

CanNor

Evaluation of Pilimmasaivik: the Federal Centre of Excellence for Inuit Employment in Nunavut, 2019/20 to 2023/24

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Centre fédéral d'excellence pour l'emploi des Inuits au Nunavut, 2019-2020 to 2023-2024

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List of Acronyms and Glossary

Table 1: Acronyms and abbreviations used in this report

Article 23 Parties	Government of Canada (GC), Government of Nunavut (GN), and Nunavut Tunngavik Incorporated (NTI)
CSPS	Canada School of Public Service
CanNor	Canadian Northern Economic Development Agency
DIO	Designated Inuit Organization
GC	Government of Canada
GN	Government of Nunavut
IEP	Inuit Employment Plan
ILDPA	Inuit Learning and Development Program
IQ	Inuit Qaujimajatuqangit
NILFA	Nunavut Inuit Labour Force Analysis
NTI	Nunavut Tunngavik Incorporated
PTP	Pre-Employment Training Plan
RDA	Regional Development Agency
SILT	Sivuliqtiunirmut Ilinniarnniq Leadership Training
SOP	Standard Operating Procedures
TBS	Treasury Board Secretariat

Executive summary

This report presents the findings of the first formal evaluation of Pilimmaksaivik, the Federal Centre of Excellence for Inuit Employment in Nunavut, covering the period from 2019/20 to 2023/24. Pilimmaksaivik was established to support the Government of Canada's commitment under Article 23 of the Nunavut Agreement, which aims to achieve a representative level of Inuit employment in the federal public service in Nunavut. The evaluation assessed Pilimmaksaivik's relevance, effectiveness, and efficiency in delivering its mandate, and examined its role in coordinating whole-of-government Inuit Employment Plans (IEPs), developing pre-employment training programs (PTPs), and supporting federal departments in meeting their obligations under Article 23.

Pilimmaksaivik made meaningful progress in supporting Inuit employment in Nunavut by releasing an Inuit Employment Plan (IEP), yet experienced challenges in meeting short-term goals such as releasing a formal pre-employment training plan and tracking program participants post-training.

The evaluation identified key challenges to program success including: 1) COVID-19 restrictions that limited program implementation and engagement with potential participants, and 2) the need for increased coordination between the Article 23 parties (the Government of Canada (GC), Government of Nunavut (GN), and Nunavut Tunngavik Incorporated (NTI)). Additionally, this evaluation identified gaps in Pilimmaksaivik's data gathering processes and concluded that Pilimmaksaivik will require continued investment, and should continue culturally grounded programming to achieve long-term goals under Article 23 towards ensuring Inuit are equitably represented in shaping the future of government in Nunavut.

Key findings showed that Pilimmaksaivik:

- continues to be relevant as it plays a central and necessary role in advancing Inuit employment in Nunavut. It is widely recognized as a trusted source of guidance, coordination, and culturally appropriate programming. Its activities align with federal priorities and treaty obligations.
- effectively developed a whole-of-government IEP and implemented impactful programs such as the Inuit Learning and Development Program (ILDLP) and the Sivuliqtiunirmut Ilinniarniq Leadership Training Program (SILT). However, a formal PTP was not finalized during the evaluation period due to COVID-19 and a lack of collaboration between Article 23 parties. Outreach and training activities increased awareness and access to federal employment opportunities, though medium-term Inuit employment targets were not fully met.
- delivered programming effectively and supported departments in developing their own IEPs. Its centralized coordination improved consistency and accountability across departments. Expanding its reach beyond Iqaluit and enhancing participant supports may require additional resources above their 2019/20 to 2023/24 reference levels.

This Report recommends that Pilimmaksaivik:

1. finalize the PTP through increased coordination with the GN and NTI.
2. expand appropriate wraparound supports for Inuit employees, including wellness services, mentorship, and logistical assistance.
3. scale and diversify programming to reach more Inuit across Nunavut, including youth and mid-career professionals.
4. build on current strengths and invest in relationships between the Article 23 parties, and cultural competency to strengthen collaboration and embed Inuit values in program delivery to reduce barriers to attendance.
5. create and implement standard operating procedures for data gathering, monitoring, and financial reporting to improve performance tracking and transparency.

Introduction

Pilimmaksaivik, the Federal Centre of Excellence for Inuit Employment in Nunavut, was launched in 2016 as a pilot project within the Canadian Northern Economic Development Agency (CanNor). Formally established as a permanent centre within CanNor in 2019, Pilimmaksaivik serves as the Government of Canada's central coordinating body dedicated to the objective of increasing Inuit employment within the federal public service in Nunavut to a representative level. It pursues this objective by delivering programs and initiatives that build Inuit capacity and foster interest in federal careers in Nunavut.

Pilimmaksaivik is the lead centre responsible for developing and implementing the Government of Canada's Whole-of-Government IEP and PTP. Pilimmaksaivik also supports nine federal departments and agencies in developing and executing their own IEPs, as required under Article 23 of the *Nunavut Land Claims Agreement (Nunavut Agreement)*. Pilimmaksaivik is hosted and supported by CanNor and is headquartered in Iqaluit, Nunavut.

This report presents the findings of Pilimmaksaivik's first formal evaluation, covering the period from 2019/20 to 2023/24. It is structured into five sections: an introduction, a program profile, the evaluation approach and methodology, key findings, and recommendations. Conducted in accordance with the 2016 Treasury Board *Policy on Results* and the *Financial Administration Act* (FAA), the evaluation assesses Pilimmaksaivik's relevance, effectiveness, and efficiency in delivering on its mandate.

Program profile

Context

CanNor and the territories

CanNor collaborates with Northerners, Indigenous Peoples, communities, businesses, organizations, other federal departments, and all levels of government to foster diversified and resilient economies across the territories—Nunavut, the Northwest Territories, and the Yukon. By supporting initiatives that promote long-term sustainability and economic prosperity, CanNor plays a vital role in advancing regional development.

Canada's territories cover 40% of the nation's landmass yet only host 0.32% of the nation's population. CanNor serves a region with a notably young and predominantly Indigenous population. Sixty percent of residents in the territories are under the age of 40 years, compared to 48% in the rest of Canada, and 57% identified as Indigenous compared to the 5% nationally¹.

¹ Canadian Northern Economic Development Agency, 2024 – Ministerial transition binder.
<https://www.cannor.GoC.ca/eng/1742995828161/1742995984559>

CanNor is considered a micro-agency. As of 2025, CanNor has only 124 full time employees, a budget of approximately \$62.8 million in planned spending, and two specialty branches: Pilimmaksaivik and the Northern Projects Management Office. CanNor is headquartered in Iqaluit, Nunavut with regional offices in Whitehorse and Yellowknife, and a liaison office in Ottawa.

During the evaluation time period, Pilimmaksaivik was situated in CanNor's Community Development Program under its Departmental Results Framework. As a Centre within CanNor, Pilimmaksaivik received both policy and internal services support from the respective branches with CanNor.

Inuit Employment in Nunavut and the Public Service

Nunavut is the largest territory in Canada by area and accounts for 21% of Canada's total landmass². According to the 2021 Census, the total population of Nunavut was 36,858 and the total number of Inuit was 30,865³. As a result of its vast size, Nunavut has one of the lowest population densities in the world. The majority of its residents live in a handful of communities, such as Rankin Inlet, Arviat, and Cambridge Bay while the largest number of both Inuit and non-Inuit reside in the capital city of Iqaluit.

According to Statistics Canada's *2022 Indigenous Peoples Survey*⁴ from 2022 reports that there were around 19,000 Nunavut Inuit aged 15+ living in Nunavut: 48.1% were employed, 10.5% were unemployed and 41.5% were not in the labour force.

The public sector is the largest employer of Nunavut Inuit. Among the employed Inuit, 53.8% worked in government roles, including:

- 52.6% working for the Government of Nunavut (GN)
- 31.2% for hamlet/municipal Governments
- 10.1% in public agencies
- 8.1% for the Government of Canada (GC)

Among Inuit not currently in government:

- 78.0% expressed interest in working in government in Nunavut
- 71.8% were interested in working for the GN
- 64.5% for hamlet/municipal governments
- 50.7% for public agencies

² Statistics Canada, Land and freshwater area, by province and territory, 2016.

<https://www150.statcan.gc.ca/n1/pub/11-402-x/2010000/chap/geo/tbl/tbl07-eng.htm>

³ Statistics Canada. Census Profile, 2021 Census of Population for Nunavut. <https://www12.statcan.gc.ca/census-recensement/2021/dpd/prof/details/page.cfm?Lang=E&DGUIDlist=2021A000262&GENDERlist=1,2,3&STATISTIClist=1&HEADERlist=0>

⁴ Statistics Canada, Indigenous Peoples Survey Nunavut Inuit Supplement, [2022](https://www150.statcan.gc.ca/n1/daily-quotidien/240814/dq240814c-eng.htm)
<https://www150.statcan.gc.ca/n1/daily-quotidien/240814/dq240814c-eng.htm>

- 47.2% for the GC

As shown in Figure 1 below, approximately 78% of the Government of Canada positions in Nunavut were located in Iqaluit in 2023. Rankin Inlet had the second largest share, with about 4% of federal Public Service positions. The remaining were distributed across 11 other communities throughout the territory.

Figure 1: Map of the Geographic Distribution of Federal Public Service Positions within Departments and Agencies that have the Article 23 obligations in Nunavut in 2023⁵, with Parks Canada and Polar Knowledge Canada (POLAR).

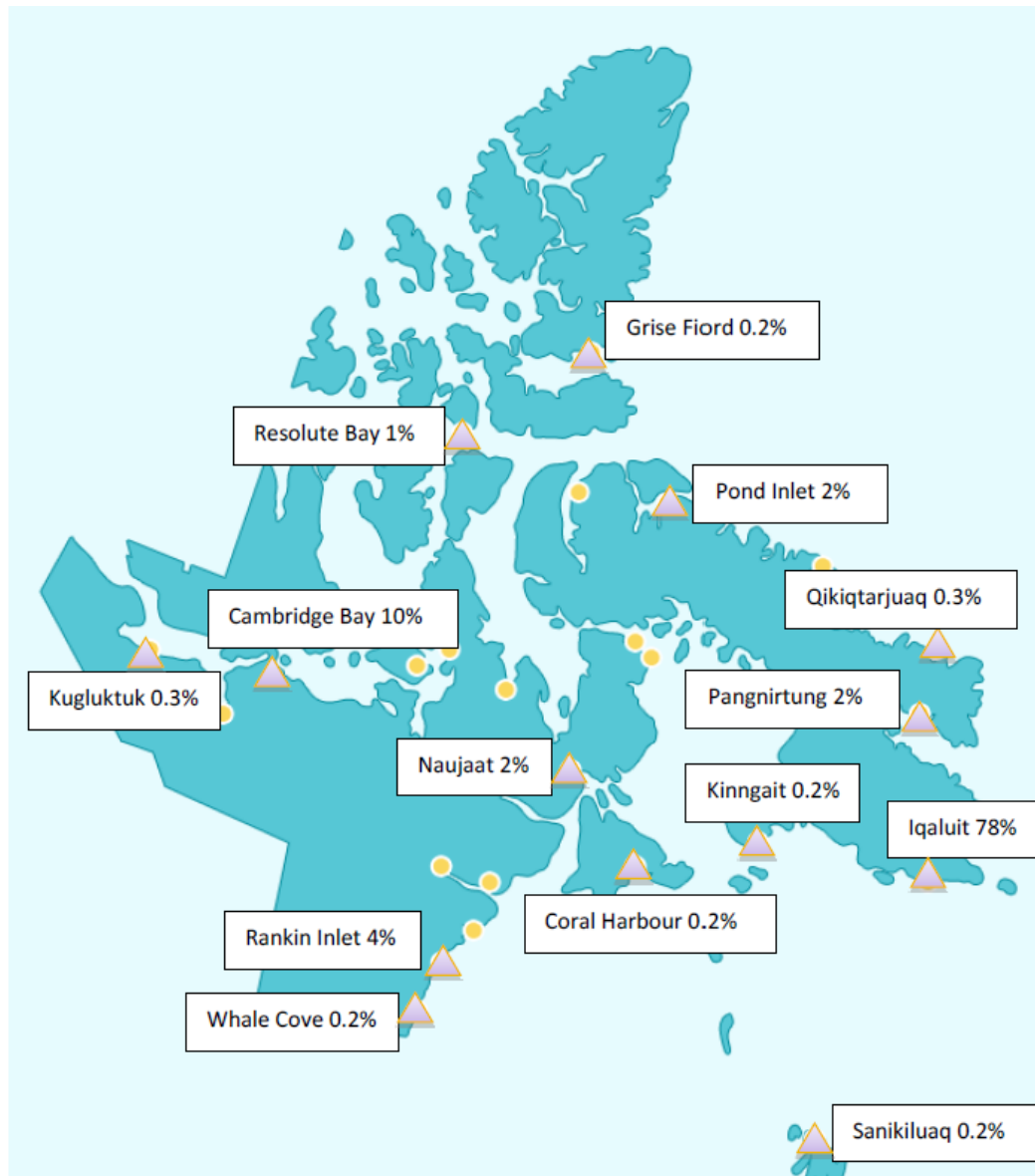


Figure 1 shows a map of the geographic distribution of federal public service positions within departments and agencies that have Article 23 obligations in Nunavut in 2023, including Park and Polar data. The data presented highlights that most, 78% of federal positions in Nunavut are in Iqaluit, while Cambridge Bay has 10% of positions and Rankin Inlet has 4% of positions. Resolute Bay, Grise Fiord, Pond Inlet, Qikiqtarjuaq, Pangnirtung, Kinngait, Coral Harbour, Sanikiluaq, Whale Cove, Kugluktuk all have little to no (0.02% to 1%) positions available.

⁵ Whole-of-Government Inuit Employment Plan April 1, 2023 – March 31, 2023, Inuit Representation Report, Pilimmaksaivik (p. 68).

The Nunavut Agreement and Article 23

The *Nunavut Agreement* is an agreement between the Inuit of the Nunavut Settlement Area, represented by the Tunngavik Federation of Nunavut (now Nunavut Tunngavik Incorporated (NTI)) and the Government of Canada. It is the largest land claims settlement in Canadian history and led to the creation of Nunavut in 1999, and the Government of Nunavut. The *Nunavut Agreement* defined rights and benefits for Inuit in the Settlement Area including ownership and use of lands and resources, rights for Inuit to participate in decision-making processes in government and encourage self-reliance and cultural well-being, wildlife harvesting rights, and to provide Inuit with financial compensation and a means of participating in economic opportunities.

The objective of Article 23 of the *Nunavut Agreement* is to increase Inuit participation in government employment in the Nunavut Settlement Area to a representative level. A representative level is defined as a level of Inuit employment within Government reflecting the ratio of Inuit to the total population in the Nunavut Settlement Area. Any federal department or agency with four or more employees with Treasury Board as the employer must work towards the objective of representative Inuit employment by fulfilling the specific legal obligations set out in Article 23, including producing IEPs and PTPs.

Pilimmaksaivik: Federal Centre of Excellence for Inuit Employment in Nunavut

Pilimmaksaivik serves as a centralized service hub for nine federal departments and agencies operating in Nunavut that hold obligations under Article 23 of the *Nunavut Agreement*. In addition to supporting these departments, Pilimmaksaivik plays a key coordination role by acting as the primary federal liaison with NTI—the Designated Inuit Organization representing Nunavut Inuit under the *Nunavut Agreement*—as well as with the GN.

Program Design

Pilimmaksaivik was created, in part, to address a requirement to establish a centralized Inuit employment and training coordination office, which was agreed to as part of a 2015 Settlement Agreement that resolved litigation between NTI, Canada and the GN.

Although Pilimmaksaivik is the primary office responsible for coordination of the federal government's implementation of Article 23, the responsibility for meeting Inuit employment targets rests with each department with obligations. The success of the Article 23 objective depends on sustained federal departmental ownership and internal accountability for recruitment, training, and retention of Nunavut Inuit. The federal departments and agencies are ultimately responsible for meeting their own objective outlined in their respective departmental IEP. Federal departments with Article 23 obligations that produced IEPs during the period of this evaluation were:

1. Canadian Northern Economic Development Agency (CanNor)
2. Fisheries and Oceans Canada (DFO)

3. Environment and Climate Change Canada (ECCC)
4. Crown-Indigenous Relations and Northern Affairs Canada (CIRNAC)
5. Natural Resources Canada (NRCan)
6. Public Prosecution Services of Canada (PPSC)
7. Public Services and Procurement Canada (PSPC)
8. Royal Canadian Mounted Police (RCMP) - Public Service Employees
9. Service Canada (SC)

Pilimmaksaivik also worked closely with two special operating agencies, Parks Canada Agency and Polar Knowledge Canada, to coordinate and share open communications regarding Inuit employment initiatives; however, these government agencies do not have obligations under Article 23 because they do not have Treasury Board as their employer. This means they are not part of the core public administration for which Treasury Board is the employer and to which Article 23 applies⁶. From 2017 to 2023 Parks and POLAR were included in data reporting on Article 23, but were removed from the list 2023 onwards. For the purposes of the evaluation Parks and POLAR were included in the 2024 data to allow for comparison over time. All data presented in this Report is reflective of occupied⁷ positions.

Delivery and implementation

During the evaluation period, part of Pilimmaksaivik's main purpose was to aid federal departments and agencies in the development and implementation of their respective IEPs. It also led the development of whole-of-government training for Inuit employees and building federal Inuit recruitment strategies, and promoted the federal government as an employer of choice for Nunavut Inuit across the territory. Pilimmaksaivik also implemented and supported programs (e.g., PTP and the Inuksugait Resume Inventory) that were intended to advance the federal government's work towards the Article 23 objective.

Pilimmaksaivik developed two whole-of-government IEPs, one from 2017-2023 and one from 2023-2033⁸, and is currently developing the federal PTP. Central to the implementation of these activities are:

- Whole-of-Government coordination
- Monitoring and reporting
- Outreach and awareness
- Advice and support

⁶ Inuit Employment Plan 2025 – 2033. <https://www.canada.ca/en/polar-knowledge/reports/inuit-employment-plan/2025-2033.html>

⁷ "Occupied" positions refers to GC positions currently filled by term or indeterminate employees.

⁸ The 2017 – 2023 IEP continued to be implemented until release date of new IEP in June 2024.

Whole-of-Government Inuit Employment Plan (IEP)

During the timeframe of the evaluation, the 2017-2023 whole-of-government IEP outlined the following actions for Pilimmaksaivik:

- Ensure all federal departments operating in Nunavut are aware of their own IEP development responsibilities and were regularly updating them with available data outlined in the Nunavut Inuit Labour Force Analysis (NILFA).
- Contract trainers for conducting workshops and curriculum development and covered the costs of bringing instructors to a central Nunavut-based location (as opposed to sending numerous staff south for such training not otherwise available in the territory).
- Deliver the Sivuliqtiunirmut Ilinniarnniq: Leadership Training (SILT) for Nunavut Inuit focused on increasing the number of Inuit taking on positions with supervisory responsibilities with training based on core Canada School of the Public Service (CSPS) programming.
- Implement the Ilipallianniq Education Support Fund, which provides multi-year financial support for Nunavut Inuit employees working for the federal government to pursue post-secondary education that correlates to requirements of positions where there are chronic and high levels of underrepresentation, such as law and science-based positions.
- Pilimmaksaivik's monitoring and reporting activities:
- Support the design, delivery, monitoring and reporting on numerous activities either explicitly required of the Government of Canada in the Nunavut Agreement or committed to in the IEP. The team also provides direct support to hiring managers across federal government departments in Nunavut, federal Inuit employees, and Inuit seeking work (i.e., recruitment).
- Monitor and report on the progress of IEP implementation. During the implementation of the first generation IEP, this exercise was reviewed interdepartmentally on a quarterly basis and reported on an annual basis starting in the summer of 2019. Pilimmaksaivik collected Inuit representation data on a quarterly annual basis directly from departments and monitored progress towards the Government of Canada's Article 23 objectives. The team also informed the Pilimmaksaivik Assistant Deputy Minister Steering Committee on the status of overall Article 23 implementation. Pilimmaksaivik regularly released information to the treaty partners, through the Nunavut Implementation Panel, and the Centre released one IEP Annual Report during the timeframe of the evaluation.

Pilimmaksaivik's outreach and awareness activities:

- Conducted outreach and awareness building activities including the coordination and delivery of several community-based career fairs that promoted the Government of Canada as an employer of choice.

- Coordinated community-based training, such as workshops on resume writing and how to apply for federal public service positions.
- Coordinated the promotion of all externally advertised processes to local communities as well as social media, oversaw an inventory of photos and profiles of Inuit employees to promote employment opportunities, and administered the Inuksugait Resume Inventory.

Advice and support provided by Pilimmaksaivik:

- Cultural Learn-to Events: this activity promoted Inuit culture in government and awareness of Inuit culture with all Government of Canada employees in Nunavut.
- Celebrated seasonal Inuit Qaujimajatuqangit (IQ) days. These were designed to celebrate Inuit traditional heritage and knowledge whereby all interested GC employees go out onto the land to connect with Inuit culture, land and language, supported by Inuit guides, Elders and Knowledge holders.
- Counselling services: these counselling sessions, open to all federal employees in Nunavut, were available in-person or over the phone, either when and as needed or during a pre-determined monthly schedule.

Whole-of-Government Pre-Employment Training Plan (PTP)

Part 5 of Article 23 of the *Nunavut Agreement*, requires the Government of Canada to develop and implement a Pre-Employment Training Plan (PTP). Although a whole-of-government PTP was not formally finalized, Pilimmaksaivik implemented pre-employment training programs including its flagship program, the Inuit Learning and Development Program (ILDLP) (see Annex C Case Study).

Regarding the development of a PTP, the 2017-2023 whole-of-government IEP outlined the following activities for Pilimmaksaivik:

- Coordinate with departments to discuss pre-employment training programs currently being implemented and planned to be implemented that will lead to IEP employment targets.
- Monitor and report on pre-employment training initiatives to determine whether participants remain in the public service upon completion of their training, and redesign the program as needed based on these findings.
- Outreach and build awareness amongst Nunavut Inuit and other stakeholders.
- Serve as the point of contact for Nunavut Tunngavik Incorporated (NTI), the GN, and other Inuit stakeholders regarding the ILDP and other pre-employment training initiatives, and work with these stakeholders to ensure Inuit values, knowledge, and culture are integrated into the development training initiatives.

During the evaluation period, Pilimmaksaivik also committed to participate in the Oversight Committee on the Tripartite Framework on Pre-Employment Training at the Senior Official and

working group levels as well as provide administrative support to the committee as the Secretariat on behalf of all three treaty partners.

Governance, employees and organization structure

During the evaluation period, Pilimmaksaivik operated under the governance of the Deputy Head—President of CanNor, which served as its administrative host. CanNor provided in-kind policy and internal services to support Pilimmaksaivik. The President of CanNor also chaired the Assistant Deputy Minister (ADM) Steering Committee, which offered strategic guidance to Pilimmaksaivik. This committee included ADMs from the nine federal departments and agencies that have more than four employees based in Nunavut and for which Treasury Board is the employer. It also included representatives from the Office of the Chief Human Resources Office, the Public Service Commission, the Canada School of Public Service, and the co-chairs of the Nunavut Federal Table. Parks Canada and Polar Knowledge Canada also participate, although their participation is not mandated.

In addition, Pilimmaksaivik was guided by the Public Service Management Advisory Committee, a Deputy Minister-level body that endorsed the Centre's mandate, reviewed and approved its staffing and governance model, and received regular updates from the ADM Steering Committee. Since 2022, Pilimmaksaivik and Article 23 of the *Nunavut Agreement* have been a standing item on the agenda of the Deputy Minister's Oversight Committee.

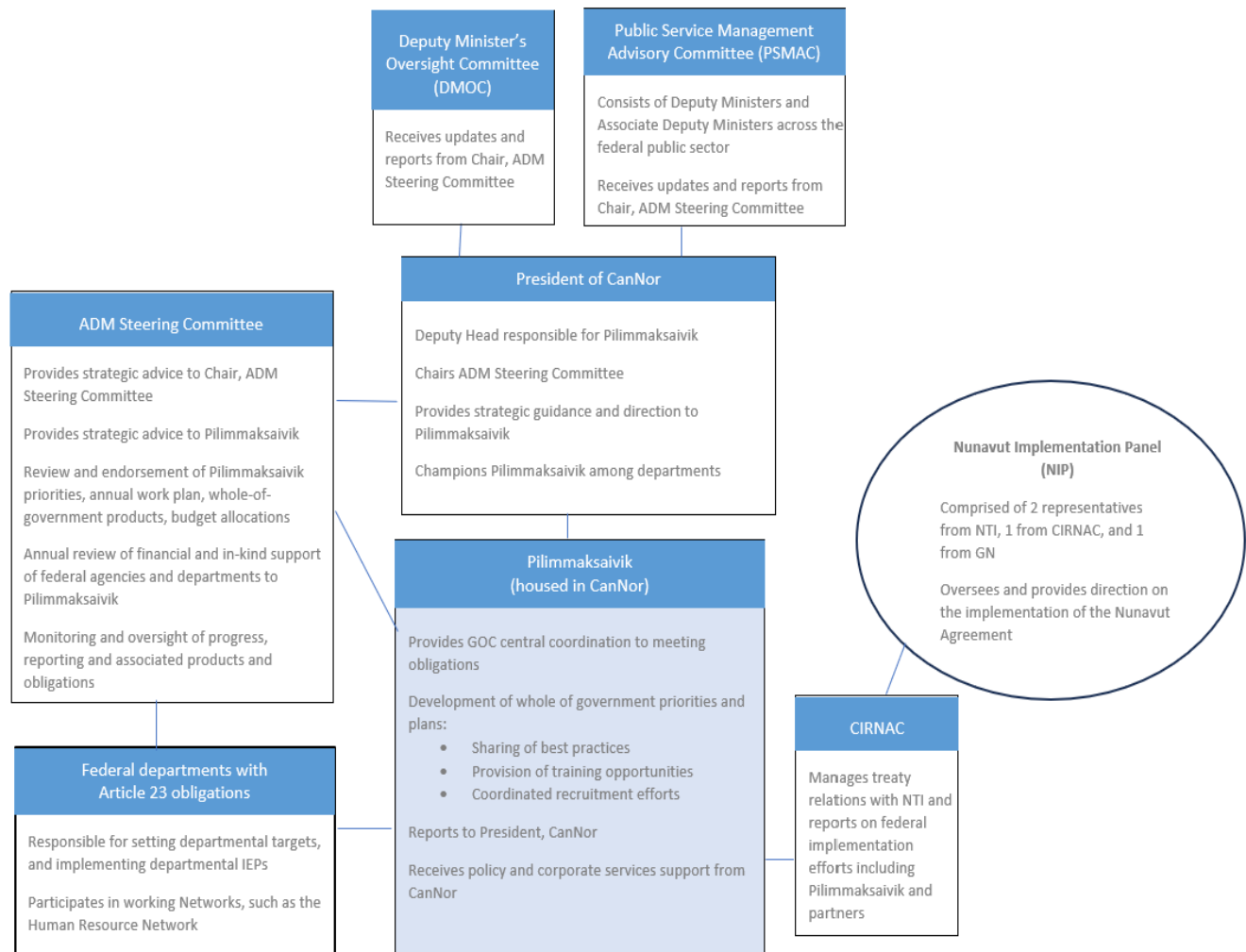
Figure 2: Overview of Pilimmaksaivik's governance structure

Figure 2 shows an overview of Pilimmaksaivik's governance structure and the different actors implementing Article 23. It highlights the relationships between Pilimmaksaivik, (as housed and supported by CanNor), Crown Indigenous Relations Northern Affairs Canada Nunavut Implementation Panel, departments with Article 23 obligations, Assistant Deputy Minister Steering Committee, Deputy Minister's Oversight Committee, Public Service Management Advisory Committee and the role of the President of CanNor.

- Pilimmaksaivik reports to the President of CanNor and receives policy and corporate services support from CanNor.
- CIRNAC manages treaty relations with NTI and reports on federal implementation efforts including Pilimmaksaivik and partners. NIP is comprised of 2 representatives from NTI, 1 from CIRNAC, and 1 from GN and oversees and provides direction on the implementation of *the Nunavut Agreement*.
- Federal departments with IEPs are responsible for setting departmental targets, and implementing departmental IEPs participate in working Networks, such as the Human Resource Network.

- The ADM Steering Committee provides strategic advice, reviews priorities, annual work plans, whole-of-government products, and budget allocations. It also provides an annual review of financial and in-kind support of federal agencies and departments to Pilimmaksaivik, monitoring and oversight of progress, reporting and associated products and obligations.
- DMOC receives updates and reports from Chair, and ADM Steering Committee.
- The PSMAC consists of Deputy Ministers and Associate Deputy Ministers across the federal public sector and receives updates and reports from Chair, ADM Steering Committee.

Resources

From 2019/20 to 2023/24, CanNor received approximately \$3.6 million per year to cover costs associated with Pilimmaksaivik's programming, operations, staffing, technology as well as policy and internal services support received from other branches of CanNor.

While Pilimmaksaivik was originally designed to be staffed by 10 program-focused full-time employees (FTE) to design and implement its activities, the Centre experienced persistent challenges in hiring and retaining staff throughout the evaluation period. During the evaluation period, on average, Pilimmaksaivik was staffed by 7.28 FTEs per year. These staffing difficulties contributed to delays in reaching some objectives, such as the creation of the Pre-Employment Training Plan.

As part of a 2015 settlement agreement, the Government of Nunavut and Government of Canada were given a total budget of \$50 million to support training under Article 23, of which \$5 million was allocated to the federal government. The federal portion of this Settlement Fund was managed by CIRNAC.

Evaluation approach and methodology

Evaluation objective and scope

The time period of this evaluation covered the activities of Pilimmaksaivik from 2019/20 to 2023-24 (five fiscal years). This evaluation assessed Pilimmaksaivik's relevance, effectiveness and efficiency in accordance with the Treasury Board *Policy on Results* (2016).

The purpose of this evaluation was to review Pilimmaksaivik's:

- relevance in increasing Inuit representation in the Government of Canada's Nunavut-based workforce since its establishment;

- ability to adequately support other government departments through whole-of-government coordination;
- relevance to federal government priorities and goals;
- coherence of the federal government's design and implementation of Pilimmaksaivik;
- achievement of expected short-, medium-, and long-term outcomes;
- program cost-effectiveness and efficiency;
- sustainability of Pilimmaksaivik and its net benefits; and
- recommendations for future programming.

A review of Pilimmaksaivik's initial program activities was conducted by Crown-Indigenous Relations and Northern Affairs Canada in May 2018 and provided recommendations for the formal creation of Pilimmaksaivik.

At the time of drafting this evaluation, as a treaty responsibility under section 23.7.1, the Nunavut Implementation Panel is arranging for an independent review of IEPs and other measures under Article 23 of the *Nunavut Agreement*. The independent review is tripartite and will be completed alongside the GN and NTI. This independent review will analyze existing programs to determine which measures have helped to achieve the actions outlined in the *Nunavut Agreement*, and which have not. While there may be some overlap, this evaluation is independent of the 23.7.1 review.

CanNor engaged with and sought feedback from NTI throughout this evaluation.

Evaluation approach and methodology

The Treasury Board of Canada's *Policy on Results* (2016) outlines how federal programs measure program result success. Following these guidelines, for this evaluation, Pilimmaksaivik was assessed using the Treasury Board's three main categories:

- relevance to government priorities and responsibilities and can show an ongoing need for the program,
- effectiveness of the program measured by comparing the results set for the program against the impacts of the program and the extent to which it achieved its outcomes,
- efficiency of the program measured by the extent to which resources are used to provide quality impacts over time (outcomes).

The evaluation team at CanNor collected and analyzed data across multiple lines of evidence to address the evaluation questions (Annex A). Sources of information included: focus groups, key informant interviews, a detailed review of relevant documentation, and case studies on key programs. To maximize objectivity in data gathering, CanNor hired an external Inuit-owned,

Nunavut-based consultant firm to conduct focus groups and interviews to inform the Evaluation. The firm analysed findings and compared them to relevant documentation and pertinent information on program objectives and delivery⁹.

Document, project files and administrative data review

CanNor undertook a document review of material on the mandate, objectives, activities and results of the Pilimaksaivik such as:

- Pilimaksaivik background information including data gathering (activity reports and data gathering from the programs) and analysis and documentation review (Annual Reports, whole-of-government and departmental IEP Reports, Treasury Board Submissions, etc.). This included financial data, business and strategic plans, project reports, individual project data with performance information, and any other pertinent information on program and project objectives, delivery, and performance indicators, including information held by other government departments.
- Analyzed quantitative information including statistical information from other government departments (Statistics Canada (CANSIM) and Public Accounts tables, CIRNAC, ISC, ESDC (NILFA), Chief Human Resources Officer (OCHRO)) and from external sources (e.g. Conference Board of Canada, etc.).
- Reviewed policy and strategy documents from the territorial government and/or non-governmental organizations.

Key Informant Interviews and focus groups

Evidence was gathered from two focus groups and 40 key informant interviews. To encourage objectivity and unbiased data gathering, both the focus groups and interviews were carried out by an independent Inuit-owned, Nunavut-based firm.

Forty interviews were conducted via phone or internet with:

- 31 federal government employees (Pilimaksaivik and CanNor staff and employees from 9 separate departments and agencies),
- 9 Pilimaksaivik program participants.

Two focus groups were conducted in Iqaluit:

- 1st session: 7 Pilimaksaivik Centre staff in Iqaluit,
- 2nd session: 5 governmental staff residing in Iqaluit.

⁹ Portions of the raw transcript data for this report were analyzed using an AI tool. All content was reviewed and validated by the evaluation team to ensure accuracy, relevance, and compliance with GC standards.

To deepen the information regarding Pilimmaksaivik's impact at the individual and community level, evaluators conducted in-depth case studies on two programs that were identified by interview respondents as most impactful: the ILDP and SILT (Annex C).

Evaluation findings

As a relatively new initiative, formally established in 2019, Pilimmaksaivik focused its efforts during this period on building foundational systems, implementing programming, and strengthening intergovernmental partnerships. The long-term impacts of these efforts were assessed through key informant perspectives, which highlighted the importance of sustained investments in education, pre-employment training, cultural inclusion, and federal workplace readiness.

In summary, the evidence gathered during this evaluation showed that Pilimmaksaivik is:

1. relevant to government priorities aiming to achieve a representative level of Inuit in the federal public service in Nunavut,
2. effective at achieving its outcomes to create a whole-of-government IEP and working towards developing a PTP, with room for improvement, and
3. efficient at providing culturally relevant programming unique to Nunavut, but there are areas for potential strengthening for future programming.

Short-term objectives

"I think just having a place to go is wonderful. Inuit know now if you want a job, you go to Pilimmaksaivik, you put in your resume to the Inuksugait Inventory. That's been very impactful. It helps Inuit have one place to go for all Government Canada positions."

In terms of activities, the short-term objectives for Pilimmaksaivik were to create a whole-of-government IEP and PTP and provide access to culturally-appropriate activities and wellness support services. Pilimmaksaivik did successfully create a whole-of-government IEP and implement most of the activities. Although a formal PTP was not released during the evaluation time-frame, Pilimmaksaivik did take action to create a PTP and work collaboratively with the GN and NTI towards this goal. Significant pre-employment training activities and

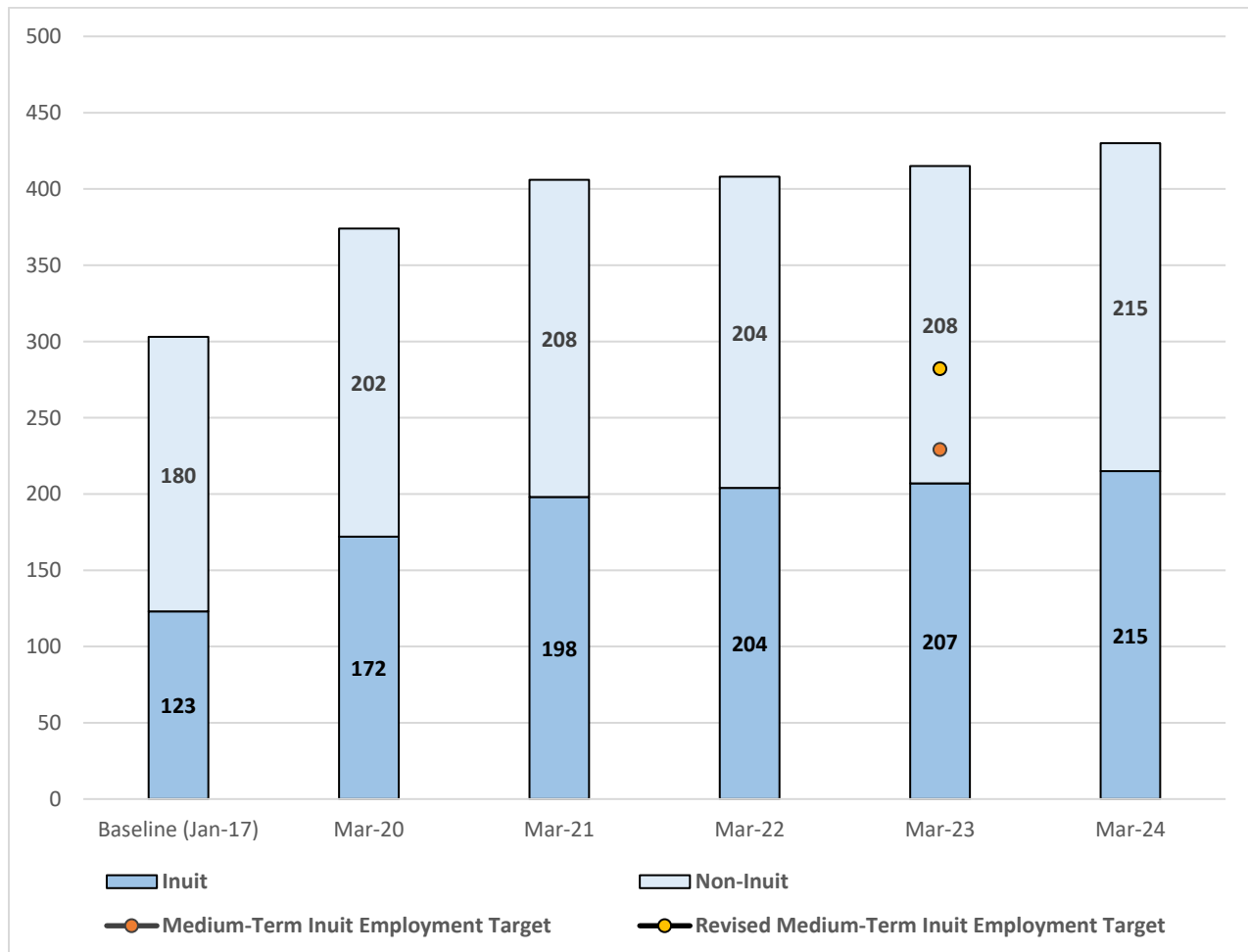
programs were conducted including the ILDP. In addition Pilimmaksaivik also offered a range of in-service activities such as the SILT program (see Annex C: Case Studies). Finally, there were numerous culturally-appropriate activities conducted and wellness support services offered.

Medium-term objectives

Pilimmaksaivik's medium-term objectives (within 4 years) were to provide Inuit students with the opportunity to gain work experience within the public service, and benefit from coaching and mentoring through pre-employment training programs. Additionally, Pilimmaksaivik was directed to ensure Inuit employees working in Nunavut had the opportunity to gain skills to be better prepared for supervisory positions.

In 2017, the federal government set a medium-term target to have 229 Nunavut Inuit employees including Parks and POLAR, by April 1, 2023. Targets were revised in 2019/2020 to include 282 Inuit by April 1, 2023. Data from March 31, 2024 registered 215 positions filled by Nunavut Inuit, representing 92 new hires between 2017 and 2024. The figure below compares representative employment levels to mid-term targets.

Figure 3 Total number of Government of Canada Employees in Nunavut, including Parks and Polar



Source: Quarterly Inuit Representation Report, Pilimmaksaivik.

Figure 3 provides a detailed summary of federal positions in Nunavut. The baseline information was gathered in 2017 showing 123 Inuit employed and 180 non-Inuit. The number of federal employees for each subsequent year is shown as follows: 2020 172 Inuit and 202 non-Inuit, 2021 198 Inuit and 208 non-Inuit, 2022 204 Inuit and 204 non-Inuit, 2023 207 Inuit and 208 non-Inuit, 2024 215 Inuit and 215 non-Inuit. A dot representing Medium-Term Inuit Employment Target is on the March 2023 bar at 229 Inuit. Another dot representing the Revised Medium-Term Inuit Employment Target is on the March 2023 bar at 282 Inuit.

Despite falling 22 employees short of the original medium-term target in 2023, and 75 employees short of the revised medium-term target, Inuit representation increased across all groups and levels except for scientific positions, where Inuit representation remained stable.

Long-term objectives

The ultimate long-term objective of Pilimmaksaivik is to help the Government of Canada for Nunavut-based positions achieve a representative level of Inuit employment within the federal public service. While it was not expected that this target would be met within the five-year timeframe of this evaluation, progress toward this goal remains central to Pilimmaksaivik's mandate.

As a relatively new initiative, only formally established in 2019, Pilimmaksaivik focused its efforts during this period on building foundational systems, implementing programming, and strengthening intergovernmental partnerships. The long-term impacts of these efforts were assessed through key informant perspectives, which highlighted the importance of sustained investments in education, pre-employment training, cultural inclusion, and federal workplace readiness.

Ultimately, Pilimmaksaivik's long-term vision is about more than meeting numerical targets—it is about contributing meaningfully to reconciliation, advancing treaty implementation, and ensuring that Nunavut Inuit are supported and represented in shaping the future of the federal public service in Nunavut.

Furthermore, interviewees stressed that the successful implementation of Article 23 to achieve representative levels will require multi-generational effort, and that the representative level target does not acknowledge the interest/availability of Nunavut Inuit to work for government.

The following findings will outline where there were strengths within Pilimmaksaivik's programming and where there are areas for improvement for future programming under the three main headings from Treasury Board's *Policy on Results* (2016): relevance, effectiveness, and efficiency.

1.

Relevance

Key finding #1: There is an ongoing need for Pilimmaksaivik to continue to play a central role in creating and implementing whole-of-government IEPs and supporting federal departments with

their IEPs. Pilimmaksaivik is seen as a source of help, guidance and support in training and hiring Inuit in Nunavut and specifically within the federal public service.

Interviewees from federal departments all stressed the importance of Pilimmaksaivik's role in providing detailed information necessary to create and implement their departmental IEPs.

Respondents noted that Pilimmaksaivik serves as the federal centre of excellence for Inuit employment, and its centralized role is essential for:

- Encouraging consistency across departments in interpreting and implementing Article 23 of the *Nunavut Agreement*.
- Providing guidance, templates, and data (e.g., NILFA – Nunavut Inuit Labour Force Analysis) to departments that often lack internal capacity or expertise.
- Acting as a hub for collaboration, especially through the HR Network, Inuit Kittuaq Network and ADM Steering Committee.

"They were the lead on this... They engaged with our department. They took the pen on the Inuit employment plan... and clearly demonstrated leadership."

- IEP department employee

Many departments, especially smaller ones or those without a strong northern presence, rely on Pilimmaksaivik for:

- Resume inventories and candidate matching,
- Outreach coordination (e.g., job fairs, community visits),
- Pre-employment and developmental programs like ILDP.

Key finding #2: Pilimmaksaivik's activities and mandate were in alignment with Article 23 of the *Nunavut Agreement*.

"Based on my own experience, I can say that Pilimmaksaivik has been very helpful in guiding us through the development of our Inuit Employment Plan. They provided us with templates, resources, and ongoing support to ensure that our plan was comprehensive and aligned with the Nunavut Agreement. Without their expertise and assistance, it would have been much more challenging to develop an effective IEP."

Key informants highlighted how Pilimmaksaivik was seen as a leader in disseminating information about employment and training opportunities in Nunavut. There was broad recognition that Pilimmaksaivik was helping to increase Inuit employment levels by providing access to culturally relevant and sensitive training and education that will ultimately provide Inuit with the tools they need to gain employment and advance within the federal government.

Activities conducted by Pilimmaksaivik included actively approaching other federal departments working towards the Article 23 objective and engaging with Nunavut Inuit to inform them of training and educational opportunities

for obtaining federal government employment. Pilimaksaivik staff attended career fairs, posted information online on social media and ensured all materials were culturally relevant and specific to the needs of Nunavut Inuit.

Key finding #3: Pilimaksaivik was a source of help, guidance and support in the unique operating environment of Nunavut.

Pilimaksaivik supported the implementation of Article 23 by focusing on recruitment and by promoting Inuit culture and language within the Government of Canada. Activities like IQ days were seen as a success and appreciated. The Ilipallianniq Education Support Fund, which provides financial support for post-secondary education in fields with high levels of underrepresentation, also contributes to building a representative public service. Program participants highlighted the Inuit Cultural Awareness Training and the Inuit Language Training Fund as impactful activities.

“It could be, you know, ice fishing. It could be learning how to sew traditional clothing and stuff like that, or throat singing and Inuit games. So it’s a day dedicated to learning about Inuit traditional ways of doing things or thinking. And they’re open to all employees, and they’re very well attended, very well appreciated as well.” - Pilimaksaivik Staff

Interview respondents made special note of the positive efforts Pilimaksaivik staff made to provide culturally appropriate and supportive activities (such as the IQ days) and openly facilitated access to locally available wellness services.

Effectiveness

Key finding #1: Pilimaksaivik achieved many of its planned outcomes through program implementation and outreach activities, but needed additional support to complete and formalize the PTP.

Progress has been made toward meeting many of its original objectives (e.g., Government of Canada departments creating and implementing their own IEPs, and the development of a whole-of-government IEP), however, further progress is needed to move towards finalizing a formal pre-employment training plan.

Key informants mentioned the effectiveness of the following activities conducted by Pilimaksaivik:

- Increased awareness of job opportunities in the public service through community outreach events and via social media (e.g. Facebook, attendance at career fairs),
- Developed and maintained a resume inventory which is well referenced by hiring managers,
- Organized and implemented the ILDP program which supported participants to gain experience in federal government employment,
- Organized the Human Resource Network meetings across departments, which served as a valuable source of information and support.

Regarding the development of a formal PTP, Pilimmaksaivik implemented substantial activities and programs, but did not formally present a recognized PTP. During the evaluation period, ongoing challenges with collaboration and coordination between the GN, NTI and the GC due to issues such as capacity (e.g. staffing, turnover, etc.) contributed to the failure to formalize a PTP. Additionally, COVID-19 restrictions/limitations impacted the ability to develop a PTP.

Key finding #2: COVID-19 pandemic impacted results by limiting access to in-person activities and engagement and reducing the ability of staff to implement activities.

- In-person outreach activities like career fairs and community visits were paused or scaled back, reducing visibility and engagement in remote communities.
- Reliance on digital platforms (e.g., Facebook) increased, but this was less effective in areas with limited internet access.
- COVID-19 heightened the need for mental health support, especially culturally appropriate services. Pilimmaksaivik offered counselling, but uptake was mixed due to limited availability of Inuit counsellors and cultural fit concerns.
- The shift to remote work during and after COVID-19 affected mentorship and supervision dynamics within the Inuit Learning and Development Program (ILDP), and some participants struggled to adapt to virtual environments. Dropout rates increased in some cases, attributed to isolation and lack of in-person engagement.

Key findings #3: Pilimmaksaivik had a positive impact on Nunavut Inuit, and more Inuit were employed by the GC, but the impact was not fully reflected in the Inuit representation targets which were not fully met.

The Government of Canada did not achieve Inuit employment targets as set out in the original whole-of-government IEP or the revised targets set in the Annual Report of 2019/20. However, Pilimmaksaivik's activities did have a measurable positive impact on Nunavut Inuit that will likely increase participation in the federal public service in the longer term, including:

"Pilimmaksaivik really impacted my life and my career path in a positive way. Although I'm no longer with the federal government now, I did gain a lot of leadership skills and insights into the federal government and its processes and its various departments and their functions, which helped me in my current role today."

- Program participant

- Increased access to employment opportunities as it provided training and outreach that helped Inuit across Nunavut learn about and access federal government jobs they might not have previously considered or felt qualified for.
- Socio-economic benefits: by enabling more Inuit to obtain employment in the federal public service, Pilimmaksaivik contributed to economic empowerment and community development.

- The program supported education funding, including for university degrees and language training, which helped individuals build long-term career paths.
- Cultural and social inclusion: Pilimmaksaivik organized Inuit Qaujimajatuqangit (IQ) days and other cultural workshops that promoted Inuit culture and language within the federal government. These events helped non-Inuit employees better understand Inuit culture, fostering a more inclusive and respectful workplace.

Efficiency

Key finding #1: Pilimmaksaivik has created and implemented a whole-of-government IEP and worked effectively with departments to create their own individual IEPs.

Pilimmaksaivik played the central role in guiding federal departments through the development and implementation of their IEPs, and developed and implemented a whole-of-government IEP. Departments consistently reported that Pilimmaksaivik offered clear templates, timely data from the NILFA, and collaborative forums such as HR network meetings and ADM steering committees. These platforms allowed departments to align their IEPs with whole-of-government priorities while tailoring them to their specific operational contexts. Pilimmaksaivik's ability to convene departments, share best practices, and respond to questions with practical guidance was seen as instrumental in helping departments work towards meeting the Article 23 objective. Pilimmaksaivik's strategic planning support not only improved consistency across IEPs but also fostered a culture of accountability and continuous improvement in Inuit employment outcomes.

Key finding #2: To expand program delivery, extend its impact to Nunavut Inuit outside of Iqaluit, and enhance participant support, Pilimmaksaivik will require additional resources.

The GC's presence is limited outside of Iqaluit due to population demographics (see Figure 1), but there are areas where Pilimmaksaivik may be able to expand its impact further. To effectively respond to increasing demand and evolving program objectives, Pilimmaksaivik will require additional resources. As programming expands, so too does the need for enhanced operational capacity, including staffing, infrastructure, and administrative support. Broadening the reach of the program—particularly to remote and underserved communities—necessitates investment in outreach, travel, and culturally relevant engagement strategies. Furthermore, deepening supports for participants, such as mentorship, training, and wellness services, calls for specialized personnel and tailored resources. These investments are essential to ensure Pilimmaksaivik remains responsive, inclusive, and impactful.

Recommendations

#1: Finalize the PTP through increased coordination between GN, GC and NTI

It is recommended that Pilimmaksaivik focus on increasing coordination and cooperation between the GC, GN and NTI to create and implement a formal PTP.

While Pilimmaksaivik has made significant progress in delivering pre-employment training activities, the absence of a formalized PTP limits strategic alignment and accountability. A finalized PTP would provide a clear framework for training delivery across departments and enable better tracking of outcomes and continuous improvement.

It is recommended that Pilimmaksaivik engage the GN and NTI in co-designing a PTP framework. This might provide an opportunity to build a structured, standing forum with clear terms of reference, regular meeting schedules, and decision-making protocols agreed to by all parties. During this process, it is recommended that Pilimmaksaivik ensure dedicated resources (i.e. staff and budget) are allocated to this purpose. Additionally, it is recommended that Pilimmaksaivik ensure Inuit knowledge, values, and regional realities are embedded in the plan.

#2: Expand wraparound supports for Inuit employees

It is recommended that Pilimmaksaivik expand wraparound supports to address barriers to employment participation.

Evaluation findings highlighted that participants face systemic barriers such as housing, mental health, and relocation challenges. To improve retention and success, it is recommended that Pilimmaksaivik and departments enhance participant-centered supports to improve program accessibility and outcomes. This includes providing potential participants access to culturally appropriate wellness services, potentially increasing logistical and financial supports for participants from remote communities, and integrating mentorship and coaching into all training programs.

#3: Scale and diversify programming

It is recommended that Pilimmaksaivik scale and diversify programming to reach more Inuit across Nunavut.

To broaden its impact and better serve Inuit across Nunavut, it is recommended that Pilimmaksaivik scale and diversify its programming beyond its current reach. This includes increasing the number and frequency of cohorts for key initiatives such as the Inuit Learning and Development Program (ILDLP) and the Sivuliqtunirmut Ilinniarniq Leadership Training Program (SILT), which have proven effective but remain small in scale. Expanding training delivery to more communities and leveraging virtual platforms would help overcome geographic barriers and ensure more equitable access.

Additionally, it is recommended that Pilimmaksaivik develop targeted programming tailored to the distinct needs of youth, mid-career professionals, and those aspiring to leadership roles. By expanding its delivery capacity and tailoring its offerings, Pilimmaksaivik can better meet the diverse needs of Inuit across the territory and make meaningful progress toward the Article 23 objective.

#4: Invest in relationships and cultural competency

It is recommended that Pilimmaksaivik continue to build on its current strengths and invest in relationship-building and cultural competency, between governmental bodies, staff and participants.

To strengthen collaboration, it is recommended that Pilimmaksaivik continue to build trust-based relationships between the GC, the GN, and NTI. This will require intentional investment in shared experiences and cultural understanding. One way to foster this is by facilitating joint training sessions and cultural exchange opportunities for staff across all three partners. These sessions can help build mutual respect, clarify roles, and align expectations.

Pilimmaksaivik's strength lies in continuing to support highly effective and proven activities such as working with departments to support IEP implementation, on-the-land gatherings or retreats for participants which have in the past created space for deeper dialogue and relationship building in a culturally grounded setting. These experiences allowed participants to connect with Inuit values, traditions, and each other in meaningful ways that go beyond formal meetings. This evaluation found that embedding IQ principles into all collaborative work further reinforced a shared commitment to culturally respectful and inclusive approaches. By prioritizing these relational investments, Pilimmaksaivik, and GC departments can continue to lay the foundation for more effective and enduring inter-organizational coordination.

#5: Create and implement standard operating procedures for data gathering and monitoring, including financial reporting

It is recommended that Pilimmaksaivik create and implement standard operating procedures for data gathering and reporting.

A recurring theme throughout the evaluation was the difficulty staff experienced with data collection and reporting. Much of the data gathered by Pilimmaksaivik is owned by other departments and requires greater and more organized coordination. This would help address inconsistent application and understanding of departmental IEPs and reinforce their significance beyond HR functions. To enhance Pilimmaksaivik's ability to effectively monitor program performance and communicate results, it is recommended that the organization develop and implement clear standard operating procedures (SOPs) and potentially Inter-departmental Letters of Agreement (ILA). These SOPs and ILAs should define what data is collected, how it is collected, and how it is reported. Implementing this recommendation may require dedicated resources, including investments in technology, technical support, and specialized staff for data coordination and reporting.

Annex A: Preliminary Evaluation Issues and Questions

The following table shows the guiding evaluation issues and supporting questions for the Pilimaksaivik evaluation. More targeted and/or additional specific questions were used to address the *TBS Policy on Results*, including issues of relevance, effectiveness and efficiency. Evaluation questions were also based on the Performance Information Profile for the Pilimaksaivik Centre.

The evaluation criteria is as follows:

- Relevance – Does it address a need that is not addressed in other federal programs?
- Effectiveness – Does it achieve its intended objectives for the target audience?
- Efficiency – Is it efficient in time, resources and results?

Preliminary Evaluation Issues and Questions

Evaluation Question
Relevance
• Is there an ongoing need for the program? ○ Is the program consistent with Canadian legislation, treaty responsibilities, government priorities and CanNor strategic objectives? ○ Is there a legitimate, appropriate and necessary role for the federal government in the program?
Effectiveness
• To what extent had Pilimaksaivik achieved expected results and outcomes? • Is the program functioning efficiently? Are there alternative approaches that would be more efficient or effective at achieving expected outcomes?
Efficiency
• How well does the intervention by the government fit? ○ Does the current intervention fit in line with the government's legal objectives around the program? ○ Does the program implementation align with departmental priorities and objectives around this program? • Will the net benefits of the program last?

Annex B: Evaluation Framework

Short term Outcomes				
Out- com e #	Planned Output/ Outcomes	Performance Indicators and Targets	Evidence Source and Evaluation Questions	Findings
1	Canada meets its objective to develop a whole-of-government Pre-Employment Training Plan (outputs).	A Pre-Employment Training Plan is released by April 2020 (within one year following the establishment of Pilimmaksaivik), shared with treaty partners, and a summary may be published on the departmental website.	Data sources: Program documentation (meeting minutes, data gathering, etc.), program participant and Centre staff interviews and staff focus groups. Effectiveness: To what extent had Pilimmaksaivik achieved expected results and outcomes? Efficiency: How well does the intervention by the government fit?	A PTP was not formally released by April 2020, however, many programs and activities were conducted towards this objective which were highly effective at increasing the capacity of Inuit in Nunavut to qualify for employment in the federal service. As of the end of the evaluation period the PTP was still not released.
2	Inuit from all Nunavut communities have the opportunity to learn about employment opportunities within the Government of Canada.	Target: 8 Nunavut communities ¹⁰ per year, on a rotational basis, to meet and discuss Government of Canada career opportunities (e.g. career fairs)	Data sources: Pilimmaksaivik program documentation (Annual Reports), activity records, staff reports, interviews. Effectiveness: To what extent had Pilimmaksaivik achieved expected results and outcomes?	Pilimmaksaivik effectively utilizes community outreach and career fairs, with room to improve in enhancing social media strategies. The COVID-19 pandemic limited travel for 2020 to 2023. Over the 5-year period, Centre staff conducted in-person activities in 14

¹⁰ There are 25 communities in Nunavut.

Short term Outcomes				
Out- com e #	Planned Output/ Outcomes	Performance Indicators and Targets	Evidence Source and Evaluation Questions	Findings
			Relevance: Is there an ongoing need for the program? Is the program consistent with Canadian legislation, treaty responsibilities, government priorities and CanNor strategic objectives?	communities in Nunavut and did extensive outreach to Inuit students located in Ottawa. Extensive virtual and social media events and communications were conducted. Interview respondents were positive about Pilimmaksaivik's outreach activities and their effectiveness. 2019/20: 10 communities visited across the territory plus Ottawa (tradeshows, workshops, career fairs, etc.) 2020/21-2023: travel restrictions due to COVID-19 pandemic limited travel to communities, however extensive outreach conducted online or in-person in Iqaluit, including reaching 75-100 Nunavut Arctic College students and virtual presentations to Nunavut Sivuniksavut students. 2023/24: In 2023, Pilimmaksaivik staff visited 4 communities plus Ottawa: Rankin Inlet, Naujaat, Arviat and Kugluktuk, and Inuit attending post-secondary institutions in Ottawa (Algonquin college, Carleton University, Ottawa University). Also attended and presented at the Inuit Tapiriit Kanatami Student Gathering in March 2023.

Short term Outcomes				
Out-com e #	Planned Output/ Outcomes	Performance Indicators and Targets	Evidence Source and Evaluation Questions	Findings
3	Inuit Government of Canada employees based in Nunavut have access to culturally appropriate mental support services and activities.	Reporting on the number of Government of Canada Inuit employees who access mental health support services (e.g. Elder-in-Residence program, mental health and wellness workshops, onsite counselling services) coordinated by Pilimmaksaivik, per year.	<u>Data Source:</u> Pilimmaksaivik activity records and document review (Annual Reports data, interview transcripts, etc.) Relevance: Is there an ongoing need for the program? Is the program consistent with Canadian legislation, treaty responsibilities, government priorities and CanNor strategic objectives? Is there a legitimate, appropriate and necessary role for the federal government in the program?	On an annual basis, Pilimmaksaivik has been providing access to counselling services to up to 72 Nunavut Inuit per year with an emphasis on culturally relevant support. 2019/20: 300 available in-person and telephone counselling sessions. No record as to how many sessions were taken up by Inuit. 2020/21: 224 counselling sessions available of which 55 used by Nunavut Inuit employees. 2021/22: 54 counselling sessions available, 38 used by Nunavut Inuit employees. 2022/23: 84 counselling sessions held. No record as to how many sessions were taken up by Inuit. 2023/24: 150 sessions available annually, 72 Inuit accessed counselling sessions. In 2023-24, Pilimmaksaivik hosted three IQ days which included boating and clam digging and six IQ days were held in 2024-25, which included dog sledding, fishing, boating and clam digging.

Medium-term Outcomes				
Out - com e #	Planned Output/ Outcomes	Performance Indicators and Targets	Evidence Source and Evaluation Questions	Findings
4	Inuit students have the opportunity to gain work experience within the Government of Canada.	Number of Inuit students placed in Nunavut federal departments and agencies, per year. <u>Target:</u> 15 Inuit students per year.	<u>Data Source:</u> Program enrollment numbers compiled by Pilimmaksaivik. Answers questions pertaining to effectiveness, efficiency.	Pilimmaksaivik's recruitment practices and outreach efforts provided Inuit students with opportunities to learn about opportunities for employment within the government but did not hit target levels due to COVID-19 interruptions and other factors. Interviewees stated that key recruitment strategies were: career fairs, the resume inventory, the summer student initiative with community outreach, and the Inuit Learning and Development Program.
5	Nunavut Inuit gain practical work experience in the public service and benefit from coaching and mentoring by participating in the Inuit Learning and Development Program or other Inuit pre-employment programs.	Number of Nunavut Inuit enrolled in the Inuit Learning and Development Program or other Inuit pre-employment programs, per year.	<u>Data Source:</u> Program enrollment numbers compiled by Pilimmaksaivik	Pilimmaksaivik tracked participants who obtained either indeterminant or term employment post ILDP. 2019/20: 3 rd Cohort completed, 9 participants completed with 8 receiving indeterminate or term employment. 2020/21: COVID-19 limited activities and results. 2021/22: COVID-19 limited activities and results. 2022/23: 4 th Cohort completed, 10 participants started with only 4 completing the program and 2 receiving employment.

Medium-term Outcomes				
Out - com e #	Planned Output/ Outcomes	Performance Indicators and Targets	Evidence Source and Evaluation Questions	Findings
		Number of Nunavut Inuit who are hired for Government of Canada positions located in Nunavut, following pre-employment programs.		ILDP results: 2019/20: 8 receiving indeterminate or term employment. 2020/21: COVID-19 limited activities and results. 2021/22: COVID-19 limited activities and results. 2022/23: 2 receiving employment.
6	Government of Canada Inuit employees working in Nunavut have the opportunity to gain skills to become better prepared for supervisory positions.	Number of Government of Canada Inuit employees working in Nunavut who complete the Sivuliqtunirmut Ilinniarniq (Leadership Training for Nunavut Inuit). Target: 10 Inuit employees per year by March 2021. Proportion of graduates from Sivuliqtunirmut Ilinniarniq (Leadership Training for Nunavut Inuit) who are promoted to higher positions within the Government of	Data Source: Enrollment records of the Leadership Training for Nunavut Inuit program. <u>Data Source:</u> Pilimmaksaivik records for Leadership Training for Nunavut Inuit program.	SILT participants by year: 2020: 11 (2nd cohort graduated in 2021, delayed due to COVID-19). 2020/21: COVID-19 limited activities and results. 2021/22: COVID-19 limited activities and results. 2023/24: 3rd cohort graduated in March 2024 with 16 participants. Not tracked post program

Medium-term Outcomes				
Out - com e #	Planned Output/ Outcomes	Performance Indicators and Targets	Evidence Source and Evaluation Questions	Findings
		Canada in Nunavut with supervisory duties <u>Target:</u> 50% of graduates, by March 2021.		
7	Increase in the number of Nunavut Inuit employed in federal government departments in Nunavut	Proportion of Government of Canada employees in Nunavut who are Inuit <u>Target:</u> In 2017, the federal government set a medium-term target to have 229 Nunavut Inuit employees by April 1, 2023. Targets were revised in 2019/2020 to include 282 Inuit by April 1, 2023.	<u>Data Source:</u> Treasury Board Secretariat Office of the Chief Human Resources Officer (OCHRO) and Pilimmaksaivik database.	Overall, the federal government's efforts through Pilimmaksaivik and other government departments with IEP activities (including Parks and POLAR) did not achieve Inuit representation in government positions by 2023. From 2019 to 2023, there was a 4% (n=35) increase of Inuit employees in the public service. Jan. 2017: 41% (n=123) baseline 2019/20: 46% (n=172) 2020/21: 48% (n=198) 2021/22: 50% (n=204) 2022/23: 50% (n=207) 2023/24: 50% (n=215)

Long-term Outcomes				
Out - co me #	Planned Output/ Outcomes	Performance Indicators and Targets	Evidence Source and Evaluation Questions	Findings
8	Inuit representation within the Government of Canada in Nunavut is representative of the Inuit population in Nunavut.	Proportion of Government of Canada employees in Nunavut who are Inuit . Target: representative level of Inuit in the Nunavut Settlement Area. Baseline: 41% in January 2017.	<u>Data Source</u> : Treasury Board Secretariat Office of the Chief Human Resources Officer (OCHRO) and Pilimmaksaivik database.	This outcome is beyond the scope of this evaluation.

Annex C: Case studies

Inuit Learning and Development Program (ILDP)

Launched in 2013, the Inuit Learning and Development Program (ILDP) was a job-training initiative aimed at providing Inuit with opportunities to build the essential skills, knowledge and confidence for government employment. It was coordinated by Pilimmaksaivik in partnership with other departments with Article 23 obligations. This 16-month pre-employment training program consisted of four work placements lasting four months each. The ILDP helped to support the Government of Canada's responsibilities under Part 5 of Article 23 of *The Nunavut Agreement*, regarding the commitment to providing pre-employment training to Nunavut Inuit.

Two cohorts completed the program during the evaluation timeframe (2019/20 to 2023/24). 22 Nunavut Inuit participants started the program, 13 completed the program, and 8 accepted full-time jobs within the federal government in Nunavut upon completion. 2 other participants found employment elsewhere, or went on for further education.

What does the ILDP provide to Nunavut Inuit?

During the evaluation timeline, the ILDP aimed to provide Nunavut Inuit with the opportunity to develop transferable skills that could be applied in various work environments of the public service. Participants in the ILDP took part in training in the classroom, on the job and self-paced mobile learning to support the development of work-related competencies. Pilimmaksaivik aimed to support everyone involved: participants, the sponsoring department/agency, supervisor, coach/mentor, learning advisor and the program coordinator.

The ILDP focused on addressing barriers to gaining employment within the federal public service, and sought to increase interest among Inuit in obtaining government employment. It aimed to build four key competencies in support of participant's employability: knowledge of government, client service excellence, analytical thinking, and employment skills.

When participants began the ILDP program, a coordinator identified core training activities and objectives based on the individual's learning activities and objectives. For the 4th cohort (completed in 2022/23), departments determined what ILDP employees would work on during their placements. Throughout the work assignments and learning activities, progress was monitored by an advisor in close collaboration with the supervisors, mentors/coaches and the program coordinator. This collaboration aimed to ensure that all learning activities and assignments were aligned with the overall objective of the program and the participant's needs.

Potential training providers included: the GN, GC departments, NTI training, CSPA and the Iqaluit Human Resources base.

Key findings from the Evaluation

Overall, the ILDP was considered a success in that a large proportion of participants who completed the program (13) transitioned into permanent federal roles (8), with another graduate going on to higher education and another gaining employment outside of the government.

On an individual level, the ILDP is making a positive impact on participants beyond obtaining employment. Interviewees from the evaluation noted:

- increased confidence and workplace readiness,
- broadened understanding of government operations, and
- conveyed positive feedback on mentorship and exposure during the program.

“For me, the most value I had from the program was participating in training with the other ILDP mates. We unofficially supported each other — we were on the same team, all trying to have the same goal. I really appreciated trying different departments. I got to see the kind of work I wanted to be in and choose the environment that suited me best.”

- ILDP participant

Challenges identified by interviewees included:

- short 4-month rotations limited meaningful learning,
- lack of structured onboarding and training plans,
- mismatch between participant expectations and job realities,
- mental health, housing, and relocation barriers, and
- limited support for participants from remote communities.

“The ILDP participant arrives to the department not in a job box. So you’re starting a new job, but you don’t have a job description. You’re just the ILDP participant, and we’re going to find things that are hopefully of your interest and that are going to help us do our day-to-day work.”

- ILDP participant

Interviewees suggested that, for future programing, the ILDP might:

- extend placement durations or reduce number of rotations,
- develop standardized onboarding and training templates,

- improve screening and matching of participants to departments,
- provide wraparound supports: housing, mental health, mentorship, and
- increase community-based and remote work opportunities.

Sivuliqtunirmut Ilinniarniq Leadership Training Program (SILT)

The Sivuliqtunirmut Ilinniarniq Leadership Training Program (SILT) was a leadership training initiative that supported competency development for Inuit employees seeking to enter supervisory roles. It was designed for Nunavut Inuit employees within the federal public service seeking to advance into supervisory roles or leadership positions.

Training was multi-phased over eight months and the curriculum was blended from the CSPC's Supervisor Development Program as well as other service providers. The intent was to prepare Nunavut Inuit who are already within government to develop the skills, competencies and confidence needed to advance from entry- or mid-level public servant positions and to succeed in supervisory roles. The leadership graduates also participated in events focused on Inuit laws and leadership and how Inuit traditional laws can influence Inuit leadership today.

Two cohorts completed the SILT program during the evaluation timeframe (2019/20 to 2023/24). 27 Nunavut Inuit participants graduated from the program with participants coming from 7 federal departments, including CIRNAC, DFO, CanNor, POLAR, PPSC, ECCC and PSPC.

What does the SILT provide to Nunavut Inuit?

SILT is described as more than just a training program as it aims to foster a leadership environment that reflects Inuit values and cultural understanding in decision-making processes. Training sessions include in-person facilitated sessions on:

- Nunavut history and governance and the implementation of the *Nunavut Agreement*, and the Inuit Nunangat Policy (including tours of the Senate and Parliament in Ottawa),
- Inuit cultural wellbeing: reclaiming whole man/woman, including on-the-land wellness experiences
- Conflict resolution/difficult conversations,
- Making the transition from co-worker to team leader,
- Trauma informed workplace resiliency,
- Developing learning plans and,
- Supervised work placements led by the sponsoring departments.

Key findings from the Evaluation

The SILT program was highlighted by interviewees as a key leadership development and retention strategy under Pilimmaksaivik. Here are the main findings:

Purpose and impact

- It addressed systemic barriers such as:

- Lack of post-secondary education opportunities in Nunavut.
- Government work environments that may not reflect Inuit culture and values.
- Participants reported increased self-esteem, professional identity, and motivation to remain in or return to public service.
- Several Inuit employees transitioned into supervisory or managerial roles after completing the program.
- Included on-the-land cultural components (e.g., week-long retreats), which were highly valued and described as “once-in-a-lifetime” experiences.
- Combined formal leadership training with hands-on supervisory placements.
- Some programs were developed in collaboration with the CSPA to ensure cultural relevance.

Perception and reception

- The program was positively received by both Inuit employees and managers. It was seen as a successful strategy for supporting Inuit advancement and retention in government roles.
- Participants gained practical leadership skills, confidence, and career advancement opportunities and helped bridge the gap between entry-level roles and supervisory/managerial positions.
- Participants expressed gratitude for the opportunity to access training and resources that would not have been available without the program.

“I feel that the leadership development program was very impactful because they learned a lot of skills. It was a really good mix of cultural activities... an on-the-land component... which everybody that participated in seemed to thoroughly enjoy and felt like it was really a once-in-a-lifetime experience.”

- SILT participant

Strategic value

- The program was cited as a best practice in equity and inclusion.
- It complemented other initiatives like the Inuit Education Support Fund, creating a broader framework for Inuit career development.
- It was part of a holistic approach to fulfilling the Article 23 objective under the *Nunavut Agreement*.

Challenges and areas for improvement

“They’ve treated other initiatives more importantly than the talent management program. One of the new initiatives they have is coaching and mentoring, which is important. But I would say the talent management program is more important... You need a plan to develop an employee, which is missing right now.”

- SILT participant

Scale and Reach:

- Programs were often small in scale (e.g., 11–16 participants per cohort), limiting broader impact.
- Some participants faced technical barriers (e.g., being excluded from Teams chats), especially those outside Iqaluit.
- Facilitation quality: one cohort reported issues with a poorly prepared facilitator, though this was addressed in later iterations.
- Geographic access: most leadership training occurred in Ottawa or Iqaluit, limiting access for Inuit in remote communities.
- Participants and managers recommended more regional delivery and manager-focused training in Nunavut.

Interviewees suggested that, for future programing, the SILT program might:

- Expand cohort size and frequency to reach more Inuit employees.
- Increase regional access by offering training in more communities or virtually with proper technological support.
- Enhance manager engagement by training supervisors on how to support Inuit leadership development.
- Strengthen follow-up to track long-term career outcomes and support continued growth.
- Integrate cultural safety into all leadership training to ensure relevance and retention.