

LANGUAGE ISSUE IN THE NORTHWEST TERRITORIES

MAY 1984

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SESSIONAL PAPER

OFFICIAL LANGUAGES IN THE NORTHWEST TERRITORIES

Tabled May 14, 1984
Legislative Assembly
Session

GOVERNMENT OF THE NORTHWEST TERRITORIES

SESSIONAL PAPER

Official Languages in the Northwest Territories

BACKGROUND:

The present issue of official bilingualism in the Northwest Territories arose as a result of a traffic ticket case in the Yukon Territory. In that case, a Yukon man, Daniel St. Jean, challenged a speeding ticket which he had received pursuant to a Yukon statute on the grounds that the ticket was printed in the English language only. Having been convicted in the Territorial Court, Mr. St. Jean appealed to the Supreme Court of the Yukon. The essence of his argument was that he was denied the right to communicate with and to receive available services from an institution of the Parliament or Government of Canada contrary to section 20 of the Constitution Act, 1982.

The Government of the Northwest Territories prepared to intervene in the St. Jean appeal. Prior to the case being heard, the Federal Government introduced Bill C-26 which contained amendments to the Northwest Territories Act and the Yukon Act making English and French the official languages of both territories and making the provisions of the Official Languages Act applicable to both territories. Bill C-26 received First Reading on March 21, 1984.

The hearing of the St. Jean appeal was adjourned indefinitely at the request of Mr. St. Jean's counsel. Counsel indicated that in light of the tabling of the proposed legislation, he would await the outcome of the Parliamentary proceedings and if the Bill were passed, he would not proceed with the case.

FEDERAL POSITION:

It is believed that the Federal Government's position is based on the fact that if Mr. St. Jean were ultimately successful in his appeal, there would be a danger that all Ordinances of the Yukon Territory could be declared invalid if challenged. The Federal Office of the Commissioner of Official Languages had adopted the view that the Territorial Court and the Council are Federal institutions because they are created by a Federal Act and therefore fall within the ambit of section 20 of the Constitution Act, 1982. Since the Northwest Territories operates in a constitutional framework similar to that of the Yukon, the arguments used to show that the provision of French services was required in the Yukon Territory would have equal applicability to the Northwest Territories.

The Federal Government has, on the professed assumption that a legislative vacuum could result in both territories if the respective courts and governments were deemed to be an "institution of the Parliament or Government of Canada", instituted a legislative change to provide a phasing in of government obligations to provide certain services in French. The proposed amendments to the Northwest Territories Act would require all ordinances, regulations or other proclamations which are required to be published in the Northwest Territories Gazette to be printed and published in both official languages by January 1, 1988.

G.N.W.T. POSITION:

The Government of the Northwest Territories takes the position that it is not an institution of the Parliament or Government

of Canada within the meaning of subsection 20(1) of the Constitution Act, 1982.

The Legislative Assembly of the Northwest Territories is a duly elected body and is empowered by virtue of the Northwest Territories Act to pass legislation in the same manner as the provinces. Effective control of Territorial matters has resided with the elected members of the Assembly for many years. The Territorial Government is not controlled by Ottawa and therefore cannot be said to be an institution of the Government of Canada.

The Government of the Northwest Territories adopts the stance that under the Charter of Rights and Freedoms the Legislative Assembly of the Northwest Territories has the same obligations and privileges as a province. The Charter, by subsection 16(3), provides that "nothing in the Charter limits the authority of Parliament or a legislature to advance the equality of status or use of English and French". By section 30 of the Charter, the word "legislature" is deemed to refer to the appropriate legislative authority of the Northwest Territories, i.e. the Legislative Assembly. Therefore, the Government of the Northwest Territories of its own volition may pass legislation to advance the use of the French language in the Territories, but in the G.N.W.T.'s view any requirement for bilingualism would have to be incorporated into the Charter as has been done for the province of New Brunswick. To do so now would necessitate a constitutional amendment under Part V of the Constitution Act, 1982 requiring the consent of the Federal government and at least seven provinces.

The Honourable Richard Nerysoo, Government Leader, in a press release dated March 19, 1984, indicated that the Territorial Government was prepared to provide French language services in the Northwest Territories, but that rather than having it imposed from Ottawa, the G.N.W.T. would develop its own program. He also stressed that in any discussions concerning funding required by the Territories to implement bilingualism, there would have to be a recognition of the north's priority requirements in the area of funding the development of aboriginal languages.

OPTIONS AVAILABLE TO FEDERAL GOVERNMENT TO FORCE BILINGUALISM ON N.W.T.

There may be several options available to the Federal Government to compel the adoption of French as an official language in the Northwest Territories. The first is the route which has already been initiated, i.e. amendments to the Northwest Territories Act. The Northwest Territories Act is a Federal statute and at law, its amendment falls outside the legislative purview of the Legislative Assembly of the Northwest Territories. As has been previously mentioned, it is felt that, in the area of language rights, the Federal government could not move unilaterally to install French as an official language without a constitutional amendment, however that proposition would be subject to judicial determination.

A second avenue available to the Federal Government could be a constitutional amendment which would spell out that both French and English were to be the official languages of the Northwest Territories in the same manner as section 16(2) of the Charter now does for New Brunswick. Unfortunately, the Northwest

Territories (and the Yukon) are not entitled to a voice in the amending formula prescribed in section 38 of the Constitution Act, 1982. Therefore, it would be possible for the Federal Government to initiate an amendment to the Constitution, and with the support of at least seven of the provinces having at least 50% of the population of all the provinces, pass the amendment into law.

The Federal Government could use its power of disallowance to pressure the G.N.W.T. into passing legislation making French an official language. For example, should the Legislative Assembly enact legislation granting certain special rights and privileges to aboriginal languages, the Federal Government could disallow that legislation until such time as the G.N.W.T. complied with the wishes of Ottawa to introduce legislation granting French official status.

Finally, the Federal Government could pass contrary legislation to that of the G.N.W.T. By section 13 of the Northwest Territories Act, Territorial legislation is subject to any other Act of Parliament. If the Federal Government enacted legislation dealing with aboriginal languages, the G.N.W.T. might be precluded from entering the field with legislation of its own.

G.N.W.T. ALTERNATIVES:

The G.N.W.T. could adopt one or more of the following alternatives.

It could for instance refuse to pass the necessary Territorial Legislation to carry out the wishes of the Federal government

in respect of the introduction of French as an official language. This would probably result in Federal legislative action imposing French on the Northwest Territories.

The G.N.W.T. could of course question the validity of any such Federal amendment imposing French as an official language in a court of law. However, the ever present uncertainties of litigation make the outcome of such a case unpredictable. In addition, as the foregoing has shown, the Federal government may at least legally have other means at its disposal to attempt to impose bilingualism on the Territories.

The Executive Council sees the preservation and enhancement of aboriginal languages as being of prime importance in the Northwest Territories. This is especially so because in addition to aboriginal people being the Territories' first citizens, the number of people whose mother tongue is an aboriginal language far exceeds those who presently reside here and count French as their first language.

But to provide services in more than the English language requires extensive funding. Although the development and provision of services in aboriginal languages of the north has been a priority for several years, the process has not advanced as quickly as hoped due to limited financial resources.

The Executive Council sees this as a good time to begin negotiations with Ottawa to obtain long term funding arrange-

ments concerning the entire question of languages - including French and the aboriginal languages. The Government proposes that it approaches the Federal Government with a package consisting of draft legislation, an implementation schedule and a detailed statement of the financial requirements necessary to implement the services to be provided in an N.W.T. Official Languages Ordinance.

LEGISLATION:

The Constitution Act, 1982, by section 16(1), entrenches French and English as the official languages of Canada and guarantees that each has equality of status in all institutions of the Parliament and Government of Canada. The Constitution then goes on to spell out what practical consequences flow from that designation. A person has the right to use English or French in a debate or other proceedings in Parliament; statutes, records and journals of Parliament are to be printed and published in both languages; either language may be used by any person in a court established by Parliament (which would include the Supreme Court of the Northwest Territories); a person has the right to communicate with and receive available services from any head office of an institution of Parliament and government, and, has the same right with respect to any other office of such institution where there is significant demand or where, due to the nature of the office, it is reasonable that such services would be available in both languages.

It is recommended that these Charter provisions would serve as the basis for an N.W.T. Official Languages Ordinance. French

and English would be spelled out as the official languages of the N.W.T. Ordinances, regulations and other Statutory Instruments which are printed in the N.W.T. Gazette would be published in both languages. Members of the Legislative Assembly would have the option to use either French or English during debates and simultaneous translation services would have to be provided. Persons using the courts would have the right to use either language in their pleadings and in court appearances. Any member of the public would have the right to communicate with, and to receive available services from any head or central office of the Territorial Government in English or French and he would have the same right with respect to any other Territorial government office where there is a significant demand for communications with and services from that office in that language. The extent to which the Territorial government would be able to provide such services in both official languages will of course depend on the Federal funding available to it.

Over the last several years, substantial progress has been made in the preservation and enhancement of aboriginal languages. The Indigenous Language Development Fund has been instrumental in creating an awareness of the importance of the development of aboriginal languages and, among other things, in allowing native northerners to initiate systems designed to ultimately lead to bilingual educational curricula. The development of aboriginal languages is seen as a priority by the Government of the Northwest Territories and official language legislation should provide for the recognition, in law, of indigenous languages.

Aboriginal languages are presently being used to communicate with and provide services to many residents of the Northwest Territories. The G.N.W.T., under the direction of the Legislative Assembly, has accorded the highest priority to the preservation, development and enhancement of aboriginal languages. It is the policy of the Government to continue to enhance the aboriginal languages of the N.W.T. so that they may, at the appropriate time, be used for all or any of the official purposes of the Territories. The G.N.W.T. sees it as its duty to promote and develop aboriginal languages so that they may serve as a medium of expression for all the elements of the composite culture of the aboriginal people of the N.W.T. and to secure their enrichment through the Indigenous Language Development Program. In keeping with this aim the G.N.W.T. proposes that sufficient funds be provided by the Federal government.

The G.N.W.T. proposes that the N.W.T. Official Languages Ordinance should recognize the northern aboriginal languages as the indigenous languages of the Northwest Territories. The Ordinance would contain an enabling provision which would allow the Commissioner, on recommendation of the appropriate Executive Member, to implement the provision of designated services in appropriate regions as the advancement of the language and the government's capability evolved. In this manner, services could be phased in in an orderly manner and the nature and scope of those services would be decided on a dynamic basis. The services provided in aboriginal languages may differ from, and indeed, even exceed those services offered

in the official language of French. The important point is that the G.N.W.T. would be in a position to respond to the needs and requirements of its residents through its own legislation and with its own programs.

Presently, the Constitution of Canada declares English and French to be the official languages of Canada. Under the Constitution Act, 1871, the constitutional responsibility for providing administration, peace, order and good government in the Territories resides in the Federal Parliament. The Federal Parliament does this through the N.W.T. Act which in turn establishes the Territorial Government and gives to the Territorial Legislature the authority to enact ordinances. However, all legislative authority of the Territorial Legislature is subject to the N.W.T. Act and all other Federal Acts. The Constitution of Canada is the supreme law of Canada. Unlike the provinces, the Territories are not given the power to exclusively make laws amending the Constitution of the Territories.

The result of this constitutional position of the Territories is that legislation intended to declare an aboriginal language as an official language in the Territories may be found to be invalid as contravening the Constitution or any proposed amendment to the N.W.T. Act or the Federal Official Languages Act, declaring French and English as the official language of the Territories.

In view of this constitutional position of the Territories, the Government proposes two avenues to be followed. Firstly, it is proposed that the Official Languages Ordinance of the Territories provide for the aboriginal languages to be adopted for

any or all of the official uses of the Territories. Secondly, the Government proposes to seek the eventual entrenchment of aboriginal languages in the Constitution as the official languages of the Territories at par with French and English. The Government will pursue this aim in conjunction with aboriginal organizations through the process of First Ministers' Conferences on the Constitution of Canada.

RECOMMENDATIONS:

- A. It is recommended that appropriate directions be given to the Executive Council to develop Official Language Legislation based on the following concepts.
1. English and French to be recognized as the official languages of the Territories.
 2. The rights and freedoms flowing from the recognition of the official languages are to be based on those rights and freedoms contained in the Charter of Rights and Freedoms and would include the following.
 - a) French or English could be used in the debates and other proceedings of the Legislative Assembly.
 - b) Ordinances, records and journals of the Legislative Assembly would be published in both languages.
 - c) French or English may be used by any person in any court established by or pursuant to Territorial legislation.

- d) A person would have the right to communicate with and receive services from the head or central office of the government in both French and English.
3. The aboriginal languages which are indigenous to the Territories would be recognized in law. The preservation, development and enhancement of the aboriginal languages be expressly declared as the aim of the Government so that they may at the appropriate stage be used for all or any of the official purposes of the Territories.
 4. By regulation pursuant to the Official Languages Ordinance, the manner, nature and extent of services to be provided in the aboriginal languages would be spelled out.
- B. It is further recommended that the Executive Council, on an urgent basis, continue negotiations with the appropriate Federal Ministers to arrive at suitable funding arrangements to allow the Government of the Northwest Territories to pursue its committed goal to preserve, develop, enrich and enhance aboriginal languages for official purposes of the Territories.
- C. It is further recommended that the Executive Council, on an urgent basis, continue negotiations with the appropriate Federal Ministers to arrive at suitable funding

arrangements and an appropriate implementation schedule to allow the Government of the Northwest Territories to introduce French as an official language in the Northwest Territories and to provide services in French as outlined in this sessional paper.

COUNCIL OF THE NORTHWEST TERRITORIES
1984 SECOND SESSION

BILL - 84(2)

AN ORDINANCE TO RECOGNIZE AND PROVIDE
FOR THE USE OF THE ABORIGINAL LANGUAGES
AND TO ESTABLISH THE OFFICIAL LANGUAGES
OF THE NORTHWEST TERRITORIES

Statement of Purpose

The purpose of this Bill is to recognize and provide for the use of the aboriginal languages of the Northwest Territories and to establish English and French as the official languages of the Northwest Territories.

DISPOSITION

Date of Notice	1st Reading	2nd Reading	To Committee	Chairman	Reported	3rd Reading	Date of Assent
May 14, 1984	May 15, 1984						

AN ORDINANCE TO RECOGNIZE AND PROVIDE
FOR THE USE OF THE ABORIGINAL LANGUAGES
AND TO ESTABLISH THE OFFICIAL LANGUAGES
OF THE NORTHWEST TERRITORIES

Recognizing that many languages are spoken and used by the people of the Territories;

Committed to the preservation, development and enhancement of the aboriginal languages;

Recognizing that the aboriginal languages, being the languages of the aboriginal peoples of the Territories, should be given recognition in law;

Desiring to provide in law for the use of the aboriginal languages in the Territories including the use of the aboriginal languages for all or any of the official purposes of the Territories at such time and in such manner as is appropriate;

Expressing the wish that the aboriginal languages will be entrenched in the Constitution of Canada as official languages of the Territories;

Desiring to establish English and French as the official languages of the Territories having equality of status and equal rights and privileges as official languages;

Believing that the legal protection of languages will assist in preserving the culture of the people as expressed through their language;

The Commissioner of the Northwest Territories, by and with the advice and consent of the Council of the said Territories, enacts as follows:

Short Title

Short title

1. This Ordinance may be cited as the Official Languages Ordinance.

Interpretation

Interpretation	2. In this Ordinance
"aboriginal languages"	"aboriginal languages" means the languages referred to in section 5;
"Legislative Assembly"	"Legislative Assembly" means the Council of the Northwest Territories;
"official languages"	"official languages" means the languages referred to in subsection 9(1).
Continuation of existing rights or privileges	3. Nothing in this Ordinance abrogates or derogates from any legal or customary right or privilege acquired or enjoyed either before or after the coming into force of this Ordinance with respect to any language that is not English or French.
Municipalities and settlements	4. For the purposes of this Ordinance, a municipality or municipal council or a settlement or settlement council shall not be construed to be an institution of the Legislative Assembly or government of the Territories.

PART I

ABORIGINAL LANGUAGES

Aboriginal languages	5. Chipewyan, Dogrib, Loucheux, North Slavey, South Slavey and Inuktitut are hereby recognized as the aboriginal languages of the Territories.
Use of aboriginal languages	6. The Commissioner may by regulation prescribe the use of an aboriginal language in the Territories including the use of an aboriginal language for all or any of the official purposes of the Territories.

regulations

7. The Commissioner, upon the recommendation of the Executive Member, may make regulations
- (a) prescribing the manner in and the extent to which an aboriginal language may or shall be used in the Territories and, without limiting the generality of the foregoing, but for greater certainty, may make regulations providing that all or any of the provisions of Part II apply to an aboriginal language;
 - (b) prescribing the use of an aboriginal language for all or any of the official purposes of the Territories;
 - (c) prescribing the circumstances under which an aboriginal language may or shall be used;
 - (d) declaring an area to be one in which the regulations apply in respect of an aboriginal language;
 - (e) generally for carrying out the purposes and provisions of this Part.

Rights and services not affected

8. Nothing in this Part shall be construed as preventing the Commissioner, the Commissioner in Council or the government of the Territories from granting rights in respect of, or providing services in, any aboriginal language.

PART II

ENGLISH AND FRENCH LANGUAGES

Official languages of the Territories

9.(1) English and French are the official languages of the Territories and have equality of status and equal rights and privileges as to their use in all institutions of the Legislative Assembly and government of the Territories.

Advancement of status and use

(2) Nothing in this Ordinance limits the authority of the Commissioner in Council to advance the equality of status or use of English and French.

Proceedings of Legislative Assembly

10. Everyone has the right to use English or French in any debates and other proceedings of the Legislative Assembly.

Ordinances, records and journals

11.(1) Ordinances of the Commissioner in Council and records and journals of the Legislative Assembly shall be printed and published in English and French and both language versions are equally authoritative.

Enactment

(2) For greater certainty, Ordinances of the Commissioner in Council may be enacted in either of the official languages.

Clerk's approval (3) Notwithstanding subsection (1), where an Ordinance of the Commissioner in Council is enacted in one official language, the version of the Ordinance in the other official language is not authoritative until it has been approved by the Clerk of the Legislative Assembly.

Proceedings in courts 12. Either English or French may be used by any person in, or in any pleading in or process issuing from, any court established by the Commissioner in Council.

Communication by public with institutions of Territories 13. Any member of the public in the Territories has the right to communicate with, and to receive available services from, any head or central office of an institution of the Legislative Assembly or the government of the Territories in English or French, and has the same right with respect to any other office of any such institution where
(a) there is a significant demand for communications with and services from that office in any such language; or
(b) due to the nature of the office, it is reasonable that communications with and services from that office be available in both English and French.

Interpretation 14.(1) In this section, "Gazette" means the Northwest Territories Gazette authorized pursuant to the Public Printing Ordinance.

Publication in Gazette (2) Any Ordinance, and any rule, order, regulation, by-law or proclamation required by or under the authority of an Ordinance to be published in the Gazette is of no force or effect if it is not published in the Gazette in both official languages.

Status of previous legislation (3) Any Ordinance, and any rule, order, regulation, by-law or proclamation required by or under the authority of an Ordinance to be published in the Gazette that is made before the coming into force of this section, is of no force or effect if it is not published in the Gazette in both official languages upon the coming into force of this section.

Idem (4) For greater certainty, no Ordinance, rule, order, regulation, by-law or proclamation made before the coming into force of this section is without force or effect by reason only of its having been published in only one official language.

Authority
to defer
or suspend
immediate
application
of Part II

15.(1) Where it is established to the satisfaction of the Commissioner that

- (a) the application of any provision of this Part to any department or other institution of the Legislative Assembly or government of the Territories (hereinafter in this section called an "authority") or in respect of any service provided or made available by it
 - (i) would unduly prejudice the interests of the public served by the authority,
 - (ii) would be seriously detrimental to the good government of the authority, employer and employee relations or the effective management of its affairs, or
 - (iii) is not warranted by reason of the number of persons involved; or
- (b) it would be in the interests of the orderly implementation of this Part,

the Commissioner may by order defer or suspend the application of any such provision to the authority or in respect of any such service for such period as the Commissioner deems necessary or expedient.

Terms of
order and
directions

(2) Any order made under this section may contain such directions and be subject to such terms and conditions as the Commissioner deems appropriate to ensure the earliest possible application of any deferred or suspended provision provided for in the order, and in addition may prescribe different periods for different operations carried on or services performed or made available by the authority, to or in respect of which the application of any such provision is deferred or suspended.

Order to be
laid before
Legislative
Assembly

(3) A copy of any order made under this section, together with a report on the order by the Commissioner setting forth concisely the reasons for its making, shall be laid before the Legislative Assembly within fifteen days after the making of the order or, if the Legislative Assembly is not then sitting, on any of the first fifteen days that the Legislative Assembly is next sitting.

Aboriginal
languages
not affected

16. Nothing in this Part shall be construed as preventing the Commissioner, the Commissioner in Council or the government of the Territories from granting rights in respect of, or providing services in, any aboriginal language.

PART III

MISCELLANEOUS

Regulations 17. The Commissioner, upon the recommendation of the Executive Member, may make regulations

- (a) respecting any matter that he deems necessary to implement section 12;
- (b) as he deems necessary for carrying out the purposes and provisions of this Ordinance.

Coming into force 18.(1) The provisions of this Ordinance, other than sections 10, 11, 12, 13 and 14, shall come into force on a day to be fixed by order of the Commissioner.

Idem (2) Section 10 shall come into force three years after the day fixed by order of the Commissioner under subsection (1).

Idem (3) Sections 11, 12, 13 and 14 shall come into force five years after the day fixed by order of the Commissioner under subsection (1).

1. G N W T B R I E F

Enhancement of Native Language Services

ENHANCEMENT OF NATIVE LANGUAGE SERVICES

Objective

To enable Northern residents of aboriginal descent to communicate and receive services from the Government of the Northwest Territories in a manner and language to which they are accustomed.

Policy Goals

- 1) To increase translation/interpretation services provided by the GNWT to allow improved access to public services (to) native people whose first language is not English. ✓
- 2) To increase GNWT capability to train native people as interpreters/translators. ✓
- 3) To increase employment of bilingual northerners within the public service. ✓
- 4) To conduct research necessary to develop languages to a standard where they can be recognized as official working languages. ✓

Decision(s) Required

- 1) Assuming the Federal Government meets its commitment to provide funds to enhance native language services in the N.W.T., it is recommended:
 - a) That a G.N.W.T. Ministerial Task Force be commissioned to recommend to Executive Council on the implementation of a long term strategy to develop the native languages and to introduce aboriginal languages as the working languages of the G.N.W.T.
 - b) That the G.N.W.T. accelerate training of interpreters/trainers to improve access to Public Services by native people whose first language is not English.
 - c) That beginning immediately, a feasibility study be conducted on the development of a school of aboriginal languages with Eastern and Western Campuses to provide native language training to meet demands for:
 - i) Bilingual teachers.
 - ii) Interpreter/translators.
 - iii) Language specialists in a variety of fields (medical, courts, Legislative Assembly).
 - iv) Language training for public servants.

- d) That as qualified interpreter/translators become available, first priority be given to enhancing services provided to those individuals who are least able to access available Public Services for themselves, such as, the aged, the ill and infirmed, the poorly educated, and the destitute and that a second priority be given to improving communication to the public to promote health and safety.
- e) That current programs designed to develop and enrich the native languages be continued and enhanced.

① Importance of English -

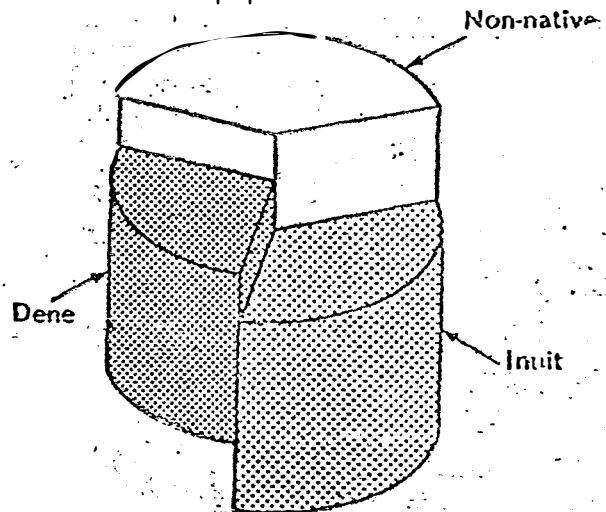
Considerations

Composition of the N.W.T. Population

The Northwest Territories is the only jurisdiction in Canada where the native people are in a majority. This majority is reflected in the composition of the Legislative Assembly and in the demand for Public Services. Figure 1 illustrates the breakdown of the population into the three major Ethnic Groups.

Ethnicity

	June 1981	
	(no.)	(%)
All Groups	45 537	100.0
Native	26 430	58.0
Dene	10 520	23.1
Inuit	15 910	34.9
Non-Native	19 107	42.0



(Excludes population in institutions.)

The two major native groups: the Inuit and Dene include a number of sub-groups. In the case of the Dene, there are five distinct language groups (Dogrib, South Slavey, North Slavey, Chipewyan, and Loucheux) and in the case of the Inuit two, Inuvialuktun and Inuktitut.

SIX - include CREE

Bill 9.84(2) refer to Inuktitut only & Dux DENE!

Government as on Employer

Representation of Native People within the Public Service

1981 Census Statistics indicate (see Appendix A) that throughout the N.W.T. approximately 58% of the total native population speak an indigenous language at home. Furthermore, many of these people (41%) do not speak any English at all.

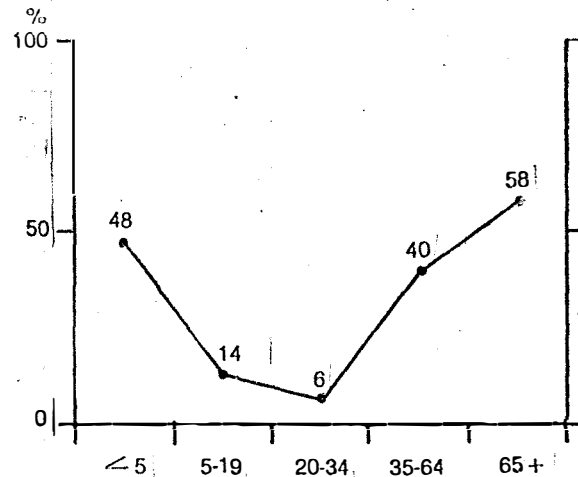
I'm surprised at the low percentage

1000 Approx

PERCENTAGE OF NATIVE PEOPLE WHO SPEAK NEITHER ENGLISH NOR FRENCH BY REGION AND AGE GROUP Northwest Territories

At the present time, 32% of the Public Service is of native ancestry. (See Appendix 2) The GNWT's priority on employment of native people is reflected to greater degree in the regions: Baffin (47%), Keewatin (53%), Kitikmeot (43%), Fort Smith (17%) and in Inuvik (23%).

The employment statistics indicate that a unilingual native person has very little chance of securing employment.



Government as a Communicator

The lack of native language communication practices has necessitated an audio-visual approach to public communication in the Dene languages. The approach is based on the findings of a "Dene Language Information Review", in which two thirds of the respondents said they had not received sufficient information of government programs, and what they had received was not easy to understand or read.

Furthermore Dene respondents felt that the best medium for disseminating general information was the radio and, for more detailed information, audio-visual methods.

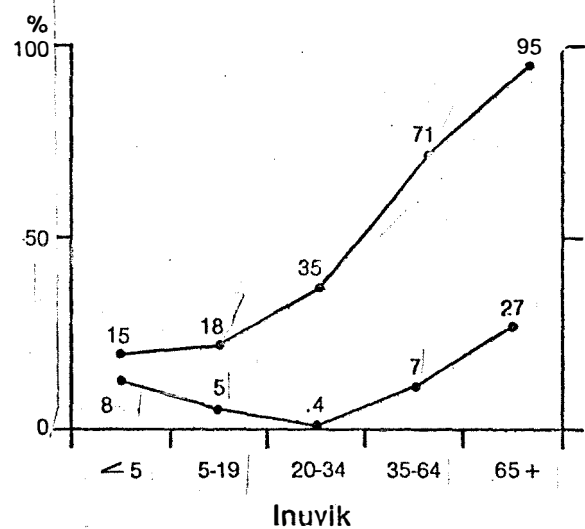
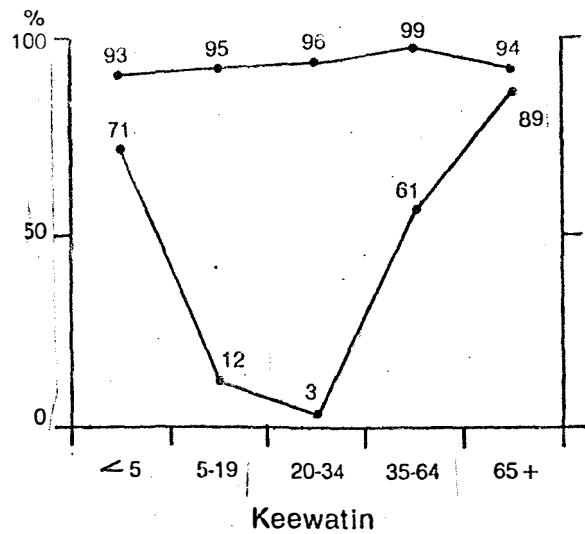
Of greater importance, however, is the need for more effective communication in delivering services offered by government departments. In light of the fact that the native population who do not speak English, are in most need of Public Services, provision of services in English only, means that those people do not have equal access to the needed services.

Dramatic Declines in the Use of Indigenous Languages

The high retention rate in the use of indigenous languages among the Inuit who live in the Baffin and Keewatin regions is in contrast to the Dene and Inuvialuit who have experienced dramatic declines in their use of native languages over just one or two generations.

The contrast is illustrated in the accompanying figures. Appendix C provides a detailed breakdown for all regions. Without benefit of a detailed study, the difference may be partially explained by the language of instruction in the schools. For example in all Keewatin schools the language of instruction is Inuktitut, at least up to K-3, while only one community, Fort Franklin provides native language instruction.

Furthermore to counter the argument that the decline of native language use is irreversible, the Keewatin region example shows that it is possible for both English and a native language to co-exist. Another example in the western arctic is in the community of Rae. However, unless the trend is reversed, the native languages could be lost forever in the North.



Source: Statistics Canada 1981 Census

1. % of native people whose mother tongue is a native language
2. % of native people who speak neither English or French.

Source: Statistics Canada 1981 Census

Lack of Qualified Teachers Who are Fluent in a Native Language

As indicated above, one of the primary factors in influencing the retention or decline in the use of native languages is the education system. This was pointed out by 40% of respondents to the Dene Language Information Review (1984), who suggested that teaching

language and culture as part of the school curriculum was necessary to preserve the Dene language and culture. The lack of an adequate supply of trained native teachers seriously limits any attempts to address this problem. This is illustrated by the fact that in 1980-81, only 5% of the 740 teachers in the NWT were graduates of the Northwest Territories' teacher education program. Attempts at changing this are hampered by a lack of materials and curricula in the native languages. Despite significant progress in developing curriculum specialists fluent in a native language, they are in extreme short supply. The GNWT has developed a field-based native language program which will provide material that can be used to develop native language curriculum, however the funds allocated to this program will expire by the end of FY 1984/85.

Native People and the Law

While considerable attention has been given to the effects on the Legal System resulting from the passage of the Canadian Charter of Rights, in the N.W.T. the inability to provide translation and interpreting services to the courts is seen as a denial to the rights of the aboriginal people to a fair hearing. The denial of these rights, as guaranteed by the Charter of Rights, is a source of grave concern to the judiciary and others connected with the system of Justice in the N.W.T.

Currently, the GNWT does not have the capability to support full-time interpreters for the courts. Court interpreters are therefore usually selected from the community in which the court is sitting. This has proven to be unsatisfactory for a number of reasons but mainly because interpreters are untrained and do not understand the court process.

Public Support for Enhanced Native Language Services in the NWT

MLAs and native groups (see resolutions passed at recent meetings in Appendix D) speaking on behalf of their constituents have all made public statements in support of the increased use of native languages within the GNWT. Failure of the GNWT to respond to these sentiments in light of the intention to introduce french as an official language of the N.W.T. will seriously undermine the credibility of both the Federal and the Territorial Governments.

Division of the Territories

While the G.N.W.T. has been attempting to correct the problem with its meagre resources, one of the factors that has influenced the strong support among native peoples of the NWT to divide the territories is because of what is seen as erosion of the indigenous languages and culture. It is felt that smaller administrative districts will allow the respective governments to be more culturally attuned and to communicate in the native languages.

Financial Implications

FINANCIAL REQUIREMENTS (FOR DETAIL REFER TO APPENDIX E)

Goal 1 To increase translator/interpreter Services

<u>Description of Enhancement</u>	<u>Present requirements</u>		<u>Future requirements</u>	
	<u>FY 1984/85-1985/86</u>	<u>\$(000) PYs</u>	<u>FY 1985/86 +</u>	<u>\$(000) PYs</u>
Internal GNWT Translation	1,527.0	55	2,714.0	55
Interpreter training	<u>150.0</u>	<u>—</u>	<u>150.0</u>	<u>—</u>
Sub Total	1,677.0	55	2,864.0	55
Priority Program				
Legal System	1,275.0	9	1,275.0	9
Health	<u>292.0</u>	<u>8</u>	<u>292.0</u>	<u>8</u>
Sub Total	<u>1,567.0</u>	<u>17</u>	<u>1,567.0</u>	<u>17</u>
Goal # 1 Total	<u>3,244.0</u>	<u>72</u>	<u>4,431.0</u>	<u>72</u>

Goal 2 To increase GNWT capability to train native people

Program Development/delivery				
Indigenous language	1,300.0		1,970.0	5
School of aboriginal languages	35.0		700.0	7
Classroom Assistants	250.0	5	500.0	10
Language Commissions			200.0	
In service teachers			100.0	
Master teachers (bonus)			15.0	
Teacher Education			<u>650.0</u>	<u>4</u>
Goal # 2 Total	<u>1,585.0</u>	<u>5</u>	<u>4,135.0</u>	<u>26</u>

FINANCIAL REQUIREMENTS (FOR DETAIL REFER TO APPENDIX E)

Goal # 3 To increase employment of bilingual Northerners

<u>Description of Enhancement</u>	<u>Present requirements</u> FY 1984/85-1985/86		<u>Future requirements</u> FY 1986/87 + 89/90	
	<u>\$(000)</u>	<u>PYs</u>	<u>\$(000)</u>	<u>PYs</u>
Staff training	1,039.0		1,039.0	
- bilingual northerners in other skill areas				
- native language proficiency	250.0	2	250.0	2
Language Promotion	492.0		492.0	
Public Information (Schools)	—	—	215.0	—
Goal # 3 Total	<u>1,781.0</u>	<u>2</u>	<u>1,781.0</u>	<u>2</u>

Goal # 4 to conduct Language Research

1) Ministerial Task Force	286.0	4		
2) language proficiency one assessment			200.0	
3) Research methods of instruction	5.0		100.0	
4) TEP Assessment	<u>75.0</u>	<u>1</u>	<u>75.0</u>	<u>1</u>
Goal # 4 Total	<u>366.0</u>	<u>5</u>	<u>375.0</u>	<u>1</u>
TOTAL	6,976.0	84	10,723.0	101

Inclusive?

Detailed capital & support				
Capital: Language Bureau	200.0			
Community Libraries	75.0			
Legislative Assembly	<u>59.0</u>			
Total Capital	354.0			
Support: Printing documents and forms	1,092.0	6	1917.0	13
Accommodation (lease)	<u>141.0</u>	—	<u>169.5</u>	—
Total Support	1,233.0	6	2,086.5	13

Conclusions

- 1) The continued support of the GNWT as the legitimate representative of native northern residents is inexorably tied to the ability of the GNWT to provide access to public services in keeping with language and customs of native people.
- 2) Despite the strong priority placed on native language development and use within the GNWT, the ability of the GNWT to meet these demands is extremely constrained by the short supply of qualified native people who are able to provide public services directly to the public or act as interpreters/translators for those employees who are not fluent in a native language.
- 3) In the long term, it is preferable to have a fluently bilingual public service. However, there will always be a requirement for interpreters/translators who are able to act as intermediaries between the Northern governmental and other government and private agencies in Canada.
- 4) A long term strategy to make the optimal use of trained bilingual northerners will be needed to ensure effective use of existing resources.
- 5) Ultimately, it will be the native people themselves who will determine if the native languages will survive.
- 6) Unilingual English employees who have taken jobs in the North should be given an opportunity to become fluent in a native language.
- 7) All services now provided by the GNWT should be assessed to determine what barriers exist which may prevent the provision of these services to native people who do not speak English.

Priorities

- 1) The GNWT, in consultation with the people of the N.W.T., should decide on the appropriate objectives, priorities and plans for making the native languages the working languages of the north.
- 2) Beginning immediately, the priority must be accelerated in the area of increasing the supply of qualified employees who speak a native language in the public service.
- 3) In the placement of interpreters/translators, a priority should be given to those services provided to unilingual native people who are least able to access these services, the aged, the uneducated and the infirmed.

- 4) Independent agencies such as the Athabaskan Steering Committee and Inuit Cultural Institute should be given the resources and the mandate to monitor implementation of language services and to advise government accordingly.
- 5) That the T.E.P. particularly the field-based component, be expanded to increase the number of trained northern teachers. The highest priority should be given to expanding the native language instruction in the elementary grades.
- 6) That the field-based language program be continued to record the verbal history of the native people of the N.W.T. which is primarily retained by the elders.

2. APPENDICES

A P P E N D I X A

Language Tables

A TABLE 1

MOTHER TONGUE OF NATIVE & NON NATIVE POPULATION

	<u>TOTAL</u>	<u>ENGLISH</u>	<u>FRENCH</u>	<u>TOTAL INDIGENOUS</u>	<u>DENE</u>	<u>INUKTIUIT</u>
<u>N.W.T.</u>						
Total	45,535	24,650	1,230	18,075 (40%)	4,900 (11%)	13,175 (29%)
Non Native	19,110	16,405	1,115	—	—	—
Native	26,430	8,245	115	18,075 (68%)	4,900 (19%)	13,175 (50%)
<u>Baffin</u>						
Total	8,300	1,215	180	6,825 (82%)	—	6,825 (82%)
Non Native	1,325	1,090	170	—	—	—
Native	6,970	125	15	6,825 (98%)	—	6,825 (98%)
<u>Keewatin</u>						
Total	4,310	580	30	3,675 (85%)	—	3,675 (85%)
Non Native	470	415	25	—	—	—
Native	3,845	165	—	3,675 (96%)	—	3,675 (96%)
<u>Kitikmeot</u>						
Total	3,245	1,155	5	2,065 (64%)	—	2,065 (64%)
Non Native	345	325	5	—	—	—
Native	2,895	830	0	2,065 (71%)	—	2,065 (71%)
<u>Inuvik</u>						
Total	7,430	5,375	175	1,725 (23%)	1,180 (16%)	545 (7%)
Non Native	2,650	2,325	170	—	—	—
Native	4,780	3,050	5	1,725 (36%)	1,180 (25%)	545 (11%)
<u>Fort Smith</u>						
Total	22,255	16,325	845	3,770 (17%)	3,700 (17%)	70
Non Native	14,315	12,255	740	—	—	—
Native	7,940	4,070	95	3,770 (47%)	3,700 (47%)	70

Source: 1981 Census of Canada
All numbers random rounded.

A TABLE 2

LANGUAGE SPOKEN MOST OFTEN AT HOME

		<u>POPULATION</u>	<u>ENGLISH</u>	<u>FRENCH</u>	<u>TOTAL INDIGENOUS</u>	<u>INUKTITUT</u>	<u>DENE</u>
<u>N.W.T.</u>	Total	45,540	28,945 (64%)	630 (1%)	15,455 (34%)	11,970 (26%)	3,485 (8%)
	Non Native	19,110	18,025	575		10	5
	Native	26,430	10,925	50	15,370 (58%)	11,960	3,410
<u>Baffin</u>	Total	8,300	1,425 (17%)	140 (2%)	6,715 (81%)	6,715 (81%)	—
	Non Native	1,330	1,170	135		10	—
	Native	6,970	255	5	6,710 (96%)	6,710	—
<u>Keewatin</u>	Total	4,315	795 (18%)	10 (.2%)	3,505 (81%)	3,505 (81%)	—
	Non Native	465	450	10		5	—
	Native	3,850	345	—	3,505 (91%)	3,505	—
<u>Kitikmeot</u>	Total	3,240	1,735 (53%)	5 (-)	1,505 (46%)	1,505 (46%)	—
	Non Native	340	340	—		5	—
	Native	2,900	1,390	—	1,500 (52%)	1,500	—
<u>Inuvik</u>	Total	7,430	6,220 (84%)	100 (1%)	1,080 (15%)	230 (5%)	850 (11%)
	Non Native	2,650	2,530	100		—	—
	Native	4,780	3,695	—	1,080 (23%)	230	850
<u>Fort Smith</u>	Total	22,255	18,765 (84%)	375 (2%)	2,655 (12%)	20 (-)	2,635 (12%)
	Non Native	14,315	13,530	330		—	5
	Native	7,940	5,235	40	2,655 (33%)	20	2,635

Note: Dene language includes Athapaskan languages and other Indian languages.

Source: 1981 Census of Canada
All numbers random rounded.

ABILITY TO CONVERSE IN ENGLISH OR FRENCH

		<u>POPULATION</u>	<u>ENGLISH</u>	<u>FRENCH</u>	<u>ENGLISH AND FRENCH</u>	<u>NEITHER ENGLISH NOR FRENCH</u>
<u>N.W.T.</u>	Total	45,540	36,380 (80%)	60 (.1%)	2,755 (6%)	6,345 (14%)
	Non Native	19,110	16,630	50	2,345	85
	Native	26,430	19,750	10	405	6,265 (24%)
<u>Baffin</u>	Total	8,300	4,745 (57%)	15 (.2%)	405 (5%)	3,135 (38%)
	Non Native	1,330	945	15	365	—
	Native	6,970	3,795	5	40	3,130 (45%)
<u>Keewatin</u>	Total	4,315	3,090 (72%)	5 (.1%)	75 (2%)	1,145 (27%)
	Non Native	465	395	5	70	—
	Native	3,850	2,695	5	5	1,145 (30%)
<u>Kitikmeot</u>	Total	3,240	2,370 (73%)	—	50 (2%)	825 (25%)
	Non Native	340	305	—	35	—
	Native	2,900	2,065	—	5	825 (28%)
<u>Inuvik</u>	Total	7,430	6,775 (91%)	15 (.2%)	380 (5%)	265 (4%)
	Non Native	2,650	2,295	5	345	5
	Native	4,780	4,480	5	35	260 (5%)
<u>Fort Smith</u>	Total	22,255	19,405 (87%)	30 (.1%)	1,845 (8%)	975 (4%)
	Non Native	14,315	12,685	25	1,530	80
	Native	7,940	6,715	—	315	895 (11%)

Source:

1981 Census of Canada
All numbers random rounded.

A TABLE 4

**LANGUAGE AND LANGUAGE USAGE FOR NATIVE PERSONS
PERCENTAGES BY REGION**

	<u>Native Mother Tongue (%)</u>	<u>Native Home Language (%)</u>	<u>Native Home Language For those with Native Mother Tongue (%)</u>
N.W.T.	68	58	84
Baffin	98	96	98
Keewatin	96	91	94
Kitikmeot	71	52	71
Inuvik	36	23	59
Fort Smith	47	33	67

Source: Statistics Canada 1981 Census

A P P E N D I X B

Comparisons of GNWT Employees to NWT Population

**REGIONAL COMPARISON OF NATIVE LANGUAGE/ENGLISH LANGUAGE SPEAKERS TO
GNWT EMPLOYEES WHO ARE NATIVE LANGUAGE/ENGLISH LANGUAGE SPEAKERS**

	Total Population	GNWT Employees	Total Native/English Speakers(%)	GNWT Native/English Speakers (%)
N.W.T.	45540	3420	11800 (26%)	580 (17%)
Baffin	8300	510	3690 (44%)	177 (35%)
<u>Keewatin</u>	4315	232	2530 (59%)	112 (48%)
<u>Kitikmeot</u>	3240	185	1240 (38%)	68 (37%)
Inuvik	7430	347	2875 (13%)	66 (19%)
<u>Fort Smith</u>	22255	648*	1460 (20%)	107 (16%)

Source: 1981 Statistics Canada Census and GNWT Dept. of Personnel.

Note*: Fort Smith does not include Headquarters data.

**REGIONAL COMPARISON OF NATIVE POPULATION AND UNILINGUAL NATIVE SPEAKERS
TO G.N.W.T. NATIVE EMPLOYEES AND UNILINGUAL NATIVE SPEAKERS**

	Total Population	GNWT Employees	Total Native Population (%)	Total Native Employees (%)	Total Unilingual Native Speakers (%)	GNWT Unilingual Native Speakers (%)
N.W.T.	45540	3420	26430 (58%)	693 (20%)	6265 (24%)	88 (3%)
<u>Baffin</u>	8300	510	6970 (84%)	238 (47%)	3130 (45%)	61 (12%)
Keewatin	4315	232	3850 (89%)	124 (53%)	1145 (30%)	12 (5%)
<u>Kitikmeot</u>	3240	185	2900 (90%)	90 (49%)	825 (28%)	12 (6%)
Inuvik	7430	347	4780 (36%)	60 (19%)	260 (5%)	0 (-)
Fort Smith	22255	648*	7940 (64%)	110 (17%)	895 (11%)	3 (.5%)

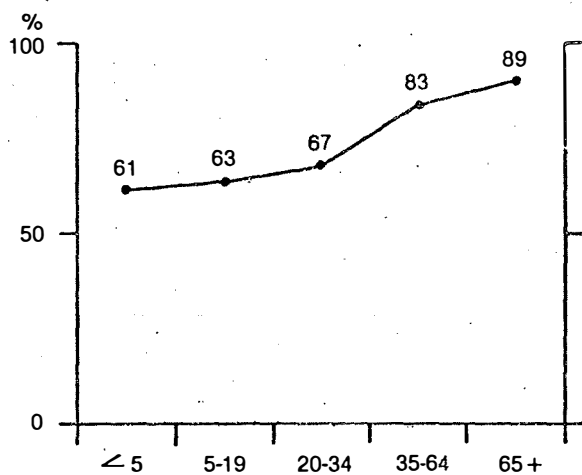
Source: 1981 Statistics Canada Census and GNWT Dept. of Personnel.

Note*: Fort Smith does not include Headquarters data.

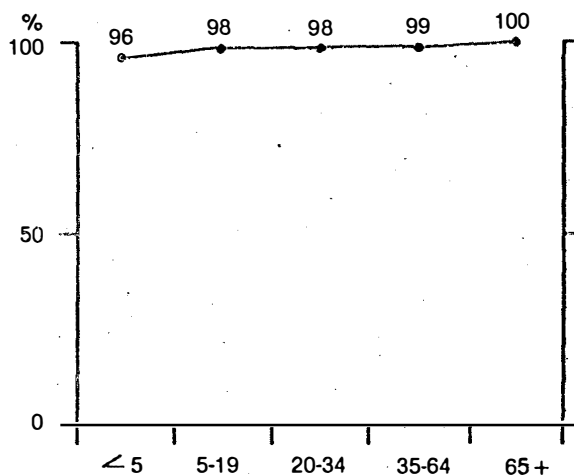
A P P E N D I X C

Graphs illustrating language by Region and Age

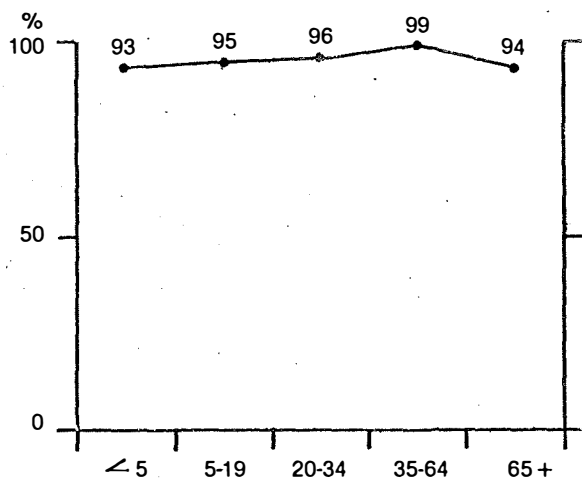
FIGURE II
**Percentage of Native People whose Mother Tongue
 Is a Native Language by Region and Age Group**



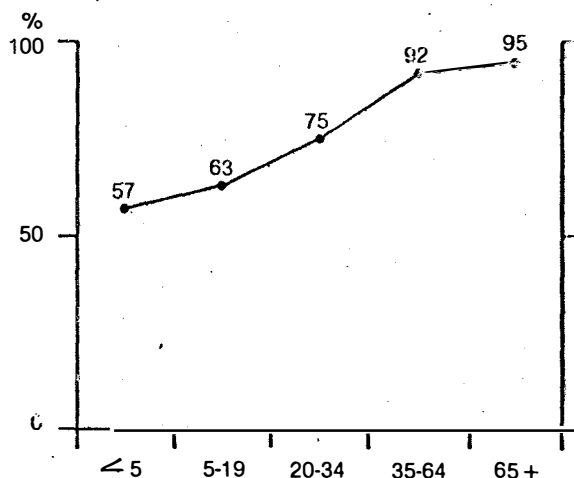
Northwest Territories



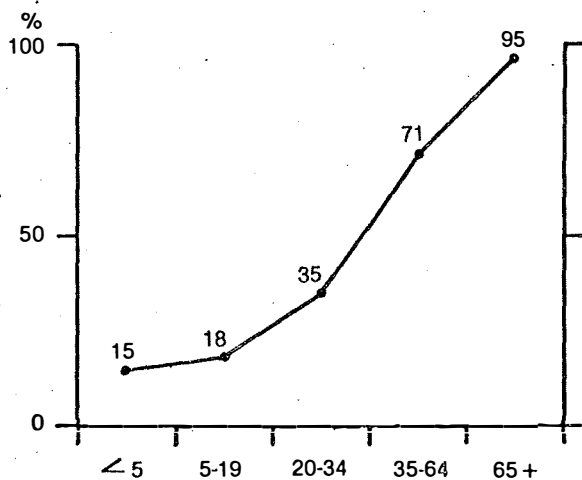
Baffin



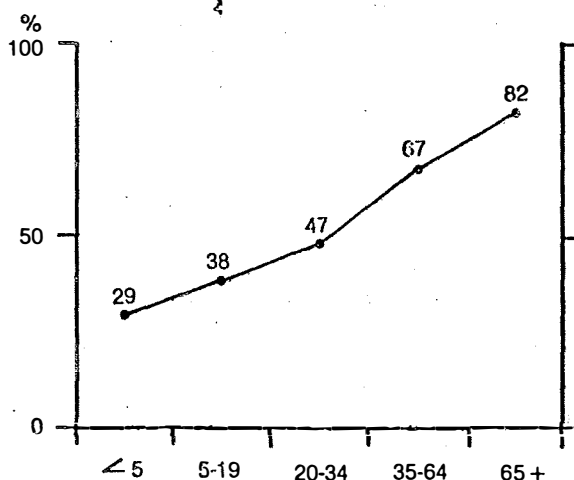
Keewatin



Kitikmeot



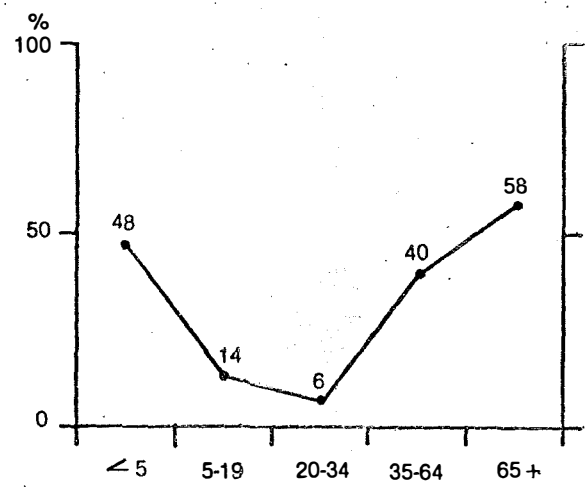
Inuvik



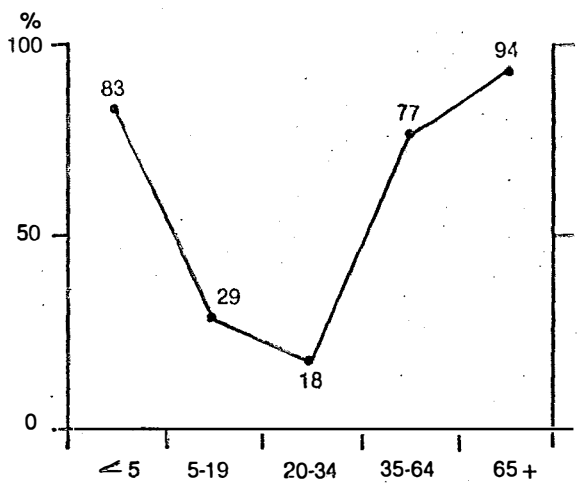
Fort Smith

Source: Statistics Canada 1981 Census

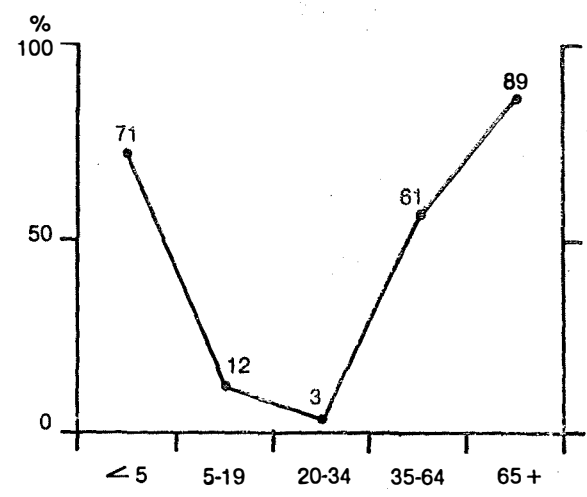
Percentage of Native People who Speak neither English nor French by Region and Age Group



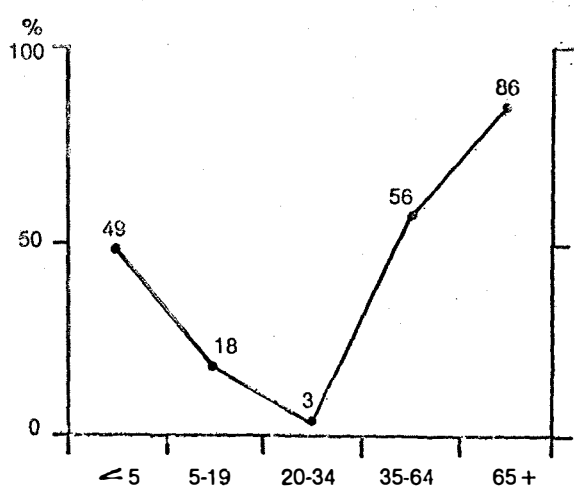
Northwest Territories



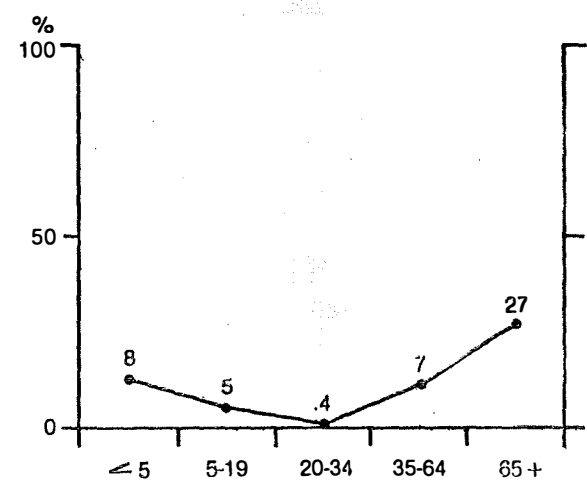
Baffin



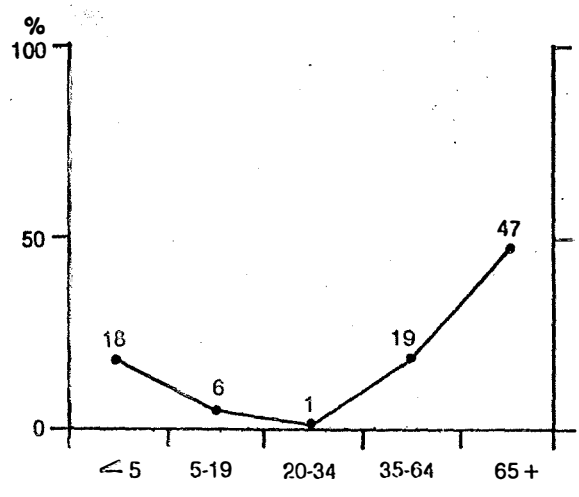
Keewatin



Kitikmeot



Inuvik

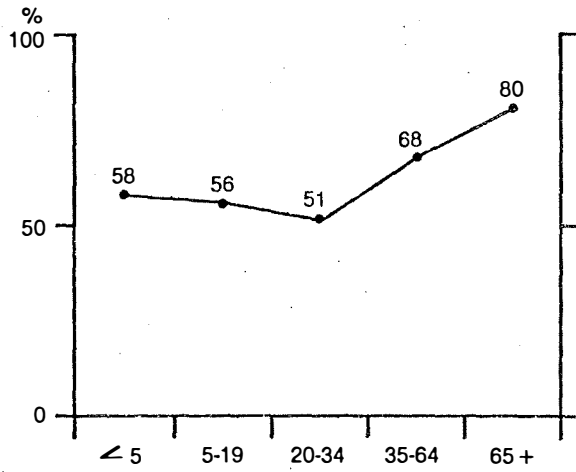


Fort Smith

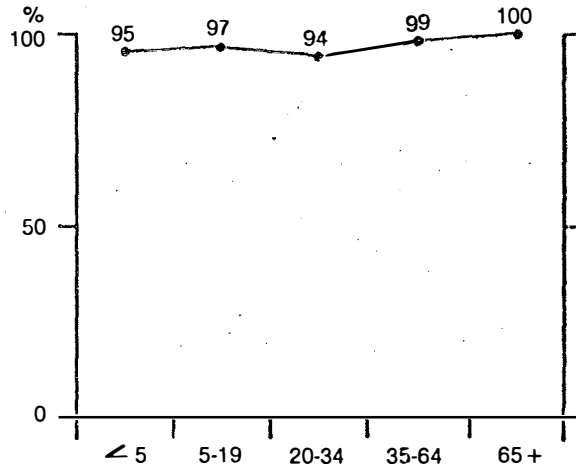
Source: Statistics Canada 1981 Census

FIGURE 3

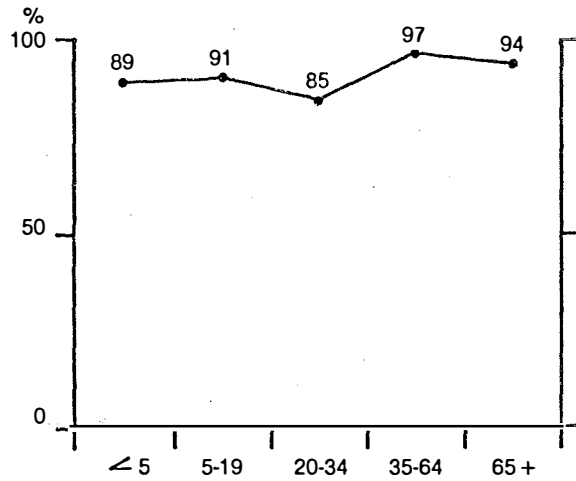
Percentage of Native People whose Home Language Is a Native Language by Region and Age Group



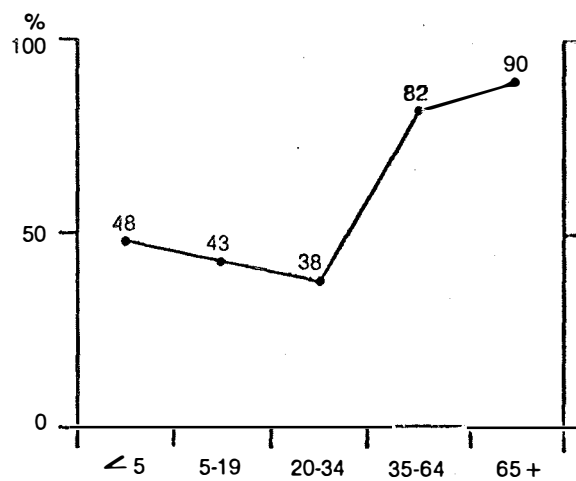
Northwest Territories



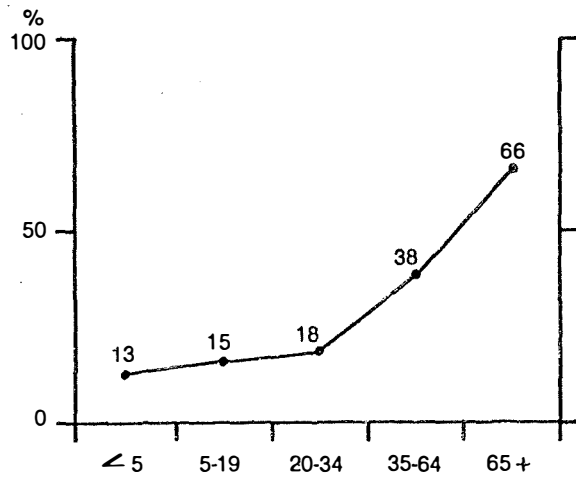
Baffin



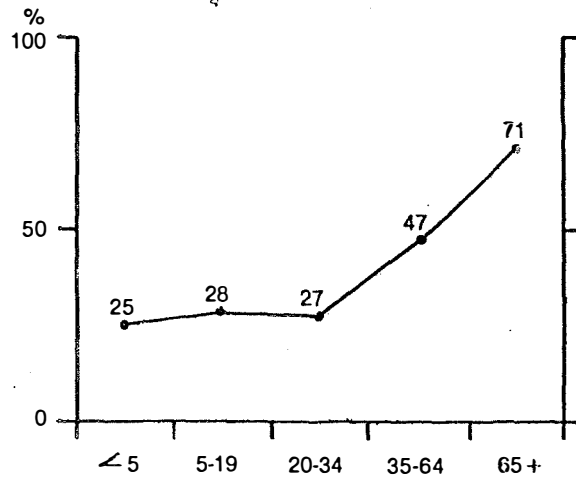
Keewatin



Kitikmeot



Inuvik

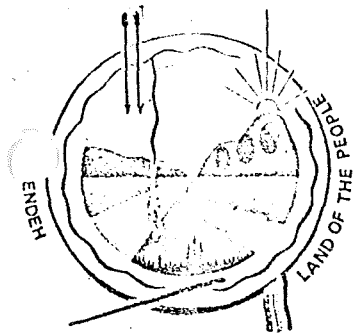


Fort Smith

Source: Statistics Canada 1981 Census

A P P E N D I X D

Comments from Dene Nation and Inuit Cultural Institute



DENE NATION
DENENDEH NATIONAL OFFICE

P.O. Box 2338
Yellowknife, N.W.T.
X1A 2P7

Phone: 873-4081
Telex: 034-45556

April 19, 1984

The Honourable Nick Sibbeston,
Minister of Culture
Government of the Northwest Territories
Yellowknife, NWT
X1A 2L9

Dear Mr. Minister:

Re: Dene Languages & GNWT Position on
Official & Minority Languages


Thank-you for your letter dated April 10, 1984 regarding the development of a GNWT position/policy on language.

At our recent leadership meeting held in Fort Good Hope, from April 11-16, 1984 the Dene leadership had an opportunity to fully discuss the plans of the GNWT to develop a position on language and the recent announcement made by the Minister of Indian and Northern Affairs regarding a policy of bilingualism for the north.

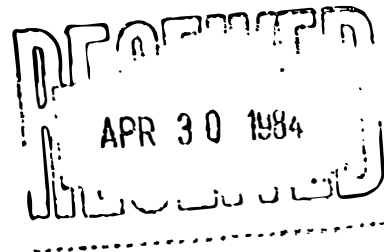
Attached is a copy of the resolution passed unanimously by the Dene leaders suggesting that the Legislative Assembly should introduce legislation recognizing the indigenous languages of the Dene as official languages in the N.W.T. and requesting financial resources and program implementation to support the establishment of Dene languages as working languages in the N.W.T.

We trust that this illustrates quite clearly what the position of the Dene Nation is in regards to language or any policy which may be developed in relation to Dene languages.

In friendship


Stephen Kakfwi
President

c.c. All GNWT MLA's
Rene Lamothe, Ministry of Culture
ITC
COPE



LEADERSHIP MEETING
FORT GOOD HOPE, N.W.T.

APRIL 11-16, 1984

WHEREAS the Leadership of the Dene Nation believes that the culture of indigenous peoples is intimately bound with their traditional languages and has been so since time immemorial;

AND WHEREAS the Leadership of the Dene Nation believes deeply that survival of our indigenous culture and way of life depends on the survival of traditional languages;

AND WHEREAS the Leadership of the Dene Nation believes that indigenous peoples have a fundamental right to protect and develop their way of life;

AND WHEREAS the indigenous population in the Northwest Territories is in the majority;

AND WHEREAS John Munro, Minister of DIAND has introduced a Bill in the Parliament of Canada which would unilaterally impose the French language on the people of the N.W.T.;

BE IT RESOLVED THAT the Legislative Assembly of the N.W.T. introduce legislation to recognize the indigenous languages of the Dene as official languages of the N.W.T.;

BE IT FURTHER RESOLVED THAT the Executive of the Dene Nation pressure the Government of the Northwest Territories to commit funds and resources for the continuation of existing indigenous language programs and to ensure their further development and expansion;

BE IT FURTHER RESOLVED THAT the Government of Canada and the Government of the N.W.T. initiate policies and programs within their respective Governments that acknowledge and support the indigenous cultures of the North;

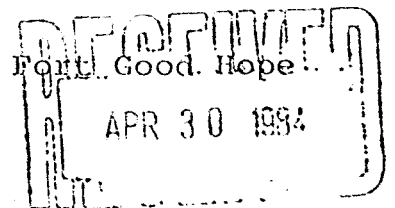
BE IT FURTHER RESOLVED THAT the Government of Canada and the Government of the N.W.T. introduce the indigenous languages of the North in an official capacity in the work-place, the courts, and the schools.

MOVED BY: Chief Jim Thom, Fort Providence

SECONDED BY: Frank T'Sellie, Regional Chief, Fort Good Hope.

PASSED UNANIMOUSLY

April 15, 1984



Inuit Cultural Institute Motion 1/84

Rene Hamithu

Whereas the Inuktitut language and Inuit Culture are inextricably bound and have existed since time immemorial;

Whereas the Inuit hold as fundamental truth that the demise of Inuktitut as a living and working language forbodes the demise of the Inuit as a people and as a culture;

Whereas Inuktitut currently has one of the largest number of speakers of all native languages in Canada and is prominent in day to day use within the Inuit community;

Whereas Inuktitut must become the language of the workplace, the language of government, the language of education, the language of justice and law if it is to continue to be a viable living language in the Northwest Territories;

Be it resolved that government legislation and policies must continue to be initiated which ensure the viability of Inuktitut in the Northwest Territories and grant to Inuit those same rights which Canadians in other regions of Canada enjoy with respect to daily services in English and French; and any action which is an impediment to the growth and development of Inuktitut as a legally recognized and viable language of daily use in the Northwest Territories is contrary to the goals of Inuit represented by Inuit Cultural Institute.

Moved by: Veronica Curley,

Seconded by: Rhoda Karetak,

Carried Unanimously

Inuit Cultural Institute Annual Assembly,
Eskimo Point, NWT
April 10th, 1984

A P P E N D I X E

Financial Requirements to Enhance Indigenous Language Services

NATIVE LANGUAGE DEVELOPMENT COSTS

(in \$000's)

A TASK FORCE

Current \$	Current 84/85 Enhance- ment	P.Y.s	Ongoing 84/85 Enhance- ment	P.Y.s
---------------	--------------------------------------	-------	--------------------------------------	-------

A. INTERNAL GNWT TRANSLATION COSTS

ADMIN	183	125	4	308	7
EDITING SECTION	-	174	4	174	4
TRAINING SECTION	-	-	-	-	-
DENE, HEADQUARTERS	412	52	1	464	10
DENE, FT. SMITH	-	244	5	244	5
INUK, HEADQUARTERS	259	208	3	467	8
INUK, KEEWATIN	205	97	2	302	6
INUK, BAFFIN	324	94	2	418	8
INUK, KITIKMEOT	96	96	2	192	4
INUVIK	48	96	2	144	3
FR., HEADQUARTERS	-	-	-	-	-
SUB-TOTAL	1,527	1,186	25	2,713	55
SPECIAL PROJECTS					
CAP DEVELOPMENT	-	100	-	100	-
TRAINING ASSIST	-	50	-	50	-
TOTAL O&M	1,527	1,336	25	2,863	55
CAPITAL					
SOUND EQUIP	-	125	-	-	-
INTERPRET EQUIP	-	50	-	-	-
MICRO-COMPUTER	-	25	-	-	-

TOO AMBITIOUS IN Year ONE

NATIVE LANGUAGE DEVELOPMENT COSTS

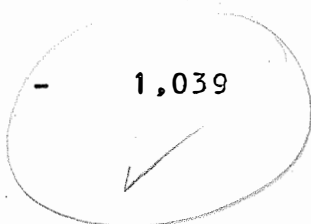
(in \$000's)

	Current \$	Current 84/85 Enhance- ment	P.Y.s	Ongoing 84/85 Enhance- ment	P.Y.s
TOTAL CAPITAL	-	200	-	-	-
SUB-TOTAL	1,527	1,536	25	2,863	55
B. COURTS					

THE COURT SYSTEM					

STAFFING					
SUPERVISOR	-	45	1	45	1
INTERPRETERS	-	304	8	304	8
CONTRACT INTERPRETERS	-	50	-	50	-
EQUIPMENT					
TRANS. UNITS	-	126	-	-	-
TRANS. BOOTHS	-	32	-	-	-
PORT. TRANS. BOOTHS	-	198	-	-	-
TRAVEL & ACCOMMODATION					
SUPERVISOR	-	100	-	100	-
INTERPRETERS	-	400	-	400	-
EQUIP. MAINTENANCE	-	20	-	20	-
SUB-TOTAL	-	1,275	9	919	9
C. STAFF TRAINING					

DEVELOPMENT OF NATIVE BILINGUAL PROFESSIONALS					
	-	1,039	-	1,039	-



NATIVE LANGUAGE DEVELOPMENT COSTS

(in \$000's)

	Current \$	Current 84/85 Enhance- ment	P.Y.s	Ongoing 84/85 Enhance- ment	P.Y.s
TRAIN EXISTING STAFF IN A NATIVE LANGUAGE PROGRAM DEVELOPMENT TRAINING	-	150	2	150	2
	-	100	-	100	-
SUB-TOTAL	-	1,289 ✓	2	1,289	2

D. NATIVE LANGUAGE
TASK FORCE

Move to "A"

COMMITTEE RESEARCH	-	-	-	-	-
CHAIRPERSON	-	-	-	-	-
BOARD MEMBERS	-	96	3	-	3
TRAVEL & ACCOMMODATION	-	80	-	-	-
RESEARCH	-	-	-	-	-
STAFF	-	95	3/4	-	3
PRINTING	-	10	-	-	-
OTHER EXPENSES	-	5	-	-	-
SUB-TOTAL	-	286 500	6 4/5	-	6

E. LANGUAGE PROMOTION

*staff for
development*

COMMUNITY RADIO GRANTS	100	100	-	200	-
PUBLIC AWARENESS	-	50	-	50	-
COMMUNITY LIBRARIES	-	115	-	115	-
ORAL HISTORY	-	227	-	227	-
CAPITAL	-	75	-	-	-
SUBTOTAL	100	567 ✓		592	

Capital ?

*100
200
300
730*

NATIVE LANGUAGE DEVELOPMENT COSTS

(in \$000's)

	Current \$	Current 84/85 Enhance- ment	P.Y.s	Ongoing 84/85 Enhance- ment	P.Y.s
F. EDUCATION PROGRAMS					

PROGRAM DEVELOPMENT					
IND. LANGUAGE PROG	1,200	-	-	1,300	5
REGIONAL CO-ORDINATORS	-	125	3	250	5
TRAVEL&ACCOMODATION	-	110	-	220	-
PLANNING&RESEARCH	-	35	-	100	-
TEP INSTRUCTION	-	-	-	100	-
RESEARCH					
ASSESSMENT OF COMMUNITY					
LANGUAGE BASE	-	-	-	200	-
LANG LEARNING					
RESEARCH	-	50	-	100	-
TEP ASSESSMENT	40	75	1	75	1
TEACHER EDUC(WEST)	-	-	-	650	4
MASTER TEACHER	-	-	-	15	-
IN-SERVICE TRAINING					
SUPERVISORS	-	-	-	100	-
SCHOOL OF LANGUAGES					
WEST	-	-	-	400	4
EAST	-	-	-	300	3
SCHOOL PROGRAM	-	250	5	500	10
PUBLIC INFORMATION	75	-	-	215	5
LANGUAGE COMMISSIONS					
ATHABASKAN	-	-	-	100	-
INUKTITUT	-	-	-	100	-

SUB-TOTAL	1,315	645	9	4,725	37

To do what?

*Research education needs
STO, 1 or 2 P.Y.s*

NATIVE LANGUAGE DEVELOPMENT COSTS

(in \$000's)

	Current \$	Current 84/85 Enhance- ment	P.Y.s	Ongoing 84/85 Enhance- ment	P.Y.s
<u>LEGISLATIVE ASSEMBLY</u>					
<u>CAPITAL ITEMS</u>					
CONSOLES	-	8	-	-	-
BOOTHES	-	28	-	-	-
RECEIVERS	-	10	-	-	-
OTHER	-	13	-	-	-
SUB-TOTAL	-	59	-	-	-
<u>HEALTH NEEDS</u>					
<u>HEALTH PROMOTION</u>					
TRANSLATORS	-	45	1	90	2
TRANSLATE MEDICAL TERMINOLGY	-	22	1	50	1
<u>BAFFIN REGION</u>					
<u>HOSPITAL</u>					
FROBISHER	-	65	1	65	1
MONTREAL	-	70	2	70	2
<u>STANTON YELLOWKNIFE</u>					
<u>HOSPITAL</u>					
HOSPITAL	-	30	1	30	1
DETOX	-	30	1	30	1
WINN. REFERRAL CENTRE	-	30	1	30	1
		292	8	365	9

NATIVE LANGUAGE DEVELOPMENT COSTS

(in \$000's)

	Current \$	Current 84/85 Enhancement	P.Y.s	Ongoing 84/85 Enhancement	P.Y.s
SUB-TOTAL	-	292	8	365	9
TOTAL DIRECT COSTS	2,942	5,949	59	10,753	118

 PROJECTED COSTS RE-
 QUIREMENTS ASSOCIATED
 WITH HIRING AND TRAIN-
 STAFF

CAPITAL

PERSON YEAR
 LEASE COSTS/ACCOMMODATION

141 141 - 169 | -

OTHER SUPPORT COSTS

ADMINISTRATIVE
 SUPPORT
 START-UP PRINTING
 AND PUBLICATION OF
 FORMS

313 592 6 1,217 13
 - 500 - 700 -

INTERNAL 18
 Courts 8
 8
 Health

3 4 1/2

NATIVE INTERPRETERS
 IN VARIOUS LANGUAGES

 where would we find
 them?

3 months

INITIAL COSTS
(START-UP)

7.

85/86

NETIVE LANGUAGE DEVELOPMENT COSTS

3.5 -

12 month

10 month

(in \$000's)

	Current \$	Current 84/85 Enhancement	P.Y.s	Ongoing 84/85 Enhancement	P.Y.s
163 SUB-TOTAL INDIRECT	454	1,233	6	2,086	13
164					
165					
166 TOTAL	3,396	7,182	65	12,833	131

18 months

Consider

5,000,000 - 18 PY

- A. TASK FORCE & Interpuler Corp. enhancement \$ 500 * 5 PY.
- B. INTERNAL Admin Research Planning \$ 500 5 PY.
- C. Court System Planning 200 2 PY.
- D. Language Promotion 700 2 PY.
- E. Education Research & planning 500 * 2 PY.
- F. Health Research & planning 200 2 PY.
- G. on going program Athabasca, ICI 2400 -

A P P E N D I X F

Contents

1. Department of Information
2. Department of Education
3. Court Services
4. Legislative Assembly
5. Department of Health
6. Department of Social Services
7. N.W.T. Prince of Wales Northern Heritage Centre
8. GNWT Libraries
9. Additional Departmental Resources --
Economic Development and Renewable Resources

*Art Smensen,
Duggan
Legal*

**NWT LANGUAGE BUREAU
GOVERNMENT OF THE NORTHWEST TERRITORIES**

INTRODUCTION

With the increasing number and complexity of issues triggered by rapid developments on all fronts (constitutional, political, resource management and development) the Territorial and Federal governments are ^{and will} continue to face a skeptical and more discerning audience.

In addition, this audience (confused and frustrated in its attempt to understand a second language) is expected to grow more fragmented in interests and concerns and causes unless strong and meaningful effort is made to ensure communication takes place in languages that can be understood by a majority of residents in the NWT.

This fact is recognized by the Legislative Assembly of the Northwest Territories and the Executive Council, both of which reflect the population base of the North and both of which have identified the important matter of communication in native languages as a key priority.

The assembly and executive council's intentions are backed by native groups in the NWT and various organizations and committees concerned with preservation of culture, language and lifestyles.

This was the situation before Federal plans were announced to introduce bilingualism in the NWT. Since that announcement, desires and political aspirations of northerners concerning the use, preservation and development of aboriginal languages has, if anything, sharpened.

BACKGROUND

The Department of Information's Language Bureau provides interpreting and translating services in all aboriginal languages of the Northwest Territories.

Those languages include Eastern Inuktitut, Western Inuktitut, Chipewyan, Dogrib, South Slavey, North Slavey and Loucheux. & CREE

The bureau was established in 1972 to facilitate the flow of information and communication between the government administration and the native peoples it served.

Four years after its formation, unilingual Inuktitut members were elected to the Legislative Assembly and the bureau's role of providing simultaneous interpreting and translating services to the House began. An expanded and increasingly active Assembly in later years, the growth of regional councils and rapid acceleration of political and constitutional concerns at all levels in the NWT placed even greater demands on bureau staff.

As a result, a large portion of the Inuktitut interpreter's time had to be re-allocated to provision of essential services to the Assembly, the councils and the consultative process.

Because of this, the bureau has not been able (in recent years) to properly address the equally important area of communicating government programs, services and activities to the northern public in the Inuktitut languages.

Similarly it finds itself in a position where it can only provide services to the courts, hospitals and medical clinics on an 'as time permits' basis.

STRUCTURE

The bureau is made up of Dene and Inuktitut sections and currently operates on a budget of \$1.5 million (84-85). Salaries and benefits amount to \$1,264,000 of this amount and other O&M equals \$263,000.

It is staffed by 30 members. The person years include a chief of the division, a training officer, Athapaskan linguist, Inuktitut linguist, two regional supervisors, 8 Dene and 15 Inuktitut interpreters and one clerk-typist.

The average cost per person year for an interpreter (including benefits) is \$40,000. The unit cost for training interpreters is about \$4,000 per year based on 1983-84 dollars. Average cost, per person year, for a qualified linguist is about \$48,000.

THE DENE SECTION

The bureau's Dene section is currently in a position to provide services in the following languages (numbers in brackets indicate person years):

Chipewyan (2), Dogrib (2), South Slavey (2), North Slavey (1), Loucheux (1).

The Dene section has been in existence for about 18 months. Following an initial six-month training program, members are providing interpreting services to government departments and regional councils, undertaking limited written translations and are becoming heavily involved in production of audio-visual programming on government services, programs and activities in the various Dene languages.

The programs, on video tape, are scheduled to be made available this summer in Dene communities through centralized playback facilities (VCRs and monitors) to be installed by the department. They will also be made available to CBC northern service.

Subject matter of the material produced to date includes programs on housing, income tax for trappers, what it means to be an MLA, senior citizen benefits, work of the Slavey Language Institute, formation of development impact zone groups.

All members of the Dene section currently work out of Yellowknife, travelling to the communities on various interpreting assignments and audio-visual productions.

THE INUKTITUT SECTION

The Inuktitut section has both a headquarters and a regional staff. Their locations are (numbers in brackets indicate person years):

Yellowknife (4), Rankin Inlet (4), Frobisher Bay (6), Cambridge Bay (2).

The Inuktitut section's workload is presently split at roughly 40% interpreting and 60 % translating. Work loads permit for only limited translation of government information materials pertaining to programs, services and activities.

Workloads also prohibit any concentrated effort in respect to special projects such as translation of major legislation (education, liquor, wildlife, etc.), regulations, or (in a meaningful way) Executive Council decisions and priorities.

SUPPORT STAFF

Language Bureau support staff presently consist of a training officer, an Athapaskan linguist, Inuktitut linguist and a clerk-typist.

The role of the training officer is to identify and provide for the training needs of all bureau members according to a recently developed competency-based training program that is now in its last stages of implementation.

Total budget for the training activity is \$95,000 which includes \$48,000 for salary and benefits and \$47,000 in other O&M. Some \$23,000 of the O&M is allocated to travel, \$18,000 towards contract services and \$6,000 for purchased services, materials and supplies.

The linguistic staff serve as resource people to the interpreter-communicators and through individual tutoring and group seminars, upgrade the linguistic levels of bureau members. Additionally, they work with staff in defining native language word equivalents for various English words and expressions.

CURRENT SITUATION

The ability of the Language Bureau to meet client demands (in light of current priority workloads) is low because of limited resources, workspace and facilities.

As a result, essential translations (regulations, finalized legislation, health materials, safety materials, judicial materials, public affairs materials, etc.) that should be undertaken are being set aside.

On both the interpreting and translating side of the service, clients are frequently referred to freelancers, most of whom have little if any training. This process overlooks the degree of skill, training and expertise required to undertake interpreting and translating duties. Lacking this, bilingual persons of any nationality are unable to serve as effective interpreters.

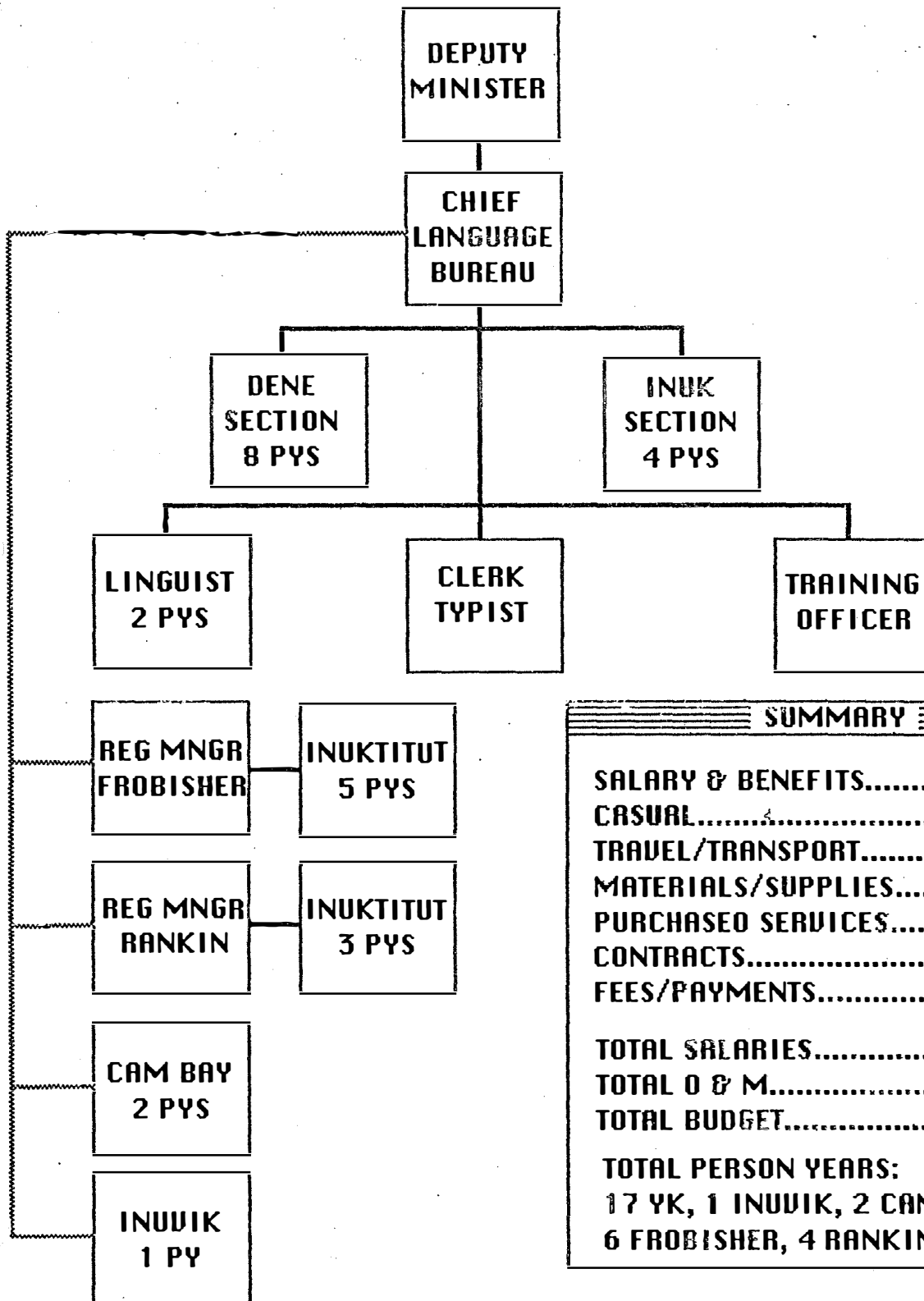
Financial resources in the area of training (\$47,000) are meagre and current workspace leaves two linguistic positions without offices and the Language Bureau without a research/documentation centre or training area.

CONCLUSIONS

A total enhancement of \$1.5 million would place the Language Bureau in a position to provide a respectable level of service (excluding specialized areas such as courts), pending the outcome of a major language review being considered by the Executive Council.

LANGUAGE BUREAU

(1983-84 (EXISTING))

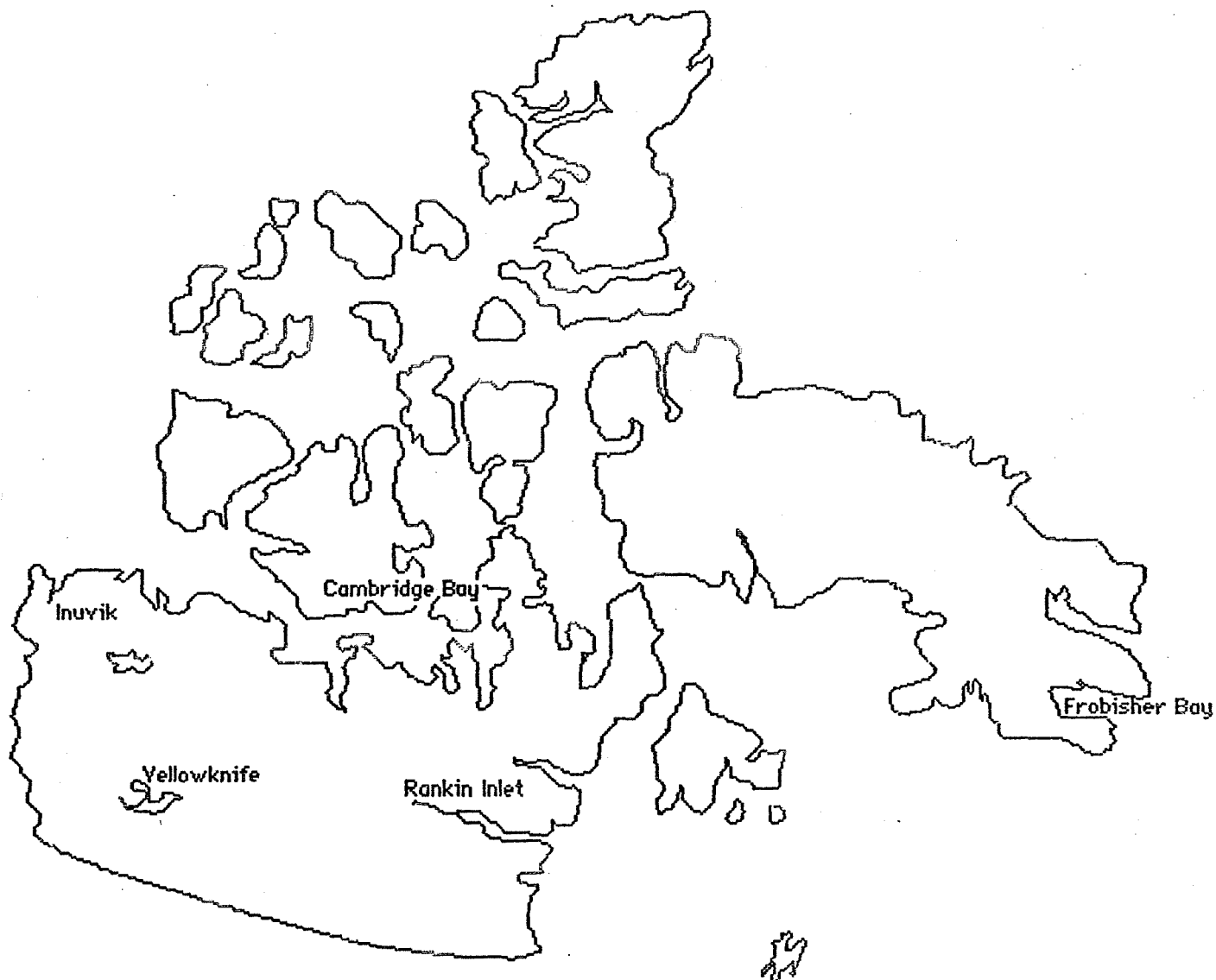


SUMMARY	
SALARY & BENEFITS.....	\$1,243,000
CASUAL.....	\$ 21,000
TRAVEL/TRANSPORT.....	\$ 146,000
MATERIALS/SUPPLIES.....	\$ 39,000
PURCHASED SERVICES.....	\$ 21,000
CONTRACTS.....	\$ 52,000
FEES/PAYMENTS.....	\$ 5,000
TOTAL SALARIES.....	\$1,264,000
TOTAL O & M.....	\$ 263,000
TOTAL BUDGET.....	\$ 1,527,000
TOTAL PERSON YEARS:	
17 YK, 1 INUVIK, 2 CAM BAY,	
6 FROBISHER, 4 RANKIN INLET	

Department of Information

Language Bureau

Regional Offices 1984



Yellowknife	8 Dene, 4 Inuktitut, 5 Administration
Rankin Inlet	4 Inuktitut
Frobisher	5 Inuktitut, 1 Regional Manager
Cambridge	2 Inuktitut
Inuvik	1 Person Year (vacant)

THE ENHANCEMENT
BUDGET DEVELOPMENT

The projections are based on the addition of 25 new person years and include, besides interpreters, the creation of an administrative section, an editing staff, and line managers for both the Dene and Inuktitut sections.

A budget spreadsheet, an organizational chart (depicting the new positions) and a second chart indicating language bureau work-flows are attached.

In summary, the new person years consist of:

- Manager, Dene Section (Headquarters)
- Manager, Inuktitut Section (Headquarters)
- Five Dene positions located at the Fort Smith Regional Office
- Two Inuktitut positions (Headquarters)
- Two Inuktitut positions at Rankin Inlet
- Two Inuktitut positions at Cambridge Bay
- Two Inuktitut positions at Frobisher Bay
- One Dene and one Inuktitut position at Inuvik
- Head of Administration (Headquarters)
- Two clerk-typists (Headquarters)
- Materials distribution clerk (Headquarters)
- Manager, Editing Section (Headquarters)
- Three editors (Headquarters)

RATIONALE

Managers, Dene and Inuktitut sections (Headquarters) : As a result of limited resources and manpower 16 positions currently report to the chief of the division. The horizontal nature presents obvious difficulties. More direct supervision of each section is a necessity in respect to motivation and refinement of work flows.

Five Dene Interpreters (Fort Smith Region) : The present staff of eight Dene interpreters at headquarters is heavily involved in audio-visual productions in all native languages as well as the provision of interpreting and some translating services to client departments. At the same time there is a defined need to provide interpreting services closer to the community level in conjunction with the work of the Fort Smith Regional Office. A staff of five interpreters reporting to the executive of that region would address the needs of the regional office and the communities it serves.

Nine Inuktitut Interpreters : The addition of this staff, spread throughout the regions and headquarters, would enable the Inuktitut section of the Language Bureau to catch up with existing work demands and to dedicate special teams of interpreters to work uninterrupted on major translation projects throughout the year.

Head, Administration (Headquarters) : This position, with a staff of two clerk-typists and a distribution clerk, would provide the necessary clerical and financial administration support required by the bureau. Specifically, the distribution clerk would ensure proper distribution of translated materials and audio-visual packages to the appropriate publics throughout the NWT.

Manager, Editing Section (Headquarters) : This position, with a staff of three writers, is considered key to the translation process. Material presented for translation would pass through this area of the bureau before being presented to the appropriate language section. Material would be reviewed for complexity and writers would be assigned to work with the client department to ensure the written text is suitable for translation into the native languages. This process will serve to accelerate the rather slow process of translation as it now exists as interpreters search for explanations of English terminology that has no native language word equivalents.

SPECIAL PROJECTS

Inuvialuqtun Training (\$50,000) : Over the past number of months, Language Bureau officials have been in discussion with the head of the Inuvialuqtun Language Project in Inuvik. The discussions have centred on what assistance the bureau might provide to the project in respect to the professional training of community-based interpreters. The training required works out to a financial cost of \$50,000 over a 6-month period. The bureau is anxious to support the concept of trained community interpreters to supplement its own service, but does not have the resources to become involved.

Competency-based training program(\$100,000) : The bureau's competency-based training program for Interpreter-Communicators is unique in North America and was developed in conjunction with native peoples and organizations in the North. It provides for the necessary levels of progression within the language bureau and allows for career pathing up to and including managerial positions. Support material (manuals,etc.) for 73 of 115 modules have yet to be developed. The program is adaptable for any organization wishing to employ and train native language interpreter-translators. Overall restraint measures in 84-85 have resulted in a delay in development of the program. Development would take place in conjunction with the Department of Education's plans to establish a Language School at Thebacha College in 1985-86.

CAPITAL EXPENDITURES

Capital monies for purchase of sound studio equipment, a language lab facility (for practice of simultaneous interpreting) and a microcomputer/word processor for the Dene Section are required.

~ CAPITAL UNDERSTATED ?

Sound studio equipment (\$125,000): Proper sound studio facilities are required in order to increase the amount of audio-tape translations undertaken by the language bureau. This activity is high on the Dene side and is a major method of communicating to Dene residents who do not fully understand their language in a written form (where it exists). Both sections of the bureau will use the facility in the production of radio and television spots for use by CBC Northern Services and satellite networks being established by native organizations in the North. Studio facilities are presently at a premium in Yellowknife and, as such, the bureau is faced with severe scheduling problems that create lengthy delays in completion of client projects.

Language lab equipment (\$50,000): Facilities are required in order for interpreters to be trained in the art of simultaneous interpreting and for professional practice situations on an ongoing basis. No such facilities exist at the moment.

Microcomputers (\$25,000): The Inuktitut section of the bureau operates a system of Intertec microcomputers that have the capacity to word process and print syllabics. The Dene section uses a modified IBM selectric to produce some Athapascan translations. The money will allow for development of an Athapascan microcomputer capability and bring the power of word processing to Dene language development work (i.e. the bureau's linguist is in the process of finalizing a list of over two thousand Slavey language verbs which are now scheduled to be typewritten and published).

IMPLEMENTATION

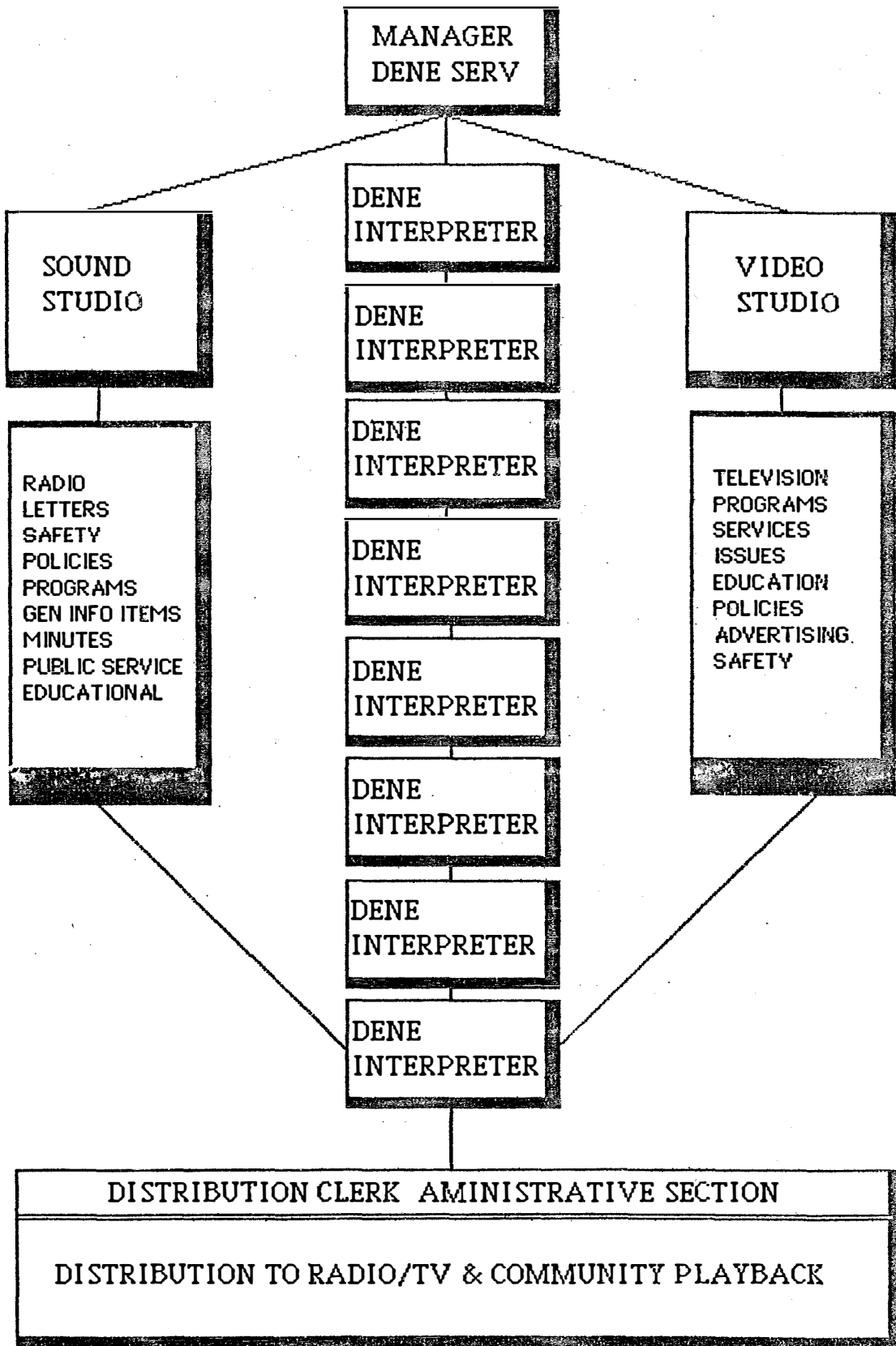
The dollar value of enhancements referred to in this document are based on a 12-month period. Should monies be made available mid-way through the 1984-85 fiscal year, the figures could be adjusted accordingly.

In respect to implementation, it would be possible to recruit staff and to arrange for an interpreter-communicator training program to be held over the winter months. If this were the case, enhanced native language services could be offered on a full basis beginning April 1, 1985.

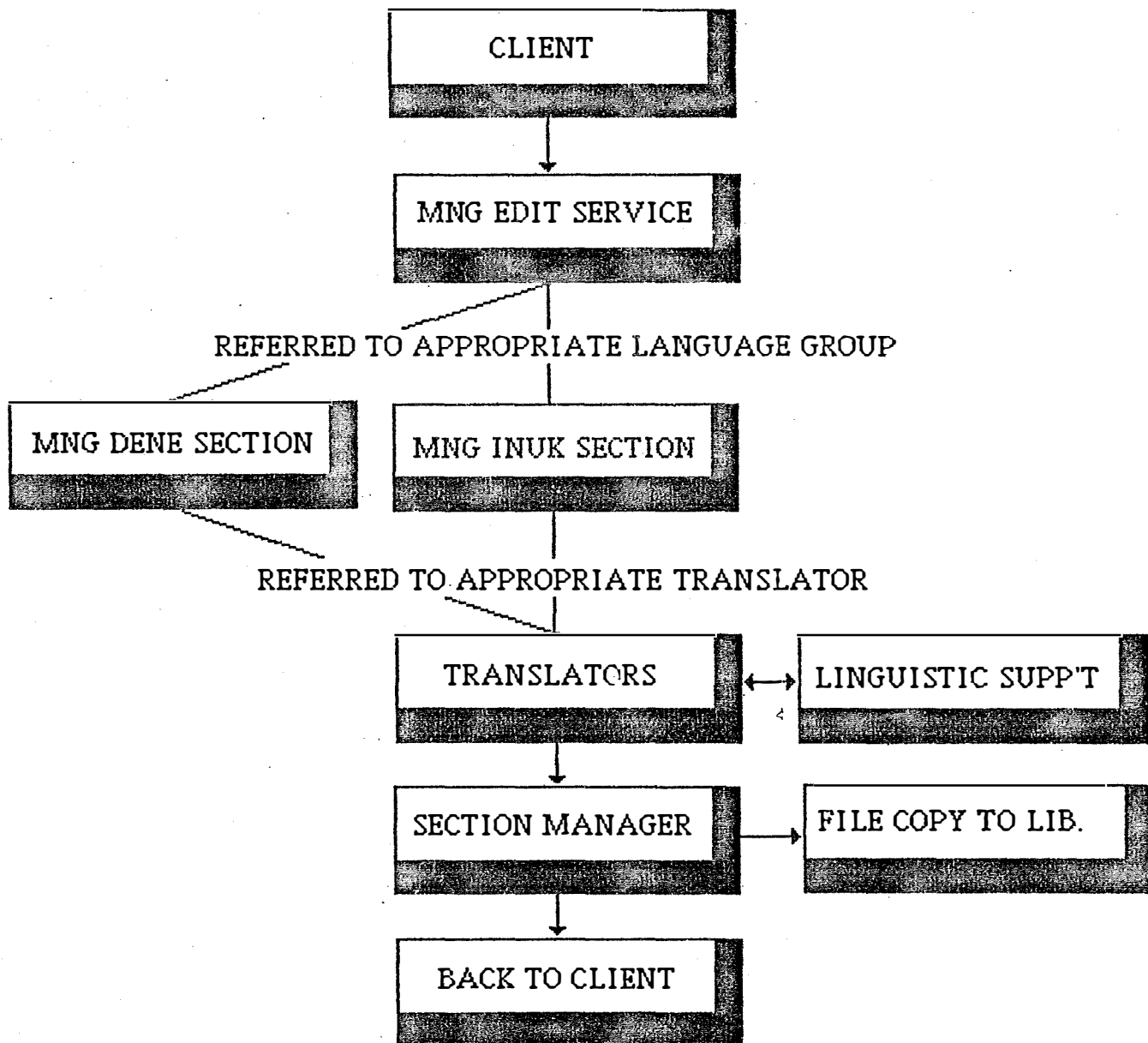
NWT LANGUAGE BUREAU ENHANCEMENT

	1	2	3	4	5	6	7
1		EXIST	EX	NEW	TOT	NEW	AMOUNT OF
2		BUDGET	PYS	PYS	PYS	BUDGET	INCREASE
3							
4	ADMINISTRATION	183	3	4	7	308.2	125.2
5	EDITING SECTION	0	0	4	4	174.4	174.4
6	DENE (HEADQUARTERS)	412	9	1	10	463.8	51.8
7	DENE (FT SMITH)	0	0	5	5	243.7	243.7
8	INUK (HEADQUARTERS)	259	5	3	8	467.4	208.4
9	INUK (RANKIN INLET)	205	4	2	6	302.2	97.2
10	INUK (FROBISHER BAY)	324	6	2	8	418	94
11	INUK (CAMBRIDGE BAY)	96	2	2	4	192	96
12	INUVIK	48	1	2	3	144	96
13							
14	SUB TOTALS	1527	30	25	55	2713.7	1186.7
15							
16	SPECIAL PROJECTS						
17	• CAP DEVELOPMENT	0				100	100
18	• TRAINING ASSISTANCE	0				50	50
19							
20	TOTAL O&M	1527				2863.7	1336.7
21							
22	CAPITAL						
23	• SOUND EQUIPMENT	0				125	125
24	• INTERPRET EQUIPMENT	0				50	50
25	• MICRO COMPUTERS	0				25	25
26							
27	TOTAL CAPITAL	0				200	200
28							
29	TOTAL NEW MONIES						1536.7
30							

INTERNAL ORGANIZATION - DENE SECTION

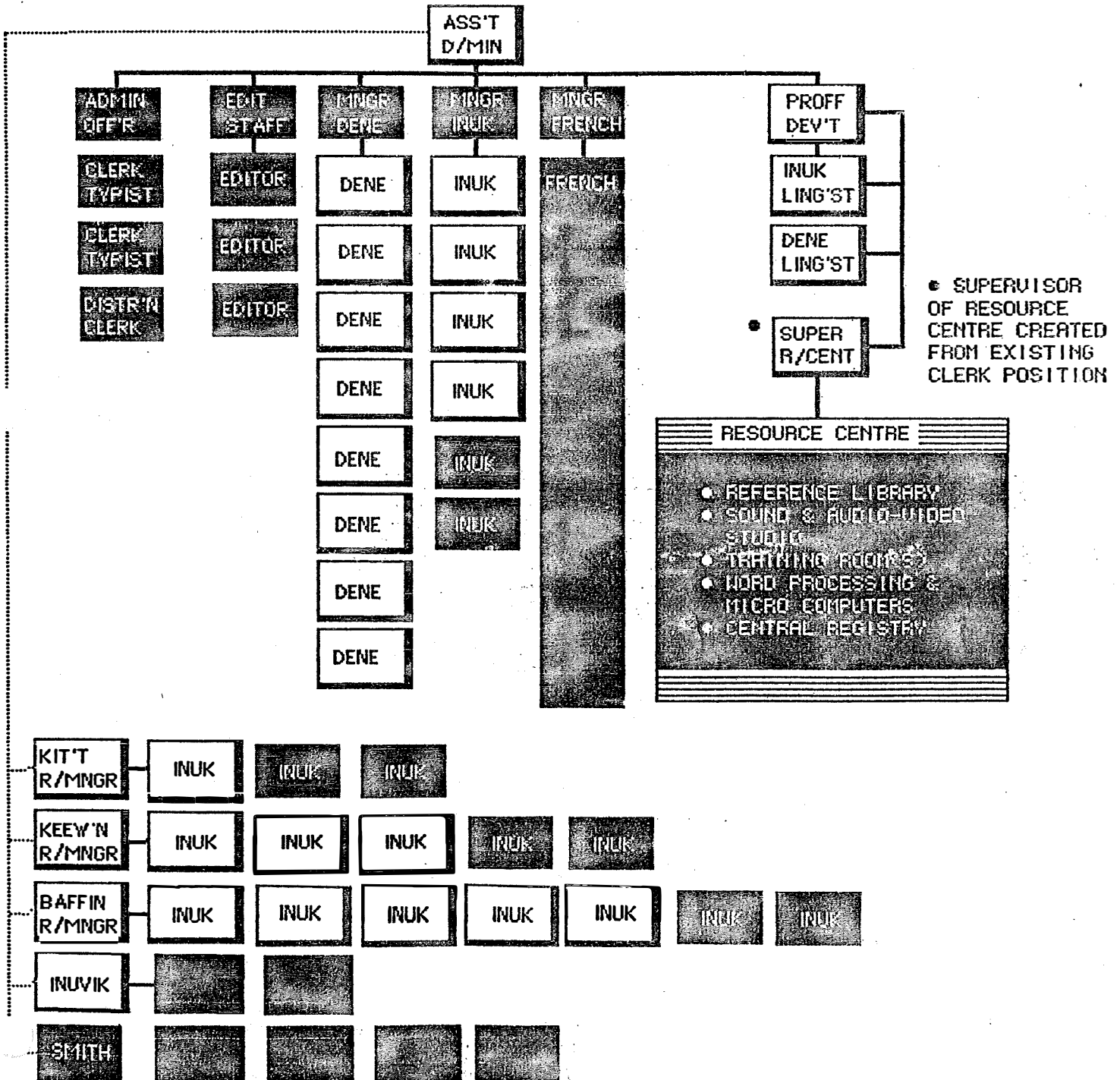


TRANSLATION WORK-FLOW



LANGUAGE BUREAU ORGANIZATION

 = NEW POSITIONS OR FACILITIES



Enhancement Aboriginal Languages

A. Present Status

1. Program Development

1.1 Headquarters Curriculum Development

At the present time a total of three Dene and two Inuktitut program specialists are working within the Headquarters Curriculum Division and engaged in the development of language programs in the following language areas: Inuktitut, Inuvialuktun, Northern Slavey, Southern Slavey, Dogrib, Loucheux. In addition to this work they function as consultants in support of the twenty five community language project sponsored by the Indigenous Languages Development Fund and also serve as instructors for in-service and literacy training sessions and Teacher Education Program native language courses.

1.2 Local Projects

Approximately twenty-five local projects are supported by the Language Fund. These projects are involved in local language and cultural research, language program development and materials production, training and the development of a body of literature in the aboriginal languages.

Projects are staffed by local language workers many of whom have minimal formal linguistic or curriculum development training or experience and thus rely heavily on the assistance of headquarters program specialists and outside linguists and consultants.

1.3 Production

There is no commercial source for any of the required language materials to support N.W.T. programs therefore all program guides and the associated distributed by the Department of Education for all aboriginal language areas. In addition, the Department is providing print production services for many of the local community projects which require this assistance in the production of materials locally produced.

1.4 Development of Learning Materials

Resources are required beyond those needed for the implementation of school language programs. The development of appropriate learning materials for in-service sessions, teacher education programs and other adult training programs are undertaken by the headquarters operation.

Regional Resource Centres in each administrative centre of the Northwest Territories provide for a variety of services. Three of the eight centres provide a limited print service and by this means are able to provide for the reproduction of some teacher and project developed materials for immediate use within that region. Responsibility for larger quantities of these materials is assumed by headquarters if this should prove necessary.

2. Delivery of Programs

2.1 Instruction in the Aboriginal Language

Many schools in the Eastern Arctic provide instruction to students in Inuktitut at the Kindergarten to Grade Three level. Instruction is provided by bilingual teachers and through the assistance of bilingual Classroom Assistants. In the Dene language area only one school (Fort Franklin) is providing full instruction to students in the native language (Slavey - K-3)

2.2 First Language Instruction

In addition to the use of the aboriginal language as the language of instruction in the primary grades all schools in the Eastern Arctic provide Inuktitut instruction to students from Grade 4 - 9. A program has also been offered at the secondary level.

2.3 Second Language Instruction

In a number of communities the aboriginal language has deteriorated to the point where some students are entering school with minimal knowledge of their mother tongue and thus instruction of the language is provided by local language instructors or in a few instances by bilingual teachers.

2.4 In addition to the maintenance of the aboriginal languages as supported by the above programs English as a Second Language programs which are appropriate for northern native students are being developed and implemented in schools.

3. Training

3.1 Language Instructors

Instruction in language teaching methodology and improvement of literacy skills has been provided through a number of avenues. University level training in linguistics has been supported and language teaching workshops have been provided by headquarters program specialists. Assistance has been provided by this staff also to the teacher Education Program for the training of teachers and classroom assistants.

3.2 Inservice to Professional Staff

Limited in-service has been provided to existing English speaking staff in the area of bilingual education awareness and methodology so that these southern trained staff members are able to provide guidance and support for language instructors.

3.3 Teacher Education

Teacher Education is at present provided through two institutions. One located at Fort Smith serving Dene and Inuvialuit students and the second in Frobisher Bay serving Inuit student teachers. The Fort Smith program has offered a very limited field-based program. However, a more extensive field-based program has been offered in Frobisher Bay to both teacher and Classroom Assistant trainees.

3.4 Classroom Assistants

Responsibility for the training for these individuals is divided between on the job training within the schools and summer courses offered through the Teacher Education Program staff. In many communities the Classroom Assistant is the sole instructor of the language program.

B. Present and Future Requirements

1. Program Development

1.1 Curriculum Development

Considerable work is still required in the development of core language programs for each of the aboriginal languages. Formal programs are required in all Dene language areas. In Inuitituk programs are needed for Grades 7 - 9 and in Inuvialuktun work is required for Grade 3 - 9. Following this development programs suitable for secondary levels incorporating the language with native history and geography programs will be required.

1.2 Local Projects

One of the basis principles upon which bilingual programs have been founded is that of the local involvement in the determination of the type of program to be offered and in the preparation of materials for programs is essential. For this reason the continuation of local projects is important. It is also a valuable source of language based materials for inclusion in the programs developed and the students materials required.

1.3 Production

There is a continuing need for the publication of materials prepared by both headquarters program staff and by local language projects. These materials include program guides, student readers and workbooks, audio-visual aids and teacher resources.

2. Research

2.1 Need Assessment

Many questions remain concerning the status of languages. Studies are required to determine the present language and dialect status in order to provide guidance to curriculum specialists and teachers in the development and implementation of programs.

2.2 Language Learning Research

Very little research has been conducted to this point to determine the most appropriate approaches to use the teaching of aboriginal languages. Little is known about the cognitive development of students and studies of the most appropriate learning and teaching styles would assist teachers to provide more productive learning situations.

2.3 Linguistic Research

Some work has been conducted in the development of dictionaries and grammars for Dene languages however, much remains to be done in this area. Although considerable more has been done for Inuktitut there are still areas of work which are required.

3. Public Awareness

3.1 Information re Bilingual Education

Many parents are unclear as to the most appropriate approaches to be followed to provide the best language instruction (aboriginal and English) for their children. Many misunderstandings persist. There is a clear need to provide information to local education authorities and to parents to assist them in making decisions which will provide their children with the best opportunities to become bilingual. This awareness program may be presented through the medium of print materials, audio-visual presentations and workshop presentations. In-service is also required for teachers to ensure that all are fully familiar with the most recent developments in bilingual education theory and methodology.

4. Training

4.1 Review of Present Program

A review is underway to consider options for the modification of the existing teacher education program. Changes are required in order to permit additional bilingual graduates. This review needs to be completed to develop a plan for both the Fort Smith and Frobisher Bay campuses. Present indications suggest that the present programs may need to be expanded to include both more extensive field based programs and a third year of instruction.

Many students who are at present unable to leave their home communities for extended periods of teacher training would be encouraged to attend teacher training if this training could be provided closer to home. A number of middle aged candidates who are fluent in the language could thus become teachers or become capable language instructors. The training and development of a capable core of master teachers would be a prerequisite for the program. Additional courses of instruction for the training program would also have to be developed.

In an attempt to provide a better and more academically sound teacher training program it is expected that a third year will be added to the existing program. It is also hope to broaden the program to include arease such as computer education and additional training in the areas of language and linguistics.

The intruction of a field-bases program will also enhance the ability of the teacher education programs to provide relevant training to classroom assistants who will continue to play an important rôle within the cross-cultural education scene for some time to come. Summer courses and in-service sessions may be provided by the field-based staff and master teachers associated with the program.

4.2 Inservice

Ongoing in-service is required to assist both new and continuing teacher to be better prepared to work within the bilingual and bicultural educational environment. The development of a qualified cadre of bilingual native language consultants to serve in each language area and provide the support which is at present being provided by headquarters staff is essential if the ongoing professional assistance necessary for sould programs is to be provided.

5. Language School

It is apparent that the present number of fuly bilingual candidates ready to enter the teaching field is insufficient, ot meet needs for teachers, consultants, and curriculum developers. Many candidates are lacking in some aspect of their language skills and therefore require some type of language training. In addition to the requirements of the Department of Education a number of other government departments provide services which require a high degree of expertize in various language areas such as translating, interpreting in specialized areas (medical, legal, governmental). The establishment of a suitably staffed language school could do much to alleviate the present situation.

6. Language Commission

6.1 Dene Languages

For the past few years a sub-committee of the Department of Education, the Athabaskan Language Steering Committee, has been involved in the consideration of questions related to the various languages such as standardized orthography, dictionary work, and linguistic research. The interests of this group parallel that of a Language Commission. The formal establishment of such a body would be of considerable assistance to the various government departments involved in offering services in the aboriginal languages by providing advice and direction in language matters.

6.2 Inuktitut

The Inuit Cultural Institute has been in operation for many years and has maintained an active interest in the Inuktitut language. It has been involved in Language Commission work in the past and thus it would appear appropriate for this body to continue with this role.

DEPARTMENT OF EDUCATION

	Current 84/85 \$(000)	PYs	Enhancement 84/85 \$(000)	PYs	1985/86 Enhancement Ongoing \$(000)	PYs	Total Enhancement \$(000)	PYs
TOTAL EDUCATION			1,010		3,816.5		4,826.5	36.5
PROGRAM DEVELOPMENT			335		1,770		2,105	5
Indigenous Language Program See Appendix under Section (1.2)	1,200	1			1,300	5	1,300	5
Field Support requirement (Sec 1.2) Regional coordinators (5) . 3 Dene . 2 Inuit			125	2.5	250	5	375	5
Travel & Accommodations			110		220		330	
School of Aboriginal Language (Planning) (Sec. 5) . TEP Enhancement			35		100		35 100	
RESEARCH	40		125	.5	300		425	.5
. Needs Assessment of language base in each community (Sec 2.1)					200		200	
. Language learning research (Sec 2.2)			50		100		150	
. Teacher Education Program Assessment (Sec 4.1)	40		75	.5			75	.5

EDUCATION/TRAINING	75		250	5	1,545		1,795	26
. Teacher Education Program (west) (Sec 1.1) field.bases program (included O&M)					650	4	650	4
. Additional salary for master teachers (10 X1.5) 15					15		15	
. Inservice training (Sec 4.2)					100		100	
. School of Aboriginal languages (Sec 5)							700	7
. Western Campus					400	4		
. Eastern Campus					300	3		
. School Program K-12								
. language instructors where native teacher not available			250	5	500	10	750	10
. Public Information								
. resource centres (4 new centers)	75				215	5	215	5
LANGUAGE COMMISSIONS			50		200		250	
. Athabaskan (Sec 6)					100		100	
. Inuktitut					100		100	

Capital

- Resource Centres
- Eastern Campus TEP

80
100

Total

180

Legislative Assembly Official Languages

Aboriginal Languages

Affected Areas

1. Sound/Translation System:

Use of seven aboriginal languages would require the expansion of the Legislative Assembly sound system. At present, the system has the capability of three languages plus english. The system would have to be expanded with the addition of the following equipment:

2 Interpretor Consoles	\$ 8,000.00
Microphones	\$ 1,120.00
Transmit Modules	\$ 2,600.00
Headsets	\$ 1,040.00
InfraCom Receivers	\$10,000.00
Interpretor Booths	\$28,000.00
Receiver Storage/Charging Tray	\$ 1,500.00
Cases for Booths	\$ 2,000.00
Console Operator (Casual for 12 weeks)*	\$ 4,500.00
	<hr/>
Total	<u>\$58,760.00</u>

*Included with the purchase and installation of the equipment would be the use of a casual employee for twelve (12) weeks of the year when the Assembly is in session to operate the system.

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2. Interpretors/Translators:

Naturally with the increase in aboriginal language use in the Assembly, the Legislature would require an increase in the staff of the Language Bureau of the Department of Information. I would assume that this would be costed by the Department of Information. The person years would be in the Language Bureau but when they are working with the Assembly, we have to bare the costs of accommodation and meals. A decision would be required if this would continue and, perhaps, even more of the costs should be borne by the Legislative Assembly.

3. Records/Journals:

If the Commissioner, on the recommendation of the Executive Member, makes regulations allowing Part II of the Ordinance to apply to aboriginal languages, then this would cause a subsequent increase in person years, capital and O & M costs. This is hard to estimate as we would not know the extent of the use.

DEPARTMENT OF HEALTH

NATIVE LANGUAGE REQUIREMENTS

The Government of the Northwest Territories, through the Department of Health, could make a recognizable impact in enhancing the ability of the Government of the Northwest Territories in the provision of direct personal services to the northern residents of aboriginal descent in a manner and language to which they are accustomed.

Specifically, the Department of Health would address your goals in the following manner:

GOAL 1

To increase translation/interpretation services provided by the G.N.W.T. to allow improved access to public services to native people whose first language is not English.

- 1.1 We propose to improve access to public services in our hospitals and health care institutions by providing opportunity for people of native descent who are bilingual to act as interpreters. (This would increase employment of bilingual northerners.)
- 1.2 We propose to improve the provision of services to native peoples by provision of interpreters and trained translators to our hospitals and institutions which would allow full access for native people to participate in the management and administration of these institutions and agencies.

GOALS 2 and 3 should be addressed by the Language Bureau

GOAL 4

To conduct research necessary to develop languages to a standard which they can be recognized as official languages.

There is a defined lack of translation between the native languages and English in medical terminology.

4.1 We propose, by the provision of a trained translator in the Department of Health, who would address specifically translation of language to meaningful medical terminology, would allow access to native population.

In our earlier brief, we identified the following costs of enhancement:

1.0 Interpretation Services at Nursing Stations

Although this, at the moment, is a Medical Services, Health and Welfare Canada, responsibility; they and the Department of Health, G.N.W.T., recognize the shortfall in native bilingual interpreter-clerks throughout the N.W.T.

2.0 Health Promotion

This is the responsibility of the Department of Health and an immediate need for two trained translators to perform the functions as described earlier.

The costs would be:

1984/85 - Staff (2) for a 1/2 year period	\$40,000.
O & M	5,000.
	<u> \$45,000.</u>
1985/86 - Staff (2)	\$80,000.
O & M	10,000.
	<u> \$90,000.</u>

This would continue in subsequent years.

3.0 Research Medical Terminology Translator

One full-time person who, under the direction of medical and paramedical staff in the Department of Health, would translate languages to meaningful medical terminology.

This person would translate common medical and hospital policies (across all agencies in the N.W.T.), procedures, rules, and regulations into the native languages.

Estimated cost of enhancement:

1984/85 - 1/2 Person year O & M	\$20,000. 2,000. <u>\$22,000.</u>
1985/86 - 1 Person year O & M	\$45,000. 5,000. <u>\$50,000.</u>

Continues in subsequent years.

4.0 Enhancement of Language Services in Hospitals and Health Care Institutions

Baffin Regional Hospital

At the Montreal Referral Centre, two positions in the bilingual-
interpreter classification at a cost of \$70,000.

Translation Service - one position full time for management
administrative purposes for a Board of Management of at least eight
native people. Cost \$40,000.

Other written translator services to be provided by the Language
Bureau estimated at a cost of \$25,000.

Stanton Yellowknife Hospital

1985/86 - add new bilingual interpreter	\$30,000.
1986/87 - add 3.5 new bilingual interpreters	105,000.

Hospital will expand from 72 beds to 135 beds during this year.

Detoxification Centre - Yellowknife

1985/86 - add 1.0 bilingual interpreter/ counsellor	\$30,000.
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Caused by increasing referrals and admissions from native peoples.

Winnipeg Referral Centre

1985/86 - add 1.0 bilingual interpreter/clerk	\$30,000.
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At the present time, using an ad hoc arrangement which should be
improved.

DEPARTMENT OF SOCIAL SERVICES

NATIVE LANGUAGE REQUIREMENTS

Public Awareness/Meetings

<u>Title</u>	<u>Approx. No. of Pages</u>
Alcohol & Drug Co-ordinating Council - Minutes - information	60 180
Baffin Regional Information Centre	100
Annual Alcohol & Drug Conference	300
Foster Parents	50
Young Offenders	100

Correspondence/Contracts, etc.

Alcohol Awareness Week	250
Alcohol & Drug Contributions Contracts	30
Alcohol & Drug Correspondence	200
Aged & Handicapped Correspondence	100
Child Welfare Correspondence	150
Young Offenders Correspondence	150
Social Assistance Correspondance	160
General Training Correpondence	50

Changes to Regulations, etc.

Departmental annual total	150
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Appointments, etc.

Departmental annual total	200
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DEPARTMENT OF SOCIAL SERVICES

NATIVE LANGUAGE REQUIREMENTS

Program Manuals

Title	Approx. No. of Pages
Alcohol & Drug Administration Manual	300
Alcohol & Drug Education Curriculum	900
Addiction Counsellor Training Manual/ Trainer's Copy, Participant's Copy - 5 Volumes	400
Prevention Training in the Addictions Field	250
CORE Knowledge	500
RMC NWT Alcohol Report	150
Torrance Feasibility Report	100
Services to the Aged & Disabled	70
Special Services Directory	250
Family & Children's Welfare Services Manual	175
Young Offenders Act/Ordinance Summary	100
Social Assistance Manual	220
Institutional Operation Manual - 2 Volumes	500
Department of Social Services Courses & Resources Manual	600
Fine Option Program Manual	120
Inmate Handbook	30
Young Offenders' Program Manual	150

DEPARTMENT OF SOCIAL SERVICES

NATIVE LANGUAGE REQUIREMENTS

Training Materials/Resources

<u>Title</u>	<u>Approx. No. of Pages</u>
Education Curriculum - 80 films - 50 pamphlets & posters	750 (?)
ACT, PTAF Training	200
Departmental Resources - brochures & posters	120
Trainer of Trainers Program	150
Foster Parent Training Program	150
Foster Parents' Conferences/Workshops	75
Foster & Adoption - brochures & posters	36
Child Abuse - brochures & posters	36
Youth Worker Training - slides	50 3 reels x 80 slides
Young Offenders Community Committee Training	500
Young Offenders - brochures & posters	36
Child Welfare Subsidy - brochures & posters	6
Social Assistance Conferences/Workshops	150
Aged & Handicapped - brochures & posters	30
Aged & Handicapped Conferences/Workshops	300
Corrections Officer Training Manual	200
Probation Officers' Manual (Training)	120
Training Films	40 x 30 mins.
Training Slides	10 reels x 80 slides

NWT Prince of Wales Northern Heritage Centre

Anticipated Translation Needs

It can be assumed that most of our requests for translation will be amply met by the G.N.W.T. Translation Bureau. Sections whose activities could require translation include:

- 1) archives,
- 2) exhibition,
- 3) curatorial,
- 4) education/extension,
- 5) museums advisory
- 6) archaeology
- 7) administration

Specific needs for interpretation might arise regarding,

- 1) internal reports,
- 2) correspondence,
- 3) personal communications (ranging from phone calls to community meetings),
- 4) territory wide consultations.

For example, Archaeology produces 2000 pages of in-house reports annually, has 100 pieces of correspondence annually between the section and communities, and participates in about 50 personal communications with committees annually. Archaeology anticipates the need for translation services during community consultations regarding Archaeological Sites Regulations.

The services of the Translation Bureau would be required to provide multilingual introductory pamphlets and advertising for the Prince of Wales Northern Heritage Centre.

In the event that widespread translation of exhibit texts became necessary, there would be a requirement for contracts with elders to provide accurate texts, and for an announcer to record the text.

Audio would be the most appropriate means of providing exhibit texts in indigenous languages. There would be extensive capital costs in providing this service. \$50,000.

ORAL HISTORY PROJECT AND KIT DEVELOPMENT This project is to try to reach as many people as possible in the communities, especially the elders, to give them the right to share their history and their heritage with the coming generation and the public.

For this project, project workers, translators, editing, and secretarial work is required.

3	Project workers: (for 18 months)	\$40,500 each	121,500
3	Translators: (for 18 months-\$20/hour)	43,200 each	129,600
1	Secretary: \$25,000/year for 18 months		37,500
	Editing put out for contract		30,000
	Audio-visual equipment (hardware and software)		75,000
	Promotion material, ie. posters and Pamphlets & distribution		5,000
	Travel funds for project workers to different communities		10,000
	Travel expenses for project workers		
	Honoraria (three per community)	\$3000 - \$5000	

Storytelling project

Hiring of a native person trained in storytelling to travel to all communities to instruct in storytelling skills and pass on interesting stories in indigenous languages.

Library Advisory Board

To make recommendations on projects and future developments and programs of Library Services.

1 representative from each of 5 regions
1 M.L.A. and 3 members at large

Collection and Development of Library Materials

Collection of native language materials in multiple copies for distribution to all communities.

Large print project

Translation into large print selected materials on subjects of interest to native people with vision impairments. \$ 50,000

ADDITIONAL DEPARTMENTAL REQUIREMENTS

Department of Economic Development

1. There are a total of 12 annual meetings of the Business Loan Fund Board and the Eskimo Loan Fund Board which would require translation services. At present an individual must be fluent in English to serve on these boards.
2. Approximately 70 loans (12 pages each) and 150 contribution agreements (3 pages each) would require translation in addition to all the department's publications (which are included in the government's cost for printing).

Department of Renewable Resources

1. The Department would require translation services for Hunters and Trappers Association Meetings.

A P P E N D I X G

Resources Required for a Task Force on Native Languages Services

TERMS OF REFERENCE

ENHANCEMENT OF NATIVE LANGUAGE SERVICES

POLICY OBJECTIVES

- 1) Recognizing the failure to do so may prejudice the right of many residents who do not speak either official language to access government programs and services. The government is committed to the development and use of indigenous languages of the Northwest Territories.
- 2) Recognizing the composition of the N.W.T. public service is not representative of the population of the North, the Government of the N.W.T. is committed to increasing employment of bilingual northern residents and to provide training to allow public servants to acquire competency in a native language.

OBJECTIVES OF LANGUAGE SERVICES PROGRAM STUDY

- 1) To recommend appropriate objectives for:
 - (a) Promoting the use of languages indigenous to the North.
 - (b) Enhanced language research leading to development of native languages.

ASSUMPTIONS

- 1) Full implementation of language services described in Appendix A. In the short term, full implementation will not be possible due to a lack of trained resources. However, this assumption will permit a "target" level of service to be established for the purposes of costing.
- 2) Fiscal year 1983/84, the base year for purposes of costing, is representative of demand for written material and communication services.
- 3) Resources will be made available to implement language services.

DEFINITIONS

Ministerial Committee

A committee established by Executive Council to recommend on the establishment of native language services as the working languages of the GNWT.

Working Committees

Under the direction of the ministerial committee, separate working committees will be established to provide recommendations on:

- (i) Language of instruction within N.W.T. schools.
- (ii) Organizational arrangements
- (iii) Resources required.
- (iv) Implementation

Composition of the Ministerial Committee

The Ministerial Committee will be made up of a chairman and four members representing both Dene and Inuit. Chairmen of working groups will act as ex-officio members.

Authorities and Accountabilities

Upon the approval of Executive Council, the Ministerial Committee:

- 1) Be directed within the course of their work to seek views from interested N.W.T. residents in all regions and to draw on similar experiences of other governments.
- 2) Be authorized to establish such working groups as required to assist them in examination of any aspect of their terms of reference.
- 3) Be assisted by the GNWT employees particularly in acquiring access to written material.
- 4) Within the limits of resources provided to engage the services of staff and advisors they considered necessary or advisable to aid them in the conduct of the study.

Responsibilities

The committee advise and report on:

- (a) The appropriate objectives for the enhanced use of native languages within the public service considering the following:

Identification and description (age, sex, geographic location) of the Northwest Territories' population who understand or use only native languages.

Assessment of the government's capability to provide services on the native languages.

- (b) Appropriate objectives for the development of native languages based on:

An assessment of each language requirement to bring language up to a standard suitable for official use in both written and oral forms.

To propose a long term plan for language development.

- (c) The appropriate objectives for the native language instruction in the schools.

Assess current use in the classroom and the effectiveness of existing programs.

To identify potential supply of bilingual instructors in NWT schools.

To develop strategies for accelerating training of qualified bilingual teachers through the T.E.P. and other institutions.

To develop long term plan for the expansion of native language instruction to meet goals identified.

- (d) To propose appropriate organizational structure required to achieve the above objectives.
- (e) To prepare a five-year projection on allocation of resources required to achieve objectives defined above.
- (f) To submit a report containing recommendations in all areas previously outlined.

Time Frame

The report shall be provided to all council members prior to September 15th.

Consultation

The committee will meet with and/or receive briefs submitted by the following:

- 1) Native groups
- 2) Language specialists
- 3) Regional Councils
- 4) Local Education Authorities
- 5) Interested public