Assessing the Effectiveness of Labour Force Participation Strategies is one of five new research reports on Aboriginal economic development released by Atlantic Aboriginal Economic Development Integrated Program, (AAEDIRP) in 2010.

The AAEDIRP is a unique research program formed through partnerships between the 38 member communities of the Atlantic Policy Congress of First Nations Chiefs (APCFNC), plus the Inuit, 12 Atlantic universities and 4 government funders, both federal and provincial. AAEDIRP funders include Aboriginal Affairs and Northern Development Canada (AANDC), the Atlantic Canada Opportunities Agency (ACOA), the Department of Fisheries and Oceans Canada (DFO) and the Office of Aboriginal Affairs, Nova Scotia. The AAEDIRP conducts research on Aboriginal economic development that is relevant to communities, builds Aboriginal and non-Aboriginal research capacity, conducts workshops on Aboriginal economic development and is developing a database on this topic. The main purpose of the AAEDIRP is to improve the knowledge base concerning Atlantic Aboriginal economic development in order to improve the lives of the Aboriginal people in the region.

The APCFNC is a policy research organization that analyzes and develops culturally relevant alternatives to federal policies that impact on the Mi’kmaq, Maliseet, Passamaquoddy and Innu Aboriginal communities and peoples.

Maliseet Artist Arlene Christmas (Dozay) created the AAEDIRP logo

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Assessing the Effectiveness of Labour Force Participation Strategies

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1. Abegweit First Nation
2. Bear River First Nation
3. Eel Ground First Nation
4. Eel River Bar First Nation
5. Eskasoni First Nation
6. Glooscap (Horton) First Nation
7. Kingsclear First Nation
8. Lennox Island First Nation
9. Fort Folly First Nation
10. Madawaska Maliseet First Nation
11. Membertou First Nation
12. Miawpukek First Nation
13. Millbrook First Nation
14. Mushuau Innu First Nation
15. Northwest River (Member, Nunatsiavut Government)
16. Oromocto First Nation
17. Paq'tnkek (Afton) First Nation
18. Pictou First Nation
19. Potlotek (Chapel Island) First Nation
20. Shubenacadie First Nation
21. St. Croix Scoudic First Nation
22. St. Mary's First Nation
23. Tjipogtotjg (Buctouche) First Nation
24. Waycobah First Nation
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Assessing the Effectiveness of Labour Force Participation Strategies

Executive Summary

In June 2008, the Atlantic Policy Congress of First Nations Chiefs (APCFCN) through its Atlantic Aboriginal Economic Development Integrated Research Program (AAEDIRP) commissioned Lori Ann Roness Consulting to examine the effectiveness of labour force participation strategies directed towards Aboriginal people, with a particular focus on the Atlantic region. This research falls within the long-term goals of the AAEDIRP and the Atlantic Policy Congress of First Nations Chiefs (APC) to improve the knowledge base of Aboriginal economic development in the region and strengthen the Aboriginal workforce.

The purpose of the study was to assess how well Aboriginal labour force participation strategies have worked for Aboriginal people in the Atlantic region, with a particular focus on the past five years, and how they can be improved.

The study had five project elements:

1. Comprehensive Literature Review
2. Surveys and Interviews of Aboriginal service providers, Aboriginal employees/non-employees and non-Aboriginal employers.
3. Review of Data Collected about the Strategies and/or Programs
4. Best Practices
5. Evaluation, Final Report and Recommendations

Results were organized using the following conceptual framework:

1. An adequately prepared Aboriginal labour force;
2. An adequately prepared employer;
3. Outreach, communication, and partnership between Employers and the Aboriginal community;
4. Recruitment, application and job orientation;
5. Employee retention;
6. Tracking participation, and;

Overall, despite the small sample size of this study, the themes that emerge from this study are consistent with those found in the literature review. This research project determined that there is a lack of a cohesive definition of ‘labour force participation
strategy’. This particular term that refers to a strategy that is a targeted recruitment and retention campaign designed to hire and retain a particular target population (in this case, Aboriginal people) is not commonplace at all. Other terms, such as Aboriginal employment strategy, are used much more frequently but tend to have very broad application and include everything related to Aboriginal employment, from scholarships, to training to pre-employment skills development. Employment equity is also a term that is very common but which largely refers to efforts to eliminate discrimination.

The interviews conducted, particularly those of employees/non-employees, support the literature review findings that barriers to Aboriginal employment continue to exist. These include: a lack of education and training, systemic racism, more than average scrutiny, exclusion, inappropriate testing, and narrow approaches to what constitutes ‘job-related experience’. There is also reluctance among the working age Aboriginal population to leave their First Nation to work.

This research also determined that the Atlantic Canadian employers interviewed here often did not have explicit Aboriginal labour force participation strategies. Or, the details of the strategies were confidential, making analysis difficult. We further determined that unless mandated to do so under the Federal Contractors Program, many employers do not track Aboriginal participation. The majority of companies interviewed indicated that while they are open to Aboriginal employees, they did not have the resources to specifically seek Aboriginal employees. Many of those interviewed also indicated that they did not know how to promote their vacancies among Aboriginal people or even where to begin.

Nonetheless, data reveals that while Aboriginal employment levels and participation rates still lag considerably behind those of the general Canadian populace, Aboriginal participation rates have been moving in an upwards direction in the last twenty years or so. Interviews with employers in Atlantic Canada also revealed that while most do not have explicit strategies directed towards Aboriginal people, most are aware of the need for greater Aboriginal employment and expressed an openness to increasing relationships with the Aboriginal community to increase Aboriginal participation in their labour force. Notwithstanding this willingness, employers consistently emphasized that regardless of strategies undertaken to increase Aboriginal participation, Aboriginal candidates are still required to have the requisite training or qualifications.

The range of challenges suggests that a multi-actor approach is required. On the Aboriginal side, individual Aboriginal people of working age must be proactive about getting the appropriate training or education and seeking employment. Aboriginal organizations and service providers are also key in terms of supporting individuals, being a source of information, and linking individuals with employers.
On the corporate side, companies must be more open to Aboriginal employment and shift conventional approaches to filling vacancies with ones that are more open to Aboriginal approaches. Building communication between corporate Canada and Aboriginal people and communities may help to do this and break down barriers. Improved communications will most certainly open the dialogue and demonstrate a mutual willingness to engage one another. Demonstrating openness to corporate Canada may also pave the way to greater employment.

This research project also confirmed that a successful Aboriginal labour force participation strategy is one that is developed and endorsed at the highest levels of an organization and which is integrated throughout the company and supported in principle, in practice, and financially. It is one that is responsive to both corporate and Aboriginal needs, meaningfully engages the Aboriginal community and which is monitored. Thus, champions within organizations, both within Aboriginal communities and organizations and employers, must be identified to move forward with more proactive and results-oriented Aboriginal labour force participation strategies.

There is also room for government as well. Legislation also sets an important foundation for ensuring the Aboriginal workforce is better represented yet legislation on its own is not sufficient. By expanding employment equity policies to include a larger breadth of employers, namely those with fewer than 100 employees, the federal government could be key in broadening the adoption of Aboriginal labour force participation strategies and in increasing Aboriginal representation among the labour force. Likewise, provincial governments could begin by taking a more explicit approach to Aboriginal employment by tracking and measuring Aboriginal participation within their own departments, and enacting policies and incentive programs that encourage employers to partner more proactively with the Aboriginal community. Government funding that funnels down to directly support individual Aboriginal people in getting education and training would also increase employability and ultimate success.

To that end, this research makes 40 recommendations geared towards (1) adequately preparing the Aboriginal labour force, (2) adequately preparing employers, (3) outreach, communication, and partnership, (4) recruitment, (5) employee retention, (6) tracking, and (7) government policy and program issues. The recommendations are:
An Adequately Prepared Aboriginal Labour Force

1. **Provide Aboriginal people seeking employment with pre-employment workshops and career development to teach them how to prepare resumes, identify job opportunities and successfully look for a job, and network.**

2. **Establish an Aboriginal role model or mentoring program.**

3. **Include work experience/placement and internship components into training programs and in different employment sectors.**

4. **Provide training that is industry-approved.**

5. **Integrate employment services to Aboriginal people.**

6. **Include a component in all training programs about employer expectations and employee conduct.**

7. **Develop an industry-supported program of support for primary, middle and high school students to help ensure that Aboriginal students stay in school and are prepared academically to pursue a career.**

8. **Engage Aboriginal youth by using new media.**

9. **Offer life skills training to community members preparing to move off the First Nation for employment.**

10. **Profile Aboriginal members of the community that are working successfully.**

An Adequately Prepared Employer

11. **Provide regular cultural sensitivity and diversity training to all employees, including management.**

12. **Develop a series of professional development workshops or outreach toolkit initiatives directed towards individual employers or collectives of employers to raise awareness about the potential of the Aboriginal labour force and how to better engage and retain Aboriginal employees.**

13. **Establish a diversity council and ensure that it is active and proactive.**

14. **Engage employer leaders and executive as spokespeople for Aboriginal employment.**
15. Identify internal champions for Aboriginal employment and outreach.

16. Employ an Aboriginal/employer liaison staff person.

17. Train human resources personnel on how to recruit and assess Aboriginal candidates.

18. Outsource work to First Nations so employees can still be based in the community.

19. Establish a list of procured goods and services and make it available to Aboriginal partners, leaders, community economic development personnel, entrepreneurs, etc.

20. Take advantage of government programs that support businesses in undertaking proactive Aboriginal hiring practices.

21. Create internal policies that support equity.

Outreach, Communication, and Partnership between Employers and the Aboriginal Community

22. Establish direct relationships among employers, sector councils, and unions and the Aboriginal community on a more personal level to improve recruitment strategies, including a communications protocol.

23. Create a “future hiring needs” plan that identifies anticipated hiring needs and share it with Aboriginal partners and communities.

24. Promote employers that have Aboriginal labour force participation strategies and vacancies and provide a venue with which they could advertise their vacancies.

25. Hold regular gatherings of employers and Aboriginal communities to promote networking and facilitate the identification of opportunities, partnerships, etc.

26. Implement formal means to publicly recognize and honour employers, and industry representatives for innovative efforts, programs and achievements regarding Aboriginal recruitment and retention. Document best practices for others to benefit from.

Recruitment, Application and Job Orientation

27. Develop an Aboriginal labour force participation strategy (that is outcome based) even if not mandated to do so and promote it not only among the Aboriginal community but among one’s own labour force as well.
28. Create a centralized Aboriginal human resources recruitment agency and database.

29. Adjust recruitment practices so that they are more inclusive.

30. Adjust interviewing and screening practices.

31. Implement a job orientation program to new Aboriginal hires that includes giving new hires an opportunity to meet and interact with other Indigenous staff already employed.

**Employee Retention**

32. Incorporate career planning into performance reviews and including career counseling.

33. Implement an in-house training and mentoring program for (Aboriginal) employees who want to improve their skills and move up the corporate hierarchy.

34. Report back to employees on diversity issues and accomplishments.

35. Ensure that all departing (Aboriginal) employees complete an exit questionnaire/interview.

**Tracking Participation**

36. Measure and track Aboriginal labour force participation regularly.

**Government Policy and Program Issues**

37. Amend equity policy requirements so that they are implemented across a broader range of employers.

38. Improve equity monitoring and enforcement.

39. Improve education to the public about Aboriginal/diversity hiring.

40. Allocate a greater amount of resources to improve Aboriginal skills development and to support a regional (provincial) employment development initiative.

At the same time, labour force participation strategies are only one element. A more wholistic approach is required in order to solve the dilemma of Aboriginal employment. The Aboriginal population must become better trained, be open to
alternatives, and demonstrate its receptiveness to potential employers. Aboriginal health must also be improved and support should be available to help people deal with their addictions or mental illness. Self-esteem and confidence must rise. Youth, in particular, need to shift their perspective to see that a brighter future is possible and all parties, including Aboriginal communities, government, and business, must work together to ensure that this is so.
Assessing the Effectiveness of Labour Force Participation Strategies

1. Introduction

In response to low representation of diversity groups, including Aboriginal people, governments implemented affirmative action or employment equity programs to open employment opportunities among major regional employers. Many of these policies and programs have been in place for several decades and an assessment of their effectiveness was due.

Accordingly, in June 2007, the Atlantic Policy Congress of First Nations Chiefs (APCFNC) through its Atlantic Aboriginal Economic Development Integrated Research Program (AAEDIRP) commissioned Lori Ann Roness Consulting to examine the effectiveness of labour force participation strategies directed towards Aboriginal people, with a particular focus on the Atlantic region. This research falls within the long-term goals of the AAEDIRP and the Atlantic Policy Congress of First Nations Chiefs (APC) to improve the knowledge base of Aboriginal economic development in the region and strengthen the Aboriginal workforce.

The purpose of the study was to assess how well Aboriginal labour force participation strategies have worked for Aboriginal people in the Atlantic region, with a particular focus on the past five years, and how they can be improved.

1.1 The Research Questions

The research questions that guided the project were:

1. How does one define ‘labour force participation strategies’, e.g., employment equity programs, affirmative action policies, and special initiatives, such as the Aboriginal Work Force Participation Initiative through Indian and Northern Affairs Canada?
2. What labour force participation strategies exist, e.g., at universities, through governments (federal & provincial), and through employers?
3. What results have been obtained through these strategies and programs?
4. How well are labour force participation strategies working?
5. How does Atlantic Canada compare with results in the rest of Canada?
6. Who is benefiting from these strategies and programs?
7. How can labour force participation strategies be improved?
8. What are the challenges of retention once Aboriginal employees have been hired?
9. What is the difference in participation in these strategies by people living on and off reserve?
10. What are the similarities and differences between the on reserve and off reserve experience?
11. What can these strategies tell us over the past five years?
12. What are the best practices?
13. How do Atlantic regional results compare with those of the rest of Canada?

1.2 Project Objectives

The objectives of the study were to:

1. Understand how well labour force participation strategies are working for Aboriginal people in Atlantic Canada, with a particular focus on the last five years, in order to inform future direction that will increase Aboriginal employment.
2. Examine how labour force participation strategies can be improved for Aboriginal people in Atlantic Canada to increase Aboriginal employment and retention.

2. Methodology

2.1 Research Philosophy

The research philosophy underpinning the research methodology was Participatory Action Research (PAR) in keeping with the Canadian Institute of Health Research (CIHR) Guidelines for Health Research Involving Aboriginal People. The participatory approach facilitated First Nation participation and input into the research process and maximized Aboriginal control and decision-making. In this way, the research was as culturally sensitive, relevant, respectful, responsive, equitable and reciprocal as possible.¹

2.2 Ethics

The research project began with a statement of ethics, which reflected and affirmed Lori Ann Roness Consulting’s commitment to undertaking all activities in an ethical

and respectful manner. The statement abided by the: (a) AAEDIRP Policy Statement on Ethical Requirements & Research Ownership; (b) Tri-Council Policy Statement: Ethical Conduct for Research Involving Humans; (c) CIHR Guidelines for Health Research Involving Aboriginal People and OCAP; (d) First Nations Conceptual Frameworks and Applied Models on Ethics, Privacy and Consent in Health Research and Information; (e) National Aboriginal Health Organization’s Ethics Tool Kit; (f) Mi’kmaw Ethics Watch, and; (g) Nunatsiavut Government guidelines.

Applications were also made to and approved by the Mi’kmaw Ethics Watch, Mi’kmaq Confederacy of Prince Edward Island, and the Nunatsiavut Government in preparation for research at the community level.

2.3 Methodological Approach and Deliverables

The study was undertaken in five phases:

Phase 1 Comprehensive Literature Review

This phase involved a literature review of Aboriginal labour force participation strategies and evaluations, including a contextual discussion of the employment equity climate and history. The literature review includes a review of government and stakeholder reports, academic literature, and research, where available. The results of the literature are presented herein.

Phase 2 Surveys and Interviews

Originally, the project was to entail the development of four interview tools directed to: (1) Aboriginal service providers; (2) employees/non-employees; (3) employers, and; (4) policy makers. However, after drafting the tools, it became evident that the employer and policy maker tools were almost identical since policy makers (such as government) are also employers. In consultation with the project advisory committee, it was then decided to combine the latter two questionnaire tools. Consequently, three interview tools were ultimately used:

1. Aboriginal service provider evaluation instrument – to interview Aboriginal service providers that provide employment and training or economic development support to Aboriginal clients, such as off First Nation representative organizations, Tribal Councils, economic development officers, Native employment officers, Aboriginal human resource development agreement holders, etc.

2. Employee/non-employee evaluation instrument – to conduct key informant interviews of Aboriginal people who are currently employed with non-
Aboriginal employers (employees) and Aboriginal people who are not currently employed with non-Aboriginal employers (non-employees) to learn about their experience with labour force participation strategies.

3. Employer/policy maker evaluation instrument – to survey employers in a range of sectors to obtain feedback and opinions on issues current employment equity plans, resources allocated to employment equity, and initiatives they have put in place.

With regards to interviewee selection, a combination of techniques was used. In all cases, we used a snowball technique. Snowball sampling relies on referrals from initial subjects to generate additional subjects. This was particularly useful when it came to the employees/non-employees because privacy laws prevent employers or any other organization from revealing specific information about individuals. In many cases, contacts did convey our invitation to participate in this project but as discussed below in Section 2.4, Research Challenges, this technique did not result in much uptake.

Knowledge of Aboriginal service providers is more public so, in addition to using the snowball technique, we identified participants through Internet research and references in the literature and other materials in the public domain. We invited a range of organizations to participate, including Aboriginal human resource agreement holders, economic development officers, employment and training officers, employment and training or human resources development agencies. Uptake was varied and limited.

Selection of employers/policy makers was also done using the snowball technique. Because of the nature of this project, namely to evaluate Aboriginal labour force participation strategies in Atlantic Canada, we also attempted to identify employers who have explicit Aboriginal labour force participation strategies using our referral networks and through extensive searches through company, academic, and public literature. However, as noted below in Section 2.4, Research Challenges, participation was difficult to obtain. Moreover, we also discovered that many of the employers we did reach do not actually have explicit Aboriginal labour force participation strategies. So, while we made every effort to focus on employers/policy makers that have clear Aboriginal labour force participation strategies, we also ended up interviewing employers/policy makers who did not have explicit strategies but who were interested in participating in the study and who are in the process of developing a strategy or who expressed a clear desire to do so. Employer/policy maker interviewees included directors of human resources, Aboriginal community liaison personnel, and equity or diversity officers.
Face-to-face interviews were conducted whenever possible. However, several telephone interviews were also conducted. Interviews added to the data found in the literature by providing region-specific information and experiences, and respondents’ opinions on and experiences with Aboriginal labour force participation strategies. The interviews also provided more detail about employers’ strategies, programs and services, and recommendations for improving labour force participation strategies.

Information about corporate/employer interviewees were augmented through secondary research methods, including a review of company websites, annual reports and company publications, as available.

Interviewees within each of the three interview categories were asked the same series of questions, based on a questionnaire (see Appendix B). The interviewees were fully informed of the nature of the study and their signed consent was obtained. The questions were a combination of open and close-ended questions.

In terms of the employer/policy makers, 24 interviews were conducted, representing 22 different employers, both from the private and public sector in Atlantic Canada. The following employers were interviewed:

1. Brun-Way Construction
2. Brun-Way Highway Operations
3. Convergys
4. Dalhousie University
5. Government of New Brunswick
6. Government of Prince Edward Island
7. Halifax International Airport Authority
8. Health Canada
9. Indian and Northern Affairs Canada (INAC)
10. Maritime & Northeast Pipeline
11. Michelin North America (Canada) Inc.
12. NB Power
13. Nova Scotia Nurses’ Union
14. Royal Bank of Canada
15. Scotiabank
16. School District 2 (New Brunswick)
17. Service Canada/Human Resources and Skills Development Canada
18. Sydney Tar Ponds Agency
19. Trucking Human Resources Sector Council Atlantic
20. University of New Brunswick
21. University of Prince Edward Island
22. Vale Inco
The following table depicts the target number of interviews along with the total number of interviews completed during the project period for each of the target interviewee groups.

<table>
<thead>
<tr>
<th>Interviewee Groups</th>
<th>Target # of Interviews</th>
<th>Interview Totals</th>
</tr>
</thead>
<tbody>
<tr>
<td>Aboriginal service providers</td>
<td>10</td>
<td>19</td>
</tr>
<tr>
<td>Employees/non-employees</td>
<td>30</td>
<td>22</td>
</tr>
<tr>
<td>Employer/policy maker</td>
<td>22</td>
<td>24 people interviewed</td>
</tr>
<tr>
<td></td>
<td></td>
<td>22 employers</td>
</tr>
<tr>
<td><strong>Total number of interviewees</strong></td>
<td><strong>60</strong></td>
<td><strong>65</strong></td>
</tr>
</tbody>
</table>

Overall, 65 people were interviewed as follows: 19 Aboriginal service providers, 24 employers/policy makers representing 22 employers, and 22 employees/non-employees.

*Please refer to Appendix B for the survey tools. The results of the interviews are also summarized below in Section 4, Research Findings.*

**Phase 3  Review of Data Collected about the Strategies and/or Programs**

This phase was conducted in preparation for the employer interviews and involved a review of employer reports/evaluations and administration/workforce data, as available. Results of this phase were incorporated into the literature review and into the best practices employer profile report (see Phase 4 below).

**Phase 4  Notable (Best) Practices**

This phase involved the development of employer profiles of equity activities in Atlantic Canada based on the results of the employer/policy maker interviews. 22 employers are profiled in the case study profiles report. We opted to term this discussion as ‘notable’ rather than ‘best’ since the lack of access to information and research challenges as discussed below prevented us from determining whether the practices we uncovered were indeed ‘the best’ or not. Notable practices found during these interviews are highlighted below in section 5 below.

*Please also refer to Appendix C for the comprehensive case study profiles report.*
Phase 5  Evaluation, Final Report and Recommendations

This phase involved the development of a draft and final research report and recommendations along with dissemination activities for knowledge exchange and promoting the results among the various audiences, such as researchers, educators, governments, private sector employers, universities, interviewees, and communities.

Please accept this document as the deliverable for the final report and recommendations. Please refer to Appendix D for the dissemination activities.

2.4  Research Challenges

2.4.1  Defining ‘Labour Force Participation Strategy’

One of the tasks of the research initiative was to define what a ‘labour force participation strategy’ is. Extensive research has not yielded a cohesive definition. In fact, this term does not appear to be commonplace at all. Other terms, such as Aboriginal employment strategy, are used much more frequently. Employment equity is also a term that is very common.

The term ‘Aboriginal employment strategy’, while certainly having the flexibility to include labour force participation strategies, seems to be broader. This term seems to encompass two different categories of activities: (1) elements that private employers use to employ Aboriginal people, and; (2) strategies to increase Aboriginal employability, such as literacy training, high school equivalency, offering community-based courses such as heavy equipment operating training, and job readiness. There is a wide range of programs that fits this description, such as the: Aboriginal Human Resources Development Strategy (AHRDS); Aboriginal Skills and Employment Partnership Program (ASEP); First Nations and Inuit Youth Employment Strategy, and; Procurement Strategy for Aboriginal Business.

Employment equity is a term that stemmed from the Royal Commission on Employment Equity that was established in 1983 to study equal employment opportunities. This Commission, chaired by Judge Rosalie Abella, tabled a report called Equality in Employment in November 1984. The report states that “employment equity is a strategy designed to eliminate the present and residual

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effects of discrimination and to open the competition for employment opportunities to those arbitrarily excluded”. 3

Jain and Harish expand and define employment equity as a “comprehensive planning process by an employer to: identify and remove discrimination in employment policies and practices; remedy effects of past discrimination through special measures (i.e. actively recruit, hire and train minorities); and ensure appropriate representation of target groups throughout the organization”. 4

Non-governmental agencies, including private employers and universities, have employment equity programs in addition to government. Many of these employers are legislated to establish such a program because of their size and because they do a certain amount of business with the federal government. Dalhousie University, for example, has established the Dalhousie Employment Equity Council to implement its policy on Employment Equity and Affirmative Action. 5

Each province also has employment equity programs. In Atlantic Canada, they are: Equal Employment Opportunity (NB); Employment Equity and Strategic Initiatives Division (NL); Employment Equity and Diversity (Diversity Management Unit) (NS), and; Diversity and Equity Policy (PE). 6 The Province of Nova Scotia, for example, defines employment equity as “equitable representation is achieved in a workforce when, in all occupational categories and at all levels of employment, the representation of the designated groups is reflective of the working age population”. 7

Notwithstanding the validity and importance of employment equity programs, the

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6 NS Department of Natural Resources and NS Transportation and Public Works which has an Aboriginal Workforce Participation Initiative. Steering committee members represent the Department of Education, the Public Service Commission, the Nova Scotia Workers Union, the Office of Aboriginal Affairs, the federal Department of Indian and Northern Affairs, the Mi’kmaw Employment and Training Secretariat, the Nova Scotia Government and General Workers Union and the Aboriginal Peoples Training & Employment Commission.
concept of employment equity does not necessarily mirror the intent of what the term ‘labour force participation strategy’ implies. Employment equity is, as illustrated above, designed to assist employers to remove barriers to employment. While activities might involve using different recruitment strategies, they may not always. Quite often, employment equity activities revolve around adjusting training, using different methods of assessment that are less culturally biased, offering diversity training and providing under-represented populations with opportunities that they would not otherwise have. There are also programs geared towards building Aboriginal human resource capacity.

In attempting to stay true to the mandate of the research project, the approach taken here is that a ‘labour participation strategy’ is a strategy that is a targeted recruitment and retention campaign focused on hiring and retaining a particular target population (in this case, Aboriginal people). Thus, the focus taken for this literature review and the research project as a whole is on targeted strategies designed to recruit and retain Aboriginal employees.

2.4.2 Availability of Information and Research

The availability of information about labour force participation strategies as targeted strategies designed to recruit and retain Aboriginal employees is limited. First, as the Aboriginal Human Resources Development Council of Canada reports, the majority of Canadian companies do not have Aboriginal recruitment strategies. Furthermore, the Mining Industry Human Resources Council notes that only 20 per cent of the mining industry has an Aboriginal human resource strategy even though the mining industry is one of the largest employers of Aboriginal people. This suggests that employers as a whole need more information and expertise on how to engage Aboriginal communities and recruit and retain Aboriginal employees. ⁸

Second, strategies that corporations in Canada use to attract Aboriginal employees are generally confidential. Cursory mention is made of the strategies in company literature but details of the strategies are not usually readily available. Even employers who agreed to participate in this research study were hesitant to share strategy documents or reveal explicit details about their strategy. As a result, access to employer Aboriginal labour force participation strategies during this study was often limited to what companies publish on their website or what employers revealed during the interview process. Given that there is considerable variation in the availability of information about Aboriginal labour force participation strategies,

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obtaining comparable sources and comparable levels of detail was often not possible.

Third, evaluation of Aboriginal labour force participation strategies is lacking. Voyageur, in her review of Aboriginal employment equity, finds that no comprehensive analysis of employment equity as it pertains to Aboriginal people had been conducted up until the time of her research in 1997. More recently, Jain, Singh and Agocs’ results suggest that while some progress has been made in terms of the representation of visible minorities and Aboriginal people in policing between 1985 and 2000, there is room for improvement in the policies, practices and culture of police services since the representation rates still do not reflect the labour market availability. The authors also note the lack of research in the field and state that while there is some published research on the representation of visible minorities in Canadian police services, their study was, at the time, the only systematic research on the recruitment, selection and promotion of visible minority and Aboriginal police officers in Canada.

Caverley also notes the paucity of literature that explores and details evaluation-based Aboriginal-focused human resource management strategies, practices, policies and/or programs. She asserts that what information does exist seems to focus on statistical information about the percentage of Aboriginal employees hired, promoted, or who are managers. However, as Caverley notes “[t]hough representation statistics provide organizations with valuable demographic information about their workplaces, additional performance measures could be incorporated into organizations’ broader performance measurement frameworks so as to provide a holistic outlook on monitoring Aboriginal employment strategies, programs and practices”.

Yet, the Alberta Chamber of Resources reports that few companies measure or systematically report on their Aboriginal relations programs, making benchmarking difficult. Though, it notes that increasingly, more companies seem to be becoming interested in tracking their performance.

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10 Jain, Harish C., Singh, Parbudyal, and Agocs, Carol. “Recruitment, selection and promotion of visible-minority and aboriginal police officers in selected Canadian police services” in *Canadian Public Administration*, 2000, Volume 42, Number 3, p. 70.
12 Ibid., p. 35.
Fourth, evaluation of labour force participation strategies in general (not Aboriginal-specific) is also lacking. Naff and Kellough find that after twenty years of ‘managing diversity’ to remove barriers to full participation of women and people of colour in the United States, there have been few efforts in place to measure the effectiveness of such programs.\textsuperscript{14} Lock Kunz concurs, stating that research regarding employer practices and workplace culture is scant.\textsuperscript{15} Thomas adds that, in his review of mitigating barriers to African American employment through affirmative action regulations in the United States, no study has analyzed the hiring practices of employers subject to affirmative action within individual establishments.\textsuperscript{16} Peetz, Gardner, Brown, and Berns agree. In their examination of the impact of federal employment equity legislation in Australia on practices and outcomes in Australian workplaces, the researchers find that establishing whether legislation promotes better equity outcomes than non-mandated, voluntary instruments, such as self-regulation or peer regulation has been difficult.\textsuperscript{17}

2.4.3 Sample Size

A snowball technique was used to seek out potential interviewees. Accordingly, the survey sample is not a representative sample of employers/policy makers, Aboriginal service providers or Aboriginal people currently working for non-Aboriginal employers (employees) or those who have worked for non-Aboriginal employers in the past but who do not currently do so (non-employees). Hence, the results should be interpreted as indicative rather than conclusive. Nonetheless, the survey results provide a rich description of labour force participation practices, notable practices in Atlantic Canada, and recommendations on how to better engage the Aboriginal labour force.

2.4.4 Securing Participation

Aboriginal employees/non-employees were difficult to identify. Of the 22 people interviewed, 20 were in Nova Scotia and 2 were in New Brunswick. Considerable effort was made to contact employees/non-employees through First Nation Band

offices and organizations, personal networks, and through employers. Attempts to reach out through First Nation offices did not yield any response. Likewise, reaching out through employers was not very successful. Employee information is highly confidential and employers are not at liberty to disclose who among their staff is Aboriginal. In some cases, employers are not aware of who is Aboriginal because self-identification is not requested at the place of employment or because employees opted to not self-identify. Several employers that were interviewed did agree to circulate a notice about this project among its Aboriginal employees via e-mail on our behalf with a request to participate in the study. The researchers’ contact information was included along with an overview of the objectives of the study. Likewise, feature articles were published in the Mi’kmaq Maliseet News and on FirstNet in an attempt to solicit participation. However, we did not receive any response to the above steps.

The researchers did, however, send e-mail requests, follow-up e-mails and/or phone calls to their existing network to invite Aboriginal employees/non-employees to participate in the research project. This resulted in the most responses.

2.4.5 Information about Atlantic Canada

Another challenge was the focus on the Atlantic region. Existing highlights of company practices tend to focus on Western Canada. Even national companies that operate from coast to coast base their Aboriginal strategies in the west, most notably in Alberta. A concerted effort was made to include Atlantic data whenever possible given that the focus of the project was to determine how well labour force participation strategies are working for Aboriginal people in the Atlantic region. However, much of the information available discusses national trends. Companies/employers with distinct Aboriginal labour force strategies tend to present information on a national level as well and the information they publish does not generally break down data by region.

2.4.6 Terminology

A final challenge came with regards to terminology. The term ‘First Nation’ was used wherever possible to refer to Aboriginal people who are ‘Registered Indians’ as defined by the Indian Act. However, different researchers used different terminology and it was not always possible to determine what precise Aboriginal group was being referred to. In those cases, the term ‘Aboriginal people’ was used here. Nonetheless, effort was made to be as specific as possible, where possible.
3. **Contextual Discussion and Literature Review**

3.1 **Overview of Workplace Equity Development in Canada**

It is prudent to provide an overview discussion here of employment equity since the legislative change that resulted in employment equity (along with the improving attitude towards the designated groups) paved the way for a climate that allows for greater Aboriginal labour force participation.

As Canada’s population grew in the early 20th century, doubling from 5.4 million in 1901 to 10.4 million by 1930, discrimination against women, visible minorities, Aboriginal people and those with disabilities became more overt. Gradually, as the recognition of the consequences of discrimination in the workplace grew, legislation was enacted to protect those that were disadvantaged. In the 1950s, laws were enacted that prohibited employers and trade unions from discriminating against employees on the basis of race, colour, religion or national origin. Equal pay legislation also came into force during this period. Likewise, anti-discrimination legislation and enforcement mechanisms via human rights committees were put in place in the 1970s and 1980s to protect the rights of women and minorities.\(^\text{18}\)

The growth of Canada as a cultural mosaic and the increasing number of visible minority immigrants prompted the federal government to initiate a series of legislative initiatives to balance the playing field, including:

1. **Canada Employment and Fair Practices Act and the Female Employees’ Equal Pay Act** – 1970 - incorporated into a new Canada Labour Code. These provisions were supplemented by subsection 12(2) of the Public Service Employment Act, prohibiting discrimination in hiring and promotion standards in the public service.
2. **Multiculturalism Policy** – 1971 – promoted cultural diversity within a bilingual framework.
3. **Canadian Human Rights Act** – 1977 – mitigated against overt and embedded forms of workforce discrimination, particularly in hiring, promotion and termination procedures.
4. **Native Employment Policy** – 1977 – specifically targeted to Aboriginal people.\(^\text{19}\)

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\(^{18}\) Policy Reporting and Data Development, Labour Standards and Workplace Equity, Human Resources and Skills Development Canada.

5. A voluntary federal affirmative action program geared to the private sector – 1978 – this expanded in 1979 to include companies doing business with the government and to government-owned corporations and grew by 1983 to include all federal departments.


This legislative trend was followed in 1983 by the establishment of a Royal Commission on Employment Equity, as noted earlier. In 1985, the federal government responded to the Abella Report with three major initiatives:

1. Employment Equity Act – 1986 – to encompass all federally regulated companies with 100 or more employees. Such companies were required to develop and implement equity plans and programs to identify and eliminate workplace barriers to four designated groups: women, Aboriginal people, persons with disabilities and members of visible minorities.

2. A Federal Contractors Program – companies with at minimum of 100 employees that submit bids or tender for contracts to the federal government for goods or services that are more than $200,000 or more, were mandated to certify their commitment to implement employment equity initiatives in order to be included on the list of suppliers and as a condition of their contract.

3. The Treasury Board established guidelines to implement employment equity in the federal public service.

Under the Employment Equity Act, there were four major aspects of employment equity activities:

1. Legislative-mandated policies for employment equity in the federal and public sectors;
2. External facilitative policies for employment equity in Canadian workplaces;
3. Internal policies for employment equity in the federal public service itself; and
4. Other internal federal policies that may have an impact on employment equity.

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21 Policy Reporting and Data Development, Labour Standards and Workplace Equity, Human Resources and Skills Development Canada.
22 Reitz and Weiner.
The 1986 Employment Equity Act neither included the federal Public Service nor enforcement mechanisms. As such, the review of the Employment Equity Act that followed in 1991 culminated with a report entitled ‘A Matter of Fairness’ that contained 31 recommendations to improve the effectiveness of the Act. The report recommended that the Act encompass the federal Public Service, that guidelines be elaborated to better assist employers in implementing the Act and that the Canadian Human Rights Commission monitor and enforce the Act.  

23 Thereafter, the Public Service Reform Act was introduced in 1992, making employment equity policies in the public service mandatory under the Financial Administration Act and the Public Service Employment Act.  

24 The Employment Equity Act was subsequently reformed and came into force in 1996. It governs both private and public sector employers under federal jurisdiction.  

25 It improved on its predecessor by including the Public Service, authorizing the Canadian Human Rights Commission to enforce the Act, made federal Crown Corporation (FCP) employment equity requirements equal to those of the private sector employers covered under the Act, and; mandated that there be a parliamentary review of the legislation every five years.  

26 The principles that underpin the Employment Equity Act are: all Canadians, regardless of their personal, ethnic or cultural heritage, should be able to enter the workforce and advance according to their ability; persuasion and education are the best ways to ensure compliance rather than coercion, and; support should be available to assist employers in understanding and meeting their obligations.  

27 The Employment Equity Act applies to the approximately 470 federally regulated private sector companies and Crown Corporations and covers approximately 650,000 people. The Act also covers the federal Public Service, which employs approximately 160,000 people, and at least 20 separate employers who have a combined workforce of approximately 80,000 employees. Moreover, there are approximately 950 companies that fall under the Federal Contractors Program for Employment Equity (FCP) and which represent more than 1.1 million employees. As such, the combined workforce that the Act applies to is approximately 2 million people or one eighth of the Canadian labour market.

23 Policy Reporting and Data Development, Labour Standards and Workplace Equity, Human Resources and Skills Development Canada.  
24 Ibid.  
25 Ibid.  
26 Ibid.  
27 Ibid.  
28 Ibid.
While the new Employment Equity Act was generally regarded as positive, there were also several concerns with it, revolving around: the costs involved with new reporting requirements; the perception of numerical goals as quotas; the fear that qualified candidates would be rejected in favour of unqualified candidates, and; the challenges associated with establishing cooperative relations between employee representatives and employers.  

Over the years, a number of programs have evolved to encourage the employment of visible minorities, including Aboriginal people. The Local Employment Assistance Program (LEAP), for example, was initiated in 1973 to strengthen the attachment to the labour force of persons unable to compete for employment. The Community Employment Strategy (CES) of the mid-1970s was intended to open up employment opportunities for people who had continuing difficulty finding and maintaining employment. This was followed in 1980 by the Local Economic Development Assistance (LEDA) program to help communities that were experiencing slow growth to stimulate private-sector employment through local enterprise development. The Local Employment Assistance and Development (LEAD) program in 1983 followed and later evolved into the Community Futures Program that was established in 1986.  

Separate programming for Aboriginal people was implemented in 1990 with the Pathways to Success Strategy, the subsequent National Framework and regional bilateral agreements. Pathways to Success introduced Aboriginal area management boards to co-manage Human Resources Development Canada programming. Regional bilateral agreements replaced the Pathways program, allowing Aboriginal communities to design and deliver program components.  

In recognizing the challenges in linking Aboriginal workers with employment opportunities, Indian and Northern Affairs Canada introduced the Aboriginal Workforce Participation Initiative (AWPI). This program was intended to increase employers’ awareness of the Aboriginal labour market potential, promote the hiring of Aboriginal employees and the reduction of barriers and encourage partnerships.  

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29 Ibid.
31 Unknown, Lessons Learned, p. 6.
32 Unknown, Lessons Learned, p. 7.
3.2 The Rationale for Aboriginal Labour Force Participation Strategies

A skilled Aboriginal labour force should be a priority for many reasons. First and foremost, as previously mentioned, the Charter of Rights and Freedoms guarantees the right to equality in employment to all Canadians. However, research consistently shows that Aboriginal people are not experiencing such equality. The available Aboriginal labour force is generally under employed. Please see Appendix A, Aboriginal Demographics, for an overview discussion of Aboriginal labour force participation rates.

Second, because the general Canadian population is getting older, the need for employees to fill the gaps created by retiring baby boomers is growing. As the Atlantic Provinces Economic Council (APEC) for the Forest Safety Society of Nova Scotia states: “[o]ne of the most pressing issues for the forest industry in Canada is the dwindling supply of labour, and in particular the lack of skilled workers. Until recently, a labour surplus ensured an adequate supply of new workers for resource-based firms across Nova Scotia. However, a decline in the birth rate, competition from other industries, and out-migration to western Canada have all served to reduce the pool of available workers … many firms now find it increasingly difficult to find or retain the skilled labour force upon which they depend”. 33 The Atlantic Provinces Economic Council (APEC) for the Forest Safety Society of Nova Scotia continues by stating that though the supply of workers is declining, the demand for skilled employees is growing. The “forest industry today is a knowledge industry, requiring advanced skills and upgraded training to respond to new information technologies, advanced process technologies and specialized industrial requirements. A highly educated and well trained labour force is therefore a prerequisite for high productivity, flexibility and efficiency”. 34 The Aboriginal population is undergoing a baby boom and has the numbers to be able to meet some of the growing demand for labour.

Third, the situation has not equalized as of yet and Aboriginal people (along with other designated groups) are not employed proportionate to their overall composition of Canadian society. As a case in point, the evaluation of the Federal Contractors Program (FCP)35 that governs contractors employed by the federal

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34 Ibid., p. 4.
35 The Federal Contractors Program was established in 1986 as a result of employment equity legislation. It applies to organizations supplying goods and services to the federal government which have 100 or more employees and who bid on a single contract of $200,000 or more (Canada. Human
government and which have more than 100 employees indicates that stakeholders perceive the FCP as benefiting women and visible minorities the most and persons with disabilities and Aboriginal people the least. The evaluation also reports that stakeholders interviewed stated that ‘employment equity is not enough’ and that additional tools or programs are required. This is particularly notable as it supports the adoption of specific Aboriginal labour force participation strategies. The research also reveals that among its weaknesses are a lack of tools and support for employers. This suggests that if there were more support or guidance, employers who are seeking to fill their labour shortages may be encouraged to target Aboriginal personnel rather than seek, for example, foreign workers. Added to this, a 2006 performance report by the Public Service Human Resources Management Agency (PSHRMAC) reports that only five federal government departments were graded as having an “acceptable” employment equity rating. Four were regarded as “requiring attention” and all others were described as requiring “opportunity for improvement”. The report also notes that while representation of designated groups has increased, the growth has primarily been at lower employment levels, not among managers and executives. The PSHRMAC 2004-2005 Annual Report, for example, states that only 3% of executives within the federal public service are Aboriginal.

Jain, Singh and Agocs identify and assess staffing and promotional policies and practices of thirteen police services across Canada. They find that none had any mechanism in place for lateral or direct entry for visible minority and Aboriginal people other than at the entry level. Moreover, there are no career development initiatives directed towards these groups. Almost all police services state that they have no special measures directed at visible minority and Aboriginal officers for accelerated promotions, as has been recommended by a number of commissions and task forces. The main reason for the lack of implementation is cited as being the collective agreements, which do not permit any of these measures.


36 Ibid., p. 31.
37 Ibid., p. 31.
38 Ibid., p. 39.
39 The Public Service Human Resources Management Agency is responsible for ensuring implementation of the Employment Equity Act as it relates to the public service.
41 These were the Public Service Commission, the Canadian International Development Agency, the Correctional Service of Canada, Health Canada and Canadian Heritage (Ibid.)
Adding to this, the Institute On Governance examines the activities that forestry businesses are undertaking vis a vis supporting Aboriginal business and relationship building with Aboriginal communities. Of the forest companies interviewed, six are in Atlantic Canada. The study finds that none of them has formal or proactive policies to forge relations with Aboriginal communities or address Aboriginal concerns. Nor do any of these companies employ someone to develop or oversee relations with Aboriginal communities. None of the companies tracks statistics for Aboriginal people nor has a proactive policy regarding the hiring of Native employees even though Aboriginal people are estimated to comprise 2-5% of the total number of employees of all these companies combined. One company states specifically that it did not want to bias the hiring process in favour of Aboriginal people or any other group of people and set education and experience criteria as the same regardless of group membership. None of the companies offers Aboriginal pre-employment training or awareness training for its employees. Interestingly, one of the Atlantic companies under study has 10% Aboriginal ownership. Notwithstanding this, the company does not have a formal policy guiding relations with Aboriginal peoples nor is there a designated staff person assigned to dealing with Aboriginal issues and relations. The company states that they do not have any special treatment of Aboriginal people. A company in the Atlantic region that was interviewed states: “... we do look for opportunities to communicate with them; but we’re not doing very much pro-actively.”

Fourth, there tends to be a greater number of smaller companies in Atlantic Canada rather than larger ones. The majority of these are not required to comply with the Federal Contractors Program though the FCP has been petitioned to lower the threshold to include smaller companies with fewer than 100 employees which would double the number of companies subject to the FCP. Most smaller companies do not have explicit labour force participation strategies and have a low number of Aboriginal employees. As an example, the Nova Scotia Barristers’ Society’s 2002 questionnaire reveals that no Aboriginal people were represented among the 265 lawyers at the partner level or among the 149 lawyers at the associate level. There was only one Aboriginal person at the articled clerks level. Hara and Associates add

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46 Ibid., p. 24.
47 Canada, Human Resources Development Canada, Evaluation and Data Development, Strategic Policy., p. iv.
that Aboriginal people comprise a larger proportion of applications for short-term positions than for indeterminate and terms greater than 3 months.49

Accordingly, efforts are still required to equalize the playing field and provide Aboriginal people with, as the Standing Senate Committee on Aboriginal Peoples states, a ‘hand up, not a handout’.50

3.3 Barriers to Access/Initial Employment

Aboriginal people face numerous barriers to employment. For example, systemic discrimination has profound impacts on Aboriginal labour force participation. DePass, English, Kwan, Novlan and Sonpal-Valais find that systemic discrimination causes higher rates of elimination from job competitions and more refusals in job interviews. It also stigmatizes Aboriginal people, thereby contributing to their marginalization.51 The Standing Senate Committee on Human Rights adds that there are hidden barriers that prevent equitable representation. For example, recruitment into the federal public service is generally into short term, temporary positions, rather than to permanent ones. Because casual hires do not go through the same rigorous screening process, representation could be compromised. Permanent hires also tend to come from the local pool of temporary workers and if a region has fewer visible minorities, then so too will the permanent staff. The Committee notes that before significant change can be achieved, a ‘critical mass’ of people from designated groups must be employed already, particularly among management and the executive levels. This will, in turn, effect real workplace and attitudinal changes.52

Negative stereotypes about Aboriginal people and their supposedly poor work ethic also impede employment.53 Lampe54, in his study of Aboriginal employment, finds that negative attitudes about Indigenous people and stereotypes of them as being unreliable among employers inhibit an Aboriginal person’s ability to find and maintain employment. Lampe finds that people who are in a position to hire Aboriginal candidates have prejudiced views of Indigenous people as “shiftless, irresponsible and lacking drive”. The Aboriginal Human Resources Development Council of Canada

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51 Voyageur, pp. 7; 10.
54 Lampe, 1974 as cited in Ibid., p. 9.
adds that stereotypes and misunderstandings can hinder the degree of interest companies have in hiring Aboriginal people.  

A lack of understanding of Aboriginal people is also noted as a potential barrier. For example, in their study of police services Jain, Singh and Agocs note that the police are not regarded as being very knowledgeable about Aboriginal and visible minority cultures.  

Furthermore, the Institute on Governance finds that only a small number of companies sampled had cultural awareness training for the non-Indigenous staff. Only one firm, for example, had a corporate policy to guide its relationships with Aboriginal peoples.

Additionally, the Aboriginal Human Resources Development Council of Canada finds that many companies seem to “lack an appreciation of the business case for hiring Aboriginal people. Many others have not embraced diversity or inclusion strategies as a matter of practice and policy. In general, employers seem to have little understanding of what constitutes an effective Aboriginal inclusion strategy, and there are few mechanisms to share and grow this information.”

The Canadian Labour and Business Centre’s (CLBC) 2002 Viewpoints survey finds that nationally, business and labour leaders do not regard hiring Aboriginal workers as a way to solve their skill needs.

There also appears to be a lack of proactive communication programs that present diversity at all levels of the organization as a desirable goal.

The interview process may also impede Aboriginal employment. Sexsmith notes, for example, that several interviewees commented that Aboriginal applicants are less forthcoming during interviews or appear to lack self-confidence.

Jain, Singh and Agocs assert that not having visible minority or Aboriginal people on the interview panel can block Aboriginal employment. They add that a lack of validation of selection instruments is also cited as a serious concern. The balance of the police services in their study had not assessed differential validity for their tests for Aboriginal people and visible minorities. Moreover, while all thirteen of the police services under study had structured job-interview formats, only seven scored job-

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55 Aboriginal Human Resources Development Council of Canada, p. 5.
56 Jain, Singh, and Agocs, p. 68.
57 The Institute On Governance, pp. 68-69.
58 Policy Reporting and Data Development, Labour Standards and Workplace Equity, Human Resources and Skills Development Canada.
60 Jain, Singh, and Agocs, pp. 59-61; 63-64; 67.
interview responses. Furthermore, while six police departments had Aboriginal and visible minority interviewers, none included visible minorities and Aboriginal people on the team that scores job interviews. Jain, Singh and Agocs also note that a lack of Aboriginal or visible minority personnel on interview panels is another barrier.  

Moreover, in his study of the federal public service, Samuels finds that numerous barriers restricted the recruitment and advancement of visible minorities, such as “... the relative inflexibility of public service hiring practices, the manipulation of hiring and promotion processes in favour of pre-selected candidates, and a lack of leadership from upper management”. Samuels also cites culturally biased selection practices, a lack of accountability in the employment equity process, and a failure or reluctance to recognize the benefits a diverse workforce can bring.

In their study of the recruitment and retention of Indigenous criminal justice agency staff in Australia, Day, Giles, Marshall, and Sanderson report that participants who had gone through the agency application and interview process found the experience daunting because the jargon of used job descriptions led Aboriginal people to feel that they would not be able to do the job and so they did not apply and the lack of recognition for cultural skills as competencies for doing a job effectively. For those who did receive an interview, interview panels were very large and tended to be full of non-Aboriginal people.

Heavier or unfair scrutiny may also be a barrier to employment. For example, Robert Laboucane, Executive Director of the Canadian Council for Aboriginal Business, states that Aboriginal employees feel they are under heavier scrutiny by supervisors and fellow workers with regards to punctuality, appearance, and quality of work. He adds that Aboriginal employees may also be excluded from workplace activities, such as lunch dates with co-workers, which make them feel isolated. The Royal Commission on Aboriginal Peoples concurs. One individual is quoted as follows:

How was I supposed to deal with a manager and a system that continually sought to treat me like a child? I have both a Bachelor and a Masters degree, and their tactics included requests that I submit all of

62 Jain, Singh, and Agocs, p. 68.
63 As cited in Policy Reporting and Data Development, Labour Standards and Workplace Equity, Human Resources and Skills Development Canada.
64 Ibid.
66 Voyageur, p. 10.
67 1996a as cited in Voyageur, pp. 10-11.
my calculations for verification by my supervisor ostensibly because they could not be sure that my totals were correct. No other person among my forty-three co-workers were required to do this. They told me that my work was being checked because I grew up on a reserve where nobody learned to add properly.

There are also barriers to Aboriginal people progressing up the company hierarchy. Promotional barriers for visible minority and Aboriginal police officers, for example, are cited by Jain, Singh and Agocs as including seniority as specified under collective agreements, use of tests, fixed number of applicants per available position, composition of interview panels and other types of decision-making boards, and absence of special measures to promote underrepresented minority groups. Promotional barriers are reported as including a perceived lack of promotion opportunities, fear of backlash if promoted as a result of being seen as undeserved, difficulty breaking into the ‘old boys’ network, difficulties “fitting in” socially, and the “Caucasian male culture” of police organizations.68

Crawley and Sinclair also find that Aboriginal employees are only found at the lowest levels of company hierarchies. They then argue that unless managers have Indigenous employees that they can involve in new approaches, a strong message is sent to non-Indigenous employees to maintain the status quo. Crawley and Sinclair do acknowledge that mining companies in Australia have improved their awareness of and approaches to Indigenous people in the last decade. Despite this, however, activities remain isolated rather than being part of a company-wide or more strategic approach.69

Once employed, Aboriginal employees also face numerous stumbling blocks, which affects Aboriginal retention. In terms of training, the Aboriginal Human Resource Council asserts that Aboriginal employees face retention issues because: training is not relevant to the position; there is a limited amount of course material available; Aboriginal employees are denied access to training because the supervisor does not think it is related to the work being performed; there is a lack of funds for training; training is not a priority; the supervisor was too busy to train the employee, and; there is a sense that some supervisors may feel threatened once employees are trained so no training is given. Stress in the workplace due to unprofessional behaviour is cited as a reason for low retention. Other work environment challenges included: a lack of a willingness to maintain a team; inadequate support systems,

68 Jain, Singh, and Agocs, p. 68.
development systems, and unjust practices; a lack of motivation or interest to advance an Aboriginal workforce; racism; a lack of women, especially among management; the expectation that one is required to work too many hours and one does not have enough time to spend with family, and; too much office politics. Retention issues related to management include: having no rules, structure or follow-up; having issues with the supervisor; an incompatibility between the management style and how the employee wishes to be supervised; not being a lot of (or any) Aboriginal coworkers; lacking an ability or mechanism with which to advocate for Aboriginal issues or colleagues; being asked to accept a salary reduction; lacking proper direction, clarification or support on projects; poor management and lack of individual support, and; unfair practices.

Day, Giles, Marshall, and Sanderson also find that retention issues fell into two main categories. First, respondents commented on elements about the work and job that were stressful or unrewarding, including short-term contracts, low pay, lack of career opportunities, under recognition, and demands placed upon them by Indigenous community members by virtue of their employment, and abuse from the community as being part of an oppressor system. Second, retention concerns revolved around the lack of effective ongoing personal and professional support within the agency leaving employees feeling isolated and stressed, and the lack of recognition by non-Indigenous staff of the skills and capabilities of Indigenous staff and a lack of understanding of the complexities and difficulties that Indigenous employees have to deal with in their job roles. Another factor influencing retention was inappropriate behaviour by non-Indigenous staff which participants felt was related to the lack of cultural awareness.

Uncertainty on the part of employers as to how to engage the Aboriginal community presents another challenge. For example, the Aboriginal Human Resources Development Council of Canada reports that companies are unsure as to how to identify and recruit Aboriginal candidates who have a sustained interest in completing company-based training programs. Nor do they seem aware of the potential Aboriginal workforce nor have easy access to resources that can steer them in the right direction. Companies also appear to have difficulty finding Aboriginal employees that are interested in completing training and orientation programs. Moreover, Aboriginal training and employment centres are scattered across the country and engaging these centres can be complex because processes are convoluted and frustrating for some businesses to manage. As a result, companies

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71 Ibid.
often are confused and uncertain which ultimately can inhibit their desire to invest in Aboriginal labour market strategies. Increasingly, companies are looking overseas to solve their labour needs rather than investing in the Canadian Aboriginal labour source. As well, employers are often unsure of what the protocols are to partner with Aboriginal communities. Similarly, there may be rules or restrictions in the workplace that conflict with Aboriginal customs, creating misunderstandings.

The Institute On Governance adds that forestry companies from the Atlantic region comment that it is difficult to be proactive and reach out to Aboriginal communities because they do not appear to be very receptive. The Institute also reports that some interviewees (in other regions) comment that building relationships with Aboriginal communities and people takes time. This could inhibit companies from pursuing Aboriginal employees when ‘time is money’. Another observation is that “Aboriginal people themselves have to be part of the process, and have to also initiate building business relationships”.

Companies also tend to lack specific policies or programs regarding Aboriginal employment. In its study of employment initiatives for Indigenous people in the resource centre in Queensland, Australia, the Centre for Social Responsibility in Mining (The University of Queensland) finds that approximately half of twenty respondents, who were resource companies and major contractors, have specific policies in relation to Indigenous employment and formal agreements with employment and training provisions, though the provisions were found to be very general. A considerable number of respondents also supported education initiatives, though most were in secondary and tertiary sectors. A small number of respondents were also undertaking other community support initiatives for employment aims. Crawley and Sinclair study five mining companies in Australia in terms of the range of programs that involve Indigenous communities. They find that most of these initiatives stem from ‘carefully quarantined’ sections of the companies. The authors contend that only initiatives that strive towards power sharing with Indigenous people and strategies for broadening the interface with them will contribute to more ethical practices.

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73 Aboriginal Human Resources Development Council of Canada, pp. 2; 5.
74 Ibid., p. 6.
75 The Institute On Governance, p. 30.
76 Ibid.
78 Crawley and Sinclair, p. 361.
Corporate culture and work setting may also impede Aboriginal employment. For example, in their study of Indigenous employment in the minerals industry in Australia, Tipaldy and Barclay find that the ‘industrial culture’ of the mining industry, the expectations of employers along with geographical isolation adds to difficulties.\(^79\)

The Institute on Governance notes that the fact that Aboriginal rights issues often become a legal matter is also a barrier for some companies that are hesitant to become embattled.\(^80\)

The desire on the part of Aboriginal people to work with other Aboriginal people may be a barrier as well. For example, Sexsmith finds that the banking employers she interviewed feel that Aboriginal people appear to favour working where other Aboriginal people surround them. “For this reason, they may not be attracted to employment in a financial institution … or at a minimum may be intimidated due to a false impression of a “stodgy” work environment.”\(^81\) Reitz and Weiner suggest that as a result of obstacle to employment at non-Aboriginal employers, many Aboriginal people prefer to work for Aboriginal organizations.\(^82\)

A lack of cooperation among Aboriginal organizations and communities may also be a source of difficulty. The Aboriginal Human Resources Development Council of Canada notes that community-based Aboriginal employment centres face challenges working with each other and with regional and national development organizations to develop coordinated employer engagement strategies.\(^83\)

Jain, Singh and Agocs also assert that a lack of role models is also a potential barrier.\(^84\) Sexsmith concurs.\(^85\) Aboriginal people who leave the First Nation to live in an urban centre in order to work often find themselves without the support of family and community.\(^86\)

Geography is yet another challenge. For example, a large proportion of Aboriginal communities is located in more rural and often isolated settings and is far from employers or economic centres.\(^87\) The Institute on Governance notes that existing

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\(^79\) Tipaldy, Tony and Barclay, Mary Anne. *Indigenous employment in the Australian minerals industry*. Brisbane, University of Queensland and the Centre for Social Responsibility in Mining, 2007, p. 2.

\(^80\) The Institute On Governance, p. 24.

\(^81\) Sexsmith, p. 22.

\(^82\) Reitz and Weiner.

\(^83\) Aboriginal Human Resources Development Council of Canada, p. 5.

\(^84\) Jain, Singh, and Agocs, pp. 59-61; 63-64; 67.

\(^85\) Sexsmith, p. 22.

\(^86\) Aboriginal Human Resources Development Council of Canada, p. 6.

\(^87\) Ibid., p. 5.
training opportunities, often located far from the Aboriginal communities, are not attractive or appropriate. Whether one lives on a First Nation or off a First Nation may also be related to employability and/or employment success. For example, as Table 1 below shows, the Royal Commission on Aboriginal Peoples compared Aboriginal people living on and off a First Nation (and Métis and Inuit) along several employment barriers and found that Aboriginal people living on reserve experience greater barriers than Aboriginal people living elsewhere particularly in terms of the availability of job opportunities and the availability of information about opportunities.

<table>
<thead>
<tr>
<th>Employment Barrier</th>
<th>Aboriginal Group</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>On Reserve</td>
</tr>
<tr>
<td>Few or no jobs</td>
<td>75.2</td>
</tr>
<tr>
<td>Mismatched ed./work experience</td>
<td>40.1</td>
</tr>
<tr>
<td>Lack of job information</td>
<td>32.3</td>
</tr>
<tr>
<td>Being Aboriginal (discrimination)</td>
<td>22.2</td>
</tr>
<tr>
<td>Lack of child care</td>
<td>8.1</td>
</tr>
<tr>
<td>Other barriers</td>
<td>7.3</td>
</tr>
</tbody>
</table>

Employers also report having difficulty identifying qualified people from designated groups. Sexsmith and the Aboriginal Human Resources Development Council of Canada cite low levels of education and a lack of formal education as barriers because they do not adequately prepare many Aboriginal people for employment and can lower their success rates. Tipaldy and Barclay add that a lack relevant training, a lack of exposure to the mainstream workforce, not having work experience, and a lack of a ‘job-ready’ labour pool are other barriers to Indigenous employment. Voyageur states that employer reasons as to why they did not hire Aboriginal employees include their not having sufficient job-related experience and a

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88. The Institute On Governance, p. 68.
89. Royal Commission on Aboriginal Peoples, 1996a as cited in Voyageur, p. 11; the percentages were based on multiple responses so they do not total 100%.
90. Sexsmith, p. 22.
91. Aboriginal Human Resources Development Council of Canada, p. 5.
92. Tipaldy and Barclay, p. 2.
lack of formal training. This is echoed by the Institute on Governance which quotes one company interviewee as stating that “the lack of capacity of Aboriginal communities to make the most of current opportunities is a major problem, and one where governments have a significant role to play”. The Aboriginal Human Resources Development Council of Canada builds on this by saying that the socio-economic contextual issues underlying Aboriginal employment and retention must be considered and addressed. These include low literacy, health, education, justice, housing, racism and community development. These factors influence workforce readiness.

Sloan and Oliver present the case of Michelin Canada, which is implementing an Aboriginal Workforce Participation Initiative Partnership Agreement in Nova Scotia. Prior to embarking on the Aboriginal Workforce Participation Initiative, all Michelin job applicants were required to complete a Workplace Skills Inventory; a score of 85% was required to qualify for a job. However, the top two evaluation criteria were relevancy and recency. Only 34% of Aboriginal applicants were passing it, not necessarily because they failed on the numeracy, literacy, or math components but because they did not have full time or recent employment experience.

At the same time, Jain states that artificial educational requirements, arbitrary test scores, and occupational licensing also inhibit employment. Mason concurs and finds that employers often set arbitrary eligibility and accessibility criteria that ultimately exclude Aboriginal candidates. The Ontario Métis and Aboriginal Association also finds that artificially inflated educational requirements exclude Aboriginal people from opportunities.

Inadequate resources and a lack of capacity to address Aboriginal employment confound these barriers. Aboriginal career and employment centres may face capacity and resource issues that impede their ability to deliver programs and services, or develop partnerships and linkages with the sources of demand. Aboriginal Human Resources Development Council of Canada

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93 Voyageur, p. 7.
94 The Institute On Governance, p. 38.
96 Sloan and Oliver, pp. 3; 8.
98 1993 as cited in Ibid.
99 1991 as cited in Ibid.
100 Aboriginal Human Resources Development Council of Canada, pp. 5-6.
Health and welfare presents another challenge. Aboriginal Human Resources Development Council of Canada notes that endemic poverty inflicts a host of social, health and development issues on Aboriginal people that ultimately impacts their employability. On the employer side, Tipaldy and Barclay find that an insufficient appreciation of how socio-economic disadvantages impact on the recruitment and retention of Indigenous employees.

The notion of community contribution may also impact employment. As an example, Juntunen, Barraclough, Broneck, Seibel, Winrow, and Morin study why it is difficult to recruit Indigenous people into the workforce and report that Aboriginal career choices were largely determined by the contribution they make to the entire community. Careers tended to be selected because they promote the wellbeing of others, including the community, the family and the next generation and were seen as life long pursuits.

A lack of community support may also impede employment. Juntunen, Barraclough, Broneck, Seibel, Winrow, and Morin note that a lack of support from significant others and alienation from the community are barriers.

The Institute on Governance suggests that government’s ‘one size fits all approach’ may also be impeding Aboriginal employment. One of its interviewees notes that “there is no template, and relationships and activities have to be negotiated with the First Nation and community – off the shelf programs don’t work”. The interviewee also doubts that the government understood this. Indeed, government programs that promote Aboriginal-corporate relations are often ‘cookie cutter’ approaches that are national in focus and which neglect to take into account the unique situation of each region, community, or even individual players.

There may also be additional barriers. Sexsmith, for example, reports that barriers that limit or prevent Aboriginal employment can include: exclusion from person-to-person networks that lead to word-of-mouth hiring, concentrating Aboriginal hiring to entry-level positions that become obstacles to advancement, cultural misunderstandings, perceptions of unwelcoming environments by Aboriginal employees, different approaches to problem solving, a perception of low retention

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101 Ibid., p. 5.
102 Tipaldy and Barclay, p. 2.
104 Ibid., p. 280.
105 The Institute On Governance, pp. 24; 47.
106 Sexsmith, p. 22.
rates that prevent Aboriginal people from being hired, a lack of communication between Aboriginal communities and the banking sector and between employers and employment and training organizations. 107

The study by the Centre for Social Responsibility in Mining (The University of Queensland) adds that barriers to Indigenous employment include lack of housing and family support, literacy deficits and low standards of education, personal issues, such as drug and alcohol abuse, and a lack of a supportive workforce culture. 108 Building on this, Jain, Singh and Agocs find that barriers to employment in police services include a general distrust of police and negative experiences with them, racism, and having better opportunities elsewhere. 109

In their review of Michelin’s Aboriginal workplace participation initiative, Sloan and Oliver note that Aboriginal people also perceived Michelin to be closed and inaccessible because of building structures (e.g., fences, a gatehouse and mirrors) and stringent confidentiality policies, which built a reputation for being secretive. 110

The Institute on Governance adds that additional barriers to employment may include some resistance from unions to change existing hiring rules and hiring processes which are not ‘friendly’ to Aboriginal applicants. 111 Tipaldy and Barclay further cite challenges involved in balancing family and community obligations with the demands of full-time work, poor health, and difficulties in complying with drug and alcohol testing regimes as additional challenges. 112 Thomas also notes that barriers to African American employment can include: employers not advertizing in newspapers or journals that are accessible to African American job seekers, African American job seekers are less likely to belong to social networks that connect them to jobs through a referral system, African American people are less likely to belong to professional associations and clubs where personal connections lead to referrals and jobs, and employers do not use screening information that would give African American applicants an equal chance to demonstrate their qualifications. 113

3.4 Elements of a Successful Aboriginal Employment Strategy

Moving forward, the Institute on Governance asserts that a strategy designed to increase Aboriginal labour force participation must, in order to be successful, be

107 Ibid., p. 28.
108 Centre for Social Responsibility in Mining, p. 18.
109 Jain, Singh, and Agocs, pp. 59-61; 63-64; 67.
110 Sloan and Oliver, pp. 3-4.
111 The Institute On Governance, p. 68.
112 Tipaldy and Barclay, p. 2.
113 Thomas, pp. 82-84.
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tailored to meet the specific socio-economic context in which it will be delivered.\textsuperscript{114} Moreover, Thomas' research suggests that employment equity must be pursued a holistic process.\textsuperscript{115} Furthermore, Tiplady and Barclay find that when it comes to Indigenous employment and recruitment, the most successful initiatives are taking a long-term approach and are participating in initiatives that address the root causes of Aboriginal socio-economic disadvantage.\textsuperscript{116}

Thomas and Jain, drawing on the work of Agocs and Burr\textsuperscript{117}, Agocs\textsuperscript{118}, McDonald and Potton\textsuperscript{119}, Baldi and McBrier\textsuperscript{120} and Powell and Butterfield\textsuperscript{121}, assert that a critical component to an effective employment equity program is the identification and elimination of unfair discriminatory barriers to employment opportunities. This can be accomplished by reviewing and updating job description/specifications, monitoring staffing practices, such as training and development, performance appraisals, promotions and terminations, reviewing job assignments and terms and conditions of employment, ensuring that job requirements are job related, providing interviewer training, validating tests and other staffing procedures, and implementing a better system for screening attitudes to ensure people hired do not have prejudices.\textsuperscript{122} Thomas and Jain add that recruitment of people from designated groups can be facilitated by ensuring that members of the targeted designated group are present on recruitment teams, having mentoring programs, implementing special measures, such as flex-time, internal and external communications, work sharing, childcare and educational assistance.\textsuperscript{123} Moreover, Jain, Singh and Agocs find that some efforts to eliminate barriers and biases include incorporating the concept of

\textsuperscript{114} The Institute On Governance, p. 24.
\textsuperscript{116} Tipaldy and Barclay, p. 2.
\textsuperscript{121} Powell, G. N. and Butterfield, D. A. “Effect of Race on Promotions to Top Management in a Federal Department” in Academy of Management Journal, Volume 40, 1997, pp. 112-128 as cited in Ibid.
\textsuperscript{122} Thomas and Jain, p. 40.
\textsuperscript{123} Ibid., p. 41.
merit into the promotional system to overcome barriers related to seniority or lack thereof. Another good practice is proactively reporting new programs to members or employees.\textsuperscript{124}

The Conference Board of Canada proposes that an important component of a successful Aboriginal employment strategy is a strong organizational commitment to Aboriginal employment that is well-integrated, flexible and creative, and that is permeated by an overall willingness to establish and maintain relationships with Aboriginal communities.\textsuperscript{125} Maughan agrees.\textsuperscript{126} Crawley and Sinclair add that the position of and level of commitment of senior company officials, namely the chief executive officer, is probably the most important influence on a company’s relations with Aboriginal people. The researchers also found that Indigenous affairs are typically subsumed under ‘community’ or ‘public relations’ divisions of company structures. This tends to align Aboriginal issues with ‘arms-length’ sponsorship or philanthropy rather than making those issues essential elements of human resources management or the company strategy.\textsuperscript{127}

Furthermore, in her case study review of the Australasian Railway Association’s\textsuperscript{128} member companies that are involved in Indigenous employment initiatives, Maughan cites that companies with successful Indigenous employment strategies have a leadership team that has publicly committed to improving Aboriginal employment outcomes and backs this commitment by providing adequate financial and human resources. Companies communicate their commitment to staff, contractors, suppliers and shareholders through statements, policies, strategies, and reconciliation action plans.\textsuperscript{129} The Canadian Centre for Policy Alternatives echoes this with its assertion that a strong corporate commitment is especially significant in establishing an effective employment equity program, particularly since “neither the contractors or the trade unions welcomed equity provisions in the project agreement” process.\textsuperscript{130} The Alberta Chamber of Resources

\textsuperscript{124} Jain, Singh, and Agocs, p. 68.
\textsuperscript{125} Conference Board of Canada, \textit{Employment Prospects for Aboriginal People}, 1998 as cited in Anokiiwin Employment Solutions (AES). Untitled discussion paper discussing how to increase Aboriginal employment representation within the Manitoba Department of Justice and other governmental departments and/or agencies, Unknown: unknown, date unknown, p. 7.
\textsuperscript{126} Maughan, Catherine. \textit{Indigenous Employment in the Australian Rail Industry Best Practice Guide}. Unknown: Australasian Railway Association Inc. and Business Group Australia, date unknown, p. 3.
\textsuperscript{127} Crawley and Sinclair, p. 365.
\textsuperscript{128} The Australasian Railway Association represents more than 150 member organizations of rail operators, track owners and managers, and manufacturers in Australia and New Zealand (Maughan, p. 1.).
\textsuperscript{129} Maughan, p. 4.
\textsuperscript{130} Griffin Cohen, Marjorie and Braid, Kate. \textit{The Road to Equity – Training Women and First Nations on the Vancouver Island Highway}, Unknown: Canadian Centre for Policy Alternatives, 2000 as cited in
also reports that most suppliers follow the lead of their resource industry clients in implementing Aboriginal programs that reflect the client's requirements. This might suggest that leading by example and corporate influence have a huge impact on the drive to implement programs geared towards Aboriginal people.  

Likewise, Anokiiwin Employment Solutions states that an effective strategy is one that is developed and endorsed at the highest levels of an organization and which is integrated both laterally and horizontally throughout all levels within a company.  

Research such as that of Jain and Hackett and Thomas also find that employment equity programs are more likely to be successful when line managers are an integral component of the planning and implementation of the program and are held accountable for the outcomes. Yu concurs. Similarly, Swanson finds that the most important element of the diversity training process is the manager's support and reinforcement of it.  

Having an explicit Aboriginal labour force participation or employment equity policy is necessary to eliminating barriers. Anokiiwin Employment Solutions agrees saying a focused recruitment strategy would also be a more effective way to target Aboriginal candidates. Pérotin, Robinson, and Loundes study the incidence of equal opportunities practices in the United Kingdom and Australia and find that overall, equal opportunities policies are associated with higher productivity.  

Likewise, an important step in the development and implementation of an effective employment equity program is to communicate company policy clearly to
employees. Thomas\textsuperscript{139} finds this to be an essential component of employee satisfaction with the process in South Africa. Communication methods may include video and/or memoranda sent by senior management, dedicated sections in annual reports, workplace posters, multi-lingual communication in company newsletters and other in-house publications.

Kalev, Dobbin and Kelly, in their analysis of the efficacy approaches to promoting diversity, suggest that the best way to remedy inequality in attainment at work may be by implementing practices that assign organizational responsibility for change. They find that “structures that embed accountability, authority, and expertise (affirmative action plans, diversity committees and taskforces, diversity managers and departments)” are the most effective ways to increase the proportion of women and visible minorities in the private sector.\textsuperscript{140} The researchers also determine that structures that establish responsibility (affirmative action plans, diversity committees, and diversity staff positions) are followed by significant increases in managerial diversity. Contrarily, programs that target managerial stereotyping through education and feedback (diversity training and diversity evaluations) are not followed by increases in diversity. Moreover, programs that address social isolation among women and minorities (networking and mentoring programs) are followed by modest changes. The effects of these initiatives vary across groups, with Caucasian women benefiting most, followed by African American women. African American men benefit least. Kaley, Kelly, and Dobbin also find that responsibility structures make training, performance evaluations, networking, and mentoring programs more effective. Federal affirmative action requirements, which typically lead to assignment of responsibility for compliance, also catalyze certain programs. Accordingly, organizations should structure responsibility for reducing inequality rather than focusing only on changing individuals.\textsuperscript{141}

Employers could also implement Aboriginal-specific retention strategies. For example, Tipaldy and Barclay find that within the minerals industry, successful retention strategies implemented to reduce staff turnover, especially in the first 12 months, include: (1) provision of ongoing mentoring and support networks; (2) more flexible work rosters; (3) provision of career development opportunities; (4) providing family support services to help with activities like budget planning, home help, etc., and; (5) addressing racism and prejudice in the workplace. Support

\textsuperscript{139} Thomas, Adele. An Investigation into Employment Equity at Selected Companies in South Africa Johannesburg — Study commissioned by the South Africa Department of Labour; Global Business Solutions, 2002 as cited in Thomas and Jain, , p. 40.


\textsuperscript{141} Ibid., p. 590.
programs are particularly important for Indigenous people who have a lack of prior experience in the mainstream workforce. Work readiness programs and mentoring can also help Aboriginal people develop the necessary knowledge, skill, experience, confidence and self-esteem to participate in the mainstream workforce. Career development opportunities and addressing racism in the workplace contribute to a more supportive work environment, encouraging more Aboriginal employees to stay. Successful retention initiatives are generally implemented in partnership with Indigenous organizations.  

How recruitment is undertaken is also important to eliminating barriers. From his research examining targeted recruiting as a form of diversity recruiting in relation to strategy, impression management, realistic expectations, and diversity climate, Knouse formulates several recommendations for improving the effectiveness of diversity recruiting: (1) the organizational strategy should drive recruiting and determine which impression management techniques to use and what image to convey; (2) ensure that recruiting impression management image is aligned with diversity climate (it is important to measure that climate to discover how employees actually perceive diversity efforts and the degree of inclusiveness of the organization); (3) measure new hires' expectations because expectations translate into job satisfaction or dissatisfaction and ultimately turnover, and; (4) ensure recruiters are informed and knowledgeable since they can affect both applicant impressions of the organization and satisfaction.  

Thomas' study focuses on an analysis of employer hiring practices in the electronics industry in Los Angeles and compared the hiring procedures of a sample of electronic companies subject to affirmative action regulations with a sample of companies, which are not required to follow these regulations. Thomas finds that employers that are subject to affirmative action modify their recruitment methods so that there is a greater probability they will reach African American job seekers. Moreover, Thomas finds that contractors that used open methods of advertising for unskilled labour were more likely to reach African American job seekers than those that used closed methods. Open methods included advertising in places such as employment development departments, major newspapers, trade schools, high schools and community colleges. Closed methods included employee referrals, local papers, temporary employment agencies, in-house hiring, walk-ins, industry networking and immigration centres.  

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142 Tipaldy and Barclay, pp. 45-52.
144 Thomas, p. 82.
145 Ibid., pp. 87-92.
Assessing the Effectiveness of Labour Force Participation Strategies

Tipaldy and Barclay find that leading companies in the Australian minerals industry have been successful in recruiting Aboriginal people by adapting their recruitment programs by: (1) focusing more on face-to-face rather than written communication with potential applicants, (2) using selection centre workshops to identify individual skills and abilities, (3) adopting flexible strategies to manage problems with drug and alcohol use, (4) implementing work readiness (pre-employment) programs to provide Aboriginal people with practical experience, and (4) providing cultural awareness training for all new employees, both Aboriginal and non-Aboriginal, upon being hired. 146

Jain, Singh and Agocs find that the Canadian police services surveyed used an array of traditional and innovative recruitment strategies. Strategies included advertising through standard media, walk-ins and personal contact, employee referrals, recruitment visits to community colleges and minority organizations. The researchers also find that the use of visible minority role models is increasing and that some of the police services surveyed also employed Aboriginal liaison officers and/or advisory committees with Aboriginal members. With specific to Aboriginal recruitment, the use of qualified and trained recruiters, the use of Aboriginal community presentations, consultation with Aboriginal organizations, and the use of advertisements in the Aboriginal media continue are also widely used. Most of the police services under study administered employment equity programs and of these, some (five) had recruiting goals and timetables specifically for visible minorities and Aboriginals. 147

Related to this is how recruitment messages are promoted to external candidates. Avery and McKay review the literature on targeted recruiting for women and minorities and find that organizations that present pictures of members of underrepresented groups and statements of affirmative action are more attractive to women and minorities because candidates feel like they will fit into the organization. In other words, Avery and McKay find that members of underrepresented groups react favorably to recruiting messages directed at them. 148

Interview processes should be re-considered and altered. A considerable amount of

146 Tipaldy and Barclay, pp. 27-39.
research\textsuperscript{149} has examined the composition of boards and the effects of race and ethnicity in interviewing situations. Interviewers tend to give higher ratings to interview candidates who are from the same racial group as they are. Therefore, employers ensure that interview panels are comprised of people from a variety of ethnicities and different genders so that when Aboriginal people are interviewed, they are not facing a panel comprised only of Caucasian men.

Thomas also finds that employers with affirmative action policies modify their screening procedures so that they are more likely to evaluate African American job candidates based on their individual merits. These changes to conventional hiring approaches lead to increased job opportunities for African American people. Thomas therefore concludes that while there is always room for improvement, affirmative action programs continue to be an effective way to mitigate racial inequality in the labor market.\textsuperscript{150} Additionally, Thomas determines that contractors subject to affirmative action regulations also made modifications in the methods they used to screen job candidates which, in turn, lessened the barriers to African American employment. Overall, affirmative action contractors were somewhat more likely than non-contractors to evaluate job candidates on their individual merits. These employers were more likely to consider a candidate’s prior work experience, use work related tests when screening for unskilled jobs and technical degrees to screen skilled workers, and employ a full time human resources official who are generally trained in equity issues and regulations, who oversee screening procedures and modify them accordingly, and who encourage managers and supervisors to fairly evaluate African American candidates.\textsuperscript{151} Thomas also finds that affirmative action contractors were less likely to use statistical discrimination, which is where employers “… make judgements about the potential productivity of a worker based on negative racial group stereotypes”.\textsuperscript{152}

Day, Giles, Marshall, and Sanderson find that the selection process was fairer when Aboriginal people were on selection committees and that Aboriginal applicants were more likely to feel more comfortable and better able to demonstrate their capabilities. Their participants also reported that interview processes could be less


\textsuperscript{150}Thomas, p. 82.
\textsuperscript{151}Ibid., pp. 92-96.
\textsuperscript{152}Ibid., p. 84.
formal to make it more culturally appropriate for Indigenous people.  

Measuring and monitoring the strategy is also key. In their discussion about employment equity in South Africa and its modeling on Canadian practices, Adele and Harish note that numerical goals and timetables are vital in ensuring the facilitating the success of employment equity programs. Moreover, effective and regular monitoring and control mechanisms are important in understanding progress on objectives and in adjusting activities accordingly. Thomas also finds that monitoring progress on employment equity is vital as is setting of numerical targets.

Creating connections among Aboriginal employees may also be important. DeLapp, Hautman, and Anderson document the University of Alaska Anchorage School of Nursing’s project to recruit and retain Alaskan Aboriginal people into nursing and find that connecting students with each other was important. Activities revolved around creating connections and facilitating student success. Connection-creating activities included establishing community partnerships with school districts and regional Native health organizations to enable the school to contact potential students, sponsoring a dormitory wing exclusively for Aboriginal students and other pre-nursing and nursing students who want to live together to create a sense of community and support, hosting social and professionally related events, such as career fairs and presentations to high school students, one-on-one conversations with individuals, meeting interested students in their communities, utilizing current Aboriginal students to speak with other students, and offering stipends. Success facilitation activities included intensive academic advising, tutoring, and mentoring (including peer mentoring). A regular newsletter publishes events and celebrates Aboriginal student success and is distributed to all students, regional Aboriginal health organizations, and prospective students.

Jain, Singh and Agocs also suggest that mentoring and internship programs for minority and Aboriginal youth may also help to address employment barriers. Collins discusses the recruitment of members of minority groups into the economics profession. She notes that there is less consensus in the literature about the importance of peer groups, role models and mentors on student's success in higher education but that anecdotal evidence supports the perspective that role models and

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154 Thomas, and Jain, p. 40.
155 Thomas, Adele, p. 250.
157 Jain, Singh, and Agocs, p. 68.
peer supports can play an important and positive role in the academic choices and performance of minority individuals.\textsuperscript{158}

Caverley adds that Aboriginal awareness training will positively impact Aboriginal employment and retention. It will eliminate stereotypes and misunderstanding and foster better mutual understanding between Aboriginal and non-Aboriginal employees and cohesion.\textsuperscript{159} There was consensus among participants in Day, Giles, Marshall, and Sanderson’s study that cultural awareness training or non-Indigenous employees was also very important to any job orientation process. They also felt that such training should be mandatory for all staff. When there was no cultural awareness training, participants felt that the onus or educating other staff fell to the Aboriginal employee and that was found to be inappropriate.\textsuperscript{160}

Contact with other Aboriginal employees could eliminate barriers as well. Day, Giles, Marshall, and Sanderson’s study participants note that contact with other Indigenous staff was very important, especially in the first weeks of employment, to lessen isolation.\textsuperscript{161}

Cooperation, partnership and working together may also help to alleviate barriers.\textsuperscript{162} For example, the Report of the Standing Committee on Human Resources, Social Development and the Status of Persons with Disabilities reports that some witnesses indicate there is a need for employers, Aboriginal workers and agencies that serve Aboriginal people to work together to develop initiatives that support Aboriginal workers’ mobility and help smooth the transition to the workplace.\textsuperscript{163} When asked about ‘lessons learned’ in terms of developing new relationships, Institute on Governance respondents stated that:

- there is no single formula – each Aboriginal community is different;
- this is a long term venture; mutual trust can not be built quickly;
- a successful relationship can be richly satisfying to both sides;

\textsuperscript{159} Caverley, pp. 33-34.
\textsuperscript{160} Day, Giles, Marshall, and Sanderson, p. 353.
\textsuperscript{161} Ibid..
\textsuperscript{162} Maughan, p. 3.
two way learning is an aspect of any effective relationship;

at the top of many First Nations’ agendas is the need for training their people so that they can get jobs. 164

Moreover, more informal and personal contacts should be established between employers and minority communities. 165 The Alberta Chamber of Resources, in its documentation of company practices in developing relationships with Aboriginal communities, reports that of its 71 members that have Aboriginal programs in place, most focus on workforce development, such as education, training and employment and business development rather than implementing programs around community relations and resource stewardship. 166

Day, Giles, Marshall, and Sanderson report that an important factor influencing the likelihood of an Indigenous job seeker applying for a position with a justice agency was the level of local Indigenous community knowledge and support for the position. The most common way study informants learned about vacancies was through introductions to the agency by a personal contact within the agency or from family or friends. Informants also commented that it was important for Indigenous people to have someone local, whom they know, already working there. Study participants added that recruitment processes might be improved by an ongoing commitment from employers to increase the number of Indigenous employees and that community-based advertising was more likely to be effective than on public service ads or mainstream newspaper ads. Alternative ways of advertising included through Aboriginal organizations and community media. Day, Giles, Marshall, and Sanderson also report that study participants indicated that making personal contact with potential recruits and for Indigenous staff visiting communities, schools, colleges and universities to introduce the idea of working in their agency would be valuable. 167

In this same vein, all levels of government, including Aboriginal, municipal, provincial/territorial and federal governments, play an important role by formulating and enforcing positive policies with regards to Aboriginal (and minority) employment and to educating corporate Canada about the business case for greater Aboriginal employment. 168 Moreover, collective agreements can also promote a more representative workforce by reflecting a commitment on the part of unions to have a more representative membership (and workforce). 169

164 The Institute On Governance, p. 68.
165 Jain, Singh, and Agocs, pp. 59; 62.
166 Alberta Chamber of Resources, p. 12.
168 Lamontagne, p. 7; Jain and Hackett, p. 199.
169 Royal Commission for Aboriginal Peoples, p. 33.
Of course, education and training and generating work experience are key. As such, Sexsmith, for example, recommends that educational institutions and employment institutions undertake a number of activities, including: increasing Aboriginal-specific funding to support Aboriginal students in pursuing post-secondary education and training, boosting pre-employment training to ensure that Aboriginal students are ready to undertake a program of study, engaging with the Aboriginal community on a more personal level, ensuring there is direct communication with employers to determine their skills requirements and to raise their awareness of skilled Aboriginal people. Sexsmith goes on to add that employers in the banking sector should consider the following activities: create more short-term work placement opportunities for Aboriginal people to develop their skills and to gain entry into a company, work with labour-market intermediaries to improve Aboriginal hiring strategies and to draw on a wider network of contacts, ensure employees undergo cultural sensitivity and diversity training to prevent conflicts and improve attitudes about Aboriginal people, convey their skills requirements to educational institutions, employment and training institutes.

Thus, the Centre for Social Responsibility in Mining (The University of Queensland) concludes that support to Indigenous organizations is vital for engaging Indigenous communities effectively. It also cited tri-sector partnerships between government, industry, and the Indigenous community with clear objectives as being an effective way to merge the strengths of each sector to increase Indigenous employment. The Centre also concludes that realistic time frames (e.g., 5+ years) for implementing Indigenous employment objectives are essential to success.

Caverley presents a series of components and principles to assist organizations in designing and implementing an effective Aboriginal employment strategy:

1. Evidence-based planning – a company should examine its external environment (e.g., demographics, political/legal implications, global trends) and internal organizational capabilities (e.g., finances, human resources) that frames organizational decision-making.
2. Financial and Human Resources – dedicated resources will provide a sustained capacity to implement the strategy. Examples might include an office of diversity, an Aboriginal development officer, or steering or advisory committees.
3. Partnerships – involving government, Aboriginal agencies/communities, corporations, unions, professional associations, etc.

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170 Sexsmith, p. 2-3.
171 Centre for Social Responsibility in Mining, p. 21.
4. Consultations – to build transparency and to invite feedback on the employment plan as it is being developed. This in turn will foster greater buy-in. Engaging the Aboriginal community in a meaningful way will also build trust.

5. Executive Champions – support and endorsement from the top officials or senior most managers and executive will lead to a more successful strategy. It demonstrates that Aboriginal employment and participation are valued within the company as a top priority.

6. Clearly Defined Roles and Responsibilities – of who is responsible for each aspect of the Aboriginal employment plan.


8. Communications and Marketing – to ensure key parties are aware of the plan and progress. Key parties could include employees, Aboriginal communities, potential employees, etc.

9. Strategic Human Resource Management – including recruitment, career planning, etc.

10. Recruitment – effective recruitment will attract Aboriginal candidates.

11. Relationship Building – for employers to showcase their organization to Aboriginal people seeking employment, e.g., at career fairs, workshops, conferences, job boards, the internet, etc.

12. Legislative Adherence – companies can take advantage of legislation that allows them to designate certain positions as Aboriginal. However, the author noted that this action should be taken cautiously as it could lead to the perception that the company is merely seeking an Aboriginal ‘warm body’ as opposed to a qualified employee. Respondents to her study suggested that employers who clearly and openly articulate how Aboriginal people can add to their labour force would be more successful in recruiting and retaining Aboriginal people and more successful at creating an environment of inclusion.

13. Career Development – career planning and development programs offered by employers are a value-added attraction.

14. Role Models – mentors and role models. Outlets for promoting role models can include: articles published on Aboriginal association websites, job sites, and newsletters, personal profiles, job coaching, speaking to different audiences, such as to youth, etc.

15. Work Experience Programs – to provide Aboriginal youth and students with opportunities to apply their skills, gain experience, understand the work environment, and learn about different career options.

16. Management Development – to build an Aboriginal presence among management. Strategies to build Aboriginal capacity in this regard could include management internship programs.
17. Clear Career Paths and Associated Resources – “[w]holistic and culturally-sensitive career development tools and resources (e.g., career planning tools) ... will encourage and motivate on-going development and advancement of Aboriginal employees within the workplace.

18. Recognition of Aboriginal Educational Achievement – to promote educational accomplishments and the value of education.\textsuperscript{172}

Anokiiwin Employment Solutions goes on to suggest that an effective Aboriginal recruitment strategy should embody three principles: (1) there should be Aboriginal input into the design and implementation of the strategy; (2) strategic alliances with Aboriginal organizations would be beneficial, and; (3) Aboriginal cultural issues should be recognized and addressed throughout every stage of the recruitment process.\textsuperscript{173}

The Alberta Chamber of Resources sums up the discussion by saying that while companies may create and tailor their own programs and practices, there are common success factors, such as: fostering buy-in from top level managers within the corporation, a clear corporate commitment that is reflected in its policies, fostering understanding among all staff about expectations in creating a welcoming environment for Aboriginal employees and businesses, having a strong business case for engaging the Aboriginal community, having a framework for engaging the Aboriginal community, engaging the Aboriginal community from the outset to build trust and a solid relationship, working at that relationship over the long term, the openness of the Aboriginal community, patience, time and, flexibility, creativity and tailoring approaches to meet the unique needs of the context (Aboriginal, community, economic, etc.).\textsuperscript{174}

3.5 Evaluating Aboriginal Labour Force Participation Strategies

As noted, the literature regarding Aboriginal-specific labour force participation strategies is extremely limited. Cursory mention of companies’ Aboriginal strategies are made but little detail is available about the nature of the strategies themselves, making evaluation difficult. Moreover, it is unknown whether the companies that have formal Aboriginal labour force participation strategies evaluate these strategies formally. Agocs notes this difficulty in her assessment of the degree to which Canadian employment equity legislation is a positive response to systemic employment discrimination facing members of designated employment equity

\textsuperscript{172} Caverley, Natasha, pp. 16-30.
\textsuperscript{173} Anokiiwin Employment Solutions, pp. 8; 10.
\textsuperscript{174} Alberta Chamber of Resources, pp. 12; 16.
groups. Agocs adds that information pertaining to the creation of an inclusive workplace was virtually unavailable and that very little information was publicly available with regards to results achieved under the Federal Contractors Program. Agocs finds that there is little to suggest that the employment equity policy itself is flawed. Instead, she proposes that results under employment equity are lower than hoped mainly because of compromises that have weakened the compliance-related provisions of the Act. She adds that the weakness of monitoring and enforcement mechanisms and the lack of sanctions for failure to make progress sends employers the message that they do not need to take employment equity policy seriously.

In order to track Aboriginal participation, it is obviously necessary to first know who is and is not Aboriginal. Aboriginality is not always readily apparent and drawing conclusions based on one’s appearance is clearly against the very tenets of employment equity. However, there are challenges with identification. Identifying oneself as a member of a designated group on an employment application or hire form is completely voluntary and not everybody self-identifies. There was no specific data presented as to whether people falsely self-identify but passing comments during this research project were made about the possibility that false identification does occur periodically.

Bakan and Kobayashi concur. In their research comparing employment equity policies in Canada’s 10 provinces and the federal government, they found that “[s]elf-identification is also very volatile politically, because many people are still uncomfortable with the self-identification process and because those opposed to employment equity view self-identification as a bid for “special status”.

To come closer to meeting employment equity goals, the Standing Senate Committee on Human Rights sets forth a series of recommendations that include promoting a stronger leadership that voices a clear corporate commitment to equity and tying performance assessments to the achievement of that goal; transforming corporate culture by confronting discriminatory attitudes, finding ways to address resistance to employment equity; creating opportunities for employees to experience and appreciate diversity; enhancing the recruitment of people in designated groups at the executive level, and; removing barriers to hiring and staffing.

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175 Agocs, p. 258.
176 Ibid., p. 261.
177 Ibid., p. 273.
179 Canada, Standing Senate Committee on Human Rights, pp. 28-31.
The Alberta Chamber of Resources observes that companies that are engaged with the Aboriginal community often face uncertainty regarding how to measure Aboriginal program effectiveness. ¹⁸⁰

Naff and Kellough¹⁸¹ argue that such evaluation is essential. The researchers identified five components on which assessments of the impact of diversity management programs could be based: diversity training, internal communications, accountability, resource commitments, and the scope of the programs in terms of the number of demographic attributes addressed. They add that promotion and advancements and voluntary turnover (separations) are additional important indicators of equity. Hankins¹⁸² adds that that employers that wish to understand the impact of prejudice and discrimination in the workplace should also assess whether disciplinary practices are resulting in disparate treatment, because, in the United States, for example, it has been demonstrated that there is a tendency to discipline African American employees more harshly than Caucasian employees.

The Canadian Council on Aboriginal Business initiative called Progressive Aboriginal Relations, or PAR, is one potential way to more wholistically evaluate a company’s performance vis a vis Aboriginal employment. Under PAR, an organization, which conducts a self-evaluation and which is evaluated by an external body, is assessed on four factors:

1. Employment (e.g., total number of Aboriginal employees, type of employment and opportunities for retention and advancement);
2. Business development (e.g., the nature of accessing Aboriginal suppliers in the purchasing and contracting process);
3. Individual capacity development (e.g., individual access to training and career development initiatives such as Aboriginal scholarships and summer employment/ work experience job placements); and
4. Community relations (e.g., the establishment of a dialogue process with Aboriginal communities regarding employment and business development).¹⁸³

¹⁸⁰ Alberta Chamber of Resources, p. 12.
¹⁸³ Caverley, Natasha, p. 36.
Upon review, an independent panel of Aboriginal and non-Aboriginal business leaders assigns a ranking level (Gold, Silver, Bronze or Commitment level).

3.6 Summary and Conclusions of Literature Review

Data regarding corporate labour force participation strategies is not readily available. There has not been a lot of published research evaluating such strategies so information about their effectiveness is not known. However, as accountability requirements grow at the employer level, performance measures will likely be implemented, strategies will be more clearly articulated and benchmarked and evaluations will be conducted.

A large number of firms do not appear to have formal labour force participation strategies. Employers appear to be uncertain as to how to engage the Aboriginal community. Certainly, more successful approaches appear to be ones that are tailored specifically to corporate goals and the unique needs and circumstances of the culture and community the company operates in (both Aboriginal and non-Aboriginal contexts).

There is a business case for employers to find ways to engage Aboriginal communities better and broaden the workforce to include Aboriginal people. Of course, the Charter of Rights and Freedoms and legislation, such as the Employment Equity Act, require that discrimination and barriers to employment are overcome; business and the economy also dictate a shift. The baby boomers are retiring and there will be gaps in unemployment. The general Canadian population is aging. Contrarily, the Aboriginal population is quite young and they, if properly trained and educated and receptive to opportunities, are poised to fill the gaps.

There is no doubt that barriers to Aboriginal employment exist. They include: systemic racism, more than average scrutiny, exclusion, inappropriate testing, and narrow approaches to what constitutes ‘job-related experience’. Corporate Canada is often at a loss in terms of knowing how to recruit and retain Aboriginal employees. Employers may not know how to promote their vacancies among Aboriginal people. Employers often do not really even know where to begin. Government must more effectively support Aboriginal health, education and overall individual and community wellness. Certainly government and corporate Canada can do much better.

At the same time, Aboriginal communities and individuals have room to move as well. A lack of job-related experience and a lack of formal training can be remedied by stay-in-school programs, education incentives, and linking the value of education and the value of employment with greater community and individual autonomy and enhanced levels of accomplishment and self-worth.
Building communication between corporate Canada and Aboriginal people and communities may help to break down barriers. Improved communications will most certainly open the dialogue and demonstrate a mutual willingness to engage one another. Demonstrating openness to corporate Canada may also pave the way to greater employment.

Legislation also sets an important foundation for ensuring the Aboriginal workforce is better represented yet legislation on its own is not sufficient. Clear Aboriginal labour force participation strategies are important elements to ensure an employer reviews its own policies and practices and takes a proactive and measurable approach.

A successful Aboriginal labour force participation strategy is one that is developed and endorsed at the highest levels of an organization and which is integrated throughout the company and supported in principle, in practice, and financially. It is one that is responsive to both corporate and Aboriginal needs, meaningfully engages the Aboriginal community and which is monitored.

4. Research Findings

The results of our research are presented below. Three types of interviewees were interviewed: Aboriginal service providers, Aboriginal employees/non-employees, and employers. The results are grouped into the following conceptual framework:

1. Barriers to Employment
2. An Adequately Prepared Aboriginal Labour Force
3. An Adequately Prepared Employer
4. Outreach, Communication and Partnership Between Employers and the Aboriginal Community
5. Recruitment, Application and Job Orientation
6. Employee Retention
7. Tracking Participation
8. Government Policy and Program Issues

As was noted earlier, the set of interviews with individuals and the analysis of labour force participation activities by Atlantic employers consist of small samples and hence the results should be interpreted as indicative rather than conclusive.
4.1 Barriers to Employment

The research confirmed many of the barriers to employment faced by Aboriginal people that were mentioned in the literature. For example, when asked about what barriers Aboriginal people tend to face when entering the workforce, Aboriginal service providers note the following:

- Aboriginal employees sometimes face backlash from other (non-Aboriginal) employees (5 of 19 of respondents)
- There may be cultural differences/barriers – (7 of 19 of respondents)
- Aboriginal people not being successful during interviews (6 of 19 of respondents)
- No targeted recruitment campaign (7 of 19 of respondents)
- Aboriginal people do not have the appropriate education (5 of 19 of respondents)
- Not adequately trained (6 of 19 of respondents)
- Are hired and then don’t come back to work (3 of 19 of respondents)
- Language barriers (4 of 19 of respondents)
- Literacy challenges (4 of 19 of respondents)
- Communication (3 of 19 of respondents)

Other barriers that were identified by Aboriginal service providers were: the location of the work may be a barrier if it is not on or near the First Nation; employees may have to travel more or move closer to work which many are often hesitant to do. Moving away from the community requires additional dollars, reliable transportation, accommodations, etc. These requirements may also be barriers to employment.

Aboriginal employees/non-employees indicated that personal barriers they experienced were:

- Not wanting to leave the community or family (1 of 22 respondents)
- Not wanting to work where s/he is the only Aboriginal person (3 of 22 respondents)
- Preferring to work in an Aboriginal work environment (5 of 22 respondents)
- Experience discrimination off the First Nation (4 of 22 respondents)
- Lacking support from family/community (2 of 22 respondents)
- Not having the right education or training (3 of 22 respondents)
- Not having anywhere to live (1 of 22 respondents)
- Not having experience living off the First Nation (1 of 22 respondents)
- Not being able to afford to live off the First Nation (4 of 22 respondents)
- Income tax (2 of 22 respondents)
When asked how labour force participation strategies have helped to overcome barriers, Aboriginal service provider respondents responded as follows:

- ‘I don’t know of any that have worked.’
- Strategies have at least addressed the issue of Aboriginal employment. Employers are now recognizing that barriers and cultural differences exist.
- Participation strategies now offer opportunities for potential employers to meet with prospective employees.
- Employers now can play a more active role while people are becoming trained for employment.
- Employer incentives and participation boost egos, make people feel good, and helps encourage people to continue on.
- Asking applicants to identify themselves as being Aboriginal on application forms is positive.

Aboriginal service providers identified the following challenges with Aboriginal labour force participation strategies and to implementing employment equity:

- Implementation.
- Awareness.
- Employment equity is not monitored nor enforced.
- Once employers seem to meet their numerical targets, their efforts stop.
- There are inclusion issues.
- People may not have a means of transportation so have difficulty traveling to and from work.
- People may feel discouraged about working outside of the First Nation because of relocation costs.

The lack of awareness of labour force participation strategies was confirmed by the employees/non-employees. When asked whether they knew whether their employer had a strategy to recruit or retain Aboriginal employees, twice as many employee/non-employees indicated that they did not know than did.

Employer respondents suggested that the lack of Aboriginal peers within an organization seems to may be another barrier to Aboriginal employment. They added that taxation implications of working off reserve also seem to be a huge disincentive for seeking employment outside of a First Nation community. Employers also noted that differences in communication, demeanor, eye contact, etc. seem to prevent positive employment outcomes.
Employers stated that mobility is an asset. First Nations communities are not necessarily located in business centres or close to employment opportunities. This often requires Aboriginal people to leave their community, which many do not want to do. However, not being mobile severely limits employment options.

Employers also felt that misperceptions about certain employers prevent Aboriginal people from applying for a job.

4.2 An Adequately Prepared Aboriginal Labour Force

Aboriginal service providers suggested that the following steps may help increase the preparedness of Aboriginal people to enter the labour force:

- Better training for Aboriginal people.
- Stay in school programs geared at youth.
- Promoting career awareness and a broad range of career choices to youth.
- Training to help Aboriginal people better anticipate what to expect when working in a non-Aboriginal work environment.

One employee/non-employee survey respondent noted that s/he had been unable to get away with being late for work. S/he adds that non-Aboriginal employers expect their employees to earn their money.

A respondent to the employee/non-employee survey commented that there are jobs but that Aboriginal people do not tend to apply for them.

Aboriginal employees/non-employees felt that there should be additional supports for Aboriginal employees working off reserve, e.g., through friendship centres.

Employers stated that job seeking is an active process. People who are seeking jobs must make themselves known to employers. At the same time, people can be challenged to know where to look for a job. They added that youth might not be able to formulate a vision for themselves, making it hard for them to get motivated. Employers also commented that gaps in one’s employment history could impact how one is perceived by a potential employer. Many employers require candidates to undergo a criminal background check. This may prevent members of the community from applying for a job. Moreover, any training program that is offered on reserve (or anywhere) must meet industry standards.

Employers emphasized that a skilled workforce is required, whether it be in terms of ticketed trades people or people with professional training, such as engineers or
accountants. However, there are a limited number of skilled and/or professionally trained Aboriginal people. This leads employers to compete against each other for a limited trained labour pool.

4.3 An Adequately Prepared Employer

Aboriginal service providers interviewed commented that non-Aboriginal people do not tend to be aware of Aboriginal cultures. Co-workers sometimes ask the Aboriginal employees about taxes, Aboriginal rights, land, housing etc. It was suggested that non-Aboriginal employers ought to be educated about Aboriginal cultures, values and beliefs and different communication and behavioural styles and that employers (and employees) should undergo sensitivity training.

When asked about their experience working with non-Aboriginal employees, employee/non-employee respondents recalled a range of experiences. Several respondents commented that working with non-Aboriginal employees was just like working with anyone else, that there are some people that one can relate to and some one cannot. Some described their experiences as being very good and noted that some people have been friendly and accepting (though others have not been). Another respondent commented that s/he feels the same working with non-Aboriginal people as s/he does working with his/her own people and that s/he has always been treated as an equal.

Another interviewee commented that s/he had to fight hard to get respect at first. Another added that s/he faced a lot of discrimination but that the experience of working outside of the community has helped him/her deal with prejudice. Yet another commented that working off the First Nation was very different than working on the reserve. One respondent noted that it took a period of five years for him/her to adjust to cultural differences. One noted that s/he has enjoyed his/her experience of working off the First Nation. S/he found him/herself to be treated fairly and with respect. This respondent did acknowledge that s/he has encountered a few narrow-minded individuals along the way.

When asked about one's experience working for non-Aboriginal employers, some respondents answered favourably, stating that they had had a positive experience and that they had earned more money. One respondent noted that s/he was able to communicate to management and coworkers easily if problems did arise. Another described his/her experience as ‘great’ and stated that s/he was unaware of any situations that arose that were a direct result of his/her culture. One interviewee noted that the employment equity committee is very helpful to ensure that Aboriginal people are hired and that there are no employment equity gaps. One respondent commented that s/he did not have extensive contact with managers or
Assessing the Effectiveness of Labour Force Participation Strategies

directors. However, while they did appear supportive, they were not able to (or would not) commit to Aboriginal employment advancement or specific employment opportunities. Some respondents, however, felt isolated and felt that the environment was structured, orderly, and strict. Another respondent noted that overall s/he had not had a good experience working for non-Aboriginal people.

When asked about the challenges faced with employment equity/Aboriginal labour force retention strategies, one respondent noted that when s/he had been in the process of establishing a new business, it was difficult because s/he lacked a track record. Another noted that s/he did face challenges with co-workers but regarded him/herself as having as much right to be in workforce as anybody else. Another responded cited integration as a challenge. Another noted that s/he had been a member of the employment equity committee but that there had been no real commitment from the employer to employment equity. A final respondent noted that when s/he applied for jobs, some prospective employers said ‘no’ before viewing the applicant’s qualifications. Others were more open to learning about his/her experience.

When asked whether one’s employer provides opportunities for Aboriginal employees to network and support each other, 5 respondents said yes and 4 said no. Of those that answered ‘yes’, one commented that there was an abundance of support at his/her place of employ and that the employer supported Aboriginal people in obtaining the skills they needed to further their careers. Others noted that there were diversity meetings and training opportunities as well as committees, conferences and sponsored activities designed to raise awareness of diversity.

8 of 22 employee/non-employee respondents indicated that a company with an Aboriginal labour force participation strategy is more attractive. Reasons for this included:

- It demonstrates a commitment on behalf of the business to do what is possible to attract Aboriginal people.
- It suggests that the working environment is likely to have a friendlier atmosphere.
- “Equity is very important to me.”
- There is a greater likelihood that there would be more Aboriginal people working there. This would be helpful in terms of having other Aboriginal people to relate to. If there are more Aboriginal employees, there is a greater likelihood of having greater cultural awareness.
- There is less likelihood that hidden discrimination would be present.
1 of 22 employee/non-employee respondents indicated that a company that has an Aboriginal labour force participation strategy is not necessarily more attractive. This respondent indicated that s/he is open to working anywhere regardless of whether other Aboriginal people are employed there.

When asked how Aboriginal employment equity/labour force retention programs could be improved upon or changed, employee/non-employee respondents made the following suggestions:

- Accountability mechanisms should be built into the strategy to measure success.
- Strategies should consider human rights issues, cultural sensitivity, etc.
- Promotion of the strategies should be increased or conducted more widely.
- More companies should be involved in employment equity or should have labour force retention programs.
- Employers should conduct more exit surveys to find out why Aboriginal people leave their jobs. This could improve workplace conditions.

Employee/non-employee respondents also suggested that employers create a more welcoming environment by:

- Sponsoring events that are designed to educate and create awareness.
- Being accessible in case support is need.
- Being more aware of Aboriginal issues.
- Having a more ethnically diverse workforce.
- Having more Aboriginal cultural displays in lobbies and entranceways or integrating Aboriginal languages and cultures in different ways.
- Allowing more time for cultural activities.
- Ensure that work and responsibility are allocated in an equitable way.
- Holding Aboriginal awareness programs that all employees are required to attend.

Employee/non-employee respondents recommended that employers use a variety of techniques to make their Aboriginal labour force retention program and/or employment opportunities better known, such as advertising with and contacting Aboriginal agencies, employment agencies, political organizations, etc., conducting outreach to Aboriginal communities, and meeting with the leadership and human resources personnel.

One respondent also recognized that some companies do not understand how to approach First Nations. S/he suggested that awareness training or support be made
available for employers on how to contact First Nations and other Aboriginal organizations.

Employers themselves noted that there might still be uncertainty as to why strategies targeted to specific people, such as to Aboriginal people, are required. More public education is required to prevent growing resentment and breakdown preconceived ideas. Moreover, employers explained that what constitutes ‘cultural respect’ is often unclear. It is often not clear to employers what the appropriate protocols or communications are. Employers also acknowledged that equity programs or policies must be supported by a sufficient budget.

Employers appeared to be uncertain as to how to engage the Aboriginal community or how to evaluate Aboriginal program effectiveness. More successful approaches appear to be ones that are tailored specifically to corporate goals and the unique needs and circumstances of the culture and community the company operates in (both Aboriginal and non-Aboriginal contexts).

Employers also stated that enforcement of equity policies can be a challenge. This might be confounded by a lack of personnel working on diversity or equity issues. Employers also acknowledged that there may be a perception among some non-Aboriginal people that Aboriginal people are people in need of help. There is a general misunderstanding about Aboriginal behaviour and customs.

4.4 Outreach, Communication and Partnership Between Employers and the Aboriginal Community

When asked about their experience with Aboriginal labour force participation strategies, some Aboriginal service providers interviewed commented that they had only heard of Aboriginal labour force participation strategies in the context of INAC’s Aboriginal Workforce Participation Initiative (AWPI). One respondent commented that as a result of the AWPI, s/he felt that First Nations people are now applying for positions that they otherwise would not have prior to learning about AWPI. Another respondent commented that s/he had not had very much experience with Aboriginal labour force participation strategies.

Aboriginal service provider survey respondents added that the following steps might help to overcome outreach, communication, and partnership barriers between employers and the Aboriginal community:

- (Improved) promotion of Aboriginal labour force participation strategies.
- Improved communication between employers and the community (or prospective employees).
- Companies that make great efforts with these strategies should be acknowledged and rewarded.
- Information sessions with employers.
- Career fairs and opportunities for employers and prospective Aboriginal employees to mingle.
- Community workshops and focus groups that bring parties together in the same forum.
- Making use of communications avenues, such as local community channels.
- Offering opportunities to network.
- Better utilizing Aboriginal economic development officers and Native employment officers and social services staff on the First Nations.
- The creating of a mobile unit “response team” of highly trained coordinators that are specifically dedicate to resolving such challenges.
- Opportunities that encourage more dialogue and communication.
- Work planning that result in concrete action plans.
- Inviting business leaders to visit communities to introduce their companies.

One Aboriginal service provider respondent added that the support of the Aboriginal leadership is required. When asked about the challenges that leaders (Aboriginal and non-Aboriginal and private and public) face in their efforts to create a more inclusive workplace, respondents replied:

- Communication.
- There needs to be a collaborative effort among the leadership.
- Leaders need help in making the initial connection.
- The lack of Aboriginal companies may be a factor.
- The efforts that are put in place for partnerships are one sided.
- Aboriginal and non-Aboriginal people have not really worked together side by side so in some ways, this is new ground.
- People have the notion that First Nations are alright because there is a belief that Aboriginal people do not pay taxes.

It was suggested by Aboriginal service providers and employees/non-employees that First Nation councils, Tribal Councils and local Aboriginal organizations should be available as partners (and to partner) and that they should network with potential employers, work with companies to achieve Aboriginal employment objectives, promote Aboriginal hiring practices. Likewise, it was suggested that industry associations ought to be available as partners (and to partner) and that they should be more open to partnerships and to having a dialogue with Aboriginal leaders.
Aboriginal service providers also felt that unions could be more inclusive and more willing to accept Aboriginal people as equals with the same rights. Employee/non-employee respondents felt that there should be more support for Aboriginal issues within the unions, e.g., a clearer or expanded definition of the term ‘family’. Moreover, union mandates should be expanded to include Aboriginal employees.

Employers stated that it is sometimes difficult to identify who is who in the Aboriginal community, which organizations promote employment or who to contact at the First Nation. Gaining entry to the Aboriginal community or First Nation can also be challenging. Likewise, it can be difficult to receive uptake from a First Nation once contact is made.

Employers asserted that the economy is compelling many companies to streamline their staffing. As such, employers do not tend to have the personnel to continually follow up with communities. First Nations must be more proactive about promoting their labour force and in building partnerships.

Employers also felt that the success of any diversity program is greatly determined by the extent to which it is embraced by the leadership.

4.5 Recruitment, Application and Job Orientation

Aboriginal service providers that had been approached by non-Aboriginal companies looking for employees noted that they had been contacted a variety of ways, including by phone, e-mail and fax. In one respondent’s experience, non-Aboriginal companies may make a presentation to the community but then disappear. At the same time, some employers expressed frustration dealing with communities, saying that their messages were not returned and there was no uptake on efforts to offer training.

When asked about the challenges faced in promoting Aboriginal employment, Aboriginal service providers replied as follows:

- Lack of adequate funding to train people (9 of 19 of respondents)
- Lack of adequate time to train people (5 of 19 of respondents)
- Lack of people interested in being trained in a particular field (7 of 19 of respondents)
- Lack of people interested in working in a particular field (5 of 19 of respondents)
• Certain types of education and training are undervalued in the community (6 of 19 of respondents)
• The community is too far from an urban centre (and therefore jobs) (6 of 19 of respondents)
• People don’t want to leave the community (8 of 19 of respondents)
• People don’t want to work somewhere where they are the only Aboriginal person (6 of 19 of respondents)
• People are uncomfortable working in a non-Aboriginal environment (6 of 19 of respondents)
• People experience discrimination off the First Nation or outside the community (6 of 19 of respondents)
• Lack of support from family/community (3 of 19 of respondents)
• It’s difficult to identify companies that are open to hiring Aboriginal employees (6 of 19 of respondents)
• People are not aware of job opportunities (6 of 19 of respondents)
• Lack of personnel working on Aboriginal employment within companies (5 of 19 of respondents)
• There is a lack of commitment on the part of managers/owners (3 of 19 of respondents)
• There is a lack of commitment to promote Aboriginal employment by federal/provincial/municipal politicians (6 of 19 of respondents)
• Lack of communication from companies (7 of 19 of respondents)
• Aboriginal labour force participation policies are difficult or cumbersome to implement (3 of 19 of respondents)
• Lack of support from unions (4 of 19 of respondents)
• Backlash from other employees (3 of 19 of respondents)

13 of 22 of respondents of the Aboriginal employee/non-employee survey indicated that they had had a job off the First Nation at one time. These respondents occupied a range of positions, including human resources consultant, administrative/clerical support, customer service/retail personnel, machine operators, bank personnel, university instructor, and mechanic. When asked what would make them more likely to apply for a job off the First Nation, interviewees responded as follows:

• Educational upgrading opportunities (4 of 22 respondents)
• To have temporary work experience accepted (1 of 22 of respondents)
• Pre-employment training programs (1 of 22 of respondents)
• Availability of other Aboriginal employees at the place of work or in the same work crew (2 of 22 of respondents)
• Having access to Aboriginal role models and mentors (2 of 22 of respondents)
• Being reached out to when still in school (3 of 22 of respondents)
• Opportunities for work placements and internship opportunities (4 of 22 respondents)
• Being close to family (1 of 22 of respondents)

Some employee/non-employee respondents added the following motivations for seeking a job off the First Nation:

• To develop or expand one’s own skills
• To bridge between the non-Aboriginal business community and Aboriginal communities
• To find a fulfilling job that one loves
• Because there is a need for one’s position (or qualifications or expertise)
• To earn extra money
• To take advantage of a job opportunity that arose
• Because there is no job available on the First Nation in one’s field

When asked whether they were aware of whether it was a priority of employers to specifically hire Aboriginal personnel, 8 employee/non-employee respondents replied that they were and 3 respondents replied that they were not (with the latter respondents, it was not clear whether their employers had or did not have a specific Aboriginal hiring policy).

When asked whether respondents knew if their employer to specifically had a strategy in place to recruit/retain Aboriginal employees, 3 employee/non-employee respondents replied that they knew and 6 respondents replied that they did not. It was not possible to ascertain whether the employers did or did not in fact have such a strategy in place.

Employee/non-employee respondents were also asked about what experiences, successes, and challenges they have had with employment equity/labour strategy retention programs. One respondent noted that s/he gained employment through an employment equity program. Another noted that such strategies have led to an increase of cultural sensitivity, the introduction of policies that are more diversity friendly, e.g., anti-bullying campaigns, diversity training, etc. Another commented that one challenge was that many people do not appear willing to work off the First Nation because their salary would then become taxable. Another challenge cited was the difficulty in assessing whether employment equity or labour force participation strategies are working the way they are intended or the way they should. Another challenge is the lack of commitment from management to pursue opportunities to hire Aboriginal people.
Employee/non-employee respondents also suggested that in order to overcome challenges with labour force participation strategies, some have undertaken to share their positive experiences with their community, to become involved with employment equity committees at their place of employment, and working with the union to address diversity issues.

When asked how their employer (or others that they knew about) promotes their organization to Aboriginal people to increase the awareness of Aboriginal employment opportunities, employee/non-employees respondents indicated that some employers offered training to Aboriginal people at the friendship centres. They commented that doing so helped break down barriers between Aboriginal and non-Aboriginal people and boosted self-esteem. Others participated in job fairs or used their network with Aboriginal communities. Some promote their opportunities within various job banks. One respondent commented that his/her employer did not have very much promotion at all.

Employers acknowledged that application and hiring processes can be quite confusing and are often barriers to employment. Bid processes may be challenging for companies that are not familiar with them.

4.6 Employee Retention

One Aboriginal service provider commented that Aboriginal people sometimes have the feeling of being outsiders, which may contribute to challenges with retention. Once Aboriginal people are hired, there may be no additional incentive to retain employment and/or no aftercare. If Aboriginal employees do not feel accepted, it is quite possible that they may not return to work.

In terms of communications, some Aboriginal service provider respondents added that Aboriginal people are sometimes hesitant to address issues with their employer and may opt to leave their jobs rather than confront the issue. They added that differences in communication, styles, such as making eye contact, can cause misunderstandings. Likewise, non-Aboriginal colleagues or employers may not understand Aboriginal employees’ humour.

Aboriginal service provider respondents suggested that hiring Aboriginal people in a managerial capacity or in positions that involve having decision-making authority might help alleviate retention issues.

When asked what the key challenges to working off the First Nation were, employee/non-employee interviewees responded as follows:
• I don't want to leave my community or my family (1 of 22 of respondents)
• I don't want to work somewhere where I’m the only Aboriginal person (3 of 22 of respondents)
• I prefer working in an Aboriginal work environment (5 of 22 of respondents)
• I experience discrimination off the First Nation (4 of 22 of respondents)
• I lack support from my family/community (2 of 22 of respondents)
• I don't have the right education or training (3 of 22 of respondents)
• I don’t have anywhere to live (1 of 22 of respondents)
• I don’t have experience living off the First Nation (1 of 22 of respondents)
• I can’t afford to live off the First Nation (4 of 22 of respondents)
• Income tax (2 of 22 of respondents)

Not having the right skills or childcare did not seem to be factors for any of the respondents.

Employee/non-employee survey respondents also suggested that Tribal Councils and territorial organizations like the Atlantic Policy Congress should develop a strategy for retention that could be available to employers to use or adapt.

4.7 Tracking Participation

Of those that responded to the question that asked whether they disclose their Aboriginality on employment equity applications, 12 respondents indicated that they did and 1 indicated that s/he did not. Comments from those who did fill out the disclosure form included:

• Filling out the form has not been helpful at all; it has not made a difference
• I’m unsure as to whether filling out the form has helped
• Some non-Aboriginal people are actually claiming status in the hope of being hired or promoted; no proof of Aboriginality is required

The respondent who opted to not fill out the disclosure form indicated that s/he did not fill out the form because s/he prefers to get hired on the basis of experience.

Employers interviewed commented that not everybody self-identifies or declares their membership in a designated employment equity group making it difficult to track employment equity progress or promote programs and opportunities. Some employers, most notably those that are not under the Federal Contractors Program (e.g., provincial governments and small employers), also indicated that they did not track Aboriginality at all. Some maintained that they were ‘equal opportunity employers’ and therefore regarded all candidates as ‘equal’ and hired on the basis of
merit and qualifications only, regardless of ethnicity or membership in a designated group.

4.8  Government Policy and Program Issues

With regards to how government policies regarding employment equity and Aboriginal labour force participation have enhanced or inhibited Aboriginal people, response from Aboriginal service providers was mixed. Comments included:

- Monitoring and enforcement are needed; we are dealing with issues and barriers that are clearly visible
- There has been improvement over past years
- There has been no change
- There is not enough promotion and there is no follow through

When asked about what kind of support for Aboriginal employment and retention there should be government, Aboriginal service providers responded as follows:

- Legislative change is needed
- There should be more flexibility with funding agreements
- Additional funding should be available for training
- The province has to be an active partner to ‘make Aboriginal employment work’
- There should be someone on staff specifically devoted to diversity issues, e.g., a diversity officer

When asked about what kind of support for Aboriginal employment and retention there should be from government, employee/non-employee respondents replied that

- There should be more Aboriginal awareness sessions
- An emphasis should be placed on local hiring
- There should be specific Aboriginal hiring strategies developed and in place
- Employment equity and diversity programs should be strengthened
- There should be more funding to support employment equity
- There should be more Aboriginal recruitment

They added that Tribal Councils and representative organizations like the Atlantic Policy Congress should lobby government and the business community to increase the number of employers that have employment equity plans and priorities.
5. **Notable (Best) Practices in Atlantic Canada**

22 employers were interviewed in Atlantic Canada. Details of the interviews are contained in Appendix C, which contains a rich array of information. However, key activities have been excerpted from those activities to highlight key positive practices that are occurring or have occurred in the region.

5.1 **Aboriginal Labour Force Participation Strategy**

Michelin is a large tire producer with three plants in Atlantic Canada: in Bridgewater, Granton, and Waterville, Nova Scotia, employing 3,400 employees making it the largest manufacturing employer in the province. Since 2003, Michelin has implemented an Aboriginal Workforce Participation Initiative Partnership Agreement (AWPI) with The Confederacy of Mainland Mi'kmaq, The Union of Nova Scotia Indians, the Government of Canada, and the Province of Nova Scotia. The principles that govern the relationship are: fairness and the value of a diverse workforce; consistency of approach; mutual respect and dignity; open communication; and trust. The goals of the partnership are to:

- Facilitate constructive cultural relations.
- Enhance linkages to the Aboriginal labour force.
- Promote employment, retention and career development opportunities for Aboriginal people.
- Identify potential business development initiatives designed to meet Aboriginal community priorities, including employment, and Michelin’s needs.
- Develop an action plan indicating both short and long-term strategies.

Within the partnership, Michelin also committed to fulfill: a workplace review and preparation; occupational survey of the workforce, engage in Aboriginal procurement, set goals, engage in recruitment and retention, support career development, and collaborate with an advisory committee consisting of Aboriginal representatives and designed to support and advise Michelin.

5.2 **Aboriginal Recruitment**

The Government of Prince Edward Island Public Service Commission has a program called the Diversity Employment Program, which allows diversity candidates to be recruited outside of the union contract. For example, if a department wants to hire an Aboriginal person, this program allows for the recruitment of that person for a period of up to one year as a government appointment. This enables departments to
hire people from diversity groups who may not be hired otherwise because they are not already part of the public service and therefore cannot compete for internal postings. One in the position, these particular employees can then compete for internal postings. Thus, the Diversity Employment Program gives people an opportunity to ‘get their foot in the door’.

Established in 2004, the Sydney Tar Ponds Agency is a Province of Nova Scotia special agency responsible for the day-to-day operations and oversight of the 10-year, $400-million cleanup of the Sydney Tar Ponds and coke ovens. In finalizing a project cost-share agreement, the federal government incorporated provisions to accommodate First Nations in the execution of project. As such, they put forth an accepted framework where certain construction elements of the project were set aside exclusive to Aboriginal people in terms of bidding. The value of the Aboriginal set-asides associated with the clean-up is about $20 million.

5.3 Aboriginal Skills Development

Health Canada offers an Aboriginal management development program. There is intake to this program on a yearly basis where any Aboriginal employee within Health Canada that aspires to become a manager can apply to the program and, if accepted, can get assignments to gain the experience required to become a manager. This allows graduates of the program to develop the skills set to then be able to apply for managerial positions.

5.4 Designated Staffing

The Government of Prince Edward Island has a Diversity Advisory Committee, which is internal to the organization. The committee is responsible for overseeing the government’s diversity strategy and advising on diversity issues. Representatives from each department sit on the committee as well as from the PEI Human Rights Commission and the Public Service Union.

The Diversity Consultant with the PEI Public Service Commission works with other departments and encourages them to consider more Aboriginal students for summer employment. The Commission regards the student employment program as being very important. The workforce in Prince Edward Island, as with the remainder of Canada, is an aging workforce. The volume of employees that are planning to retire in the next ten years is large. New employees are needed. One of the best ways to attract and promote the public service is through the student employment program.

The NB Power Group (New Brunswick) generates electricity at 16 facilities and delivers power to more than 370,000 direct and indirect homes, businesses and
facilities. NB Power employs a First Nations Liaison Officer to liaise with the First Nations in the province. The Officer is also developing a strategy with five strategic priorities:

1. Implementing recruitment/retention strategies.
2. Partnering with communities, with schools so students have a better idea of what the company does, to encourage math and science, etc.
3. Developing a consultation protocol to support partnerships and environmental processes – this is being done through a bilateral processes; includes defining what it means to corporations when doing business with First Nations.
4. Assembling a working group to determine priorities and facilitate dialogue.
5. Measures for success to assess how well the company is doing vis a vis Aboriginal recruitment and retention.

5.5 Diversity Awareness

Convergys (Nova Scotia) focuses on relationship management by delivering a range of customer and human resources solutions. Convergys has established a Global Diversity Council, comprised of 80 employees who drive change at all levels of the company. The Council committees provide direction and implementation for Diversity Measurements & Accountability, Diversity Education & Training, Diversity Communications, Diversity Recruitment & Retention, and Diversity Career/Professional Development.

Convergys offers diversity training. It is a multi-dimensional, multicultural skills-based learning called Operating in a Global Environment. The program is designed to help employees accomplish their goals of working in a changing, multicultural workplace.

Convergys also supports diversity action teams, which focus on enriching the employee experience at the company and contributing to the company in beneficial ways. The teams identify and recommend solutions specific to their location, market and community.

Halifax International Airport Authority (HIAA) (Nova Scotia) operates and manages of the Halifax Stanfield International Airport. The HIAA offers a full day session on diversity training for every employee. It is a one-time training but it is offered 1-2 times per year for all new employees. The training has been a success in terms of positively changing attitudes. At the onset, many of the staff was hesitant about employment equity and hiring quotas. But over time, staff has come on board and now sees the benefits.
RBC’s approach to hiring Aboriginal people is encompassed by its commitment to and mandate for diversity and inclusion. It stated goal is to “foster an inclusive work environment that brings out the best in everyone, provides opportunities for talented employees of all backgrounds, and contributes to the creation of innovative solutions for clients and communities”.\(^{184}\)

RBC offers a range of diversity training initiatives including:

- Business Excellence through Diversity – a workshop that was completed by over 350 employees globally.
- Building Cross-Cultural Competence – an interactive workshop or webcast to increase "cultural curiosity," respect and understanding and builds skills in working with diverse teams and clients; it was completed by more than 400 employees.
- Creating an Inclusive Environment and Supporting People with Disabilities – to help managers become more aware of potential barriers, and to accommodate and find resources for clients and employees; it was completed by more than 200 employees.
- Diversity and work/life related seminars – delivered to more than 150 senior managers.
- Extensive self-study materials – available at RBC’s intranet, Destination Diversity.
- RBC Diversity Dialogues – a reciprocal mentoring program that connects two people with different professional experiences and backgrounds to learn about leadership and diversity from each other.

The Racism-Free Workplace Strategy is an initiative under the HRSDC Labour Program. This strategy was initiated in 2004/05 to “help employers and other stakeholders (labour unions and civil society organizations) remove discriminatory barriers to the employment and advancement of Aboriginal peoples and visible minorities”.\(^{185}\) It focuses on workplaces that fall under the jurisdiction of the Employment Equity Act and the Federal Contractors Program.\(^{186}\) The Racism-Free Workplace Strategy is part of the Government of Canada’s “A Canada for All:

\(^{184}\) Ibid.
Canada’s Action Plan Against Racism” which was announced on March 21, 2005, the International Day for the Elimination of Racial Discrimination.\(^{187}\)

The Strategy is “educational in nature, fostering public recognition of the principles and objectives of employment equity; facilitating dissemination of tools, best practices, success stories and business cases; and bringing employers and designated groups to work together on innovative partnership approaches to training, recruitment, and retention”. \(^{188}\)

The Strategy employs nine racism prevention officers across the regions to support employers to create racism-free workplaces and to work with other stakeholders in delivering awareness sessions to promote inclusiveness, building networks, and providing practical tools employers can use.

**5.6 Diversity Policies**


The policy defines Dalhousie’s commitment to employment equity. It also details the implementation criteria for extending affirmative treatment to the four designated groups recognized under federal employment equity legislation: Aboriginal peoples, people with disabilities, members of visible minorities, and women. With particular reference to Aboriginal people, Dalhousie highlights Mi’kmaq people who are the primary Aboriginal nation in Nova Scotia. The hiring process at Dalhousie is very clearly laid out and is transparent and publicly available.

Dalhousie University also has an explicit a Statement on Prohibited Discrimination and an Accommodation Policy. The Statement on Prohibited Discrimination details the university’s commitment to fostering a discrimination-free work and study place for faculty, staff, and students. With its Accommodation Policy, Dalhousie recognizes that providing a work environment that is free from prohibited discrimination also means making accommodations for employees when the work environment has a

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\(^{188}\) Ibid.
discriminatory effect on the employee's ability to fully participate in work-related activities.

5.7 Establishing Relationships

At the outset of its contract to twin the highway in New Brunswick between Longs Creek, NB and the Quebec border, Brun-Way Construction (New Brunswick) through its public and Aboriginal relations manager visited each community along the construction route to meet with the leadership and the economic development personnel to inform them of the project and the plans for construction, to create awareness for what would be needed and to find out from the First Nations what they could offer.

Brun-Way Construction also initiated a request with the Province of New Brunswick to hire a First Nation liaison from each of the six Maliseet communities to liaise between the subcontractors who were doing the hiring and their communities. The idea behind having the liaison was that there would be an economic development staff at the First Nation level that would be aware of the skills in the community and encourage those people to apply for positions and to help sub-contracts identify people in the community with the needed skill set. The liaison also helped sub-contractors communicate with employees. The Chiefs approved of the creation of the liaison positions.

5.8 Hiring Incentives

The Government of New Brunswick is an Equal Employment Opportunity Employer. Established in 1984, the Equal Employment Opportunity (EEO) program provides Aboriginal people, persons with disabilities and members of visible minorities with equal access to employment, training and advancement opportunities in the New Brunswick Public Service. The program is intended to help create a more balanced workforce that reflects the diversity of the province. Subsidized funding may be allocated to Government of New Brunswick departments to hire EEO candidates, with the understanding that a department will make every effort to place successful participants in regular positions after the term placement is over. If a department wants to hire an EEO candidate, it may apply for funding from the EEO program to hire that person for a maximum of two years. Comparatively, if the department wants to hire a non-EEO candidate, it must fund that position from its own internal departmental budget. If funding is not available to support the EEO candidate’s hire, the department may also opt to hire that person anyway from its departmental budget. The EEO program provides subsidized funding for approximately 40-50 EEO placements each year.
5.9 Partnership

Health Canada is the federal governmental department responsible for helping Canadians maintain and improve their health. Health Canada is part of the Interdepartmental Forum on Employment Equity (IDFEE) where departments, agencies and the Canada Public Service Agency provide leadership on and facilitate the achievement of employment equity objectives as defined by government policies. The forum promotes the continuous learning and development of employment equity specialists, disseminates and shares information on employment equity, consults on program and policy development initiatives, identifies issues and concerns and participates in problem solving process, and organizes special information sessions (thematic days) for public servants on employment equity issues.

On December 13, 2007, RBC responded to National Chief of the Assembly of First Nation (AFN) Phil Fontaine’s challenge to corporate Canada to increase partnerships with First Nations. RBC signed a two-year Memorandum of Understanding with the AFN to help build Aboriginal economic self-sufficiency and to develop a joint action plan with the AFN.

5.10 Promotion

At the Sydney Tar Ponds Agency, all conventional methods of posting a proposal call are employed, e.g., MERX, the Internet, public advertisements in newspapers, etc. As well, as part of the agreement with First Nations, the project earmarked funding for the operation of the Unama’ki Local Economic Benefits Office. Its mandate is to maximize for First Nations the economic benefit of major construction projects happening on Cape Breton. The Unama’ki Local Economic Benefits Office is an important portal into the Unama’ki (Cape Breton) communities. The office is alerted to tenders as they come out and ensures that if First Nations contractors are not looking at Merx or other sites, they are advised of a tender and its status in respect of set-aside provisions.

As a government agency, the Sydney Tar Ponds Agency is an equal opportunity employer. It encourages applicants to identify themselves as a member of the four employment equity groups: women, visible minorities, people with disabilities, and/or Aboriginal people.

Job advertisements posted by the Sydney Tar Ponds Agency contain the following statement: “The Sydney Tar Ponds Agency is an equal opportunity employer, committed to maintaining a workplace that is free from discrimination”.

Assessing the Effectiveness of Labour Force Participation Strategies
5.11 Self-Identification

INAC utilizes an Aboriginal Declaration Process (ADP) to ensure that applicants applying for jobs that have been designated for Aboriginal candidates are indeed eligible to apply for those positions. Applicants for Aboriginal-designated positions are asked to complete the Aboriginal Declaration Form upon submitting their application. If candidates meet the Aboriginality requirement as well as the education and experience requirements of the job, candidates may be invited to an interview. Candidates are asked to provide documentation to support their Aboriginal declaration.

Prospective applicants have the opportunity to fill out a self-identification questionnaire when they apply for a job at Dalhousie University. Likewise, Dalhousie conducts an employment equity scan periodically and staff has the opportunity to complete an Employment Equity Workforce Profile once they are hired. When someone self-identifies at the application stage, his/her application is flagged as designated under the employment equity program.

5.12 Stay in School Promotion

Vale Inco is primarily a nickel company. However it is also a major producer of copper, precious metals, and cobalt and a major producer of value-added specialty nickel products. In 1996, Vale Inco acquired the rights to the Vale Inco Newfoundland and Labrador nickel-copper-cobalt deposits located on the eastern edge of a vast expanse of northern wilderness 300 kilometres north of Happy Valley-Goose Bay in Labrador, Canada.

The company adopts a number of approaches toward its social responsibility initiatives. It conducts school visits in communities and has a stay in school message. Employees talk to students about the mine site and the types of positions and work available. During each presentation, company representatives give an overview of the operation and describe the kind of work that is being done at Voisey’s Bay so students not only get to see what it looks like but also understand that there are many types of positions at the site. During the school presentations, staff advises students that if they would like a job and would like to do more than menial work, they should stay in school; education is a good way to start.

The company also offers a series of scholarships. Each year, it offers two four-year $4,000 post-secondary scholarship ($1,000/year for four years); one open to Inuit students, the other to Innu students. These scholarships are open to Innu and Inuit high school or Adult Basic Education students. It also offers up to seven one-year
$1,000 post-secondary scholarships annually as well as two $750 scholarships for graduating students at Mealy Mountain Collegiate in Happy Valley-Goose Bay.

As students approach graduation, the company will work with each of the seven IBA schools to bring four students and a chaperone to the mine site for two days. While at the mine site, students get a full tour of the facility and have an opportunity to talk to professionals to find out what they have done to be successful. There are also opportunities for job shadowing so students can see what the work is really like.

For students who cannot participate in the two-day program, the company may also conduct one-day tours where they fly students to the site for one day.

Vale Inco also partners with the College of the North Atlantic’s Orientation to Trades and Technology (OTT) class, a program which introduces women to non-traditional career choices. Classroom presentations as well as tours have been offered to the OTT class.

5.13 **Supports for Aboriginal Employment**

Indian and Northern Affairs Canada (INAC) (Nova Scotia) is one of 34 federal departments and agencies responsible for meeting the Government of Canada's obligations and commitments to First Nations, Inuit and Métis, and for fulfilling the federal government's constitutional responsibilities in the North. INAC has a Committee for the Advancement of Native Employment (CANE) to examine, explore and recommend ways to increase the number of Aboriginal people employed by the department; how to retain these employees, and; improve their employment experience. As such, CANE works with senior managers and others to recommend and facilitate change to departmental policies and programs regarding Aboriginal employment. CANE also helps to address concerns raised by Aboriginal employees. INAC also has a Committee for the Advancement of Native Employment (CANE) to examine, explore and recommend ways to increase the number of Aboriginal people employed by the department; how to retain these employees, and; improve their employment experience. As such, CANE works with senior managers and others to recommend and facilitate change to departmental policies and programs regarding Aboriginal employment. CANE also helps to address concerns raised by Aboriginal employees.

Maritimes & Northeast Pipeline (M&NP) (Nova Scotia & New Brunswick) is a 1,400-kilometre transmission pipeline system built in 1999 to transport natural gas from offshore Nova Scotia to markets in Atlantic Canada and the northeastern United States. M&NP is a joint venture involving Spectra Energy, Emera Inc., and ExxonMobil Canada. Spectra Energy has a diversity policy. The policy outlines the
company’s commitment to creating and maintaining a diverse and inclusive workforce. It is also committed to doing business with diverse suppliers. It feels that all employees are responsibility for creating a workplace that values and respects diversity and inclusion.\(^{189}\)

In 2005, Spectra Energy, along with other employers, created a new partnership, called Networks of Change. It is sponsored by the Aboriginal Human Resource Development Council and is a national initiative to further engage the corporate sector to better recruit, retain, and advance Aboriginal employees.\(^{190}\)

Maritime & Northeast Pipeline has an Aboriginal labour force participation strategy that is encompassed in the agreements that it has entered into with the First Nations of New Brunswick and Nova Scotia. The agreement encompasses a framework for interaction.

Michelin has the following in place to support Aboriginal employment:

1. Aboriginal employment strategy – Michelin uses the written AWPI agreement as its Aboriginal employment strategy.
2. Aboriginal employment action plan – As a part of its employment equity obligations to the federal government, Michelin underwent an employment systems review that resulted in the creation of employment equity milestones and goals and the creation of an employment equity action plan.
3. Employment equity policy – Michelin has a written diversity policy; diversity is broader in nature and talks about the values of the company; Michelin sees employment equity as having more to do with how to recruit and employ people; diversity is what is important to the company.
4. Relocation allowance – A relocation allowance is only available to salaried employees (not hourly employees).
5. Negotiated or formal agreement – As stated above, Michelin has an AWPI agreement.
6. Cultural awareness training for non-Aboriginal employees – Michelin has offered a one day training workshop to Human Resources personnel, recruiters and senior managers; it has also conducted a second training for all the managers at the three plants.
7. Career fairs – Michelin attends career and Aboriginal youth fairs periodically.

\(^{189}\) Source: [http://www.lookingahead.bc.ca/employer/profiles.cfm?id=14](http://www.lookingahead.bc.ca/employer/profiles.cfm?id=14), retrieved on February 21, 2009.
Assessing the Effectiveness of Labour Force Participation Strategies

8. Advertizing – Michelin posts its positions online on FirstNet, an online job posting site for Aboriginal people in Nova Scotia. Job postings are also sent out to all Native employment officers (NEO) by e-mail through the NEO network. Michelin advertises in local newspapers; it has advertised in the Mi’kmaq Maliseet News but does not do so regularly. In advertizing job vacancies, Michelin explicitly states that it offers a workplace that values diversity.

9. Aboriginal student summer employment – Michelin has an Aboriginal summer student program almost every year. Sometimes, however, it does not have Aboriginal summer students because of a lack of applicants.

10. Pre-employment training – Such training is offered to help candidates prepare for the Workplace Skills Inventory assessment and behavioural interviewing and training for technical trades people.

11. Literacy training – All 3 plants have a learning centre and offer literacy training.

12. On the job training

13. Apprenticeship

14. Professional development courses

15. Mentoring

16. Stay-in-school programs – Michelin does have people go out in the community and work with junior achievement. This is not Aboriginal specific, however.

17. Scholarships – Scholarships are not specifically for Aboriginal people but for employees in general (including Aboriginal people) and for women in non-traditional careers.

18. Protocols and/or Memoranda of Understanding with Aboriginal communities/agencies – Michelin has the AWPI partnership.

19. Partnerships – Michelin has the AWPI partnership.

Human Resources and Skills Development Canada (HRSDC) is a department of the Government of Canada. Human Resources and Skills Development Canada offers two main labour market programs to support Aboriginal employment external to the department:

1. **The Aboriginal Human Resources Development Strategy (AHRDS)** – “a community-based strategy designed to help Aboriginal people prepare for, obtain and maintain employment. Under this Strategy, Aboriginal organizations design and deliver employment programs and services best suited to meet the unique needs of their communities. The AHRDS is a $1.6 billion initiative launched in 1999 and renewed in 2004 with the same level of funding until March 31, 2009”. The strategy was extended until March 31, 2010. The strategy involves 79 First Nations,

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Inuit and Métis Agreement holders and approximately 220 sub-agreement holders across the country.\textsuperscript{192}

2. The Aboriginal Skills and Employment Partnership (ASEP) program – an “$85 million multi-year funding, opportunity-driven initiative launched in 2003 to provide Aboriginal people with sustainable jobs and careers in major economic development ventures underway across Canada in the mining, oil and gas, construction, forestry, and hydroelectric industry”\textsuperscript{193}

5.14 Tracking

Under the Federal Contractors Program, Dalhousie University (Nova Scotia) tracks a variety of information, including Aboriginality, recruitment, etc. It also tracks and statistically records every time it receives an Aboriginal applicant, every Aboriginal person that was interviewed, hired, promoted, and terminated so that the university can track retention [only for those people who have self-identified as Aboriginal].

Dalhousie also conducts a workforce analysis and a five-year work plan with input from each faculty and non-academic departments. Dalhousie also sets numeric goals, typically with the deans and academic vice presidents. The work plan and all strategies are always formulated in the context of the Federal Contractors Program.

Established in 1785, The University of New Brunswick (UNB) is the oldest English speaking university in Canada. UNB does track statistics for employment equity purposes by collecting information via an employment equity questionnaire. It collects data pertaining to membership in all four designated groups (women, visible minorities, Aboriginal people, and people with disabilities), not only Aboriginal people. However, while filling out the employment equity questionnaire is mandatory for all staff, identifying as a member of a designated group is optional and completely voluntary. Some employees have not self-identified, either because they have chosen not to tick off the box on the form or because they neglected to complete the form.

5.15 Work Placements and Internships

Health Canada offers an Aboriginal Summer Student program where it employs Aboriginal students over the summer and also runs workshops throughout that period so students learn about a range of issues, including writing, cultural teachings, presentations (e.g., by national Aboriginal organizations), trips to aboriginal communities and urban health centres, etc.

\textsuperscript{192} Ibid.
\textsuperscript{193} Ibid.
Youth Scholarships and Bursaries

The Royal Bank of Canada (RBC) offers personal and commercial banking, wealth management services, insurance, corporate, investment banking and transaction processing services across Canada. The RBC explicitly states that it is committed to increasing the representation of Aboriginal Peoples within its workforce. It has the following in place:

- RBC Aboriginal Student Awards Program – a scholarship program; launched in 1992; RBC has awarded 69 scholarships totaling $834,000.
- RBC Aboriginal Stay in School Program – offered during the summers; 49 students across Canada participated in 2007.

6. Analysis of Research Results

Mandated employment equity programs, such as the Federal Employment Equity Program, demonstrate that Aboriginal employment levels and participation rates are still considerably lower than those of the general Canadian populace. Aboriginal participation rates have been increasing steadily in the past twenty years or so, particularly since the introduction of employment equity legislation. For example, in 1987, Aboriginal people represented 0.66% of the proportion of federal employees and 0.54% of federal hirings. In 2006, these figures jumped to 1.80% and 2.00% respectively. While there was little quantitative data available for the case study profiles, what data was available shows the same trend. For example, because of its Aboriginal Workforce Participation Strategy, Michelin North America (Canada) Inc. has increased its Aboriginal workforce at its Nova Scotia plants. In 2005, for example, there were 240 applications with at least 10 Aboriginal hires. By Fall 2008, there were 47 Aboriginal employees and approximately 10 Aboriginal contractors/providers across Nova Scotia. Additionally, as of 2006, Dalhousie University employed 19

Aboriginal people representing 0.8% of its workforce. Comparatively, 1% of the population in Halifax and 1.4% of the population in Nova Scotia identifies itself as being Aboriginal. Thus, Dalhousie has not yet achieved a representative workforce under the Federal Contractors Program. At the same time, it has enjoyed a growth in terms of Aboriginal employment since 2002 when it only employed 15 Aboriginal people. Likewise, at Scotiabank, 1.1% of Scotiabank employees identified themselves as Aboriginal in 2007. The total membership within this designated group increased by 12, from 322 to 334 Aboriginal employees across the country from the previous year. Moreover, between 2004 and 2005, Aboriginal representation hovered between 1.1% and 1.2% as compared to the external availability of 1.5%, demonstrating that representation is still slightly lower than it should be.

While indicative rather than conclusive, the research results support what was found in the literature and suggest that Aboriginal people in Atlantic Canada do indeed experience numerous barriers to employment. The top four barriers cited by Aboriginal service providers were: cultural differences/barriers, no targeted recruitment campaign, the interview process, and Aboriginal candidates not being adequately trained. The top four barriers cited by employees/non-employees themselves were: preferring to live in an Aboriginal work environment (and conversely not wanting to work where one is the only Aboriginal person), experience discrimination of the First Nation, not being able to afford to live of the First Nation, and not having the right education or training. Employers added that differences in communication, demeanor, eye contact, etc. seem to prevent positive employment outcomes.

Also noted was the lack of desire for Aboriginal candidates to leave the First Nation for employment. This is a considerable barrier since there are limited opportunities for employment on First Nations. This implies that either more effort must be made to convince Aboriginal people to leave the First Nation for employment (the undesirable option) or that First Nations should consider developing opportunities that would enable their members to work while staying in the community. Options could range from developing First Nation-owned business initiatives that employ members or negotiating with employers to establish a branch on a First Nation where Aboriginal employees could work.

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196 Unknown. Recent Data Profile of FCP. Halifax: Dalhousie University, unknown; retrieved from: http://www.careerjet.ca/job/c38af22cae503b4bca8b3f79e673eb2.html; retrieved on: February 17, 2009.

Aboriginal service providers appeared to be much more aware of Aboriginal labour force participation strategies than individuals were. Aboriginal service providers commented that while they are not sure whether Aboriginal labour force participation strategies are definitively working, strategies are at least starting to address the issue of Aboriginal employment and that employers are starting to recognize that barriers and cultural differences do exist. This suggests that at least some employers seem to be moving in the right direction. However, individual employees/non-employees did not seem very aware of whether their employer had an Aboriginal-directed strategy or not. This suggests that employees may not be as aware as they should be about their employer’s Aboriginal labour force participation strategy and that employers that do have strategies might benefit from narrowing the awareness gap by promoting their strategy more.

Both Aboriginal service providers and employers emphasized that having the right education and training is vital to gaining employment. Adequately training Aboriginal people must be a priority. Comments from the employees/non-employees also suggested that orienting Aboriginal people to work in a non-Aboriginal setting and having supports available would help prepare the Aboriginal labour force.

There seems to be some uncertainty among some employers as to why Aboriginal-specific labour force participation strategies are required. Some interviewees felt that they had already created an equitable and fair environment and that all Aboriginal people had to do was apply and they would be given a fair assessment. There seemed to be a lack of understanding among some employers regarding the barriers that Aboriginal people experience. This suggests that Aboriginal service providers could embark on greater awareness and education campaigns to help employers better understand the situation and the reasons and benefits underlying Aboriginal-specific labour force participation strategies.

Even among employers that had a better understanding of challenges Aboriginal face in finding employment, there still seemed to be a lot of uncertainty among employers as to how to engage the Aboriginal community. Employers often seemed confused by the number of Aboriginal communities, organizations, and service providers, the role of each, and who the best contact people were. This suggests that a single window service to access Aboriginal employees may be more practical for some employers.

The research also suggests that communication and partnerships between employers and the Aboriginal community could be improved and/or expanded. In so doing, existing labour force participation strategies would be better promoted and employers without Aboriginal-specific strategies may be influenced to develop strategies of their own.
In addition, the research results imply that the application and interview process, which are usually based on western cultural expectations, are considerable barriers for Aboriginal people and should be adjusted to maximize success. At the same time, Aboriginal service providers cited these top four challenges in promoting Aboriginal employment: lack of adequate funding to train people, lack of people’s willingness to leave the community, lack of interest in being trained in a particular field, and a lack of communication from companies. This suggests that there are challenges encouraging Aboriginal people to seek training or apply for employment and that efforts to explain the benefits of employment could be intensified to encourage greater uptake.

The interview results noted that once employed, Aboriginal employees often face retention issues. This suggests that aftercare or additional support for Aboriginal people once they gain employment could increase their employment success.

While the vast majority of the employee/non-employee respondents that answered the question regarding whether they disclosed their Aboriginality on employment equity applications indicated that they did (12 out of 13), the comment from the one respondent who did not is telling: “I want to get hired on the basis of experience”. Thus, for this respondent at least, there was the perception that disclosing his/her Aboriginality was a disadvantage. Some employers interviewed noted that identifying oneself as a member of a designated group on an employment application or hiring form is completely voluntary and that not everybody self-identifies. This suggests that it may be beneficial to promote the benefits of disclosure so that Aboriginal people can reap greater benefits from employment equity programs and Aboriginal-specific labour force participation strategies.

Some employers also added that in order to track Aboriginal participation, it is obviously necessary to first know who is and is not Aboriginal. However, Aboriginality is not always readily apparent and drawing conclusions based on one’s appearance is clearly against the very tenets of employment equity. Thus, some employers acknowledged that, as a result, it can be difficult to track equity progress or promote equity programs to employees. This underscores the findings of the literature review that information regarding Aboriginal labour force participation strategies is extremely limited and suggests that employers should make tracking a priority so that gauging progress will be improved.

Finally, Aboriginal service providers indicated that additional funding is needed to train Aboriginal people and that the provinces must be an active partner in Aboriginal employment. Aboriginal awareness training and the benefits of hiring Aboriginal people, particularly for employers may be helpful. These results also suggest that
there is an increased role for both the federal and provincial governments in ensuring that better monitoring and enforcement is undertaken by employers and that more supports are available to Aboriginal service providers to train and Aboriginal people and for Aboriginal people to pursue post-secondary education and training.

7. **Recommendations**

Following the conceptual framework in which the research results were presented above, the recommendations for next steps are similarly organized as follows:

1. An adequately prepared Aboriginal labour force;
2. An adequately prepared employer;
3. Outreach, communication, and partnership between Employers and the Aboriginal community;
4. Recruitment, application and job orientation;
5. Employee retention;
6. Tracking participation, and;

7.1 **An Adequately Prepared Aboriginal Labour Force**

1. **Recommendation:** Provide Aboriginal people seeking employment with pre-employment workshops and career development to teach them how to prepare resumes, identify job opportunities and successfully look for a job, and network.

The literature review and interviews found that Aboriginal people face many barriers when entering the non-Aboriginal workforce, including not being successful during interviews, not drawing the linkage between their experience and the job requirements, etc. Career development activities, such as how to prepare a resume, dressing for success, identifying job opportunities, filling out an application, the interview process, and networking would help Aboriginal job seekers be more successful at securing a job. Coaching would help Aboriginal candidates better understand hiring processes used off the First Nation assisting Aboriginal candidates to better understand the job requirements and company expectations so that they can articulate them on paper (e.g., via their resumes or on assessments) or during interviews.

Such workshops would also encourage Aboriginal job seekers to be more proactive in their job search. As one employer interviewed for this research project stated: “there is nothing passive about recruiting anymore. It is necessary to make employers aware that you are out there. Employers do not tend to have the personnel to continually
follow up with communities. Employers are focused on filling their vacancies with qualified personnel, regardless of their backgrounds.”

These workshops could also include:

a. **A component on the benefits of employment** – Taxation is often cited as a major factor as to why First Nation people do not want to work off the First Nation. Notwithstanding this, there are other benefits, such as: increased self-esteem and improved mental health, a feeling of self worth, pride over being able to provide for one’s family, skills development, opportunities for advancement, and a reduction in dependency.

b. **Information about self-identification as a member of an employment equity designated group** – Encouraging Aboriginal candidates to self-identify will help employers better understand their applicant pool. It will also facilitate Aboriginal employee access to programs and supports. As a reference example INAC’s declaration form is included in Appendix C.

c. **Cultural differences** – Such sessions would help Aboriginal people better understand non-Aboriginal cultures and employer cultures.

2. **Recommendation:** Establish an Aboriginal role model or mentoring program.

A small proportion of employee/non-employee interviewees identified having an Aboriginal role model or mentor as a motivation for applying for a job at a particular workplace. However, employer respondents suggested that the lack of Aboriginal peers within an organization may be another barrier to Aboriginal employment. The literature review consistently identified a lack of role models and mentors as a barrier to Aboriginal employment. Working for non-Aboriginal employers, particularly if there are few Aboriginal colleagues or if this is one’s first experience working off a First Nation, can be alienating. Pairing Aboriginal employees with a mentor would provide them with a ‘go to’ person to lean on for support, to ask questions, to orient them to the company culture, etc. Having a mentor could contribute significantly to improved retention.

3. **Recommendation:** Include work experience/placement and internship components into training programs and in different employment sectors.

Work placements and internships provide hands-on experience to Aboriginal people requiring skills development. As noted in the literature review, researchers such as Jain, Singh and Agocs[198] support the establishment of such programs to support Aboriginal skills development. Interviewees noted the appeal of placements and

internships and noted that Aboriginal people need to be better trained and qualified to effectively complete for employment opportunities.

4. **Recommendation:** Provide training that is industry-approved.

Some employers interviewed noted that some of the community-based training is not in line with industry standards so employers are then not able to hire the candidates because they do not have the requisite, industry-approved training. This is also frustrating to Aboriginal people who have spent the time taking courses only to find out that the courses they took are not up to par.

5. **Recommendation:** Integrate employment services to Aboriginal people.

There are currently multiple organizations providing employment services to Aboriginal people. A significant amount of resources are being consumed by administration and are not reaching the clients. Improved integration would lower administrative cost, ensure as many clients are served as possible, and would streamline services and reduce duplication. Multi-disciplinary support teams could be established to support the success of individuals.

6. **Recommendation:** Include a component in all training programs about employer expectations and employee conduct.

Employers have very specific expectations about work performance, including absenteeism, work performance, methods of communications, etc. Such sessions would help Aboriginal people to better understand employer expectations and lead to better communication and improved mutual understanding. Interviews with Aboriginal service providers confirmed that training to help Aboriginal people better anticipate what to expect when working in a non-Aboriginal work environment would be utile.

7. **Recommendation:** Develop an industry-supported program of support for primary, middle and high school students to help ensure that Aboriginal students stay in school and are prepared academically to pursue a career.

Even Aboriginal-friendly employers have to hire people with the right qualifications. Support for young students as they proceed through school will lead to better education results, a greater number of Aboriginal students pursuing some sort of higher education or post-secondary training, and cultivate an interest in particular professions and careers. This will in turn lead to greater employment levels, greater self-esteem, stronger and healthier people and communities, etc.
8. **Recommendation:** Engage Aboriginal youth by using new media.

Statistics demonstrate that the Aboriginal population is young and growing. Thus, youth are very much the target for future Aboriginal employment strategies and to fill labour needs. Young people use technology to communicate and network. Sending youth the message about skills development, training, and education necessitates using these technologies as communication tools.

9. **Recommendation:** Offer life skills training to community members preparing to move off the First Nation for employment.

Employers interviewed noted repeatedly that mobility is an asset. Living off a First Nation can be quite different than on a First Nation. Moreover, people moving away can sometimes experience a lack of support from their family or community or feel isolated. Life skills training would help members moving out of the community to adjust to their surroundings and be better prepared for a more urban environment.

Life skills training could include what to expect when living off the First Nation, how to buy a house or rent a house, how to get around with public transportation, and how to identify and access urban supports for Aboriginal people, such as friendship centre services. Support, such as social gatherings, counseling, feasts, etc., may increase people’s sense of community and provide an opportunity to mingle with other Aboriginal people and share their experiences.

10. **Recommendation:** Profile Aboriginal members of the community that are working successfully.

Aboriginal employees who are undertaking a variety of careers become a resource to the community and serve as role models to the community and particularly to youth. There also tends to be an emphasis on the negative when it comes to Aboriginal people. Focusing on some of the positives would help change attitudes and (mis)conceptions.

7.2 **An Adequately Prepared Employer**

11. **Recommendation:** Provide regular cultural sensitivity and diversity training to all employees, including management.

Non-Aboriginal people do not tend to be aware of Aboriginal cultures or how Aboriginal people and non-Aboriginal people may differ culturally. Moreover, discrimination and narrow-mindedness continue to exist. This has been confirmed in the employee/non-employee interviews and in the literature. Greater diversity
programming and particularly Aboriginal-specific programming may open the door to communication and improved mutual understanding. Diversity programming should be a part of the orientation process for new employees and be refreshed annually or bi-annually. Managers should likewise be well and extensively trained in diversity management.

12. **Recommendation:** Develop a series of professional development workshops or outreach toolkit initiatives directed towards individual employers or collectives of employers to raise awareness about the potential of the Aboriginal labour force and how to better engage and retain Aboriginal employees.

Employers are often not aware of difference in communication, the prevalence of temporary or seasonal work experience, concepts of family, etc. As such, Aboriginal candidates may be excluded from a competition with employers not ever having a clear understanding of their skill set. Employer interviews also revealed that they often do not understand how to approach a First Nation or Aboriginal organization, what the appropriate protocols are, or how to build trust. Moreover, this research revealed that some employers are not sure about the extent of the Aboriginal population in the area or which organizations promote Aboriginal employment. Employers interviewed also seemed confused by the number of Aboriginal agencies and interest groups that seem to be dealing with the same employment issues. Developing a workshop or outreach series or an employer toolkit would address some of these uncertainties.

13. **Recommendation:** Establish a diversity council and ensure that it is active and proactive.

There should be a team of people working on diversity issues and Aboriginal employment within a company rather than one person. This team should include Aboriginal liaison personnel who would reach out to, establish, and maintain relations with Aboriginal communities and organizations.

14. **Recommendation:** Engage employer leaders and executive as spokespeople for Aboriginal employment.

The literature and interviews consistently note that activities that are endorsed by the leadership tend to be more successful. Activities that are supported and endorsed by those with corporate decision-making authority tend to be better accepted throughout the organization and demonstrate a commitment to Aboriginal hiring.
15. **Recommendation:** Identify internal champions for Aboriginal employment and outreach.

Equity policies are important but they must be supported by individuals who strongly believe in Aboriginal employment and how are committed to increasing Aboriginal representation in the workforce. Such champions will help others to understand the rationale behind increased Aboriginal employment and will help support and implement policies and ‘make it happen’.

16. **Recommendation:** Employ an Aboriginal/employer liaison staff person.

Aboriginal/employer liaison staffing at the community/organizational level would help build relationships, cooperation, and partnerships between employers and Aboriginal organizations and Aboriginal communities and link Aboriginal candidates with prospective employers.

17. **Recommendation:** Train human resources personnel on how to recruit and assess Aboriginal candidates.

Successful recruitment campaigns are one that are incremental and focus on relationship building rather than filling a job. Aboriginal candidates tend to have different communication styles than mainstream candidates, which can be misinterpreted in a negative way by those conducting interviews. Moreover, conventional assessments tend to have a Euro-Canadian bias and put Aboriginal candidates at a disadvantage. Training human resources personnel about these differences could improve Aboriginal success rates during screening processes.

18. **Recommendation:** Outsource work to First Nations so employees can still be based in the community.

Interviewees noted that First Nations people are often reluctant to work off the First Nation because of a loss of tax benefits or because they do not want to leave home. Considering alternative employment regimes and structures might enable First Nations people to stay in their community while still enjoying the benefits of employment.

19. **Recommendation:** Establish a list of procured goods and services and make it available to Aboriginal partners, leaders, community economic development personnel, entrepreneurs, etc.

Having an understanding of a company’s procured goods and services will assist the Aboriginal community in identifying Aboriginal-owned businesses which offer the
same goods and/or services and which could potentially provide those goods and/or services to companies. Moreover, such an endeavour would expand a company’s suppliers and partners.

20. **Recommendation:** Take advantage of government programs that support businesses in undertaking proactive Aboriginal hiring practices.

Some programs that promote Aboriginal employment are underutilized. For example, the Aboriginal Workforce Participation Initiative (AWPI) through Indian and Northern Affairs Canada offers support to employers on how to increase Aboriginal representation in the workforce and on how to approach Aboriginal communities and organizations and initiate a relationship. However, currently, there is only one mature AWPI initiative in Atlantic Canada: Michelin Canada.

21. **Recommendation:** Create internal policies that support equity.

Having a harassment-free environment policy is important to promoting one’s company as a good place to work which will, in turn, attract a high calibre of employees and contribute to higher retention and low staff turnover. Explicit policies would also give a company’s diversity activities might.

7.3 Outreach, Communication, and Partnership between Employers and the Aboriginal Community

22. **Recommendation:** Establish direct relationships among employers, sector councils, and unions and the Aboriginal community on a more personal level to improve recruitment strategies, including a communications protocol.

Many employer interviewees stated that they did not know how to access the Aboriginal community or identify contacts to whom information could be sent. However, improved relationships would facilitate the development of a sector wide strategy for increasing Aboriginal employment and enabling regional or sectoral outcomes to be better monitored over time. Relationships could be reflected in memoranda of understanding and the like.

It has also been shown that a significant amount of hiring is done through existing networks and referrals. If employer networks were expanded to include additional Aboriginal contacts, it would stand to reason then that hiring could also be expanded to include more Aboriginal hires.

A communications protocol would ensure a coordinated approach between the parties for issues related to Aboriginal employment, training or vacancies. It would
provide parties with a formal mechanism with which to learn about hiring standards and be continually updated on employer needs and the Aboriginal labour pool.

One potential option would be to establish a representative workforce council (regional or within each province) to bring together partners and stakeholders to share and develop strategies for developing and delivering training, linking training and job opportunities, and facilitating contact between employers and interested Aboriginal applicants. The council could share best practices and collaborate on development projects. One example of such an approach is the First Nations and Business Liaison Group.

The New Brunswick Chiefs passed a resolution on June 2, 2007 to create the First Nations and Business Liaison Group of New Brunswick Inc. A Steering Committee was thereafter established with clear Terms of Reference on November 15, 2007. The Group was created as a result of recognizing that the First Nations of New Brunswick can benefit economically from a direct and continuing dialogue with the business sector and that there is significant potential regarding employment opportunities and business development projects for the mutual benefit of both First Nations and the business community.  

Thus, the First Nations and Business Liaison Group of New Brunswick Inc. formed as a partnership of all the First Nations in New Brunswick in order to identify ventures that First Nations and businesses could develop as partners. It is co-chaired by Bud Bird and Chief Noah Augustine. The Liaison Group works to support partnership development for New Brunswick First Nations but also supports individual communities and Aboriginal entrepreneurs as well.

The vision of the First Nations and Business Liaison Group of New Brunswick Inc. is:

The Liaison Group aims to facilitate communications between First Nations and the business community in New Brunswick, to foster the building of economic relationships and business activities between the two communities, including those that create employment opportunities for Aboriginal people, all in accordance with the interests and aspirations of both parties.

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The objectives of the First Nations and Business Liaison Group are to:

- Facilitate communication and promote linkages amongst New Brunswick First Nations and business community leaders;
- Act as a forum to bring forth economic development and business development issues affecting New Brunswick First Nations and business communities;
- Support First Nations and business community relationships to advance Aboriginal economic development on a province-wide basis;
- Serve as an advisory body that provides advice and guidance on First Nations and business development opportunities;
- Build First Nations and business relationships through strategic partnerships;
- Act as a broad pseudo employment agency by helping to facilitate the match-up of available First Nations candidates with employment opportunities in either or both the New Brunswick business community and First Nations business enterprises;
- Help strengthen the provincial economy by fulfilling the Liaison Group mandate and reaching the objectives set out above.

The head office of the First Nations and Business Liaison Group is situated at Eel Ground First Nation. There is also a satellite office in Fredericton at St. Mary’s First Nation.

23. **Recommendation:** Create a “future hiring needs” plan that identifies anticipated hiring needs and share it with Aboriginal partners and communities.

Identifying future hiring needs would help companies better plan for the future and work towards filling vacancies as they arise with little delay. Moreover, identifying anticipated needs would help Aboriginal partners to anticipate vacancies and work to support community members that are interested in associated careers to obtain the right type of education and training so that they are eligible for hire and can compete effectively for positions.

The plan should include: hiring estimates for the next 2-10 years, by occupation, occupations needed, with numbers of people required in each, qualifications needed for each occupation or position, pay ranges for each position, wherever possible.

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24. **Recommendation:** Promote employers that have Aboriginal labour force participation strategies and vacancies and provide a venue with which they could advertize their vacancies.

This research project found that it was extremely difficult to gain access to information about employer policies and strategies regarding Aboriginal labour force retention strategies. Moreover, information about specific employment opportunities may not be very well known. Employers that have specific Aboriginal labour force strategies should promote them publicly and especially among Aboriginal partners. Employer openness to Aboriginal hiring could also be promoted through partnerships and co-sponsorship of events between employers and Aboriginal communities/organizations to increase awareness and potentially increase the number of Aboriginal applicants. Co-sponsorship could be used at employer open houses, workshops, information sessions, or job fairs. Employer and employee profiles could appear on community radio and in news outlets. A regular regional newsletter that highlights diversity features, and initiatives could also be utilized both among the Aboriginal population and within the corporate community, among employees, managers, and in corporate literature.

25. **Recommendation:** Hold regular gatherings of employers and Aboriginal communities to promote networking and facilitate the identification of opportunities, partnerships, etc.

Regular networking events would enable employers to share their best practices and open communications and dialogue between employers, sectors, and Aboriginal communities and organizations. It would also permit Aboriginal communities to be in tune with employers’ changing needs so that they can in turn continue to communicate those needs down to community members so they are constantly in tune with employer demands and needs so they can fill those employment needs.

26. **Recommendation:** Implement formal means to publicly recognize and honour employers, and industry representatives for innovative efforts, programs and achievements regarding Aboriginal recruitment and retention. Document best practices for others to benefit from.

Recognition is important to companies and high profile recognition may encourage further relationship building with Aboriginal communities towards implementing labour force participation strategies. Acknowledgement of employer efforts would also encourage employers to undertake additional tactics to increase their Aboriginal labour force, and promote their activities to the Aboriginal community thereby encouraging Aboriginal candidates to apply for opportunities there, and would
promote their activities among the general public and other employers thereby encouraging other employers to undertake similar strategies.

7.4 Recruitment, Application and Job Orientation

27. Recommendation: Develop an Aboriginal labour force participation strategy (that is outcome based) even if not mandated to do so and promote it not only among the Aboriginal community but among one’s own labour force as well.

A targeted recruitment campaign would enable employers to not only recruit Aboriginal employees but also identify where Aboriginal people seeking employment go to find jobs. This would provide employers with a better idea of where to find the Aboriginal pool of candidates.

In developing an Aboriginal labour force participation strategy, one could involve Aboriginal employees or the Aboriginal community and use their experiences to generate more ideas and to formulate partnerships and recruitment initiatives.

Ensuring that the recruitment strategy is outcome based with clear, measurable goals would enable companies to truly know if they are being successful with their Aboriginal recruitment strategies and what needs to be modified.

28. Recommendation: Create a centralized Aboriginal human resources recruitment agency and database.

A single, integrated access point will better link Aboriginal people and employers and to the training and service people need to succeed employment-wise.

One centralized outlet and an integration of services would provide employers with a single-window entry to a large Aboriginal labour pool and would provide Aboriginal candidates with single-window access to a broad range of employers and job opportunities.

29. Recommendation: Adjust recruitment practices so that they are more inclusive.

Research demonstrates that often recruitment practices themselves exclude Aboriginal people. Thus, employers could adjust recruitment practices to make them more inclusive. Activities could include using Aboriginal networks to advertise for positions in addition to or instead of mainstream media outlets, working with local Aboriginal organizations to identify potential applicants and organize community visits to talk about the company, the opportunities, and how to apply, posting adds on community notice boards and with Aboriginal organizations, providing assistance.
with completing application forms and resumes, collecting applications during community visits, having an Aboriginal person on the hiring committee (e.g., someone from within the company or a community or Aboriginal organizational representative), using culturally appropriate psychometric tests, briefing unsuccessful applicants in person as to why they did not get the job and what they could do to be successful in the future. Employers could also develop company promotional material that features real Aboriginal employees.

Mainstream tests tend to be biased against Aboriginal people because they are premised on a Euro-Canadian worldview. Likewise, conventional interview techniques can be a barrier to Aboriginal hiring. Aboriginal people tend to prefer to demonstrate what they can do rather than talk about it or themselves. If an interview focuses on a discussion where the candidate may have to talk about him/herself, the employer may not get the right results even if that candidate possesses the required skills set. If in an interview, an employer demands that eye contact is made but a candidate avoids eye contact the employer may perceive that candidate as not being interested as opposed to being respectful.

30. **Recommendation:** Adjust interviewing and screening practices.

Research demonstrates that traditional hiring and interviewing techniques do not favour Aboriginal people. Conventional approaches to screening and interviewing could be modified. Tactics employers could undertake could include: hiring Aboriginal liaison officers, team building and leadership camps between Aboriginal and non-Aboriginal employees and supervisors, more culturally appropriate skills assessments. Once could also ensure that hiring committees are comprised of at least one Aboriginal person.

31. **Recommendation:** Implement a job orientation program to new Aboriginal hires that includes giving new hires an opportunity to meet and interact with other Indigenous staff already employed.

The first few weeks of a new job appear to be a critical time. Having contact with other Aboriginal colleagues might give new Aboriginal employees added support, thereby increasing the likelihood of later retention, job satisfaction, and job success.

7.5 **Employee Retention**

32. **Recommendation:** Incorporate career planning into performance reviews and including career counseling.
Career planning and the identification of professional development could help the company develop its internal expertise and help build employee loyalty and counteract high turnover.

33. **Recommendation:** Implement an in-house training and mentoring program for (Aboriginal) employees who want to improve their skills and move up the corporate hierarchy.

The promotion of Aboriginal people within a company also demonstrates to the Aboriginal community that the employer is making legitimate efforts to employ Aboriginal people in a meaningful way. Moreover, training one’s own employees builds a skilled internal workforce and prevents attrition.

34. **Recommendation:** Report back to employees on diversity issues and accomplishments.

Open communication and reporting on Aboriginal and diversity progress and accomplishment would increase perceptions of employers as being Aboriginal-friendly. Reporting would also increase a company’s transparency and demonstrate to its employees and the (Aboriginal) public that it is approaching Aboriginal labour force participation in a meaningful way.

35. **Recommendation:** Ensure that all departing (Aboriginal) employees complete an exit questionnaire/interview.

The exit questionnaires/interviews can then be analyzed for employee feedback and to identify organizational practices contributing to separation, remove potential barriers for Aboriginal people and addressing areas of improvement for managing diversity.

7.6 **Tracking Participation**

36. **Recommendation:** Measure and track Aboriginal labour force participation regularly.

This research has shown that consistent and thorough evaluation of existing labour force participation strategies are often lacking. However, program evaluation and measurement would pave the way for continuous improvement and enable employers to measure program effectiveness.

7.7 **Government Policy and Program Issues**
37. **Recommendation:** Amend equity policy requirements so that they are implemented across a broader range of employers.

Currently, only private companies with more than 100 employees and doing more than $200,000 worth of business with the federal government are subject to the Employment Equity Act and the Federal Contractors Program. However, as noted earlier, a significant portion of employers in Atlantic Canada do not fit this profile and thus are not subject to equity legislation or monitoring. Nonetheless, smaller employers still have hiring needs and thus could benefit from a greater Aboriginal presence among their workforce. A change in policy would ensure that a more proactive approach is taken, even by smaller companies.

38. **Recommendation:** Improve equity monitoring and enforcement.

As the literature notes, it is very difficult to monitor the implementation of employment equity and employers that fail to meet the standards do not tend to face penalties. Greater monitoring and enforcement would likely increase compliance and accountability. Moreover, provincial governments do not tend to require employers under their jurisdiction to actually report the numbers of Aboriginal employees they have. Unless, equity hiring is monitored, there will be no way to determine whether Aboriginal labour force participation is improving.

39. **Recommendation:** Improve education to the public about Aboriginal/diversity hiring.

There seems to be a perception that equity hiring means not necessarily hiring the most qualified person. Education would increase the understanding as to why such initiatives are in place.

40. **Recommendation:** Allocate a greater amount of resources to improve Aboriginal skills development and to support a regional (provincial) employment development initiative.

Equity hiring and Aboriginal hiring tend to require more human resources because of the need for more relationship and trust building, networking, and alternative communications. In many instances, current human resource capacities are not enough for such required level of effort. Likewise, more funding is required in order to enhance Aboriginal access to training and employment opportunities.

8. **Conclusions**
Despite the small sample size of this study, the themes that emerge from this study are consistent with those found in the literature review. This research project determined that there is a lack of a cohesive definition of ‘labour force participation strategy’. This particular term that refers to a strategy that is a targeted recruitment and retention campaign designed to hire and retain a particular target population (in this case, Aboriginal people) is not commonplace at all. Other terms, such as Aboriginal employment strategy, are used much more frequently but tend to have very broad application and include everything related to Aboriginal employment, from scholarships, to training to pre-employment skills development. Employment equity is also a term that is very common but which largely refers to efforts to eliminate discrimination. As such, it was at times difficult to isolate these strategies.

The interviews conducted, particularly those of employees/non-employees, support the literature review findings that barriers to Aboriginal employment continue to exist. These include: systemic racism, more than average scrutiny, exclusion, inappropriate testing, and narrow approaches to what constitutes ‘job-related experience’.

This research also determined that most of the Atlantic Canadian employers interviewed here often did not have explicit Aboriginal labour force participation strategies. Or, the details of the strategies were confidential, making analysis difficult. We further determined that unless mandated to do so under the Federal Contractors Program, many employers do not track Aboriginal participation. In fact, many of those interviewed here assert themselves as ‘equal opportunity employers’ that view all candidates as equal and who are perceived as being assessed based on merit and qualifications alone. The majority of companies interviewed indicated that while they are open to Aboriginal employees, they did not have the resources to seek Aboriginal employees. They emphasized that while they do their part in posting vacancies, they advertise in places that yield the most fruitful results (e.g., in places that lead them to fill their vacancies) and that job seeking is a proactive activity on the part of the job seeker, not the employer. Many of those interviewed also indicated that they did not know how to promote their vacancies among Aboriginal people or even where to begin.

Nonetheless, data from evaluations of government programs, such as the Federal Employment Equity Program, reveals that while Aboriginal employment levels and participation rates still lag considerably behind those of the general Canadian populace, Aboriginal participation rates have been moving in an upwards direction in the last twenty years or so, particularly since the introduction of employment equity legislation. Interviews with employers in Atlantic Canada also revealed that while most do not have explicit strategies directed towards Aboriginal people, most are aware of the need for greater Aboriginal employment and expressed an openness to
increasing relationships with the Aboriginal community to increase Aboriginal participation in their labour force. Notwithstanding this willingness, employers consistently emphasized that regardless of strategies undertaken to increase Aboriginal participation, Aboriginal candidates are still required to have the requisite training or qualifications.

Towards that end, the lack of job-related experience and a lack of formal training among Aboriginal people can be remedied by stay-in-school programs, education incentives, and linking the value of education and the value of employment with greater community and individual autonomy and enhanced levels of accomplishment and self-worth. The literature review and interviews revealed that there is also reluctance among the working age Aboriginal population to leave to the First Nation to work. While it is understandable that people are hesitant to leave home, this lack of willingness severely limits employment options given that employment opportunities near First Nations are limited. As suggested, perhaps there are opportunities for First Nations to create additional employment opportunities within the First Nation from developing First Nation-owned business initiatives that employ members or negotiating with employers to establish a branch on a First Nation.

The range of challenges suggests that a multi-actor approach is required. On the Aboriginal side, individual Aboriginal people of working age must be proactive about getting the appropriate training or education and seeking employment. Aboriginal organizations and service providers are also key in terms of supporting individuals, being a source of information, and linking individuals with employers.

On the corporate side, companies must be more open to Aboriginal employment and shift conventional approaches to filling vacancies with ones that are more open to Aboriginal approaches. Building communication between corporate Canada and Aboriginal people and communities may help to do this and break down barriers. Improved communications will most certainly open the dialogue and demonstrate a mutual willingness to engage one another. Demonstrating openness to corporate Canada may also pave the way to greater employment.

This research project also confirmed that a successful Aboriginal labour force participation strategy is one that is developed and endorsed at the highest levels of an organization and which is integrated throughout the company and supported in principle, in practice, and financially. It is one that is responsive to both corporate and Aboriginal needs, meaningfully engages the Aboriginal community and which is monitored. Thus, champions within organizations, both within Aboriginal communities and organizations and employers, must be identified to move forward with more proactive and results-oriented Aboriginal labour force participation strategies. These champions can help to create a vision of success and will bring
people into the fold to support Aboriginal labour strategies and increased Aboriginal employment.

There is also room for government as well. Legislation also sets an important foundation for ensuring the Aboriginal workforce is better represented yet legislation on its own is not sufficient. By expanding employment equity policies to include a larger breadth of employers, namely those with fewer than 100 employees, the federal government could be key in broadening the adoption of Aboriginal labour force participation strategies and in increasing Aboriginal representation among the labour force. Likewise, provincial governments could begin by taking a more explicit approach to Aboriginal employment by tracking and measuring Aboriginal participation within their own departments, and enacting policies and incentive programs that encourage employers to partner more proactively with the Aboriginal community. Government funding that funnels down to directly support individual Aboriginal people in getting education and training would also increase employability and ultimate success.

At the same time, labour force participation strategies are only one element. A more wholistic approach is required in order to solve the dilemma of Aboriginal employment. The Aboriginal population must become better trained, be open to alternatives, and demonstrate its receptiveness to potential employers. Aboriginal health must also be improved and support should be available to help people deal with their addictions or mental illness. Self-esteem and confidence must rise. Youth, in particular, need to shift their perspective to see that a brighter future is possible and all parties, including Aboriginal communities, government, and business, must work together to ensure that this is so.
Appendix A
Aboriginal Demographics
A Study Assessing the Effectiveness of Labour Force Participation Strategies

Aboriginal Demographics

1. Population

The Aboriginal population is growing. Table a demonstrates that the, in 2006, the Aboriginal identity population in Canada overall comprised 3.8% of the total Canadian population. This represents a 20.1% increase between 2001 and 2006 and a 44.9% increase between 1996 and 2006. The table also depicts the Aboriginal identity population in each of the four Atlantic provinces. (The 2006 Census utilizes defines the Aboriginal Identity population as people “who reported identifying with at least one Aboriginal group, that is, North American Indian, Métis or Inuit, and/or those who reported being a Treaty Indian or a Registered Indian, as defined by the Indian Act of Canada, and/or those who reported they were members of an Indian band or First Nation”.)

Table a: Aboriginal Identity Population, 2006 Counts, Percentage Distribution, Percentage Change for Both Sexes, for Canada and the Atlantic Provinces - 20% Sample Data

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<tr>
<td>Canada 203</td>
<td>Total population</td>
<td>31,241,030</td>
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<td></td>
<td>Aboriginal identity population*</td>
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<tr>
<td>Non-Aboriginal identity population</td>
<td>30,068,240</td>
<td>96.2%</td>
<td>4.9%</td>
<td>8.4%</td>
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<tr>
<td>Total Aboriginal identity population*</td>
<td>1,172,790</td>
<td>100.0%</td>
<td>20.1%</td>
<td>44.9%</td>
<td></td>
</tr>
<tr>
<td>North American Indian</td>
<td>698,025</td>
<td>59.5%</td>
<td>14.6%</td>
<td>29.1%</td>
<td></td>
</tr>
<tr>
<td>Métis</td>
<td>389,780</td>
<td>33.2%</td>
<td>33.3%</td>
<td>90.9%</td>
<td></td>
</tr>
<tr>
<td>Inuit</td>
<td>50,480</td>
<td>4.3%</td>
<td>12.0%</td>
<td>25.5%</td>
<td></td>
</tr>
<tr>
<td>New Brunswick204</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total population</td>
<td>719,650</td>
<td>100.0%</td>
<td>0.0%</td>
<td>-1.4%</td>
<td></td>
</tr>
<tr>
<td>Aboriginal identity population*</td>
<td>17,655</td>
<td>2.5%</td>
<td>3.9%</td>
<td>67.2%</td>
<td></td>
</tr>
<tr>
<td>Non-Aboriginal identity population</td>
<td>701,995</td>
<td>97.5%</td>
<td>-0.1%</td>
<td>-2.4%</td>
<td></td>
</tr>
<tr>
<td>Total Aboriginal identity population*</td>
<td>17,655</td>
<td>100.0%</td>
<td>3.9%</td>
<td>67.2%</td>
<td></td>
</tr>
<tr>
<td>North American Indian</td>
<td>12,385</td>
<td>70.2%</td>
<td>7.8%</td>
<td>35.3%</td>
<td></td>
</tr>
<tr>
<td>Métis</td>
<td>4,270</td>
<td>24.2%</td>
<td>-0.5%</td>
<td>347.1%</td>
<td></td>
</tr>
<tr>
<td>Inuit</td>
<td>185</td>
<td>1.0%</td>
<td>19.4%</td>
<td>60.9%</td>
<td></td>
</tr>
<tr>
<td>Newfoundland and Labrador205</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total population</td>
<td>500,605</td>
<td>100.0%</td>
<td>-1.5%</td>
<td>-8.5%</td>
<td></td>
</tr>
</tbody>
</table>

205 Ibid.
<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Aboriginal identity population*</td>
<td>23,450</td>
<td>4.7%</td>
<td>24.9%</td>
<td>65.1%</td>
</tr>
<tr>
<td>Non-Aboriginal identity population</td>
<td>477,155</td>
<td>95.3%</td>
<td>-2.5%</td>
<td>-10.5%</td>
</tr>
<tr>
<td>Total Aboriginal identity population*</td>
<td>23,450</td>
<td>100.0%</td>
<td>24.9%</td>
<td>65.1%</td>
</tr>
<tr>
<td>North American Indian</td>
<td>7,765</td>
<td>33.1%</td>
<td>10.4%</td>
<td>78.3%</td>
</tr>
<tr>
<td>Métis</td>
<td>6,470</td>
<td>27.6%</td>
<td>18.1%</td>
<td>42.0%</td>
</tr>
<tr>
<td>Inuit</td>
<td>4,715</td>
<td>20.1%</td>
<td>3.5%</td>
<td>14.4%</td>
</tr>
</tbody>
</table>

**Nova Scotia**

| Total population | 903,090 | 100.0% | 0.6% | 0.3% |
| Aboriginal identity population* | 24,175 | 2.7% | 42.1% | 95.3% |
| Non-Aboriginal identity population | 878,915 | 97.3% | -0.2% | -1.0% |
| Total Aboriginal identity population* | 24,175 | 100.0% | 42.1% | 95.2% |
| North American Indian | 15,240 | 63.0% | 18.0% | 39.6% |
| Métis | 7,680 | 31.8% | 145.0% | 825.3% |
| Inuit | 320 | 1.3% | -7.2% | 54.8% |

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206 Ibid.

*Appendix A - Aboriginal Demographics*

Assessing the Effectiveness of Labour Force Participation Strategies
<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Prince Edward Island</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total population</td>
<td>134,205</td>
<td>100%</td>
<td>1%</td>
<td>1%</td>
<td>1%</td>
</tr>
<tr>
<td>Aboriginal identity</td>
<td>1,730</td>
<td>1%</td>
<td>28%</td>
<td>64%</td>
<td></td>
</tr>
<tr>
<td>population*</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Non-Aboriginal identity</td>
<td>132,475</td>
<td>99%</td>
<td>0%</td>
<td>0%</td>
<td></td>
</tr>
<tr>
<td>identity population</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total Aboriginal</td>
<td>1,730</td>
<td>100%</td>
<td>29%</td>
<td>64%</td>
<td></td>
</tr>
<tr>
<td>identity population*</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>North American Indian</td>
<td>1,225</td>
<td>71%</td>
<td>18%</td>
<td>35%</td>
<td></td>
</tr>
<tr>
<td>Métis</td>
<td>385</td>
<td>22%</td>
<td>75%</td>
<td>250%</td>
<td></td>
</tr>
<tr>
<td>Inuit</td>
<td>30</td>
<td>2%</td>
<td>50%</td>
<td>200%</td>
<td></td>
</tr>
</tbody>
</table>

Notes:
* The total Aboriginal identity population includes the Aboriginal groups (North American Indian, Métis and Inuit) multiple Aboriginal responses and Aboriginal responses not included elsewhere.
** Only the 2006 counts provided in this table are unadjusted. Therefore the 2006 Census counts are not based on adjusted counts for the incompletely enumerated Indian reserves and Indian settlements of previous census years while the percentage change is based on adjusted counts.
*** The growth rates for the Aboriginal identity population for the periods 2001 to 2006 and 1996 to 2006 have been adjusted for incompletely enumerated Indian reserves and Indian settlements and other changes in reserves to allow for comparison of the different census year periods.

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207 Ibid.

Appendix A - Aboriginal Demographics
Assessing the Effectiveness of Labour Force Participation Strategies
Table b depicts the projected population growth for the Registered Indian population between 2001 and 2026 nationally and within the Atlantic region.

Table b: Projected Registered Indian Population Growth by Gender, Medium Growth Scenario, Canada, Provinces and Territories, 2001 and 2026
(in thousands)

<table>
<thead>
<tr>
<th>Region</th>
<th>Male 2001</th>
<th>Female 2001</th>
<th>Total 2001</th>
<th>Male 2026</th>
<th>Female 2026</th>
<th>Total 2026</th>
</tr>
</thead>
<tbody>
<tr>
<td>Atlantic</td>
<td>13.9</td>
<td>14.1</td>
<td>28.1</td>
<td>19.2</td>
<td>19.5</td>
<td>38.7</td>
</tr>
<tr>
<td>Canada</td>
<td>309.4</td>
<td>324.2</td>
<td>633.6</td>
<td>449.4</td>
<td>470.6</td>
<td>920.1</td>
</tr>
</tbody>
</table>

The Aboriginal population is also significantly younger than the non-Aboriginal population. In 2006, for example, the median age\(^{209}\) of the Aboriginal population was 27 years while that of the non-Aboriginal population was 40 years old.\(^{210}\)

2. Labour Force Participation

New legislation, more education, and attitudinal changes have led to improvements in Aboriginal labour market participation. In their analysis of the state of the First Nation Economy, the Make First Nations Poverty History Expert Advisory Committee found that First Nation participation in the labour force has steadily increased, particularly among First Nation women.\(^{211}\)


\(^{209}\) « The median age is the point where exactly one-half of the population is older, and the other half is younger. » (Aboriginal Peoples in Canada in 2006: Inuit, Métis and First Nations, 2006 Census. Half of the Aboriginal population comprised of children and youth; source: [http://www12.statcan.gc.ca/english/census06/analysis/aboriginal/children.cfm](http://www12.statcan.gc.ca/english/census06/analysis/aboriginal/children.cfm), retrieved on May 1, 2009.)


\(^{211}\) The Make First Nations Poverty History Expert Advisory Committee use the term 'First Nation' to refer generally to people who identify themselves as North American Indian on the Census but use terms such as Aboriginal Identity, Registered or Treaty Indian as defined by the Census when presenting Census data (Make First Nations Poverty History Expert Advisory Committee, p. 21).
Table c: Male Labour force Participation Rate, Population on Reserve, in Comparable Communities and in Canada, 1971 - 1991

<table>
<thead>
<tr>
<th>Year</th>
<th>On Reserve</th>
<th>Comparable Community</th>
<th>Canada</th>
</tr>
</thead>
<tbody>
<tr>
<td>1971</td>
<td>48.9</td>
<td>50.3</td>
<td></td>
</tr>
<tr>
<td>1976</td>
<td>55.8</td>
<td>54.7</td>
<td>58.1</td>
</tr>
<tr>
<td>1981</td>
<td>71.1</td>
<td>71.4</td>
<td></td>
</tr>
<tr>
<td>1986</td>
<td>73.8</td>
<td>73.2</td>
<td></td>
</tr>
<tr>
<td>1991</td>
<td>76.4</td>
<td>72.2</td>
<td></td>
</tr>
</tbody>
</table>

Source: Socio-Economic Indicators, op. cit., Figure 15

Table d: Female Labour force Participation Rate, Population on Reserve, in Comparable Communities and in Canada, 1971 - 1991

<table>
<thead>
<tr>
<th>Year</th>
<th>On Reserve</th>
<th>Comparable Community</th>
<th>Canada</th>
</tr>
</thead>
<tbody>
<tr>
<td>1971</td>
<td>18.6</td>
<td>32</td>
<td>39.9</td>
</tr>
<tr>
<td>1976</td>
<td>23.5</td>
<td>37.2</td>
<td>44.8</td>
</tr>
<tr>
<td>1981</td>
<td>31</td>
<td>41.6</td>
<td>52.9</td>
</tr>
<tr>
<td>1986</td>
<td>34.5</td>
<td>48.6</td>
<td>56.4</td>
</tr>
<tr>
<td>1991</td>
<td>41</td>
<td>52.8</td>
<td>59.9</td>
</tr>
</tbody>
</table>

Source: Socio-Economic Indicators, op. cit., Figure 17

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212 Ibid., p. 80.
213 Ibid.
Nonetheless, Aboriginal people still experience more acute labour market disadvantages than other Canadians. Table e below, for example, demonstrates that, nationally, the Registered Indian Status population experiences an unemployment rate of more than double that of the general Canadian population (19% unemployment as compared to 6.4% unemployment, as reported by the 2006 Census). The table depicts the labour force activity of the Registered Indian Status population in each of the Atlantic provinces.

Table e: Labour Force Activity for the Registered Indian Status Population 15 Years and Over of Canada and the Atlantic Provinces, 2006 Census - 20% Sample Data

<table>
<thead>
<tr>
<th>Registered Indian Status</th>
<th>Total - Labour force activity</th>
<th>In the labour force</th>
<th>Employed</th>
<th>Unemployed</th>
<th>Not in the labour force</th>
<th>Participation rate</th>
<th>Employment rate</th>
<th>Unemployment rate</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Canada</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total - Registered Indian Status</td>
<td>25,660,105</td>
<td>17,144,205</td>
<td>16,019,655</td>
<td>1,124,550</td>
<td>8,515,900</td>
<td>66.8</td>
<td>62.4</td>
<td>6.6</td>
</tr>
<tr>
<td>Registered Indian [3]</td>
<td>423,510</td>
<td>245,190</td>
<td>198,710</td>
<td>46,485</td>
<td>178,315</td>
<td>57.9</td>
<td>46.9</td>
<td>19</td>
</tr>
<tr>
<td>Not a Registered Indian</td>
<td>25,236,595</td>
<td>16,899,010</td>
<td>15,820,950</td>
<td>1,078,065</td>
<td>8,337,585</td>
<td>67</td>
<td>62.7</td>
<td>6.4</td>
</tr>
<tr>
<td><strong>New Brunswick</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total - Registered Indian Status</td>
<td>601,425</td>
<td>382,970</td>
<td>344,770</td>
<td>38,195</td>
<td>218,455</td>
<td>63.7</td>
<td>57.3</td>
<td>10</td>
</tr>
<tr>
<td>Registered Indian [4]</td>
<td>7,765</td>
<td>4,885</td>
<td>3,710</td>
<td>1,175</td>
<td>2,880</td>
<td>62.9</td>
<td>47.8</td>
<td>24.1</td>
</tr>
<tr>
<td>Not a Registered Indian</td>
<td>593,655</td>
<td>378,080</td>
<td>341,060</td>
<td>37,020</td>
<td>215,575</td>
<td>63.7</td>
<td>57.5</td>
<td>9.8</td>
</tr>
</tbody>
</table>

---


Appendix A - Aboriginal Demographics
Assessing the Effectiveness of Labour Force Participation Strategies
### Newfoundland and Labrador[^216]

<table>
<thead>
<tr>
<th>Registered Indian Status</th>
<th>Total - Labour force activity</th>
<th>In the labour force</th>
<th>Employed</th>
<th>Unemployed</th>
<th>Not in the labour force</th>
<th>Participation rate</th>
<th>Employment rate</th>
<th>Unemployment rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total - Registered Indian Status</td>
<td>422,385</td>
<td>248,680</td>
<td>202,530</td>
<td>46,150</td>
<td>173,705</td>
<td>58.9</td>
<td>47.9</td>
<td>18.6</td>
</tr>
<tr>
<td>Registered Indian[^4]</td>
<td>4,935</td>
<td>2,870</td>
<td>1,935</td>
<td>935</td>
<td>2,065</td>
<td>58.2</td>
<td>39.2</td>
<td>32.6</td>
</tr>
<tr>
<td>Not a Registered Indian</td>
<td>417,455</td>
<td>245,810</td>
<td>200,590</td>
<td>45,220</td>
<td>171,640</td>
<td>58.9</td>
<td>48.1</td>
<td>18.4</td>
</tr>
</tbody>
</table>

### Nova Scotia[^217]

<table>
<thead>
<tr>
<th>Registered Indian Status</th>
<th>Total - Labour force activity</th>
<th>In the labour force</th>
<th>Employed</th>
<th>Unemployed</th>
<th>Not in the labour force</th>
<th>Participation rate</th>
<th>Employment rate</th>
<th>Unemployment rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total - Registered Indian Status</td>
<td>756,595</td>
<td>476,125</td>
<td>432,590</td>
<td>43,530</td>
<td>280,470</td>
<td>62.9</td>
<td>57.2</td>
<td>9.1</td>
</tr>
<tr>
<td>Registered Indian[^4]</td>
<td>8,695</td>
<td>5,040</td>
<td>4,080</td>
<td>965</td>
<td>3,655</td>
<td>58</td>
<td>46.9</td>
<td>19.1</td>
</tr>
<tr>
<td>Not a Registered Indian</td>
<td>747,895</td>
<td>471,080</td>
<td>428,515</td>
<td>42,565</td>
<td>276,820</td>
<td>63</td>
<td>57.3</td>
<td>9</td>
</tr>
</tbody>
</table>

### Prince Edward Island[^218]

<table>
<thead>
<tr>
<th>Registered Indian Status</th>
<th>Total - Labour force activity</th>
<th>In the labour force</th>
<th>Employed</th>
<th>Unemployed</th>
<th>Not in the labour force</th>
<th>Participation rate</th>
<th>Employment rate</th>
<th>Unemployment rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total - Registered Indian Status</td>
<td>110,205</td>
<td>75,210</td>
<td>66,855</td>
<td>8,350</td>
<td>35,000</td>
<td>68.2</td>
<td>60.7</td>
<td>11.1</td>
</tr>
<tr>
<td>Registered Indian[^4]</td>
<td>625</td>
<td>485</td>
<td>390</td>
<td>95</td>
<td>140</td>
<td>77.6</td>
<td>62.4</td>
<td>19.6</td>
</tr>
<tr>
<td>Not a Registered Indian</td>
<td>109,580</td>
<td>74,725</td>
<td>66,465</td>
<td>8,255</td>
<td>34,855</td>
<td>68.2</td>
<td>60.7</td>
<td>11</td>
</tr>
</tbody>
</table>

**Note(s)**

[^1]: Excludes census data for one or more incompletely enumerated Indian reserves or Indian settlements.
[^2]: 'Area of residence' refers to the following geographic areas: on reserve, urban census metropolitan area, urban non-census metropolitan area and rural area. These geographic areas can be used to show where the Aboriginal population is residing. 'On reserve' includes census subdivision (CSD) types legally affiliated with First Nations or Indian bands, i.e., Indian reserve (IRI), Indian settlement (S...), Indian government district (IGD), terres reservees aux Cris (TC), terres reservees aux Naskapis (TK), Nisga'a village (NVL), Nisga'a land (NL) and Teslin land (TL), as well as additional CSDs of various other types that are northern communities in Saskatchewan, the Northwest Territories and the Yukon Territory, which have large concentrations of Registered Indians. An urban area has a minimum population concentration of 1,000 persons and a population density of at least 400 persons per square kilometre, based on the current census population count. All territory outside urban areas is classified as rural. On-reserve CSDs are excluded from this category. A census metropolitan area (CMA) is a large urban area and has a population of at least 100,000. Urban non-census metropolitan areas are smaller urban areas with a population of less than 100,000. Rural

[^216]: Make First Nations Poverty History Expert Advisory Committee, p. 80.
[^218]: Ibid.
areas include remote and wilderness areas and agricultural lands, as well as small towns, villages and other populated places with a population of less than 1,000. On-reserve CSDs are excluded from this category. Additional information on the geographic units can be obtained from the 2006 Census Dictionary.

[3] Registered or Treaty Indian: The expression 'Registered Indian' refers to those persons who reported they were registered under the Indian Act of Canada. Treaty Indians are persons who are registered under the Indian Act and can prove descent from a band that signed a treaty. The counts for 2001 and 2006 have been adjusted for incompletely enumerated Indian reserves and settlements as well as other changes from 2001 to 2006, to allow for comparison of the two census years. The counts and rates shown in this table may differ from those based on unadjusted data. The Registered Indian counts in this table may differ from the administrative counts maintained by the Department of Indian Affairs and Northern Development, with the most important causes of these differences being the incompletely enumerated Indian reserves and Indian settlements as well as methodological and conceptual differences between the two sources.

[4] Registered or Treaty Indian: The expression 'Registered Indian' refers to those persons who reported they were registered under the Indian Act of Canada. Treaty Indians are persons who are registered under the Indian Act and can prove descent from a band that signed a treaty. The counts for 2001 and 2006 have been adjusted for incompletely enumerated Indian reserves and settlements as well as other changes from 2001 to 2006.

The Make First Nations Poverty History Expert Advisory Committee found that between 1971 and 1991, for example, the unemployment rate rose in general but particular for the on-reserve population (see table f below).

Table f: Unemployment Rate, Population on Reserve, in Comparable Communities and in Canada, 1971-1991

<table>
<thead>
<tr>
<th>Year</th>
<th>On Reserve</th>
<th>Comparable Community</th>
<th>Canada</th>
</tr>
</thead>
<tbody>
<tr>
<td>1971</td>
<td>13.6</td>
<td>7.3</td>
<td>7.9</td>
</tr>
<tr>
<td>1976</td>
<td>14.2</td>
<td>7.5</td>
<td>7.2</td>
</tr>
<tr>
<td>1981</td>
<td>23.1</td>
<td>11.5</td>
<td>10.0</td>
</tr>
<tr>
<td>1986</td>
<td>33.3</td>
<td>14.9</td>
<td>12.0</td>
</tr>
<tr>
<td>1991</td>
<td>26.3</td>
<td>10.4</td>
<td>10.2</td>
</tr>
</tbody>
</table>

Source: Socio-Economic Indicators, op. cit., Figure 21

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219 Make First Nations Poverty History Expert Advisory Committee, p. 82.
The Make First Nations Poverty History Expert Advisory Committee also reported that the First Nation labour force participation has improved between 1996 and 2006 (see table g below).

**Table g: Participation Rate of the First Nation Identity and Non-Aboriginal Population, 1996, 2001, and 2006**

<table>
<thead>
<tr>
<th></th>
<th>1996</th>
<th>2001</th>
<th>2006</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total First Nation</td>
<td>55.6</td>
<td>57.3</td>
<td>58.8</td>
</tr>
<tr>
<td>On Reserve</td>
<td>51.1</td>
<td>51.7</td>
<td>52</td>
</tr>
<tr>
<td>Off Reserve</td>
<td>58.6</td>
<td>61.7</td>
<td>63.8</td>
</tr>
<tr>
<td>Non-Aboriginal</td>
<td>65.6</td>
<td>66.5</td>
<td>66.9</td>
</tr>
</tbody>
</table>

Source: Statistics Canada, Catalogue 94F0011XCB1996000 for 1996 data, Catalogue 97F0011XCB2001044 for 2001 data, and Catalogue 97-564-XCB2006002 for 2006 data. The participation rate is the proportion of those in the labour force (employed and unemployed) to the population 15 years of age and over.

The 2001 Census results demonstrate that the Aboriginal workforce tends to be more concentrated among the semi-skilled, other sales and services personnel and other manual workers categories. Contrarily, there does not appear to be a large proportion of Aboriginal people at more professional or managerial levels. Tables h-l below show the percentage of Aboriginal people within Canada and the four Atlantic provinces that occupy various employment categories. The data is presented along with data for men and women in the general Canadian population and visible minorities for comparative purposes.

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220 Ibid., p. 96.
221 This information was not available based on the 2006 Census so the 2001 data tables are presented here.
### Table h: Workforce Population Showing Representation by Employment Equity Occupational Groups (2001 NOC) for Women, Aboriginal Peoples, and Visible Minorities - Canada

<table>
<thead>
<tr>
<th>Employment Equity Occupational Groups (NOC)</th>
<th>Workforce Population Aged 15 years and Older Canada</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total</td>
</tr>
<tr>
<td></td>
<td>No.</td>
</tr>
<tr>
<td>Total</td>
<td>16,961,080</td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>Senior Managers</td>
<td>216,300</td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>Middle and Other Managers</td>
<td>1,484,410</td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>Professionals</td>
<td>2,588,165</td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>Semi-Professionals and Technicians</td>
<td>1,310,005</td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>Supervisors</td>
<td>216,860</td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>Supervisors: Crafts &amp; Trades</td>
<td>529,120</td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>Administrative and Senior Clerical</td>
<td>911,765</td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>Skilled Sales and Service Personnel</td>
<td>702,005</td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>Skilled Crafts and Trades Workers</td>
<td>1,357,360</td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>Clerical Personnel</td>
<td>1,609,145</td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>Intermediate Sales and Services</td>
<td>1,916,035</td>
</tr>
</tbody>
</table>

---

223 Ibid.

**Appendix A - Aboriginal Demographics**

**Assessing the Effectiveness of Labour Force Participation Strategies**
### Workforce Population Showing Representation by Employment Equity Occupational Groups (2001 NOC) for Women, Aboriginal Peoples, and Visible Minorities – Newfoundland and Labrador

<table>
<thead>
<tr>
<th>Employment Equity Occupational Groups (NOC)</th>
<th>Workforce Population Aged 15 years and Older Canada</th>
<th>Workforce Population Aged 15 years and Older Newfoundland and Labrador</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total No. (%)</td>
<td>Males No. (%)</td>
</tr>
<tr>
<td>Semi-Skilled Manual Workers</td>
<td>1,839,635 100.0</td>
<td>1,428,340 77.6</td>
</tr>
<tr>
<td>Other Sales and Service Personnel</td>
<td>1,616,495 100.0</td>
<td>713,490 44.1</td>
</tr>
<tr>
<td>Other Manual Workers</td>
<td>663,760 100.0</td>
<td>496,870 74.9</td>
</tr>
</tbody>
</table>

Table 1: Workforce Population Showing Representation by Employment Equity Occupational Groups (2001 NOC) for Women, Aboriginal Peoples, and Visible Minorities – Newfoundland and Labrador

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224 Ibid.

Appendix A - Aboriginal Demographics

Assessing the Effectiveness of Labour Force Participation Strategies
<table>
<thead>
<tr>
<th>Employment Equity Occupational Groups (NOC)</th>
<th>Workforce Population Aged 15 years and Older Newfoundland and Labrador</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total</td>
</tr>
<tr>
<td></td>
<td>No.</td>
</tr>
<tr>
<td>Supervisors: Crafts &amp; Trades</td>
<td>3,715</td>
</tr>
<tr>
<td>Administrative and Senior Clerical</td>
<td>11,210</td>
</tr>
<tr>
<td>Skilled Sales and Service Personnel</td>
<td>9,555</td>
</tr>
<tr>
<td>Skilled Crafts and Trades Workers</td>
<td>34,140</td>
</tr>
<tr>
<td>Clerical Personnel</td>
<td>20,260</td>
</tr>
<tr>
<td>Intermediate Sales and Services</td>
<td>32,540</td>
</tr>
<tr>
<td>Semi-Skilled Manual Workers</td>
<td>28,950</td>
</tr>
<tr>
<td>Other Sales and Service Personnel</td>
<td>27,180</td>
</tr>
<tr>
<td>Other Manual Workers</td>
<td>18,385</td>
</tr>
</tbody>
</table>
Table j: Workforce Population Showing Representation by Employment Equity Occupational Groups (2001 NOC) for Women, Aboriginal Peoples, and Visible Minorities – New Brunswick225

<table>
<thead>
<tr>
<th>Employment Equity Occupational Groups (NOC)</th>
<th>Workforce Population Aged 15 years and Older New Brunswick</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total</td>
</tr>
<tr>
<td></td>
<td>No.</td>
</tr>
<tr>
<td>Total</td>
<td>404,260</td>
</tr>
<tr>
<td>Senior Managers</td>
<td>3,570</td>
</tr>
<tr>
<td>Middle and Other Managers</td>
<td>29,050</td>
</tr>
<tr>
<td>Professionals</td>
<td>49,680</td>
</tr>
<tr>
<td>Semi-Professionals and Technicians</td>
<td>26,110</td>
</tr>
<tr>
<td>Supervisors</td>
<td>5,670</td>
</tr>
<tr>
<td>Supervisors: Crafts &amp; Trades</td>
<td>9,910</td>
</tr>
<tr>
<td>Administrative and Senior Clerical</td>
<td>21,360</td>
</tr>
<tr>
<td>Skilled Sales and Service Personnel</td>
<td>16,070</td>
</tr>
<tr>
<td>Skilled Crafts and Trades Workers</td>
<td>37,840</td>
</tr>
<tr>
<td>Clerical Personnel</td>
<td>36,810</td>
</tr>
<tr>
<td>Intermediate Sales and Services</td>
<td>51,230</td>
</tr>
</tbody>
</table>

225 Ibid.

Appendix A - Aboriginal Demographics

Assessing the Effectiveness of Labour Force Participation Strategies
### Table k: Workforce Population Showing Representation by Employment Equity Occupational Groups (2001 NOC) for Women, Aboriginal Peoples, and Visible Minorities – Nova Scotia

<table>
<thead>
<tr>
<th>Employment Equity Occupational Groups (NOC)</th>
<th>Workforce Population Aged 15 years and Older New Brunswick</th>
<th>Workforce Population Aged 15 years and Older Nova Scotia</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total Males Females Aboriginal Peoples Visible Minorities</td>
<td>Total Males Females Aboriginal Peoples Visible Minorities</td>
</tr>
<tr>
<td></td>
<td>No. % No. % No. % No. % No. % No. %</td>
<td></td>
</tr>
<tr>
<td>Semi-Skilled Manual Workers</td>
<td>46,700 100.0 39,450 84.5 7,250 15.5 1,205 2.6 195 0.4</td>
<td></td>
</tr>
<tr>
<td>Other Sales and Service Personnel</td>
<td>44,395 100.0 17,475 39.4 26,925 60.6 995 2.2 665 1.5</td>
<td></td>
</tr>
<tr>
<td>Other Manual Workers</td>
<td>25,870 100.0 18,680 72.2 7,185 27.8 875 3.4 160 0.6</td>
<td></td>
</tr>
</tbody>
</table>

226 Ibid.

Appendix A - Aboriginal Demographics

Assessing the Effectiveness of Labour Force Participation Strategies
### Workforce Population Aged 15 years and Older

#### Nova Scotia

<table>
<thead>
<tr>
<th>Employment Equity Occupational Groups (NOC)</th>
<th>Total</th>
<th>Males</th>
<th>Females</th>
<th>Aboriginal Peoples</th>
<th>Visible Minorities</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No.</td>
<td>%</td>
<td>No.</td>
<td>%</td>
<td>No.</td>
</tr>
<tr>
<td>Supervisors: Crafts &amp; Trades</td>
<td>9,885</td>
<td>100.0</td>
<td>8,435</td>
<td>85.3</td>
<td>1,450</td>
</tr>
<tr>
<td>Administrative and Senior Clerical</td>
<td>24,170</td>
<td>100.0</td>
<td>3,495</td>
<td>14.5</td>
<td>20,670</td>
</tr>
<tr>
<td>Skilled Sales and Service Personnel</td>
<td>20,035</td>
<td>100.0</td>
<td>10,280</td>
<td>51.3</td>
<td>9,755</td>
</tr>
<tr>
<td>Skilled Crafts and Trades Workers</td>
<td>46,920</td>
<td>100.0</td>
<td>45,015</td>
<td>95.9</td>
<td>1,905</td>
</tr>
<tr>
<td>Clerical Personnel</td>
<td>42,890</td>
<td>100.0</td>
<td>11,555</td>
<td>26.9</td>
<td>31,330</td>
</tr>
<tr>
<td>Intermediate Sales and Services</td>
<td>63,960</td>
<td>100.0</td>
<td>20,895</td>
<td>32.7</td>
<td>43,060</td>
</tr>
<tr>
<td>Semi-Skilled Manual Workers</td>
<td>48,160</td>
<td>100.0</td>
<td>38,905</td>
<td>80.8</td>
<td>9,260</td>
</tr>
<tr>
<td>Other Sales and Service Personnel</td>
<td>53,680</td>
<td>100.0</td>
<td>21,630</td>
<td>40.3</td>
<td>32,050</td>
</tr>
<tr>
<td>Other Manual Workers</td>
<td>21,550</td>
<td>100.0</td>
<td>16,685</td>
<td>77.4</td>
<td>4,870</td>
</tr>
</tbody>
</table>

*Appendix A - Aboriginal Demographics*

Assessing the Effectiveness of Labour Force Participation Strategies
Table I: Workforce Population Showing Representation by Employment Equity Occupational Groups (2001 NOC) for Women, Aboriginal Peoples, and Visible Minorities – Prince Edward Island

<table>
<thead>
<tr>
<th>Employment Equity Occupational Groups (NOC)</th>
<th>Workforce Population Aged 15 years and Older Prince Edward Island</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total</td>
</tr>
<tr>
<td></td>
<td>No.</td>
</tr>
<tr>
<td>Total</td>
<td>79,985</td>
</tr>
<tr>
<td>Senior Managers</td>
<td>865</td>
</tr>
<tr>
<td>Middle and Other Managers</td>
<td>5,570</td>
</tr>
<tr>
<td>Professionals</td>
<td>8,870</td>
</tr>
<tr>
<td>Semi-Professionals and Technicians</td>
<td>5,540</td>
</tr>
<tr>
<td>Supervisors</td>
<td>1,165</td>
</tr>
<tr>
<td>Supervisors: Crafts &amp; Trades</td>
<td>3,150</td>
</tr>
<tr>
<td>Administrative and Senior Clerical</td>
<td>4,145</td>
</tr>
<tr>
<td>Skilled Sales and Service Personnel</td>
<td>2,750</td>
</tr>
<tr>
<td>Skilled Crafts and Trades Workers</td>
<td>8,655</td>
</tr>
<tr>
<td>Clerical Personnel</td>
<td>6,805</td>
</tr>
<tr>
<td>Intermediate Sales and Services</td>
<td>8,535</td>
</tr>
</tbody>
</table>

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227 Ibid.

Appendix A - Aboriginal Demographics  
Assessing the Effectiveness of Labour Force Participation Strategies
### Workforce Population Aged 15 years and Older

#### Prince Edward Island

<table>
<thead>
<tr>
<th>Employment Equity Occupational Groups (NOC)</th>
<th>Total</th>
<th>Males</th>
<th>Females</th>
<th>Aboriginal Peoples</th>
<th>Visible Minorities</th>
</tr>
</thead>
<tbody>
<tr>
<td>No.</td>
<td>%</td>
<td>No.</td>
<td>%</td>
<td>No.</td>
<td>%</td>
</tr>
<tr>
<td>Semi-Skilled Manual Workers</td>
<td>9,690</td>
<td>100.0</td>
<td>7,415</td>
<td>2,275</td>
<td>23.5</td>
</tr>
<tr>
<td>Other Sales and Service Personnel</td>
<td>8,625</td>
<td>100.0</td>
<td>3,125</td>
<td>5,500</td>
<td>63.8</td>
</tr>
<tr>
<td>Other Manual Workers</td>
<td>5,620</td>
<td>100.0</td>
<td>3,990</td>
<td>1,630</td>
<td>29.0</td>
</tr>
</tbody>
</table>

Tables m-o below show the percentage of Aboriginal people within each of the three major Atlantic cities: Halifax, NS, Saint John, NB, and St. Johns, NL. The data once again demonstrates that the Aboriginal workforce is more concentrated among the semi-skilled, other sales and services personnel and other manual workers categories rather than among more professional or highly skilled occupations. As with the table above, the data is presented along with data for men and women in the general Canadian population and visible minorities for comparative purposes.\(^{228}\)

#### Halifax, Nova Scotia

<table>
<thead>
<tr>
<th>Employment Equity Occupational Groups (NOC)</th>
<th>Total</th>
<th>Males</th>
<th>Females</th>
<th>Aboriginal Peoples</th>
<th>Visible Minorities</th>
</tr>
</thead>
<tbody>
<tr>
<td>No.</td>
<td>%</td>
<td>No.</td>
<td>%</td>
<td>No.</td>
<td>%</td>
</tr>
<tr>
<td>Total</td>
<td>210,895</td>
<td>100.0</td>
<td>107,815</td>
<td>51.1</td>
<td>103,080</td>
</tr>
<tr>
<td>Senior Managers</td>
<td>2,705</td>
<td>100.0</td>
<td>2,000</td>
<td>73.9</td>
<td>710</td>
</tr>
<tr>
<td>Middle and Other Managers</td>
<td>21,080</td>
<td>100.0</td>
<td>13,205</td>
<td>62.6</td>
<td>7,880</td>
</tr>
</tbody>
</table>

\(^{228}\) Ibid.

\(^{229}\) Ibid.

**Appendix A - Aboriginal Demographics**

Assessing the Effectiveness of Labour Force Participation Strategies
<table>
<thead>
<tr>
<th>Employment Equity Occupational Groups (NOC)</th>
<th>Workforce Population Aged 15 years and Older Halifax</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total</td>
</tr>
<tr>
<td></td>
<td>No.</td>
</tr>
<tr>
<td>Professionals</td>
<td>37,120</td>
</tr>
<tr>
<td>Semi-Professionals and Technicians</td>
<td>17,705</td>
</tr>
<tr>
<td>Supervisors</td>
<td>3,305</td>
</tr>
<tr>
<td>Supervisors: Crafts &amp; Trades</td>
<td>2,280</td>
</tr>
<tr>
<td>Administrative and Senior Clerical</td>
<td>11,570</td>
</tr>
<tr>
<td>Skilled Sales and Service Personnel</td>
<td>8,655</td>
</tr>
<tr>
<td>Skilled Crafts and Trades Workers</td>
<td>13,520</td>
</tr>
<tr>
<td>Clerical Personnel</td>
<td>24,180</td>
</tr>
<tr>
<td>Intermediate Sales and Services</td>
<td>29,715</td>
</tr>
<tr>
<td>Semi-Skilled Manual Workers</td>
<td>12,335</td>
</tr>
<tr>
<td>Other Sales and Service Personnel</td>
<td>22,355</td>
</tr>
<tr>
<td>Other Manual Workers</td>
<td>4,370</td>
</tr>
</tbody>
</table>
Table n: Workforce Population Showing Representation by Employment Equity Occupational Groups (2001 NOC) for Women, Aboriginal Peoples, and Visible Minorities – Saint John, New Brunswick

<table>
<thead>
<tr>
<th>Employment Equity Occupational Groups (NOC)</th>
<th>Workforce Population Aged 15 years and Older Saint John</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total</td>
</tr>
<tr>
<td></td>
<td>No.</td>
</tr>
<tr>
<td>Total</td>
<td>66,656</td>
</tr>
<tr>
<td>Senior Managers</td>
<td>635</td>
</tr>
<tr>
<td>Middle and Other Managers</td>
<td>5,405</td>
</tr>
<tr>
<td>Professionals</td>
<td>9,475</td>
</tr>
<tr>
<td>Semi-Professionals and Technicians</td>
<td>4,630</td>
</tr>
<tr>
<td>Supervisors</td>
<td>1,105</td>
</tr>
<tr>
<td>Supervisors: Crafts &amp; Trades</td>
<td>1,155</td>
</tr>
<tr>
<td>Administrative and Senior Clerical</td>
<td>3,575</td>
</tr>
<tr>
<td>Skilled Sales and Service Personnel</td>
<td>2,625</td>
</tr>
<tr>
<td>Skilled Crafts and Trades Workers</td>
<td>6,335</td>
</tr>
<tr>
<td>Clerical Personnel</td>
<td>7,410</td>
</tr>
<tr>
<td>Intermediate Sales and Services</td>
<td>8,880</td>
</tr>
</tbody>
</table>

\[230\] Ibid.
<table>
<thead>
<tr>
<th>Employment Equity Occupational Groups (NOC)</th>
<th>Workforce Population Aged 15 years and Older Saint John</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total</td>
</tr>
<tr>
<td></td>
<td>No.</td>
</tr>
<tr>
<td>Semi-Skilled Manual Workers</td>
<td>4,870</td>
</tr>
<tr>
<td>Other Sales and Service Personnel</td>
<td>8,365</td>
</tr>
<tr>
<td>Other Manual Workers</td>
<td>2,105</td>
</tr>
</tbody>
</table>

Table 9: Workforce Population Showing Representation by Employment Equity Occupational Groups (2001 NOC) for Women, Aboriginal Peoples, and Visible Minorities – St. John’s, Newfoundland²³¹

<table>
<thead>
<tr>
<th>Employment Equity Occupational Groups (NOC)</th>
<th>Workforce Population Aged 15 years and Older St. John’s</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total</td>
</tr>
<tr>
<td></td>
<td>No.</td>
</tr>
<tr>
<td>Total</td>
<td>96,480</td>
</tr>
<tr>
<td>Senior Managers</td>
<td>1,485</td>
</tr>
<tr>
<td>Middle and Other Managers</td>
<td>8,040</td>
</tr>
<tr>
<td>Professionals</td>
<td>18,905</td>
</tr>
<tr>
<td>Semi-Professionals and Technicians</td>
<td>8,725</td>
</tr>
<tr>
<td>Supervisors</td>
<td>1,355</td>
</tr>
</tbody>
</table>

²³¹ Ibid.

Appendix A - Aboriginal Demographics
Assessing the Effectiveness of Labour Force Participation Strategies
<table>
<thead>
<tr>
<th>Employment Equity Occupational Groups (NOC)</th>
<th>Workforce Population Aged 15 years and Older St. John’s</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total</td>
</tr>
<tr>
<td></td>
<td>No.</td>
</tr>
<tr>
<td>Supervisors: Crafts &amp; Trades</td>
<td>955</td>
</tr>
<tr>
<td>Administrative and Senior Clerical</td>
<td>5,375</td>
</tr>
<tr>
<td>Skilled Sales and Service Personnel</td>
<td>3,595</td>
</tr>
<tr>
<td>Skilled Crafts and Trades Workers</td>
<td>6,410</td>
</tr>
<tr>
<td>Clerical Personnel</td>
<td>11,085</td>
</tr>
<tr>
<td>Intermediate Sales and Services</td>
<td>11,785</td>
</tr>
<tr>
<td>Semi-Skilled Manual Workers</td>
<td>5,500</td>
</tr>
<tr>
<td>Other Sales and Service Personnel</td>
<td>10,725</td>
</tr>
<tr>
<td>Other Manual Workers</td>
<td>2,535</td>
</tr>
</tbody>
</table>

Human Resources and Skills Development Canada found that Aboriginal people tend to have a lower overall labour force participation rate (61.4% participation in 2002 as compared to 66.5% of the general Canadian population\textsuperscript{232}), experience higher unemployment (19.1% compared to 7.1% in 2002\textsuperscript{233}), fill lower rather than higher paying positions, and have lower average wage rates.\textsuperscript{234} Human Resources and Skills Development Canada found that Aboriginal people tend to have a lower overall labour force participation rate (61.4% participation in 2002 as compared to 66.5% of the general Canadian population\textsuperscript{232}), experience higher unemployment (19.1% compared to 7.1% in 2002\textsuperscript{233}), fill lower rather than higher paying positions, and have lower average wage rates.\textsuperscript{234} Human Resources and Skills Development Canada found that Aboriginal people tend to have a lower overall labour force participation rate (61.4% participation in 2002 as compared to 66.5% of the general Canadian population\textsuperscript{232}), experience higher unemployment (19.1% compared to 7.1% in 2002\textsuperscript{233}), fill lower rather than higher paying positions, and have lower average wage rates.\textsuperscript{234} Human Resources and Skills Development Canada found that Aboriginal people tend to have a lower overall labour force participation rate (61.4% participation in 2002 as compared to 66.5% of the general Canadian population\textsuperscript{232}), experience higher unemployment (19.1% compared to 7.1% in 2002\textsuperscript{233}), fill lower rather than higher paying positions, and have lower average wage rates.\textsuperscript{234} Human Resources and Skills Development Canada found that Aboriginal people tend to have a lower overall labour force participation rate (61.4% participation in 2002 as compared to 66.5% of the general Canadian population\textsuperscript{232}), experience higher unemployment (19.1% compared to 7.1% in 2002\textsuperscript{233}), fill lower rather than higher paying positions, and have lower average wage rates.\textsuperscript{234} Human Resources and Skills Development Canada found that Aboriginal people tend to have a lower overall labour force participation rate (61.4% participation in 2002 as compared to 66.5% of the general Canadian population\textsuperscript{232}), experience higher unemployment (19.1% compared to 7.1% in 2002\textsuperscript{233}), fill lower rather than higher paying positions, and have lower average wage rates.\textsuperscript{234}

\textsuperscript{232} Ibid.
\textsuperscript{233} Ibid.

Appendix A - Aboriginal Demographics
Assessing the Effectiveness of Labour Force Participation Strategies
Development Canada reported that “Aboriginal men earned 85.4 cents for every dollar earned by all men in 2002 for full-time work, while Aboriginal women earned 87.3 cents for every dollar earned by all women.” Mason concurs, finding that Aboriginal people are the lowest paid and overrepresented in menial positions. They are generally the last to be hired and first to be laid off.

Voyageur also found that labour force participation rates differed for Aboriginal people on and off reserve. For example, while Aboriginal people living off reserve participate in the workforce at nearly the same rate as other Canadians, people living on reserve appear to have less success in the labour market as evidenced by higher unemployment rates and lower rates of full-time/full-year work. Notwithstanding this, she reports that, according to the National Citizen’s Directorate, when people live off-reserve work, they earn less than their non-Aboriginal counterparts. The Directorate reported that more than half of the Aboriginal families off-reserve made less than $25,000 as compared to only 31% of non-Indigenous families.

The National Council of Aboriginal Federal Employees reports that retention of Aboriginal personnel is a challenge. In 2003/04, for example, 4.1% of new hires in the federal Public Service were Aboriginal. However, they comprised 4.6% of separations. One in three Aboriginal federal employees were indeterminate. (An indeterminate employee is a person appointed to the Public Service for an unspecified or indeterminate period.)

Consistent with the demographic data presented earlier, Aboriginal employees in the federal public service are underrepresented among managers and are more heavily concentrated among administrative support personnel. 6 out of 10 Aboriginal people that were hired were hired in an administrative capacity and the bulk of promotions were in administrative positions. Aboriginal people received 4.5% of promotions, which is actually greater than their overall proportion of the Canadian population.

Aboriginal employees do not appear to be evenly distributed among federal departments. They are concentrated in departments that have a more explicit

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239 Separations can be voluntary or imposed and can occur for a variety of reasons, including resignation, termination, layoff, retirement, etc.
242 National Council of Aboriginal Federal Employees, pp. 7; 26.
mandate to work with Aboriginal communities. For example, National Council of Aboriginal Federal Employees reports that Aboriginal people comprise 31.3% of the workforce at Indian and Northern Affairs Canada. Moreover, 17% of the entire federal Aboriginal workforce works at Indian Affairs. Other agencies and departments that largely employ Aboriginal people are as follows: Corrections Canada (6.9%), Health Canada (6.7%), Office of Indian Residential Schools (9.4%), Canadian Environmental Assessment Agency (4.1%), and Western Diversification (6.1%).

In her review of employment equity, Voyageur found that Aboriginal employees working for the employers under the Legislative Employment Equity Program (LEEP) increased by 782% between 1987 and 1995. She found that the representation of male Aboriginal employees increased by 68% and female Aboriginal representation increased by 94%. Voyageur also found that designated groups increased their overall representation in the workforce though Aboriginal people (and people with disabilities) were underrepresented as compared to women and visible minorities. The latest data supports this trend. Table 6a below depicts the history of Aboriginal labour force participation in the public service as compared to other designated groups. It demonstrates that while Aboriginal representation across the federal public service has increased between 1987 and 2006, Aboriginal employment within the public service and federally regulated agencies is not yet representative.

Table p: Federal Employment Equity Program, 1987-2006

<table>
<thead>
<tr>
<th>Designated Group</th>
<th>Year</th>
<th>Proportion of Employees %</th>
<th>Hirings %</th>
<th>Terminations %</th>
</tr>
</thead>
<tbody>
<tr>
<td>Women</td>
<td>1987</td>
<td>40.94</td>
<td>42.27</td>
<td>40.05</td>
</tr>
<tr>
<td></td>
<td>1992</td>
<td>44.74</td>
<td>39.06</td>
<td>39.88</td>
</tr>
<tr>
<td></td>
<td>1997</td>
<td>44.53</td>
<td>39.09</td>
<td>41.83</td>
</tr>
</tbody>
</table>

243 Ibid.
244 1992a as cited in Voyageur, p. 135.
245 1992a as cited in Ibid., p. 159.

Appendix A - Aboriginal Demographics
Assessing the Effectiveness of Labour Force Participation Strategies
### Federal Employment Equity Program, 1987-2006

<table>
<thead>
<tr>
<th>Designated Group</th>
<th>Year</th>
<th>Proportion of Employees</th>
<th>Hirings</th>
<th>Terminations</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>%</td>
<td>%</td>
<td>%</td>
</tr>
<tr>
<td>Aboriginal People</td>
<td>2002</td>
<td>44.20</td>
<td>38.10</td>
<td>39.40</td>
</tr>
<tr>
<td></td>
<td>2006</td>
<td>43.31</td>
<td>37.00</td>
<td>37.90</td>
</tr>
<tr>
<td>Aboriginal People</td>
<td>1987</td>
<td>0.66</td>
<td>0.54</td>
<td>0.52</td>
</tr>
<tr>
<td></td>
<td>1992</td>
<td>1.01</td>
<td>1.80</td>
<td>1.40</td>
</tr>
<tr>
<td></td>
<td>1997</td>
<td>1.29</td>
<td>1.50</td>
<td>1.68</td>
</tr>
<tr>
<td></td>
<td>2002</td>
<td>1.70</td>
<td>1.90</td>
<td>0.02</td>
</tr>
<tr>
<td></td>
<td>2006</td>
<td>1.80</td>
<td>2.00</td>
<td>2.30</td>
</tr>
<tr>
<td>Persons With Disabilities</td>
<td>1987</td>
<td>1.59</td>
<td>0.62</td>
<td>1.02</td>
</tr>
<tr>
<td></td>
<td>1992</td>
<td>2.54</td>
<td>1.27</td>
<td>2.16</td>
</tr>
<tr>
<td></td>
<td>1997</td>
<td>2.32</td>
<td>0.97</td>
<td>2.14</td>
</tr>
<tr>
<td></td>
<td>2002</td>
<td>2.40</td>
<td>1.00</td>
<td>2.00</td>
</tr>
<tr>
<td></td>
<td>2006</td>
<td>2.70</td>
<td>1.30</td>
<td>2.20</td>
</tr>
<tr>
<td>Visible Minorities</td>
<td>1987</td>
<td>5.00</td>
<td>5.21</td>
<td>3.23</td>
</tr>
<tr>
<td></td>
<td>1992</td>
<td>7.90</td>
<td>8.45</td>
<td>6.65</td>
</tr>
<tr>
<td></td>
<td>1997</td>
<td>9.67</td>
<td>12.13</td>
<td>9.87</td>
</tr>
<tr>
<td></td>
<td>2002</td>
<td>12.30</td>
<td>12.90</td>
<td>11.10</td>
</tr>
<tr>
<td></td>
<td>2006</td>
<td>14.90</td>
<td>16.70</td>
<td>15.10</td>
</tr>
</tbody>
</table>

Leck and Saunders\(^{247}\) found that women and visible minorities may be gaining more than Aboriginal people and persons with disabilities largely because these two groups have the largest numbers and the most powerful lobby groups. As such, the perception may be that these are the groups to be appeased. At the same time, they also found that the inequality gap is closing very slowly.

Hara Associates Inc.’s study suggests that there have been gains in terms of Aboriginal employment, at least within the federal public service. Hara Associates Inc. assess the drop-off phenomenon within the federal public service between 2000 and 2005 by examining the entire record of applications to the Public Service Commission General Recruitment Process and appointments within this 5 year period for Aboriginal people, people with disabilities, visible minorities, and women. (’Drop-off’ refers to the “decline between share of applications and share of appointments”\(^{248}\).)

Overall, Hara Associates Inc. do not find that there is widespread drop-off.

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\(^{247}\) Human Resources Development Canada, p. 59.

experienced by Aboriginal people, though there were some pockets of occurrence\textsuperscript{249}. In fact, they observe that Aboriginal people averaged 5.1\% of the appointments as compared to 3.9\% of the applications. Since appointment shares were more than the application shares, there is no drop-off. Moreover, Aboriginal appointments still exceeded their workforce availability\textsuperscript{250} of 2.9\%\textsuperscript{251}.

Hara Associates Inc. suggests that the high level of Aboriginal appointments is due to some federal departments, such as Indian Affairs and Northern Development, Correctional Services Canada and Health Canada having mandates that specifically call for the significant recruitment of Aboriginal peoples. During the period Hara Associates Inc. studied, these three departments, in particular, hired 43\% of all Aboriginal new hires (1,858 people).\textsuperscript{252} Moreover, the appointment rates for these three departments exceeded application rates by 2.8\% to 18.2\%.\textsuperscript{253} To see whether these three departments skewed the overall picture, Hara Associates Inc. excluded these departments from the analysis and even so, there was little evidence that drop-off occurred. Even when these three departments were excluded, Aboriginal people experienced 3.3\% of the appointments and 3.4\% of the applications or what Hara Associates Inc. termed “a negligible drop-off of one tenth of one percentage point”.\textsuperscript{254}

When looking more specifically at Aboriginal drop-offs by occupational groups, Hara Associates Inc. find that five occupational groups showed evidence of implied lost appointments of more than 5 jobs, as follows: University Teaching (7); Computer Systems Administration (29); Technical Inspection (7); General Labour and Trades (61), and; Heat, Power and Plant Operation (7). Of these, General Labour and Trades is regarded as having the major priority should drop-off issues be pursued for Aboriginal peoples. Moreover, appointments of Aboriginal people are far below their workforce availability (3.7\% vs. 8.6\%). In other words, Hara Associates Inc. observes that there is a recruitment gap of 228 Aboriginal appointments relative to workforce availability.\textsuperscript{255}

In terms of regional trends,\textsuperscript{256} Hara Associations Inc. finds that the most significant

\textsuperscript{249} Ibid., p. 3-1.
\textsuperscript{250} “Workforce availability (WFA) is the percentage of individuals working in the relevant occupation who are also members of the employment equity group as of the last census. If 10\% of survey engineers are women, then an employer hiring this occupation is expected, on average, to hire 10\% women” (Hara Associates Inc., p. 1-1).
\textsuperscript{251} Ibid., p. 3-1.
\textsuperscript{252} Ibid., p. 3-2.
\textsuperscript{253} Ibid.
\textsuperscript{254} Ibid.
\textsuperscript{256} The researchers note that the regional analysis is less reliable because the location of the jobs that were recruited for was not known precisely.
areas of regional drop-off by both size (more than five implied appointments lost) and severity (more than 0.2% drop-off) are: the Atlantic region (in terms of Administration); the Prairie region (in terms of Administration and Operations), and; British Columbia (in terms of Scientific and Professional and Operations). Of these, only the Operational Category appointments in the prairie provinces are below workforce availability.  

Overall then, Hara Associates Inc. finds that while drop-off does exist for Aboriginal people, it is smaller than it is for visible minorities. These results could suggest that the efforts of the federal government with regards to implementing the Employment Equity Act and working towards a more equitable representation of Aboriginal people among the federal labour force, may be on the right track.

The latest summative evaluation of the Legislative Employment Equity Program completed in 2005 reveals that while LEEP firms have progressed since the Employment Equity Act came into effect, there are still significant gains to be made in ensuring that designated groups are represented in the overall labour market, particularly for Aboriginal people and people with disabilities. One should note, however, that while completed in 2005, this summative evaluation of LEEP was based on 1999 data because, as the evaluators noted: “The most recent administrative data available at the start of this evaluation were from 1999. The most recent Census data available were from 1996.” Nonetheless, in an effort to be thorough, the results of the LEEP summative evaluation is presented below.

With respect to Aboriginal people in particular, the evaluation confirms that there has been progress since employment equity was introduced. Aboriginal representation in the transportation, banking, and other sectors, e.g., manufacturing, consulting and utilities) more than doubled between 1987 and 1997. Table 6a below depicts the representation of Aboriginal peoples in LEEP firms for 1987, 1996, and 1999 with the relative percent point change in representation for each sector within that same period (note: this is the most recent evaluative data available for the LEEP program).

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257 Hara Associates Inc., p. 3-6.
258 Ibid., p. 6-3.
259 The Legislated Employment Equity Program (LEEP) is a mandatory federal government program whose goal it is to ensure that federally regulated private sector employers support a workforce that mirrors the demographic representation of the general labour force in Canada (Canada. Human Resources and Skills Development Canada, Program Evaluation, Audit and Evaluation Directorate, Strategic Policy and Planning. Summative Evaluation of the Legislated Employment Equity Program, Final Report. Unknown: unknown, 2005, p. i). Airline companies or banks are examples of federally regulated private sector employers.
260 Ibid., pp. iii; v; 47.
261 Ibid., p. 10.
262 Ibid., p. 19.
Table q: Aboriginal Peoples – Representation Rates by Industrial Sectors

<table>
<thead>
<tr>
<th></th>
<th>Transportation</th>
<th>Communications</th>
<th>Banking</th>
<th>Other</th>
</tr>
</thead>
<tbody>
<tr>
<td>LEEP 1987</td>
<td>0.7%</td>
<td>0.6%</td>
<td>0.6%</td>
<td>0.9%</td>
</tr>
<tr>
<td>LEEP 1996</td>
<td>1.2%</td>
<td>1.1%</td>
<td>1.1%</td>
<td>2.0%</td>
</tr>
<tr>
<td>LEEP 1999</td>
<td>1.8%</td>
<td>1.1%</td>
<td>1.3%</td>
<td>2.4%</td>
</tr>
<tr>
<td>% Point Gain (Loss) 1987-1999</td>
<td>1.1%</td>
<td>0.5%</td>
<td>0.7%</td>
<td>1.5%</td>
</tr>
</tbody>
</table>

Source: Labour Program Administrative Data – LEEP Employer Reports

It also appears that Aboriginal people are promoted in approximately the same proportion as their representation rate in the LEEP workforce, as shown in Table 6b below.

Table r: Aboriginal Peoples – Representation, Promotions and Average Salary

<table>
<thead>
<tr>
<th></th>
<th>Aboriginal People</th>
<th>All Other Employees</th>
</tr>
</thead>
<tbody>
<tr>
<td>Year</td>
<td>Total Workforce</td>
<td>LEEP Workforce</td>
</tr>
<tr>
<td></td>
<td>% Accounted for by the Designated Group</td>
<td></td>
</tr>
<tr>
<td>1987</td>
<td>n/a</td>
<td>0.7%</td>
</tr>
<tr>
<td>1996</td>
<td>2.1%</td>
<td>1.2%</td>
</tr>
<tr>
<td>1999</td>
<td>n/a</td>
<td>1.5%</td>
</tr>
<tr>
<td>CAAGR** 1987-1996</td>
<td>7.1%</td>
<td>6.4%</td>
</tr>
<tr>
<td>CAAGR 1996-1999</td>
<td>6.0%</td>
<td>7.4%</td>
</tr>
<tr>
<td>CAAGR 1987-1999</td>
<td>6.8%</td>
<td>6.6%</td>
</tr>
</tbody>
</table>

*Average salary refers to full-time employment
**cumulative annual growth rate

Yet, it is interesting to note that even though the rates of Aboriginal representation has increased, the perception among those interviewed during the LEEP evaluation is that Aboriginal people (and people with disabilities) have made slower progress than

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263 Ibid., p. 19.
264 Ibid., p. 44.
women and members of visible minorities.\textsuperscript{265}

The LEEP evaluation also found that smaller organizations with fewer than 500 employees employ proportionately more Aboriginal people than larger ones.\textsuperscript{266} There is also a tendency that smaller firms to increase their proportion of Aboriginal employees than larger firms.\textsuperscript{267} Finally, while the representation of Aboriginal people has increased significantly over time, Aboriginal people (along with persons with disabilities) there is still much more progress to be made before Aboriginal people achieve equal representation rates.\textsuperscript{268}

3. Summary

In sum then, the Aboriginal population is young and growing and has the potential of filling Canada’s labour needs. However, while Aboriginal labour force participation rates are steadily improving, they are still quite low. Aboriginal employment tends to be concentrated in the trades or in semi-skilled jobs rather than in professional or managerial professions or in highly skilled occupations.

\textsuperscript{265} Ibid., pp. 44-45.
\textsuperscript{266} Ibid., p. 46.
\textsuperscript{267} Ibid., p. 54.
\textsuperscript{268} Ibid., p. 66.
Appendix B
Survey and Interview Tools
Governments and companies have developed employment equity policies to try and have proportional representation in the workplace. Employment equity is when companies and government change policies and implement programs to try and eliminate the barriers that prevent people from designated groups, including Aboriginal people, from being hired. Likewise, companies have established labour force participation strategies to try and attract Aboriginal employees. Labour force participation strategies are strategies that are designed to level the playing field and make sure that Aboriginal people have the same opportunity to compete for a job as non-Aboriginal people.

Some of these programs and strategies have been in existence for several decades now. The Atlantic Policy Congress of First Nations Chiefs (APC) felt it was time to assess how well they are working for Aboriginal people in the Atlantic region. As such, Lori Ann Roness Consulting was hired to evaluate them and make recommendations on how they can be improved. The focus is on the last five years.

Completing this questionnaire is completely voluntary. You may answer the questionnaire in whole or in part. You may refuse to participate or withdraw your consent at any time, without prejudice or penalty.

Every effort will be made to ensure your information and responses are completely confidential. Tabulated information will be presented in aggregate format only and all identifying information will be omitted from the evaluation report. The results of the questionnaire will only be used for the purposes of the current study only.

We do not anticipate any foreseeable risks or discomforts in completing this questionnaire. You should not expect any direct benefit from taking part in this study. By completing this questionnaire, you will be helping us to learn more about the programs and strategies that are intended to improve Aboriginal employment so that the Atlantic Aboriginal workforce can continue to be strengthened.

If you have questions or concerns, contact Lori Ann Roness at (506) 536-2223. Surveys may be returned to Lori Ann by e-mail to lar@lucypink.com or by fax at (506) 536-2223. If you would prefer to do the questionnaire by phone, please contact Lori Ann to arrange a time.

**SIGNATURE OF RESEARCH PARTICIPANT**

I have read the information provided for the study as described above. I voluntarily agree to participate in this research with the understanding that I may withdraw at any time. I have had the opportunity to ask questions and they have been answered to my satisfaction.

____________________________________
Name of Participant (please print)

____________________________________
Date
Goal: to get feedback from Aboriginal service providers, such as Community Economic Development Officers and Native Employment Officers on community employment, employment equity issues and labour force participation strategies.

INTERVIEW DATE: _______________________________________________________

JOB TITLE OF INTERVIEWEE (if applicable): _________________________________

PROVINCE OF RESIDENCE: NB NL NS PEI QC

1. How many members of your community live off the First Nation or outside your community?

2. How many members of your community work off the First Nation or outside of your community?

Aboriginal Labour Force Participation

3. What has your experience been with Aboriginal labour force participation strategies, if any?

4. What companies do you know about have Aboriginal labour force participation strategies?

5. Have you been approached by non-Aboriginal companies looking for employees and who have Aboriginal labour force participation strategies? Please explain/describe/what has been your experience with them?

☐ Yes. If so, please describe your experience with them. __________________________

☐ No
6. What are the major employers in the area? Do they promote Aboriginal hiring or have Aboriginal labour retention strategies that you know about?

<table>
<thead>
<tr>
<th>Employers</th>
<th>Have or Do Not have Aboriginal Labour Retention Strategies</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Have</td>
</tr>
<tr>
<td></td>
<td>Have</td>
</tr>
<tr>
<td></td>
<td>Have</td>
</tr>
<tr>
<td></td>
<td>Have</td>
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<td></td>
<td>Have</td>
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<tr>
<td></td>
<td>Have</td>
</tr>
<tr>
<td></td>
<td>Have</td>
</tr>
<tr>
<td></td>
<td>Have</td>
</tr>
</tbody>
</table>

**Successes with and Benefits of Aboriginal Labour Force Participation**

7. What have been the successes regarding Aboriginal labour force participation strategies?

8. What barriers do people face entering the workforce?

- Backlash from other (non-Aboriginal) employees
- Cultural differences/barriers - please explain: _____________________________
- Aboriginal people not being successful during interviews
- No targeted recruitment campaign
- Aboriginal people do not have the appropriate education
- Not adequately trained
- Are hired and then don’t come back to work
- Language barriers
- Literacy challenges
- Retention - please explain: _____________________________
- Communication - please explain: _____________________________
- Other - please explain: _____________________________

9. How have labour force participation strategies helped overcome these barriers?

10. How have labour force participation strategies helped promote barriers?
11. What have been the challenges with Aboriginal labour force participation strategies and to implementing employment equity?

12. How would you suggest overcoming these challenges?

13. What challenges do you face in promoting Aboriginal employment?

☐ Lack of adequate funding to train people
☐ Lack of adequate time to train people
☐ Lack of people interested in being trained in a particular field
☐ Lack of people interested in working in a particular field
☐ Certain types of education and training are undervalued in the community
☐ The community is too far from an urban centre (and therefore jobs)
☐ People don’t want to leave the community
☐ People don’t want to work somewhere where they are the only Aboriginal person
☐ People are uncomfortable working in a non-Aboriginal environment
☐ People experience discrimination off the First Nation or outside the community
☐ Lack of support from family/community
☐ It's difficult to identify companies that are open to hiring Aboriginal employees
☐ People are not aware of job opportunities
☐ Lack of personnel working on Aboriginal employment within companies
☐ There is a lack of commitment on the part of managers/owners
☐ There is a lack of commitment to promote Aboriginal employment by federal/provincial/municipal politicians
☐ Lack of communication from companies
☐ Aboriginal labour force participation policies are difficult or cumbersome to implement
☐ Lack of support from unions
☐ Backlash from other employees
☐ Other - please explain: ___________________________ ___________________________

**Government**

14. How have government policies regarding employment equity and Aboriginal labour force participation enhanced or inhibited your members?

15. What challenges do you think public and private leaders face in their efforts to create a more inclusive work place?

16. Are there any actions such as changes in legislation, policies or programs that other organizations (federal and provincial governments, industry associations, unions, Aboriginal organizations) could take that would promote Aboriginal labour force participation?

**Federal government actions:**
Provincial government actions:

Municipal governments:

Industry associations:

Unions:

Aboriginal organizations like the Atlantic Policy Congress (APC):

Tribal Council:

Band Council:

**Partnership**

17. What does your Tribal Council and/or Band Council do to promote partnership with companies to implement Aboriginal labour force participation strategies?

18. Do you have additional comments?

Thank you.
Governments and companies have developed employment equity policies to try and have proportional representation in the workplace. Employment equity is when companies and government change policies and implement programs to try and eliminate the barriers that prevent people from designated groups, including Aboriginal people, from being hired.

Likewise, companies have established labour force participation strategies to try and attract Aboriginal employees. Labour force participation strategies are strategies that are designed to level the playing field and make sure that Aboriginal people have the same opportunity to compete for a job as non-Aboriginal people.

Some of these programs and strategies have been in existence for several decades now. The Atlantic Policy Congress of First Nations Chiefs (APC) felt it was time to assess how well they are working for Aboriginal people in the Atlantic region. As such, Lori Ann Roness Consulting was hired to evaluate them and make recommendations on how they can be improved. The focus of the study is on the last five years.

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SIGNATURE OF RESEARCH PARTICIPANT

I have read the information provided for the study as described above. I voluntarily agree to participate in this research with the understanding that I may withdraw at any time. I have had the opportunity to ask questions and they have been answered to my satisfaction.

Name of Participant (please print)

Date
EMPLOYEE/NON-EMPLOYEE EVALUATION FORM
EVALUATION OF ABORIGINAL LABOUR FORCE PARTICIPATION STRATEGIES

Goal: to learn about employee/non-employee experiences with employment and labor force participation strategies.

INTERVIEW DATE: _____________________________________________________

JOB TITLE OF INTERVIEWEE (if applicable): ________________________________

<table>
<thead>
<tr>
<th>PROVINCE OF RESIDENCE:</th>
<th>NB</th>
<th>NL</th>
<th>NS</th>
<th>PEI</th>
</tr>
</thead>
<tbody>
<tr>
<td>AGE:</td>
<td>18-29</td>
<td>30-39</td>
<td>40-49</td>
<td>50-59</td>
</tr>
</tbody>
</table>

GENDER: Male Female

EDUCATION:

- Elementary
- Some high school
- High school diploma
- Some university
- University degree
- Some college
- College diploma
- Graduate school/degree
- Trades

Employment

1. Are you currently employed?
   - Yes.
     i. If so, what do you do? ________________________________________________
     ii. Are you employed on or off the First Nation? On ____________ Off
     iii. How did you find out about your job? ________________________________
   - No.

2. If you are not employed, how long has it been since you were employed?
3. What did you do when you were last employed?

4. Have you ever had a job off the First Nation?

☐ Yes. If so, what did you do? _________________________________________

☐ No. If not, why not? (Please check all that apply.)

☐ My community is too far from an urban centre (and therefore jobs)
☐ I don’t want to leave my community
☐ I don’t want to work somewhere where I’m the only Aboriginal person
☐ I do not enjoy working in a non-Aboriginal environment
☐ I experience discrimination off the First Nation
☐ I lack support from my family/community
☐ I don’t know how to identify companies that are open to having Aboriginal employees
☐ I do not have the right skills
☐ I don’t have the right training or education
☐ I am not aware of any job opportunities
☐ Other - please explain: _________________________________________

5. What was the nature of your employment off the First Nation?

Full time: ___________

Part time: ___________

Contract/Seasonal: ___________
6. What would make you more likely to apply for a job off the First Nation?

- Educational upgrading opportunities
- Bursaries and grants (academic support)
- To have temporary work experience accepted
- Pre-employment training programs
- Literacy skills development
- Knowing that other employees have gone through a cultural sensitivity training program
- Availability of other Aboriginal employees at the place of work or in the same work crew
- Access to Aboriginal role models and mentors
- Being reached out to when you were still in school so could make informed choices and education and career direction
- Opportunities for work placements and internship opportunities
- Being close to family
- Other - please explain: ______________________________________________________

7. Are there other Aboriginal employees where you work?

- Yes. If so, how many? ______________________________________________________

- No

8. How would you describe your experience working with non-Aboriginal employees?

9. How would you describe your experience working with Aboriginal employees?

10. How would you describe your experience working for Aboriginal employers?

11. How would you describe your experience working for non-Aboriginal employers?
Challenges

12. What are the key challenges to working off the First Nation?

☐ I don’t want to leave my community or my family.
☐ I don’t want to work somewhere where I’m the only Aboriginal person.
☐ I prefer working in an Aboriginal work environment
☐ I experience discrimination off the First Nation.
☐ I lack support from my family/community.
☐ I don’t how to identify companies that are open to having Aboriginal employees.
☐ I don’t have the right education or training.
☐ I don’t have the right skills.
☐ I don’t have childcare.
☐ I don’t have anywhere to live.
☐ I don’t have experience living off the First Nation.
☐ I can’t afford to live off the First Nation.

13. What challenges have you had with employment equity/Aboriginal labour force retention strategies? (See definition on consent form.)

14. Does your employer provide opportunities for Aboriginal employees to network and support each other?

☐ Yes. Please explain: ____________________________________________________________

☐ No

Aboriginal Labour Force Participation

15. How would you describe your experience with your employer (past and/or present)?

16. Do you know if it’s a priority for your employer to specifically hire Aboriginal personnel?

☐ Yes

☐ No

17. Do you know if your employer has a strategy in place to recruit/retain Aboriginal employees?

☐ Yes

☐ No
18. What experiences, successes, & challenges have you had with employment equity/labour strategy retention programs (e.g., programs, backlash, legislation, etc.)?

Experiences:

Successes:

Challenges:

19. How are you overcoming these challenges?

20. Do you disclose your Aboriginality on employment equity applications, etc.?

☐ If yes, has this helped you? ________________________________________________

☐ If not, why not? _________________________________________________________

21. In your experience how does your employer (or others you know about) promote their organization to Aboriginal people and increase awareness of Aboriginal employment opportunities among Aboriginal people and communities?

22. Is a company with an Aboriginal labour force participation strategy more attractive to you?

☐ If yes, why?

☐ If not, why not?

Recommendations

23. How should Aboriginal employment equity/labour force retention programs be improved or changed?

24. How could employers create a more welcoming environment for you?

25. How could employers make their Aboriginal labour force retention program and/or employment opportunities better known to you and/or the community?

26. What kind of support for Aboriginal employment and retention would you like to see from:

Band Council:
Band Employees:

Municipal Government:

Provincial Government:

Federal Government:

Unions:

Friendship Centre:

Aboriginal Organizations like the APC:

Private companies:

27. Do you have any additional comments?

Thank you.
Governments and companies have developed employment equity policies to try to have proportional representation in the workplace. Employment equity is when companies and government change policies and implement programs to try to eliminate the barriers that prevent people from designated groups, including Aboriginal people, from being hired or gaining access to supplier contracts.

Likewise, companies have established labour force participation strategies to try to attract Aboriginal employees. Labour force participation strategies are strategies that are designed to level the playing field and make sure that Aboriginal people have the same opportunity to compete for a job as non-Aboriginal people.

Some of these programs and strategies have been in existence for several decades now. The Atlantic Policy Congress of First Nations Chiefs (APC) felt it was time to assess how well they are working for Aboriginal people in the Atlantic region. As such, Lori Ann Roness Consulting was hired to evaluate them and make recommendations on how they can be improved. The focus of the study is on the last five years.

Completing this questionnaire is completely voluntary. You may answer the questionnaire in whole or in part. You may refuse to participate or withdraw your consent at any time, without prejudice or penalty.

Every effort will be made to ensure your information and responses are completely confidential. Tabulated information will be presented in aggregate format only and all identifying information will be omitted from the evaluation report. The results of the questionnaire will only be used for the purposes of the current study only.

We do not anticipate any foreseeable risks or discomforts in completing this questionnaire. You should not expect any direct benefit from taking part in this study. By completing this questionnaire, you will be helping us to learn more about the programs and strategies that are intended to improve Aboriginal employment so that the Atlantic Aboriginal workforce can continue to be strengthened.

**SIGNATURE OF RESEARCH PARTICIPANT**

I have read the information provided for the study as described above. I voluntarily agree to participate in this research with the understanding that I may withdraw at any time. I have had the opportunity to ask questions and they have been answered to my satisfaction.

____________________________________
Name of Participant (please print)

____________________________________
Date
EMPLOYER-POLICY AGENCY EVALUATION FORM
EVALUATION OF ABORIGINAL LABOUR FORCE PARTICIPATION STRATEGIES

Goal: to obtain feedback and opinions on Aboriginal employment issues, current employment equity plans, resources allocated to employment equity and any initiatives put in place; to obtain up to date information on employment equity programs and information on issues pertaining to delivery and implementation.

INTERVIEW DATE: ________________________________

JOB TITLE OF INTERVIEWEE: ________________________________

COMPANY/ORGANIZATION: ________________________________

LOCATION: ________________________________

Monitoring

1. How many employees in total do you currently have?

2. How many of these employees are Aboriginal?

   Full time: ______

   Part time: ______

   Contract/Seasonal: ______

3. Do you track the number of Aboriginal employees and the types of jobs they fill?

   □ Yes. If so, how do you track them? ________________________________

   □ No. If not, why not? ________________________________
4. What positions do the Aboriginal employees hold in the company? (Please list.)

- Executive, e.g., president, VPs
- Senior management, e.g., director
- Middle management, e.g., program coordinator
- Skilled, e.g., tradesperson
- Technical/professional, e.g., IT, engineer, etc.
- Operations/production role
- Unskilled, e.g., warehouse loader, cleaning crew, etc.
- Administrative, e.g., secretarial
- Other - please explain: __________________________________________

5. How would you describe your experience with the Aboriginal employees?

Aboriginal Labour Force Participation Strategy

6. Do you have an Aboriginal labour force participation strategy (e.g., a policy/strategy to attract, retain, and promote Aboriginal employees)?

- Yes
- No

7. Is it a priority for your company to specifically hire Aboriginal personnel?

- Yes. Why? ____________________________________________________________
- No. Why not? _________________________________________________________

8. Does your company have the following in place to recruit/retain/promote Aboriginal employees?

- Aboriginal employment strategy - written
- Aboriginal employment action plan (workplan, timelines, etc.) - written
- Employment equity policy - written
- Employment equity strategy - written
- Relocation allowance
- Negotiated or formal agreements
- Cultural awareness training for non-Aboriginal employees
- Other programs, policies, services, strategies, activities, etc. activities to promote Aboriginal hiring - please explain: __________________________________

9. Please describe your Aboriginal labour force participation strategy?

Purpose/aim/goal:
Key objectives:

Policies:

Key activities/programs/services/initiatives associated with your strategy:

Retention strategies

Recruitment strategies to attract Aboriginal personnel:

Measurements for success:

10. How long have these been implemented?

11. What led to the design and development of your Aboriginal labour force participation strategy?

12. May we obtain copies of these strategies and policies?

☐ Yes

☐ No

13. Could you provide me with a copy of any reports and/or briefings describing your labour force participation strategy?

☐ Yes

☐ No

Communications

14. How do you promote your organization’s Aboriginal labour force participation strategy and increase awareness of Aboriginal employment opportunities among Aboriginal people and communities?

15. How do you communicate your strategies and increase awareness of them among your employees:

☐ Videos

☐ Memoranda

☐ Annual reports

☐ Workplace posters

☐ Communication in Mi’kmaq or Maliseet or other languages

☐ Company newsletter

☐ Other – please explain:___________________________________________________
**Measurement & Accountability**

16. Does your company monitor/measure your Aboriginal labour force participation progress?

☐ Yes. If so, can we obtain a copy of the evaluations/reports? ______________________

   i. If so, how do you monitor progress? What performance measures do you use? How do you ensure the accountability of managers for their results in meeting your goals?

   ☐ Employee survey or way of soliciting employee feedback

   ☐ Workforce analysis/employment systems review

   ☐ Policy review

   ☐ Dispute resolution process

   ☐ Other: ________________________________

☐ No. If not, why not? ________________________________

17. What types of statistics do you track regarding Aboriginal employment (please list)?

18. Is your company meeting its Aboriginal employee targets?

☐ Yes. What do you attribute your success to? _________________________________

☐ No. Why not? ________________________________

19. Can you provide me with recent annual Aboriginal employment data for the past five years?

☐ Yes

☐ No

20. Do you report on your Aboriginal labour force participation activities?

☐ Yes. May we have copies of your Aboriginal labour force participation reports?

☐ No. If not, why not? ________________________________
21. How do you identify Aboriginal employees?

22. Are there any problems or challenges associated with your identification methods?

Successes with and Benefits of Aboriginal Labour Force Participation

23. What have been your key successes in terms of Aboriginal labour force participation and developing a more diversified labour force?

24. What have been the benefits associated with such a strategy? How has it been good for business?

25. How has your strategy changed over time?

Challenges with Aboriginal Labour Force Participation

26. What challenges do you face in implementing your Aboriginal labour force participation strategy and/or with Aboriginal employees?

☐ Hard to gain entry into the community
☐ There is a lack of financial resources the strategy
☐ There is a lack of personnel working on the strategy
☐ There is a lack of commitment on the part of company executives/Board members
☐ There is a lack of political will at the federal/provincial/municipal levels
☐ The polices are difficult or cumbersome to implement
☐ Backlash from other (non-Aboriginal) employees
☐ Lack of support from the union
☐ Difficult to clearly communicate the policies to employees
☐ Cultural differences/barriers - please explain: _________________________________
☐ Aboriginal people are unsuccessful during interviews
☐ The education among Aboriginal candidates is not appropriate for the positions that are available
☐ No targeted recruitment campaign
☐ Difficult to personally engage Aboriginal communities
☐ Aboriginal people do not have the requisite education
☐ Not adequately trained
☐ Are hired but do not retain their employment
☐ Language barriers
☐ Literacy challenges
☐ Education is still undervalued in the community
☐ Is a lack of communication by companies (or government) with First Nations
☐ Lack of Aboriginal peers within the organization
☐ Difficult to communicate with First Nation communities
☐ Retention - please explain: _________________________________
☐ Communication - please explain: _________________________________
☐ Other - please explain: _________________________________

Appendix B – Survey and Interview Tools  
Assessing the Effectiveness of Labour Force Participation Strategies
27. What initiatives is your company involved in to overcome these challenges and to assist Aboriginal people in acquiring the skills, training and qualifications necessary for employment and career advancement?

- Cross-cultural (diversity) training program to employees
- Pre-employment training
- Literacy training
- On the job training
- Apprenticeship
- Professional development courses
- Mentoring
- Stay-in-school programs
- Scholarships
- Youth programs to educate youth about options so they can make informed choices about education and career direction
- High school cooperative placements
- Elementary school work experience and educational experiences
- Protocols and/or Memoranda of Understanding with Aboriginal communities/agencies
- Band office incentives
- Partnerships – please explain: ____________________________________________
- Other - please explain: ____________________________________________________

**Government**

28. What support have you received from government (and which levels of government)?

29. Do you need government support?

- Yes. If so, what kind? ______________________________________________________
- No. If not, why not? ______________________________________________________

30. How have government policies enhanced you or inhibited you?

31. What challenges do you think public and private leaders face in their efforts to create a more inclusive work place?

32. Are there any actions such as changes in legislation, policies or programs that other actors (federal and provincial governments, industry associations, unions, Aboriginal organizations) could take that would promote Aboriginal labour force participation?

**Federal government actions:**

**Provincial government actions:**

**Municipal governments:**
Industry associations:

Unions:

Aboriginal organizations like the APC:

Tribal Council:

Band Council:

Resources

33. What kind of resources does your company invest in recruiting Aboriginal personnel?

<p>| | |</p>
<table>
<thead>
<tr>
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</thead>
<tbody>
<tr>
<td>a. Employment equity programs are funded from a separate budget designated solely for this purpose</td>
<td>Yes</td>
</tr>
<tr>
<td>b. Amount of funds to recruit Aboriginal personnel</td>
<td></td>
</tr>
<tr>
<td>c. Amount of funds to train Aboriginal personnel</td>
<td></td>
</tr>
<tr>
<td>d. Amount of funds to retain Aboriginal personnel</td>
<td></td>
</tr>
<tr>
<td>e. Aboriginal liaison officer</td>
<td>Yes</td>
</tr>
<tr>
<td>f. Employment equity coordinator</td>
<td>Yes</td>
</tr>
<tr>
<td>g. Number and types of staffing working on Aboriginal recruitment &amp; retention</td>
<td></td>
</tr>
<tr>
<td>h. Aboriginal employee training programs</td>
<td></td>
</tr>
<tr>
<td>i. Incentives to keep Aboriginal people employed</td>
<td></td>
</tr>
<tr>
<td>j. Cultural sensitivity training</td>
<td></td>
</tr>
</tbody>
</table>

34. What other resources do you require to better achieve Aboriginal employment equity?

☐ More financial resources devoted to employment equity
☐ More person years devoted to employment equity
☐ More commitment on the part of politicians
☐ Other - please explain: ______________________________________________________
**Partnership & Community Liaison**

35. Have you partnered with the Aboriginal community to meet your targets? Please describe.

36. How would you recommend fostering partnerships between Aboriginal organizations, government and private business?

**Recommendations**

37. What are your recommendations to other companies/departments about how to increase the number of Aboriginal people on their workforce?

38. What do you feel are important issues or trends that influence the priority placed on Aboriginal labour force participation and associated strategies?

39. What needs to happen to radically accelerate Aboriginal inclusion in the job market in Atlantic Canada?

40. Do you have any additional comments?

**Thank you.**
Appendix C
Notable (Best) Practices and Case Study Profiles
Assessing the Effectiveness of Labour Force Participation Strategies

Notable (Best) Practices and Case Study Profiles

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A Study Assessing the Effectiveness of Labour Force Participation Strategies

Notable (Best) Practices and Case Study Profiles

Executive Summary

In June 2007, the Atlantic Policy Congress of First Nations Chiefs (APCFNC) through its Atlantic Aboriginal Economic Development Integrated Research Program (AAEDIRP) commissioned Lori Ann Roness Consulting to examine the effectiveness of labour force participation strategies directed towards Aboriginal people, with a particular focus on the Atlantic region.

As a part of this research, interviews were conducted with employers about Aboriginal labour force participation strategies. This report notes notable practices that are being undertaken in the Atlantic region.

A questionnaire was developed with which to interview a variety of employers in the Atlantic region regarding their approach to Aboriginal labour force participation. In total 24 interviews were conducted, representing 22 different employers, both from the private and public sector.

Some companies have been quite proactive in terms of seeking Aboriginal employees and others are at a more preliminary stage. Some have resources available for Aboriginal (or ‘minority’) recruitment while others’ budgets are extremely limited in this regard. Nonetheless, there appears to be a definite desire on the part of those interviewed to build relations with Aboriginal people and First Nations communities.

As one informant highlighted, there are three main arguments for Aboriginal employment.

1. Moral argument – Aboriginal people should have the same access to employment as other people; it’s equitable and right.
2. Rights based argument – Aboriginal people have the right to employment.
3. Statutory argument – the Employment Equity Act and other statues, including treaties and land claims that are constitutionally protected, provide the legal framework for Aboriginal employment.

Notwithstanding the desire to increase Aboriginal employment or to foster partnerships with Aboriginal people or First Nations, the interviews bring to the fore several themes or issues:
<table>
<thead>
<tr>
<th>Theme</th>
<th>Finding</th>
</tr>
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</table>
| Self Identification & Diversity Strategies | • Not everybody self-identifies or declares their membership in a designated employment equity group making it difficult to track employment equity progress or promote programs and opportunities.  
• There may still be uncertainty as to why strategies targeted to specific people, such as to Aboriginal people, are required. More public education is required to prevent growing resentment and breakdown preconceived ideas. |
| Application and Hiring Process | • Application and hiring processes can be quite confusing and are often barriers to employment.  
• Bid processes may be challenging for companies that are not familiar with them.                                                                                                         |
| Job Seeking                  | • Job seeking is an active process. People who are seeking jobs must make themselves known to employers. At the same time, people can be challenged to know where to look for a job.  
• Youth may not be able to formulate a vision for themselves, making it hard for them to get motivated.                                                                         |
<table>
<thead>
<tr>
<th>Theme</th>
<th>Finding</th>
</tr>
</thead>
<tbody>
<tr>
<td>Education and Qualifications</td>
<td>• Gaps in one’s employment history can impact how one is perceived by a potential employer.</td>
</tr>
<tr>
<td></td>
<td>• Many employers require candidates to undergo a criminal background check. This may prevent members of the community from applying for a job.</td>
</tr>
<tr>
<td></td>
<td>• A skilled workforce is required, whether it be in terms of ticketed trades people or people with professional training, such as engineers or accountants.</td>
</tr>
<tr>
<td></td>
<td>• Any training program that is offered on reserve (or anywhere) must meet industry standards.</td>
</tr>
<tr>
<td></td>
<td>• There are a limited number of skilled and/or professionally trained Aboriginal people. This leads employers to compete against each other for a limited trained labour pool.</td>
</tr>
<tr>
<td>Peers and Mentors</td>
<td>• The lack of Aboriginal peers within an organization may be another barrier to Aboriginal employment.</td>
</tr>
<tr>
<td>Mobility</td>
<td>• Mobility is an asset. First Nations communities are not necessarily located in business centres or close to employment opportunities. This often requires Aboriginal people to leave their community, which many do not want to do. However, not being mobile severely limits employment options.</td>
</tr>
<tr>
<td></td>
<td>• Taxation implications of working off reserve are a huge disincentive for seeking employment outside of a First Nation community.</td>
</tr>
<tr>
<td>Awareness, Understanding and</td>
<td>• Differences in communication, demeanor, eye contact, etc. can prevent positive employment outcomes.</td>
</tr>
<tr>
<td>Communication</td>
<td>• What constitutes ‘cultural respect’ is often unclear. It may not be clear what the appropriate protocols or communications are.</td>
</tr>
<tr>
<td></td>
<td>• Communications between employers and First Nations could be improved.</td>
</tr>
<tr>
<td>Theme</td>
<td>Finding</td>
</tr>
<tr>
<td>--------------------------------------------</td>
<td>----------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Funding</td>
<td>• Equity programs or policies must be supported by a sufficient budget.</td>
</tr>
</tbody>
</table>
| Access to the Aboriginal Labour Force and Communities | • It is sometimes difficult to identify who is who in the Aboriginal community, which organizations promote employment or who to contact at the First Nation.  
• Gaining entry to the Aboriginal community or First Nation can be challenging. Likewise, it can be difficult to receive uptake from a First Nation once contact is made. |
| Policy and Enforcement                     | • Enforcement of equity policies can be a challenge.                                                                                   |
| Staffing                                   | • The economy is compelling many companies to streamline their staffing. As such, employers do not tend to have the personnel to continually follow up with communities. First Nations must be more proactive about promoting their labour force and in building partnerships.  
• There may be a lack of personnel working on diversity or equity issues. |
| Stereotypes and (Mis)perceptions            | • Misperceptions about certain employers prevent Aboriginal people from applying for a job. Likewise, there is a general misunderstanding about Aboriginal behaviour and customs.  
• There may be a perception among some of Aboriginal people as being people in need of help.  
• In many cases, Aboriginal people as seen as positive partners. |
| Leadership                                 | • The success of any diversity program is greatly determined by the extent to which it is embraced by the leadership.                |

Responding to these issues provide an opportunity to further Aboriginal employment in the Atlantic region and to furthering efforts to build or improve partnerships with employers in the region.
A Study Assessing the Effectiveness of Labour Force Participation Strategies

Notable (Best) Practices and Case Study Profiles

1. Introduction

In June 2007, the Atlantic Policy Congress of First Nations Chiefs (APCFNC) through its Atlantic Aboriginal Economic Development Integrated Research Program (AAEDIRP) commissioned Lori Ann Roness Consulting to examine the effectiveness of labour force participation strategies directed towards Aboriginal people, with a particular focus on the Atlantic region.

As a part of this research, interviews were conducted with employers about Aboriginal labour force participation strategies. This report notes notable practices that are being undertaken in the Atlantic region.

2. Methodology

A questionnaire was developed with which to interview a variety of employers in the Atlantic region regarding their approach to Aboriginal labour force participation. In total 24 interviews were conducted, representing 22 different employers, both from the private and public sector.

A variety of techniques were used to select employers/policy makers interview participants. First, we used a snowball technique. Snowball sampling relies on referrals from initial subjects to generate additional subjects. Because of the nature of this project, namely to evaluate Aboriginal labour force participation strategies in Atlantic Canada, we also attempted to identify employers who have explicit Aboriginal labour force participation strategies using our referral networks and through extensive searches through company, academic, and public literature. However, as noted below in section 3, research challenges, participation was difficult to obtain. Moreover, we also discovered that many of the employers we did reach do not actually have explicit Aboriginal labour force participation strategies. So, while we made every effort to focus on employers/policy makers that have clear Aboriginal labour force participation strategies, we also ended up interviewing employers/policy makers who did not have explicit strategies but who were interested in participating in the study and who are in the process of developing a strategy or who expressed a clear desire to do so. Employer/policy maker interviewees included directors of
human resources, Aboriginal community liaison personnel, and equity or diversity officers.

The case study information is presented below in two main sections. In the first section, employers are specifically profiled. While the names of the informants remain confidential, public information is directly attributed to the company/employer and referenced accordingly. Because the goal of this project is to build bridges, not cause strife, Information that is more sensitive in nature is presented in the second section in a more generalized way.

3. **Research Challenges**

Corporate Aboriginal labour force participation strategies are not well publicized and are generally regarded as being internal to the company. This is particularly true with smaller employers. As such, details about specific labour force participation strategies are not widely available. The exception seems to be the larger, national companies, particularly banks, which promote their openness to Aboriginal employment quite actively.

Many employers operate under the principle of employment equity and are open to all types of employees as long as they are qualified and meet the requirements of the jobs. These employers do not tend to have an Aboriginal labour force participation strategy per se but often have a commitment to diversity and employment equity policies. Many of these companies publish their policy regarding employment equity.

An attempt was made to reach a large variety of employers across the Atlantic region. In some cases, it was not possible to reach certain employers. In other cases, some declined to be interviewed.

The Atlantic region itself is not as much of a centre for corporate headquarters as other regions. Many of the large employers in the region are actually based in other provinces, primarily Ontario or Alberta. Their approach to Aboriginal employment, if they have a specific one, tends to be national approach rather than being region specific.

4. **Organization of this Report**

Unless otherwise indicated, the content of this case study stems from personal communications with a designated company representative. The employer profiles are presented alphabetically.
5. **Employer Profiles**

5.1 **Brun-Way Construction**

When the province called for tenders to twin the highway, Atcon partnered with SNC Lavalin to form Brun-Way Construction. One of the elements that was mandated by the province and which the company promoted was Aboriginal hiring for the project.

It was important to the province that there be as much New Brunswick content as possible, both in terms of the sub-contractors and employees. An important component of this was that hiring and sub-contracting should also include as many Aboriginal people as possible and buying from Aboriginal providers as there are six Maliseet First Nations along the highway route.

The province stipulated in Brun-Way’s contract that they wanted us to engage Aboriginal goods and services (including human resources) to a value of at least $1 million or more. Brun-Way Construction achieved this goal but if it had not, it would have had to have given the Province of New Brunswick the value of the shortfall.

At the onset of the project, the public and Aboriginal relations manager visited each community along the construction route to meet with the leadership and the economic development personnel to inform them of the project and the plans for construction, to create awareness for what would be needed and to find out from the First Nations what they could offer. Notwithstanding this, Aboriginal communities and/or companies were still required to bid on projects and had to meet requisite thresholds for capability and competitiveness.

The unofficial but underlying philosophy of the company was that all things being equal with the same capabilities and the same bid, Brun-Way Construction favoured Aboriginal providers.

Brun-Way Construction initiated a request with the Province of New Brunswick to hire a First Nation liaison from each of the six Maliseet communities to liaise between the subcontractors who were doing the hiring and their communities. The idea behind having the liaison was that there would be an economic development staff at the First Nation level that would be aware of the skills in the community and encourage those people to apply for positions and to help sub-contracts identify people in the community with the needed skill set. The liaison also helped subcontractors communicate with employees. The Chiefs approved of the creation of the liaison positions.

It is part of Brun-Way Construction’s philosophy to be a good corporate citizen and to give back to the community that gave them the opportunity to work there.
Brun-Way Construction also offered training to Aboriginal people who lived in the communities along the construction project. For example, it offered a flagging course.

5.2 Brun-Way Highway Operations

Company Background

Brun-Way Group is a joint venture formed by two expert highway engineers and builders to complete twinning of the Trans-Canada Highway in New Brunswick. As well, the partners will upgrade certain already-twinned sections of the highway and maintain, operate and rehabilitate the entire stretch of the highway between Longs Creek and the Quebec border.

Brun-Way Construction commenced the construction phase of the project as of February 4th, 2005. Brun-Way Highways Operations Inc. commenced the operations, maintenance, and rehabilitation (OMR) of the existing four-lane highway as of June 1st, 2005. Upon the final hand-over of the 275 kilometres of highway from the Quebec Border to Longs Creek, including Route 95 from Woodstock and the US border, Brun-Way Construction was dissolved. As of this date Brun-Way Operations is responsible for the OMR of the sections until the year 2033.

Brun-Way Operations currently employs 80 people, including full time, part time and seasonal employees. It currently does not employ any Aboriginal people.

Brun-Way Group’s Commitment to Aboriginal Employment

Brun-Way Construction explicitly stated that, during the project period of twinning the highway, it was committed to providing “substantial direct and indirect benefits to the Province including benefits to the New Brunswick aboriginal communities”. These commitments have been integrated into the project agreement.

Brun-Way Operations’ finance department tracks the business the company does with a First Nation fuel provider. This relationship covers Brun-Way Operations’ contractual obligations. Brun-Way Operations’ priority is to hire qualified personnel, regardless of ethnicity. Its approach is to focus on qualifications. It does not have a defined equity strategy.


The company has stated that it is very open to hiring Aboriginal employees. If candidates are qualified for the position, they will be seriously considered.

**Tracking Aboriginal Employees**

Brun-Way does not track Aboriginality or ethnicity in general.

**Challenges**

As part of Brun-Way Operations’ OMR Agreement, snowplough operators must be able to respond to a call and get to the maintenance facility (Meductic, Centreville, St. Leonard) within thirty minutes. This constrains hiring in that candidates must live within that thirty-minute radius.

**Promotion of the Company’s Philosophy Regarding Aboriginal Employment**

All external openings are posted on the company website. A newspaper job ad may also appear in local newspapers or on the HRSDC Job Bank. The company also expressed the intention of contacting the Chiefs of the local First Nations for human resources contacts.

**Aboriginal Hiring Targets**

Brun-Way Operations does not have specific Aboriginal hiring targets. As stated earlier, the company’s priority is to hire the most qualified personnel, regardless of their ethnicity.

5.3 **Convergys**

**Company Background**

Convergys focuses on relationship management by delivering a range of customer and human resources solutions. The company is headquartered in Ohio and employs nearly 75,000 employees worldwide. It has 79 sites globally. In Atlantic Canada, Convergys has sites in Cornwallis, Dartmouth, New Glasgow, Truro, and St. John’s. In Nova Scotia, it opened its first site in Dartmouth in 1998 and now employs approximately 3,500 people. Approximately 500 people are employed at the Truro site. Of note is that Convergys’ Truro site is located at the Truro Power Centre, a Millbrook First Nation economic development initiative.

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**Convergys’ Diversity Policy**

Convergys does not have an explicit Aboriginal hiring strategy. However, it does operate and promote a series of diversity principles which promotes an environment that:

- Values individual differences
- Fosters mutual respect and open communication
- Attracts, develops and supports a diverse workforce
- Increases our competitive advantage
- Enhances career opportunities
- Continues to be recognized as a fair, rewarding place to work.\(^{273}\)

**Rationale for Increasing Aboriginal Employment**

It has stated that it is a priority to hire Aboriginal people. As mentioned, Convergys’ Truro site is located on a First Nation. It has expressed a desire to establish a relationship with local First Nations and to be involved strategically with communities. It desires to be a good corporate neighbour.

**Tracking Aboriginal Employees**

In the province of Nova Scotia it is not a requirement to track employees in any of the four designated employment equity groups. Convergys is aware that Aboriginal people do apply for positions at the company but since there is no requirement to track its employees under employment equity or the Federal Contractors Program, the company does not have any way to determine who is Aboriginal and who is not.

**Types of Positions**

Aboriginal employees occupy the following positions at Convergys (Truro):

1. Middle management
2. Customer service

Promotion of the Company’s Philosophy Regarding Aboriginal Employment

Convergys has established a Global Diversity Council, comprised of 80 employees who drive change at all levels of the company. The Council committees provide direction and implementation for Diversity Measurements & Accountability, Diversity Education & Training, Diversity Communications, Diversity Recruitment & Retention, and Diversity Career/Professional Development. 274

Convergys offers diversity training. It is a multi-dimensional, multicultural skills-based learning called Operating in a Global Environment. The program is designed to help employees accomplish their goals of working in a changing, multicultural workplace.

Convergys regards affinity groups as adding “value to [its] business and [helping to] develop a more inclusive work environment” by fostering open communications, business problem solving and employee development. There are six affinity groups at Convergys: Global Women’s Network, Asian Employee Network, Convergys Hispanic Initiatives in Motion, Convergys Ability Resource Team, Gays, Lesbians and Allies at Convergys, and Black Employee Network.

Convergys also supports diversity action teams, which focus on enriching the employee experience at the company and contributing to the company in beneficial ways. The teams identify and recommend solutions specific to their location, market and community. 275

Convergys (Truro) has made a presentation to Aboriginal employment councilors to promote the company. It has met with other Aboriginal representatives as well. It hangs posters at the site and at the local First Nation. Convergys employs many advertising and marketing strategies. One of these strategies is Employee Referrals. This is an effective means to attract quality candidates.

The company also plans to introduce First Nation cultural sensitivity training at the Truro site and has recently identified the need for an Aboriginal labour force strategy.

Government Support

Convergys has not had any support from government but is very open to support in how to develop and implement an Aboriginal recruitment strategy.

Support from the Aboriginal community would also help the company identify what needs to be done and to develop a connection with the community.

274 Ibid.
275 Ibid.
Successes and Benefits

The company has initiated Aboriginal sensitivity training to begin to build bridges and foster understanding.

The diversity committee organizes different cultural events for the staff to enjoy.

5.4 Dalhousie University

Employer Background

Dalhousie University was established in 1818 and is located in Halifax, Nova Scotia. It has 11 faculties and offers 3,600 courses in 180 areas of study. Approximately 15,000 students attend Dalhousie.

Dalhousie attracts more than $115 million in research grants and awards annually. The university also has 50 Canada Research Chairs, more than any other university in Atlantic Canada. Chair holders advance knowledge in their fields through their own research and by teaching and supervising students and coordinating other researchers.276

Dalhousie employs and tracks approximately 2,500 people under its federal contractors workforce. It also employs approximately 2,000 part time and contract staff, which it does not track under the Federal Contractors Program. Of its full time staff and faculty complement, approximately 20 have self-identified as Aboriginal. Opportunities for employment at Dalhousie University include academic and non-academic positions. Non-academic employment includes administrative support, computer and other technical positions, and supervisory/managerial opportunities.

Dalhousie University's Employment Equity Policy

Dalhousie University defines ‘employment equity’ as: “measures taken to address and prevent employment practices, policies and procedures that create unfair or unequal employment opportunities for designated group members”.277 It defines ‘affirmative action’ as “a variety of measures designed to eliminate discrimination and to remedy the effects of past discrimination against designated groups, usually in the area of employment. In Canada, affirmative action plans in relation to employment are called "employment equity plans." Such programs are permitted by

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human rights acts and by section 15 of the Canadian Charter of Rights and Freedoms. 278

The University began exploring employment equity issues in 1981. It introduced its first program, an affirmative action program directed to the appointment of female academics, in 1984. In 1986, the federal government enacted the Employment Equity Act and established the Federal Contractors Program (FCP) in 1989. At the same time, the university’s Board of Governors approved Dalhousie's policy statement on Employment Equity through Affirmative Action in October 1989. The Nova Scotia Human Rights Commission later approved it on April 26, 1991. 279

The policy defines Dalhousie's commitment to employment equity. It also details the implementation criteria for extending affirmative treatment to the four designated groups recognized under federal employment equity legislation: Aboriginal peoples, people with disabilities, members of visible minorities, and women. With particular reference to Aboriginal people, Dalhousie highlights Mi’kmaq people who are the primary Aboriginal nation in Nova Scotia.

The hiring process at Dalhousie is very clearly laid out and is transparent. For example, a detailed description of the hiring process for academic appointments is available at the university's human resources website at: http://www.careerjet.ca/job/c38af22cae503eea0b4bc8f79e679eb2.html.

Dalhousie University also has an explicit a Statement on Prohibited Discrimination and an Accommodation Policy. The Statement on Prohibited Discrimination details the university’s commitment to fostering a discrimination-free work and study place for faculty, staff, and students. 280 With its Accommodation Policy, Dalhousie recognizes that providing a work environment that is free from prohibited discrimination also means making accommodations for employees when the work environment has a discriminatory effect on the employee’s ability to fully participate in work-related activities. 281

Please refer to Appendix A for Dalhousie University’s Policy on Employment Equity through Affirmative Action.

Tracking Aboriginal Employees

The Federal Contractors Program requires that employers who wish to receive government contracts and/or grants of more than $200,000 and who have more than

278 Ibid.
279 Ibid.
280 Ibid.
281 Ibid.
100 employees to commit to employment equity. Most universities in Canada abide by the Employment Equity Act and the Federal Contractors Program. Under the FCP, Dalhousie submits bi-annual reports on its progress regarding the representation and distribution of members of the four designated groups among university staff and faculty.  

Under the FCP, Dalhousie tracks a variety of information, including Aboriginality, recruitment, etc. It also tracks and records every time it receives an Aboriginal applicant, every Aboriginal person that was interviewed, hired, promoted, and terminated so that the university can track retention [only for those people who have self-identified as Aboriginal]. However, Dalhousie only tracks numbers. It does not, for example, track the reasons why someone leaves a post (e.g., it does not track if someone left a position to pursue another opportunity or because that person was terminated).

Dalhousie also conducts a workforce analysis and a five-year work plan with input from each faculty and non-academic departments. Dalhousie also sets numeric goals, typically with the deans and academic vice presidents. The work plan and all strategies are always formulated in the context of the FCP.

Prospective applicants have the opportunity to fill out a self-identification questionnaire when they apply for a job at Dalhousie. Likewise, Dalhousie conducts an employment equity scan periodically and staff has the opportunity to complete an Employment Equity Workforce Profile once hired. When someone self-identifies at the application stage, his/her application is flagged as designated under the employment equity program. *Please see below for these two forms.*

**Types of Positions**

Based on 2007 data, Aboriginal people occupy the following positions at Dalhousie University:

1. Middle management – one
2. Professional (faculty, councilors & librarians) - eight
3. Semi-professional – one
4. Administration and senior clerical – five
5. Clerical – three
6. Other services, e.g., financial – two

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282 Ibid.

*Appendix C – Notable (Best) Practices and Case Study Profiles*

*Assessing the Effectiveness of Labour Force Participation Strategies*
Supports for Aboriginal Employment

Dalhousie University has an Office of Human Rights, Equity & Harassment Prevention (previously known as the Employment Equity Office). It was established in August 1990 and is “mandated to review employment systems for signs of systemic discrimination and to assist all faculties and administrative units in the planning and implementation of Employment Equity programs”.

The office also manages the investigation of complaints of discrimination. The office offers a variety of services, including consultation, mediation, assistance in the development of training programs, and advice about equity in the workplace.

Dalhousie offers a variety of services to all its employees, including training and development. These range from professional development workshops to how to balance the demands of work and home. Workshops are available on a range of issues, including cultural awareness, effective interviews, and best practices on fair and equitable hiring practices for search committees. The university also offers individual consultation and coaching.

Dalhousie University also has a Council on Employment Equity through Affirmative Action. The Council works through and with the Human Rights and Equity Advisor to implement Dalhousie's employment equity policy. Representatives on the Council include a representative from each employee group and bargaining unit, members of each of the four designated groups, one student, three Vice-Presidents, the Director of Human Resources, and the Human Rights and Equity Advisor.

Academic hiring is monitored through a multi-stage process: by ensuring diversity among the hiring committee, encouraging outreach to Native audiences, in the short listing process, in monitoring why designated candidates are not short listed, and after the interview process, in detailing why the successful candidate was substantially better than every designated candidate that applied (if the successful candidate was not a member of one or more of the designated groups). Staffing recruitment and hiring is a more centralized process overseen by the staffing branch at Dalhousie. There, screening and hiring are consistent with the university's employment equity policy.

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283 Ibid.
284 Ibid.
287 If there are designated group applicants for an academic position who are not shortlisted, the hiring committee must show that the shortlisted candidates are substantially better qualified than the designated group applicants who were not shortlisted.
Dalhousie makes every effort to ensure Aboriginal candidates are considered for positions. For example, once an Aboriginal applicant for an assistant professor position was ranked 7th out of 48. Normally, the hiring committee would only interview 2-3 people. However, since this person met the criteria, s/he was interviewed as well. This allowed the person to be seen; the hiring committee recognized that s/he may not have had the same opportunities to teach or publish and that, in turn, may have prevented him/her from being ranked as high.

If an Aboriginal candidate applies for a position and meets the hiring criteria, s/he will be interviewed. It is so rare that Dalhousie receives applications from Aboriginal candidates. The university wants to ensure the candidates that do apply get full consideration.

Promotion of the Employer’s Philosophy Regarding Aboriginal Employment

Dalhousie University explicitly states that it is an employment equity/affirmative action employer and that it encourages applications from qualified Aboriginal peoples, persons with a disability, racially visible persons, and women.288

All Dalhousie job postings contain the following statement: "All qualified candidates are encouraged to apply; however, Canadians and permanent residents will be given priority. Dalhousie University is an Employment Equity/Affirmative Action employer. The University encourages applications from qualified Aboriginal people, persons with a disability, racially visible persons and women."289

Dalhousie’s activities regarding Aboriginal hiring fall within its activities on employment equity. It does not utilize specific recruitment, retention or promotion strategies for Aboriginal people specifically.

Aboriginal Hiring Targets

The following table290 depicts the total Aboriginal employee population at Dalhousie as compared to their overall representation in Canada, in Nova Scotia, and in Halifax.

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289 Source: [http://www.careerjet.ca/job/c38af22caae503eea0b4bc8f79e679eb2.html](http://www.careerjet.ca/job/c38af22caae503eea0b4bc8f79e679eb2.html), retrieved on: February 17, 2009.
290 Unknown. Recent Data Profile of FCP. Halifax: Dalhousie University, unknown; retrieved from: [http://www.careerjet.ca/job/c38af22caae503eea0b4bc8f79e679eb2.html](http://www.careerjet.ca/job/c38af22caae503eea0b4bc8f79e679eb2.html); retrieved on: February 17, 2009.
Table 1: Total Population Showing Representation by Geographic Areas

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<tbody>
<tr>
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<td>19.00</td>
<td>15.00</td>
<td>976,305.00</td>
<td>436,485.00</td>
<td>17,015.00</td>
<td>7,755.00</td>
<td>3,525.00</td>
<td>2135.00</td>
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<tr>
<td></td>
<td>0.80%</td>
<td>0.70%</td>
<td>3.30%</td>
<td>2.60%</td>
<td>1.40%</td>
<td>1.60%</td>
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</table>

As one can see, as of 2006, Dalhousie University employed 19 Aboriginal people representing 0.8% of its workforce. Comparatively, 1% of the population in Halifax and 1.4% of the population in Nova Scotia identifies itself as being Aboriginal. As such, Dalhousie has not yet achieved a representative workforce under the Federal Contractors Program. At the same time, it has enjoyed a growth in terms of Aboriginal employment since 2002 when it only employed 15 Aboriginal people (as compared to 19 in 2006).

Dalhousie University’s goal is to have a representative workforce, which means that the university’s workforce should mirror the greater community in which it operates. Since Aboriginal people represent 1% of the workforce in Halifax, Aboriginal representation at Dalhousie should also be at 1%. Dalhousie looks at where it is in terms of Aboriginal hires (and of designated hires in general), where it needs to be and the number of hires that it needs to hire in order to fill the gap. For example, among faculty, Dalhousie need to hire 3-4 Aboriginal faculty to be on par with the representation of Aboriginal people among the general Canadian population nationally.

**Government Support**

Dalhousie University draws on support from Statistics Canada for Aboriginal labour force information. Such information may include: how many Aboriginal people live in the city, province, region or country; how many are qualified and ready for employment in different employment groups (e.g., senior management, faculty, etc.).

The Federal Contractors Program sets out tracking and reporting obligations in terms of the employment of the four designated groups under the Employment Equity Act. Otherwise, the FCP does not provide any support.

It is important to be more creative on how creating opportunities for Aboriginal candidates. Government funding and support would help to do that.
**Successes and Benefits**

Aside from the hires, one of the positive outcomes of our activities is the determination that educational achievement needs to be emphasized beginning in the early grades and that recruiting needs to start before high school.

Over the last 4 years, Dalhousie has developed 10 undergraduate scholarships for Aboriginal people (and African Nova Scotians). The university also recently established a new scholarship for African Nova Scotian and First Nations graduate students to increase the representation of Nova Scotia Black and First Nations students at the graduate level. There is one $15,000 renewable award for an African Nova Scotian and one for a First Nations student. There is the impression that the Aboriginal community does not necessary feel that it received a strong message of welcome from the university. Part of the purpose underlying the scholarships is to send the message that there is a place for Aboriginal people (and African Nova Scotians) at the university.

Dalhousie University also has a very large student employment program. Some students work for departments during their undergraduate career that provides them with a strong skill set. Later on, they can build on these skills and be competitive.

Dalhousie appreciates that an individual’s experience at the university will be its most important public relations boost. So, it concentrates on ensuring people’s experience throughout the application process, during employment, and with opportunities for advancement that are fair and equitable. The university endeavours to be as transparent as possible so that if a candidate does not get a position, s/he can be secure in knowing it was because s/he did not have the same credentials as someone else. The hope is that even if did not get a particular job, the application experience was positive and they will re-apply.

**Barriers to Aboriginal Employment**

Less than one per cent of our workforce is Aboriginal. But, according to Statistics Canada, only 1% of the population nationally that have their PhD and who are ready to be professors are Aboriginal. Dalhousie judges its performance based on the numbers received from Statistics Canada.

Some people choose not to self-identify as being Aboriginal or a member of another designated group. Perhaps they fear backlash or they do not want their colleagues to think that they were hired for any other reason than their qualifications and experience. Some people choose not to self-identify because they do not want

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additional expectations to be placed on them that they may not be able to fulfill, e.g., in terms of added mentoring responsibilities. Perhaps they do not want to participate in activities for designated employees or feel pressured to take part in activities.

Self-identification is completely voluntary, both at the application and hiring stages. But, even if someone self-identifies at the application change and then opts to not self-identify at the hiring stage, there is no way to track that person after s/he is hired. There have been people hired at the university who are Aboriginal but who have chosen to not self-identify. Such people are not tracked and do not ‘show up’ in the statistics.

Initially, Dalhousie attended a lot of career fairs but it found that the uptake was very low. Going into communities would be preferable but if this were done, it would also be preferable to ask our Aboriginal employees to go into the communities so that they can talk about their personal experience at Dalhousie to show others that there is a place for them.

It is difficult for people to leave their community to work in the city. To move and try a job without knowing if you are going to be happy is difficult. It is also difficult to take a new job without any kind of support initially. It can be psychologically difficult. There is a lot for people to give up. The fact is, however, that one has to give up that small amount of security to test any employment situation.

Tax regulations can inhibit Aboriginal employment off reserve. There are a significant amount of costs associated with moving to a city and taking up residence there. Moreover, there are tax incentives to living on reserve and that may prevent people from applying for jobs off reserve.

It can take time to work out cultural differences. Employees can also feel like they are having trouble fitting in. People may struggle with their identity and balancing their community connections and responsibilities with their work obligations.

In terms of faculty recruitment, the university may be looking for a faculty member with such a narrowly defined focus that candidates for that position may not be many, even among the general population. There are so few Aboriginal faculty to begin with that narrow focuses tend to shut them out even more. If it were possible to broaden a search to identify people who have a significant contribution to make even if they do not have the same focus as is required, universities may be more successful in their recruitment of Aboriginal faculty.

Nationally, there are so few Aboriginal people with PhDs that universities across the country are competing with each other (and with other employers) to employ Aboriginal PhDs. Moreover, the Aboriginal people with PhDs tend to focus on
Aboriginal issues. However, there are a limited number of faculty appointments in a Native Studies focus area. If a university’s search criteria are so narrow, this also means that these candidates are not employable in another study area. However, if it were possible to identify Aboriginal students who are in a Master’s program and about to pursue a PhD, perhaps we could flag them on some level. If these students knew there were other employment opportunities or focus areas for them or even opportunities for them, maybe they would contemplate them instead of focusing on specifically Aboriginal issues (if they so desired). This might influence the route Aboriginal graduate students are taking.

One challenge is staying connected with the Aboriginal communities. Moreover, with so few personnel at the First Nation level, great care must be taken to not overburden them or overuse their connections and resources.

The number of Aboriginal people at Dalhousie is small. The sooner the university can reach a critical mass, the sooner Dalhousie will become a more natural place for people to seek employment and opportunity.

**Challenges for Leadership**

It is not possible to police behaviours. The community (employer community and the community at large) is too large for that. The challenge is getting others to partner and to be part of the solution. It should not only be up to the managers to address bad behaviour. Everybody is responsible for his or her behaviour. “We will only be successful when the commitment is there on every single level. Our challenge is not the will but in helping people develop their skills set and finding their voice to be effective lobbyists on behalf of others or themselves.”

New students and staff are aware on so many levels of discrimination and equity but people still struggle to find their voice and speak out against inequities in a non-confrontational but effective way. It is not enough to empower someone or to ask for assistance in dealing with an issue at an early stage. The key for leaders is to help others build their skills so they can be assertive without being aggressive or so they can teach others without alienating or shutting people down. It is a big challenge in terms of having sufficient resources to message that or build skills.

5.5 **Government of New Brunswick**

**Company Background**

The Government of New Brunswick has designated authority for provincial matters under section 92 of the *Constitution Act, 1867*. It is primarily responsible for public schooling, health and social services, highways, the administration of justice and local
government. The Government of New Brunswick (GNB) is the largest employer in the province.

**Government of New Brunswick’s Equal Employment Opportunity Program**

The Government of New Brunswick is an Equal Employment Opportunity Employer. Established in 1984, the Equal Employment Opportunity (EEO) program provides Aboriginal people, persons with disabilities and members of visible minorities with equal access to employment, training and advancement opportunities in the New Brunswick Public Service. The program is intended to help create a more balanced workforce that reflects the diversity of the province.292

The EEO program is administered by the Office of Human Resources in partnership with government departments. It includes the maintenance of an inventory of designated group job seekers and the administration of a special hiring fund.293

In order to qualify for the program, candidates must be a resident of New Brunswick. They can register online or complete a paper EEO program application form and submit a résumé. After their application has been reviewed and approved, a candidate's information will be maintained in the EEO database for two years.294

Once candidates are registered with the EEO program, they are eligible to apply for Open and In-Service (closed) competitions or temporary employment that could lead to appointment to government positions.295

Through the EEO program, EEO candidates can:

- Register in the program by including their résumé in the corporate EEO database, which is used by authorized GNB Human Resources personnel to search for EEO candidates when attempting to fill temporary, short term or regular positions.
- Apply for Open and In-Service (closed) competitions once registered.
- Be offered a Term Placement (up to a maximum of two years) which could lead to permanent employment.296

The EEO program is a step to help people get opportunities that they might not get otherwise. It also provides candidates with a chance for a permanent position.

293 Ibid., retrieved on March 31, 2009.
294 Ibid., retrieved on February 21, 2009.
295 Ibid.
296 Ibid., retrieved on March 31, 2009.
Notwithstanding this, candidates still need to have the required qualifications. In other words, for the GNB, the principle of merit prevails.

Subsidized funding may also be allocated to GNB departments to hire EEO candidates, with the understanding that a department will make every effort to place successful participants in regular positions after the term placement is over. However, not every request for funding can be accommodated. If a department wants to hire an EEO candidate, it may apply for funding from the EEO program to hire that person for a maximum of two years. Comparatively, if the department wants to hire a non-EEO candidate, it must fund that position from its own internal departmental budget. If funding is not available to support the EEO candidate’s hire, the department may also opt to hire that person anyway from its departmental budget. In that case, the Office of Human Resources would not necessarily be aware of such a hire.

The EEO program provides subsidized funding for approximately 40-50 EEO placements each year.

Departments may also hire from the EEO pool without the Office of Human Resources being aware of the hire. The Office controls who gets on the list but once a candidate enters the database, departmental human resources personnel can access the database on their own and hire from it. The Office is not necessarily informed when someone is hired from database.

**Tracking Aboriginal Employees**

As noted above, EEO candidates are maintained in the database for two years while their position is being funded by the EEO. Candidates that qualify for an EEO funded term position are tracked by position, department, etc. However, after their EEO funding term ends, the province does not track their employment with the public civil service.

**Types of Positions**

Aboriginal employees occupy a range of positions at the Government of New Brunswick but specific information is not available.

The government does not track or maintain a profile of what jobs are filled specifically by Aboriginal people. Candidates may self-declare but it is a voluntary self-declaration and not everybody does.

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297 Ibid., retrieved on February 21, 2009.

*Appendix C – Notable (Best) Practices and Case Study Profiles*

*Assessing the Effectiveness of Labour Force Participation Strategies*
The most common way of recruiting is through the competition process. However, a department can also hire someone as a casual, contract or on a term placement for short-term assignments.

Competitions that are advertised are not specific to a designated group. All appointments are based on the principle of merit and candidates must have the required qualifications to be appointed to a position.

If a department is looking to fill a temporary position and is interested in hiring someone registered under the EEO program, they can apply to the Office of Human Resources for funding to hire an EEO candidate for a term placement. That process is independent from the competition process. However, to be able to hire from the pool of EEO candidates, they also need to have the necessary skills to do the job.

**Supports for Aboriginal Employment**

Aboriginal employees of the GNB benefit from employee programs like other employees of the public service. As members of a designated group, Aboriginal candidates can benefit from the Equal Employment Opportunity Program.

A corporate policy on workplace equity and diversity is in the process of being developed by the Office of Human Resources for the New Brunswick Public Service.

The policy is intended to promote workplace equity and diversity as a means to achieve a skilled and diversified workforce that values, respects, and accommodates individual experiences and needs. The objectives of the Policy are to facilitate the inclusion, retention, and progression of designated groups: Aboriginals, persons with disabilities, members of a visible minority group, and women; and to educate and promote awareness amongst managers and employees about the benefits of workplace equity and diversity.

The policy is also supported by various diversity awareness-training sessions to ensure that the GNB is an inclusive workplace. These sessions include one developed by the Aboriginal Affairs Secretariat, one that focuses on cross-cultural awareness regarding visible minorities and new immigrants, and a third one on disability awareness and accommodation in the workplace. GNB has also developed a Values and Ethics Framework that along with a list of fundamental values promotes respects and supports diversity.

The GNB is also developing other policies such as a respectful workplace and a workplace accommodation policy. These policies are at the research phase.
Promotion of the Company’s Philosophy Regarding Aboriginal Employment

The EEO program is promoted through the GNB website. All GNB job ads state that the GNB provides ‘equal opportunity for employment’.

Aboriginal Hiring Targets

The Government of New Brunswick does not have any targets per se. Nor does it operate on a quota system. It maintains that the principal of merit prevails. The focus of the GNB is on encouraging awareness and an inclusive workplace to make sure everybody has an equal chance of employment.

Successes and Benefits

The EEO program has helped to open the door for designated candidates and it provides the department with a chance to hire an EEO candidate that it might not otherwise have.

The EEO funding that departments can apply for to subsidize the employment of an EEO candidate may be an incentive to hiring EEO candidates. Because the funding is for a longer period (two years), it helps the department better support the employee. Because the departments have two years to invest in the employee, they also tend to hire the employees permanently after the funding period ends.

5.6 Government of Prince Edward Island

Company Background

The Government of Prince Edward Island has designated authority for provincial matters under section 92 of the Constitution Act, 1867. It is primarily responsible for public schooling, health and social services, highways, the administration of justice and local government.

Government of Prince Edward Island’s Diversity and Equity Policy

Amendments to the Civil Service Act in 1998 identified a need to foster the development of a public service that is representative of the Prince Edward Island’s diversity. Thereafter, in 2002, the Government of Prince Edward Island developed a Diversity and Equity Policy to support the development of an innovative and inclusive workforce that is representative at all levels of the diverse population the government serves. Within this, the Government of Prince Edward Island recognizes,
respects, and accommodates what it terms “diversity as individuals” as a basic human right. 298

Under the Diversity and Equity Policy, ‘designated groups’ are defined as the groups who have in the past experienced employment disadvantage and who are currently underrepresented in the workplace. These groups include, but are not limited to: Aboriginal people, people with disabilities, visible minorities, and women, particularly those in leadership and management and in non-traditional vocations. 299 The province follows a similar approach to these groups as the federal government does. However, the province does not adhere formally to federal employment equity guidelines but does adhere to its own Diversity and Equity Policy.

The objectives of the government’s Diversity and Equity Policy are to: “guide departments and agencies in removing barriers faced by designated groups, and ensure equality of treatment within the civil service. It will help to raise the understanding and awareness that individual differences contribute to the overall value of the public sector workplace”. 300

Within its diversity statement, the Government of Prince Edward Island “is committed to providing a positive workplace which recognizes, respects, and accommodates diversity of all individuals”. 301 Its diversity policy is intended to “foster the development of a public service that is representative of the diverse population it serves”. 302

The Government of Prince Edward Island has founded its Diversity and Equity policy on four main commitments:

1. Valuing and welcoming diversity in its staff and clients and building a workforce that is free from all forms of harassment and discrimination
2. Equitable opportunities to employment and promotions based upon qualifications
3. Creating and providing quality services that are inclusive, innovative, and flexible in meeting public needs

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302 Ibid.
4. Monitoring and reporting results, ensuring accountability of all departments for the implementation of the diversity policy.\textsuperscript{303}

**Rationale for Increasing Diversity and Aboriginal Employment**

The Government of Prince Edward Island implemented a Diversity and Equity Policy because it believes that an appreciation and awareness of the diverse workforce in the civil service and in the province can support the civil service in identifying and capitalizing on opportunities to improve programs and services; attract, retain, motivate, and utilize the human resources in the civil service effectively; and to benefit from being a socially conscious and progressive civil service.\textsuperscript{304}

The Government of Prince Edward Island regards the benefits of diversity as improving client service by having a workforce that represents its client base and which can understand and better meet the needs of the clients. In its 1999 PEI Population Strategy Report, the province identified the need of immigration promotion initiatives. Thus, diversity also helps organizations to prepare for a labour force that consists of people of a broader array of nationalities. Diversity also contributes to greater innovative program design and marketing by drawing on different talents and backgrounds and better customizing programs and services for a diverse clientele.\textsuperscript{305}

**Tracking Aboriginal Employees**

The Government of Prince Edward Island does not track Aboriginal employees specifically. However, the government does conduct workplace diversity survey every two to three years. The survey was first conducted in 2005 and again in 2007. It anticipates conducting another one in 2011. The survey is administered to public service employees; completion is voluntary. The response rate to the first two surveys was quite low (less than 45%); as such, it cannot adequately comment on the exact number of Aboriginal employees per se.

The Government of Prince Edward Island also encourages candidates to self identify themselves as a member of one of the four equity groups on job applications. This is also voluntary.


Types of Positions

As mentioned above, the province does not yet have a definitive snapshot of the types of the jobs that Aboriginal employees currently occupy, primarily because of a low response rate to the new workplace diversity survey. Unofficially, it is aware of at least some Aboriginal employees that occupy the following types of positions:

1. Middle management, e.g., program coordinator
2. Program consultants, e.g., case worker, conservation officer
3. Program personnel
4. Client services, e.g., library assistant

Supports for Aboriginal Employment

The Office of Staffing and Human Resource Planning within the Public Service Commission works with government departments to identify positions that can be designated employment opportunities for Aboriginal people (or another designated group) where Aboriginality might be preferred for some positions.

The Government of Prince Edward Island also has a Diversity Advisory Committee, which is internal to the organization. The committee is responsible for overseeing the government’s diversity strategy and advising on diversity issues. Representatives from each department sit on the committee as well as from the PEI Human Rights Commission and the Public Service Union.

The Diversity Consultant with the PEI Public Service Commission works with other departments and encourages them to consider more Aboriginal students for summer employment. The Commission regards the student employment program as being very important. The workforce in Prince Edward Island, as with the remainder of Canada, is an aging workforce. The volume of employees that are planning to retire in the next ten years is large. New employees are needed. One of the best ways to attract and promote the public service is through the student employment program.

Promotion of the Company’s Philosophy Regarding Aboriginal Employment

The government’s position is stated on job postings where it requests all job applicants to identify themselves as being a member of one of the four diversity groups.

The Public Service Commission also has a program called the Diversity Employment Program, which allows diversity candidates to be recruited outside of the union contract. For example, if a department wants to hire an Aboriginal person, this program allows for the recruitment of that person for a period of up to one year as a government appointment. This enables departments to hire people from diversity
groups who may not be hired otherwise because they are not already part of the public service and therefore cannot compete for internal postings. Once in the position, these particular employees can then compete for internal postings. Thus, the Diversity Employment Program gives people an opportunity to ‘get their foot in the door’.

The government conducts diversity promotional activities. It has also produced a workplace diversity video, diversity posters, and calendars. The Public Service Commission invited Aboriginal employees to participate in the making of the video and other promotional materials. Each year, the government also organizes events to celebrate workplace diversity during the Public Service Week and Aboriginal employees are encouraged to participate in these events. In recognizing their dedication and leadership, the Annual Premier’s Diversity Leadership award is presented to diversity leaders within the Public Service.

The Public Service Commission conducts various professional development training with government employees. For example, it offers a training program called Valuing Our Diversity designed to create a culture of understanding. Within this course, participants learn about diversity issues, employment equity and understand the uniqueness of each culture. Aboriginal cultures are addressed within this training.

The Public Service Commission also offers a training workshop on Respectful Workplaces jointly with Ceridian Canada. The program is about teaching people how to respect individual differences and how to accept and value people from diverse backgrounds. Aboriginal culture/issues is one component of the workshop. Other issues include discrimination, harassment–free workplaces, basic human rights, etc.

**Aboriginal Hiring Targets**

The Government of Prince Edward Island does not have Aboriginal hiring targets per se. However, it aims, within the context of its Diversity and Equity Policy, to have a more representative workforce. This, however, has not been quantified.

**Successes and Benefits**

Having a great working relationship with local First Nations and Aboriginal organizations has been helpful. The Government of Prince Edward Island regularly incorporates Aboriginal people into government events, such as Public Service Week.

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306 Ceridian Canada is a private company that provides human resources solutions (e.g., payroll, HR Information Systems, recruiting, Employee Assistance Programs and Work-life/Wellness Solutions, learning and development, and HR Consulting (source: [http://www.ceridian.ca/en/media/facts.html](http://www.ceridian.ca/en/media/facts.html), retrieved on March 16, 2009).
or for diversity awareness events. Having a good working relationship has been important in creating a comfortable workplace culture that recognizes the diverse groups. It has also helped to create a bridge among cultures in PEI and helps people to have a better understanding and increased knowledge about the culture.

The PEI Public Service Commission maintains an inventory of qualified individuals from diversity groups seeking employment. It works with Aboriginal (and diversity) organizations, academic institutions and community colleges to compile an inventory of Aboriginal people who might be looking for government sector jobs. The government tries to recruit from the inventory when departments have openings (e.g., casual, project based, short term) and before the position is opened to the public.

**Barriers to Aboriginal Employment**

People seem to be very reluctant to self-identify as being a member of a diversity group. Though an exact reason is unclear, it may be because they fear negative repercussions as a result of being identified (e.g., discrimination or perceived as receiving an unfair advantage).

**Challenges for Leadership**

People often do not self-identify so it is difficult for policy makers and the government to know the exact composition of its labour force. To encourage self-identification, the Government of Prince Edward Island has developed various communications strategies to encourage self-identification.

**Recommendations to Others**

It is important that there is support and buy-in from all stakeholders with regards to Aboriginal employment. This would include unions, program/departmental officials, policy makers and Aboriginal organizations themselves.

The cultural awareness or increased understanding about the Aboriginal community and culture is very important because that makes or creates the link for people to recognize that culture. Collectively, we must create opportunities for understanding.

5.7 **Halifax International Airport Authority**

**Company Background**

Halifax International Airport Authority (HIAA) is a locally controlled, non-share capital corporation that was incorporated in November 1995. On February 1, 2000, the HIAA assumed the operation and management of the Halifax Stanfield International Airport.
Airport from Transport Canada.³⁰⁷ The HIAA maintains the safe and efficient operation of the airport. It markets and promotes the airport, manages expansion and improvement projects, and provides administrative services.³⁰⁸

The Halifax International Airport Authority’s mission is: “connecting Nova Scotia to the world through flight”. Its vision is: “great people delivering the best airport experience in the world”.³⁰⁹

Its core values include:

- Integrity – acting honestly and ethically with each other, clients and stakeholders
- Accountability – taking responsibility for decisions and actions (individually, departmentally, and organizationally)
- Corporate citizenship – valuing the community in which it does business
- Teamwork – valuing team accomplishments and working with departments and the airport community to advance organizational success
- Diversity – valuing the qualities and contributions that people brings to the workplace and by embracing and celebrating differences.
- Initiative – encouraging business innovation, timely action, and creativity
- Respect – for the Individual where people are treated fairly and with respect, communicated with openly and honestly and where excellence is promoted.³¹⁰

The Halifax International Airport Authority’s Aboriginal Employment Strategy

The HIAA participates in employment equity through the Legislated Employment Equity Program (LEEP) because it employs more than 100 people and because it is regulated by the federal government. The HIAA has a full employment equity plan. The HIAA began implementing employment equity in 2002-03.

Under the LEEP, the HIAA follows a multi-step employment equity process that includes: developing an organizational commitment to employment equity (through an employment equity committee), conducting an employment equity survey, annual

³¹⁰ Ibid.
reporting, completing a workforce analysis of the composition of the workforce compared to the composition of the larger community, conducting an employment systems review (last done in 2005), and preparing and implementing an employment equity plan on how to address gaps identified through the workforce analysis and the employment systems review. The HIAA has developed a number of diversity programs through the employment equity initiative.

The HIAA emphasizes that even if an applicant self-identifies as a member of a designated group, s/he still has to meet the qualification requirements of the position.

**Tracking Aboriginal Employees**

HIAA tracks four groups under its Employment Equity program: people with disabilities, Aboriginal people, visible minorities and women. The HIAA tracks employment equity by asking all hirees to complete an employment equity questionnaire. HIAA has numerical targets for the hiring and promotion of the four designated groups.

Completing the employment equity component on the job application or upon hire is completely voluntary.

**Types of Positions**

The HIAA employs 132 full-time and 27 seasonal employees. Of these, three are Aboriginal employees occupy the following positions at HIAA:

1. Skilled labour
2. Senior level technical
3. Senior level administrative

**Supports for Aboriginal Employment**

The HIAA offers a full day session on diversity training for every employee. It is a one-time training but it is offered 1-2 times per year for all new employees. The training has been a success in terms of positively changing attitudes. At the onset, many of the staff was hesitant about employment equity and hiring quotas. But over time, staff has come on board and now sees the benefits.

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**Promotion of the Company’s Philosophy Regarding Aboriginal Employment**

HIAA’s website contains a diversity statement. It states that it “values the diversity of the communities it serves and encourages members of the designated groups (women, aboriginal peoples, racially visible persons and persons with disabilities) to self identify in their covering letter for consideration under HIAA’s Employment Equity Program”. 312

In addition to advertising for jobs through traditional means (e.g., newspaper ads, and the internet), the HIAA also has a network of contacts among the designated groups that it sends opportunities to. It has participated in conferences and career fairs hosted by different agencies.

**Aboriginal Hiring Targets**

It is a priority for HIAA to hire the best candidate possible. It looks not only at the number of years of experience or training but also at skills, education and position specific competencies, etc. HIAA goes on to state that while it is not a priority to hire Aboriginal people specifically, it is a priority to hire from the four designated groups overall. It states that under the LEEP, there is no obligation to hire diversity candidates per se. However, if all things are equal, the philosophy of the HIAA is to hire the diversity candidate.

In the future, the HIAA anticipates a need for more trades people and other senior technical positions. It has expressed interest in partnering with Aboriginal organizations for training and possibly apprenticeships or partnership opportunities.

**Government Support**

The government facilitates networking/brainstorming sessions to talk about barriers, needs, support needs, etc. Great ideas are generated but largely follow through does not happen.

**Successes and Benefits**

The HIAA has found that diversity opens up ideas and helps improve the way people work together. It finds that everyone benefits from diversity. For example, the HIAA, as an international airport, has found that having a diverse workforce that can speak multiple languages has helped it to provide better customer service.

The senior managers at the HIAA are very supportive of employment equity.

312 Ibid.
Since implementing employment equity, the HIAA has found that employees have come to recognize that diversity is good for the HIAA as an organization. Now, it appears that employment equity has become almost second nature. For example, it states that non-designated males, for example, are often the ones bringing up diversity issues.

**Challenges for Leadership**

With the economic downturn, corporate leaders are becoming more occupied with keeping businesses operating and cost cutting measures.

5.8 **Health Canada**

**Company Background**

Health Canada is the federal governmental department responsible for helping Canadians maintain and improve their health.313

Health Canada’s mission and vision is to improve “the lives of all of Canada's people and to making this country's population among the healthiest in the world as measured by longevity, lifestyle and effective use of the public health care system”.314

In order to fulfill its mission and reach its goal, Health Canada:

- Relies on high-quality scientific research as the basis for [its] work.
- Conducts ongoing consultations with Canadians to determine how to best meet their long-term health care needs.
- Communicates information about disease prevention to protect Canadians from avoidable risks.
- Encourages Canadians to take an active role in their health, such as increasing their level of physical activity and eating well.315

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Health Canada’s objectives are to:

- Prevent and reduce risks to individual health and the overall environment;
- Promote healthier lifestyles;
- Ensure high quality health services that are efficient and accessible;
- Integrate renewal of the health care system with longer term plans in the areas of prevention, health promotion and protection;
- Reduce health inequalities in Canadian society; and
- Provide health information to help Canadians make informed decisions. 316

Generally, Health Canada delivers a variety of programs and services around environmental health and protection, and has responsibilities in the areas of substance abuse, tobacco policy, workplace health and the safe use of consumer products. The department also monitors and tracks diseases. 317

In terms of Aboriginal health, Health Canada provides supplementary health benefits to approximately 749,725 eligible First Nations and Inuit. Its range of services includes: pharmaceuticals, dental services, vision services, medical transportation, medical supplies and equipment, and crisis intervention mental health counseling. 318

Health Canada states that one of its core strategic outcome goals is “better health outcomes and reduction of health inequalities between First Nations and Inuit and other Canadians”. 319 Through its First Nations and Inuit Health Branch, Health Canada undertakes the following key activity areas:

- Implementing the First Ministers' commitments on Aboriginal health
- Addressing early childhood health priorities
- Acting on major threats to Aboriginal health
- Supporting effective health services in First Nations and Inuit communities. 320

317 Ibid.
318 Ibid.
319 Ibid.
320 Ibid.
**Rationale for Increasing Aboriginal Employment**

Health Canada states that one of its core values is to build a workplace community wherein people respect each other and work together in a healthy environment. As such, Health Canada asserts that it “... embrace[s] diversity and nurture[s] empowering relationships”;\(^321\) “... communicate[s] honestly and effectively” \(^322\), and; “... create[s] an environment that promotes learning and innovation”\(^323\).

The vision for the diversity program within Health Canada revolves around three Rs: representation, retention and respect. Representation is ensuring that the composition of the organization is proportionate to the labour market availability for the four designated groups. Once this is created, one also has to create a welcoming environment internally where people can learn, grow, and progress and see a future with the organization. By doing that, one, in turn, creates an internal culture of respect which goes back to the community and people you serve. If you cannot achieve these things internally, then it becomes very difficult to service one’s clients properly.

**Tracking Aboriginal Employees**

As of April 1, 2008, there were 9,700 employees across Health Canada. 622 of these identified as being Aboriginals. As such, 6.4% of the Health Canada workforce population is Aboriginal and Health Canada has more than achieved a representative workforce. (The availability in the labour market for Health Canada, or the pool of Aboriginal people from which Health Canada can be expected to draw from, is 2.1% based on 2001 census data.)

Tracking of Aboriginal employees is largely done through voluntary self-identification on a demographic survey.

A tracking report is done annually. *The Employment Equity Act* requires a statistical portion, as well as a qualitative aspect. The information is also used for resources planning at Health Canada and it is rolled up into a departmental business plan that outlines what Health Canada will undertake over the coming year.

**Types of Positions**

The majority of Aboriginal hiring within Health Canada occurs within the First Nations and Inuit Health Branch (FNIHB). There is a mandate within FNHIB to service Aboriginal people so Health Canada tends to hire more Aboriginal people within that

\(^{321}\) Ibid.
\(^{322}\) Ibid.
\(^{323}\) Ibid.
branch to improve care to Aboriginal people. Most of the hires are linked to programs for the community and to nursing. There is a tendency to hire based on the need of the area that is being serviced. As such, the hiring strategies that are used in the Atlantic region, for example, would be different than in the National Capital Region or British Columbia.

Aboriginal employees occupy a range of positions at Health Canada. Furthermore, 2.6% of the executive population within health Canada is Aboriginal.

**Supports for Aboriginal Employment**

The department states that it is committed to building a skilled, diverse workforce that is reflective of Canadian society. As such, it promotes employment equity and encourages applicants to identify themselves as being a member of one of the four employment equity groups. Health Canada prides itself on its collective leadership as it relates to employment equity. The Department has developed a Diversity and Employment Equity Management Accountability Framework, which involves all key stakeholders.

Within the department, Corporate Human Resources Management Division of the Corporate Services Branch is responsible for the implementation of the diversity and employment equity program and offering awareness activities.

Health Canada is part of the Interdepartmental Forum on Employment Equity (IDFEE) where departments, agencies and the Canada Public Service Agency provide leadership on and facilitate the achievement of employment equity objectives as defined by government policies. The forum promotes the continuous learning and development of employment equity specialists, disseminates and shares information on employment equity, consults on program and policy development initiatives, identifies issues and concerns and participates in problem solving process, and organizes special information sessions (thematic days) for public servants on employment equity issues.

Health Canada offers an Aboriginal Summer Student program where it employs Aboriginal students over the summer and also runs workshops throughout that period so students learn about a range of issues, including writing, cultural teachings, presentations (e.g., by national Aboriginal organizations), trips to aboriginal communities and urban health centres, etc.

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Health Canada developed a bursary program to supplement Aboriginal students studying environmental health.

Health Canada supports the NurseONE Web Portal. NurseONE is “a personalized interactive web-based resource providing nurses and nursing students with reliable information to support their nursing practice through enhancing their evidence-based decision-making process, managing their careers, and connecting with colleagues and health-care experts. Nurses and nursing students can access up-to-date, accurate information on a wide range of topics which have been fully vetted and reviewed by [Canadian Nurses Association] and its Editorial Panel. The portal is designed to respond to the changing needs and expectations of the nursing student audience. It supports nurses and nursing students across Canada, regardless of their geographical location. It also provides resources to help graduates adjust to a wide range of practice environments.”

NurseONE supports the more than 250,000 nurses working in urban, rural and remote regions of Canada. It has been highlighted as a particular resource to nurses working in rural, isolated and First Nations and Inuit communities because it gives them quick access to reliable health resources that otherwise would not be available, particularly in remote or rural locations. In so doing, nurses can improve quality of care and reduce wait-times. Within NurseOne, there is a specific tab for nursing within FNHIB to support nurses working with Aboriginal people.

Health Canada also offers an Aboriginal management development program. There is intake to this program on a yearly basis where any Aboriginal employee within Health Canada that aspires to become a manager can apply to the program and, if accepted, can get assignments to gain the experience required to become a manager. This allows graduates of the program to develop the skills set to then be able to apply for managerial positions.

Health Canada takes advantage of the Aboriginal Employee Network (AEN) and uses it to vet hiring policies, internal policies, etc. and gain feedback on them. The network has an Assistant Deputy Minister as a Champion. This person provides guidance and promotes network activities.

**Promotion of the Company’s Philosophy Regarding Aboriginal Employment**

Health Canada has established Iskotew Lodge, located in Ottawa, as a healing and wellness lodge for Aboriginal and non-Aboriginal employees of Health Canada and other government departments. Iskotew Lodge provides federal employees with an


opportunity to gain a greater appreciation and understanding of Aboriginal cultures and practices.\textsuperscript{329} The lodge welcomes Elders, healers and storytellers who come to share their wealth of information. Elders, healers and storytellers also make themselves available to meet with employees on a one-on-one basis to discuss personal challenges. Elders have also provided support for employees that have been to residential school. It contains a resource centre with a range of books, CDs, DVDs, etc. There is a lodge keeper to help direct employees to additional sources of information in the community and is available to answer all types of questions regarding, for example, communities or protocols, what is a smudge, how to handle a meeting with a community or an elder, etc. The lodge also makes presentations in the community.

In 2007-08, Health Canada career fairs have targeted universities with a higher percentage of Aboriginal students in order to bolster the recruitment of Aboriginal nurses. FNHIB also presented information sessions at three campuses and sent information by Internet to twenty universities that have an Aboriginal student association in order to promote jobs in nursing. It was also a part of seven job fairs across the country in that same year.

Health Canada applications for employment contain the following statement:

\begin{quote}
The Public Service of Canada is committed to the principle of merit and to ensuring equitable participation of women, Aboriginal peoples, persons with disabilities, and members of visible minority groups. Information in this section is collected under the authority of the Employment Equity Act (Section 9) and its confidentiality is protected under the Privacy Act.\textsuperscript{330}
\end{quote}

Health Canada participates in the Annual General Meeting of the Canadian Nurses Association where Aboriginal people are members as well.

\textbf{Aboriginal Hiring Targets}

Health Canada does not have specific Aboriginal hiring targets per se other than being a representative employer. However, in recent months, FNHIB has been looking at the possibility of adopting a specific Aboriginal hiring target similar to what Indian and Northern Affairs Canada has adopted.

**Successes**

In terms of employment equity in general, Health Canada has, for the last five years or so, achieved representational hiring for all four employment equity groups. The department sees representation as being reached and now focuses on ongoing maintenance and on improving attitudes and the corporate culture. So at this point, it is more about creating a positive environment so people feel welcome to stay.

**Barriers to Aboriginal Employment**

Most of the regional hires within Health Canada are nurses. There are a number of challenges associated with this. First, the pool of potential nurses in general is limited to begin with and the pool of Aboriginal nurses is even more limited.

Second, there is a mandate from the department to hire bilingual nurses in some regions of the country. This is a challenge for the department across the board. To this one can add the complexity of working in Aboriginal communities where they may be a need to also speak the language of that community. Qualified nurses that in turn speak English, French and an Aboriginal language are few.

Another general challenge is accreditation. Even though Health Canada is a federal employer, it requires that registered nurses meet the accreditation requirements of the province s/he is working in. However, the accreditation requirements vary by province making it difficult for nurses to easily move from one region to another. Relocating to another part of the country may require that the nurse will have to take additional courses in order to qualify for accreditation in the new province of residence. This often limits nurses to seeking employment in the province where they are already accredited.

The qualifications that a nurse needs will be determined by the kinds of positions being hired for. So, there may also be education challenges. For example, if a position demands that the successful candidate has a Master’s degree, the pool of potential candidates becomes even smaller. This is a standard challenge and not one that is necessarily Aboriginal specific.

Identifying oneself as Aboriginal (or as a member of any of the designated employment equity groups) is completely voluntary. Some people do not self-identify making it difficult for the department (or any employer) to identify and track Aboriginal employees.
Indian and Northern Affairs Canada (INAC) is one of 34 federal departments and agencies responsible for meeting the Government of Canada's obligations and commitments to First Nations, Inuit and Métis, and for fulfilling the federal government's constitutional responsibilities in the North. INAC's responsibilities are largely determined by statutes, negotiated agreements, and court rulings.  

In Atlantic Canada, INAC headquarters is in Amherst, Nova Scotia. It also has three satellite offices in Goose Bay (NL), Halifax (NS), and Fredericton (NB - vacant).

INAC's vision is “a future in which First Nations, Inuit, Métis and northern communities are healthy, safe, self-sufficient and prosperous - a Canada where people make their own decisions, manage their own affairs and make strong contributions to the country as a whole.”

Its mandate is to support Aboriginal people and northerners in their efforts to:

- improve social well-being and economic prosperity;
- develop healthier, more sustainable communities; and
- participate more fully in Canada's political, social and economic development - to the benefit of all Canadians.

The Aboriginal Workforce Participation Initiative

In recognizing the challenges in linking Aboriginal workers with employment opportunities, Indian and Northern Affairs Canada introduced the Aboriginal Workforce Participation Initiative (AWPI). This program is intended to increase employers’ awareness of the Aboriginal labour market potential, promote the hiring of Aboriginal employees and the reduction of barriers and encourage partnerships.

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332 Ibid.
333 Ibid.
The AWPI is a federal program initially created in 1991 and renewed in 1996. The AWPI is jointly undertaken by Indian Affairs and Northern Development (INAC) and the Treasury Board Secretariat. INAC oversees the external component involving non-federal public service employers. The Treasury Board works with the Public Service Commission to apply the AWPI internally, within the federal public service. Internally, the AWPI is part of the federal employment equity program. 335

The AWPI seeks to bring Aboriginal people/organizations and employers together to raise awareness about Aboriginal employment issues among employers, employer needs and to promote information sharing and networking. It provides employers with a toolkit of “best practices” to enable them to better recruit and retain Aboriginal workers. It also seeks to facilitate Employment Partnership Agreements with employers to increase Aboriginal participation in the workforce. The overall goal of AWPI is to educate and inform employers about the advantages of hiring Aboriginal people. 336

AWPI activities include producing and promoting awareness-building materials and activities, organizing conferences, workshops, and seminars, creating and promoting stakeholder networks, promoting best practices, sharing tools and resources for employers, and facilitating pilot projects. 337

In order to enable change at the employer level, AWPI also promotes the establishment of partnerships between Aboriginal communities, businesses and organizations and employers or employer/employee-associations, such as public and private corporations, government, industry and trade associations, professional associations, labour unions, and educational institutions. 338

The partnership is generally formalized through a partnership agreement which identifies roles and responsibilities, contains a mechanism for measuring progress, and reflects the signatories’ commitment to developing a bilateral or multilateral process, promoting fairness, equity, trust, respect, dignity and consistency, working with Aboriginal communities and organizations, developing programs to facilitate positive inter-cultural relations; building linkages to the Aboriginal labour force, and developing programs that promoting Aboriginal employment, economic development and “spin-off” opportunities. 339

336 Ibid.
338 Ibid.
In entering a partnership, the employer agrees to prepare their workplace for the integration of qualified Aboriginal employees. They also commit to relaying information about the types of employee skills and qualifications they require and where there are employee shortages so that Aboriginal people/communities have an opportunity to prepare to compete.  

With the creation of a partnership, a steering committee is generally established to monitor progress and advise on challenges and strategies to overcome them. A steering committee is generally made up of employer and Aboriginal representatives and can include the employer, union, Aboriginal Human Resource Development Agreement (AHRDA) holders, provincial/territorial/local government representatives and others.

In Atlantic Canada, three AWPI’s have been established: (1) Nova Scotia Nurses’ Union; (2) Trucking Sector Council, and (3) Michelin. The first two are only in the preliminary phase. Agreements have been signed but steering committees have yet to be established.

**Rationale for Increasing Aboriginal Employment**

The Aboriginal population is the fastest growing segment of the Canadian population. The 2006 Census revealed that the Aboriginal population surpassed one million. The Aboriginal population is also very young. As the baby boomers in the general population retire, there will be an opportunity for Aboriginal youth to fill Canada’s labour need.

Because of their geographical location and because First Nations are settling land claims with the federal government, more opportunities emerging from resource development will arise for them, necessitating their more meaningful involvement.

**Tracking Aboriginal Employees**

INAC Atlantic tracks Aboriginal people who are hired, their position, and reasons for their departure. All employees who leave the organization participate in an exit interview. Statistics about the category of employment and aboriginality are also kept.

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340 Ibid.
341 Ibid., p. 3.
343 Ibid.
Types of Positions

INAC Atlantic employs 150 full time staff across the four sites. There is approximately 50 Aboriginal staff. Aboriginal employees occupy a range of positions at INAC Atlantic, including:

1. Senior management
2. Middle management
3. Technical or professional
4. Administrative
5. Program officers
6. Front line officers

Supports for Aboriginal Employment

As discussed, INAC has an Aboriginal employment strategy and action plan.

INAC also has a Committee for the Advancement of Native Employment (CANE) to examine, explore and recommend ways to increase the number of Aboriginal people employed by the department; how to retain these employees, and; improve their employment experience. As such, CANE works with senior managers and others to recommend and facilitate change to departmental policies and programs regarding Aboriginal employment. CANE also helps to address concerns raised by Aboriginal employees.344

The Terms of Reference for CANE are:

- To develop and propose strategies whereby the employment of Aboriginal persons can be promoted and advanced and all impediments to advancement and retention be removed.
- To recommend actions to be taken within the department to enhance the nature and quality of Aboriginal employment through recruitment programs, opportunities for training and advancement, career planning and cultural enrichment.
- To address all concerns raised by Aboriginal employees, as they have an impact on employment within the department, e.g., succession planning and services to Aboriginal communities.

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• To review existing departmental policies affecting employment of Aboriginal people.
• To assess the extent to which departmental policies are being implemented by reviewing statistics, e.g., numbers and percentages of Aboriginal people employed, and the levels of positions presently filled by Aboriginal people.
• To recommend actions to be taken by the federal government and by the Aboriginal community to improve and enhance Aboriginal employment within the federal government.  

INAC utilizes an Aboriginal Declaration Process (ADP) to ensure that applicants applying for jobs that have been designated for Aboriginal candidates are indeed eligible to apply for those positions. Applicants for Aboriginal-designated positions are asked to complete the Aboriginal Declaration Form upon submitting their application. If candidates meet the Aboriginality requirement as well as the education and experience requirements of the job, candidates may be invited to an interview. Candidates are asked to provide documentation to support their Aboriginal declaration. Please refer to Appendix B, INAC’s Aboriginal Declaration Form and Acknowledgement

INAC encourages the participation of Aboriginal students in the federal public service through the Aboriginal Skills Development Program - Federal Student Work Experience Program (ASDP-FSWEP). Through this program, the pool of Aboriginal candidates expands, not only in terms of student employment but also as a bridging program to full time employment. The ASDP inventory is accessible to students and hiring managers throughout the year. Employment can entail working full-time or part-time during a non-academic term (e.g., summer) or part-time during an academic term.

INAC Atlantic also maintains an Aboriginal inventory that is a database of Aboriginal individuals looking for employment with the department. INAC Atlantic does share this database with other Aboriginal organizations and Federal departments within the region if requested; hiring managers can request referrals from the database based on job descriptions, required skills and education.

345 Ibid.
There is an ombudsman within INAC that addresses employment equity concerns/complaints.

**Promotion of the Company’s Philosophy Regarding Aboriginal Employment**

INAC promotes the inventory on its departmental website, at information sessions, job fairs, career sessions, etc. It liaises with Aboriginal organizations and post-secondary institutions to encourage Aboriginal students to participate.

**Aboriginal Hiring Targets**

In 1994, INAC announced its commitment to a 50% Aboriginal hiring policy to ensure strong Aboriginal representation in the department’s workforce. The hiring policy stems from a Letter of Understanding between INAC and the Assembly of Manitoba Chiefs to “achieve a majority Aboriginal representation, equitably distributed throughout all groups and levels, including Executive in the department”. Thereafter, in 1995, INAC developed the Employment Equity Recruitment Plan. The plan outlined INAC’s plans to increase Aboriginal representation through a 50 percent Aboriginal hiring strategy.

In July 1997, INAC received extended staffing authorities under the Aboriginal Employment Program to further facilitate its 50% hiring strategy. The 50% percent hiring share includes appointments made through external recruitment activities and appointments from other federal departments and agencies.

**Successes and Benefits**

The benefit of employment programs is to increase representation so that the workforce is more representative.

In the Atlantic Region, INAC has a representative of approximately 30%. While this is well below the 50% goal, it feels that it is doing relatively well, particularly when one considers the region itself and labour market availability.

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350 Ibid.
351 Ibid.
5.10 Maritime & Northeast Pipeline

Company Background

Maritimes & Northeast Pipeline (M&NP) is responsible for a 1,400-kilometre transmission pipeline system built in 1999 to transport natural gas from offshore Nova Scotia to markets in Atlantic Canada and the northeastern United States. M&NP is a joint venture involving Spectra Energy (77.53%), Emera Inc. (12.92%), and Exxon Mobil Canada (9.55%). M&NP is headquartered in Halifax, Nova Scotia. It has operation centres in Fredericton, New Brunswick and New Glasgow, Nova Scotia. Its main shareholder, Spectra Energy, is based in Houston Texas. It gathers and processes, transmits, stores, and distributes natural gas. Spectra Energy operates approximately 17,500 miles of transmission pipeline in the United States and Canada.

M&NP regularly employs 20 full time staff. During construction and projects, it engages multiple sub-contractors who employ hundreds of people.

Rationale for Increasing Aboriginal Employment

The company now recognizes that Aboriginal people are key stakeholders. The company recognizes it must tap into this labour pool.

Tracking Aboriginal Employees

M&NP is a management company which sub-contracts its work. Tracking Aboriginal employment is largely the responsibility of the sub-contractors. During construction phases, M&NP does track gender and the positions people fill, if possible, and expenditures with First Nation contractors.

Generally, the only way to identify whether someone is Aboriginal or not is if that person chooses to disclose.

Types of Positions

Maritime & Northeast Pipeline has 20 employees; two are Aboriginal.

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Supports for Aboriginal Employment

Spectra Energy has a diversity policy. The policy outlines the company’s commitment to creating and maintaining a diverse and inclusive workforce. It is also committed to doing business with diverse suppliers. It feels that all employees are responsibility for creating a workplace that values and respects diversity and inclusion.\(^\text{354}\)

In 2005, Spectra Energy, along with other employers, created a new partnership, called Networks of Change. It is sponsored by the Aboriginal Human Resource Development Council and is a national initiative to further engage the corporate sector to better recruit, retain, and advance Aboriginal employees.\(^\text{355}\)

Maritime & Northeast Pipeline has an Aboriginal labour force participation strategy that is encompassed in the agreements that it has entered into with the First Nations of New Brunswick and Nova Scotia. The agreement encompasses a framework for interaction.

Promotion of the Company’s Philosophy Regarding Aboriginal Employment

Spectra Energy, the main shareholder in Maritime & Northeast Pipeline, explicitly states that it is committed to building and maintaining long-term relationships with Aboriginal people. It states that it “recognizes and respects the cultural and historical character of the communities [it] serve[s] and work[s] alongside. [It] strives to create positive, productive relationships with Aboriginal groups, businesses and communities.”\(^\text{356}\)

In building Aboriginal relations in its operating areas, Spectra Energy focuses on four key areas:

1. Education and Training – supporting education and training to build capacity and enhance the ability of communities to do business with business;
2. Employment and Business Opportunities - increasing the quantity and quality of Aboriginal participation in its workforce (full time and contract);
3. Community Development – identifying and supporting special projects and events

\(^{354}\) Source: [http://www.lookingahead.bc.ca/employer/profiles.cfm?id=14](http://www.lookingahead.bc.ca/employer/profiles.cfm?id=14), retrieved on February 21, 2009.


4. Communication and Consultation – building relationships with communities in the areas the company operates in.\textsuperscript{357}

Spectra Energy also has an explicit employment equity policy where it states:

\begin{quote}
We recognize the compelling business advantages that a diverse workforce offers. In our Canadian operations, we promote employment equity, which refers to Canadian policies that require or encourage preferential treatment in employment practices for women, people with disabilities, Aboriginal people and visible minorities.\textsuperscript{358}
\end{quote}

Maritime & Northeast Pipeline offers Aboriginal awareness training for senior staff, new employees and people working on projects on a contractual basis. When it issues a request for proposals for a contractor, M&NP require that candidates have an Aboriginal relations strategy in place.

**Aboriginal Hiring Targets**

Maritime & Northeast Pipeline does not have hiring targets per se but it does have a commitment to hire Aboriginal people as articulated in its agreements with the First Nations in New Brunswick and Nova Scotia. These agreements are confidential.

**Government Support**

Currently, M&NP implements its own consultation process but M&NP has stated that it would like to see the government take the lead in the future on consultation between companies and the Aboriginal communities.

**Successes and Benefits**

The success at Maritime & Northeast Pipeline with regards to Aboriginal recruitment is attributed to having buy-in from company executives from the top down.

**Recommendations**

A regularly updated database of resumes that list skills sets would be very helpful.

\textsuperscript{357} Ibid.
\textsuperscript{358} Spectra Energy. Support and Engage Our Communities. Unknown: unknown, date unknown, p. 2.
A centralized website where people can post their resumes and which employers can access would be beneficial.

Being out and having a presence in the community is important in building relations.

5.11 Michelin North America (Canada) Inc.

Company Background

Michelin is one of the largest producers of tires in the world. It produces 190 million tires/year and 17 million maps and guides. It employees over 110,000 employees and had annual sales of $24 billion CDN in 2007. Michelin has three plants in Atlantic Canada: in Bridgewater, Granton, and Waterville, Nova Scotia, employing 3,400 employees making it the largest manufacturing employer in the province. It has a very low attrition rate; any attrition it experiences is largely due to retirement.

Michelin’s Aboriginal Workforce Participation Initiative

On November 23, 2003, an Aboriginal Workforce Participation Initiative Partnership Agreement was signed among representatives of Michelin North America, The Confederacy of Mainland Mi’kmaq, The Union of Nova Scotia Indians, the Government of Canada, and the Province of Nova Scotia. The principles that govern the relationship are: fairness and the value of a diverse workforce; consistency of approach; mutual respect and dignity; open communication; and trust. The goals of the partnership are to:

- Facilitate constructive cultural relations.
- Enhance linkages to the Aboriginal labour force.
- Promote employment, retention and career development opportunities for Aboriginal people.
- Identify potential business development initiatives designed to meet Aboriginal community priorities, including employment, and Michelin’s needs.
- Develop an action plan indicating both short and long-term strategies.

Within the partnership, Michelin also committed to fulfill: a workplace review and preparation; occupational survey of the workforce, engage in Aboriginal procurement, set goals, engage in recruitment and retention, support career

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development, and collaborate with an advisory committee consisting of Aboriginal representatives and designed to support and advise Michelin.\footnote{Morrison, Jim, February 28, 2008.}

The purpose of the partnership agreement was not to give handouts but to “level [the] playing field so [Aboriginal people] could compete head to head and earn the jobs and earn the respect of the people with whom they would be working ... [Aboriginal people] just wanted information that would allow them to develop the skills required to meet the job requirements.”\footnote{Sloan and Oliver.}

The initial focus of the partnership was on recruiting – on how to get applicants, how to support Aboriginal applicants to do well on the Workplace Skills Inventory,\footnote{The Workplace Skills Inventory (WSI) helps employers to determine a potential employee’s skills level and future training path. It evaluates math, measurement, writing and comprehension skills.} etc. Later, the focus shifted to how to support people in getting past the interview stage. Now, the focus has shifted once again to increase retention, promoting employment opportunities, attracting people with more advanced skill levels, and encouraging people to pursue careers in trades and technology.

**Rationale for Increasing Aboriginal Employment**

There are 13 First Nations in Nova Scotia. Moreover, the Aboriginal population is growing rapidly, in contrast to the general population. While there were a few Aboriginal employees initially among its workforce, the overall Aboriginal representation at Michelin was low. Michelin signed an AWPI Partnership Agreement in part due to recognizing that its employees were aging and that at least 70% of its employees were eligible to retire within the following ten years\footnote{As of 2007, Michelin still expects that 50% of its employees will retire within the next five years (Morrison, Jim, February 28, 2008).} and that the influx of new hires was diminishing. Michelin began to realize that declining birthrates combined with an out-migration of skilled workers from the region to Western Canada and the United States would lead to increasing difficulty in filling as many as 1000 new jobs in the future.\footnote{Sloan and Oliver.}

Simply put, Michelin Canada prioritized opportunities for hiring Aboriginal people because it needs employees. Michelin invests a considerable amount of resources in training and developing its employees. As such, it has very high rates of retention. Because of that level of investment, Michelin wants people who want to stay. The company has found that because Aboriginal people are from the local area they tend to stay once they join the Michelin team.

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Appendix C – Notable (Best) Practices and Case Study Profiles
Assessing the Effectiveness of Labour Force Participation Strategies
A number of senior managers at Michelin personally feel that Canadian society in general could do much more in this country to support Aboriginal people. This is an opportunity to help make a difference to Canadian society. However, Michelin is very emphatic that their employment of Aboriginal people is not charity. It’s mutually beneficial.

**Tracking Aboriginal Employees**

Michelin’s employment application contains an employment equity component where applicants have the choice to declare their membership in one of the four employment equity designated groups (people with disabilities, Aboriginal people, visible minorities and women). Filling out the employment equity questionnaire is completely voluntary. The only way to accurately determine someone’s membership in a designated group is if they self-declare. Some people choose not to declare their membership in one of the four designated groups.

At the beginning of the partnership process, Michelin did track Aboriginal employment. But after 2006, when it reached the milestone of having a representative workforce according to the Federal Contractors Program, Michelin stopped tracking Aboriginal employment specifically. It still collects information about Aboriginal employment as a result of employment equity declarations but it does not have an automated way of accessing the information. Staff has to go through the numbers and count manually. It is a lot of work; a lack of time and human resources prevents Michelin from reporting on Aboriginal employment specifically. Michelin does, however, complete an employment equity audit approximately every five years under the Federal Contractors Program.

By using the employment equity information that employees provide (assuming the employees choose to declare), Michelin can track the number of Aboriginal employees, the number of Aboriginal applicants, and retention and promotion rates.

Michelin does track the number of applications it received, the number of hires it makes and the number of people that proceed through each interview stage (e.g., the number of people that applied for a job, the results of the workplace skills inventory, behavioural interview, and the medical, police and reference check stage.

**Types of Positions**

Aboriginal employees occupy the following positions at Michelin Canada:

1. Senior management – one
2. Middle management – three to four people
3. Operations/production and skilled trades roles
Support for Aboriginal Employment

Michelin has the following in place to support Aboriginal employment:

1. Aboriginal employment strategy – Michelin uses the written AWPI agreement as its Aboriginal employment strategy.
2. Aboriginal employment action plan – As a part of its employment equity obligations to the federal government, Michelin underwent an employment systems review that resulted in the creation of employment equity milestones and goals and the creation of an employment equity action plan.
3. Employment equity policy – Michelin has a written diversity policy; diversity is broader in nature and talks about the values of the company; Michelin sees employment equity as having more to do with how to recruit and employ people; diversity is what is important to the company.
4. Relocation allowance – A relocation allowance is only available to salaried employees (not hourly employees).
5. Negotiated or formal agreement – As stated above, Michelin has an AWPI agreement.
6. Cultural awareness training for non-Aboriginal employees – Michelin has offered a one day training workshop to Human Resources personnel, recruiters and senior managers; it has also conducted a second training for all the managers at the three plants.
7. Career fairs – Michelin attends career and Aboriginal youth fairs periodically.
8. Adverting – Michelin posts its positions online on FirstNet, an online job posting site for Aboriginal people in Nova Scotia. Job postings are also sent out to all Native employment officers (NEO) by e-mail through the NEO network. Michelin advertises in local newspapers; it has advertised in the Mi’kmaq Maliseet News but does not do so regularly. In advertizing job vacancies, Michelin explicitly states that it offers a workplace that values diversity.
9. Aboriginal student summer employment – Michelin has an Aboriginal summer student program almost every year. Sometimes, however, it does not have Aboriginal summer students because of a lack of applicants.
10. Pre-employment training – Such training is offered to help candidates prepare for the Workplace Skills Inventory assessment and behavioural interviewing and training for technical trades people.
11. Literacy training – All 3 plants have a learning centre and offer literacy training.
12. On the job training
13. Apprenticeship
14. Professional development courses
15. Mentoring
16. Stay-in-school programs – Michelin does have people go out in the community and work with junior achievement. This is not Aboriginal specific, however.
17. Scholarships – Scholarships are not specifically for Aboriginal people but for employees in general (including Aboriginal people) and for women in non-traditional careers.

18. Protocols and/or Memoranda of Understanding with Aboriginal communities/agencies – Michelin has the AWPI partnership.

19. Partnerships – Michelin has the AWPI partnership.

**Promotion of the Company’s Philosophy Regarding Aboriginal Employment**

Michelin’s diversity policy is promoted among all employees at all levels. Michelin has offered diversity training for supervisors. Within this, there is some discussion of Aboriginal people.

With regards to Aboriginal employment specifically, when the AWPI agreement was signed, it was promoted among the staff and on the company website and in company literature, e.g., annual report. Michelin has also published information about the agreement periodically in the newsletter. The company also informs the leaders in the plant about its progress with regards to the hiring of employment equity designated groups. The leaders then, in turn, inform their staff.

**Aboriginal Hiring Targets**

Michelin states that it does not have Aboriginal hiring targets per se. It requires employees and asserts that it would like to have a higher representation of Aboriginal people among its workforce.

Under the Federal Contractors Program, Michelin has met the targets set out for it and has a representative workforce according to that program. The federal government established a target number of Aboriginal employees Michelin should obtain and the company has exceeded these numbers.

All managers at Michelin have a diversity objective incorporated into their annual workplans.

**Government Support**

Michelin does not receive direct financial support from the government respecting Aboriginal employment, though it receives non-financial support, e.g., from the province of Nova Scotia that is a party to the agreement. Michelin does receive government financial support for some of its capital investments, unrelated to the Aboriginal partnership. Michelin also commented on the non-financial support from the federal government and Indian and Northern Affairs Canada (INAC) with regards to the AWPI program. INAC helped Michelin to develop the framework of its partnership. Michelin commented that INAC’s tools and implementation guide were
extremely helpful and that the people who are available have been helpful and knowledgeable. Both federal and provincial representatives have helped to open doors. Their knowledge and contacts have been invaluable. Michelin commented that without the support from government, it would not have had the level of success it has had with regards to Aboriginal employment. “The partnership is like a chain; each link supports the whole chain.”

In speaking about the Federal Contractors Program, Michelin commented that it has been helpful in the sense that if a company wants federal business, it has to follow the process. This compels companies to become more attentive.

**Successes and Benefits**

Just prior to signing the agreement in 2002, Michelin received 20 applications from Aboriginal people for all three plants and hired only one. (Michelin notes, however, that the 20:1 ratio was actually good; its typical ratio of applicants to hires at that time was in the range of 50:1 to 30:1.) In 2003, there were approximately 40 applications with two hires. Following the signing of the partnership agreement, the number of applications doubled to approximately 90 but the number of hires remained steady at two.

As a result, Michelin modified segments of its screening process to level the playing field for Aboriginal applicants, without compromising on the skills required to properly fill the positions. Michelin also supported an 8-week upgrading course that was led and run by Aboriginal Peoples Training & Employment Commission (APTEC). It involved academic upgrading, workplace preparation, a plant tour, literacy testing, and behavioural interviewing training. Two further programs were supported by Service Canada. A new program is planned by the Confederacy of Mainland Mi’kmaq and the Union of Nova Scotia Indians in cooperation with the Nova Scotia Community College.

Michelin is also pursuing other methods of recruiting Aboriginal employees. It utilizes FirstNet, a website providing information about Aboriginal employment and business development in Nova Scotia. Michelin uses e-mail networking to promote opportunities and its Aboriginal-friendly environment. It supports mentoring, employs Aboriginal summer students and supports a pre-employment refresher course at the Nova Scotia Community College. Michelin also offers one-on-one coaching. Its succession planning, development, and performance review

367 At that time, Michelin was also doing far less hiring in total than it had been in the previous several years.
368 Morrison, Jim, February 28, 2008.
369 Ibid.
370 Ibid.
practices also include ongoing assessments to ensure opportunities are considered for Aboriginal and other minority employees.

Michelin’s workplace review involved a number of activities, including: undertaking a comprehensive employment systems review, offering diversity training to all employees and to leaders, providing an Aboriginal employment overview to all senior managers, and offering Aboriginal Awareness training to the Human Resources department, recruiters and leaders/managers. The changes seem to have had an impact. In 2005, for example, there were 240 applications with at least 10 Aboriginal hires. By Fall 2008, there were 47 Aboriginal employees and approximately 10 Aboriginal contractors/providers across Nova Scotia.

As a result of the partnership, an advisory committee made up of Aboriginal organizational representatives was formed to liaise between Michelin and Aboriginal communities and to provide advice and direction to Michelin on how to better attract and retain Aboriginal employees. In addition to having the AWPI agreement, Michelin attributes a lot of its success vis a vis Aboriginal hiring to the work and guidance of the advisory council and to Michelin staff.

Michelin attributes its growing success in recruiting and retaining Aboriginal personnel to a number of factors. It maintains that having a sound and informed strategy and a commitment to its partners has been helpful. The advisory council of Aboriginal and government representatives that was set up to support Michelin has also helped.

Michelin has a proactive statement of intent that is signed by both the company and its partners. The statement binds the company and its Aboriginal partners to working on Aboriginal employment for the long term.

Michelin maintains that its and its partners’ willingness to step outside of the box helped it to transcend barriers. The people involved care and back up words with action. There has been positive reinforcement and positive energy. Michelin cites the AWPI Implementation Guide as a key tool.

Michelin also suggests that industry can do a number of things to promote itself to Aboriginal people, including: provide mentoring and coaching, providing guidance on how to navigate industry bureaucracies, support the Canadian Aboriginal and

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371 Ibid.
372 Ibid.
373 Morrison, Jim, June 17, 2008.
375 Morrison, Jim, June 17, 2008.
Minority Supplier Council (CAMSC), working with partners cooperatively to problem-solve, asking questions that have complex answers and seeking to resolve them, identifying and tackling barriers, being encouraging, setting deadlines and keeping things moving and progressing, looking for equity investment opportunities, insisting that one’s suppliers have a representative workforce strategy, buying locally, breaking up purchasing contracts, advocate, be vocal, provide linkages, and ensure that employee support is in fact supportive.\textsuperscript{376}

The AWPI process and partnership with First Nations have allowed Michelin to hire more employees than it requires. Moreover, Michelin notes that the employees it hires are staying. They gain experience and become increasingly valuable to the company”. Michelin has also noted that a few Aboriginal employees have left the company but it has been to pursue opportunities that build on the experience they gained at Michelin.

Michelin also commented that without the AWPI partnership it would not have made the inroads it has. Michelin did not know how to get the information out about the company and of the opportunities.

Once Michelin has gained a core number of Aboriginal employees, these employees have, in turn, promoted Michelin as an employer and it has become increasingly easier for the company to hire additional Aboriginal employees.

Initially, there was a little backlash from other (non-Aboriginal) employees but over time, there has been less and less of this. The reduction can largely be attributed to supervisors and front line leaders who really came to understand why Michelin undertook the partnership process and they are great advocates to this day. One does not hear backlash at the plant anymore.

**Barriers to Aboriginal Employment**

Tire production requires increasingly higher levels of employee literacy and numeracy. To that end, Michelin introduced a Workplace Skills Inventory (WSI) on which all job applicants had to score at least 85% to be eligible for employment. The WSI is a Grade 8 level test and includes basic numeracy, literacy, reading, writing, comprehension and math. However, Michelin reports that only 69% of the people who write the test pass. Among Aboriginal people who write the test, only 34% pass.\textsuperscript{377}

Even after the signing of the partnership agreement, Michelin faced numerous challenges. For example, local Aboriginal people did not understand how to apply for

\textsuperscript{376} Morrison, Jim, February 28, 2008.
\textsuperscript{377} Sloan and Oliver.
jobs. Most Aboriginal job applicants were screened out because they failed the Workplace Skills Inventory test. Moreover, Michelin required that applicants have recent experience (within the past year). This excluded many Aboriginal applicants.\footnote{Ibid.}

As such, Michelin adjusted its recruiting process. First, it created better linkages with Aboriginal communities to ensure that Aboriginal candidates knew about available jobs in a timely manner. Michelin’s Aboriginal partners supported the company’s efforts. For example, the Confederacy of Mainland Mi’kmaq established FirstNet, an internet-based system to communicate with its members that Michelin could post its job postings on. Other Aboriginal partners used their own networks to ensure that information about Michelin opportunities were promoted at the First Nation level. Michelin also made extensive changes to their application process by establishing an on-line application process. Michelin also provided approximations or projected ranges of people in each occupational grouping that the company foresaw needing so that First Nations could use this information to make informed training decisions.\footnote{Sloan, Pamela and Oliver, David. “Michelin’s Strategic Partnership with Indigenous Peoples – (B) The Partnership at Work” in Oikos Sustainability Case Collection, 2009, p. 13.}

Additionally, the Aboriginal People Training and Employment Commission (APTEC) and Michelin worked together to create a joint APTEC / Michelin Refresher Course – a pre-employment initiative to prepare people for potential employment at the company’s Bridgewater facility. The course involved an eight-week review of math, science and English along with behavioural interview skills. The pilot was offered three times during the first year. However, while many participants passed the pre-employment skills component (the WSI, as noted above) they failed the interview. Aboriginal candidates were shy and did not promote themselves well.\footnote{Ibid., p. 14.}

Other barriers to Aboriginal employment involve the forbidding appearance of the Michelin plants. Valerie Whynot of the Native Council of Nova Scotia and the Aboriginal Peoples Training and Employment Commission (APTEC) explains:

\ldots [when] you drive by the plant, there’s a fence, a gatehouse, and mirrors. You can’t do this. You can’t do that. That’s very intimidating. \ldots Not only is Michelin a non-Aboriginal world, but it’s a world of its own inside those gates and cement walls.\footnote{Ibid.}

Michelin also has a reputation for secrecy though it stems from maintaining a high level of confidentiality about its business. Nonetheless, the perception of being highly secretive became a barrier to attracting Aboriginal applicants.\footnote{Ibid.}
Other barriers to attracting Aboriginal employment included:

- Requiring prior work experience.
- A lack of knowledge about Aboriginal people and myths and stereotypes that created resentments. \(^{383}\)

**Challenges for Leadership**

“There are a lot of misconceptions in our society. And we have significant problems within the education system; Aboriginal people are not graduating with the skills they need for today’s workforce. We still do not have the mindset that we need to support Aboriginal people in becoming full contributors to society.”

**Recommendations to Others**

Michelin suggested that a corporation interested in increasing its Aboriginal labour force should: develop a strategy and put it in place; find partners; establish relations with individuals for support; seek out people with passion and commitment and work with them; spend time where there is energy and where people want to work with you; keep going from one person to the next until you find someone who is motivated and/or interested; go to the local community and ask people who can help; reach out to leaders and individuals and call AWPI and provincial government Aboriginal departments. Building trust is also very important.

5.12 **NB Power**

**Company Background**

The NB Power Group employs over 2,500 people.\(^{384}\) It generates electricity at 16 facilities and delivers power to more than 370,000 direct and indirect New Brunswick homes, businesses and facilities.

The NB Power Group consists of a holding company and four operating companies.

1. **NB Power Holding Corporation (Holdco)** – provides strategic direction, governance and support to the company’s subsidiaries for communications, finance, human resources, legal and governance.

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\(^{383}\)Ibid.

2. NB Power Distribution and Customer Service (Disco) – is the supplier responsible for securing adequate capacity and energy to meet customer needs.
3. NB Power Generation (Genco) – consists of 15 hydro, coal, oil and diesel-powered generating stations; supplies approximately 75% of the province’s energy needs; it also exports energy to New England, Quebec, Prince Edward Island and Nova Scotia.
4. NB Power Nuclear (Nuclearco) – operates and maintains a CANDU 6 - 635 MW reactor at the Point Lepreau Generating Station that provides approximately 25% of New Brunswick’s electrical energy requirements.\(385\)
5. NB Power Transmission (Transco) – operates and maintains 46 terminals and switchyards.\(386\)

Rationale for Increasing Aboriginal Employment

NB Power is initiating new projects and is increasingly in need for employees. It is also interested in developing resources that will involve First Nations and feels that an Aboriginal strategy would be beneficial.

NB Power also recognizes that it has a duty to consult with First Nations in order to avoid legal complications in the future.

Supports for Aboriginal Employment

NB Power employs a First Nations Liaison Officer to liaise with the First Nations in the province. The Officer is also developing a strategy with five strategic priorities:

6. Implementing recruitment/retention strategies.
7. Partnering with communities, with schools so students have a better idea of the what the company does, to encourage math and science, etc.
8. Developing a consultation protocol to support partnerships and environmental processes – this is being done through a bilateral processes; includes defining what it means to corporations when doing business with First Nations.
9. Assembling a working group to determine priorities and facilitate dialogue.
10. Measures for success to assess how well the company is doing vis a vis Aboriginal recruitment and retention.

\(386\) Ibid.
NB Power is also in the process of developing an Aboriginal Workforce Participation Initiative. This will bring another partner and is intended to create more opportunities for First Nations.

**Promotion of the Company’s Philosophy Regarding Aboriginal Employment**

The First Nations Liaison Officer at NB Power is building an Aboriginal relations strategy for the company to better address Aboriginal employment, education, opportunities, and self-sufficiency. Building on NB Power’s vision of ‘people at their best’, the First Nations Liaison Officer is building a First Nations strategy that promotes ‘First Nations people at their best’. In addition to incorporating the four pillars of the company’s vision (employee growth and evolution; customer focus; teamwork, and; corporate excellence), the vision for the strategy will also include planning and development and building careers, relations, and partnerships.

With the strategy, NB Power is signaling its commitment to the plan to recruit more Aboriginal employees and to supporting First Nations in acquiring the necessary tools and skills to move forward. It also intends to support alternative programming, e.g., apprenticeships, cooperative programming, work placements, summer student placements, etc.

5.13 **Nova Scotia Nurses’ Union**

**Company Background**

The Nova Scotia Nurses’ Union (NSNU) was established in 1976. It is a professional union representing approximately 5,500 Licensed Practical Nurses and Registered Nurses in hospitals, long term care facilities, community care, adult residential centres, VON branches and Canadian Blood Services.387

The objectives of the NSNU are:

- The advancement of the social, economic and general welfare of nurses and other allied personnel.
- The regulation of relations between nurses and other allied personnel and their employers, and the negotiation of written contracts with the employers implementing


*Appendix C – Notable (Best) Practices and Case Study Profiles*

*Assessing the Effectiveness of Labour Force Participation Strategies*
progressively better conditions of employment.

- The promotion of effective communication with employees.
- The promotion of the knowledge of nurses and other allied personnel in all things related to their social and economic welfare through education and research.
- The promotion of unity within the nursing profession and other allied fields through cooperation with, and in support of, other organizations.
- To promote political awareness amongst the membership.
- The promotion of the highest standard of health care.
- The promotion of the nursing profession.  

The NSNU’s Aboriginal Workforce Participation Initiative

The NSNU signed an Aboriginal Workforce Participation Initiative (AWPI) on November 24, 2006. Janet Hazelton, President of the Nova Scotia Nurses' Union stated: "We are eager to work with our partners to support a labour environment that is representational - a workplace that promotes and appreciates diversity and welcomes young Aboriginal men and women to the nursing profession. The Nurses' Union is thrilled at the prospect of recruiting potential nursing students from within the Aboriginal community." The Union’s interest in the AWPI was born as a result of hearing about what the Saskatchewan Union of Nurses has done with regards to recruiting nurses.

The NSNU regards the AWPI as INAC’s initiative. Unfortunately, human resource constraints prevents the union from dedicating the time to the AWPI but it is highly motivated to increase the representation of Aboriginal people in the nursing profession.

Rationale for Increasing Aboriginal Employment

The Aboriginal population is the only population that is growing in Canada. We have a growing shortage of nurses. Aboriginal people represent an untapped market.

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Promotion of the Company’s Philosophy Regarding Aboriginal Employment

The NSNU has expressed interest in wanting to mentor young children to stir their interest in science and education. It would like to do so in concert with INAC because INAC has the community contacts and can open doors for the NSNU.

The NSNU has expressed a willingness to go to First Nations.

Aboriginal Hiring Targets

The NSNU is not a nursing employer. As such, it does not have hiring targets per se. However, as a union and representative of nurses, it has expressed an interest in attracting Aboriginal people to the profession.

Government Support

The AWPI is outside of its traditional union tasks, duties, and responsibilities. The NSNU believes it is INAC’s role to lead the AWPI and arrange meetings with Aboriginal community members, including Elders, youth and educators. The NSNU is waiting for direction from INAC.

Successes and Benefits

The NSNU acknowledges that many Aboriginal people are reluctant to leave their community. However, it notes that nursing offers a good opportunity for people to stay in the province. Moreover, every First Nation employs a nurse so Aboriginal nurses would have opportunity to work in an Aboriginal community.

Barriers to Aboriginal Employment

The NSNU participated in a job fair at a First Nations high school to talk about nursing. However, it found that the interest among the students in nursing was not high. Even when there was interest, the students were found to not be taking academic level courses. This, in turn, prevented them from applying to nursing.

Aboriginal students are not prepared to pursue a nursing degree. They do not have the right educational prerequisites to qualify. Academic courses are required as well as a minimum of a 75-80% average. If students are not prepared academically, they will fail. The NSNU believes the first step is encouraging Aboriginal students to graduate first. In order to do this, it proposes focusing on the early years (e.g., grades 4-6) and mentoring students to develop a career path early on. As such, the NSNU has expressed interest in supporting the identification of young people who are
interested in becoming a nurse and mentoring and working with the student and family to help them be successful.

Cultural differences with regards to time can be a barrier. Time management and scheduling pervades the job, e.g., when to start a shift, when to administer medications, etc.

The NSNU wonders if there is a cultural element that actually discourages Aboriginal people from pursuing a career in nursing. It wondered whether part of a lack of interest in nursing comes from the negative experiences Aboriginal people have had in hospitals and with the health care system. If the union could identify these barriers, it could then work to dispel them.

The NSNU also wondered if there is an issue with health care providers within the community (e.g., having bad experiences overall with all healthcare providers) and wondered whether that was one reason why nursing does not appear to be a career of choice. If so, the NSNU expressed an interest in exploring such an issue.

5.14 Royal Bank of Canada

Company Background

The Royal Bank of Canada (RBC) offers personal and commercial banking, wealth management services, insurance, corporate, investment banking and transaction processing services. RBC employs more than 80,000 full and part-time employees in Canada, the United States and in 48 other countries. Collectively, the RBC serves more than 17 million personal, business, public sector and institutional clients.390

Rationale for Increasing Aboriginal Employment

The RBC believes that having a diverse workforce enriches the organization and allows it to better understand its clients. It states: “To best serve the market we must employ the market. If diversity in the workforce mirrors the diversity of our existing and potential markets, organizations enjoy a strategic advantage. Leveraging the diversity of our workforce brings new ideas and energy, and enables creativity”.391

The RBC believes that it is important to be reflective of the community in which it operates. It adds that in today’s market, it just does not make sense to close the door

on any one pool of talent. It is getting increasingly difficult to find employees so the RBC taps into all markets.

The RBC adds that its clients include Aboriginal people. It wants its Aboriginal clients to be able to see themselves when they come into RBC.

As the Aboriginal population grows, it will be difficult for the RBC (or any other employer) to meet Aboriginal people’s business needs if we do not have Aboriginal staff helping us to be more innovative and having the products, services, and advice that Aboriginal clients need.

**Tracking Aboriginal Employees**

As a federally regulated corporation, RBC follows employment equity and tracks members in from the four groups designated under employment equity. Employees are asked to complete an employment equity survey. Self-identification is voluntary; at RBC, there is 99% participation rate in the survey.


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<tr>
<td>Aboriginal people</td>
<td>1.6%</td>
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The table depicts that Aboriginal employment at RBC has risen since it first employment equity report in 1987 and has remained fairly steady in recent years.

**Types of Positions**

Aboriginal employees hold positions at all levels of the company.

**Supports for Aboriginal Employment**

The RBC explicitly states that it is committed to increasing the representation of Aboriginal Peoples within its workforce. It has the following in place:

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• RBC Aboriginal Student Awards Program – a scholarship program; launched in 1992; RBC has awarded 69 scholarships totaling $834,000.
• RBC Aboriginal Stay in School Program – offered during the summers; 49 students across Canada participated in 2007.393

Promotion of the Company’s Philosophy Regarding Aboriginal Employment

RBC’s approach to hiring Aboriginal people is encompassed by its commitment to and mandate for diversity and inclusion. It stated goal is to “foster an inclusive work environment that brings out the best in everyone, provides opportunities for talented employees of all backgrounds, and contributes to the creation of innovative solutions for clients and communities”.394

RBC offers a range of diversity training initiatives including:

• Business Excellence through Diversity – a workshop that was completed by over 350 employees globally.
• Building Cross-Cultural Competence – an interactive workshop or webcast to increase "cultural curiosity," respect and understanding and builds skills in working with diverse teams and clients; it was completed by more than 400 employees.
• Creating an Inclusive Environment and Supporting People with Disabilities – to help managers become more aware of potential barriers, and to accommodate and find resources for clients and employees; it was completed by more than 200 employees.
• Diversity and work/life related seminars – delivered to more than 150 senior managers.
• Extensive self-study materials – available at RBC’s intranet, Destination Diversity.
• RBC Diversity Dialogues – a reciprocal mentoring program that connects two people with different professional experiences and backgrounds to learn about leadership and diversity from each other.395

The RBC also has employee resource groups. Such groups are “self-governing networks of employees that help their members develop personally and professionally through peer mentoring, coaching and networking. These groups help cultivate an inclusive work environment by fostering a better understanding of their needs. Groups that are formally recognized by RBC receive an annual budget and

394 Ibid.
communications support from the company”. 396 There is an employee resource group representing Aboriginal people; it is called the Royal Eagles.

On December 13, 2007, RBC responded to National Chief of the Assembly of First Nation (AFN) Phil Fontaine’s challenge to corporate Canada to increase partnerships with First Nations. RBC signed a two-year Memorandum of Understanding with the AFN to help build Aboriginal economic self-sufficiency and to develop a joint action plan with the AFN. 397

RBC creates an inclusive environment because it feels it is important to do so. It takes the approach that everyone will need accommodation at some point. RBC’s philosophy is integrated into its corporate approach. It believes that flexibility as an employer creates a good working environment.

Aboriginal Hiring Targets

Under the Federal Contractors Program, RBC has employment equity targets. At the same time, it states that it hires the most qualified candidate. Then, the diversity issue becomes a bonus because it becomes a potentially new market or a new way of thinking.

Government Support

Other than being governed by government, RBC does not receive support from the government. Nor does it feel government support is required.

Successes and Benefits

The RBC believes that creating and sustaining diversity must involve people at all levels of the organization. The President and CEO, for example, chairs the RBC Diversity Leadership Council. Individual business units have diversity leadership councils as well. 398

Barriers to Aboriginal Employment

A recruitment challenge RBC faces is interest. In the Atlantic region, it does not get a lot of applications from Aboriginal people. One manager once asked an Aboriginal employee about this and s/he thought that maybe it was because Aboriginal people may not see themselves in a banking role. Because the RBC in the Atlantic has not

396 Ibid.
received as much interest from Aboriginal candidates, it questions whether it has marketed itself as effectively as possible to this population. The RBC (and other banking agencies) finds that there is a public misconception about banking. It emphasizes that banking is not only about money but also about people and giving advice.

A large proportion of RBC’s employment opportunities require a post-secondary education. This may be a hurdle for Aboriginal people at this time.

**Challenges for Leadership**

RBC acknowledges that while it has made great strides vis a vis diversity, there is still work to be done:

> We continue to be challenged in having the results to which we are all committed – full and true diversity. We need to continue to stay the course and focus not just on the intake of talented individuals from diverse areas, but on the retention of those we know to be key to our business success.  

> Have we made good progress? – yes. Are we there yet? – no. We have much more to learn and much more to do on our diversity commitment. It is a long term commitment, and our challenge as leaders is to accelerate change.

The question is how does corporate Canada make Aboriginal people more trusting of the business world and how do we make the business world more understanding of Aboriginal people. How do we bridge the gap and who is the bridge?

5.15 **Scotiabank**

**Company Background**

Established in 1832, Scotiabank financial institution employs over 30,000 people in Canada and 69,000 people worldwide. It offers a range of products and services,

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including personal, commercial, corporate, and investment banking to more than 12.5 million customers in approximately 50 countries.\textsuperscript{401}

Scotiabank Group was the first chartered bank to open a branch on reserve in 1971. Scotiabank now operates four branches on reserve and 22 Aboriginal banking centres. In 2007, it appointed an Aboriginal branch manager to an on reserve branch.\textsuperscript{402} However, Scotiabank does not operate a branch on reserve in Atlantic Canada.

**Rationale for Increasing Aboriginal Employment**

The Canadian population is not growing very fast. Employers have come to rely on immigrants, for example. The Aboriginal population is growing rapidly. They could fill the labour gap.

**Tracking Aboriginal Employees**

Scotiabank measures workforce diversity in two ways each year:

1. The quarterly Employment Relationships People Report that measures progress against goals using computer model to track designated group representation by business lines).
2. An annual on-line workforce census where employees self-identify as belonging to a designated group.\textsuperscript{403}

**Supports for Aboriginal Employment**

With specific regards to Aboriginal people, Scotiabank is currently developing an Aboriginal recruitment strategy. Branches and regions now set goals to improve Aboriginal representation and regional managers are updated semi-annually on progress. Through its Human Resources Diversity Initiatives group, Scotiabank is partnering with universities, colleges and community agencies and bank business units to organize internships, post jobs on targeted career boards, participate in networking sessions, and conduct interview workshops and outreach programs.\textsuperscript{404}

\begin{itemize}
\item \textsuperscript{401} Source: \url{http://www.scotiabank.com/cda/content/0,1608,CID821_LIDen,00.html}, retrieved on February 21, 2009; Scotiabank. 2007 Employment Equity Narrative Report. Unknown: unknown, 2007, p. 3; source: \url{http://www.scotiabank.com/cda/content/0,1608,CID844_LIDen,00.html}, retrieved on February 21, 2009.
\item \textsuperscript{402} Scotiabank. 2007 Employment Equity Narrative Report. Unknown: unknown, 2007, p. 8; source: \url{http://www.scotiabank.com/cda/content/0,1608,CID844_LIDen,00.html}, retrieved on February 21, 2009.
\item \textsuperscript{403} Ibid p. 6; source: \url{http://www.scotiabank.com/cda/content/0,1608,CID844_LIDen,00.html}, retrieved on February 21, 2009.
\item \textsuperscript{404} Source: \url{http://www.scotiabank.com/cda/content/0,1608,CID11011_LIDen,00.html}, retrieved on February 21, 2009.
\end{itemize}
Scotiabank has also accomplished the following:

- Works with the Financial Industry Partnership for Aboriginal Relations (FIPAR) to promote banking industry career opportunities to Aboriginal people;
- Collaborated with community-based organizations to create innovative capacity-building programs, such as the Calgary Urban Aboriginal Initiative, Nicola Valley Institute of Technology, an Aboriginal college in British Columbia, and the University of Regina’s Aboriginal Career Centre. Within this, Scotiabank is committed to hiring Aboriginal co-op education students.
- Is a founding sponsor of the Aboriginal Human Resources Council’s Networks of Change program to develop training materials to improve Aboriginal inclusion in the workforce.
- Introduces 15 future Aboriginal people to MBA programs every year through its Master of Business Administration Bridging Program at the University of Saskatchewan’s College of Commerce.
- Awards a $10,000 scholarship every year to an Aboriginal graduate student of the MBA program.
- Partners with the Foundation for the Advancement of Aboriginal Youth, Scotiabank to award 10 scholarships to Aboriginal business and commerce post-secondary students and offers them summer employment opportunities across Canada.
- Attending sessions and conferences hosted by the Aboriginal Human Resources Council on Aboriginal hiring and retention strategies.  

In 2007, Scotiabank also conducted a seminar on Aboriginal Inclusion in the Workforce at the Toronto Executive Offices.  

Scotiabank Group has a Flexible Working Arrangement policy and a comprehensive accommodation policy to address individual needs related to such matters as disabilities, religious requirements, and other personal needs.

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405 Ibid.
407 Ibid. p. 21.
Promotion of the Company’s Philosophy Regarding Aboriginal Employment

Scotiabank states that it is committed to fostering an inclusive and accessible workplace for all employees. It is interested in partnerships with the Aboriginal community.

Scotiabank believes that valuing diversity will enable it to:

- More effectively serve its multicultural clientele.
- Embrace diversity and harness the skills of a broad spectrum of people to generate more innovative thinking, better decision-making and stronger results.  

Scotiabank has established the Scotia Employment Relationships Council (SERC) in compliance with the Employment Equity Act requirement that it consult with employees on its employment equity plan. Its mission is to “bring the employee experience to the review and development of Scotiabank Group’s policies and practices so that they reflect and promote inclusiveness and legislative compliance as a primary business objective.” SERC becomes a forum where employees can provide their input into the bank’s policies and practices and propose ways Scotiabank can maximize employee satisfaction and engagement. SERC has 24 members with at least one member for four of the designated groups under employment equity (women, visible minorities, Aboriginal people and people with disabilities).

Aboriginal Hiring Targets

Scotiabank’s goal is to become a representational employer for all designated groups by 2013.

In 2007, 1.1% of Scotiabank employees identified themselves as Aboriginal. The total membership within this designated group increased by 12, from 322 to 334 Aboriginal employees from the previous year. Within this, the Professional category grew from 13 to 23. The Clerical Personnel category also grew by 14 members. However, there was a small decline at the Senior and Middle Management levels (e.g., 1 and 4

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408 Source: http://www.scotiabank.com/cda/content/0,1608,CID844_LIDen,00.html, retrieved on February 21, 2009.
410 Source: http://www.scotiabank.com/cda/content/0,1608,CID844_LIDen,00.html, retrieved on February 21, 2009.
The table below depicts Aboriginal representation at Scotiabank between 2004 and 2007.

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<tr>
<td>Overall</td>
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In 2007, there were approximately 5 Aboriginal hires in the Atlantic region.

**Successes and Benefits**

There is support for diversity at the highest levels of the bank. The executive and senior managers want to meet and exceed targets.

**Barriers to Aboriginal Employment**

Banking careers require a post-secondary education (a university education is more often required).

In general, the public misunderstands what banking is about. Scotiabank acknowledges that there is always room for growth in terms of diversity. At the same time, it asserts that regardless of diversity activities, individuals still have to want to be bankers.

In the Atlantic, rather than having to post job ads, Scotiabank receives a lot resumes directly from applicants and tends to look at unsolicited applicants first since it has a large pool to draw from. Thus, to work at Scotiabank, one must be proactive rather than wait for a posting.

Within the bank, there is an internal job posting system. Current employees are free to apply for postings listed there. Each individual has the responsibility to manage his/her own career.

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412 Ibid.
**Recommendations to Others**

Flexibility builds flexibility and good employees.

5.16 **School District 2 (New Brunswick)**

**Company Background**

School District 2 is the largest school district in New Brunswick. It serves over 16,000 students in 38 schools.\(^{413}\) It region extends from Havelock, north to Sainte-Marie-de-Kent, and east to Sackville, and Port Elgin.\(^{414}\)

**Tracking Aboriginal Employees**

School District 2 employs approximately 1700 full-time staff and 700 part-time staff,\(^{415}\) including on call, supply teachers and training assistants.

School District 2 is unsure of the number of Aboriginal employees it employs as it does not track designated group membership. Though, it does employ at least one Aboriginal person as far as it is aware. It states that its main goal is to hire the best person for the job.

School District 2 does not abide by the federal employment equity guidelines because it does not provide products or services to the federal government. Nor is it a federally regulated employer. The province dictates the Policies School District 2 follows. The province does not obligate School District 2 to track membership in any of the designated groups.

School District 2’s Human resources selection policy states that “School District 2 believes that every person has the right of equality of opportunity based upon bona fide qualifications, in respect of employment, employment advancement, or promotion. The District is committed to selection procedures that are fair, consistent, and in compliance with applicable policy, acts and regulations”. It further states that it: “shall not refuse to employ, to continue to employ, or to train any person for employment, to advance or promote that person, and shall not discriminate against that person in respect of employment, or any term or condition of employment because of race, nationality, religion, colour, sex, age, marital status, sexual orientation, physical or mental handicap, ethnic or national origin, political beliefs or family status of that person”.\(^{416}\)

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\(^{415}\) Ibid.

Assessing the Effectiveness of Labour Force Participation Strategies

Please refer to Appendix C for the full policy statement.

Types of Positions

School District 2 is unsure of the positions Aboriginal employees occupy as it does not track Aboriginality or membership in the four employment equity designated groups.

Supports for Aboriginal Employment

School District 2 has not had the opportunity to partner with Aboriginal communities but is open to partnering.

Promotion of the Company’s Philosophy Regarding Aboriginal Employment

School District 2’s hiring philosophy is to employ the best person for the job regardless of age, gender, nationality, etc. It states that Aboriginal employment specifically has not been an issue because it maintains it is an equal opportunity employer. Because it falls within the provincial jurisdiction, one school district operates in the same manner as another.

In terms of recruiting, School District 2 attends recruitment fairs at the University of Prince Edward Island, the University of New Brunswick, and the Universite de Moncton. If Aboriginal students are at the job fairs, that is where School District 2 will meet them. School District 2 encourages Aboriginal students/teachers to approach it.

The interest from job applicants for positions at the district is high. As such, the school district does not have to devote a significant amount of time to recruiting. When it does advertise for positions, it receives approximately 30-40 applications per posting.

Barriers to Aboriginal Employment

The competition for teaching positions is high. Students need high marks in order to gain admission to a BEd degree program.

Company Background

Human Resources and Skills Development Canada (HRSDC) is a department of the Government of Canada. Its mission is to “build a stronger and more competitive Canada, to support Canadians in making choices that help them live productive and...
rewarding lives, and to improve Canadians’ quality of life”. Its activities include: developing policies, creating programs and support initiatives to help Canadians transition through life (e.g., from families with children to seniors, from school to work, to different jobs, unemployment to employment, from working to being retired), creating better outcomes, establishing a healthy work environment and nurturing a culture of teamwork.

As part of Human Resources and Skills Development Canada, Service Canada was created in 2005 to “improve the delivery of government programs and services to Canadians, by making access to them faster, easier, and more convenient”. Service Canada “offers single-window access to a wide range of Government of Canada programs and services for citizens through more than 600 points of service located across the country, call centres, and the Internet”. Service Canada employes over 20,000 people across Canada in 320 centres. It offers the national 1 800 O-Canada call centre and a range of online services offered through servicecanada.gc.ca; as well as outreach and mobile services.

Service Canada’s vision statement is to: “achieve better outcomes for Canadians through service excellence”. Its mission is “to provide secure, knowledgeable, one-stop, personalized service to Canadians.” Service Canada’s mandate is to: “improve services for Canadians by working with partners to provide access to the full range of government services and benefits that Canadians want and need in person, by telephone, on the Internet, or by mail.”

The Labour Program is an initiative of HRSDC that promotes “safe, healthy, cooperative and productive workplaces” to ensure Canadians are treated fairly at work. The Labour Program fosters good working conditions, constructive labour-management relations and workplaces free from discrimination through legislation, programs and services.

**Rationale for Increasing Aboriginal Employment**

As an employer, the federal government believes that its workforce must be reflective of the communities it services.

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418 Ibid.


421 Ibid.


423 Ibid.

In terms of employment overall, HRSDC recognizes that Canada is facing a series of skills shortages. The Aboriginal community has the fastest growing youth population in the country yet there is a trend among employers to look for foreign workers to fill the skills gap that is foreseen in the next ten years. We should be turning inward and building up the skills and employment levels of Aboriginal people and reduce overall unemployment rates rather than perpetuating high unemployment among Aboriginal people and bringing in foreign workers.

**Tracking Aboriginal Employees**

As an employer, Human Resources and Skills Development Canada (including Service Canada and the Labour Program) tracks Aboriginal employees through a self-identification form that allows employees to identify their membership in one of the four designated employment equity groups. Self-identification is completely voluntary.

**Supports for Aboriginal Employment**

Human Resources and Skills Development Canada offers two main labour market programs to support Aboriginal employment external to the department:

1. **The Aboriginal Human Resources Development Strategy (AHRDS)** – “a community-based strategy designed to help Aboriginal people prepare for, obtain and maintain employment. Under this Strategy, Aboriginal organizations design and deliver employment programs and services best suited to meet the unique needs of their communities. The AHRDS is a $1.6 billion initiative launched in 1999 and renewed in 2004 with the same level of funding until March 31, 2009”.  

   The strategy was extended until March 31, 2010. The strategy involves 79 First Nations, Inuit and Métis Agreement holders and approximately 220 sub-agreement holders across the country.

2. **The Aboriginal Skills and Employment Partnership (ASEP) program** – an “$85 million multi-year funding, opportunity-driven initiative launched in 2003 to provide Aboriginal people with sustainable jobs and careers in major economic development ventures underway across Canada in the mining, oil and gas, construction, forestry, and hydroelectric industry”.

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425 Ibid.

426 Ibid.
The Racism-Free Workplace Strategy is an initiative under the HRSDC Labour Program. This strategy was initiated in 2004/05 to “help employers and other stakeholders (labour unions and civil society organizations) remove discriminatory barriers to the employment and advancement of Aboriginal peoples and visible minorities”. It focuses on workplaces that fall under the jurisdiction of the Employment Equity Act and the Federal Contractors Program. The Racism-Free Workplace Strategy is part of the Government of Canada’s “A Canada for All: Canada’s Action Plan Against Racism” which was announced on March 21, 2005, the International Day for the Elimination of Racial Discrimination.

The Strategy is “educational in nature, fostering public recognition of the principles and objectives of employment equity; facilitating dissemination of tools, best practices, success stories and business cases; and bringing employers and designated groups to work together on innovative partnership approaches to training, recruitment, and retention”.

The Strategy employs nine racism prevention officers across the regions to support employers to create racism-free workplaces and to work with other stakeholders in delivering awareness sessions to promote inclusiveness, building networks, and providing practical tools employers can use.

Successes and Benefits

There are benefits to building capacity; it enhances our access to a traditional knowledge base that can enhance most of what we do. The benefits to government in particular is increasing capacity to meet existing and future labour market needs and reducing dependence on employment insurance. To employers, the benefits of building capacity are to meet their labour needs and to developing their networks.

Having an inclusive workforce means employers can tap into a wider perspective of knowledge to improve ways of doing business. If one does not involve a wider array of people among one’s workforce, employers lose out on that knowledge and way of thinking.

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429 The Racism-Free Workplace Strategy Backgrounder.
430 Ibid.
431 Ibid.
Aboriginal people are also clients. If one, as an employer, does not have employees from that market looking after employee services, then one will have trouble tapping into that community/market to sell one’s products or do business. So increasing Aboriginal participation among your workforce also means opening up the possibility of expanding your market to that community.

5.18 Sydney Tar Ponds Agency

Company Background

Established in 2004, the Sydney Tar Ponds Agency is a Province of Nova Scotia special agency responsible for the day-to-day operations and oversight of the 10-year, $400-million cleanup of the Sydney Tar Ponds and coke ovens.⁴³²

The mission of the Sydney Tar Ponds Agency is to “focus Nova Scotia's efforts in the Muggah Creek watershed cleanup project, and to make the most effective use of provincial resources in cooperation with the federal government and community partners”.⁴³³

In the role of project implementer, the Agency is responsible for design and project management, contract implementation, design documents, specifications, environmental assessment, occupational health and safety, contract tendering, project scheduling, quality control and assurance, project work verification, community relations and communications.⁴³⁴

The Sydney Tar Ponds Agency Aboriginal Workforce Participation Efforts

The federal and provincial governments jointly fund the Sydney Tar Ponds Agency. In finalizing a project cost-share agreement, the federal government incorporated provisions to accommodate First Nations in the execution of project. As such, they put forth an accepted framework where certain construction elements of the project were set aside exclusive to Aboriginal people in terms of bidding. The value of the Aboriginal set-asides associated with the clean-up is about $20 million.

However, despite having exclusivity on $20 million worth of work, Aboriginal companies are not prohibited from bidding on work outside the $20 million value. In fact, a major project element (water flow diversion in the south and north tar ponds) valued at $37 million went to general tender recently. An Aboriginal company that had worked on a set-aside early in 2008 partnered and successfully bid on this substantial contract.

The first Aboriginal set-aside was the cooling pond removal project in late fall 2007 and early 2008. The cooling pond reservoir was built in 1912 to hold water used in the steelmaking process. This project had a value of $4 million and involved de-watering 3 million gallons to expose sludge. The water was treated and then properly discharged. The sediment or sludge was stabilized using a mixture of Portland Cement, fly ash and blast furnace slag. As well site structures were decommissioned and removed as part of the overall set-aside.

With the cooling ponds project set-aside, this project was open to bona fide Aboriginal companies as defined in the Indian Act. Three local Aboriginal companies were involved. The labour contract for the project insisted that no less than 70% of on-site labour had to be Aboriginal. In the end, the content for the labour was greater than 80%.

The satisfaction with the project as to quality of work was very high. The Aboriginal companies performed well and got excellent ratings.

**Tracking Aboriginal Employees**

Projects undertaken as part of the cleanup are intensely monitored on all fronts. In fact, some suggest the cleanup is one of the most comprehensively regulated projects of its kind. All companies working on the clean up are being held to high standards in terms of the quality of work, health and safety, environmental protection, reporting and documentation. For example, the cooling pond project embodied a separate post project assessment resulting in ‘Lessons Learned’ report that detailed outcomes, training, Aboriginal labour content, quality of work and skills transfer.

**Types of Positions**

A government agency, the Sydney Tar Ponds Agency, employs 26 full-time and term employees. None are Aboriginal at this point in time. A large proportion of the work of the Agency is actually overseeing contractors commissioned to complete cleanup.

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work. Of these contractors, some are Aboriginal. There are, as mentioned above, also Aboriginal set-asides associated with the project.

**Supports for Aboriginal Employment**

$20 million worth of contracts with the Agency are set-aside for bona fide Aboriginal companies as defined in the *Indian Act*.

The Province of Nova Scotia has an affirmative action policy that the Agency abides by. However, the policy does not make provision for the designation of one visible minority over another for special treatment. As such, companies are not required to ensure a certain percentage of their workforce is Aboriginal.

**Promotion of the Company’s Philosophy Regarding Aboriginal Employment**

All conventional methods of posting a proposal call are employed, e.g., MERX, the Internet, public advertisements in newspapers, etc. As well, as part of the agreement with First Nations, the project earmarked funding for the operation of the Unama’ki Local Economic Benefits Office. Its mandate is to maximize for First Nations the economic benefit of major construction projects happening on Cape Breton. The Unama’ki Local Economic Benefits Office is an important portal into the Unama’ki (Cape Breton) communities. The office is alerted to tenders as they come out and ensures that if First Nations contractors are not looking at Merx or other sites, they are advised of a tender and its status in respect of set-aside provisions.

As a government agency, the Sydney Tar Ponds Agency is an equal opportunity employer. It encourages applicants to identify themselves as a member of the four employment equity groups: women, visible minorities, people with disabilities, and/or Aboriginal people.

Job advertisements posted by the Sydney Tar Ponds Agency contain the following statement: “The Sydney Tar Ponds Agency is an equal opportunity employer, committed to maintaining a workplace that is free from discrimination”.

**Successes and Benefits**

The Province of Nova Scotia was supportive of the set-aside program as set forth in the cleanup project cost-share agreement with Canada. However, not having experience with set-asides, the Province, reserved judgment on the effectiveness of the set-aside model until the results of the Cooling Pond (first set-aside) project could

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be thoroughly considered. The Cooling Pond set-aside was actually the Province’s first experience with Aboriginal set-asides. Results of the Cooling Pond were considered by the provincial Cabinet and subsequently a recommendation was approved consistent with the earlier Protocol Agreement. The Agreement between the federal and provincial governments and the Aboriginal leadership requires that First Nation interests be accommodated in the execution of the cleanup. The value of work set-aside for Aboriginal people is $20 million across 19 projects.

The set-aside process is going well and there have been no problems associated with it.

The Agency prioritizes building vendors capacity and relations so it holds regular workshops where it promotes the relationship with Aboriginal people, overall project awareness and procurement plans. It is openly positive about the working relationship with Aboriginal companies and has yet to register any complaints, criticisms or negative comments.

People could not have been expected to have had experience with certain elements of the job because the nature of the cleanup itself. The project is not one that people would have prior experience with. So, instead of operating the first set-aside (Cooling Pond) as a conventional turnkey project where a contractor would be responsible for design-build, the Agency undertook to employ its design engineer as general contractor in the operation of a time and materials undertaking. This meant Aboriginal companies bidding the work were required to submit a cost for labour and material requirements as specified in the bid document. This facilitated knowledge transfer to and certification for contractors. In other words, contractors that worked on the Cooling Pond finished the project certified to undertake a specific type of hazardous work. As such, the contractors gain training and certification as a result of working on the project that serves them well in bidding for additional cleanup elements both set-aside and non set-aside.

**Barriers to Aboriginal Employment**

There are a number of things about this project that are unique. For example, it is a hazardous site and work is being done with a remediation methodology that has not been employed in any significant way in Atlantic Canada, though it has been widely used elsewhere. So it is new in terms of how construction people in the region would look at it. The challenge is getting all companies, including Aboriginal companies, up to speed on the method.

**Challenges**

There are so many aspects of the cleanup that are above and beyond the ordinary. Because it is a very large-scale environmental remediation project and hazardous site,
this project has stipulations, requirements and conditions that most construction companies do not usually see. If there is a complaint, and it is not unique to Aboriginal companies, it is that the project is taxing in respect of regulations and performance criteria.

Knowledge transfer is a challenge. Again, this is a general challenge and not one specifically associated with Aboriginal companies. Out of necessity, the project is employing methodologies and means not typically in use in the region. As such, it is impractical to expect that a contractor (Aboriginal or non-Aboriginal) will have all the requisite skill sets needed. What the Agency understood from the onset was that it would need to train and educate and transfer knowledge around those methods to the companies it contracted. As such, it set up training, exposed contractors to aspects of the methodology and factored the instructional and learning component into the construction side. The training varies, depending on the job.

5.19 Trucking Human Resources Sector Council Atlantic

Company Background

The Trucking Human Resource Sector Council Atlantic is a nonprofit organization that was established in 1989. Its main objective is to work with the trucking industry in Atlantic Canada to address its human resource needs.438

The Trucking Human Resource Sector Council Atlantic’s mission statement is to: “work with key stakeholders to address human resource needs of the trucking industry in Atlantic Canada”. Its vision statement is: “The Trucking Industry of Atlantic Canada is the home of professional, rewarding careers”.439

The Trucking Human Resources Sector Council Atlantic’s Aboriginal Workforce Participation Initiative

The Trucking Human Resource Sector Council Atlantic signed an Aboriginal Workforce Participation Initiative in November 2006. However, the Sector Council Atlantic did not focus on it until 2007. In January 2009, it planned to meet with its AWPI Advisory Committee to move forward. The AWPI is in the preliminary phase.

The Trucking Human Resource Sector Council Atlantic states that its goal with the AWPI is to assist industry in removing barriers to employment for Aboriginal people.

Rationale for Increasing Aboriginal Employment

There is a high need for truck drivers in the trucking industry. The Sector Council Atlantic states that there is genuine interest from the industry to work with Aboriginal people. The industry is facing a shortage of drivers. It acknowledges that in order to improve Aboriginal recruitment, it needs to understand the barriers to employment.

Tracking Aboriginal Employees

The Trucking Sector Council Atlantic is not an employer so it does not track Aboriginal employees. Tracking would be the responsibility of each individual trucking company.

Types of Positions

Because it does not track Aboriginal employees in the trucking industry, the Sector Council Atlantic cannot comment on the type of positions Aboriginal people occupy in the industry.

Promotion of the Company’s Philosophy Regarding Aboriginal Employment

The Trucking Human Resource Sector Council Atlantic is working on diversity issues in Atlantic Canada in general to remove barriers to employment. It would like to develop a similar approach with Aboriginal communities. It has worked primarily with the Aboriginal Peoples Training & Employment Commission (APTEC), which serves rural and urban off-reserve Aboriginal people in Nova Scotia.

Government Support

The Trucking Human Resource Sector Council Atlantic is a non-profit organization. As such, funding for training initiatives would be helpful. It commented that it did bring together candidates for trucking training as well as employers with job opportunities. The Sector Council Atlantic recruited trainees and conducted a one-day orientation session. However, the funder pulled the funding because it did not feel that the employee candidates were ‘needy’ enough. This is very frustrating and discourages future activities.

Successes and Benefits

90% of the board of directors of the Trucking Human Resource Sector Council Atlantic is made up of industry. The Sector Council Atlantic’s involvement in the AWPI process is endorsed by the board and by the industry. The weight of the trucking industry (medium and large companies) is behind this initiative.
Barriers to Aboriginal Employment

The Trucking Sector Human Resources Council Atlantic has heard it said that some people do not want to leave home to work. However, it responds by saying that with trucking, long haul drivers do not necessarily live where the trucking headquarters is. Accordingly, it would be possible for Aboriginal drivers to continue to live in their community.

A criminal record may be a barrier for crossing the border as a commercial driver and/or may pose insurance challenges for employment.

Challenges for Leadership

The region has a small resource pool of people and opportunities for employment in the trucking industry are growing. The Trucking Sector Council Atlantic is coordinating and consulting with industry and stakeholders on the recruitment of foreign workers.\textsuperscript{440} The industry is committed to working with all under represented people seeking full time employment in the trucking industry, assuming they meet the hiring criteria. There is an opportunity for Aboriginal people to fill the trucking gap.

5.20 University of New Brunswick

Company Background

Established in 1785, The University of New Brunswick (UNB) is the oldest English speaking university in Canada. The University of New Brunswick has two main campuses in Fredericton and Saint John with satellite campus in Moncton, Bathurst and Miramichi. It serves 9,000 students and offers 50 degree and certificate or diploma programs.\textsuperscript{441} UNB employs 2,500 employees in total with approximately 1,600 as full time employees.

UNB, in its mission statement, strives:

- to be known for its excellence in teaching by providing students with the highest possible quality instruction, library and laboratory resources which are appropriate for both undergraduate and graduate learning, and an

\textsuperscript{440} Source: \url{http://www.bulldogcomputers.ca/thrsc/public/projects01.htm}, retrieved on February 21, 2009.
\textsuperscript{441} Source: \url{http://www.unb.ca/welcome/facts.html}, retrieved on February 21, 2009.
environment conducive to the development of the whole person;

- to achieve national and, in selected areas, international recognition for its research programs by capitalizing on its comparative advantages and by maximizing the benefits to be derived from its two-campus structure through reinforcement and enhancement of their individual strengths;

- to serve New Brunswick, the Atlantic Region and the Nation through the provision of broadly educated graduates, and through the development of applied programs involving the private sector and government agencies;

- to co-operate with governments and post-secondary institutions in developing a coherent system of advanced education, and to recognize the need for long-term financial stability and accountability;

- to serve as a source of information and expertise to help society understand and deal with the major issues and opportunities of our time;

- to encourage the development of a network of international co-operation in teaching, research and community development;

- to be a responsible and responsive employer.\(^{442}\)

### Rationale for Increasing Aboriginal Employment

UNB has stated that it believes that employment equity is a good societal goal to be able to reflect the society in which it operates.

### Tracking Aboriginal Employees

While UNB does not have an Aboriginal-specific plan per se, it does have an employment equity plan that it is implementing in order to achieve full representation.

UNB does track statistics for employment equity purposes by collecting information via an employment equity questionnaire. It collects data pertaining to membership in

all four designated groups (women, visible minorities, Aboriginal people, and people with disabilities), not only Aboriginal people. However, while filling out the employment equity questionnaire is mandatory for all staff, identifying as a member of a designated group is optional and completely voluntary. Some employees have not self-identified, either because they have chosen not to tick off the box on the form or because they neglected to complete the form.

Employees have the option to self-identify at two stages: when they apply for a job and when they are hired.

According to the last employment equity report that was completed approximately 5 years ago, under 1% of staff were Aboriginal (excluding student employment).

UNB asserts that it does not operate on a quota system. Instead, it focuses on reducing barriers, increasing participation, and having fair, proactive recruitment.

*Please refer to Appendix D for UNB’s employment equity self-identification questionnaire.*

**Types of Positions**

Aboriginal employees occupy the following positions at the University of New Brunswick:

1. Middle management
2. Faculty/instructional
3. Front line administrative positions

While more detailed information is confidential, UNB did state that the majority of Aboriginal employees are likely in support roles, simply because that is where most of the jobs are.

**Supports for Aboriginal Employment**

On March 7, 1988, UNB committed to implement employment equity under the Federal Contractors Program.  

UNB hosts a faculty employment equity website at [http://www.unb.ca/faculty/equity/](http://www.unb.ca/faculty/equity/). It also has an AUNBT - UNB Joint Employment  

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444 The Association of University of New Brunswick Teachers (AUNBT) is the union that represents UNB’s 1000+ full and part time teachers, librarians and researchers (source: [http://www.unb.ca/AUNBT/](http://www.unb.ca/AUNBT/), retrieved on February 23, 2009).
Equity Committee whose role is to review university policies and practices and educate to increase awareness about equity issues.

UNB states that all other things being equal, it will hire from one of the four underrepresented groups.

*Please refer to the end of this document for UNB’s employment equity policy.*

**Promotion of the Company’s Philosophy Regarding Aboriginal Employment**

The University of New Brunswick statement regarding employment equity is available on the UNB website. So too is the employment equity self-identification questionnaire. All job ads contain the following statement: “The University of New Brunswick is committed to the principle of employment equity”.

There are three reserves surrounding UNB campuses but there is not relationship building at this time. UNB is interest to partnering with the Aboriginal community, however.

The importance of employment equity is included as part of UNB’s training and development program through Human Resources. Human Resources offers a range of training, e.g., workshops on how to hire, education programs for managers and directors, etc. The university adopts a broad based approach.

**Aboriginal Hiring Targets**

UNB’s Aboriginal hiring targets could not be identified at this time. However, its goal is to have a similar representation in the workforce the mirrors the availability of qualified candidates for that work.

**Government Support**

UNB has occasionally received government funding to support summer interns in the past.

**Barriers to Aboriginal Employment**

It is hard to find Aboriginal people who have their PhDs. When they are identified, there is national competition for them. Every university is trying to meet its employment equity goals.

Hiring also is influenced by the position that we need to fill and the qualifications needed to fill it. For example, if we are seeking an engineer but we have an Aboriginal
PhD who is an anthropologist, we cannot hire that person as an engineer just because s/he is Aboriginal. The qualifications of the job still must be met.

There does not seem to be a reliable source of data of the number of Aboriginal people with PhDs (or PhD candidates). Thus, identifying potential candidates can be a challenge.

The university has a highly educated workforce. All of the staff at the Human Resources Department, for example, has at least a college diploma. 70% have a Bachelor’s degree and 20% have a post graduate degree. If candidates do not have that level of education, it is hard for UNB (or others like us) to make gains in terms of Aboriginal employment.

**Challenges for Leadership**

There is a lot of misinformation about Aboriginal people, e.g., regarding taxation, etc. It is important for non-Aboriginal people to understand the Aboriginal perspective. Leaders must build the will to do something throughout their organization.

5.21 **University of Prince Edward Island**

**Company Background**

The University of Prince Edward Island, located in Charlottetown, was founded in 1969. It has a student body of approximately 4,200 full and part time students. UPEI employs approximately 850 full time staff, including 200 faculty.445

**Tracking Aboriginal Employees**

The University of Prince Edwards Island does not track Aboriginality. Accordingly, it does not know how many of its staff or faculty may be Aboriginal.

There is one exception and that is in terms of the Canada Research Chairs Program. This is a federal program that funs for three to five years. There are only 10 faculty researchers at UPEI that under this program. 2009 was the first year that the university was to identify whether any of the Research Chairs fell into any of the four designated groups under employment equity. The university sent out a notice to the Research Chairs and asked them to identify what, if any, designated group category they fell into. None identified as Aboriginal.

Types of Positions

Because Aboriginality is not tracked at this time, it is not known which types of positions Aboriginal people hold at the university.

Supports for Aboriginal Employment

The University of Prince Edward Island does not have an employment equity policy at this time. While it does employ more than 100 people, the UPEI does not meet the threshold of required business with the federal government to necessitate its adherence to the Employment Equity Act.

In 2007-08, the University of Prince Edward Island established the Diversity Office. The Diversity Office promotes “equality and human rights on campus and supports equal opportunities for everyone, regardless of gender, racial/ethnic or cultural group, sexuality, religion, age, ability, or socio-economic background”.

The Diversity Office is student-focused.

Promotion of the Company’s Philosophy Regarding Aboriginal Employment

The UPEI Staff Recruitment and Selection Policy states that UPEI is committed to ensuring that that “best candidate is selected in accordance with the applicable collective agreement, human rights, and employment legislation and principles of equity.”

Job postings by the UPEI contain the following statement: “In accordance with Canadian immigration requirements, all qualified candidates are encouraged to apply; however, Canadian citizens and permanent residents will be given priority. UPEI is committed to the principle of equity in employment.”

The University of Prince Edward Island also has a Fair Treatment Policy. While it is not recruitment or employment centred, it does state that:

The University of Prince Edward Island is committed to providing an environment that

447 Version January 8, 2001; available at: http://www.upei.ca/policy/adm/hrd/rs_/0001-0; This policy does not apply to the recruitment, selection, and appointment of faculty, senior administrators, students, graduate, and post-graduate students, assistantships or postdoctoral fellows, research assistants, or student internship, co-op, or on-the-job placements. It also does not apply to persons who may be located on campus but who are working for other agencies and are not employees of the University (section 2).
448 Section 4.1.4, UPEI Staff Recruitment and Selection Policy, Version January 8, 2001; available at: http://www.upei.ca/policy/adm/hrd/rs_/0001-0.
affirms and promotes the dignity of human beings of diverse backgrounds and needs. This Policy prohibits harassment and discrimination and affirms that all members of the University community – its students, faculty, staff, and visitors – have the right to participate in activities at the University without fear of discrimination or harassment.  

Aboriginal Hiring Targets

The University of Prince Edward Island does not have Aboriginal hiring targets per se. There has not been an identified objective to recruit aboriginal people. In the past, the university was approached by the PEI Native Council to assist with Aboriginal employment by providing work placement opportunities, which the university did.

5.22  **Vale Inco**

**Company Background**

Vale Inco is primarily a nickel company. However it is also a major producer of copper, precious metals, and cobalt and a major producer of value-added specialty nickel products. The company is based in Toronto and is a wholly owned subsidiary of Companhia Vale do Rio Doce (Vale), the world's second-largest mining company. Vale Inco has over 12,000 employees worldwide and had net sales last year of over US$8 billion. In terms of its Labrador Operations, Vale-Inco employs 469 full time employees, 17 part time employees, and 14 contract/season employees. 233 of the full time employees are Aboriginal, 17 of the part time employees are Aboriginal and 8 of the contract/seasonal employees are Aboriginal.

In 1996, Vale Inco acquired the rights to the Vale Inco Newfoundland and Labrador nickel-copper-cobalt deposits located on the eastern edge of a vast expanse of northern wilderness 300 kilometres north of Happy Valley-Goose Bay in Labrador, Canada.

In June 2002, Vale Inco and the Province of Newfoundland and Labrador reached an agreement in principle to develop the Vale Inco Newfoundland and Labrador deposit valued at $2.9 billion. Impacts and Benefits Agreements (IBAs) were subsequently

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449  Section 4.1., UPEI Fair Treatment Policy, Version November 21, 2005.
reached between Vale Inco and the Innu Nation and Nunatsiavut Government that cover a wide range of topics including industrial and employment opportunities, environmental protection, education and training, and protection of aboriginal social and cultural values.\footnote{454} Operations began in the fall of 2005.\footnote{455}

Vale Inco’s mission is “to be the world’s leading nickel company –setting standards of excellence in mining, processing and marketing products that meet society’s needs and contribute to improved quality of life”.\footnote{456} Its mission is:

To grow nickel production for the world – responsibly.

- **For customers** . . .
  by reliably supplying quality products.

- **For employees** . . .
  by providing safe and rewarding work environments that contribute to personal growth.

- **For suppliers** . . .
  by promoting partnerships that deliver innovation, cost-effectiveness and mutual benefits.

- **For communities where we operate** . . .
  by positively contributing to social, environmental and economic well-being.

- **For shareholders** . . .
  by consistently delivering superior returns on investment and contributing to the overall financial strength of our company.\footnote{457}

Its values statement lists the first value as: “People – We will treat all employees with respect and dignity”.\footnote{458}

During the construction of the mine in Labrador, over 40% of the workforce was comprised of Innu and Inuit. Over 350 Aboriginal people participated in project-related training and pre-employment training was offered in communities

throughout Labrador through the Joint Voisey’s Bay Employment and Training Authority (JETA).  

**Vale Inco’s Aboriginal Labour Force Participation Strategy within its Labrador Operations**

Vale Inco’s Aboriginal labour force participation strategy is contained within the Impact Benefits Agreements (IBAs) that it signed with the Innu Nation and the Labrador Inuit Association, now the Nunatsiavut Government, respectively. The details of the IBAs are confidential.

The company explicitly states that its priority at the Labrador operations is to give first consideration to Aboriginal people, Labradorians and Newfoundlanders. It adds that the basic premise of its strategy is to hire qualified Innu or Inuit first.

**Rationale for Increasing Aboriginal Employment**

Vale Inco recognizes that development is occurring on Aboriginal lands. As such, Aboriginal people should benefit from the mine as well.

**Tracking Aboriginal Employees**

The Human Resources department at the company, along with the Aboriginal Affairs department, works to maintain a database that identifies people according to three categories: Innu, Inuit or other.

As a result of the Impacts and Benefits Agreements, Vale Inco has a close working relationship with the Innu Nation and the Nunatsiavut Government each of which has an IBA Coordinator. When people apply for a position with Vale Inco and identify as being Innu or Inuit, the company approaches the corresponding IBA Coordinator and confirms that person’s membership. Self-declaration is voluntary.

**Types of Positions**

Aboriginal employees occupy the following positions at Vale Inco:

- Middle management, e.g., program coordinator
- Skilled, e.g., tradesperson

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Appendix C – Notable (Best) Practices and Case Study Profiles
Assessing the Effectiveness of Labour Force Participation Strategies
• Technical, e.g., IT, engineer, etc.
• Unskilled, e.g., warehouse loader, cleaning crew, etc.
• Administrative, e.g., secretarial

Supports for Aboriginal Employment

Vale Inco is committed to observing “all laws respecting non-discrimination or harassment on the grounds of race, ancestry, national origin, colour, ethnic origin, citizenship, creed, sex, sexual orientation, disability, record of offences, marital status, family status or age” and to respecting “the core labour standards related to equal opportunities/non-discrimination, child labour, freedom of association and collective bargaining and forced labour”.461

The company also has an Employee Human Rights Policy that governs its Canadian operations and which is consistent with the Canadian Charter of Rights and Freedoms and “universally accepted standards for basic labour rights including freedom of association, the right to organize, collective bargaining, abolition of forced and child labour and equality of opportunity and treatment”.462

In January 2007, the Skills Development Centre opened at the Labrador mine and concentrator site. Employees can advance their education and to improve their prospects for advancement while staying employed with Vale Inco. The Centre is the only private work site in Newfoundland and Labrador to receive Adult Basic Education (ABE) designation.463 In addition to ABE, learning opportunities at the Centre include English as a Second Language (ESL), Workplace Essential Skills, General Reading/Writing/Math, Communication Skills, General Educational Development (GED), Computer Basics, Trades-Related Preparation, Leadership Training, and Online Mining Courses.464 The Skills Development Centre is also a licensed GED exam invigilator so it can administer the GED exams here on site so that employees do not have to travel to take their exams.465

The Aboriginal Affairs department is comprised of three individuals: an Aboriginal Affairs Coordinator, an Innu Employment Coordinator and an Inuit Employment Coordinator. The purpose of the department is to oversee the implementation of the Impacts and Benefit Agreements, including advertizing job opportunities, hiring,

462 Ibid.
465 Ibid.
assisting the Human Resources department, other company departments, and management teams with promotion and retention strategies.

Vale Inco has also adopted a flexible approach to attracting Aboriginal employees. For example, one year when the Innu Nation offices closed over the winter holidays, the company postponed the application deadline for a new position so that Innu candidates did not miss the posting notice.

Vale Inco also supports workers once they are hired. If employees wish to pursue more training, there are opportunities within the company to receive additional training, both off and on site. In the past, for example, when someone was hired on as a process worker (labourer), the company has provided that person with on site training so that, over time, s/he can develop their capacity to eventually become a Mill Operator. Thus, the company trains staff internally so that they have opportunities to progress in their field and within the company. Vale Inco also is involved in apprenticeship programs.

The centre also oversees EduMine, an online learning-based correspondence program. Employees can apply to take a variety of credit courses ranging from ‘Introduction to Mining’ to ‘Aboriginal Awareness and Consultation’ to the ‘Basics of Metallurgy’. These courses are open to all employees and are paid for by the company. Though, employees have to apply to take a course on EduMine. (The courses are approximately $125 each. Employees pay through a payroll deduction. When they complete the course, the company reimburses them.) These courses have been very successful.

The Centre also holds a National Literacy Day event and has giveaways from newborn resources to adults to encourage literacy.

There are Inuit and Innu Employee Advisory Committees which meet monthly to bring issues forward to the company that they think should be resolved or that need attention. The Committees can include representation from Innu Nation and the Nunatsiavut Government, however the core of each committee is comprised of either the company’s Innu or Inuit Employment Coordinator and staff. Staff that sits on the Committee represent the rest of the employees (either Innu or Inuit) and their home community. The meetings are also public and anyone can attend. Minutes are published. The company has found that this approach fosters true buy in and allows people to voice concerns without the fear of reprisal. It also teaches them that they are entitled to ask questions and to get answers.
Promotion of the Company’s Philosophy Regarding Aboriginal Employment

Vale Inco works hard to ensure an environment of respect and trust. It adopts a wholistic approach to Aboriginal hiring. The company’s Innu and Inuit Employment Coordinators visit the IBA communities throughout the year. (There are 7 IBA communities; 5 under the Nunatsiavut government and 2 under the Innu Nation.) While in the communities, the employment coordinators speak to school children, hold community meetings, and maintain an overall presence in the communities.

When staffing a position, the company follows its hiring policy – if possible, it will fill the post with a qualified Innu or Inuit person. When mine site contractors fill vacancies the terms of their contracts ensure that Vale Inco’s Aboriginal hiring strategies are followed. In other words, Vale Inco’s mine site contractors are required to follow the company’s Aboriginal hiring strategy that prioritizes hiring qualified Aboriginal people first.

Jobs are posted in the local paper, advertised online and distributed to Innu Nation and Nunatsiavut Government offices as well as to the two Band Councils and Inuit Community Government offices. Often, when a job posting is received, the IBA Coordinators approach people in the community that s/he knows may be qualified for the position to encourage them to apply. Both the IBA Coordinators and Vale Inco’s Aboriginal employment coordinators also help Aboriginal candidates prepare their resumes.

The company adopts a number of approaches toward its social responsibility initiatives. It conducts school visits in communities and has a stay in school message. Employees talk to students about the mine site and the types of positions and work available. During each presentation, company representatives give an overview of the operation and describe the kind of work that is being done at Voisey’s Bay so students not only get to see what it looks like but also understand that there are many types of positions at the site. During the school presentations, staff advises students that if they would like a job and would like to do more than menial work, they should stay in school; education is a good way to start.

The company also offers a series of scholarships. Each year, it offers two four-year $4,000 post-secondary scholarship ($1,000/year for four years); one open to Inuit students, the other to Innu students. These scholarships are open to Innu and Inuit high school or Adult Basic Education students. It also offers up to seven one-year $1,000 post-secondary scholarships annually as well as two $750 scholarships for graduating students at Mealy Mountain Collegiate in Happy Valley-Goose Bay.

As students approach graduation, the company will work with each of the seven IBA schools to bring four students and a chaperone to the mine site for two days. While at the mine site, students get a full tour of the facility and have an opportunity to talk
to professionals to find out what they have done to be successful. There are also opportunities for job shadowing so students can see what the work is really like.

For students who cannot participate in the two-day program, the company may also conduct one-day tours where they fly students to the site for one day.

Vale Inco also partners with the College of the North Atlantic’s Orientation to Trades and Technology (OTT) class, a program which introduces women to non-traditional career choices. Classroom presentations as well as tours have been offered to the OTT class.

All new hires, Aboriginal and non-Aboriginal, go through an in depth, two-day site orientation. Part of the training is cultural awareness and gender sensitivity. The company has found that the orientation encourages dialogue.

**Aboriginal Hiring Targets**

Aboriginal hiring targets were negotiated through the IBA process. The original target was to have 40% of the workforce as Aboriginal. As of January 2009, Aboriginal people comprised 52% of Vale Inco Labrador workforce. With a total of 500 staff in Labrador, 202 are Nunatsiavut beneficiaries and 56 are Innu. So, the company is 12% ahead of where it planned to be by this time. (The mine began operating in 2005.) In the long term, the company hopes to have 100% of staff at the Labrador operations will be Aboriginal.

**Government Support**

HRSDC (then HRDC) supported the Voisey’s Bay Joint Employment and Training Authority (JETA), which offered pre-employment training for Innu, Inuit and Métis during the construction of the mine.

**Successes and Benefits**

There seems to be an eagerness to work for Vale Inco that might reflect, at least in part, the company’s hard work to ensure that Aboriginal candidates are honestly considered for positions.

The company has a very small employee turnover rate. It retains a large proportion of its employees. As such, it feels that it is not regarded as temporary employment or as a stepping-stone. Personnel that do leave are more likely to be non-Aboriginal. Yet, they also tend to not be from the area and often leave to return closer to home.

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466 Some of the discrepancy between the number of Inuit and Innu employees stems from the fact that the Inuit population is larger than that of the Innu.
Challenges

Some people do not understand the IBAs or the reasons for them. There is some resulting resentment; through its orientation process and ongoing staff dialogue, the company actively works to educate its staff as well as contractor employees about the IBAs as well as why they were implemented.

The majority of people at the mine work two weeks on and two weeks off. Sometimes, when people leave for their two weeks off, it is sometimes hard for them to return. People miss their families and it is hard to leave them for two weeks at a time, especially if they have young children. Thus, while the company does not generally have retention issues, it recognizes that a small number of employees have difficulty returning to the remote site.

Vale Inco has taken a proactive approach to try to address challenges. It is partnering with the Nunatsiavut Government and Innu Nation to conduct a socio economic monitoring of aboriginal staff and the seven IBA communities impacted by the Voisey’s Bay development to assess the impact the project has had on the people of northern Labrador. The monitoring involves employee interviews, focus groups as well as questionnaires in which all stakeholders are asked about their thoughts about working for the company, how the communities have been either positively or negatively impacted by the development, etc. It is Vale Inco’s intent to build on the positive outcomes of the development while lessening the negative. Work with Inuit communities has already begun and the company has implemented changes to its operation however the next step will be to work with the Innu to begin project implementation. A good example of how the company addressed a concern raised is that of winter shipping. The Inuit community of Nain stated one of its main concerns was Vale Inco’s winter shipping activities. When the company’s ship, the Umiak I, made its way to site in the winter, it broke the ice. For Inuit and Innu alike, the ice is used to pursue traditional activities such as hunting and fishing; the ice is also a means of transportation. When the ice is broken, traditional pursuits are interrupted. To mitigate its impact, Vale Inco, in conjunction with its aboriginal contractor developed a moveable pontoon bridge that can be used to create safe a crossing point on the ice thus allowing traditional activities to proceed with little down time.

Recommendations to Others

Over time, actions speak louder than words. To gain people’s trust, you must show them that you are sincere and actually do what you say you are going to do.

There has to be a true and genuine partnership with open dialogue. Companies have to be open and have frank discussions with Aboriginal people and communities so that each party understands what the other is looking for and expecting. Top down
imposition does not work. Not everyone will get their way every time but through listening and understanding, it is possible to develop strategies that not only meet business needs and priorities but that are respectful to and work with Aboriginal people. In other words, it is still possible to accomplish all one’s business goals and still share the benefits with Aboriginal people.

From the beginning, there has been Aboriginal inclusion and this has to pervade the organization, from the upper echelons of the company down. It is management’s responsibility to educate and school staff about Aboriginal relations but to start that process, the company should work with Aboriginal governments to make that happen. Support from leadership on both sides is very important.

Vale Inco NL has offered training programs (e.g., pre-employment) in communities to maximize success; to be successful, one must be extremely flexible. For example, the company recently hosted a pre-employment training session in the Inuit community of Hopedale as well as one in the Innu community of Natuashish. During the Natuashish based course, the instructor found that as time went on, fewer and fewer people came to the training. One evening, the instructor saw a couple of students and asked them why they had stopped coming to class. They answered that they could no longer come during the day because of family commitments. So, the instructor began teaching them in the evening. As another example, the company has a small turnover rate so job vacancies are few. However, when work loads require it, staff are hired for short term employment so people do get a chance to work at the mine site and have a sense of what the work is about so that they can be better prepared when a job vacancy does arise.

Aboriginal employment and partnership is an ongoing process. There are always new things to learn and because one has been doing something one way for an extended period of time does not mean it will be done that way forever. To be continually successful, one must be open to change and to working with your partners on how to solve problems and address challenges.

It all matters. One might not think that leading a school tour of your workplace will have an impact but it all matters. You can inspire, encourage, promote or discourage with one small act. Here’s an example: as was mentioned, the company brings in students that are graduating from high school for a two-day tour of the site. In 2007, one of the graduating students was ill and could not go on his school’s tour of the mine site. He was also on the verge of dropping out; he did not think that he could do much since he came from small community X. Later on in the year, he was permitted to join another student tour group. As a result of the schedule, geared to females in non-traditional roles, one of the Vale Inco trainers spent the day with him and gave him a personalized tour. The trainer spent some time learning what the student was interested in and showed him parts of the mine that interested him. When the student returned to his community, he realized what school could do for him. During
his last 4 months of high school, he raised his grades up to almost an honours level. Now, he is in receipt of one of the Vale Inco NL four year, $4,000 scholarships and is pursuing a university degree and intends to study engineering.

As we conclude the employer profiles, we now turn attention to challenges that employers have faced with Aboriginal employment and/or labour force participation strategies.

6. **Challenges with Aboriginal Employment &/or Labour Force Participation Strategies**

Interviewees identified a number of challenges or barriers in relation to Aboriginal labour force participation or employment. The challenges revolve around a number of different themes, including: self-identification, applications and the hiring process, availability of employment, education and qualifications, peers and mentors, mobility, awareness, understanding and communication, funding challenges, access to the Aboriginal labour force and communities, policy and enforcement, staffing, targets, work ethic, and leadership.

**Self-Identification**

It is difficult to know who is Aboriginal. One employer commented that it may have Aboriginal people among its staff but would not know it because it does not track Aboriginality and/or because Aboriginal people do not identify themselves as being Aboriginal.

For companies that do follow employment equity or equal opportunity guidelines, self-identification is still voluntary and cannot be forced. As such, it is not always possible to know about someone’s membership in a designated group if that person does not self-identify. If people do not self-identify, they will not be counted as part of a designated group, cannot be tracked, and they may not benefit from certain opportunities as a result. Moreover, there is no way to check the validity of someone’s self-identification.

Self-identification is a challenge in general, particularly with a younger workforce that has been raised with more diversity. The younger workforce sees self-identification as putting a label on itself. Effort has to be made to teach younger people in particular why this type of legislation and related initiatives exist.

**Applications and the Hiring Process**

Applicants must actively search for jobs. One employer asserted that there is nothing passive about recruiting anymore. First Nations might have to address that with its workforce. It is necessary to make employers aware that you are out there.
Employers do not tend to have the personnel to continually follow up with communities.

One employer commented that there is a low Aboriginal application rate. In other word, Aboriginal people do not appear to be applying for positions with this particular employer at the rates that they could be even though there are opportunities for advancement.

Aboriginal job applicants seemed confused at times by an application question that asks them to check a box if they are a Canadian citizen. Some First Nation applicants indicate their Aboriginality on their application form but do not identify themselves as being a Canadian citizen on the same form. Because they do not check off the Canadian citizen box on the application form, they are automatically excluded from hiring consideration because the preference is first given to Canadian citizens. As such, it might be necessary for employers to demystify the hiring process.

Several interviewees commented that because of their rigorous application/screening/interview process, candidates sometimes find that their hiring process, including assessments and testing, can be intimidating and is therefore a barrier to employment.

Bid processes may be challenging for Aboriginal companies (or any) that are not familiar with these kinds of processes.

Interviews can also be a challenge. Aboriginal people tend to prefer to demonstrate what they can do rather than talk about it or themselves. If an interview focuses on a discussion where the candidate may have to talk about him/herself, the employer may not get the right results even if that candidate possesses the required skills set. If in an interview, an employer demands that eye contact is made but a candidate avoids eye contact, a gap is created. Without a cultural understanding, the employer may perceive that candidate as not being interested as opposed to being respectful by avoiding eye contact.

**Availability of Employment**

One company said that because it is a relatively small employer, it generally does not have ‘entry level positions’ that high school graduates can take and move up from. It tends to hire ticketed trades people or people who have received professional training, such as engineers or accountants. This limits the potential labour pool from the overall population in general in addition to constraining hiring from the Aboriginal labour pool.

One company commented that Aboriginal people often seem surprised when they gain employment at the company. They appear to have the impression that the
company does not give jobs to Aboriginal people. Thus misperceptions can be misleading.

Competition from other employers for Aboriginal employees is also a challenge. It is sometimes difficult for employers to fulfill their diversity mandate from the existing pool of labour.

**Education and Qualifications**

One employer commented that the challenge with hiring Aboriginal candidates largely revolve around educational qualifications. It finds that the education among Aboriginal candidates is not appropriate for the positions that are available, that Aboriginal people are not adequately trained and/or they do not have the requisite education.

On paper, the educational achievement among Aboriginal candidates may be satisfactory but it has been difficult for people to be successful during the interview process and at passing standardized tests. Numeracy appears to be a definite challenge. One employer added that Aboriginal candidates do not generally have the requisite education for professional positions, such as managers or engineers. One person commented, “I would love to have more Aboriginal people with these kinds of degrees but you see it only very rarely”.

A company observed that historically, Aboriginal people have not had much success in the school system and in gaining meaningful employment so some people now appear to have a ‘why bother’ attitude. With youth, it may be a matter of having a vision; perhaps Aboriginal youth cannot see what is possible for them so it may be hard for them to get motivated.

One employer commented that training programs sponsored for on reserve candidates typically do not meet industry standards. The training sponsor is aware of the barrier this creates; however, training to standard is costly; communities can train more people, if they do not train to standard. The industry will not lower its standards and the end result is trained candidates who are not employable.

There seems to be a lack of professionally trained people in First Nations communities, which limits the types of jobs Aboriginal people can compete for. Likewise, certain positions require candidates to possess a minimum standard of education, e.g., high school diploma or equivalency if not a university degree.

At times, there are gaps in applicants’ employment experience. For example, some applicants may work for a period of several months and then not work for several more months. Yet, the company requires that applicants have at least one year of continuous employment. Once it hires someone, one employer invests approximately
$6,000 in training someone so it wishes to invest in staff that will stay with the company for the long term. Likewise, what an employer regards as continuous improvement may not be the same as what Aboriginal people regard it as.

Many employers require candidates to undergo a criminal background check. This may prevent members of the community from applying for a job.

**Peers and Mentors**

The lack of Aboriginal peers within an organization may be another barrier to Aboriginal employment. A critical mass of Aboriginal people already employed is important. One employer added that referrals are the number one way it recruits so if it does not have any Aboriginal employees, the referral network breaks down in terms of Aboriginal recruiting.

One company stated that there is an Aboriginal employee who has been a great ambassador. But this employee is one of only a few if not the sole Aboriginal employee at this company.

**Mobility**

Mobility is an asset. First Nations communities are not necessarily located in business centres or close to employment opportunities. This often requires Aboriginal people to leave their community, which many do not want to do. However, not being mobile severely limits employment options.

Taxation implications of working off reserve are a huge disincentive for seeking employment outside of a First Nation community.

**Awareness, Understanding and Communication**

What constitutes ‘cultural respect’ is often unclear. One organization stated that it did not know what that meant exactly. For example, it was not sure if that meant that an opening or closing prayer was required to begin and end meetings. It stated it is unsure of the protocols or what appropriate communications entail. It stated that it thought it was welcoming but that Aboriginal people do not feel it is; it does not understand why this is so.

Another employer stated that one challenge is cultural differences between Aboriginal and non-Aboriginal people. At the same time, it was not able to describe what the barriers or differences were.
One company commented that the question of vision is a Canadian problem. “Somehow we’ve instilled in the Canadian population that it’s okay to have a 3rd world in a 1st world and we’ve somehow gotten to the point of not being outraged.”

One company commented that there are still those within its workforce, as well as in the community at large, that do not understand its Aboriginal hiring strategies or its Aboriginal-focused strategy. Some people do not understand the reasons underlying the strategy. They perceive Aboriginal people as being regarded as ‘more special’ than they are.

Stereotypes and/or negative attitudes can negatively affect working relationships or the willingness of Aboriginal people to work for non-Aboriginal employers.

There seems to be a lack of communication by companies (or government) with First Nations (and vice versa). Several interviewees commented on the difficulty they experienced in having people return their phone calls or e-mails.

There is the possibility that Aboriginal people find non-Aboriginal people aggressive. For example, one employer noted “once people are hired, we expect them to work in a team and get in front of the group and speak. This is sometimes challenging for Aboriginal employees because it can be counter to their way.”

An employer stated that cultural differences or barriers may not be significant but that it is still necessary to be aware of them or else they can become hindrances. For example, during interviews, Aboriginal applicants are more likely to be humble and tend to not promote themselves or their accomplishments. They tend to think in terms of the collective. However, during the hiring process, an employer is generally interested in hearing about individual accomplishments. These two different approaches may adversely affect Aboriginal candidates.

One employer commented that knowing how to address people is sometimes a challenge. It expressed uncertainty over what terms might be appropriate or how to be culturally respectful.

There often seems to be conflict between Aboriginal people and non-Aboriginal people. Dialogue is sometimes uncomfortable; we do not always know what to say so we have to build comfort on both sides.

Building awareness is always a challenge. People tend to fear what they do not know and may have preconceived ideas that are not accurate. If people have a bad experience with one particular person, they tend to think that everybody from that same cultural group is the same, which is inaccurate.
One employer stated that the First Nation communities could better liaise or keep in contact with the company.

One company has commented that the communication skills of Aboriginal candidates are different. They appear to be slow to answer or exceedingly pensive. It appears as though the candidates are not sure of themselves. This might not be the case but the behaviour does not fit with the behaviour patterns that the company sees regularly.

The nature of ‘family’ is a different concept. Traditional definitions limit family to one’s immediate family. However, the sense of family among Aboriginal people is different and more collective in nature. This impacts the time they may need to take away from work. For example, if there is a death in Aboriginal communities, the employee may have to leave and return home even if s/he is not immediately related to the deceased. This is hard for non-Aboriginal employees to comprehend.

Employers tend to over generalize. If they have a negative experience with one Aboriginal employee, they tend to believe that the entire Aboriginal population possesses that negative trait. But the same employers do not seem to over generalize in the same way when it comes to the non-Aboriginal (or non-visible minority) population.

One interviewee commented that employers do not tend to see Aboriginal people as a viable workforce. There are cultural misunderstandings and pre-conceived notions that the skills sets are not there. The media has also contributed to the problem; often, it does not identify or promote Aboriginal people as the best workers.

A lot of people do not see Aboriginal people as positive partners. Aboriginal people are often only regarded as people in need of help. In order to do Aboriginal employment well, employers (and the public and policy makers) will have to fundamentally shift in how they regard Aboriginal people.

**Funding Challenges**

One employer stated that any equity program or policy must be supported by a sufficient budget. If the funding was there to support equity hiring, departments may be more inclined to hire more designated candidates.

One employer stated that to make Aboriginal employment a strategic priority, it would need financial resources. Another expressed an interest in having an Aboriginal recruiter to talk to First Nations about partner initiatives but finds it consistently difficult to find the money and the people to do it.
Access to the Aboriginal Labour Force and Communities

One employer was not sure whether there is a large Aboriginal population to tap into. Another commented that it is not aware of Native organizations that promote employment. Another was confused by the number of Aboriginal agencies and interest groups that seem to be dealing with the same issues. It can also be a challenge to determine who’s who at the First Nation level.

Aboriginal people may not be aware of a certain company as an employer or how to access job postings.

Some employers also commented that it can be hard to gain entry into or engage with the First Nation community or where one can find Aboriginal employees. One interviewee commented that it took it 5 months to make contact. It added that employers do not have that kind of time. Another added that a targeted recruitment campaign would be beneficial. Ongoing collaboration and a consistent relationship would also be of benefit.

One employer, who had a diversity coordinator based in the Atlantic region at one time, stated that the coordinator did reach out to First Nation communities but did not receive much uptake.

One employer commented that it has met with a Native organization in the past and posted job opportunities through it. While the organization was great to work with, the employer did not receive many applicants and of those that it did receive, none were appropriate to its need. Because that approach did not yield the hiring results the company required, the company opted to advertise elsewhere where it got better results.

One interviewee stated that it finds that it is difficult to enter the community regardless of how many events it attends in the community. It wondered how it could build trust; it does not get the sense that it is welcome. If entry into a First Nation community becomes too difficult, employers can get frustrated. The priority is to fill the vacancies. If they cannot fill them with Aboriginal employees, employers will look elsewhere.

One organization noted that when it hosts events and even covers the cost of First Nation representatives to attend the events, there is minimal Aboriginal attendance, particularly from on reserve representatives. Another interviewee heard that it had been criticized by a First Nation for not promoting opportunities in the community. It then attempted to have a community presence but found that there was no uptake from the First Nation. It extended an invitation to the community to promote the event and attempted to reach the community contact several times. The First Nation
representative acknowledged receiving the invitation and messages but did not respond further.

There is an entire population of people that require employment. One company stated that it offers a great benefits package and that it needs employees. But, it is not being successful in hiring Aboriginal employees. It has asked the question about what it has to do to do to be more successful and what Aboriginal people have to do to be more successful.

**Policy and Enforcement**

One company said that one weakness with the employment equity program is that it does not have the teeth to enforce the program or ensure employers go through employment equity in a meaningful way.

One employer commented that some of its employees do have some shared concerns about employment equity. They sometimes feel that qualifications are a ‘moving target’ to some degree and that some work is not as valued as other work within the company hierarchy.

**Staffing**

One employer commented that there is a lack of personnel working on employment equity or diversity issues and that a lack of commitment on the part of managers to monitor or support Aboriginal employees has negative consequences. Likewise, one employer commented that government diversity programs geared towards employers should be supported by a team rather than an individual since relationship and partnership building takes time.

Another respondent also commented that while it has enough resources to do what it needs to do, it would prefer to have additional resources to hire, for example, an Aboriginal Relations Officer to reach out to youth, high schools and the communities or to make a promotional video for youth. However, resources for such a position were unlikely for this particular company.

One organization commented that Aboriginal services providers appear overwhelmed. Stress appears to be high and workloads appear to be heavy. It got the impression that Aboriginal service providers have other pressing issues rather than working with the organizations that could potentially offer full time employment.

One employer commented that as senior staff changes over, it has to invest considerable effort in educating new senior managers. They, in turn, have to re-establish a new relationship with the staff and employment equity groups.
**Targets**

One company stated that the numerical target requirements under the federal employment equity program have a negative connotation of quotas. It is at times perceived as reverse discrimination against non-designated groups. The focus should instead be on creating an inclusive process.

The number of Aboriginal employees is so small that the arrival or departure of even one person has a profound impact on employment equity numbers.

**Work Ethic**

Several employers commented that some people have the perception that Aboriginal people have a poor work ethic. One noted that it sometimes appears that Aboriginal employees do not arrive for work consistently every day. The reason for this was not clear to the employer. Another added that it (and its industry) does not have the flexibility to address certain expectations of candidates to meet their work life balance i.e. childcare availability, participation in community events and endeavours, e.g., volunteer fire fighting.

**Leadership**

If the leadership for an Aboriginal employment strategy rests with only one person, the strategy can be put at risk. If that person shifts focus or decides to leave the company, the strategy could dissolve. Responsibility for diversity should instead rest with a number of different people to ensure continuity and longevity.

One company suggested that communities should become more dynamic. First Nations would benefit more if they were more proactive. To do that, the communities must build capacity and build infrastructure.

One company commented that one barrier can be the bureaucratic nature of some organizations. In other words, red tape can hinder the process.

An employer noted that corporate Canada tends to view the Aboriginal labour pool as a short-term fix or an obligation that ends with the conclusion of a contract. As a result, it is difficult to retain Aboriginal employees. One company is shifting to focus on the long term and how to be more accommodating so that people can stay in their communities while working if that is what they want to do.

People are hesitant to take chances. When there is an attempt to do things differently, there seems to be resistance.
7. **Employer Recommendations**

To improve Aboriginal labour force participation and related strategies, interviewees made several recommendations revolving around the following issues: applications and the hiring process, education and qualifications, training, connections and networking, awareness, understanding and communication, peers and mentors, mobility, access to the Aboriginal labour force and communities, policy and enforcement, targets, focus, and leadership.

**Applications and the Hiring Process**

In terms of bidding on large contracts, it has been suggested that one of the things others in the industry could do would be to 'break up purchasing contracts'. Frequently large companies and organizations bid on very large, comprehensive contracts for goods and services. It is easier for the purchasers and they are usually able to get a better overall deal through economies of scale. For example, if one plant purchased paper for itself only, it would have little purchasing power and would not get a good deal. When a company purchases paper for all of its factories worldwide in one or a few contracts, it enjoys enormous savings. From the supply side, it often means only large, established suppliers can realistically bid. This puts new, fledgling, or smaller suppliers at a huge disadvantage. Most minority-owned businesses are smaller, so they end up being shut out of the bidding and the business. This can be overcome by breaking up the contract, or by the organization that tenders the bid insisting that minority suppliers be given consideration for subcontracts.

It is not only important to hire Aboriginals people but to retain them as well. Thus, it is important to offer promoting opportunities within a company.

**Education and Qualifications**

In order to rapidly accelerate Aboriginal participation in the labour force in Atlantic Canada, one company recommends educating employers on how to engage the Aboriginal community. It also suggests changing the accountability structure for corporations. Shareholders must make it known to the company and to the leaders of the corporations and let them know that they want things to be different. Very little is done at the shareholder level to make corporate leaders accountable.

The federal government should change its metrics and what it measures in terms of what it considers success with Aboriginal education and employment. For example, the federal government seems to report on graduation rates for Aboriginal people so Aboriginal students get funneled through the lowest levels of English, math and science so they can graduate. But such levels of education do not lead to meaningful
employment. Then, people are boxed in because then people cannot pursue higher education because they do not have the necessary prerequisites.

**Training**

Aboriginal communities should engage in training that has been developed and designed with input from that particular sector to ensure that it is accepted by the sector.

Training is important but there are other methods that can be used to enhance Aboriginal employability. For example, mentoring on the job with the proper supports may help Aboriginal employees overcome hurdles. With such programs, it might be possible to increase connectivity between potential employees and employers – more so than with training alone. However, often the emphasis is that training is only way of moving forward.

**Connections and Networking**

Both employers and the Aboriginal community would benefit from a strategy that is focused on improving connections and networks. Tools are indeed valuable but efforts should not end with the products themselves. There should be an ongoing forum for having discussions, solving challenges, and developing relationships and increasing connectivity.

First Nations suffer from a divide and conquer approach. To overcome this, they should work together so they do not get left behind.

There should be targeted partnerships for certain occupations where shortages are anticipated. Companies could then promote their openness to hiring Aboriginal candidates.

Companies can ask themselves what they can do for the community, not only in terms of hiring but also in terms of building a community presence.

**Awareness, Understanding and Communication**

The challenge is to make workplaces inclusive and have a mechanism for employers to better understand Aboriginal cultures. For example, when there is a death in the Aboriginal community, one’s Aboriginal employee may take time off of work because it is culturally important for him/her to do so. The employee may feel that s/he does not have to tell the employer that s/he is not coming in to work because when that employee returns to work and explains that there was a death, the employer will understand. The employer’s perspective is different. The employer may not necessarily begrudge time off work for a death but the employer may have related
policies that it expects all employees to follow. The employer may want to know in advance or as soon as possible when there is a death or when an employee is delayed or cannot come in to work for another reason. If the employer is not aware of the custom, it may perceive its Aboriginal employee as not caring about the job or having a good work ethic. It is incumbent on employers to be open to Aboriginal cultures but it is also incumbent on Aboriginal employees to make employers aware of such things in advance.

Understand limitations that people/companies face because of the size of their company, the history of the company, a lack of experience, etc. and make accommodations to address them.

Pay attention to details and make sure lines of communication are open. One employer recommends that companies openly communicating and contacting First Nations and vice versa.

Take small steps and build towards something greater. It might be best to take a more cautious approach in order to gradually change mindsets and bring people around rather than to bring about change too quickly and force people to accept it. It is important that people see it (e.g., equity) for themselves. Aboriginal awareness education can be a huge help.

To raise Aboriginal employment, both employers and Aboriginal people/communities must be proactive. Awareness and openness are needed to build inclusion. Likewise, changing views or perceptions about certain jobs (e.g., some of the trades) may increase their attractiveness.

There are still people in the workforce, particularly among the older employees, who have a perception of Aboriginal people as not paying taxes and as having more rights than the average Canadian. Some also feel that Aboriginal people experience preferential hiring.

A one-stop shop for Aboriginal employment would be extremely important. The federal government, the provinces, and the Aboriginal organizations each have their own initiatives. One employer stated it did not necessarily know who did what. It suggests that if there was a coordinated effort instead, it could pool resources. For employers, this would mean having one place to advertise and the peace of mind of knowing that the ad was being promoted everywhere.

It is key to understand what the cultures are that are among your workforce and how they fit in with the corporate culture. It is equally as important to remember that there is no standard box that we all fit in.
The key is to develop relationships, people to people. One must work together to find solutions. A good understanding of each other is vital as are expectations. Be clear on expectations and give people an opportunity to achieve those expectations.

When dealing with First Nation development, one should understand that Aboriginal culture is different and one should respect that difference and accept that one should not or cannot change that culture. Instead, one should focus on what the community can offer and is willing to do and work within that parameter. It is likewise important to understand the role of the land to Aboriginal people; it is sacred. The land is their culture, their faith.

Employers have to be targeted and specific and have to get 'in there' and work directly with First Nations. First Nations relations do not work from an office or via the Internet and e-mail. Companies have to tailor their approach. The extra effort will enable companies to achieve their goals.

On the flip side, Aboriginal communities could target large employers in the area and to try and develop a relationship with their human resources or public relations/Aboriginal relations person. By so doing, the communities would be in a position to continually update the company about who in their community is available (and trained) to work or inform their members about employment opportunities.

Industry associations and unions seem to still underestimate the potential contribution of Aboriginal people in our country so they have not worked hard enough to include them.

One company commented that it would be helpful if Aboriginal communities were sensitivity to employers who have the will to employ more Aboriginal people even if they do not yet know how to do it.

One company representative expressed a desire for a strategy to attract more Aboriginal employees and incorporated it into his/her performance plan. His/her supervisor supports this as well. Although the company makes diversity a priority and promotes and facilitates engagement and awareness initiatives, it states that on-going and continued education and awareness in the area of diversity is important.

**Peers and Mentors**

Look at what other non-governmental companies are doing vis a vis Aboriginal employment. For example, the oil and gas companies, particularly in Western Canada, are keen to partner with Aboriginal people.

Ask for feedback from the Aboriginal people already working in your organization.
A mentor from the Aboriginal community would help employers be more successful in developing an Aboriginal employment strategy and in helping employers become more educated. A mentor would also help open doors at the community level and introduce companies to strategic people in the community.

**Mobility**

One company identified that First Nations people are reluctant to work off the First Nation. One solution it is developing is to outsource work to First Nations so that employees can still be based in the community and enjoy the tax benefits of staying there. As an incentive, Aboriginal employees calculate the number of days s/he works on reserve. The income worked on those days then becomes tax-free.

At the same time, both parties should be more flexible.

**Access to the Aboriginal Labour Force and Communities**

One employer commented that it would be helpful to have points of contact at the First Nations and the Tribal Councils.

It would be helpful if employers had a place to post jobs within the Atlantic region with a job referral centre.

**Policy and Enforcement**

The Employment Equity Act was designed to be forward looking but the majority of organizations that are implementing it look to the past not the future. They set demographics to what they were at time of census and it generally takes four years for those numbers to be processed. The demographics are old but we should look at the demographic forecasts in the future not of the past.

If policies are built, rather than forced, it becomes easier for people to accept them.

Company policies must be supported with the funding in order to make effective change.

There needs to be more of an aggressive commitment on national and institutional level for change. For example, one could make changes to the Federal Contractors Program such that instead of meeting the test of substantially better qualified (e.g., that non-designated candidates are substantially better qualified than a designated candidate), one could instead say that first consideration will given to a candidate from one of designated group unless there is no qualified designated group candidate. Under this scenario, if a member of a designated group met the criteria...
s/he would be hired. Only if s/he did not meet the threshold would other candidates be considered.

One employer suggested that a commitment from the government that encourages preferential hiring (based on merit) would be preferred. It stated that preferential hiring is common. For example, if one recruits someone but s/he will only accept the position if his/her spouse has a job as well, that might be only way to secure that person. When it comes to preferential hiring based on ethnicity or disability, we have to be more proactive or affirmative in our hires. In other words, Canada has a foreign recruitment policy that states that Canadians have hiring priority over foreign candidates. Such a policy has been successful. The same thing could be done in terms of Aboriginal candidates and other designated groups because they are so underrepresented.

There is a lack of formal research on the subject of Aboriginal employment and the components necessary for organizations to effectively address Aboriginal employment. Generally, people seem to understand the need for diversity and Aboriginal employment but information based on the analysis of detailed case studies using recognized methods of social scientific research seems to be lacking.

**Staffing**

A lot of employers companies need someone else to coordinate training programs for Aboriginal people. One employer stated that it would not be feasible for it to put together a targeted apprenticeship project but that if someone else coordinated it, the employer would certainly participate.

**Targets**

One needs to know the market one is drawing from and to know what their experience and knowledge is.

**Focus**

It was suggested that collectively, we are not asking the right question. If we made Aboriginal employment the goal period as opposed to Aboriginal employment in my organization or your organization, we would be compelled to look beyond the typical way we work. McDonald’s as a corporation is a good example of going outside of the box. It embraces a lot of things other companies avoid; they hire young people who do not tend to stay long. But, the company’s approach is that McDonald’s is going to give those young employees the best employment experience possible while they are employed with the company.
One company suggested that it is better to focus on diversity rather than culture so as to not divide the workforce and separate Aboriginal people from other people.

One employer suggested that targeting areas where there will be future employment opportunities would be helpful. Focus could then be placed on how to increase representation in those areas.

**Leadership**

It is important that the managers are on board. They help us to inform people about what is going on with regards to diversity and Aboriginal employment.

When putting together a team to work on Aboriginal employment or when forming partnerships between the Aboriginal communities and a company, if the composition of committees were non-political, it would maintain open communications and ensure that goals are not waylaid by political agendas.

It is vital to have dedicated people who were willing to go the extra mile. It is also important to involve key decision makers, on both the corporate and Aboriginal side.

8. **Additional Resources**

Companies identified a series of resources that, if available, would help improve Aboriginal employment and retention:

- More person years devoted to employment equity
- More commitment on the part of politicians
- Education; we need good thinkers to figure out how to support Aboriginal people in becoming more successful with their education.
- More available information on who to contact and how to get started with strategies like partnerships.

More financial resources devoted to employment equity would help but this is only one piece of the puzzle. One employer states that it is really about priorities. Even though there may be a mandate from the federal government that obligates employers to implement employment equity, most employers do not yet have a workforce that reflects society, particularly in reference to Aboriginal people.

9. **Conclusions**

Some companies have been quite proactive in terms of seeking Aboriginal employees and others are at a more preliminary stage. Some have resources available for
Aboriginal (or ‘minority’) recruitment while others’ budgets are extremely limited in this regard. Nonetheless, there appears to be a definite desire on the part of those interviewed to build relations with Aboriginal people and First Nations communities.

As one informant highlighted, there are three main arguments for Aboriginal employment.

1. Moral argument – Aboriginal people should have the same access to employment as other people; it’s equitable and right.
2. Rights based argument – Aboriginal people have the right to employment.
3. Statutory argument – the Employment Equity Act and other statues, including treaties and land claims that are constitutionally protected, provide the legal framework for Aboriginal employment.

Notwithstanding the desire to increase Aboriginal employment or to foster partnerships with Aboriginal people or First Nations, the interviews bring to the fore several themes or issues:

<table>
<thead>
<tr>
<th>Theme</th>
<th>Finding</th>
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<tbody>
<tr>
<td>Self Identification &amp; Diversity</td>
<td>• Not everybody self-identifies or declares their membership in a designated employment equity group making it difficult to track employment equity progress or promote programs and opportunities.</td>
</tr>
<tr>
<td>Diversity Strategies</td>
<td>• There may still be uncertainty as to why strategies targeted to specific people, such as to Aboriginal people, are required. More public education is required to prevent growing resentment and breakdown preconceived ideas.</td>
</tr>
<tr>
<td>Application and Hiring Process</td>
<td>• Application and hiring processes can be quite confusing and are often barriers to employment.</td>
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<tr>
<td></td>
<td>• Bid processes may be challenging for companies that are not familiar with them.</td>
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</tbody>
</table>
| Job Seeking | • Job seeking is an active process. People who are seeking jobs must make themselves known to employers. At the same time, people can be challenged to know where to look for a job.  
• Youth may not be able to formulate a vision for themselves, making it hard for them to get motivated. |
| Education and Qualifications | • Gaps in one’s employment history can impact how one is perceived by a potential employer.  
• Many employers require candidates to undergo a criminal background check. This may prevent members of the community from applying for a job.  
• A skilled workforce is required, whether it be in terms of ticketed trades people or people with professional training, such as engineers or accountants.  
• Any training program that is offered on reserve (or anywhere) must meet industry standards.  
• There are a limited number of skilled and/or professionally trained Aboriginal people. This leads employers to compete against each other for a limited trained labour pool. |
| Peers and Mentors | • The lack of Aboriginal peers within an organization may be another barrier to Aboriginal employment. |
| Mobility | • Mobility is an asset. First Nations communities are not necessarily located in business centres or close to employment opportunities. This often requires Aboriginal people to leave their community, which many do not want to do. However, not being mobile severely limits employment options.  
• Taxation implications of working off reserve are a huge disincentive for seeking employment outside of a First Nation community. |
### Awareness, Understanding and Communication
- Differences in communication, demeanor, eye contact, etc. can prevent positive employment outcomes.
- What constitutes ‘cultural respect’ is often unclear. It may not be clear what the appropriate protocols or communications are.
- Communications between employers and First Nations could be improved.

### Funding
- Equity programs or policies must be supported by a sufficient budget.

### Access to the Aboriginal Labour Force and Communities
- It is sometimes difficult to identify who is who in the Aboriginal community, which organizations promote employment or who to contact at the First Nation.
- Gaining entry to the Aboriginal community or First Nation can be challenging. Likewise, it can be difficult to receive uptake from a First Nation once contact is made.

### Policy and Enforcement
- Enforcement of equity policies can be a challenge.

### Staffing
- The economy is compelling many companies to streamline their staffing. As such, employers do not tend to have the personnel to continually follow up with communities. First Nations must be more proactive about promoting their labour force and in building partnerships.
- There may be a lack of personnel working on diversity or equity issues.

### Stereotypes and (Mis)perceptions
- Misperceptions about certain employers prevent Aboriginal people from applying for a job. Likewise, there is a general misunderstanding about Aboriginal behaviour and customs.
- There may be a perception among some of Aboriginal people as being people in need of help. In many cases, Aboriginal people as positive partners.

### Leadership
- The success of any diversity program is greatly determined by the extent to which it is embraced by the leadership.
Responding to these issues provide an opportunity to further Aboriginal employment in the Atlantic region and to furthering efforts to build or improve partnerships with employers in the region.
Annex A

Employment Equity through Affirmative Action at Dalhousie: A Policy
Dalhousie University Self-Identification Questionnaire
Employment Equity through Affirmative Action at Dalhousie: A Policy\footnote{http://www.careerjet.ca/job/c38af22cae503eea0b4bc8f79e679eb2.html, retrieved on: February 17, 2009.}

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Revised November 11, 1989

Introduction

Dalhousie University is committed to employment equity through affirmative action and will institute active measures to eradicate discrimination, both personal and systemic, and to reverse the historic under-representation on its faculty and staff of women, aboriginal peoples, visible minorities and the disabled.

This document is the statement of Dalhousie's policy on affirmative action and equal opportunity. This policy is in compliance with the Nova Scotia Human Rights Act and the Federal Contractors Program to implement Employment Equity.

Employment Equity has the following essential components:

1. removal of discriminatory barriers to employment and promotion. This includes elimination or modification of all human resource practices and systems, not otherwise authorized by law, which cannot be shown to be bona fide occupational requirements;
2. the introduction of positive policies and practices and the establishment of internal goals and timetables towards the achievement of employment equity by increasing the recruitment, hiring, training, and promotion of designated group members;
3. improvement in the participation of designated group members throughout the contractor's organization through hiring, training, and promotion.

The Nova Scotia Human Rights Act states that furthering employment equity by preferential treatment designed to promote the welfare of any group in Nova Scotia is not a violation of the Act if it has the approval of the Nova Scotia Human Rights Commission.

Policy

"Employment equity" includes two major components, affirmative action and equal opportunity, and applies to all aspects and all levels of employment.
Equal Opportunity

Except in the context of affirmative action in employment, there shall be no discrimination in employment at Dalhousie University on any ground prohibited by the Canadian Charter of Rights and Freedoms or the Nova Scotia Human Rights Act. Additionally, the Board and representatives of employee groups at Dalhousie shall aspire to comprehensive statements prohibiting discrimination in employment except for reasons of ability. Without limiting the generality of the foregoing, where agreed, such statements may prohibit discrimination in employment on the following grounds: race, religion, creed, colour, ethnic or national origin, ancestry, gender, marital status, age (except for retirement), place of birth, citizenship (except insofar as citizenship may be a criterion for initial appointment), political affiliation or belief, sexual orientation, membership in a trade union or the exercise of any other right under the Trade Union Act of Nova Scotia, responsibility for dependents, family relationship, personal lifestyle, language, criminal record prior to employment at Dalhousie (provided such a record has not been misrepresented by the person), mental or physical disability, unless a conflict exists with a major bona fide occupational requirement.

Affirmative Action, Designated Groups

Recognizing the need to remedy the effects of past discrimination on specific groups by society in general, and consistent with requirements of any applicable collective agreement and the Federal Contractors Program, and with the approval of the Nova Scotia Human Rights Commission, Dalhousie University shall give affirmative treatment in all aspects of employment to aboriginal peoples (especially Mi’kmaq), visible minorities (especially people of black African descent Indigenous to Nova Scotia), women, and disabled persons.

All Aspects of Employment

The President, the Board of Governors, administrative officers, faculty and staff will ensure fulfillment of the University's policy of employment equity through affirmative action in all aspects and all levels of employment. "Employment" in this document includes, where applicable, recruiting, hiring, promotions, tenure and its equivalent (for academic staff), salary, benefits, transfers, training, career development and tuition assistance. Implementation of this policy will not result in job loss to non-designated group employees in order to create opportunities for designated groups.

Criteria for Implementation

Dalhousie University will satisfy the following criteria for implementation:
1. Communication by the President to the University community and the community at large of the commitment to achieve equality in employment through design and implementation of a plan of employment equity through affirmative action.

2. Assignment to each vice-president, dean and director of the University of responsibility for the implementation of Dalhousie’s policy of employment equity through affirmative action within the area of his or her authority.

3. Appointment of a senior officer of the University, who will be responsible to oversee and assist in implementation throughout the University of the University's policy on employment equity through affirmative action. This officer will report directly to the President and will be designated Human Rights & Equity Advisor.

4. Collection and maintenance of information on the employment status of designated group employees, by occupation and salary levels in terms of all aspects of employment in relation to all other employees.

5. Analysis of designated group representation within the University in relation to their representation in the supply of qualified workers from which the University may reasonably be expected to recruit employees.

6. Elimination or modification of those human resource policies, practices and systems, whether formal or informal, shown to have, or likely to have, an unfavourable effect on the employment status of designated group employees. This is subject to any applicable collective agreement.

7. Establishment of goals for all aspects of employment of designated group employees, especially hiring, training, promotion and tenure and their equivalent (for academic staff). Such goals will consider projections for all aspects of employment, and where possible, the projected availability of qualified designated group members.

8. Establishment of a work plan for reaching each of the goals in 7 above.

9. Adoption of special measures where necessary to ensure that goals are achieved, including the provision of reasonable accommodation as required. This is subject to any applicable collective agreement.

10. Establishment of a climate and supports favourable to the successful integration of designated group members within the University.

11. Adoption of procedures to monitor the progress and results achieved in implementing employment equity through affirmative action.

**Structures**

**Human Rights & Equity Advisor**

Reporting directly to the President, the Human Rights & Equity Advisor, as executive officer of the Council on Employment Equity Through Affirmative Action, shall be responsible for the implementation and effective maintenance of Dalhousie's policy on affirmative action and equal opportunity. This Human Rights & Equity Advisor
shall be a member of the President’s Advisory Council and shall have free access to all information, general and specific, on employment at Dalhousie, including the right to attend all Committee, Senate or Board meetings dealing with employment.

Special Qualifications

Human Rights & Equity Advisor shall be from at least one of the designated groups, shall be familiar with and sensitive to the concerns of all of them and shall be known as an advocate of equal opportunity and affirmative action in employment.

Duties

The Human Rights & Equity Advisor and his or her staff shall:

1. Compile and monitor inventories of designated group members employed at Dalhousie.
2. Collect and analyze external workforce data.
3. Based on these inventories and workforce data, in consultation with the Council on Employment Equity Through Affirmative Action, prepare and recommend to the Council measurable goals and timetables for the recruitment, advancement and work environment of members of the designated groups.
4. With the Council, devise and recommend to all levels of the administration of the University recruitment, outreach, training and sensitization strategies relating to affirmative action for members of the designated groups.
5. Advise and assist all levels of the administration in carrying out recruitment and outreach programs and training and sensitization sessions.
6. Monitor the University’s performance under this policy, receive complaints, and, with the Council, recommend strategies for improvement to the President and other levels of administration.
7. Provide periodic reviews of the implementation of this policy to the President and the Council.

Council on Employment Equity Through Affirmative Action

The Council on Employment Equity Through Affirmative Action shall represent the Dalhousie community. The Council shall elect its own chair, and may invite resource people to join its deliberations, including a representative from the Nova Scotia Human Rights Commission. The voting members of the Council shall be:

- One representative from each employee group: DFA, DSA, CUPE, IUOE, ADMN
- Two women
- One representative from each of the other target groups; Blacks, Micmacs, Disabled
- One student
- Three Vice-Presidents or senior designate (i.e., Dean or Director)
- Director of Human Resources
- Human Rights & Equity Advisor

The Council on Employment Equity Through Affirmative Action shall work through, and with, the Human Rights & Equity Advisor to implement and make continuously effective Dalhousie's policy on affirmative action and equal opportunity. The Council shall:

1. Receive the inventories of designated group members employed at Dalhousie and the external workforce data compiled, collected and analyzed by the Human Rights & Equity Advisor and his or her staff.
2. In consultation with the Human Rights & Equity Advisor, determine and propose to the President measurable goals and timetables for the recruitment, advancement and work environment of the designated groups.
3. Receive periodic reviews of the implementation of its goals and timetables from the Human Rights & Equity Advisor.
4. In consultation with the Human Rights & Equity Advisor, devise and recommend recruitment, outreach, training and sensitization strategies relating to affirmative action for members of the designated groups.
5. Direct the Human Rights & Equity Advisor to audit, on behalf of the Council, any aspect of employment at Dalhousie.
6. Through and with the Human Rights & Equity Advisor, recommend to the President and other levels of administration strategies for improvement in Dalhousie's performance in achieving equal opportunity and employment equity through affirmative action.
7. Make public reports, at least annually, to the Board of Governors, the Senate, the President and the Dalhousie community and designated group communities on the implementation and continuing effectiveness of affirmative action, including the Federal Contractors Program, and equal opportunity at Dalhousie University.
Appendix C – Notable (Best) Practices and Case Study Profiles

Assessing the Effectiveness of Labour Force Participation Strategies
3. Persons with a disability

For the purposes of employment equity, "persons with a disability" means persons who have a long-term or recurring physical, mental, sensory, psychiatric or learning impairment and who:
- consider themselves to be disadvantaged in employment by reason of that impairment, or
- believe that an employer or potential employer is likely to consider them to be disadvantaged in employment by reason of that impairment, and includes persons whose functional limitations owing to their impairment have been accommodated in their current job or workplace.

Based on this definition, do you consider yourself to be a person with a disability?

Yes ______ No ______

4. Aboriginal peoples

For the purposes of employment equity, "Aboriginal peoples" means person who are First Nations, Inuit or Métis.

Based on this definition, do you consider yourself an Aboriginal person?

Yes ______ No ______

Are you Mi'kmaq?

Yes ______ No ______

Thank you for taking part in this survey. If you are hired, you will be asked to complete a more detailed questionnaire.

5. Comments?

This questionnaire is also available in other formats. If you require another format, contact the address below.

For further information on employment equity, please contact:

The Office of Human Rights, Equity & Harassment Prevention
(902) 494-6672
Email: hrehp@dal.ca
Website: www.hrehp.dal.ca
University Documents Relating to Equity Issues (for Academic Administrators)

If you wish to return to the Compendium of University Equity Documents main page, please click on the green bar on the left side.

Employment Equity Workforce Profile

Employee #: 800

This questionnaire is voluntary. Please answer each question by checking the appropriate response. The definitions given are those used under the Employment Equity Act 2002.

1. Sex
   - Female
   - Male

2. Aboriginal people are those in the North American population who identify themselves as Métis, Inuit, First Nations or North American Indian. First Nations or North American Indian include status, treaty or registered Indians, as well as non-status and non-registered Indians.

   Do you consider yourself an Aboriginal person?
   - Yes
   - No

   If yes, please identify which of the following categories best applies to you:

   - Métis
   - Inuit
   - First Nations or North American Indian
   - Are you Mi'kmaq?
     - Yes
     - No
   - Other First Nation(s) with which you identify (please specify): ____________________________.

3. Racially visible persons (or members of visible minorities) refers to individuals, other than North American Aboriginal people, who are non-Caucasian in race or non-white in colour. This definition is not based on citizenship or religion.

http://employmentequity.dal.ca/compendium/cpselfid.html

Appendix C – Notable (Best) Practices and Case Study Profiles
Assessing the Effectiveness of Labour Force Participation Strategies
Do you consider yourself to be a racially visible person?
Yes
No

If yes, please identify which of the following categories best applies to you:

- Black
  Nova Scotian
  of other origin (eg. African, American, Canadian (not from NS),
  Caribbean)
- Chinese
- Filipino
- Japanese
- Korean
- South Asian (eg. East Indian, Pakistani, Sri Lankan, Bangladeshi)
- Southeast Asian (eg. Burmese, Cambodian, Malaysian, Thai, Vietnamese)
- West Asian and Arab (eg. Armenian, Iranian, Egyptian, Lebanese,
  Palestinian, Syrian, Moroccan)
- Latin American
- Mixed or other origin (please specify):

4. Persons with a disability are persons who have a long term or recurring physical, sensory, mental, psychiatric or learning impairment, and who:

a) consider themselves to be disadvantaged in employment by reason of that impairment, or
b) believe that an employer or potential employer is likely to consider them to be disadvantaged in employment by reason of that impairment.

Do you consider yourself a person with a disability?
Yes
No

If yes, please help Dalhousie plan improvements to the work environment by specifying which type(s) of disability you have. Check all that apply:

- Coordination / dexterity (eg. cerebral palsy)
- Mobility impairment (eg. need to use a wheelchair)
- Blind / visual impairment
- Speech impairment
- Learning disability (eg. dyslexia)
- Non-visible physical impairment (eg. hemophilia)
- Deaf / Hearing impairment
- Developmental / mental impairment (eg. Down's syndrome)
- Psychiatric impairment (eg. severe depression)
- Other disability; please specify:

If you checked any of the boxes on the previous category, do you require any type of
workplace support/job accommodation (changes to physical space, technical aids, adjustment to job) to do your job?

Yes
No
If yes, please specify: ____________________________________________________________.

5. Consent to Release (see code of confidentiality)

Do you agree that this information may be used for Human Resource and Employment Equity purposes?
   Yes
   No

Next Section: Statement on Prohibited Discrimination

Created March 1, 2002
Maintained by Lorna Little.
Please send comments or revisions to: Employment Equity Office
Employment Equity Office Website

http://employmentequity.dal.ca/compendium/cpselfid.html
Annex B

INAC’s Aboriginal Declaration Form and Acknowledgement
INAC’s Aboriginal Declaration Form and Acknowledgement

Aboriginal Declaration

Privacy Act Statement

The information you provide on this document is collected under the authority of the Aboriginal Declaration Process for the purpose of verifying your eligibility. We do not share personal information with other government departments. Personal information will be protected under the Privacy Act. The information collected is described under the Treasury Board Personal Information Bank INA PSE 902. Under the Act, you have the right to request access to your personal information held by a federal government institution, and to request corrections should you believe the information contains errors or omissions.

Please complete the appropriate section(s) below to determine your eligibility for the position.

I declare that I am:

- A Status/Registered/Treaty Indian because of my Aboriginal affiliation with the _____________________________ Nation and my Band/Treaty number is _____________________________.
- A non-Status Indian because of my Aboriginal affiliation with the _____________________________ Nation
- Métis because
  - I am enrolled as a beneficiary of the _____________________________ land claim agreement, or
  - of my Aboriginal affiliation with the _____________________________ Nation and I am a member of the following Métis Association _____________________________, or
  - I am affiliated with the following Métis community: _____________________________
- An Inuk because
  - I am enrolled as a beneficiary of the _____________________________ land claim agreement, or
  - I am a member of the Labrador Inuit Association, or
  - I am affiliated with the following Inuit community: _____________________________
Additional Comments

All the information I have given herein is true and complete and may be verified.
Name (Print)

_____________________________

Signature

_____________________________

Date (YYYY-MM-DD)

_____________________________

INTER 90-086E 2008-04-18
ABORIGINAL DECLARATION ACKNOWLEDGEMENT

Privacy Act Statement

The information you provide on this document is collected under the authority of the Aboriginal Declaration Process for the purpose of verifying your eligibility. We do not share personal information with other government departments. Personal information will be protected under the Privacy Act. The information collected is described under the Treasury Board Personal Information Bank INA PSE 902 which is detailed at www.infosource.gc.ca. Under the Act, you have the right to request access to your personal information held by a federal government institution, and to request corrections should you believe the information contains errors or omissions.

1. To be eligible for an employment opportunity, all applicants must complete and sign this acknowledgement and if not already done, the Aboriginal Declaration form (ADF) 90-006 E. Indian and Northern Affairs Canada (INAC) is requesting this information because this opportunity may be limited to Aboriginal peoples only. This information is being collected by INAC for the sole purpose of determining each applicant's eligibility in this process and to safeguard the integrity of the staffing authorities which have been delegated by the Public Service Commission to INAC when staffing positions designated for Aboriginal peoples only. INAC retains the right to request and verify documentation which will substantiate information provided by each applicant on the ADF. Candidates who do not provide substantiating documentation upon request may be eliminated from this process. Providing false or misleading information during the declaration process may be cause for rejection of this application, or cause for revocation of appointment if discovered at a later date.

2. Completed ADF's and this form, the Aboriginal Declaration Acknowledgement (ADA) 90-087 E, will be retained in connection with this staffing process only and will not be used for any other purpose (such as "self-identification") or held in any other location.

3. Failure to sign and return this ADA will terminate an individual's access to participate or be further considered.

4. Any candidate who completes the assessment phase will be asked to furnish substantiating documentation in support of the information they have provided on the ADF prior to the proposal of an appointment or placement on an eligible list. Candidates who do not provide substantiating documentation upon request may be eliminated from the process at that time.

I understand that I am being asked to provide this information because I have applied for an employment opportunity which is limited to Aboriginal peoples only. This information is being collected for the purpose of safeguarding the integrity of the staffing authorities which have been delegated by the Public Service Commission via the Public Service Employment Act.

I understand that INAC, at any time, retains the right to request documentation which will verify the information I have provided on the ADF. If requested to provide documentation, I understand that INAC retains the right to verify that documentation.

I understand that INAC reserves the right to check the information contained in the ADA, including any supporting documentation that may be provided.

I understand that providing false or misleading information on this form, or providing false documents when documentation is requested, may be cause for rejection of my application, or cause for revocation of appointment if discovered at a later date.

*The term “Aboriginal” includes Status Indians, non-Status Indians, Inuit and Métis.

Name (Print) | Signature | Date (YYYYMMDD)

INTER 90-087E 2008-04-18

Canada
Annex C

School District #2 Selection Policy Statement
Series: Human Resources

POLICY STATEMENT 291

SUBJECT: SELECTION POLICY

AUTHORITY: Superintendent EFFECTIVE: September 1, 2004

RESPONSIBILITY: Superintendency

REVISED: REFERENCE: PAGE: 1 of 1

GENERAL
School District 2 believes that every person has the right of equality of opportunity based upon bona fide qualifications, in respect of employment, employment advancement, or promotion. The District is committed to selection procedures that are fair, consistent, and in compliance with applicable policy, acts and regulations. The Director of Human Resources will ensure compliance with all of the hiring policies and procedures through close monitoring of selections made in School District 2.

NON-DISCRIMINATION
The District shall not refuse to employ, to continue to employ, or to train any person for employment, to advance or promote that person, and shall not discriminate against that person in respect of employment, or any term or condition of employment because of race, nationality, religion, colour, sex, age, marital status, sexual orientation, physical or mental handicap, ethnic or national origin, political beliefs or family status of that person.

OFFERS OF EMPLOYMENT
All offers of employment must have the prior approval of the Directors or Superintendent. If the policy is not followed and approvals are not obtained the Superintendent may declare an offer of employment invalid and subject to reversal. All offers of employment must be confirmed in writing and should be accepted in writing.

AUTHORITY TO HIRE
The Superintendent and/or Directors are the only authorized personnel to hire, appoint and/or promote all staff within School District 2 respecting all policy and procedures, regulations and acts.
Annex D

University of New Brunswick
Employment Equity Policy
University of New Brunswick’s Employment Equity Policy

COMMITMENT

The University of New Brunswick is committed to the principle of employment equity.

FEDERAL CONTRACTORS PROGRAM

The University has a special commitment to help advance specific designated groups according to guidelines set by the federal government under the Federal Contractors Program (FCP). The University has formalized this special commitment by signing a Certificate of Commitment under the FCP, administered by Human Resources Development Canada.

DESIGNATED GROUPS

The specific designated groups are women, aboriginal people, members of visible minorities and persons with disabilities.

DEFINITIONS OF DESIGNATED GROUPS

For the purpose of this policy, and as defined by the FCP, aboriginal people are those who identify themselves as Status Indian, Non-Status Indian, Inuit or Métis; visible minorities are those groups who, because of their racial origins, are non-white/non-Caucasian; a disability is a permanent condition that significantly limits opportunities for employment and advancement and may be considered a disadvantage in employment.

ROLE OF THE HUMAN RESOURCES CONSULTANT (EMPLOYMENT EQUITY)

The Human Resources Consultant (Employment), reporting to the Director of Human Resources & Organizational Development, is responsible for the development, implementation and maintenance of the Employment Equity Program.

ROLE OF SENIOR LEVEL COMMITTEE

A senior level committee made up of the Vice President Fredericton (Academic), the Vice President (Finance & Corporate Services), the Vice-President Saint John and the Associate Vice-President (Human Resources & Organizational Development), is responsible for interpreting policy and for monitoring the progress of the program.

ROLE OF THE HUMAN RESOURCES CONSULTANT (EMPLOYMENT)

The Human Resources Consultant (Employment) is responsible for providing advice and assistance to hiring departments/faculties on the hiring process.

APPLICATION OF PROCEDURES

The procedures for this policy apply to all full-time and part-time positions at the University.

COLLECTIVE AGREEMENT

The procedures set out herein shall be subject to the provisions of the current relevant Collective Agreements. Where there is a conflict between University policy and a Collective Agreement, the latter shall govern.

ADVERTISING OF VACANT POSITIONS

Notices and advertisements for vacant positions contain the statement: "The University of New Brunswick is committed to the principle of employment equity".

OUTREACH RECRUITMENT

To ensure that designated group members with the necessary qualifications are aware of employment opportunities at the University, outreach recruitment is carried out by sending notices for vacant positions to organizations, institutions and agencies in contact with designated group members. Information on specific job requirements and employment systems at the University is provided to these contacts on a regular basis.

APPROVAL OF REQUIRED QUALIFICATIONS

The necessary abilities and qualifications for all vacant positions shall be recommended by the hiring department/faculty and approved by the appropriate Vice-President.

ADVERTISEMENTS FOR SUPPORT STAFF POSITIONS

Notices and advertisements for vacant support staff positions shall be prepared by the Department of Human Resources & Organizational Development based on the approved job description.
ADVERTISEMENTS FOR FACULTY POSITIONS

Notices and advertisements for vacant faculty positions shall be prepared by the hiring department/faculty and approved by the appropriate Vice President.

ELIMINATION OF DISCRIMINATORY BARRIERS

Notices and advertisements for all vacant positions shall be reviewed to identify and eliminate unnecessary, discriminatory barriers which would screen out potential employees for reasons unrelated to qualifications, merit, or occupational requirements.

EMPLOYMENT EQUITY OBJECTIVE

The objective of the University Employment Equity Program is to work towards a representative workforce.

REPRESENTATIVE WORKFORCE

A representative workforce is one in which the number and distribution of designated group members employed by the University reflects their availability in the pool of persons with the necessary qualifications from which the University can be expected to draw applicants for vacant positions.

EMPLOYEE CENSUS

The representation of designated group members in the University workforce is determined by the "Employment Equity Census". The first census for all existing employees was taken in March, 1989. All incoming new continuing full-time and continuing part-time employees are requested, on a confidential basis, to voluntarily complete a census form and to indicate membership in any of the designated groups.

DISTRIBUTION OF DESIGNATED GROUPS

Census statistics are used to determine the numbers and distribution of designated groups within the University workforce.

AVAILABLE POOL OF APPLICANTS

The University workforce is compared to the available pool of persons with the necessary qualifications within 14 employment equity occupational groups established by the federal government.
The occupational groups are Senior Managers; Middle and Other Managers; Professionals; Semi-Professionals & Technicians; Supervisors (Clerical, Sales & Service); Supervisors (Manufacturing, Processing, Trades and Primary Industry); Administrative & Senior Clerical; Sales and Service (Skill Level B); Skilled Crafts and Trades; Clerical Workers; Sales and Service (Skill Level C); Semi-Skilled Manual Workers; Sales and Service (Skill Level D); and Other Manual Workers.

GEOGRAPHIC SCOPE OF POOL OF QUALIFIED PERSONS

The geographic scope of the pool of persons with the necessary qualifications will vary depending upon the position. For example, most faculty vacancies are advertised nationally and most support staff vacancies are advertised locally or provincially. Therefore the pool for faculty positions will be national and the pool for most support staff positions will be local or provincial.

DATA BASE OF POOL

The data base for the available pool of persons with the necessary qualifications within the occupational categories and groups is supplied by Statistics Canada and by Human Resources Development Canada.

HIRING GOALS

Following a comparison between the data base of persons with the necessary qualifications and anticipated vacancies within each occupational category, goals shall be set by each department/faculty for the hiring of designated group members.

PROGRESS TOWARD GOALS

Progress toward goals shall be reviewed by the Human Resources Consultant (Employment Equity) on an annual basis and goals shall be revised where there are changes in either the data base or in the anticipated vacancies.

REPORTS ON PROGRESS

Reports on progress toward goals shall be prepared annually by the Human Resources Consultant (Employment Equity) for review by the Senior Level Committee and the relative bargaining units.
SELF IDENTIFICATION

All applicants for vacant positions shall be provided the opportunity to indicate if they are members of a designated group by completing a voluntary employment equity self-identification questionnaire.

FACULTY APPLICANTS

For faculty positions, the completed questionnaires shall be compiled by the hiring department/faculty. Prior to the hiring decision, the selection committee shall be informed of any short-listed applicants who self-identified as being a member of a designated group. This will assist departments/faculties to reach their employment equity hiring goals.

APPOINTMENT RECOMMENDATION STATISTICS FORM

Following the hiring decision for a faculty position, the total number of applicants and the number of applicants who self-identified shall be recorded on the Appointment Recommendation Statistics form. The number of designated group applicants who were qualified, short listed, interviewed, recommended, and to whom offers were made shall also be recorded. The rationale for the selection of the successful candidate shall be stated and approved by the appropriate Vice-President.

SUPPORT STAFF APPLICANTS

For support staff positions the completed questionnaires shall be compiled by the Human Resources Consultant (Employment). The hiring department/faculty shall be advised, prior to the hiring decision, of any applicants who have self-identified as being members of a designated group. This will allow the information to be considered during the hiring process.

PROCESSING OF APPLICATIONS

Normally, applications for all vacant positions are reviewed, applicants are selected for interview, and interviews are conducted by the hiring department/faculty.

UNIVERSITY EMPLOYMENT POLICY

The University Employment Policy states that the University shall strive to fill vacant positions with the most suitably qualified people for the purpose of developing and maintaining an effective and efficient workforce.
SELECTION OF THE CANDIDATE

Those applicants judged to be the most suitably qualified for an advertised position shall be short-listed for an interview. Following the interview(s), reference checking, and assessment of the applicant's abilities, qualifications and experience, a recommendation of a candidate shall be made by the appropriate administrator to the appropriate Vice-President. (A candidate is an applicant who has been interviewed.)

EMPLOYMENT EQUITY MECHANISM

The employment equity mechanism applies where the group of candidates on the short list are judged to be relatively equal in terms of the overall assessment of the factors listed above. Where no short-listed candidate has a clearly superior assessment, and there is a short-listed candidate from a designated group for which a hiring goal exists, the designated group candidate shall be recommended for the position.

MULTIPLE HIRING GOALS

Where there are short-listed candidates from more than one designated group who are judged to be relatively equal in terms of the overall assessment of the factors listed above, and there are multiple hiring goals (goals for more than one designated group), the goal with the least amount of progress shall have precedence. Hence, the candidate from this designated group shall be given preference by the appropriate administrator in preparing the appointment recommendation for the appropriate Vice-President.

FINAL HIRING DECISION

The appropriate Vice-President shall review the appointment recommendation and the relevant documentation and, if satisfied that the selection process has been conducted appropriately, shall process an offer of appointment letter. If there is a question concerning the application of the employment equity mechanism, the Vice-President may ask for further information or may refer the recommendation back for reconsideration.

CANCELLATION OF VACANCIES

The University reserves the right to cancel any position vacancy.
MONITORING

Statistics on the number of designated group members among applicants for and appointments to vacant positions are reviewed periodically. These statistics are of assistance in reviewing the effectiveness of the Employment Equity Program.

LIAISON WITH HIRING DEPARTMENT/FACULTY

The Human Resources Consultant (Employment) acts as liaison between the hiring department/faculty and applicant as needed. For example, the hiring department/faculty may wish to consult with the Human Resources Consultant (Employment) concerning the administration of this policy.

SPECIAL ACCOMMODATION NEEDS FOR THE DISABLED

The hiring department/faculty shall be advised by the Human Resources Consultant (Employment) of any special needs of applicants with disabilities. Where necessary, contingency or funding from other sources may be requested by hiring departments/faculties to accommodate the special needs of applicants with disabilities. The request shall be prepared by the hiring department/faculty in consultation with the Human Resources Consultant (Employment) and shall be supported by suitable documentation and rationale for the costs to be incurred.

SPECIAL NEEDS AND AVAILABLE RESOURCES

The special needs of applicants with disabilities shall be accommodated to enable them to attend interviews and/or to assume employment, unless such accommodation would create undue hardship to the University.

The special needs of employees with disabilities shall be accommodated to enable them to perform their duties, unless such accommodation would create undue hardship to the University.

UNDUE HARDSHIP

The University will determine what constitutes undue hardship. One example would be the need for the University to avoid excessive costs.

FEDERAL GOVERNMENT COMPLIANCE REVIEW

To monitor compliance under the Federal Contractors Program a random sampling of all contractors is conducted by the Federal Government from time to time. All initiatives undertaken by the University which relate to the implementation of the Employment Equity Program shall be considered during this Compliance Review.
HUMAN RESOURCES & ORGANIZATIONAL DEVELOPMENT

The Department of Human Resources & Organizational Development is located in Room 102 of the Physics and Administration Building in the Integrated University Complex on the Fredericton campus.

Questions concerning this policy may be directed to the Human Resources Consultant (Employment) at 453-4648.

REVISED POLICY APPROVED BY THE PRESIDENT JANUARY 2003

**Employment Equity - Self-Identification Questionnaire**

THIS IS NOT AN APPLICATION FORM. This is for equity purposes ONLY. All UNB applicants are asked to answer the employment equity questionnaire and by clicking the button below, submit it to us. The information collected will be treated as confidential and will only be used for employment equity purposes.

REQUIRED:

Name:

Gender: Male  Female

Competition Number:

Department/Faculty:

Position Type: Faculty  Staff

VOLUNTARY INFORMATION:

E-Mail address:

Are you a member of a visible minority group? Yes  No

Are you an aboriginal person? Yes  No

Do you have a disability? Yes  No

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469 Source: [http://www.unb.ca/hr/career/documents/equityform.htm](http://www.unb.ca/hr/career/documents/equityform.htm), retrieved on February 21, 2009.
Type of disability:

Do you have any special accommodation needs that you think we should be aware of?

DEFINITIONS:

Visible Minority Groups: Black, Indo-Pakistani, Chinese, Korean, Japanese, South-East Asian, Filipino, Other Pacific Islander, West-Asian and Arab, Latin American.

Aboriginal Person: Status Indian, Non-Status Indian, Inuit or Metis.

Type of disability: Coordination/dexterity; mobility/capability; speech; visual; hearing; any other physical or mental impairment that may be considered a disadvantage in employment.

If you have any questions, please contact the HR Consultant (Employment Equity) at (506) 453-4648 or by e-mail: EQUITY@unb.ca. You can also visit the UNB web site: http://www.unb.ca/hr/employees/policies/equity.php.
Appendix D
Dissemination Activities
Assessing the Effectiveness of Labour Force Participation Strategies

Dissemination Activities

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Assessing the Effectiveness of Labour Force Participation Strategies

Dissemination Activities

1. Introduction

This presentation will equip the Atlantic Policy Congress with a wide range of dissemination tools that are available that it may use to disseminate information pertaining to the project entitled: A Study Assessing the Effectiveness of Labour Force Participation Strategies. The purpose of the dissemination activities is to enable the Atlantic Policy Congress to promote the results of the project to a wider audience.

2. Target Audiences

Target groups for the dissemination of information regarding the Study Assessing the Effectiveness of Labour Force Participation Strategies could include:

1. Chiefs
2. First Nation communities and members
3. Aboriginal representative organizations, such as Tribal Councils, friendship centres, province-wide Aboriginal organizations, the Assembly of First Nations, etc.
4. Academic institutions and the research community, particularly those with Aboriginal issues as a study focus
5. Aboriginal professionals that work within the labour market field, e.g., economic development officers, employment and training officers, etc.
6. Corporate employers
7. Industry representatives, such as sector councils
8. Unions
9. Media and news outlets, including Aboriginal and mainstream media outlets
10. Regional organizations
11. Government departments, such as Indian and Northern Affairs, Human Resources and Skills Development Canada, provincial departments of Aboriginal Affairs, labour and employment, etc.

3. Dissemination Activities

3a. Events

Information about the project, such as project purpose, key activities, and results can be disseminated to the Aboriginal community (and other interested parties) at:
Appendix D – Dissemination Activities

Assessing the Effectiveness of Labour Force Participation Strategies

- Conferences
- Workshops
- Meetings
- Computer-based forums, such as blogs, Twitter, etc.
- Training events

Activities could involve presentations regarding the project and its results and/or the dissemination of material regarding the project.

These fora could be venues for disseminating material, could enable more public discussion of research, development, or other strategic and substantive issues of interest to the wider community.

3b. Information Products

Information may be dissemination through:

- Briefing notes
- Reports
- Articles (e.g., journal, newspaper)
- Media releases
- Newsletters
- Website postings
- Leaflets

3c. Electronic Mailing Lists

Information may be distributed through internal lists, e.g., to First Nation Chiefs, economic development officers, Native employment officers, etc. and would provide a mechanism for internal project communications.

Information may also be distributed via external lists. External parties may include: government, the media, Aboriginal organizations in other regions, labour market think tanks, etc.

3d. The Internet

The Atlantic Policy Congress may post communications regarding this project by posting the report, or a summary, on its website. Other posted information could include contact details, background information, a summary of activities, news and updates, consultant information, etc.
3e. Meetings

Project results may be disseminated at various meetings, such as Chiefs meetings, Regional Program Management Advisory Committee meetings, Atlantic Aboriginal Economic Development Integrated Research Program meetings, etc.

3f. Dissemination Event

The Atlantic Policy Congress could hold a series of dissemination events specifically aimed at interested parties at the end of the project. This type of activity would provide an opportunity for those interested in Aboriginal labour market development to learn about the initiative, interact, and possibly begin a dialogue on next steps. Dissemination events could include press conferences, open houses, etc.

3g. Media Events

Information may be disseminated through a variety of media activities, including:

- Media press conferences
- Radio shows on community radio stations
- Television spot on local television
- Interviews by media personnel regarding the project

3h. Door-to-Door Community Information Campaigns

Door-to-door community information campaigns may be used to ensure that all members of the community receive information regarding the project. Door-to-door campaigns are generally done in person but may also be in the form of an information flyer distributed to each household.

3i. CDs

Information about the project, including the project report and supporting materials, could be burned to CDs and distributed to each First Nation and Aboriginal representational organization.

4. Next Steps

The Atlantic Policy Congress may consider these dissemination activities. Consideration facts as to which activities may be undertaken may be influenced by budget, human resources capacity, maximum reach potential, etc.
Appendix E
References Cited
Assessing the Effectiveness of Labour Force Participation Strategies

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