Public Sector Pay Reduction Act 1994 (Prince Edward Island, Canada)

- 1. Under the Canadian Constitution, the law relating to labour relations is a provincial responsibility except the law for certain industries which are of national importance, e.g. railways, pipelines, air transport, telecommunications and most federal Crown corporations. The terms of service of public sector employees including civil servants, quasi civil servants, teachers, etc. are negotiated through collective bargaining and embodied in collective agreements.
- 2. In the province of Prince Edward Island ("PEI"), the Labour Act of PEI covers most aspects of labour law and the Act is applicable to public sector employees as well. The Labour Act of PEI defines the rights of employers and employees and provides for the mechanism of collective bargaining.
- 3. The Civil Service Act of PEI provides for the establishment of a Civil Service Commission which is empowered to deal with, amongst other things, the development of civil service and the working relationship among the government, its employees and the employees' representatives (in most cases, the PEI Union of Public Sector Employees ("the Union")). One of the statutory responsibilities of the Civil Service Commission is to negotiate and administer the collective agreement between the employer and the Union.
- 4. The brief history leading to the enactment of the Public Sector Pay Reduction Act 1994 ("the Act") (Appendix I) is found in one of the reports compiled by the National Union (of Canada), namely, "Collective Bargaining in Provincial Public Sector 1990-1999" (Appendix II).
- 5. Given the powerful background of trade unions in Canada, it would be difficult to fully understand how the Act came into being without looking at the Hansard of PEI. The Hansard of PEI available on the internet dates back to 1997 but not earlier. The Act was probably a part of the ongoing negotiation process between the public sector employees and the PEI government. The Act was passed in 1994. Section 6 of the Act provides for a pay reduction for each position covered by a "compensation plan". It also provides that no compensation plan that came into

force between May 1994 and May 1995 should provide for an increase in pay rates or benefits (section 7(1)). "Compensation plan" is defined in the Act as a collective agreement, contract of employment or terms of employment (section 1(b)). The minimum term of collective agreement in PEI is 1 year or deemed to be 1 year where it is for an indeterminate term (section 35(2), Labour Act). Negotiations took place in December 1995 and agreement was subsequently reached in 1996 to recoup the rollback.

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CHAPTER P-32.1

PUBLIC SECTOR PAY REDUCTION ACT

PART I **INTERPRETATION**

1. In this Act Definitions

(a) "collective agreement" means

collective agreement

- (i) a collective agreement or arbitral award under the regulations to the Civil Service Act R.S.P.E.I. 1988, Cap. C-8,
- (ii) a collective agreement or arbitral award under the School Act R.S.P.E.I. 1988, Cap. S-2.1, or regulations made pursuant to that
- (iii) a collective agreement or arbitral award under the Labour Act R.S.P.E.I. 1988, Cap. L-1,
- (iv) an agreement between a unit of employees established for collective bargaining, and employer for defining, determining, or providing, for working conditions, and terms of compensation, and
- (v) a decision or order that, by operation of law or agreement, governs working conditions and terms of compensation;
- (b) "compensation plan" means a collective agreement, contract of compensation plan employment or terms of employment;

(c) "employee" means a person who, on behalf of a public sector employee employer, performs duties and functions that entitle that person to pay, but does not include an independent contractor;

public sector employer

- (d) "public sector employer" means
 - (i) the Government of Prince Edward Island,
 - (ii) a school board within the meaning of clause 1(v) of the School
 - (iii) an agency of the Crown, including a Crown corporation listed in Schedule B or Schedule C to the Financial Administration Act R.S.P.E.I. 1988, Cap. F-9,
 - (iv) the Council on Health and Community Services Policy, established pursuant to the Health and Community Services Act R.S.P.E.I. 1988, Cap. H-1.1,
 - (v) a regional authority, established pursuant to the Health and Community Services Act,

(vi) the Prince Edward Island Human Rights Commission, established pursuant to the *Human Rights Act* R.S.P.E.I. 1988, Cap. H-12,

(vii) the Prince Edward Island Museum and Heritage Foundation, established pursuant to the *Museum Act* R.S.P.E.I. 1988, Cap. M-14.

(viii) the Hospital Association of Prince Edward Island,

(ix) the Health Association of P.E.I. Inc.,

(x) the University of Prince Edward Island, established pursuant to the *University Act* R.S.P.E.I. 1988, Cap. U-4,

(xi) Holland College, established pursuant to the *Holland College Act* R.S.P.E.I. 1988, Cap. H-6,

(xii) the Legislative Assembly of Prince Edward Island,

(xiii) such other board, commission, corporation, or organization, as may be prescribed in the regulations:

(e) "pay" means salary, wages, stipends, honoraria, bonuses, and commissions;

(f) "pay rates" means single rates of pay, or ranges of rates of pay, or where no such rates or ranges exist, any fixed or ascertainable amounts of pay. 1994, c.51, s.1.

2. (1) The purpose of this Act is

provision of this Act prevails. 1994, c.51, s.3.

(a) to reduce the pay rates of all employees, effective May 17, 1994, as a deficit reduction measure; and

(b) to implement certain other cost reductions in the public sector.

(2) For greater certainty, it is declared that the reductions effected by this Act are without compensation, or any other off-setting considerations by a public sector employer to its employees. 1994, c.51, s.2.

3. Every enactment, whether enacted before or after the coming into force of this Act, shall be read and construed as subject in all respects to this Act, and in the case of a conflict with a provision of this Act, the

4. (1) The reduction in pay in a compensation plan pursuant to this Act or the regulations is not, and shall not be deemed to be, a breach of the plan, and, for greater certainty, does not entitle any person to terminate the plan, to receive any payment, or to any other remedy.

(2) The reduction in pay pursuant to the Act, or the regulations, is not a reduction in compensation for the purpose of any compensation plan, and, for greater certainty, shall not be deemed to be a termination of the plan, and does not entitle any person to terminate the plan, to receive any payment, or to any other remedy. 1994, c.51, s.4.

pay

pay rates

Purpose

Declaration re compensation

Conflict with other enactments

Breach of existing plan

Effect, termination, etc. of existing plan

PART II PUBLIC SECTOR EMPLOYEES

5. This Part applies to public sector employers and employees, and to Application every compensation plan agreed between a public sector employer and employees in force on or after May 17, 1994. 1994, c.51, s.5.

6. (1) Effective May 17, 1994, the pay rate for each position covered by a Reduction of pay compensation plan shall be reduced

- (a) in the case of a pay rate of \$28,000 or less, by 3.75%; and
- (b) in the case of a pay rate of more than \$28,000 by 7.5%, except as provided by this Act or the regulations.
- (2) The pay rate for any position shall not be reduced pursuant to Marginal reduction clause (1)(b) to less than \$26,950.
- (3) For greater certainty, the reduced pay rates shall be the basis for any Pay-related pay-related calculations.

calculations

(4) Subsection (1) does not apply to pay rates for students, or paybased separation allowances, including service gratuities, retiring pay and workforce adjustment payments, payable prior to May 17, 1995.

(5) In relation to pay-based separation allowances, including service gratuities, retiring pay and work force adjustment payments for employees of the Health and Community Services Agency, the Council on Health and Community Services Policy and a regional authority established pursuant to the Health and Community Services Act, subsection (4) shall have effect as if for the reference to May 17, 1995 there were substituted a reference to March 31, 1996, 1994, c.51, s.6; 1995, c.35, s.1.

Application to health sector employees

- 7. (1) No compensation plan coming into force between May 17, 1994, New compensation and May 16, 1995, shall provide for
 - (a) an increase in pay rates; or
 - (b) an increase in benefits.

plan, no increase before May 17.

- (2) If any compensation plan referred to in subsection (1) contains such Provision to a provision, the provision is of no force or effect. 1994, c.51, s.7.
 - contrary void
- 8. Notwithstanding any other provision of this Act, an increase in pay Permitted increases rates applicable to an employee may be made
 - in pay rates
 - (a) as a result of an increase in the minimum wage, or in accordance with an order made under the *Employment Standards Act* R.S.P.E.I. 1988, Cap. E-6.2;
 - (b) for or in recognition of length of time in employment, if the provision for an increase in pay had been expressly contained in the

compensation plan that applied to the employee prior to May 17, 1994:

- (c) as an adjustment under the *Pay Equity Act* R.S.P.E.I. 1988, Cap. P-2;
- (d) as a result of a *bona fide* promotion of an employee to a position in a higher classification or otherwise carrying greater responsibility. 1994, c.51, s.8.

PART III PERSONS PAID FROM PUBLIC FUNDS

Reduction of allowances to members of boards, etc. **9.** Effective May 17, 1994, the amounts paid to persons appointed as members of provincial tribunals, commissions, and agencies, as annual, daily or periodical allowances are reduced by 7.5%. 1994, c.51, s.9.

Provincial court judges

10. Clauses 3(3)(a) and (b) of the *Provincial Court Act* R.S.P.E.I. 1988, Cap. P-25 are amended by the addition of the words ", less 7.5%". 1994, c.51, s.10.

Health program funding

11. The envelope of funding provided for in an agreement dated June 12, 1993 between the Hospital and Health Services Commission and the Prince Edward Island Medical Society, is deemed to be provided for the period May 17, 1994, to May 16, 1995 and is reduced by 7.5% 1994, c.51, s.11.

PART IV SAVING FOR FUTURE NEGOTIATIONS

Negotiated agreements

12. (1) Nothing in this Act precludes negotiations and the conclusion of an agreement between a public sector employer and employees which achieves the purpose of this Act by a reduction in pay, offsetting considerations, reduction in other benefits or any combination of them.

Cabinet approval

(2) An agreement made pursuant to subsection (1) shall be of no effect unless approved by the Lieutenant Governor in Council. 1994, c.51, s.12.

PART V GENERAL

Regulations

- 13. The Lieutenant Governor in Council may make regulations
 - (a) defining any term used in this Act not already defined herein;
 - (b) further defining compensation plan;
 - (c) prescribing the persons or class of persons whose method of pay is deemed to be a compensation plan for the purpose of this Act, who may be subject to this Act;

- (d) applying this Act to agreements or arrangements not expressly mentioned in this Act;
- (e) respecting exemptions from this Act, or any of its provisions, and setting the terms and conditions of such exemptions if an agreement has been reached under section 12 which satisfies the purpose of this Act;
- (f) respecting the determination of questions arising as to the interpretation or application of this Act;
- (g) respecting any other matter necessary to give effect to the purpose of this Act.
- (2) A regulation made under subsection (1) may have retroactive effect. $_{\text{Idem}}$ 1994, c.51, s.13.
- **14.** This Act is deemed to have come into force on May 17, 1994. 1994, Commencement c.51, s.14.

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Collective Bargaining in the Provincial Public Sector 1990-1999

Collective Bargaining in the Provincial Public Sector 1990 – 1999

COMPONENT	Year	
& 92-93 of wage i	of wage restraint legislation that froze the wages	
	In July 93 NAPE and CUPE signed allowing the government to achieve reduction in compensation costs fiscal year by dropping its public splan contributions from an average.	 of Newfoundland's 25,000 public sector workers. In July 93 NAPE and CUPE signed an agreement allowing the government to achieve a 4.5% reduction in compensation costs for the 93-94 fiscal year by dropping its public sector pension plan contributions from an average of 5% to 0.5%.
Agreement signed until March 96 the employer's pension plan contour 1.0% in each of the two years, and public sector employees to take 1.0%.	 Also all agreements were extended to March 94. Agreement signed until March 96, which reduced the employer's pension plan contributions by 1.0% in each of the two years, and required all public sector employees to take 1.5 days off without pay in each of the two year agreement. 	
	98	As of January 1 st , 1998, all direct government service employees achieved a 39-month agreement. The agreement provides for a 7% wage increase. Expiry date is March 31 st , 2001.
	98	The Waterford Hospital now falls within NAPE's Hospital Support bargaining unit.
NSGEU	89-97	 Public sector workers have not been to the bargaining table since 1989 and have just emerged from wage restraint legislation which rolled back wage rates by 3% for three years. The legislation expired October 1997.
	98	 The master agreement covering eight NSGEU bargaining units in Nova Scotia's direct government services sector was reached in March 1998. The 29-month contract (Nov 97 to Mar 00) provides for the restoration of a 3% legislative wage rollback, and wage increases of 1.9% Nov 98, 2.2% Apr 99.
benefits, an employees	Also provides increased job security, improved benefits, and \$750 lump sum payment for those employees not affected by the 3% rollback. Also due to a pageing application applications bear and applications.	
		 Also due to a pension surplus, employees have a two-year (97-98/98-99) pension holiday.
		 Liquor store employees also reached an agreement with similar increases (i.e. 7.1% for a 29-month contract).
	98	Members of Local 1670 representing Store Managers and Assistant Managers accepted the new contract at the end of July 98. The 28-month contract provides for improvements to the dental plan, vacation, bereavement and maternity /

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		adoption leave. Wage increases are set at 1.9% on April 1, 98 and 2.2% on April 1, 99. (expires March 00)
	98	In early December 1998 corrections staff accepted a new 3-year contract (expires October 31, 000) which provides for wage increases of 21% over the life of the agreement.
NBGEU & NBPEA	91	On May 9, 91, the government imposed a one-year wage freeze for all 6000 public sector employees in the fiscal year 91-92
NDPEA	92	 In the Spring of 92, the government passed wage restraint legislation limiting increases to 1 & 2% over two years. These legislative increases were inserted into existing current collective agreements. Expiry dates for all public sector workers ranged
	96	 from January 95 to as late as June 97. As of May 96, negotiations began for NBGEU's agreement which expired January 96 (resource officers)
	97	 Agreement was reached November 97 providing 4.5% increase over 4 years, \$0.10 per hour increase in shift differential.
	97	 For NBPEA's Administrative Support, a contract was ratified in October 97 which is a 4 year agreement, retroactive to January 97 and expires December 2000.
		The new agreement implements the recently completed Hay Evaluation Classification System and salary increases of 5.75% retroactive to January 1, 1997.
	98	An agreement was signed in early August 98 for the four Technical Categories - Engineering and Field; General Labour and Trades (Supervisory); Laboratory and Medical; and Technical Inspection.
		The new contract provides a lump sum payment for bridging purposes for those groups whose contract expired prior to May 31 97 to allow all groups to be merged and included on a common pay scale. It becomes effective June 97 and
	98	 expires November 01. NBGEU's Resource Services Group has reached an agreement with the provincial government, which runs from January 1996 to January 2000. Language improvements include a 4.5% increase over 4 years and \$0.10 per hour increase in shift differential.
PEI UPSE	91	Members were forced to accept a temporary reduction in pay to avoid wage restraint legislation (equaling 6% reduction in pay for four

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	92	 months, ending March 92). In exchange, members got 6 extra vacation days. A one-year agreement was negotiated from March
	93	92 to 93.In December 93 a two-year agreement was
		negotiated providing for no wage increases and paid Christmas shutdown. It was to have expired March 95.
	94	 In May 94, the government imposed a 7-1/2% wage rollback on salaries above \$23,000 and 3.75% below \$23,000 for all public sector employees. (considered permanent)
		Negotiations began in December 95 to recoup the rollback.
	96	 Agreement reached in 1996, expiring March 98, reinstating the 7.5% wage rollback and implementing a new wage structure. Increases ranged from 0% to 14% depending on
		classification and placement within the new pay plan.
	98	 Following initial bargaining efforts in April 98, in September 98 the mediation-arbitration process was utilized.
		The award from this process has been finalized. The imposed collective agreement (April 98 to
		March 01) provides wage increases of 2% in the first year, 2% in the second year and 2.25% in the third year.
		Other highlights include improved protection from discrimination and harassment; more equitable and flexible hours, improvements in vacations, work on stat holidays, standby pay, shift
		premiums and some allowances; expansion of disability leave and of leave for family medical needs.
Quebec	92	 In June 92, the government imposed legislation compelling public employers and public sector unions to agree to an extension for up to three years for their agreements. When parties did not agree, the legislation extended the expiry date by one year.
		The legislation also imposed a wage increase maximum of 3% for the first nine months following the original expiry, and 1% for the next three months.
	93	 In September 93 the government imposed a two-year wage freeze on the province's 270,000 public sector employees and extended their agreements for the same period, ending in 95. As well, employees had to take three days unpaid leave annually (= 1% of wage).

	95	 In the fall of 95, several public sector unions representing close to 270,000 members negotiated three-year agreements effective from July 95 to June 98. The agreements provided for – a lump-sum payment April 96 equal to the wages of 0.5% of hours worked during preceding 12 months; a 1.0% wage increase January 97; and a 1.0% wage increase January 98. In early 97, the Bouchard government cut \$800 million in public spending and abolished the equivalent of 15,000 full-time positions. As of September 97, 33,847 full-time equivalency positions took the offered pre-retirement package. Deputy Ministers had a 6% cut in their wages imposed. Collective agreements for direct government services employees, health care workers & teachers at post-secondary level, signed in July 95 will be up for negotiations in June 98. Quebec's Public Sector unions (CEQ, SNS, FTQ) have joined forces to seek an across-the-board wage increase of 11.5% over three years. They are asking for wage increases of 3.5% for the first year and 4% for the following two years. Negotiations are ongoing.
OPSEU	92 93 96	 In February 92, OPSEU members ratified a two year agreement (expired December 93) providing wage increases of 1% Jan. 92 and 2% Jan. 93. Discussions on a 'Social Contract' commenced in the Spring of 93 which broke down by late May. In July 93, imposed Social Contract Act which suspended collective bargaining in the public sector until 96 and forced the public sector workers making over \$30,000 to take 5 unpaid days. Following a five-week general strike of its 65,000 direct government employees which began February 96, an agreement was ratified and members returned to work on April 1, 96. The new three year contract impedes the government in terms of the process and pace by which it can downsize its workforce. OPSEU gained greater protection for its members and other benefits, as well as full-time unclassified workers achieving 2% of their pay in lieu of benefits (plus change to classified status following two years of service and the continued need for the service).
		These employees have not had a wage increase for the last seven years.

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	98	 The Master Agreement expires December 98. Tentative settlement reached for support staff at community colleges. Advancements made in employment security language; wages – 0%; \$300 lump sum and 1.5% over 3 years. Employer agreed to look at a Trusteed Benefit Plan. Contract expired Dec 98. Government wanted major concessions, however, after a successful strike vote, a three-year agreement was reached just after the March 18 strike deadline. Agreement (January 99-December 2001) provides for wage increases of 1%, 1.35% and 1.95%, plus extra pay adjustments for 5,400 workers in specific occupations - plus other gains (faster justice for grievors, increased time off for union business, Factor 80 early retirement plan will be available for surplused members until March 2002, increase in shift premiums for correctional officers, etc.)
OLBEU	91	A two-year contract was negotiated, providing wage increases of 5% and 4.0%
	93	 wage increases of 5% and 4.9%. OLBEU members came under three years of the Social Contract Act.
	96	In April 96, a two-year contract was negotiated which provided for job security and enhanced severance packages or pension bridging.
	98	In mid-June 98 a two-year agreement was reached providing a 2% wage increase for the first year, plus a \$900 lump sum payment. In the second year, employees will get a 2% wage increase, plus a \$500 lump sum payment.
	98	In December 98, the OLBEU concluded an agreement removing the red-circling of Clerk 4 in retail stores and Foreman 2 in warehouses. These employees received the 2% increase retroactive to April 98, plus are eligible for the 2% on April 1, 99.
MGEU	91	MGEU negotiated a three-year Master Agreement for its members in the direct government service (expiry September 94)
		The agreement provided wage increases of 3% Sept 91, 3% Sept 92, and a COLA Sept 93.
	93	However, in April 93 the government imposed legislation reducing wages in the 93-94 and 94-95 fiscal years by approx. 4% per year. This was imposed by forcing public sector employees to
	96	take ten unpaid days (Christmas shutdown & Filmon Fridays during summer). • A one-year tentative agreement was reached (expiry March 97).
		MGEU convinced the government to back off on

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	97	 its concession demands, except for a reduced work year with corresponding wage reductions (same as 93 legislation). A new three-year Master Agreement was ratified, effective March 97 to March 2000. Wage increases of 1 – 1 – 2% were achieved, as well as removal of the 10 unpaid leave days by the end of the second year of the new contract. (plus a 1.5% signing bonus)
SGEU	91	 Master Agreement was negotiated with a term from 91 to Sept 94 – but was not actually negotiated until April 93. That agreement provided no wage increases
	94	 during the length of the three-year agreement. A three year Master was negotiated which expired in September 97.
		The agreement did not provide for wage increases for the first 18 months of the agreement. Three increases, each being 1% of total compensation, were given in April 96, Sept 96 and Sept 97. The increases were taken in the form of special salary adjustments for some classifications, an extended health care plan, dental plan improvements, and increases in shift premiums, etc. The agreement also stated that there would be no layoffs during the 95-96 fiscal year
	97	 Between September 97 and March 98, every public sector contract will be up for negotiations. A bargaining conference was held with the five sectors at the end of September 97 – with wages, employment security and pensions identified as priority.
	98	A new classification plan will be implemented April 98 with pay equity adjustments going to those classifications with salary scales of less than \$32,000 a year.
	98	A three-year agreement was reached in June 98 (expiry September 30, 2000) providing general wage increases of 6% to all employees (2-2-2%) and employment security for permanent employees until March 00.
		The new classification plan has been completed and implemented as of October 98. Instead of 440 class levels and 271 pay ranges, the new plan will have only 13 classification levels and pay ranges. Some increases will come out of the new plan, namely for those making less than \$32,000 per year. It is anticipated that there could be increases between 3% and 8% for some classifications.

AUPE	92	A two-year Master agreement and 12 component subsidiary agreements was in effect, expiring March 94.
	94	A new three-year Master was negotiated following threats of a legislated roll-back (equaling 5%).
		In the final analysis, the agreement which expires September 97 provides for a 2.3% wage rollback, four unpaid days annually, the loss of four statutory holidays (this provision with a sunset clause), and improvements in the severance package.
	98	New 3-year Master agreement reached in March 98 for the General Service Unit; providing for the elimination of a letter of understanding dealing with a 1.6% reduction effective August 97, and the elimination of a second letter of understanding dealing with a 1.2% reduction effective January 98 (plus job security improvements; conversion of a number of temporary employees into permanent
		 positions; benefit plan review, etc) To date, all but two of the twelve sub-agreements have concluded bargaining with increases of 2.3% retro to January 1, 1998; and 2.25% on September 1, 1998. A 2% bonus is applicable upon ratification of the sub-agreements.
	92	A two-year Master agreement was negotiated in the summer of 92, providing wage increases of \$1 per hour (an increase of 6% of the average salary) retroactive to August 91, 2% in the second year effective August 92, and a full COLA for the last eight months of the agreement effective August 93. Also there were substantial increases in a number of reviewed classifications during negotiations.
	94	A new two-year Master was negotiated (expiring in 96) which provided for no wage increases in the first year of the contract (although other compensation improvements were worth 1.5% in total compensation) and a 1.5% wage increase in the second year of the contract effective March 95 (plus special grid adjustments).
	96	A new two-year Master, which expires in March 98, provides a 1% wage increase effective November 97, improved job security provisions, and other contract improvements.
	98	 An agreement was ratified in late August 98 covering about 30,000 provincial government employees. The Master agreement provides for significant
		improvements in employment security and

		contracting-out; wage equity adjustments for about 6,000 employees; a one-time payment of \$200 equivalent to three months of a 2% wage increase in the second year; a reduction in pension contribution of 1% for 16 months; and a general wage increase of 2% in the third year. Under this agreement, no regular employee will lose employment. Other highlights include an amended formula for retirement that will enable employees to retire earlier without penalty; improved health and welfare benefits; leave to care for elderly family members; and improved rights and working conditions for auxiliary employees. The agreement was reached after the BCGEU took a strike vote (76% in favour of strike action).
HSA of BC	97 98	 In June 93, the BC government and the Health Labour Relations Association (HLRA) signed a landmark employment security agreement with HSA and two other major health care unions. The three-year agreement provided for a 'no bargaining unit layoff' provision guaranteeing members from the three unions that they would not lose their jobs. The agreement provided full employment security until March 96. Arbitration decision came down on December 18, 1997, providing a framework and process for leveling in the para-medical sector. The Paramedical Professionals Bargaining Association, which HSA is a part of, is seeking improvements in job security, provincial seniority, health and welfare benefits. Talks broke down October 15. A province-wide strike vote resulted in 78% in favour of strike action. Mediator appointed in early December 98. 5 out of 6 unions rejected mediator's report by 89% - however the combined results were 78.69% in favour of acceptance. Nurses - HSA has approximately 650 RPNs. After rotating strikes in November 98, returned to the table, and some progress has been made.