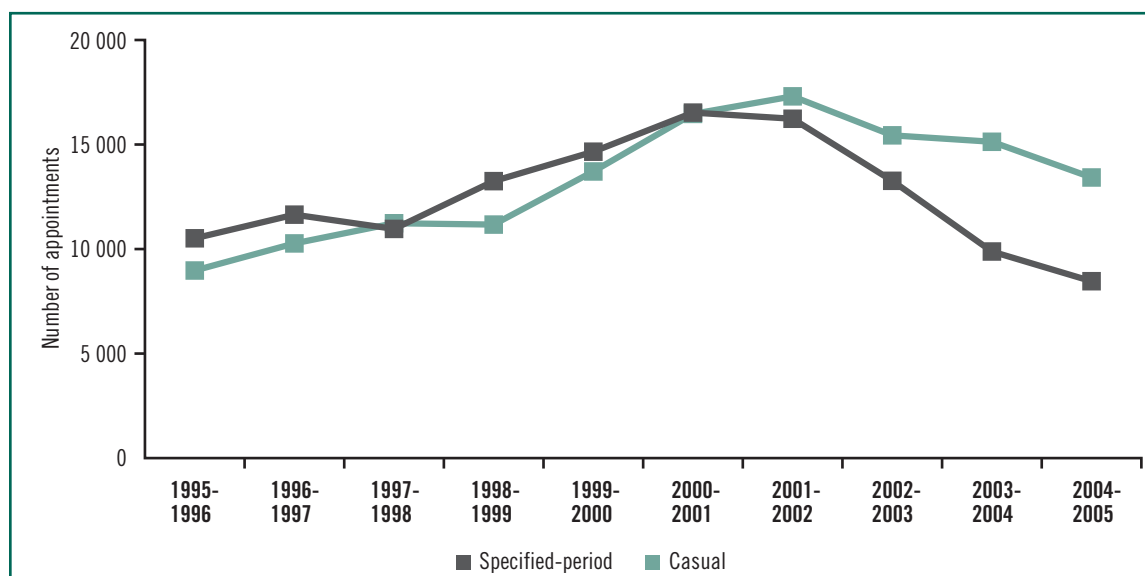
The PSEA does not afford casual workers access to internal appointment processes open only to term and indeterminate employees. As the potential for on-the-job training and networking during casual employment exists, the extent to which casual hires go on to employment under the PSEA is important in the context of fair access to public service jobs.

Casual employment exceeds term employment

Over the study period, casual employment has increased. In 1995-1996, there were 8 973 casual hires. By 2001-2002, this number had increased to 17 304 when, for the first time, the number of casual hires exceeded the number of specified-period appointments. As shown in Figure 1, this trend continues; for fiscal years 2002-2003 through 2004-2005 the number of casuals hired exceeded the number of specified-period appointments by 16.4%, 53.1% and 58.6% respectively. Although the total number of term and casual appointments declined from 2001-2002 to the end of the study period, the reduction in the number of casual appointments was less pronounced. Throughout the period the median duration of casual and term appointments remained relatively stable.

-
- ¹ A short-term employment option to hire persons to the public service for a period not exceeding 90 calendar days at one time, nor for more than 125 working days within any 12-month period in any one department or agency. None of the provisions of the old PSEA, other than those authorizing the making of such appointments, applies to these hires.
 - ² Casual workers, as defined by the PSEA in effect prior to December 31st, 2005, were subject to Section 21.2 of the PSEA only. Section 21.2 details the conditions under which casual appointments may be made and states that casual workers are ineligible to compete in closed competitions or to be appointed, deployed, promoted or to receive an acting appointment as a result of an internal process.

Figure 1: Specified-period and casual appointments to the public service – fiscal years 1995-1996 through 2004-2005



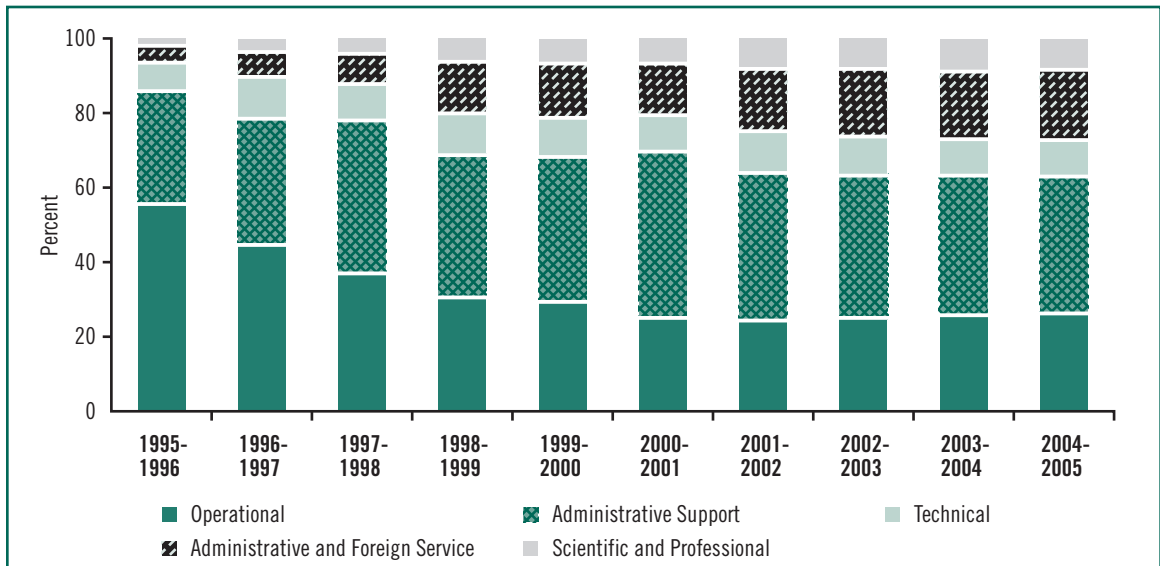
Source: Job-based Analytical Information System (JAIS)

Occupational composition of casual hires is changing

The composition of casual hires has changed since 1995-1996. At that time, 56% of all casual hires were in the Operational category. By the end of the study period, 2004-2005, the Operational category accounted for only 26% of all casual hires. In contrast, as Figure 2 illustrates, the proportion of casuals hired into the Administrative Support category remained relatively stable. At the end of the study period, fiscal year 2004-2005, Administrative Support represented 37% of casual hires.

Figure 2 indicates, as well, that the hiring of casuals in the Administrative and Foreign Service and Scientific and Professional categories became relatively more frequent. The Administrative and Foreign Service category accounted for 19% of the 2004-2005 cohort, up from less than 5% at the start of the study period.

Figure 2: Change in composition of employment categories of casual appointments – fiscal years 1995-1996 through 2004-2005

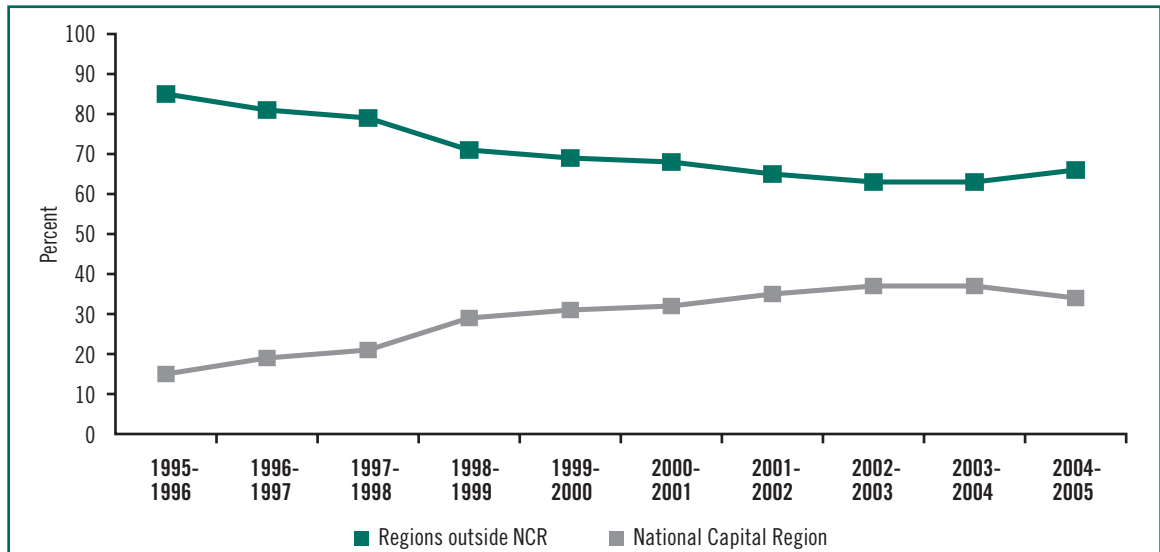


Source: JAIS

National Capital Region's increasing share of casual employment

Figure 3 below illustrates the National Capital Region's (NCR) increasing share of casual appointments. In 1995-1996, only 15% of all casuals were hired in the NCR. By 2004-2005, the NCR proportion of casual hires had increased to 34%, a proportion similar to the proportion of the public service population residing in the NCR.

Figure 3: Casual recruitment – National Capital Region (NCR) and regions outside the NCR – fiscal years 1995-1996 through 2004-2005



Source: JAIS

Methodology

The study examines casual employment only, excluding other types of temporary employment such as term employees, students and contract workers. The analysis is based on all new casuals hired from April 1, 1995 to March 31, 2005. Subsequent employment for these individuals was observed up to March 31, 2006. Appointments were considered “subsequent” when occurring within one year from the end of the last appointment.

Central to the analysis in this study is the definition of an employment spell. Casual employment spells start with an initial casual appointment and include all successive employment until there is a break in service of more than 365 days or an appointment is made to a term or indeterminate position. Employment spells are categorized as follows: “No subsequent appointment”, “Casual to term only”, “Casual to indeterminate only” and “Casual to term to indeterminate”. In other words, appointments are deemed related unless there is a break in service of greater than 365 days. In total, 96 698 casual employment spells were identified within the study period.

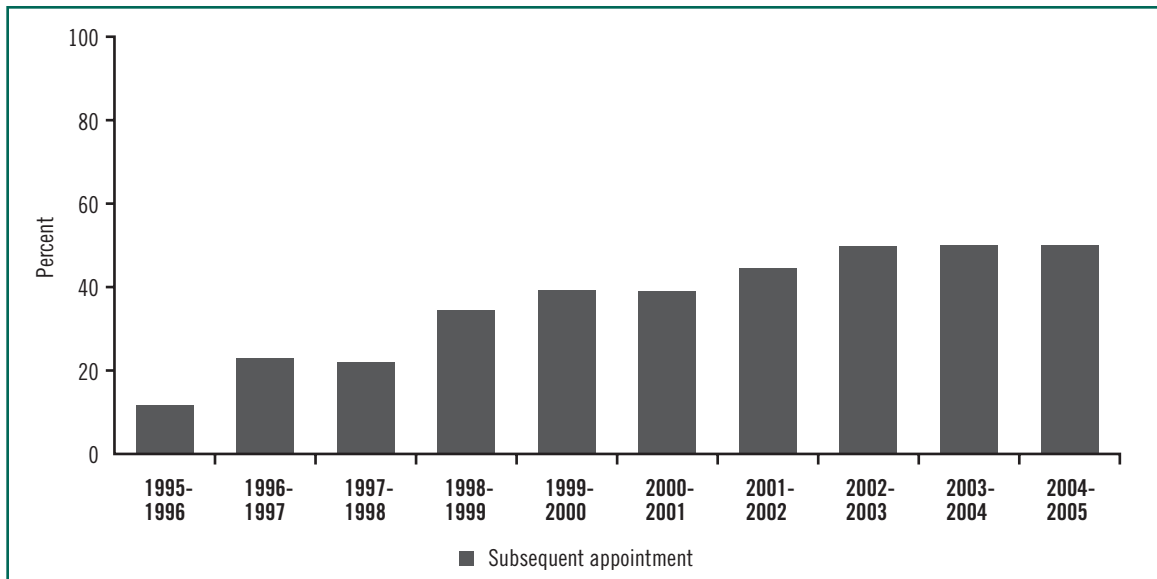
Employees from the Canada Revenue Agency and Parks Canada were removed from the PSEA population to control for department and agency reorganizations during the period of the study. Employment equity data are not collected in a consistent or comprehensive manner for casual employment. Therefore, analysis by designated group is not possible. Proportions shown in the figures may not add to 100, due to rounding.

Study findings

Forty-one percent of casual employment spells lead to employment under the PSEA

Over the period under study there was an increase in the proportion of casual employment spells followed by an appointment under the PSEA. The proportion of casual-to-term transitions remained relatively stable while the casual-to-indeterminate and casual-to-term-to-indeterminate transitions increased in number and proportion. The trends level off towards the end of the period, likely affected by the staffing freeze announced in 2003 and subsequent restructuring initiatives.

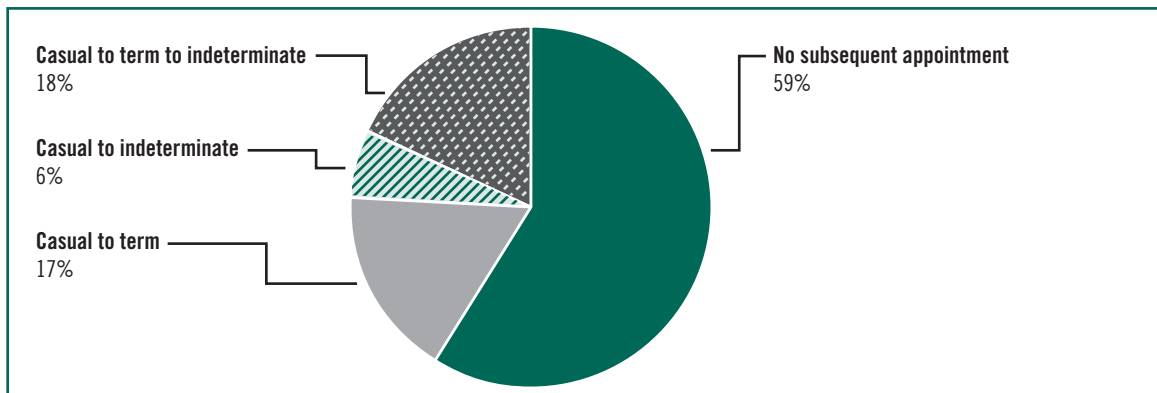
Figure 4: Proportion of casual employment spells followed by subsequent appointment under the PSEA – fiscal years 1995-1996 through 2004-2005



Source: JAIS

Overall, 41% of all casual hires were subsequently appointed to either a term or an indeterminate position. As shown in Figure 5 below, 17% of casual spells led to a term position, 6% were appointed directly to an indeterminate position and 18% to a term position and subsequently to an indeterminate position.

Figure 5: Casual employment spells and subsequent appointment under the PSEA – fiscal years 1995-1996 through 2004-2005

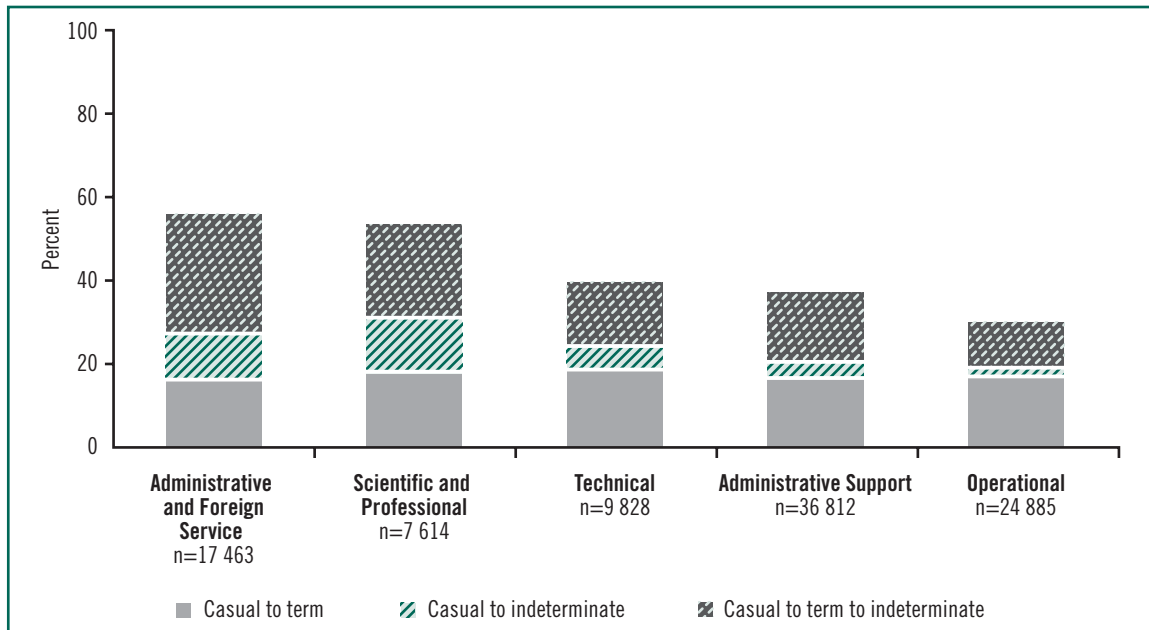


Source: JAIS

The Administrative and Foreign Service and the Scientific and Professional categories stand out

Subsequent appointment of casual hires to a position under the PSEA was relatively more frequent in the Administrative and Foreign Service and the Scientific and Professional categories than in other categories. As illustrated in Figure 6, between 56% and 54% of casual employment spells in these two employment categories were followed by an appointment to a position under the PSEA, whereas the proportion for the other groups varied between 30% and 40%.

Figure 6: Casual employment spells and subsequent appointment under the PSEA – employment categories – fiscal years 1995-1996 through 2004-2005



Note: Due to unassigned groups, numbers shown here (n) are less than the number (96 698) of casual employment spells.

Source: JAIS

The following sections discuss selected groups within these employment categories. All groups shown had 100 or more employment spells over the study period. Appendix 5 lists all the occupational groups within the categories.

Selected groups – Administrative and Foreign Service category

As shown in Table 1, the groups within the Administrative and Foreign Service category most likely to see casual employment followed by an appointment under the PSEA were Financial Administration (FI), Purchasing and Supply (PG) and Personnel Administration (PE). These three groups are discussed below.

In the FI group, 76% of the employment spells were followed by appointment under the PSEA (339 appointments). As shown in Table 1, 64% of these casual employment spells were followed by an indeterminate appointment. Total recruitment (indeterminate and term) for this group over the study period was 1 893.

In the PG group, 69% of the casual employment spells were followed by employment under the PSEA (161 appointments). Indeterminate status followed 55% of the employment spells. Total recruitment to the PG group (indeterminate and term) was 735 for the period.

The proportion of casual employment spells leading to employment under the PSEA was 66% for the PE group (374 appointments). Indeterminate status occurred following 40% of the employment spells. Total recruitment (indeterminate and term) for the group over the study period was 1 811.

Table 1: Casual employment spells and subsequent appointment under the PSEA – selected groups from the Administrative and Foreign Service category – fiscal years 1995-1996 through 2004-2005

	Casual to term	Casual to indeterminate	Casual to term to indeterminate	Total percentage of casuals subsequently appointed under the PSEA
Group	%	%	%	%
Financial Administration (FI)	12	31	33	76
Purchasing and Supply (PG)	14	24	31	69
Personnel Administration (PE)	26	11	29	66
Information Services (IS)	17	13	29	59
Commerce (CO)	14	15	29	58
Program Administration (PM)	17	13	28	58
Administrative Services (AS)	16	8	32	56
Computer Systems Administration (CS)	16	7	27	50
Welfare Programs (WP)	15	5	26	46

Source: JAIS

Selected groups – Scientific and Professional category

In contrast to the 41% rate overall, for the following five groups within the Scientific and Professional category, more than 60% of the casual employment spells were followed by appointment under the PSEA: Law (LA); Scientific Regulation (SG); Economics, Sociology and Statistics (ES); Psychology (PS); and Scientific Research (SE). As illustrated in Table 2 below, a substantial proportion of employment spells were followed by an indeterminate appointment.

The LA group had a relatively high proportion (84%) of casual employment with subsequent transition to status under the PSEA (221 appointments). A high proportion of spells (59%) were followed by an indeterminate appointment (casual to indeterminate and casual to term to indeterminate). Total LA recruitment (indeterminate and term) was 1 957 during the period of the study. Justice Canada was the most frequent employer of this group over the period.

The proportion of casual employment with subsequent transition to status under the PSEA for the two science-based groups, SG and SE, was relatively high at 77% and 62% respectively (138 and 87 appointments respectively). The SG group stands out with 71% of spells leading to an indeterminate appointment. Total recruitment for each of these groups over the period of the study (indeterminate and term) was 604 (SG) and 753 (SE). Health Canada and Industry Canada were the most frequent employers for the SG group; Agriculture and Agri-Food Canada, Fisheries and Oceans Canada and Natural Resources Canada accounted for most of the SE recruitment.

In the ES group, 65% of employment spells were followed by subsequent appointment under the PSEA (1 112 appointments). Fifty-three percent of these casual spells led to indeterminate employment. There were 4 066 indeterminate and term ES recruits over the period.

For the PS group, the proportion of spells with subsequent appointment was 63% (67 appointments). Indeterminate employment was the result in 44% of the observations. Total PS recruitment (indeterminate and term) for the period was 390. The Correctional Service of Canada was the main employer for this group.

Table 2: Casual employment spells and subsequent appointment under the PSEA – selected groups from the Scientific and Professional category – fiscal years 1995-1996 through 2004-2005

	Casual to term	Casual to indeterminate	Casual to term to indeterminate	Total percentage of casuals subsequently appointed under the PSEA
Group	%	%	%	%
Law (LA)	25	9	50	84
Scientific Regulation (SG)	6	47	24	77
Economics, Sociology and Statistics (ES)	12	23	30	65
Psychology (PS)	19	11	33	63
Scientific Research (SE)	19	6	37	62
Engineering and Land Surveying (EN)	17	11	25	53
Chemistry (CH)	16	16	20	52
Library Science (LS)	18	7	26	51
Biological Sciences (BI)	16	11	21	48
Educational (ED)	30	2	14	46
Physical Sciences (PC)	18	6	20	44
Nursing (NU)	22	8	11	41

Source: JAIS

Selected groups – other categories

The Administrative Support category represents the largest proportion (38%) of the employment spells identified for the study. As illustrated in Figure 6, fewer than half (37%) of the spells for this category led to employment under the PSEA. Nevertheless, over the study period, 13 762 casual spells in the Administrative Support category were followed by an appointment under the PSEA representing 35% of all such appointments.

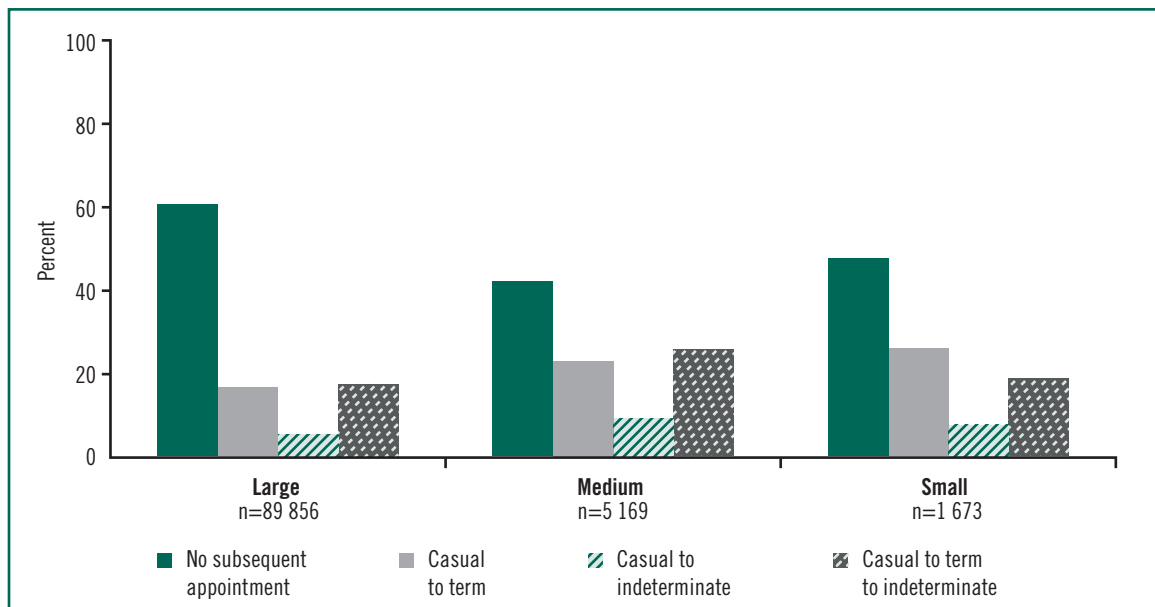
For two groups, Correction (CX) and Ship Repair (SR), 60% or more of the casual spells were followed by employment under the PSEA. Both belong to the Operational category:

- Correction: Just under 86% of casual employment spells were followed by appointment under the PSEA (511 appointments). The transitions are distributed as follows: casual to term, 8%; casual to indeterminate, 15%; and casual to term to indeterminate, 63%.
- Ship Repair: 60% of casual spells were followed by appointment under the PSEA (483 appointments). The transitions are distributed as follows: casual to term, 40%; casual to indeterminate, less than one per cent; and casual to term to indeterminate 20%.

Higher prevalence in medium and small organizations

Of the 96 698 employment spells in the study, 93% occurred in large organizations³. For the medium-sized and small organizations in the study, the tendency to appoint under the PSEA following casual tenure was relatively more prevalent than for large organizations. As depicted in Figure 7, 39% of casual hires in large organizations made the transition to the PSEA while the proportion was 58% and 52% for medium-sized and small organizations respectively.

Figure 7: Casual employment spells and subsequent appointment under the PSEA by size of organization – fiscal years 1995-1996 through 2004-2005



Source: JAIS

³ A large organization employs more than 2 000 employees, a medium organization between 351 and 2 000, and a small organization 350 or fewer employees. See Appendix 3 for a complete listing.

Subsequent appointment – large and medium-sized organizations

The organizations in Table 3 below exceed the overall average of 41% for the proportion of casual spells followed by employment under the PSEA. All groups shown had 100 or more employment spells over the study period. A complete listing by department is provided in Appendix 4. In general, spells followed by employment under the PSEA occurred most frequently in the Administrative and Foreign Service category and the Administrative Support category. Some exceptions were:

- Library and Archives Canada: Forty-seven percent of the 226 casual spells were followed by employment under the PSEA. The Technical category and Administrative Support category represent 26% and 50%, respectively, of the 108 spells followed by employment under the PSEA. Some groups within these categories and their proportions of the 108 observations are CR (46%) and SI (21%).
- Public Service Commission of Canada: Forty-four percent of the 379 casual spells were followed by employment under the PSEA. The Scientific and Professional category and Administrative Support category represent 46% and 33%, respectively, of the 166 spells followed by employment under the PSEA. Some groups within these categories and their proportions of the 166 observations are CR (33%), ED (35%) and ES (7%).
- Treasury Board of Canada Secretariat: Fifty-four percent of the 396 casual spells were followed by employment under the PSEA. The Scientific and Professional category and Administrative and Foreign Service category represent 21% and 60%, respectively, of the 215 spells followed by employment under the PSEA. Some groups within these categories and their proportions of the 215 observations are AS (34%), CR (14%), ES (20%) and IS (12%).

Four organizations, the Canada Border Services Agency, Public Safety Canada, the Public Health Agency of Canada and the Canada School of Public Service, listed in Appendix 4, have proportions for subsequent appointment under the PSEA greater than average but are excluded from Table 3 below because they were established towards the end of the study period. The shaded rows in Table 3 below identify large organizations.

Table 3: Casual employment spells and subsequent appointment under the PSEA – selected large and medium-sized organizations with proportions for subsequent appointment above the overall average of 41% – fiscal years 1995-1996 through 2004-2005

	Casual to term	Casual to indeterminate	Casual to term to indeterminate	Total percentage of casuals subsequently appointed under the PSEA
Department/agency	%	%	%	%
Passport Canada	33	5	29	67
Department of Finance Canada	19	13	33	65
Privy Council Office	21	11	31	63
Courts Administration Service	15	3	42	60
Canadian International Development Agency	15	21	23	59
Foreign Affairs and International Trade Canada	30	5	24	59
Communication Canada	19	17	22	58
Industry Canada	16	9	31	56
Immigration and Refugee Board of Canada	31	4	19	54
Treasury Board of Canada Secretariat	23	7	24	54
Statistics Canada	27	4	21	52
Indian and Northern Affairs Canada	18	8	25	51
Canadian Heritage	18	9	23	50
Solicitor General Canada	20	7	21	48
Library and Archives Canada	25	6	16	47

Table 3: Casual employment spells and subsequent appointment under the PSEA – selected large and medium-sized organizations with proportions for subsequent appointment above the overall average of 41% – fiscal years 1995-1996 through 2004-2005 *(continued)*

	Casual to term	Casual to indeterminate	Casual to term to indeterminate	Total percentage of casuals subsequently appointed under the PSEA
Department/agency	%	%	%	%
Canadian Radio-television and Telecommunications Commission	19	13	15	47
Citizenship and Immigration Canada	20	5	21	46
Public Service Commission of Canada	19	6	19	44
Western Economic Diversification Canada	18	11	15	44
Health Canada	14	9	21	44
Correctional Service Canada	12	6	25	43
Economic Development Agency of Canada for the Regions of Quebec	20	4	19	43
Human Resources and Social Development Canada	19	5	19	43
Veterans Affairs Canada	21	2	19	42

Source: JAIS

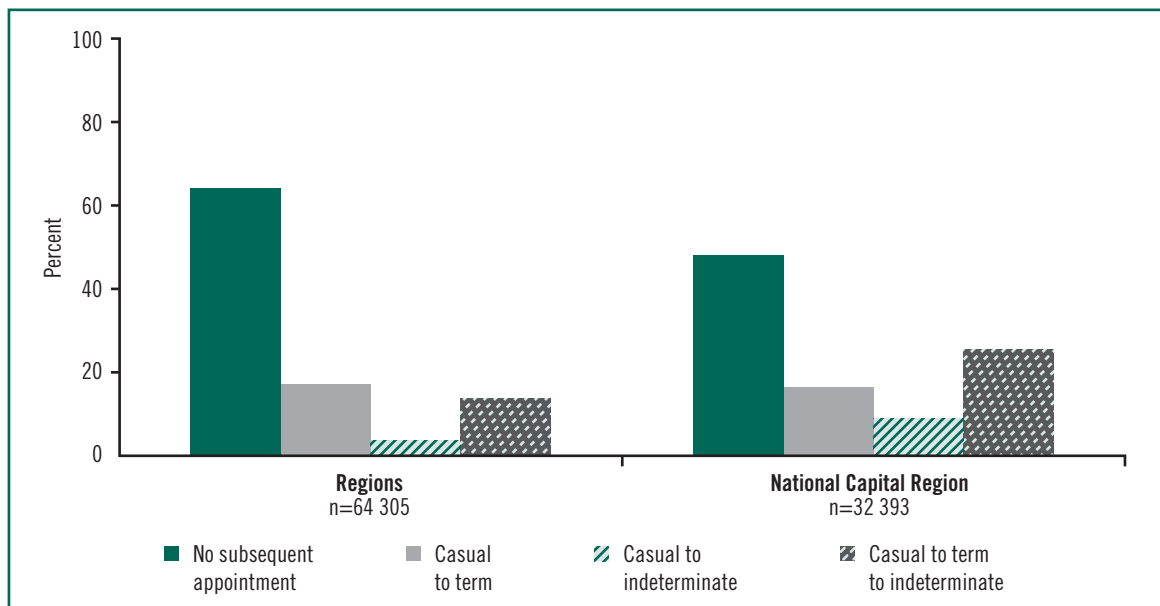
Subsequent appointment – small organizations

The three small organizations with a minimum of 100 observations, the Office of the Chief Electoral Officer (CEO), the Canadian Human Rights Commission (HRC) and the National Parole Board (NPB) had proportions for casual employment spells with subsequent appointment under the PSEA of 43%, 46% and 50% respectively.

Higher incidence in the National Capital Region

As shown in Figure 8 below, casual hires in the National Capital Region (NCR) were more likely to be subsequently appointed to a specified-period or indeterminate position than those in the regions outside the NCR. In fact, 51% of the casual intake in the NCR ended up being appointed to a specified-period or indeterminate position, compared to only 35% in the regions. However, twice as many casual spells were identified in the regions as in the NCR over the period of the study (64 305 versus 32 393).

Figure 8: Casual employment spells and subsequent appointment under the PSEA – National Capital Region (NCR) and regions outside the NCR – fiscal years 1995-1996 through 2004-2005



Source: JAIS

Some difference by gender

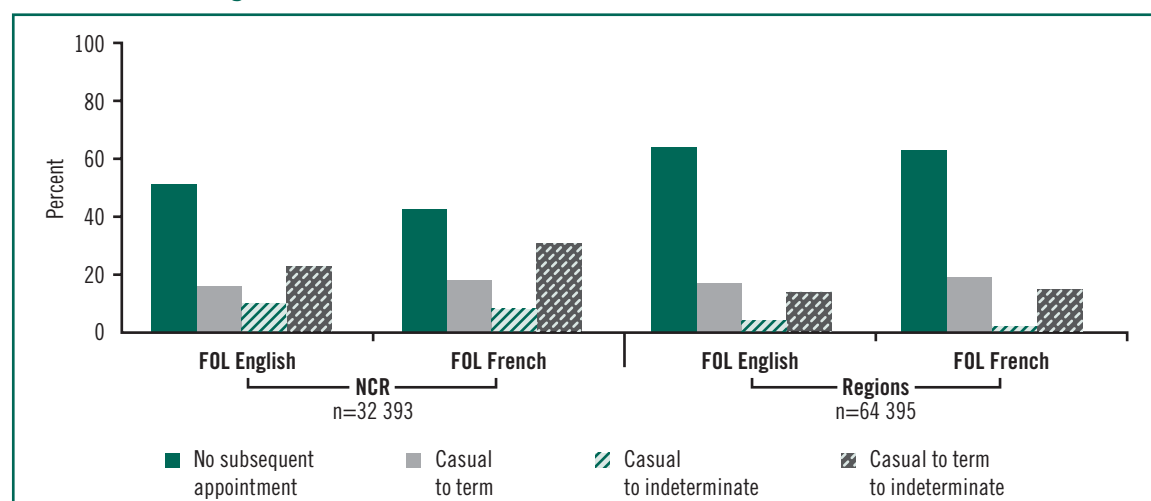
Women represent 56% of the observations in the study. The proportion of employment spells leading to employment under the PSEA is slightly higher for women (43%) than for men (37%).

Differences exist between official language groups

Appointments of persons whose first official language is French represent 26% of the observations in the study. In this group 46% of casual spells were followed by appointment under the PSEA, slightly higher than the 40% of all casual spells where English is the first official language. For observations where French is the first official language, the proportions break down as follows: casual to term 19%; casual to indeterminate 5%; and casual to term to indeterminate 22%. The corresponding proportions where English is the first official language are: casual to term 17%; casual to indeterminate 6%; casual to term to indeterminate 17%.

As shown in Figure 9, within the National Capital Region (NCR) there is approximately a nine percentage point difference in the proportion with no subsequent appointment between official language groups. Outside the NCR there is almost no difference between language groups.

Figure 9: Casual employment spells and subsequent appointment under the PSEA by first official language (FOL) and region – fiscal years 1995-1996 through 2004-2005



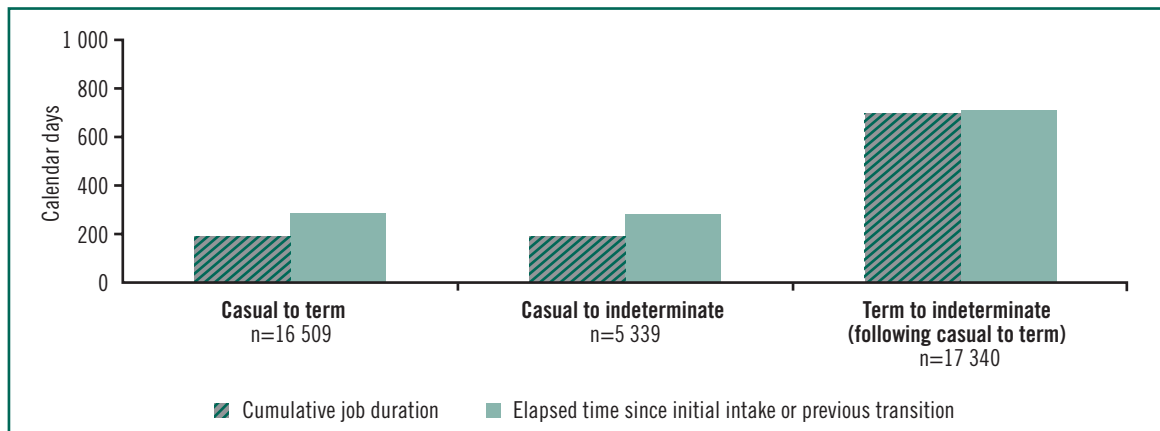
Source: JAIS

A relatively rapid transition

Casual hires subsequently appointed to a specified-period position or directly into an indeterminate position worked an average of 188 calendar days as casual prior to the transition and had an average of 1.4 casual jobs. On average, less than one year, 284 calendar days, had passed between the time of their initial casual employment and the appointment under the PSEA to a term or indeterminate position (see Figure 10).

Casual hires who were appointed to an indeterminate position via a term position worked an extra 696 days before the occurrence of the second transition.

Figure 10: Average cumulative job duration and average elapsed time prior to each transition – fiscal years 1995-1996 through 2004-2005

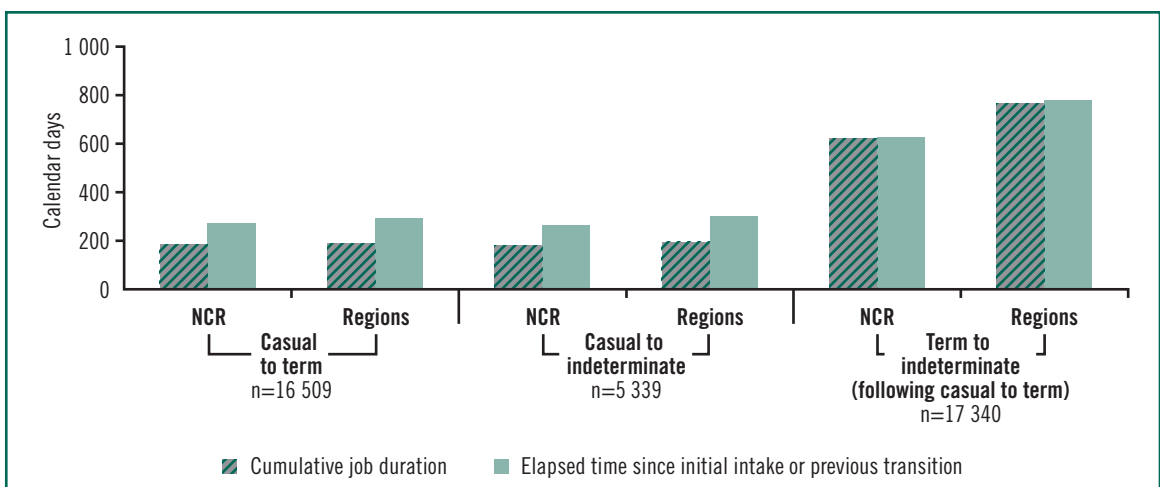


Source: JAIS

Elapsed time since initial intake or previous transition from a regional perspective is shown in Figure 11 below.

- Overall, the elapsed time in days between the initial intake and the subsequent appointment under the PSEA was somewhat shorter in the NCR (258 days) than in the regions (287 days).
- The pace at which casual hires moved successively from a term to an indeterminate position was faster in the NCR (628 days) than in the regions (780 days).

Figure 11: Average cumulative job duration and average elapsed time prior to each transition – National Capital Region and regions outside the NCR – fiscal years 1995-1996 through 2004-2005



Source: JAIS

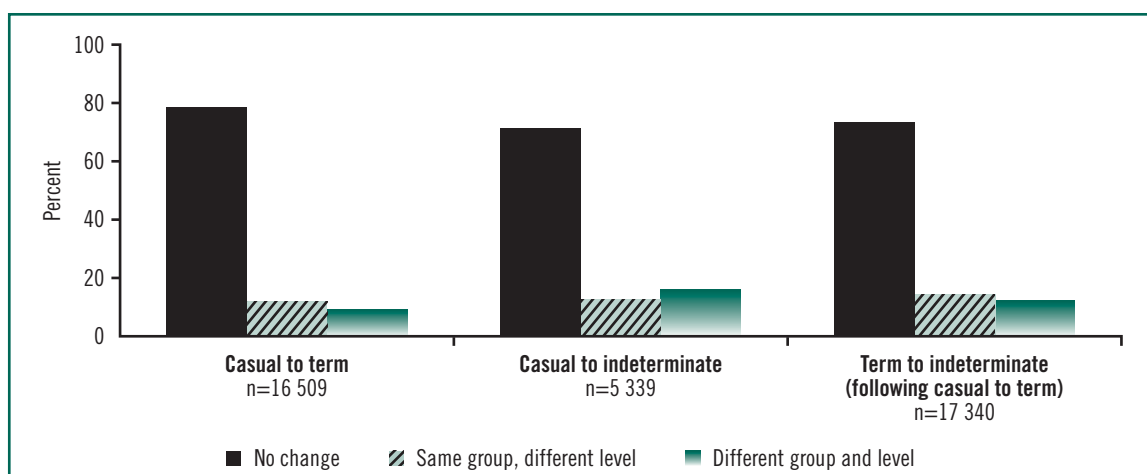
More than half of the transitions occur without a break in service

Employment spells involving casual to term or casual to indeterminate appointments were preceded by a mean break in service of 48 calendar days, with a corresponding median of zero days, that is, no break in service. In other words, more than half of all casuals moving to term or indeterminate jobs did so with no break in service. For indeterminate appointments from term the mean break in service immediately prior to the indeterminate appointment was two days, with a median of zero days.

Majority of transitions do not involve a change of classification or department/agency

The majority of subsequent appointments (75%) did not involve a change in classification at the time of the transition. Nearly 80% of transitions from casual to term did not entail a change in classification (see Figure 12). The tendency for a change in classification appears slightly greater for transitions from casual to indeterminate.

Figure 12: Subsequent appointment under the PSEA involving a change in classification by type of transition – fiscal years 1995-1996 through 2004-2005

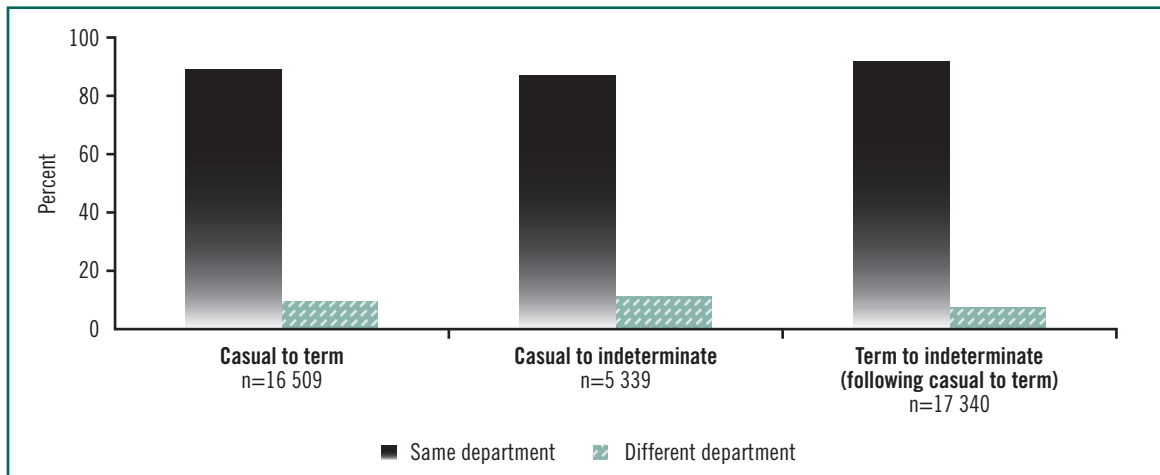


Source: JAIS

For the third transition type (casual to term to indeterminate) a change in classification occurred in 50% of the cases, almost evenly split between the move from casual employment to term employment and from term employment to indeterminate employment. As shown in Figure 12, 27% of the moves from term to indeterminate involved a change in classification.

Most of the subsequent appointments under the PSEA occurred within the same department or agency (92%). Only 6% of employees changed department or agency when going from term employment to indeterminate employment. The largest change was for casual workers who first become term and then indeterminate: 18% of these employees changed department or agency albeit for the most part during the first transition from casual to term.

Figure 13: Subsequent appointment under the PSEA involving a change in department/agency by type of transition – fiscal years 1995-1996 through 2004-2005



Source: JAIS

Concluding remarks

Since the introduction of casual employment in 1993, the demand for casuals has continued to be strong, exceeding the number of term appointments every year since 2001-2002. Most striking is the growth observed within the National Capital Region and within the Administrative and Foreign Service and the Scientific and Professional categories. It is also within this same region and these same categories that the tendency to become employed under the PSEA is found to be the highest. Generally, this trend was on the rise over the study period.

The extent to which casual hires become employed under the PSEA is important in the context of fair access to public service jobs. The study looked at all casuals hired from April 1, 1995 through March 31, 2005 and tracked these individuals through March 31, 2006 to determine what proportion of them subsequently became employed under the PSEA. Over this period, 41% of casual employment spells were followed by an appointment under the PSEA. The conditions on casual employment change under the new *Public Service Employment Act* (as of December 31, 2005). The maximum number of days of employment changes from 125 working days within any one year period under the old Act, to 90 working days within the timeframe of a calendar year. This may have an impact on future trends.

Study team

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Appendices

Appendix 1 – Methodology and definitions

Data source

The data for the study were taken from the Public Service Commission's Job-based Analytical Information System (JAIS). All information held in JAIS is based on data extracted from the Incumbent file which is a snapshot of the broader public service pay system managed by Public Works and Government Services Canada. The core of the JAIS data is made up of information on the substantive jobs held between April 1990 and the present and provides a description of the characteristics of these jobs.

Scope

The objective of the study was to describe the extent and the prevalence of casual hiring and subsequent transitions to specified-period or indeterminate employment.

The study examined casual employment only, excluding other types of temporary employment: term employees, students and contract workers. The analysis was based on all new casuals hired from April 1, 1995 to March 31, 2005. Subsequent employment for these individuals was observed up to March 31, 2006. Appointments were considered "subsequent" when occurring within one year from the end of the last appointment. Employees from the Canada Revenue Agency and Parks Canada were removed from the *Public Service Employment Act* (PSEA) population to control for department and agency reorganizations during the period of the study. In total 96 698 casual employment spells were identified for the study.

Definitions

Appointments subject to the PSEA include all employees under the *Public Service Staff Relations Act* (PSSRA) 1.1, minus the Canadian Dairy Commission and the Royal Canadian Mounted Police temporary civilians, plus five separate agencies under PSSRA 1.2. (Indian Oil and Gas, the National Energy Board, the Office of the Correctional Investigator, the Office of the Superintendent of Financial Institutions and the Public Service Staff Relations Board).

The approach taken to the analysis of the data for this study defines an employment spell for each casual hire as all successive employment without a break of service of more than one year. Therefore, an employment spell for each individual is deemed to be terminated once no subsequent appointment is reported within the 365 days that follow the end of the last appointment. Consequently, an employee may have more than one spell of casual employment.

The focus of this study is on “forward” movement from casual to term to indeterminate within an employment spell. More specifically, three types of transitions were observed: casual to indeterminate; casual to term; and casual to term to indeterminate.

Backward movements, such as indeterminate to specified-period (term) or to casual, account for a small proportion of the sample of appointments under study and were ignored. As such, an employee was considered to have remained at his previous tenure for the purpose of calculating time spent at tenure prior to each transition.

The one-year period was considered long enough to capture the re-employment of casuals while at the same time excluding appointments that are so far apart that they would not normally be considered to be related.

Casual hires included the following employees:

- 1 – All employees with no previous tenure under the PSEA or with a previous tenure as student hired as casual;
- 2 – All employees with a previous tenure under the PSEA hired as a casual but showing a break of service greater than a year since the end of their last employment.

Notes

1. Over the period of this study there were a number of administrative changes to the way appointments were reported. These adjustments do not affect the JAIS-based data reported in this study, but are considerations when reviewing Annual Report figures for total casual appointments prior to 1999.
 - a) As of fiscal year 1998-1999, all departments and agencies were delegated the authority to hire casual workers.
 - b) Prior to 1998-1999 under the old reporting structure, each extension of casual employment was counted as a new hire, whereas in the revised process an additional period of casual employment is considered an extension of the previous appointment unless there is a break in service.
 - c) The PSC stopped collecting data on individual appointments via the Report on Staffing Transaction effective March 31, 1999.
2. Department/organization grouping: Observations were combined for several organizations for the purpose of the study. Some examples include:
 - The National Archives (ARC) and the National Library of Canada (NLI) were merged under Library and Archives Canada (BAL);
 - The Tax Court of Canada (TCC) and the Federal Court of Canada (FCT) were merged under the Courts Administration Service (CAJ);
 - Social Development Canada (CSD) was merged with Human Resources Development Canada (REH); under Human Resources and Social Development Canada (HRSDC);
 - Praire Farm Rehabilitation Administration was merged with Agriculture and Agri-Food Canada.

Appendix 2 – Glossary

Casual employment – PSEA prior to December 31, 2005

A short-term employment option to hire persons to the public service for a period not exceeding 90 calendar days at one time, nor for more than 125 working days within any 12-month period in any one department or agency. None of the provisions of the PSEA, other than those authorizing the making of such appointments, applies to these hires.

Casual employment – PSEA as of December 31, 2005

A short-term employment option to hire someone. Under the PSEA, a casual worker cannot work more than 90 days in one calendar year in a given department. None of the provisions of the PSEA, such as the merit requirement, apply to casual workers.

Closed Competition

A competition open only to persons employed in the public service.

Indeterminate (permanent) employment

Part-time or full-time, including seasonal, employment of no fixed duration.

Mean

The most common measure of central tendency; the arithmetic average of a set of numbers.

Median

The value found in the middle of a group of values that have been ranked from lowest to highest.

Open Competition

A competition open to the public, including persons employed in the public service.

Specified-period (term) employment

Part-time or full-time employment of a fixed duration.

Appendix 3 – Department/agency size

Large departments/agencies (more than 2 000 employees)

Agriculture and Agri-Food Canada (6 706)
Canada Border Services Agency (9 507)
Canadian Heritage (2 108)
Citizenship and Immigration Canada (5 461)
Correctional Service Canada (14 465)
Department of Justice Canada (4 627)
Environment Canada (6 173)
Fisheries and Oceans Canada (10 092)
Foreign Affairs and International Trade Canada (3 983)
Health Canada (10 200)
Human Resources and Social Development Canada (24 420)
Indian and Northern Affairs Canada (3 921)
Industry Canada (5 806)
National Defence Canada (public service employees) (20 974)
Natural Resources Canada (4 727)
Public Works and Government Services Canada (12 887)
Royal Canadian Mounted Police (public service employees) (4 422)
Statistics Canada (5 468)
Transport Canada (4 788)
Veterans Affairs Canada (3 648)

Medium departments/agencies (351 – 2 000 employees)

Atlantic Canada Opportunities Agency (656)
Canada Public Service Agency (480)
Canada School of Public Service (582)
Canadian Grain Commission (643)
Canadian International Development Agency (1 625)

Canadian Radio-television and Telecommunications Commission (394)
Canadian Space Agency (606)
Communication Canada (427)
Courts Administration Service (562)
Department of Finance Canada (997)
Economic Development Agency of Canada for the Regions of Quebec (437)
Immigration and Refugee Board of Canada (979)
Library and Archives Canada (1 152)
Office of the Superintendent of Financial Institutions Canada (425)
Passport Canada (1 742)
Privy Council Office (846)
Public Health Agency of Canada (1 815)
Public Safety Canada (675)
Public Service Commission of Canada (1 007)
Solicitor General Canada (710)
Treasury Board of Canada Secretariat (783)
Western Economic Diversification Canada (378)

Small departments/agencies (350 or fewer employees)

Canada Centre for Management Development (206)
Canada Firearms Centre (309)
Canada Industrial Relations Board (93)
Canadian Artists and Producers Professional Relations Tribunal (11)
Canadian Environmental Assessment Agency (127)
Canadian Forces Grievance Board (42)
Canadian Human Rights Commission (207)
Canadian Human Rights Tribunal (20)
Canadian Intergovernmental Conference Secretariat (24)
Canadian International Trade Tribunal (83)
Canadian Transportation Agency (259)

Civil Aviation Tribunal (7)

Commission for Public Complaints Against the Royal Canadian Mounted Police (38)

Financial Consumer Agency of Canada (37)

Hazardous Materials Information Review Commission Canada (30)

Indian Oil and Gas Canada (71)

Indian Residential Schools Resolution Canada (169)

Infrastructure Canada (141)

International Joint Commission (Canadian Section) (36)

International Trade Canada (see Foreign Affairs and International Trade Canada)

Law Commission of Canada (12)

Military Police Complaints Commission of Canada (14)

Millennium Bureau of Canada (29)

NAFTA Secretariat – Canadian Section (7)

National Energy Board (300)

National Farm Products Council (14)

National Parole Board (307)

Office of the Chief Electoral Officer (339)

Office of the Commissioner for Federal Judicial Affairs (64)

Office of the Commissioner of Official Languages (153)

Office of the Governor General's Secretary (154)

Offices of the Information and Privacy Commissioners of Canada (124)

Patented Medicine Prices Review Board Canada (43)

Public Service Labour Relations Board (78)

Public Service Staff Relations Board (60)

Registry of the Competition Tribunal (9)

Status of Women Canada (123)

Supreme Court of Canada (Office of the Registrar) (187)

The Correctional Investigator Canada (19)

Transportation Appeal Tribunal of Canada (4)

Transportation Safety Board of Canada (236)

Appendix 4 – Casual appointment spells and subsequent transitions – 1995-1996 through 2004-2005 – departments/agencies

	No transition		Casual to term		Casual to indeterminate		Casual to term to indeterminate		ALL	
	N	%	N	%	N	%	N	%	N	%
Agriculture and Agri-Food Canada	4 138	61	1 373	20	337	5	931	14	6 779	100
Atlantic Canada Opportunities Agency	118	59	13	6	30	15	40	20	201	100
Canada Border Services Agency	50	23	39	18	32	15	97	44	218	100
Canada Firearms Centre	18	23	30	38	8	10	24	30	80	100
Canada Industrial Relations Board	20	43	10	22	4	9	12	26	46	100
Canada Public Service Agency	37	44	13	15	10	12	25	29	85	100
Canada School of Public Service	64	36	67	37	1	1	47	26	179	100
Canadian Grain Commission	91	61	38	26	3	2	16	11	148	100
Canadian Heritage	555	50	203	18	95	9	252	23	1 105	100
Canadian Human Rights Commission	64	54	15	13	7	6	33	28	119	100
Canadian International Development Agency	131	41	46	15	67	21	73	23	317	100
Canadian Radio-television and Telecommunications Commission	97	53	34	19	24	13	28	15	183	100
Canadian Transportation Agency	13	22	18	31	9	15	19	32	59	100
Citizenship and Immigration Canada	1 387	54	505	20	130	5	538	21	2 560	100
Communication Canada	57	42	26	19	23	17	30	22	136	100

Appendix 4 – Casual appointment spells and subsequent transitions – 1995-1996 through 2004-2005 – departments/agencies (continued)

	No transition		Casual to term		Casual to indeterminate		Casual to term to indeterminate		ALL	
	N	%	N	%	N	%	N	%	N	%
Correctional Service Canada	3 132	57	650	12	347	6	1 405	25	5 534	100
Courts Administration Service	47	39	18	15	4	3	50	42	119	100
Department of Finance Canada	102	35	57	19	38	13	96	33	293	100
Department of Justice Canada	1 458	65	247	11	146	6	402	18	2 253	100
Economic Development Agency of Canada for the Regions of Quebec	65	57	23	20	4	4	22	19	114	100
Environment Canada	1 609	59	474	17	206	8	445	16	2 734	100
Fisheries and Oceans Canada	6 785	65	1 733	17	363	3	1 510	15	10 391	100
Foreign Affairs and International Trade Canada	172	41	124	30	19	5	101	24	416	100
Health Canada	4 426	57	1 058	14	703	9	1 617	21	7 804	100
Human Resources and Social Development Canada	3 680	57	1 223	19	320	5	1 197	19	6 420	100
Immigration and Refugee Board of Canada	214	46	143	31	18	4	89	19	464	100
Indian and Northern Affairs Canada	1 207	50	440	18	185	8	605	25	2 437	100
Indian Residential Schools Resolution Canada	16	33	4	8	24	50	4	8	48	100
Industry Canada	440	44	164	16	91	9	309	31	1 004	100
Infrastructure Canada	8	26	5	16	9	29	9	29	31	100

Appendix 4 – Casual appointment spells and subsequent transitions – 1995-1996 through 2004-2005 – departments/agencies (continued)

	No transition		Casual to term		Casual to indeterminate		Casual to term to indeterminate		ALL	
	N	%	N	%	N	%	N	%	N	%
Library and Archives Canada	118	52	57	25	14	6	37	16	226	100
Millennium Bureau of Canada	15	41	20	54	0	0	2	5	37	100
National Defence Canada (public service employees)	14 680	67	3 576	16	859	4	2 875	13	21 990	100
National Parole Board	85	50	41	24	5	3	39	23	170	100
Natural Resources Canada	1 677	60	531	19	123	4	458	16	2 789	100
Office of the Chief Electoral Officer	351	57	200	33	6	1	57	9	614	100
Office of the Commissioner of Official Languages	37	59	5	8	11	17	10	16	63	100
Office of the Governor General's Secretary	20	51	5	13	6	15	8	21	39	100
Offices of the Information and Privacy Commissioners of Canada	21	40	7	13	7	13	17	33	52	100
Passport Canada	253	33	249	33	37	5	220	29	759	100
Privy Council Office	139	37	79	21	40	11	117	31	375	100
Public Health Agency of Canada	111	26	75	17	67	15	180	42	433	100

Appendix 4 – Casual appointment spells and subsequent transitions – 1995-1996 through 2004-2005 – departments/agencies (continued)

	No transition		Casual to term		Casual to indeterminate		Casual to term to indeterminate		ALL	
	N	%	N	%	N	%	N	%	N	%
Public Safety Canada	22	21	25	24	18	17	39	38	104	100
Public Service Commission of Canada	213	56	71	19	24	6	71	19	379	100
Public Works and Government Services Canada	3 594	59	788	13	360	6	1 310	22	6 052	100
Royal Canadian Mounted Police (public service employees)	1 455	58	435	17	140	6	459	18	2 489	100
Solicitor General Canada	67	52	26	20	9	7	27	21	129	100
Statistics Canada	1 068	49	583	27	81	4	464	21	2 196	100
Status of Women Canada	13	37	9	26	6	17	7	20	35	100
Supreme Court of Canada (Office of the Registrar)	18	33	17	31	1	2	19	35	55	100
Transport Canada	2 703	65	642	15	190	5	620	15	4 155	100
Transportation Safety Board of Canada	18	53	9	26	6	18	1	3	34	100
Treasury Board of Canada Secretariat	181	46	92	23	26	7	97	24	396	100
Veterans Affairs Canada	305	58	111	21	13	2	101	19	530	100
Western Economic Diversification Canada	61	56	20	18	12	11	16	15	109	100
Other ⁴	84	40	43	20	21	10	63	30	211	100
All	57 510	59	16 509	17	5 339	6	17 340	18	96 698	100

Source: JAIS

⁴ Departments/agencies with fewer than 25 observations.

Appendix 5 – Casual appointment spells and subsequent transitions – 1995-1996 through 2004-2005 – groups

	No transition		Casual to term		Casual to indeterminate		Casual to term to indeterminate		ALL	
	N	%	N	%	N	%	N	%	N	%
Administrative Services (AS)	2 578	44	925	16	479	8	1 834	32	5 816	100
Aircraft Operations (AO)	26	43	9	15	16	27	9	15	60	100
Architecture and Town Planning (AR)	28	48	5	9	4	7	21	36	58	100
Biological Sciences (BI)	599	52	180	16	132	11	246	21	1 157	100
Chemistry (CH)	85	47	30	16	30	16	37	20	182	100
Clerical and Regulatory (CR)	21 134	63	5 710	17	1 142	3	5 680	17	33 666	100
Commerce (CO)	244	41	84	14	88	15	172	29	588	100
Communications (CM)	13	50	5	19	1	4	7	27	26	100
Computer Systems Administration (CS)	2 044	49	671	16	303	7	1 122	27	4 140	100
Correction (CX)	86	14	45	8	88	15	378	63	597	100
Data Processing (DA)	361	69	103	20	6	1	57	11	527	100
Defence Scientific Service (DS)	11	39	5	18	1	4	11	39	28	100
Drafting and Illustration (DD)	202	66	46	15	6	2	53	17	307	100
Economics, Sociology and Statistics (ES)	596	35	213	12	386	23	513	30	1 708	100
Education (ED)	383	54	211	30	17	2	101	14	712	100
Electronics (EL)	186	61	41	13	32	10	47	15	306	100
Engineering and Land Surveying (EN)	231	47	83	17	55	11	124	25	493	100

Appendix 5 – Casual appointment spells and subsequent transitions – 1995-1996 through 2004-2005 – groups

(continued)

	No transition		Casual to term		Casual to indeterminate		Casual to term to indeterminate		ALL	
	N	%	N	%	N	%	N	%	N	%
Engineering and Scientific Support (EG)	3 757	63	1 178	20	218	4	816	14	5 969	100
Executive (EX)	25	68	5	14	4	11	3	8	37	100
Financial Administration (FI)	113	25	52	12	139	31	148	33	452	100
Firefighters (FR)	92	55	30	18	9	5	36	22	167	100
Forestry (FO)	22	58	7	18	1	3	8	21	38	100
General Labour and Trades (GL)	9 741	75	1 899	15	307	2	1 025	8	12 972	100
General Services (GS)	5 005	75	983	15	162	2	562	8	6 712	100
General Technical (GT)	425	53	115	14	56	7	201	25	797	100
Heat, Power and Stationary Plant Ops (HP)	207	58	81	23	28	8	43	12	359	100
Hospital Services (HS)	313	71	86	19	4	1	39	9	442	100
Information Services (IS)	676	41	278	17	212	13	487	29	1 653	100
Law (LA)	44	17	65	25	24	9	132	50	265	100
Library Science (LS)	49	49	18	18	7	7	26	26	100	100
Lightkeepers (LI)	225	80	33	12	16	6	9	3	283	100
Mathematics (MA)	12	28	0	0	18	42	13	30	43	100
Medicine (MD)	25	42	6	10	26	43	3	5	60	100
Meteorology (MT)	22	35	5	8	31	50	4	6	62	100
Nursing (NU)	500	59	182	22	68	8	91	11	841	100
Office Equipment Operation (OE)	67	96	2	3	1	1	0	0	70	100

Appendix 5 – Casual appointment spells and subsequent transitions – 1995-1996 through 2004-2005 – groups

(continued)

	No transition		Casual to term		Casual to indeterminate		Casual to term to indeterminate		ALL	
	N	%	N	%	N	%	N	%	N	%
Organization and Methods (OM)	15	41	7	19	3	8	12	32	37	100
Personnel Administration (PE)	199	35	147	26	62	11	165	29	573	100
Physical Sciences (PC)	701	56	228	18	72	6	244	20	1 245	100
Primary Products Inspection (PI)	261	79	58	18	0	0	10	3	329	100
Program Administration (PM)	1 390	42	579	17	444	13	931	28	3 344	100
Psychology (PS)	39	37	20	19	12	11	35	33	106	100
Purchasing and Supply (PG)	73	31	33	14	55	24	73	31	234	100
Radio Operations (RO)	34	60	10	18	7	12	6	11	57	100
Scientific Regulation (SG)	40	22	11	6	84	47	43	24	178	100
Scientific Research (SE)	53	38	26	19	9	6	52	37	140	100
Secretarial, Stenographic, Typing (ST)	1 475	58	392	16	162	6	494	20	2 523	100
Ship Repair (SR)	325	40	321	40	3	0	159	20	808	100
Ships' Crews (SC)	1 354	54	712	28	27	1	428	17	2 521	100
Ships' Officers (SO)	275	60	107	23	11	2	64	14	457	100

Appendix 5 – Casual appointment spells and subsequent transitions – 1995-1996 through 2004-2005 – groups

(continued)

	No transition		Casual to term		Casual to indeterminate		Casual to term to indeterminate		ALL	
	N	%	N	%	N	%	N	%	N	%
Social Science Support (SI)	642	48	270	20	128	10	305	23	1 345	100
Social Work (SW)	21	66	0	0	3	9	8	25	32	100
Technical Inspection (TI)	85	47	29	16	39	22	27	15	180	100
Translation (TR)	16	19	3	4	35	41	31	36	85	100
University Teaching (UT)	13	20	50	76	3	5	0	0	66	100
Welfare Programs (WP)	265	54	74	15	25	5	129	26	493	100
Other ⁵	107	42	41	16	38	15	66	26	252	100
All	57 510	59	16 509	17	5 339	6	17 340	18	96 698	100

Source: JAIS

⁵ Occupational groups with fewer than 25 observations.

Appendix 6 – Categories and professional groups

The following categories and groups are represented in the data.

Category	Group
Executive	<ul style="list-style-type: none"> ■ Executive (EX, GX)
Scientific and Professional	<ul style="list-style-type: none"> ■ Agriculture (AG) ■ Architecture and Town Planning (AR) ■ Auditing (AU) ■ Biological Sciences (BI) ■ Chemistry (CH) ■ Dentistry (DE) ■ Defence Scientific Service (DS) ■ Economics, Sociology and Statistics (ES) ■ Education (ED) ■ Engineering and Land Surveying (EN) ■ Forestry (FO) ■ Historical Research (HR) ■ Home Economics (HE) ■ Law (LA) ■ Library Science (LS) ■ Mathematics (MA) ■ Medicine (MD) ■ Meteorology (MT) ■ Nursing (NU) ■ Occupational and Physical Therapy (OP) ■ Pharmacy (PH) ■ Physical Sciences (PC) ■ Psychology (PS) ■ Scientific Regulation (SG) ■ Scientific Research (SE) ■ Social Work (SW) ■ University Teaching (UT) ■ Veterinary Medicine (VM)
Administrative and Foreign Service	<ul style="list-style-type: none"> ■ Administrative Services (AS) ■ Commerce (CO) ■ Computer Systems Administration (CS) ■ Financial Administration (FI) ■ Foreign Service (FS) ■ Information Services (IS) ■ Management Trainee Program (MM) ■ Organization and Methods (OM) ■ Personnel Administration (PE) ■ Program Administration (PM) ■ Purchasing and Supply (PG) ■ Translation (TR) ■ Welfare Programs (WP)

Appendix 6 – Categories and professional groups *(continued)*

Category	Group
Technical	<ul style="list-style-type: none"> ■ Air Traffic Control (AI) ■ Aircraft Operations (AO) ■ Drafting and Illustration (DD) ■ Educational Support (EU) ■ Electronics (EL) ■ Engineering and Scientific Support (EG) ■ General Technical (GT) ■ Photography (PY) ■ Primary Products Inspection (PI) ■ Radio Operations (RO) ■ Ships' Officers (SO) ■ Social Science Support (SI) ■ Technical Inspection (TI)
Administrative Support	<ul style="list-style-type: none"> ■ Clerical and Regulatory (CR) ■ Communications (CM) ■ Data Processing (DA) ■ Office Equipment Operation (OE) ■ Secretarial, Stenographic, Typing (ST)
Operational	<ul style="list-style-type: none"> ■ Correction (CX) ■ Firefighters (FR) ■ General Labour and Trades (GL) ■ General Services (GS) ■ Heat, Power and Stationary Plant Ops. (HP) ■ Hospital Services (HS) ■ Lightkeepers (LI) ■ Printing Operations (PR) ■ Ships' Crews (SC) ■ Ship Repair (SR)
Unassigned	<ul style="list-style-type: none"> ■ Indian Oil and Gas (AB) ■ Leadership Programs (PL) ■ National Energy Board (NB) ■ Nutrition and Dietetics (ND) ■ Regulatory Enforcement (RE)

