

Arctic Development

COST OF IMPLEMENTING INUKTITUT AS AN OFFICIAL LANGUAGE IN NUNAVUT

REFERENCE - GENERAL

Reference Material

Analysis/Review

1984

RONALD MACKAY - CONSULTANT - LANGUAGE MANAGEMENT

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Report in fulfillment of Contract No. 83-543
granted by D.I.A.N.D. on March 30, 1984

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Assistant: Judy Rand

30 June, 1984

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AFFAIRS PROGRAM OF DIAND

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SUMMARY AND CONCLUSIONS

Terms of Reference

The purpose of this study is to estimate the feasibility and cost of the Nunavut Constitutional Forum intention to implement Inuktitut as an official language in the proposed Nunavut territory (Building Nunavut 1983, pp.18-19).

This would, at least, involve making provisions:

- that all public services be available in Inuktitut (Section B),
- that all public bodies including the Legislature and Courts operate in Inuktitut as freely as in English (Section E),
- that all debates, ordinances and laws be translated and published in Inuktitut (and English and French) (Section F), and have full official status,
- that Inuktitut be a language of instruction in the schools as soon as practicable (Section G).

In addition to assessing the costs of the above items, the study addresses:

- text media support (a weekly newspaper) (Section I)
- radio support (Section J), TV support (Section K),
- additional language development required to bring Inuktitut into the twentieth century (neologisms) (Section F),
- training of interpreter-translators (Section C) and word processor operators (Section D),
- Inuktitut curriculum development (Section H).

Premises on Which the Study is Based

The study assumes that the implementation of the defined language goals will follow neither an extreme evolutionary viewpoint nor an extreme revolutionary point of view. An extreme evolutionary point of view by depending upon the normal process of the educational system to produce qualified Inuit to take a major role in the governing of Nunavut, would tend to promote the status quo and not capitalize on the positive trends initiated by the GNWT. A revolutionary approach which would tend to rapid replacement of non-natives by natives in all spheres and at all levels of government could result in an over-extension of the human resource base and a possible decrease in the extent and quality of services offered to the population of Nunavut.

Methodology

The approach adopted in this study has been to examine the implications of proclaiming Inuktitut as an official language, determine the current capability of the GNWT to meet these imperatives and then to examine methods that may assist in resolving the gap between the potential legal obligations of the N.C.F. and the current capability to serve. The solutions developed throughout the report to effect the objectives of the N.C.F. language proposal in general build on existing structures and trends and reflect as much as possible the spirit and intent of the N.C.F. The focus has been to provide practical solutions that minimize cost, provide a realistic time frame centered between the evolutionary/revolutionary extremes and incorporate where appropriate the suggestions of groups that will be impacted by the granting of official status to Inuktitut.

Conclusions

1. Research undertaken for this study showed that the government of the Northwest Territories has already reached a point, in the regions of Baffin, Keewatin and Kitikmeot, of being able to provide many public services in that dialect of Inuktitut which recipients speak as their mother tongue.

Development of these capabilities to their current level is the direct result of G.N.W.T. policies and procedures: policies that ensure an increasing representation of Inuit in the public service; provision of an effective (though seriously underfunded and undermanned) core of interpreter-translators; and the partial devolution of some authority over educational matters to the regions.

This relative success has been achieved without the proclamation of Inuktitut as an official language

2. Despite the success with which the GNWT has developed and is continuing to develop its capacity to serve the majority native group in the proposed Nunavut area in various dialects of Inuktitut, this should not disguise the fact that much more has to be done prior to declaring that Inuktitut be granted official status.

Many major, complex and costly problems have to be addressed and resolved prior to a Nunavut government being able to give Inuktitut equal status with English in the provision of government services, the proceedings of the legislature and the courts, including the publication of all regulations and ordinances and the provision of education in the various dialects involved.

3. Without attempting to prioritize these superordinate problems they can be listed as:

- (1) the need for extensive continuation of the word-development work already begun to extend the range, repertoires and registers of the Inuktitut language;
- (2) the need for an informed, clear, and conscious decision on the part of the Inuit to address the difficulty of proclaiming Inuktitut an official language when in fact it is not a unitary language but a collection of more or less discrete dialects;
- (3) the need for extensive continuation of the trend towards increasing the representation of Inuktitut-speaking natives, at all levels, in the public services;
- (4) the availability of the resources, both human and material, to permit Inuktitut to be used throughout the educational system as a medium of instruction.

4. To meet the minimum requirements of the constitutional proposal of the N.C.F. the current GNWT departments and programs would require enhancement by the following:

<u>Government Services</u>	<u>Start-Up Costs</u>		<u>Time Frame</u>	<u>Ongoing O & M</u>	
	<u>PY'S</u>	<u>\$ 000</u>		<u>PY'S</u>	<u>\$ 000</u>
Language Bureau					
. Regional Centres	11	594	6 mo	11	594
. Communities	33	1947	18 mo	33	1947
. Headquarters	2	192.1	18 mo	2	129.1
. Capital	23	1244	18 mo	23	1244
. Training Interp-Trans	1	211		1	111
(or Arctic College method)	2	312		2	170
. Training Word Processor (Unit Cost)		4.1	12 wks		4.1
. Medical Interp-Trans	33	1980		33	1980
Legislature		106.8			106.8
Courts	2	522.8		2	248.8
Translating/Pub. Debates etc. (2 dialects)	6	2624	20 yrs	6	724
Education					
. Teacher Training		770	42 yrs		770
. Curricula			8 yrs		340

The above figures represent initial start up costs and then annual O & M add-on costs in constant 1983 dollars. To these costs must be added the capital costs of \$10,000,000 associated with a new teacher training facility and residence and annual rental and maintenance costs of \$990,000 associated with providing office space for the additional 110 py's.

Text Media Support

. Enhancement	6.5	367.5		6.5	355
. Two weeklies (includes capital costs)	19.5	1111.6		19.5	1056.6

Radio Support

. with a Kitikmeot Centre		350	18 mo	4	943
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5. This is a study which suggests proposed lines of action and accompanying costs to attempt to satisfy the spirit and intent of the language proposals expressed in Building Nunavut. Nevertheless it should not be taken to imply that the provision of plans and funding alone are sufficient to guarantee the survival of Inuktitut. The principal factor in halting the erosion of a minority language (which in this case is the majority language of Nunavut, though a minority language in Canada) is the collective will of the language community. Without that commitment no amount of money or sound planning can prevent the eventual disappearance of a language.

SECTION A

BACKGROUND

A. 1. INTRODUCTION

The N.C.F.'s intention in proposing to proclaim Inuktitut an official language of Nunavut is to give the Inuit, the majority population in Nunavut, increased access to services, employment opportunities and political power while minimizing the need for that native population to change culturally and linguistically.

This goal is based on an acknowledgement of the current state of inequity in which a majority native population in the N.W.T. is not proportionally represented in the political-administrative process and education. The intention is to rectify the inequity. Division of the N.W.T. and the creation of a Nunavut territory whose constitution enshrines Inuktitut language rights, is seen by the N.C.F. as an essential step in doing so.

By placing Inuktitut, English and French on an equal footing at a territorial level within Nunavut, a Nunavut Languages Act will extend the legislated language rights to which citizens of Nunavut are entitled well beyond those enjoyed today.

The document Building Nunavut (NCF 1983) proposes that language provisions be written into the Nunavut Constitution covering the use of Inuktitut along with English and French as a legal right

- in services obtained from the territorial government including courts and legislature,

in education, and

in written laws.

The purpose of this report is to address the feasibility and cost of enacting such a law and, where possible, to suggest an estimated time frame within which the language law of Nunavut might be provided for, insofar as Inuktitut is concerned, since its provisions are already met in English. In addition to the matter of costing the implications of a Nunavut languages law, the cost of providing media support for Inuktitut (radio and newspaper) will be examined.

In general, the approach adopted has been to determine what a Nunavut Languages Act might imply in terms of rights which the public can demand. These rights are compared with the present capability of the territorial government to meet these needs, and then the actions that are required to satisfy the exigencies of the Act can be identified.

The task of determining the implications and costs of introducing legislation to allow the residents of Nunavut to obtain government services in Inuktitut and to have access to education in Inuktitut is a precise, and clearly defined task. In obtaining material for this report, it became apparent that the matter addressed by this report is frequently confused with separate though related issues. These issues are:

a. Indigenization of the Civil Service:

This means adopting procedures (e.g. quota systems, hiring preference, etc.) in order to replace non-natives by natives in government departments and agencies. A policy to promote the indigenization of the civil service may be implemented without any concomitant implications for the promotion, retention or development of native languages.

b. Affirmative Action Policy:

Such a policy has as its goal the increased representation of specified minorities in the civil service. Again, it need not be concerned with extending the use of native languages.

c. Speculation upon Measures to Preserve the Inuit Language:

This is likely to involve two steps. First, an examination of the factors - social, political and linguistic - which currently contribute to the erosion of Inuktitut and its replacement by another language (English). Second, as informed a guess as possible as to what steps might be taken by social, political and linguistic manipulation to reverse the process of erosion.

Quite distinct from these three matters, the Nunavut Languages Act (Building Nunavut 1983 p. 19) would legislate Inuktitut, French and English as the official languages of Nunavut for all purposes of the Legislative Assembly and the Government of Nunavut. It implies that these languages possess and enjoy parity of prestige, equality of status and equal rights and privileges as to their use in all the institutions of the Legislative Assembly and Government of Nunavut. This report will review and cost out only the constitutional language proposal of the Nunavut Constitutional Forum (N.C.F.)

A. 2. LANGUAGE REFORM AND SOCIAL CHANGE

Language reform can rarely be separated from social change. For example, one of the major purposes of the Official Language Act of Canada was and is not merely to permit the Federal Government to provide services in French and English, but to increase the proportion of francophone participation in the public service and the administration of Government policy.

Since language can trigger such strong emotional reactions, it is useful to examine briefly language reform within a framework of social change, free as far as is possible, from value judgments.

It appears to be virtually inevitable that when two distinct groups using two distinct languages come into continuous contact, as has been the case in the Canadian Arctic, one of the two groups will assume dominance and the language of the dominant group will begin to replace that of the other (Language Shift).¹ The subordinate group tends at first to become bilingual, and slowly, over several generations, monolingual in the dominant language.

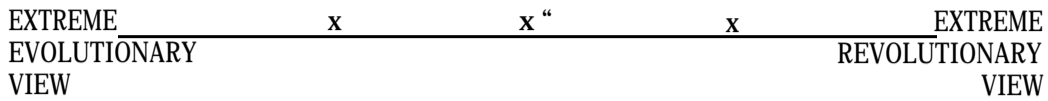
That process is occurring in the Nunavut area. However, it is not occurring unchecked. Many more or less successful mechanisms have been put in place with the direct or indirect purpose of protecting Inuktitut² and its varieties. The extent of the mechanisms adopted and their assumed power to produce immediate or merely long term effects are a matter of controversy.

There appear to be two extreme vantage points from which to view the appropriate route to accommodate social changes which are required to allow the implementation of language reform. These extremes can be characterized as the evolutionary view on the one hand and the revolutionary view on the other.

1. For an expanded discussion of the possible factors involved in Language Shift, see Appendix A.

2. In this study we will use the word Inuktitut to cover all varieties used in the Nunavut area: Baffin, Keewatin, Natsilik, Innuinaqtun, Innuvialuktun and Northern Quebec.

Distinct procedures for the development of Inuktitut as an official language in Nunavut are implied depending upon which of the two extreme points of view is held, or (which is more likely) where on a line joining the two extremes those involved position themselves, as in the diagram.



Less extreme positions with
"fewer or more characteristics
of the extreme views.

The evolutionary view assumes that harmony and equilibrium characterize the natural state of society and that where inequities and injustices threaten society, relatively minor adjustments can be made which will neutralize the threat and restore harmony. Hence, adjustments are always gradual but they are cumulative and are the appropriate means of achieving the goal while still maintaining the equilibrium of a dynamic and ever evolving society.

Procedures emanating from this viewpoint would see the problems of Nunavut as being the inevitable result of unequal merit. Those who have political and administrative power, wealth, and access to goods and services deserve to do so because they have the language, the qualifications, the experience and the work-ethic appropriate to the positions they hold. The corollary is that those who have not, are appropriately rewarded for their deficiencies in language, formal education, experience and lack of desire to work.

The solution to these differences is seen by evolutionists as a gradual one which will only come about when the Inuit master English, learn the value of regular attendance at school, complete grade 12, advanced vocational, academic or professional training, and persist in the workforce at the level appropriate to the educational or training qualification they hold.

The solution, in other words, will take several generations to evolve until all these conditions are met. This view tends to maintain the status quo, and insist on the assimilation of the Inuit. It tends to institutionalize inequity by adopting apparently rational, objective and meritocratic arguments. Successful people learn that they deserve their success and unsuccessful people learn that they deserve their failure.

The revolutionary view, on the other hand, assumes that society is an arena in which separate interest groups vie for political and economic power. Where two groups come into contact, as in the Canadian Arctic, one group will inevitably become dominant and the other subordinate. The dominant group in this view is likely to take actions the purpose of which are to maintain its supremacy and deny the subordinate group a share in power, wealth, goods and services and the employment opportunities which lead to these. The only route available for the subordinate group to take to alter the inequity is extreme action eventually involving violence if all else fails.

A typical outcome emanating from this view of society is a relationship of hostility, conflict and suspicion between the dominant and subordinate groups which increase the difficulty of a solution based on dialogue and cooperation. It could lead to the adoption of public stances by the subordinate group, which are believed to be acceptable to the dominant group, while quite different stances are adopted in private. It could lead to the dominant group permitting the other groups to believe that it is more sympathetic to the latter's view than it really is.

The end result is mutual fear and distrust, (both of which may be ill-founded), and neither foster a climate for the development of a harmonious society.

The reason these two views are covered in this report is that when the highly emotional issue of language is discussed, the potential for one or other of the parties involved to retreat to an extreme position is always present. There are many examples within Canada's own borders that support this assertion, such as the reactions to: the Quebec Air-Traffic Controllers; Bill 101; the move to teach Italian and other minority languages in Ontario schools; the extension of French language rights in Manitoba; and the reaction of the NWT Government to Mr. Munro's extension of Canada's Official Languages Act.

There is probably no more sensitive and emotional issue than that which touches upon the freedom of individuals to conduct their lives partially or exclusively in their own language.

It has been necessary to sketch out briefly the two extremes from which to view social change in order to explain the premises upon which the suggestions and attached cost estimates in this study are based.

The information gathered for this study is based on the assumption that neither the GNWT nor the N.C.F. hold views characteristic of either the evolutionary or revolutionary extreme although it is apparent from discussions with both parties that the GNWT tends toward the evolutionary end of the scale and the N.C.F. toward the revolutionary end.

The degree of sensitivity that the GNWT has shown and continues to show to the matter of native language in the Nunavut Region is impressive.

First, there is the capacity of the GNWT to accommodate a wide variety of opinions within its own ranks. Some of the most vocal proponents of the continued extension of the use of Inuktitut are GNWT employees.

Secondly, there is the creation and the existence of the Interpreter Core - now the GNWT Language Bureau. It could be argued that it originated in the need to permit monolingual southern public employees to converse with monolingual Inuit in the course of government duty. Irrespective of its origins, its current function goes

well beyond that. It is an interface which permits the Inuktitut-speaking regions to function in that language on a daily basis.

Thirdly, there is the GNWT's not inconsiderable achievement in employing a relatively high percentage of Inuktitut-speaking public servants in the Nunavut area. Mr. Nerysoo's directive to withhold this type of information precludes extensive supporting data. However, prior to the existence of the directive, the Keewatin region indicated that 63% of its public employees (excluding teachers) were Inuktitut-speaking.

Fourthly, the GNWT is currently requiring its Regional Offices to identify positions as obligatorily bilingual Inuktitut/English. Staffing such positions has several effects. Not only does it increase the bilingual capacity of the GNWT and continue the development of its ability to provide its services to the public in Inuktitut, it assures that virtually all of these posts are taken by Inuit. It also promotes a work environment in which Inuktitut can be used as freely as English.

Fifthly, the GNWT has an extensive policy of on-the-job training for Inuit who apply for non-professional posts but do not have the experience to perform immediately the duties involved.

Sixthly, the GNWT has established an Inuit Management Training Centre in Frobisher Bay. Its function is to train Inuit in management skills in preparation for guaranteed jobs at the assistant superintendent level.

The view, therefore, that the GNWT is insensitive to Inuktitut, and has done nothing to prevent its erosion is contrary to the facts. Indeed, quite independently of the concern shown by the N.C.F., the GNWT has taken steps and continues to expand its actions to permit Inuktitut to be a working language in those areas where it is spoken.

One cannot exclude the possibility however, that continuous vocal criticism of the GNWT and the efforts of its eastern MLA's has provided added impetus to its actions to promote Inuktitut. Such is the function of criticism in a democracy such as Canada enjoys.

The GNWT has demonstrated that its policies and procedures are not geared to maintenance of a colonial status quo. On the contrary they are intentionally designed to accommodate native Inuit whose backgrounds and life experiences would not permit them to compete successfully against southerners if southern qualifications were insisted upon. It is also worth observing at this point that the GNWT employment procedures have also been designed to permit non-native northerners to enjoy promotion to positions which their level of education and formal qualifications would exclude them from if southern standards were insisted upon.

A. 3. INUKTITUT AS AN OFFICIAL LANGUAGE

The matter of a law proclaiming Inuktitut as an official language in Nunavut can be conveniently examined from three points of view: the intent of the law and the legal and practical implications of the law. An equally important issue is the time-frame within which the Nunavut Government would be able to guarantee the effective implementation of the law.

I n t e n t :

The intent of proclaiming Inuktitut an official language of Nunavut is to give the Inuit majority population increased access to government services, employment opportunities and political power while minimizing the need for the native population to change culturally or linguistically. This results in what might be called "economic incorporation" (as distinct from assimilation) where without surrendering their cultural distinctiveness, the native people of Nunavut can obtain all the privileges currently associated in the North with being a white English-speaking middle-class southerner.

A language law apparently deals with language - and language is one of the most distinguishing features of any social group. But the extent to which an official languages act changes and is intended to change, in very profound ways, the power relationships between the groups and between the groups and the major institutions in the society, must not be overlooked.

Legal and Practical Implications of the Law:

Since there is no Nunavut Official Languages Act in existence, we will examine the proposals for the content of such an act as expressed in Building Nunavut. (NCF 1983).

NCF PROPOSALS

. that Inuktitut be an official language of Nunavut and that all public services be available in Inuktitut.

PRACTICAL IMPLICATIONS

. that all Nunavut Government institutions provide any member of its public with the services he or she needs in Inuktitut if so requested. There is no requirement that the individual making the request be a monolingual Inuktitut speaker. The individual may be fluent in English (or French) as well as Inuktitut but prefer, for whatever reason, to receive services Inuktitut. This clause could give the individual the legal right to obtain services in Inuktitut from any Nunavut Government department which provides public services, if he or she so desires.

. and that public bodies including courts and the legislature operate in Inuktitut as freely as in English

. This clause could require that any court of Nunavut - the Supreme, Territorial or Justice of the Peace court be able to provide all the functions it now provides in English, in Inuktitut also. For example, it would require judges, defence, prosecution, jury and J.P.s to be fluent in Inuktitut.

It could permit any MLA to use Inuktitut in any proceedings in the Legislature and require that facilities be made available for the simultaneous translation of all contributions in Inuktitut, English and French.

. that French and English enjoy equal status as official Nunavut languages wherever numbers of one or other national official language group warrants including as a language of education

. This clause would require a criterion to be specified to determine the meaning of "wherever numbers warrant". There are different ways of establishing such a criterion. For example it can be a required minimum proportion of the total population or the population of a specified area, e.g. 8%, 10%, etc. or it can be a raw number e.g. a minimum group of 100 persons in a community or a minimum number of 20 children in a school.

If for example, as an illustration of this principle, the figure of 10% were used, this could mean that services could be offered in Inuktitut only, except in Aklavik(11%); Baker Lake (12.2%); Cambridge Bay (21.4%); Frobisher Bay (33.5%); Inuvik(73.65%); Nanisivik (81.1%) and Rankin Inlet (24.9%).

Inuktitut could also be the sole medium of education in all communities except those mentioned above (or fewer) where an English-medium school could be made available alongside an Inuktitut-medium school, i.e. separate, monolingual schools serving the two groups.

- . that Inuktitut be a language of instruction in the Nunavut schools at all levels as soon as practicable
- . This clause could mean that a bilingual educational policy could be adopted. In such a case both Inuktitut and English could be used concurrently as the languages of instruction by adopting a suitable procedure. There are a number of such procedures. For example, instruction might be in Inuktitut for all morning classes and in English for all afternoon classes, or, the entire curriculum might be divided into two groups of subjects one to be taught in English and the other in Inuktitut. Whatever procedures were adopted, all children should graduate from such a system equally capable in both Inuktitut and English.
- . that the first Nunavut Assembly appoint a Commissioner of Nunavut Languages to recommend and report regularly to the Nunavut Assembly on implementation of the above provisions
- . This clause could see the creation of a crucial institution in helping Nunavut implement Inuktitut as an official language alongside English and French. The Office of the Commissioner would likely have multiple functions e.g. receive and investigate complaints; cooperate with Nunavut Government departments to draw up plans for implementing the law; evaluate the success of such plans; act as spokesman on language matters in Nunavut, etc.
- . that Inuktitut versions of all Nunavut laws be published and have full official status
- . This clause would require publication of the Gazette, the Annual Volumes and all Revised Regulations and Revised Ordinances to be published in Inuktitut as well as English and French. It would make the Inuktitut version of all Nunavut laws equally authoritative as the English and French versions. This would require an extraordinarily high standard of precision in the Inuktitut version to ensure its legal equivalence. At present, the resources available to Inuktitut to express many culturally alien legal concepts are simply lacking.

The Inuit Cultural Institute organizes "word conferences" whose function is to create and obtain consensus on the use of new Inuktitut word equivalents for English concepts and expressions. D.I.A.N.D. funds this activity.

There are basically two choices for implementing a Nunavut Languages Act, separate institutions on the one hand and common institutions on the other.

Separate Institutions: This procedure would involve the creation of separate government institutions, departments, educational systems for the native and non-native people. Such a procedure would **allow** each group to pursue independent existences within Nunavut. Separate institutions typically includes the making of bilingual education illegal as for example in Belgium or the ban against bilingual education in the francophone system in Quebec.

Common Institutions: This implies compliance with the on-going activities of the existing institutions and the sharing by native and non-native groups of these institutions. The Report of the GNWT Special Committee on Division (I.) in addressing the question of institutions for Nunavut, assumes that they will resemble those in place in the NWT at the present time. However, Whittington's "Lean Model" has been designed so as to maintain the current quality of services during the process of division while allowing for the expansion and development of these institutions according to the desires of the Nunavut Government.

Building Nunavut implies common institutions and the NCF has confirmed this. Hence, there appears to be no justification to consider separate institutions in this study.

Ability to Guarantee Effective Implementation:

There is little point in enacting a Nunavut Languages Act (Building Nunavut, 1983, p. 19) making Inuktitut an official language unless the Government of Nunavut can actually guarantee that its departments can fulfill the obligations implied in the act. An inability to provide for the services implied in the law would be disadvantageous to the government in two ways. Firstly, it could result in court cases brought against the Government of Nunavut by citizens who were unable to obtain services from government departments in Inuktitut. Secondly, the credibility of the Government of Nunavut's languages policy would be seriously undermined if it were seen by the public that services in Inuktitut guaranteed by law could not, in practice, be provided.

The longer the division of the N.W.T. is postponed, the more likely certain requirements of the law - such as the provision of government services in Inuktitut - will be able to be implemented immediately following the creation of Nunavut. This is precisely because certain policies and procedures of the GNWT such as the training and hiring Inuit are extending the use of Inuktitut in their own departments. However certain provisions of the law, such as the

1. Whittington, M. and S. McPherson, Division of the N.W.T. Administrative Structures for Nunavut, Report of the Sub-Committee on Division, Legislative Assembly of the N.W.T., 1983.

requirement "that all laws and ordinances of Nunavut and the proceedings of the Legislature be published in Inuktitut, will require the Government and the people of Nunavut to decide exactly what "Inuktitut" means. Will it mean four, five, six, even seven or eight dialects? Will the Northern Quebec dialect, with its 365 speakers or Innuinaqtun with its 930 speakers have equal status with the Baffin dialect with its 6,450 speakers?1:

A. 4. INUKTITUT - THE DIALECT QUESTION

So far, in the discussion of Inuktitut as an official language of Nunavut, the N.C.F. has not taken into consideration the fact that Inuktitut is not a unitary language but the name used to refer to a number of related dialects which are to a greater or lesser extent mutually intelligible depending upon the similarities and differences between the way they are pronounced, their grammatical system, their vocabulary and whether their writing system employs Roman or syllabic characters.

The proliferation of dialects of Inuktitut is largely a result of isolation for a very long period of time. When the conditions which promoted isolation are removed and new means of communication are introduced, the dialect trend reverses, differences begin to disappear and the dialects tend to become increasingly mutually intelligible and eventually merge into a unified standard variety. This merging is promoted when one dominant variety is more widely used in the mass media than the others.

This is happening with Inuktitut. The T.N.I. and the I.B.C. have been and continue to be responsible for producing the majority of its Inuktitut language programming in the Northern Quebec and Baffin dialects. These dialects have become, over a very short period of time, quite intelligible to viewers whose mother tongue is neither Baffin nor Northern Quebec.

If this trend continues, the result is likely to be that the Baffin dialect of Inuktitut will come to be accepted as the standard for Nunavut. Variations will only persist insofar as they are mutually intelligible or at least do not seriously interfere with communication. Such has always been the nature of linguistic change.

There is another factor which will contribute to the increasing standardization of Inuktitut. That is the need to create new words (neologisms) to permit Inuktitut to continue to extend its use from activities associated with subsisting on the land to areas of politics, government administration, public services, social and economic development, legislation, etc. As new vocabulary items are developed as the need arises, they will become the common currency of all the dialects which once portrayed considerable vocabulary differences.

1. These figures were taken from data provided by the Language Bureau, Dept. of Information, GNWT in April 1984 in a document entitled Distribution of Inuktitut Speakers in the N.W.T. (1981).

Yet another factor may contribute towards the establishment of a variety of Inuktitut, with minor regional variation, but accepted and used throughout Nunavut. That is the broadening of the geographic horizon for the Inuit. Until recently few Inuit would have been familiar with, directly or indirectly any community other than their own. A typical characteristic of ~~s~~strong, closely knit inward-looking communities is the cherishing of a belief that their way of speaking is unlike that of other communities who use the same general language. The real differences may in fact be considerable or may be minimal. Regardless of their extent, the differences are believed to be considerable by a given community. A speaker who cherishes the belief that he speaks differently from speakers from other communities will typically claim not to be able to understand a speaker who is not from his community.

It is enough for one speaker from Baffin to know that another speaker is from Sanikiluaq to find him unintelligible and vice-versa. To further underline the notion that differences are promoted by the mere expectation of finding difference, an example of the corollary may be offered. The Moravian missionaries who came to Labrador with a great desire to communicate with the Inuit in the late 18th century "were fluent in Greenlandic already, and found few differences between Greenlandic and the Inuit dialect of Labrador."¹

This in no way "puts down" perceived differences between varieties of Inuktitut or Inuvialuktun. Differences can be accurately and systematically identified linguistically. What is important is the differences perceived by a given speaker and it will be his/her perception of difference which will determine whether or not he finds another speaker intelligible or not.

It would appear that the matter of dialect difference, and the extent to which differences are due to pronunciation, grammar or vocabulary or a combination of all three, the level of mutual intelligibility and the need for a single "official" dialect for Inuktitut in Canada is receiving little serious attention from Inuit. Yet it is likely that the future survival of Inuktitut in Canada depends on the willingness and ability of the Inuit to address these issues in a systematic and thorough manner relatively soon.

As communication between Inuit communities grows and as Nunavut gives Inuit a feeling of political and ethnic community, perceptions of difference are likely to diminish. The willingness to find other varieties mutually intelligible will grow and in the long run a common variety is likely to emerge. The end variety will have characteristics adopted from all dialects with greatest similarity to the Baffin dialect.

As each dialect is closely identified with a specific geographical area, the GNWT currently copes rather successfully with dialect differences by providing offices of its Language Bureau, manned by

1. Harper, K. "Writing in Inuktitut: A Historical Perspective" Inuktitut, September 1983, pp.4-5.

Interpreter-Translators, in each of the Regional centres. Each interpreter-translator is fluent in English and his or her own dialect of Inuktitut which corresponds to that used in the region he or she serves. Hence the "Inuktitut" into which spoken or written English is translated in Baffin, is the Baffin dialect (Frobisher Bay also has an interpreter-translator fluent in English/Northern Quebec to service the Belcher Islands); in Keewatin it is the Keewatin dialect; in Kitikmeot, it is Natsilik for one interpreter-translator and Innuinaqtun for the other. .

For use in the Legislative Assembly, the Language Bureau has interpreter-translators to cover the two dialects currently represented - Baffin and Keewatin.

Education is increasingly becoming a regional responsibility and, where Inuktitut is taught in schools, it corresponds to the native dialect of the region.

This study has in most cases adopted the view that Inuktitut will be defined for each Region, or community if necessary, as the dialect spoken and understood there. This approach is likely to deal satisfactorily with the provision of services, circuit courts and education in Inuktitut as well as the provision of simultaneous interpreters for the Legislature.

When it comes to written Inuktitut, however, as in the case of the Gazette, Revised ordinances, Hansard, etc. Inuktitut would most likely be defined as the dialect with the greatest number of users namely Baffin, or at least a modified version of Baffin referred to by the GNWT Language Bureau as the Eastern Dialect.

The complexity of dealing with dialects and different writing systems has necessitated in several sections of this report a variety of solutions and corresponding cost calculations to the question of implementation.

A. 5, The C.O.P.E. Area

Distribution of Inuvialuktun Speakers in the C.O.P.E. Area

	Total Community Population 2.	Total No. of Inuvialuktun Speakers 2.	% of C.O.P.E. Community Population
Holman Island ¹	300	245	82%
Paulatuk	175	55	31%
Sachs Harbour	160	55	34%
Tuktoyaktuk	775	155	20%
Aklavik	720	95	13%
Inuvik	3145	185	6%
TOTAL :	5275 =====	790 =====	15% =====

Approximately 85% of the native population of the C.O.P.E. communities have English as their first language. Nevertheless there is a significant number of individuals who feel more comfortable in Inuvialuktun but no structure exists in the communities for the provision of interpreter/translators.

Education

Inuvialuktun is not used as a medium of instruction in the C.O.P.E. communities but it is taught as a second language. There is a considerable interest in language revival in this region. Parents generally feel that the learning of Inuvialuktun in school is a useful and important part of the education of their children.

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- Holman Island is administratively a part of the Kitikmeot Region. Both C.O.P.E. and T.F.N. (the Nunavut land claims organization) claim Holman Island.
 - These community statistics were taken from Distribution of Inuktitut Speakers in the N.W.T. (198) prepared by the Language Bureau. That study was based on the 1981 Canada Census.

The Terms Inuktitut - Inuvialuktun

From the point of view of the C.O.P.E. residents, the word Inuktitut refers only to the native language spoken in the Eastern Arctic. While C.O.P.E. residents are becoming familiar with Inuktitut through IBC television programs and may be able to understand it, they do not speak Inuktitut. On the other hand residents in the Eastern Arctic neither speak Inuvialuktun nor do they understand it because of the restricted opportunities they have for listening to it. To date, no IBC TV programs have been made in Inuvialuktun.

Inuvialuktun is not, in fact, a language. It is merely a convenient cover term to refer to three relatively discrete and, to some extent, mutually unintelligible dialects: Siglirmiutun, Uummarmiutun and Kangiryuarmit. An estimate of the number of fluent speakers of these three languages is:

<u>DIALECT</u>	<u>FLUENT SPEAKERS</u>
Siglirmiutun	215
Uummarmiutun	175
Kangiryuarmit	<u>125</u>
TOTAL:	515 ===

Inuvialuktun is seen as quite distinct from Inuktitut and certainly not as a regional dialect of Inuktitut as it is described in Building Nunavut (NCF 1983 p.26). Indeed, as already pointed out, it is not a language at all, but merely a convenient collective label for the three native Eskimo dialects spoken in the C.O.P.E. region.

As long as English has equal status with Inuktitut, the Inuvialuit can choose to function and work in English in the C.O.P.E. area as opposed to in Inuktitut, which would be quite foreign to them.

The N.C.F. has already recommended that the Western Arctic Regional Municipality (W.A.R.M.) be provided for and entrenched in the Nunavut constitution (Building Nunavut p.26). The Inuvialuit would expect that W.A.R.M. would be given a large degree of autonomy over the delivery of government services and other areas such as education and economic development. They also expect block grants from the Nunavut government to allow them to perform these responsibilities

1. Lowe, Ronald Basic Kangiryuarmit Eskimo Dictionary. C.O.P.E. 1983. From "Foreward" by Lawrence Osgood, p.viii.

adequately. The N.C.F. has already recommended that W.A.R.M. would be delegated primary responsibility in the C.O.P.E. area for

- education
- policing
- health services
- economic development
- wildlife management
- representation of regional interests within Nunavut

Nevertheless, the question as to the extent that monolingual English-speaking Inuvialuit will be included in the opportunities to participate at the higher levels of government in the capital of Nunavut still has to be addressed.

Summary

Several important points emerge from this discussion of the C.O.P.E. Region. The first and most important is that the majority of the population has English as its mother tongue. The second is that there is a minority of the older native population who feel most comfortable with Inuvialuktun. The third is that the Eskimo population feel that maintenance of their language is a desirable and important goal which must be achieved with the active cooperation of the public school system. The fifth point is that the Inuvialuit expect to share in all the opportunities available to residents of Nunavut without being required to learn Inuktitut in addition to English or in addition to English and Inuvialuktun.

SECTION B

BUILDING NUNAVUT PROPOSAL: THAT SERVICES BE PROVIDED IN INUKTITUT BY DEPARTMENTS OF THE TERRITORIAL GOVERNMENT

B. 1. THE LANGUAGE BUREAU OF THE DEPARTMENT OF INFORMATION

Current Situation

The Language Bureau (formerly known as the Interpreter Corps) is instrumental in providing certain services to permit various departments of the G.N.W.T. to function effectively in Inuktitut (as well as in English and the Dene Languages). It is necessary, therefore to comment on these functions in order to show how they contribute to the main concern of this section, namely the provision of services in Inuktitut by line departments of the GNWT.

There are Regional offices of the Language Bureau in Frobisher Bay, Rankin Inlet, Cambridge Bay and Inuvik. Their function is to "provide interpreting and translating services to all Government of the N.W.T. departments, the Legislative Assembly, . . .Regional Council and at regionally sponsored conferences." (Taken from the entry under Language Bureau in Baffin Regional Budget 1984-85).

Tasks of Interpreter-Translators

Every interpreter-translator appears to perform several kinds of tasks: simultaneous interpreting at meetings conducted bilingually between GNWT officials and native organizations, translation of written material originating in the regional offices of the GNWT and directed to the communities in their regions. The departments of Local Government and Education appear to be particularly heavy users of the services offered by the regional Language Bureaux. Some interpreter-translators from each regional office are also required to service the Legislative Assembly when it is in session. This inevitably means that the regional offices are understaffed when these interpreters are gone.

Workload of Interpreter-Translators

Between demands out of the office (interpreting for the Legislative Assembly, the Courts, regional meetings) and in the office (translation of official GNWT documents) interpreter-translators are kept fully occupied. Indeed, present levels of staffing may not be sufficient to keep abreast of the translation work since it tends to pile up while they are "on the road". In certain cases translations of documents are not made, though in practice they need to be, because other more pressing documents are given a higher priority.

Relationship between Yellowknife and the Regional Language Bureaux in the Nunavut Area

It would appear that, theoretically at least, Yellowknife sets the guidelines and standards to **ensure** a uniform service across the territories, coordinates a competency-based training program for all regional interpreter-translators and provides a Competency Analysis Profile for assessing the types and level of skills possessed by interpreter-translators. The purpose of the latter is to help identify training needs and to match new interpreter-translators to tasks appropriate to their experience and qualifications.

The extent to which these HQ training functions of the Language Bureau are carried out in practice in the Nunavut area at the present time is limited by the fact that there is one Training Officer for the entire N.W.T. In the last year, she has averaged about 2 weeks training each in Baffin and the Keewatin and Kitikmeot. This is less than is actually required to implement a successful, on-going, incremental in-service training for employees. The greater part of the training of new interpreter-translators is gained by on-the-job experience supplemented by assistance from work-colleagues with more experience.

Retention of Interpreter-Translators by the Regional Language Bureaux in the Nunavut Area

It appears that there is a high turnover of interpreter-translators in the Nunavut area. A number of explanations appear to exist for this:

- lack of a career structure within the language Bureau may encourage some interpreter-translators to pursue a career elsewhere (This however is changing. A new 4-level career structure is to be introduced which will provide for promotion and increased responsibility for satisfactory staff.)

- interpreter-translators from the settlements may wish, for a variety of reasons to return to their settlements, if their home is not the regional headquarters.

other more attractive positions with native organizations present themselves (e.g. positions with native organizations may allow the expression of political attitudes and feeling which is stifled in the service of the GNWT).

- the general absence of "job loyalty" which is a phenomenon observed by not only the Language Bureau, but virtually all employers.

Pre-requisites for Employment as an Interpreter-Translator

Theoretically, completion of Grade 10 is required. In practice, however, if a candidate is bilingual in Inuktitut/English, has some experience and a satisfactory work-record, the Grade 10 minimum requirement will be waived.

Current Situation: Communities Outside the Regional Centres

The Language Bureau does not have staff in the communities outside the regional centres. Nevertheless despite the fact that many GNWT personnel in the communities are bilingual, demands for such services exist, albeit on a somewhat reduced scale and irregular basis.

At present, a variety of strategies are resorted to in order to satisfy these demands. School principals, for example, are provided with a budget (about \$8,000 per annum in the Baffin Region) to hire whomever they can find with the necessary skills to accompany them during home visits to the parents of their students. A Hamlet office or the Local Education Society may have on staff, someone whose duties include translating and interpreting. In other GNWT departments, bilingual staff whose job does not officially include language work, may interpret when necessary and when they have the time available.

In other words, much of the interpreting/translating needs of the communities is carried out on an informal basis depending upon the goodwill and cooperation of the bilingual staff. In certain cases where the need is perceived on a regular basis (as in Hamlet Offices, Local Education Societies) a member of staff may be required to translate/interpret as part of his/her regular duties. In the case of Education, a specific budget is made available to school principals to hire interpreters as needed.

Conclusion

The Language Bureau, given its present level of staffing, cannot cope adequately with its current workload. It cannot provide sufficient training programs for all its employees and is not able to respond fully to additional demands made on it (e.g. the training of medical interpreters) in spite of the fact that this is the only department of the GNWT with expertise in this area. Any increase in demands made on the Language Bureau as a result of Nunavut would require an increase in its level of staffing and training capacity. Such increases in demand will be dealt with in the sections which follow on

- GNWT line departments
- The Legislature
- Translation
- The Courts

For the purpose of determining costs of the increase in demand for interpreter-translators a unit cost figure per PY has been developed for each region as outlined in Table 1.

: Table 1

UNIT COST OF INTERPRETER-TRANSLATORS

OPERATIONS AND MAINTENANCE	BAFFIN \$ 000's	KEEWATIN \$ 000's	KITIKMEOT \$ 000's
Salary and Wages	$281 / 6 = 46.83$	$156 / 4 = 39$	$82 / 2 = 41$
Other O and M	$43 / 6 = 7.16$	$35 / 4 = 8.75$	$14 / 2 = 7$
Total O and M	$324 / 6 = 54$	$191 / 4 = 47.75$	$96 / 2 = 48$

CAPITAL

Interpreting equipment	$15 / 6 = 2.5$		
Total Expenditure	$339 / 6 = 56.5$	$191 / 4 = 47.75$	$96 / 2 = 48$

Mean unit cost $(54 + 47.75 + 48) / 3 = 49.91$

* HIGHEST UNIT COST (BAFFIN) 54

Lowest Unit Cost (Keewatin) 47.75

* THE HIGHEST UNIT COST WILL BE USED AS THE WORKING FIGURE FOR FUTURE CALCULATIONS.

Source: Government of the Northwest Territories
1984-85 Main Estimates.

B. 2. LINE DEPARTMENTS

Current Situation in the Nunavut Area

The GNWT has already taken a number of steps to ensure that its population-sensitive departments are increasingly able to interact with other organizations in Inuktitut and to offer their services to the public in Inuktitut. These steps have been taken in the interests of effective public government of the N.W.T. and quite independently of the possibility of division.

It would appear that most departments of the GNWT can and do provide their services, upon request, in Inuktitut, both in the regional centres of Frobisher Bay, Rankin Inlet and Cambridge Bay and in the communities which are served by these centres.

There are currently two ways in which a line department of the GNWT can provide its services to members of the public in Inuktitut:

1. by making use of bilingual employees on its own staff
2. by calling upon the services of an interpreter-translator from the Language Bureau.

Each of these will be discussed separately.

a. Bilingual Employees in GNWT Line Departments

The Territorial government has been active for many years in ensuring that native northerners are given employment in GNWT departments. There is a relatively high proportion of native northerners employed in the service of the GNWT in the Baffin, Keewatin, Kitikmeot and Inuvik regions. This is largely attributable to the steps taken by the regional offices to ensure, whenever possible, that native northerners are appropriately represented on their staff.

It would appear that the bilingual capacity of departments of the GNWT to provide services in Inuktitut is greater in the communities than in the Regional Centres.

In 1981, 37% of GNWT positions in the NWT were filled by native employees. While it has not been possible to obtain current native employment figures for the Nunavut area, it would appear that between 45% and 60% of GNWT employees in the regions of Baffin, Keewatin and Kitikmeot are Inuit. In March 1984, for example, the total number of native employees in the Keewatin Region (excluding teachers) was 124 out of a total 197 (63%). If teachers are included in the total, the proportion of native employees was 49%.

In order to ensure a continuation in the increase of the number of native employees in the service of the GNWT, the regions in many instances give preference to native applicants despite their limited qualifications as compared to those of non-natives. There appear to be two principal ways of doing this. When a position becomes vacant and it is deemed that a native person can be trained for the post, two

persons are hired, a trainer and a trainee. The trainer is usually a non-native capable of performing the job. The non-native is hired in an essentially temporary capacity. Trainee positions are reserved for native persons who lack the **immediate** experience and qualifications for the job. The trainer's term of employment is that period which is considered necessary for the trainer to train the trainee to perform the job requirements satisfactorily. The normal period appears to be about two years. Once the training period is complete and the native employee can show competence to carry out the job, the trainer is terminated and the trainee is given the full employment position. In effect, the qualified trainer is hired to work himself out of a job by providing on-the-job instruction to the trainee.

The present conditions of this training procedure are that the trainee must be training for a definite full-time post which will be available to him on satisfactory completion of the training period.

It is evident that not all positions can be filled by on-the-job training of native northerners who may have had relatively little formal schooling. Those which do lend themselves to this procedure tend to be the positions which require low to intermediate level skills which can be mastered without lengthy periods of formal study. This may explain why native northerners, at least to date, tend not to be represented in the technological and professional positions. It is less feasible to take a native northerner with grade 9 or 10 education and train him "on-the-job" in one or two years to be a finance officer or an assistant regional engineer than it is to train him to be a revenue clerk or a building maintenance helper.

Acknowledging that relatively few middle management positions are held by Inuit, the Baffin Region has established an Inuit Management Training Centre and is currently preparing six Inuit for Assistant-Superintendent level positions in the GNWT civil service.

The matter, however, of how to encourage greater participation of native northerners in the GNWT civil service, is seen by the NWT Public Service Association as part of a larger question of systematically eliminating all barriers to equal opportunity for all groups making up the NWT population. A Discussion Paper on Affirmative Action has been prepared by the GNWT (in 1984) and the NWT Public Service Association has responded to it.

A second procedure adopted by the GNWT government to help departments offer services in Inuktitut has been to identify positions which require the most intimate knowledge of and sensitivity to native northerners and create special training schemes to ensure that the positions can be filled by Inuit. A case in point is the social services. The GNWT took steps several years ago to hire and provide training courses for native social workers. This procedure has resulted in a very high proportion of the employees in the regional department of social services being natives. In the Keewatin, for example, out of a total of nine social services employees in the communities, six are natives. In addition, there are three native northerners in training. All of these native employees are capable of providing services in both Inuktitut and English.

b. Use of Interpreter-Translators

Whenever a GNWT department in the Regional Offices cannot cope with a situation (e.g. the provision of a service or responding to a request) in Inuktitut, it can call on the services of a translator-interpreter from the regional Language Bureau of the Department of Information.

The regional offices of the Language Bureau are staffed as follows:

REGION	NO. OF FULL-TIME INTERPRETER-TRANSLATORS
BAFFIN (Frobisher Bay)	6
KEEWATIN (Rankin Inlet)	4
KITIKMEOT (Cambridge Bay)	2
INUVIK (Inuvik)	0

As the Language Bureau does not provide interpreter-translators in the communities, services are being provided in Inuktitut either directly by bilingual departmental employees or by a bilingual employee from one department cooperating with another department which does not have employees with bilingual capabilities. This latter procedure is a delicate one and cannot and should not come to be relied upon too heavily. It is not only frustrating for a trained bilingual social worker to spend part of his/her time interpreting for another department, it is also uneconomical, since it reduces the work output of the former.

Conclusion

The line departments of the GNWT appear to be substantially able to offer their services to the public in Inuktitut and to be constantly increasing their capacity to do so. The service, however, is dependent upon two factors: first, the willingness of Inuit to use even a minimal knowledge of English and only require Inuktitut when there is a total lack of communication; and second, the willingness of employees whose responsibilities are other than linguistic, to interpret or translate when difficulties arise.

B. 3. Impact of Giving Inuktitut Official Status in Nunavut

The purpose of this section is to suggest the resources which might be required by the Language Bureau in order to cover the increase in demand made upon government line departments as a result of giving Inuktitut official language status.

Currently, Inuktitut speakers who can speak English, even to a limited extent, are prepared to use that language when dealing with departments of the NWT Government. If, however, Inuktitut were to be made an official language they may opt to use it in dealings with government either because they prefer to use Inuktitut or because they want to exercise their newly acquired right.

It may be, therefore, that at least initially and possibly on a more permanent basis, there would be a sharply increased demand for the services of interpreter-translators both in the Regional Centres and in the communities. It should also be borne in mind however, that as the number of native people employed by the GNWT continues to increase (thereby boosting the bilingual capacity of all departments) the need for interpreting services may diminish though not disappear altogether. The need for translators, however is likely to remain high as all Nunavut Government official documents, letters, etc. will be in both languages.

Response to the official status of Inuktitut can be handled by the government line departments through the following methods: initially through the enhancement of the current organization of the Language Bureau (Proposed Solution: Part 1) and then through the institution of a Nunavut-wide Information System with interpreter-translator support in each community (Proposed Solution: Part 2).

B. 4. Proposed Solution: Part 1

Firstly, the staff of the Language Bureau in each of the Regional Centres would require strengthening-as follows:

cost of Proposed Solution - Part 1

REGIONS OR AREA	REGIONAL OFFICES OF THE LANGUAGE BUREAU	
	Addn'l PY's	\$000
BAFFIN	+ 3	162
KEEWATIN	+ 2	108
¹ KITIKMEOT	+ 4	216
COPE	+ 2	108
TOTAL ADDITIONAL	+ 11	\$ 594

TIME FRAME	HIRING & TRAINING	6 MONTHS
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B. 5. Proposed Solution: Part 2. ..A proposed Nunavut-wide Information System with Interpreter-Translator Support in each Community.

It may be important to give prominence to, and tangible evidence of, the Government of Nunavut's intentions to establish Inuktitut as an official language alongside English. An information office in each community, staffed by a trained interpreter/communicator able to provide answers to questions about the services offered by government departments might be one way of raising public consciousness regarding both the functioning of their government and the new, official role for Inuktitut, as well as meeting the legitimate increase in demand for services in Inuktitut resulting from a Nunavut Languages Act.

Moreover, a service such as the one described below would help to ensure the uniformity of the quality of information about government services across the entire Nunavut territory. It might also help to reduce the burden on individual government line departments of having to provide initial information about services available to members of the public and permit each line department to concentrate on the actual provision of the services.

 1. It is likely that Kitikmeot is the most severely understaffed Language Bureau at present. It currently has two full-time interpreters. Each handles the interpreting and translation needs in one of the two dialects in Kitikmeot. Hence the additional 4 PY's represent 2 PY's to bring it up to strength and the 2 PY's we are estimating it will require under Nunavut.

Since there are currently no GNWT Language Bureau interpreter-translators outside the Regional Centres, it is proposed that an interpreter-communicator be made available in each community to provide support to the GNWT departments there. The need for such support has already been discussed. Their services would help to ensure that valuable time of bilingual Regional Offices or Social Workers is not eroded performing translation and interpreting tasks as favours to other departments.

Community interpreter trainers would also translate for the three types of court which sit in all the communities from time to time: Superior Court, Territorial Court and justice of the Peace Court. (See Section E, Part 2: The Courts.)

Details of Information System

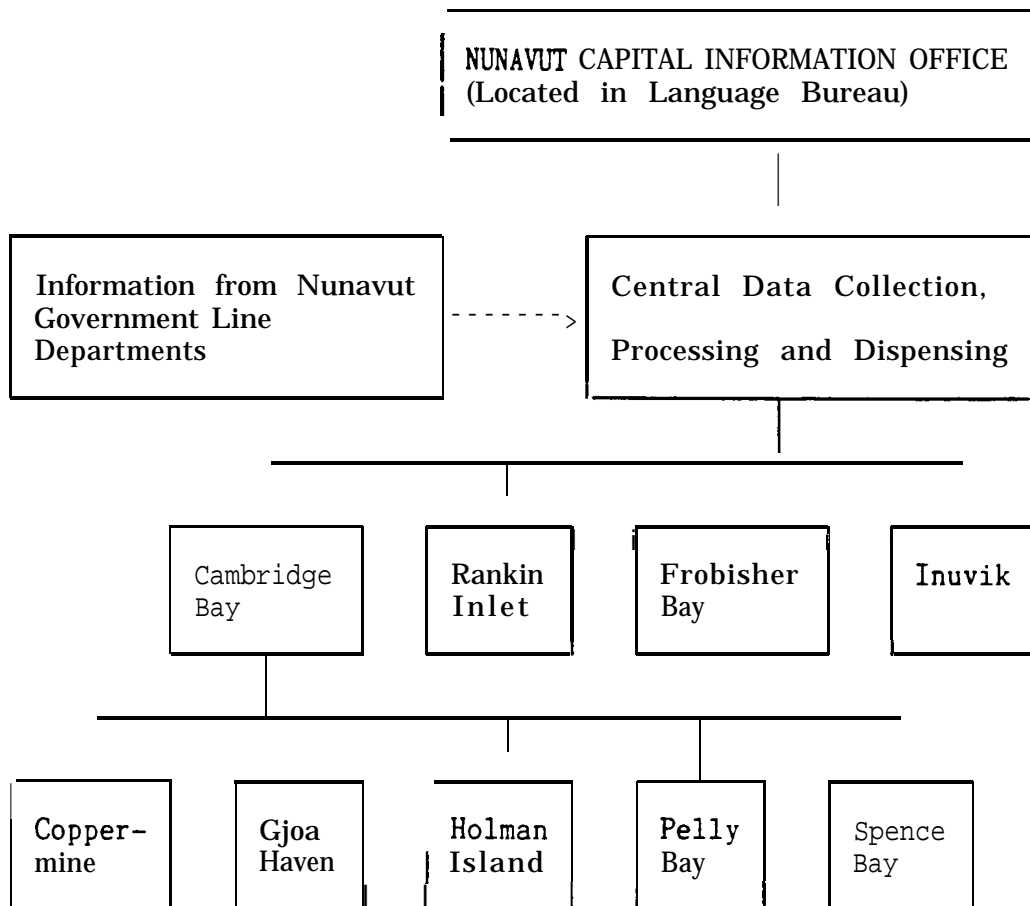
Purpose: 1. To make available information about the Government of Nunavut departments and the services and programs offered by these departments to members of the general population at community level in Inuktitut and English;

2. To provide communities with interpreter-translators disseminating information on Nunavut Government Department operations;

3. To make available translator-interpreters that will provide additional services to the Courts when sitting in the communities.

Structure

A central Information Office would be located in the Language Bureau in the capital of Nunavut. It would be tied by computer to subsidiary offices in each community, each of which would be equipped with a computer terminal with facilities for visual and printed displays.



Functioning

All Government of Nunavut line departments at Headquarters (Economic Development; Education; Health; Justice; Local Government; N.W.T. Housing; Public Works; Renewable Resources; and Social Services) would make information about their programs available to the Information Office of the Language Bureau located in the capital of Nunavut.

This information would be entered into the computer by staff in the Central Data Collection and Processing section. Once this has been done, the information could be retrieved on demand by a trained Interpreter/Communicator located in each of the Information Offices. There would be an information office in each community in Nunavut.

Nature of Service

The Interpreter/Communicator in each community would be bilingual Inuktitut/English and trained to deal directly with the public's inquiries about the nature and availability of Government of Nunavut Services. Specifically, the Interpreter/Communicator identifies the exact nature of the information being sought by an individual, retrieves it from the system and explains it to the person who requested it.

The information may be retrieved in the form of computer print-out or screen display. In addition, an audio-visual package located among the resources in each office may be identified. The individual can view the package and ask the Interpreter/Communicator for any additional explanation needed.

Availability of Service

The Information Office in each community would be open two full days per week. During the three remaining working days, the Interpreter/Communicator is available for work as an interpreter/translator for GNWT departments and for school or community information presentations on a book-in-advance basis.

Example

A parent in Igloolik seeks information, in Inuktitut, from the community Information Office on the residential facilities available in Frobisher Bay. Her daughter is completing Grade 9 in Igloolik and is considering continuing on to senior high school in Frobisher Bay. The Interpreter/Communicator deals with the request in Inuktitut, retrieves the print-out dealing with Ukavik (the Frobisher Hostel) from the system, and explains it to the parent. In addition, the Interpreter/Communicator slots in a slide-tape presentation, which explains all aspects of the residence, for the parent to view. After viewing, the parent asks the Interpreter/Communicator for clarification about who meets the cost of her daughter living in the residence and in addition to the oral explanation, may be given a brief textual brochure on the Ukavik residence to take home.

B. 6. Cost of Proposed Solution: PART 2

Community Information Offices

Each having one Interpreter/Communicator, thus:

Personnel:

<u>Region</u>	<u>Regional Office</u>	<u>Interpreter/ Communicators</u>	<u>\$000 Start-up</u>	<u>\$000 Continuation</u>
BAFFIN	Frobisher Bay	14	756	756
KEEWA-TIN	Rankin Inlet	7	378	378
KITIK-MEOT	Cambridge Bay	7	378	378
C.O.P.E.	Inuvik	5	270	270
Total Person Years		33	1782	1782
Pre- or In-Service Training:			132	132
Housing: (included in personnel costs)				
Transportation: (included in Training				
Equipment: See H.Q.				
Materials and Supplies			33	33
TOTAL			1947	1947

			\$000 Start-up Year 1	\$000 Continuation Year 2 onward
<u>Headquarters</u>				
Personnel:	Translator-Interpreter		54	54
	and Word Process Operator		50	50
Pre- or In-Service Training:			8.1	8.1
Housing:	(included in personnel costs)			
Transportation:	(included in training)			
*Equipment:	Entire System		70	
Maintenance				12
Materials and Supplies:			10	5
Total	PY's	2	(\$000)	192.1
				129.1

*Equipment

Using Radio Shack hardware the system shown could be equipped for about \$70,000. The system would use a Model 16 micro-computer with a total of 768K RAM or hard disk at HQ with 2 DT-1's for entering data. Each community would be equipped with either DT-1's or Model 100's for calling for and retrieving data and a DMP 200 Printer. The DT-1's in the communities would be linked to the Model 16 at HQ by means of an acoustic coupler using the regular long-distance telephone line. This would allow for English capability (Roman orthography) only. Provision of equipment to permit syllabics capability would increase the cost considerably.

Summary: Total Cost of Proposed Solution Part 2

Excluding: Office Space

Start-up	PY'S	On-going
2,139.1	35	2,076.1

CAPITAL

*(H.Q.) Department of Information, Nunavut

	<u>PY'S</u>	<u>000's</u>
Personnel		
Director		
Receptionist/Typist		
Finance and Admin. Officer		
Assistant		
Printer (3)		
Design Artist		
Binder		
Public Affairs Officer (3)		
Language Bureau		
Chief		
Interpreter-Translators (6)		
	Sub Total PY's	19. (*54) 1026.
+Extra Staff Required		
1 Word Process Operator	1	50
Editing Section	2	108
Training Officer	1	60
	Total PY's	23 1244

*Based on Whittington and McPherson 1983 p.407.

+Additional staff, based on my inquiries.

Final Summary.

TOTAL COST OF PROPOSED SOLUTIONS: PART 1 PLUS PART 2 PLUS NUNAVUT CAPITAL.

	START UP	PY'S	ON-GOING
#1	594	11	594
#2	2,139.1	35	2,076.1
* Capital Nunavut	1,244	23	1,244
Total	3,977.1	69	3,914.1

=====

* Could be reduced by 6 PY's if I-T's in one of the Regional Offices are counted as Capital I-T's. (e.g. Frobisher Bay)

B. 7. PROPOSED SOLUTION: PART Z - TIME FRAME

1 . 2 . 3 . 4 . 5 . 6 . 7 . 8 . 9 . 10 . 11 . 12 . 13 . 14 . 15 . 16 . 17 . 18 .

Obtain and Install
Computer Equipment

Fill Interpreter-
Communicator Positions

Fill word processor
operator position & train

Train Interpreter
Communications

Enter information from
Lind Dept. into Computer

Implement Service on
Trial Basis

Correct faults in system/service

Full Implementation

TIME FRAME REQUIRED: 18 MONTHS

SECTION C

ADMINISTRATIVE SERVICES TO LINE DEPARTMENTS: INTERPRETER-TRANSLATORS

C. 1. GNWT: Current Situation

This examination will be limited to those aspects of the Language Bureau's training of interpreter-translators which are directed towards Inuktitut.

The Language Bureau has one training officer (with responsibility for training in all native languages) and one Inuktitut linguist at Headquarters. The bureau has a competency-based training program for its Interpreter-Translators. The entry profile test is designed to identify the skills an employee possesses on hiring and to provide him/her with a personalized training program to allow progression within the Language Bureau up to and including managerial positions. Trainees are expected to work through the 115 modules on their own with additional help from the training officer and support staff once or twice a year for periods of about 5 days. In practice, most Interpreter-Translators are kept sufficiently busy to make regular self-upgrading more of a devout wish than a reality. Moreover, 73 of the 115 modules have yet to be developed. It must be pointed out that, inadequate though current training facilities for Inuit Interpreter-Translators may be, the Language Bureau staff does what it does well. By its own admission, however, it is unable to meet all the demands made on it. Over the years it has provided only minimal support to Court Services, has recently refused requests to train medical translators and has set aside essential translations (laws, health and safety materials etc.) to meet the demands of higher priorities.

C. 2. Implications for Nunavut

In the section dealing with Nunavut government services, it has been suggested that Nunavut might initially rely heavily upon Interpreter-Translators at least until a sufficient number of Inuktitut speaking public servants were in positions to guarantee the delivery of all services in Inuktitut where requested. Thus the training of Interpreter-Translators will be an important function in Nunavut.

Moreover if Inuktitut has official status, there will be even greater demands both in terms of quantity and quality made upon the Nunavut Language Bureau than there are at present upon the Inuktitut section of the GNWT Language Bureau.

Two options appear to be open to the Nunavut Government. The training function of the Language Bureau can either be considerably enhanced to meet the new demands for a large increase in the number of Inuktitut Interpreter-Translators, or it can be transferred entirely to Arctic College, leaving the Language Bureau as a purely service department. The major argument against having the training of Interpreter-Translators done by a separate institution is that educational institutions have a notoriously bad reputation for producing graduates unsuited to the realities of specific vocations. While the Language Bureau has control over both the training of Interpreter-Translators and their work-assignments, it can ensure that the former prepares them for the latter.

C. 3. Proposed Solution #1

Training Interpreter-Translators within the Language Bureau

Currently, the unit cost for training interpreters internally is about \$4,000 per year.

This figure is obtained by dividing the total number of interpreter-translators currently on the Language Bureau staff (23) into the total budget for the training activity (\$95,000). The training activity budget is taken to include:

	PY	\$ 000's
Training officer	1	48
Travel		23
Contract services		18
Purchased services, materials and supplies		

TOTAL	1	95
	===	-----

The above costs appear to be a minimum that needs to be spent and still provide some form of useful training for Interpreter-Translators. It should be enhanced by budgeting for the completion of the Competency-Based Training Program.

C. 4. Cost for Nunavut

	Start-Up		On-Going		
	PY	000's	PY	000's	
Training officer	1	60	1	60	
Travel		23		23	
Contract services		18		1	8
Purchased services, materials and supplies		10		10	
Completion of Competency-Based Training Program		100		--	
<hr/>					
TOTAL:	1	211	1	111	
<hr/> <hr/>					

c. 5. Proposed Solution #2: Training Interpreter-Translators in Arctic College

The program could be either a vocational training of 6 months duration, or part of a program of general communication courses offered by the college.

A fully staffed and well designed program for training Interpreter-Translators is likely to involve, minimally, the following:

	Start-Up		On-Going	
	PY	000's	PY	000's
Trainers	2	110	2	110
Program Preparation (Completion of Competency-Based Training Program)		100		--
Informants on contract		30		30
Language Laboratory Equipment		60		10
Translation Booth (complete)		12		--
Equipment Maintenance		--		20
<hr/>				
TOTAL:	2	312	2	170
<hr/> <hr/>				

C. 6. Federal-Medical Services: Current Situation

Nursing stations are currently the responsibility of Health and Welfare Canada. Most nurses are not Inuktitut speakers. For communication with monolingual patients, the nurses depend upon either the clerk-interpreter employed by the nursing station or a bilingual friend or relative accompanying the patient. The clerk-interpreters only training is gained on the job with the help and co-operation of the nurses. In a typical Eastern Arctic nursing station about half of all patients might require an interpreter in order to communicate with the nurse. These are mainly the elderly and the very young. Not all stations have a clerk-interpreter and those which do, do not employ them on more than a part time basis. Also, because bilingual friends or relatives are not always to be found, the quality of service offered by the nursing stations inevitably suffers.

C. 7. Impact of Giving Inuktitut Official Status (Medical Services)

While nursing stations as federal government institutions would not be subject to a Nunavut Languages Act, it is unlikely that the population of Nunavut currently distinguishes between what is Territorial and what is a Federal jurisdiction and hence might expect services to be offered in Inuktitut if requested.

While such requests would not legally have to be met, it would appear that, in the interests of improving the medical services available in the Nunavut area, the provision of interpreters should be upgraded.

C. 8. Proposed Solution (Medical Services)

Each nursing station could benefit from a fulltime clerk-interpreter, as well as an interpreter on stand-by who would provide service on request and in emergencies at any time. Moreover, substitutes should be made available when these individuals are on holiday.

C. 9. Cost of Proposed Solution (Medical Services)

No hard costing data is available for this function but it is unlikely to cost much less than the services of an interpreter-translator. Based on the unit costs established, the provision of full time clerk-interpreters and stand-by interpreters in each of the communities in the Nunavut area would be:

	PY	\$ 000
Clerk-Interpreters at \$50,000 per community	33	1650
Contract Interpreters for at \$10,000 per community for emergencies		330
TOTAL :	33	1980
	====	=====

SECTION D

ADMINISTRATIVE SERVICES TO LINE DEPARTMENTS: WORD PROCESSOR OPERATORS

D. 1. Current Situation

A sequence of steps is currently seen to be necessary in order to train operators to use word-processors with syllabic capability.

The steps are:

1. Train typists to type English (using Roman orthography)
2. Train competent Roman orthography typists to type Inuktitut using syllabics.
3. Train competent syllabics typist to operate a word-processor with syllabic capability.
Estimates of the time necessary for this step range from a 3-day introductory course followed by self-instruction on the job, to between one and two months full-time training.

This is a relatively new area. Kirk Computers, Yellowknife, introduced the first word-processor with syllabics capability about five years ago. The field is subject to rapid change. For example, Kirk Computers is moving away from the word processor it began with (INTERTEC SUPERBRAIN) to the IBM Personal Computer. Nortext, an Ottawa-based company is examining the feasibility of adding syllabic capability to Apple's Mackintosh personal computer.

Nortext is currently training 3 or 4 word-processor operators in DIAND (Inuit Culture and Social Development Section). Their approach has been to provide an intensive five-day initial training followed by one day's training per week for a year. Nortext's fee for this training component is \$5000. Nortext is understandably hesitant about predicting training costs for Nunavut in a field which is changing rapidly and where no detailed training needs study has yet been undertaken.

D. 2. Unit Cost of Training

Assuming that we are starting with a bilingual trainee, it would appear that the minimum cost of training required to operate a word-processor with Inuktitut syllabics capability is the following:

	\$000	Time Needed
Step 1. Training typist to type in Roman Orthography	* 1.4	6 weeks
Step 2. Training typist to type in syllabics	* .7	3 weeks
Step 3. Training syllabic typist to operate word-processor with syllabic capability	+ 2.	2 weeks
	<hr/>	
TOTAL:	4.1	11 Weeks
	<hr/> <hr/>	

* assuming a minimum class size of 15 students.

+ assuming one-on-one training using a competent syllabic word-processor operator on Nunavut government payroll.
Nortext's one-on-one training fee is \$26.25 per hour.

It would appear that the training needs of Nunavut Government in the area of word-processing should be the subject of a separate study. The move from stand-alone word-processors to personal computers with word processing capability is a new trend for which insufficient cost data and experience in training exists to enable extrapolation for Nunavut requirements at this time.

SECTION E

BUILDING NUNAVUT PROPOSAL: THAT PUBLIC BODIES INCLUDING THE LEGISLATURE AND COURTS OPERATE IN INUKTITUT AS FREELY AS IN ENGLISH.

Part 1

E. 1. Legislature - Current Situation

The Language Bureau currently provides simultaneous translation in the Keewatin and Baffin dialects of the proceedings of the N.W.T. Legislative Assembly. There appears to be, at present, no need for simultaneous translation into any other dialect. It also provides simultaneous translation of the proceedings of the Assembly's standing committees and of the meetings of the caucus.

Below is a summary of this situation:

	<u>CURRENT STATUS</u>	
<u>LEGISLATIVE ASSEMBLY</u>	<u>EASTERN DIALECT</u>	<u>WESTERN DIALECT</u>
Debates	Simultaneous	No Int. Trans.
Motions	Translated	Not Translated
Assembly procedures	Translated	Not Translated
Orders of the day	Translated	Not Translated
Standing committees/caucus	Simultaneous	Not Interpreted
Tabling of bills	Translated	Not Translated
Ordinances	Selectively Trans.	Selectively Tran
Committee reports	Some summaries	Not Translated
Gazette	Not translated	Not Translated
Hansard	Not translated	Not Translated
<u>EXECUTIVE COUNCIL</u>		
Meetings	Not interpreted	No Interpreting
Motions	Not translated	Not Translated
Regulations	Not translated	Not Translated
Policy decisions	Not translated	Not Translated
Minutes	Not translated	Not Translated

- The Yellowknife H.Q. of the Language bureau currently has 4 P.Y.'s for Inuktitut Interpreter-Translators. These Interpreter-Translators and one or two additional Interpreter-Translators from the regional centres to ensure adequate representation of the two dialects currently used, constitute the Interpreter-Translator manpower for the sittings of the Legislative Assembly. Hence no additional P.Y. costs over and above the normal Language Bureau manpower are required for the simultaneous translation facilities provided.

E. 2. Impact of Giving Inuktitut Official Status

Building Nunavut (p. 15-17) suggests that the Nunavut Legislative Assembly would have 25 elected members:

4 members from each of the 4 regions.

9 seats allocated on the basis of population.

The Executive Committee would have a maximum of 7 members.

Theoretically, an Assembly with 4 members from each of the 4 regions could represent eight native language dialects (as well as English):

<u>REGION</u>	<u>DIALECT</u>
Baffin	Baffin Northern Quebec
Keewatin	Keewatin
Kitikmeot	Natsilik Inuinnaqtun
C.O.P.E.	Siglirmiutun Uummarmiutun Kangiryuarmitun

The Executive Committee (7 members) could represent a similar diversity of dialects.

Using the ITC 1975 classification of Inuktitut dialect variation, this could be reduced to five:

Baffin

Keewatin

Central Arctic

Western Arctic

plus Northern Quebec to cover Sanikiluaq

In-theory this would reduce the dialects to five but in practice this could not be done. The I.T.C. classification is an abstraction. There are in reality no speakers of "Western Arctic". An interpreter hired to translate from English into "Western Arctic" would translate into either Siglirmiutun or Uummarmiutun or even into Kangiryuarimiutun which is closely related to one of the two "Central Arctic" varieties. Hence, in reality we cannot-escape from the possibility of there being seven dialects represented, dialects which to a greater or lesser extent are mutually intelligible.

It is also likely that English will be the mother-tongue or the preferred language of at least some of the Inuit members and of the non-Inuit members of the Legislative Assembly.

Manpower Requirements for the Nunavut Legislature

No additional P.Y.'s over and above those already indicated as being required by the Language Bureau will be necessary.

Following current GNWT practice, Interpreter-Translators on the staff of the Language Bureau will be given assignments in the Legislature as required. Hence whichever of the following proposed solutions is adopted, additional P.Y.'s will not be required. The only additional expense will be the travel and accommodation costs of Interpreter-Translators leaving their home communities to serve during the sittings of the Legislature and the translation booths required for simultaneous translation. The number of booths will vary according to the solution adopted.

E. 3. Proposed Solution #1

One solution would be to ensure that the interpreters working during the sittings of the Legislative Assembly represented all the dialects spoken by the 25 members. Each member could then speak in his native dialect and the translator of that dialect would render his speech into English. Since there are virtually no interpreter-translators who interpret from one dialect into another dialect, interpreters would then translate from English into the dialect of members who could not understand English. Again, in theory this might mean six interpreters each rendering the English translation of a speech in one dialect into the six remaining dialects.

This procedure could be time consuming, and possibly counter-productive if there were a loss of information in the double translation process. However, although it may appear complicated, it is merely an extension of what currently occurs in the NWT legislature. Instead of providing interpreting services in two Inuktitut dialects, this solution would involve providing identical services in a possible additional five dialects.

The solution could be simplified if the last step were to be omitted i.e. translation from English into the six other dialects. The success of this solution would depend upon all MLA's being able to understand English while making adequate provision for their inability or their choice not to make their presentations in English.

E. 4. Proposed Solution #2

The number of interpreter-translators could be reduced to five if the I.T.C. dialect classification were adopted.

The success of this solution would depend upon the extent to which the I.T.C. classification represents groups of mutually intelligible dialects. That is, if a single "Western Arctic" interpreter were able to interpret for all members from the C.O.P.E. area regardless of whether they spoke in Siglirmiutun, Uummarmiutun or Kangiryuarmiutun.

E. 5. Proposed Solution #3

Yet another solution might be to provide only one interpreter-translator for each of the four regions. This would differ from Solution #2 only in that it would eliminate the Sanikiluaq interpreter and would depend upon the Baffin interpreter being able to translate into English both the Baffin and Northern Quebec dialects, and any Sanikiluaq speaker being able to understand either English or the interpreter's Baffin dialect translation from English.

E. 6. Comparative Costs of Proposed Solutions #1, 2, and 3

#1	7 Interpreter-Translators (4 from HQ - No extra Costs) 3 from Communities	
	Travel Costs	2
	Accommodation (300 person days at \$200/day)	60
	7 permanent translation booths at \$6400	<u>44,8</u>
	TOTAL	<u>106.8</u> =====

#2	5 Interpreter-Translators (4 from HQ - No extra Costs) 1 from Communities	
	Travel Costs	.7
	Accommodation	20
	5 permanent translation booths at \$6,400	<u>32.0</u>
	TOTAL	52.7 =====

#3	4 Interpreter-Translators (4 from HQ - No extra Costs)	
	4 permanent translation booths at \$6,400	<u>25,6</u>
	TOTAL	<u>25,6</u> =====

E. 7. Courts - Current Situation

In the Western Arctic, there are two permanent court facilities with resident staff (Yellowknife and Hay River) and one full-time court facility without permanent staff (in Fort Smith). In the potential Nunavut region there are two full-time court facilities (Inuvik and Frobisher Bay) with no resident staff.

The two Judges of the Supreme Court and the four Judges of the Territorial Court travel and sit in all communities as required.

There is at least one Justice of the Peace for each community and they hold court in their own communities as required.

The extent to which the justice system, including the Supreme and the Territorial Courts are currently provided for by the provision of bilingual interpreters in Inuktitut/English is shown below:¹.

JUSTICE SYSTEM (INCLUDES SUPREME AND TERRITORIAL COURTS)

	<u>CURRENT STATUS</u>
Trials, preliminary hearings	Interpreting accord. to need
Judgments	On request
Legal aid	Some interpreting

It can be seen that only a bare minimum of interpreting is made available in the Courts. This appears to be limited to a simultaneous translation of the proceedings for an accused or a witness who does not speak English.

The individual providing the interpreting service is usually contracted in the community where the Court is being held and in many, probably most cases has no formal training in interpreting/translating and no formal training in, or real understanding of, the Court process.

E. 8. Impact of Giving Inuktitut Official Status

The current willingness of Inuit, irrespective of their level of mastery of English, to try to function in that language during court proceedings may not be able to be counted on given an official status for Inuktitut. This would mean that the current system which relies upon largely untrained part-time interpreters when required would have to be substituted with a more robust service.

¹. Translation of written text is dealt with under TRANSLATION, Section F.

E. 9. Proposed Solution

Since the courts sit periodically as opposed to continuously it would be possible to provide interpreter services by employing two full-time, trained legal interpreter in the capital of Nunavut and making use of the services of the Language Bureau's translator-interpreters in the regional centres and in the communities (thereby ensuring services in the appropriate dialect). One interpreter-translator in each regional centre, and each of the interpreters in the communities would receive in addition to their training as professional interpreter-communicators, special instruction in legal terminology and court procedure.

A permanent translation booth would be installed in the full-time Court facility in the capital and portable translation booths installed in each community.

In this way, the needs of the Justice of the Peace, Territorial and Supreme Courts could be met.

E. 10. Cost of Proposed Solution

		<u>START UP</u>		<u>ON-GOING</u>	
<u>Personnel</u>	PY	\$000	PY	\$000	
Interpreter-translators in Nunavut Capital	2	108	2	108	
Travel		100		100	
Training		10.8		10.8	
 <u>Equipment</u>					
Permanent translation booth		6.4			
Portable translation booth (32 x at 4.4)		140.8			
Translation Units (33 x at 5,200)		176.6			
Maintenance				30	
 <hr/>					
TOTAL	2	542.6	2	248.8	
<hr/>					

SECTION F

BUILDING NUNAVUT PROPOSAL: TRANSLATING AND PUBLISHING ALL DEBATES, ORDINANCES AND LAWS INTO THE OFFICIAL LANGUAGES

F. 1. Current Situation

The Language Bureau is currently responsible for all official translating carried out for the legislature and for the Department of Justice and Public Services, as well as for the service departments of the GNWT. Translations are made by Interpreter-Translators on the staff of the Language Bureau as part of their general duties. None of the translations have legal status.

The Language Bureau acknowledges two written varieties of Inuktitut for the purposes of translating documents pertaining to the Legislature and to the Justice System. It calls these Inuktitut/Eastern Dialect and Inuktitut/Western Dialect. These are not spoken dialects, they represent an attempt to produce written documents which are intelligible in the former variety to Inuit who speak the Baffin, Keewatin, Northern Quebec and Natsilik dialects, and in the latter variety to Inuit who speak Innuinnaqtun and the Inuvialuktundialects.

This means that documents written in the Eastern Dialect are directed to a population of about 11,625 and in the Western Dialect to a population of about 1,480. The cost of producing translations in the Western Dialect for the C.O.P.E. communities and Western Kitikmeot population is as great as the cost of producing them in the Eastern Dialect for the population of Baffin, Keewatin and the Eastern Kitikmeot.

The extent to which documents relating to the legislature are currently translated is represented below: 1.

LEGISLATIVE ASSEMBLY

	CURRENT STATUS	
	<u>EASTERN DIALECT</u>	<u>WESTERN DIALECT</u>
Motions	Translated	Not translated
Assembly procedures	Translated	Not translated
Orders of the day	Translated	Not translated
Tabling bills	Selectively translated	
Ordinances	Selectively translated	Selectively trans
Committee reports	Some summaries	Not translated
Gazette	Not translated	Not translated
Hansard	Not translated	Not translated

EXECUTIVE COUNCIL

Motions	Not translated	Not translated
Regulations	Not translated	Not translated
Policy decisions	Not translated	Not translated
Minutes	Not translated	Not translated

 1. SOURCE: GNWT, Department of Information.

The extent to which documents relating to the Justice System, which includes the Supreme, Territorial, Justice of the Peace and Coroner's Courts, are currently translated is represented below: 1.

JUSTICE SYSTEM (includes Supreme, Territorial Courts, Justice of the Peace and Coroner's Courts).

INUKTITUT TRANSLATION

	<u>EASTERN DIALECT</u>	<u>WESTERN DIALECT</u>
Transcripts	Not translated	Not translated
Judgments	Translated on request	Translated on request
Legal documents (forms, permits)	Some translated	Some translated

The current (1983) costs of printing the documents associated with the Legislature are the following: 2.

DOCUMENT	DETAILS	COST \$000'S
Gazette	450 copies	31
Annual Volumes	300 pages; 1000 copies	15
Hansard	50 pages per day; 400 copies	40
Office Consolidation	Varies between 100 and 1000 pages per year	35
Revised Regulations	1000 pages	10
		<u>TOTAL 131</u>

1. SOURCE: GNWT, Department of Information.

2. SOURCE: GNWT, Department of Information.

F. 2. Implications for Nunavut

Only a small proportion of the documents pertaining to the legislature and the justice system are translated at present. Any translations which are made are for information purposes only. The major laws which have so far been translated e.g. the Liquor and Education Ordinances, must be referred to in their English versions for all legal purposes. Producing Inuktitut versions of these documents and ordinances which would carry equal status in law with English, as would be required were Inuktitut proclaimed an official language, would involve a considerably more painstaking and time-consuming translations, thereby involving increased cost. This is an enormous task, the complexity and delicacy of which must not be underestimated.

It is in considering Inuktitut as a written medium that the Nunavut Government will have to make a clear decision as to what "Inuktitut" means for the purposes of 'official' publications having equal status in law with the English versions.

F. 3. Proposed Solution #1

One solution would be to define explicitly Inuktitut for all legal, written purposes associated with the legislative process including laws and ordinances and with the justice system as the Eastern Dialect currently being evolved by the Language Bureau.

The development of all the Inuktitut terminology to allow precise Inuktitut translations of all the documents under consideration would have to have taken place before the creation of laws etc. in Inuktitut that carry equal legal status to the English versions. Therefore the need for one Word Conference per year to cope with the evolution of the legal register of Inuktitut is envisaged.

F. 4. Cost of-Proposed Solution #1

	START UP		ONGOING	
	<u>\$Y\$ 0 0 ' s</u>		<u>\$Y\$ 0 0 ' s</u>	
1. <u>TRANSLATION</u>				
<p>Additional costs would be involved over and above those associated with the expansion of the Language Bureau as already suggested. The task of general translation could be carried out by the Nunavut Language Bureau Staff, but two specialist translators would be required to ensure the final precision and accuracy of this volume of work.</p>				
	2	108	2	108
2. <u>WORD DEVELOPMENT</u>				
<p>Word development in specialized areas is currently carried out jointly by those meeting at the annual Word Conferences. Each word conference costs in the region of <u>\$100,000</u> and produces about 50 words. The unit cost per word is therefore in the region of <u>\$2,000</u>. Assuming a bank of 1,000 is still needed to ensure precise translation of legal terms, and that an annual word conference were necessary, the cost of Word Development would be:</p>				
		2,000		100
3. <u>PRINTING</u>				
Enhancement of Publications and Production division	2	108	2	108
Printing Costs		<u>150</u>		150
TOTAL	<u>4</u>	<u>2,366</u>	<u>4</u>	<u>466</u>

F. 5. Proposed Solution #2

Define Inuktitut for all legal written purposes associated with the legislative process, including laws and ordinances and with the justice system as both the Eastern and the Western dialects currently being evolved by the Language Bureau.

F. 6. Cost of Proposed Solution #2

	START UP		ONGOING	
	<u>PY's</u>	<u>000's</u>	<u>PY'S</u>	<u>000's</u>
1. <u>TRANSLATION</u>				
As in the case of Solution #1 the general translation could be undertaken by the enhanced Nunavut Language Bureau, but four specialist translators, one in the Eastern and two in the Western Dialect would be required for refinement.	4	216	4	216
2. <u>WORD DEVELOPMENT</u>				
1,000 words (These words would be <u>common</u> to all dialects).		2,000		100
3. <u>PRINTING</u>				
Enhancement	2	108	2	108
Printing costs		300		300
	<hr/>			
TOTAL	6	2,624	6	724
	<hr/> <hr/>			

F. 7. Time Frame

Currently about 50 new terms are developed annually in Inuktitut. At this rate, and by this method, it would take about 20 years to produce the 1000 legal terms we are assuming are needed to provide Inuktitut with the precision required to give laws the equal validity and applicability in Inuktitut that they have in English.

Giving Inuktitut versions of laws and ordinances equal status prior to the creation of the appropriate vocabulary might result in costly and time consuming appeals arising out of conflicting interpretations of the Inuktitut. It would seem counter-productive to introduce laws in Inuktitut before a certain minimum level of parity with the English version could be assured with certainty.

Most of the written documents pertaining to the legislature and the justice system will be read in Inuktitut by no more than a handful of people. Institutionalizing bilingualism (tri-lingualism now that French is an official language of the Territories) may serve no practical purpose and involve enormous effort and expenditure which could be more effectively used to enhance Inuktitut in other areas. The N.C.F. may wish to consider initially excluding from their Language Act the requirement that all debates, ordinances and laws be translated into Inuktitut and that such translations have legal status.

SECTION G

BUILDING NUNAVUT PROPOSAL ON EDUCATION: THAT INUKTITUT BE A LANGUAGE OF INSTRUCTION IN THE SCHOOLS AS SOON AS PRACTICABLE

G. 1. Introduction

Although the proposal appears to indicate that Inuktitut might be the sole medium of instruction in most communities (because present numbers of English or French speakers are too small to warrant education in these languages), the N.C.F.I. has indicated that the likelihood would be to implement bilingual Inuktitut/English instruction. This would also appear to coincide with the expressed desire of the Inuit inhabitants of the region. The Baffin Region Education Society, for example, has adopted a bilingual education policy for their schools in order "to provide a school system where the majority of students become confidently fluent and literate in both Inuktitut and English" (Baffin Region Education Society, undated).

It might also be borne in mind that a monolingual Inuktitut education would not prepare Inuit to take their place, should they so desire, along with their 16 million English speaking or the 7 million French speaking fellow Canadians in other parts of Canada. A Nunavut Government which chose to strengthen Inuktitut by retreating into monolingualism could in time face the accusation by its own population that it had ghettoized them and withheld opportunities for them to participate in the rest of Canada.

Hence this section is based on the assumption that schools will use both Inuktitut and English as languages in instruction. The C.O.P.E. area is being considered separately as are the regions of Baffin, Keewatin and Kitikmeot. The mother tongue of the majority of the native and other residents of the C.O.P.E. area is English. Inuvialuktun has recently been introduced not as a medium of instruction but as a second language subject in the curriculum. The assumption being made in this study therefore is that Inuvialuktun will continue to be taught as a second language but will not be used as the vehicle for instruction of, for example, Science, Social Studies, Math, etc.

1. Peter Jull, personal communication.

However, the mother tongue of the majority of the residents of the Baffin, Keewatin and Kitikmeot is Inuktitut. Inuktitut already is the medium of instruction in many communities for kindergarten and grades one, two and three. It is therefore assumed that Inuktitut can become the medium of education of any subject from kindergarten to grade 12 and that at least half of the curriculum will be taught in that language at all grade levels by teachers bilingual in Inuktitut and English. The cost, however, of the production of curriculum guides for all core subjects (math, Language Arts, Science, and Social Studies) will be calculated. This will involve no pre-judgement of what subjects will or will not be taught in Inuktitut. It will permit the greatest flexibility for decisions about how the curriculum might be divided in any given year, or any given region, between Inuktitut and English.

Part 1

Baffin, Keewatin and Kitikmeot and the School System

G. 2. Current Situation

There are about three hundred teachers (not including classroom assistants) in the schools of these three regions. About forty of these teachers are bilingual Inuit capable of teaching in both languages. The majority are graduates from either the Fort Smith or the Frobisher Bay Teacher Education Programs and are qualified to teach at the elementary level only.

Hence two assumptions can be made:

1. That an additional two hundred and sixty bilingual teachers are required.
2. That these teachers must include specialist teachers capable of teaching at the secondary and senior high school levels.

Teacher Training for Kindergarten to Grade 12

Teacher-Training in these three regions is carried out principally by the Eastern Arctic Teacher Education Program located in Frobisher Bay. Considering the over-riding importance of providing teachers for the Eastern Arctic, EATEP has neither the accommodation nor the budget to carry out its responsibility adequately.

EATEP is located in a converted aircraft hanger. It shares the facilities with a technical maintenance department and the student residence. EATEP has a budget of 1.2M per year and depends upon an additional grant of \$250,000 from the Dormer Foundation to meet its current obligations to offer the field-based component of its teacher training program. Without the field-based component, the rate at which teachers graduate is likely to be cut by about 75%. Presently, between 10 and 12 teachers graduate each year from EATEP. These teachers are bilingual in Inuktitut and English and capable of teaching in both languages.

EATEP currently only offers a two-year training which qualifies teachers to function as home-room teachers in the elementary school (K-6). As from September 1984, EATEP will extend this to a three-year course which will qualify teachers to teach any grade between Kindergarten and Grade 9 (the final grade in Junior High School). In order to be able to offer a third year of study in 1984, it is eliminating its first year of study. Hence no new trainees will be able to enter EATEP in 1984.

Given its current resources and the current rate of teacher attrition 1.(in excess of 20%), EATEP feels that it will be able to staff all the schools in the Baffin, Keewatin and Kitikmeot with qualified bilingual Inuit teachers by the end of the second decade of the 21st century.

Teachers in training receive payment of about \$20,000 per year. All post-school training in the North involves paying salaries to trainees. Without the incentive of a salary while receiving post school training, no training course is likely to attract many students and certainly not in the numbers required to permit Inuit to take advantage of employment opportunities likely to accompany the creation of Nunavut.

G. 3. Implications for Nunavut

Nunavut will depend heavily upon EATEP to produce bilingual native teachers for its elementary, secondary and senior high schools. In order to produce the quality and quantity of teachers required, the Government of Nunavut will have to provide EATEP with adequate physical and financial resources to carry out its mandate. It will also have to make an increasing number of training salaries available.

G. 4. Proposed Solution #1

EATEP could continue as it is currently running in its present premises, with a full-time faculty of six, a support staff of 2 and a relatively large number of courses taught on contract by faculty hired from the south.

The Dormer Foundation money which permits EATEP to run the field-based component of its training runs out in 1985. Responsibility for this budget could be taken over by the Nunavut Department of Education.

1. EATEP was, until recently, the only post secondary level educational institution in the Eastern Arctic. Its graduates, educated, and literate in both Inuktitut and English, were therefore in demand by employees such as the Interpreter Corps, the GNWT and Municipal governments. An increase in other training facilities such as the Inuit Management Training Centre in Frobisher Bay are likely to result in a lower attrition rate for EATEP graduates.

G. 5. Cost of Proposed Solution #1

	Start-up	On-going
	\$ 000's	\$ 000's
Finance for field-based component	250 =====	250 -----

G. 6. Proposed Solution #2

EATEP could offer all three years of its courses every year. (At present it has been forced to choose between EITHER a third year for 1984-85 OR a new first year, and it has decided on the former). This would permit 10 new trainees to enter EATEP each year.

G. 7. Cost of Proposed Solution #2

	Start-up	On-going
	\$ 000's	\$ 000's
Finance for field-based component	250	250
Funding for concurrent 3rd year	200	200
Training Salaries for 10 students	200 -----	200 -----
TOTAL :	650 -----	650 -----

G. 8. Proposed Solution #3

With its present full-time faculty of 6, and its budget to hire contract faculty, EATEP could increase its graduates from 10 per annum to 20 or even more. (Undergraduate classes in southern universities which train teachers seek to have about 20 students or more per class.) The constraints on EATEP were it to increase its student intake is not number of faculty but finances and physical facilities for each new student, and the training salary of \$20,000 that is required. Physical resources - study facilities, library, resources room, Audio Visual and curriculum room, etc. are needed if quality training is to be provided.

G. 9. Cost of Proposed Solution #3

	Start-up	On-going
	\$ 000's	\$ 000's
Increase in training salaries for students, from 6 to 22 per year (16x 20,000)	320	320
Funding for field-based component	250	250
Funding for concurrent 3rd year	200	200
	<hr/>	<hr/>
TOTAL :	770	770
	=====	=====

Facilities

The expansion of formal training (teacher education, management training, etc.) would require (i) facilities and (ii) a residence for single students.

The cost is likely to be in the region of 5 million dollars each for a college building and for a residence for about 80 students, making a total of about 10 million dollars. Such facilities however would be capable of housing an expanded Inuit Management Training Centre and a Communications Program and Adult Education training as well.

G. 10. Adult Education

It currently costs about \$80,000 for a 2-year training scheme for community-based adult education.

There are at present native adult educators either trained, or in training in the Baffin, Keewatin and Kitikmeot regions.

cost : Training of Adult Educators

No enhancement of the present training budget would appear to be necessary in order to offer adult education training in Inuktitut. However, additional training for adult educators to be instructed in the use of new Inuktitut curriculum guides would be reflected in the cost of developing curricula in Inuktitut.

Part 2

C.O.P.E.

G. 11. The Current Situation

In 1983 the GNWT made available \$85,000 over a two year period for Inuvialuktun program development. The services of the GNWT, Department of-Education specialist in Western Arctic dialects were also made available, as was substantial additional funding from D.I.A.N.D.

Instructional programs, including curriculum guides, storybooks, board games and flash cards were produced for grades one and two for each of the three Inuvialuktun dialects.

Ten Inuvialuktun instructors were trained in a ten week period. Five have been hired by the G.N.W.T. Department of Education as Classroom Assistants at a unit cost of \$26,000 per annum to teach the Inuvialuktun program in schools in Aklavik, Inuvik, Paulatuk, Sachs Harbour and Holman Island. Tutkoyaktuk did not participate. All students in grades one and two receive at least 30 minutes of Inuvialuktun instruction per day.

The remaining five instructors are not fully employed but are able and willing to teach when required.

The total cost of the training was \$108,000.

There is a demand for Inuvialuktun courses at the adult level but, at present, there are no trained instructors, no curricula and no materials.

G. 12. Implications For Nunavut

The C.O.P.E. communities would expect the Government of Nunavut to continue to finance this project so that curricula and materials could be developed to provide Inuvialuktun language instruction throughout the entire public school system (Kindergarten to Grade 12) and in Adult Education.

G. 13. Proposed Solution #1

Instructional programs could be designed for use in the remaining 10 grades (Grade 3 - Grade 12) of public school.

The present five instructors could cope with all instruction up to and including Grade 7. An additional five instructors would be needed to teach Grades 8 and 9, and a part-time instructor would be needed to teach Grades 10, 11 and 12 in Senior High School in Inuvik.

Tuktayuktuk, which did not show much initial enthusiasm for the Inuvialuktun language program could be given the opportunity of opting into the scheme.

Similar instructional programs could be designed for the adult education sector. There is, given present time-tabling of Inuvialuktun (on average 30 minutes per grade per day) insufficient work to hire two full-time language instructors in each school. The duties of one of the two instructors could therefore include teaching Inuvialuktun at Adult Education level.

Similar instructional programs could be designed for the adult education sector.

G. 14. Cost of Proposed Solution

Curriculum

Based on the \$85,000 cost over two years for writing the program and developing the instructional materials for Grades 1 and 2, which underwent thorough community research and community consultation:

	Annual Cost	Time Frame
	0 0 0 ' s	
Program and Instructional Materials for Grades 2 - 12 and on-going materials up-grading and innovation.	85	5 years
Annual enhancement of about \$10,000 <u>per grade level</u> should be provided to ensure up-grading of materials, program maintenance and enrichment.		

Teacher Training

Based on the \$105,000 cost of providing a 10 week training course for the first ten Inuvialuktun Language instructors:

	Total Cost
	\$ 000
5 instructors to be trained in both student and adult instructional techniques and on-going in-service training.	52.5

SECTION H

BUILDING NUNAVUT PROPOSAL ON EDUCATION: CURRICULA IN INUKTITUT (The Regions of Baffin, Keewatin and Kitikmeot 1.

H. 1. Introduction

It is important to distinguish here between CURRICULUM DEVELOPMENT and MATERIALS DEVELOPMENT. It is currently the responsibility of the GNWT Department of Education to produce curricula - that is, inventories of the topics and items of information which should be covered in every subject at every grade level. The curriculum outline for any given subject matter would normally include a detailed account of the information that a teacher would be expected to cover in a given grade level, an indication of the classroom methodology that might most appropriately be adopted, and a list of the titles of textbooks and other pedagogic materials which might appropriately be used in the classroom to cover the necessary informational content. The curriculum outline or guide would not normally include specific teaching materials such as textbooks, student workbooks, posters, tapes, records, slides, transparencies or other pedagogic aids.

In most Canadian provinces, the provincial Department of Education produces the curriculum guide and commercial publishers produce teaching materials to cover the content and methodology described in the curriculum guide. School boards are normally free to buy from the publishers those textbooks etc. which their teachers would prefer to use to implement the curriculum. The more satisfied teachers are with a specific textbook, the more are purchased. The publisher of textbooks covers the initial cost of production (planning, contracting authors for a fee or for a percentage of the royalties on sales, typesetting, proofing, artwork, page lay-out, printing, publishing, promotion and distribution) and recoups these costs plus profit from the sales of the book over one or more years. Again, in all provinces of Canada, publishers compete with each other for the school market. Textbooks in English or in French are addressed to sufficiently large markets to make it commercially viable to compete for even a relatively low proportional share of the market. This, however, is unlikely to be the case in Nunavut. With a low total school population, even the English textbook market is not sufficient to encourage publishers to produce materials which could only be marketed in Nunavut and on a competitive basis. When that number is reduced even further, by the possible need to identify two separate Inuktitut markets - one using Roman orthography and the other using syllabics, it is evident that the normal procedures employing authors, publishers and competitive practices cannot readily apply to Nunavut.

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1. The C.O.P.E. area has been dealt with separately under Section G, Part 2, since there, Inuvialuktun is taught as a second language, not used as a medium of education.

H: 2. Proposed Solutions

The factors involved in considering solutions appear to be the following:

the number of dialects in which curriculum guides and materials must be produced;

the number of writing systems which must be used (i.e. Roman and/or Syllabics);

whether the author and publisher of the materials are part of the original team which conceptualizes and produces the curriculum guides;

the extent to which curriculum guides and materials for minority dialects could make use of those produced for the majority dialect by making the minimum alterations in vocabulary and grammar;

the restricted availability of experienced native people with expertise in curriculum design, the writing of curriculum guides and the design and authoring of teaching materials.

Societies have frequently attempted to promote unity through education by attempting to standardize the medium of education, i.e. by insisting on the majority language for educational purposes. The promotion of unity was one of the major purposes behind the choice of English as the original medium of education in the Canadian Arctic, as it was behind the choice of Greenlandic as the language of education in Greenland.

Nunavut will be faced initially with the serious decision of either attempting to promote unity (and to rationalize scarce human resources and money) by insisting upon the Baffin dialect as the language of curriculum guides and materials in Inuktitut or promoting linguistic distinctiveness, and thus reducing geographic mobility, and possibly over-extending resources and finances.

For Inuktitut education to be of a similar quality to English medium education, it is necessary to provide trained Inuit teachers with well designed, comprehensive curriculum guides and a variety of high-quality teaching materials and supplementary aids to allow implementation of the curriculum. There would be little point in substituting a high quality English medium education with a lower quality Inuktitut medium education. The provision of the necessary guides, materials and teaching aids in Inuktitut for use in a bilingual Nunavut school system will require the vast majority of these to be prepared from scratch, since few currently exist.

Proposed Solution #1 (Curriculum Guides)

Curriculum Guides in Baffin Dialect and Syllabics only.

Proposed Solution #2 (Curriculum Guides)

Curriculum Guides in Baffin Dialect only, but separately in both Roman and Syllabic orthographies.

Proposed Solution #3 (Curriculum Guides)

Curriculum Guides in Baffin
Northern Quebec
Keewatin
Natsilik
Innuinnaqtun

but the latter four being modified versions of the Baffin Guides.

H. 3. Cost of Proposed Solutions(1.)

#1 Curriculum guides in Baffin dialect and syllabics only.

	\$ 000's
Grades 4-12	
Curricula in	
Math	
Language Arts	2,400
Science	
Social Studies	
 (8 grades, 4 core subjects per grade make 32 curriculum guides).	
	<hr/>
TOTAL: (\$000)	2,400
	<hr/> <hr/>

COST DISTRIBUTION: \$300,000 per year for 8 years

1. These are based on the current production costs associated with the Inuktitut language program (K-3) for the Baffin Region, which is about \$75,000 per grade level. It is impossible to give more accurate figures. They could be higher or lower depending upon the amount of original work or merely translation required, and the amount of language development needed in the content areas (math, science, social studies).

#2 Curriculum Guides in Baffin dialect only, but separately in both Roman and syllabic orthographies.

This solution simply adds on the cost of transliteration from syllabics into Roman orthography and the cost of printing, onto solution #1.

Assuming these costs to be \$5,000 per guide:

000 's

TOTAL COST: 2,400 + 160 = 2,560
=====

COST DISTRIBUTION: \$320,000 per year for 8 years

#3 Curriculum guides in Baffin
Northern Quebec
Keewatin
Natsilik
Innuinnaqtun

the latter four being modified versions of the Baffin guides.

Assuming the costs of modification and printing to be \$10,000 per guide:

000 's

TOTAL COST: 2,400 + 320 = 2,720

COST DISTRIBUTION: \$340,000 per year for 8 years

H. 4. Possible Time Frame

Curriculum development work tends to be most useful when curriculum guides are produced chronologically, starting with the lowest grade and working, grade by grade, up through elementary, secondary and senior high schools. If curriculum development work begins, simultaneously at, say the first year of elementary school, the first year of secondary school and the first year of senior high school, the potential for careful sequencing and dove-tailing can be lost.

Given sound guidance from an experienced curriculum designer, the design team should be able to produce at least one comprehensive grade level guide per year. This would imply that about nine years would be required to provide the outstanding curriculum guides in the core subjects (Math, Language Arts, Science and Social Studies) in Inuktitut.

H.5. Adult Education

cost: Curriculum Development

There is no reason to believe that the cost of program development for Adult Education would be any lower than for in-school program.

H. 6. Textbooks and Materials

For the Nunavut educational system it would probably be more productive and cost efficient to obtain the co-operation of experienced authors and publishers at the curriculum design stage. This would permit the support textbooks and materials to flow directly from the curriculum guides and ensure that their content and the principles underlying the content are implemented as the Nunavut Department of Education envisages.

The successful model incorporating curriculum development and the writing and publishing of a teachers guide and supplementary materials currently used by Health and Welfare Canada to train Community Health Workers in the Eastern Arctic in co-operation with Teacher's Press (Ottawa) would be worth examining more closely as a prototype for curriculum and materials development in the education system.

SECTION I

TEXT MEDIA SUPPORT (A WEEKLY NEWSPAPER): EXAMINE THE FEASIBILITY AND POSSIBLE COST OF EXTENDING THE INUKTITUT CONTENT OF THE EXISTING FROBISHER BAY WEEKLY NEWSPAPER AND DISTRIBUTING IT THROUGHOUT NUNAVUT.

I. 1. Current Services

Inuktitut is currently the most published native language in Canada.¹ Notwithstanding, there appears to be only one independent newspaper (Nunatsiaq News) printed bilingually in Inuktitut and English serving the Northwest Territories. Until recently (Spring 1983) there was also a news monthly, also printed in a bilingual format, Igalaaq.

One can find several explanations for this dearth. Firstly, publishing a newspaper for the Arctic is fraught with difficulties and frustrations sufficient to discourage otherwise enterprising publishers. Many of these difficulties are discussed below. Secondly, there may be insufficient hard news to warrant a daily newspaper or even more than one or two weekly newspapers. Thirdly, the difficulty of delivering the paper to a readership within a short enough time after printing to ensure that the news is still fresh may be a deterrent. And lastly, the general Inuit population do not appear to regard written text as an attractive source of information.

Nunatsiaq News is an independent, illustrated newspaper published in Frobisher Bay and serves both the native and non-native population of the eastern portion of the Northwest Territories and Arctic Quebec. It had its beginnings in 1973 as 'Inukshuk', a non-profit making organization. In 1976 the staff bought the company out and began the Nunatsiaq News, a private enterprise operating on a cost-recoverable basis, paying for itself out of revenues from advertising, subscriptions and sales. Monica Connelly, the Editor, is also the major shareholder. Staff are given the option to buy shares in the paper. Currently, other than Ms. Connelly, two out of the five staff own shares.

Nunatsiaq News is written, edited and produced in Frobisher Bay. It is printed in and distributed from Montreal and from Frobisher. Three thousand copies are produced and distributed throughout the regions of Baffin, Keewatin and Kitikmeot as well as Northern Quebec. 1,100 are distributed free in 37 communities, 1,000 copies (at 15 cents a copy) are sold to Nordair for distribution to passengers and 900 are sent to subscribers, sold, or distributed in Frobisher Bay area. It owns the building out of which it operates, having approximately 1,000 square feet of space.

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1. DIAND, Inuit Culture and Linguistics. Evaluation Study Report, 1983, Appendix 10, p.4.

The newspaper provides hard news coverage of political events in the Baffin Region as well as news from the Legislative Assembly and the Government of the Northwest Territories. When it can obtain news of political events in the Keewatin and Kitikmeot, it includes coverage. It also provides feature articles on social, economic and human interest to readers in the Eastern Arctic. As such, its function is to help bridge the gap between native and non-native people in the Eastern Arctic and to keep them informed of matters affecting them both.

From its very first issue, Nunatsiaq News has appeared bilingually in both Inuktitut and English in order to meet the needs of the population it serves. The strength of the newspaper as an independent institution capable of promoting regional issues was realized early in its career when it insisted that the Government of the Northwest Territories change its advertising procedures from monolingual English advertising to advertising in both Inuktitut and English.

The paper typically has between twenty and thirty pages with approximately 60% English and 40% Inuktitut content. The majority of the original content is generated in English and followed by translation into Inuktitut.

The editorial position of Nunatsiaq News is in favour of the creation of Nunavut, the establishment of Inuktitut as an official language, a fair land claims settlement for the Eastern Arctic and native control of wildlife.

The economic independence of Nunatsiaq News guards its editorial independence from the influence of interest groups, governments, businesses and regional and territorial politicians. The newspaper claims to be genuinely independent in its views and to be capable of providing responsible criticism on political and other developments in the Eastern Arctic. However, the price it pays for this independence is high. The salaries and benefits offered by the newspaper are low for the region, space and equipment are severely limited and any expansion must pay for itself by increased revenues from advertising.

Currently, the main sources of advertising revenue are businesses in the Frobisher Bay area and the headquarters and regional offices of the GNWT.

The editor of Nunatsiaq News, Monica Connelly, has indicated that there are a number of problems constantly facing those engaged in the task of producing a newspaper in the Arctic. These can be summarized as:

1. Staff & Limited Resources
2. News Gathering & Distribution
3. Limited Acceptance of Print Media by Inuit

We will examine how each of these constraints affects the production and publication of Nunatsiaq News.

1. Staff and Limited Resources: There is a limited pool of suitably qualified individuals in the Eastern Arctic on whom to draw for work related to the production of a newspaper. Thus, the burden of training rests almost entirely with the qualified staff members.

Trainees can be of two kinds. There can be the "high level trainee" with some skills and experience who needs additional training to polish and expand upon these skills. This level of trainee is capable of working with moderate to minimal supervision. The "entry level" trainee might have dropped out of school at Grade 9, may be intelligent and enthusiastic, but possesses few skills. This trainee produces little or no productive work initially and requires considerable training and supervision which means a reduction in the productive work of the trainer. Hence, when 'on the job' training is provided, additional personnel is required to make up the shortfall in productive work of the trainer.

Once a trainee has attained even a modest level of performance he or she becomes attractive to other enterprises or organizations which may be able to offer higher salaries or better conditions than Nunatsiaq News. The newspaper may then have to start the hiring and training process over again without having recouped the training investment made in the previous employee. Moreover, able staff in whom time and effort has been spent in training can easily be lured away from the newspaper by an employer able to offer housing as part of their benefits package. The availability of residential space either for purchase or in long lease is severely limited. This limitation makes it virtually impossible to hire promising and interested applicants for positions from the settlements. Hiring is in effect restricted to residents in Frobisher Bay who already have accommodation in the community. And then individuals who have what they consider to be inadequate housing e.g. because of high occupancy, will change their employer if the new employer can offer them an improvement in their living conditions, i.e. a house or an apartment of their own.

Due to its limited budget, Nunatsiaq News also lacks sufficient resources to upgrade the quality of the paper's lay-out. It is unable to provide more than minimal work space and equipment and lacks the freedom to expand the news coverage and distribution of the paper to a wider variety of communities and regions.

2. Newsgathering and Distribution: One of the factors which has limited the growth of news coverage in the Nunatsiaq News from the settlements in the Baffin and other regions, is the problem of getting stories sufficiently quickly from the settlements to Frobisher Bay.

In addition, the postal system appears to offer an unreliable service for the distribution of Nunatsiaq News in the Eastern Arctic insofar as the timely delivery of a weekly newspaper is concerned. Tardy delivery means that news is no longer current which results in returned copies of the newspaper and a reduction in, or at least the curtailment of expansion of readership.

3. Limited Acceptance of Print-Media by Inuit: Ms. Connelly has pointed out that the printed text does not appear to be a preferred way for Inuit to obtain information. The inevitable consequence of preferring radio or television to print is that Nunatsiq News has fewer subscribers than it might otherwise have.

Other observers have pointed to an additional factor which may explain the limited success of Nunatsiq News in attracting a greater number of subscribers. Nunatsiq News has to compete for the attention of potential subscribers or purchasers with high quality weekly and monthly glossy magazines from other parts of Canada and elsewhere. Its bilingual format, however, does give it an advantage with Inuit readers. Until the appearance of Inuit Today and Nunatsiq News, the only reading materials easily available in Inuktitut were Church and Government related.

In summary, all or most of the constraints faced by Nunatsiq News are economic. It is an independent weekly newspaper which funds its operation from revenues generated from advertising and sales. There is a limited economic base in the Eastern Arctic which imposes severe constraints upon the revenues which Nunatsiq News is able to generate. Hence the newspaper is unable to offer the salaries that can be offered by GNWT, the Federal Government, Native associations and other well provided for organizations. An inability to attract the best qualified personnel increases the need to provide extensive training for new employees. An inability to compete with the high salaries offered by other organizations reduces Nunatsiq News' likelihood of retaining the services of employees once they have been trained.

However, the economic independence of this newspaper minimizes the danger faced by so many Northern Newspapers with tied funds. Namely, interference by the funding agency with editorial freedom. Indeed Nunatsiq News may be the only newspaper in the Arctic which enjoys the kind of freedom of the press which we have come to expect of a democratic country such as Canada. Other papers such as Caribou News and Nunasee are more aptly described as "house organs", (the former for the Band K Caribou Management Board, the latter for T.F.N.), than newspapers.

The cost effective basis on which Nunatsiq News is run results in the need to accompany any expansion with a concurrent increase in its revenues. Ms. Connelly has also pointed out that a bilingual newspaper such as Nunatsiq News costs about 50% more to produce than an English-only paper. It has successfully maintained a bilingual content in Inuktitut and English, despite the higher production costs, since its first issue in 1973.

1. 2. Considerations for Nunavut:

Language: A bilingual Inuktitut-English weekly newspaper could serve the regions of Baffin, Keewatin and Eastern Kitikmeot. Western Kitikmeot and the C.O.P.E. area would require a special supplement, as the Inuvialuktun dialects of the Central and Western Arctic on the one hand and the Inuktitut dialects of the Eastern Arctic on the other, are not mutually intelligible; moreover Inuvialuktun uses a Roman orthography while Inuktitut uses a modified version of the syllabic notation invented by an English missionary for the Cree Indians.

So defined, the limited population of a future Nunavut Territory, 15,500 with Baffin, Keewatin and Kitikmeot and 20,500 if the C.O.P.E. area is added, makes it unlikely that more than one independent weekly has a chance of surviving in Nunavut. This does not exclude, however, the additional possibility of a regional newsletter being produced for each of the regions involved in Nunavut.

A recent survey of the readership of Inuktitut magazine indicated that the population to be served appears to be divided in the language it prefers to read in. A slight majority of those surveyed read in English or English and Inuktitut, while the remainder, who tended to be older Inuit, read exclusively in Inuktitut.

Thus a bilingual Inuktitut-English newspaper not only permits individual readers to read in their preferred language but also permits them access to the other. Since a weekly newspaper is likely to be read by several people in each family it caters to different preferences within households.

Staffing and Location of Facilities: Northern newspapers are not known for their longevity. The primary purpose of a Nunavut-wide newspaper would be to provide the population with a reliable instrument which would promote their feeling of unity within the new territory and inform them of events of importance both within Nunavut and Canada. In order to ensure the long term continuity of this service it would be necessary to establish a management structure manned by staff of proven ability as well as by trainees.

In order to ensure original creative work in both languages, able staff, some with strong Inuktitut language skills and some with strong English skills, will be needed. (At present, for example, the English language newsgathering capacity of Nunatsiaq News is very strong and most of the Inuktitut content is obtained by translating the stories written first in English.)

It would be unreasonable to expect Northern staff to assume all of the duties and steps involved in the production of a newspaper, right from the start. Initially at least, it seems realistic to expect that the printing of the newspaper would be done in the south under contract by an experienced printer. The focus in Nunavut then would be on training able reporters, sub-editors, translators, typesetters and layout specialists for the first few years. In other

words, a realistic set of priorities and sequential time frame would have to be established to gradually implement a completely self-sufficient newspaper.

Besides the advantage of a northern-based editorial and production unit being more closely in touch with the readership served by the paper, there are matters of credibility and economic advantage. A northern newspaper edited and produced in the south (as was, for example Igalaaq) is less likely to be perceived by the people of Nunavut as a Nunavut newspaper. The economic advantage of northern production is that this is likely to be a pre-requisite to gain access to Nunavut Government advertising. Under GNWT regulations, for example, Igalaaq, edited and produced in Ottawa, did not qualify for GNWT advertising.

Freedom of the Press: The need to guarantee the freedom of the press in Nunavut has been referred to by everyone spoken to about northern text media. Undue pressure on or even direct interference in editorial freedom by organizations or institutions, commercial, government or native, already appears to have caused the demise of more than one northern newspaper. This has come about due to a feeling on the part of the agency sponsoring the newspaper that the financial dependence of the paper on the organization can be used as a lever to influence editorial opinion.

Given that it is unlikely that a Nunavut wide weekly newspaper can survive economically without subsidies, the matter of guaranteeing freedom of subsidized press is an important one.

One partial solution to this problem has been to give the responsibility for producing northern newspapers to native communications societies. The society is, at least theoretically, independent of specific interest groups. In practice, this view appears to be over-optimistic.

An additional factor appears to make this route -- funding of a native communications society to produce a newspaper for Nunavut -- an unattractive one. The Nunavut Constitutional Forum has stressed that it is their avowed purpose that Nunavut will not be an ethnic territory:

“But Nunavut is not an ethnic government. It is public government with the Canadian Tradition. Canadian Federalism was designed to accommodate regional diversity, specific cultural traditions and the political rights of minority groups or regions. In Nunavut that philosophical federalism can reach its final flower.”

Building Nunavut. NCF 1983.

Alternatively, a Nunavut Communications Society, membership of which is not restricted to one ethnic group, but open to all citizens in Nunavut who fulfill the residency requirements might be an acceptable solution. However, the danger that undermines the true independence of native communications societies would also be likely to threaten a non-ethnic Nunavut Communications Society. That danger is one of the potential conflict of interest on the part of a member of the society when that member holds another position in the territory in commerce, local or territorial or federal politics or is a member of a specific interest or pressure group such as a land claims group, chamber of commerce, etc.

Monica Connelly, the Editor of Nunatsiaq News, has pursued what appears to be the only real route to guarantee her newspaper's independence - a viable economic foundation for Nunatsiaq News. But in doing so she has had to bear the consequences of limited revenues.

I. 3. Addendum

The Native Press is a high profile newspaper in the Western part of the N.W.T. which appears once every two weeks. It is run by a Native Communications Society and 3,700 copies are published in English only.

1.

In 1983 income and expenditures were as follows:

	Revenues 1983 \$000	Expenditures 1983 \$000
Secretary of State (Grant)	196.6	
Advertising	47.4	
Subscriptions	4.1	
Photography	9.8	
Other (e.g. subsidized training)	58.7	
	<hr/>	<hr/>
TOTAL :	316.6	327.6
	<hr/> <hr/>	<hr/> <hr/>

DEFICIT: 11

Comparisons between Native Press and Nunatsiaq News are not really possible because:

- 1) Native Press, unlike Nunatsiaq News, is a highly subsidized paper run on a non-cost recoverable basis. Nunatsiaq News generates about 80% of its \$275,000 revenue from advertising using an advertising salesman selling space in the Frobisher Bay area (population 2,500). Native Press has a revenue from advertising of \$47,400 generated from a centre with a population of 10,000;
- 2) Native Press is not a bilingual production and a major increase in operating costs (up to 50%) would be required;
- 3) Native Press is published every two weeks and to appear weekly would involve again a substantial increase in costs.

Additional Aspects: At the moment a number of northern organizations in the Eastern Arctic put out publications. These, however, are organs for disseminating the views and ideas of particular interest groups and do not meet the news needs of the Eastern Arctic.

It is likely that these organizations and others which develop in the future may care to arrange with the Nunavut Territory newspaper to buy advertising space in that paper in preference to producing a separate newsletter. Such arrangements could bring in additional revenues and reduce overall distribution costs.

1. Source: Secretary of State, June 1984

I. 4. Proposed Solution #1

One alternative to funding a Nunavut Communications Society to produce a newspaper would be to encourage the current newspaper, Nunatsiaq News to extend its coverage to provide a Nunavut territory-wide weekly newspaper. This could be done by a funding body guaranteeing to meet certain capital and training costs on a long term basis and allowing operating costs to be met from advertising revenues. For example, subsidies could be provided to cover the cost of housing staff, of training employees both on and off the job and the cost of distribution by the most efficient means to all communities in Nunavut. These subsidies could be committed on a long term basis leaving the management to fund the newsgathering, writing, editing, artwork and production from other revenues. The editorial freedom of the newspaper would have to be untouched by the subsidizing agency.

The value of this approach lies in the fact that the Editor and staff of Nunatsiaq News have unique experience in running a successful, cost effective business which could be brought to the production of a weekly Nunavut newspaper. Expanding a new newspaper on that experience and existing base might increase the chances of the newspaper's long term success and is likely to be less expensive and less risky than starting a paper from scratch with less experienced staff. Moreover, this is an existing, viable business with demonstrated potential for survival. It would go counter to (current) Territorial policy to actively discourage its development which would be the effect of implementing Proposed Solution #2.

In order to provide a Nunavut wide weekly newspaper in both Inuktitut and English, the Nunatsiaq News operation would have to be complemented in a number of ways.

I. 5. Proposed Solution #2

A second solution would be to fund a territorial newspaper from scratch. This would be a much more costly and much more risky venture than the previous solution. Such a venture would not be able to draw upon the ten years' experience in operating in the North. Nor would it have the firm infrastructure that Nunatsiaq News has developed over the years.

In its present state of financing, Nunatsiaq News would not be able to compete with a subsidized newspaper and so it would be forced to close unless it too were to receive subsidies. Thus a third solution presents itself.

1. 6. Proposed Solution #3

A third solution would be to encourage a second weekly newspaper to start up in competition with Nunatsiaq News and to subsidize them both to the same extent in order to permit fair competition.

Again this is a much more expensive solution than the first and given the proclivity of northern newspapers to close down, there is no guarantee that the end result would not be the survival of only one newspaper.

I. 7. Cost Data

SOLUTION #1

Additional Resources Required by Nunatsiq News if it were to serve Nunavut

Personnel

<u>Regions</u>	<u>Start-Up</u>		<u>Continuation</u>	
	PY	\$000	PY	\$000
2 regional Reporters (Keewatin and Kitikmeot)	2	60	2	60
<u>Headquarters</u>				
1 trained person to be upgraded to editor trainee	1	25	1	30
2 trainees (reporting; translation)	2	34	2	40
1/2 time typist (to release staff for training duties)	1/2	10	1/2	10
training for typesetter operator (existing member of staff: cost includes salary, replacement cost, training, travel and living costs for about 60 days)		20		25

Housing

Regions

2 housing units (Keewatin and Kitikmeot) to function as offices as well as housing	28,8	28,8
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Headquarters

2 housing units (each at \$1200 per month)	28,8	28,8
--	------	------

Travel/Transport

to permit adequate newsgathering	10	10
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Equipment

Regions

2 personal computers 9.5

2 printers 2

Interfaces/Modem

Software - Roman and Syllabic w.p.

Headquarters

1 personal computer 5

1 printer 3

Photographic Typesetter 20

Maintenance 10

Material and Supplies (Headquarters and Regions) 5 6

Telephone Costs (Headquarters and Regions) \$2000 per month 24 24

Increased Printing Costs 4 4

Increased Distribution Costs 10 10

Proposed Solution #1 Sub-Total 5.5 299.1 5.5 286.6

In order to prepare a section in Inuvialuktun and to permit coverage of the C.O.P.E. area in English, the following enhancement is likely to be required.

1 Regional reporter 1 30 1 30

1 Housing unit to double as office space 14.4 14.4

Travel 5 5

Telephone 12 12

Increased printing and distribution 7 7

Sub-Total 1 68.4 1 68.4

Total 6.5 367.5 6.5 355

Cost Data

SOLUTION #2

Cost of Starting a Weekly Newspaper from Scratch

	<u>Start-Up</u>		<u>On-going</u>	
<u>Personnel</u>	PY	000 's	PY	000 's
<u>Regions</u>				
2 reporters	2	70	2	70
<u>Headquarters</u>				
Managing Editor	1	40	1	40
Bookkeeper	1	30	1	30
Editor	1	35	1	35
Advertising Salesman	1	33	1	33
Typist/paste up artist	1	30	1	30
Translator	1	30	1	30
2 Reporters	2	60	2	60
2 Trainees	2	34	2	40
Training for typesetter operator		20		
<u>Space</u>				
<u>Headquarters</u>				
1500 sq. feet of space, rental costs at \$30 per sq. foot		45		45
<u>Housing</u>				
<u>Regions</u>				
2 housing units		28.8		28.8
<u>Headquarters</u>				
7 housing units (each at \$1200 per month) (assuming .7 the complement of 10 HQ staff will require housing)		100.8		100.8
<u>Travel/Transport</u>		10		10

Equipment

Regions

2 personal computers

2 printers 11.5

Interfaces

Software

Headquarters

1 personal computer

1 printer

Interfaces 28

Photographic Typesetter

Software

Materials and Supplies

10 11

Telephone Costs

24 24

printing Costs

15.6 15.6

Distribution Costs

20 20

Maintenance

10

Proposed Solution #2 Sub-Total

PY12 675.7 PY12 633.2

Enhancement to cover C.O.P.E. area

1 68.4 1 68.4

TOTAL

13 744.1 13 701.6

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Cost Data

SOLUTION #3

This solution, if equal support were to be given to the two newspapers, would in effect be to add the cost of Solution #1 to the cost of Solution #2, Therefore:

	Start-up		On-Going	
	PY	000	PY	000
Cost of Proposed Solution #1	6.5	367.5	6.5	355
Cost of Proposed Solution #2	13	744.1	13	701.6
TOTAL COST	19.5	1111.6	19.5	1056.6

SECTION J

RADIO SUPPORT: TO PROVIDE 40 HOURS A WEEK OF INUKTITUT BROADCASTING VIA CBC NORTHERN SERVICE.

J. 1. Current Service

CBC Northern Service currently serves 29 communities which may be included in Nunavut. All receive a blend of CBC National Network programs (in English) and CBC Northern Service regional programs (some in Inuktitut and some in Inuvialuktun).

Eastern Service

All 20 communities in the Baffin and Keewatin regions receive the same daily radio program service, delivered by satellite and then broadcast locally over a low-power transmitter. All regional programs aired in this eastern portion of the territory are produced at CBC stations in Frobisher Bay and Rankin Inlet. Approximately 76% of the regional programming is produced and presented in Inuktitut by native staff, the only exception being the sight translation of some English newscasts.

Western Service

The nine Inuit communities in the western portion all receive the same satellite-delivered service originating from CBC Inuvik, but including some of the programming produced at Frobisher Bay and Rankin Inlet. The Central Arctic, or Kitikmeot Region is the one area of the N.W.T. with an inadequate level of radio service. There is no production centre in the Kitikmeot as yet, but the CBC plans to establish one as soon as funds become available. It would probably be in Cambridge Bay and would share a satellite channel with Inuvik.

Community Access Stations

In addition to CBC programming, 27 communities have local access stations which broadcast anywhere from 7.5 to 31 hours per week, predominantly in Inuktitut. Slightly less than half of these communities (those with a population of 500 or more) have CBC provided technical packages. The smaller communities have equipment supplied by the GNWT.

All use the CBC transmitter in their area, with each community working out its own arrangement as to when and how much time it can switch off CBC network programs and switch on its own programming. A written agreement between the community radio society and the CBC is then signed.

As such, in addition to regional Inuktitut programming every day, each community receives additional native-language broadcasts many of which are of interest to that particular community alone (e.g., local fishing conditions or an upcoming visit by the transient dentist). As well, these community-produced programs promote and maintain regional dialects.

Staffing

CBC Northern Service is committed to ensuring a fair representation of native people on staff and is only limited by the dire shortage of Inuit available with even the minimum of schooling necessary to permit appropriate training. According to the CBC's response to the CRTC at the CBC Licence Renewal Hearing in November, 1984, in the five years between 1978 and 1983, native staff increased from 21 to 37 percent of their total employees. Today, in the two Nunavut area stations (Frobisher Bay and Rankin Inlet) Inuit comprise 54% of the full-time staff as follows:

Breakdown by Region

BAFFIN AND KEEWATIN: (20 communities)

Program Schedule by Language:

CBC Network	English	67 hrs/wk
CBC Regional	English	17 " "
	Inuktitut	54 " "
TOTAL :		138 hrs/wk
Community Access	Inuktitut	7.5 - 31 hrs/wk
(18 stations)		

TOTAL NO. INUKTITUT HRS/WK 61.5 - 85

<u>Current Staffing Levels:</u>	<u>NATIVE</u>	<u>NON-NATIVE</u>
Frobisher Bay	9	10
Rankin Inlet	5	2

INUVIK AND CENTRAL ARCTIC: (9 communities)

Program Schedule by language:

CBC Network	English	78.5 hrs/wk
CBC Regional	English	56 " "
	Inuktitut/ Inuvialuktun	17.5 " "
TOTAL :		152 hrs/wk
Community Access	Native Lang's	7.5 - 23.5 hrs/wk
(6 stations)		

TOTAL NO. INUKTITUT OR OTHER NATIVE LANGUAGES PER WEEK 25 - 41 hrs/wk

<u>Current Staffing Levels:</u>	<u>NATIVE</u>	<u>NON-NATIVE</u>
Inuvik	7	17
Kitikmeot	0	0

J. 2. Considerations for Nunavut

Constraints and Possible Solutions

Staffing

The pool of bilingual qualified Inuit is small, widely dispersed over a vast area and already in great demand, and the competition among northern employers will be intensified once Nunavut becomes a reality. Thus, although CBC will require additional staff in order to meet the needs of Nunavut and would prefer to hire Inuit wherever possible, there is no guarantee that qualified individuals will be available.

Specifically, the CBC would be expected to provide coverage of government affairs in Nunavut, comparable to that which is now provided in Yellowknife. They anticipate the need for a legislative assembly specialist in Nunavut as well as additional news and program staff in the new capital. In addition, the proposed production centre in the Central Arctic would require a staff of at least seven in order to operate on a scale similar to that now in operation in Rankin Inlet, and the Ottawa office would require a few additional employees to handle the increased volume of work.

In the north, housing will have to be provided for all new employees.

Training

Because of the limited pool of trained and experienced Inuit available in the North, the CBC, like most northern employers, has had to assume much more of the training function than is necessary in the south. Virtually all specialized journalistic, linguistic, announcer/operator, producer, supervisory and technical training is currently provided on the job and/or through training sessions run by the CBC and given by staff in the north.

It is difficult to partial out the cost of training in that it is given by staff on the job; however, with the creation of Nunavut, there would be a need for more training than is currently offered and additional person years may be required to compensate for the manpower allocated to training.

A journalism training course tailored to the needs of journalists in the north, such as that currently being offered by I.T.C. in Ottawa, if run on a regular basis (i.e., annually or bi-annually) would considerably lessen the strain on northern media employers.

Within the framework of the planned Arctic College or even Senior High School, it would also be appropriate to include a range of courses dealing with communication studies. Such courses could include, but not be restricted to journalistic skills. They could broaden the student's understanding of media and communication in today's world and develop their critical judgement and creative potential by both theoretical and practical work. Graduates from this kind of program could subsequently undertake any of a number of additional, more specialized programs such as writing/editing for the text media, radio, television, interpreter-communicator, etc.

Physical/Technical Facilities

CBC has recently bought a large facility in Frobisher Bay and new production facilities are scheduled to be in operation in 1985. If Frobisher Bay becomes the capital of Nunavut, CBC could expand their facilities and staff with no great time constraints. If, however, the capital or administrative centre is located elsewhere, the capital costs and time constraints would be substantially greater.

The radio production centre planned for the Kitikmeot would require a staff of seven, studio-facilities, travel costs, office space, housing and maintenance. A period of approximately eighteen months would be required for its establishment. The two channels presently in use would be maintained and program rescheduling and distribution could be achieved without substantial costs.

J. 3. Costing Data

	\$000	\$000
	<u>Start-up</u>	<u>Continuation</u>
<u>Expansion of Frobisher Bay Production Center</u>		
4 Person Years (including 2 Legislative Assembly Specialists, 2 newscasters and all other annual operating expenses)		400
<u>Establishment of a Kitikmeot Production Center</u>		
(including staff, studio facilities, office space, maintenance, housing, etc.)	350	543

TIME REQUIRED 18 MONTHS

SECTION K

K. Television Support

Television was not included in the terms of reference for this study as a component to be addressed. However, a desire was expressed during the study, that this matter be looked at briefly.

Serving widely dispersed and linguistically distinct communities across three time zones with TV programming is far more complex than the size of the population would suggest.

A number of factors must be considered in providing an adequate level of service:

1. prioritizing programming among such varied areas as news and information, entertainment, children's material and educational programs. Depending on the priorities identified, different styles of programming are implied.
2. identifying appropriate formats for northern information programming. A "southern" model which favours the use of on-the-spot reports, foreign correspondents, graphics, commercials, etc. may not be deemed totally appropriate for the North.
3. examination of the appropriate technological needs for northern TV programming. The Anik D, 6/4 Ghz system designed to serve greater areas than regions in Nunavut, may be less appropriate than alternative satellite technology.
4. a thorough examination of the costs involved in programming in the North. This area was to some extent addressed in the publication Northern Broadcasting (February 1983) sponsored by the Minister of Communications, Minister of Indian and Northern Affairs and the Secretary of State. Cost comparisons between IBC and CBC were developed in the report. However, the process used is inappropriate and the results misleading because a basis for comparison does not exist. The mandate of each group is significantly different. Moreover, the actual program production (studios, cameras, equipment and staff) are only one element in the costing process. Certain 'hidden' expenditures must also be included - staff benefits, housing, travel, training, administrative support, etc. Moreover, the aspect of distribution and transmission costs cannot be ignored, as they were in this study, even if such costs are borne by another agency.

A separate and different kind of study would have to be undertaken to address the question of the ways in which TV services in Nunavut might most appropriately be delivered.

LANGUAGE SHIFT

What are the factors which contribute to language shift from a minority language to a majority language? Despite the fact that language shift has been occurring from time immemorial, it is not possible to provide an exhaustive list which applies in all cases. Speakers of minority languages all over the world are in the process of adopting languages considered major, relatively speaking, in comparison to theirs. However, it would seem that at least some of the following list of factors contributes to the decline of any given minority language.

1. A lack of vocabulary to cope with modern scientific, technological and administrative information.
2. The lack of an agreed-upon standard.
3. The lack of a standardized writing system.
4. The disappearance of monolingual speakers of the language.
5. A reduction in the minority population.
6. Large-scale immigration of non-minority language speakers.
7. Association of the language with poverty and failure.
8. Association of the language with activities no longer relevant to the society of the learner.
9. Association of the language with a restricted range of school subjects.
10. The language served by poor quality media.
11. The language not used in government.
12. Lack of a group bond between speakers of the language.
13. Language changes on the fringes of the region where the minority language exists.
14. A standard imposed on minority language speakers which speakers of some dialects find "foreign".
15. The use of the majority language as a medium of education in the lower grades of school.
16. Large central schools as opposed to regional or community schools.