Recommendations for an Improved Professional Reliance Model in the Natural Resource Ministries of British Columbia

Prepared by the Joint Professional Reliance Task Force

EXECUTIVE SUMMARY

This report provides recommendations to improve the professional reliance model in the B.C. government. These recommendations are the result of the work conducted by the Joint Professional Reliance Task Force (the Task Force), a joint PEA-Employer group that was established as part of the 16th and 17th PEA Agreement.

The Joint Professional Task Force developed the following recommendations for the Public Service Administration and the B.C. Ministries employing registrants of the regulatory bodies listed in the *Professional Governance Act*:

Professional registration requirements

- Ensure the professional registration requirements for all existing and new positions align with the Professional Government Act.
- > Specify the regulatory body(ies) and the specific area(s) of reserved practice in the professional registration requirements of all positions.
- > Seek clarity from the regulatory bodies, when the professional registration requirements for a position are unclear.
- Set a maximum number of under-implemented staff reporting to a professional, to ensure a sustainable workload for the professional supervisor.

Administrative and Human Resources Support

- Increase administrative and Human Resources support to hiring managers in the hiring process and in the management of appeals by unsuccessful applicants.
- Increase Humar Resources support to supervisors in the management of non-culpable performance issues.

Recruitment and Retention

- Provide more clarity for external candidates and hiring managers on the policy pertaining to initial salary offers for Licensed Scientific Officer (LSO) positions.
- Improve the public advertising of the non-salary benefits government professionals enjoy.
- Implement a consistent and transparent process for the allocation of professional development budget across business areas.

List of acronyms used in this report

Acronym	Full Name
BCIA	British Columbia Institute of Agrologists
CSNR	Corporate Services for the Natural Resource Ministries
EGBC	Engineers and Geoscientists of B.C.
PAWS	People and Workplace Solutions
HR	Human Resources
LSO	Licensed Scientific Officer
OAG	Office of the Auditor General
OSPG	Office of the Superintendent of Professional Governance
PEA	Professional Employee Association
PSA	Public Service Administration
PGA	The Professional Governance Act
SDM	Statutory Decision Maker
SME	Subject Matter Expert

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1. Introduction

This document provides recommendations to improve the professional reliance model in the B.C. government. These recommendations are the result of the work conducted by the Joint Professional Reliance Task Force (the Task Force), a joint PEA-Employer group that was established by way of a Memorandum of Settlement (MOS) that was negotiated as part of the 16th PEA Main and Subsidiary Agreement and was renewed in a Letter of Commitment (LOC) for the 17th PEA agreement.

The goal of the LOC included in the 16th PEA agreement was to "prepare a joint final report by December 31, 2020, for government consideration which documents the options and considerations for addressing the Professional Reliance Review¹ recommendations." Given challenges related to the COVID 19 pandemic during the term of the MOS, the Joint Task Force went through a period of stasis, the members of the Employer-side left the Task Force and new members were not re-assigned. As such, the report was prepared by the PEA-side of the Task Force (PEA, 2021). The LOC included in the 17th PEA agreement indicates "The Employer-side of the Joint Task Force will engage with the PEA-side Professional Reliance Joint Task Force regarding its 'Recommendation Report'² (dated December 2, 2021). Engagement may include discussion on additional or alternate recommendations, support for PEA recommendations, and implementation of actions consistent with the recommendations." The Joint Task Force worked collaboratively between June 2023 and June 2025 to meet the terms of the LOC. The work included identifying three priority areas for improvement and the development of recommendations and suggested implementation actions.

The recommendations offered in this report are addressed to the Public Service Administration (PSA) and all the B.C. Ministries that employ professional engineers, geoscientists, foresters and agrologists who are members of the PEA Government Licensed Professional (GLP) Chapter. At the time of writing, the PEA GLP Chapter comprises approximately 1,300 professional engineers, geoscientists, foresters and agrologists. More broadly, these recommendations pertain to the entire set of registered professions whose regulatory bodies are named in the *Professional Governance Act*, including members of the College of Applied Biology.

1.1 Definitions

Concepts that are recurrently referred to in this report are defined in the *Professional Governance Act* (PGA) as follows:

- Profession is a practice area in which a person exercises professional skill or judgment or provides a
 professional service.
- Reserved practice is a regulated practice for which the right to practice is reserved for registrants of a
 regulatory body. An example of an area of reserved practice under EGBC and BCIA is Hydrology; an
 example of area of reserved practice under RPBC is Timber Pricing and Appraisal.
- Reserved title is a title that is reserved for use by registrants of a regulatory body.

¹ The <u>Professional Reliance Review (Haddock, 2018)</u> was commissioned by the Ministry of Environment and Climate Change Strategy to identify areas for improvement in the professional reliance model for decision-making in the B.C. Natural Resource Ministries.

² Recommendations for an Improved Professional reliance Model in the B.C. Natural Resource Ministries (PEA, 2021)

Professional Reliance. The concept of Professional Reliance is central to the work conducted by the
Professional Reliance Task Force and this report. The PGA does not include a definition of Professional
Reliance. As the scope of work of the Professional Reliance Task Force was defined according to areas
identified in the *Professional Reliance Review* (Haddock, 2018), the definition of Professional Reliance
provided in (Haddock, 2018) is used in this report:

"a regulatory model in which government sets the natural resource management objectives or results to be achieved, and professionals hired by proponents decide how those objectives or results will be met. [...] In doing so, government relies on the professionalism and specialized competence of the qualified professional, the professional and ethical codes they are required to follow, and oversight by the professional associations to which they belong."

2. Recommendations

The Joint Task Force reviewed and discussed the recommendations prepared by the PEA side of the Task Force (PEA, 2021). This led to identifying the following as priority areas for improvement: professional registration requirements, administrative and Human Resources support and recruitment, and recruitment and retention strategies. The recommendations related to these areas are described in the following sections.

2.1 Professional Registration Requirements

2.1.1 Recommendations

The Task Force recommends that:

- 1.a The Ministries and the PSA continue to work collaboratively to ensure all union-included and excluded positions involving work in areas of reserved practice under the regulatory bodies listed in the PGA have the correct professional registration requirements.
- 1.b Professional registration requirements include the specification of the regulatory body(ies) as well as the specific area(s) of reserved practice for which registration is required.
- 1.c For positions where there is no clarity as to the appropriate professional registration requirements, the Ministries and/or the PSA seek clarity from the regulatory bodies.
- 1.d To support the under-implementation pilot program, the Ministries set a maximum number of under-implemented staff reporting to a professional, to ensure that the professional supervisory function generates a workload that is sustainable and compatible with the other functions required of the professional.

2.1.2 Discussion

The B.C. provincial government employs approximately 1,300 employees in the natural resource ministries who conduct work requiring the exercise of skills and judgement that fall within the scope of reserved practice for various regulated professions.

Recommendation 1.a - Professional registration requirements for government jobs

Hiring or employing individuals whose role entails working in areas of reserve practice and who do not have the required professional registration to be able to do so is a breach of section 54 of the PGA. Instances of non-compliance with the PGA have the potential to trigger complaints with the regulatory bodies, appeals to statutory decisions and lawsuits to the Province.

The Task Force learned the PSA has been conducting a review and update of professional registration requirements for existing and new positions in collaboration with the Ministries. This review commenced for agrologists and biologists employed by the Province and is currently under way for other regulated professions. The purpose of this review is to ensure the professional registration requirements for new government positions aligns with the PGA and to correct misalignments of professional registration

requirements for existing government jobs. While this review is ongoing, PEA members continue to identify job descriptions with professional registration requirements that do not appear to align with the PGA.

Recommendation 1.b - Registration in specified areas of reserved practice

Professional registration requirements specify which regulatory body/ies the incumbent must be registered with to fulfill a certain position. Regulatory bodies establish that their members can practice in specified areas of reserved practice, among those that fall under the purview of the regulatory body. For example, a professional who is registered as a Professional Geoscientist with EGBC may, depending on their qualifications and experience, be registered to conduct work in the area of reserved practice of Hydrogeology, but not in the area of reserved practice of Geomorphology. As such, a Professional Engineer registered with EGBC to practice only in the area of Electrical Engineering would be in breach of the professional statute and the PGA if they conducted work in the area of Structural Engineering. It is therefore important for professional registration requirements to specify not only which regulatory bodies the candidate/incumbent must be registered with, but also which area(s) of reserved practice professional registration is required for.

Recommendation 1.c - Consultation with professional regulatory bodies

While the professional registration requirements for some positions may be clear, other positions may require a closer review of roles and responsibilities to determine whether and which areas of reserved practice apply. In these instances, professional regulatory bodies are best placed to advise Ministries and the PSA on the appropriate registration requirements for given job descriptions.

Recommendation 1.d - Under-implementation and professional supervision

In an attempt to recruit and retain more professionals in the provincial government, the PSA and the PEA have outlined a pilot scheme of "under-implementation" for candidates who lack the required number of years of experience to obtain professional registration. Under this scheme, candidates can fill Licensed Scientific Officer positions while they pursue the requirements to obtain a professional registration in the discipline relevant to the position (Memorandum of Agreement (MOA) #22, 17th PEA Settlement Agreement).

This pilot scheme has expanded the number of qualified professionals in retention and recruitment efforts, and the BC Public Service has over 85 registered staff working towards full professional registration.

The terms of the pilot scheme indicate that candidates in under-implemented positions "are required to receive a greater amount and/or degree of supervision than would normally be associated with the position" (MOA #22). This requirement aligns with section 54 (2) of the PGA.

Providing professional supervision to under-implemented staff can require a significant amount of time for the professional supervisor. It is therefore important to determine the number of under-implemented staff the registered professional can sustainably supervise without compromising their ability to fulfill their other duties.

2.1.3 Suggested next steps

As a first step to mitigate the risk of non-compliance with the PGA and professional regulatory statutes, we suggest Ministries connect with the relevant regulatory body for the professionals they employ to build awareness around the reserve practice areas relevant to their ministries and work together on a compliance assessment. For example, the Ministry of Forests has been working with Forest Professionals of B.C. (FPBC) on

auditing and reviewing job accountabilities relevant to the areas of reserve practice for forestry. The Ministry of Forests would be happy to share their process and work to date with other Ministries³.

The Task Force contacted the British Columbia Institute of Agrologists (BCIA)⁴ and Engineers and Geoscientists B.C. (EGBC)⁵ regarding their availability to support the Ministries in the review and update of professional registration requirements and both regulatory bodies expressed interest in exploring ways to support the Ministries.

2.2 Administrative and Human Resources support

2.2.1 Recommendations

The Task Force recommends that:

- 2.a CSNR PAWS and Ministries' administrative staff find ways to increase support in the administrative aspects of the hiring process, and the PSA Hiring Service Centre find ways to provide additional support in the case of appeals by unsuccessful applicants.
- 2.b PSA find ways to increase support of HR specialists to supervisors through the processes and procedures related to the management of staff non-culpable performance issues.

2.2.2 Discussion

Recommendations 2.a. and 2.b indicate that the PSA and Ministries should utilize more effectively the professional capacity of hiring managers and supervisors, by relieving them of administrative and HR tasks that can be performed more effectively by dedicated administrative and HR staff.

Recommendation 2.a - Additional administrative support in hiring

Hiring competitions in the Public Service follow a standard process with set steps and procedures. Professionals are typically required members of the hiring panels established for a professional position and typically devote a significant number of hours to each hiring competition.

The PSA hiring process involves numerous administrative tasks that do not require input from a professional. Having government professionals spend time conducting administrative tasks is an ineffective use of professional capacity.

The Task Force learned that HR and administrative support for the hiring process varies across the Ministries depending on priorities and resource capacities. Corporate Services for the Natural Resource Ministries (CSNR) PAWS (People and Workplace Solutions) offer enhanced support in the hiring of professionals for positions that have been identified by executive as high priority, based on Treasury Board submissions and government strategies. The Task Force learned this enhanced support is very effective in reducing the administrative burden of union-included and excluded hiring managers.

³ Comm. by Jamie Jeffreys, ADM of South Region Operations in FOR and co-chair of the Joint PRTF.

⁴ Email comm. with BCIA in April 2024 and meeting on April 23, 2024.

⁵ Email comm. with EGBC, December 3,2024.

Additional CSNR PAWS and/or Ministries' administrative support may reduce the timelines of hiring competitions, since administrative staff are more effective in conducting administrative tasks than hiring panel members, who do not have administrative expertise.

Similarly, PSA HR staff are better suited and more efficient than hiring managers, who have little to no HR expertise, to manage appeals by unsuccessful candidates.

With additional administrative and HR support, professional panel members would be able to focus on the preparation and assessment of written assignments and interview questions, where their professional expertise would be better utilized.

Recommendation 2.b - Management of non-culpable performance issues

Non-culpable staff performance issues are typically complex and effective management may require extensive HR expertise. Supervisors, including those with professional status carry out most of the work related to the management of non-culpable staff performance issues, since they are those with the best knowledge of the role and responsibilities of their staff. Nonetheless, most supervisors have limited or no HR experience to manage non-culpable performance issues effectively. The PSA has HR staff with extensive experience in the management of performance issues. The Task Force learned from professional supervisors they receive limited support from PSA HR in the management of performance issues, but when this support is provided the process is significantly more effective and efficient.

2.2.3 Suggested next steps

Administrative support

Ministry units could assess the administrative workload of their professional staff and determine whether additional administrative resources are needed. If appropriate, units could submit the request for additional administrative staff, supported by the argument that an increase in administrative costs would be easily offset by cost savings in professional time.

Human Resources support

PSA Human Resources and Ministries could refine and update the existing collaborative processes for managing staff performance issues, to provide additional support to supervisors.

2.3 Recruitment and Retention

2.3.1 Recommendations

The Task Force recommends that:

- 3.a The PSA and Ministries / program areas provide more clarity for external candidates and hiring managers on the policy pertaining to initial salary offers for LSO positions.
- 3.b The PSA find ways to improve the public advertising of the non-salary benefits government professionals enjoy.
- 3.c Ministries/program areas implement a consistent and transparent process whereby professional development budgets are determined for the area and allocated to individual area members considering individual professional development needs, and the allocated budget and underlying rationale is clearly communicated to employees.

2.3.2 Discussion

The Task Force has identified that the PSA continues to have challenges in the recruitment and retention of registered professional staff (LSO) positions.

The factors the Task Force explored to improve the success of recruitment and retention pertain to the transparent communication of the policy for initial salary offers, the showcasing of non-salary benefits and professional development.

Recommendation 3.a - Transparent communication of the policy for initial salary offers

The salary range indicated in LSO postings represents the difference in salary between the top and bottom step (step 1) of the classification level. This difference is called the step salary range. Step salary ranges are publicly available on the Licensed Science Officer website.

The information required to understand how the step salary range affects initial salary offers and salary increases is not publicly available. This information is included in internal PSA HR policy that is accessible to all government employees but is not accessible to external candidates.

The Task Force learned from government professionals and hiring managers that, without access to the PSA HR policy on salary, external candidates typically mis-interpret the step salary range in job postings as the range for the initial salary. Hiring managers indicated external applicants who won LSO competitions have frequently declined the job offer because, due to this mis-interpretation, they expected higher initial salary offers. Going through a competition process that leads to a declined offer because of lack of clarity on salary generates unnecessary work and is an undesirable outcome for all parties involved.

The Task Force also learned that not all hiring managers have clarity on the PSA policy regarding the option of "uprange hires", whereby, depending on circumstances, candidates may be offered an entry salary at a step higher than step 1. As a result, the option of "uprange hiring" is applied inconsistently across Ministries and program areas.

Recommendation 3.b - Non-salary benefits

Registered professionals working for the Public Service typically enjoy non-salary benefits over their counterparts in the private sector. These benefits significantly contribute to an improved quality of life for government professionals. The benefits enjoyed by LSO positions include, but are not limited to, flexible work schedules, hybrid work locations and deferred salary leave. While the PSA website provides extensive information on the benefits enjoyed by all Public Service employees, there is limited information showcasing the specific benefits of employees in LSO positions. The PSA has a webpage canvassing the benefits of the Engineer-in-training/Geoscientist-in-training program offered by the Ministry of Transportation and Transit. The Task Force was unable to identify other PSA online resources that specifically showcase the benefits of working as a registered professional in the B.C. government.

Recommendation 3.a - Professional development

Registered professionals are required to complete a specified minimum number of professional development hours to maintain their registration with professional regulatory bodies.

Professional development requirements, as set by regulatory bodies, are met through activities that are additional to day-to-day professional practice, such as specialized training, participation and/or presentation in conferences, access to software and online libraries.

Technical training in a reserved area of professional practice is typically not included in the training offered by the Public Service and requires a dedicated Professional Development (PD) budget.

The Task Force has learned from professional employees that communication regarding the budget allocated to PD of individual professionals and the rationale for the allocation is opaque. As a result, professionals may not be provided with an adequate budget to carry out training that is critical to their PD.

2.3.3 Suggested next steps

Initial salary offers

The first suggested step is for the PSA to explore ways to provide access for external candidates to all the relevant salary information for job postings that may affect the candidate's decision to apply. This information would include information on the meaning of posted salary ranges and options for salary upranging.

We also suggest the PSA explore ways to improve the communication on the salary upranging policy to hiring managers, so that all program areas are aware of the options to offer or negotiate higher step levels and can apply this policy consistently.

Public advertising of non-salary benefits

We suggest the PSA could develop additional online material similar to that currently offered in relation to the Engineer-in-training/Geoscientist-in-training program offered by the Ministry of Transportation and Transit. This material could be developed considering input from LSOs on which non-salary benefits they value the most, or which aspects of their job they find more rewarding/interesting. The PSA and Ministries may employ this additional marketing material in career events or other appropriate venues.

Professional development

We suggest Ministries / program areas develop a more consistent and transparent approach to the allocation of professional development budget to the areas and to individual professionals, which considers the professional development needs expressed by the employees.

Ministries are encouraged to continue supporting professional staff with accepted abstracts to present at conferences in British Columbia and elsewhere, by providing adequate time and budget. Government professionals who are conference presenters are an effective vehicle to showcase the Province's in-house professional expertise and experience.

3. Next Steps

The Joint Professional Reliance Task Force Letter of Commitment is due to expire at the end of the 17th PEA Settlement Agreement.

The Joint Task Force intends to distribute this report and provide an overview of it to the Public Service Administration and Deputy Ministers of the B.C. Ministries that employ engineers, geoscientists, foresters, agrologists and biologists, so that they may be aware of the work conducted by the Joint Task Force and consider the resulting recommendations.

The members of the Joint Task Force (listed below) remain available to discuss the recommendations included in this document with representatives of the Employer and the PSA who may be available and interested in improving the professional reliance model in the B.C. provincial government.

The members of the Joint Professional Reliance Task Force:

Jamie Jeffreys (ADM, FOR) - Chair

Sarah Alloisio, P.Geo., MCM – Co-Chair

Colleen Delaney, P.Ag. ENV

Connie Chapman, ED, WLRS

David Thomson, P.Geo., WLRS

Douglas Hill, ED, ENV

Dwayne Anderson, R.P.F., FOR

Ellen Hrad, Director, Labour Relations, PSA

Mark Raymond, ED, AF

Sean Shaw, ED, MCM

PEA Staff contacts:

Melissa Moroz, former Senior Labour Relations Officer and member of the Task Force from September 2019 to January 2025. Currently Executive Director of the PEA.

Andrea Mears, Senior Labour Relations Officer, PEA and member of the Task Force since January 2025.

British Columbia, July 21, 2025

Appendix A

Letter of Commitment, 16th Agreement between the PSA and the PEA

From the Memorandum of Settlement Government of British Columbia and the Professional Employees Association January 2019

Re: Professional Reliance Task Force

The Professional Reliance Review and its recommendations are part of government's broader goals and mandate commitments for natural resource management. The Union and the Employer agree there is value of having discussions regarding the implementation of the recommendations and its impact on employees.

Recognizing this, the parties agree to form a Task Force to work collaboratively on these issues of common interest. Consultation and collaboration have long been the foundation of good union-management relations and this Task Force intends to build upon that strong foundation of trust and cooperation.

The following terms of reference will be used to guide the Task Force with the understanding that the parties can mutually agree to establish additional terms of reference.

TERMS OF REFERENCE

Scope and Purpose

The purpose of the Task Force is to ensure meaningful engagement between the Employer and PEA members to explore options and find approaches that would be a benefit to both the Union and the Employer. Meaningful engagement includes a respectful dialogue between the parties that recognizes the expertise and role of the Employer and employees. The Task Force may determine it is desirable to seek input from subject matter experts, including PEA employees, and include them in ongoing dialogue and involvement in the process as appropriate.

The Task Force will engage in meaningful discussion and information sharing regarding the various Professional Reliance Review recommendations which are directly related to the use of qualified professionals within the public service. The Task Force may discuss the following topics:

- Right to title and practice
- Ministry staffing levels
- Availability of resource information
- Government as a Knowledgeable Owner

Membership and Engagement

The composition of the Task Force will consist of not more than five representatives from each party.

The Employer representatives will include an ADM, who will chair the Task Force, and up to three additional representatives from natural resource sector ministries and a representative from the Public

Service Agency. The representatives from natural resource sector ministries may rotate attendance depending upon the specific topics to be discussed as identified on the agenda.

Meeting Framework and Frequency

The Task Force will meet three times per year at a mutually agreeable time and place. The parties will together develop an agenda in advance of the meeting to allow the parties to select the appropriate representatives to attend.

The agenda will include updates on ministries' actions to address recommendation and provide an opportunity for discussion.

Outcome

The Task Force will keep a record of discussions and options identified at the end of each meeting and provide to government for consideration.

The Task Force will prepare a joint final report by December 31, 2020 for government consideration which documents the options and considerations for addressing the Professional Reliance Review recommendations.

This letter of commitment and duration of the Task Force expires at the completion of the joint final report and no later than the end of the 16th Main Agreement.

Sincerely,

Alyson Blackstock Executive Director, Labour Relations and Total Compensation BC Public Service Agency

Appendix B

Memorandum of Settlement, 17th Agreement between the PSA and the PEA

LETTER OF COMMITMENT

October 27, 2022 Melissa Moroz Labour Relations Officer Professional Employees Association

Dear Ms. Moroz:

Re: Professional Reliance Task Force

Considering the recently introduced *Professional Governance Act*, the Parties agree that the previously established Professional Reliance Review continues to provide a forum to bring forward recommendations that are consistent with government's broader goals and mandate commitments for natural resource management. The Union and the Employer agree there is value of having discussions regarding the *PGA* implementation and make recommendations regarding its impact on employees.

Recognizing this, the parties agree to continue the Joint Task Force to work collaboratively on these issues of common interest. Consultation and collaboration have long been the foundation of good union-management relations and this Joint Task Force intends to build upon that strong foundation of trust and cooperation.

The following terms of reference will be used to guide the Joint Task Force with the understanding that the parties can mutually agree to establish additional terms of reference.

TERMS OF REFERENCE

Scope and Purpose

The purpose of the Joint Task Force is to ensure meaningful engagement between the Employer and PEA members to explore options and find approaches that would be a benefit to both the Union and the Employer. Meaningful engagement includes a respectful dialogue between the parties that recognizes the expertise and role of the Employer and employees. The Task Force may determine it is desirable to seek input from subject matter experts, including PEA employees, and include them in ongoing dialogue and involvement in the process as appropriate.

The Joint Task Force will engage in meaningful discussion and information sharing regarding the various Professional Reliance Review recommendations which are directly related to the use of qualified professionals within the public service. The Joint Task Force may discuss the following topics:

- Right to title and practice
- Ministry staffing levels
- Availability of resource information
- Government as a Knowledgeable Owner

Membership and Engagement

The composition of the Joint Task Force will consist of not more than five representatives from each party.

The Employer representatives will include an ADM, who will chair the Joint Task Force, and at least one additional representative from natural resource sector ministries and a representative from the Public Service Agency. The representatives from natural resource sector ministries may rotate attendance depending upon the specific topics to be discussed as identified on the agenda.

Meeting Framework and Frequency

The Joint Task Force will meet by the end of February 2023 to discuss the recommendations prepared by the PEA-side of the Joint Task Force (The Recommendations Report, dated December 2, 2022).

Outcome

The Employer-side of the Joint Task Force will engage with the PEA-side Professional Reliance Joint Task Force regarding its 'recommendation report' (dated December 2, 2021). Engagement may include discussion on additional or alternate recommendations, support for PEA recommendations, and implementation of actions consistent with the recommendations. Engagement may include other topics as mutually agreed by members of the Joint Task Force.

This letter of commitment and duration of the Joint Task Force expires at the completion end of the 17th Main Agreement.

Sincerely,

Korina Tsui Executive Director, Labour Relations and Total Compensation BC Public Service Agency