

DECENTRALIZATION REVIEW

MOVING WATERS CONSULTING
Report on the 2024 Decentralization Review
Prepared for the Government of Nunavut
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Contents

- 1. Executive Summary 5**
- 2. Purpose and Scope of the Decentralization Review 9**
 - Purpose 9
 - Scope 9
- 3. History and Status of Decentralization 10**
 - A Brief History of Decentralization 10
 - Decentralization Prior to 2012 10
 - Decentralization Since 2012 12
 - The Current Status of Decentralization 14
 - Commitment to GN Employment in Communities 14
- 4. GN Employment in Communities 16**
 - Positions 16
 - Positions by Employment Category 16
 - Positions by Occupational Category 17
 - Positions by Skill Type 19
 - Positions in Regulated Occupations 21
 - Growth in the Number of Positions 22
 - Capacity 24
 - Capacity by Employment Category 24
 - Inuit Employment 26
 - Inuit Employment by Employment Category 26
 - Inuit Employment in Occupations and Skill Types 29
- 5. The Inuit Labour Force in Nunavut 31**
 - Nunavut’s Labour Market 31
 - Labour Market Demand and Supply 31
 - Nunavut’s Inuit Labour Force 32
 - Demographics in Nunavut 32
 - Inuit Participation in the Labour Force 33
 - Educational Attainment Among Inuit 35
 - Geographic Mobility Among Inuit 37
 - Inuit Employment in the Territory 38
- 6. Canada’s Labour Market 43**
 - Trends in the Canadian Labour Market 43
 - Drivers of Change 43
 - Growing Demand 44
 - A Shift in Values and Expectations 45
 - Remote and Hybrid Work 45
 - Health Concerns and Disability 46
- 7. Challenges 48**
 - Employee Turnover and Leave in the Public Service 48
 - Annual Staff Turnover 48
 - Employee Leave 49

Retirement Potential in the Public Service	51
Eligibility for Retirement by 2028.....	51
Historical Trends in Retirement.....	53
Recruitment and Hiring in the Public Service	55
Applications for Job Competitions	55
Hiring of Inuit in Job Competitions.....	57
8. Opportunities.....	60
Definition of Decentralization.....	60
Broadening the Perspective	60
Iqaluit-based Jobs	61
Assessing the Potential for Transfer to Communities	61
Opportunities for Further Decentralization	62
Community-based Jobs.....	65
New and Growing Demand for Community-based Services	65
In-demand Occupations in Communities	67
Devolution-related Employment Opportunities.....	71
Devolving Responsibilities.....	71
Occupations of Interest to Devolution	72
Potential for Decentralization	74
A Modern and Effective Public Service	74
Strategies, Policies and Programs	74
In-service Learning and Career Development	76
Pre-employment Training	77
Labour Market Development	79
9. Recommendations	80
Summary of Recommendations.....	80
Stabilize	81
Stabilize capacity and organizations as a priority.....	81
Grow.....	82
Grow people and communities to participate in government.....	82
Expand.....	83
Expand GN employment opportunities in communities without decentralizing entire offices.....	83
Appendix I: Data by Public Body and Community	84
Trends in Departments and Other Public Bodies.....	85
Growth in the Number of Positions from 2013 to 2023	85
Change in Capacity In and Outside Iqaluit from 2018 to 2023.....	86
Change in the Number of Inuit Employed from 2013 to 2023	87
Change in Inuit Representation In and Outside Iqaluit from 2018 to 2023	88
Trends by Community.....	89
Growth in the Number of Positions from 2013 to 2023	89
Change in the Number of Positions by Skill Type Since 2013.....	90
Change in Filled Positions from 2013 to 2023	91
Change in the Number of Inuit Employed from 2013 to 2023	92
Current State by Community	93

TRPS Summary as of September 30, 2023	93
Positions by GN Employment Category as of September 2023	94
Positions by Occupational Category as of September 2023.....	95
Retirement Potential from 2023 to 2028.....	96
Retirement Potential by Occupational Category.....	96
Retirement Potential by Skill Type	97
Retirement Potential by Community	98
Appendix II: Inuit Labour Force Profiles by Community	99
Arctic Bay	100
Arviat.....	101
Baker Lake	102
Cambridge Bay	103
Chesterfield Inlet.....	104
Clyde River	105
Coral Harbour.....	106
Gjoa Haven.....	107
Grise Fiord	108
Igloolik.....	109
Iqaluit	110
Kimmirut	111
Kinningait	112
Kugaaruk	113
Kugluktuk	114
Naujaat.....	115
Pangnirtung.....	116
Pond Inlet.....	117
Qikiqtarjuaq	118
Rankin Inlet	119
Resolute Bay.....	120
Sanikiluaq	121
Sanirajak.....	122
Taloyoak.....	123
Whale Cove	124
Appendix III: Methodology	125
About Moving Waters Consulting	125
Approach to the Decentralization Review	125
Labour Market Analysis.....	126
Appendix IV: Glossary, Sources and References	129
Glossary of Acronyms and Terms.....	129
Sources of Information	132
References	135

1. Executive Summary

Stabilize the public service by filling vacancies throughout Nunavut and develop the territorial labour force for in-demand occupations in communities before considering further decentralization of entire offices.

Based on the findings of this review, an expansion of decentralization is not recommended in the near term.

Purpose and Scope of the Decentralization Review

The Decentralization Review is an independent review conducted by Moving Waters Consulting Ltd. for the Government of Nunavut (GN). The aim of the Decentralization Review is to strengthen Nunavut's decentralized model of government, enhance supports for decentralized offices, and identify options for expanding Government of Nunavut employment opportunities in communities outside Iqaluit.

The review is not expected to result in recommendations regarding specific organizational structures, functions, occupations, or positions.

History and Status of Decentralization

Decentralization is a founding principle that successive governments in Nunavut have endeavoured to respect, despite significant growth in the public service and well-documented challenges in implementing the decentralized model. The status of decentralization has been assessed and monitored closely since implementation began.

Most of the original decentralized functions continue to operate in communities. The GN has made efforts to strengthen the decentralized model and is successful in maintaining 60 per cent (%) of positions outside Iqaluit, but currently faces unprecedented challenges in workforce capacity.

GN Employment in Communities

Every community has a range of GN positions that deliver programs and services locally. The positions that were designated as decentralized have always been a subset of all positions in communities outside Iqaluit.

The number of GN positions in and outside Iqaluit has grown by almost one-third (32%) over the past 10 years, but staffing capacity is at levels comparable to 2013, after all exits and new hires. Growth in the number of GN employees has not kept pace with growth in the number of public service positions.

Inuit representation or per cent (%) Inuit employed has increased slightly to 52% as a smaller number of Inuit employees forms a slightly larger proportion of a diminished GN workforce.

The Inuit Labour Force in Nunavut

The GN requires skilled and educated workers to deliver programs and services to Nunavummiut throughout the territory. Nunavut's Inuit labour market does not yet meet the GN's needs, although educational attainment is increasing and Inuit express interest in government employment.

Less than half of adult working age Inuit, age 25 or over (25+), have completed high school or post-secondary studies. The most popular post-secondary studies do not lead directly to specialized, in-demand occupations in the GN.

In Nunavut's 10 largest communities outside Iqaluit, 40% to 50% of the Inuit population was adult working age at the time of the 2021 Census. In these communities, between one-quarter and one-half of all employed Inuit (25+) were employed by the GN as indeterminate, term or casual workers.

Canada's Labour Market

The Canadian labour market is tight and competitive, while the pace of change in work and workplaces is accelerating around the world. Educated workers with specific functional skills are in high demand in all regions across Canada.

Many Canadian workers report that they feel dissatisfied and are looking to change jobs. Hybrid and remote work arrangements continue to be popular among workers. Almost half of employees in public administration work from home all or part of the time. Employers report rising rates of disability among labour force participants in Canada and globally.

Challenges

To maintain and build capacity, the GN must fill vacancies left by employees who exit while also hiring for new positions. Employee turnover, leaves and retirement contribute to gaps in GN capacity and vacancies to be filled. Although the number of GN job competitions has increased since 2019-20, the number of applications has decreased to low levels that are unprecedented.

On average, 13% of indeterminate and term employees exit the GN each year. Retirement contributes to this turnover; an estimated 15% of indeterminate employees will be eligible to retire from the GN between 2023 and 2028. Retirement potential is higher outside Iqaluit and among Inuit employees.

Opportunities

The new Nunavut-wide Hiring Policy (NWHP) is not a mechanism to permanently relocate a position or a group of positions to a different community, which has long been an objective of decentralization. The policy does, however, recognize the value of even one more position placed in a community, with the potential for priority hiring of an Inuk.

The NWHP and the Remote Hiring Policy offer criteria that may help to assess the potential for expanding decentralization. The NWHP Guidelines include criteria for assessing the eligibility of an Iqaluit-based position to be advertised with multiple potential locations of work in Nunavut. These criteria can be applied to consideration of whether or not a group of positions is suitable for transfer to a community. The new Remote Hiring Policy helps to identify specialized occupations that are unsuitable for decentralization at this time by listing positions that are hard to fill in Nunavut.

The GN is investing in community infrastructure, programs and services to support the health, wellbeing and resilience of communities and their residents. These investments will yield benefits only when the GN encourages and supports sufficient Inuit to prepare for related community-based jobs in community justice, education, health care, and social services.

Many Inuit express an interest in government employment, but do not have a particular job in mind. Nunavut Arctic College and partnering departments are investing in pre-employment education and training to meet specific needs. A pre-employment training strategy should help to communicate the needs of communities for knowledgeable and skilled workers and to prepare Inuit for government employment in a broader range of in-demand occupations.

The GN continues to develop multi-year strategies and plans to improve the effectiveness of the public service and to increase Inuit employment. As strategies and plans are developed or refreshed and implemented, opportunities may be identified to provide specific supports to strengthen the decentralization model and increase local employment in communities.

Recommendations

Stabilize capacity and organizations as a priority

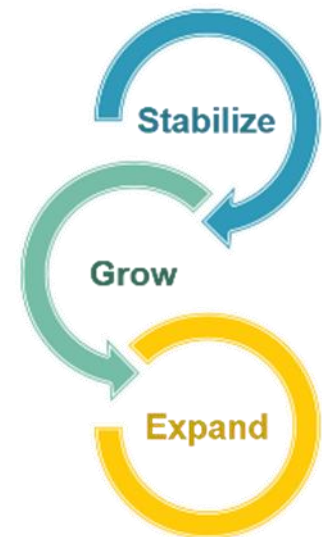
Capacity in the GN is near an all-time low in a period when labour markets in Canada and the world are likely to remain highly competitive. Factors such as the SARS-CoV-2 pandemic, geopolitical tensions and climate change are contributing to changes in labour force participation and mobility, supply chain disruptions and socio-economic instability.

The GN is preparing for major organizational changes over the next several years in planning to restructure the departments of Community and Government Services (CGS) and Economic Development (EDT), and in assuming devolving responsibilities for Nunavut's Crown lands and resources. These initiatives will take effort and time to complete successfully, particularly given the current gaps in GN capacity.

There are vacant positions to be filled throughout the territory in a range of occupations. Many of the vacancies are in communities and when filled, will help to strengthen the decentralization model through improved health, wellbeing and resilience of individuals and communities.

Recommendations:

1. Use HR strategies, plans, policies, programs, and practices to enable business continuity and resilience in a challenging labour market.
2. Apply all available levers for attraction, recruitment and retention to build and maintain capacity throughout the public service.
3. Ensure that community-based jobs in community justice, education, health, and social services are well-supported to enable effectiveness and reduce burnout and turnover.
4. Undertake the reorganization of CGS and EDT with attention to risks and opportunities for communities and stakeholders during transition.
5. Enable the successful transfer of devolving responsibilities through the design of organizations, programs, business processes and jobs, and plans to ensure the necessary staff capacity.



Grow people and communities to participate in government

The GN requires skilled and knowledgeable workers to deliver programs and services to Nunavummiut in every community. There is a limited supply of educated Inuit to meet the GN's needs. As Nunavut's government and largest employer, the GN must continue to develop the territorial labour force for in-demand occupations, with an emphasis on jobs in communities.

Recommendations:

6. Continue to provide and promote opportunities for education, training and on-the-job learning for GN indeterminate, term and casual employees.
7. Continue to implement plans to develop and recruit representative, local workforces for jobs in education, health and social services.
8. Implement plans to prepare Nunavummiut for devolution-related careers in land and resource management.
9. Develop a pre-employment education and training strategy to prepare Inuit for government employment in in-demand occupations, with an emphasis on community-based jobs.
10. Ensure that communities have the resources and supports needed to participate fully and effectively in Institutions of Public Government (IPGs) and on boards and committees related to GN programs and services.

Expand GN employment opportunities in communities without decentralizing entire offices

Based on the findings of the Decentralization Review, decentralizing entire offices or functions is not recommended in the near term. Instead, focus on expanding employment opportunities in communities by continuing to add and fill positions that deliver programs and services in communities, build community capacity, and can be filled locally.

Recommendations:

11. Take full advantage of new hiring policies to attract and retain employees in community-based jobs.
12. Continue to add and promote community-based positions in occupations that deliver programs and services in the community, build community capacity, and can be filled locally.
13. Continue to consider the need for any dysfunctional headquarters offices to be moved from a community to Iqaluit or a regional centre.
14. Assess the potential for any devolving responsibilities to be decentralized after transfer and transition, and with regard to the entitlements of affected federal employees who accept a job offer with the GN.
15. Anticipate trends in the future of work in Canada and Nunavut to assess labour market factors and timing for any expansion of decentralization in the future.

2. Purpose and Scope of the Decentralization Review

The aim of the Decentralization Review is to strengthen the Government of Nunavut's decentralization model, enhance supports for decentralized offices, and identify any options for expanding GN employment opportunities in communities outside Iqaluit.

The review is not expected to result in recommendations regarding specific organizational structures, functions, occupations, or positions.

Purpose

The Katujjiluta mandate states that the Government of Nunavut (GN) will:

- Review and improve organizational structures to meet increasing demand for programs and services;
- Ensure that the public service is optimally-structured, staffed and supported to deliver on priorities; and
- Identify opportunities for further decentralization.

The Decentralization Review is an independent review conducted by Moving Waters Consulting for the GN Department of Executive and Intergovernmental Affairs (EIA), with input from the Department of Human Resources (HR).

The aim of the review is to strengthen the decentralization model, enhance supports for decentralized offices, and identify any options for expanding GN employment opportunities in communities outside Iqaluit.

Scope

The 2024 Decentralization Review includes:

- An historical review of decentralization information since 2012, including tabled documents in the Legislative Assembly and Returns to Written Questions;
- An analysis of the territorial public service's positions and workforce;
- An analysis of information about Nunavut's labour force;
- An analysis of the role that new GN hiring policies may play in increasing the number of positions outside Iqaluit;
- Recommendations for strengthening the decentralization model and supporting decentralized offices; and
- Recommendations for expanding GN employment opportunities in communities outside Iqaluit.

The review is not expected to result in options or recommendations regarding specific GN organizational structures, functions, occupations, or positions.

The Decentralization Review is designed to make use of available data and written information provided by the GN and from the consultant's own research and analysis. The review does not involve engaging or seeking information directly from GN departments or public bodies other than EIA and HR.

3. History and Status of Decentralization

Decentralization is a founding principle that successive governments in Nunavut have endeavoured to respect, despite significant growth in the public service and challenges in implementing the decentralized model.

The GN has been successful in maintaining 60% of positions outside Iqaluit, despite growth over the past 10 years.

A Brief History of Decentralization

Decentralization Prior to 2012

Decentralization is a founding principle in Nunavut

Nunavut covers 1.994 million square kilometres of land mass and has a population estimated at 40,800 (as of December 2023), with almost one-third of Nunavummiut under the age of 15 years.

The Government of Nunavut serves 25 communities that are spread across the territory, each with its own municipal government and distinctive characteristics. All are accessible only by air. Community populations range from less than 200 to 3,000 residents. The capital, Iqaluit, has over 8,200 residents.

The geography and size of the territory in relation to its demographics creates challenges for the design and delivery of government programs and services.

The concept of a decentralized model of government was formed long before the territory of Nunavut came into existence on April 1, 1999. The Nunavut Implementation Commission (NIC) was formed in 1994 to advise on preparations for establishing Nunavut. NIC provided recommendations for the creation of the new territorial government in a 1995 report titled *Footprints in New Snow*,¹ which recognized decentralization as a key mechanism for achieving a representative government and meeting obligations under Article 23 of the *Nunavut Agreement*.

NIC's report outlined the goals of decentralization to:

- Bring government decision-making closer to Nunavummiut;
- Provide employment and training opportunities in communities to increase Inuit employment;
- Assist in building capacity to promote healthy communities; and
- Strengthen and diversify local economies to increase self-reliance.

NIC prepared a detailed design for the headquarters functions of the territorial government in a 1996 follow-up report, *Footprints 2*, which called for “programs and services delivered at the regional and community levels to the fullest extent possible while still ensuring efficient and effective government.”²

Footprints 2 defined “headquarters functions” as those involved in legislation, policy, and program development; long-range planning; overall budget development and management; policy and program evaluation; allocation of resources among programs, services, regions, and communities; monitoring of policy, program, and service implementation in the regions; management support to Ministers, Cabinet and Cabinet committees; and professional and technical support for regional staff.³

Decentralization was implemented in phases between 1999 and 2004

Following Nunavut's first territorial election, the newly-formed Government of Nunavut affirmed its commitment to implementing a decentralized model of government based on the design proposed by the Nunavut Implementation Commission.

Ten "designated" communities with the largest populations outside Iqaluit were identified to receive functions with headquarters or territory-wide responsibilities: Arviat, Baker Lake, Cambridge Bay, Gjoa Haven, Igloolik, Kinngait (then known as Cape Dorset), Kugluktuk, Pangnirtung, Pond Inlet, and Rankin Inlet.

A small Decentralization Secretariat was established to coordinate implementation in phases.

- In the first two phases, 340 positions were created or approved for transfer from Iqaluit to the designated communities by December 2001.
- In the third phase, a further 78 positions were scheduled for decentralization in 2002-03, for a total of 418 positions.
- By 2004, GN departments and public bodies had committed to decentralize certain functions or divisions for a combined total of 459 positions in the 10 designated communities.

Although individual positions were identified for transfer from Iqaluit to the designated communities, the positions were part of intact functions with headquarters or territory-wide responsibilities.

The status of decentralization has been assessed and monitored closely

The GN contracted with consulting firm Millenium Partners to undertake a preliminary evaluation of the decentralized model of government in 2001-02. The intent of the evaluation was to assess progress, identify strengths and weaknesses in what had been completed so far, and recommend potential solutions to continuing challenges with decentralization.

The report, *Building Nunavut Through Decentralization*,⁴ recognized the challenges of establishing a new government and noted that the GN had made good progress in decentralizing both headquarters and regional operations, although shortages of office space and staff housing had slowed implementation in some communities. Inuit employment was reported as significantly higher in the decentralized positions than across the government as a whole.

The evaluation found that the technical nature of some decentralized positions made it difficult to fill jobs locally and concluded that decentralization was most successful where the community skill base had been considered in determining which jobs would be decentralized. The least successful were those in which existing functions were transferred without assessing the local labour market and making efforts to prepare local residents for GN job opportunities.

The status of the 459 designated decentralized positions was monitored closely over a 10-year period. Under the Government Organization Policy, GN departments and other public bodies were required to request a decision from Cabinet for any proposed changes to the number, type or location of the decentralized positions. Written Questions were routinely filed, and detailed information about the status of the positions was provided in Returns to Written Questions. The questions and responses tended to focus on filled and vacant positions, employment of Inuit, and costs associated with decentralization rather than on the effective functioning of the decentralized offices.

The GN continued to track the designated decentralized positions, even as new positions were added to deliver programs and services in regions and communities. The GN also continued to assess how the decentralized model of government was working:

- In 2007, EIA's Nunavut Evaluation Office conducted an assessment of GN offices in Pangnirtung as a follow-up to the 2006 GN Employee Satisfaction Survey.
- In 2009, the territorial government contracted with North Sky Consulting to review the effectiveness of its programs and services through a broad-based public consultation that resulted in *Qanukkanniq – The GN Report Card*.⁵
- In 2011, the GN contracted with the consulting firm Oliver, Wyman Ltd. to conduct a functional review of decentralization⁶ as part of its continuing efforts to strengthen the public service.

These assessments reported similar findings: the challenges were more with the execution than the concept. Nunavummiut and GN employees supported the goals of decentralization but the government had not fully developed the capacity or the capability to make the model work effectively throughout the territory due to factors such as deficits in infrastructure and a limited labour market.

Decentralization Since 2012

The GN has endeavoured to strengthen the decentralized model

The 2011 functional review of decentralization observed that decentralized offices with headquarters or territory-wide responsibilities may experience some distinct challenges with regard to communications and input to decision-making processes. However, many of the reported operational issues were shared by the functions that deliver regional and community-based programs and services.

The review offered 29 recommendations with suggested action items for each recommendation. Taken together, these actions had the potential to enable a more effective public service as well as to improve how the decentralized model of government works.

The GN established a *Decentralization Action Plan: Strengthening Our Commitment to Servicing Nunavummiut*⁷ following the 2011 review. The plan was tabled in the Legislative Assembly on June 5, 2012 with 26 actions identified in four areas: Community, Communications, Strengthening the Model, and Capacity Building. Implementation was monitored through Written Questions and Returns to Written Questions until the action plan's conclusion as of March 31, 2018.

Activities were tracked, but there were no measures to assess the outcomes of actions taken. EIA reported that overall, the GN had strengthened decentralization by:

- Improving structures and supports for a decentralized public service;
- Building capacity to deliver programs and services;
- Promoting Inuit employment and Inuit Societal Values; and
- Improving communications and networks among decentralized offices.

Most of the designated decentralized functions continue to operate in communities

Most of the designated decentralized functions continue to operate in the communities where they were established, with adjustments in the numbers and types of positions over time. Examples are shown in the chart below.

TYPE OF FUNCTION	PUBLIC BODY AND PROGRAM	COMMUNITY
Development of territory-wide policy and programs; program monitoring and evaluation	Community and Government Services (CGS) <ul style="list-style-type: none"> • Planning and Lands • Sport and Recreation 	Kugluktuk Baker Lake
	Culture and Heritage (CH) <ul style="list-style-type: none"> • Elders and Youth • Heritage Resources 	Igloolik Igloolik
	Economic Development and Transportation (EDT) <ul style="list-style-type: none"> • Nunavut Airports 	Rankin Inlet
Delivery of territory-wide programs and services	Community and Government Services (CGS) <ul style="list-style-type: none"> • Petroleum Products 	Rankin Inlet
	Culture and Heritage (CH) <ul style="list-style-type: none"> • Translation Bureau 	Kugluktuk/ Igloolik
	Economic Development and Transportation (EDT) <ul style="list-style-type: none"> • Motor Vehicles 	Gjoa Haven
	Education (EDU) <ul style="list-style-type: none"> • Financial Assistance for Nunavut Students (FANS) 	Arviat
	Justice (JUS) <ul style="list-style-type: none"> • Human Rights (agency) • Legal Services Board (agency) 	Coral Harbour Gjoa Haven
	Nunavut Arctic College (NAC) <ul style="list-style-type: none"> • Oral History Research Centre • Sanatuliqsarvik Trades School 	Igloolik Rankin Inlet
Professional, technical, corporate, and/or administrative support for territory-wide delivery of services	Culture and Heritage (CH) <ul style="list-style-type: none"> • Library Services 	Baker Lake
	Education (EDU) <ul style="list-style-type: none"> • Curriculum and School Services • Student Achievement 	Arviat Pangnirtung
	Human Resources (HR) <ul style="list-style-type: none"> • Regional Staffing 	Cambridge Bay, Igloolik, Rankin Inlet
	Nunavut Arctic College (NAC) <ul style="list-style-type: none"> • Academic Affairs 	Arviat
	Nunavut Housing Corporation (NHC) <ul style="list-style-type: none"> • NHC Operations 	Arviat
	Qulliq Energy Corporation (QEC) <ul style="list-style-type: none"> • Head Office 	Baker Lake

Some of the jobs in these functions can be entered with little or no education beyond high school. Employment of local Inuit is typically high in these types of positions in decentralized communities. Other jobs involve specialized knowledge and skills that are likely to require post-secondary education or training. Inuit employment is typically lower in these types of positions in decentralized communities and turnover and vacancy rates tend to be high.

Departments have requested Cabinet approval to transfer specific positions or functions to Iqaluit due to factors such as:

- Expansion of a program from territory-wide delivery based in a single community to regional delivery in multiple locations e.g., Department of Environment's Wildlife Research; and
- Difficulty staffing highly specialized jobs outside Iqaluit e.g., EIA's Nunavut Bureau of Statistics.

These are pragmatic, adaptive responses to meet the needs of a growing population and address chronic challenges in attraction, recruitment and retention.

The Current Status of Decentralization

Commitment to GN Employment in Communities

The government is keeping a commitment to maintain 60% of positions outside Iqaluit

The 2011 functional review of decentralization identified a consistent trend: approximately 60 % of all public service positions were located outside the capital. This proportion had remained relatively stable, even as the GN changed and added positions in Iqaluit and communities.

Rather than continuing to focus on the designated decentralized positions, the territorial government decided to aim at situating at least 60% of all public service positions in communities outside Iqaluit. This was due to the significant increase in the number of new positions in communities in addition to those that were designated as decentralized in Nunavut's early years.

The goal of maintaining 60% of positions outside of Iqaluit has been confirmed by subsequent governments. As the data in this report show, the GN has been successful in maintaining 60% of positions outside Iqaluit, despite significant growth over the past 10 years.

The GN has pursued a model of “deconcentration”

As noted in the 2011 Oliver, Wyman *Functional Review of Decentralization*,⁸ the term **decentralization** is usually applied to the transfer of certain decision-making responsibilities from a central government to local governments or offices. Decentralization policies tend to be politically motivated and concerned with power and decision-making authority.

The term **deconcentration** applies to the distribution of government jobs outside the capital. Deconcentration policies tend to be concerned with improving local service delivery, creating local employment opportunities, and stimulating local economic growth. The original goals for Nunavut's decentralized model of government address both decentralization and deconcentration, including:

- Bringing government decision-making closer to Nunavummiut; and
- Providing employment and training opportunities in communities to increase Inuit employment and strengthen local economies.

As observed in the evaluations, early efforts to establish headquarters functions in Nunavut's 10 largest communities faced significant challenges and had mixed success, largely because the public service had not yet built capacity and capability, centrally or in communities.⁹

In recent years, the GN has taken a more pragmatic approach that has added community-based positions to support the expansion of programs and services that are foundational to the health and wellbeing of communities and residents. This approach emphasizes deconcentration, or situating jobs outside the capital to deliver programs and services locally.

Vacant positions do not benefit communities

In recent reports to the Legislative Assembly of Nunavut, the Auditor General of Canada has identified low capacity, chronic staffing challenges, short-term contracts, staff housing shortages, and lack of office space as factors contributing to the issues identified in its audits. The concerns and recommendations expressed in these reports have led the GN to make organizational changes and add new positions in areas that include child and family services,¹⁰ corrections,¹¹ health care services,¹² and high school and adult education.¹³

While the jobs added in communities and Iqaluit may bring far-reaching benefits over time, many positions are currently vacant and the GN is operating with capacity at an all-time low throughout the territory. New and additional positions raise expectations of improved services and increased job opportunities, but vacant positions do not yield the expected benefits to communities or help to realize the goals of decentralization.

Nunavut is celebrating the 25th anniversary of the territory's creation as this Decentralization Review is being undertaken. The recently-signed Devolution Agreement marks another important milestone. At the same time, the Government of Nunavut faces exceptionally challenging circumstances in the current capacity and capability of the public service and in the ability of the territory's labour market to respond to government needs for knowledgeable and skilled workers.

"In our view, improving the effectiveness of the public service and its community-based employees cannot be achieved by focusing on the locations and numbers of a subset of positions, but must emphasize capacity-building and capability-building in the GN as a whole."

Oliver, Wyman. *A Functional Review of Decentralization, Government of Nunavut*, 2011.

4. GN Employment in Communities

Every community has a range of GN positions that deliver programs and services locally. The designated decentralized positions have always been a small subset of all positions in communities outside Iqaluit.

Growth in the number of GN employees has not kept pace with growth in the number of public service positions.

Positions

Positions by Employment Category

The GN reports on six employment categories

The GN publishes *Towards a Representative Public Service* (TRPS)¹⁴ reports to provide a quarterly view of public service employment. TRPS reports are published with data as of March 31, June 30, September 30, and December 31 each year. At the time of this Decentralization Review in March-April 2024, the most recent TRPS report is dated September 30, 2023.

The GN describes a **position** as one specific job that can be filled by an employee working full-time or part-time. The GN reports on its positions and workforce by employment category, public body and community in the quarterly TRPS reports. Until the end of fiscal year 2014-15, workforce statistics were reported as headcounts. As of June 2015, the GN began reporting on **full-time equivalents** (FTEs) in TRPS, thus taking into account the number of hours budgeted for each position.

The GN makes use of six broad **employment categories** in reporting statistics on the public service's positions and workforce: Executive, Senior Management, Middle Management, Professional, Paraprofessional, and Administrative Support.

These employment categories are unique to the GN, but were used by the parties to the *Nunavut Agreement* in analyses and Inuit employment plans that were prepared years before the creation of Nunavut and its government. The categories were based on relevant employment equity occupational groups that the Government of Canada (GC) requires employers to use in workforce planning and reporting under federal employment equity legislation.

GN EMPLOYMENT CATEGORY (TRPS)	POSITIONS IN THE CATEGORY as of September 2023			
	TOTAL GN		% IN IQUALUIT	% OUTSIDE IQUALUIT
	Positions	% Total		
Executive	53	1%	93%	7%
Senior Management	194	3%	70%	30%
Middle Management	504	9%	54%	46%
Professional	2,119	38%	40%	60%
Paraprofessional	1,146	21%	38%	62%
Administrative Support	1,547	28%	32%	68%
TOTAL	5,563			

All employment categories are represented in Iqaluit and outside of Iqaluit

Approximately 40.5% of all GN positions were located in Iqaluit and 59.5% were located outside Iqaluit, as reported in TRPS (September 30, 2023). This proportion has remained relatively stable over the past 10 years.

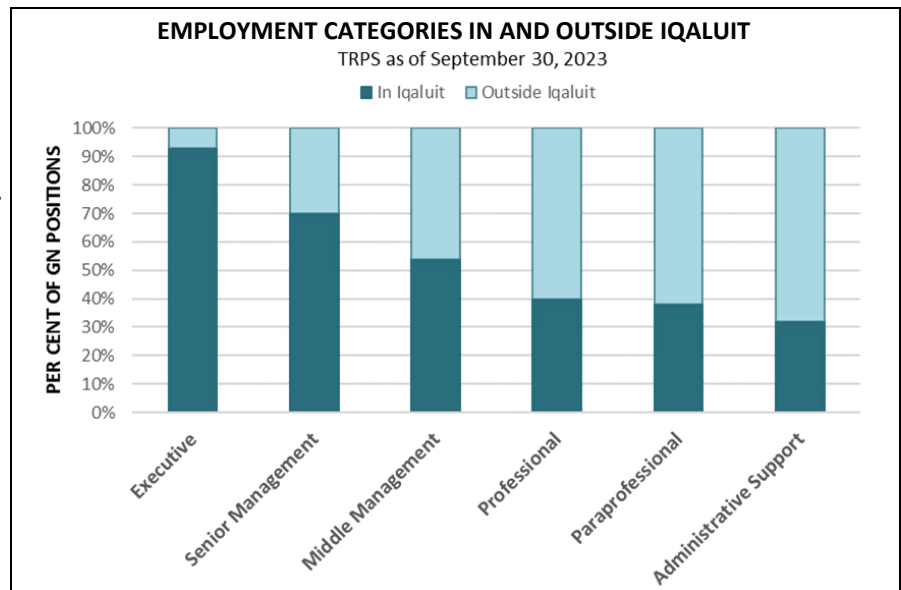
Employment categories that are focused on leadership and management tend to have more positions in Iqaluit than outside Iqaluit. These categories include:

- Executive (93% of positions in Iqaluit)
- Senior Management (70% of positions in Iqaluit)
- Middle Management (54% of positions in Iqaluit)

Employment categories that are involved in the direct delivery of programs and services tend to have more positions outside Iqaluit, located in all communities.

These categories include:

- Professional (60% of positions outside Iqaluit)
- Paraprofessional (62% of positions outside Iqaluit)
- Administrative Support (68% of positions outside Iqaluit)



Every community has positions in four employment categories

Among communities:

- Every community has positions in four employment categories: Middle Management, Professional, Paraprofessional, and Administrative Support.
- Positions in the Senior Management employment category are found in Arviat, Baker Lake, Cambridge Bay, Igloodik, Kinngait, Kugluktuk, Pangnirtung, Pond Inlet, and Rankin Inlet.
- Baker Lake, Iqaluit and Rankin Inlet have positions in all six employment categories.

See Appendix I for details on the number of positions in each employment category by community.

Positions by Occupational Category

Occupations are described by the type of work

The GN describes a **job** as either a unique position or a number of positions that are similar and can be described by a single job description. An **occupation** is a group of jobs with common characteristics. For example, “registered nurse” is an occupation and Community Health Nurse is a GN job.

Canada’s National Occupational Classification (NOC) system identifies 10 broad **occupational categories** based on the type of work. These are sub-divided into **occupational groups**. Nine NOC occupational categories are represented in the GN. There are no GN positions in Category 8 - Agriculture, natural resources, and related production.

The custom workforce analysis prepared for this Decentralization Review made use of confidential extracts from the GN’s payroll system to provide a detailed view of the GN’s positions and workforce based on the NOC codes that the GN has assigned to every job in the public service. This analysis uses headcounts (1 full FTE) rather than FTEs, so there is some variance with TRPS.

The proportion of positions in occupational categories is relatively stable

Despite increases in the number of GN positions, the proportion or per cent (%) of positions in each occupational category has remained relatively stable since 2013.

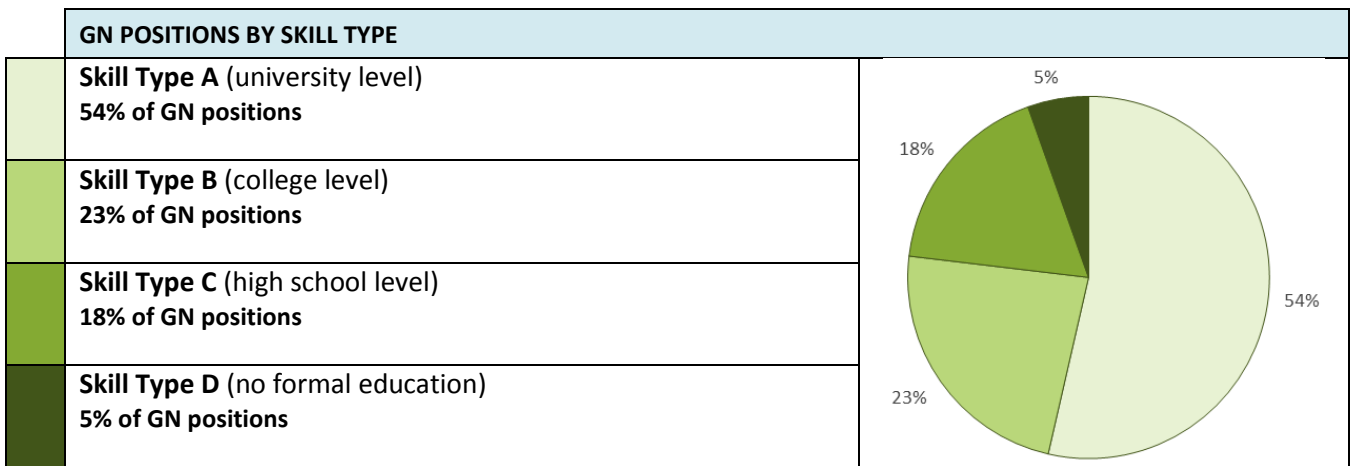
GN POSITIONS BY OCCUPATIONAL CATEGORY	
Category 0 - Management 11-13% of GN positions <i>Examples: Assistant Deputy Minister, Director, Manager, Principal, Regional Director, Superintendent of Schools</i>	
Category 1 - Business, finance and administration 20-22% of GN positions <i>Examples: Accountant, Administrative Assistant, Finance Clerk, Finance Officer, Government Liaison Officer, Human Resources Coordinator, Income Assistance Worker, Secretary, Staffing Consultant</i>	
Category 2 - Natural and applied sciences 6-7% of GN positions <i>Examples: Building Official, Community Planner, Conservation Officer, Desk Side Support Officer, Engineer, Environmental Protection Officer, Geologist, Informatics Technician, Wildlife Biologist, Wildlife Technician</i>	
Category 3 - Health 8-9% of GN positions <i>Examples: Basic Radiological Technician, Community Health Nurse, Dental Therapist, Laboratory Technologist, Licensed Practical Nurse, Maternity Care Worker, Nurse Practitioner, Registered Midwife</i>	
Category 4 - Education, law, and social, community and government services 40-42% of GN positions <i>Examples: Correctional Caseworker, Home & Community Care Worker, Ilinniarvimmi Inuusiliriji, Language Specialist, Legal Counsel, NAC Instructor, Policy Analyst, Student Support Assistant, Teacher</i>	
Category 5 - Art, culture, recreation and sport 1% of GN positions <i>Examples: Editor/Reviewer, Heritage Sites Officer, Interpreter/Translator, Librarian, Library Assistant, Recreation Officer</i>	
Category 6 - Sales and service 7% of GN positions <i>Examples: Caretaker, Clerk Interpreter, Cook, Custodian, Customer Service Agent, Dietary Aide, Housekeeper, Janitor, Security Officer</i>	
Category 7 - Trades, transport and equipment operators 2% of GN positions <i>Examples: Carpenter, Facility Maintainer, Heavy Equipment Technician, Journeyman Electrician, Plumber, Powerline Technician, Trades Helper</i>	
Category 9 - Manufacturing and utilities 1% of GN positions <i>Examples: Assistant Operator, Petroleum Products Officer, Plant Operator, Plant Superintendent</i>	

SKILL TYPE	EXAMPLES OF GN JOBS IN THE SKILL TYPE
Skill Type B jobs typically involve completion of a diploma program at a college, or apprenticeship training, or completion of high school and job-specific training and/or experience	<ul style="list-style-type: none"> Jobs requiring completion of a specific college program e.g., Community Social Services Worker, Conservation Officer, Environmental Technician Jobs requiring a specific college diploma <u>and</u> registration, certification or licensing e.g., Laboratory Technologist, Licensed Practical Nurse Jobs requiring specific trades training and certification e.g., Electrician, Heavy Equipment Technician, Plant Superintendent, Plumber, Powerline Technician Jobs that involve the literacy, numeracy, communication, and thinking skills that are typically developed through education at the college level and/or occupational experience e.g., Community Corrections Officer, Finance Officer, Government Liaison Officer, Institutional Cook, Iviqtipalliajut Implementation Advisor, Procurement Officer
Skill Type C jobs typically involve high school completion or some high school education, with on-the-job training	<ul style="list-style-type: none"> Jobs requiring a high school diploma and/or the literacy, numeracy, communication, and thinking skills that are typically developed from completing at least Grade 10 and job-specific training and/or experience e.g., Administrative Assistant, Clerk, Clerk Interpreter, Correctional Caseworker, Ilinniarvimmi Inuusiliriji, Secretary, Security Officer, Student Support Assistant
Skill Type D jobs typically have no formal educational requirements	<ul style="list-style-type: none"> Jobs with no formal educational requirements e.g., Caretaker, Custodian, Customer Service Agent, Dietary Aide, Housekeeper, Janitor, Trades Helper

The proportion of positions in the four skill types is relatively stable

The proportion or per cent (%) of positions in each skill type has remained relatively stable since 2013.

Due to the nature of work in the public service, most GN jobs are categorized as Skill Type A or B. More than 75% of GN positions typically involve post-secondary education or training.



All skill types are represented in Iqaluit and outside of Iqaluit

All types of education, training and employment preparation are represented in positions in Iqaluit and outside Iqaluit. In September 2023, a majority of positions in every skill type was located outside Iqaluit.

SKILL TYPE	POSITIONS IN THE SKILL TYPE as of September 2023			
	TOTAL GN		% IN IQALUIT	% OUTSIDE IQALUIT
	Positions*	% Total		
Skill Type A (university level)	3,050	54%	43%	57%
Skill Type B (college level)	1,325	23%	46%	54%
Skill Type C (high school level)	1,000	18%	30%	70%
Skill Type D (no formal education)	300	5%	16%	84%

* The number of positions in skill types is expressed as a headcount (1 FTE) and rounded.

The proportions of skill types outside Iqaluit have been relatively stable over the past 10 years:

- 57% of Skill Type A (university level) positions are located outside Iqaluit
- 54% of Skill Type B (college level) positions are located outside Iqaluit
- 70% of Skill Type C (high school level) positions are located outside Iqaluit
- 84% of Skill Type D (no formal education) positions are located outside Iqaluit

Even the smallest communities have positions in every skill type

All communities have positions in every skill type. Skill Type A positions account for the greatest proportion of positions in every community, due largely to the significant number of teaching and nursing jobs, which are categorized in that skill type.

See Appendix II for details on the number of positions in each skill type by community.

Positions in Regulated Occupations

Regulated occupations require registration, licensing or certification by law

Regulated occupations are among the GN occupations that require post-secondary education.

A **regulated occupation** is controlled by provincial or territorial (and sometimes federal) law, and governed by a regulatory body that certifies, licenses or registers qualified individuals to work in the occupation based on:

- Graduation from a specific post-secondary program; and
- Completion of additional eligibility requirements (e.g., supervised work experience) set by the regulatory body for registration, licensing or certification in a particular regulated occupation.

More than 25% of GN positions are in regulated occupations that require registration, licensing or certification following the attainment of specific post-secondary credentials.

- Approximately 22% of GN positions are in the regulated professions.
- An additional 1.6% of GN positions are in the regulated paraprofessional occupations.
- A further 1.7% are in the skilled trades.

A university degree in a specific field of study and supervised work experience are typically among the requirements for a **regulated profession** (e.g., accountant, engineer, geologist, lawyer, nurse, teacher).

GN EMPLOYMENT CATEGORY (TRPS)	NUMBER OF POSITIONS as of March 31 st			% Change* 2013 to 2023
	2013	2018 (FTEs)	2023 (FTEs)	
Executive	38	37	46	21%
Senior Management	167	168	190	14%
Middle Management	471	474	510	8%
Professional	1,470	1,774.1	2,090.4	42%
Paraprofessional	1,508	1,063.2	1,149.8	-24%
Administrative Support	566	1,368.8	1,571.4	178%
TOTAL POSITIONS	4,220	4,885.1	5,557.6	32%

* Between 2013 and 2018, the GN changed the employment categories of some jobs, which caused increases and decreases among positions in the Professional, Paraprofessional and Administrative Support categories.

The number of positions has grown in all public bodies

Nunavut's *Public Service Act* (PSA) sets out statutory requirements for managing the territory's public service. The term **public body** applies to the entities identified in Schedule A of the PSA, which defines public service employment. The GN includes all **public service employees** in its workforce reports, including employees of GN departments, Office of the Legislative Assembly, Nunavut Arctic College, Nunavut Business Credit Corporation, Nunavut Housing Corporation, and Qulliq Energy Corporation.

Employees of statutory bodies such as the Human Rights Tribunal and Legal Services Board are included in departmental statistics, although tribunal and board members are not. Employees of other public entities (e.g., Nunavut Development Corporation) are not considered public service employees under the PSA and so are not included in the GN's workforce statistics.

Based on TRPS data, five public bodies each added more than 100 positions from 2013 to 2023:

- Community and Government Services (CGS) grew by 107 positions (30%)
- Education (EDU) grew by 115 positions (9%) and transferred functions out to Family Services
- Health (HEA) grew by 435 positions (46%) and transferred functions out to Family Services
- Justice (JUS) grew by 137 positions (42%)
- Nunavut Arctic College grew by 130 positions (71%)

See Appendix I for details on the number of positions added in each public body from 2013 to 2023.

Almost 700 positions were added in communities from 2013 to 2023

Every community has a range of positions that deliver programs and services locally. The designated decentralized positions have always been a subset of all GN positions in communities outside Iqaluit.

Positions were added in Iqaluit and all communities outside Iqaluit between 2013 and 2023. Among the 1,338 (FTEs) positions added over the 10-year period:

- Approximately 650 (48%) positions were added in Iqaluit.
- Almost 700 (51%) positions were added in communities outside Iqaluit.
- Only 4 positions were added in locations outside Nunavut.

The total number of positions increased by 27% in communities outside Iqaluit from 2013 to 2023.

- The number of positions increased by 30% in Qikiqtani region, 23% in Kivalliq region, and 28% in Kitikmeot region.
- The number of positions increased in every community outside Iqaluit. The increases ranged from 14% to 74% over the 10-year period.

The greatest numbers of positions (FTEs) were added in Arviat (41), Baker Lake (35), Cambridge Bay (69), Igloolik (48), Kinngait (36), Kugaaruk (32), Naujaat (39), Pond Inlet (41), and Rankin Inlet (87).

As a proportion of positions, the greatest per cent growth was seen in Arctic Bay (47%), Clyde River (41%), Kugaaruk (74%), Naujaat (74%), Sanirajak (51%), and Taloyoak (53%).

See Appendix I for details on the number of positions added by community between 2013 and 2023.

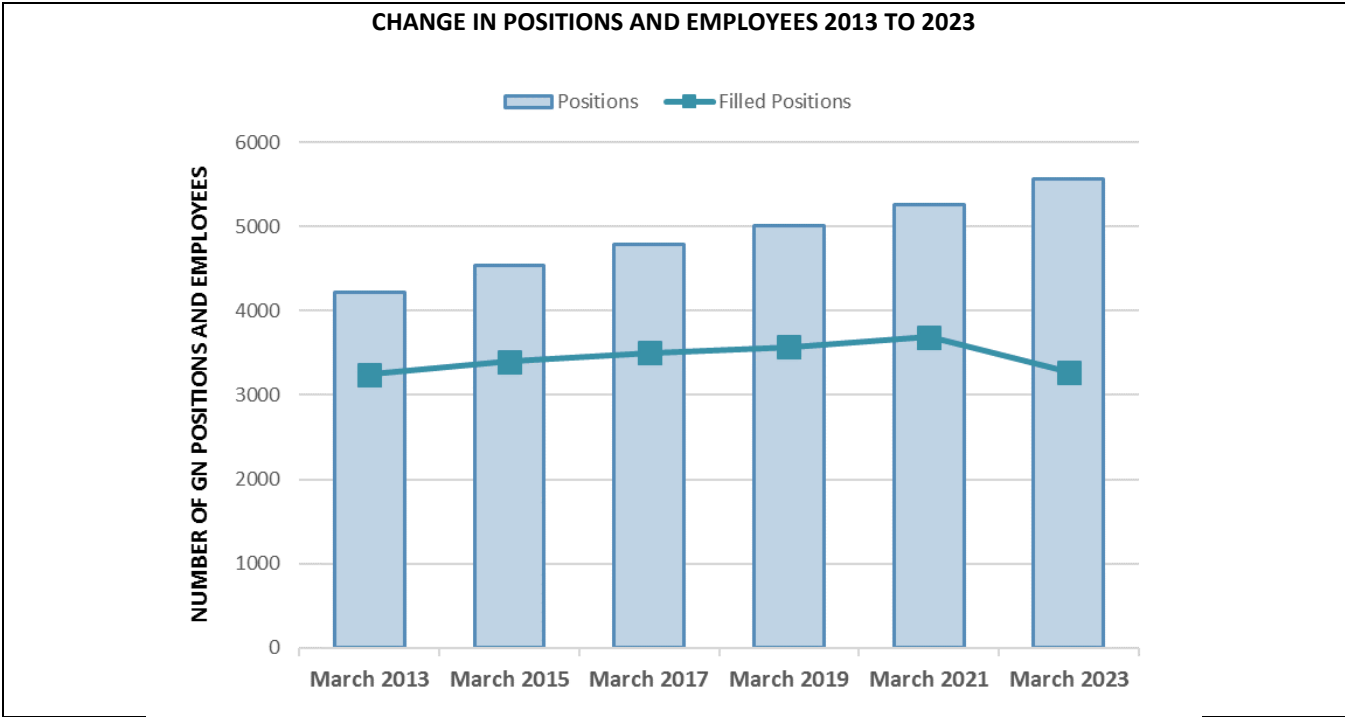
Capacity

Capacity by Employment Category

Growth in the number of employees has not kept pace with growth in positions

As reported in TRPS, **capacity** is the proportion or per cent (%) of GN positions that are filled by indeterminate or term employees. It does not include public officials, political staff, Sivuliqtiksat interns, casual employees, or on-call workers such as relief workers and substitute teachers.

Growth in the number of indeterminate and term employees has not kept pace with growth in the number of positions. As of March 2023, 59% of GN positions were filled. This was the lowest capacity in the GN’s history as reported in TRPS at the end of a fiscal year (March 31st).



The GN reported a total of 3,271 employees (FTEs) in March 2023. Despite a net increase of more than 1,300 positions between 2013 and 2023, the GN had 294 fewer employees (FTEs) in March 2023 than in March 2018 (3,565 FTEs) – a net decrease of 8% of the indeterminate and term workforce over the period, after all exits and new hires. There was a net gain of only 24 employees (FTEs) from 2013 (3,247) to 2023, after all exits and new hires.

Capacity declined significantly in all employment categories over the 10-year period from 2013 to 2023, except Executive which remained relatively stable at 85-87%.

GN EMPLOYMENT CATEGORY (TRPS)*	CAPACITY as of March 31 st					
	2013		2018 (FTEs)		2023 (FTEs)	
	Filled	%	Filled	%	Filled	%
Executive	33	87%	32	86%	39	85%
Senior Management	140	84%	138	82%	139	73%
Middle Management	381	81%	340	72%	315	62%
Professional	1,142	78%	1,304	74%	1,278.5	61%
Paraprofessional	1,121	74%	743.7	70%	628	55%
Administrative Support	430	76%	1,007.1	74%	871.6	55%
TOTAL CAPACITY	3,247	77%	3,564.8	73%	3,271.1	59%

* Between 2013 and 2018, the GN changed the employment categories of some jobs, which caused increases and decreases among positions in the Professional, Paraprofessional and Administrative Support categories.

Most public bodies were below 60% capacity in March 2023

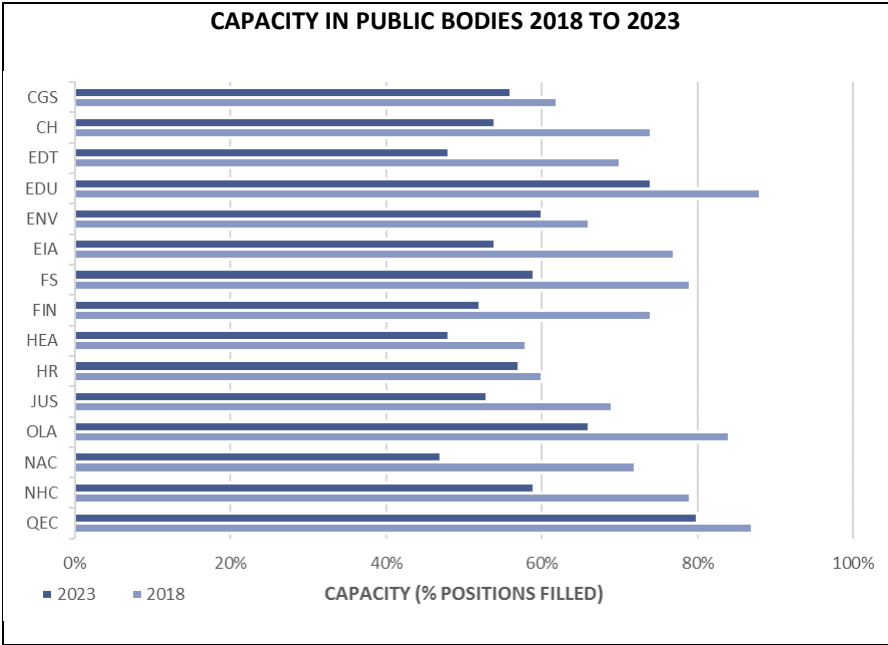
As of March 2023, only four public bodies were at or above 60% capacity: EDU, ENV, OLA, and QEC.

In contrast, as of March 2018, all public bodies were at or above 60% capacity, except HEA (58%).

Between 2018 and 2023, capacity decreased in all public bodies.

Three were below 50% capacity:

- EDT (48%)
- HEA (48%)
- NAC (47%)



See Appendix I for details on changes in capacity in each public body between 2013 and 2023.

Capacity in communities has tended to be higher than capacity in Iqaluit

In March 2023, capacity was 57% in Iqaluit and 60% outside Iqaluit. In contrast, capacity was 69% in Iqaluit and 76% outside Iqaluit in 2018.

Between 2013 and 2023, capacity declined in every community except Whale Cove, where it increased slightly from 62% to 64%.

Capacity decreased most over the 10-year period in Clyde River (88% to 58%), Grise Fiord (90% to 61%), Pond Inlet (82% to 48%), Sanikiluaq (89% to 54%), Kugaaruk (91% to 64%), Chesterfield Inlet (86% to 61%), and Kugluktuk (82% to 59%).

See Appendix I for details on changes in capacity in each community between 2013 and 2023.

Inuit Employment

Inuit Employment by Employment Category

The number of Inuit employees increased between 2013 and 2023

Inuit employment refers to the number of Nunavut Inuit that are indeterminate or term employees of the GN, not including public officials, political staff, Sivuliqtiksats interns, and other workers not included in the GN's definition of capacity, or filled positions.

Inuit representation or **Inuit representation rate** refers to the proportion of employees who are Inuit i.e., the per cent (%) of filled positions that are filled by Nunavut Inuit.

The GN reported its highest number of Inuit employees at fiscal year-end in the March 31, 2020 and March 31, 2021 TRPS reports. These years had approximately 1,835 Inuit (FTEs), which was 160 more Inuit employees (FTEs) than in March 2023 and 218 more than in March 2013.

Between March 2013 and March 2023, the total number of Inuit employees in the GN increased from 1,617 to 1,675 (FTEs), which was a net increase of 58 Inuit (FTEs) over the 10-year period.

EMPLOYMENT CATEGORY (TRPS)*	INUIT EMPLOYMENT as of March 31 st					
	2013		2018 (FTEs)		2023 (FTEs)	
	Inuit	% Inuit	Inuit	% Inuit	Inuit	% Inuit
Executive	15	45%	13	41%	17	44%
Senior Management	25	18%	22	16%	30	22%
Middle Management	97	25%	90	26%	89	28%
Professional	304	27%	347	27%	399	31%
Paraprofessional	780	70%	456.5	61%	388.8	62%
Administrative Support	396	92%	866.5	86%	751.5	86%
TOTAL INUIT EMPLOYMENT	1,617	50%	1,795	50%	1,675.3	51%

* Between 2013 and 2018, the GN changed the employment categories of some jobs, which caused increases and decreases among positions in the Professional, Paraprofessional and Administrative Support categories.

The number of Inuit employees increased outside Iqaluit between 2013 and 2023

The number of Inuit employees in Iqaluit remained approximately the same, from 436 in 2013 to 437 (FTEs) in 2023. In contrast, the number of Inuit employees in communities outside Iqaluit increased over the 10-year period.

- The number of Inuit employees in communities increased from 1,174 to 1,228 (FTEs), which was a net gain of 54 Inuit (FTEs) over the 10-year period.
- The number of Inuit employed by the GN outside Nunavut increased by 3 (FTEs) over the 10-year period.

The number of Inuit employees increased in 13 communities outside Iqaluit from 2013 to 2023.

- The number of Inuit employees increased in Arctic Bay (11% net gain), Kimmirut (24%), Pangnirtung (4%), Sanirajak (4%), Arviat (8%), Baker Lake (15%), Coral Harbour (24%), Naujaat (76%), Rankin Inlet (7%), Whale Cove (57%), Cambridge Bay (21%), Kugaaruk (24%), and Taloyoak (48%).

See Appendix I for details on changes in Inuit employment in each community between 2013 and 2023.

The number of Inuit employees decreased between 2018 and 2023

The GN reported 1,675 Inuit employees (FTEs) in March 2023. This was 120 fewer Inuit employees (FTEs) than in March 2018 (1,795 FTEs) – a net decrease of 7% of the indeterminate and term Inuit workforce over the period, after all exits and new hires.

There was a net gain of only 58 Inuit employees (FTEs) from 2013 (1,617) to 2023.

Between March 2018 and March 2023:

- The number of Inuit employees increased in Executive, Senior Management and Professional employment categories. Inuit representation (% Inuit employees) also increased.
- The number of Inuit employees in Paraprofessional and Administrative Support categories decreased significantly. The total number of employees in these categories also decreased during this period, so Inuit representation (% Inuit employees) remained the same.

Inuit employment decreased in most public bodies between 2018 and 2023

In most public bodies, the number of Inuit employees increased between 2013 and 2018, but decreased or remained the same between 2018 and 2023.

From 2013 to 2023, ENV, HEA, JUS, OLA, NAC, and NHC showed net increases in the number of Inuit employees. Among these, only ENV and NHC showed incremental growth from 2013 to 2018 to 2023; the number of Inuit employees in others declined or remained the same from 2018 to 2023.

The decrease in Inuit employees from 2018 and 2023 was greater in Iqaluit

In March 2023, Inuit representation was 34% in Iqaluit and 63% outside Iqaluit. This is consistent with a long-standing trend for Inuit representation to be much lower in Iqaluit. Between 2018 and 2023:

Inuit Employment in Occupations and Skill Types

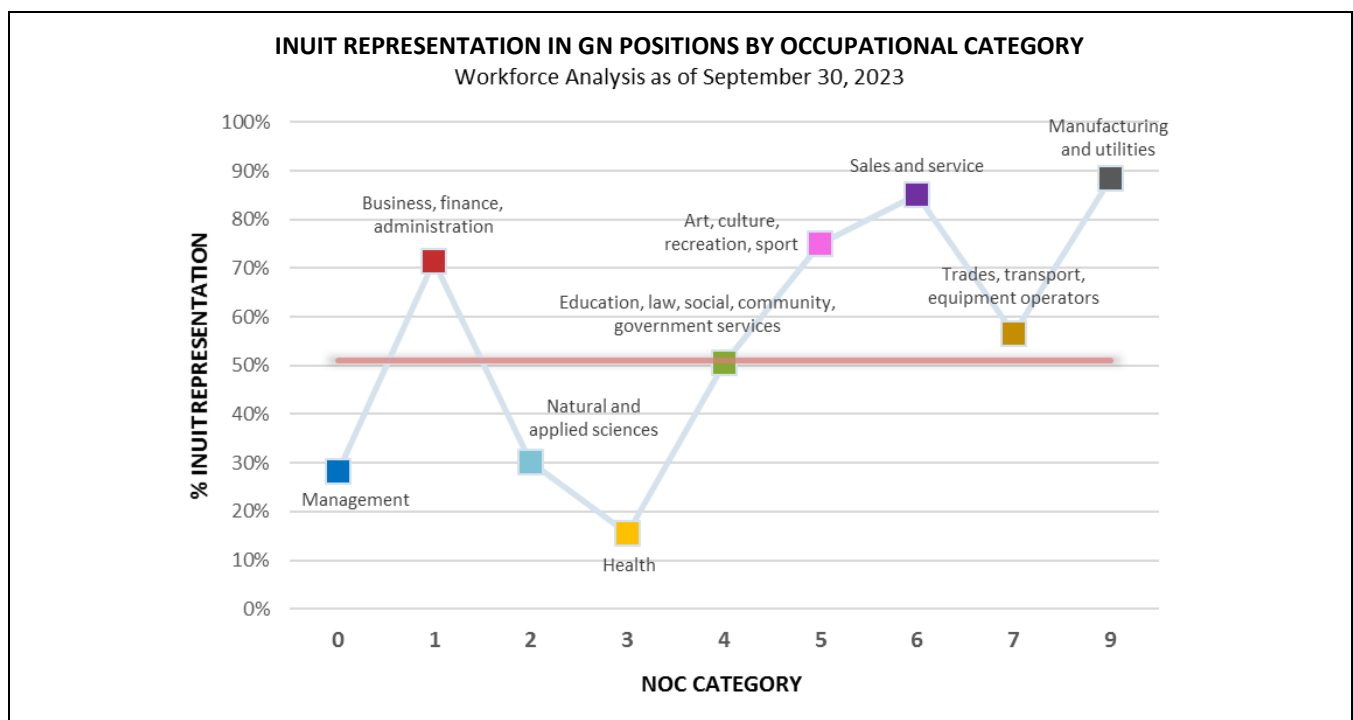
Inuit representation is highest in occupations that involve the least formal education

From 2013 to 2023, Inuit representation was highest in two occupational categories with positions that typically involve little or no post-secondary education.

- Category 6 - Sales and service occupations (84% in September 2023)
- Category 9 - Occupations in manufacturing and utilities (89%)

From 2013 to 2023, Inuit representation was lowest in three occupational categories with positions that typically involve specialized post-secondary education and/or extensive career experience.

- Category 0 - Management occupations (29% in September 2023)
- Category 2 - Natural and applied sciences occupations (32%)
- Category 3 - Health occupations (16%)



Inuit representation is much lower in regulated occupations

Regulated occupations require registration, licensing or certification following the attainment of specific post-secondary credentials.

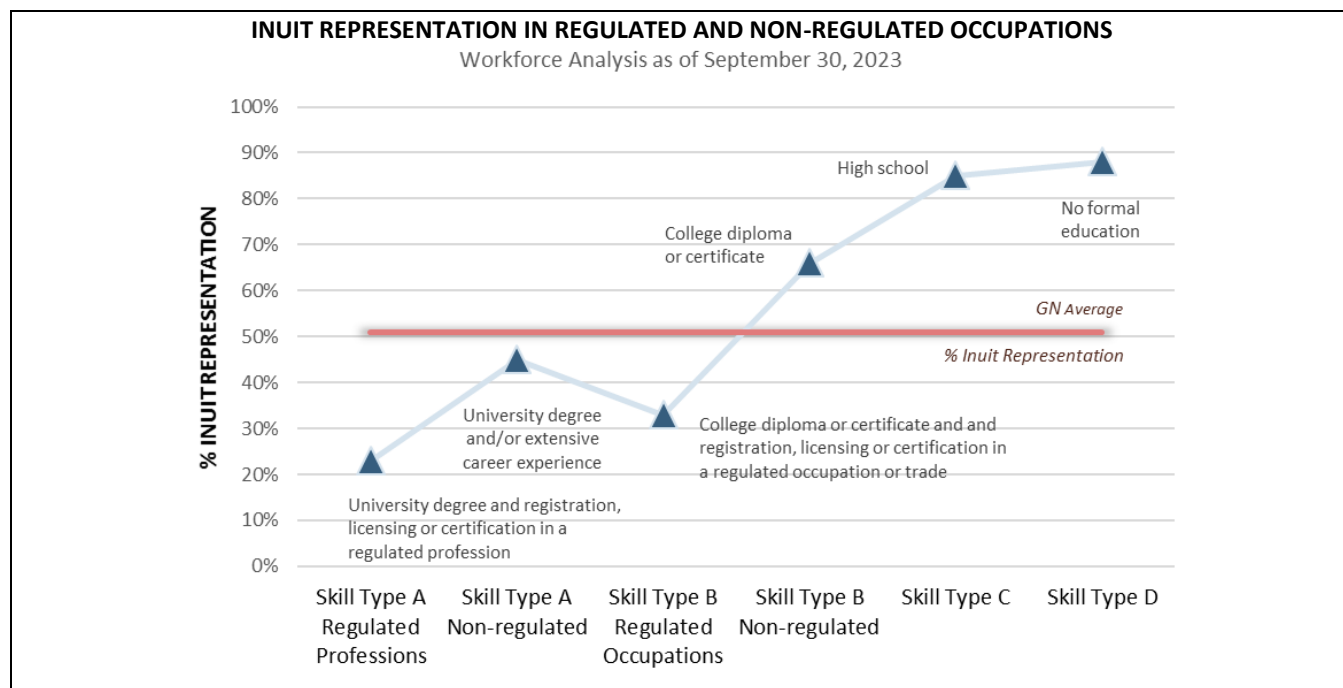
In September 2023, Inuit representation in regulated occupations was 25%, which was much lower than overall Inuit representation in the GN (52%) and Inuit representation in non-regulated occupations (64%).

Inuit representation in non-regulated occupations in Skill Type A and Skill Type B was almost double the Inuit representation in the regulated occupations in these skill types:

- Skill Type A non-regulated occupations (46%) vs. Skill Type A regulated occupations (24%)
- Skill Type B non-regulated occupations (66%) vs. Skill Type B regulated occupations (33%)

Inuit representation in regulated occupations in Skill Type A was much higher in the teaching professional occupations (28%) than in the health professional occupations (9%) or in other regulated professions, such as lawyers and engineers (0%).

Inuit representation in regulated occupations in Skill Type B was much higher in the skilled trades (54%) than in the health paraprofessional occupations (0%).



Inuit representation in regulated occupations is generally higher outside Iqaluit

In September 2023, Inuit representation in regulated occupations was generally higher in communities outside Iqaluit (30%) than in Iqaluit (12%).

- Inuit representation among teaching professionals was 11% in Iqaluit and 32% outside Iqaluit.
- Inuit representation among skilled trades was 33% in Iqaluit and 71% outside Iqaluit.

See Appendix I for a summary of Inuit employment in each community.

5. The Inuit Labour Force in Nunavut

The GN requires skilled and educated workers to deliver programs and services to Nunavummiut. Although educational attainment is increasing, Nunavut's Inuit labour market does not yet meet the GN's needs.

Labour market supply is the pool of qualified workers that an employer can access when there are jobs to be filled.

Nunavut's Labour Market

Labour Market Demand and Supply

The GN strongly influences labour market demand in the territory

A labour market has two sides: the demand for labour and the supply of labour.

Labour market demand is the need that employers have for skilled workers to produce goods or deliver services.

The previous section of this report addresses the GN's need for knowledgeable, skilled and qualified workers, based on factors such as:

- The types of occupations in Nunavut's public service, including educational requirements;
- The numbers and geographic locations of GN jobs;
- The size and characteristics of the workforce in GN occupations;
- Turnover and potential for retirement within the GN's workforce; and
- Trends in job competitions and hiring.

As Nunavut's largest employer, the GN strongly influences the demand for particular types of occupations in the territory and in every community.

The GN has a lead role in developing all sectors of Nunavut's labour market

Labour market supply is the potential pool of qualified and available workers that an employer can access when there are jobs to be filled. This section of the report describes the potential supply of Inuit workers in Nunavut, based on factors such as:

- Population and population projections;
- Population age profiles;
- The characteristics of the working age population, including educational attainment;
- The numbers in the working population that are participating in the labour force;
- The industries and occupational categories in which Inuit are employed in the territory;
- Mobility or the availability of workers to move to where jobs are located; and
- Interest in and availability for full-time employment.

As the territorial government, the GN has a lead role in developing all sectors of Nunavut's labour market to increase the supply of skilled workers and realize the territory's economic potential.

Nunavut's Inuit Labour Force

Demographics in Nunavut

Population growth in Nunavut is strong

At the time of the 2021 Census,¹⁵ the population of Nunavut was over 36,800, an increase of 38% from 26,665 in 2001. The territory is projected to grow to more than 42,000 in 2024 and reach 48,000 Nunavummiut by 2035.

The number of Inuit in Nunavut grew from 22,560 in 2001 to 30,865 in 2021, an increase of 37%. During the same period, the non-Inuit population grew by 46%, from approximately 4,100 to 6,000.

An estimated 85% of the population in the territory was Inuit in 2021. This proportion has remained relatively stable since 2001.

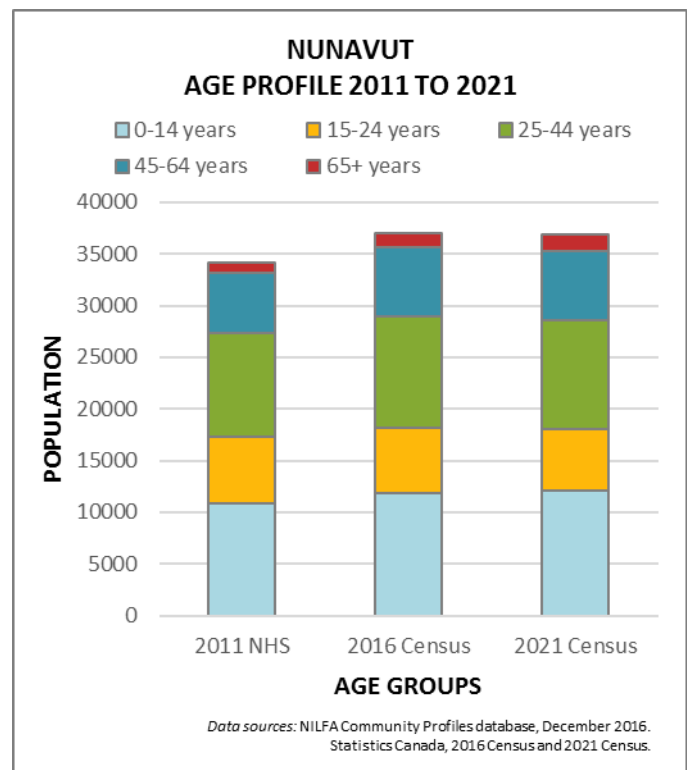
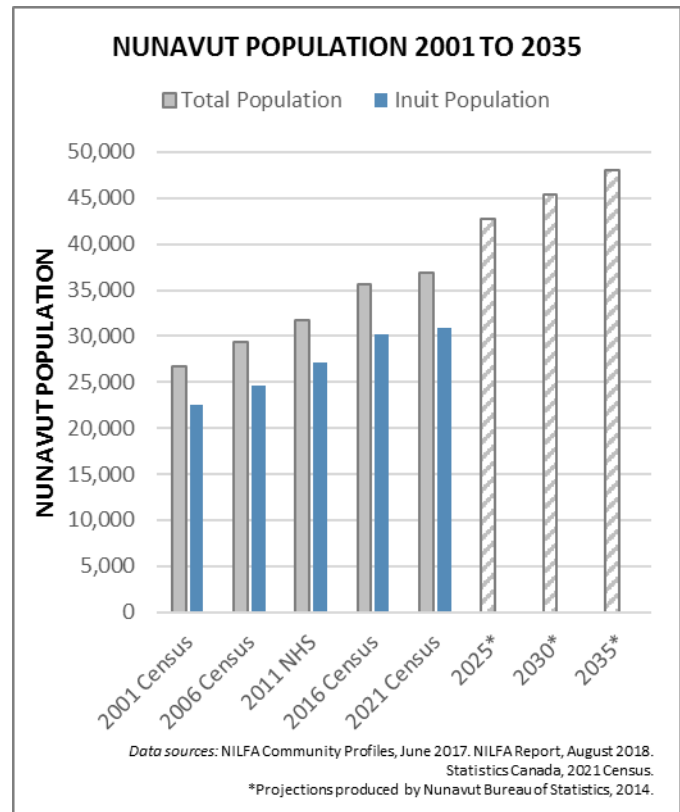
In the 10 largest communities outside Iqaluit, the proportion of Inuit ranged from 80% to 95%.

Nunavut has a young population

In 2021, there were 12,080 children and youth under the age of 15 years in Nunavut. This was 33% of the population in 2021, comparable to 2016 and 2011.

Among those under age 15 were 11,100 Inuit. This was 36% of the Inuit population in 2021, comparable to 2016 and 2011. In the 10 largest communities outside Iqaluit, the proportion of Inuit under age 15 ranged from 31% to 41%.

Nunavut's median age of 25.6 years is the youngest in Canada, due in part to higher birth rates and lower life expectancies. The median age of Inuit in Nunavut was 22.6 years in 2021. This means that half the Inuit were younger than this age and half were older. This was much lower than the median age for Indigenous peoples across Canada (30.8 years) in 2021.



Inuit Participation in the Labour Force

The working age population is 80% Inuit

Statistics Canada defines the **working age population** as individuals age 15 years or over (15+).

Nunavut had a working age population of 24,778 individuals in 2021. This included 19,755 Inuit (15+), which was an increase from 19,235 working age Inuit in the territory in 2016.

Inuit comprised 80% of the total working age population (15+) across Nunavut from 2011 to 2021.

Inuit (15+) represented 64% of the total Inuit population in the territory in 2021 and 2016.

More than half of Inuit (age 15+) participate in the labour force

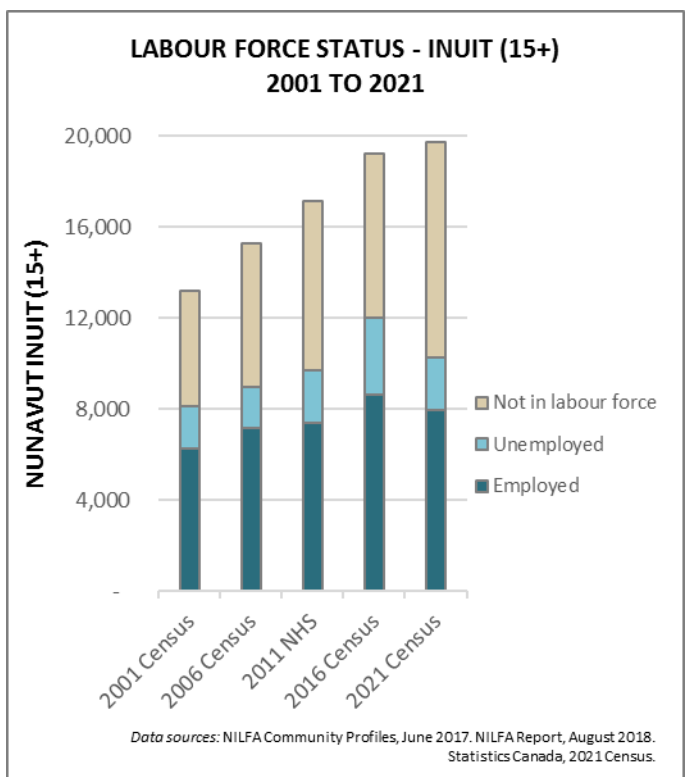
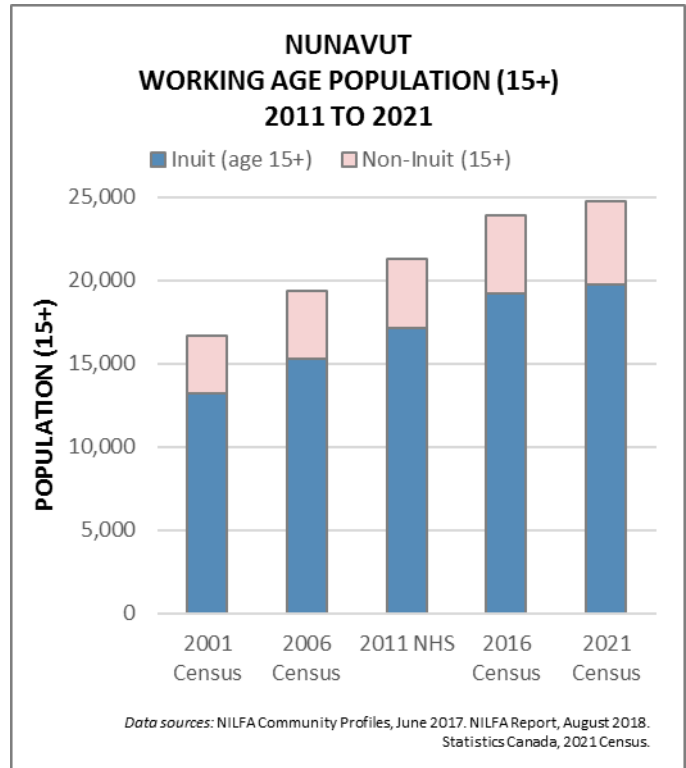
Statistics Canada defines **participants in the labour force** as working age (15+) and employed full- or part-time (including self-employed) or unemployed and actively looking for work.

In February 2020, immediately before the start of the SARS-CoV-2 pandemic, 64% of working age Nunavummiut (15+) were participating in the labour force. The employment rate was 56%.

During the period of the Census (May 2021), labour force participation had dropped to 55% among Nunavummiut (15+) and the employment rate was 50%.

In Nunavut, 52% of Inuit (15+) were labour force participants in 2021, down from 63% in 2016. Among Inuit (15+) labour force participants:

- 40% were employed or self-employed in 2021, down from 45% in 2016
- 22% were unemployed in 2021, down from 28% in 2016



The Inuit adult working age population (25+) is better prepared for employment

The **adult working age population** age 25 years or over (25+) is more likely than those under age 25 to have completed their education and to be prepared and available for government employment.

Approximately 98% of the GN workforce was age 25 years or older in 2018 and 2023.

Nunavut had an adult working age population of 18,635 individuals in 2021. This included 14,260 Inuit who were age 25+ in 2021, up from 13,475 in 2016.

Inuit comprised 77% of the total adult working age population (25+) across Nunavut from 2011 to 2021.

Inuit (25+) represented 46% of the total Inuit population in the territory in 2021, comparable to 45% in 2016.

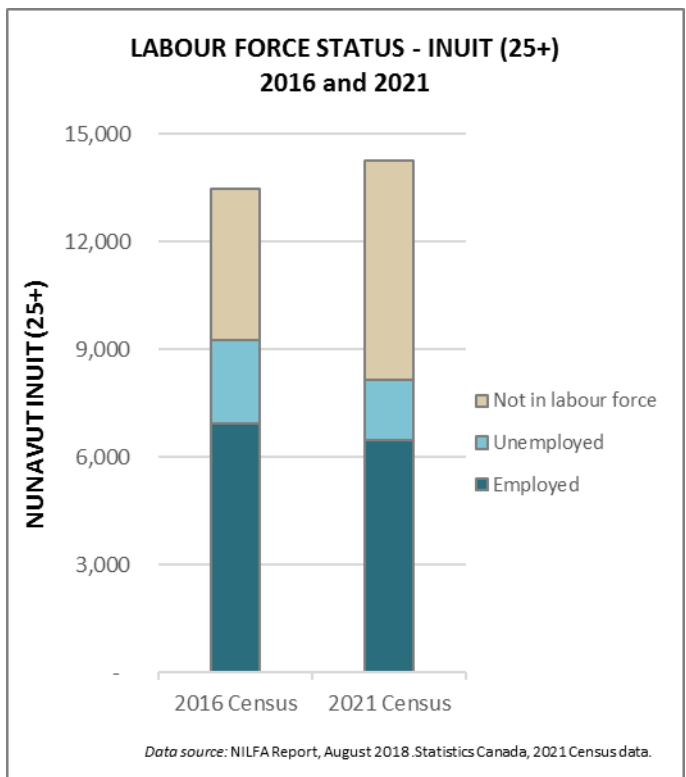
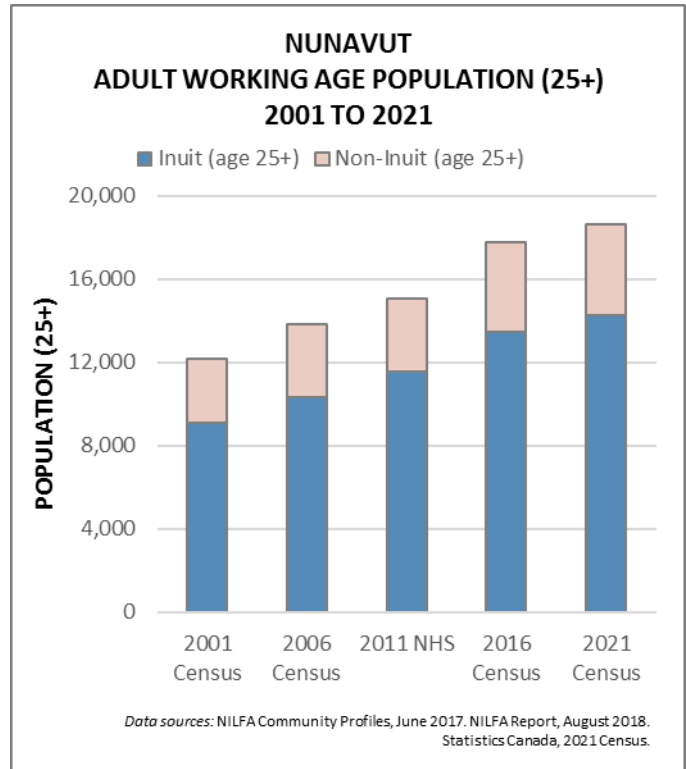
An estimated 60-70% of Inuit (age 25+) participate in the labour force

In February 2020, immediately before the start of the SARS-CoV-2 pandemic, labour force participation was 71% among adult working age Inuit and non-Inuit (25+) in Nunavut. The employment rate was 64%.

During the period of the Census (May 2021), labour force participation had dropped to 63% among all Nunavummiut (25+). The employment rate was 59%.

In Nunavut, 57% of Inuit (25+) were labour force participants in 2021, down from 69% in 2016. Among Inuit (25+) labour force participants:

- 45% were employed or self-employed in 2021, down from 51% in 2016
- 21% were unemployed in 2021, down from 25% in 2016



Educational Attainment Among Inuit

Educational attainment of Inuit is increasing

Under the *Nunavut Agreement*, the Government of Canada is obligated to analyze Nunavut's Inuit labour force to support Inuit employment planning. The *Nunavut Inuit Labour Force Analysis* (NILFA) reports prepared between 2016 and 2020 have provided the GN with a detailed view of the availability, preparedness and interest of Inuit for government employment.

The NILFA has consistently shown that Inuit who completed high school or who had higher education were more likely to participate in the labour force than those who did not complete high school. Inuit with high school education or above were also more likely to be employed than those who had not completed high school.

Educational attainment in Nunavut, while lower than the rest of Canada, has increased over the past 20 years. The percentage of Inuit (15+) that had not completed high school and had no certificate, diploma or degree was:

- 86% in 2001
- 80% in 2006
- 67% in 2011
- 61% in 2016
- 62% in 2021

The number of high school graduates is growing

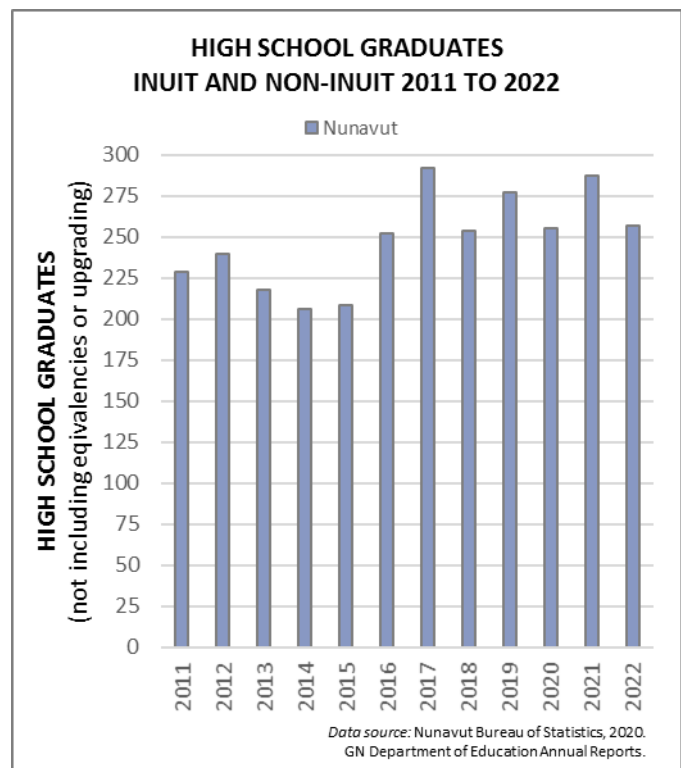
The number of Inuit (20+) with a high school diploma as the highest educational level increased from approximately 800 in 2001 to almost 1,900 in 2011, more than 2,600 in 2016, and 3,260 in 2021.

Between 2011 and 2022, an average of 248 students (Inuit and non-Inuit) graduated from high school each year in Nunavut. More than 250 students have graduated annually since 2016.

On average, 90% of graduates were Inuit.

In 2022, there were:

- 65 high school graduates in Iqaluit
- 58 high school graduates in Qikiqtani region outside Iqaluit
- 109 high school graduates in Kivalliq region
- 25 high school graduates in Kitikmeot region



This high school graduation data does not include those who completed high school equivalencies or upgrading programs.

Only 40% of Inuit (25+) have educational credentials at the high school level or above

The 2021 Census reported that among working age Inuit (15+) in Nunavut:

- 38% had completed high school and/or a post-secondary program
- 62% had no certificate, diploma or degree

These trends were unchanged from 2016 but an improvement over 2011, when 33% of Inuit (15+) in Nunavut had completed high school or above.

Among Inuit and non-Inuit young adults age 18 to 24 in Nunavut, only 6.8% were attending post-secondary school in 2021, compared to 50% in Canada overall.

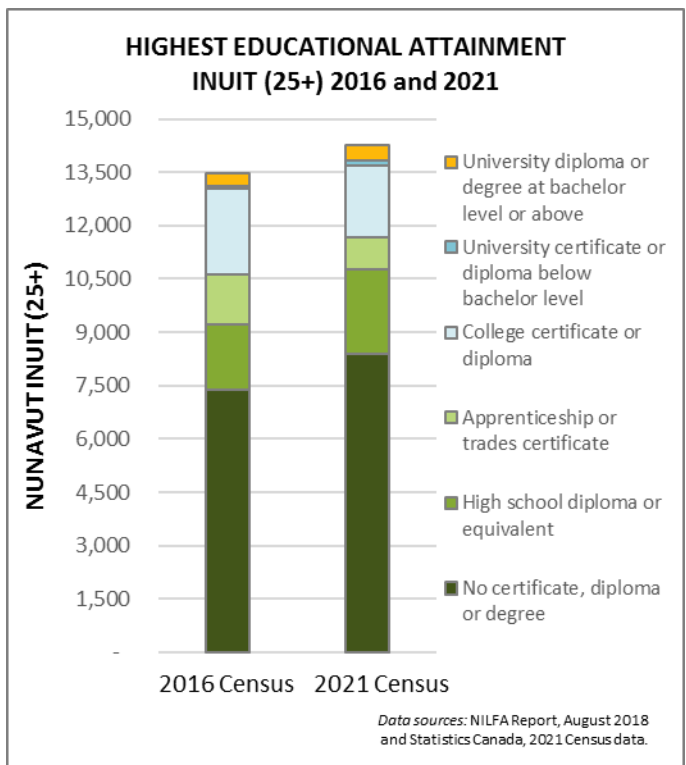
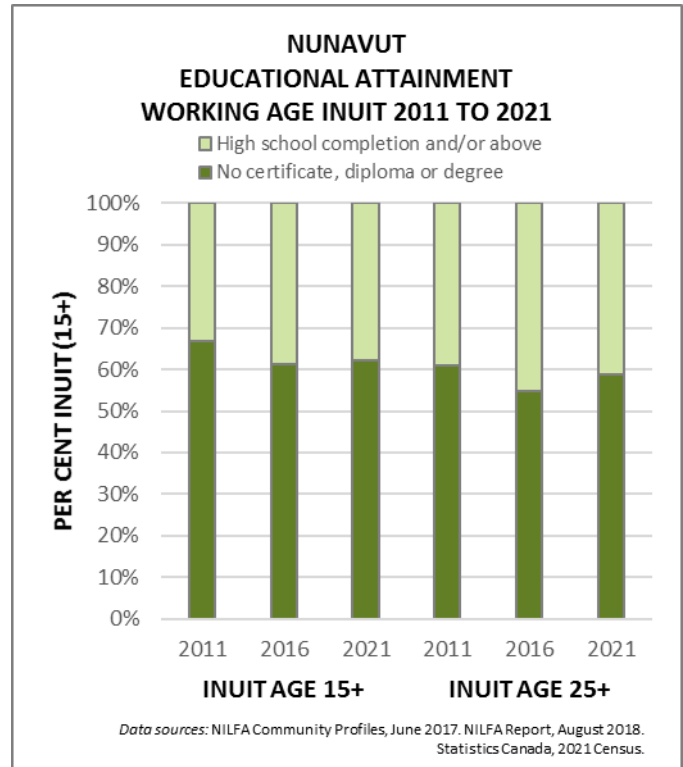
There were 15,205 adult working age Inuit (25+) in 2021.

Among Inuit age 25 or over in Nunavut:

- 41% had completed high school or above in 2021, down from 45% in 2016 but up from 39% in 2011
- 59% had no certificate, diploma or degree in 2021, up from 55% in 2016

Among the 5,870 Inuit (25+) with educational credentials in Nunavut:

- 2,395 (17% of all Inuit 25+) had a high school diploma or equivalent as the highest educational attainment
- 895 (6% of all Inuit 25+) had an apprenticeship or trades certificate
- 2,150 (15% of all Inuit 25+) had a college diploma or university certificate below the bachelor level
- 440 (3% of all Inuit 25+) had a university degree or diploma at the bachelor level or above



Popular post-secondary studies may not lead to in-demand occupations in the GN

Inuit with post-secondary education have knowledge of various fields and may have transferrable skills to apply in a variety of occupations.

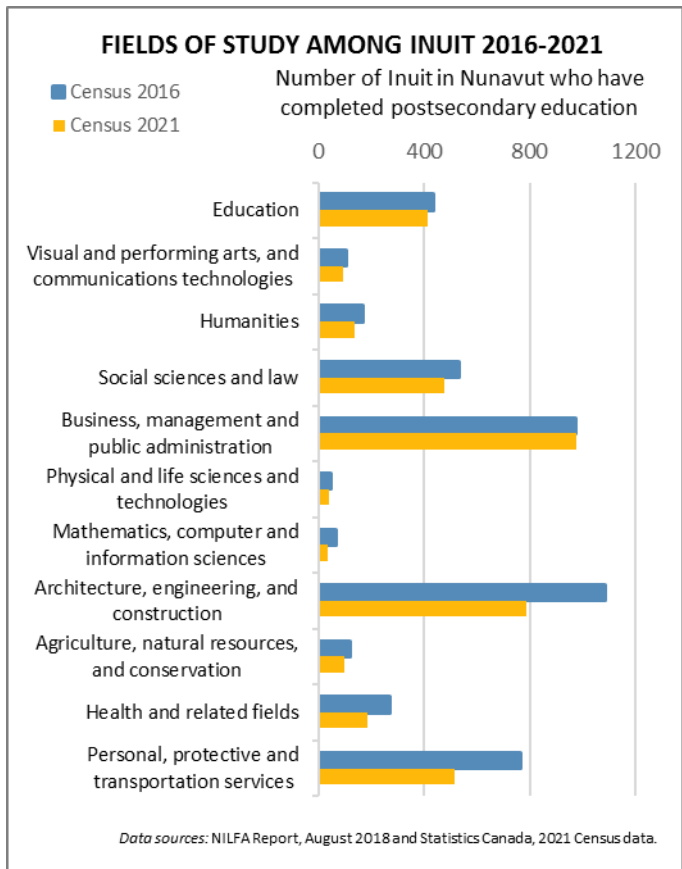
However, relatively few Inuit currently complete a diploma or degree in studies leading to specialized, in-demand occupations in the GN.

The 2021 Census reported that, among the 3,750 Inuit in Nunavut with completed post-secondary education, the most popular fields of study were:

- Business, management, and public administration (26%)
- Architecture, engineering, and related technologies, which includes construction trades, mechanics and repair (21%)

Other fields of study may lead more directly to specialized, in-demand occupations in the GN, but are less popular.

- Personal, protective, and transportation services, including heavy equipment operation (14%)
- Social sciences and law (13%)
- Education (11%)
- Health and health care studies (5%)



Physical and life sciences and technologies were among the least popular fields of study among Inuit.

Geographic Mobility Among Inuit

Mobility may constrain Inuit participation in education and the labour force

Geographic mobility refers to a population's movement from one location to other locations over time. In this report, mobility focuses on the proportion of Inuit (15+) who did not move away from the community; who moved outside the community within Nunavut; or who moved outside Nunavut within Canada.

The 2018 NILFA identifies geographic mobility as a key factor that constrains Inuit participation in education and the labour force. Many adult Inuit who indicate an interest in government work said that they would plan to apply for a government job only if it was located in their home community.

The 2021 Census reported that mobility among Inuit (15+) in Nunavut continues to be low. Mobility within the one-year time period from 2020 to 2021 may have been limited by the global SARS-CoV-2 pandemic, however mobility trends reported in the 2021 Census were comparable to those reported in the 2016 Census.

2021 Census

Within the past year (from 2020 to 2021):

- 98% did not move from their community
- 1% moved within Nunavut
- 0% moved within Canada, outside Nunavut

Within the past 5 years (from 2016 to 2021):

- 94% did not move from their community
- 5% moved within Nunavut
- 1% moved within Canada, outside Nunavut

2016 Census

Within the past year (from 2015 to 2016):

- 97% did not move from their community
- 2% moved within Nunavut
- 1% moved within Canada, outside Nunavut

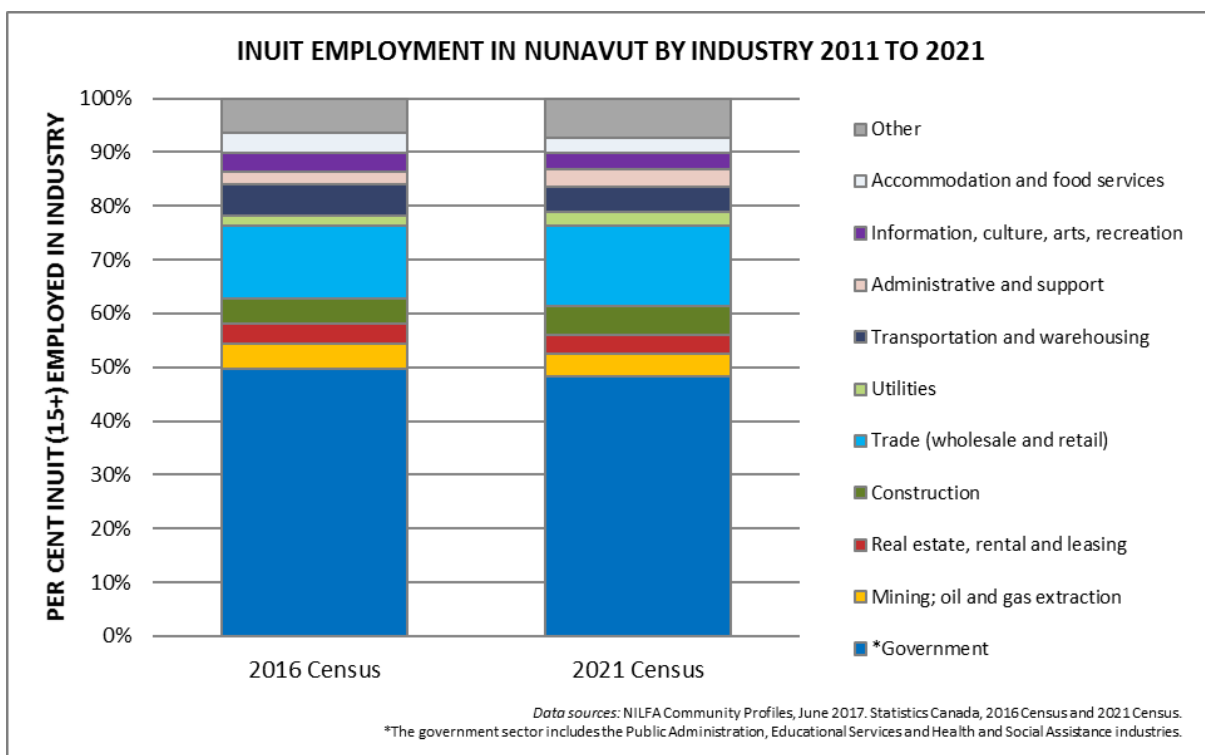
Within the past 5 years (from 2011 to 2016):

- 93% did not move from their community
- 5% moved within Nunavut
- 2% moved within Canada, outside Nunavut

Inuit Employment in the Territory

Inuit have a growing choice of industries and employers in the territory

Statistics Canada uses the **North American Industry Classification System (NAICS)** to describe the industries in which individuals are employed. The **government sector** includes three types of industries: public administration (federal, provincial/territorial and municipal); educational services; and health and social assistance.



In Nunavut, the most common industries in which Inuit were employed in 2021 were:

- Government (48% of all employed Inuit in Nunavut), including public administration (28%), educational services (11%), and health care and social assistance (9%)

- Wholesale and retail trade (15% of all employed Inuit)
- Transportation and warehousing (5% of all employed Inuit)
- Construction (5% of all employed Inuit)

These were also the top industries of Inuit employment in Nunavut in 2016, along with Mining, which decreased from 5% in 2016 to 4% in 2021.

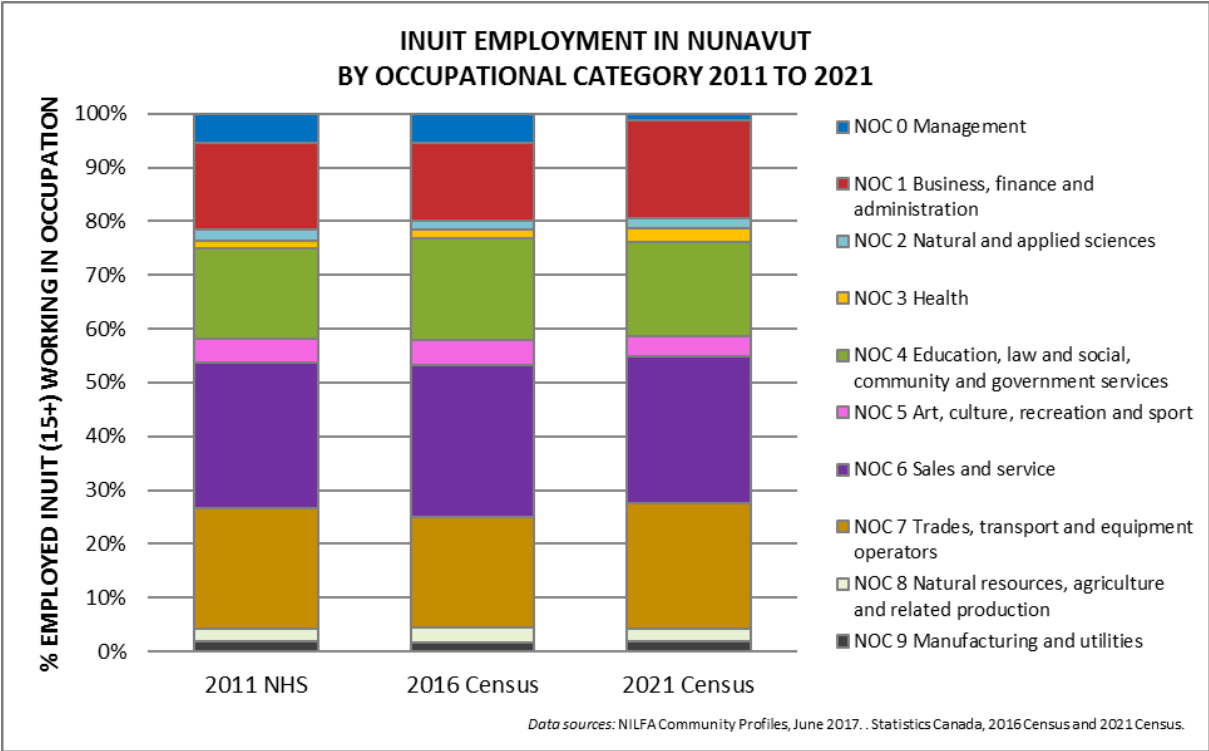
Inuit tend to work in a narrow range of occupational categories

The **National Occupational Classification (NOC)** system is maintained by the Government of Canada to classify groups of jobs, or occupations, in Canada’s labour market. Occupations are described by the type of work performed and the level of education or training (“skill type”) that is typically involved.

In Nunavut, almost 90% of employed Inuit worked in one of four occupational categories in 2021:

- 18% of employed Inuit worked in NOC Category 1 - Business, finance and administration occupations
- 18% of employed Inuit worked in NOC Category 4 - Occupations in education, law and social, community and government services
- 27% of employed Inuit worked in NOC Category 6 - Sales and service occupations
- 23% of employed Inuit worked in NOC Category 7 - Trades, transport and equipment operators

These were also the most common occupations of Inuit employment in Nunavut in 2016.



Relatively few Inuit (age 25-64) report that they work full time for a full year

Statistics Canada considers **full-time work** to be 30 hours or more per week. **Full-year work** is 49-52 weeks (including any vacation allowance).

Among the 13,000 Inuit in their prime working years (age 25-64), 5,740 (44%) reported in the 2021 Census that they did not work in 2020. Only 4,360 (34%) reported that they worked full-time for a full year in 2020.

Among the 7,250 who reported working:

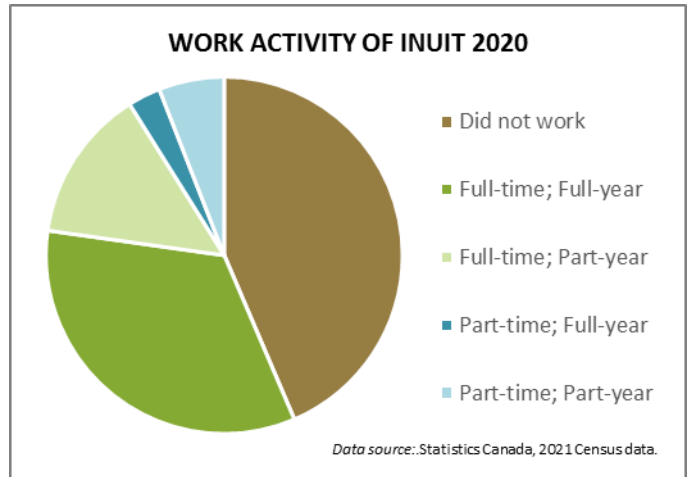
- 6,135 (85%) worked full-time
- 1,120 (15%) worked part-time

The 6,135 full-time workers included:

- 4,360 (60%) working full-year
- 1,770 (25%) working part-year

The 1,120 part-time workers included:

- 330 (5%) working full-year
- 790 (10%) working part-year

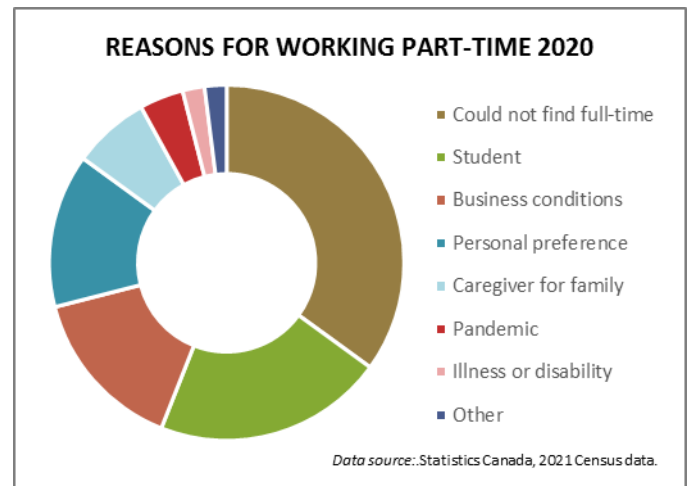


Many Nunavummiut reported that they could not find full-time or full-year work

Working age (15+) Nunavummiut (Inuit and non-Inuit) were asked in the 2021 Census why they worked part-time or part-year during the previous year, 2020.

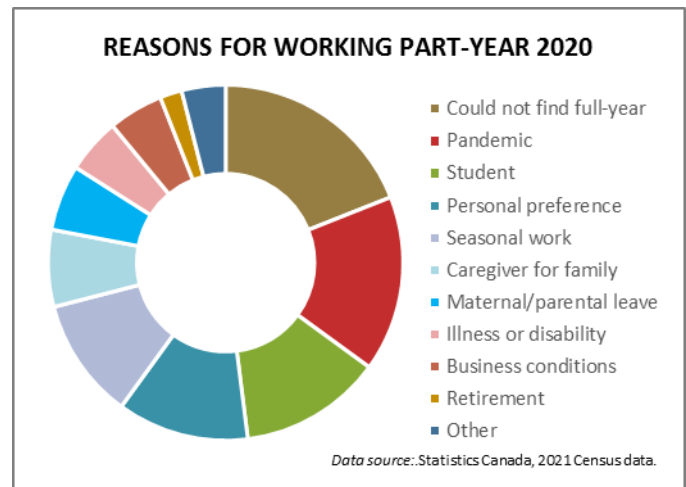
The reasons given for working part-time were:

- Could not find full-time work (35%)
- Student in high school or post-secondary education (21%)
- Business conditions (15%)
- Personal preference (14%)
- Caregiver for family member(s) (7%)
- Pandemic (4%)
- Illness or disability (2%)



The reasons given for working part-year were:

- Could not find full-year work (19%)
- Pandemic (16%)
- Student in high school or post-secondary education(13%)
- Personal preference (12%)
- Seasonal work (11%)
- Caregiver for family member(s) (7%)
- Maternal/parental leave (6%)
- Illness or disability (5%)
- Business conditions (5%)
- Retirement (2%)



The GN offers full-time and part-time employment in every community

Some Nunavummiut report a personal preference for part-time or part-year work. Although most positions are full-time, the GN offers part-time employment opportunities in every community.

In September 2023, almost 4% of GN positions were budgeted as part-time (less than 1 FTE). Some part-time positions were available in jobs such as:

- Assistant Operator (power plant)
- Clerk/ Interpreter
- Custodian
- Elder Advisor
- Home and Community Care Worker
- Housekeeper
- Ilinniarvimmi Inuusiliriji
- Janitor
- Language Specialist
- School Secretary
- Student Support Assistant
- Teacher

The GN currently employs more than one-third of all employed Nunavut Inuit (25+)

At the time of the 2021 Census, 46% of Nunavut's Inuit population was adult working age (25+). Among GN indeterminate and term employees, 98% were age 25+.

In 2021, the GN employed approximately 35% of all employed Inuit (25+) population in Nunavut. The GN employed as indeterminate or term employees approximately:

- 13% of all Inuit (25+) in Nunavut
- 23% of all Inuit (25+) labour force participants in Nunavut
- 28% of all employed Inuit (25+) in Nunavut

Additional Inuit (25+) working for the GN as casuals were approximately:

- 3% of all Inuit (25+) in Nunavut
- 5% of all Inuit (25+) labour force participants in Nunavut
- 7% of all employed Inuit (25+) in Nunavut

In Nunavut's 10 largest communities outside Iqaluit, 40% to 54% of the Inuit population was adult working age (25+) in 2021. In these communities, between 23% and 45% of all employed Inuit (25+) were employed by the GN as indeterminate, term or casual workers.

In Iqaluit, 53% of the Inuit population was adult working age (25+) in 2021. Approximately 50% of all employed Inuit (25+) in Iqaluit were employed by the GN as indeterminate, term or casual workers.

Additional Inuit worked for the GN as relief workers and substitute teachers in Iqaluit and communities. These on-call workers are not included here.

PER CENT (%) INUIT (25+) IN COMMUNITY	GN INUIT EMPLOYEES AS A PROPORTION OF INUIT (25+) IN THE COMMUNITY as of March 2021					
	INDETERMINATE AND TERM EMPLOYEES			CASUALS		
	% of All Employed Inuit	% of Inuit in Labour Force	% of All Inuit in Community	% of All Employed Inuit	% of Inuit in Labour Force	% of All Inuit in Community
Arviat	23%	19%	10%	7%	5%	3%
Baker Lake	25%	17%	10%	4%	4%	2%
Cambridge Bay	29%	24%	15%	6%	4%	3%
Gjoa Haven	22%	18%	11%	8%	7%	4%
Igloolik	27%	21%	10%	3%	2%	1%
Iqaluit	42%	37%	24%	8%	7%	5%
Kinngait	19%	15%	8%	4%	3%	2%
Kugluktuk	27%	18%	10%	6%	4%	2%
Pangnirtung	30%	24%	13%	5%	5%	2%
Pond Inlet	26%	21%	11%	9%	7%	4%
Rankin Inlet	35%	29%	20%	10%	8%	6%

The community profiles in Appendix II show the per cent of Inuit (25+) in each community who are indeterminate and term employees of the GN.

6. Canada's Labour Market

The Canadian labour market is tight and competitive, while the pace of change in work and workplaces is accelerating around the world. Many Canadian workers report that they feel dissatisfied and are looking to change jobs.

Educated workers with specific functional skills are in high demand in all regions across Canada.

Trends in the Canadian Labour Market

Drivers of Change

Labour markets are under pressure in Canada and around the world

The Canadian labour market is tight and competitive, while the pace of change in work and workplaces is accelerating around the world.

In a recent report on the changing Canadian labour market,¹⁶ the Conference Board of Canada identified the following trends:

- Continued growth in education, health and public administration sectors
- High job vacancies; lower unemployment
- Skills shortages, particularly professional
- Increasing reliance on contractors
- Increasing immigration to fill gaps
- Less emphasis on formal educational credentials; more focus on hiring for specific skills, abilities and experience
- Growth in average hourly wages
- Growth in e-commerce and e-service
- Growth in hybrid and remote work arrangements
- Workers expecting and gaining greater choice in what work they do, where they work, and the type of organizational environment in which the work is done

Drivers of change include:

- Fast-changing digital technologies
- Aging workforce
- Increase in retirements
- Shift to self-employment; entrepreneurship
- Stressful work environments
- Increasing burnout, health issues and disability limiting labour market participation
- Rise in the cost of living
- Growing preference and willingness to change jobs for remote or hybrid work since 2020
- More “job-hopping” to take advantage of opportunities for career change, career advancement, relocation, and/or improved wages or conditions of work

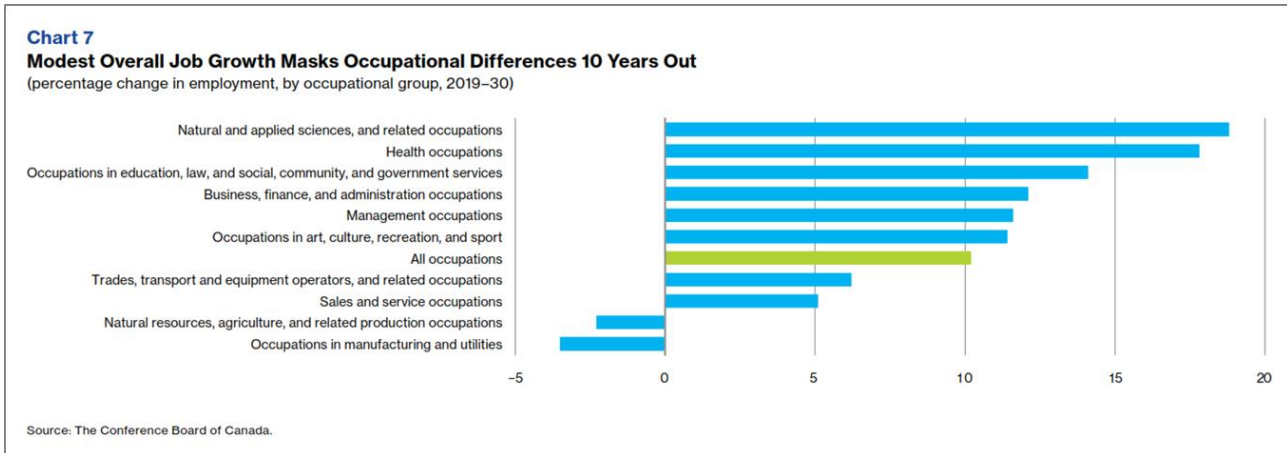
Growing Demand

Growth in labour market demand is projected in all occupations represented in the GN

Most GN jobs are in one of the occupational categories with skills shortages and strong projected demand throughout Canada from 2019 to 2030:

- Category 1 - Business, finance and administration
- Category 2 - Natural and applied sciences
- Category 3 - Health and health care
- Category 4 - Government services

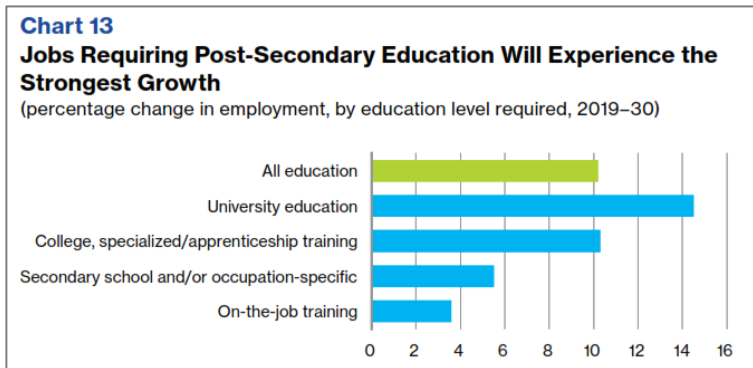
Charts from:
Conference Board of Canada
The Labour Market of Tomorrow, 2022



Educated workers with specific functional skills are in high demand in all regions

Jobs that require post-secondary education are likely to experience the strongest growth.

Nunavut is competing with other regions across Canada for workers with functional skills that enable on-the-job learning and career development. Direct competition with Atlantic Canada is likely.



Regional Demand for Functional Skills Out to 2030, Top 10
(ranked strongest growth projections among functional skill categories, 2019–30)

Rank	Atlantic Canada	Central Canada	Western Canada	Northern Canada
1	Science	Complex problem-solving	Writing	Systems analysis
2	Complex problem-solving	Systems evaluation	Reading comprehension	Judgment and decision-making
3	Systems analysis	Systems analysis	Active listening	Systems evaluation
4	Systems evaluation	Judgment and decision-making	Programming	Complex problem-solving
5	Writing	Operations analysis	Complex problem-solving	Writing
6	Judgment and decision-making	Programming	Systems evaluation	Reading comprehension
7	Operations analysis	Writing	Judgment and decision-making	Critical thinking
8	Reading comprehension	Critical thinking	Systems analysis	Active listening
9	Instructing	Reading comprehension	Critical thinking	Monitoring
10	Programming	Active learning	Active learning	Active learning

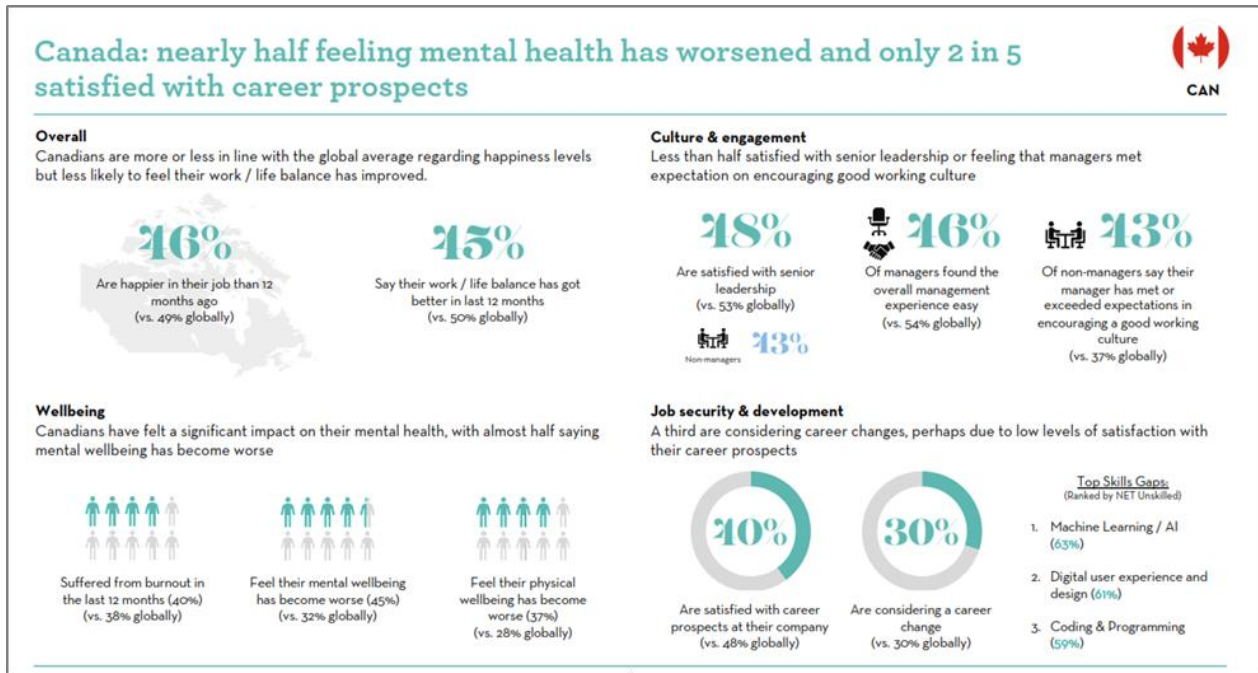
A Shift in Values and Expectations

Many Canadian workers report that they feel dissatisfied and are looking to change jobs

In a 2020 survey¹⁷ of office-based “knowledge workers” in 25 countries, 40% of the 1,000 Canadian respondents reported:

- Dissatisfaction with career prospects; and
- A decline in mental and physical well-being.

Statistics Canada¹⁸ reported a higher level of job satisfaction (7.7 out of 10 average) in a 2023 survey of Canadian workers in all occupational groups, although many were seeking a job change.

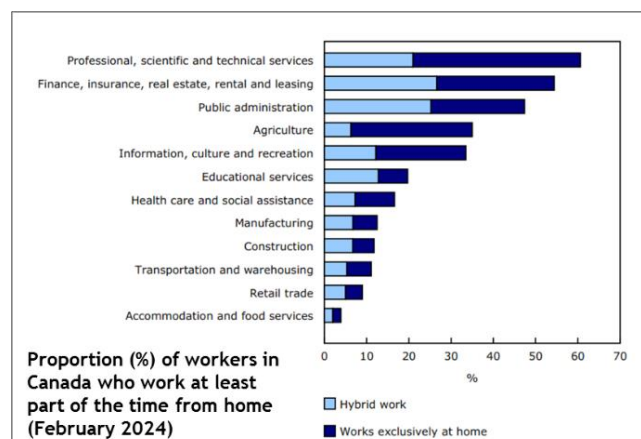


Remote and Hybrid Work

Almost half of employees in public administration work from home all or part of the time

Statistics Canada¹⁹ reports that working remotely continues to be important to Canadian workers. In February 2024, 13.5% of workers (age 15+) usually worked exclusively from home and a further 11.4% had a hybrid arrangement i.e., they usually worked some hours at home and some hours at locations other than home.

Canadian public sector employees (25.9%) were more likely to work from home than private sector employees (21.3%).



Since the start of the SARS-CoV-2 pandemic, the share of workers who either worked from home or had a hybrid arrangement was highest in:

- Professional, scientific and technical services (60.6%)
- Finance, insurance, real estate, rental and leasing (54.4%)
- Public administration (47.4%)

Health Concerns and Disability

The health status of Nunavummiut remains below the national average

As noted in the Environmental Scan of the GN's *Business Plan 2024-2027*,²⁰ factors such as poor housing conditions, low income levels, food insecurity, crime severity, and rapid cultural and linguistic change have a major impact on health outcomes among Nunavummiut. Issues such as substance use, addiction, mental illness, suicide, and tuberculosis (TB) are a widespread concern in the territory.

Although the GN continues to work on improving population health, gaps in the social determinants of health in Nunavut remain a barrier to the full participation of many Inuit in education, training and the wage economy.

Rates of disability are rising among labour force participants in Canada and globally

Statistics Canada reports that the rate of disability is rising. Based on the 2022 Canadian Survey on Disability:²¹

- 27% of Canadians aged 15 years and older, or 8 million people, had one or more disabilities that limited their daily activities. This was an increase from 2017, when 6.2 million Canadians reported disabilities.
- 62% of adults (age 25 to 64 years) with disabilities were employed, up from 59% in 2017. The employment rate of persons without disabilities was 78%.

Persons with disabilities were more likely to work in the public sector (24.2%, compared with 21.0% for those without disabilities).

Employers in Canada reported an increase of almost 3 percentage points in the prevalence of disability in the labour force between 2019 and 2022. Statistics Canada attributes this change to an increase in recently-acquired disabilities related to mental and physical health among those already employed, rather than an increase in employment of those with longer-standing disabilities.

The SARS-CoV-2 pandemic is affecting labour force participation in Canada

In 2020, Inuit Tapiriit Kanatami (ITK) reported on the potential impacts of the SARS-CoV-2 pandemic on Inuit Nunangat, noting that the pandemic was exacerbating challenges related to poverty, food security, education, employment, transportation, and business sustainability.²²

The spread of the SARS-CoV-2 virus is largely unmitigated at this time. There is growing evidence that the pandemic is contributing to a loss of productivity and labour shortages in Canada and around the world.

Following a 2023 survey, Statistics Canada²³ reported that at least two out of three (65%) Canadian adults had contracted COVID-19 as of June 2023. Almost one in five (20%) Canadian adults reported

multiple infections. Statistics Canada noted these numbers likely underestimate the true number of COVID-19 infections by June 2023, as individuals are not always aware that they have been infected.

COVID-19 carries a risk of long-term illness that can be disabling. In this survey, long-term symptoms refer to the presence of symptoms three or more months after a confirmed or suspected COVID-19 infection that could not be explained by anything else. Statistics Canada reported that:

- About one in nine Canadian adults (3.5 million) had experienced long-term symptoms from a COVID-19 infection.
- Approximately 2.1 million (58%) continued to experience symptoms as of June 2023.
- Almost half of those experiencing long-term symptoms reported they had not seen any improvement in their symptoms over time.
- 22% reported being often or always limited by these symptoms in daily activities.

Canadian adults who had COVID-19 multiple times were more likely to report longer-term symptoms. “Long COVID” may reduce some people’s ability to work, leading to lower labour market participation and lower household incomes. COVID-19 may also increase vulnerability to other infectious and non-infectious diseases, including cancer, cardiovascular disease, tuberculosis, and respiratory illnesses.

Statistics Canada reported that workers are taking sick days or other time off.

- Among Canadian adults with long-term symptoms who were employed or attending school, 22% missed days. On average, they missed 24 days of school or work. About 100,000 adults were unable to return to work or school.
- Among employed Canadian adults reporting long-term symptoms, 5.3% applied for disability benefits or workers’ compensation due to their symptoms.

Similar findings are emerging from recent surveys and studies in the United States (U.S.) and United Kingdom (U.K.):

- About one in five Americans with long-term symptoms after COVID (3.8 million) are experiencing debilitating illness that significantly affects daily activities.²⁴
- Some 1.6 million people of working age in the U.K. are living with Long COVID. 62% have been affected by having to take sick leave, reducing their hours, changing roles, or quitting work.²⁵
- Among working-age U.K. adults, new claims for benefits related to health conditions or disabilities increased by 68% from early 2020 to early 2024.²⁶

*“Health is a critical labour market determinant. Healthy people are more likely to be employed, have a good job and retire later, while people experiencing health issues or disabilities are more likely to see their labour market chances deteriorating, lose employment and struggle in finding a new job...
While disability and health affect work, work can also affect health. The latter effect is multifarious; while a bad job can deteriorate health, moving from unemployment into good work can improve health.”*

Organisation for Economic Cooperation and Development (OECD)
<https://www.oecd.org/els/emp/health-and-work.htm>

7. Challenges

Employee turnover, leaves and retirement contribute to gaps in capacity and vacancies to be filled. Although the number of GN job competitions has increased since 2019-20, the number of applications has decreased to low levels that are unprecedented.

To maintain and build capacity, the GN must fill vacancies left by exiting employees as well as hire for new positions.

Employee Turnover and Leave in the Public Service

Annual Staff Turnover

The annual turnover rate averages 13% per year

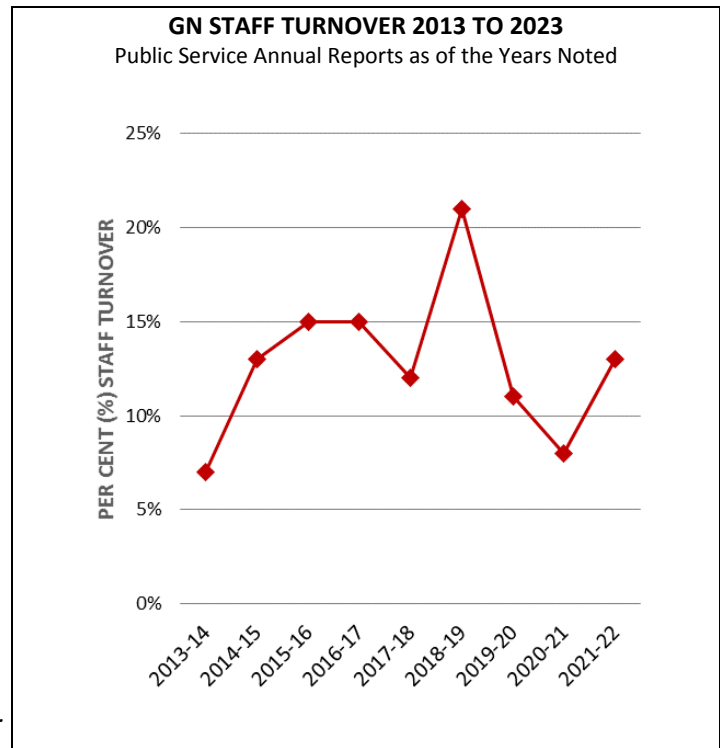
The GN's rate of growth means that there are always new, vacant positions to be filled. As with any employer, the GN must fill vacancies left by exiting employees as well as new positions.

The GN defines annual **staff turnover** as the number of indeterminate or term employees leaving or terminating their GN employment each fiscal year.

Turnover includes retirements, resignations, lay-offs, end-of-term contracts, and dismissals of indeterminate or term employees from the public service. It does not include internal transfers or job changes within the GN.

As reported in the GN's *Public Service Annual Reports*,²⁷ the annual turnover rate varies significantly from year to year. Over the past 10 years, it has averaged approximately 13% per year, ranging from a low of 7% in 2013-14 to an all-time high of 21% in 2018-19. The turnover rate was 13% in 2021-22.

Qulliq Energy Corporation is not included in turnover data.



Job satisfaction is likely to contribute to retention and turnover

Through the Nunavut Government Employee Survey (NGES) conducted in 2016 and 2021, the NILFA has identified factors that affect job satisfaction among Inuit employees. These factors are likely to contribute to attracting and retaining Inuit employees.

Among the GN's Inuit employees in 2021, the top drivers of job satisfaction were reported as:

- Good relationships with co-workers (91%)

- Ability to work in language of choice (91%)
- Flexibility in work schedules to support balance in work and personal life (89%)
- Ability to work in community of choice (88%)
- Job security (86%)

In other stakeholder engagement activities, the NILFA has also identified the importance of:

- An Inuk supervisor or manager
- Manageable workload
- Pay and benefits

Among the GN's Inuit employees in 2021, the top drivers of job dissatisfaction were reported as:

- Limited availability of staff housing (59%)
- Limited availability of child care (55%)
- Cost of staff housing (46%)
- High rate of staff turnover, which tends to create higher workloads (41%)
- Housing allowance (37%)

Lack of support for career development and advancement (38%) was among the top drivers of job dissatisfaction in 2016, but did not make the top five list in the 2021 NGES.

The NILFA also identified reasons why Inuit employees either plan to leave or have left government employment. The most frequently cited reasons for leaving GN employment were desires for:

- Better pay, benefits, and working conditions (50%)
- An indeterminate (permanent) job (47%)
- A job that better matches knowledge, skills and goals (41%)
- Better learning opportunities (35%)
- A workplace guided by Inuit culture and values in which the Inuit language is used more (31%)

Employee Leave

The number of employees on leave has increased since 2019

Employees in the territorial public service have access to various types of leave (time off work) with or without pay. Some types of leaves are entitlements, subject to authorization. Other programs, such as education leave, are discretionary and subject to operational and staffing needs and budgetary considerations.

Short-term leave (e.g., annual leave) is typically managed through redistribution of work or acting assignments where full coverage is necessary. Long-term leave (e.g., disability or long-term education leave) has the effect of creating vacancies that must be managed in a way that addresses work needs and respects employee job entitlements.

As the GN defines it, staff turnover does not include long-term leave, however, departments and agencies are directed to exclude employees on long-term leave from the data used in TRPS reports. In practice, departments apply discretion in reporting on the number of filled positions.

More Inuit tend to be on leave without pay, while more non-Inuit are on disability leave

Approximately 52% of indeterminate and term employees were Inuit in September 2023. Both by number and as a proportion of the workforce, it appears that from March 2019 to September 2023:

- More non-Inuit than Inuit tend to be on disability leave.
- More Inuit than non-Inuit tend to be on LWOP.
- Significantly more Inuit than non-Inuit were on education leave, probably due to the availability of subsidized education and career development programs for Inuit only.

TYPE OF LEAVE	EMPLOYEES	NUMBER OF INUIT AND NON-INUIT EMPLOYEES ON LEAVE*				
		Sept. 2023	Sept. 2022	March 2021	March 2020	March 2019
Disability	Inuit	17	17	19	10	11
	Non-Inuit	22	29	32	24	20
Education	Inuit	28	26	29	31	15
	Non-Inuit	5-10	5-10	12	13	5-10
Leave without Pay (LWOP)	Inuit	89	66	64	58	79
	Non-Inuit	65	58	75	57	50
Maternity/Parental	Inuit	13	20	14	13	20
	Non-Inuit	11	11	14	10	14
TOTAL INUIT EMPLOYEES		147	129	126	112	125
TOTAL NON-INUIT EMPLOYEES		104	103	133	104	93
TOTAL EMPLOYEES ON LEAVE		251	232	259	216	218

* Qulliq Energy Corporation is not included in employee leave data. To protect confidential information about employees, numbers less than 10 are reported as the ranges "less than (<) 5" and "5-10."

Retirement Potential in the Public Service

Eligibility for Retirement by 2028

The future potential for employees to retire can be estimated

Turnover includes employees who leave the public service by retiring. The future potential for employees to leave through retirement can be estimated, unlike other forms of turnover. Awareness of the potential for retirement in occupational groups and geographies can assist in identifying priorities for pre-employment training and in preparing for succession.

In Nunavut's public service, **eligibility for retirement** begins at age 60 or 65 (depending on whether or not an employee joined the pension plan before or after January 1, 2013) or when an indeterminate GN employee is age 55 or over and has at least 30 years of service. The date of enrolment in the pension plan is not factored into the workforce analysis prepared for the Decentralization Review. As a result, eligibility for retirement may be underestimated, as employees age 60-64 who joined the pension plan prior to 2013 are not included unless they meet the criteria for age plus years of service.

- In Category 4 - Occupations in education, law, social, community and government services, an estimated 210 employees or 16% of the workforce in the category was eligible to retire by 2028.

Two other occupational categories have smaller numbers of positions and employees, but significant retirement potential:

- In Category 5 - Occupations in art, culture, recreation and sport, an estimated 11 employees or 34% of the workforce in the category was eligible to retire by 2028.
- In Category 6 - Sales and service occupations, an estimated 58 employees or 21% of the workforce in the category was eligible to retire by 2028.

As of September 2023, the greatest potential for retirement among indeterminate employees was in Skill Type A, which has the largest number of GN positions.

- An estimated 290 employees or 17% of the Skill Type A workforce was eligible to retire by 2028.

Skill Type D has a smaller number of positions and employees, but significant retirement potential.

- An estimated 40 employees or 20% of the Skill Type D workforce was eligible to retire by 2028.

Retirement potential is higher outside Iqaluit and among Inuit employees

As of September 2023, approximately 60% of all GN positions and 60% of all indeterminate employees were located outside Iqaluit. The potential for retirement among Inuit and non-Inuit employees was much higher outside Iqaluit, by number and proportion or per cent (%).

More than twice as many Inuit and non-Inuit employees were eligible for retirement by 2028 outside Iqaluit (340 employees) than in Iqaluit (160 employees).

- In Iqaluit, 13% of Inuit and 12% of non-Inuit employees were eligible for retirement.
- Outside Iqaluit, 26% of Inuit and 20% of non-Inuit employees were eligible for retirement.

More Inuit than non-Inuit were eligible to retire by 2028. In the indeterminate workforce:

- 275 Inuit (16%) were eligible for retirement, 60 in Iqaluit and 215 outside Iqaluit.
- 225 non-Inuit (15%) were eligible for retirement, 100 in Iqaluit and 125 outside Iqaluit.

See Appendix I for summaries of retirement potential to 2028 by occupational category, skill type and community.

Historical Trends in Retirement

Retirement potential from 2017 to 2023 was comparable to current projections

Retirement potential was reported in the GN's *Master Inuit Employment Plan to 2023*.²⁸ As of March 2017, the total potential for retirement by 2023 was approximately 520 employees or 16% of the GN's indeterminate workforce. This is comparable to the current projection of retirement potential by 2028: 500 employees or 15% of the indeterminate workforce.

Retirement potential to 2023 (by per cent employees) was greater outside Iqaluit than in Iqaluit.

- Outside Iqaluit, approximately 360 employees (18% of the indeterminate workforce outside Iqaluit) had the potential to retire by 2023, comparable to the current estimate of 340 employees (18%).
- In Iqaluit, approximately 160 employees (12% of the indeterminate workforce in Iqaluit) had the potential to retire by 2023, comparable to the current estimate of 160 employees (12%).

Approximately 74% of employees who were eligible to retire by 2023 exited the GN

Approximately three-quarters (74%) of employees who were eligible to retire between 2017 and 2023 had exited the GN by September 2023. The remainder continued to be indeterminate employees of the GN. The proportion or per cent (%) of actual exits was comparable in and outside Iqaluit.

OCCUPATIONAL CATEGORY	RETIREMENT POTENTIAL as of March 2017 vs ACTUAL EXITS by September 2023					
	Potential	Actual Exits	Iqaluit Potential	Iqaluit Actual	Outside Iqaluit Potential	Outside Iqaluit Actual
0 - Management occupations	100	82%	45	87%	55	78%
1 - Business, finance and administration	55	76%	30	73%	25	80%
2 - Natural and applied sciences occupations	25	73%	10	60%	15	87%
3 - Health occupations	35	80%	5-10	100%	30	76%
4 - Occupations in education, law and social, community and government services	230	71%	50	62%	185	73%
5 - Occupations in art, culture, recreation, sport	5-10	50%	< 5	67%	< 5	0%
6 - Sales and service occupations	45	69%	10	90%	35	63%
7 - Trades, transport and equipment operators	15	80%	5-10	100%	5-10	63%
9 - Occupations in manufacturing and utilities	5-10	50%	< 5	0%	5-10	57%
TOTAL	520	74%	160	75%	360	74%

The proportion of actual exits was higher among non-Inuit than Inuit employees

The potential for retirement by 2023 included approximately 250 non-Inuit employees or 16% of the GN's indeterminate non-Inuit workforce. This is comparable to the current estimate of retirement potential by 2028: 225 non-Inuit employees or 15% of the indeterminate non-Inuit workforce.

Among those with the potential to retire by 2023 were approximately 270 Inuit employees or 15% of the GN's indeterminate Inuit workforce. This is comparable to the current estimate of retirement potential by 2028: 275 Inuit employees or 16% of the indeterminate Inuit workforce.

As of September 2023:

- 81% of the 250 non-Inuit with potential to retire between 2017 and 2023 had exited the GN
- 67% of the 270 Inuit with potential to retire between 2017 and 2023 had exited the GN

Recruitment and Hiring in the Public Service

Applications for Job Competitions

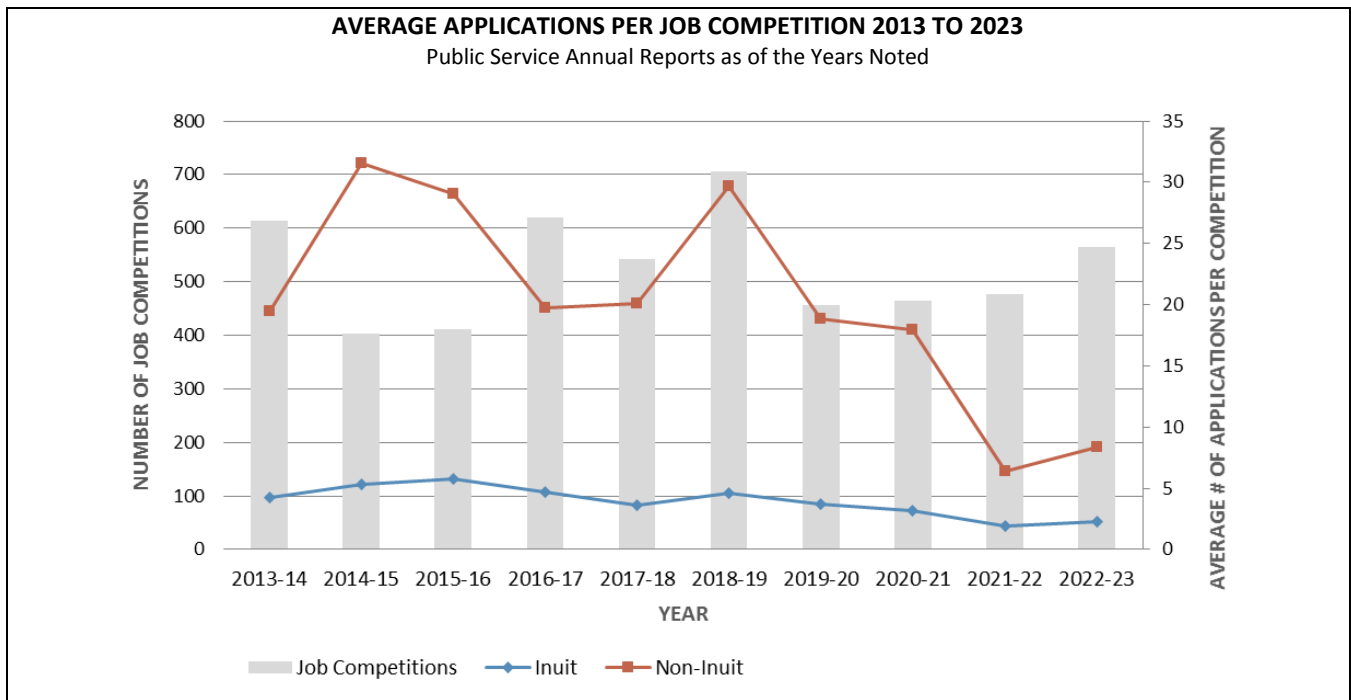
Inuit are interested in GN employment

Inuit who apply for government jobs are expressing an interest in government work and making an active effort to obtain a government position.

The number of GN jobs advertised varies from year to year and job competitions may cross fiscal years. Annual data reported in the GN's *Public Service Annual Reports* include competitions started in one fiscal year and closed or ongoing in another fiscal year. The statistics exclude job competitions for nurses and positions under the Nunavut Teachers' Association, Nunavut Arctic College and Qulliq Energy Corporation.

The GN averaged 526 job competitions annually between 2013 and 2023. An individual may submit applications to multiple job postings over a year, so the number of applications is not an indicator of the number of applicants. Some job competitions may have received no applications.

As reported in the *Public Service Annual Reports*, Inuit apply for advertised GN jobs at a rate that tends to be lower than the rate at which non-Inuit apply. On average, the GN has received four applications from Inuit and 16 applications from non-Inuit for every job competition i.e., 20% of applications are from Inuit.



Although Inuit applications are greatly outnumbered by those from non-Inuit, interest in GN positions among Inuit appeared to be increasing until 2019-20. This was shown as a general upward trend in the number of applications from Inuit per advertised position, which averaged almost four Inuit applications per job posting until 2012-13 and almost five Inuit applications per posting until 2019-20.

The increase in the average number of Inuit applications during the period from 2013 to 2019 may reflect an increase in the number of Inuit who have completed the high school and/or post-secondary education or training that is needed for most GN positions.

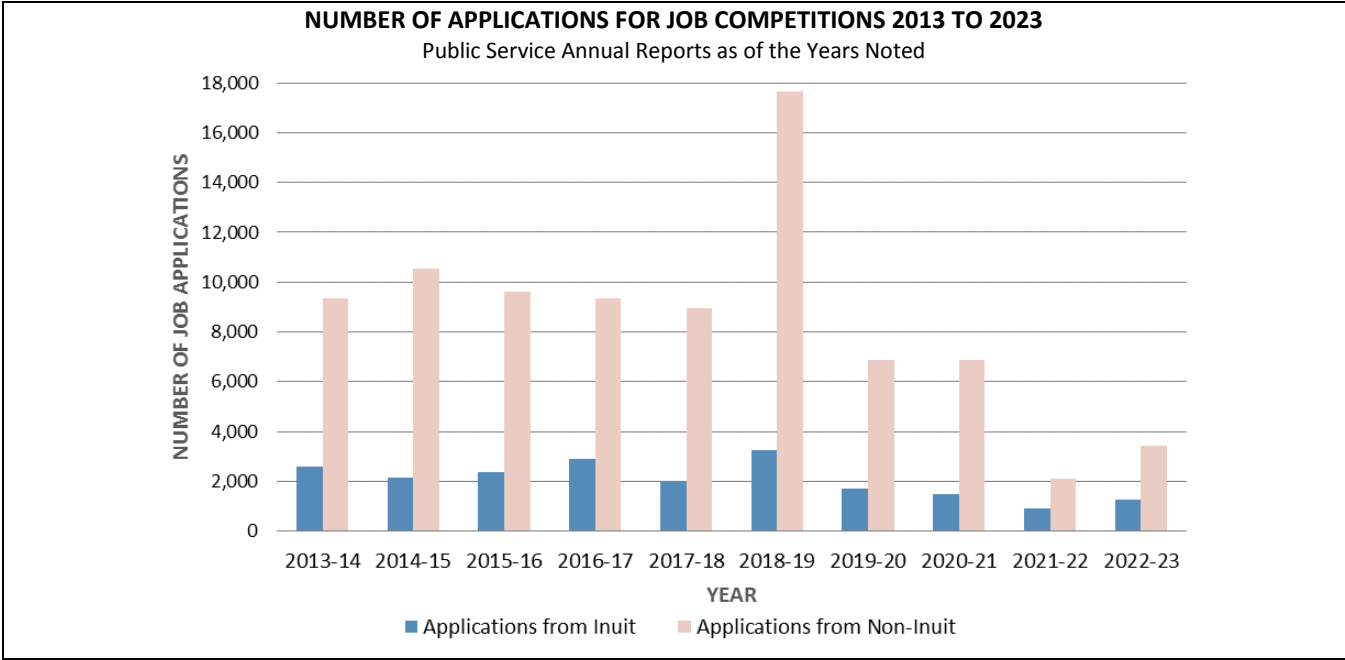
APPLICATIONS	AVERAGE NUMBER OF APPLICATIONS PER JOB COMPETITION									
	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23
Competitions	614	403	412	620	543	705	456	465	476	564
Inuit	4.2	5.4	5.7	4.7	3.6	4.6	3.7	3.2	1.9	2.3
Non-Inuit	15.2	26.2	23.4	15.1	16.5	25.1	15.1	14.8	4.4	6.1
AVERAGE	19.5	31.6	29.1	19.8	20.1	29.7	18.8	18.0	6.4	8.3

The number of job competitions is increasing, but the number of applications is down

Although the number of job competitions has increased since 2019-20, the total number of applications from Inuit and non-Inuit has decreased to low levels that are unprecedented.

Between 2013 and 2021, the GN received an average of 23 applications for each job competition, with a range from 18 to 32 during the 8-year period. In the past two years, the GN has received an average of between six and eight applications per job competition.

- In 2021-22, there were 476 job competitions with a total of 3,032 applications, including 921 from Inuit and 2,111 from non-Inuit. This was an average of only 6.4 applications per competition.
- In 2022-23, there were 564 job competitions with a total of 4,695 applications, including 1,281 from Inuit and 3,414 from non-Inuit. This was an average of only 8.3 applications per competition.



For example:

- In 2020-21, Inuit accounted for 41% of those hired through job competitions, despite only 18% of applications being from Inuit during the fiscal year.

APPLICATIONS	PROPORTION OF APPLICANTS HIRED									
	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23
INUIT	2,598	2,157	2,359	2,906	1,949	3,249	1,688	1,469	921	1,281
% Inuit	22%	17%	20%	24%	18%	16%	20%	18%	30%	27%
Inuit Hired	162	137	177	101	157	143	127	139	97	149
% Hired	45%	41%	54%	47%	60%	43%	38%	41%	42%	47%
NON-INUIT	9,354	10,558	9,624	9,356	8,941	17,671	6,885	6,886	2,111	3,414
Non-Inuit Hired	201	200	150	112	103	188	208	196	132	168
% Non-Inuit	78%	83%	80%	76%	82%	84%	80%	82%	70%	73%
% Hired	55%	59%	46%	53%	40%	57%	62%	59%	58%	53%

In 2022-23, the GN hired 149 Inuit out of a total of 1,281 applications from Inuit. On average, 12% of all applications from Inuit candidates resulted in hiring. In contrast, an average of 5% of applications from non-Inuit resulted in hiring (168 non-Inuit were hired out of 3,414 non-Inuit applications in 2022-23).

Inuit tend to be hired at a higher rate in communities outside Iqaluit

According to the 2018 NILFA, postings for GN positions in decentralized communities attracted more applications from Inuit than postings in Iqaluit or smaller communities from 2015-16 to 2017-18. On average, each job posting in a decentralized community received seven applications from Inuit in contrast to five in smaller communities and three in Iqaluit.

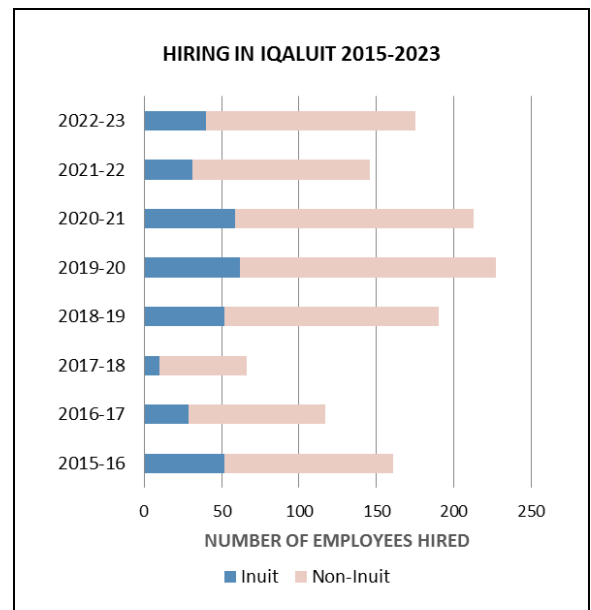
Inuit are generally hired in communities outside Iqaluit at a rate that is much greater than the rates in Iqaluit and in Nunavut as a whole, as shown in these data on hiring from the GN’s Public Service Annual Reports. Data is available by region, but not at the community level.

In **Nunavut**, Inuit were hired in an average of 46% of competitions from 2015-16 to 2022-23.

Iqaluit

In Iqaluit, Inuit were hired in an average of 25% of completed competitions from 2015-16 to 2022-23.

- 2022-23: 23% of completed competitions
- 2021-22: 21% of completed competitions
- 2020-21: 28% of completed competitions
- 2019-20: 23% of completed competitions
- 2018-19: 23% of completed competitions
- 2017-18: 23% of completed competitions
- 2016-17: 23% of completed competitions
- 2015-16: 23% of completed competitions



Qikiqtani Region

In Qikiqtani, Inuit were hired in an average of 66% of completed competitions from 2015-16 to 2022-23.

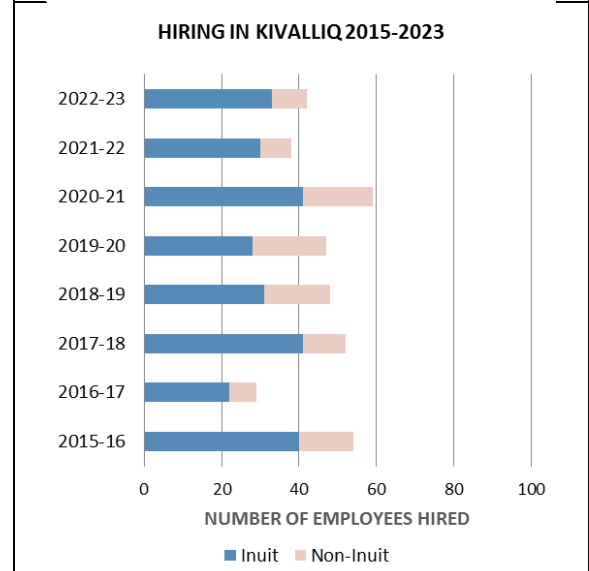
- 2022-23: 69% of completed competitions
- 2021-22: 72% of completed competitions
- 2020-21: 43% of completed competitions
- 2019-20: 57% of completed competitions
- 2018-19: 69% of completed competitions
- 2017-18: 61% of completed competitions
- 2016-17: 79% of completed competitions
- 2015-16: 81% of completed competitions



Kivalliq Region

In Kivalliq, Inuit were hired in an average of 72% of completed competitions from 2015-16 to 2022-23.

- 2022-23: 79% of completed competitions
- 2021-22: 79% of completed competitions
- 2020-21: 69% of completed competitions
- 2019-20: 60% of completed competitions
- 2018-19: 65% of completed competitions
- 2017-18: 79% of completed competitions
- 2016-17: 76% of completed competitions
- 2015-16: 74% of completed competitions



Kitikmeot Region

In Kitikmeot, Inuit were hired in an average of 70% of completed competitions from 2015-16 to 2022-23.

- 2022-23: 79% of completed competitions
- 2021-22: 69% of completed competitions
- 2020-21: 79% of completed competitions
- 2019-20: 69% of completed competitions
- 2018-19: 60% of completed competitions
- 2017-18: 71% of completed competitions
- 2016-17: 68% of completed competitions
- 2015-16: 70% of completed competitions



8. Opportunities

The GN is investing in infrastructure, programs and services to support the health, wellbeing and resilience of Nunavummiut and their communities. These investments will yield benefits when sufficient Inuit are prepared for related community-based jobs.

A pre-employment training strategy should communicate the needs of communities for skilled workers and prepare Inuit for GN employment in a range of jobs.

Definition of Decentralization

Broadening the Perspective

The historical view of decentralization may be limiting

Historically, decentralization has been concerned with headquarters or territory-wide functions operating out of a community. When the topic of expanding decentralization arises, it is typically focused on opportunities to transfer intact functions or offices from Iqaluit to a community outside Iqaluit – ideally, a community that is not one of the original 10 designated communities.

The challenges associated with transferring an entire function or office to a community were well-documented in earlier reviews of decentralization. Issues of technology and connectivity may be less of a problem today, but limited office space and shortages of staff housing persist as barriers to increasing GN employment opportunities in communities through the transfer of groups of positions.

The recently-issued Nunavut-wide Hiring Policy appears to take a broader view

The Nunavut-wide Hiring Policy (NWHP) was released in November 2023 “to support the Government of Nunavut’s commitment to Inuit employment and decentralization. It is a competitive hiring mechanism whereby an eligible position can be advertised with multiple potential locations of work and the successful candidate can work from a Nunavut community where there is available workspace rather than the position’s designated home community.”²⁹

The NWHP Guidelines make it clear that the policy is a hiring tool that applies on a case-by-case basis. Initial implementation is restricted to a department’s office space allocation, due to current limitations associated with identifying and allocating flexible workplace space for use under the NWHP.

The NWHP is not a mechanism to permanently relocate a position or a group of positions to a different community. The “home community” of the position does not change under the NWHP. Permanent relocation of a position continues to fall under the GN’s Government Organization Policy. The NWHP is unlikely to have a significant impact on the number of positions in any particular community.

While it supports recruitment and retention in the GN, the policy does not enable decentralization as it was originally conceived. The policy does, however, recognize the value of even one more position placed in a community, with the potential for priority hiring of an Inuk. If the concept of decentralization is broadened to include all GN positions in communities, then the NWHP will help to strengthen the decentralization model by increasing community-based employment opportunities for eligible positions and communities that have available workspace.

Iqaluit-based Jobs

Assessing the Potential for Transfer to Communities

This review does not aim to identify specific functions or positions for decentralization

The Decentralization Review is not expected to result in options or recommendations regarding specific GN organizational structures, functions, occupations, or positions. It does, however, aim to identify opportunities for expanding GN employment in communities outside Iqaluit.

The Nunavut-wide Hiring Policy and the Remote Hiring Policy provide some helpful criteria for assessing the potential for further decentralization.

The NWHP policy offers pragmatic criteria to guide consideration of decentralization

The NWHP Guidelines include criteria for assessing the eligibility of an Iqaluit-based position to be advertised with multiple potential locations of work in Nunavut. The criteria can be applied to consideration of whether or not a position or group of positions is suitable for transfer to a community.

A position is considered unsuitable for inclusion under the policy if any of these conditions apply:

1. The position provides in-person services and/or support to others located in the home community (e.g., clients, public, other GN employees) on a regular basis.
 - This would seem to exclude front-line positions in programs such as home and community care or social services; positions working at customer service counters (e.g., beer and wine store); positions that provide support to management or to a work unit (e.g., executive assistant, receptionist); and positions that provide support to the Legislative Assembly or to Cabinet, or that routinely engage with a Cabinet Minister.
2. The duties of the position are primarily performed on behalf of the home community and/or from a specialized work site in the home community.
 - This would seem to exclude front-line positions associated with the maintenance of a specific facility (e.g., school custodian) or the programs and services delivered at an airport, college campus, correctional facility, court house, cultural facility, health care centre, hospital, library, or school.
3. The supporting infrastructure required to perform the duties of the position is only available in the position's home community. (e.g., equipment, records).
 - This would seem to exclude positions with shared dependencies on physical records, localized technology and specialized local facilities or equipment.
4. The position supervises a complement of staff who are substantially based in the position's home community.
5. The position's direct supervisor position is vacant (i.e., position is not filled on an indeterminate, term, acting, transfer assignment, casual or other basis).

The Remote Hiring Policy identifies positions that are hard to fill in Nunavut

The GN's Remote Hiring Policy³⁰ was launched in March 2024, accompanied by a Cabinet-approved list of specialized positions for which employees may be hired to work remotely from their out-of-territory homes on a term basis. The Remote Hiring Policy is intended as an interim measure to address critical capacity challenges in the GN.

The following criteria for including a position in the list are outlined in the policy Guidelines:

- Suitable for remote work;
- Professional level, as per GN employment categories;
- Applies a body of highly specialized knowledge;
- Requires a professional designation and/or post-graduate degree (some exceptions considered for positions that require a bachelor's degree in a highly-specialized field of post-secondary study);
- Unique to a department, with some exceptions;
- Does not supervise staff;
- Chronically under-represented by Inuit; and
- Demonstrated to be hard-to-fill in Nunavut.

The list includes Iqaluit-based and community-based positions that are specialized and hard to fill in Nunavut. These positions have little potential to contribute to local employment opportunities at this time, whether situated in Iqaluit or a community.

Third-party agreements may influence the requirements for a funded position

Positions that are funded under third-party agreements are intended for a particular purpose and may be subject to specific conditions on how the funding may be spent.

Third-party funded positions are often time-limited. They can be found in communities as well as in Iqaluit, but there may be little opportunity to relocate such a position from where it was established.

Opportunities for Further Decentralization

Policy criteria help to identify positions not suitable for transfer outside Iqaluit

Approximately 40% of GN positions are based in Iqaluit: 2,252 FTEs, as reported in the September 2023 TRPS report. Many of these are in functions that have headquarters or territory-wide responsibilities; others deliver GN programs and services to the residents of Iqaluit.

Previous reviews of decentralization have not had the benefit of a full analysis of the public service workforce. This Decentralization Review makes use of detailed information from the workforce analysis along with criteria from recent policy decisions to identify the types and numbers of positions that are not suitable for transfer outside Iqaluit.

By applying the criteria outlined in the Nunavut-wide Hiring Policy and the Remote Work Policy, this review has identified approximately 1,225 (FTEs) positions based in Iqaluit that are not suitable for transfer to a community, including those associated with:

- Directorates of departments and other public bodies
- Cabinet secretariat
- Correctional facilities
- Delivery of community, health and social services to the people of Iqaluit
- Facilities in Iqaluit such as the library, court house, beer and wine store, and airport
- Intergovernmental affairs
- Nunavut Business Credit Corporation
- Office of the Legislative Assembly
- Programs and services delivered at Nunavut Arctic College's Nunatta Campus
- Qikiqtani General Hospital
- Schools in Iqaluit
- The list of specialized, hard-to-fill positions under the Remote Hiring Policy
- Third-party funding agreements

This may not be a complete list of positions that are not suitable for transfer to communities, but it captures the types of positions that cannot function or be fully functional outside of Iqaluit.

The opportunities for decentralization appear limited by labour market factors

The remaining 1,025 (FTEs) positions can be grouped into two broad functional areas:

Corporate and internal government programs and services, including:

- Capital projects
- Communications
- Compensation and benefits
- Corporate services for departments and other public bodies
- Employee relations and job evaluation
- Employee wellness
- Financial operations and expenditure management
- Fiscal policy
- Human resource management
- Informatics and information technology
- Internal audit
- Inuit employment planning and programs
- Policy and planning
- Procurement and supply chain management
- Property and asset management
- Public service training
- Staffing
- Translation and interpretation

Headquarters functions associated with Nunavut-wide programs and services:

- Climate change
- Environmental protection and impact assessment
- Health information

- Health protection
- Legal registries
- Official languages
- Parks management
- Population health
- Power system planning, engineering and operations
- Program development and administration
- Protection and safety services
- Public health
- Public trustee
- Sector economic development
- Transportation planning

As noted in the NWHP Guidelines, departments and other public bodies are responsible for determining whether there are any factors beyond the guiding criteria that could lead to “significant risk to the employee or the GN” if the work of the position were to be carried out in a community other than the position’s home community. Such factors cannot be assessed through workforce analysis, and this review cannot comment on the suitability of any of the listed functions for decentralization. However, Nunavut’s Inuit labour market is an important factor in considering risks associated with any further decentralization.

As of September 2023, capacity in the 1,025 Iqaluit-based positions was 62% and Inuit representation was 33%.

Fourteen public bodies are represented: CGS, CH, EDT, EDU, EIA, ENV, FIN, FS, HEA, HR, JUS, NAC, NHC, and QEC. More than 20% of the positions are in CGS or EDT, and so may be subject to reorganization in the near future.

By skill type:

- 60% are in Skill Type A (university level), with 59% capacity and 23% Inuit representation
- 32% are in Skill Type B (college level), with 69% capacity and 45% Inuit representation
- 8% are in Skill Type C (high school level), with 62% capacity and 57% Inuit representation

By employment category:

- 9% of the positions are in Senior Management, with 78% capacity and 20% Inuit representation
- 19% are in Middle Management, with 67% capacity and 20% Inuit representation
- 35% are in Professional, with 55% capacity and 26% Inuit representation
- 25% are in Paraprofessional, with 64% capacity and 38% Inuit representation
- 12% are in Administrative Support, with 58% capacity and 80% Inuit representation

Inuit are under-represented in all of the employment categories except Administrative Support. The identified positions in this category are largely in jobs such as administrative assistant, clerk, human resource assistant, program officer, or secretary. These types of jobs typically support the activities of a work unit and may not be suitable for transfer to a location separate from the work unit itself.

As demonstrated in the analysis of the public service workforce, Inuit representation in the other employment categories tends to be higher outside Iqaluit than in Iqaluit, except in the regulated occupations. Approximately 8% of the identified Iqaluit-based positions are in regulated occupations.

In the Professional category, Iqaluit-based jobs in non-regulated occupations include auditors, communications officers, financial analysts, human resource specialists, interpreter/translators, policy analysts, program specialists, project managers in various disciplines, and specialists in informatics and information technology. Many of these jobs involve specialized post-secondary education and/or work experience.

The GN has offered learning and career development programs to increase Inuit employment in human resources, policy and project management. These efforts may enable the application of the NWHP to advertise eligible positions in these specialized areas in multiple community locations. However, based on the current limitations of Nunavut's Inuit labour market, it is unlikely that large numbers of specialized professional positions could be reliably staffed outside Iqaluit.

In the Paraprofessional category, Iqaluit-based jobs in non-regulated occupations include call centre agents, desk side support officers, finance officers, human resource coordinators, procurement officers, program coordinators and officers, specialized program analysts, and specialized technicians and technologists. Again, the NWHP may be applied to advertise eligible paraprofessional positions in multiple community locations. However, these types of jobs are typically integral to the activities of a work unit and may not be suitable for transfer to a location separate from the work unit itself.

Community-based Jobs

New and Growing Demand for Community-based Services

Nunavut's unique context contributes to growing needs in communities

As the GN notes in the Environmental Scan that accompanies the *Business Plan 2024-2027*,³¹ Nunavut's economy, geography, history, and Inuit culture are defining aspects of the territory that shape the needs of its people.

Nunavut's economy is diversifying, but the government sector continues to play a large role. The GN forecasts that the public administration, education, health care, and social assistance industries will account for almost 25% of all goods and services produced in the territory in 2024. Mining accounts for 33% of the economy. Entrepreneurial activity is increasing in Nunavut, and the number of active businesses grew by 4% from 2022 to 2023.³²

Nunavut's vast geography and remote communities create challenges in the development of local economies and the infrastructure to support them. Many communities have limited information technology infrastructure and bandwidth, while housing shortages and limited office space are an issue in every community, including Iqaluit. The health and wellbeing of residents is enabled when safe and welcoming facilities are available in a community for adult learning, early learning and child care, recreation, and social and cultural activities for youth and Inuit Elders.

Poverty in Nunavut is among the highest in Canada. The Nunavut Roundtable for Poverty Reduction³³ defines poverty as a situation in which Nunavummiut cannot access the supports they need to maintain their connection to the land or to participate fully in the wage-based economy. Nunavut has

approximately 12,000 households. The GN estimates that in 2023, 11,000 Nunavummiut in 5,400 households (27% of Nunavut's population) received some form of income assistance.

As acknowledged in the GN's *Aging with Dignity: Elders and Seniors Strategy*,³⁴ the history of colonization, forced resettlement, residential schools, relocation for tuberculosis treatment, and slaughter of dog teams continues to affect the mental, physical, cultural, and spiritual wellbeing of Nunavut Inuit. Healing from these inter-generational traumas is crucial to the health and resilience of individuals and communities. Elders believe that wellness, healing and community justice programs are most effective when delivered by people who speak Inuktitut and are experienced in Inuit ways.

The protection and promotion of Inuit culture and language was a fundamental goal in the creation of Nunavut. There is a strong expectation among Nunavut Inuit that the territorial government will:

- Achieve a representative level of Inuit employment;
- Strengthen the use of Inuktitut throughout the territory;
- Establish policies, programs and services that reflect Inuit Qaujimajatuqangit and Inuit Societal Values; and
- Respect the distinct needs and build on the strengths of each community.

The GN is investing in community infrastructure, programs and services

The GN has responded to the expressed needs of Nunavummiut and their communities with significant long-term investments to support health and wellbeing, including recent capital investments in building the Aaqqigiarvik Correctional Healing Facility, the Aqqusariaq Recovery Centre, and a long-term care facility in Rankin Inlet. In the *Aging with Dignity: Elders and Seniors Strategy*, the GN commits to further expansion of Elder-care facilities and services, regionally and in communities.

In addition to capital investments, the GN has increased operational budgets to enhance and expand community justice, health, homecare, and social services in communities. This has resulted in the addition of a substantial number of positions in communities over the past 10 years.

- Increases in some occupational groups are related to new or expanded programs and services e.g., expansion of the Mental Health and Addictions program. These changes are typically seen in all or many communities and may involve third-party funding.
- Increases in other occupational groups are strongly related to population demographics and needs, e.g., the requirement to maintain student-educator ratios drives annual adjustments in the number of school-based positions. These changes are typically seen in many communities.
- Adjustments in the number of positions are made routinely to reflect changing workload and other operational demands. These are typically smaller and more localized changes that are not reflected as a significant increase or decrease in an occupational group or community.

The GN is also investing in education and training programs to prepare Inuit for local employment opportunities in health, homecare and social services.

In-demand Occupations in Communities

Positions being added in communities have strong potential for Inuit employment

Among the positions added in communities outside Iqaluit since 2013, approximately 25% were in the regulated nursing and teaching professions. These are excluded from the analysis below, as few Inuit currently qualify for regulated professions that require registration, licensing or certification following the attainment of specific post-secondary credentials.

At least 440 positions added since 2013 are associated with new or expanded programs and services with new positions in most or all communities. The great majority of these positions are in Skill Types B, C and D, which include the types of jobs with the greatest potential for employment of Inuit. Only 43 positions are in Skill Type A, and these jobs involve knowledge of Inuit language and culture rather than having a requirement for advanced education.

As of September 2023:

- 275 of the 440 positions were vacant, with opportunities in every community
- 165 of the 440 positions were filled (38% capacity)
- 150 Inuit were employed (91% Inuit representation)

Some positions were approved in the 2023-24 business planning and budgeting process, so may not have been advertised as of September 2023. More positions are expected to be added in communities in 2024-25 as the GN implements:

- The Department of Family Services' *Ilagiitsiarniq Family Wellness Strategic Framework* to improve family support and child protection services in communities;
- Enhancements to the Department of Health's community-based Mental Health and Addictions program;
- The Department of Health's initiatives to increase Inuit employment in health care positions under the *Canada-Nunavut Agreement to Work Together to Improve Health Care for Canadians*;
- The Department of Health's home and community care and long-term care objectives under the *Aging with Dignity* funding agreement with Canada; and
- Commitments made in the GN's *Aging with Dignity: Elders and Seniors Strategy*.

Local workers have a range of new employment opportunities in the GN

The positions added in communities between 2013 and 2023 are summarized by skill type, department, program, and occupational group below. This is not a complete list of all positions added, but a summary of those with high potential for employment of Inuit with a range of education, training, experience, and interests.

SKILL TYPE A

Jobs in Skill Type A typically involve university-level education and/or extensive knowledge, skills and work experience that are related to a specific occupation.

By department, program and occupational group, the following positions were added in communities outside Iqaluit between 2013 and 2023. Skill Type A jobs in regulated professions are not included.

CH Translation Bureau

Interpreter/Translator and Editor Reviewer

- 6 positions in 2 communities
- NOC 5125

As of September 2023:

- 3 positions filled (50% capacity)
- 3 Inuit employed (100% Inuit)

FS Career Development

Apprenticeship Officer

- 3 positions in 3 communities
- NOC 4156

As of September 2023:

- 3 positions filled (100% capacity)
- 3 Inuit employed (100% Inuit)

FS Poverty Reduction

Homelessness Outreach Worker

- 3 positions in 3 communities
- NOC 4164

As of September 2023:

- 2 positions filled (67% capacity)
- 2 Inuit employed (100% Inuit)

NAC Nunavut Teacher Education Program (NTEP)

Instructor, NTEP Inuktitut Language and Culture

- 31 positions in 17 communities
- NOC 4021

As of September 2023:

- 0 positions filled (0% capacity)
- 0 Inuit employed

SKILL TYPE B

Jobs in Skill Type B typically involve college-level education and/or knowledge, skills and work experience that are related to a specific occupation.

The following Skill Type B positions were added in communities between 2013 and 2023. Skill Type B jobs in regulated occupations are included.

CGS Facility Management

Facility Maintenance Supervisor

- 4 positions in 4 communities
- NOC 7205

As of September 2023:

- 2 positions filled (50% capacity)
- 2 Inuit employed (100% Inuit)

FS Child Protection and Family Wellness

Community Coordinator for Women's Safety,

Family Resource Worker, Foster Care Coordinator

- 14 positions in 10 communities
- NOC 4212

As of September 2023:

- 5 positions filled (36% capacity)
- 5 Inuit employed (100% Inuit)

HEA Community Health Centres

Basic Radiological Technician / Lab Clerk

- 11 positions in 11 communities
- NOC 3212

As of September 2023:

- 0 positions filled (0% capacity)
- 0 Inuit employed

Licensed Practical Nurse (22 positions)

- 22 positions in 18 communities
- NOC 3233

As of September 2023:

- 11 positions filled (50% capacity)
- 0 Inuit employed

HEA Kitikmeot Mental Health Facility

Life Skills Worker

- 13 positions in 1 community
- NOC 4212

As of September 2023:

- 9 positions filled (69% capacity)
- 7 Inuit employed (78% Inuit)

HEA Mental Health and Addictions (MHA)

MHA Program Supervisor, MHA Outreach Worker, MHA Youth Program Facilitator

- 35 positions in 22 communities
- NOC 4212

As of September 2023:

- 6 of 35 positions filled (17% capacity)
- 6 Inuit employed (100% Inuit)

JUS Community Justice

Community Justice Outreach Worker

- 23 positions in 23 communities
- NOC 4212

As of September 2023:

- 18 positions filled (78% capacity)
- 18 Inuit employed (100% Inuit)

NAC Student Services

Elder Advisor

- 15 positions in 15 communities; part-time
- NOC 4212

As of September 2023:

- 0 positions filled (0% capacity)
- 0 Inuit employed

SKILL TYPE C

Jobs in Skill Type C typically involve completion of high school or equivalent, or Grade 10 with relevant training and/or work experience.

The following Skill Type C positions were added in communities between 2013 and 2023.

EDU K-12 Instruction

Student Support Assistant

- 50 positions in 18 communities; some part-time
- NOC 4413

As of September 2023:

- 21 positions filled (42% capacity)
- 21 Inuit employed (100% Inuit)

HEA Mental Health and Addictions (MHA)

MHA Assistant

- 7 positions in 7 communities
- NOC 1411

As of September 2023:

- 1 position filled (14% capacity)
- 1 Inuit employed (100% Inuit)

HEA Community Health Centres

Registration Clerk

- 20 positions in 13 communities
- NOC 1411

As of September 2023:

- 2 positions filled (10% capacity)
- 2 Inuit employed (100% Inuit)

Medical Travel Clerk

- 31 positions in 24 communities
- NOC 1431

As of September 2023:

- 8 positions filled (26% capacity)
- 8 Inuit employed (100% Inuit)

In addition to providing new job opportunities for Inuit, the community-based positions identified here have the potential to enable communities to build a stronger foundation for future economic development and Inuit employment by helping to address health, mental health and social factors that may inhibit full participation in family life, education, training, and the labour market.

The demand for these and similar occupations will only increase as new facilities, such as the Aqqusariaq Recovery Centre and the Rankin Inlet long-term care facility, are built and opened.

The potential of the GN's investments in community-based facilities, programs and jobs will be realized only when Inuit complete the education and training needed for the work. The GN must offer, promote and actively support participation in employment preparation and career development programs for specific, in-demand occupations, as noted in recent reports of the Auditor General of Canada.

Filling these – and other vacant community-based positions – must be a priority for the health and wellbeing of individuals and communities, and as a foundation for any further decentralization in the future.

Devolution-related Employment Opportunities

Devolving Responsibilities

Devolution is adding to the GN's needs for knowledgeable and skilled workers

Devolution is the process of transferring federal control over Nunavut's Crown lands and resources to the Government of Nunavut. In August 2019, an Agreement in Principle (AIP) was signed by the Government of Canada, the Government of Nunavut, and Nunavut Tunngavik Incorporated, establishing a pathway for the devolution of responsibilities associated with the stewardship and management of Nunavut public lands, waters, and resources in Nunavut from the GC to the GN.

The AIP led to the development of a *Transitional Human Resources Development Strategy for Devolution* by the three parties. Its main objective is to maximize Inuit employment at all levels within the complement of positions that will be created in the GN as a result of devolution, while supporting the GN's human resource capacity to discharge the responsibilities it receives from the federal government.

The final *Nunavut Lands and Resources Devolution Agreement* was signed by the three parties in January 2024. The transfer of responsibilities is expected to occur April 1, 2027.

Devolution reflects and supports the priorities of Nunavut, providing greater control for decisions on lands and resources, and opens the door for new revenue streams and economic development opportunities in the territory. Land, water, and resource management in Nunavut is complex, and professional capacity is important in dealing with the highly technical subject matter and the dynamics of the territory's regulatory processes.

Devolving work is highly specialized

Devolution will bring opportunities for specialized work, professional capacity and technical skills in multiple fields.

EIA's Devolution Secretariat has undertaken a comprehensive analysis of devolution-related functions, occupations and jobs in the GC, based on available information. The great majority of devolution-related occupations requires specialized professional or technical education and experience in areas that include earth science, environmental science, resource management, commerce, and economic policy. Specialized knowledge and experience are also needed for some program administration roles.

Science-based Jobs:

- Professional and technical science-based jobs need specialized knowledge and skills
- Scientific research jobs require scientific publication and professional recognition
- Some science-based jobs are in a regulated profession (e.g., geologists)
- Some science-based jobs involve field work
- Science-based jobs may require skills to obtain external funding
- Science-based jobs may require advanced project management skills
- Science-based jobs may require skills to manage scientific and legal records
- Professional science-based jobs typically involve a university degree (Bachelors)
- Geologists must meet specific education and experience requirements in order to be registered as a Professional Geoscientist (P.Geo.)
- Researchers in geoscience require a graduate degree (Masters or PhD) and must meet the requirements to be registered as a P.Geo
- Technical science-based jobs typically involve a college diploma in a specific field
- Science-based jobs at entry levels require post-secondary education but little work experience

Policy, Program and Administrative Jobs:

- Economics-related jobs apply knowledge of economics, statistics, and/or sociology
- Commerce-related jobs apply knowledge of accounting, commerce and/or finance
- Administration of surface and sub-surface rights requires knowledge of land administration policies and practices
- Legal registries and records must be accurately maintained, and paper records may create unusual physical demands
- Corporate services, legal and information technology functions provide specialized support
- All economics-related jobs require a Bachelors degree (at minimum) in economics, statistics or sociology
- Commerce-related jobs require a Bachelors degree in business, commerce or finance
- Some professional jobs may require an accounting designation in addition to a degree in accounting, business, commerce, or finance
- Policy jobs typically involve a Bachelors degree in a relevant field
- Program administration jobs do not generally require advanced education

Occupations of Interest to Devolution

Specialized occupations have been identified by NOC code

Specialized occupations of interest to devolution are identified here by NOC code, based on GC functions related to devolution. Some of these NOC codes are represented in existing GN positions, as shown in the table below.

OCCUPATIONS RELATED TO DEVOLVING RESPONSIBILITIES IN NUNAVUT *		GN JOBS IN THE NOC CODE as of September 2023			
NOC Code/ Skill Type	Type of Work	Positions	Locations	Capacity	% Inuit
NOC 0212 Skill Type A	Managers in geoscience research, land and resource management	11	In/Outside Iqaluit	73%	25%
NOC 1452 Skill Type C	Regulatory clerks in land administration and mineral management	7	In/Outside Iqaluit	57%	50%
NOC 2113 Skill Type A (Regulated)	Professional geoscientists and geologists (P.Geo. regulated profession)	2	Outside Iqaluit	0%	0%
NOC 2153 Skill Type A	Professionals in land use planning (GN includes municipal planning engineers)	40	In/Outside Iqaluit	50%	45%
NOC 2255 Skill Type B	Technical occupations in geomatics/ geographical information systems	4	In/Outside Iqaluit	25%	0%
NOC 4161 Skill Type A	Natural and applied science policy advisors and program officers	25	In/Outside Iqaluit	48%	33%
NOC 4162 Skill Type A	Economists; economic policy advisors	26	In/Outside Iqaluit	27%	14%
NOC 4163 Skill Type A	Resource policy advisors (GN includes community economic development)	34	In/Outside Iqaluit	53%	66%
NOC 4164 Skill Type A	Social policy advisors and program officers	150	In/Outside Iqaluit	57%	54%
NOC 4168 Skill Type A or B	Government program advisors and officers	48	In/Outside Iqaluit	44%	62%

* Corporate services, professional services and administrative functions are not included here, as the requirements are well-established in the GN and not specific to devolution (e.g., finance, human resources, information technology, legal).

A NOC code shared by a group of jobs indicates that the jobs are involved in similar types of work and have similar educational requirements. It does not mean that the jobs and their incumbents are interchangeable, particularly in the broad NOC 416 categories. For example, the GN's community development advisor jobs are coded as NOC 4163, as are the GC's specialist jobs in mineral rights and land administration. These groups of jobs are likely to have very different job descriptions and requirements for knowledge and experience.

As of September 2023:

- GN positions were located in and outside Iqaluit in all the identified occupational groups except NOC 2113 – geologist jobs located outside Iqaluit in two communities.
- Capacity was low in all the occupational groups, except management positions in NOC 0212.
- Inuit representation was below the GN average in the occupational groups involving specialized scientific or economic knowledge and skills (NOC 0212, 2153, 2255, 4161, and 4162).
- Inuit representation was at or above the GN average in the occupational groups involving less specialized, non-scientific knowledge and skills (NOC 1452, 4163, 4164, and 4168).

Implementation of the *Transitional Human Resources Development Strategy for Devolution* is currently underway in preparation for devolution. The strategy aims to assist Nunavut Inuit in accessing education and training, wraparound supports, and job experience leading to a career in land and resource management.

Potential for Decentralization

There is little immediate potential for decentralization of devolving responsibilities

The Devolution Secretariat is leading discussions with departments on program design and organizational models to enable the GN to assume devolving responsibilities. The phased approach will result in a position-level organizational design and a set of job descriptions before the transfer date.

Employees of the GC who are already doing devolution-related work in Nunavut are referred to as “affected federal employees” (AFEs). Under the Devolution Agreement, the GN is obligated to provide offers of employment to all AFEs prior to the transfer date. AFEs are to be provided with an offer of a comparable position in the Nunavut community where their current GC job is located. Most of these GC jobs are located in Iqaluit. The positions occupied by AFEs cannot be relocated to a different community for a period of five years following the transfer date.

The GN is not obligated to provide offers of employment to GC employees performing devolution-related responsibilities outside of Nunavut. For the most part, these appear to be headquarters jobs with specialized policy and program knowledge. The GN will create new positions to carry out these responsibilities through the organizational design process for devolution.

The GN can determine where to situate new and vacant positions with devolving responsibilities, based on factors such as program design, business processes, infrastructure requirements, interdependencies among functions, and the nature of the work. The program design and organizational design processes will inform considerations of whether or not entire functions may be suitable for location in a community outside Iqaluit. Highly specialized positions may not be easy to fill anywhere in Nunavut, and most functions with devolving responsibilities may be poorly suited to decentralization until the territory’s labour market is better developed.

The NWHP may enable specific, eligible positions with devolving responsibilities to be advertised with multiple potential locations of work in Nunavut.

A Modern and Effective Public Service

Strategies, Policies and Programs

Strategies, plans, policies, and programs enable an effective public service

The GN has established strategies, plans, policies, and programs to enable a modern, effective public service and help to increase Inuit employment in a challenging labour market. As strategies and plans are developed or refreshed and implemented, opportunities may be identified to provide specific supports to strengthen the decentralization model and increase local employment in communities.

A well-staffed, representative public service can be achieved only through the actions of departments and territorial corporations, supported by central agencies. Departments and territorial corporations are accountable for making use of policies and programs provided by central agencies. They are also accountable for hiring decisions and for providing department-specific pre-employment programs, training and career development initiatives.

The Department of Human Resources maintains a multi-year *Human Resource Strategy* to guide GN-wide efforts to build the capacity and capability of a representative public service. HR is currently developing a *Human Resource Strategy 2024-2028*.

The Department of Human Resources leads and supports departments and territorial corporations in Inuit employment planning to fulfill GN obligations under Article 23 of the *Nunavut Agreement*.

- HR is currently participating in the negotiation of a new 10-year Nunavut implementation contract with the Government of Canada and Nunavut Tunngavik Inc. and has been developing proposals for Inuit employment and training initiatives to be delivered from 2023 to 2033.
- HR maintains a GN-wide *Master Inuit Employment Plan* and initiates related actions. The department is planning to develop a new *Master Inuit Employment Plan* when negotiation of the implementation contract is complete.
- HR leads departments and territorial corporations in preparing multi-year Inuit employment plans to increase the number of Inuit employed in the public service and enable the career development of Inuit employees.

Strategies and plans developed by GN departments aim to improve programs and services and increase Inuit employment in particular occupations.

- The *Ilagiitsiarniq Family Wellness Strategic Framework 2023-2028* was developed by the Department of Family Services in response to the 2023 report of the Auditor General of Canada on Nunavut's child and family services. It promotes inter-departmental cooperation in delivering community-level services and supporting community-based staff. Workforce planning and building internal capacity in child and family services are among the strategic directions established in the framework.
- *Iviqtipalliajut: In the Process of Falling into Place 2018-2023* was developed by the Department of Culture and Heritage as a GN-wide framework to strengthen the use of Inuit societal values in GN workplaces, in policy and program development, and in the delivery of government services to Nunavummiut. CH is in the process of updating the framework.
- The *Roadmap to Strengthen the Nunavut Nursing Workforce 2021-2026* was developed by the Department of Health to create a competent, sufficient, stable, appropriate and well-supported nursing workforce in Nunavut.

GN-wide employee wellness and engagement programs provided by HR include:

- Employee and Family Assistance Program
- GN Employee Engagement Survey
- Nunavut Government Employee Survey

The Human Resources Manual (HRM)³⁵ is maintained by the Department of Human Resources to serve as a central human resource policy guide, authority, standard reference, and resource to support managers, supervisors, human resource practitioners, and employees in carrying out their job responsibilities and understanding their rights. HRM policies include:

- Exit Surveys and Interviews (HRM 305)
- Inuit Qaujimajatuqangit (HRM 318)

- Cultural Immersion Day (HRM 319)
- The Hiring Process (HRM 501)
- Priority Hiring (HRM 502)
- Appointments Without Competition (HRM 504)
- Casual Employment (HRM 515)
- Restricted Competitions Policy (HRM 518)
- Respectful and Harassment Free Workplace Policy (HRM 1010)
- Workplace Conflict Management (HRM 1018)
- Bilingual Bonus (HRM 1505)

Other relevant policies include:

- Government Organization Policy
- Inuktitut Language Incentive Policy
- Nunavut Public Service Code of Values and Ethics
- Staff Housing Policy

Led by the Department of Finance, the GN is transitioning to an Enterprise Resource Planning platform (Fusion Cloud) that will modernize the management of financial and human resources in the public service. The Department of Human Resources is collaborating on the implementation of Fusion Cloud, including updating HRM directives and policies as needed to facilitate phased roll-out.

The Department of Human Resources is conducting a salary review and a job classification review to ensure that the GN is competitive as an employer in the current labour market.

In-service Learning and Career Development

Learning and career development programs support Inuit employment in the GN

The GN's learning and career development programs enable and support Inuit employment and career advancement. Programs offered currently or in the recent past include:

- Amaaqtaarniq Education Leave Program
- Career Broadening Program
- Cultural Orientation
- Health Educational Upgrade Program
- Hivuliqtikhanut Leadership Development Program
- Human Resources Certificate Program
- Inuit Employee Role Model Campaign
- Inuit Executive Career Development Program
- Inuit Language Training
- Master's Certificate in Project Management
- Mentorship Program
- Nunavut History and Governance Course
- Onboarding Program
- Policy Capacity Building Program
- Policy Development Program

- Policy Foundations Program
- Program Development Fund and Specialized Training Fund
- Radiological Technician Basic Training Program
- Sivuliqtiksat Internship Program
- Summer Student Employment Equity Program
- Training Travel Fund

The 2021 Nunavut Government Employee Survey (NGES) found that, when asked about on-the-job learning in the past 12 months:

- 64% of GN Inuit employees reported participating in at least one learning activity.
- Inuit were less likely than non-Inuit to have participated in on-the-job learning activities.

Despite the many supports for learning, the NGES found that only 310 GN Inuit employees (8%) had taken an education leave in the past five years. When asked for the reason:

- 59% of Inuit respondents said they were “not interested;” and
- 44% cited workload as a constraining factor.

Pre-employment Training

Education and training are key solutions to increase Inuit employment in government

GN respondents to the 2021 NGES identified five solutions to increase Inuit employment in the public service:

- Increase education or pre-employment training opportunities (46% of GN respondents)
- Increase on-the-job training opportunities (44%)
- Ensure staff housing is available (35%)
- Encourage youth to pursue further education (28%)
- Provide government jobs in more communities (19%)

Nunavut Inuit are interested in training to prepare for government employment

The 2019 NILFA reported that there is strong interest in training and education to prepare for government employment. Among Inuit who expressed an interest in government employment in NILFA surveys and interviews:

- 76% would like one or more types of skills training to help them get a government job
- 59% were interested in job-specific training
- 29% were interested in computer-related training, including software skills and hardware maintenance
- 27% were interested in training in basic reading, writing, and math
- 22% were interested in developing job search skills, including resume writing and interview skills
- 21% were interested in learning about Inuit culture and society
- 20% were interested in various areas of personal development, such as communications, teamwork, leadership, and self-management

The 2019 NILFA reported that 57% planned to undertake some type of formal education in the next five years.

- 42% (2,610 Inuit) planned to complete high school
- 37% (2,320 Inuit) planned to attend college
- 25% (1,590 Inuit) planned to study a skilled trade
- 12% (770 Inuit) planned to study at university
- 10% (630 Inuit) planned to attend Nunavut Sivuniksavut

NAC offers education and training for GN occupations

Nunavut Arctic College (NAC) and partner departments offer education and training that lead directly to in-demand GN occupations, including those recently added in communities.

The GN has a high need for nurses, teachers, social workers, and skilled trades in every community. NAC is responding with its partner Memorial University to offer specific programs to meet these needs, but graduates small numbers of students each year, based on information from NAC Annual Reports.

The **Bachelor of Science (Arctic Nursing)** program graduated five students in 2021, two students in 2022, and three students in 2023. The Department of Health supports new nursing graduates to transition successfully into Nunavut's health care workforce. A new **Practical Nursing Diploma** program was launched in 2022-23 with four students. A one-year **Pre-Health Sciences** program offers preparatory studies to enable student success in either the degree or diploma nursing program.

The **Nunavut Teacher Education Program (NTEP)** offers a community and campus-based program that prepares Nunavummiut to become classroom teachers. The first two years of instruction through NAC provide a diploma that qualifies graduates as language specialists in Nunavut; three additional years of study at Memorial University provide a Bachelors degree in education for certification as a teacher. The NTEP program enrolled 152 learners in 2022-23 and 74 learners in each of 2021-22 and 2020-21.

NAC and Memorial University began offering a **Bachelor of Social Work** in the fall of 2021 to enable graduates of the college's **Social Services Diploma** an opportunity to earn a degree in two years. The first cohort of 5 students received their degrees in 2023. The diploma program graduated 12 students in 2022 and 5 in 2023. The GN's 2024-25 budget includes funding to expand social worker programming.

Skilled tradespeople are needed in the GN and throughout Nunavut. NAC and the Department of Family Services support **trades and apprenticeship** programs. In 2022, 168 apprentices were pursuing qualification as heavy duty mechanics, carpenters, electricians, plumbers, and in automotive services.

Many Inuit have only a general interest in government employment

The 2019 NILFA reported that of the 12,460 Inuit (age 15+) who were not employed by government, 80% expressed an interest in working for the municipal, territorial or federal government in Nunavut.

Only 40% of Inuit who were interested in government work had a specific government job in mind. The top occupations of interest were: general office support work, janitorial and custodial work, heavy equipment operation, and teaching.

A pre-employment training strategy may help to attract Inuit to in-demand occupations

Departments are investing in pre-employment education and training to meet specific needs. There is, however, no comprehensive strategy to communicate the GN's needs for knowledgeable and skilled workers and to prepare Inuit for government employment in a range of in-demand occupations.

The GN has committed to engage in developing a tripartite Inuit pre-employment training strategy in partnership with Government of Canada and Nunavut Tunngavik Inc.

Labour Market Development

Large employers in Nunavut must participate in developing the labour force

Nunavut's economic prospects are tied to the effectiveness of its public service, the territory's resource potential, continued labour force development, and infrastructure investment.

Large employers in the territory cannot expect a ready-made workforce and so must contribute to developing Nunavut's Inuit labour market, particularly where obligations exist under the *Nunavut Agreement* or Inuit Impact Benefit Agreements. Development of the territory's labour force must involve collaborative efforts that recognize learner potential, build on life and work experience, and address individual needs for:

- Active, culturally-relevant learning;
- Adult basic literacy, numeracy and problem-solving skills;
- Life skills and work readiness;
- Formal education or training;
- On-the-job training;
- Supervised work experience;
- Licensing, certification or registration; and
- Career advancement.

"Dig deep for more people..."

In addition to investing more, Canadian businesses need to keep looking beyond the usual suspects to meet their labour needs."

Conference Board of Canada. *Under Pressure: Tight Labour Markets Are Driving Major Change*, 2022.

9. Recommendations

Stabilize the public service by filling vacancies throughout Nunavut and develop the territorial labour force for in-demand occupations in communities before considering any further decentralization.

Based on the findings of this review, an expansion of decentralization is not recommended in the near term.

Summary of Recommendations

Stabilize Capacity and Organizations

Capacity in the GN is near an all-time low in a period when labour markets in Canada and the world are likely to remain highly competitive and under pressure. Factors such as the SARS-CoV-2 pandemic, geopolitical tensions and climate change are contributing to changes in labour force participation and mobility, supply chain disruptions and socio-economic instability.

The GN is preparing for major organizational changes over the next several years in restructuring CGS and EDT, and in assuming devolving responsibilities for Nunavut's Crown lands and resources. These initiatives will take effort and time to complete successfully, particularly given the gaps in GN capacity.

The GN has received significantly fewer job applications in the past two years, and there are vacant positions to be filled throughout the territory in a range of occupations. Many of these vacancies are in communities outside Iqaluit and when filled, will help to strengthen the decentralization model through improved health, wellbeing and resilience of individuals and communities.

Grow People and Communities

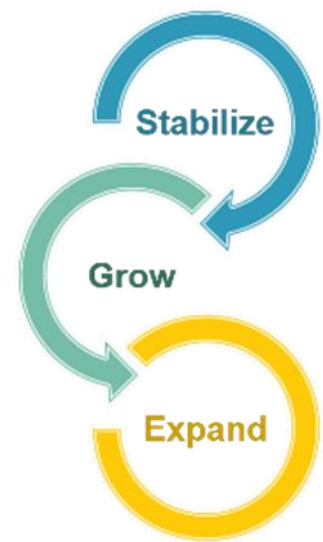
The GN requires skilled and educated workers to deliver programs and services to Nunavummiut in every community. There is a limited supply of educated Inuit to meet the GN's needs as an employer.

As Nunavut's government and largest employer, the GN must continue to develop the territorial labour force for in-demand occupations, with an emphasis on occupations in communities.

Expand GN employment opportunities in communities without decentralizing entire offices

Based on the findings of the Decentralization Review, decentralizing entire offices or functions is not recommended in the near term. Instead, focus on expanding employment opportunities in communities by continuing to add and fill positions that deliver programs and services in communities, build community capacity, and can be filled locally.

Consider the state of the public service workforce and labour market factors in any future plans for decentralization of entire offices or functions.



Stabilize

Stabilize capacity and organizations as a priority

- 1. Use HR strategies, plans, policies, programs, and practices to enable business continuity and resilience in a challenging labour market.**

The GN has established the human resource management mechanisms needed to support a modern, effective organization. Consistent application of these tools will strengthen the public service and the decentralization model.

- 2. Apply all available levers for attraction, recruitment and retention to build and maintain capacity throughout the public service.**

There are many vacant positions throughout the territory. Building and maintaining capacity will strengthen the public service and the decentralization model through improved effectiveness of programs and services, increased employee morale, and stronger health, wellbeing and resilience of individuals and communities.

- 3. Ensure that community-based jobs in community justice, education, health, and social services are well-supported to enable effectiveness and reduce burnout and turnover.**

Pre-employment and/or on-the-job training may be needed for community-based jobs. Timely and ongoing learning will improve effectiveness and assist in reducing turnover.

One-of-a-kind positions in a community may tend to become isolated in their work if not connected to a local work unit. Remote management is a skill that can be developed. Effective management of employees working remotely will improve retention and strengthen the decentralization model.

- 4. Undertake the reorganization of CGS and EDT with attention to risks and opportunities for communities and stakeholders during transition.**

The departments of Community and Government Services, Economic Development and Transportation, Finance, and Human Resources are working to develop options, a workplan, and a timeline for the realignment of EDT and CGS. This has the potential to be a major reorganization in the near term, with implications for functions and positions in communities, as well as relationships with communities. The decentralization model could be weakened if the reorganization is not executed well.

- 5. Enable the successful transfer of devolving responsibilities through the design of organizations, programs, business processes and jobs, and plans to ensure the necessary staff capacity.**

Devolution is a complex undertaking that has the potential to affect the operations of multiple GN departments, including some decentralized functions that may have been subject to an earlier CGS-EDT reorganization. A well-executed transfer and transition will build industry, stakeholder and employee confidence in the GN's ability to assume the devolving responsibilities.



Grow

Grow people and communities to participate in government

- 6. Continue to provide and promote opportunities for education, training and on-the-job learning for GN indeterminate, term and casual employees.**

The Nunavut implementation contract from 2013 to 2023 subsidized Inuit employment initiatives, including new education, training and career development programs. Continuing to provide and promote these opportunities outside of Iqaluit will develop employee skills and strengthen the decentralization model.



- 7. Continue to implement plans to develop and recruit representative, local workforces for jobs in education, health and social services.**

Departments are implementing plans to develop Nunavummiut for new community-based positions in education, health and social services. There is a risk that newly-created positions will sit vacant if relatively few students pursue and complete the necessary education or training.

- 8. Implement plans to prepare Nunavummiut for devolution-related careers in land and resource management.**

The parties to the Devolution Agreement are implementing the *Transitional Human Resources Development Strategy for Devolution* to assist Nunavut Inuit in accessing education and training, wraparound supports, and job experience leading to a career in land and resource management.

- 9. Develop a pre-employment education and training strategy to prepare Inuit for government employment in in-demand occupations, with an emphasis on community-based jobs.**

As recognized in the *Transitional Human Resources Development Strategy for Devolution*, a pre-employment strategy must include outreach and communication to attract Inuit to employment preparation programs, training, and education.

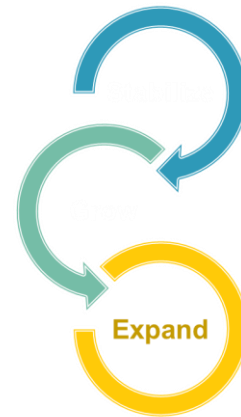
- 10. Ensure that communities have the resources and supports needed to participate fully and effectively in Institutions of Public Government (IPGs) and on boards and committees related to GN programs and services.**

A founding objective for Nunavut’s decentralized model of government was to “bring government decision-making closer to Nunavummiut.” While some jobs in communities influence government decisions, most community-based jobs are involved in the local delivery of programs and services.

Community residents have access to a variety of mechanisms to influence government decisions more directly, including participation on IPGs, local Inuit organizations, and boards and committees related to GN programs and services. Turnover of membership is inevitable, and the GN has a role to play in ensuring that its boards and committees are well-supported, with the succession of experienced, long-standing members in mind.

Expand

Expand GN employment opportunities in communities without decentralizing entire offices



11. Take full advantage of new hiring policies to attract and retain employees in community-based jobs.

The Nunavut-wide Hiring Policy enables eligible positions to be advertised with multiple potential locations of work, which has the potential to benefit the receiving community. The planned new “telework” policy may also assist in attraction and retention.

12. Continue to add and promote community-based positions in occupations that deliver programs and services in the community, build community capacity, and can be filled locally.

Expand employment opportunities in communities by continuing to add and fill positions that deliver programs and services, build community capacity, and can be filled locally. Active communication about the jobs and promotion of training and employment preparation opportunities is essential.

13. Continue to consider the need for any dysfunctional headquarters offices to be moved from a community to Iqaluit or a regional centre.

The GN has made decisions to recentralize vacant positions after years-long efforts to recruit and retain qualified staff. For example, vacant positions in the Nunavut Bureau of Statistics were recently transferred from Pangnirtung to Iqaluit. These are difficult decisions, but necessary to the effective functioning of the public service.

14. Assess the potential for any devolving responsibilities to be decentralized after transfer and transition, and with regard to the entitlements of affected federal employees who accept a job offer with the GN.

Most devolving responsibilities involve highly specialized work that is unlikely to be supported by Nunavut’s limited labour market. Certain program administration functions may appear to be suited to decentralization, but factors such as shared reliance on equipment and a large volume of physical records may need to be considered.

15. Anticipate trends in the future of work in Canada and Nunavut to assess labour market factors and timing for any expansion of decentralization in the future.

There may be specific opportunities to expand decentralization in the future, after the GN’s acute capacity issues have been resolved. Guiding criteria in the Nunavut-wide Hiring Policy and the Remote Work Policy may help in the assessment of these opportunities.

Through the NILFA and the workforce analyses that the GN has commissioned, the GN has more data than ever before on Nunavut’s labour market and the public service’s jobs and workforce. Maintenance and use of this data will enable a pragmatic assessment of the potential fit between any new jobs outside Iqaluit and the local labour force.

Appendix I: Data by Public Body and Community

The detailed data in this Appendix was prepared through a custom analysis of the public service workforce. It makes use of the GN's quarterly *Towards a Representative Public Service* (TRPS) reports and confidential Master Establishment Reports, which are issued monthly for internal use.

This appendix includes:

Trends in Departments and Other Public Bodies

- Growth in the Number of Positions from 2013 to 2023
- Change in Capacity In and Outside Iqaluit from 2018 to 2023
- Change in the Number of Inuit Employed from 2013 to 2023
- Change in Inuit Representation In and Outside Iqaluit from 2018 to 2023

Trends by Community

- Growth in the Number of Positions from 2013 to 2023
- Change in the Number of Positions by Skill Type Since 2013
- Change in Filled Positions from 2013 to 2023
- Change in the Number of Inuit Employed from 2013 to 2023

Current State by Community

- TRPS Summary as of September 30, 2023
- Positions by GN Employment Category as of September 2023
- Positions by Occupational Category as of September 2023

Retirement Potential from 2023 to 2028

- Retirement Potential by Occupational Category
- Retirement Potential by Skill Type
- Retirement Potential by Community

Trends in Departments and Other Public Bodies

Growth in the Number of Positions from 2013 to 2023

This table compares the number of positions in March 2013, March 2018 and March 2023 by department and other public body and shows the per cent growth over the 10-year period.

GN PUBLIC BODY (TRPS)	NUMBER OF POSITIONS as of March 31 st			% Change 2013 to 2023
	2013	2018 (FTEs)	2023 (FTEs)	
Community and Government Services (CGS)	360	428	467	30%
Culture and Heritage (CH)	82	90.8	108.8	33%
Economic Development and Transportation (EDT)	142	142	160	13%
Education (EDU)	1,337	1,317.7	1,451.8	9%
Environment (ENV)	129	138.5	136.5	6%
Executive and Intergovernmental Affairs (EIA)	91	102	97	7%
Family Services (FS)*	n/a	228.8	248.9	n/a
Finance (FIN)	207	282	230	11%
Health (HEA)	948	1,178.8	1,382.5	46%
Human Resources (HR)*	88	112	117	33%
Justice (JUS)	330	379	467	42%
Office of the Legislative Assembly (OLA)	33	43	44	33%
Nunavut Arctic College (NAC)	183	230.1	312.8	71%
Nunavut Business Credit Corporation (NBCC)	6	6	6	0%
Nunavut Housing Corporation (NHC)	94	116	121	29%
Qulliq Energy Corporation (QEC)	196	202.4	207.4	6%
TOTAL GN POSITIONS	4,220	4,885.1	5,557.6	32%

Change in Capacity In and Outside Iqaluit from 2018 to 2023

Capacity is the proportion or per cent (%) of positions that are filled.

This table compares capacity in March 2018 and March 2023 by department and other public body, including total capacity and capacity in Iqaluit and outside Iqaluit.

GN PUBLIC BODY (TRPS)	CAPACITY as of March 31 st					
	2018			2023		
	Total	Iqaluit	Outside Iqaluit	Total	Iqaluit	Outside Iqaluit
Community and Government Services (CGS)	62%	60%	64%	56%	60%	52%
Culture and Heritage (CH)	74%	75%	71%	54%	51%	59%
Economic Development and Transportation (EDT)	70%	63%	77%	48%	44%	51%
Education (EDU)	88%	81%	89%	74%	71%	75%
Environment (ENV)	66%	64%	67%	60%	55%	64%
Executive and Intergovernmental Affairs (EIA)	77%	72%	86%	54%	46%	68%
Family Services (FS)	79%	73%	83%	59%	67%	54%
Finance (FIN)	74%	73%	76%	52%	53%	49%
Health (HEA)	58%	57%	58%	48%	53%	45%
Human Resources (HR)*	60%	57%	75%	57%	54%	73%
Justice (JUS)	69%	67%	75%	53%	51%	59%
Office of the Legislative Assembly (OLA)	84%	85%	75%	66%	64%	80%
Nunavut Arctic College (NAC)	72%	80%	66%	47%	60%	39%
Nunavut Business Credit Corporation (NBCC)	83%	83%	n/a	50%	50%	n/a
Nunavut Housing Corporation (NHC)	79%	70%	85%	59%	43%	69%
Qulliq Energy Corporation (QEC)	87%	85%	89%	80%	77%	82%
TOTAL CAPACITY	73%	69%	76%	59%	57%	60%

* Human Resources was dissolved as of April 1, 2013, with positions transferring to Finance and Executive and Intergovernmental Affairs. HR was re-established on April 1, 2019. HR data shown for 2018 is from TRPS as of June 30, 2019.

Change in the Number of Inuit Employed from 2013 to 2023

This table compares the number of Inuit employees in March 2013, March 2018 and March 2023 by department and other public body. It also shows Inuit representation (% Inuit), which is the proportion of indeterminate and term employees who are Inuit.

GN PUBLIC BODY (TRPS)	INUIT EMPLOYMENT as of March 31 st					
	2013		2018 (FTEs)		2023 (FTEs)	
	Inuit	% Inuit	Inuit	% Inuit	Inuit	% Inuit
Community and Government Services (CGS)	109	42%	117	44%	105	40%
Culture and Heritage (CH)	47	76%	53	79%	41	70%
Economic Development and Transportation (EDT)	51	49%	60	60%	49	64%
Education (EDU)	624	52%	568.2	49%	521.7	48%
Environment (ENV)	32	32%	38	42%	44	54%
Executive and Intergovernmental Affairs (EIA)	41	69%	60	76%	41	79%
Family Services (FS)*	n/a		103.8	58%	98.7	67%
Finance (FIN)	59	45%	94	45%	48	40%
Health (HEA)	288	48%	345.2	51%	341	51%
Human Resources (HR)*	43	67%	36	54%	38	57%
Justice (JUS)	108	43%	124	47%	116	47%
Office of the Legislative Assembly (OLA)	14	54%	17	47%	17	59%
Nunavut Arctic College (NAC)	82	54%	90	55%	85.7	59%
Nunavut Business Credit Corporation (NBCC)	2	40%	2	40%	1	33%
Nunavut Housing Corporation (NHC)	24	34%	32	35%	37	52%
Qulliq Energy Corporation (QEC)	95	53%	90.8	51%	91.2	55%
TOTAL INUIT EMPLOYMENT	1,617	50%	1,795	50%	1,675.3	51%

* Family Services was created on April 1, 2013. Human Resources was dissolved as of April 1, 2013, with positions transferring to Finance and Executive and Intergovernmental Affairs. HR was re-established on April 1, 2019. HR data shown for 2018 is from TRPS as of June 30, 2019.

Change in Inuit Representation In and Outside Iqaluit from 2018 to 2023

This table compares Inuit representation (% Inuit) in March 2018 and March 2023 by department and other public body in and outside Iqaluit.

GN PUBLIC BODY (TRPS)	INUIT REPRESENTATION (% Inuit) as of March 31 st					
	2018			2023		
	Total	Iqaluit	Outside Iqaluit	Total	Iqaluit	Outside Iqaluit
Community and Government Services (CGS)	44%	29%	56%	40%	22%	59%
Culture and Heritage (CH)	79%	77%	84%	70%	64%	79%
Economic Development and Transportation (EDT)	60%	51%	66%	64%	47%	77%
Education (EDU)	49%	28%	54%	48%	25%	53%
Environment (ENV)	42%	26%	54%	54%	35%	67%
Executive and Intergovernmental Affairs (EIA)	76%	66%	91%	79%	69%	91%
Family Services (FS)	58%	30%	74%	67%	47%	84%
Finance (FIN)	45%	30%	79%	40%	25%	79%
Health (HEA)	51%	29%	64%	51%	27%	68%
Human Resources (HR)*	54%	44%	87%	57%	45%	94%
Justice (JUS)	47%	39%	66%	47%	37%	73%
Office of the Legislative Assembly (OLA)	47%	42%	100%	59%	56%	75%
Nunavut Arctic College (NAC)	55%	44%	65%	59%	46%	70%
Nunavut Business Credit Corporation (NBCC)	40%	40%	n/a	33%	33%	n/a
Nunavut Housing Corporation (NHC)	35%	16%	44%	52%	40%	57%
Qulliq Energy Corporation (QEC)	51%	32%	66%	55%	31%	73%
TOTAL INUIT REPRESENTATION	50%	35%	60%	51%	34%	63%

* Human Resources was dissolved as of April 1, 2013, with positions transferring to Finance and Executive and Intergovernmental Affairs. HR was re-established on April 1, 2019. HR data shown for 2018 is from TRPS as of June 30, 2019.

Trends by Community

Growth in the Number of Positions from 2013 to 2023

This table compares the number of positions in March 2013 and March 2023 by community and shows the per cent growth over the 10-year period.

CHANGE BY COMMUNITY 2013 TO 2023	POSITIONS as of March 2013 (TRPS)	POSITIONS (FTEs) as of March 2023 (TRPS)	GROWTH IN POSITIONS 2013 TO 2023	% GROWTH 2013 TO 2023
QIKIQTANI REGION				
Arctic Bay	47	69	22	47%
Clyde River	68	96	28	41%
Grise Fiord	21	29	8	38%
Igloolik	162	210	48	30%
Kimmirut	37	45	8	22%
Kinngait	119	155	36	30%
Pangnirtung	150	178	28	19%
Pond Inlet	152	193	41	27%
Qikiqtarjuaq	39	51	12	31%
Resolute Bay	27	33	6	22%
Sanikiluaq	56	72	16	29%
Sanirajak	45	68	23	51%
KIVALLIQ REGION				
Arviat	216	257	41	19%
Baker Lake	172	207	35	20%
Chesterfield Inlet	35	47	12	34%
Coral Harbour	55	75	20	36%
Nauyasat	53	92	39	74%
Rankin Inlet	471	558	87	18%
Whale Cove	39	49	10	26%
KITIKMEOT REGION				
Cambridge Bay	264	333	69	26%
Gjoa Haven	110	125	15	14%
Kugaaruk	43	75	32	74%
Kugluktuk	142	169	27	19%
Taloyoak	47	72	25	53%
IQALUIT				
Iqaluit	1,627	2,274	647	40%
OUTSIDE NUNAVUT				
Outside Nunavut	22	26	4	18%
TOTAL	2,571	3,258	687	27%

Change in the Number of Positions by Skill Type Since 2013

Skill type indicates the type of education, training or employment preparation that is typically needed to enter an occupation. Teachers and nurses account for the largest numbers of community-based jobs in Skill Type A.

This table shows the change in the number of positions between March 2013 and September 2023 in each skill type by community. A negative number (-1) means a net loss of positions over the period.

CHANGE IN POSITIONS BY SKILL TYPE 2013 to 2023	SKILL TYPE A (university level)	SKILL TYPE B (college level)	SKILL TYPE C (high school level)	SKILL TYPE D (no formal education)
QIKIQTANI REGION				
Arctic Bay	11	2	8	3
Clyde River	16	8	10	4
Grise Fiord	4	3	3	3
Igloolik	18	14	8	6
Kimmirut	6	2	3	5
Kinngait	18	8	10	3
Pangnirtung	-1	4	6	4
Pond Inlet	28	-5	14	5
Qikiqtarjuaq	5	3	5	3
Resolute Bay	0	5	2	3
Sanikiluaq	9	3	6	2
Sanirajak	8	6	6	3
KIVALLIQ REGION				
Arviat	23	5	6	4
Baker Lake	15	15	15	4
Chesterfield Inlet	4	5	4	4
Coral Harbour	12	1	7	3
Nauyasat	23	5	10	6
Rankin Inlet	51	1	8	9
Whale Cove	4	5	4	4
KITIKMEOT REGION				
Cambridge Bay	34	14	13	0
Gjoa Haven	10	1	8	5
Kugaaruk	18	5	7	5
Kugluktuk	16	13	10	3
Taloyoak	14	4	7	4
TOTAL COMMUNITIES	356	131	183	96
IQUALUIT				
Iqaluit	361	138	65	13
OUTSIDE NUNAVUT				
Outside Nunavut	7	1	-4	0
TOTAL	724	270	244	109

Change in Filled Positions from 2013 to 2023

This table compares the number of filled positions in March 2013 and March 2023 by community and shows the change in capacity (% Change) after all exits and new hires. A negative number (-5) means a net loss of employees over the period.

CHANGE BY COMMUNITY 2013 TO 2023	FILLED POSITIONS as of March 2013 (TRPS)	FILLED POSITIONS (FTEs) as of March 2023 (TRPS)	CHANGE IN FILLED POSITIONS 2013 TO 2023	% CHANGE 2013 TO 2023
QIKIQTANI REGION				
Arctic Bay	43	47	4	9%
Clyde River	60	55	-5	-8%
Grise Fiord	19	18	-1	-5%
Igloolik	127	124	-3	-2%
Kimmirut	31	33	2	6%
Kinngait	91	82	-9	-10%
Pangnirtung	119	101	-18	-15%
Pond Inlet	124	94	-30	-24%
Qikiqtarjuaq	33	30	-3	-9%
Resolute Bay	17	16	-1	-6%
Sanikiluaq	50	39	-11	-22%
Sanirajak	37	38	1	3%
KIVALLIQ REGION				
Arviat	171	168	-3	-2%
Baker Lake	144	140	-4	-3%
Chesterfield Inlet	30	28	-2	-7%
Coral Harbour	46	51	5	11%
Nauyasat	44	59	15	34%
Rankin Inlet	360	337	-23	-6%
Whale Cove	24	32	8	33%
KITIKMEOT REGION				
Cambridge Bay	180	192	12	7%
Gjoa Haven	81	80	-1	-1%
Kugaaruk	117	48	9	23%
Kugluktuk	39	99	-18	-15%
Taloyoak	37	49	12	32%
IQALUIT				
Iqaluit	1,211	1,296	85	7%
OUTSIDE NUNAVUT				
Outside Nunavut	15	18	3	20%
TOTAL	3,247	3,271	24	1%

Change in the Number of Inuit Employed from 2013 to 2023

This table compares the number of Inuit employees in March 2013 and March 2023 by community and shows the change (% Change) after all exits and new hires. A negative number (-3) means a net loss of Inuit employees over the period.

CHANGE BY COMMUNITY 2013 TO 2023	INUIT EMPLOYED as of March 2013 (TRPS)	INUIT EMPLOYED (FTEs) as of March 2023 (TRPS)	CHANGE IN INUIT EMPLOYMENT 2013 TO 2023	% CHANGE 2013 TO 2023
QIKIQTANI REGION				
Arctic Bay	27	30	3	11%
Clyde River	41	38	-3	-7%
Grise Fiord	13	13	0	0%
Igloolik	78	78	0	0%
Kimmirut	17	21	4	24%
Kinngait	45	44	-1	-2%
Pangnirtung	71	74	3	4%
Pond Inlet	77	56	-21	-27%
Qikiqtarjuaq	24	21	-3	-13%
Resolute Bay	7	7	0	0%
Sanikiluaq	33	27	-6	-18%
Sanirajak	25	26	1	4%
KIVALLIQ REGION				
Arviat	109	118	9	8%
Baker Lake	74	85	11	15%
Chesterfield Inlet	18	18	0	0%
Coral Harbour	29	36	7	24%
Nauyasat	21	37	16	76%
Rankin Inlet	201	215	14	7%
Whale Cove	14	22	8	57%
KITIKMEOT REGION				
Cambridge Bay	82	99	17	21%
Gjoa Haven	57	57	0	0%
Kugaaruk	27	28	1	4%
Kugluktuk	63	50	-13	-21%
Taloyoak	21	31	10	48%
IQALUIT				
Iqaluit	436	437	1	0%
OUTSIDE NUNAVUT				
Outside Nunavut	7	10	3	43%
TOTAL	1,617	1,675	58	4%

Current State by Community

TRPS Summary as of September 30, 2023

Employment Summary by Community

Community	Total Positions				Nunavut Inuit	
	Total Positions	Vacancies	Filled	% Capacity	Hired	% IEP
Arctic Bay	68.87	19.00	49.87	72%	32.87	66%
Clyde River	94.43	36.53	57.90	61%	40.90	71%
Grise Fiord	29.17	11.90	17.27	59%	12.27	71%
Iqloolik	210.37	81.37	129.00	61%	80.00	62%
Iqaluit	2,252.13	856.47	1,395.67	62%	474.50	34%
Kimminut	46.43	11.03	35.40	76%	20.65	58%
Kinngait	155.87	65.60	90.27	58%	49.77	55%
Pangnirtung	176.80	71.53	105.27	60%	75.27	72%
Pond Inlet	197.80	92.80	105.00	53%	68.00	65%
Qikiqtarjuaq	49.97	18.83	31.13	62%	22.13	71%
Resolute Bay	31.40	17.05	14.35	46%	5.60	39%
Sanikiluaq	70.37	20.50	49.87	71%	33.87	68%
Sanirajak	68.47	23.60	44.87	66%	34.87	78%
Total Qikiqtaaluk	3,452.07	1,326.22	2,125.85	62%	950.68	45%
Arviat	260.53	88.50	172.03	66%	124.03	72%
Baker Lake	211.77	54.77	157.00	74%	93.50	60%
Chesterfield Inlet	49.67	17.30	32.37	65%	20.37	63%
Coral Harbour	75.75	23.77	51.98	69%	38.98	75%
Nauyasat	94.87	34.27	60.60	64%	40.60	67%
Rankin Inlet	559.37	191.00	368.37	66%	242.87	66%
Whale Cove	50.97	23.03	27.93	55%	19.93	71%
Total Kivalliq	1,302.91	432.63	870.28	67%	580.28	67%
Cambridge Bay	331.30	137.30	194.00	59%	104.50	54%
Gjoa Haven	127.52	45.30	82.22	64%	61.22	74%
Kugaaruk	74.67	25.30	49.37	66%	30.87	63%
Kugluktuk	174.80	58.30	116.50	67%	64.00	55%
Taloyoak	73.68	20.05	53.63	73%	32.63	61%
Total Kitikmeot	781.97	286.25	495.72	63%	293.22	59%
Churchill	5.00	0.00	5.00	100%	2.00	40%
Edmonton	2.00	0.00	2.00	100%	2.00	100%
Gatineau	5.00	2.00	3.00	60%	1.00	0%
Ottawa	7.00	3.00	4.00	57%	3.00	75%
Winnipeg	7.00	1.00	6.00	86%	4.00	67%
Total Other	26.00	6.00	20.00	77%	12.00	60%
Total	5,562.95	2,051.10	3,511.85	63%	1,836.18	52%

Towards a Representative Public Service as of September 30, 2023

4

Positions by GN Employment Category as of September 2023

This table shows the number of positions in each GN employment category by community.

Positions are expressed as headcount (1 full FTE) in the workforce analysis. Some may be budgeted as part-time (partial FTE). Statistics published in TRPS are in FTEs to take into account the full-time or part-time nature of the position. As a result, there may be some variances between this data and TRPS.

POSITIONS IN GN EMPLOYMENT CATEGORIES as of Sept. 2023	Executive	Senior Management	Middle Management	Professional	Paraprofessional	Administrative Support
QIKIQTANI REGION						
Arctic Bay			2	30	16	24
Clyde River			6	36	20	34
Grise Fiord			2	8	9	14
Igloolik		1	10	85	53	68
Kimmirut			2	16	12	21
Kingait		1	9	62	45	46
Pangnirtung		6	17	69	33	53
Pond Inlet		6	14	81	43	57
Qikiqtarjuaq			2	17	13	23
Resolute Bay			2	8	10	14
Sanikiluaq			3	30	14	27
Sanirajak			2	28	16	25
KIVALLIQ REGION						
Arviat		4	21	126	41	73
Baker Lake	1	6	18	81	46	63
Chesterfield Inlet			2	17	11	22
Coral Harbour			3	38	8	32
Nauyasat			3	48	16	31
Rankin Inlet	3	17	57	179	125	185
Whale Cove			2	21	12	20
KITIKMEOT REGION						
Cambridge Bay		12	31	106	86	104
Gjoa Haven			5	43	24	60
Kugaaruk			3	37	13	26
Kugluktuk		5	12	76	40	48
Taloyoak			3	36	14	24
IQUALUIT						
Iqaluit	49	136	273	854	438	522
OUTSIDE NUNAVUT						
Outside Nunavut			3	5	8	10

Positions by Occupational Category as of September 2023

This table shows the proportion (per cent) of positions in each occupational category by community.

Positions are expressed as headcount (1 full FTE) in the workforce analysis. Some may be budgeted as part-time (partial FTE). Statistics published in TRPS are in FTEs to take into account the full-time or part-time nature of the position. As a result, there may be some variances between this data and TRPS.

PER CENT (%) POSITIONS IN OCCUPATIONAL CATEGORIES as of Sept. 2023	0 - Management	1 - Business, finance and administration	2 - Natural and applied sciences	3 - Health	4 - Education, law, social, community, and government	5 - Art, culture, recreation, sport	6 - Sales and service	7 - Trades, transport, equipment operation	9 - Manufacturing and utilities
QIKIQTANI REGION									
Arctic Bay	3%	7%	1%	11%	58%		14%	3%	3%
Clyde River	4%	9%	3%	10%	52%		16%	3%	2%
Grise Fiord	4%	9%	3%	10%	52%		16%	3%	2%
Igloolik	3%	12%	3%	12%	42%		15%	3%	9%
Kimmirut	6%	14%	6%	9%	50%	4%	8%	1%	1%
Kinngait	4%	10%	6%	10%	45%		18%	4%	4%
Pangnirtung	7%	17%	4%	7%	53%	1%	9%	1%	1%
Pond Inlet	12%	15%	2%	11%	49%		8%	1%	1%
Qikiqtarjuaq	15%	19%	3%	6%	46%		7%	1%	2%
Resolute Bay	2%	9%	2%	11%	51%		18%	4%	4%
Sanikiluaq	6%	9%	3%	15%	38%		18%	6%	6%
Sanirajak	5%	8%	1%	11%	53%		16%	3%	3%
KIVALLIQ REGION									
Arviat	9%	13%	4%	7%	58%		8%	1%	1%
Baker Lake	11%	23%	7%	7%	40%	2%	8%	1%	1%
Chesterfield Inlet	4%	8%	2%	13%	50%		15%	4%	4%
Coral Harbour	2%	7%	1%	14%	58%		12%	2%	2%
Nauyasat	3%	5%	1%	10%	64%		12%	2%	2%
Rankin Inlet	16%	25%	5%	9%	33%		8%	3%	2%
Whale Cove	5%	7%	2%	13%	49%		16%	4%	4%
KITIKMEOT REGION									
Cambridge Bay	16%	22%	5%	10%	36%		6%	3%	2%
Gjoa Haven	3%	11%	1%	13%	55%		14%	2%	2%
Kugaaruk	3%	6%	1%	9%	65%		11%	3%	3%
Kugluktuk	10%	13%	8%	7%	49%	4%	6%	1%	1%
Taloyoak	3%	6%	1%	10%	64%		10%	3%	3%
IQUALUIT									
Iqaluit	17%	27%	8%	7%	33%	2%	4%	2%	17%
OUTSIDE NUNAVUT									
Outside Nunavut	4%	19%		4%	35%	15%	23%		

Retirement Potential from 2023 to 2028

Retirement Potential by Occupational Category

This table shows the number of indeterminate employees who will be eligible to retire by 2028 in each occupational category in and outside Iqaluit. Employees may choose not to retire when they become eligible.

Ranges are used to protect employee privacy where numbers of employees are small. Less than five (5) is shown as <5; between five (5) and ten (10) is shown as 5-10.

OCCUPATIONAL CATEGORY	EMPLOYEES	INUIT AND NON-INUIT EMPLOYEES ELIGIBLE TO RETIRE 2023 TO 2028 as of September 2023				
		Iqaluit	% by 2028	Outside Iqaluit	% by 2028	TOTAL
0 - Management occupations	Inuit	5-10	13%	17	23%	23
	Non-Inuit	28	14%	29	30%	57
1 - Business, finance and administration	Inuit	13	7%	27	9%	40
	Non-Inuit	15	10%	10	43%	25
2 - Natural and applied sciences occupations	Inuit	< 5	15%	< 5	8%	5-10
	Non-Inuit	16	18%	5-10	20%	24
3 - Health occupations	Inuit	0	0%	< 5	4%	< 5
	Non-Inuit	5-10	6%	17	17%	22
4 - Occupations in education, law, social, community, government	Inuit	24	20%	108	19%	132
	Non-Inuit	27	10%	53	16%	78
5 - Occupations in art, culture, recreation and sport	Inuit	< 5	36%	5-10	46%	10
	Non-Inuit	0	0%	< 5	50%	< 5
6 - Sales and service occupations	Inuit	5-10	20%	44	21%	48
	Non-Inuit	5-10	14%	< 5	43%	5-10
7 - Trades, transport and equipment operators	Inuit	< 5	18%	< 5	14%	5-10
	Non-Inuit	< 5	12%	5-10	33%	5-10
9 - Occupations in manufacturing and utilities	Inuit	0	0%	5-10	10%	5-10
	Non-Inuit	< 5	20%	0	0%	< 5
TOTAL INUIT EMPLOYEES		60	13%	215	26%	275
TOTAL NON-INUIT EMPLOYEES		100	12%	125	20%	225
TOTAL		160	12%	340	18%	500

Retirement Potential by Skill Type

This table shows the number of indeterminate employees who will be eligible to retire by 2028 in each skill type in and outside Iqaluit. Employees may choose not to retire when they become eligible. The potential for retirement is greater outside Iqaluit in every skill type.

Ranges are used to protect employee privacy where numbers of employees are small. Less than five (5) is shown as <5; between five (5) and ten (10) is shown as 5-10.

SKILL TYPE	EMPLOYEES	INUIT AND NON-INUIT ELIGIBLE TO RETIRE 2023 TO 2028 as of September 2023				
		Iqaluit	% by 2028	Outside Iqaluit	% by 2028	TOTAL
Skill Type A (university level)	Inuit	34	18%	100	24%	134
	Non-Inuit	60	12%	94	19%	156
Skill Type B (college level)	Inuit	15	8%	35	11%	50
	Non-Inuit	28	12%	25	27%	53
Skill Type C (high school level)	Inuit	5-10	8%	51	13%	58
	Non-Inuit	5-10	7%	< 5	11%	5-10
Skill Type D (no formal education)	Inuit	< 5	24%	29	19%	33
	Non-Inuit	< 5	19%	< 5	30%	5-10
TOTAL INUIT EMPLOYEES		60	13%	215	26%	275
TOTAL NON-INUIT EMPLOYEES		100	12%	125	20%	225
TOTAL		160	12%	340	18%	500

Retirement Potential by Community

This table shows the number of indeterminate employees who are eligible to retire immediately or who will become eligible to retire by 2028 in each community. Employees may choose not to retire when they become eligible. The proportion or per cent (%) of employees with potential to retire by 2028 may be significant in small communities, even if the total numbers are not large (e.g. Qikiqtarjuaq).

Ranges are used to protect employee privacy where numbers of employees are small. Less than five (5) is shown as <5; less than ten (10) is shown as <10; between 10 and 15 is shown as 10-15.

RETIREMENT POTENTIAL BY COMMUNITY	INUIT EMPLOYEES WITH POTENTIAL TO RETIRE BY 2028	NON-INUIT EMPLOYEES WITH POTENTIAL TO RETIRE BY 2028	TOTAL EMPLOYEES WITH POTENTIAL TO RETIRE BY 2028	PER CENT EMPLOYEES WITH POTENTIAL TO RETIRE BY 2028
QIKIQTANI REGION				
Arctic Bay	<10	<5	11	23%
Clyde River	<10	<5	12	20%
Grise Fiord	<5	<5	5	26%
Igloolik	<10	<5	13	10%
Kimmirut	<5	<5	<5	8%
Kinngait	<10	<5	13	14%
Pangnirtung	10-15	<5	17	16%
Pond Inlet	10-15	<10	17	16%
Qikiqtarjuaq	10-15	<5	13	36%
Resolute Bay	<5	<5	<5	23%
Sanikiluaq	<5	<5	<5	4%
Sanirajak	<10	<5	6	13%
KIVALLIQ REGION				
Arviat	14	8	22	13%
Baker Lake	19	14	33	21%
Chesterfield Inlet	<5	<5	6	18%
Coral Harbour	<10	<5	10	19%
Nauyasat	<5	<5	7	11%
Rankin Inlet	34	23	57	15%
Whale Cove	<5	<5	<5	14%
KITIKMEOT REGION				
Cambridge Bay	13	22	35	18%
Gjoa Haven	<10	<5	12	14%
Kugaaruk	<5	<5	5	10%
Kugluktuk	12	5	17	14%
Taloyoak	<10	<5	13	24%
IQUALUIT				
Iqaluit	60	100	160	12%
OUTSIDE NUNAVUT				
Outside Nunavut	<5	<5	6	30%
TOTAL	276	226	502	15%

Appendix II: Inuit Labour Force Profiles by Community

How to Read the Summary Community Profiles

Data from TRPS show that in Arctic Bay, there were 69 GN positions as of September 2023.

50 positions were filled.

Capacity was 72 per cent (almost 3 out of 4 positions were filled).

There were 33 Inuit indeterminate and term employees of the GN.

66 per cent of employees were Inuit (2 out of 3 employees were Inuit).

The proportion or per cent of Inuit employees (Inuit representation) was lower in positions involving post-secondary education.

This box shows that 41% of all Inuit in Arctic Bay were age 25 or over (25+) as of the 2021 Census.

This box shows that 41% of Inuit (25+) in Arctic Bay were employed or self-employed.

This box shows that 16% of Inuit (25+) in Arctic Bay were unemployed and looking for work.

This box shows that 43% of Inuit (25+) in Arctic Bay were not participating in the labour force or actively looking for work.

This box shows the age groups in the community at the time of the Census in 2016 and 2021. Adult working age Inuit (25+) are most likely to be prepared for GN employment.

This box shows the per cent of Inuit (25+) in the community who are indeterminate and term employees of the GN.

The Inuit Labour Force Profiles summarize information about GN employment and the Inuit labour force in each community.

Communities are shown in alphabetical order.

Here are some tips on how to read and understand the information about each community.

The top half of the page provides information about GN employment in the community as of September 30, 2023.

The blue bar shows the number of positions in Arctic Bay in each skill type (type of education).

The blue line shows the number of filled positions (employees) in each skill type.

The red line shows the number of Inuit employees in each skill type.

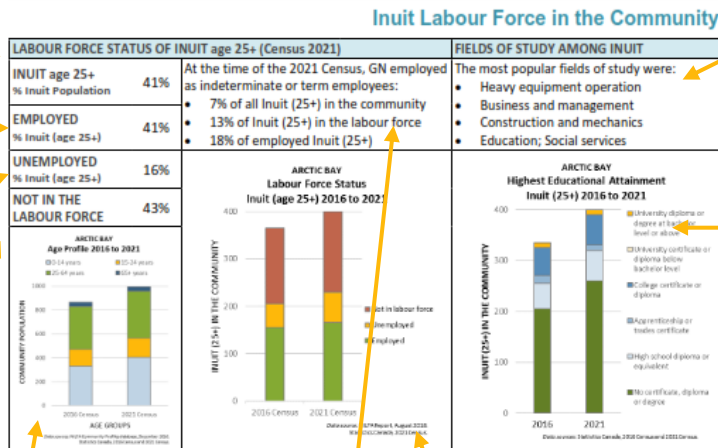
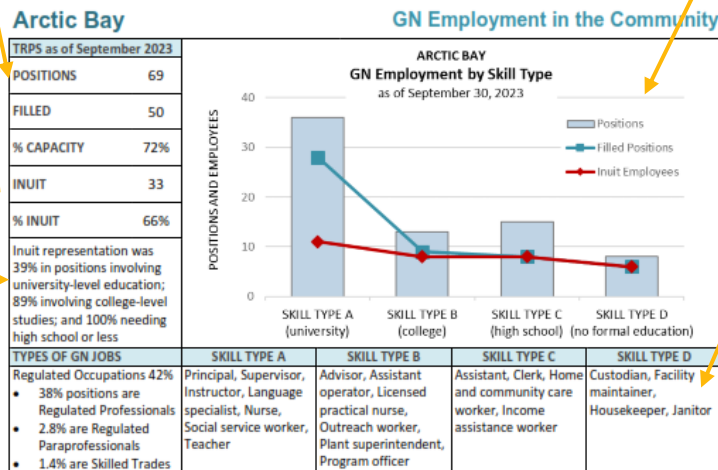
Here are examples of the types of GN jobs in the community by skill type. The first box shows the per cent of positions in regulated occupations.

This box lists the most popular fields of study among Inuit with post-secondary education or training.

This box shows the different types of education that Inuit had completed at the time of the Census.

The tall green bar shows that in Arctic Bay, many Inuit (25+) have not completed high school and have no formal education or training.

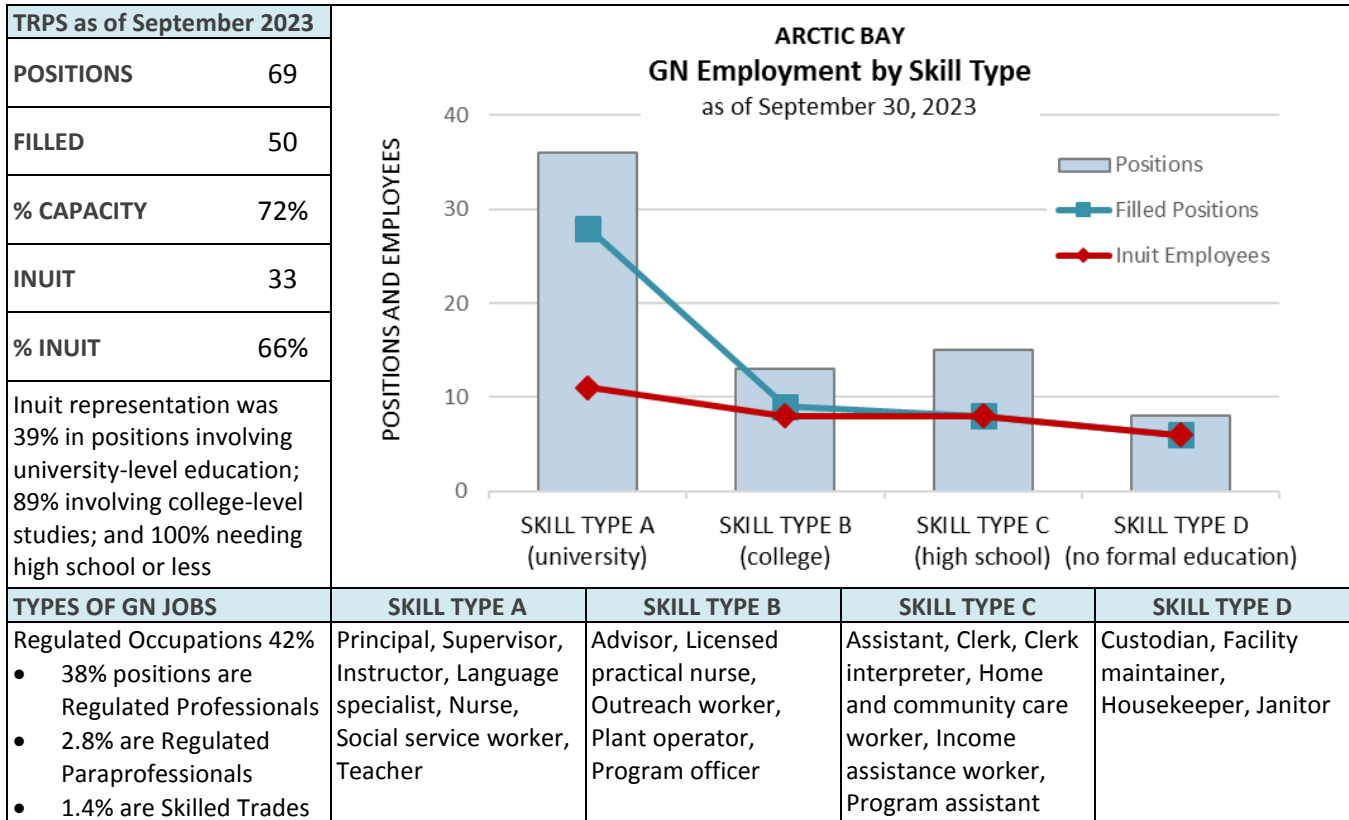
This box shows the number of Inuit who were employed or self-employed, unemployed and looking for work, or not participating in the labour force (not employed or self-employed and not looking for work) at the time of the Census in 2016 and 2021.



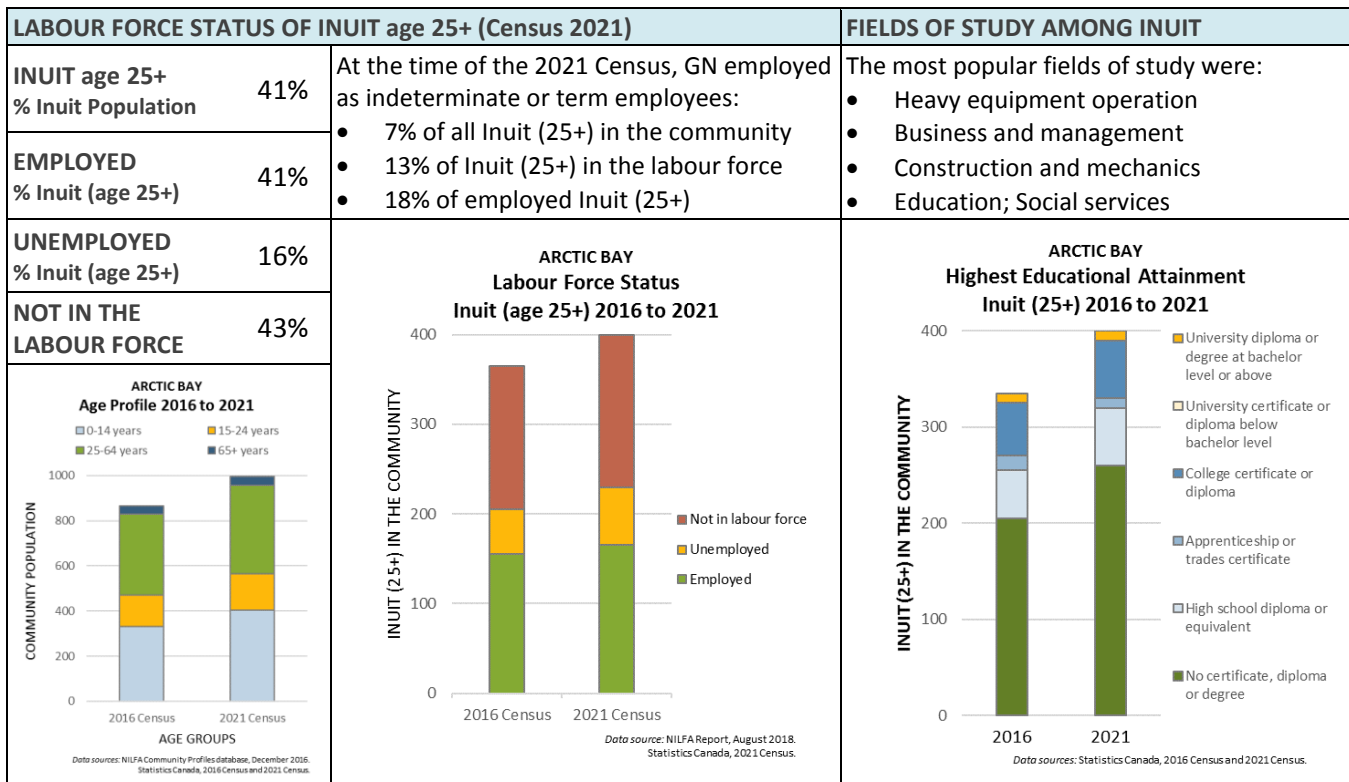
The bottom half of the page provides information about the Inuit labour force in the community, based on the national Census surveys in 2016 and 2021.

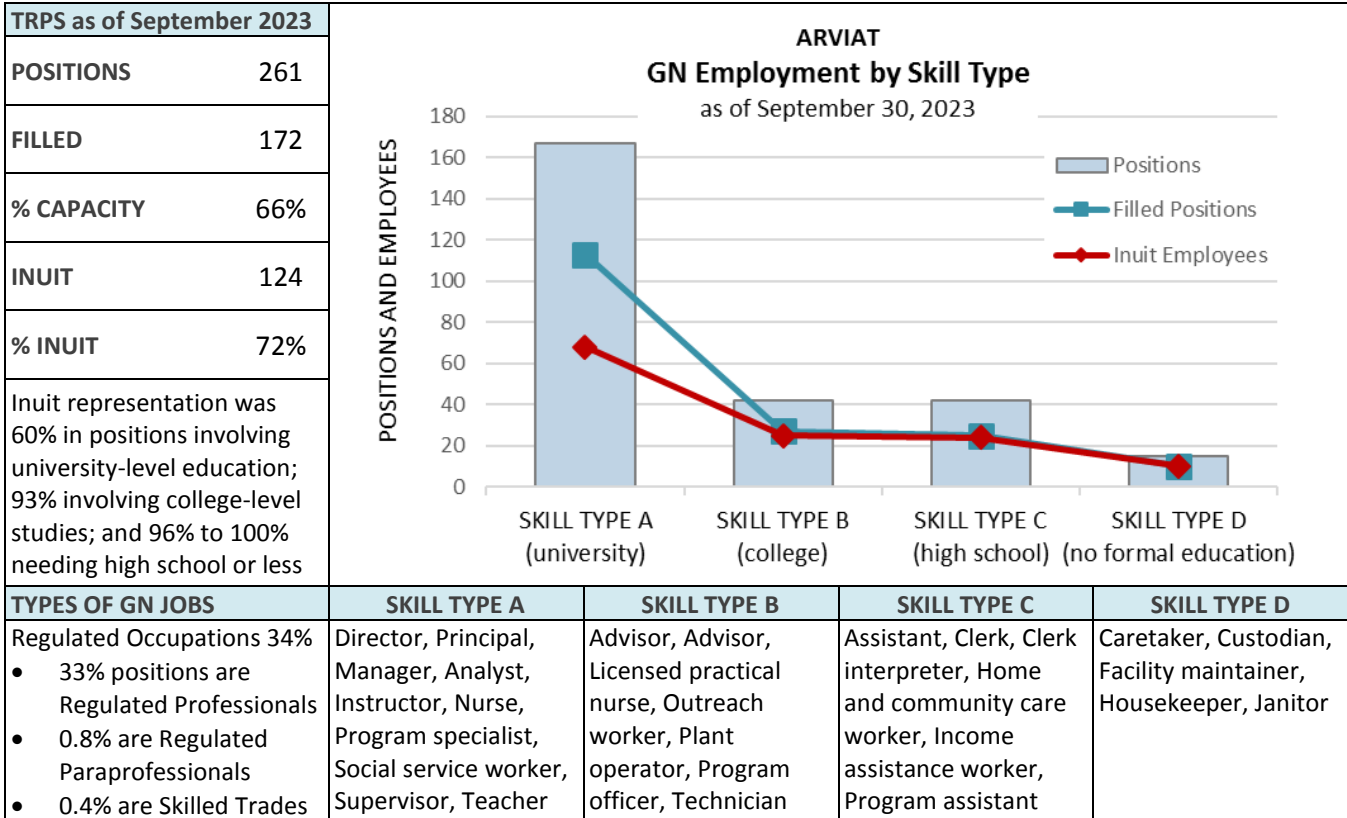
Arctic Bay

GN Employment in the Community

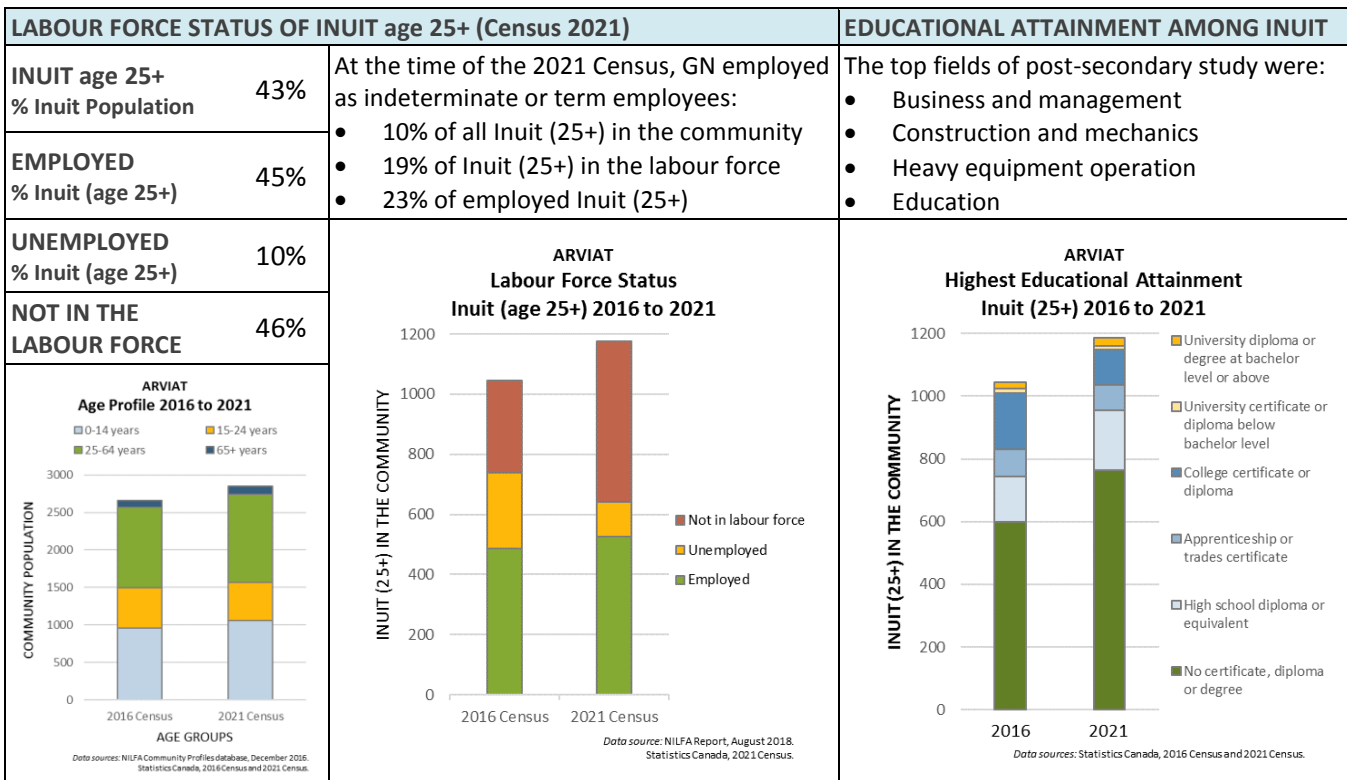


Inuit Labour Force in the Community



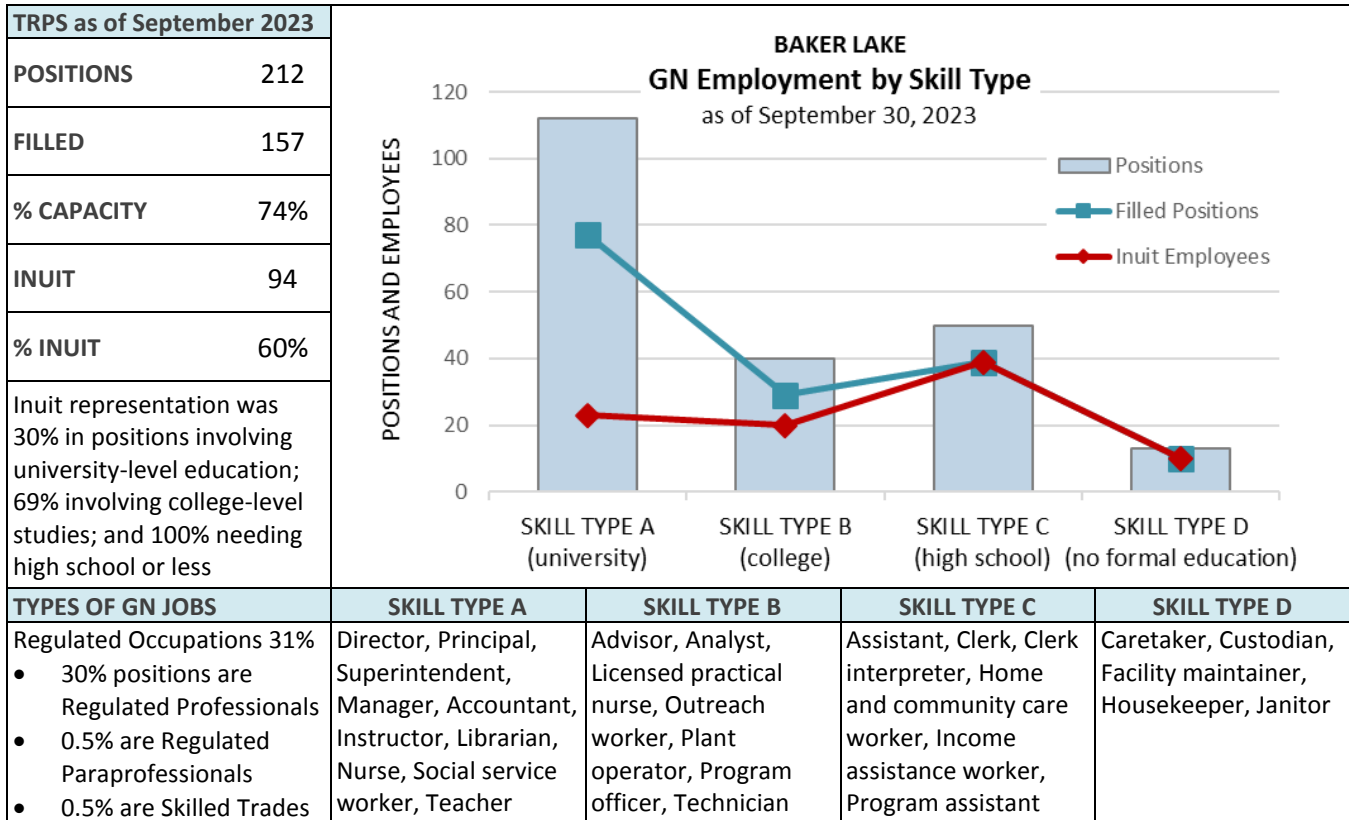


Inuit Labour Force in the Community

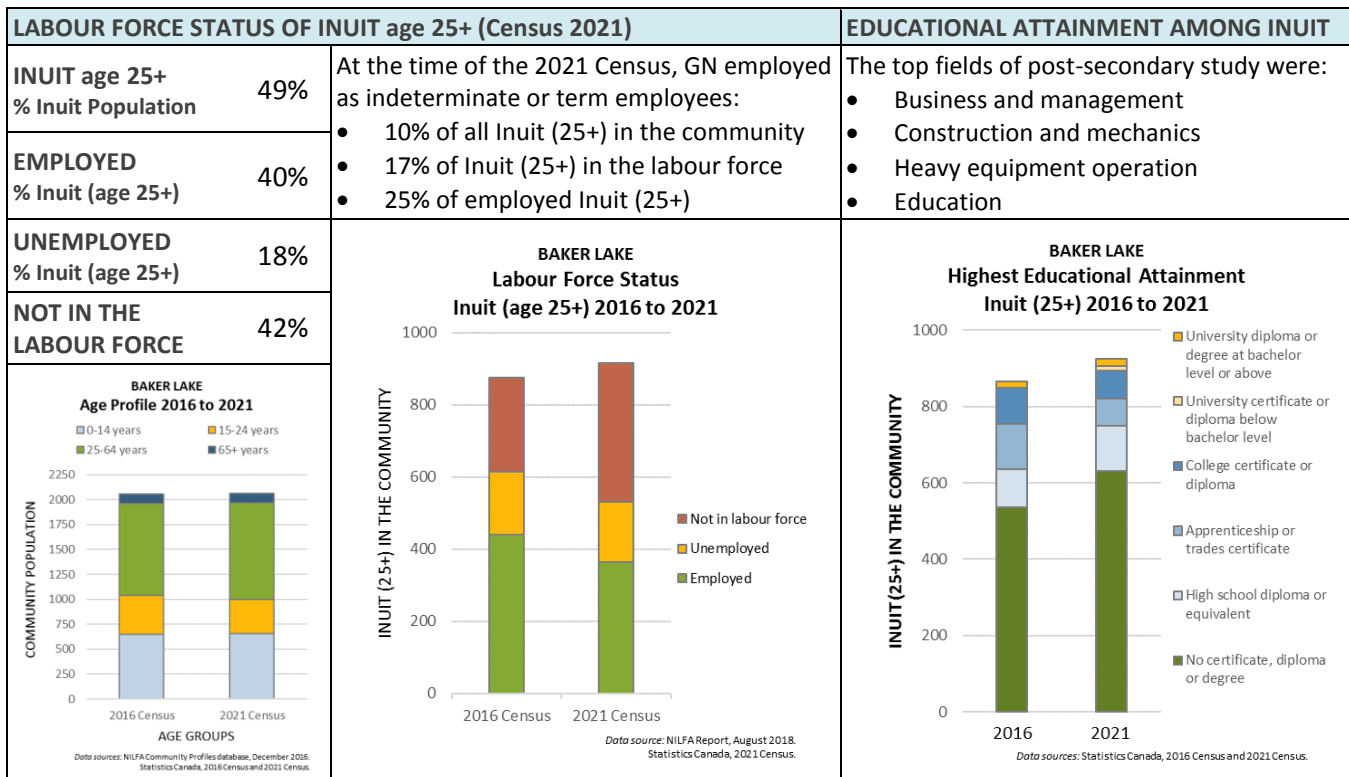


Baker Lake

GN Employment in the Community

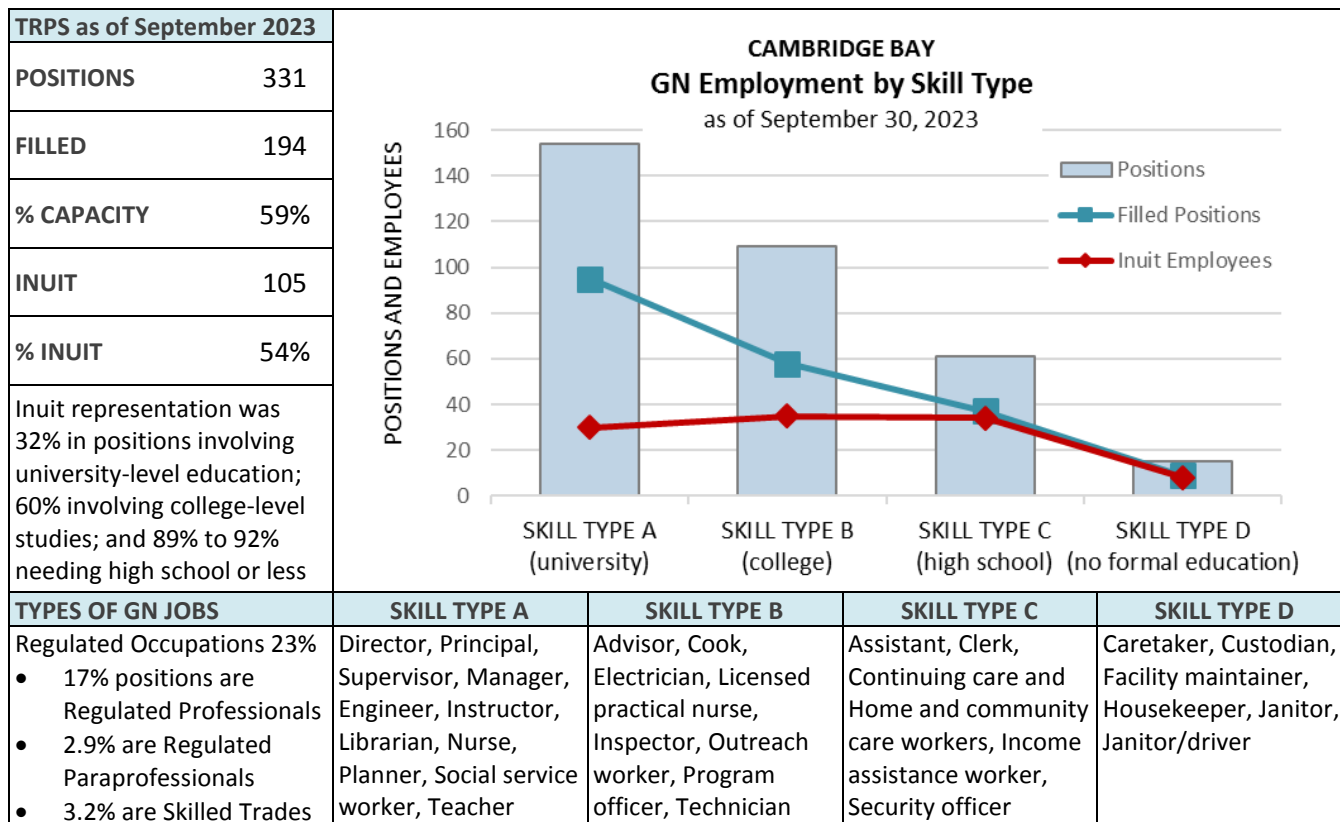


Inuit Labour Force in the Community

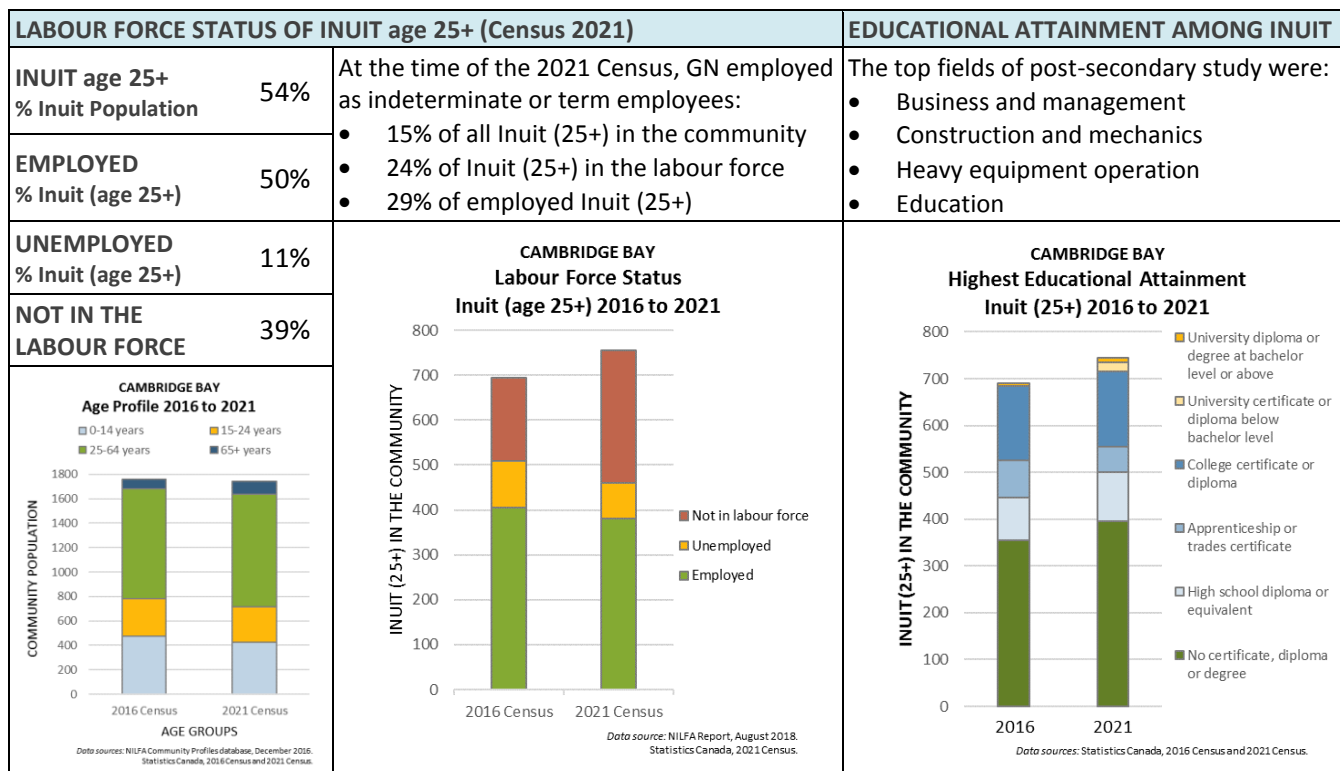


Cambridge Bay

GN Employment in the Community

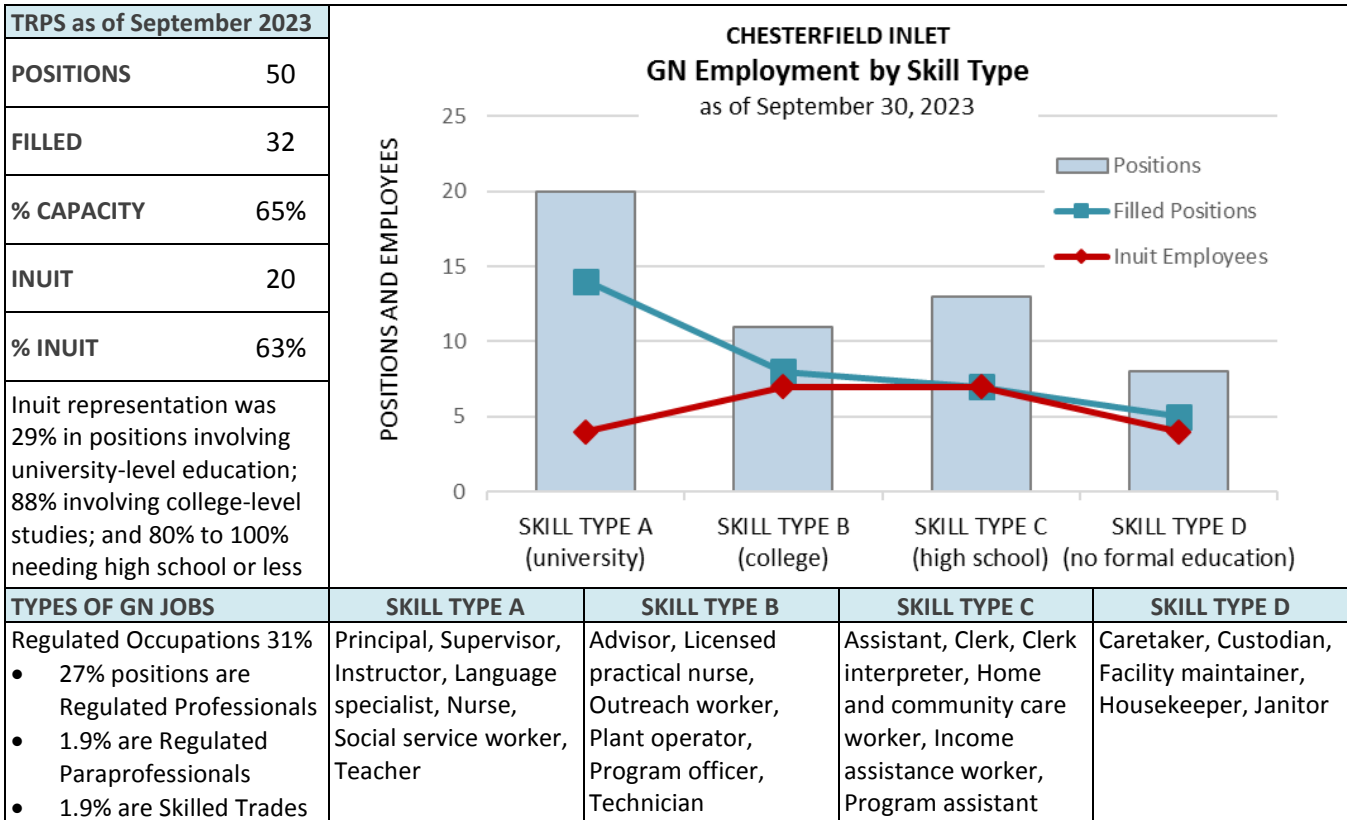


Inuit Labour Force in the Community

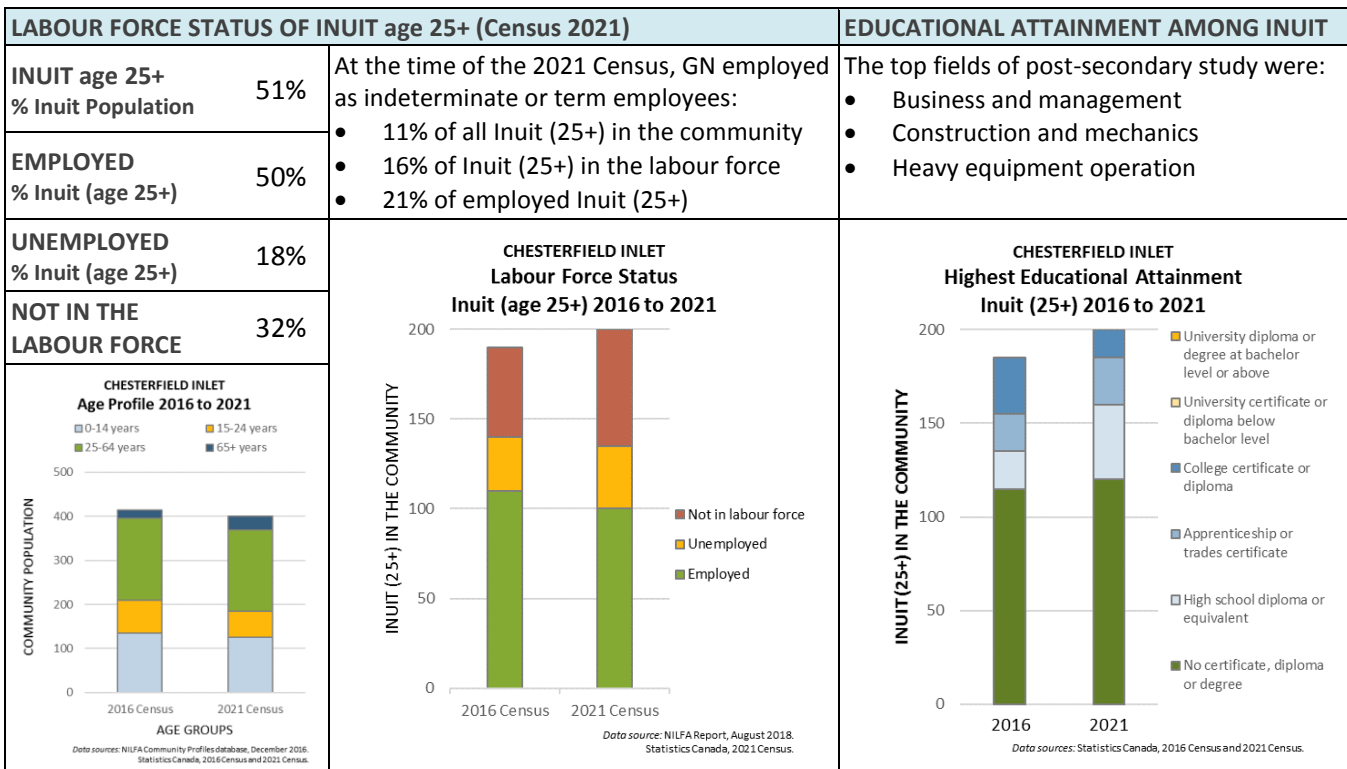


Chesterfield Inlet

GN Employment in the Community

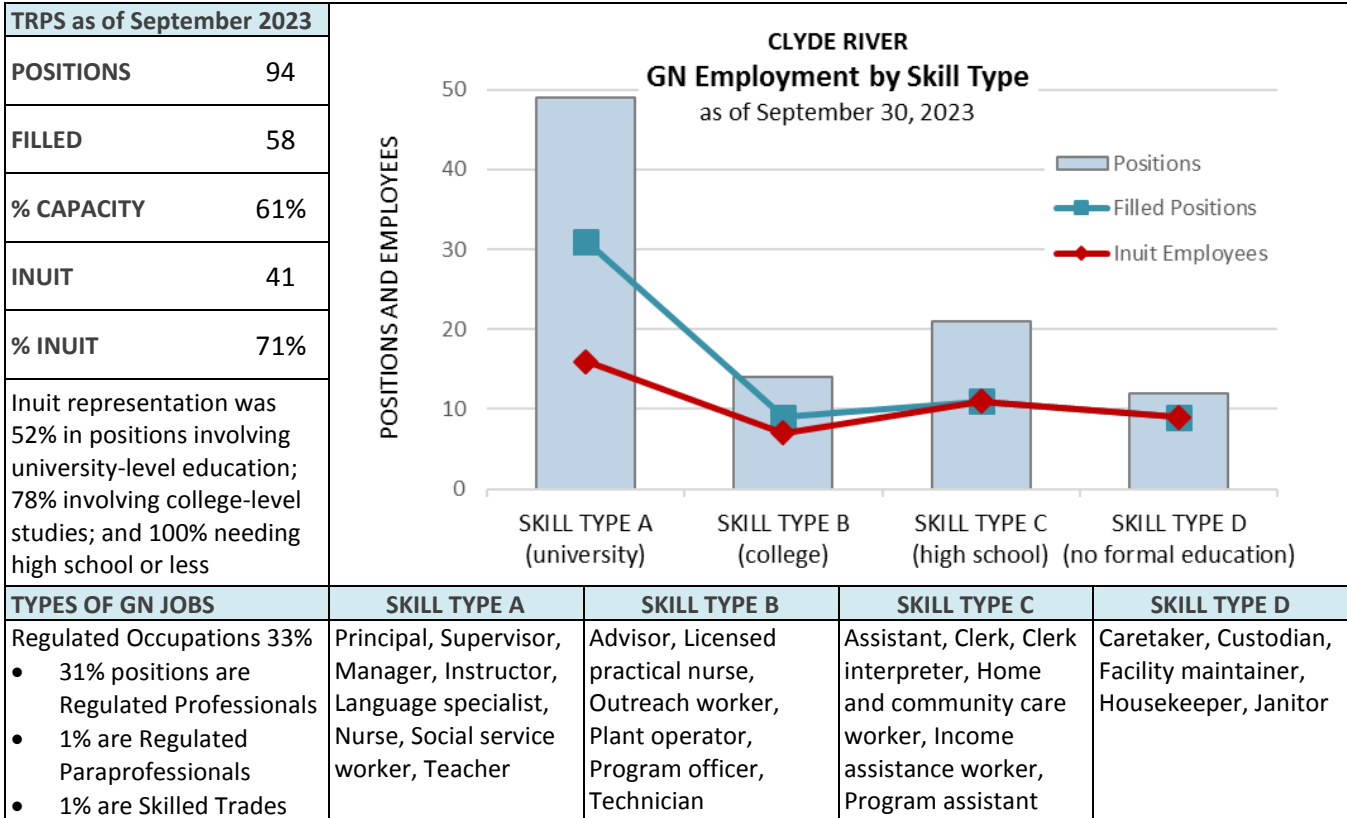


Inuit Labour Force in the Community

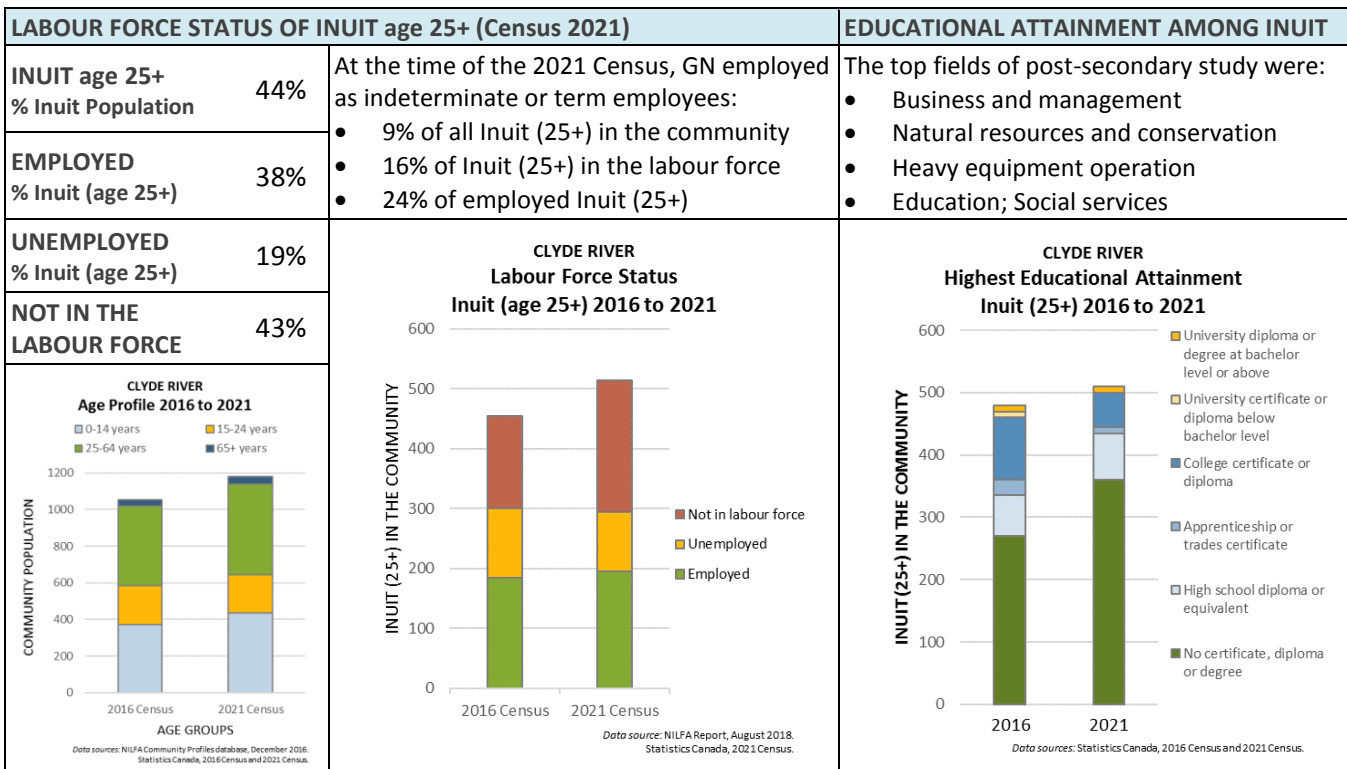


Clyde River

GN Employment in the Community

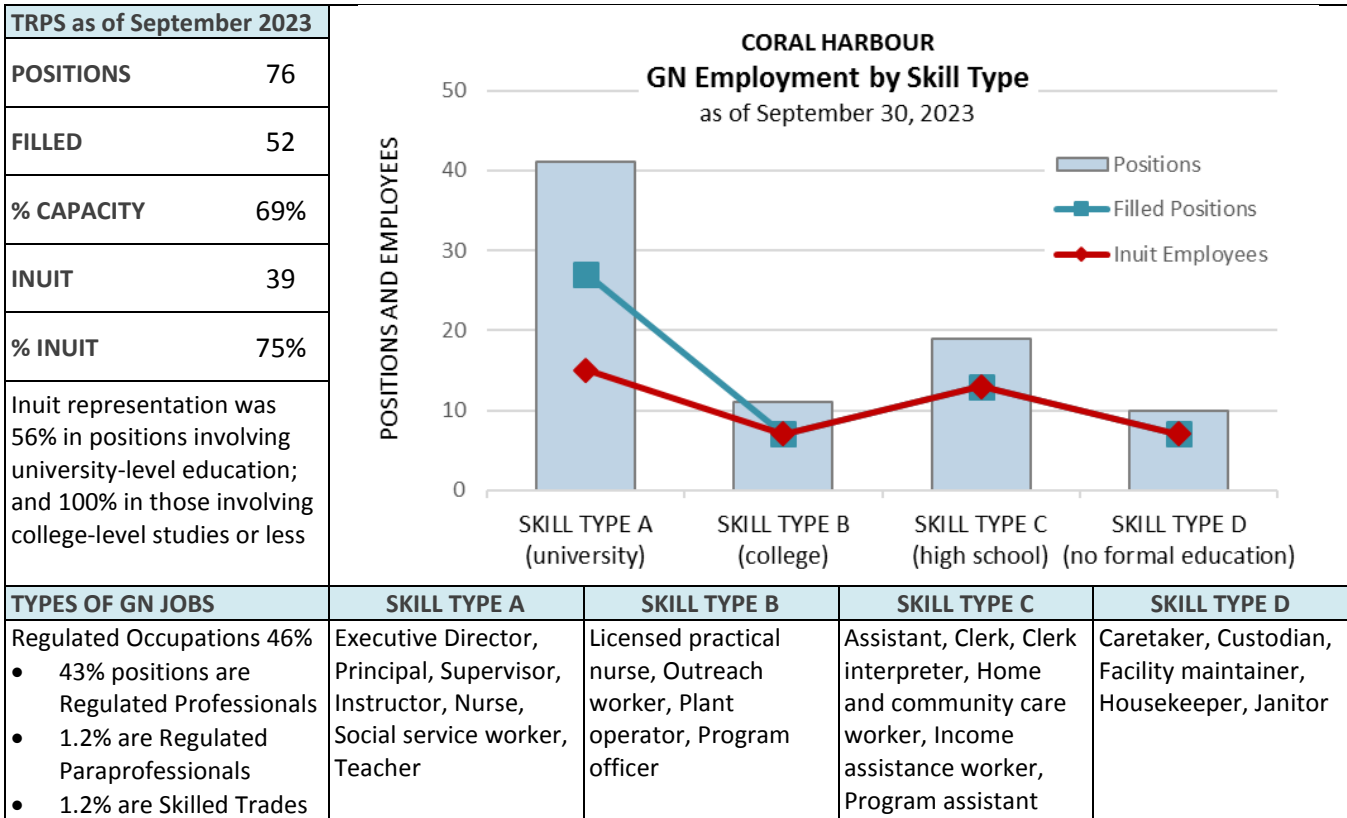


Inuit Labour Force in the Community

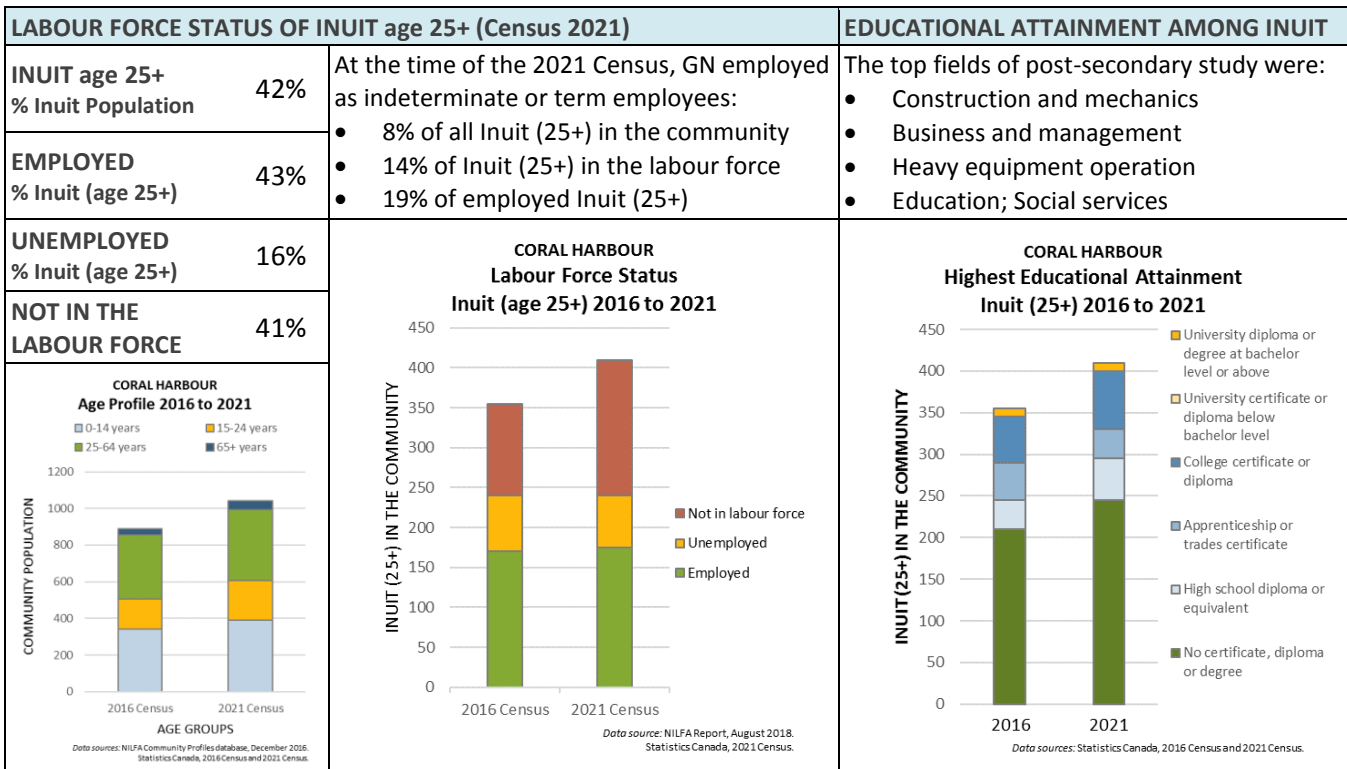


Coral Harbour

GN Employment in the Community



Inuit Labour Force in the Community



Gjoa Haven

GN Employment in the Community

TRPS as of September 2023		<p style="text-align: center;">GJOA HAVEN GN Employment by Skill Type as of September 30, 2023</p>			
POSITIONS	128				
FILLED	82				
% CAPACITY	64%				
INUIT	61				
% INUIT	74%				
<p>Inuit representation was 61% in positions involving university-level education; 64% involving college-level studies; and 90% to 100% needing high school or less</p>					
TYPES OF GN JOBS	SKILL TYPE A	SKILL TYPE B	SKILL TYPE C	SKILL TYPE D	
Regulated Occupations 36% <ul style="list-style-type: none"> • 32% positions are Regulated Professionals • 3.8% are Regulated Paraprofessionals • 0.8% are Skilled Trades 	Principal, Manager, Supervisor, Instructor, Librarian, Nurse, Social service worker, Teacher	Driver examiner, Licensed practical nurse, Outreach worker, Cook, Plant operator, Program officer, Technician	Assistant, Clerk, Continuing care and Home and community care workers, Income assistance worker, Program assistant	Caretaker, Custodial worker, Facility maintainer, Housekeeper, Janitor, Janitor/Driver	

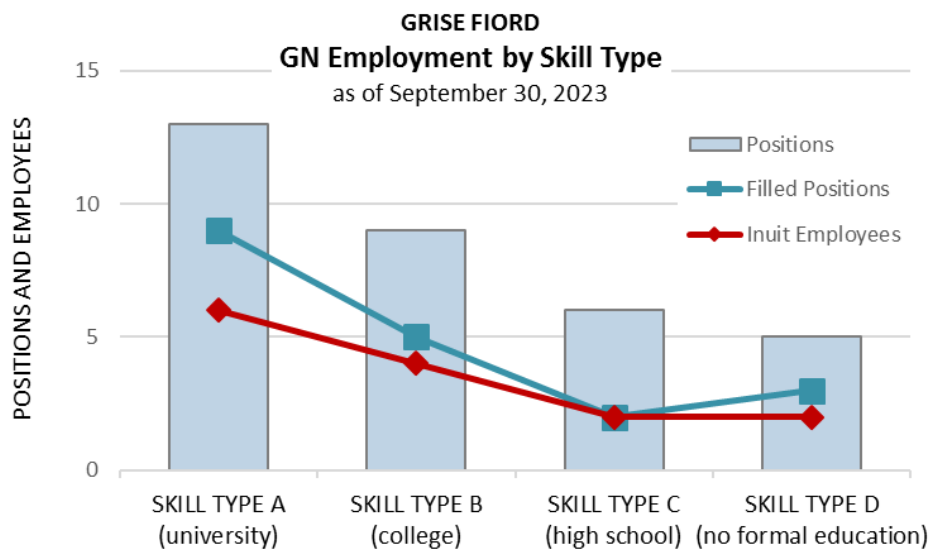
Inuit Labour Force in the Community

LABOUR FORCE STATUS OF INUIT age 25+ (Census 2021)		EDUCATIONAL ATTAINMENT AMONG INUIT	
INUIT age 25+ % Inuit Population	45%	The top fields of post-secondary study were: <ul style="list-style-type: none"> • Business and management • Construction and mechanics • Heavy equipment operation • Social services 	
EMPLOYED % Inuit (age 25+)	47%	<p style="text-align: center;">GJOA HAVEN Labour Force Status Inuit (age 25+) 2016 to 2021</p>	
UNEMPLOYED % Inuit (age 25+)	11%		
NOT IN THE LABOUR FORCE	42%		
<p style="text-align: center;">GJOA HAVEN Age Profile 2016 to 2021</p>			
<p style="text-align: center;">GJOA HAVEN Highest Educational Attainment Inuit (25+) 2016 to 2021</p>			

Grise Fiord

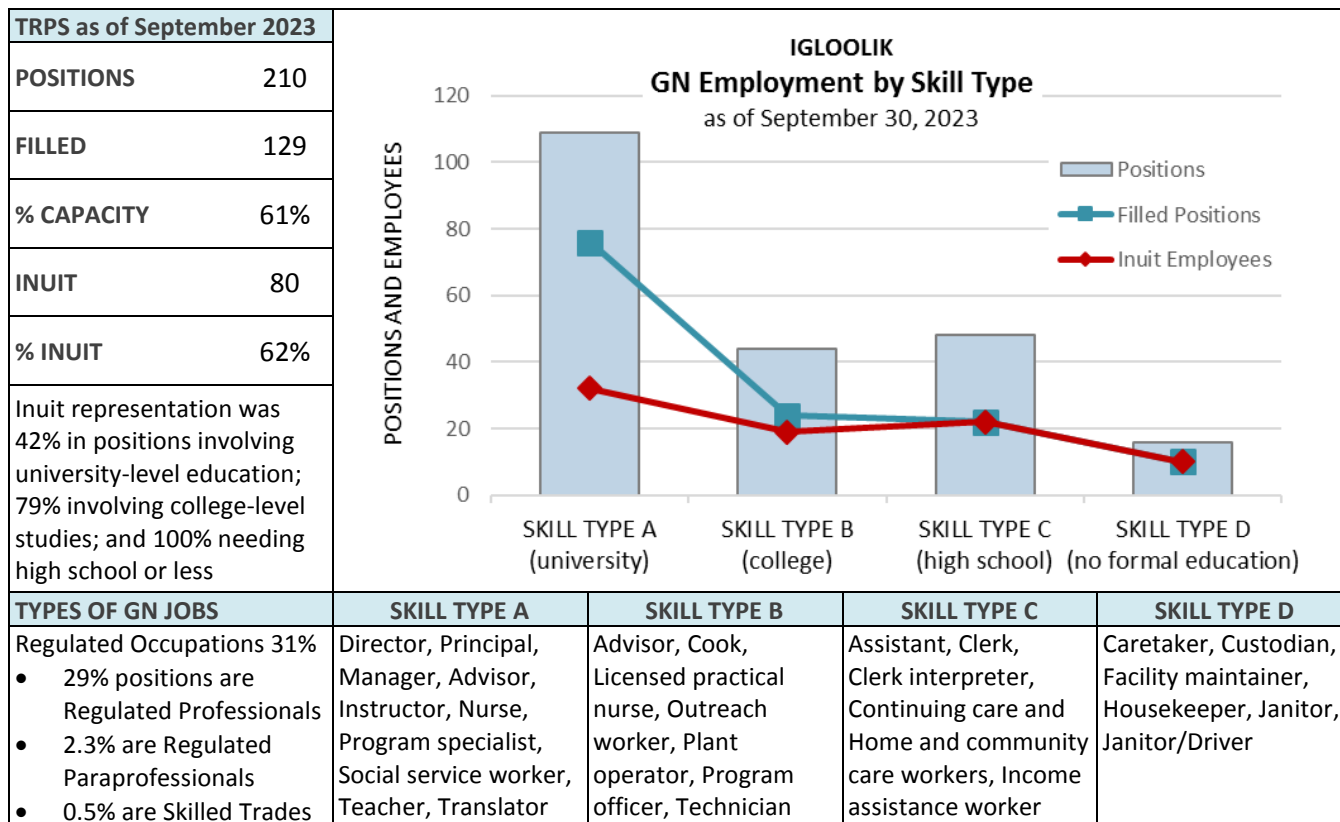
GN Employment in the Community

TRPS as of September 2023				
POSITIONS	29			
FILLED	17			
% CAPACITY	59%			
INUIT	12			
% INUIT	71%			
Inuit representation was 67% in positions involving university-level education; 80% involving college-level studies; 100% high school; 67% needing no education				
TYPES OF GN JOBS	SKILL TYPE A	SKILL TYPE B	SKILL TYPE C	SKILL TYPE D
Regulated Occupations 24% <ul style="list-style-type: none"> • 21% positions are Regulated Professionals • 0% are Regulated Paraprofessionals • 3% are Skilled Trades 	Principal, Supervisor, Language specialist, Nurse, Social service worker, Teacher	Outreach worker, Plant operator, Program officer	Assistant, Clerk, Clerk interpreter	Caretaker, Custodian, Facility maintainer, Housekeeper, Janitor

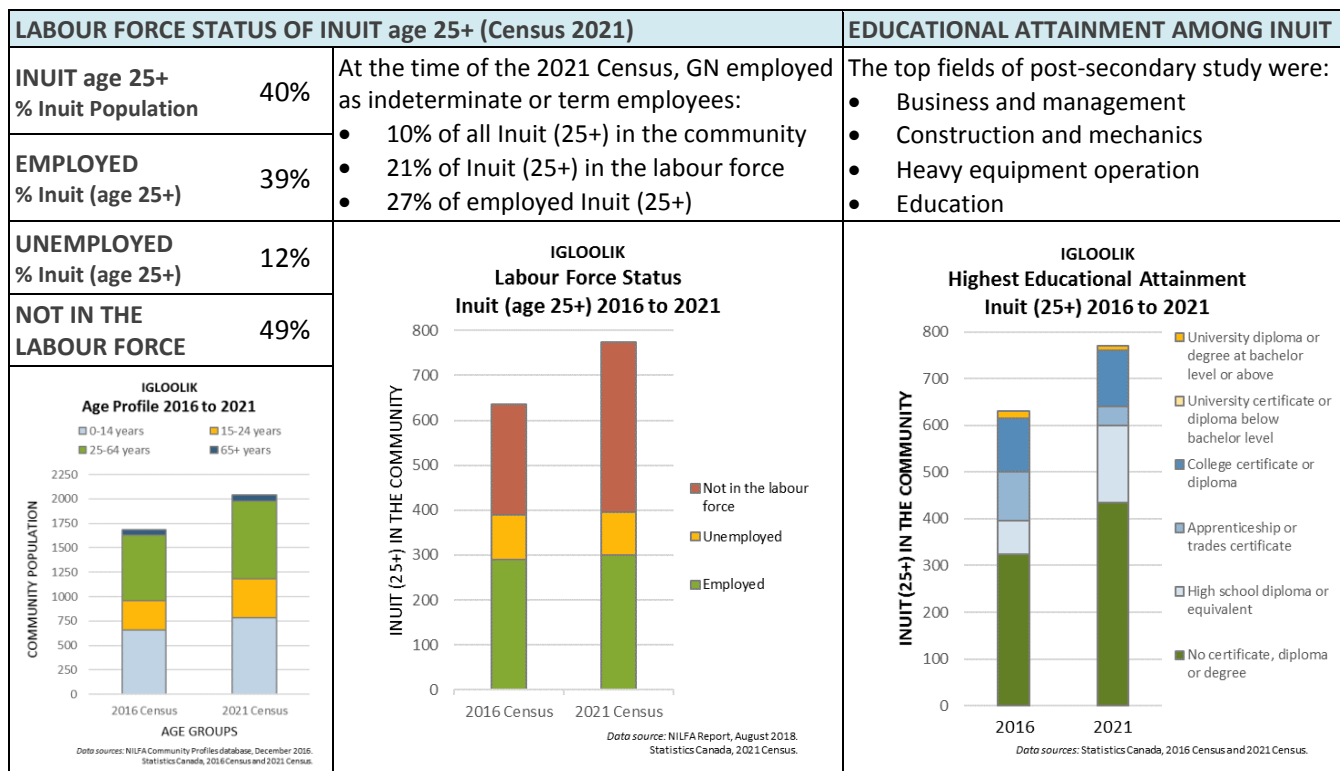


Inuit Labour Force in the Community

LABOUR FORCE STATUS OF INUIT age 25+ (Census 2021)			EDUCATIONAL ATTAINMENT AMONG INUIT
INUIT age 25+ % Inuit Population	56%	At the time of the 2021 Census, GN employed as indeterminate or term employees: <ul style="list-style-type: none"> • 17% of all Inuit (25+) in the community • 26% of Inuit (25+) in the labour force • 33% of employed Inuit (25+) 	The top fields of post-secondary study were: <ul style="list-style-type: none"> • Construction and mechanics
EMPLOYED % Inuit (age 25+)	54%		
UNEMPLOYED % Inuit (age 25+)	13%		
NOT IN THE LABOUR FORCE	33%		

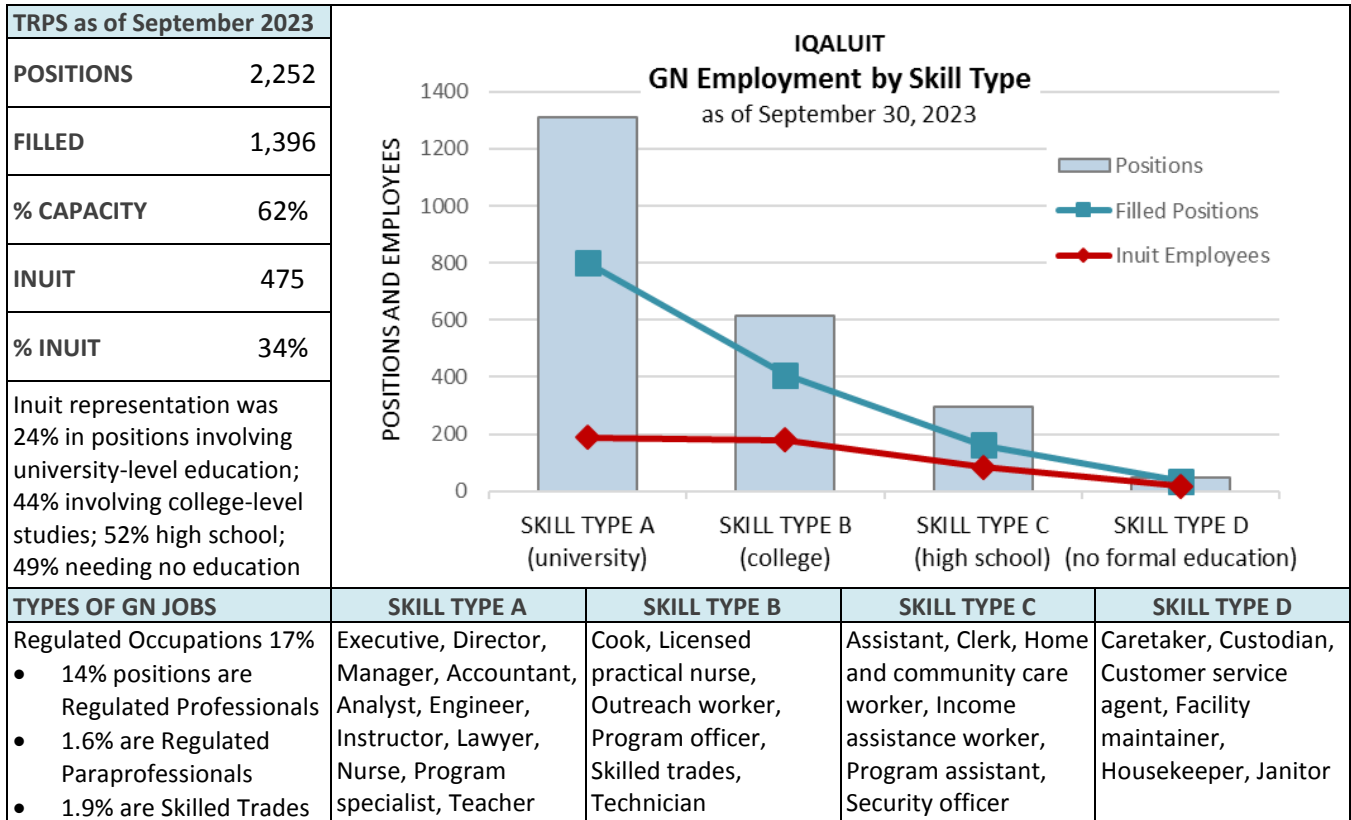


Inuit Labour Force in the Community

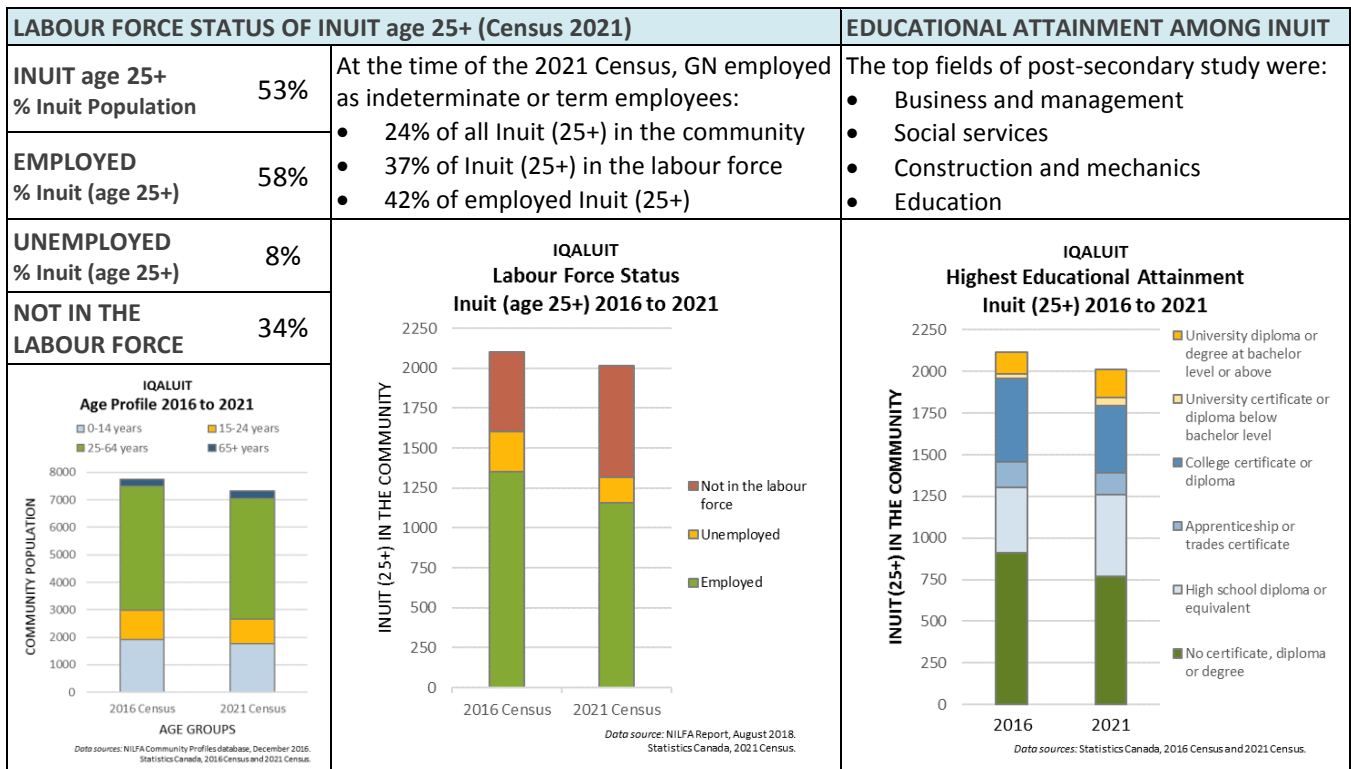


Iqaluit

GN Employment in the Community

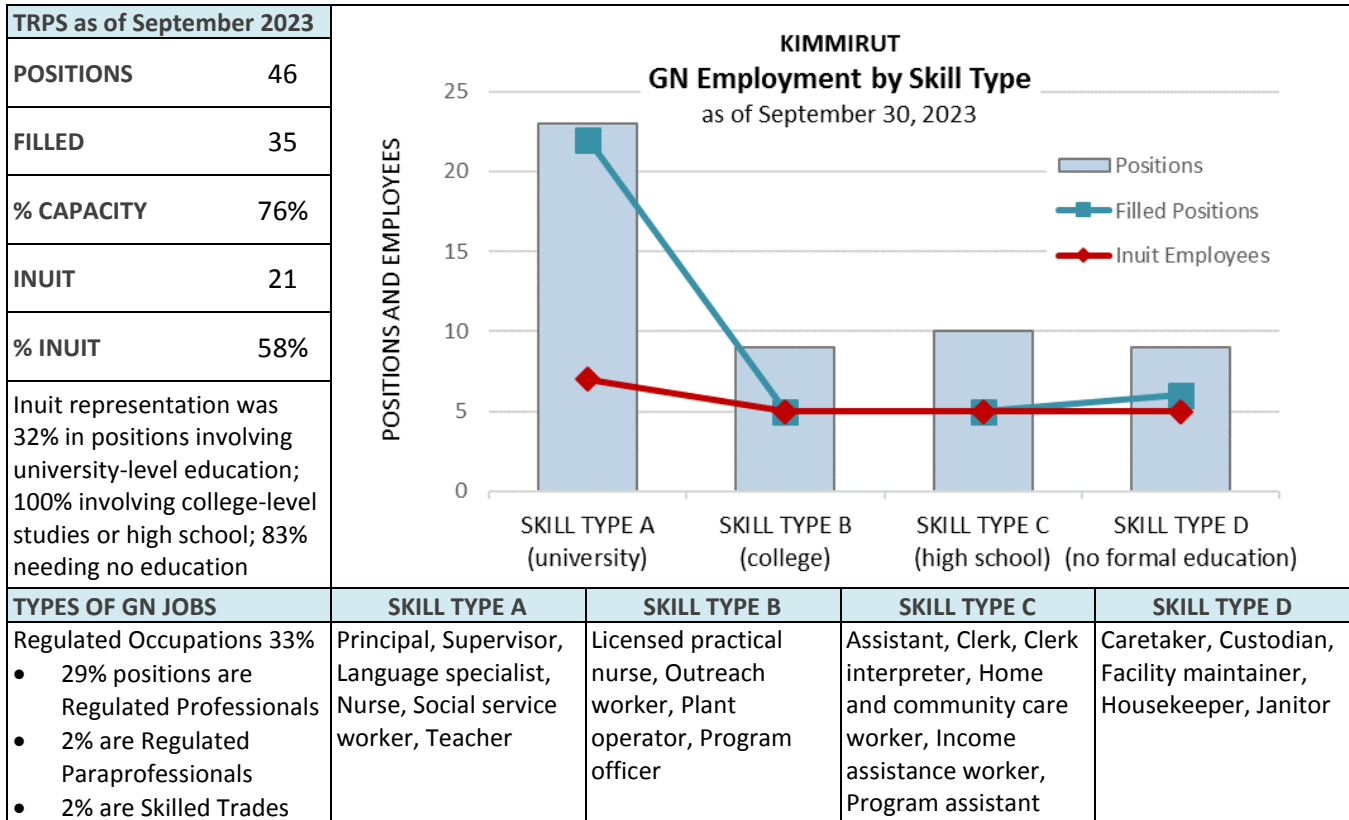


Inuit Labour Force in the Community

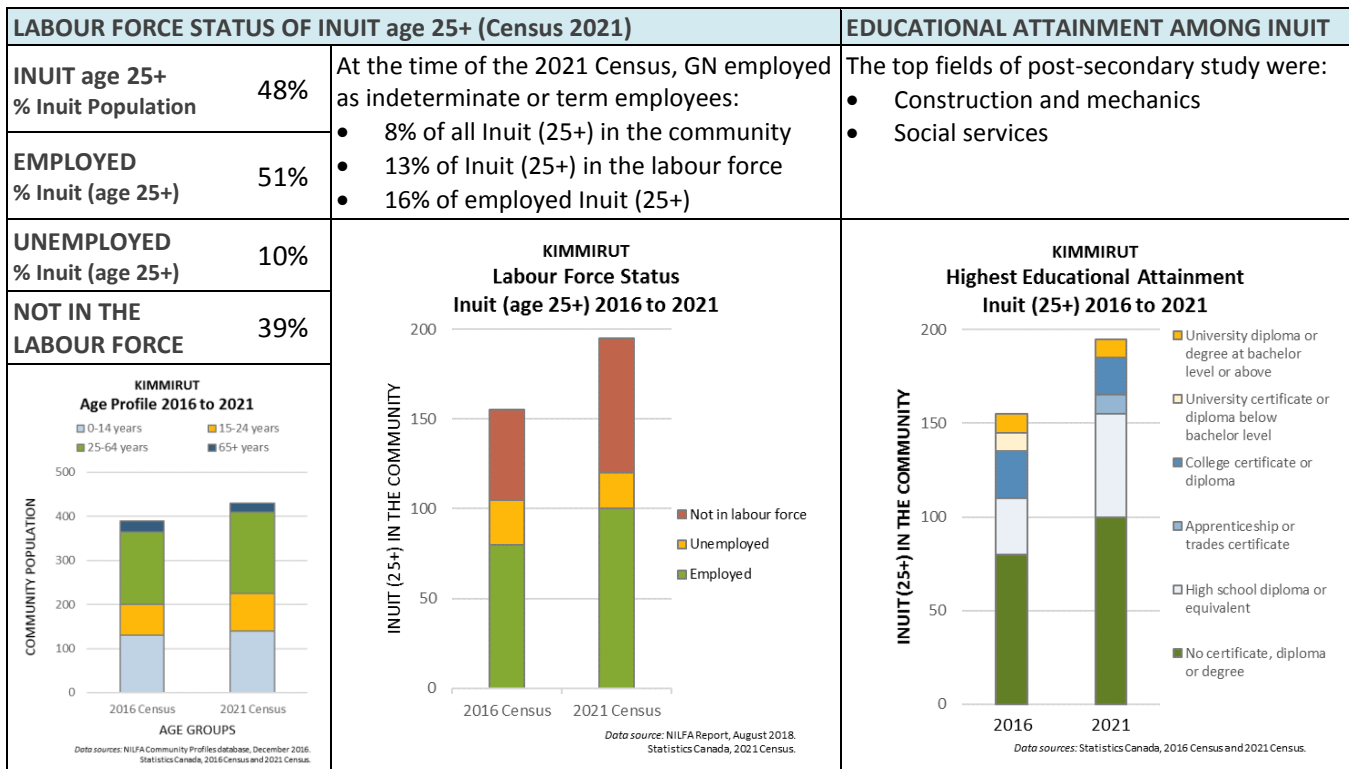


Kimmirut

GN Employment in the Community

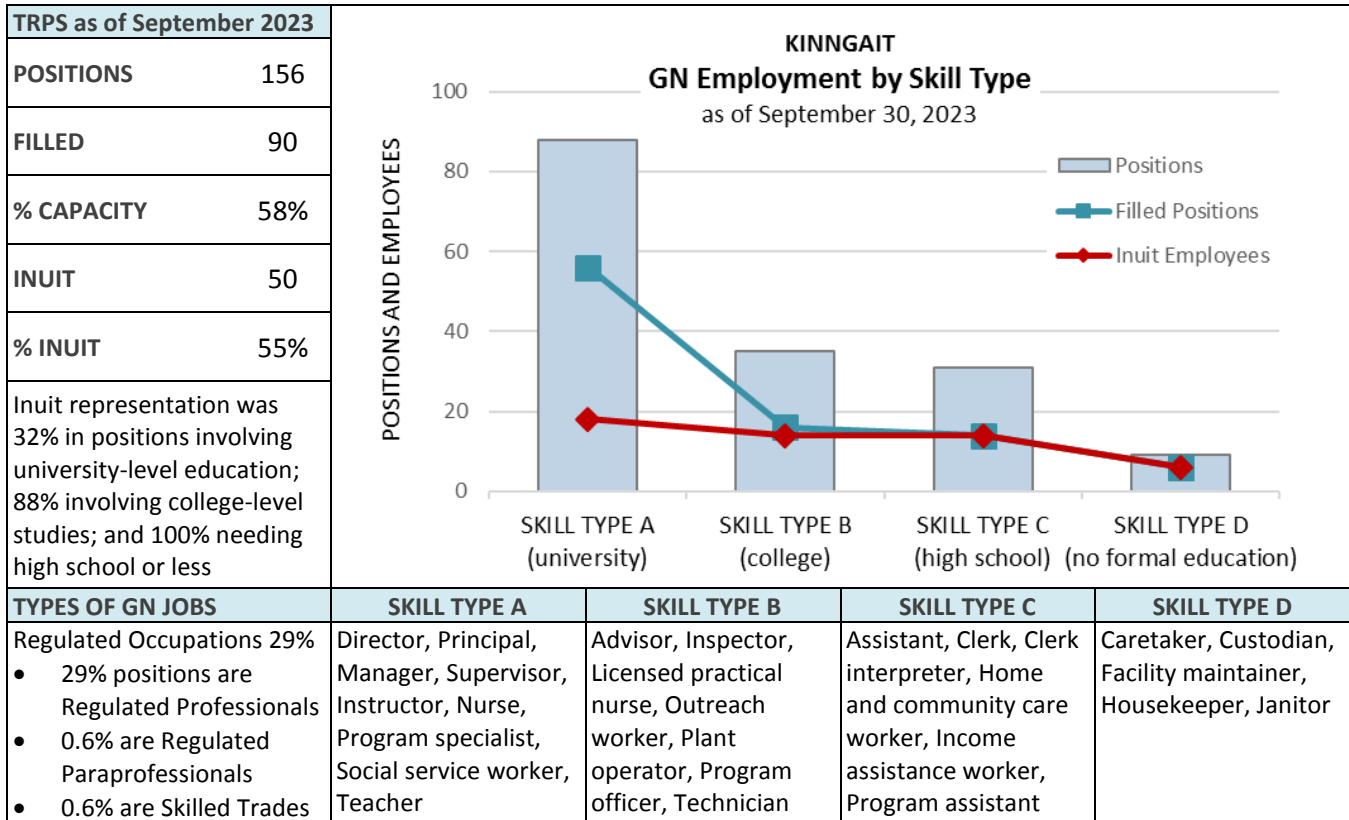


Inuit Labour Force in the Community

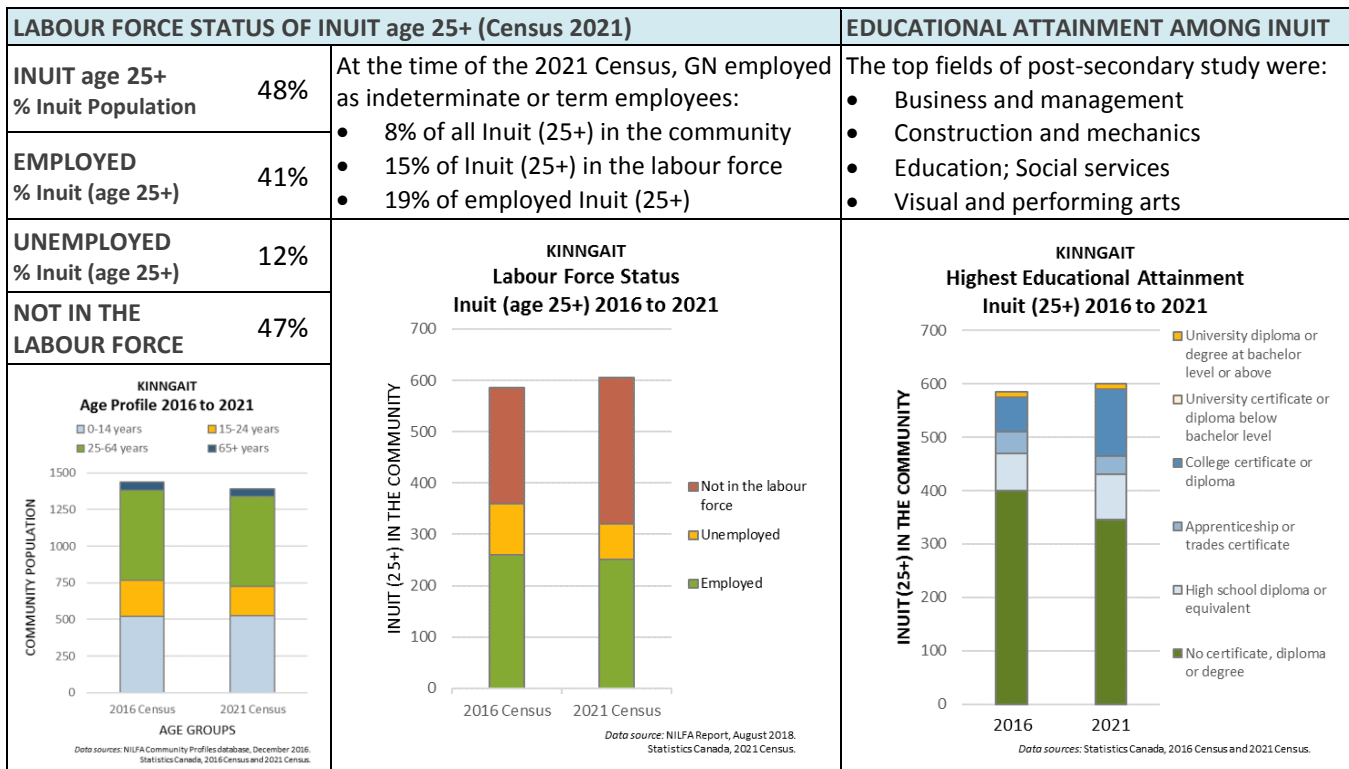


Kinngait

GN Employment in the Community

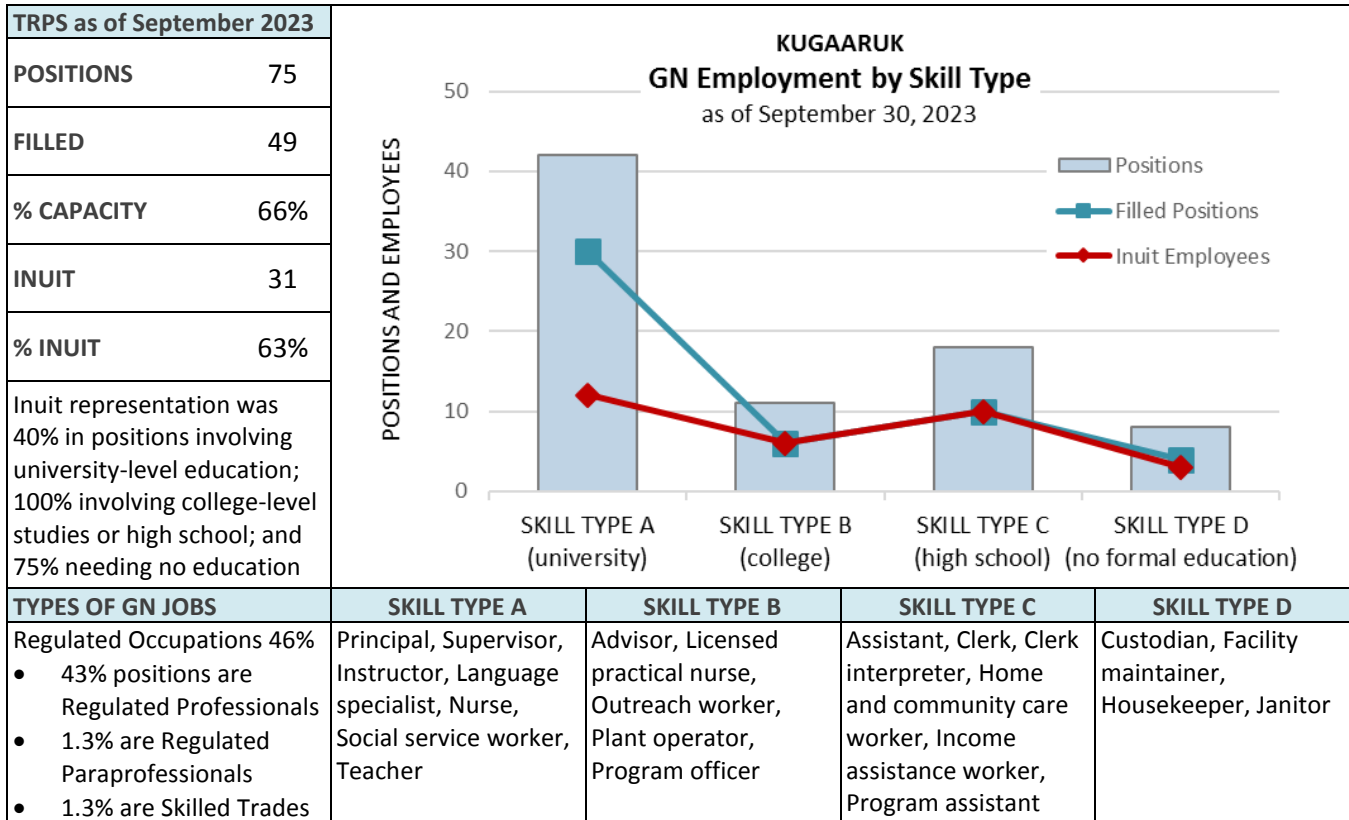


Inuit Labour Force in the Community

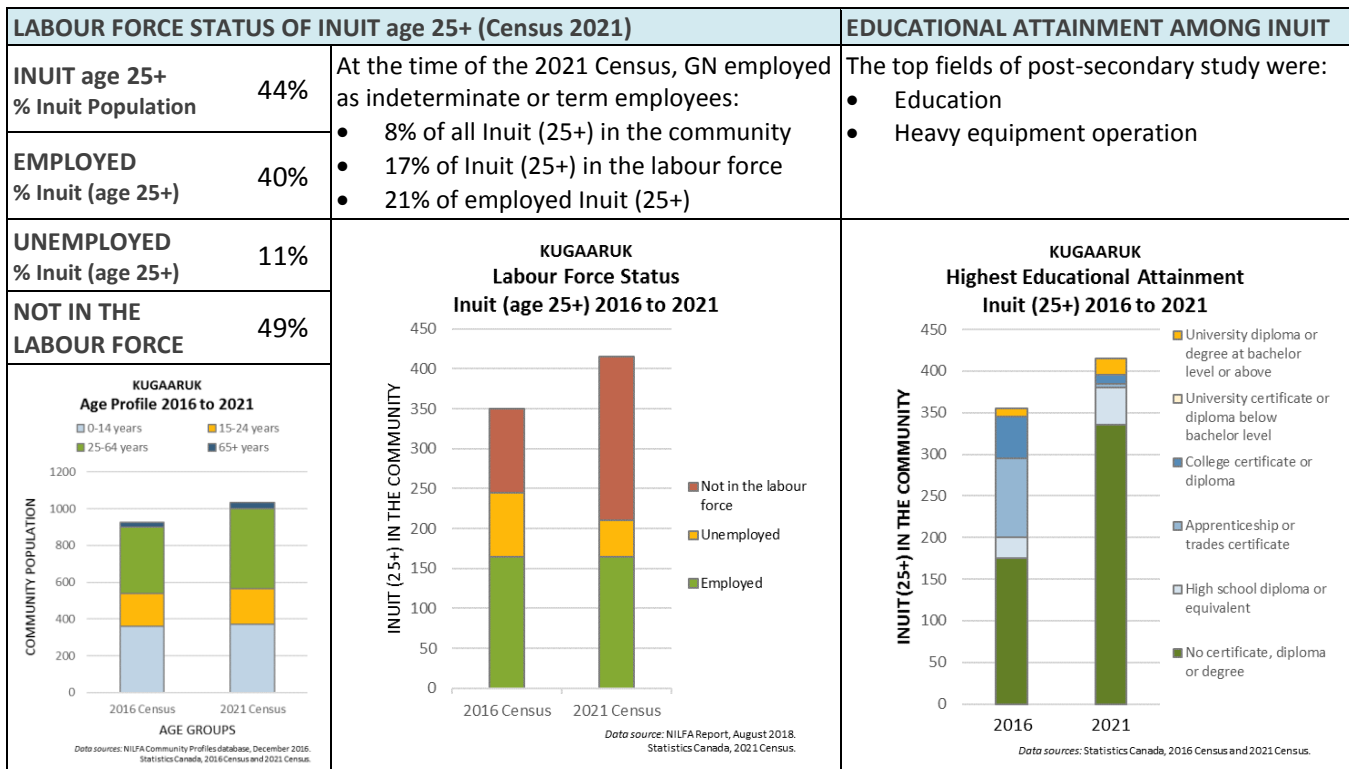


Kugaaruk

GN Employment in the Community

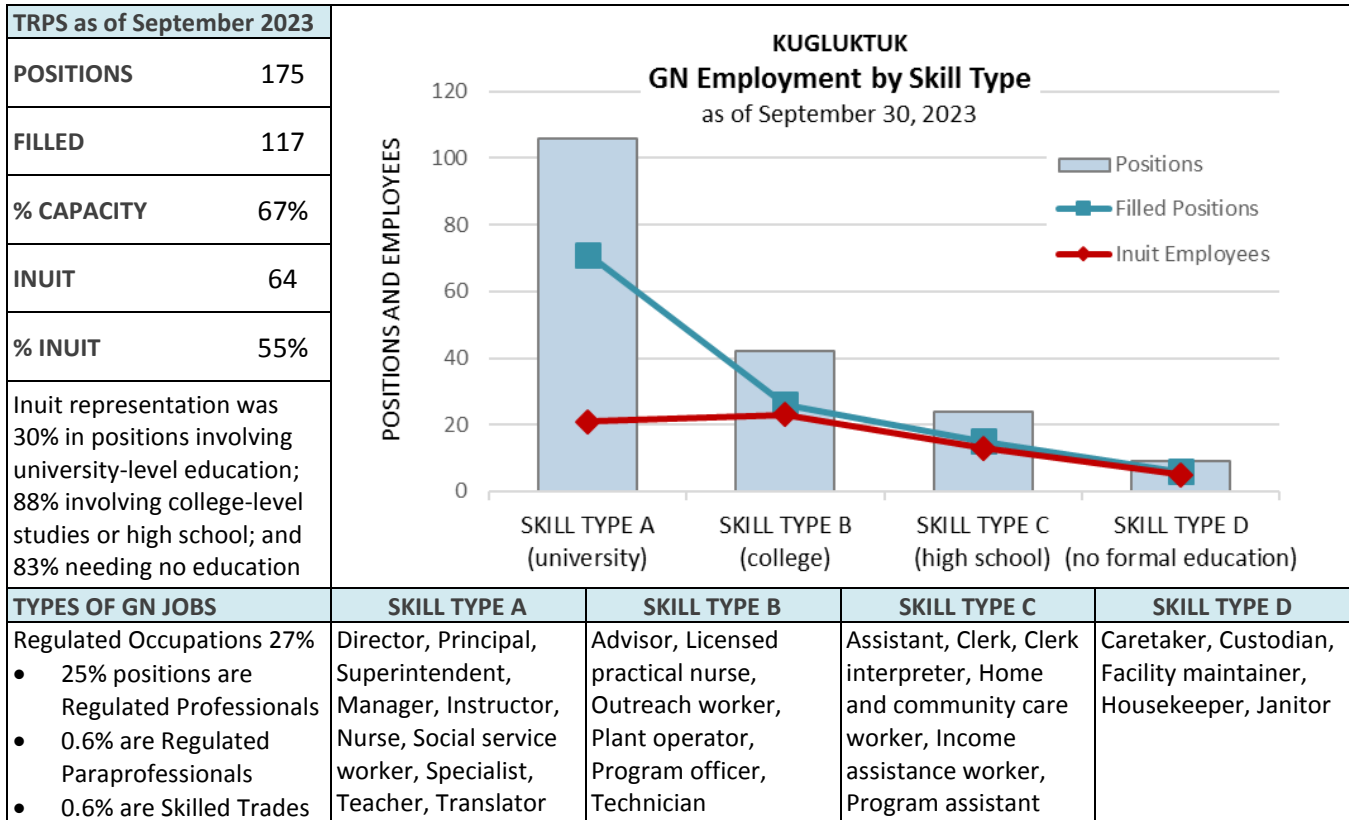


Inuit Labour Force in the Community

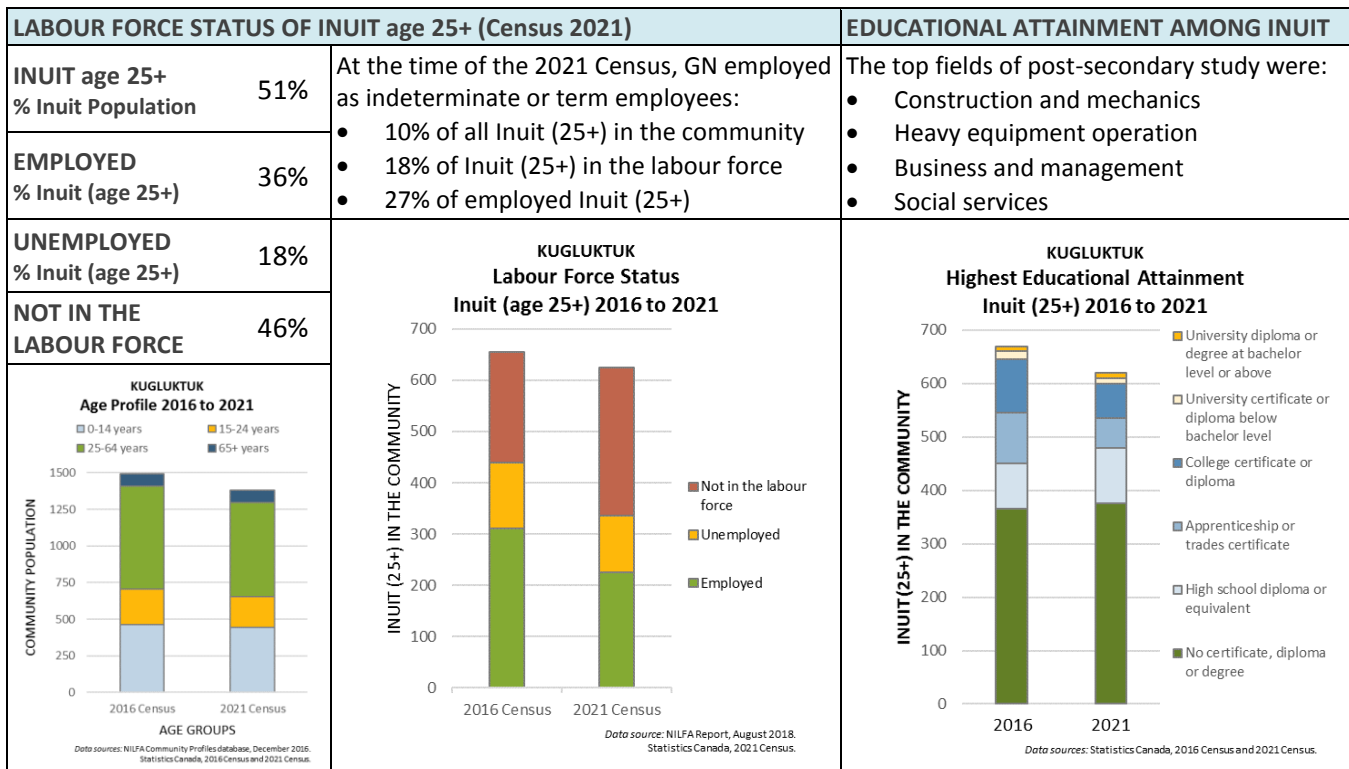


Kugluktuk

GN Employment in the Community

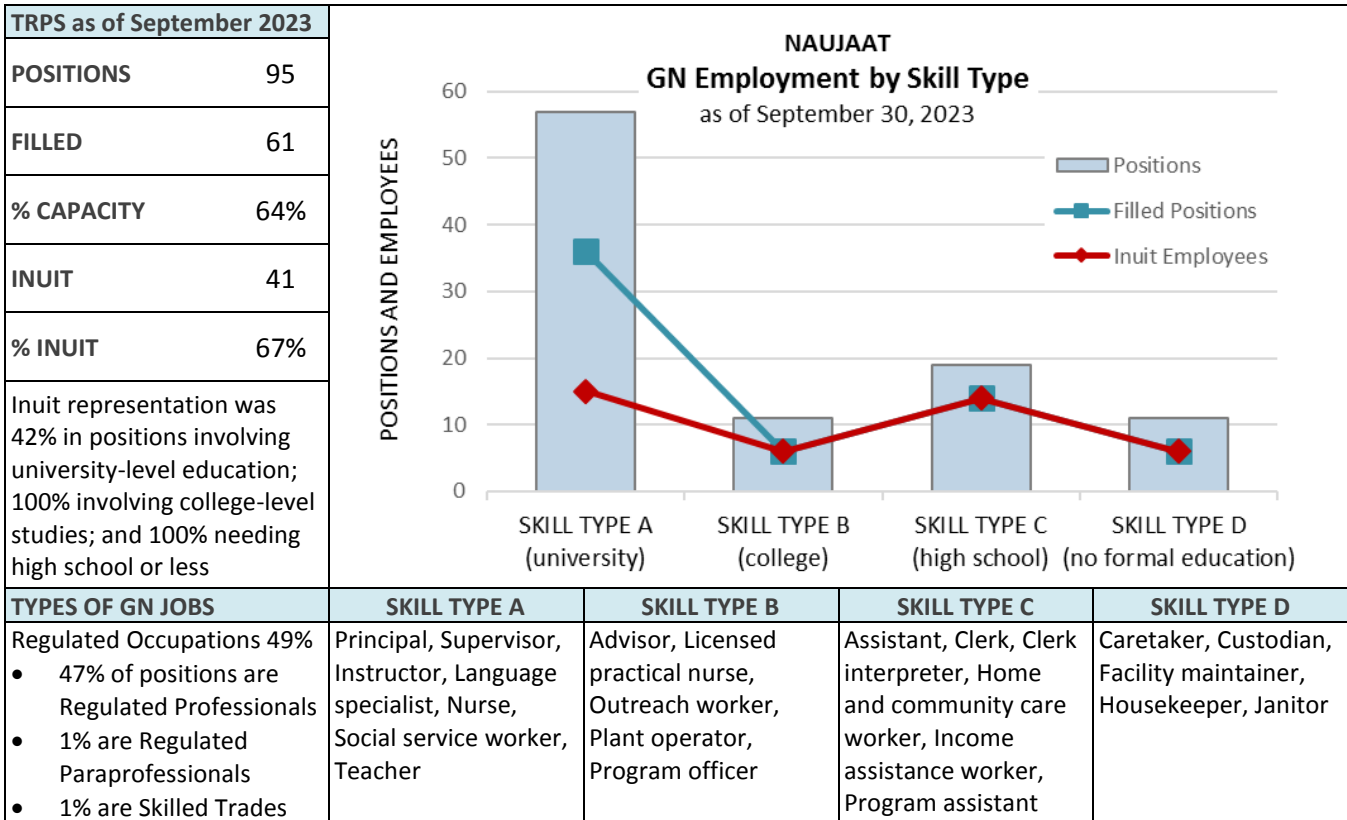


Inuit Labour Force in the Community

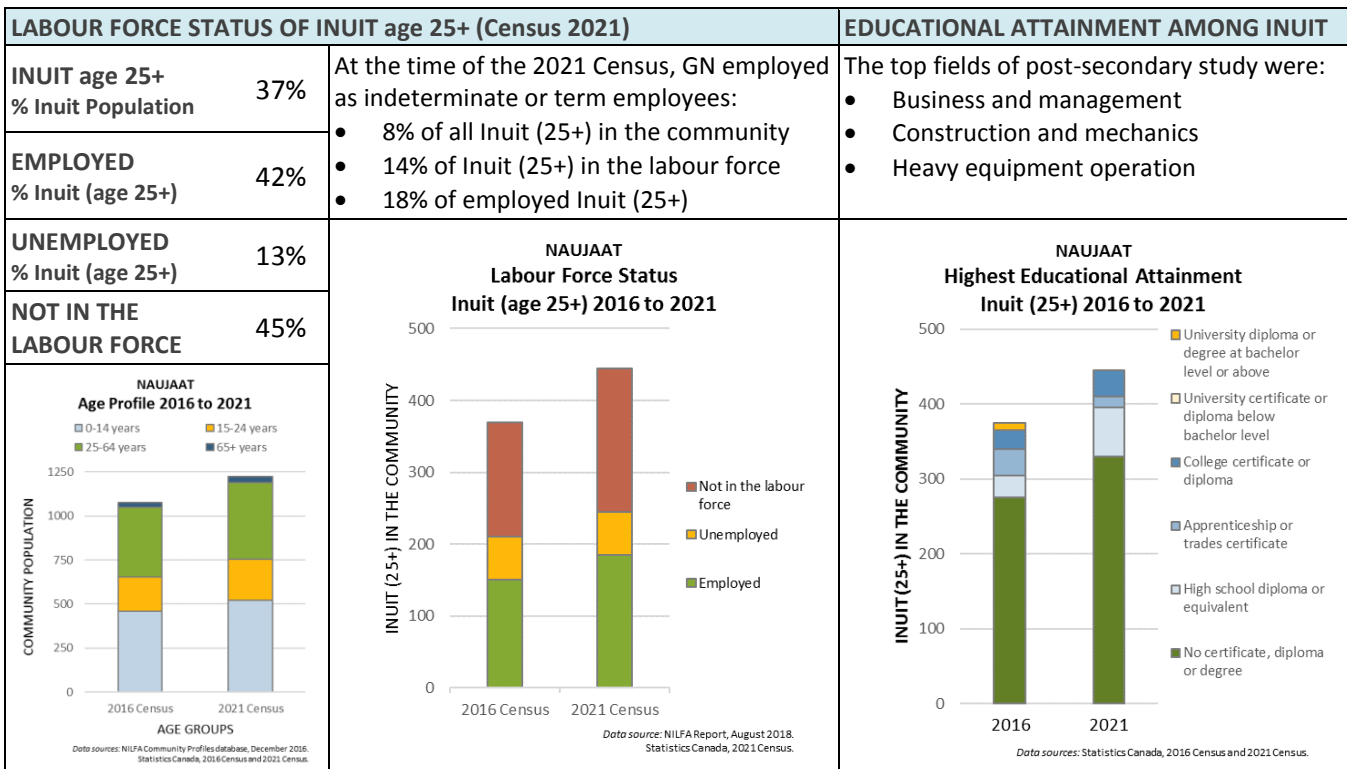


Naujaat

GN Employment in the Community



Inuit Labour Force in the Community



Pangnirtung

GN Employment in the Community

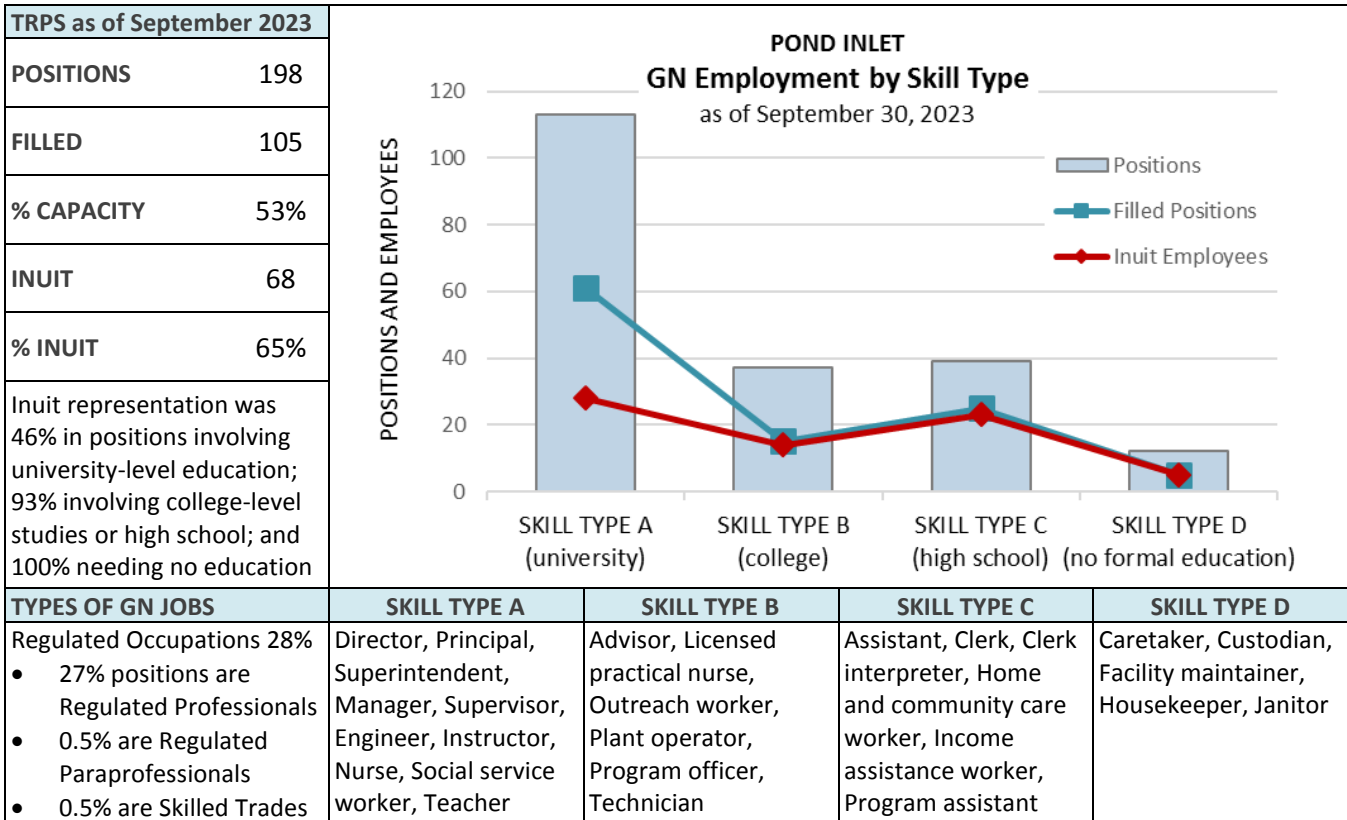
TRPS as of September 2023		<p style="text-align: center;">PANGNIRTUNG GN Employment by Skill Type as of September 30, 2023</p> <table border="1"> <caption>GN Employment by Skill Type Data</caption> <thead> <tr> <th>Skill Type</th> <th>Positions</th> <th>Filled Positions</th> <th>Inuit Employees</th> </tr> </thead> <tbody> <tr> <td>SKILL TYPE A (university)</td> <td>103</td> <td>68</td> <td>38</td> </tr> <tr> <td>SKILL TYPE B (college)</td> <td>32</td> <td>15</td> <td>12</td> </tr> <tr> <td>SKILL TYPE C (high school)</td> <td>33</td> <td>22</td> <td>23</td> </tr> <tr> <td>SKILL TYPE D (no formal education)</td> <td>12</td> <td>8</td> <td>8</td> </tr> </tbody> </table>				Skill Type	Positions	Filled Positions	Inuit Employees	SKILL TYPE A (university)	103	68	38	SKILL TYPE B (college)	32	15	12	SKILL TYPE C (high school)	33	22	23	SKILL TYPE D (no formal education)	12	8	8
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FILLED	105																								
% CAPACITY	60%																								
INUIT	75																								
% INUIT	72%																								
<p>Inuit representation was 55% in positions involving university-level education; 92% involving college-level studies; and 100% needing high school or less</p>																									
TYPES OF GN JOBS	SKILL TYPE A	SKILL TYPE B	SKILL TYPE C	SKILL TYPE D																					
Regulated Occupations 28% <ul style="list-style-type: none"> • 26% positions are Regulated Professionals • 1.1% are Regulated Paraprofessionals • 0.6% are Skilled Trades 	Director, Principal, Manager, Supervisor, Instructor, Nurse, Program specialist, Social service worker, Teacher	Licensed practical nurse, Outreach worker, Plant operator, Program officer, Technician	Assistant, Clerk, Clerk interpreter, Home and community care worker, Income assistance worker, Program assistant	Caretaker, Custodian, Facility maintainer, Housekeeper, Janitor																					

Inuit Labour Force in the Community

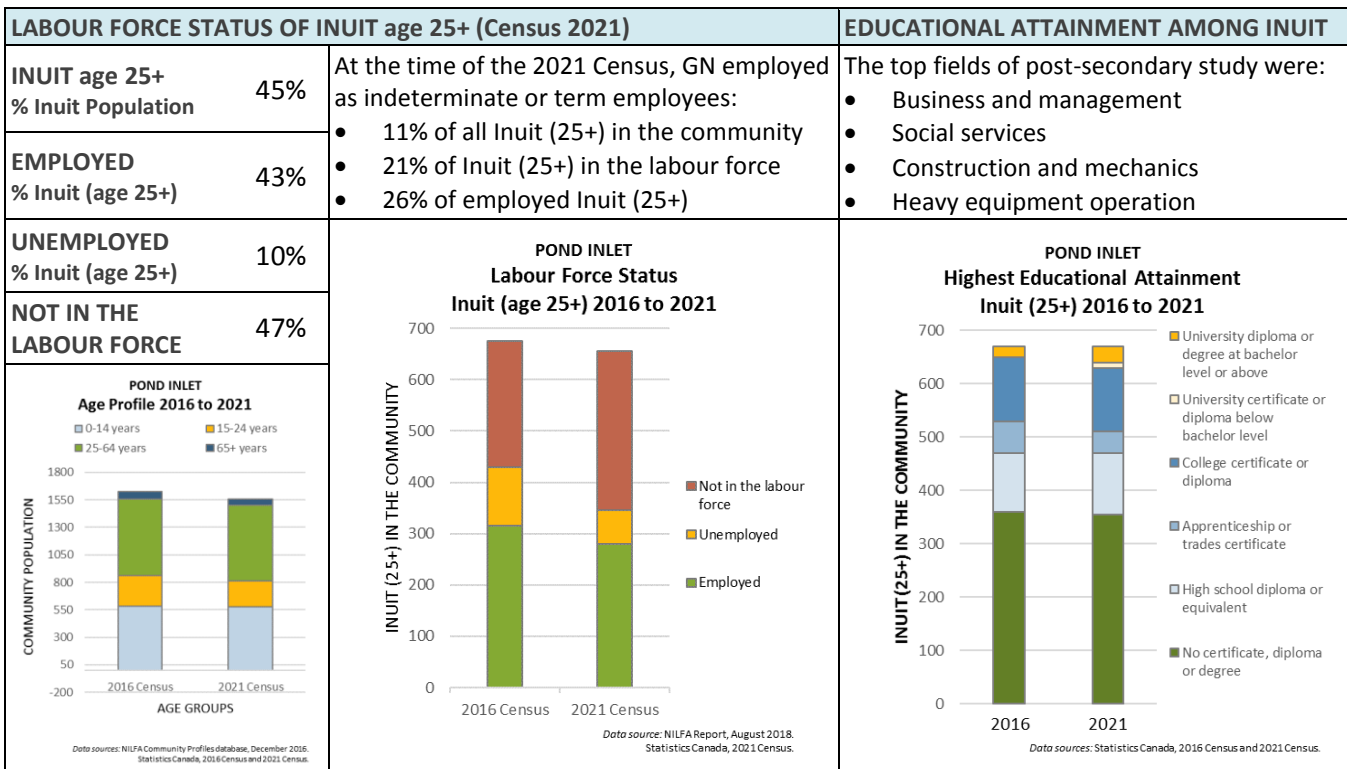
LABOUR FORCE STATUS OF INUIT age 25+ (Census 2021)		EDUCATIONAL ATTAINMENT AMONG INUIT																									
INUIT age 25+ % Inuit Population	48%	At the time of the 2021 Census, GN employed as indeterminate or term employees: <ul style="list-style-type: none"> • 13% of all Inuit (25+) in the community • 24% of Inuit (25+) in the labour force • 30% of employed Inuit (25+) 																									
EMPLOYED % Inuit (age 25+)	42%	The top fields of post-secondary study were: <ul style="list-style-type: none"> • Business and management • Construction and mechanics • Heavy equipment operation • Education 																									
UNEMPLOYED % Inuit (age 25+)	9%	<p style="text-align: center;">PANGNIRTUNG Labour Force Status Inuit (age 25+) 2016 to 2021</p> <table border="1"> <caption>Labour Force Status of Inuit (age 25+) 2016 to 2021</caption> <thead> <tr> <th>Year</th> <th>Employed</th> <th>Unemployed</th> <th>Not in the labour force</th> </tr> </thead> <tbody> <tr> <td>2016</td> <td>320</td> <td>80</td> <td>250</td> </tr> <tr> <td>2021</td> <td>280</td> <td>50</td> <td>320</td> </tr> </tbody> </table>		Year	Employed	Unemployed	Not in the labour force	2016	320	80	250	2021	280	50	320												
Year	Employed			Unemployed	Not in the labour force																						
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NOT IN THE LABOUR FORCE	49%	<p style="text-align: center;">PANGNIRTUNG Highest Educational Attainment Inuit (25+) 2016 to 2021</p> <table border="1"> <caption>Highest Educational Attainment of Inuit (25+) 2016 to 2021</caption> <thead> <tr> <th>Year</th> <th>No certificate, diploma or degree</th> <th>High school diploma or equivalent</th> <th>College certificate or diploma</th> <th>Apprenticeship or trades certificate</th> <th>University certificate or diploma below bachelor level</th> <th>University certificate or diploma at bachelor level or above</th> <th>University diploma or degree at bachelor level or above</th> </tr> </thead> <tbody> <tr> <td>2016</td> <td>360</td> <td>80</td> <td>80</td> <td>20</td> <td>20</td> <td>20</td> <td>20</td> </tr> <tr> <td>2021</td> <td>390</td> <td>80</td> <td>80</td> <td>20</td> <td>20</td> <td>20</td> <td>20</td> </tr> </tbody> </table>		Year	No certificate, diploma or degree	High school diploma or equivalent	College certificate or diploma	Apprenticeship or trades certificate	University certificate or diploma below bachelor level	University certificate or diploma at bachelor level or above	University diploma or degree at bachelor level or above	2016	360	80	80	20	20	20	20	2021	390	80	80	20	20	20	20
Year	No certificate, diploma or degree			High school diploma or equivalent	College certificate or diploma	Apprenticeship or trades certificate	University certificate or diploma below bachelor level	University certificate or diploma at bachelor level or above	University diploma or degree at bachelor level or above																		
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2021	390	80	80	20	20	20	20																				
<p style="text-align: center;">PANGNIRTUNG Age Profile 2016 to 2021</p> <table border="1"> <caption>Age Profile of Pangnirtung 2016 to 2021</caption> <thead> <tr> <th>Year</th> <th>0-14 years</th> <th>15-24 years</th> <th>25-64 years</th> <th>65+ years</th> </tr> </thead> <tbody> <tr> <td>2016</td> <td>450</td> <td>100</td> <td>400</td> <td>150</td> </tr> <tr> <td>2021</td> <td>500</td> <td>100</td> <td>400</td> <td>150</td> </tr> </tbody> </table> <p><small>Data sources: NILFA Community Profiles database, December 2016; Statistics Canada, 2016 Census and 2021 Census.</small></p>		Year	0-14 years	15-24 years	25-64 years	65+ years	2016	450	100	400	150	2021	500	100	400	150	<p><small>Data source: NILFA Report, August 2018; Statistics Canada, 2021 Census.</small></p>										
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Pond Inlet

GN Employment in the Community

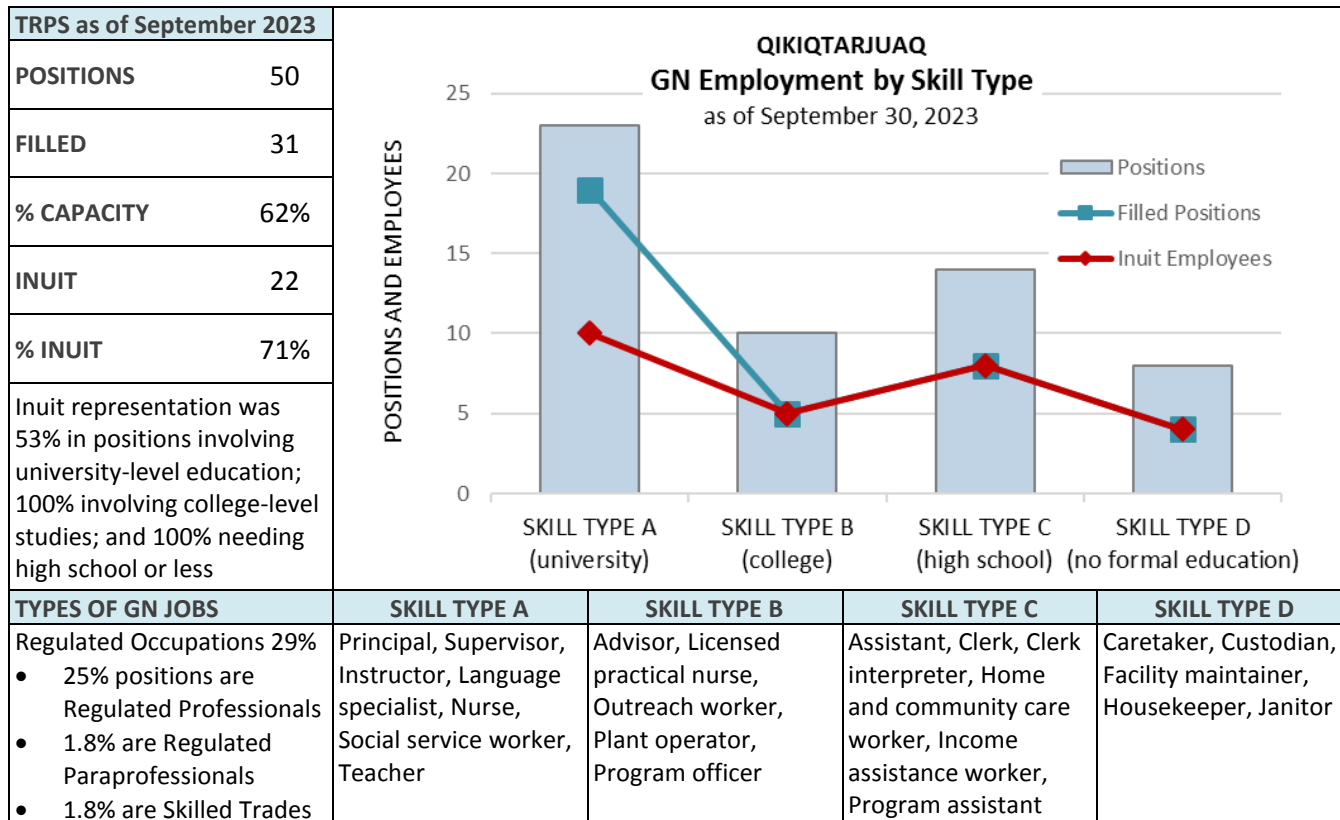


Inuit Labour Force in the Community

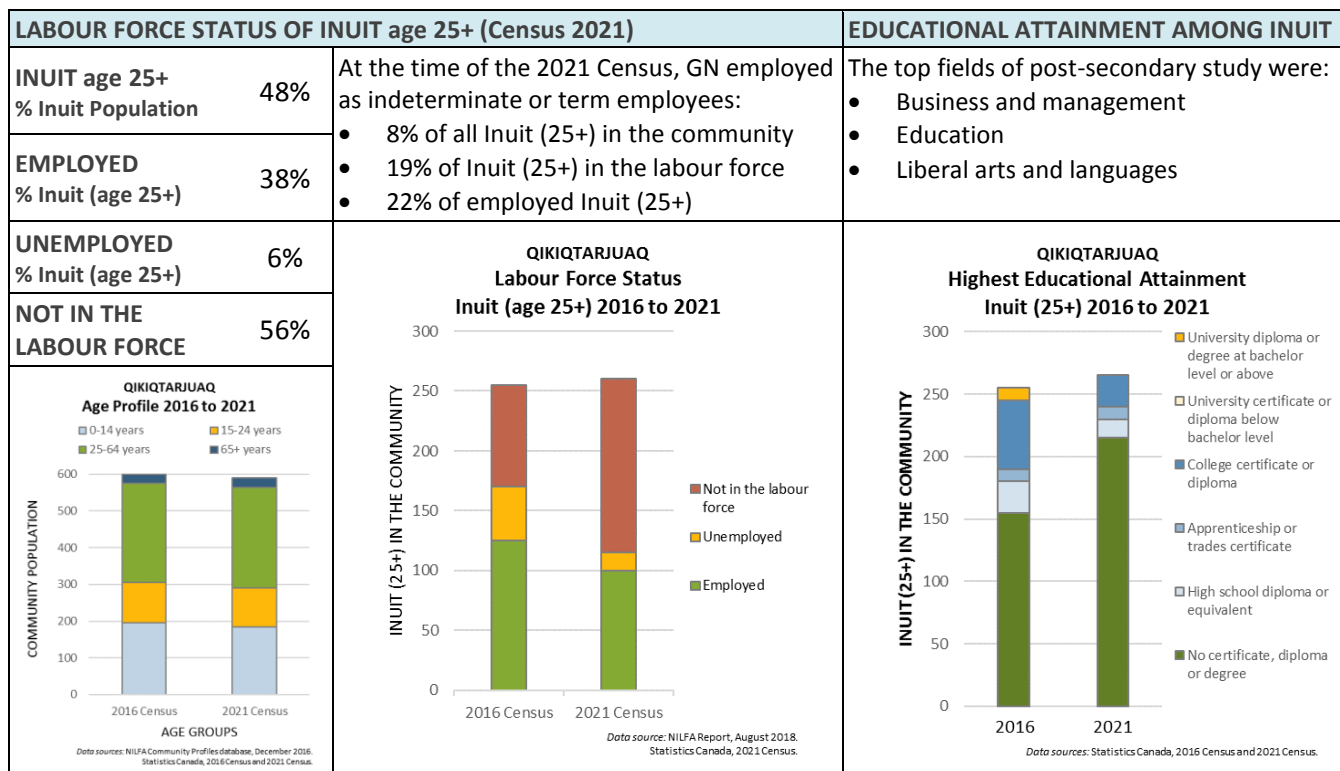


Qikiqtarjuaq

GN Employment in the Community

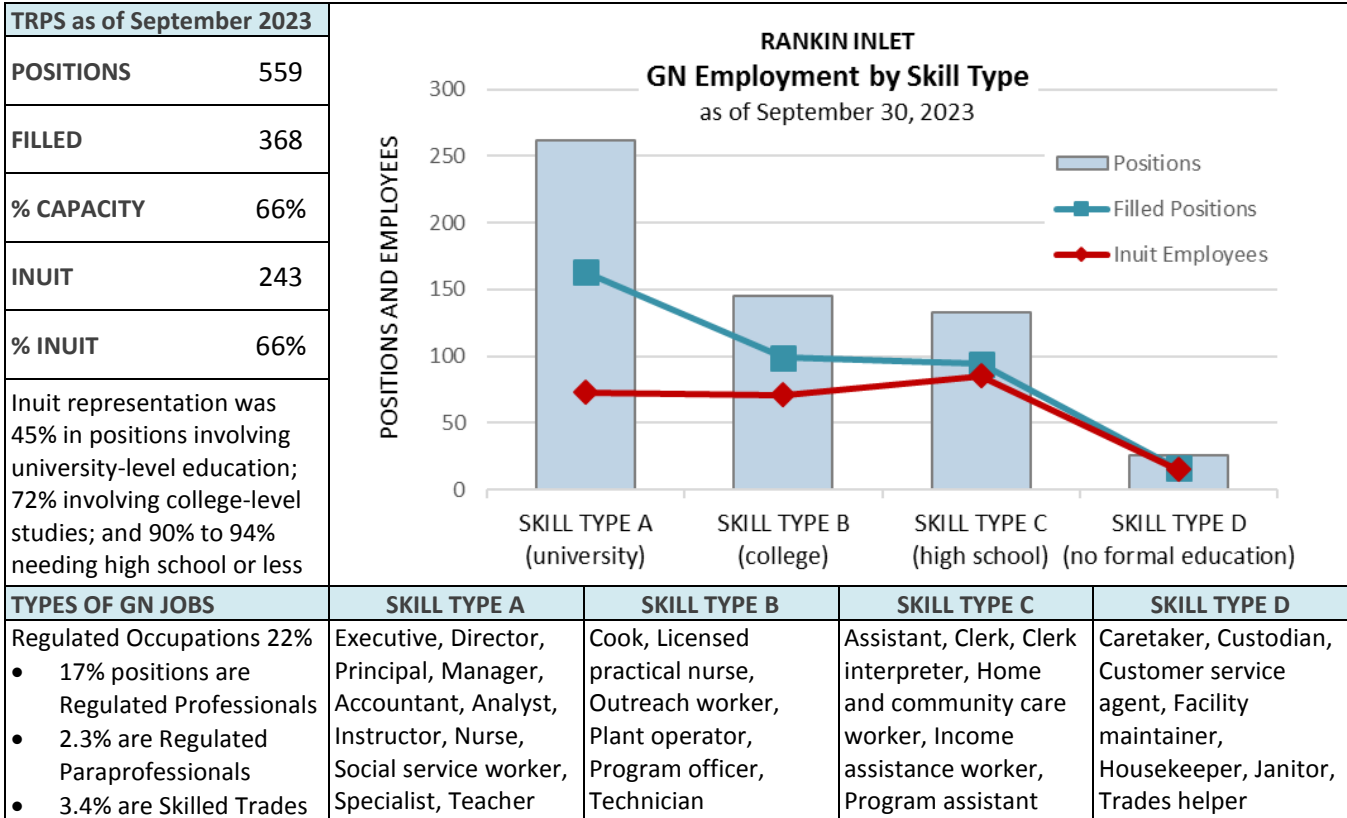


Inuit Labour Force in the Community

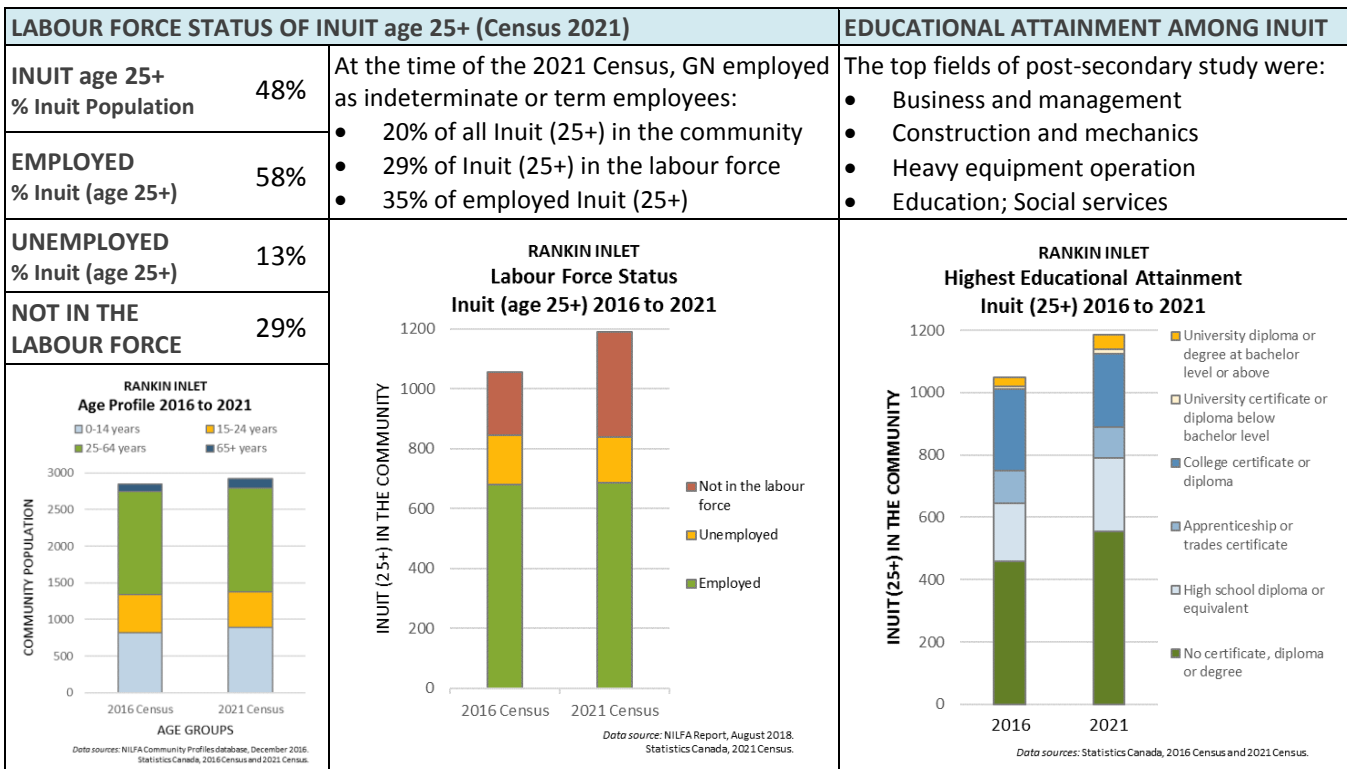


Rankin Inlet

GN Employment in the Community

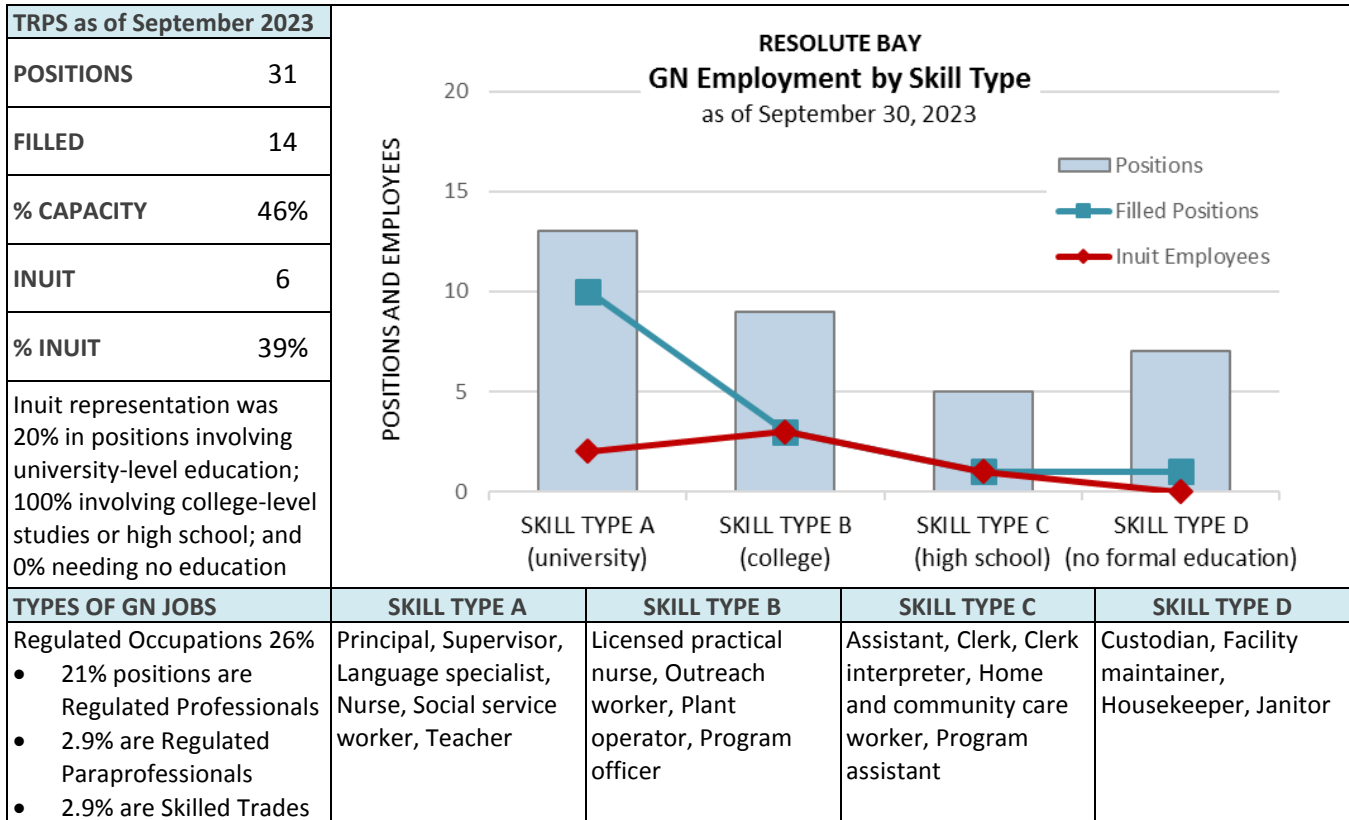


Inuit Labour Force in the Community

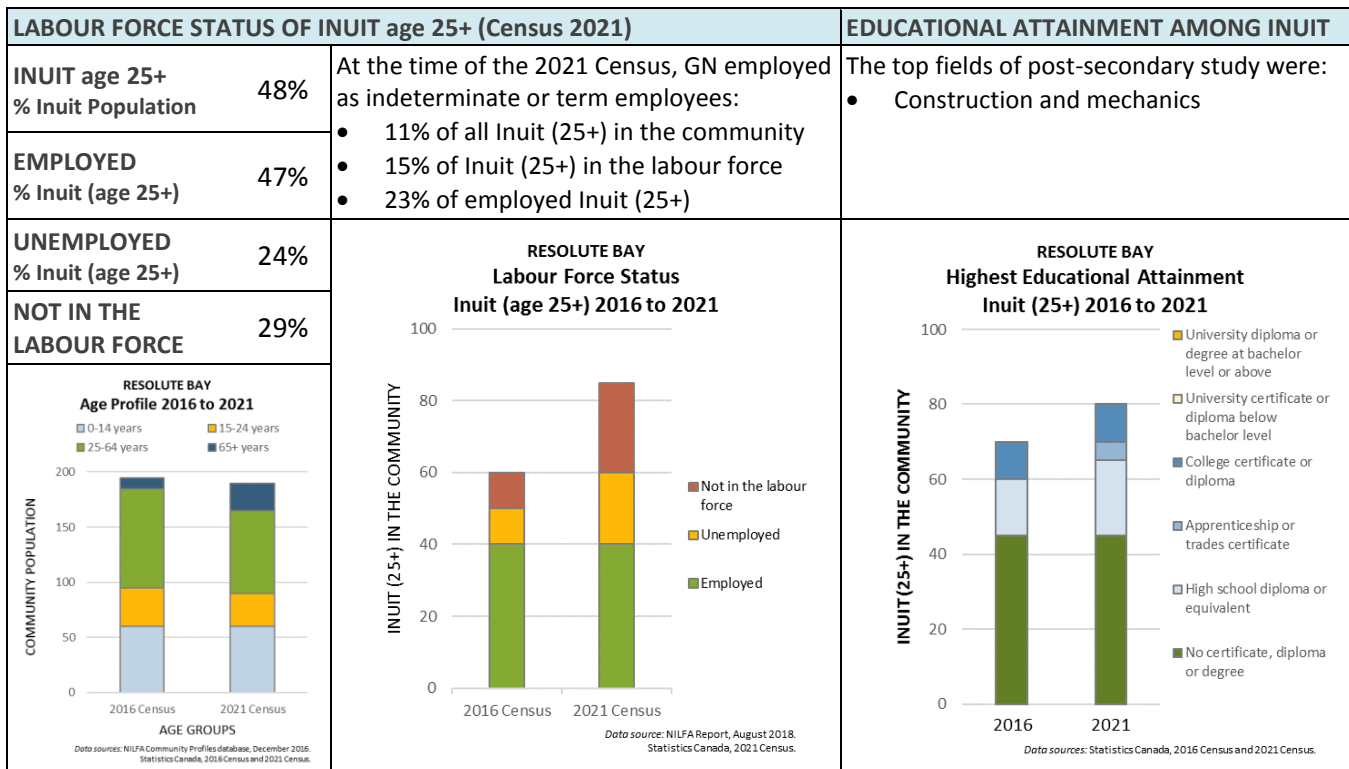


Resolute Bay

GN Employment in the Community

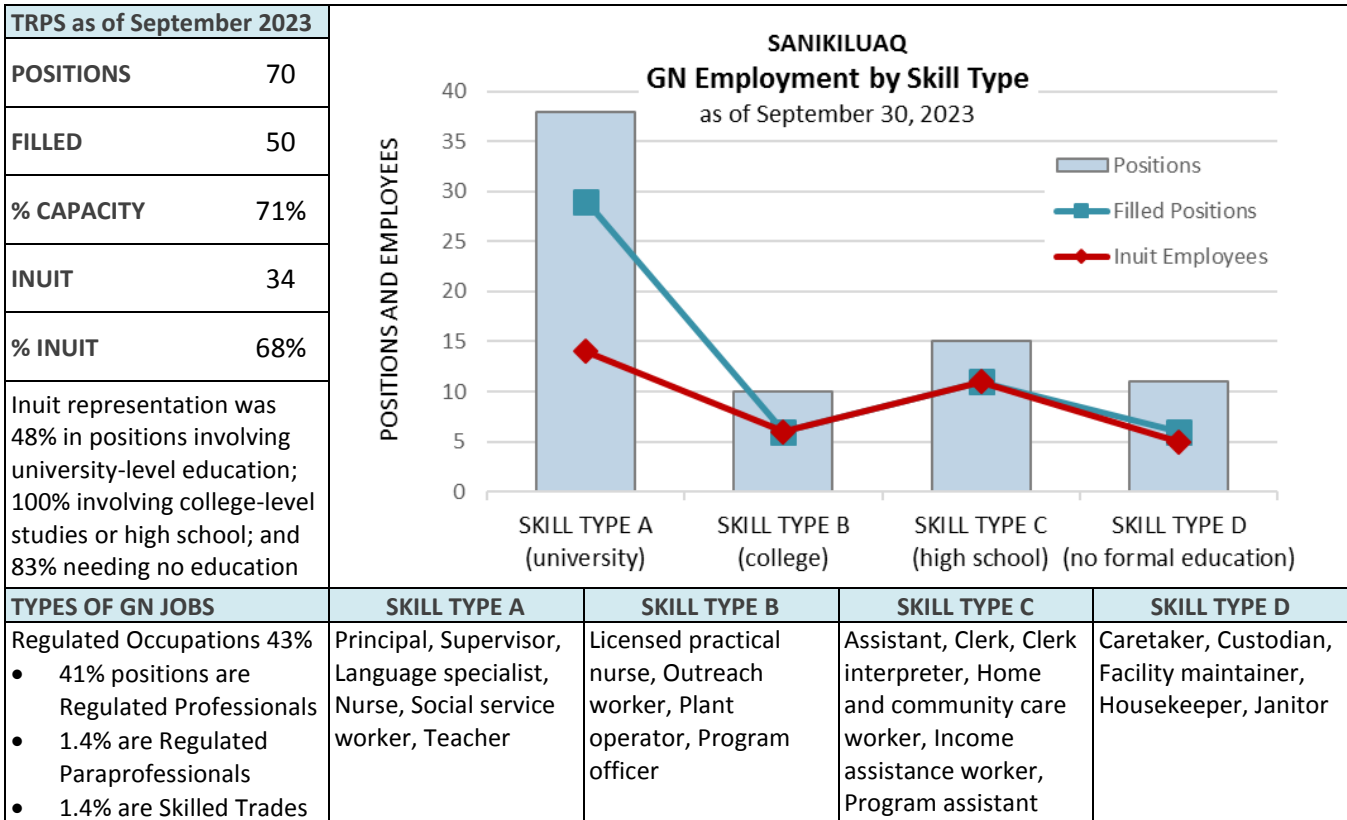


Inuit Labour Force in the Community

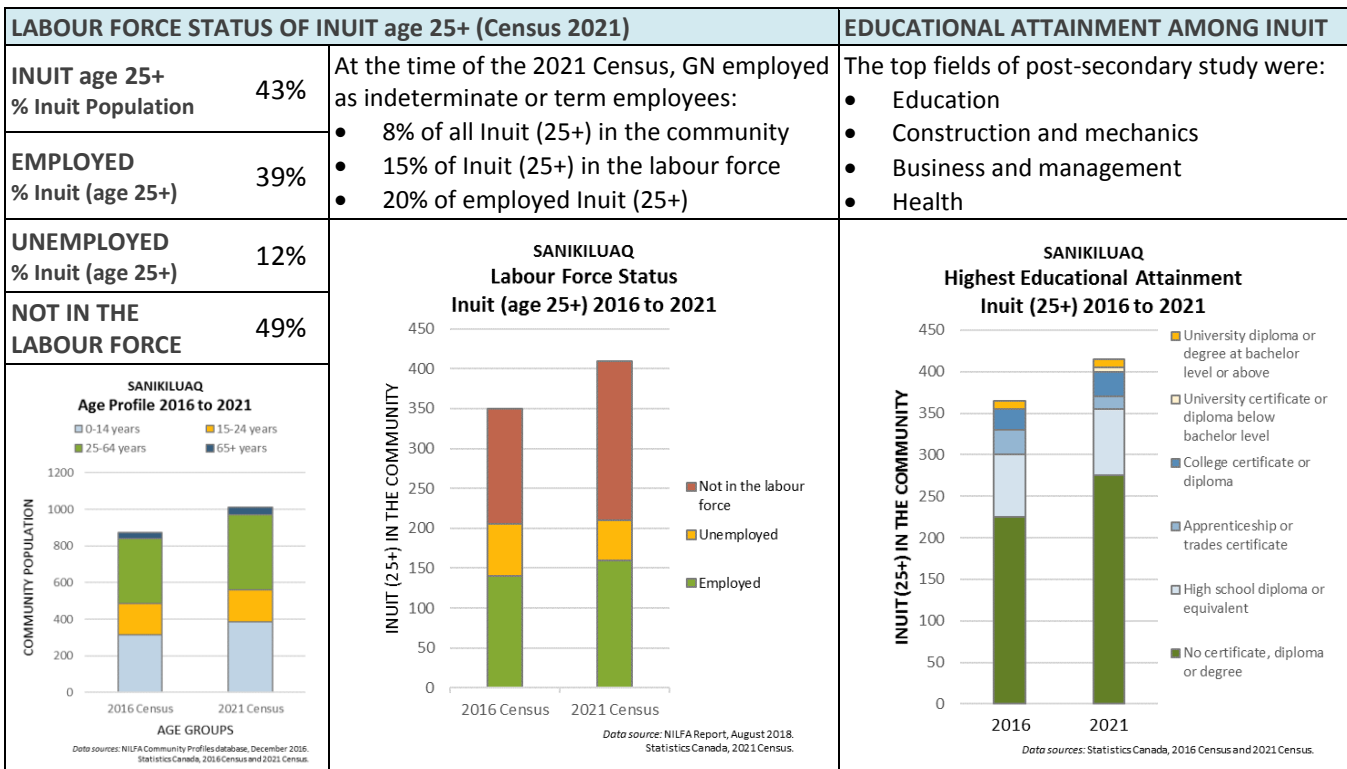


Sanikiluaq

GN Employment in the Community

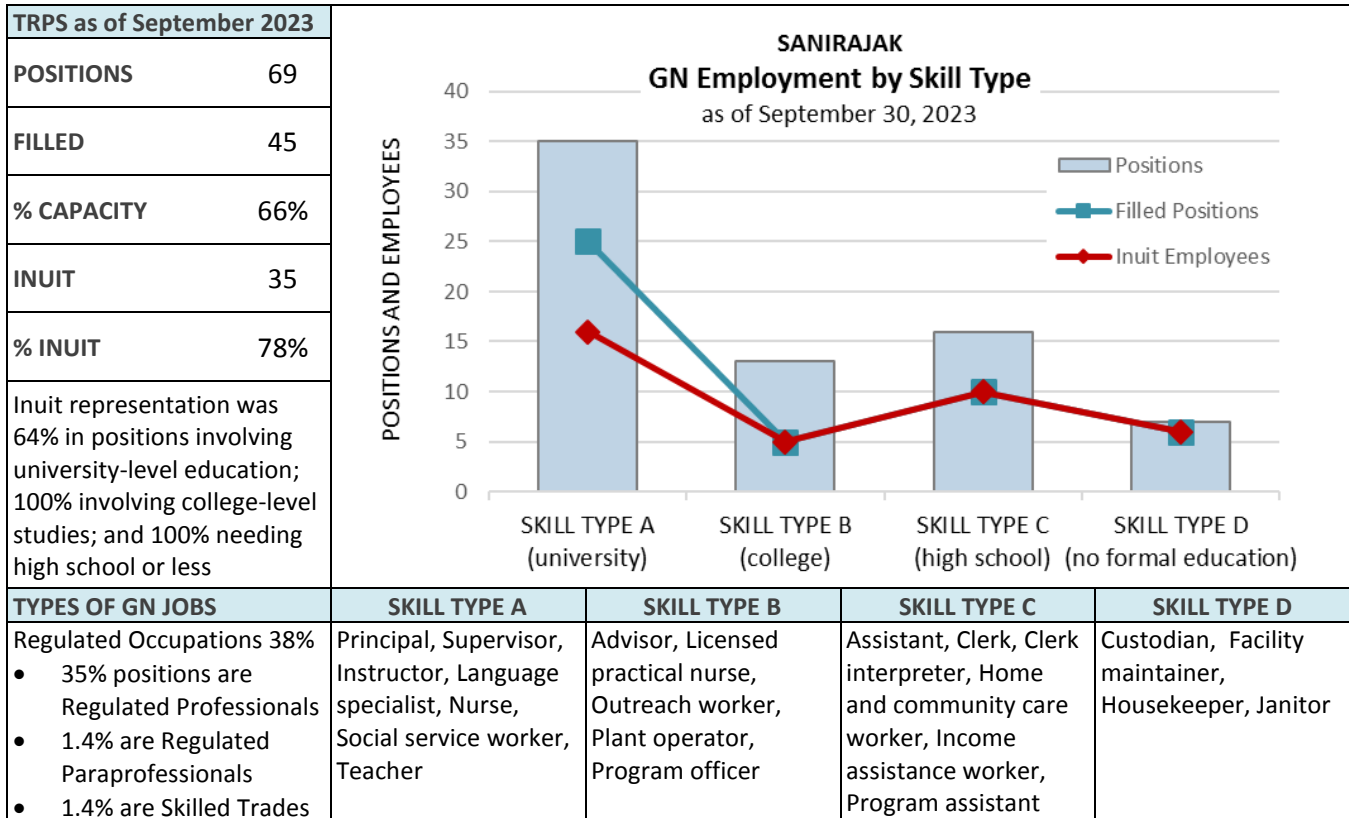


Inuit Labour Force in the Community

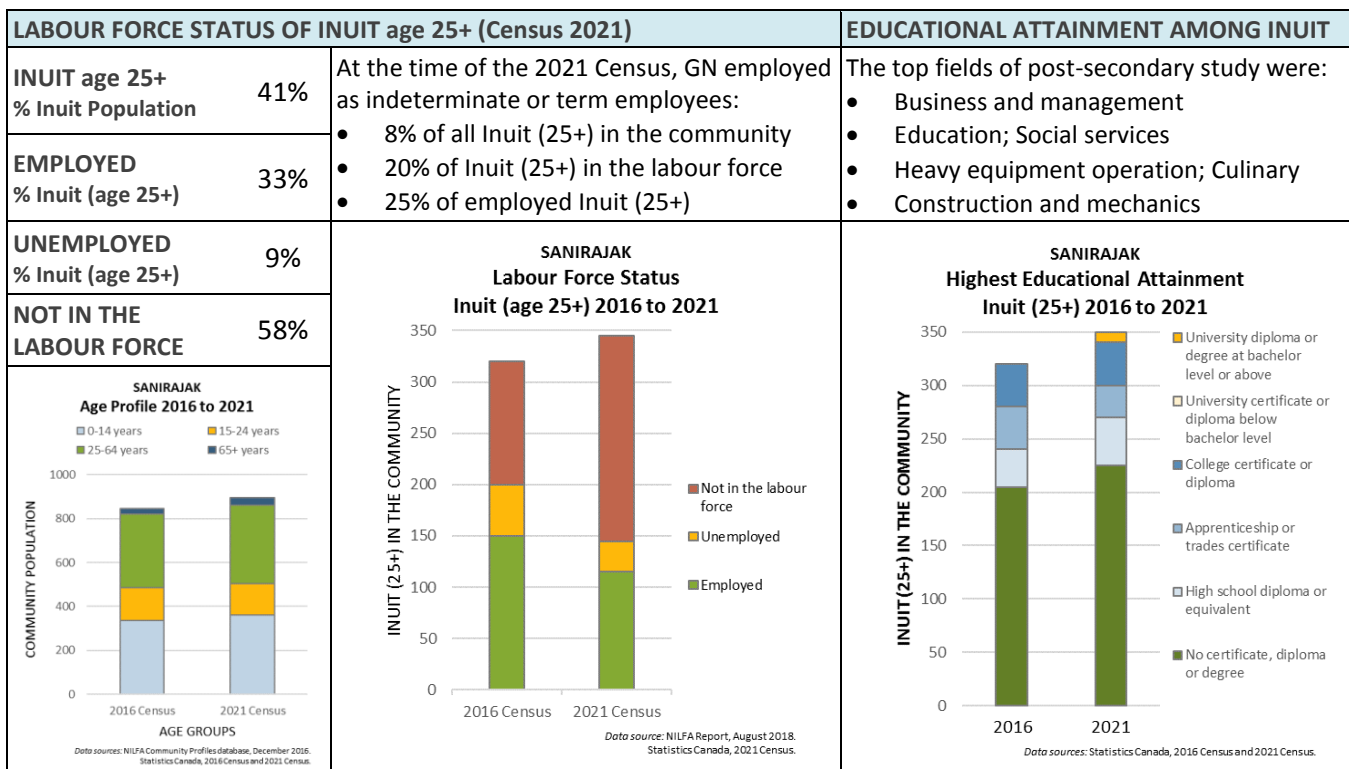


Sanirajak

GN Employment in the Community

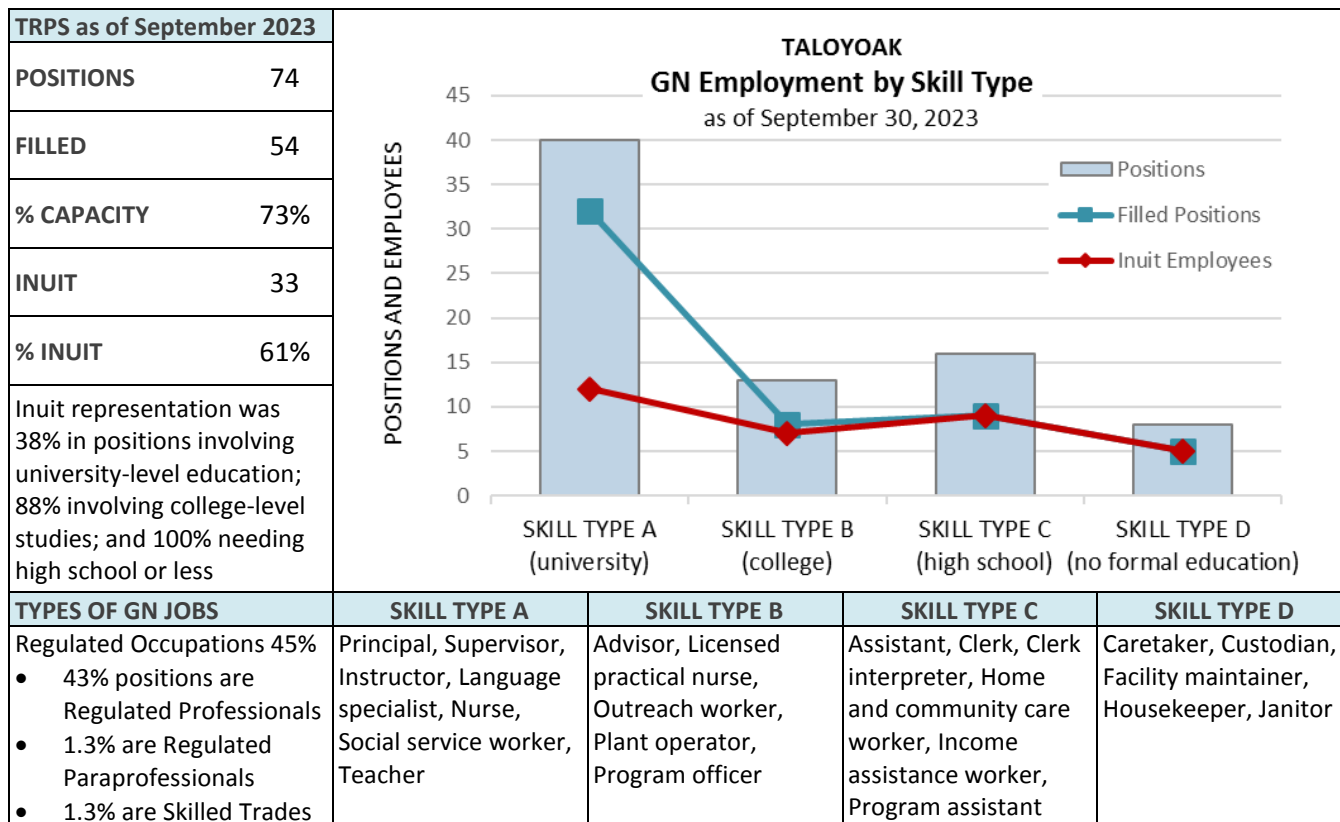


Inuit Labour Force in the Community

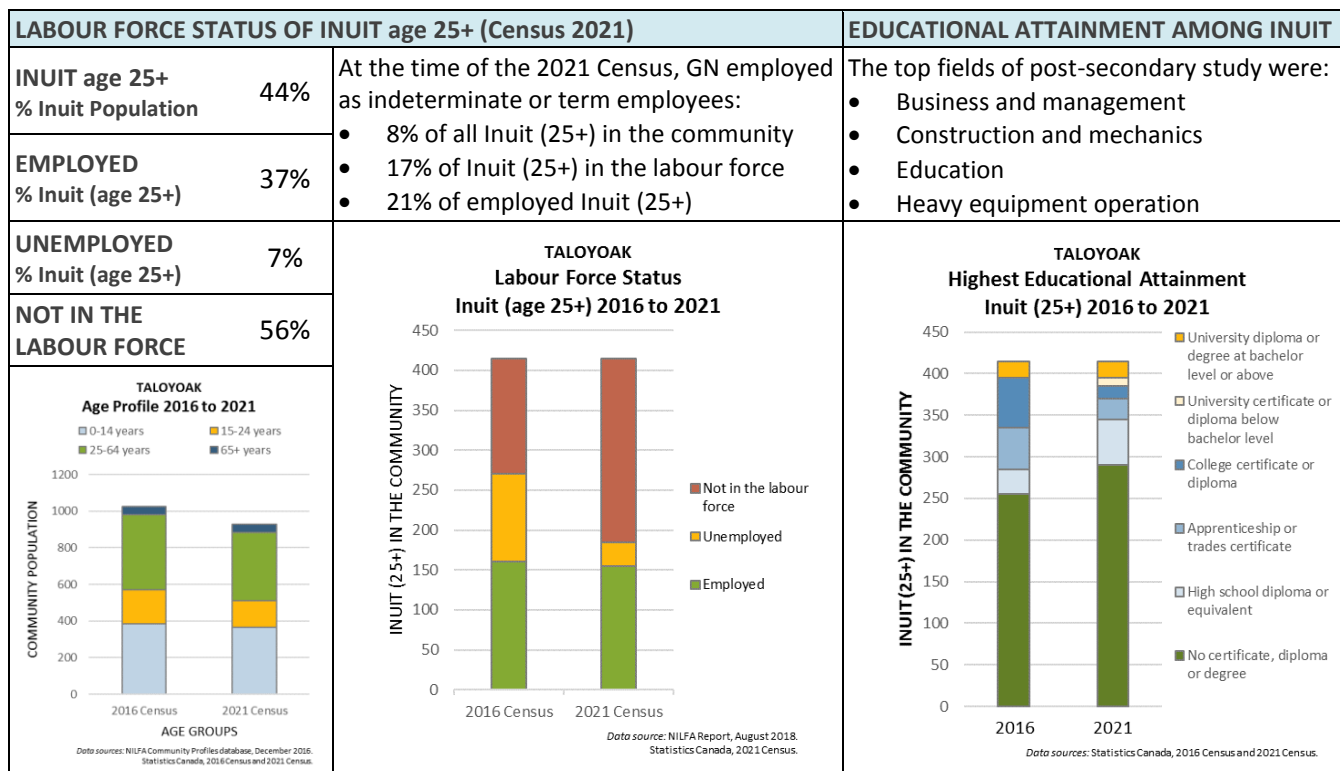


Taloyoak

GN Employment in the Community

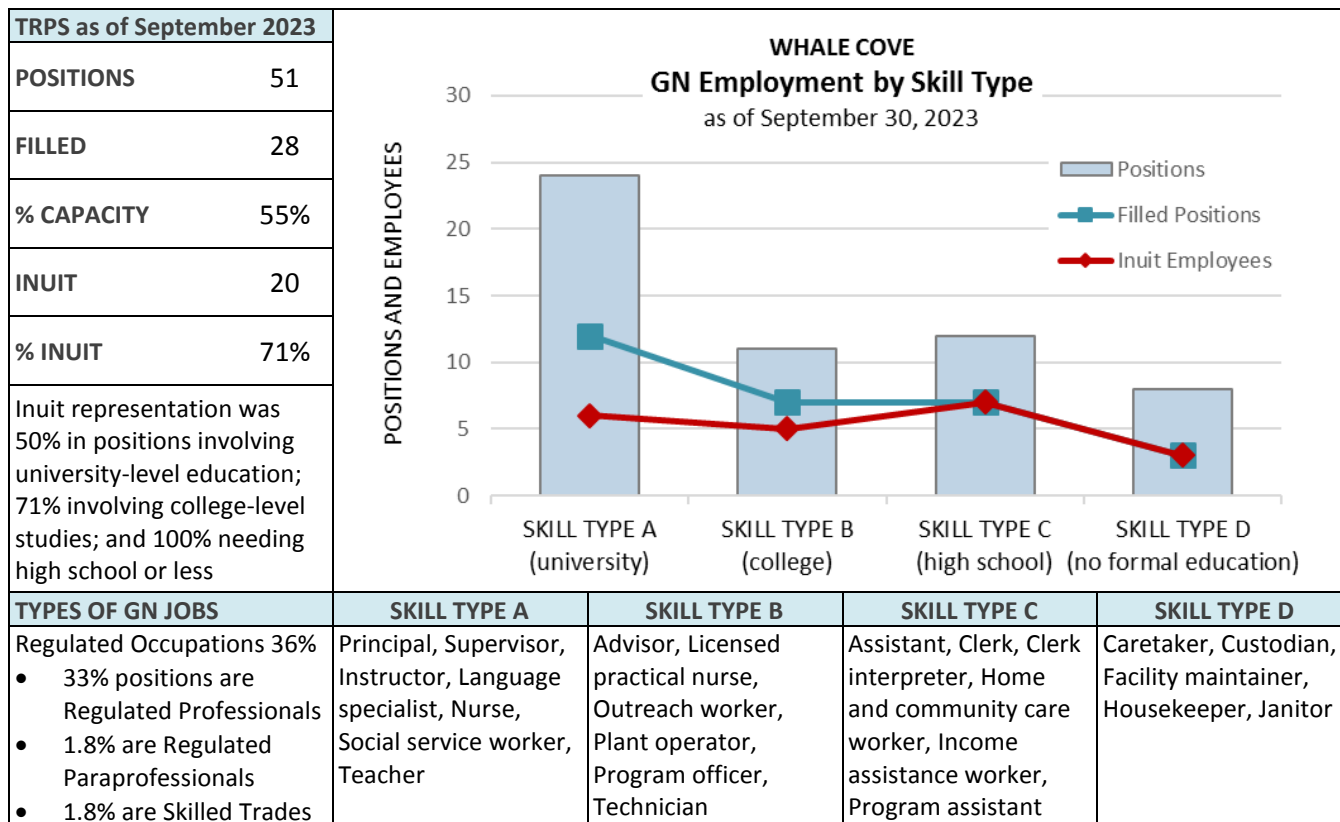


Inuit Labour Force in the Community

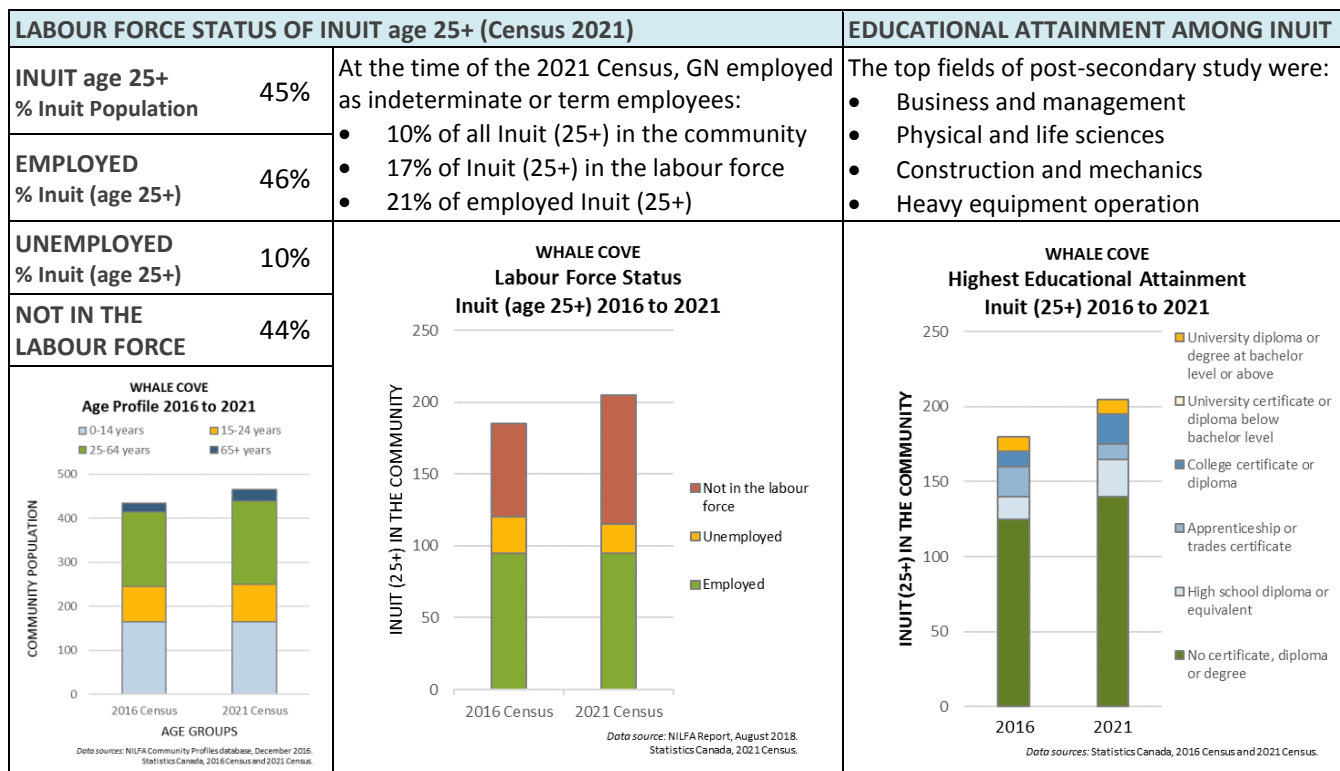


Whale Cove

GN Employment in the Community



Inuit Labour Force in the Community



Appendix III: Methodology

About Moving Waters Consulting

Services

Moving Waters Consulting provides strategic advice, facilitation, research, analysis, and professional writing in areas that include:

- Strategy development and articulation
- Strategic human resource planning
- Organizational design
- Leadership assessment and development
- Design of adult learning programs in the workplace
- Program evaluation

Moving Waters Consulting Ltd. was established in 2012 by Stephanie Merrin, a former Principal of consulting firm Oliver, Wyman Ltd. The company is incorporated in Ontario and registered in Nunavut as an extra-territorial corporation.

Experience in Nunavut

Owner/Director Stephanie Merrin has provided strategic advice, consulting and writing services to the Government of Nunavut through a variety of projects since 2010 including:

- Preparing a detailed analysis of the occupational and educational requirements of occupations related to devolution in 2021-22;
- Drafting the GN-wide Master Inuit Employment Plan to 2023 in 2018-19;
- Preparing detailed analyses of the GN workforce and Nunavut's Inuit labour force at territorial and community levels to support Inuit employment planning in 2017-18;
- Developing the GN Human Resources Strategy 2014-2018 and 2019-2023; and
- Leading the GN's 2011 Decentralization Review (as Oliver, Wyman project manager) and 2015 Operational Audit (as Consulting Matrix project manager).

Approach to the Decentralization Review

The Decentralization Review has been conducted by Moving Waters Consulting for the GN's Department of Executive and Intergovernmental Affairs. The aim of the review is to strengthen the decentralization model, enhance supports for decentralized offices, and identify any options for expanding GN employment opportunities in communities outside Iqaluit. The review includes:

- An historical review of decentralization information since 2012;
- An analysis of the territorial public service's positions and workforce;
- An analysis of information about Nunavut's labour force;
- An analysis of the role that new GN hiring policies may play in increasing the number of positions outside Iqaluit;
- Recommendations for strengthening the decentralization model; and
- Recommendations for expanding GN employment opportunities in communities outside Iqaluit.

The review is not expected to result in options or recommendations regarding specific GN organizational structures, functions, occupations, or positions.

The Decentralization Review is designed to make use of available data and written information provided by the GN and from the consultant's research and analysis. Accordingly, this review does not include consultation with departments and other public bodies on the current state and functioning of decentralized offices.

Labour Market Analysis

The Decentralization Review includes an analysis of the territorial public service's positions and workforce and an analysis of information about Nunavut's labour force. Similar analyses were completed in 2018-19 and 2019-20 in support of Inuit employment planning. These analyses have been updated and expanded in the Decentralization Review.

Analysis of the GN's Positions and Workforce

Labour Market Demand in Nunavut's Public Service

Labour market demand is the need that employers have for workers to produce goods or deliver services. It can be assessed by looking at factors such as:

- The industries and sectors that are located in a geographic area;
- The size of the workforces in each industry or sector;
- The types of occupations that are growing or projected to grow in demand;
- The characteristics of the employers that may be competing for talent in a labour market;
- The types and numbers of jobs that a particular employer offers;
- The occupational and educational requirements of the jobs that a particular employer offers;
- Turnover rates;
- The potential for retirement within a particular employer's workforce; and
- The types of jobs and/or locations that typically have high turnover or are difficult to fill.

Sources of Information for the Workforce Analysis

The GN reports on six employment categories: Executive, Senior Management, Middle Management, Professional, Paraprofessional, and Administrative Support. Workforce statistics are summarized by these broad employment categories in the GN's *Towards a Representative Public Service* (TRPS) reports, which are published quarterly.

The Government of Canada (GC) maintains a National Occupational Classification (NOC) system to describe occupations or types of jobs in the Canadian labour market. Groups of occupations are based on the type of work and the type of education or training ("skill type") that is typically associated with the work. The GN assigns a four-digit NOC code to each job as part of the job evaluation process.

The NOC codes are reported along with other information about positions and people in the GN's confidential internal Master Establishment Reports, which provide a snapshot of the public service workforce at the end of each month. Our workforce analysis is based on these reports, with adjustments to reflect employee status as per TRPS guidelines.

The workforce analysis addresses trends over the 10-year period from 2013 to 2023 as well as the current status of the GN's positions and workforce. It makes use of data from multiple time periods:

- Historical TRPS reports as of March 2013, March 2018 and March 2023;
- The most recent TRPS report as of September 2023;
- The historical workforce analysis as of March 2013 and March 2018; and
- An updated workforce analysis as of September 2023.

Additional sources of information include:

- The GN's *Public Service Annual Reports*, which are published annually; and
- The *Nunavut Inuit Labour Force Analysis* (NILFA) reports prepared between 2018 and 2023 by Employment and Social Development Canada (ESDC), based on the 2016 Census, 2017 Aboriginal Peoples Survey (now the Indigenous Peoples Survey) and custom surveys.

Analysis of Nunavut's Labour Market

The Supply of Inuit in Nunavut to Meet the GN's Needs

Labour market supply is the potential pool of qualified and available workers that an employer can access when there are jobs to be filled. The supply can be assessed by looking at factors such as:

- Population and population projections in a geography;
- Population age profiles;
- Graduation rates for high school and post-secondary education;
- The characteristics of the working age population, including education attainment, fields of study or training, and languages spoken;
- The numbers in the working population that are employed or self-employed;
- The numbers in the working population that are unemployed and looking for work;
- The numbers in the working population that are not participating in the labour force and looking for work;
- Mobility or willingness and availability of workers to move to where the jobs are located; and
- Demonstrated interest in the types of work available.

The Decentralization Review focuses on the supply of Inuit in Nunavut to meet the GN's needs, as Inuit comprise more than 85% of the population in communities outside Iqaluit.

Sources of Information for the Inuit Labour Force Analysis

Statistics Canada conducts a national Census of Population every five years and a survey of Indigenous peoples in each of the following years. ESDC makes use of this census and survey data in analyzing and reporting on the characteristics of the Inuit labour market in Nunavut in NILFA reports.

The NILFA reports prepared between 2016 and 2020 relied on data from the 2016 Census, the 2017 Aboriginal Peoples Survey (now the Indigenous Peoples Survey), and custom surveys and stakeholder engagement activities. The reports addressed the availability, preparedness and interest of Inuit workers to meet the needs of government employers in Nunavut.

Relevant data from the 2021 Census became available in late 2022. The Inuit labour force analysis makes use of the NILFA reports and data from the 2021 Census to assess the supply of Inuit workers to meet the specific needs of the GN for skilled and qualified employees throughout the territory.

Caution in Use of the 2021 Census Data

The 2021 Census was undertaken in May 2021, at a time when measures to prevent the spread of the SARS-CoV-2 virus were still in place in many provinces and territories. In Nunavut, a Public Health Emergency was in effect and public health measures limited in-person operations in government offices, schools, child care facilities, non-profit organizations, and private businesses. Travel in and out of Nunavut was restricted, and Nunavummiut were not permitted to work on site at mines.

Statistics Canada recognized that the ongoing SARS-CoV-2 pandemic was likely to have an impact on the answers to some of the questions in the long-form Census survey, including those on labour force status and education, as an elevated number of Canadians were working reduced hours or on temporary layoff and some post-secondary students may have paused or deferred their studies. Guidelines were provided to assist survey respondents in replying accurately to specific questions.

Statistics Canada reports ongoing efforts to improve engagement levels among Indigenous peoples and to ensure that data products meet the information needs of Indigenous peoples. In past censuses, a Statistics Canada employee would administer the questionnaire in person in the homes of respondents in remote, northern and reserve communities. The collection strategy for the 2021 Census was adapted to be a contactless process and independent responses were permitted in Indigenous and northern communities for the first time in 2021.

Under the federal *Statistics Act*, all residents of Canada are legally required to complete a short- or long-form census questionnaire, as per the invitation issued by Statistics Canada. The non-response rate in Canada was 4.3% for the 2021 Census long-form questionnaire. This means that out of every 100 Canadians invited to complete the long-form questionnaire, more than four did not respond.

The non-response rate was much higher in all three territories, and highest in Nunavut at 21.9% – three times higher than the non-response rate of 7.3% in the 2016 Census. This means that out of every 100 Nunavut residents invited to complete the long-form questionnaire, 22 did not respond.

A low response rate on all or part of a census questionnaire may result in poor data quality. Published census data undergoes automated and manual processes to ensure that Statistics Canada's quality and confidentiality standards are met. Statistics Canada notes any limitations to the published data and has labelled 2021 Census data for Pangnirtung and Pond Inlet as "use with caution."

Reporting on Community-Level Findings

The Decentralization Review has yielded community-level information about the public service and Inuit labour market that is not readily available elsewhere. The main body of the report provides commentary on trends in and outside Iqaluit, with some reference to community-level trends. Appendix I includes detailed data on the GN's positions and workforce for each community. One-page Inuit Labour Force Profiles are provided for each community in Appendix II.

Appendix IV: Glossary, Sources and References

Glossary of Acronyms and Terms

This report includes technical terminology and acronyms that are defined where first used. The glossary summarizes these terms in alphabetical order for reference.

Acronyms and Short Forms

Government of Nunavut Public Bodies		Other Acronyms and Short Forms	
CGS	Community and Government Services	ESDC	Employment and Social Development Canada
CH	Culture and Heritage	GC	Government of Canada
EDT	Economic Development and Transportation	ITK	Inuit Tapiriit Kanatami
EIA	Executive and Intergovernmental Affairs	NAICS	North American Industry Classification
ENV	Environment	NGES	Nunavut Government Employee Survey
FIN	Finance	NIC	Nunavut Implementation Commission
FS	Family Services	NILFA	Nunavut Inuit Labour Force Analysis
HEA	Health	NOC	National Occupational Classification
HR	Human Resources	NTI	Nunavut Tunngavik Incorporated
JUS	Justice	NWHP	Nunavut-wide Hiring Policy (NWHP)
OLA	Office of the Legislative Assembly	TRPS	Towards a Representative Public Service
NAC	Nunavut Arctic College		
NBCC	Nunavut Business Credit Corporation	15+	Age 15 or over
NHC	Nunavut Housing Corporation	25+	Age 25 or over
QEC	Qulliq Energy Corporation		

Terms

Capacity: The GN uses the term capacity to refer to the proportion or per cent (%) of positions that are filled by indeterminate or term employees. It does not include public officials, political staff, Sivuliqtiksat interns, casual employees, relief workers, and substitute teachers.

Decentralization: The term decentralization is usually applied to the transfer of certain decision-making responsibilities from a central government to local governments or offices. Decentralization policies tend to be politically motivated and concerned with power and decision-making authority.

Deconcentration: The term deconcentration applies to the distribution of government jobs outside the capital. Deconcentration policies tend to be concerned with improving local service delivery, creating local employment opportunities and stimulating local economic growth.

Employment Categories: The GN makes use of six broad groups or employment categories in reporting statistics on the public service’s positions and workforce: Executive, Senior Management, Middle Management, Professional, Paraprofessional, and Administrative Support. These employment categories are unique to the GN.

Full-time equivalent (FTE): An FTE is a unit for measuring the number of employees based on the number of hours considered full-time. It takes into account the number of hours budgeted for each position. Person-years (PYs) may also be used. For example, one employee working full time and one employee working half time total 1.5 FTEs or 1.5 PYs.

Headcount: A unit for measuring the number of employees without taking into account the number of hours budgeted for each position. For example, one employee working full time and one employee working half time total 2 employees by headcount, but 1.5 FTEs or full-time equivalents.

Inuit employment: Inuit employment refers to the number of Nunavut Inuit that are indeterminate or term employees of the GN, not including public officials, political staff, Sivuliqtiksats interns, and other workers not included in the GN's definition of capacity, or filled positions.

Inuit representation or representation rate: Inuit representation refers to the proportion of employees who are Inuit i.e., the per cent (%) of filled positions that are filled by Nunavut Inuit.

Job: The GN describes a job as either a unique position or a number of positions that are similar and can be described by a single job description.

Labour force participation: Statistics Canada defines participants in the labour force as working age (age 15 years or over) and employed full-time or part-time (including self-employed) or unemployed and actively looking for work.

Labour market: The terms labour market refers to the interaction between the supply (number and skills of persons available for work) and the demand (number and types of jobs available).

Labour market demand: Demand is the need that employers have for skilled workers to produce goods or deliver services.

Labour market supply: Supply is the potential pool of qualified and available workers that an employer can access when there are jobs to be filled.

Mobility: Geographic mobility refers to a population's movement from one location to other locations over time.

National Occupational Classification (NOC) system: The National Occupational Classification (NOC) is Canada's national system for describing occupations. It uses a numerical code to describe the main duties and typical educational requirements of all occupations in which Canadians are employed.

<https://noc.esdc.gc.ca/Structure/Hierarchy>

North American Industry Classification System (NAICS): Statistics Canada uses the North American Industry Classification System (NAICS) to describe the industries in which Canadians are employed. The government sector includes three types of industries: public administration (federal, provincial/territorial and municipal); educational services; and health and social assistance.

Nunavut Inuit Labour Force Analysis (NILFA): Under the *Nunavut Agreement*, the Government of Canada is obligated to analyze Nunavut's Inuit labour force to support Inuit employment planning. The Nunavut Inuit Labour Force Analysis (NILFA) reports prepared between 2016 and 2020 have provided the GN with a detailed view of the availability, preparedness and interest of Inuit for government employment.

Occupation: An occupation is a group of jobs with common characteristics. For example, “registered nurse” is an occupation and Community Health Nurse is a GN job.

Occupational categories and groups: Canada’s National Occupational Classification (NOC) system identifies 10 broad occupational categories based on the type of work. These are sub-divided into occupational groups. The GN assigns a NOC code to every job in the public service.

Position: The GN describes a position as one specific job that can be filled by an employee working full- or part-time.

Public body: Nunavut’s Public Service Act (PSA) sets out statutory requirements for managing the territory’s public service. The term public body applies to the entities identified in Schedule A of the PSA, including all GN departments, Office of the Legislative Assembly, Nunavut Arctic College, Nunavut Business Credit Corporation, Nunavut Housing Corporation, and Qulliq Energy Corporation.

Regulated occupation: A regulated occupation is controlled by provincial or territorial (and sometimes federal) law, and governed by a regulatory body that certifies, licenses or registers qualified individuals to work in the occupation based on graduation from a specific post-secondary program and completion of eligibility requirements (e.g., supervised work experience) set by the regulatory body.

Regulated paraprofessional: Regulated paraprofessionals typically require a college diploma in a specific field of study (e.g., laboratory technologist, licensed practical nurse, ultrasonographer).

Regulated profession: A university degree in a specific field of study and supervised work experience are typically among the requirements for a regulated profession (e.g., accountant, engineer, geologist, lawyer, nurse, teacher).

Regulated trade: Skilled trades typically require trades training and apprenticeship or supervised work experience (e.g., electrician, plumber, powerline technician, power plant superintendent).

Retirement potential: In the GN, eligibility for retirement begins at age 60 or 65 (depending on whether or not an employee joined the pension plan before or after January 1, 2013) or when an indeterminate GN employee is age 55 or over and has at least 30 years of service. The term retirement potential is used here because employees may choose whether or not to retire.

Skill type: Canada’s National Occupational Classification (NOC) system classifies occupations by skill type, which is the amount and type of education, training or employment preparation that is typically needed to enter and perform the duties of the occupation. The skill type is indicated in the NOC code that the GN assigns to every public service job.

TRPS reports: The GN’s *Towards a Representative Public Service* (TRPS) reports provide a quarterly view of public service employment.

Turnover: The GN defines annual staff turnover as the number of indeterminate or term employees leaving or terminating their GN employment each fiscal year.

Working age population: Statistics Canada defines the working age population as individuals age 15 years or over (15+). The adult working age population is age 25 years or over (25+).

Sources of Information

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