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Uqauhinut Kamisinaup Havakvia Nunavunmi
Office of the Languages Commissioner of Nunavut
Bureau du commissaire aux langues du Nunavut

BUSINESS PLAN

2023 - 2026

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1. INTRODUCTION

The Languages Commissioner is an independent officer of the Legislative Assembly of Nunavut appointed on a five-year term by the Commissioner of Nunavut on the recommendation of the Legislative Assembly. The duty of the Languages Commissioner is established under section 22 of the *Official Languages Act* (OLA) and under section 28 of the *Inuit Language Protection Act* (ILPA).

In accordance with subsection 24(1) of the *Official Languages Act*, the Languages Commissioner is required to prepare annual reports, which are tabled in the Legislative Assembly. The Languages Commissioner is also required to appear before the Standing Committee on Oversight of Government Operations and Public Accounts and before the Management and Services Board to account for respectively annual reports and business plans.

2. MANDATE AND VISION

MANDATE

The Languages Commissioner's mandate is to promote and safeguard the language rights of Nunavummiut enshrined in Nunavut's language legislation.

VISION

According to the *Official Languages Act* (OLA): Members of the public are able to communicate with and receive services from the Government of Nunavut and its public agencies, the Legislative Assembly and its institutions, Nunavut courts and municipalities¹ in the official language of their choice.

According to the *Inuit Language Protection Act* (ILPA): Members of the public are able to communicate with and receive services from the Government of Nunavut and its public agencies, the Legislative Assembly and its institutions, Nunavut courts, municipalities², private sector organizations and federal departments, agencies and institutions in the Inuit language.

¹ Municipalities need to provide communications and services in French or English if there is "significant demand." The Government of Nunavut has yet to provide a mechanism to identify what this "significant demand" is and to pass regulations under which municipalities are to provide services and communications in French or English.

² The ILPA applies to municipalities regardless of demand.

3. PRINCIPLES AND CONCEPTS OF INUIT QAUJIMAJATUQANGIT

The following general principles and concepts of *Inuit Qaujimagatuqangit* apply in respect of the exercise of the powers and performance of the duties of the Languages Commissioner:

1. *Inuuqatigiittiarniq*: respecting others, relationships and caring for people
2. *Tunnganarniq*: fostering good spirits by being open, welcoming and inclusive
3. *Pijittirniq*: serving and providing for family and/or community
4. *Aajiiqatigiingniq*: decision making through discussion and consensus
5. *Pilimmakharniq/Pijariuqharniq*: development of skills through observation, mentoring, practice, and effort
6. *Havaqatigiingniq/ Ikajuqtigiingniq*: working together for a common cause
7. *Qanuqtuurniq*: being innovative and resourceful
8. *Avatiptingnik Munarittiarniq*: respect and care for the land, animals and the environment

4. RESPONSIBILITIES OF THE LANGUAGES COMMISSIONER

The Languages Commissioner has four main responsibilities:

Ombudsman

The Languages Commissioner reviews any possible breach of the language legislation by territorial institutions, municipalities, private sector organizations, and federal departments, agencies, and institutions in Nunavut. The Office can investigate, make findings and reports, mediate settlements and suggest ways to redress language rights violations.

Advocate

The Languages Commissioner communicates with obligated bodies to influence decision-making, practices, or policies about respecting language rights.

Advisor

The Languages Commissioner advise, assist, and works with territorial institutions, municipalities, private sector organizations, and federal departments, agencies, and institutions on their service and communication obligations. The Office also informs Nunavummiut of their language rights.

Monitor

The Languages Commissioner monitors and examines the progress of territorial institutions, municipalities, private sector organizations, and federal departments, agencies, and institutions in meeting their obligations under Nunavut's language acts.

The Languages Commissioner's duties are the following:

- To inform Nunavummiut of their language rights
- To inform and advise territorial institutions, municipalities, private sector organizations, and federal departments, agencies, and institutions of their language obligations

- To monitor territorial institutions, municipalities, private sector organizations, and federal departments, agencies, and institutions' language services and communications with the public
- To inform municipalities, private sector, and federal organizations of their language communication and service requirements pursuant to section 3 of the ILPA
- To investigate, or facilitate resolution, and to recommend corrective actions
- To support and monitor the implementation of Nunavut's language legislation

The Commissioner also has wider functions, including:

- Promoting language rights through the provision of opportunities to use the official languages
- Keeping under review the adequacy and effectiveness of the laws relating to the official languages rights
- Producing and publishing reports
- Carrying out research or studies
- Making recommendations to obligated bodies and giving advice to any person

5. CAPACITY

The OLC has a total of six positions³. In addition to the full-time contingent of employees, the OLC has a contract with a legal firm to provide legal advice and assistance with mediation when required.

The positions are the following:

- Director of Strategic Planning and Policy (indeterminate)
- Manager, Communications (indeterminate)
- Investigation and Research Officer – Inuktitut (indeterminate)
- Investigation and Research Officer – French (indeterminate)
- ILPA Liaison Officer (indeterminate)
- Executive Assistant (Indeterminate)

³ Commissioner of Nunavut on the recommendation of the Legislative Assembly appoints the Languages Commissioner; we do not consider this position as part of the six positions.

As of February 2023, these positions were staffed:

- Director of Strategic Planning and Policy (indeterminate)
- Executive Assistant
- Investigation and Research Officer – French (indeterminate)

As of February 2023, three positions are vacant:

- Manager, Communications, and
- Investigator and Research Officer – Inuktitut (Indeterminate)
- ILPA Liaison Officer

However, the Investigator and Research Officer – Inuktitut position is going through the recruitment process, as interviews are completed, and just finalizing the recruitment process to staff the position.

Inuit Employment Plan (IEP)

The Government of Canada has provided a comprehensive Nunavut Inuit Labour Force Analysis as part of its renewed commitment to funding the implementation of Nunavut. The Government of Nunavut (GN) has matched this analysis of the territory's labour force with a detailed analysis of its own workforce. This data has enabled the GN to develop a strategic Master Inuit Employment Plan to 2023, which will help to accelerate progress towards a representative public service.

In 2021-2022, the Office of the Languages Commissioner developed its first Inuit Employment Plan (see Appendix), and will ensure its implementation. The plan includes goals and an action plan to achieve short and medium-term goals.

7. LEGISLATION

In Nunavut, there are two language acts, the *Official Languages Act* and the *Inuit Language Protection Act*, and three official languages: Inuktitut, English, and French.

The *Official Languages Act* (OLA)

Nunavut's *Official Languages Act (OLA)* was approved by the Legislative Assembly in 2008 and came into force on April 1, 2013. The OLA creates obligations for the Legislative Assembly, the courts, and the Government of Nunavut to actively offer their communications and services to the public in all the official languages.

Municipalities also need to provide communications and services in French or English if there is a significant demand for services and communications in these official languages. The Government of Nunavut has yet to provide a mechanism to identify what constitutes this significant demand and to pass regulations under which municipalities are to provide services and communications in French or English.

Obligated bodies must provide an active offer, and ensure that members of the public can communicate with and receive services in the official language of their choice from the head or central service offices. This also includes other offices where there is significant demand for an official language or due to the nature of the service (public safety, security, and health).

The implementation of the *OLA* as it applies to Inuinnaqtun must address the need for language revitalization and improve access to government programs and services specifically in Kugluktuk and Cambridge Bay.

The OLA requires a minister responsible for languages to coordinate and guide the language service requirements that must be met by territorial institutions and municipalities.

The *Inuit Language Protection Act* (ILPA)

The *Inuit Language Protection Act (ILPA)* was approved in September 2008 and came into force in 2011. On July 31, 2017, there were additions of sections 3 to 5 to the Act in order to address the Act as it stipulates the obligations of the private organizations on the Act. The ILPA responds more specifically to the challenges confronting the Inuit language and its speakers by protecting and promoting its use, quality, and prevalence throughout Nunavut. The ILPA guarantees the right to education in the Inuit language, protects territorial public servants who prefer to work in the Inuit language, and defines specific obligations for government, municipalities, and private sector and federal organizations for providing their communications and services generally available to the public in the Inuit language.

The ILPA requires a minister responsible for coordinating the implementation of policies as well as the Inuit Uqausinginnik Taiguusiliuqtiit (IUT), the Inuit Language Authority.

8. CORE ACTIVITIES AND BUDGET

The OLC works in three main areas: legislation, communications and policy, planning ,and investigations.

8.1. LEGISLATION

At the Office of the Languages Commissioner (OLC), protecting citizens' language rights and ensuring that they are treated with respect and fairness is pertinent to the success of the Office. The Office is supporting official languages users and working with obligated bodies in order to gain a better understanding of their experiences, needs, and aspirations. Evidence gathered is used to help ensure compliance with the laws. By doing this, the Office aims to give people the assurance and confidence to use the official language of their choice in their everyday lives.

The OLC expects obligated bodies to comply with the legal duties imposed on them. When they fail to do so, the Office takes appropriate steps to ensure compliance with these duties and, by doing so; it ensures that the rights of official languages users are protected.

8.2. COMMUNICATIONS

The Languages Commissioner recognizes the importance of language rights promotion; it is her duty to inform the public of its language rights and to inform obligated bodies of their language obligations under the Nunavut's language legislation. The OLC's public awareness work can take many forms, including public education campaigns, presentations, information sessions, informative material, and maintaining the Office's website and Facebook page.

8.3. POLICY, PLANNING AND INVESTIGATIONS

The OLC examines, analyses, and makes recommendations concerning the proposed and existing language policies in territorial institutions, municipalities, private sector organizations, and federal departments, agencies, and institutions.

Official Languages Act (OLA)

According to the OLA, a language rights concern with a territorial institution and a municipality can be filed with the Office of the Languages Commissioner by an individual, or on behalf of another person, group, or community. When members of the public are not receiving services and communications in the official language of their choice, in accordance with sections 11 and 12 of the OLA, such language rights concerns are applicable.

A concern can be brought to the OLC in any of these circumstances:

- The status of an official language has not been recognized
- A provision of the OLA or any other act or regulation relating to the status, use, or protection of an official language has not been complied with

- The spirit and intent of the OLA or ILPA have not been fulfilled

The Languages Commissioner on her own initiative, or at the request of a territorial institution, a municipality, a member, or a committee of the Legislative Assembly, commences an investigation without having received concerns directly from a member of the public.

Inuit Language Protection Act (ILPA)

The Act mandates the government to take specific measures to safeguard the Inuit language. It includes:

- Educational rights, including early childhood education, Inuit language instruction, and adult language acquisition and upgrading
- The right to work in the Inuit language in territorial institutions
- Obligations for municipalities as well as the private and public sectors, including federal and territorial institutions, to offer services and communications in the Inuit language

Monitoring

To ensure that they are complying with language laws, the OLC monitors the availability of language services and communications and active offers within obligated bodies. Surveys such as e-mail and telephone communication verification, written communication and website reviews are useful measurement tools to collect data.

Systemic Investigation

An investigation may take the form of a systemic investigation when non-compliance with language rights is observed as an endemic problem. The decision to conduct a systemic investigation is based on a list of criteria that follows ombudsman practices in Canada, such as:

1. The situation concerns major strategic issues
2. It is a recurring problem
3. A large number of people are potentially at risk
4. The number of concerns received is important
5. The recommendations made by the Languages Commissioner's Office were ignored

Ombudsman and Investigative Training

It is important that the OLC employees are informed and have up-to-date knowledge about the investigation, ombudsman role, and best practices. The Office plans to participate in training offered by York University and the Forum of Canadian Ombudsman.

8.4. BUDGET

The Languages Commissioner has a budget of \$1,290,000 for 2023-2024:

Budget (\$000)	2022-2023	2023-2024	2024-2025	2025-2026
Directorate and operations	508	508	508	508
Communications	159	159	159	159
Policy, planning and investigations	623	623	623	623
Total	1,290	1,290	1,290	1,290

9. PRIORITIES FOR 2022-2023

Legislation

- ✓ Prepare for the review of the *Official Languages Act* and the *Inuit Language Protection Act*
Status: Ongoing: The office will submit recommendations on legislative changes to the chair of the Standing Committee on Legislation.

Communications

- ✓ Develop and update an advertising campaign on language rights
Status: Ongoing: The Office is working to develop an advertising campaign on language rights.
- ✓ Develop an advertising campaign on the OLC’s role
Status: Ongoing: The Office is working on modalities to develop an advertising campaign on the OLC’s role.
- ✓ Inform private sector organizations of their language obligations under the ILPA and provide assistance in the planning and implementation of the Inuit language plan and, if needed, the accommodation request
Status: Ongoing: The Office is continuously working with private sectors to ensure they understand their obligations under ILPA while assisting to put in place an Inuit language plan as needed.
- ✓ Travel to four communities and organize information sessions on language rights
Status: Ongoing: The Office will make necessary arrangements to visit the four communities for the information session on language rights.

Policy, Planning and Investigations

- ✓ Do an environmental scan internally to update resources, policies, and procedures internal to the operations of the office.
Status: Ongoing: The Office will commence work on this initiative.

- ✓ Monitor territorial institutions' implementation of OLC's recommendations regarding the right to work in the Inuit language
Status: Ongoing: The Office is continually working with territorial organizations to ensure the implementation of OLC's recommendation as it relates to the right to work in the Inuit language

- ✓ Follow up on recommendations received from the Standing Committee on Public Accounts, Independent Officers, and Other Entities
Status: Ongoing: This is a continuous exercise that the OLC will proactively pursue to ensure all recommendations are reviewed and complied with accordingly.

- ✓ Provide staff training and professional development initiatives
- ✓ **Status: Ongoing: Staff training is paramount to the OLC. The Office will continually train and encourage its staff to participate in other trainings that are beneficial to the advancement of the Office.**

10. PRIORITIES FOR 2023-2024

Communications

- ✓ Finalize an advertising campaign on language rights
- ✓ Finalize an advertising campaign on the OLC's roles
- ✓ Continue to work with private sector organizations and federal departments, agencies, and institutions on their language obligations under the ILPA and provide assistance in the planning and implementation of the Inuit language plan and, if needed, the accommodation request
- ✓ Complete all travel plans within the territory.
- ✓ Address all issues raised and observed from community visits as it relates to ILPA and OLA respectively.

Policy, Planning and Investigations

- ✓ Finalize environmental scan for resource updates of internal policies and procedures in the OLC
- ✓ Continue to monitor territorial institutions' language services through written communication review
- ✓ Monitor private sector' language services through a survey
- ✓ Continue to provide staff training and professional development initiatives

11. PRIORITIES FOR 2024-2025

Communications

- ✓ Communicate language rights through printable documents such as pamphlets and brochures to Nunavummiut
- ✓ Commence discussions on the development of a communications strategy

Policy, Planning and Investigations

- ✓ Monitor territorial institutions' language services through written communication procedures
- ✓ Monitor private sector' language services through a survey
- ✓ Continue to provide staff training and professional development initiatives
- ✓ Develop an onboarding system for new employees

12. PRIORITIES FOR 2025-2026

Communications

- ✓ Develop a communications strategy
- ✓ Continue to increase awareness of language rights to Nunavummiut on radio and social media
- ✓ Creating promotional awareness of the OLC to Nunavummiut

Policy, Planning and Investigations

- ✓ Complete internal standard and operational manuals
- ✓ Complete the onboarding system

13. MAIN ESTIMATES FOR 2023-2026

BUSINESS SUMMARY	2022-2023		2023-2024		2024 – 2025		2025 – 2026	
	Main Estimates		Planned		Planned		Planned	
	\$0	PYs	\$0	PYs	\$0	PYs	\$0	PYs
DIRECTORATE AND OPERATIONS								
Salary	280	2	280	2	280	2	280	2
Grants and Contributions	—		—		—		—	
Other O&M	228		228		228		228	
Subtotal	508		508		508		508	
COMMUNICATIONS								
Salary	129	1	129	1	129	1	129	1
Grants and Contributions	—		—		—		—	
Other O&M	30		30		30		30	
Subtotal	159		159		159		159	
POLICY, PLANNING AND INVESTIGATIONS								
Salary	575	4	575	4	575	4	575	4
Grants and Contributions	—		—		—		—	
Other O&M	48		48		48		48	
Subtotal	623		623		623		623	
TOTAL	1 290	7	1 290	7	1 290	7	1 290	7

APPENDIX

OFFICE OF THE LANGUAGES COMMISSIONER

INUIT EMPLOYMENT PLAN

2021-2026

EMPLOYMENT CATEGORIES IN THE OFFICE AS OF February 2023

In its Public Service Annual Report and in its *Towards a Representative Public Service* (TRPS) report, the GN reports positions across six employment categories: Executive, Senior Management, Middle Management, Professional, Paraprofessional and Administrative Support. The following applies to the Office of the Languages Commissioner:

Category	OLC
Executive	Not applicable
Senior Management	Director of Strategic Planning and Policy
Middle Management	None
Professional	Manager, Communications
Paraprofessional	Investigation and Research Officer – Inuktitut Investigation and Research Officer – French ILPA Liaison Officer
Administrative Support	Executive Assistant

Within the Office of the Languages Commissioner, most of the 6 positions (67%) as of February, 2023 are categorized as either professional (1) or paraprofessional (3), corresponding with the need for post-secondary (college or university) education as well as on-the-job training and experience. One position (17%) is involved in senior management level, which generally also requires post-secondary education.

CAPACITY IN THE OFFICE

The Office of the Languages Commissioner represents three linguistic communities: Inuktitut-speaking, English-speaking and French-speaking people. By the very nature of the Office’s role, the majority of the Office’s positions are in the paraprofessional employment category.

As at February 2023, OLC have Inuit representative. An indeterminate and a casual employee.

INUIT EMPLOYMENT IN EMPLOYMENT CATEGORIES

The following charts illustrate the Office of the Languages Commissioner’s total current capacity. The position of the Languages Commissioner is not included in these six positions.

As of February 2023

EMPLOYMENT CATEGORIES	TOTAL POSITIONS				INUIT EMPLOYMENT	
	Number of positions	Vacancies	Filled	% Capacity	Inuit employed	% Inuit
Executive	-	-	-	-	-	-
Senior Management	1	0	1	100%	0	0%
Middle Management	-	-	-	-	-	-
Professional	1	1	0	0%	0	0%
Paraprofessional	3	2	1	33%	0	0%
Administrative Support	1	0	1	100%	1	100%
TOTAL	6	3	3	50%	1	17%

The Office of the Languages Commissioner hires casual employees to assist with filling positions temporarily that may become vacant due to unsuccessful competition, education leave, maternity leave, annual leave and/or extended medical leave.

As of February 2023, the OLC have one casual employee.

INUIT LANGUAGE REQUIREMENTS BY EMPLOYMENT CATEGORY

The Office of the Languages Commissioner has three positions that have Inuit language requirements as of February 2023, and three positions that identify Inuit language as an asset.

INUIT REPRESENTATION

The Office of the Languages Commissioner as at February 2023 have Inuit representation.

TRAINING AND DEVELOPMENT PLANS

The Office will continue to use the performance review process to monitor employees' performance and training plans respectively. Through the performance review process, the Office will use the training and development plans to identify the employees' training needs and formulate a plan to assist employees in their development. In addition, the Office will work with the employees to identify aspirations for career advancement within the Office in order to provide appropriate support to assist in accomplishing these goals.

CURRENT ISSUES AND OPPORTUNITIES

The Office of the Languages Commissioner requires some specialized positions with formal education. While formal education may be a requirement for some positions, the Office identified a need to continue to analyze job descriptions as they become vacant to ensure that the education and work experience requirements are not overinflated and that equivalencies are considered. The OLC maintains this process by having the Department of Human Resources work closely with the Office in reviewing the job descriptions.

The Office will continue to ensure that the minimum education, work experience, and language(s) identified in job descriptions pertain to roles where it is an absolute requirement. A mentorship program, which is also a value-added investment to help Inuit succeed is been considered for future opportunities.

ABOUT INUIT EMPLOYMENT GOALS AND TARGETS

Departments and territorial corporations set their Inuit employment goals and targets by considering labor supply and demand factors in Nunavut as a whole and in the communities where their offices are located. The Office of the Languages Commissioner is considering the same factors. Factors may include:

- The availability, interest, and level of preparedness of Inuit for government employment, as documented in Nunavut Inuit Labour Force Analysis products and related summaries prepared by the GN;
- Trends in the number of Inuit who are likely to be qualified now for available positions or high-demand occupations;
- Trends in the number of Inuit who are likely to become qualified over time for available positions or high-demand occupations;
- Competition for skilled Inuit throughout the GN and with other employers in the territory;
- Recent trends in staffing and recruitment in the OLC;
- Operational requirements and approved positions (PYs) and budgets; and
- Vacancies and projected turnover rates in the department or corporation.

In setting short-term and medium-term goals, the Office did not exceed the approved number of positions (PYs) in each employment category as of the date of the IEP.

Short-Term and Medium-Term Goals

Short-term goals are within 3 years from 2020, by March 2023.

By March 2023, the Office will strengthen its Inuit representation (50%) by:

- Reviewing job descriptions to ensure that education, work experience, and language requirements are not inflated in job descriptions;
- Assessing all vacancies to determine whether it is feasible to re-profile the position to create an internship or other career development opportunity;
- Promoting and making use of GN training and career development programs;
- Providing specialized training to current professional and paraprofessional staff to develop their current skills;
- Using restricted competitions;
- Fostering a positive work and learning environment in the Office.

Between now and 2025, the Office will focus on initiatives that create long-term, sustainable Inuit employment in all categories. The Office will continue to utilize various human resource initiatives to support the development of employees internally to provide career advancement opportunities for paraprofessional and professional positions. Such initiatives include education leave and professional development (both external and internal).

The Office will work with Inuit employees who seek career advancement to ensure opportunities for identifying positions for Internships and mentoring programs. This will enable more Inuit candidates into Senior Management roles. These initiatives are long-range in nature and require the commitment of the targeted staff as well as a financial investment on the part of the Office.

