



2022 - 2025

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1. INTRODUCTION

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

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

2. MANDATE AND VISION

MANDATE

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

VISION

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

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

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

² The ILPA applies to municipalities regardless of demand.

3. PRINCIPLES AND CONCEPTS OF INUIT QAUJIMAJATUQANGIT

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

1. *Inuuqatigiitsiarniq*: respecting others, relationships and caring for people
2. *Tunnganarniq*: fostering good spirit by being open, welcoming and inclusive
3. *Pijitsirniq*: serving and providing for family or community, or both
4. *Aajiiqatigiinni*: decision-making through discussion and consensus
5. *Piliriqatigiinni* or *Ikajuqatigiinni*: working together for a common cause
6. *Qanuqtuurniq*: being innovative and resourceful

4. RESPONSIBILITIES OF THE LANGUAGES COMMISSIONER

The Languages Commissioner has four main responsibilities:

Ombudsman

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

Advocate

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

Advisor

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

Monitor

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

The Languages Commissioner's duties are the following:

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

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

The Commissioner also has wider functions, including:

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

5. CAPACITY

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

The positions are the following:

- Director of Strategic Planning and Policy (indeterminate)
- Public Affairs Officer (indeterminate)
- Investigation and Research Officer – Inuktitut (indeterminate)
- Investigation and Research Officer – French (indeterminate)
- ILPA Liaison Officer (indeterminate)
- Executive Assistant (term, until September 2022)

³ As the Languages Commissioner is appointed by the Commissioner of Nunavut on the recommendation of the Legislative Assembly, we do not take this position into account.

As of March 31, 2021, four positions were staffed:

- Director of Strategic Planning and Policy
- Investigation and Research Officer – Inuktitut
- Investigation and Research Officer – French⁴
- ILPA Liaison Officer

and two positions were out to competition:

- Public Affairs Officer⁵
- Executive Assistant⁶

As of March 31, 2021, out of a total of six positions, two (33%) are filled by Inuktitut-speaking people.

During the 2021-2022 fiscal year, the public affairs officer position will become a manager of communications position. The job description will be adjusted accordingly.

By March 31, 2024, if the budget allows us to do so, and if it is approved by the MSB, the Office intends to increase Inuit representation from 50% to 67% by adding one more position in the paraprofessional category: an assistant executive director position. Moreover, the Office will create a new position: a senior systemic investigator researcher position.

Inuit Employment Plan (IEP)

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

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

⁴ As the Investigation and Research Officer – French was on an education leave from January 1 to June 30, 2021, a casual employee was hired.

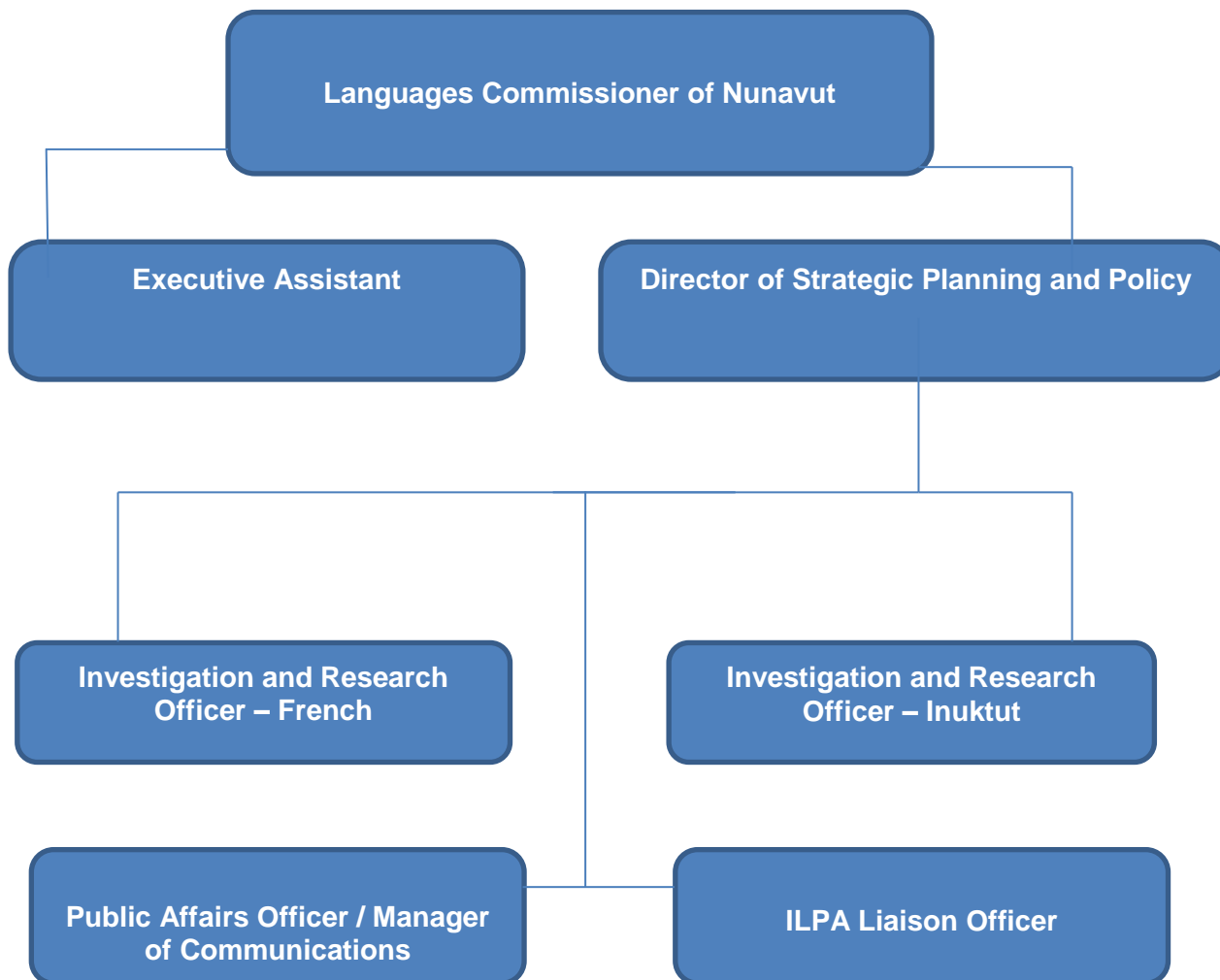
⁵ A casual employee was hired from November 2, 2020 to June 18, 2021.

⁶ A casual employee was hired from March 2, 2020 to January 15, 2021.

6. ORGANIZATION CHART



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



7. LEGISLATION

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

The *Official Languages Act* (OLA)

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

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

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

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

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

The *Inuit Language Protection Act* (ILPA)

The *Inuit Language Protection Act* was approved in September 2008. The ILPA responds more specifically to the challenges confronting the Inuit language and its speakers by protecting and promoting its use, quality and prevalence throughout Nunavut. The ILPA guarantees the right to education in the Inuit language, protects territorial public servants who prefer to work in the Inuit language, and defines specific obligations for government, municipalities, and private sector and federal organizations for providing their communications and services generally available to the public in the Inuit language.

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

8. CORE ACTIVITIES AND BUDGET

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

8.1. LEGISLATION

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

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

8.2. COMMUNICATIONS

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

8.3. POLICY, PLANNING AND INVESTIGATIONS

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

Official Languages Act (OLA)

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

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

- The status of an official language have not been recognized.
- A provision of the OLA, or any other act or regulation relating to the status, use or protection of an official language has not been complied with.
- The spirit and intent of the OLA or ILPA have not been fulfilled.

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

Inuit Language protection Act (ILPA)

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

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

Monitoring

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

Systemic Investigation

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

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

Ombudsman and Investigative Training

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

8.4. BUDGET

The Languages Commissioner has a budget of \$1,410,000 for 2022-2023:

Budget (\$000)	2021-2022	2022-2023	2023-2024	2024-2025
Directorate and operations	628	628	628	628
Communications	159	159	159	159
Policy, planning and investigations	623	623	623	623
Total	1,410	1,410	1,410	1,410

9. STATUS OF 2021-2022 PRIORITIES

Legislation

- ✓ Conduct information sharing meetings on language legislation with deputy ministers and senior officials from all departments

Status: This activity has been postponed due to COVID-19 and will be carried out in 2022, after newly-elected MLAs will take office.

Communications

- ✓ Develop an advertising campaign on language rights

Status: On-going. The campaign on language rights will start in September 2020.

- ✓ Develop an advertising campaign on the Office of the Languages Commissioner's role

Status: Completed. We launched our new ads in February 2021, during Inuit Language Month, until the end of March 2021.

- ✓ Work with private sector organizations on the planning and implementation of their Inuit language plan

Status: On-going. The ILPA Liaison Officer is working with organizations that have provided us with an Inuit language plan, following up on activities. He is also preparing a work schedule to contact or visit Iqaluit businesses, and a travel plan for the 2021-2022 fiscal year, visiting communities outside of Iqaluit.

- ✓ Travel to four communities and organize information sessions on language rights

Status: Due to COVID-19, this activity has been postponed to the end of 2021 or beginning of 2022.

- ✓ Review the OLC's website

Status: Initiated. This activity will be carried out in 2022.

Policy, Planning and Investigations

- ✓ Follow up on the Department of Health's and the Qikiqtani General Hospital's compliance with the Languages Commissioner's recommendations

Status: On-going. An audit procedure has been developed and the planning is underway. This activity will be carried out in 2022.

- ✓ Provide feedback to territorial institutions on the OLC's survey results regarding the right to work in the Inuit language

Status: On-going. The Office will provide feedback to territorial institutions on its survey concerning the right to work in the Inuit language. This activity will be carried out in the fall of 2021.

- ✓ Provide staff training and professional development initiatives

Status: Completed. The next planned training, *Essentials for Ombuds*, is offered by York University and the Forum of Canadian Ombudsman.

- ✓ Develop a guide on investigation procedure

Status: On-going. The Office wants to update the current information on the investigation procedure and to develop a guide on this subject.

10. PRIORITIES FOR 2022-2023

Legislation

- ✓ Get ready for the review of the *Official Languages Act* and the *Inuit Language Protection Act*

Communications

- ✓ Develop an advertising campaign on language rights
- ✓ Develop an advertising campaign on the OLC's role

- ✓ Inform private sector organizations of their language obligations under the ILPA and providing assistance in the planning and implementation of the Inuit language plan and, if needed, the accommodation request
- ✓ Travel to four communities and organize information sessions on language rights

Policy, Planning and Investigations

- ✓ Monitor territorial institutions' implementation of OLC's recommendations regarding the right to work in the Inuit language
- ✓ Monitor territorial institutions' language services through e-mail verification
- ✓ Follow up on recommendations received from the Standing Committee on Public Accounts, Independent Officers and Other Entities
- ✓ Provide staff training and professional development initiatives

11. PRIORITIES FOR 2023-2024

Communications

- ✓ Develop an advertising campaign on language rights
- ✓ Develop an advertising campaign on the OLC's roles
- ✓ Inform private sector organizations and federal departments, agencies and institutions of their language obligations under the ILPA and providing assistance in the planning and implementation of the Inuit language plan and, if needed, the accommodation request
- ✓ Travel to four communities and organize information sessions on language rights

Policy, Planning and Investigations

- ✓ Monitor territorial institutions' language services through written communication review
- ✓ Monitor private sector' language services through a survey
- ✓ Follow up on recommendations received from the Standing Committee on Public Accounts, Independent Officers and Other Entities
- ✓ Provide staff training and professional development initiatives

12. PRIORITIES FOR 2024-2025

Communications

- ✓ Develop an advertising campaign on language rights
- ✓ Develop an advertising campaign on the OLC's roles
- ✓ Inform private sector organizations and federal departments, agencies and institutions of their language obligations under the ILPA and providing assistance in the planning and implementation of the Inuit language plan and, if needed, the accommodation request
- ✓ Travel to four communities and organize information sessions on language rights

Policy, Planning and Investigations

- ✓ Monitor territorial institutions' language services through written communication review
- ✓ Monitor private sector' language services through a survey
- ✓ Follow up on recommendations received from the Standing Committee on Public Accounts, Independent Officers and Other Entities
- ✓ Provide staff training and professional development initiatives

13. MAIN ESTIMATES FOR 2022-2025

BUSINESS SUMMARY	2021-2022		2022-2023		2023 – 2024		2024 – 2025	
	Main Estimates		Planned		Planned		Planned	
	\$0	PYs	\$0	PYs	\$0	PYs	\$0	PYs
DIRECTORATE AND OPERATIONS								
Salary	280	2	280	2	280	2	280	2
Grants and Contributions	—		—		—		—	
Other O&M	348		348		348		348	
Subtotal	628		628		628		628	
COMMUNICATIONS								
Salary	129	1	129	1	129	1	129	1
Grants and Contributions	—		—		—		—	
Other O&M	30		30		30		30	
Subtotal	159		159		159		159	
POLICY, PLANNING AND INVESTIGATIONS								
Salary	575	4	575	4	575	4	575	4
Grants and Contributions	—		—		—		—	
Other O&M	48		48		48		48	
Subtotal	623		623		623		623	
TOTAL	1 410	7	1 410	7	1 410	7	1 410	7

APPENDIX

OFFICE OF THE LANGUAGES COMMISSIONER

INUIT EMPLOYMENT PLAN

2020-2025



BRIEF HISTORY OF THE OFFICE

According to the OLA and ILPA, the Languages Commissioner has to take all actions and measures to ensure that official language rights, status and privileges are recognized, and the duties respecting the official languages are performed.

The OLC works in three main areas; the core activities are:

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

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EMPLOYMENT CATEGORIES IN THE OFFICE AS OF MARCH 31, 2021

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

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

Within the Office of the Languages Commissioner, most of the 6 positions (67%) as of March 31, 2021 are categorized as either professional (1) or paraprofessional (3), corresponding with the need for post-secondary (college or university) education as well as on-the-job training and experience. One position (17%) is involved in senior management level, which generally also requires post-secondary education.

CAPACITY IN THE OFFICE

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

As of March 31, 2021, the Office of the Languages Commissioner had an overall Inuit employment rate of 50%.

INUIT EMPLOYMENT IN EMPLOYMENT CATEGORIES

The following charts illustrate the Office of the Languages Commissioner's total current capacity.

As of March 31, 2021

EMPLOYMENT CATEGORIES	TOTAL POSITIONS				INUIT EMPLOYMENT	
	Number of positions	Vacancies	Filled	% Capacity	Inuit employed	% Inuit
Executive	-	-	-	-	-	-
Senior Management	1	0	1	100%	0	0%
Middle Management	-	-	-	-	-	-
Professional	1	1	0	0%	0	0%
Paraprofessional	3	0	3	100%	2	67%
Administrative Support	1	1	0	0%	0	0%
TOTAL	6	2	4	67%	2	50%

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

As of March 31, 2021, the OLC had two casual employees.

INUIT LANGUAGE REQUIREMENTS BY EMPLOYMENT CATEGORY

The Office of the Languages Commissioner has 3 positions that have Inuit language requirements as of March 31, 2021, and 3 positions that identify Inuit language as an asset.

INUIT REPRESENTATION

The Office of the Languages Commissioner had 50% Inuit representation as of March 31, 2021. Below are areas of Inuit representation:

EMPLOYMENT CATEGORIES	TOTAL POSITIONS			INUIT EMPLOYMENT	
	Number of positions	Filled	% Capacity	Inuit employed	% Inuit
Executive	-	-	-	-	-
Senior Management	1	1	100%	0	0%
Middle Management	-	-	-	-	-
Professional	1	0	0%	0	0%
Paraprofessional	3	3	100%	2	67%
Administrative Support	1	0	0%	0	0%
TOTAL	6	4	67%	2	50%

TRAINING AND DEVELOPMENT PLANS

The Office will continue to use the performance review process to identify staff who would like to further develop their skills to progress within their career in the OLC. Through the performance review process, the Office will also use the training and development plans to identify the employees training needs and formulate a plan to assist employees in their development. In addition, the Office will work with the employees to identify if they have aspirations to further their career within the Office so that the appropriate support can be provided to assist in accomplishing these goals.

CURRENT ISSUES AND OPPORTUNITIES

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

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

POTENTIAL FUTURE ISSUES AND OPPORTUNITIES

According to the workforce analysis, in the Government of Nunavut (GN) as a whole, 36% of the workforce was age 50 or over and 25% of the workforce was under 35 years of age. Comparatively, as of March 2020, 50% of the workforce in OLC was the age of 50 or over.

For the purpose of planning and forecasting for possible future vacancies in the Office, OLC is using this data to be informed of the “retirement potential” while keeping in mind those employees may not retire when the time comes.

As of March 31, 2021, there is a total potential for retirement by 2024 of 2 employees or 33% of the current Office’s workforce.

ABOUT INUIT EMPLOYMENT GOALS AND TARGETS

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

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

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

Short-Term and Medium-Term Goals

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

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

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

By March 31, 2024, if the budget allows us to do so, and if it is approved by the MSB, the Office intends to increase Inuit representation from 50% to 67% by adding one more position in the paraprofessional category: an assistant executive director position. The Office will also create a new position: a senior systemic investigator researcher position.

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

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