



New Professionals

Driving a New Public

Service Conference

October 22 > 23 > 2001

Arcadian Court

Toronto, Ontario


CANADA



New

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Driving A  
New Public  
Service

|>a report



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*“By bringing together new and experienced professionals, this conference will be an important forum for discussing some of the key challenges facing public service, as well as celebrating the important role of public servants. New professionals, in my opinion, are very interested in playing a substantive role in the evolution of the public service.”*

*Andromache Karakatsanis*  
Ontario Secretary of the Cabinet  
and Honourary Conference Chair

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Ontario Secretary of the Cabinet and Honourary Conference Chair

**Mel Cappe**

Clerk of the Privy Council

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2001 President of IPAC

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# Introduction:

## Beginning the Dialogue

The New Professionals Organizing Committee is proud to present this report summarizing the opinions and ideas that were developed at the New Professionals Driving a New Public Service conference. The conference, which was held at the Arcadian Court in Toronto on October 22 and 23, 2001, was intended as a forum for dialogue between new and experienced public servants from all levels of government and all regions in Canada.

**The conference was built around three panels:**

- \* Why Public Service?
- \* I<sup>3</sup>: Institution, Innovation, and Integration
- \* Politics vs. Administration

Each panel featured expert speakers, from academics to public servants to politicians. The speakers offered their diverse perspectives on the various panel topics, and delegates participated in the idea-generating process through question-and-answer sessions, which raised more issues and perspectives about new professionals in the public service.

A recurring theme this report follows is that of building: building careers, building ideas, and building identities. Also reflected in the report is the concept of building bridges, as the conference offered an excellent opportunity for a wide range of perspectives to come together and find creative solutions to some of the matters concerning the public service. This meeting of minds not only gave insight into potential progressive solutions to public service challenges, but also helped demonstrate that some perspectives are no longer as relevant as they once were.

For example, prior to the conference, senior public servants and conference delegates were asked to identify some of the key challenges facing the public service in Canada today. Designed and led by volunteer facilitators Chantal Normand and John McBeth, each table of conference participants was asked to choose one of the themes identified, was presented with several issues that related to their choice, and charged with developing practical solutions. The search sessions drew on the perspectives of both new and experienced public servants working together. The issues discussed in these sessions, and the recommendations each group reached on the best way to tackle the challenges presented, are summarized in text boxes throughout the report. Verbatim search session results, along with speakers' presentations can be found on the conference website at: [www.newpublicservice.ca](http://www.newpublicservice.ca)

*Emerging Trends  
in Public Service Culture  
- Voices at the Conference*

While new professionals embody a great diversity in terms of career focus, educational and vocational background, and future plans, some general trends did emerge during the conference.

**Variety is in.** While new professionals may demonstrate a strong commitment to working in public service, this does not mean they want the same job for their whole careers. New professionals want a range of experiences throughout the public service and they don't mind being held to high standards.

**Learning is in.** New professionals love to learn. In fact, along with variety, it's probably one of the most important factors in keeping them in their jobs. They want to hear about the experiences of senior public servants. They want an opportunity to ask questions and make suggestions.

**Hierarchy is out.** New professionals are team players, preferring horizontality to hierarchy. They relish the opportunity to take on a challenge as part of a team. They want to work with others, not for others.

**Talk is out.** New professionals have seen, heard, and contributed to the ideas that will drive the public service forward. These ideas have been articulated through innumerable surveys, reports, strategies, working groups, focus groups, and conferences - and conference reports such as this one. Now, the time has come to act on this advice. Using ideas like the ones set forth in the following pages, let's create an innovative public service work environment that attracts and supports new professionals. But we shouldn't stop there; let's maintain the dialogue to create an innovative public sector.



# Building a Career: Why Public Service?

## *Rising to the Challenge: Quality Work for New Public Servants*

At the heart of what new public service professionals are searching for in a career is the opportunity to do quality work. This was the overwhelming (but not surprising) message conveyed by the conference delegates. This conviction was strongly articulated during the conference panel examining the question of Why Public Service? which featured Carolyn Farquar, Principal Research Associate of the Conference Board of Canada, Jeff Kelly, Policy Analyst for the Government of Manitoba, and Professor Evert Lindquist, Director of the School of Public Administration, University of Victoria. Wynne Young, Chair of the Public Service Commission of Saskatchewan, moderated the session.

For the new professional, quality work is that which is meaningful and challenging, uses his or her current skills and competencies, and helps develop new ones. Quality work also provides the opportunity to be creative. Of course, as most new professionals are aware, very few jobs, including government positions, offer work that meets these criteria 100 per cent of the time. However, it is not an unreasonable expectation for new professionals to be given quality work that is appropriate to their skill level, which will motivate them to seek higher levels of achievement in their positions. Within government there is plenty of opportunity to offer meaningful work to new professionals. This should not be underestimated as a key recruiting advantage that can be utilized to draw talented individuals into a career in public service. Kelly, a new professional from the Manitoba

public service, conveyed this message in his presentation, beginning with a notable quote from Mel Cappe, Clerk of the Privy Council: "The recruiting power of government lies in connecting with the idealism of people who can serve the larger good." Like their predecessors, the new generation of public servants has a strong desire to serve the public good. However, a barrier exists that prevents government from taking full advantage of its unique potential to meet this key career objective and using it effectively to recruit and retain new professionals. This barrier is a discrepancy in expectations: the kind of work new professionals are delegated upon entering the public service may not fit their perception of "making a contribution." When this situation arises, it requires the new public servant to possess both patience and a longer-term perspective. It can be extremely difficult for new public servants to maintain this attitude when the day-to-day aspects of their work appear to have little relevance to actual public service. One means of addressing this problem is for management and experienced colleagues to take time to explain to those in the early stage of their careers how what they are doing fits into the bigger picture. Furthermore, it is important for management to keep this expectation in mind when delegating work to new professionals. As Kelly suggested in his presentation, if certain expectations are not met, then new professionals will seek out other fields in which they feel they can better serve the public good.

Lindquist noted in his panel presentation that new professionals are seeking work that is challenging, creative, and allows for knowledge building. Unfortunately, government

sometimes falls short of meeting these expectations. In her remarks, Farquhar cited a survey conducted by the Public Service Commission of Canada (PSC) of newly hired public servants in 2001. Thirty-six per cent of those surveyed reported that their jobs did not make full use of their talents, and 49 per cent stated that independent decision-making was not encouraged. Farquhar indicated that the lack of challenging work is a key reason why people leave organizations. The lack of work that makes use of employees' abilities can result in their feeling underutilized, which in turn can discourage them from investing in their work, and may lead them to seek other employment where they believe their merit will earn them more challenging work.

To prevent this from occurring, it must be recognized that although new professionals may come to a position with varying degrees of experience, they all arrive with skill sets they are eager to employ and to expand. Therefore, it is important that organizations demonstrate a willingness to give them the opportunity to do just that. It is then the responsibility of the new professional to rise to the occasion whenever such an opportunity presents itself. The search for challenging work is not a new concept, but is an ongoing requirement of those pursuing public sector employment. Organizations must be prepared to meet this condition if they intend to retain new talent.

An organization's ability to retain employees is closely linked to the essential nature of first impressions. Rightly or wrongly, the impression made by his or her first position in government determines whether or not a new professional perceives the organization as a place that will foster both career and personal development. Lindquist emphasized that public sector employers facing the recruiting challenge must try to ensure that a first job meets at least some of a new professional's expectations.

In jurisdictions that have established public sector internship programs, such as Manitoba and Ontario, organizations actually have some ability to determine the quality of a first job experience, based in part on the feedback of participants in the program. In other situations, where entry into the public service is not supported by a program, a significant amount of responsibility rests on more experienced employees to make a new person feel welcome. As Lindquist argues, current employees are crucial in facilitating transition and providing meaningful work to new recruits, a process which can be supported by formal or informal mentorship, and by including new employees in project/team experiences.

Building a corporate culture that encourages this practice really comes down to individuals - managers, supervisors, senior colleagues being willing to let new professionals take ownership of their work and access experiences that will strengthen their resolve to stay.

// *Organizations must be prepared to meet this condition if they intend to retain new talent.*

## Search Session Challenge: >> Recruitment and Retention

Projected population trends indicating significant retirement levels suggest a need to reevaluate the mechanisms involved in recruiting and retaining the country's public servants.

Tables of delegates who chose this topic during the search session pointed to several issues regarding recruitment and retention, including some that could change attitudes, working environments, and the marketing of the public service to new professionals. Problems identified included cumbersome and lengthy hiring processes, low morale and the negative image of the public service.

With respect to the first problem, delegates noted that hiring processes needed to be streamlined and modernized using up-to-date and creative HR techniques and establishing best practices for hiring committees. In working through the second and third issues, it became clear that low morale and public image are inextricably linked. Improvements in one area could lead to improvements in the other.

Delegates suggested that increased employee motivation (through rewards and recognition, team building and workload/job satisfaction analyses) would bolster commitment and pride in public service, and help new professionals (and others) project a positive image to the general public. Establishing open communication, and ensuring public servants have the opportunity to be a part of change, were other ways of improving morale.

Externally, public image could be improved by marketing the public sector in a positive light and by finding "champions" to highlight the good work of the public service (it was suggested that politicians ought to assume some responsibility for this).

### *The Mobile Professional: Inter and Intra - Governmental Mobility*

In recent years, public service careers have been marked by increased mobility among departments and , as public servants seek to broaden their career prospects and develop a variety of competencies. It appears that new professionals in the public service will perpetuate this trend. As Kelly asserted in his presentation, new public servants are seeking employment that gives them the opportunity to move through an organization and enables them to work in a variety of fields. This flexibility represents a major draw of public service for new professionals.

There has also been significant movement of professionals between the public and private sectors in recent years. The flow, however, is perceived as moving in one direction - out of the public sector. Public servants themselves are often guilty of subscribing to the perception that a public servant taking a position in the private sector means not only moving "outward" but also "upward." The elevated status of private sector careers in the minds of some public servants, as well as of the public at large, has had a negative impact on public sector careers, and is reflected in the perception of an imbalance of flows between the two sectors. It is discouraging that few former public servants return from the private sector; those who do usually return as consultants, not full-fledged public servants, and often receive more lucrative opportunities in this role.

This situation suggests that it is time for a shift in perceptions of career mobility between the two sectors. Why shouldn't public servants move among positions in the public and private sectors, as they would among intra-government positions? Ideally, exploring employment opportunities in different sectors should be perceived as furthering career development and equipping people with skills to be

better public servants upon their return. Kelly argued in his presentation that the departure of new professionals from public service should not be perceived as a failure for the public service. Lindquist also discussed the reality that young people are more likely to switch jobs multiple times in the span of their careers than in the past, and that a solution is for public service to provide as much flexibility as possible secondments, exchanges, etc. Furthermore, the likelihood of new professionals who have taken jobs in other sectors returning to public service is largely dependent on the quality of their initial experiences. Ensuring that a public servant's first job is a rewarding one will increase the chances that he or she will return bringing new skills and experience to the public service.

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### **Search Session Challenge:** **>> Public Sector Mobility**

Delegates were asked about the changing nature of career paths within the public service, and what new mechanisms need to be developed to allow for the transfer of executives between and across the public and private sectors.

Delegates responded that to facilitate flexibility in career paths, build an inclusive public service and integrate all perspectives of serving the public, organizations can:

- \* Redefine what career public service means and publicize this widely;*
- \* Establish a committee that reflects multi-levels of government and private sector participation to establish appropriate recruitment/transfer mechanisms; and*
- \* Review terms and conditions related to hiring needed to facilitate transfers, such as portable benefits.*

*The Millennium Scholarship Foundation:  
Private Sector Ideas in the Public Service*

Alex Usher, a Senior Research and Policy Officer at the Canada Millennium Scholarship Foundation, offered some insight into other types of opportunities which exist for new professionals within the realm of public service. The Millennium Scholarship Foundation is an independent private foundation created by an act of Parliament, with a mandate to increase access to education by providing scholarships to students who demonstrate financial need and academic merit. The Canadian government provided an initial endowment of \$2.5 billion to the foundation, which administers a need-based bursary program as well as merit-oriented awards.

The Foundation offers a unique opportunity for public servants to work within the context of a public service organization, but one that has many characteristics of the private sector. This type of revolutionary organization, often the subject of controversy in public administration discussions, may have the potential to help narrow the skills gap that exists between the public and private sectors by allowing new professionals to develop new skills sets that can be used effectively in both arenas.

In his description of the Foundation, Usher explained that the small size and operating budget of the organization has the effect of freeing its employees from the classic red tape faced by other public servants. Quick decision-making among a small number of staff allows for increased independence in work, as well as a chance to flex the creative muscles many new professionals are so eager to use upon entering the public service. Usher also noted that the smaller office environment fosters an accelerated expansion of staff capabilities and skills, through participation in a greater variety of work assignments than may be available in larger public service organizations.

Usher emphasized the importance of fulfilling the expectations of new professionals, particularly in the area of quality work. He noted that new professionals want to feel a sense of ownership of a project or policy area, to be given ample opportunity to learn and expand their capabilities, and to be recognized for quality work and contributions. Smaller hybrid organizations such as the Millennium Scholarship Foundation may provide one way to meet these needs.

The Canada Millennium Scholarship Foundation provides an interesting case study, however the fact remains that more solutions for meeting the needs of new professionals must be found in traditional public sector organizations, where the vast majority of new public servants will start their careers.



# Building Ideas:

## I<sup>3</sup>: Innovation, Institution, and Integration

### *The Challenge of Public Sector Innovation*

There is a great potential within government to further foster innovative practices. However, there are perceptions that certain institutional barriers remain which are impeding this process from “taking off”. For instance, can innovation and institution co-exist or are they opposing forces? Will there ever be true integration between the two?

The experts at the “I<sup>3</sup>” panel discussion were charged with delving into this seemingly complex issue and discussing ways for public servants to overcome barriers to innovation. The panellists were Dr. Sanford Borins, a professor with the University of Toronto and noted expert on public sector innovation, Dr. Rick Fullerton from Dalhousie University, and Eleanor Glor, the editor in chief of *The Innovation Journal*. As innovation is a multifaceted issue, in this discussion we have supplemented ideas summarized from the speakers’ presentations with academic literature regarding the relationship between innovation and the new public service.

Interest in innovation in the public sector has grown substantially in the last 15 years. Commonly associated with the private sector, innovation is the key to economic competitiveness, wealth and job creation, and to sustaining our high quality of life.<sup>1</sup> Innovation is now a trendy term in both the public and the private sectors. It’s the focus of both

academic and industry-specific literature, awards programs celebrate it and organizations strive to capture it. But what exactly is innovation?

James Iain Gow defines innovation as “an idea, a technique or a device that was new to the adopting body, no matter whether it was something completely new to the world or something borrowed whole or in part.”<sup>2</sup> Academic literature traditionally distinguishes between invention and innovation. But, as Borins noted in the panel discussion, this is changing. The term “innovation” is being used to refer to all creative activity undertaken in an organization.

Innovating can be difficult in the public sector than in the private sector, for very obvious reasons. Peter Larson, who introduced and moderated the session, spoke about how managing innovation in the public sector is both rewarding and particularly challenging. It is challenging on account of the scope of such work and the necessity to collaborate across units, divisions, and ministries, and/or with partners. Collaboration dictates that even small decisions have ramifications elsewhere in government and results often reflect contributions from multiple parts of the organization. This can make it almost impossible to say that a particular individual is in charge of a specific program or “owns” the innovation.

Borins also notes differences between public and private sector innovation in *The Challenges of Innovating in Government*<sup>3</sup>. Innovations developed by

public servants are generally considered to be government property, since public sector organizations are funded through legislative appropriations. Therefore, the rewards to an employee for successful innovations can be quite meager. By comparison, should an innovation be unsuccessful, the consequences are quite serious. The media and opposition parties continuously seek to expose public sector failures and often criticize the public servants involved, which can have a disastrous affect on their careers. In addition, stringent central agency controls, which minimize corruption and ensure due process, also constrain the innovativeness of public servants. The result is a much less fertile environment for innovation than the private sector. This distinction leads individuals to reject careers in the public service because of its perceived hostility to change.

Nonetheless, citizens want, and indeed expect, their governments to respond to change, by undergoing the necessary transformations in response to economic and technological stimulus. Innovation in the public sector is therefore caught between conflicting forces. Despite this conflict, interest in public sector innovation is high, due in part to organizations such as the Institute of Public Administration of Canada (IPAC) and its Innovative Management Award Program. The status of the IPAC Award, which recognizes organizational achievement in the public sector, has increased significantly since its inception in 1990. Articles featuring submissions for the Award have appeared in newspapers, magazines, national and international journals, and books published in Canada, the United States, and even Germany. In 1998, the Commonwealth Association of Public Administrative Management (CAPAM) created a biannual awards program, and the United Nations created a Public Service Awards program for 2002.

The objective of awards such as these is twofold: to reinforce a positive and productive image of the public service, and to encourage organizations and people to find creative and effective ways of doing things.

Canada is internationally recognized as having an innovative public sector. Over 130 countries have visited the Ontario Public Service alone in order to benchmark our innovative practices. Representatives from every level of Canadian government have been invited to speak at innovation conferences all over the world. Furthermore, Canada and its provinces are well represented in international awards programs. Canada and its provinces won silver at the CAPAM awards in 2000, and Ontario captured gold in 1998 and 2002.



## *Innovating from the Ground Up*

In her presentation, Glor looked at innovation patterns, linking individual motivation (intrinsic and extrinsic), organizational culture (top-down and bottom-up) and the challenge of innovation itself. Using these factors, Glor identified several innovation patterns, from top-down imposed innovation to bottom-up continuous innovation.<sup>4</sup>

The private sector is known for having a culture of “bottom-up” innovation, particularly in technology and research-based firms. Popular examples include 3M’s Post-It Note and the Sony Playstation, both of which were developed by middle managers. In the public sector it is often assumed that innovation is a “top-down” phenomenon. However, research conducted by Borins on entries to innovation awards programs shows that approximately 50 per cent of the innovations originate from middle managers or front-line workers. This cadre contains more new professionals who are close to the cutting-edge thinking they encountered in university. They are also close to day-to-day operations and therefore in a position to apply what they have learned in innovative ways.<sup>5</sup> When looking at Commonwealth countries (Canada, Australia, New Zealand, Singapore, and the United Kingdom) this proportion is much higher at 82 percent.<sup>6</sup>

The importance of bottom-up innovation is that it both requires and creates leadership. Advocates are required. Debate across the organization ensues - debate that, when all is said and done, can lead to new structures within an organization, with the initiators playing a role in their establishment. Borins goes on to note that individuals at lower ranks who distinguish themselves by initiating innovations are more likely to be put on the fast track to senior positions.

In a paper recently written for the Workshop on Public Sector Innovation in Canada (available online from *The Innovation Journal*), Borins used the New Professionals conference as an example of bottom-up innovation. In retrospect, we can see how it fits many of the characteristics of bottom-up innovation. We actively sought and found advocates and champions for our conference across the country, from IPAC Board Members to Secretaries of Cabinet; we secured sponsorship and vigorously promoted and debated the themes and topics; and we are passionate about the subject and are extremely proud of our results. Now that the conference is over, IPAC will be continuing the momentum and dedicating programs to new professionals.



## *Breaking Down Barriers to Innovation*

Panellists were asked to address the question “what do public servants perceive to be major barriers to institutional change in government?” *The Challenges of Innovating in Government* speaks to the obstacles facing public service innovators. Borins outlines three types of barriers: those within the organization, those in the political environment, and those in the environment outside the public sector. The first category of barriers includes hostility to entrepreneurialism, scepticism, “turf wars,” and logistical problems. Those found in the second category include inadequate funding and resources, legislative or regulatory restraints, and political opposition. Finally, external obstacles include opposition by private sector interests, public doubts, and difficulties in reaching stakeholders or target groups. Interestingly enough, Borins’s research shows that the largest number of obstacles arise in the first group - i.e., within the public sector.

Larson also highlighted barriers to innovation in the panel discussion. The friction caused by overlap in government, be it within one level or across levels, can make it difficult to determine ownership of an idea - and, as mentioned earlier, even the smallest decision can have effects in other areas of the organization. Political acceptability is another obstacle, one Larson illustrated through the example of needle exchanges in prison. As a result, some levels of government thus adopt the “not invented here” syndrome. Yet another obstacle is the “control lobby”: an informal network of individuals/organizations that don’t want things to change, such as the press, opposition parties, and even the auditor general (whose scrutiny for errors can cause would-be innovators to be overly cautious and risk averse).

## *Building An Innovative Culture*

So with all these barriers to innovation, how can the Canadian public service still be innovative? Borins and Fullerton offered a few suggestions.

To ensure an innovative public organization, support must come from the top. Managers must walk the talk. Rewards and recognition are also important, because they are intrinsically linked to motivation. In *The Challenge of Innovating in Government*, Borins discusses how rewarding developers of successful innovations has now become a necessity in the private sector. Although large cash incentives are not traditionally awarded in the public sector, some governments have adopted systems involving merit pay and small bonuses. And, of course, awards programs can also serve to reward and recognize innovators.

An innovative organization must also provide resources for innovation. Traditionally, public funds become available for innovation only because of budgetary slack or cost savings. Factor in the role of the central agencies, which have a mandate to reduce these slacks and recapture savings, and this source of funding becomes very uncertain. However, as evidence that the public service is moving towards a more innovative culture, the Canadian Centre for Management Development (CCMD) is proposing a learning innovation seed fund to sponsor new ideas for service delivery, the application of technology, or policy development in the federal public service.



Another characteristic of an innovative public organization is that managers listen to the front lines and new professionals. As noted previously, new public servants' enthusiasm and new perspectives can play a critical role in rebuilding an innovative culture. This key point relates strongly to the themes and goals of the New Professionals Conference. Finally, organizations must be willing to experiment, evaluate and occasionally accept (and learn from) failure. If a new idea is successful, it should be applied at a broader level. If it fails, it should not result in a sense of shame among its initiators.

***Innovation should be everyone's responsibility.*** An innovative organization has an innovative culture. As Fullerton remarked during the panel, innovation can only be fostered through creating a new and larger context for it to emerge. Public service is starting to move towards such a context, as evidenced by the innovation fund at CCMD and the turnout and support for the New Professionals conference. Borins also commented that if innovative ideas can come from anywhere in the organization (as evidenced by his research), then organizations will be most innovative if they can stimulate innovation throughout the ranks. This approach is similar to the idea behind the Total Quality Management movement<sup>7</sup>, in which quality is the responsibility of everyone in a company, regardless of position or level of formal education.

Creating a culture where innovation and institution are integrated will take some work and time. But as Borins noted, public service is paying attention to innovation in this new millennium much more than it did 25 years ago. We encourage new public servants to think out of the box and to discuss ideas with managers, mentors and other new professionals. If this trend continues, we can look forward to revitalized public service in the not-too-distant future.





# Building Identity: Internal Values & External Perceptions

## *Setting Goals and Establishing Values*

As was discussed in the “Why Public Service?” panel, the overwhelming message from new professionals is that quality work is a priority. The goal is a high-performing, knowledge-based culture of innovation, with a focus on meaningful work, a continuous stream of challenges, and a commitment to merit.

To achieve this goal will require fundamental change on two fronts. Internally, the content of public service values will need to be re-examined. Externally, the perception of public service will need to be re-crafted.

Values have always been an important element of public service. Traditionally, public service values have included accountability, neutrality, integrity, efficiency, effectiveness, representativeness, responsiveness, fairness, and equity. Recent years have seen some “post-bureaucratic” additions to this list emerge, such as “service quality, teamwork and innovation.”<sup>8</sup> Nonetheless, there is a “significant difference”, as Kernaghan, Marson, and Borins point out, between the values “espoused by public organizations and the values actually in use” within them.”<sup>9</sup>

The truth behind this latter point was highlighted at the conference. While the Canadian public service is clearly moving in a positive direction, more needs to be done with regard to institutionalizing values such as innovation and teamwork, two ideals that are a high priority among new professionals.



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merit*

Values are dynamic; it is through constant discussion of their content that they become embedded in a culture. The conference identified the need to include new professionals in these discussions about values. Another message that emerged clearly during the conference is that new professionals have a strong commitment to traditional values such as accountability and integrity, which remain critical for a well-functioning public service. Yet new professionals also have new perspectives that can supplement these values in order to move the public service further in the direction of the high-performing, innovative culture of the future.

## Search Session Challenge:

### >> Public Service Values

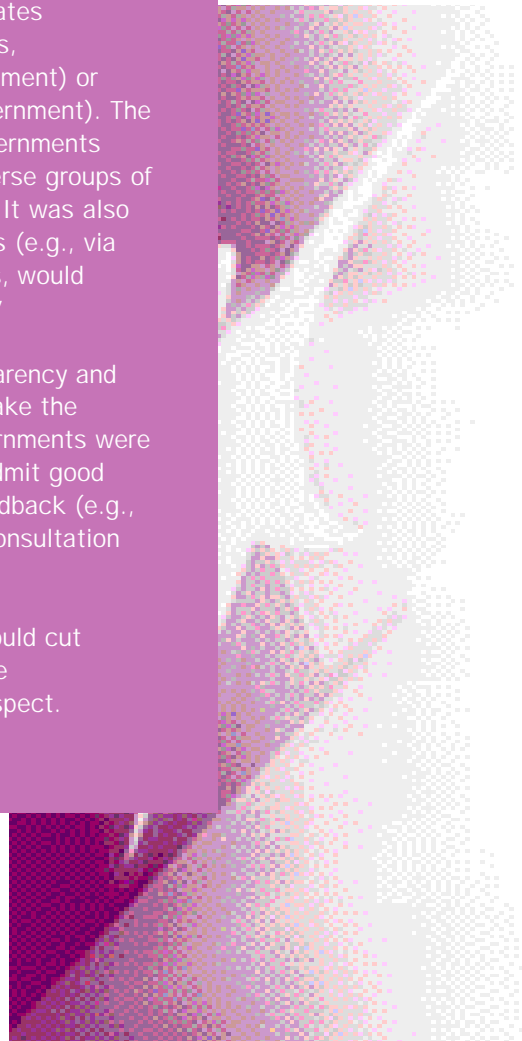
On the website of the Office of Values and Ethics at Treasury Board Secretariat ([www.tbs-sct.gc.ca/reo-bvel/](http://www.tbs-sct.gc.ca/reo-bvel/)), Clerk of the Privy Council Mel Cappe is quoted as follows:

“As the Head of the Public Service, I believe that the values of our organization provide a strong foundation on which to build an exceptional workplace of choice. Affirming our shared understanding requires the exchange of ideas, and so the dialogue already begun on values and ethics will continue to be broadened.” The search session on the challenge of public service values continued this dialogue, posing such questions as the following: Are there common sets of values for public servants to live by? What additional values, if any, does public service need to adopt?

To arrive at a consistent set of meaningful values that public servants understand, embrace, and act upon, delegates proposed using a formal process to define the values, championed either through IPAC (external to government) or deputy ministers and/or senior officials (within government). The most meaningful dialogues would likely occur if governments broke down hierarchical structures and brought diverse groups of public servants together in round-table discussions. It was also suggested that communicating public service values (e.g., via intranets), and ensuring that actions followed words, would enhance employee and senior management “buy in.”

Two specific values discussed in detail were transparency and accessibility. In order to act on these values and make the public service more transparent and inclusive, governments were encouraged to publish “real” business plans (i.e., admit good and bad), to engage citizens through interactive feedback (e.g., by using the Internet) and to allow for meaningful consultation processes (with legitimate stakeholder interaction).

Delegates also noted some common values that should cut across the public service, including stewardship, the encouragement of risk taking, collaboration, and respect.



## *Striking a Balance: Political vs. Administrative Roles*

A value that was explored in detail at the conference was neutrality. Negotiating the balance between political and administrative roles is part of belonging to the public service. Consequently, neutrality is an important value that new professionals need to embody upon entering the public service. Public administration has changed in its operation over the years in Canada, but the basic premise upon which it functions - i.e., the honourable administration of the democratic process - remains constant.

The Politics vs. Administration session held on the second day of the conference raised interesting debate about appropriate roles for public servants in the context of bureaucratic life, and addressed specifically the concept of how to strike a balance between the realms of public administration and politics. The panellists were Professor O.P. Dwivedi, University of Guelph, Hugh Segal, President of the Institute for Research on Public Policy, and Sean Conway, MPP, Renfrew-Nipissing-Pembroke. Professor Wayne Petrozzi of Ryerson University moderated the panel.

Panellists and delegates were asked to consider the following questions: What strategies do public servants adopt when political direction conflicts with their sense of duty to the public? Is the public service becoming increasingly politicized? Can autonomous decision-making on the part of public servants undermine the democratic process?

Despite varied approaches to the topic, each panellist sought to clarify the following point: senior staff - and indeed, all staff - within the public service must be able to work within the label of a "public servant", recognizing this role will likely necessitate the ability to exercise

political acuity. The concern at the heart of this issue is whether or not public servants can or should avoid engaging in decision-making that reflects personal or political opinion. Dwivedi explored the proposition that public servants must remain neutral in order to promote a non-biased public service. He maintained that while objectivity is an ideal, it is unrealistic for public servants to be held to this expectation all of the time. He characterized the politics-administration dichotomy as follows: politics is based on the subjective, whereas administration is based on facts. He argued that it is not possible for people to be entirely objective, positing that, in a parliamentary system of government, politics and administration are never completely separate. He went further in stating his belief that a public servant who has raised an objection to something she or he encounters in her or his line of work has done his or her duty.

Overall, the panel's debate suggested that public servants cannot always be expected to be completely objective and provide no opinion in this regard at all. However, it was also understood that personal belief and passion for one's work can be incorporated into individualized thinking in the context of neutrality. From his perspective as a politician, Conway also noted that political activity relies on judgement, and judgement is in turn a reflection of one's own experience.

The issue of responsibility, a part of bureaucratic life, was also explored by the panellists. Segal touched upon it in his presentation, maintaining that honesty and integrity are key components of the life of work in government. He cited the fact that Canada has a worldwide reputation as a country where public servants operate with an understanding of the responsibility that goes along with their work. He suggested that some might characterize the politics-administration dichotomy in the following way: politicians deal with the what and why, and public servants deal with the how. He was quick to point out, however, that he did not find this representation of the two roles to be accurate. He stated his belief that no policy is immune from mistakes as a result of bad implementation.



Therefore, it is imperative that public servants understand “why” so it is clear how policy must be implemented. This is critical to ensuring public servants fulfil their role in doing a service to the public.

Segal went on to argue that public administration serves the purpose of providing continuity, stability, and respect for the law and the long-term interest of the public. He pointed out that one difference between the political and the administrative can be found in the fact that public servants usually have a longer-term interest in their work, while politicians are usually expected to operate with the length of their elected terms in mind. He further suggested that politicians and public servants must act as an integrated team, and that “speaking truth to power” is fundamental to the integrity of the system.

In the debate concerning the politics-public administration dichotomy, one point seemed to become clear: individual perspective is part of, and not inseparable from, a public servant’s role within the public service. Bringing individual perspectives to bear risks politicizing the public service environment. However, it is important to recognize that the public service should serve as a forum for discussion of varied approaches, without jeopardizing the values of neutrality and responsibility of those who function within it.

### *Public vs. Internal Perceptions*

It is well known that attitudes towards the public service, both as a place to work and as an institution in service of society, have been critical in the last few decades. Regardless of the origins of this negative perception, it is undoubtedly one of the largest obstacles to recruitment and revitalization in the public service. Many conference participants pointed to the need for increased communication and positive messaging to encourage new professionals to join the public

## Search Session Challenge: >> Perceptions of the Public Service

Delegates considered a range of issues that touched on this theme. These included the changing nature of professional public service career paths, values, and some of the challenges facing public servants in the public sector work environment. All of these related to the broader issue of how the public service is perceived, and stimulated interesting debate about the implications of this perception. Not surprisingly, there were different conceptions of what it means to be a career public servant today. But generally, delegates indicated a widespread misunderstanding of the public service.

It was agreed that, although there are many opportunities for public servants to challenge themselves and innovate in the public service today, these opportunities are often not easily understood or recognized. Part of the problem seems to stem from the lack of an agreed-upon definition of what it means to make a career in the public service, which results in a perception of the public service, and the public servant, that is often inaccurate.

service. This need is reinforced by a lack of easy access to employment opportunities within the public service, as indicated by the lack of dedicated job sites on the Internet that promote such opportunities in Canada.

It is important to note that public service should not be competing for workers in the same manner as the private sector. Public service has something unique to offer, something that is available in very few private sector organizations: the opportunity to serve the broader public good. It is this point that should be the cornerstone of communications about the public service, with a goal of both recruiting talented individuals with integrity and of re-invigorating the image of the public service.

A lack of morale among public servants, and a feeling that their jobs lack challenge, contributes dramatically to the way that they see themselves, and the external image deteriorates along with the internal. This problem relates to the idea of values, and how these values factor into public servants’ work and their perception of it. This theme relates the degree to which individuality, beliefs, and, in particular, values, function in both the role of the public servant and the perception of the public service as a whole.

Another question considered was one of declining confidence in the public service in the last several years, and how the public service could rebuild the trust that has been lost. Some solutions offered by the delegates included:

*\* Enhanced education, information and communications to the public about the various roles and capacity of government;*

*\* Profiling achievements and positive attributes through multiple communication channels such as one-to-one public servant to public communication, school curriculum, strong media relationships; and politician/public servant relationship-building for the development of mutual respect.*

With increased transparency and visibility of government processes and services, informed and accurate perceptions of the public service can be formed.



# Building Bridges: Between New and Career Public Servants

Discussion, debate and even controversy, were welcome at the conference, and panels were designed with the intent to provoke all three of the fore-mentioned actions and reactions. However, it was difficult to anticipate where exactly controversy would strike, and when it did, it touched upon an important matter.

In his presentation, Alex Usher highlighted the advantages that new governance structures offer in terms of opportunities for staff to innovate in the workplace, particularly when compared with traditional line ministries. It was in this context that he remarked that a number of innovative friends of his had, after only a few short years in government, become stifled in an uncreative environment and turned into a bunch of “drooling morons.” Needless to say, this comment quickly became the focus of lively conversation.

Certain delegates may have felt that this created an adversarial, “out with the old, in with the new,” tenor to the conference, implying that older public servants were drooling morons. One experienced public servant bravely took to the microphone to assert that she was neither a “drooling moron” nor a part of the “defibrillator set,” and to point out that those with years of experience in public service continue to make valuable contributions.

Others in the crowd may have understood the use of the phrase “drooling morons” to mean that that

government as an institution has a long way to go in creating an innovative work culture, and that stifling creativity will deter new professionals from seeking careers or remaining in public service.

How these remarks should be interpreted is not for us to say. However, as a point of departure, this example highlights that a slight turn of a phrase has the power to create a gulf between new and experienced public servants when it agitates existing sensitivities. The conference on the other hand was intended to accomplish exactly the opposite - to build bridges between new and experienced public servants. Needless to say, building these bridges is a process that requires more dedication and commitment.

What we can reiterate is that one of the key goals of the conference was to bring new and career public servants together to network and learn from each other. On the whole, new public servants are highly attuned to the importance of learning from the experiences of career public servants. Overall, we hope that the conference was able to impart that new professionals have an awareness about the potentially daunting responsibilities they are bound to face within the coming years, and have an appreciation for the value that career public servants can offer through their mentoring, coaching, and knowledge sharing.

## Search Session Challenge:

### >> Knowledge Transfer

As one group of delegates who chose this theme noted, knowledge transfer is not a new idea, but it has to happen more efficiently and effectively today considering the rate of staff turnover in the public service.

However, knowledge transfer can also be initiated by new public servants. So the challenge is to find strategies that allow new public servants to learn from their experienced colleagues, while also encouraging them to share their own knowledge and insight. Participants believed that, ideally, at all levels within and among organizations, there should be a free flow of information, and that the insight/knowledge/experience of new public servants should actively be solicited and valued.

To promote information sharing, for example, delegates suggested that governments need to build on teamwork and change the culture. One suggestion for meeting this challenge was to promote regular meetings among all levels of staff so they could share their work and related experiences. Implementing such a system at an organization would promote teamwork and keep co-workers up-to-date and knowledgeable about contacts. The idea of inviting people to volunteer on projects was also recommended as a way to provide hands-on experience, build knowledge and prevent territoriality. Current barriers to knowledge transfer that were identified include a perceived lack of interest (or time?) on the part of experienced public servants to transfer knowledge and to solicit new knowledge from incoming public servants. Territoriality with respect to knowledge (within departments, within ministries, and within governments at all levels) was another problem.

Specific proposals to overcome these challenges were developed along three themes:

- \* *Responsibility - Develop a “case” for knowledge transfer to educate all levels of public service about the value of transferring knowledge and the consequences for not doing this efficiently and effectively;*
- \* *Leadership - Develop the leadership skills necessary to create and maintain a culture in public service that supports knowledge transfer, open communication, and an emphasis on learning; and*
- \* *Communication - Develop strategies for sharing information through team meetings, reporting back after learning experiences, cross training, mentoring, internships, coaching, and learning partners (e.g., the federal government human resources program).*



# Conclusion:

## Continuing the Dialogue

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### *Next Steps*

In the closing remarks of the conference, delegates were called upon to work with existing networks to extend the spirit of the conference beyond its final day. It was clear that the issues and challenges that affect governments, and new public servants in particular, would endure beyond the last agenda item.

#### **The conference goals included:**

- > building bridges among experienced and new public servants;
- > bolstering pride in the public service;
- > and broadening networks of public servants across jurisdictions, generations and governments.

We offer some suggestions of ways to continue working towards these goals. They are by no means comprehensive. They are simply recommendations that reflect some of the key thoughts and ideas generated at the October 2001 conference.

### *Building Bridges*

As was noted several times during the conference, new public servants value the knowledge that experienced public servants have to share. Often, a new public servant's exposure to others in government is limited to a handful of colleagues in his or her branch or office. Even more often, those colleagues are senior staff and/or managers with precious little time to devote to mentoring and developing the knowledge of a new public servant. And yet, coaching in the first few months and years to help new employees successfully navigate the necessary learning curve is a key factor in raising retention levels. Therefore, new and career/executive public servants should work together to establish learning and knowledge-sharing initiatives within their own organizations. Be they within a ministry/department, or government-wide, we recommend activities that encourage mentoring, discussion, debate, and knowledge sharing among new and career public servants as an invaluable way to boost morale and retention, and to ensure a smooth transition as career public servants retire in large numbers in the coming years. While spontaneous one-on-one interactions are important, organizational coordination and support for such initiatives allows for a greater sharing of responsibility - and benefits.

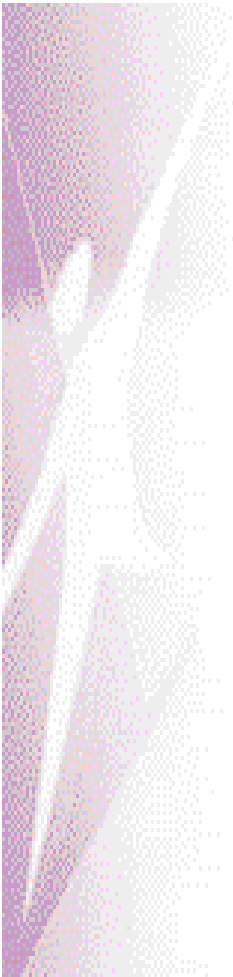
### *Bolstering Pride*

Bolstering pride in public service is also important to retention and revitalization. Many new public servants observed the effects of downsizing on the morale of those that came before them (including, perhaps, their own parents or other family members), yet still opted to enter public service. For that reason,

\* Pride in public service should not only be nurtured in a typically individualistic, quiet manner, but (dare we say) trumpeted in bold fashion by the public service organizations themselves. Building pride in public service is the responsibility of all public service organizations that want to be employers of choice.

\* Attention must be paid to giving new public servants meaningful work. Allow new public servants to broaden their skills and be involved in the process. Moreover, there is a strong connection between pride and ownership. Allow new public servants to take some ownership of the work they are doing and pride will be the outcome.

\* The correlation between pride and (that dirty word) money must not be overlooked. We doubt anyone would assert that pride in one's work is exclusively defined by one's salary. Nevertheless, compensation is one important signal that an organization is proud of its work force - and it can influence whether or not that pride is reciprocated. New public servants are no different from any other workers in wanting to feel proud of their work, and wanting to feel valued at the same time. We caution public service organizations across Canada to be skeptical when they read that "money is not important." It is. As pride in public service aids retention, so do competitive salaries and wages - be they for experienced or new public servants, interns, or summer students.



## *Broadening Networks*

Numerous initiatives are already under way in jurisdictions across Canada to encourage the establishment of new public servant networks. Generally, these programs tend to be both government specific (e.g., federal), and location specific (e.g., Ottawa).

We believe that IPAC has a crucial role to play in reflecting and encouraging the fluidity that new public servants suggest exists, both among levels of government and across jurisdictions. As Canada's foremost public administration organization, it offers membership and provides services to all jurisdictions and all levels of government. With that in mind, we recommend that,

- \* New public servants should be encouraged to join IPAC. Towards this end, we hope that IPAC will continue to offer discounted membership rates to students and interns. We also encourage employers to pay the cost of IPAC memberships.
- \* IPAC should expand its efforts to reach out and make itself relevant to new public servants. Beyond initial membership discounts, both the national and regional offices are encouraged to include new professionals when planning their programming, to highlight new professional events and/or individuals on Web sites and in newsletters, and to seek input from new professionals on these matters.
- \* New public servants should remain active members of IPAC. We hope that new professionals will take an active interest in their association by supporting local events through attendance and taking advantage of the learning and networking opportunities that IPAC offers.
- \* IPAC should ensure that new public servants are represented on executive committees at both the national and the regional level. Such representation is essential in order to secure the sustainability and vitality of Canada's primary public service organization.

## *Striding into the Twenty-First Century*

The New Professionals conference was a project meant only to be a one-time event. Still, we hope that those who attended, and those reading this report, will find themselves striving for a continued revitalization of Canada's public service.

With these recommendations, and a demonstrated commitment to issues of importance to new public servants, we hope we have contributed to building pride in the public service, closing the "generation gap," and initiating a renewed and vibrant community of public servants in Canada.



# Appendix A:

# Conference Program

THE ARCADIAN COURT  
Hudson Bay's Queen Street Store  
401 Bay Street, 8th Floor Simpson Tower  
Toronto, Ontario

## >> DAY 1

*Monday, October 22, 2001*

8:00 am - 9:00 am

**Continental Breakfast and Registration**

9:00 am - 9:10 am

**Welcome Remarks**

**Mr. Errol Price**

President

Institute of Public Administration of Canada (IPAC)

9:10 am - 9:30 am

**Opening Address - Honourary Conference Chair**

**Ms. Andromache Karakatsanis**

Ontario Secretary of the Cabinet

Government of Ontario

9:30 am - 9:45 am

**Overview/Structure of the Conference**

**Organizing Committee**

9:45 am - 10:30 am

**Why Public Service?**

**Presentations**

**Topic:** A mixed panel of new and experienced public servants is invited to discuss what fosters and what impedes the appeal of public service and what new professionals are looking for in the public service workplace.

**Moderator:**

**Wynne Young**

Chair

Public Service Commission

of Saskatchewan

**Panelists:**

**Carolyn Farquhar**

Principal Research Associate

Conference Board of Canada

**Jeff Kelly**

Policy Analyst

Government of Manitoba

**Professor Evert Lindquist**

Director

School of Public Administration,

University of Victoria

10:30 am - 11:00 am

11:00 am - 12:00 pm

12:00 pm - 1:30 pm

(12:45 pm)



**Networking Break**

**Why Public Service?**

Panel Discussion and Audience Response

**Lunch with Guest Speaker**

**Mr. David Omilgoitok**

Deputy Minister of Human Resources,  
Government of Nunavut

**Ms. Carmen Levi**

Deputy Minister of Culture, Language,  
Elders & Youth,  
Government of Nunavut,

*David Omilgoitok and Carmen Levi will share some of the initiatives underway in Nunavut, a relatively new public service in Canada that faces many interesting challenges and opportunities.*

1:30 pm - 2:45 pm



**I<sup>3</sup>: Institution, Innovation and Integration - Part 1**

**Topic:** Panelists are invited to discuss the role of innovation, existing barriers to innovation in public service, and how to overcome them. Panelists will also be asked to discuss if and where traditional institutional frameworks still have relevance, and how innovation and institution can be integrated in the public sector of the future. Is innovation always value-added and institution always archaic? In the push-pull of innovation vs. institution, where might they collide and where might integration occur?

**Moderator:**

**Peter Larson**

Executive Vice President,  
Public Policy Forum

**Panelists:**

**Professor Sanford Borins**

University of Toronto

**Dr. Rick Fullerton**

Adjunct Professor  
Faculty of Management,  
Dalhousie University

**Eleanor Glor**

Editor in Chief  
Innovation Journal

2:45 pm - 3:15 pm



**Networking Break**

3:15 pm - 3:45 pm	<b>I3: Institution, Innovation and Integration - Part 2</b> <b>Topic:</b> Of the many innovations in governance introduced in Canada in the last five years, few have been as radical as the creation of independent, private foundations to administer large endowments of public money. In this presentation, Alex Usher of the Canada Millennium Scholarship Foundation explains how these structures work and contribute to the effective and efficient stewardship of public programs. He highlights the unrivaled opportunities these foundations present to young people interested in public administration.
3:45pm - 4:15 pm	<b>Panel Discussion and Audience Response to Parts 1 &amp; 2</b>
4:15 pm - 4:30 pm	<b>Day One Closing Comments</b> Organizing Committee
	<b>Invitation to Reception</b> <b>Brian Loach</b> Executive Officer, City of Calgary
4:30 pm - 6:00 pm	<b>Cocktail Reception in Mezzanine of the Arcadian Court</b> Host: City of Calgary (To 6 pm)
7:00 pm	<b>Dinner and Entertainment</b> Alice Fazooli's Italian Crabshack 294 Adelaide Street West

## >> *DAY TWO*

*Tuesday, October 23, 2001*

8:30 am - 9:30 am	<b>Public Service Professionals Breakfast</b>  <b>Hosts:</b> Civil Service Commission of Manitoba Public Service Commission of Saskatchewan  <b>Remarks:</b> <i>Gisela Rempel</i> , Assistant Deputy Minister Family Services and Housing, Government of Manitoba  <i>Wynne Young</i> , Chair Public Service Commission of Saskatchewan
9:30 am - 9:45 am	<b>Opening Remarks</b>  <i>Robert Fonberg</i> Office of the Privy Council Government of Canada
9:45 am - 10:00 am	<b>Outline for Day 2</b> Organizing Committee
10:15 am - 11:45 am	<b>New Professionals - New Ideas</b>

Prior to the conference, senior public servants will be surveyed to identify some of the key challenges facing public service. Conference participants will be separated into working groups and presented with these challenges. The purpose of this session will be to draw on the perspective of new professionals to develop solutions for these key public service challenges. The recommendations will be captured in a conference report and will hopefully lead to some post-conference initiatives.

**\*\*\*Refreshments provided in the room\*\*\***

11:45 am - 12:30 pm

**Presentation by New Professionals Working Group**

A pre-conference working group composed of new public servants will present a solution to a specific recruitment or retention issue. This group will showcase the solution as an example of new public servants building and using advanced communications networks to discuss and solve public service issues.

12:30 pm - 1:30 pm

**Lunch**

1:30 pm - 2:45 pm

**Politics versus Administration - Part 1**

**Topic:** Panelists are invited to discuss the relationship between public servants and their political counterparts, and the distinction between exercising political acuity and engaging in decision making that reflects personal political opinion. How is this issue being shaped by new pressures facing government, and the perception that the public service is becoming increasingly politicized? Where will new public servants position themselves in the politics/administration dichotomy?

**Moderator:** *Professor Wayne Petrozzi*  
Ryerson University

**Panelists:** *Professor O.P. Dwivedi*  
University of Guelph

*Hugh Segal*  
President  
Institute for Research  
on Public Policy

*Sean Conway*  
MPP, Renfrew-Nipissing-  
Pembroke

2:45 pm - 3:15 pm

**Networking Break - Thompson Gallery**

Host: Ryerson University  
Adjacent to the Arcadian Court mezzanine, the Kenneth R. Thompson Gallery features the largest permanent exhibit of Canadian art in the world.

3:15 pm - 3:45 pm

**Politics versus Administration - Part 2  
Results of Pre-Conference Survey**

**Dr. Richard Loreto**  
President  
RAL Consulting

The results of a pre-conference survey, designed to identify the perceptions of new professionals regarding "politics versus administration", will be presented.

3:45 pm - 4:15 pm

**Synopsis of working session and possible next steps**

4:15 pm - 4:30 pm

**Closing Remarks and Acknowledgements**

4:30 pm

**Conference Closes**



# Appendix B:

## Conference Feedback

### *Who Attended?*

There were approximately 321 registrants:

- \* 75% provincial government
- \* 17% federal government
- \* 2% municipal government
- \* 17% "other"

Of those 321 whose job titles could be easily classified, there were roughly

- \* 3% DMs/ADMs
- \* 8% directors
- \* 6% managers
- \* 17% interns/students

### *Summary of Evaluation Results*

Over 85% of evaluation respondents rated the conference "good" or "very good."

Conference delegates were particularly pleased to see a mix of federal/provincial/territorial and career vs. new public servants, and enjoyed the networking opportunities that this allowed.

Overall, the mix of panels was a success, both in terms of speakers and topics. Nevertheless, feedback also indicated a desire for more interactive panels/working sessions, and/or more time for questions and answers.

Finally, the social component of the conference was given an enthusiastic thumbs up. Attendees liked the off-site location of the conference dinner, and especially enjoyed the informal and "spirited" nature of the evening.

To view the full evaluation results, please visit the link on our Web site at [www.newpublicservice.ca](http://www.newpublicservice.ca)



# Appendix C:

# The Conference Committees

## *Organizing Committee*

**Lorin Busaan**, Conference Co-Coordinator  
**Aneep Dhade**, Outreach and Support  
**Nancy Faraday-Smith**, Conference Co-Coordinator  
**Melanie Fernandes**, Marketing and Communications Co-ordinator  
**Esther Laquer**, Logistics, Report Coordination and Support  
**Jane Macijauskas**, Treasurer and Support  
**Emmay Mah**, Program and Report Coordination and Support  
**Karla Morris**, Outreach and Support

## *Advisory Committee*

**Scott Barillaro**, Government of British Columbia  
**Chantal MacLean**, Government of Alberta  
**Jan Forster**, Government of Manitoba  
**Erinn Shaw**, Government of Saskatchewan  
**Kandace Terris**, Government of Nova Scotia  
**Conor O'Dea**, Government of Newfoundland  
**Sara Miller**, Government of New Brunswick  
**Susan Gallant**, Government of Prince Edward Island  
**Kathy Okpik**, Government of Nunavut  
**Naullaq Arnaquq**, Government of Nunavut  
**Jennifer Williams**, Yukon Government  
**Kara Beckles**, Federal Government  
**Tricia MacDonald**, Federal Government  
**Jean-Francois Larue**, Forum of Young Professionals in the Federal Public Service  
**Alan Ritchie**, Fonctionnaires sans frontieres  
**Antoine Pomerleau**, Youth Connect Forum  
**Sam Boonstra**, Youth Connect Forum  
**Anne Marie Lefebvre**, Institut d'administration public du Grand Montreal

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### *Footnotes*

- 1 Conference Board of Canada, 3rd Annual Innovation Report (Ottawa: Conference Board of Canada, 2001), p.iii
- 2 James Iain Gow, "Learning from Others: Administrative Innovations Among Canadian Governments", Monographs on Canadian Public Administration No. 16 (Toronto: IPAC, 1994), p. 121
- 3 Sanford Borins, *The Challenge of Innovating in Government* (Arlington: PriceWaterhouseCoopers Endowment for the Business of Government, 2001)
- 4 Glor used the Innovation Journal (found at [www.innovation.cc](http://www.innovation.cc)) as an example of a pro-active bottom-up innovation.
- 5 Sanford Borins, "Encouraging Innovation in the Public Sector," *Journal of Intellectual Capital* volume 2 number 3, 2001, p. 313.
- 6 Sanford Borins, "Leadership and Innovation in the Public Sector" for the Workshop on Public Sector Innovation in Canada, [www.innovation.cc](http://www.innovation.cc), p. 3.
- 7 Sanford Borins, *The Challenge of Innovating in Government*, p. 29.
- 8 Kernaghan, Brian Marson and Sanford Borins, *The New Public Organization* (Toronto: IPAC, 2000), p.44
- 9 *ibid*, p.44