

Towards a Representative Public Service

Article 23: Inuit Employment

Maximizing Inuit Employment Government

Contents

1. Article 23

- Core components of Article 23:
 - ILFA
 - IEP's
 - PETP's
 - Cooperation and Support Measures
 - Review, Monitoring, Compliance of Inuit Employment Plans
- What is a representative level?

2. Challenges to achieving a representative level of Inuit Employment in the GN

- Time
- Barriers to Inuit Employment
- Financial Challenges
- Competing Employment Sectors

3. Achieving a Representative Level of Inuit Employment

Article 23

- The objective of Article 23 is “***to increase Inuit participation in government employment in the Nunavut Settlement Area to a representative level.***”
- Article 23 also states that governments and Inuit organizations have an obligation to “cooperate in the development and implementation of employment and training as set out in the Agreement.”
- It is important to note that combined with Article 4 of the NLCA, Article 23 creates the opportunity for Inuit to effectively govern the Nunavut Territory if we achieve a representative level of employment in all levels of government (Federal, Territorial and Municipal).
- In a narrow sense, interpretation of Article 23 is about training and jobs for Inuit in Government – however when you begin to apply other factors such as a competitive labour market and a shortage of skilled workers a broader interpretation of how to implement Article 23 needs to be applied.
- In this view pre-employment and employment training need to take into consideration not only Federal, Territorial, and Municipal governments but also the needs of all employment sectors in the territory.

Components of Article 23

There are 9 parts to Article 23 of which 5 are critical: the ILFA, IEP's, PETP's, Support Measures and ongoing Review, Monitoring, and Compliance. Part 1 is definitions; Part 2 is the objectives of the article; Part 8 is regarding the Canadian Forces and RCMP; and Part 9 is a Savings provision.

Inuit Labour Force Analysis (ILFA) - Within six months of the date of ratification of the Agreement, Government ...shall undertake a detailed analysis of the labour force ...to determine the availability, interest and level of preparedness of Inuit for government employment.

This has not been fully implemented to date –though it has been partially met in a number of areas, including the following:

- A secondment from Statistics Canada to the Nunavut Bureau of Statistics for work on an analysis of the Nunavut Labour Force data over a three year period.
- Quarterly statistical analysis reports entitled “*Towards A Representative Public Service*” identifying levels of Inuit employment in the territorial public service.
- Monthly “*Labour Force Stats Update*” which highlights Nunavut-specific information on the labour force in the 10 largest communities.
- Implementation of an employee survey (distributed to GN employees only) to gauge employee’s interests and attitudes in a wide range of employment areas.
- Two workshops held with respect to Nunavut’s Labour Force – 2002 and 2005 and a Workforce Connex workshop held in 2009 – all three were held in Iqaluit.

Inuit Employment Plans (IEP’s) – each government organization shall prepare an Inuit employment plan to increase and maintain the employment of Inuit at a representative level.

The 1999 – 2004 GN Inuit Employment Plan identified 42 initiatives for the Government of Nunavut to implement over a 5 year period. 28 initiatives were set out in the 2004 – 2008 Inuit Employment Plan and the GN surpassed the overall target of 50% Inuit employment the GN committed to achieving.

During 2002 – 2007 the Federal Government also had an IEP and identified key initiatives aimed at increasing Inuit employment in the Federal public service in the departments employing positions in the territory.

Pre-Employment Training Plans (PETP's) - Government and the DIO shall develop and implement Pre-Employment Training Plans which will require special initiatives.

In addition to providing professional development within the GN, special initiatives within the communities are developed and delivered by the GN to provide Inuit with the necessary skills to qualify for government employment.

Skills development training programs to help more Inuit qualify for government employment that are available in Inuktitut, are offered in Nunavut, are culturally appropriate and are distributed among communities where possible; and include the following:

- LMDA Funding
- Akitsiraq Law School Program
- Sivuniksaliurniq Program
- Building Careers Program
- Literacy Development, including GED preparation and testing
- Financial Assistance to Nunavut Students in post secondary education

In addition to the above, Nunavut Arctic College continues to provide Pre-Employment Training in a number of categories relevant to government employment, including some of the following:

Nunavut Teachers Education Program	School Community Counsellor Program
Social Worker	Community Administration Certificate Program
Early Childhood Education	Office Administration Program
Alcohol and Drug Counselor Program	Community Lands Administration Certificate
Environmental Technology Diploma/Certificate Program	Community Support Worker Program
Management Studies	Career Development Certificate
Human Resource Management Certificate	Community Health Representative
Language and Culture	Nursing - Bachelor and Diploma Program
Computer Technology Program	Nunavut Aboriginal Language Specialist
Media Communications	Health Careers Access Program
	Carpentry (Pre-Employment)

Cooperation and Support Measures - the DIO shall ...play a primary role in the establishment and maintenance of support measures to enhance the potential for success (of Article 23).

These Support measures, which have been identified but not implemented due to funding constraints, could include the following:

1. Provision of NLCA training through the Nunavut Sivuniksavut (NS) program over a two (2) year curriculum.
2. Provision of an adequate early childcare system that provides relevant resources and materials that are culturally appropriate and in Inuktitut and/or Inuinnaqtun.
3. A Nunavut Adult Learning Strategy, which would look at adult education and training needs through one lens, with an objective to provide access to skills, training and education that will allow Inuit to engage in our communities and to obtain employment in those areas which have typically been filled by non-residents.
4. A Trades Training Strategy, which would, focuses on the need to establish a trades training facility within Nunavut and the development of a trades training program/delivery system that is integrated with the K-12 school system.

The GN and NTI have had in place existing cooperation agreements throughout the reporting period. These are originally the *Clyde River Protocol*, signed in 1999 and its successor document, *Iqqanaijaqatigiit*, signed in 2004.

Review, Monitoring, Compliance of Inuit Employment Plans - On the fifth anniversary ...and at five-year intervals thereafter ...the Panel shall arrange for an independent review.

The first 5 year review, completed by Avery Cooper indicated for the most part that all obligations under Article 23 were not being met on an on-going basis. There had been little meaningful cooperation and support between Government and NTI in the development and implementation of the major obligations of Article 23. The second independent review has yet to be completed.

What is a Representative Level?

- The Agreement requires that the public service have a level of Inuit employment, at all grade levels and in all occupational groups, which reflects the proportion of Inuit within the total population in the Nunavut Settlement Area.
- This “representative level” is based on the census.
- Thus, as Inuit comprise roughly 85% of the Nunavut population, that is the representative level.
- The Agreement requires that this level must also be “maintained.”

Challenges to achieving a representative level of Inuit Employment in the GN.

Time

- The GN is committed to achieving 85% Inuit employment by 2020 – though this may change to 2030.
- If the status quo remains it will take an additional 34 years to achieve this level – not the 10 years we have left nor even the 20 years we have if changed to 2030.
- Additionally – positions which require longer periods of post-secondary education take time to fill via beneficiaries – for example in the field of education – today there is a demand of about 300 – 500 teachers who speak the Inuit languages – yet in the time needed to make this a reality and to comply with current language legislation the territory will have only produced at best 120 teachers – not all of whom would be committed to staying in the teaching sector. There are changes happening today though that is helping to alleviate some of this – primarily through the introduction of a transition year to the NTEP program – current student enrolment is up from approximately 58 students (note 10 in final year) last fiscal year to 140 students this year spanning 14 communities.

Barriers to Inuit Employment

While progress has been made over the last 10 years to eliminate or reduce barriers for Inuit entering government employment the following barriers still exist today:

- Lack of Education
- Job Preparation (detailed resume, research and practice)
- Lack of Technical Skills (Trades, Accounting, Administrative, Engineering, etc)
- Language Skills (Inuktitut and English as a second language)
- Insufficient Child Care Services
- Limited Staff Housing
- Lack of career advancement opportunities
- Lack of Supervisory Support
- Competing Job Market (especially in Iqaluit, Rankin and Cambridge Bay and sector specific – mining, fisheries and construction)
- Access to Workplace for Physically Challenged
- Lack of Job Opportunities in some communities for those who do not want to relocate
- Cultural Differences (lack of family support, difficulty adjusting to change, etc)
- Criminal Record limits or handicaps applicants or employees to advance
- Conflict of Interest (Real or Appearance of favoring assignment/selection of jobs)
- Lack of Interest in Administrative Roles (too much paperwork, reading and reporting requirements)
- Lack of Interest in Management Roles (Confrontational and Disciplinarian)
- Mobility – lack of employment in home communities

Financial Challenges

Under the initial Implementation Contract from 1993 – 2003 the federal government committed a total of \$150,000 for Article 23 initiatives over the entire 10 year period. It has been argued by both NTI and the GN that this amount should be in the \$25,000,000 per year range – a significant gap (249.8 million) between what was funded and what is indicative of implementation requirements. Even if you apply the recommendations of Justice Thomas Berger there is still a significant gap – as his recommendations were at \$20,000,000 per year.

The funding levels provided under the Nunavut Unified Human Resource Development Strategy – or NUHRDS amounted to \$32 million over 4 years ending in January 2000 just after the creation of the Nunavut territory and had modest success in providing Inuit opportunities for skills development in the management fields. The challenge of the NURHDS strategy was that it was a one-off approach to skills development and not an ongoing process – something the territory needs.

Another example of a one-off approach to training was the Akitsiraq Law School program whereby 11 graduates obtained their law degrees from a recognized southern institution partnering with Nunavut on the development and delivery of a Nunavut based law school. This amounted to approximately \$1 million per year for each of the 4 years the program was in operation.

Finally, as a support mechanism for Nunavummiut, the Nunavut Sivuniksavut Training Program is a unique eight-month college program based in Ottawa. It is for Inuit youth from Nunavut who want to get ready for the educational, training, and career opportunities that are being created by the Nunavut Land Claims Agreement (NLCA) and the new Government of Nunavut. This program has several Inuit and government sponsors including INAC, and NTI and amounts to approximately \$800,000 per year. This is expected to change significantly should the program secure \$2.3 million in funding to move from their current location to an actual school increasing from 37 staff and students per year to accommodate 80 students per year.

Competing Employment Sectors

The GN today is the largest employer in the territory – we are however not the only employer and this has generated a healthy competition for skilled labour. At the moment the GN employs the majority of skilled Inuit – this however may change in the next 10 – 15 years when mining companies begin to implement beyond the exploration stage and move into production. It is expected that this one industry alone will be at par with the territorial public service competing for the same labour pool at potentially greater benefits. This will create significant challenges for the GN in relation to a representative level of Inuit employment in the future if we do not plan for it today.

Achieving a Representative Level of Inuit Employment

So, we've looked at past initiatives – we know the challenges and barriers, when will we achieve a representative level of Inuit employed by government?

In an effort to specifically address the recruitment & retention of Beneficiaries the following is a list of core programs and initiatives that the GN has implemented to date to increase beneficiary employment:

Sivuliqtiksat Internship Program

Summer Student Employment Equity Program

Development of a Priority Hiring Policy

Occupational Training Programs

Leadership Development

Learning Plan

Mentorship Program

Nunavut Public Service Studies Program

Other avenues related to increasing beneficiary employment includes opportunities through the Direct Appointment process when beneficiaries who are on term or casual appointments can be placed directly into the positions

Youth Initiatives

IQ & Language initiatives – including ILPA

Internships for Finance

K-12 Review & Stay-in-School programs

Increases to FANS funding

Career Development Officers integrated into schools

Development of an Adult Learning Strategy