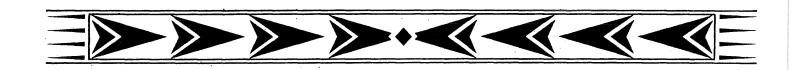


EIGHT OFFICIAL LANGUAGES: MEETING THE CHALLENGE

FIRST ANNUAL REPORT OF
THE LANGUAGES COMMISSIONER
OF THE NORTHWEST TERRITORIES
FOR THE YEAR 1992 - 1993

SUMMARY



Northwest Territories Legislative Assembly

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0. PREFACE

The 1984 NWT Official Languages Act declared French and English "official languages" and seven aboriginal languages "official aboriginal languages."

The Act was amended in 1990 to give equal "Official" status to English, French, Cree, Chipewyan, Dogrib, Gwich'in, Slavey (North and South) and Inuktitut (including Inuvialuktun and Inuinnaqtun). It also created the position of Languages Commissioner, or a linguistic ombudsman.

The NWT is the only place in North America where Aboriginal Languages have Official status - and one of the few places where French has Official status in provincial/territorial institutions.

People have some misunderstanding about Official Languages. Some people think:

- government is forcing people to learn other languages;
- private businesses and municipal governments have to provide language services;
- everything has to be translated into eight languages;
- there are no writing systems for native languages;
- the Languages Commissioner can deal with every language problem.

None of these are true.

1. OVERVIEW OF LANGUAGES IN THE NWT

A: Languages in the NWT

There are three Aboriginal Language families in the NWT: Eskimo-Aleut (Inuktitut, Inuinnaqtun, Inuvialuktun): Athapaskan (Chipewyan, Dogrib, North and South Slavey, Gwich'in); and Algonquian (Cree). Numerous other languages and language families are represented, such as Indo-European (English, French) and others.

All of the languages named above are Official. Therefore, although there are eight Official Languages, when translations are done or signs made in all the Official Languages, eleven different versions are required.

B: Language Preservation

More than 5,000 languages have existed in the world, but 90% are expected to be extinct or endangered in the next century.

The Aboriginal Languages of the NWT are not well documented in writing. People who speak the languages are the last source of information on them.

Why preserve these languages? The disappearance of a language is similar to the disappearance of a biological species. It involves loss of historical information and fewer ways of viewing the world. It may make people less confident about their cultural identity, and may lead to social problems. Sometimes people grow up "semilingual," i.e. not being able to speak any one language well.

Languages may survive in conditions of cultural conflict if they are seen as symbols of common identity, or a means of private communication.

In order to preserve languages, detailed information is needed and commitment is required, along with the support of people who do not speak the language. Legislated language rights are a strong basis for preservation, but much work must still be done by speakers.

1991 Census: 62% of NWT population is of aboriginal origin; 8.7%, or 5,005 people, do not speak or understand English or French; 40.6% said their mother tongue is an Official Language other than English; 30.1% said they use an Official Language other than English as a home language.

Support is there - now commitment is needed.

C. Measuring the Health of Languages

Language change is healthy; but change which is too quick, or heavy borrowing, shows vulnerability.

There is no common language or dialect among NWT Aboriginal people.

Most studies do not distinguish between dialects, as opposed to languages. A lot of work still needs to be done to document dialects and sub-dialects accurately, taking into account what Native people themselves think about dialect differences.

How do we measure the health of a language? We look at things like the following:

Numbers: Looking at the number of people who speak a language does not say much about how healthy specific dialects are. For example, Inuktitut is spoken by many people, but the western dialects of Inuktitut are spoken by very few people.

Some languages with few speakers in the NWT have many speakers elsewhere. There are few Cree speakers in the NWT, but it is one of the strongest Native languages in Canada.

Proximity of speakers to each other: people living outside of a community where their language is used frequently are confronted by pressure to adopt the language of the majority.

Prestige: If people see English as the language of power, they are more likely to want to use it as their main language. People need to see successful role models using their language. Job opportunities must be created for people who speak languages other than English.

What are the goals of our language initiatives? We need more research to determine the effect of language initiatives in the NWT. So far, it looks like English is undermining people's skills in other languages.

There are still many weaknesses in the data. More detailed studies are being conducted.

D: State of Official Languages in the NWT

i) Mother Tongue

Mother tongue: the first language learned as a child and still understood.

In the NWT there are many people who understand a language but rarely speak it. This is one of the last stages of language loss.

The percentage of people claiming each Official Language as their mother tongue has not changed much from 1986 to 1991.

English was learned as a mother tongue by over 50%, Inuktitut by over 25% and the Dene languages, Cree and French by very small percentages. For example, only one percent of the NWT population, about 555 people, identified Chipewyan as their mother tongue in 1991.

The Dene languages, Cree and French may be facing difficulty in the NWT because of the small number of children learning them as a mother tongue here.

French and Cree benefit from large populations elsewhere.

The percentage of people claiming more than one mother tongue has decreased considerably for all languages between 1986 and 1991.

Fewer children are growing up in homes where two or more languages are being taught equally.

ii) Home Language

Home language: language spoken most often in the home.

Percentage of people using English most often in their homes has increased since 1986. The percentage of people using Inuktitut most often went up slightly, and the percentage of those using French has not changed. The percentage for all Dene languages and Cree had decreased.

The percentage of homes in which two or more languages are used with the same frequency has decreased from 1986 to 1991.

In 1991, although 54.4% claimed English as a mother tongue, English is used most frequently at home by 64.7%.

For all other languages, the numbers for home language are less than those for mother tongue.

The percentage of people using a Native language as a home language has decreased from 1986 to 1991, except for Inuktitut.

iii) Language Shift

Language shift is measured by comparing the number of people who use a language at home to the number who learned it as a mother tongue.

The shift towards English is pervasive in the NWT.

The rate of shift towards English is extremely high for Gwich'in (73% in 1986 and 92% in 1991), and Cree (81% in 1986 and 90% in 1991). Dogrib has a lower rate of shift in both years than any of the other Dene languages (20% and 23%). Inuktitut has the lowest rate of shift of any of the Aboriginal languages (16% and 18%).

Those who reported French as a mother tongue in 1991 are switching to English at a higher rate (56%) than those who reported Slavey (44%), Dogrib or Inuktitut. The shift for Chipewyan increased from 44% in 1986 to 59% in 1991.

The shift was happening faster in 1991 than in 1986, for all languages except French. The shift is happening for Gwich'in faster than for any other (identified) group.

iv) Ability to Converse

The 1991 Census asked which languages people speak well enough to carry on a basic conversation. The numbers exceed the numbers of people reporting each language as a mother tongue. This shows that people have made some effort to learn the languages later in life.

The number of people who have learned English is much higher than for any other language.

But more than 5,000 (nearly 10% of the NWT population) report not being able to speak either English or French well enough to carry on a basic conversation.

What data exists on sub-groups shows that many fewer people speak Inuvialuktun or Inuinnaqtun than Inuktitut. And the numbers for North and South Slavey, considered separately, are less than those for Dogrib.

v) Literacy

Literacy skills include the ability to read and write. No thorough study of literacy exists for the NWT. This research should be done.

The illiteracy rate in English in the NWT is 44% for the total population over 15 years, 72% for Aboriginal people, and 7% for the non-Aboriginal population, based on Grade 9 or less as the indicator of illiteracy.

But the reverse picture appears when we consider how many Aboriginal people read and write their own languages; 49% over 15 said they could read an Aboriginal language, and 44% could write.

The literacy rates are much higher in their own language for Inuit than for Dene, Metis or Cree.

The NWT Aboriginal languages are written in syllabics and/or the Roman (a, b, c, ...) system.

vi) Labour Force Participation

Labour force survey showed that in 1989, 83% of NWT Native people aged 15 and over spoke English well enough to hold a basic conversation, 59% speak an Aboriginal language and English, 24% English only, 16% speak an Aboriginal language only.

More Inuktitut speakers were unilingual (26%) than any other group.

Younger people were less likely to speak an Aboriginal language than other ones.

Only 1% of non-Aboriginal people 15 or older speak an Aboriginal language.

Only 32% of unilingual Aboriginal people are in the labour force; 58% of those who speak an Aboriginal language and English are in the labour force, and 66% of those who speak English only.

61% of the labour force who speak only an Aboriginal language are employed, 69% who speak an Aboriginal language and English, and 74% of those who speak only English.

These figures confirm what many parents have said for years - that if their children learn English, they have the best chance of finding a job.

This situation can be changed in two ways: change the language requirements for jobs, or change the language skills of the labour force. In the NWT, it seems more appropriate to change the job requirements, so more people can use a language other than English on the job, and provide better service to the public.

vii) Canada-NWT Comparison

a) Speakers

In Canada, 36% of those claiming an Aboriginal identity in 1991 spoke an Aboriginal language. In the NWT, 74% did.

Fewer younger people, aged 5-14 speak an Aboriginal language than the older group: the Canadian average is 21%, in the NWT it's 61%.

Inuit speak their language more than Dene or Metis. Metis have the lowest percentage of native language speakers. NWT rates are higher than for Canada: 70% of Indians* in the NWT speak a native language, and only 38% of Indians in Canada do; 86% of Inuit in NWT speak their language; in Canada, 75% do; and 25% of NWT Metis speak a Native language, versus only 17% in Canada. (*In the NWT, Indians is used to mean Dene and Cree).

These rates are much lower for those aged 5-14. There, the figures for the NWT start looking like those for Canadian Aboriginal adults.

b) Teachers

More young Aboriginal people (73%) are learning their language from teachers than Aboriginal adults did (32%). Elders and grandparents played a more significant role elsewhere in Canada than in the NWT, but very large percentages of both old (93%) and young (94%) report having learned their language from their parents.

c) Non-speakers and Interest in Re-learning

24% of Indians, 10% of Inuit and 64% of Metis over 15 in the NWT report never having spoken an Aboriginal Language. This compares to 52% of Indians, 21% of Inuit and 74% of Metis over 15 in Canada.

76% of Indians, 78% of Inuit and 75% of Metis in the NWT in this category would like to learn an Aboriginal Language. These figures are comparable to Canada.

5% of Indians, 4% of Inuit and 10% of Metis over 15 in the NWT no longer speak an Aboriginal Language they once learned; 90% of these people would like to relearn their Language.

This indicates the need for Aboriginal Language programs for adults - an area not sufficiently addressed in the NWT.

d) Writing

44% of Aboriginal people in the NWT report being able to write an Aboriginal language, versus 9% in Canada. These figures reflect the high proportion of Inuit in the NWT, and their higher literacy rate than other Aboriginal groups.

e) Teachers of Writing

In general, parents (62%) and school-teachers (53%) played the largest role in teaching writing for those over 15 in the NWT.

f) Reading

49% of NWT Aboriginal people over 15 reported being able to read an Aboriginal language, versus only 13% in Canada.

g) Teachers of Reading

Again, parents (65%) and teachers (51%) played the biggest role in teaching people over 15 to read in Aboriginal languages. The role of grandparents and elders is greater in the rest of Canada.

h) Trends

Given the current trends, the majority of North American Aboriginal Languages will disappear within a few decades. In 1951, 87.4% of Native people claimed an Aboriginal language as their mother tongue; in 1981, this proportion was only 29.3%; in 1991, it looks like it is 19.8%.

In the NWT, Gwich'in is classified as extremely endangered, according to home language figures from the 1991 Census. Chipewyan is very endangered, Slavey and Dogrib are somewhat endangered. Inuktitut is the only NWT Aboriginal language rated as having an excellent chance of survival. Althoguh Cree is rated as extremely endangered in the NWT, in Canada it is one of the three Aboriginal languages most likely to survive the end of the century.

It is not true that learning a Native Language in school will interfere with children's progress in learning English or French. What most people want is to be able to use their language in their own regions, and to receive government services where numbers warrant.

viii) French

a) Distribution of Francophones in NWT

2.5% of the NWT population claimed French as their mother tongue. Almost 75% of the Francophones in the NWT live in four communities - Yellowknife, Iqaluit, Hay River and Fort Smith. The others are widely dispersed. Some speakers of French in the NWT are more isolated from their language community than speakers of Aboriginal Languages.

b) Trends

Children of mixed French-English families learn the mother's language more often. The language of the majority population of the region where people live affects which language will become the children's first language.

French is still a minority language in the NWT and needs special care. There is a high rate of assimilation (56%). One of the priorities of the Fédération Franco-TéNOise is to rebuild fluency and literacy skills and cultural awareness among the Francophone population.

E: Attitudes About Official Languages

People expressed a range of opinions about Official Languages in surveys, letters and conversations.

Some think Official Languages programs are a waste of taxpayers' money. They think it would be better to teach everyone English. If Aboriginal Languages are to be preserved it should be done in the home.

Some people were also against the use of French in the NWT. Some of these people thought priority should be given to Aboriginal Languages.

Others said the government has to do more work if the legislated language rights are to be respected. Some said government services should be available first in the Aboriginal Language of a region.

Both Aboriginal and non-Aboriginal people wanted the opportunity to learn Aboriginal languages. Some felt it was the best way to build understanding of other cultures.

CHAPTER 2: LANGUAGE RIGHTS IN CANADA

A: Sources of Language Rights

International: Universal Declaration of Human Rights provides that all persons are entitled to human rights without discrimination on the basis of language. UN Convention on Civil and Political Rights says linguistic minorities cannot be denied the use of their own languages.

National Constitutional: The Constitution Act provides for the use of English and French in the House of Commons and Senate, and in the Quebec Legislature, requires both languages to be used in the records of these bodies and guarantees equal status for both in Quebec and federal courts. It contains guarantees of minority language education in English and French.

The Charter of Rights and Freedoms gives English and French equal status in all federal government institutions and imposes an obligation to provide bilingual services under certain conditions. It also guarantees all parties in court proceedings the help of an interpreter, no matter what language they speak.

Statutory: The Federal Official Languages Act 1969 (revised in 1988) made English and French the Official Languages of Canada. It is designed to make the federal public service equally accessible to French and English speakers, provides for bilingual services to the public, and the use of English or French as the language of work by federal employees. New regulations mean services to the public in NWT federal government offices must be available in Yellowknife and Iqaluit as of December, 1993.

The Criminal Code provides for the right to a lawyer and the right to be informed of any charge being laid, in a language the accused understands. An accused has the right to be tried in English or French.

Provincial statutory: New Brunswick has their own Official Languages Act. In Quebec, French is the Official Language of the province. Yukon has a Languages Act but does not grant Official status.

The NWT Languages Commissioner cannot deal with most matters that related to language rights flowing from any of the above pieces of legislation. There are other avenues of help in that case.

B: The Birth of the NWT Official Languages Act

In 1984, the federal government proposed an amendment to the NWT Act, a federal law that serves as the constitution of the Northwest Territories, that would make English and French Official Languages of the NWT.

Instead, the NWT Legislative Assembly passed its own Official Languages Act, making English and French Official Languages, but also designating seven "official aboriginal languages."

The NWT Act contains a provision that prevents the NWT from changing its own Official Languages Act to eliminate or diminish services and programs without the consent of the federal government.

In 1989, the Legislative Assembly set up the Special Committee on Aboriginal Languages. In the April 1990 response to the Special Committee's recommendations, the Official Languages Act was amended to give Official Language status to Aboriginal Languages. It also created the Office of the Languages Commissioner. The first Languages Commissioner was appointed December, 1991, and the office opened February, 1992.

C: Language Services Before the Official Languages Act (1984)

The Interpreter Corps was established in the early 1970s to provide interpretation and translation services for the GNWT and the courts as required. It soon became essential in the Legislative Assembly, as more Inuit unilingual members were elected to the House. No unilingual Dene language or French speaker has ever been elected, so Dene and French language services to the Assembly were added only after 1984.

Committees such as the Dene Languages Steering Committee provided advice to the GNWT during the 1980s. The GNWT provided for the development and use of Aboriginal Languages through such funds as the Indigenous Language Development Fund.

Around 1970, schools started offering courses in Aboriginal Languages. French started in the mid-70s due to the signing of the first agreement with the federal government. In these agreements, the federal government agreed to pay the additional costs the GNWT incurs in providing French first language education and French second language instruction.

The Education Act was amended in 1976 to give local education committees the authority to choose the language of instruction from kindergarten to grade 3.

D: Language Services Since 1984

The first funding agreement with the federal government (Secretary of State) was signed in June 1984, in which the federal government agreed to pay for specific French and Aboriginal Languages activities.

Special studies were done in 1986-87 and 1988 on the implementation of French as an Official Language.

For Aboriginal Languages, this first agreement provided \$16 million over five years (1984-1989). The agreement was extended to March, 1991. A Task Force on Aboriginal Languages was struck in 1985 to

consult with communities about services in Aboriginal Languages. They presented their report to the Assembly in 1986.

In the 1986 GNWT response to the Task Force report, the department of Culture and Communications was given the task of coordinating Official Languages activities and administering the federal-territorial agreements. This created some problems, because some departments did not feel obliged to respond to another department when information was requested or direction given. This situation seems to have been solved in 1993, when the Official Languages Unit was created in the department of Executive.

In 1991, another agreement with the Secretary of State provided funding for both French and Aboriginal Languages. It provided \$18 million for Aboriginal Languages over three years and \$12.8 for French.

A variety of positions have been created with responsibility for Official Languages - policy officers, directors, advisors. Language coordinators for each department were designated in 1986, but this is not their main duty.

The GNWT has not developed regulations or guidelines on the implementation of Official Languages. The only policies appear to be the sign policy and the bilingual bonus policy (\$1200 extra for employees who use more than one Official Language in addition to their job duties).

CHAPTER THREE: THE NWT OFFICIAL LANGUAGES ACT

A: French and English Versions of the Act

The Languages Commissioner feels there are differences in meaning between the French and English versions of the Act, which will require changes to the wording of the Act. Minor changes will be brought forward soon. Others are being researched.

B: Preamble

The preamble to the Act partly determines it spirit and intent. In this case, it says the government is committed to the preservation, development and enhancement of Aboriginal Languages and that French, English and Aboriginal Languages have equal status. Some complaints this year have more to do with spirit and intent than with any specific provision of the Act.

C: Equality

Equality does not mean treating everyone the same. Provisions for English and French in the Act are different from those for Aboriginal Languages.

For example, the Act requires that all legislation be available in English and French, while for Aboriginal Languages, they need only be translated on the recommendation of the Executive Council and Commissioner. Why? One example: very few people read and write the Dene languages, and translating laws would probably take up all the time of Dene translators leaving more urgent work undone.

The law provides that services should be available in French from central or head offices of GNWT, while Aboriginal Language services should be available from regional, area and community offices. This is to provide services where they are most needed.

This explains why there is a difference in funding for French and Aboriginal Languages. There are great differences in the services and programs required under the Act for the different languages.

Some of the money for French is given to the GNWT to meet obligations that do not derive from the NWT Official Languages Act. For example, money for French language education is given to the NWT to meet its obligation under the Charter of Rights and Freedoms. (See Tables I to III).

The GNWT also spends some money of its own on languages. We do not have complete figures, so it is impossible to compare how much was actually spent on each language.

D: Equal Rights and Privileges

The interpretation of language rights and privileges is a difficult task. A right is something a person can do, or that a person can force someone to do for them. For example the right to use any Official Language in a court proceeding means the GNWT has the obligation to make services available to allow people to exercise this right. A privilege is something a person can do as long as the person with authority allows them to do it - for example, allowing a person to choose their own interpreter when they have a right to interpretation.

E: Language of Work

The NWT Official Languages Act does not contain specific provisions relating to the use of Official Languages by GNWT employees as their language of work. The Legislative Assembly could amend the Act to provide for this, if they wish.

The GNWT could not provide information on the exact number of employees who do not speak English. It may be over 100 people.

If the Assembly does not amend the Act to allow employees their choice of Official Language as a language of work, there should be some provision in policy or the collective agreement for GNWT employees who do not speak English.

F: Institutions

A list should be made of institutions to which the Act applies, probably by way of regulation. It is not yet clear if the Act applies to certain agencies, boards, tribunals and other bodies.

Another issue is how these boards should report to the Languages Commissioner. They currently report through the Deputy Minister of the department in charge, but a more autonomous arrangement may be desirable.

Another question is what Official Languages obligation do non-government bodies have when they deliver a service or program on behalf of GNWT? The Act is silent.

G: Instruments in Writing

The definition of which written notices need to be published in which Official Languages, and using what media, is unclear. Regulations or guidelines are needed to cover this.

H: Courts

The provisions in the Act for the use of French and English in the courts are different from those for Aboriginal Languages.

The law says that any of the NWT Official Languages can be used in any court, but there are still many questions about how this should be implemented.

Simultaneous interpretation can also be made available if the judge decides the proceedings are of sufficient public interest. There are rules and guidelines for the use of interpreters, but some questions still remain. Judges could establish some guidelines.

Judgments have to be issued in both English and French if they are important, or if both languages were used in the proceedings without an interpreter. The latter case is rare in the NWT.

Another section of the law, which comes into effect on December 31, 1993, says final decisions have to be available on tape in at least one of the Aboriginal Languages, and must be made available to any person if they make a reasonable request. Some policy decisions are required to implement this.

I: Service to the Public

The GNWT did not announce the coming into effect of the section on services to the public in Aboriginal Languages at the end of 1992. There are no guidelines for employees to use in determining when and how Official Languages services should be made available.

The section regarding services to the public in French has been in effect since 1990, but no guidelines exist there either.

Definitions of "significant demand" and "the nature of the office" are needed, and a list of which offices are head, central, regional, area and community offices.

The sign policy provides some guidance about the languages in which services should be available in each community.

The Languages Commissioner thinks all Official Languages should be used on signs in Yellowknife, but GNWT continues to use only some of the languages on signs in Yellowknife, except at the Laing Building.

Another issue is services to the travelling public in GNWT-operated airports for people who come in regularly from other regions.

GNWT is conducting a review of demand for services in Official Languages, and of the language capabilities of their employees, and will then develop guidelines.

J: Language Commissioner's Authority

The organizations the Commissioner should meet with ought to be clarified. An Advisory Council is being considered.

The Commissioner's authority to obtain documents for investigation purposes needs to be clarified.

Legislation is being reviewed to determine which other NWT laws besides the Official Languages Act relate to the status and use of Official Languages.

K: Regulations

The NWT Official Languages Act makes reference to regulations in several places. But no regulations have so far been enacted.

The GNWT has been reluctant to make regulations because it has been suggested that any changes to the Act be made by amendment, and not left to regulation or policy. Regulations can sometimes be troublesome, restricting rather than enhancing rights, if they are not well thought out.

The GNWT could develop internal operational guidelines but these are usually unknown to the public, and there is no way to force the government to adhere to them in any case. Policy is somewhat stronger, but few policies on Official Languages currently exist.

The public and major organizations should be consulted during the development of the regulations, policies or guidelines.

The Languages Commissioner will draft guidelines for use in trying to determine if a complaint is reasonable, if GNWT does not do this soon.

CHAPTER FOUR: THE OFFICE OF THE LANGUAGES COMMISSIONER

A: Mandate

The Languages Commissioner is appointed by vote of the Legislative Assembly for a term of four years. The first Languages Commissioner was appointed in December of 1991, and the office opened in February of 1992.

The Languages Commissioner is responsible for:

- promotion of Official Languages;
- monitoring language services and programs in GNWT;
- resolving complaints;
- making recommendations to improve language services or to change the Official Languages Act.

The Languages Commissioner can conduct investigations, make recommendations, require action to be taken, report to the Assembly on problems, and appear in court to represent those who feel their rights have been denied.

B: Operation of the Office

i) Approach

Each request for information or complaint has been examined to see if it is within the power of the Languages Commissioner.

The Languages Commissioner has taken a broad interpretation of matters related to her jurisdiction.

If the issue was found to be outside the Languages Commissioner's power, the person was referred elsewhere.

The volume of work is increasing rapidly.

The office is prepared to make information available whenever it is requested in any Official Language.

Employees at all levels need more information about the Official Languages Act, in order to implement programs and services, and they need time to become accustomed to the Languages Commissioner's role.

ii) Staff

The office had two full-time staff, the Languages Commissioner and an Executive Secretary/Administrative Assistant.

The office has hired four casual researchers and two casual clerks for special studies. It used seven contractors to do research, translations and develop a publicity package, to develop a data bank for survey results and provide legal counsel.

Numerous individuals were hired to do surveys of community residents.

Most staff so far could speak an Official Language other than English.

iii) Objectives and Accomplishments

In 1992-93, the office was set up and a basic philosophy established. The office made it a priority to resolve individual complaints and inquiries as soon as possible, and not make people wait until major issues are resolved before they get an answer to their own problems. Another priority was research.

Other objectives included:

- Defining the role of the Languages Commissioner. After consultation, the role was determined to be a linguistic ombudsman. The role involves mediating informal resolutions to complaints. The Languages Commissioner monitors the GNWT's actions towards the same goals, and is therefore a "rival ally."
- 2. Prepare job descriptions.
- 3. Establish guidelines for dealing with GNWT.
- 4. Establish procedures for dealing with complaints.
- 5. Establish the identity of the office.

- 6. Gather information from GNWT employees and the public. See Chapter 6.
- 7. Gather information about GNWT policies and guidelines on Official Languages. See Chapter 6.
- 8. Gather information on existing programs and services in non-governmental groups. GNWT is doing its own survey of its services.
- 9. Gather information on needs. This was done through community visits and meetings.
- 10. Research Advisory Council. The question arises of whether a new body is necessary.
- 11. Obtain legal opinions and relevant court decisions. A list of proposed changes to the Act was given to the Department of Justice and we are awaiting a reply.
- 12. Encourage GNWT to begin working on regulations and guidelines. This is now an Executive responsibility.
- 13. Research documents relating to Official Languages, e.g. the Canada-NWT Agreements, activity and financial reports, statistics, etc.
- 14. Respond to complaints and inquiries; 187 files were opened this year. Some relate to several issues, so the total number of complaints is over 250. Many files are still active, some have required months of work.
- 15. Major investigations and court challenges, e.g. a major investigation into the language services in one region. The Languages Commissioner was asked to appear in court, and decided not to after much research. If she did, it could cost more than is now in the budget for legal fees.
- 16. Encourage non-GNWT organizations to use Official Languages. These organizations are not obliged to provide services by law, but many are interested in doing so, e.g. Canadian North.
- 17. Research sources of funding for projects. An information package was prepared and distributed.

All administrative objectives were met - i.e. getting a logo, writing job descriptions, setting up the office, etc. A lot was accomplished with regard to the other objectives, but much of this work is on-going.

iv) Budget 1992-93 (See Table IV).

The total budgeted was \$262,000, and \$273,904 was spent. Expenditures for casual wages went over budget because the secretary's position was filled by casuals until August, 1992, but the salary dollars were underspent, so they balanced each other. Summer students were hired to do research required for basic information. Much of the information available to GNWT departments is not available to the Languages Commissioner.

Some minor costs were incurred because we shared office space and/or equipment with the Special Committee on Health and Social Services and the Plebiscite Office. Not all these costs were reimbursed. More money was spent on contracts than anticipated because of the need for legal opinions:

Next year there will be one new position for a Researcher/Writer.

If there are many more complaints requiring legal advice, these costs could escalate.

CHAPTER FIVE: COMPLAINTS AND INQUIRIES

A: Complaints Process

Complaints are useful. They tell the government what needs to be improved in providing services.

The NWT Languages Commissioner handled about 250 complaints and inquiries between February, 1992 and March 31, 1993.

The Language Commissioner sometimes gave people the information or materials they requested. But it is often not really the job of the Languages Commissioner to do this.

From now on, most requests will be sent to departments, and if they cannot give people the materials they want, the request will be reported as a complaint.

Complaints are more serious than simple requests for information.

They usually involve the possibility that the law on Official Languages has been broken, or they might involve another act or regulation.

We look into all complaints very carefully. Sometimes we find that the complaint does not have a solid basis in fact. Sometimes a complaint is not within the Language Commissioner's area of responsibility.

Each complaint file is reviewed carefully until it is resolved, referred or dismissed. We now keep track on computer of all the complaints and inquiries we get.

In other parts of the country, it is not unusual for a complaint to take several months or even years to be resolved. We have tried to speed things up, but some departments have taken as long as eight months to reply to us. In two cases, we have spent more than one year gathering information and the complaints are outstanding.

When we get a complaint, we write to the deputy minister and send a copy to the Official Languages Unit of the Executive. The Official Languages Unit coordinates the government's response to questions, and tries to make sure answers are accurate and complete. So far, this process seems to be working well.

B: Complaints from Government Employees

Complaints and inquiries were made by both the public and by government employees. The number of items raised by government employees shows that there is a lack of information even within the GNWT about the Official Languages Act. The GNWT feels we shouldn't deal with their complaints. But some employees simply do not know who to go to with their concerns. The Languages Commissioner can help direct them.

Employees are reluctant to bring complaints to the attention of their department for fear of reprisal. Others had already tried their department, and had not received a satisfactory response.

The Legislative Assembly should provide direction to the Languages Commissioner on whether or not to deal with complaints from employees. If it is decided that she should not, some mechanism to deal with these complaints should be set up in GNWT. Until then, the Languages Commissioner feels obliged to deal with them.

When the public complains about the government, it is often the front line employees who are blamed. In reality it is sometimes the people in more senior positions who are responsible. Our survey of government employees showed that some people in senior positions do not support Official Languages initiatives. (See Chapter 6).

Better statistics on complaints will be available next year.

C. Types of Complaints Received

The following types of complaints were received:

1. Lack of information on Secretary of State language agreements, including how to access funding.

The Languages Commissioner provided some of this information herself. (See Tables, excluding Table IV, at the end of this summary.)

2. Lack of information on the Official Languages Act and its implementation.

Where are the guidelines for departments? Where is the information for the public, the press releases, brochures, tapes for radio, TV? Numerous complaints of this type were received.

For instance, GNWT never issued a press release about Section 14(2) coming into effect regarding service to the public in Aboriginal Languages.

The Languages Commissioner prepared a brochure on the Act and GNWT has agreed to rewrite and translate it.

3. Lack of language courses and resources.

There were numerous complaints that there is no language training available for Official Languages, except for occasional courses offered by Arctic College. The Languages Commissioner supplied some people with tapes and books, and told GNWT about people who could teach courses.

People also complained that tuition was too high and employers were not willing to allow them the time off to take language training. Some courses were cancelled because of this.

Several complaints were received about one campus of Arctic College getting more resources than the other to deliver the same programs. The College said they didn't have the money to increase funding. The Languages Commissioner found that the college had not spent all of the Secretary of State funding they received.

There were many complaints that the delays in signing the Secretary of State agreements caused problems in administering programs and services. The Languages Commissioner plans to meet with Secretary of State to discuss this.

Cutbacks in funding from Secretary of State caused numerous complaints. The Languages Commissioner analyzed the agreements and expenditures, and wrote to Secretary of State and the two MP's to explain how the cuts would affect the delivery of services and programs.

A Native Language position in GNWT was left vacant for a long time. Since there is now a legal obligation in some offices to provide services in Aboriginal Languages, these positions should be filled quickly or some temporary arrangement should be made to ensure the service is available.

4. Communications with the public.

People complained that GNWT did not use plain English in communications with the public. There were complaints about signs being in English only, or English and French only, about a lack of help for people in airports when they travel to other regions, and about too much written information and not enough information on TV or radio. Some of the signs were on federal government buildings or private businesses and don't have to be in other Official Languages.

A hospital patient complained that none of the instructions for taking medicine or giving samples was translated on the labels. The hospital is making a lot of effort to improve all language services.

5. Interpretation/translation.

There were complaints about lack of funding for organizations to hire interpreters, some incorrect translations, the use of untrained interpreters, lack of availability of translated materials, inconsistent spelling in Native Language materials, and lack of materials in Dene syllabics. People also complained that the rates of pay are different depending on the language used by interpreters and translators, even when they do the same type of work.

One important complaint was from a man accused of speeding under the Motor Vehicles Act. He complained that he had not received a French or bilingual ticket, and that his trial had been conducted in English, with the help of an interpreter, instead of a French trial. He appealed the conviction because he thought his rights under the Charter, the Criminal Code and the NWT Official Languages

Act had been violated. He asked the Languages Commissioner to appear in court on his behalf, or that she provide him with a lawyer.

The Languages Commissioner cannot hire lawyers for people in such cases. She decided not to appear in court because there were no apparent violations of the Official Languages Act and because some other court decisions had already said that tickets did not have to be in French. Also, at that time, regulations under the NWT Summary Conviction Procedures Act also permitted tickets in English only. This changed in March 1992, however, and the Languages Commissioner is following up on this.

The man also said that the transcript of his case was in English only. The Languages Commissioner has suggested to the Department of Justice that transcripts contain everything that was said in court, in the language in which it was said (French or English), plus the interpretation. She also noted that people should be told they have a right to have their trial in English or French. These rights come from the Criminal Code and the NWT Summary Conviction Procedures Act.

Some bilingual forms and tickets became available in 1992, and a French-speaking Justice of the Peace was appointed in Yellowknife in March 1993 to hear cases in French. The Department of Justice is taking steps to improve services in French in the courts, and the Languages Commissioner is continuing discussions with them.

One person also complained that tickets are not available in Inuktitut, but this is not currently required under the Official Languages Act.

Another complaint involved the proposed changes to GNWT's interpreter/translator services, especially if they were going to privatize the services. People wanted input into the decision process. The Department of Education, Culture and Employment has asked for public input into changes in that department, and no decision has yet been made about the changes to interpreter/translator services.

Several people also complained that the French and English versions of the Official Languages Act are different. The Languages Commissioner did a detailed analysis of the two versions and has written to Justice to address these problems. One change was made right away, and others will be brought to the Legislative Assembly's attention.

6. Equal rights for all languages

Some people complained that there is more money for French than for the Aboriginal Languages. One reason for this is that some of the money for French is provided because French is an Official Language of Canada, so there are some things that have to be done for French because of Federal laws, which don't have to be done for Aboriginal Languages. Also, it was not possible to find out exactly how much money the GNWT spends on each language, so it is not really possible to say whether the amounts are different for each language.

7. Bilingual Bonus

People complained about not getting the bonus because their job was not designated bilingual. Others said there was no hiring preference given to people who speak more than one Official Language. The Languages Commissioner has written to and met with Personnel to discuss these issues.

8. Surveys about Official Languages

Several people complained that the Languages Commissioner sent out surveys to employees in English only. This was done partly to find out if any employees preferred to communicate in another language. All GNWT offices were notified when the surveys were distributed that they would be translated into any Official Language if requested, and this was done.

Some people also complained that there were too many surveys about Official Languages, and that the Languages Commissioner should work closely with GNWT to limit these. The Languages Commissioner explained that our office does not have access to all of the information from GNWT surveys, so there was some information we had to collect for ourselves. The Languages Commissioner also asked GNWT for comments on the survey before it was distributed but did not receive a reply. We hope to work more closely on such surveys in the future.

Several people also complained that they did not understand the purpose of some surveys on Official Languages being done in their communities. The Languages Commissioner explained the purpose and referred people to GNWT for more information.

9. Regulations

People complained that the translation of all regulations into French was again delayed. The Languages Commissioner wrote to Justice about this and attended the public meeting.

D: Inquiries

1. Language Courses and Resources

People asked how to get materials to learn Dene languages, about how to test fluency, and about the influence of Native Languages on the learning of English.

2. Interpretation/Translation

People asked about rates of pay for interpreters, errors in Hansard, and legal terminology. There were many requests for assistance in locating interpreters and several requests for information on how to do research in small communities in various languages.

Several people asked about computer adaptations for Native Languages.

3. Information on NWT Official Languages

There were many requests for statistics on Official Languages. Governments, media, writers and researchers also asked about the NWT experience with Aboriginal Languages being Official.

4. Language Rights

A number of people asked about language rights of accused persons and other parties in court proceedings.

5. Funding for Language Projects

Many individuals and groups asked for money for language projects or help in developing proposals. The Languages Commissioner does not have funds for this. We assembled a package of information with over 100 sources of funding and distributed it, and gave some advice.

6. Communications with the Public

Inquiries concerned abortion counselling in Native Languages, the correct use, spelling and pronunciation of words in Aboriginal Languages, materials for elections, Native Language broadcasting, and celebrations for Official Languages.

E. Major Investigations

One major investigation was started this year. It requires more research and cannot be reported yet.

CHAPTER 6: SPECIAL STUDIES

The Languages Commissioner has the authority under the law to conduct special studies on her own. Some of the results from three studies are reported: survey of employees in GNWT institutions, a survey of policy sections of GNWT, and an analysis of the Secretary of State funding since 1984 for Official Languages. (See Tables I to XVII, except Table IV, for funding report.)

Our survey of GNWT Official Languages programs and services was stopped because GNWT wanted to do this. Our survey of the public and of language services and programs in non-government organizations are still underway.

A. Employee Survey

In September 1992, 5,000 questionnaires were sent out with GNWT employee pay cheques. We got back 1,304. The responses were representative of the GNWT as a whole, regarding department, community, region and type of position. The survey was to find out how much employees know about Official Languages and the Act, how they feel about language initiatives, and how Official Languages are used on the job.

1. Results

a) Language Training

Almost nine out of ten people who replied said they were interested in learning another Official Language or improving their language skills.

About half the people who replied said language courses should be required for employees who deal with the public. The other half said no.

Most people wanted to learn French or Inuktitut. Slavey was the most popular choice among the Dene languages, but this doesn't consider North and South Slavey separately.

People wanted to learn another language both so they could communicate on the job and for personal interest.

Most people wanted to take training during working hours or take time off for training. The bilingual bonus was not a strong reward for people to take language training.

People said lack of time and lack of teachers were the main reasons why they were discouraged from learning another language.

About half the people who responded said it was necessary to spend more money on language teaching to improve public services. Only about one in eight said it was a waste of money.

b) Use of Official Languages on the Job

Eight out of ten people who replied said it was necessary or helpful to know another language in their job. About half of the respondents said they could communicate in another language besides English, including non-Official Languages.

About half of the people who speak another language besides English, said they can communicate in French. About one-third could communicate in Inuktitut or a non-Official Language. Not many people said they could speak other languages. About one third of the respondents said they could speak two or more languages besides English.

Of those who can speak another language, about half said they use their other language(s) at work.

About four out of ten people replying said they use interpreters in their job. Interpreters were used mostly for Inuktitut, Slavey, French and Dogrib.

c) Awareness of Official Languages

Most employees surveyed were able to name between four and eight of the eleven Official Language groups. Fewer employees were able to identify Cree, Inuvialuktun, Inuinnaqtun, and North and South Slavey.

Three quarters of employees who replied said they do not get enough information about Official Languages.

d) Support for School Language Programs

A majority of those who responded support compulsory French courses in schools. An even higher number support Aboriginal Language courses.

B. Survey of GNWT Policy Sections

Most departments indicated that they had no guidelines or policies on Official Languages, or that they were not aware of them.

Some said there was no need for any policies, because there were no problems in their department in providing services in all Official Languages. (Some people do not seem to know there are people in the NWT, including GNWT employees, who do not speak English.)

Most departments felt there was a lack of funding to provide services and programs in all Official Languages. Some were not aware that they could seek funding from the Secretary of State agreements, and they did not know that money remained unspent. (See Tables VII to XVII). Only a few departments knew about the funding from Secretary of State in their department, and very few knew how it was being used.

Most departments knew there was an Official Languages Act, but they did not know what parts affected their department. Some did not think it applied to them. Most did not know which documents and forms had to be translated.

Other problems this survey identified were: people don't know how to contact interpreters, and feel there are not enough of them, they feel there is no special terminology for their field of work, and employees don't know who in their offices can provide language services when they are requested.

Generally, this survey indicated a lack of awareness about Official Languages, and some confusion about why the GNWT is trying to implement this initiative. Attitudes ranged from willingness to do something, frustration that there was no direction, and for some, indifference.

C: Analysis of the Secretary of State Funding Agreements for Aboriginal Languages and French

Tables I to XVII, except Table IV, show the funding provided by Secretary of State to GNWT for Official Languages programs and services since 1984, and how much was spent. Some of the information for the earlier years was hard to find, and some of the latest expenditures haven't been verified yet, so we can't report them.

There have been agreements since the 1970's for French language education, but we have only reported these for the last three years. In addition, agreements were signed in 1984 for five years (which was extended to seven years) and in 1991 (for three years) for Aboriginal Languages and French programs and services. These agreements are shown in the Tables, along with expenditures.

From analyzing the expenditure reports, we found that money has been left over almost every year and by almost every department, except for the money for French language programs in the schools. One of the main reasons that GNWT says there was money left, was that the appendices that explain exactly how the money will be spent, have to be signed each year, and Secretary of State has almost always signed these appendices well after April 1st, when the money is supposed to be available. However, it appears that GNWT could have redistributed the funding early enough in the year to allow it to be spent, knowing that in each prior year the delay in signing had caused money to be left over. GNWT does have the power to increase or decrease the money provided for each project by 25% without Secretary of State approval, and by a larger amount if Secretary of State agrees.

In 1993, GNWT hired a financial advisor to be responsible only for the Secretary of State agreements, so they will perhaps be better able to avoid having money lapse in the future.

Secretary of State has announced cutbacks of 10% to their funding for 1993-94 and plan further cutbacks in future years. The current agreement expires March 31, 1994, and GNWT will have to renegotiate for further funding. There is no guarantee of funding, especially with an election happening, but GNWT does not feel that the funding will be cut completely.

CHAPTER 7: RECOMMENDATIONS

The following recommendations are based on complaints and inquiries and our studies of the 1992-93 activities of the institutions of the Legislative Assembly and GNWT. Since this report only covers the fiscal year ending March 1993, some actions may already have been taken since then to implement some of these recommendations.

The Languages Commissioner recommends the following actions:

- 1. That the Legislative Assembly establish a Standing Committee on Official Languages, or assign this responsibility to an existing committee, and that the Languages Commissioner and Official Languages Unit report regularly to this committee, and that the Annual Report of the Languages Commissioner be referred to this committee for review.
- 2. That the Legislative Assembly clarify the intended scope of the Languages Commissioner's authority to obtain documents and information from institutions of the Legislative Assembly and GNWT for the purpose of investigations.
- 3. That the Legislative Assembly clarify whether or not the Languages Commissioner should deal with complaints from employees about Official Languages policies, services and programs, and, if not, that the Legislative Assembly provide direction to GNWT as to how these complaints should be handled without the employees having fear of reprisal.
- 4. That the Legislative Assembly clarify whether or not the *Official Languages Act* is intended to allow employees to use any Official Language as a language of work, and that GNWT determine how many employees do not speak English or prefer to communicate in a language other than English, and that they develop policies required to accommodate employees who do not speak English.
- 5. That the Legislative Assembly consider the current GNWT practice of requiring boards, agencies and other institutions to report to the Languages Commissioner through the Deputy Minister responsible, and determine whether or not this is appropriate in all circumstances.
- 6. That the Legislative Assembly consider whether or not any provision should be made in the Official Languages Act for the travelling public, (i.e. people travelling outside the region where their language is spoken) and, if so, what provisions should be made.

- 7. That the Legislative Assembly clarify whether or not it was intended that obligations under the Official Languages Act should apply to groups and bodies providing a service or program to the public on behalf of GNWT or one of its institutions.
- 8. That GNWT clearly identify to which institutions of the GNWT and Legislative Assembly the Official Languages Act applies, and ensure that all of these institutions and the public are made aware of their obligations.
- 9. That GNWT determine all other Acts and Regulations, besides the Official Languages Act, relating to the status and use of Official Languages, and that they monitor any activities related to this legislation.
- 10. That GNWT, without delay, in consultation with the public, the Languages Commissioner and all departments and institutions, establish operational guidelines for the implementation of the Official Languages Act, especially for Section 14, and determine a process and timeframe for the drafting of policies and regulations for this Act. (This includes identifying existing guidelines that are in use, and collecting them into a public document along with new guidelines, policies and regulations.)
- 11. That GNWT prepare and distribute, to employees and the public, information on the Official Languages Act, Official Languages initiatives and the Secretary of State funding agreements.
- 12. That GNWT more closely monitor the Secretary of State funding agreements to ensure that money allocated is spent and that excess funds are re-allocated early enough in the year to allow other projects to take advantage of these available funds.
- 13. That GNWT give clear direction to all departments and institutions about how to apply for funding under the Secretary of State agreements, and that they assist them in developing proposals that meet the required criteria.
- 14. That GNWT advise the public immediately of the coming into effect of new Sections of the Official Languages Act or of any Act or Regulation relating to the status and use of Official Languages, or any guidelines or policies related to their implementation.
- 15. That GNWT adopt a policy of "active offer" for the provision of language services by clearly identifying, through signs, pins/buttons, and public announcements, offices where services are available in languages other than English, as required by Section 14 of the Official Languages Act.

- 16. That GNWT develop a policy on the provision of interpreter/translator services to all departments and institutions, so that all employees know how to make services to the public available in all offices at all times, either through employees of GNWT or through freelance I/T's, as required by Section 14 of the Official Languages Act. (This will require clearly identifying which office(s) will be responsible for maintaining and distributing information about freelance interpreter/translators who can be called when GNWT staff are not available, procedures and terms to be used in contracting for I/T services, reviewing and equalizing rates of pay for I/T's for all languages, and so on.)
- 17. That GNWT consider whether or not it is necessary to provide full simultaneous interpretation in the Legislative Assembly at all times and in all Official Languages, as currently available, or whether service in some languages can be made available on demand, with reasonable notice. (This decision will have to be made in consultation with MLA's. This is based upon many comments that the current interpreter/translator services in the Legislative Assembly do not make the best use of human resources and that interpreters are not available for other urgent assignments when needed.)
- 18. That GNWT avoid all delays in filling positions responsible for the delivery of Official Languages programs and services required under the Official Languages Act, and that if some delay is unavoidable, that an interim arrangement be made with the department or institution responsible, to ensure that the required language services are available at all times.
- 19. That GNWT clarify to departments, institutions and the public, which documents, forms, and other communications, including "instruments in writing directed to or intended for the notice of the public" as per Section 11 of the Official Languages Act, must be translated and into which Official Languages, and in what format (oral, audio-visual or written).
- 20. That a policy be developed on communicating information to the public using the media most appropriate for each Official Language group.
- 21. That GNWT consider setting up a 1-800 line for each Official Language, similar to the one existing for French, so that people can contact the GNWT or its institutions at any time using their Official Language.
- 22. That GNWT, in consultation with employees, the Unions representing employees, and the Languages Commissioner, reconsider their current policies of Bilingual Bonus and Language Allowance, and especially their plans for language fluency testing, to see if this funding would be better utilized instead for language training programs. (People already receiving the bonus could be offered courses in upgrading their fluency or literacy skills, or be taught how to teach language courses, or be involved as instructors.)

- 23. That GNWT ensure that all managers and employees are aware of the eligibility criteria for bilingual bonus, and ensure that all eligible employees are collecting it.
- 24. That GNWT ensure that more individuals who are unilingual in an Official Language other than English, or who are bilingual, are employed in the public service. This should be done by adding a language criterion to the Affirmative Action Policy (since these groups have been "traditionally disadvantaged" in employment), or by providing for hiring preference for these people in more jobs.
- 25. That GNWT determine what materials are available for adult literacy and fluency training for all Official Languages and that they collect and further develop these materials and make them readily available.
- 26. That GNWT establish more training programs for employees and members of the public who want to learn or teach Official Languages.
- 27. That GNWT continue to inform the public and its employees of the standardized writing systems for native languages, that they support further research in this area, and that support be developed through non-government bodies for the standardization initiative.
- 28. That GNWT research and document Dene syllabics for historical purposes and for use in translation for elders when it is specifically requested by them.
- 29. That GNWT conduct a thorough study of literacy and fluency for all Official Languages in the NWT.
- 30. That GNWT assist non-government organizations and groups, whenever possible, with developing and delivering services and programs to the public in Official Languages, both by assisting them with planning, interpreting/ translating or other such services, and by ensuring that all available funding is allocated for such community projects. (Examples: phone companies, airlines, drug stores, small businesses, etc.)

Response to Recommendations - Follow Up

The Languages Commissioner requests that a response to the recommendations be received from GNWT before March 31st, 1994, so that they can be considered in the next Annual Report.

CHAPTER 8: THE FUTURE

A: Languages Commissioner's Objectives

Many of the Languages Commissioner's objectives for 1992-93, as reported in Chapter 4, will be continued. Since many administrative matters have now been taken care of, less time will be spent on these, but some time will be devoted to producing an Annual Report. Many complaints still require further work and new ones come in all the time. The issue of whether or not to establish an Advisory Council, and how, will be addressed. We will continue to do research and special studies and to promote Official Languages and provide information about them to the public and employees. Visits will be made to other communities and input will be sought from many organizations. The Languages Commissioner would like to be invited to visit MLA's constituencies and to attend any meetings that deal with Official Languages. Presentations are planned both in the NWT and elsewhere. We will determine what other Acts and regulations relate to the status and use of Official Languages and monitor these as well as the Official Languages Act. We will also pay more attention to language activities in other institutions of GNWT.

B: Future of Languages

The GNWT deserves a lot of credit for its Official Languages initiatives, but more needs to be done to ensure that all of the languages besides English are saved and begin to see gains. If we cannot make advances in the NWT with the current level of financial and legal support, then we must decide whether or not our efforts are in earnest and if we are doing the right things. The use of Official Languages other than English is declining in homes in the NWT, and efforts have to be made to encourage speakers to use their languages. Government alone cannot save languages.

Table I
Financial Statement
Canada-NWT Agreement, Minority-Language Education and Second-Language Instruction
1990-1991

Categories of contribution	CONTRIBUTION	GNWT Expenses	(OVER)
Infrastructure Support	\$135,000	\$119,331	\$15,669
French- First Language Education	\$344,000	\$385,500	(\$41,500)
French - Second Language Education	\$454,700	\$460,615	(\$5,915)
Both French First and Second	\$33,150	\$28,310	\$4,840
Teacher Training and Development	\$28,600	\$32,104	(\$3,504)
Student Support	\$39,000	\$4 0,203	(\$1,203)
TOTAL	\$1,034,450	\$1,066,063	(\$31,613)

Source: 1990-91 Financial Statements of the Agreement.

Table II
Financial Statement
Canada-NWT Agreement, Minority-Language Education and Second-Language Instruction
1991-1992

Categories of contribution	CONTRIBUTION	GNWT Expenses	(OVER)
Infrastructure Support	\$135,000	\$207,445	(\$72,445)
French- First Language Education	\$398,200	\$397,950	\$250
French - Second Language Education	\$407,100	\$426,795	(\$19,695)
Both French First and Second	\$41,900	\$53,606	(\$11,706)
Teacher Training and Development	\$24,800	\$27,412	(\$2,612)
Student Support	\$38,000	\$40,424	(\$2,424)
TOTAL	\$1,045,000	\$1,153,632	(\$108,632)

Source: 1991-92 Financial Statements of the Agreement.

Table III
Financial Statement
Canada-NWT Agreement, Minority-Language Education and Second-Language Instruction
1992-1993

Categories of contribution	CONTRIBUTION	GNWT Expenses	(OVER)
Infrastructure Support	\$135,000		
French- First Language Education	\$399,000		
French - Second Language Education	\$404,700		
Both French First and Second	\$41,000		
Teacher Training and Development	\$19,800		
Student Support	\$45,500		
TOTAL	\$1,045,000	not available	not available

Source: 1992-93 Appendices of the Agreement.

Refer to Tables XXXV, XXXVI and XXXVII of the full annual report.

Table IV Budget 1992-93 Languages Commissioner's Office

	Allocation	Expenditures	Variance
Salaries & Wages			
Permanent	\$151,000	\$121,369	\$29,631
Casuals	\$10,000	\$4 3,228	(\$33,228)
Total	\$161,000	\$164,597	(\$3,597)
О&М			
Travel, Transport	\$24,000	\$17,963	\$6,037
Materials, Supplies	10,000	5 <i>,</i> 777	4,223
Purchased Services	15,000	13,472	1,528
Contracts	52,000	68,634	(16,634)
Fees, Payments	0	2,295	(2,295)
Furniture, Equipment	0	1,166	(1,166)
Total	\$101,000	\$109,306	(\$8,306)
Task as a Whole	\$262,000	\$273,904	(\$11,904)

Source: Legislative Assembly Financial Report.

Refer to Table XXVI of the full annual report.

Table V Departments & Agencies Receiving Funding under CANADA-NWT AGREEMENTS (french) 1984-94

DEPARTMENTS & AGENCIES	1984/86	86/87	87/88	88/89	89/90	90/91	91/92	92/93	93/94
Culture & Communications		X	x	x	X	x	x	X	x
Education	X	x	x	x	x	x	x	x	×
ustice			x	x	X	×	x	X	×
Health						x	x	x	x
Executive				X	x	x	x	x	x
Personnel				x	x	X	x	x	×
Social Services						x	X	x	×
Public Works				X	x	x	×	x	x
M.A.C.A.							x	X	х -
Renewable Resources							x	X	x
Safety & Public Services						x	x	X	x
Finance							x	X	x
Legislative Assembly					x	x	x	X	x
Transportation							X	x	x
Government Services			X	X	x	X	x	x	x
Energy, Mines & Petroleum Resources									
Economic Development & Tourism							X	x	X
W.C.B.			X	x	x	X	X	x	
Housing Corporation							X	X	X
Women's Directorate							X	x	

Table VI Departments & Agencies Receiving Funding under CANADA-NWT AGREEMENT (aboriginal) 1984-94

DEPARTMENTS & AGENCIES	1984/86	86/87	87/88	88/89	89/90	90/91	91/92	92/93	93/94
Culture & Communications	x	x	x	X	x	X	x	X	x
Education	×	x	x	×	X	X	x	x	x
Justice		x		X	x	x	x	×	X
Health			x	x	x	X	×	x	x
Executive	x							X	X
Personnel									
Social Services							x		
Public Works							×	x	x
M.A.C.A.									
Renewable Resources									x
Safety & Public Services									
Finance									
Legislative Assembly									
Transportation							x		
Government Services							x	×	×
Energy, Mines & Petroleum Resources									
Economic Development & Tourism									
W.C.B.									
Housing Corporation									
Women's Directorate									

Sources: Appendices of the Canada-NWT Cooperation Agreement for French and Aberiginal Languages in the Northwest Territories. and

Canada-NWT Agreement on Contributions for French and Aberiginal Languages
In the 1993-94 fiscal year, Culture and Communications & Education & part of Personnel were amalgumated to create Education, Culture and Employment Programs. Also the departments of Public Works and Government Services were amalgumated.

Education received funding under two agreements: the Canada-NWT Cooperation Agreement and also the Canada-NWT Agreement on Minority Language Education and Second Language Instruction. Refer to Tables XXXIX and XL of the full annual report.

Table VII CANADA-GNWT Agreement for Aboriginal Languages Allocation and Expenditures

1984-85	85/86	86/87	87/88	88/89	1989/90 extra year 1990/91 extra ye	TOTAL
\$1,000,000	\$4,000,000	\$4,000,000	\$3,500,000	\$3,500,000		\$16,000,000
included in 85-86	\$1,900,000	\$3,100,000	\$3,500,000	\$3,500,000	\$4,000,000	\$16,000,000
included in 85-86	\$1,317,000	\$1,764,000	\$2,853,000	\$3,247,000	\$3,583,000 \$3,236,000	\$16,000,000
included in 85-86	\$1,348,144	\$1,764,710	\$2,853,215	\$3,265,388	\$3,334,208 \$3,434,335 •	\$16,000,000
	\$1,000,000 included in 85-86 included in 85-86	\$1,000,000 \$4,000,000 included in 85-86 \$1,900,000 included in 85-86 \$1,317,000	\$1,000,000 \$4,000,000 \$4,000,000 included in 85-86 \$1,900,000 \$3,100,000 included in 85-86 \$1,317,000 \$1,764,000	\$1,000,000 \$4,000,000 \$4,000,000 \$3,500,000 included in 85-86 \$1,900,000 \$3,100,000 \$3,500,000 included in 85-86 \$1,317,000 \$1,764,000 \$2,853,000	\$1,000,000 \$4,000,000 \$4,000,000 \$3,500,000 \$3,500,000 included in 85-86 \$1,900,000 \$3,100,000 \$3,500,000 \$3,500,000 included in 85-86 \$1,317,000 \$1,764,000 \$2,853,000 \$3,247,000	\$1,000,000 \$4,000,000 \$4,000,000 \$3,500,000 \$3,500,000 \$3,500,000 \$1,000,000 \$3,500,000 \$1,000,000 \$1,764,000 \$2,853,000 \$3,247,000 \$3,583,000 \$3,236,000

Source: Evaluation of the Canado-NWT Contributions Agreement on Aberiginal Languages 1985-90, GNWT, March 1991, and the Canada-NWT Cooperation Agreements.

Refer to Table XLI of the full annual report.

^{*} This amount is an assumption because we don't have any expanditure reports. It is based on \$16,000,000 spending

Table VIII

How Much Canada Contributed to GNWT for Aboriginal Languages

DEPARTMENTS	1984/86	86/87	87/88	88/89	89/90	1990/91 extra year	TOTAL 1984/91
EXECUTIVE	\$496,970	NIL	NIL	NIL	NIL	NIL	
EDUCATION	\$969,030	\$1,529,000	\$2,018,000	\$1,722,600	\$1,682,000	\$1,500,000	
CULTURE & COMMUNICATIONS	\$434,000	\$1,293,474	\$1,377,000	\$1,266,550	\$1,453,000	\$1,421,500	
HEALTH	NIL	\$182,886	\$105,000	\$154,000	\$92,000	\$83,000	
JUSTICE	NIL	\$94,64 0	NIL	\$356,850	\$356,000	\$321,500	
TOTAL	\$1,900,000	\$3,100,000	\$3,500,000	\$3,500,000	\$3,583,000	\$3,236,000*	
TOTAL based on 1986 amendment	\$1,900,000	\$3,100,000	\$3,500,000	\$3,500,000	\$4,000,000		
TOTAL based on March 90 amendment	\$1,317,000	\$1,764,000	\$2,853,000	\$3,247,000	\$3,583,000	\$3,326,000*	\$16,000,00

^{*} the Protocol indicates \$3,236,000 for 1990-91 wich makes a total of \$16,000,000 but the Appendices indicate \$3,326,000 for 1990-91 which would make a total of \$16,090,000.

Table IX

How Much GNWT Spent out of Canada Contribution for Aboriginal Languages

DEPARTMENTS	1984/86	86/87	87/88	88/89	89/90	1990/91 extra year	TOTAL 1984/91
EXECUTIVE	\$44 9,128	NIL	NIL	NIL	NIL		
EDUCATION	\$674,535	\$773,464	\$1,566,146	\$1,749,555	\$1,464,087		
CULTURE & COMMUNICATIONS	\$224,481	\$925,416	\$1,210,587	\$1,227,089	\$1,453,106	not available	
HEALTH	NIL	\$20,011	\$76,482	\$63,081	\$92,000		
JUSTICE	NIL	\$4 5,819	NIL	\$225,663	\$325,015		
TOTAL	\$1,348,144	\$1,764,710	\$2,853,215	\$3,265,388	\$3,334,208	\$3,434,335*	\$16,000,000

Source: Evaluation of Canada-NWT Contributions Agreement on Aboriginal Languages 1965-1990, GNWT, March 1991 and Financial Statements.

Refer to Tables XLII and XLIII of the full annual report.

^{*} This amount is an assumption because we don't have any expenditure reports. It is based on \$16,000,000 spending.

Table X
How Much Canada Contributed to GNWT for French Services 1986-91

DEPARTMENTS	1986/87	87/88	88/89	89/90	90/91	TOTAL
Culture & Communications	\$211,000	\$782,190	\$1,070,400	\$1,179,000	\$965,000	\$4,207,590
Government Services		\$137,600	\$97,000	\$116,000	\$110,000	\$460,600
Justice		\$547,100	\$286,500	\$435,000	\$584,600	\$1,853,200
W.C.B.		\$66,800	\$55,000	\$50,000	\$48,000	\$219,800
Executive			\$91,226	\$45,000	\$50,200	\$186,426
Public Works			\$102,000	\$100,000	\$150,000	\$352,000
Personnel			\$91,200	\$181,000	\$203,000	\$475,200
Legislative Assembly				\$40,000	\$220,000	\$260,000
Health					\$ 135,000	\$135,000
Safety & Public Services				•	\$2,400	\$2,400
Social Services			,		\$23,200	\$23,200
TOTAL	\$211,000	\$1,533,690	\$1,793,326	\$2,146,000	\$2,491,400	\$8,175,4 16

Table XI
How Much GNWT Spent out of Canada Contribution for French Services 1986-91

DEPARTMENTS	1986/87	87/88	88/89	89/90	90/91	TOTAL
Culture & Communications			\$939,202	\$1,294,809	\$853,895	\$3,087,906.23
Government Services			\$94,930	\$110,246	\$96,760	\$301,935.90
Justice			\$242,127	\$335,803	\$640,643	\$1,218,572.58
W.C.B.			\$23,979	\$38,073	\$47,960	\$110,012.34
Executive			\$58,260	\$44, 517	\$4 5,916	\$148,692.95
Public Works			data not available	\$7 0,700	\$87,566	\$158,266.00
Personnel			\$78,235	\$82,335	\$96,650	\$257,220.05
Legislative Assembly				0*	\$141,358	\$141,358.00
Health					\$7 3,330	\$73,330.00
Safety & Public Services					\$2,400	\$2,400.00
Social Services					\$16,988	\$16,988.00
TOTAL	\$211,000	\$1,533,690	\$1,436,733	\$1,976,483	\$2,103,466	\$7,261,372

^{*} The Legislative Assembly data show \$30,697 in expenditure on their own budget, so it's not indicated in the total of the Expenditures.

Note: The 1986-87 and 1987-88 totals are based on the assumption that total allocated funds were spent because no detailed expenditures reports are available.

Source: Canada-NWT Agreement on Contributions for French Services and Financial Statements of GNWT.

Refer to Tables XLIV and XLV of the full annual report.

Table XII Financial Statement Canada - NWT Agreement on Contributions for Aboriginal Languages 1991-92 (1st year of the new agreement)

Departments	Contribution	Expenditure	Under (Over)
Culture & Communications	\$2,262,500	\$1,933,050	\$329,450
Directorate	\$150,000	\$0	\$150,000
Language Bureau	\$1,216,900	\$ 1,211,588	\$ 5,312
Orthographies	\$95,600	\$69,932	\$25,668
Language Contributions	\$500,000	\$351,266	\$148,734
Broadcast Media	\$300,000	\$300,264	(\$264)
Education	\$2,255,000	\$2,088,299	\$166,701
Language Development	\$1,475,000	\$ 1,3 44, 895	\$130,105
Promotion of Native Teachers	\$30,000	\$3,296	\$26,704
Advanced Education - Literacy	\$300,000	\$231,487	\$68,513
Government Services	\$25,000	\$0	\$25,000
Health	\$125,000	\$116,727	\$8,273
Justice	\$325,000	\$316,561	\$8,439
Public Works	\$10,000	\$10,000	\$0
Social Services	\$50,000	\$22,955	\$27,045
Transportation	\$10,000	\$0	\$10,000
Arctic College	\$637,500	\$434,612	\$202,888
Interpreter-Translator Program - Training	\$221,000	\$155,343	\$65,657
Interpreter-Translator Program- Terminology & Material	\$26,800	\$25,296	\$1,504
Training	\$290,700	\$234,979	\$ 55,621
Literacy Training	\$99,000	\$18,994	\$80,006
Total	\$5,700,000	\$4,922,204	\$777,795

or 14% under

Source: Appendix "A" Canada-NWT Cooperation Agreement for Aboriginal Languages Projects - 1991-92 & Financial Statements Canada-NWT Agreement on Contributions for Aboriginal Languages

Refer to Table XLVI of the full annual report.

Table XIII
Federal Contribution for Aboriginal Languages
1992-93

Departments	Contribution	Expenditure	Under (Over
Education, Culture & Employment	\$4,632,000		
Aboriginal Language Development	\$1,650,000		
Broadcast Media	\$345,000		
Language Bureau	\$1,200,000		
Orthographies & Terminology	\$110,000		
Language Enhancement Program	\$500,000		
Museums/Heritage	\$67,000		
Teacher Education	\$450,000		
Aboriginal Language Literacy	\$280,000		
Specialist Teachers Councils	\$30,000		
Executive	\$300,000		
Government Services & Public Works	\$10,000		
Health	\$100,000		
Justice	\$330,000		
Arctic College	\$628,000		
Interpreter-Translator Program - Training	\$200,000		
Interpreter-Translator Program - Linguistic Analysis	\$25,000		
Aboriginal Language Teacher Program - Training	\$303,000		
Literacy Training	\$100,000		
Total	\$6,000,000	not available	not available

Source: Appendix "A" Canada-NWT Cooperation Agreement, for Aboriginal Languages Projects - 1992-93.

Refer to Table XLVII of the full annual report.

Table XIV
Federal Contribution for Aboriginal Languages
1993-94

Departments	Contribution
Education, Culture & Employment	\$4,945,000
Aboriginal Language Development	\$1,370,000
Broadcast Media	\$360,000
Language Bureau	\$772,000
Orthographies & Terminology	\$110,000
Language Enhancement Program	\$540,000
Museums/Heritage	\$68,000
Teacher Education	\$450,000
Aboriginal Language Literacy	\$232,000
Specialist Teachers Councils	\$30,000
Daycare	\$45,000
Arctic College	\$600,000
Executive	\$126,000
Government Services & Public Works	\$10,000
Health	\$90,000
Justice	\$423,000
Renewable Resources	\$76,000
Total	\$5,670,000

Source: Appendix "A" Canada-NWT Cooperation Agreement for Aboriginal Languages Projects - 1993-94.

Refer to Table XLVIII of the full annual report.

Table XV Financial Statement Canada - NWT Agreement on Contributions for Fr

Canada - NWT Agreement on Contributions for French Services
1991-92 (1st year of the new agreement)

Departments & Agencies	Allocation	Expenditure	Under (Over)
Culture & Communications	\$1,566,600	\$1,037,401	\$529,199
Directorate	\$377,600	\$301,295	\$76,305
Publication & Production	\$205,000	\$78,274	\$126, 7 26
Language Bureau	\$669,000	\$383,673	\$285,32 <i>7</i>
Museums/Heritage	\$30,000	\$14,867	\$15,133
Library Services	\$75,000	\$73,883	\$1,117
Community / Cultural Development Program	\$210,000	\$185,409	\$24,591
Education	\$11,300	\$5,046	\$6,254
Economic Development & Tourism	\$33,600	\$32,392	\$1,208
Education	\$11,300	\$5,046	\$6,254
Executive	\$52,200	\$53,101	(\$901)
Finance	\$7,200	\$3,600	\$3,600
Government Services	\$150,000	\$148,109	\$1,891
Health	\$417,200	\$152,674	\$264,526
Policy Development	\$85,000	\$79,681	\$4,681
Provision of Services	\$291,000	\$72,693	\$218,307
Health Promotion	\$51,200	\$300	\$50,900
Justice	\$736,700	\$695,178	\$41,522
Legislation	\$595,000	\$604,672	(\$9,272)
Policy & Planning	\$56,000	\$69,263	(\$13,263)
Courts Services	\$12,400	\$6,643	\$5,757
Legal Aid	\$5,500	\$0	\$5,500
Legal Interpreting	\$28,000	\$5,000	\$23,000
Legal Division	\$37,200	\$8,400	\$28,800
Legal Registries	\$2,200	\$1,200	\$1,000
Legislative Assembly	\$185,000	\$215,482	(\$30,482)
Municipal & Community Affairs	\$6,000	\$0	\$6,000
Personnel	\$290,000	\$140,563	\$149,437
Policy & Planning	\$50,000	\$22,784	\$27,216
Services to Employees & Departments	\$240,000	\$117,779	\$122,221
Public Works	\$365,000	\$314,180	\$50,820
Accomodation services	\$128,000	\$137,531	(\$9,531)
Policy & Planning	\$237,000	\$176,649	\$60,351
Renewable Resources	\$6,000	\$1,200	\$4,800
Safety & Public Services	\$2,400	\$1,913	\$487
Social Services	\$89,800	\$31,645	\$58,155
Transportation	\$54,800	\$469	\$54,331
Women's Directorate	\$15,000	\$1,344	\$13,656
N.W.T. Housing Corportation	\$10,000	\$4,863	\$5,137
W.C.B.	\$1,200	\$1,200	\$0
TOTAL	\$4,000,000	\$2,840,359	\$1,159,641

or 29% under

Source: Appendix "B", Canada-NWT Agreement for French Projects -1991-92 & Revised Financial Statements.

Refer to Table XLIX of the full annual report.

Table XVI Financial Statement Canada - NWT Agreement on Contributions for French Services 1992-93

	1992-93		
Departments & Agencies	Contribution	Expenditure	Under (Over)
Education, Culture & Employment	\$1,152,500		
Broadcast Media	\$50,000		
Language Bureau	\$635,000		
Museums/Heritage	\$70,000		
Library Services	\$55,000		
Community / Cultural Development Program	\$248,000		
Training Services	\$15,000		
Centralized Information Service	\$74,000		
Literacy Public Awareness Campaign	\$5,500		
Economic Development & Tourism	\$43,000		
Executive	\$382,400		
Official Languages Implementation	\$375,000		
French Language Services	\$7,400		
Finance	\$7,200		
Government Services & Public	\$595,000		
Works	•		
Policy and Planning	\$140,000		
Accomodation Services	\$125,000		
Publications and Production	\$180,000		
Forms and documents	\$150,000		
Health	\$533,200		
Policy and Planning	\$96,000		
Health Centres and Hospitals	\$411,000		
Health Promotion	\$26,200		
Justice	\$724,300		
Programs and Legislation	\$610,000		
Court and Court Related Services	\$72,100		
Legal Division	\$42,200		
Legislative Assembly	\$310,000		
Municipal & Community Affairs	\$4,000		
Personnel	\$344,500		
Policy & Planning	\$30,000		
Services to Employees & Departments	\$314,500		
Renewable Resources	\$6,000		
Safety & Public Services	\$52,400		
Social Services	\$119,300		
Transportation	\$20,000		
	4=-,- 4		
N.W.T. Housing Corportation	\$5,000		
W.C.B.	\$1,200		
TOTAL	\$4,300,000	Not available	Not available

Source: Appendix"B", Canada - NWT Cooperation Agreement French Projects - 1992-1993

Refer to Table L of the full annual report.

Table XVII Federal Contribution for French Services 1993-94

Departments & Agencies	Contribution
Education, Culture & Employment	\$1,432,100
Broadcast Media	\$45,000
Language Buresu	\$816,300
Museums/Heritage	\$57,500
Library Services	\$24,000
Community / Cultural Development Program	\$316,000
Training Services	\$18,000
Centralized Information Service	\$72,000
Literacy Public Awareness Campaign	\$5,500
Arctic College	\$25,000
Daycare	\$14,500 \$110,400
Economic Development & Tourism	\$112,400
Delivery of Programms and Services Fort Smith Mission Historic Park	\$37,400
	\$75,000 \$290,250
Executive	\$389,350
Finance	\$3,600
Government Services & Public Works	\$470,000
Policy and Planning	\$12,000
Accomodation Services	\$125,000
Publications and Production	\$85,000
Forms and documents	\$140,000
Health	\$383,700
Policy and Planning	\$67,200
Health Centres and Hospitals	\$271,000
Health Promotion Lastice	\$35,000 \$700.650
• • • • • •	\$700,650 \$555,350
Programms and Legislation Court and Court Related Services	\$555,250 \$38,400
Legal Division	\$38,400
Legal Interpreting Programm - French	\$6,000 \$71,000
ustice Special Project	\$30,000
Legislative Assembly	\$310,000
Municipal & Community Affairs	\$7,600
Personnel	
Enhancement of GHRS Database	\$334,700
Services to Employees and Departments	\$50,000 \$266,700
luency Testing	\$18,000
Renewable Resources	\$34,000 \$34,000
Safety & Public Services	• •
•	\$20,000
Social Services	\$24,800
Fransportation	\$120,100
N.W.T. Housing Corporation	\$17,000
W.C.B.	\$0
TOTAL	\$4,050,000

Source: Appendix B" Canada - NWT Cooperation Agreement French Projects - 1993-1994

Report to Table LI of the full annual report.