



ANNUAL REPORT 2010-2011

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MESSAGE FROM THE LANGUAGES COMMISSIONER

This annual report marks just over two years of my four year term. I am pleased to table my second annual report.

First of all I would like to welcome James Arreak as the new Minister of Languages. Your leadership skills will certainly be needed for this important role in implementing and upholding the language acts.

The general theme of this annual report is twofold; the first, in the absence of an implementation plan from the Government of Nunavut we have outline throughout the Annual Report what we expect to see in the plan. The second theme is a report on our work to get the private sector ready to provide services in the Inuit language and recommendations to support the private sector in order that they have the ability to comply with their future legislative requirements.

As I stated in last year's annual report the Government of Nunavut is overdue in tabling their implementation plan of the Inuit Language Protection Act and the Official Languages Act. Rather than waiting for this plan our office has taken the initiative to suggest throughout the Annual Report important areas the implementation plan should cover to revitalize and protect the Inuit language. The thrust of this message is that action is needed now to reverse the trends of language loss and use which is happening at a worrying accelerating rate. This action must include having early childhood language programming; quality language instruction from K-12; succeeding more teacher education and language specialists; language programs for adult learners.

What we are also doing differently from previous year's annual reports is providing a detailed report on concerns and inquiries; a private sector report and recommendations relating to supporting the private sector; and providing a story of the history and status of Inuit and French languages in Nunavut.

We include a section in this annual report that dedicates history, present and future stories of the disadvantaged languages in Nunavut: Inuit language and the French language. I acknowledge that we do have three official languages in Nunavut: Inuit language, English and French. However, we have two languages that are faced with lowering transmission of a language and loss of use in the home. It is for this reason I dedicate a special section to tell their story so that we all appreciate that all official languages are worth protecting. After all, language is the medium of cultural expression of values.

Alexina Kublu
Languages Commissioner

ACTIVITY REPORT

Meetings and Events

April 2010

- Languages Commissioner visited the communities in the Kitikmeot region following the North West Territories Language Symposium.
- The Director of Policy participated in a meeting in Greenland on the revision of the Official Languages Act for Greenland.
- The Languages Commissioner and Public Affairs Officer had an information booth at Inuksuk High School.

May 2010

- Staff attended a presentation of Maître Gwen Brodsky. This presentation was on language and international rights, more specifically human rights.
- The Director of Policy took part in many meetings with the Department of Justice on the language skills requirements for contracts awarded to the Royal Canadian Mounted Police.

June 2010

- The Investigator/Researcher for French was a delegate at the 5th Rendez-vous de la francophonie in Charlettown. The objective was to gather information on health services and practices offered in French in Canada.
- Alianait Arts Festival – The storey telling show was sponsored by our office. The Languages Commissioner and Private Sector Liaison Officer hosted the event in both Inuktitut and English.

August 2010

- The Languages Commissioner attended the Language and Territory Conference at the Laurentian University in Sudbury. As part of this conference, five Languages Commissioners formed a panel to discuss linguistic duality issues.

November 2010

- The Languages Commissioner and the Private Sector Liaison Officer tried to exhibit at the Trade Show held in Rankin Inlet but were weather delayed until the final day. Nevertheless, they were able to meet with many private sector managers.

February 2011

- The Director of Policy attended meetings on behalf of the Languages Commissioner in Nuuk on Greenland's Language Policy Seminar especially the sections pertaining to the private sector.

March 2011

- The Investigator/Researcher for French visited the Office of the Commissioner of Official Languages for Canada, the Office of the French Language Services Commissioner of Ontario and the Office of Health Services Network Inc, (Ohsni) in Ottawa. These meetings allowed for the exploration of different research and inquiry practices.
- The Private Sector Liaison Officer made a visit to the Office québécois de la langue française, the Chamber of Commerce and Industry, the Department of Immigration and Cultural Communities and the Office of the Language Policy. This visit gave the opportunity to observe existing practices in the sector of linguistic rights and the private sector.

Speaking Events

April 2010

- The Director of Policy made presentation on language rights to the *Nunavut Sivuniksavut School* students.
- The Director of Policy participated in a meeting organized by ArcticNet to discuss ways to improve access to university study programs.
- The Investigator/Researcher for French made a presentation on French services to the Interdepartmental working group. The purpose of the presentation was to present the roles and responsibilities of the Office of the Languages Commissioner.

September 2010

- The office exhibited at the Nunavut Trade Show. The Private Sector Liaison Officer took this opportunity to do a presentation on the private sector guidelines, and the Languages Commissioner participated in a panel discussing Nunavut's official languages.

November 2010

- While in Rankin Inlet the Languages Commissioner and Private Sector Liaison Officer visited many high school classrooms educating students on language rights, and the roles and responsibilities of the Languages Commissioner's office.

February 2011

- The Languages Commissioner and the Director of Policy participated in the Inuit Language Standardization Symposium. As part of the Symposium, a speech was made by the Languages Commissioner.

- The Languages Commissioner and the Private Sector Liaison Officer exhibited at the Cambridge Bay Trade Show. The Private Sector Liaison Officer gave a presentation on private sector language requirements. They also met with private sector corporate and organization managers.
- The Investigator/Researcher for French presented the annual report and the ten-year review to RESEFAN (Réseau de santé en français du Nunavut).

March 2011

- The Director of Policy discussed programs of study for Inuit students at the University of Ottawa.

Operations

April 2010

- The position of Private Sector Liaison Officer was filled.
- The Investigator/Researcher for French and the Private Sector Liaison Officer attended the twice weekly Inuktitut courses offered by Piruvik Center.
- The Public Affairs Officer researched online language learning tools for the Youth Portal of the new website.

May 2010

- Issued a Request for Proposal to find new premises; leased a convenient space for the needs of the office.
- The Public Affairs Officer obtained some provisional online language learning tool specifications for Nunavut and pricing.
- The Public Affairs Officer continued to work on web site content and public launch.
- The Public Affairs Officer received training on the new website's content management system, which continued through the summer.

June 2010

- The Private Sector Liaison Officer began duties, educating the private sector on its requirements under ILPA and offering support in the development of language planning when asked.

July 2010

- The office issued a RFP for the development of a communications action strategy. Our office conducted a review of Government of Nunavut's websites for language compliance.

September 2010

- The Public Affairs Officer attended training on InDesign CS4. The purpose of the training was to develop further desktop publishing skills.

October 2010

- Published the 2009-2010 Annual Report.

November 2010

- The Office of the Languages Commissioner distributed a request for quotes for the drafting of a Communication Plan.
- The Private Sector Liaison Officer met with many private businesses.

January 2011

- The Public Affairs Officer began working with consultants on preplanning the on-site communication planning strategy seminar.

March 2011

- Developed ten audience/user profiles for our communication plan.
- The Public Affairs Officer went to Ottawa for training on the use of Adobe Illustrator and Photoshop CS5 software.

Public Relations & Media

April 2010

- Press release announcing the appointment of an Investigator/Researcher for French.

May 2010

- Languages Commissioner had interview with News North.

June 2010

- Published a press release announcing the new web site.

August 2010

- The office published a leaflet on language rights. These were distributed at trade shows and at public presentations.

September 2010

- The office published an information leaflet communicating to the private sector its requirements under the Inuit Language Protection Act.

October 2010

- In collaboration with Qikiqtani Inuit Association, we published a press release expressing concerns over the delay in releasing the implementation plan for Inuit Language Protection Act.

November 2010

- We created a 2011 calendar on language rights. It was distributed territory-wide to increase the awareness of language rights.
- The office advertised private sector language requirements on commercial radio. The voice of an Inuit language speaking high school student was used for the Inuktitut version of the advertisement.

December 2010

- Our office published a press release on the quality of the Inuit services offered by the Government of Nunavut.

THE OFFICIAL LANGUAGES OF NUNAVUT

The new Official Languages Act of Nunavut recognizes the Inuit (Inuktitut and Inuinnaqtun), English and French languages as the official languages within the territory.

The Inuit language

The Inuit language includes Inuinnaqtun and Inuktitut.

Nunavut's population is 83% Inuit, with over two thirds having the Inuit language as their mother tongue. However, only 77% have the ability to speak, to some degree, the Inuit language.

There are two writing systems in the Inuit language: Qaliujaaqpait (or Roman orthography) and Qaniujaaqpait (syllabics). Most Inuktitut speakers use syllabics to write their language. Inuinnaqtun speakers use the roman orthography writing system. There are efforts to have both writing systems use the Inuit Cultural Institute standard orthography.

French

There are 420 individuals in Nunavut with French as their mother tongue and 1200 claiming to speak it. Nunavut's capital of Iqaluit is home to a thriving Francophone community. Close to 800 people in Iqaluit reported the ability to speak French, and there are many Franco-Inuit families in the city. The French speaking population is served by a school, a daycare, a community radio station, a cultural centre, a health network and a economic development organization.

English

While English is the mother tongue for only 26.5% of Nunavut's population, 88.1% speak the language. It is the main language in regional centers and larger communities, and the prevailing language of government and industry.

* All figures are based on the 2006 census.

Roles and Responsibilities

The Languages Commissioner (LC) is an independent Officer of the Legislative Assembly appointed to a four year term by the Legislative Assembly's Management and Services Board. The responsibilities of the Languages Commissioner are those detailed in the Official Languages Act (OLA), which was adopted by Nunavut from the Northwest Territories, and those listed from the Inuit Language Protection Act (ILPA).

The Nunavut legislature passed its own Official Languages Act (OLA) in June 2008 which has since received parliamentary concurrence as required under the federal Nunavut Act. This act comes into effect when the Cabinet (of the Legislative Assembly) makes a decision for it to happen.

The Languages Commissioner has four primary roles

Ombudsman: The Languages Commissioner investigates claims of any breach of the official languages by the Government of Nunavut and other territorial institutions. This ombudsman role will also extend to municipalities as of September 2012, and must provide service and communication in the Inuit language, where there is a significant demand, the French language.

The role of ombudsman for official languages will eventually include the private sector. This will start at a date decided by Cabinet.

Advocate: The Languages Commissioner is not only responsible for providing information and advising on language rights but also encouraging territorial institutions, municipalities and the private sector to provide services and communication in the official languages. The Languages Commissioner has the right to bring an application to court to remedy any violation of the language acts.

Advise: to advise the territorial institutions, municipalities and the private sector on their obligations, work with them to ensure they are aware of their language service obligations.

Monitor: to monitor the Government of Nunavut's progress in meeting its obligations under:

- *Official Languages Act*, which recognizes the Inuit Language, English and French as the official languages and sets minimum standards for services in these languages by territorial institutions (and municipalities by 2012);
- *Inuit Language Protection Act*, which requires that the Minister for Languages take steps to revitalize and to protect the Inuit Language;
- *Tamapta*, Government of Nunavut priorities which includes the right to communicate in one's preferred official language;
- *The Nunavut Land Claims Agreement (NLCA)* requirement to remove employment barriers for Nunavummiut who speak the Inuit language as their first language, and
- *The Canadian Charter of Rights and Freedoms*, which guarantees English and French minorities, have the right to have their children educated in their language anywhere in Canada.

Languages Commissioner - Expanded Role

As of July 1, 2009 the Languages Commissioner's mandate was expanded enabling her/him to:

- Implement a mediation process for concerns received;
- On her/his own initiative start an investigation;
- Assist Inuit Uqausinginnik Taiguusiliuqtiit (the Language Authority) when requested;

- Compel the release of information to enable the investigation of concerns;
- Summons and enforce a person by way of an affidavit;
- Inform the private sector on the new language requirements and assist them with their Inuit language plans;
- Approve language plans submitted by members of the private sector or make suggestions or recommendations on amendments to the plan;
- Investigate concerns over a perceived failure of the use, promotion and protection requirements of the Acts or the spirit and intent of the Acts, and
- Take legal recourse, if necessary, over any perceived violation of language rights.

Investigation Process

Upon receiving concerns The Office of the Languages Commissioner will:

- Explore the possibility of informal resolution and coordinate any mediation process;
- Conduct thorough, impartial and independent investigations;
- Consult with and make recommendations to authorities to improve practices;
- Provide reports to the Legislative Assembly and the people of Nunavut about language service issues, including suggestions on improvements where needed, and
- Respond to inquiries from the public.

If the concern reported involves the government, agencies, courts or the legislative assembly we will take the following actions:

- Consider informal resolution of concerns, especially if time sensitive;
- If both parties agree, coordinate getting a mediator to try to settle an agreement by parties, or
- Conduct thorough, impartial and independent investigation of concern received;
- If our investigations show the office has failed to comply with the languages acts, we will consult with the office and make recommendations on how to improve practices. If the office fails to act, the problem will subsequently be reported to the legislative assembly;
- After September 2012, we will investigate concerns made against Municipalities failing to provide language services. Within a few years, the private sector will also be subject to investigation if needed.

Systemic Investigations

Under our expanded mandate we can conduct 'systemic investigations,' which is an investigation where the abuse of language rights is perceived as an endemic problem within a Government of Nunavut department or Territorial organization. The Languages Commissioner can combine more than one concern received to start such an investigation as well as initiate one without having received any specific concerns.

The decision for such an investigation is based on one or more of the following criteria:

- How many concerns have we received?
- Does the situation encompass broad policy issues?
- Is it an ongoing problem?
- Are large numbers of people potentially affected?
- Have previous recommendations made by this office been ignored?

The Official Languages Act

The *Official Languages Act* (OLA) received Parliamentary concurrence in June 2009. The Nunavut cabinet can now make an order to set the effective date for the act.

This Act gives official and equal status in Nunavut to the Inuit, English and French languages. The following territorial institutions must comply with the service requirements of the Act.

- The Legislative Assembly
- The Government of Nunavut, its boards and agencies
- Nunavut courts

Official Languages Act & Municipalities

By September 2012, a municipality must provide services in the Inuit language and, if there is significant demand, in the French language. Significant demand is based on:

- the proportion of the population served;
- the volume of "language of choice" used by the public;
- the importance, scope or impact of services in question, and
- the relevance of the service to public health, safety and security.

The Inuit Language Protection Act

The Inuit Language Protection Act (ILPA) came into effect on September 18, 2008. The act mandates the government to take specific measures to revitalize and protect the Inuit language. This has implications for education, municipalities and the private sector.

Important dates under ILPA

- Responsibilities of the Minister of Languages – September 19, 2008
- The expanded mandate of the Languages Commissioner – July 1, 2009
- Inuit Uqausinginnik Taiguusiliuqtiit (Inuit language authority) – September 2009
- Education: Right to instruction in the Inuit Language:
 - For kindergarten to grade three by July 2009
 - All grades by July 2019
- Right to work in the Inuit language in the public service (GN) – September 2011
- Municipal services – September 2012
- The private sector is to offer Inuit Language services to the public – anticipated within the next five years.

Private Sector Report

The Inuit Language Protection Act (ILPA) contains legislation that requires the private sector to provide services in the Inuit Language within the next two to three years. In the meantime, the sector is to prepare for this eventuality. The Office of the Languages Commissioner has appointed a Private Sector Liaison Officer (PSLO) on a three-year term (beginning June 2010) to inform the private sector of their obligations, be available to answer questions as well as to assist—when required—in the preparation of language plans.

Summary

In general, the private sector has accepted the legislation but over the course of the past year, meetings with the private sector have brought forward concerns that fall under three major themes.

- Increased cost of doing business.
- Delays in providing customers printed and multi-media information due to the shortage of translators.
- Shortage of Inuit speaking staff with sufficient language skills.

These are areas that the Minister of Languages will need to address.

Outreach Activities

Advertising

We have used various avenues of communication: advertised on commercial radio six times a day for the month of November, and *UpHere* magazine and *Above and Beyond* (three issues, monthly and bi-monthly respectively). The advertisement that we created was also publicized in an *UpHere Business Edition*. These publications reach a wide business audience both inside and outside the territory.

Meetings

Our face-to-face activities have consisted of visiting office locations, presentations at various events, and tradeshows. Since September of 2010, our office has had 68 meetings and ad hoc conversations about language services at events such as tradeshows. These numbers do not include the organizations that have been reached through presentations. Specifically, there was an estimate of 150 attendees at our Kitikmeot tradeshow presentation in Cambridge Bay.

Essential Services

The Private Sector Liaison Officer has met with the majority of businesses in Iqaluit that offer essential services, including pharmacies, hotels, and restaurants. One concern for these organizations (and also others that do not fall under the essential service category) is how they will get a point of sales system or software to provide statements and invoices in the Inuit Language. This is an area our office is researching.

Accommodations

Another question that came up during various presentations was criteria that would qualify a business for exemption from the Act. The exemption application we have drafted will be finalized in the new fiscal year. Composing a formal step by step exemption process is another project that is in the works. We will use it internally to assure fairness in determining whether organizations will meet exemption criteria.

Compliance Progress

Some businesses have started to work towards compliance with the act, such as Frobisher Inn with their signage and voicemail services, and Northwestel with its telephone servicing, invoicing, and telephone book in the Inuit language. This company has also opened a call center in Iqaluit with Inuktitut speaking staff, demonstrating again the company's proactive attitude. Nunavut Arts and Crafts Association are also well on their way to complying with the Language Acts; most of their public forms, documents and marketing materials have been printed in all official languages.

An example of an organization that is acting to preserve the Inuit languages is IsumaTV. They have 725 films in Inuktitut, among 2600 films in 46 different Inuit and Aboriginal languages worldwide, as well as pilot projects in Pangnirtung and Igloolik bringing Inuit content through the community channel 24/7.

Within the mining and exploration industry, Lockett Consultation Services Inc has started working with clients such as Shear Minerals on language planning. The pro-activeness from these organizations is a positive sign that others like them or from similar industries will follow suit. Several other organizations have begun language planning, and over the next 12-18 months we hope to see more plans submitted to our office.

Challenges

Translation services

Many organizations have difficulties finding qualified translators with room in their busy schedules to complete additional work within the time required. Translation services need to be readily available, especially over the next few years when demand will probably increase from the private sector preparing to comply with Inuit Language Protection Act.

Costs

Meeting the added expense for translating marketing materials such as signs, posters, brochures and business cards is causing anxiety among many organizations. These expenses can amount to \$10,000 or more, depending on the size of the business. Is the Government of Nunavut or Inuit organizations' making financial support available to help small businesses offset these costs? Our attempts on behalf of businesses to find the answer to this question from territorial government have failed to yield anything specific, and this lack of information we believe is unacceptable to organizations needing more concrete information.

Language training

Finding competent staff with sufficient Inuit language skills is proving a big challenge for businesses who state that little is available in the way of language training services. Even when organizations hire new staff, we cannot assume that every Inuk employee speaks the Inuit language or speaks it fluently. As section 3.1.d of ILPA states, "Every organization shall provide, in the Inuit Language, its reception services and any customer or client services that are available to the general public," it behoves the Government of Nunavut to make language training easily accessible and affordable for private sector organizations.



Nunavut Tourism's...

SUCCESS STORIES: FRANCOPHONE ORGANIZATIONS IN NUNAVUT

Nunavut's French Health Services Network

RESEFAN (Nunavut's French Health Services Network) has actively offered health care services in the French language in Nunavut since 2004. In addition to health care services and presentations on health, the organization has developed and offered informative and entertaining activities in French for all age groups, with the greatest respect for cultures. These activities, whether it is swimming, badminton games, outdoor activities or even language skills, are vital to the French-speaking Nunavut community.

RESEFAN looks after the wellness of the French-speaking Nunavut community; it helps improve health services in French and contributes to the application of language rights in Nunavut.

Our thanks to RESEFAN!

Association des francophones du Nunavut

The Association des francophones du Nunavut (AFN) celebrates its 30th anniversary!

The *Association des Francophone de Frobisher Bay* was officially born in 1981 as a result of the dreams and collective efforts of approximately 350 Francophones. The perseverance, passion, dedication and pride of the Franco-Nunavois ensured the vitality, development and success of the organization through the years.

Since its creation, the organization has grown significantly. To its credit, the Association des francophones du Nunavut now counts more than 150 Francophone and Francophile members. Despite the fragility of French language services often underfunded, the Association des francophones du Nunavut continues to grow in a culturally diversified environment to promote the vitality of the Francophonie. It provides an entertaining cultural program to the members of the Nunavut community.

Although the Association des francophones du Nunavut won or lost from time to time few strings to its bow, it remained the advocate of the Francophones of Nunavut to ensure the fulfillment of its mission that is "[...] to work for the affirmation and the full development of the Francophone community in Nunavut, in a context of harmony with other cultures."

In pursuing this mission, the Association des francophones du Nunavut and its members devoted heart and soul to the achievement of institutions such as the Francophone community radio CFRT, the Nunavoix, the École des TroisSoleils and the daycare Les Petits Nanook to name a few. These institutions will ensure for future generations places of expression and education in French. Although the Association des francophones du Nunavut is an organization that promotes and represents the Francophones of Nunavut, it also plays a lobbying role with public authorities whenever it is necessary. One need only to think about its appearance to defend the Official Languages Acts before the Standing Senate Committee on Legal and Constitutional Affairs, and its participation to the development of the new Education Act of Nunavut.

Investigation Report

Concerns Received

During the 2010-2011 fiscal year the Office of the Languages Commissioner of Nunavut received 12 concerns as illustrated in Table 1 below.

Table 1

Concern Type	Number of concerns received
Investigated	10
Admissible	10
Inadmissible	2
Total	12

Table 2 below illustrates concerns by type of communication.

Table 2

Type of Communication	Number of Concerns 2010-2011
Oral (in person or over the telephone)	8
Written (letter or e-mail)	4
Blogs	0
Total	12

Inadmissible concerns

Two of the concerns submitted to the Office of the Languages Commissioner proved inadmissible. The first one was related to the absence of French in correspondence between the municipality of Iqaluit and francophone businesses. The second was related to the absence of Inuit language service from another municipality's division. However, the Official Languages Act of Nunavut states that municipalities shall be in position to provide services in the Inuit language by September 2012. As for French, municipalities will have the duty to communicate in that language to the extent that there is a significant demand.

The assessment criteria to determine if there is a significant demand to provide of French language services include:

- The proportion of the population served;
- The volume of communications or services requested;
- The scope, impact or importance of the services in question, and
- The relevance of the services in question to the health, safety or security of members of the public.

Admissible concerns

The 10 admissible concerns were related to the following sectors: Department of Health and Social Services, Department of Human Resources, Department of Education, Department of Community and Government Services, the Legislative Assembly, and Nunavut Elections.

It is important to understand that each concern submitted to the Office of the Languages Commissioner significantly affects the well-being of Nunavummiut because each one is an example of a situation in which someone may have been deprived of access to information and or primary services. A lack of cooperation could cause significant prejudice to Nunavut residents in general. Therefore, the cooperation of departments regarding the fulfillment of their language obligations is essential.

Concerns & State of Investigations: Summary

Department of Human Resources

1. The Language bonus requested by a few employees was refused at a health facility despite the fact that they are being called upon to serve as interpreters for patients on a daily basis. The Languages Commissioner has had these concerns brought forward on several occasions.

Given to the nature of this concern, the Languages Commissioner believes it appropriate to conduct a systemic investigation as soon as Nunavut's Official Languages Act comes into force. The investigation has been postponed to the 2011-2012 fiscal year.

2. Annually, the Department of Human Resources lists a series of training sessions available to Government of Nunavut employees. Even though previously requested, the list was not made available in French. There was also no opportunity to take the training in French.

The Languages Commissioner's Office got in touch with the parties involved. It was agreed that this situation would be remedied for the next training period in 2011. The Office of the Languages Commissioner will monitor progress.

3. A regrettable situation was brought to our attention by a group of people concerned that French media such as the Nunavoix and CFRT Radio is too often overlooked by the Department of Human Resources when job offers are being advertised.

Given to the nature of this concern, the Languages Commissioner believes it appropriate to conduct a systemic investigation as soon as Nunavut's Official Languages Act comes into force. The investigation has been postponed to the 2011-2012 fiscal year.

Department of Health and Social Services

4. An individual related that access to health information in French to be limited.

This issue was raised in the 2003-2004 Annual Report and monitored by our office. Our office stated in the 2009-2010 Annual report:

The department should be commended for their efforts in publishing important health information in all official languages. Unfortunately, these publications are not always posted in health and government buildings. This may be due to the individuals posting them. Perhaps Health and Social services should give instructions (if not already doing so) when distributing posters and notices that they must be posted in all official languages, especially in public buildings.

5. An individual was turned down trying to submit his resume for a maintenance position at the Qikiqtani General Hospital because of his poor command of English.

Given to the nature of this concern, the Languages Commissioner believes it appropriate to conduct a systemic investigation as soon as Nunavut's Official Languages Act comes into force. The investigation has been postponed to the 2011-2012 fiscal year.

6. An individual was denied being the escort of a family member because of being unilingual although language is not a requirement for medical escort.

The Languages Commissioner has communicated with the Deputy Minister of Health and Social Services. This issue was resolved. However, we continue to have concerns that medical escorts are often denied due to language issues. The Office of the Languages Commissioner will monitor progress.

Elections Nunavut

7. A brochure was sent to Nunavut residents inviting them to cast their vote. This brochure was printed and published in English and Inuktitut only. This is contrary to Elections Nunavut's mandate and contravenes the Official Languages Acts.

The Languages Commissioner got in touch with the office of Elections Nunavut. Corrective action was offered and successfully implemented by the office of Elections Nunavut. This issue was resolved.

Legislative Assembly of Nunavut

8. When the Office of the Languages Commissioner was convened before the Standing Committee at the Legislative Assembly, the transcript was not available in French. Despite repeated requests to the Legislative Assembly by members of the French language community, it took several weeks for this French transcript to be published on the site of the Nunavut's Legislative Assembly. This issue was resolved.

Department of Education

9. The Department of Education's communications with a French speaking institution generally took place in English. Despite repeated requests for French services, the situation remains unchanged.

The Office of the Languages Commissioner is still awaiting the relevant document to justify an investigation. This issue is postponed to the 2011-2012 fiscal year.

Department of Community and Government Services

10. A call for proposals was issued by the Department of Community and Government Services to develop a language training program for Government of Nunavut employees. Even though the call for proposals targeted a specific language group, it was published in English only.

The Languages Commissioner got in touch with the parties involved. Acting in good faith, the Department of Community and Government Services agreed to have the call for proposals translated in French and postponed the closing date.

Concerns 2000-2011

The Office of the Languages Commissioner has conducted a review of the concerns communicated to our office since the start of its operation in 2000.

This review enable us to identify departments who have done little to comply with the requirements and obligations of the *Official Languages Act of Nunavut* and the *Inuit Language Protection Act* as well as showing which language groups were most affected by the lack of compliance.

Table 3

Language groups most affected since 2000-2011

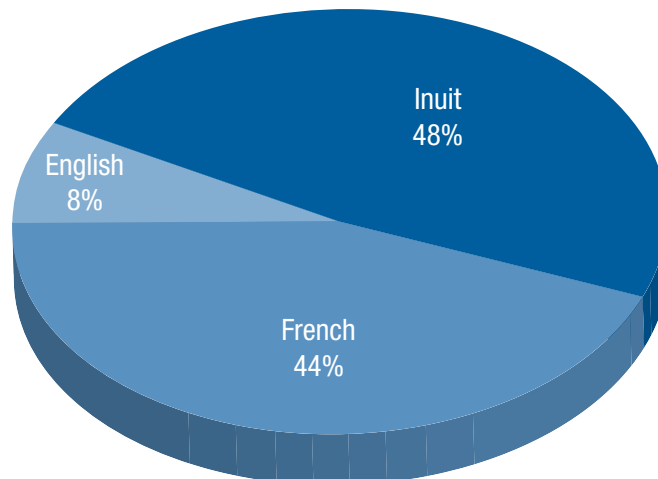
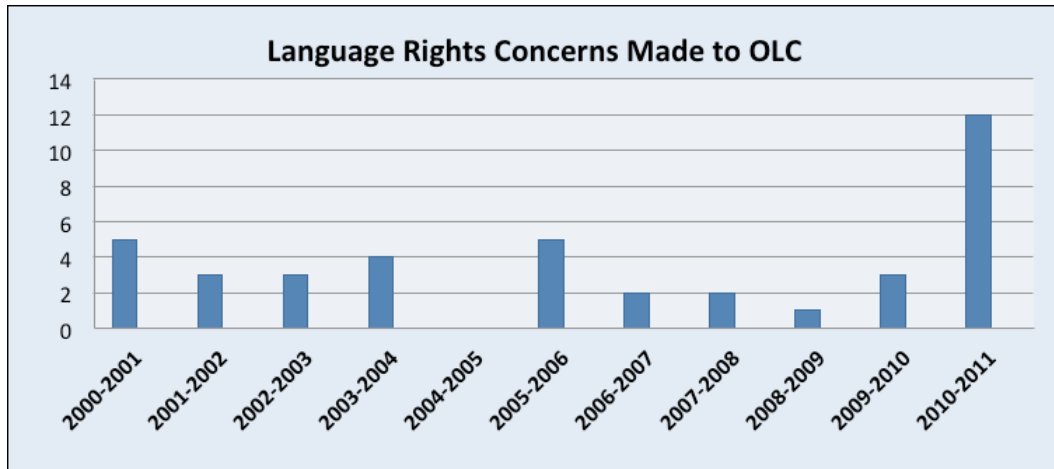


Table 4

Observations

The increase in concerns for this fiscal year is expected to increase significantly over the next few years while organizations come to terms with the need to provide language services.

Inquiries

During the fiscal year 2010-2011, our office has received over approximately 100 inquiries. The Office of the Languages Commissioner received daily inquiries by phone, e-mails and in person. Most questions were either about Nunavut's language legislation and policies or on how to find translation services. Information was also sought for research projects; clarification on proper spelling, wording and grammar, and where to find Inuit language learning resources and or courses. We received and answered inquiries in the Inuit, English and French languages.

Press Release Follow Up

The Office of the Languages Commissioner has continued analysing press releases issued by the Government of Nunavut during the fiscal year 2010-2011 and notes little improvement in official languages use.

Table 5

Languages	2009-2010	2010-2011	Difference
Inuktitut	85%	87%	+2%
Inuinnaqtun	66%	57%	-9%
French	60%	52%	-8%
English	100%	96%	-3%

Grading of News Releases

The Office of the Languages Commissioner has attributed grading that reflects the level of each department in the simultaneous publication of press releases through Outlook in all official languages. It is based on the Alberta academic grading.

Table 6

	A = Excellent (80 to 100%) B = Great (65 to 79%)	C = Satisfactory (50 to 64%) D = Needs Improvement (0 to 49%)
Culture Languages, Elders and Youth		A
Economic Development and Transportation		B
Health and Social Services		B
Community and Government Services		C
Human Resources		D
Justice		D
Education		D
Environment		D
Finance		N/A*
Executive and Intergovernmental Affairs		N/A*

* N/A: The Department hasn't issued New Releases in 2010-2011 through Outlook. Please note that these results exclude all public agencies and institutions.

State of the Government of Nunavut's Website

While the Government of Nunavut has taken some positive steps in providing information in all the official languages, overall in comparison to 2009-2010 there is limited evidence of progress towards websites that are compliant with the language acts. For example, the Department of Health and Social Services continues to publish its policies, licenses and forms only in English, and the Department of Human Resources advertises all job postings only in English. Please note that this relates only to GN websites.

As for the websites of the six organizations established by an act, and the five territorial societies, only the Credit Corporation and Labour Standards Board provide content in all official languages.

On a more positive note, the biographies of all Ministers are now in all official languages, and the Department of Education had demonstrated effort and commitment since most of its policy documents are now in the official languages.

Budget Report

Budget & Expenditures ending March 2011

Summary	Budget	Spent	Committed	Balance
Permanent Salaries	1,011,000.00	597,772.51		413,227.49
Casual Wages				
	1,011,000.00	597,772.51		413,227.49
Travel	50,000.00	39,076.63		10,923.37
Material & Supplies	30,000.00	41,213.31		(11,213.31)
Purchased Services	25,000.00	27,177.60		(2,177.60)
Utilities	10,000.00	3,072.57		6,927.43
Contract Services	130,000.00	87,313.87		42,686.13
Fees & Payments	12,000.00	3,259.44		8,740.56
Other Expenses	5,000.00	30,431.05		(25,431.05)
Tangible Assests	4,000.00	16,608.29		(12,608.29)
Computer hardware & Software	4,000.00	1,549.61		2,450.39
	270,000.00	249,702.37		20,297.63
Total	1,281,000.00	847,474.88		433,525.12

Work Plan 2011-2012

Operations

Our request for a proposal for new office space in April 2009 was unsuccessful due to limited available office space in Iqaluit. Thereafter, this office kept itself informed of commercial space options with a number of landlords. In March 2010 we advertised again and had a successful bidder from the developer of a building under construction. We expect to move into the new office early in the fiscal year, and become fully staffed, which includes finding a Director of Policy.

Communication

Communications Strategy:

While this project was conceived in the 2009-2010 fiscal period, unexpected delays have delayed completion until May 2011. This strategy will drive our activities over the next three years as we aim to maximize our public outreach.

This strategy will outline specific targets and action plans. These include reaching elders in a more direct and personal way, aiming to motivate the adult population to come forward with concerns, getting youth buy-in on language rights, establishing regular meetings with administrative heads of territorial institutions and municipalities, and so on.

Website

Going forward the website will become a central hub for all new communication initiatives. The site will feature new videos, articles, blog entries, and it will be tightly integrated (linked to) social media including YouTube and Facebook. As such, increased traffic and usage will be a natural outcome when the Nunavut community is directed to the site and has access to new content. We had originally envisioned creating a youth portal on our website but the applications for the backend of the site was deemed too costly.

Policy & Investigations

The Office of the Languages Commissioner expects to see another jump in the number of language rights concerns reported. In addition to our outreach activities to increase awareness, we will simplify the explanation on our investigation process to reduce possible ambiguity as well as the anxiety that many may have about coming forward with an "official" concern. To accomplish this, the future process may emphasize that reporting a concern can be done verbally.

Systemic Investigations

We had expected to do two systemic investigations in the year 2009-10 fiscal year, not anticipating a delay to the "in effect date" of the Official Languages Act (OLA). The Official Languages Act gives this office explicit authority to combine investigations on all official languages. Assuming the act will come into force in 2011, year we expect to undertake two systemic investigations. We will hold regular meetings with key stakeholders to discuss issues and emphasize the need for compliance in the hope of minimizing the need to carry out such investigations.

Private Sector

The Private Sector Liaison Officer's activities are dedicated to informing the private sector of their future language service obligations and to help them plan for compliance if and when required. We will continue to take part in trade shows. Other activities planned are an open house, making phone calls, direct, personal mail, e-mail contacts and face-to-face meetings.

Video conferencing—we will research the possibilities of conducting video conferencing outreach to the private sector and to high priority population segments in the larger communities. If it seems feasible, we will start in the winter of 2011-2012.

Francophone Community

Recognizing that the most effective and persuasive communication activities are also the most personal, the Office of the Languages Commissioner will take steps to meet, where possible, with all French speaking citizens of Nunavut individually, either through face-to-face meetings, email or phone call. The relatively small population and known locations of Francophone's makes this direct and personal approach more feasible.

Conclusion

Some of our investigations have been hindered by the lack of an implementation plan of territorial institutions. Our office does not yet know how they are going to implement the Official Languages Acts and what budget will be allocated for the implementation of the plan. We have postponed our systemic investigations of the Departments of Health and Social Services and Human Resources due to the Official Languages Act not becoming into force.

Compliance with the Official Languages Acts of Nunavut is a challenge. Despite the difficulties encountered, progress has been noted. A few examples are the Nunavut Inuit Language Standardization Symposium, French classes to be offered to the Government of Nunavut employees, the new Government of Nunavut website. Action towards the respect of linguistic right will ensure the vitality of the official languages of Nunavut and the well being of all nunavummiut. Let's work together!

LANGUAGES IN DANGER: INUIT



APPENDIX A: STATE OF THE OFFICIAL LANGUAGES

Incrementally language rights have progressed since the 1980's in our homeland. We have three official languages in Nunavut: Inuit, English and French. Of those three we have two disadvantaged languages: the Inuit language and the French language. We say they are disadvantaged languages because government and industry are predominantly English speaking. We also face an acceleration of English dominant bilingualism in Nunavut, in the home and as the growing mother tongue. We need the two disadvantaged languages to become at par with English for services, and be spoken in the playgrounds by children of these language groups in Nunavut. The new language acts aim to improve the situation for the Inuit and the French language.

The English and the French language have been part of the national political picture right from when Canada was created. It is more recent that Aboriginal languages were recognized in territorial legislation. Through much hard work we finally have the opportunity for the Inuit language to have equal status as English and French in Nunavut.

When Canada was created in 1867, it was declared that languages in Parliament were French and English. Much later in the 1960's the French community were asserting for enhanced status of their language and culture. In response to these demands the federal government created the Royal Commission on Bilingualism and Biculturalism. After much hard work the Commission made recommendations, which were partly enacted in the federal Official Languages Act of 1969. Later, when the 1982 Constitution Act of Canada was entrenched, it included language rights for French and English (sections 16-23). The highest law in the country also included Aboriginal Rights in section 35, even though there were no explicit language rights in this provision many Aboriginal groups declared that languages an Aboriginal right.

When the Constitution Act was created Ottawa was going to unilaterally amend the Northwest Territories Act, the federal statute that gives powers to NWT, and entrench official bilingualism in English and French. The two territories of the day strongly objected to this unilateral action requesting that Aboriginal languages be recognized instead as Official Languages of the Territories.

Both levels of governments conceded that a territorial Official Languages Act should be enacted, modeled on the Constitution requirements for English and French, and most importantly include "Official status" for a number of Aboriginal languages. Even though Aboriginal languages were recognized they still did not enjoy equal status as English and French. But it was a start.

In 1984, as a result of a delicate political compromise, both Canada and the Territories took action by signing an *Accord*, with Canada committing to pay all costs relating to the implementation of French as an Official Language in the Territories, and supporting the Territories to provide its services in French. There was also a commitment from Canada to provide adequate funding to the Territories to preserve, promote and improve services in the

Aboriginal languages that were recognized.

When the Nunavut Territory was created in 1999, the NWT act on official languages was transferred over. The preamble of OLA states it is established to ensure equality between French and English, and Aboriginal languages will be given "recognition". Recognition does not mean equality.

Shortly after the creation of the Territory this office created a committee to start thinking about a Nunavut made language legislation. This office recommended the need for legislation in order to protect and strengthen the Inuit language, as well as having an Official Language Act. In 2008, both the Official Languages Act and the Inuit Language Protection Act were passed through the legislative assembly.

In Nunavut much has been done to lay the foundation to welcome and include these two minority languages by the passage of the language acts. The French language has an advantage of having explicit constitutional protection, whereas the Inuit language, even though it can be argued it is protected as part of Aboriginal rights in the constitution, it is not as explicit. For this reason we risk the Inuit language as being viewed by the federal government as not worth protecting and revitalizing. Even though there was a commitment in 1984 by the federal government to help safeguard Aboriginal languages in this region.

In this part of the report we provide context of how official languages came to be recognized, and hope to give more life to the language communities by telling their history and present situation.

Here are the stories of the two disadvantaged languages in Nunavut:

Inuit Language: Past, present and future

The Inuit language is a member of the Eskimo-Aleut language family (Aleut, Inuit-Inupiaq, Yupik and Sireniski), with a population of 167,000 living across the circumpolar world. The number of Inuit-Inupiaq sub-branch speakers represents a total of just over 100,000 people throughout the extended Inuit Nunaat (Greenland, Canada and Northern Alaska). Although the Inuit language and culture show remarkable similarities from Alaska to Greenland, including Canada, recent history of colonization in each region has brought many changes to Inuit society, language and culture.

History

The first written record of Inuktitut words in the Eastern Canadian Arctic is from a Christopher Hall. He was a mariner on Martin Frobisher's ship when in 1576 the expedition came into contact with Inuit in the south of what is now known as Baffin Island. The list contained only 17 words, mostly words for body parts, but also for an item of clothing, a tool and boat.

This word list is quite telling of the evolution of Inuktitut since 400 years ago. According to Louis Jacques Dorais, *Language of the Inuit: Syntax, Semantics, and Society in the Arctic* (2010), the Baffin dialects were quite similar to the present-day conservative forms of the Inuit language—the Alaskan Inupiaq and Western Canadian Inuktitun. Dorais provides examples:

- ejrin (your eye)
- qeteq&liq (middle finger)
- mikeliqqan (your third finger)
- nutchatet (your hair)
- and iqetqun (your little finger) (p.107)

In other words, phonology (sounds) and morphology (structure) of spoken Baffin dialects have changed over time. In terms of vocabulary, Dorais adds “despite its conservative phonology and grammar (...), the eastern Inuit language of the sixteenth century remain very close to present-day dialects” (p. 109).

The syllabics writing system was introduced to the Inuit by Reverence Edmund James Peck in 1876. The missionaries used the writing system to help convert Inuit to Christianity. The learning of a writing system also allowed Inuit to be able to read text, and more importantly write to each other. Reverend Peck preached the gospel in Nunavut and Baffin Island for thirty years. He taught a few Inuit how to read the syllabics and asked Inuit to hand out the texts to outlying communities. The few that knew how to read taught other Inuit how to read. By 1925 it is said almost all Inuit in the Eastern Arctic could read and write. Inuit would write letters to family and friends in other camps.

The introduction of western education to Inuit children has had a major impact on the use of the Inuit language. In the 1950s, the Canadian government made it a requirement that Inuit attend residential schools and federal day schools. The students learnt English and were heavily discouraged from speaking their mother tongue. As a result, many students felt ashamed to use their language, which led to a decline in both its use and proficiency. Intergenerational effects have continued this decline, which has had a negative impact on Inuit culture and sense of Inuit identity.

Present Situation

The Inuit Language is the first and preferred language of the majority of Nunavut's population (Nunavummiut), which numbered 29,325 in 2006. Of this population 24,640 reported their identity as Inuit. This figure represents 84% of the population but only 70% could claim the Inuit language as their mother tongue. More dramatically, only 54% used it most often in the home

The Inuit language is declining rapidly, with the loss varying from region to region. From 1996 to 2006 Inuktitut has remained stable at 94% in the Baffin region, and declined from 91% to 88% in the Kivalliq region. In the Kitikmeot region the Inuinnaqtun and Nattilingmiutut dialects have eroded even further, down from 54% to 45%.

The decline is most evident in home use—86% to 81% in Baffin, 77% to 65% in Kivalliq and 25% to 15% in Kitikmeot. Using concrete numbers, this means that in 2006 about 4,220 Inuit in Nunavut did not identify the Inuit Language as a mother tongue, while 8,830 either did not use or had barely used it in the home.

Inuit children are growing up without the familiarity of hearing and speaking their language and would explain why the majority of the two largest population groups, those under the age of 15 and those aged 15 to 24, are least likely to have the Inuit Language as a mother tongue. This translates into 2,245 and 1,045 respectively. It is evident then that some immediate measures need to be made if the language is to stay strong.

Reversing Trends

The Government of Nunavut must act quickly if it hopes to reverse the negative trends. According to our research, successful revitalization will require a number of initiatives such as:

- Having a more aggressive approach to succeeding teacher education program students and training of interpreter and or translators, especially for Inuinnaqtun;
- Developing policies and programs that strengthen the daily use of language, including promoting programs aimed at publication of literature, radio and multi-media technology use;
- Promoting the use of language in administration of government, including creating an evaluative tool and a reporting mechanism on successes and challenges;
- Taking frequent censuses on language that provides relevant information regarding Inuit language use and vitality (as previously recommended by this office in the 2009-10 annual report);
- Having language training for adult and second language learners of Inuit language, and
- Creating programs to encourage maintenance of Inuit language Daycares, especially in Iqaluit, Resolute Bay, Grise Fiord, Baker Lake, Rankin Inlet, Cambridge Bay, Kugluktuk, Gjoa Haven, Kuugaruk, and Taloyoak where Inuit language use is moderate to low.

Standardization

An important aspect of language protection is standardization—common rules for spelling, grammar and terminology. Standardization would improve the efficiency of government through improved translation quality and faster times to produce information on which all Nunavummiut depend. Standardization would benefit all territorial institutions as well as the private sector costs.

Standardization was discussed at the Nunavut Language Summit in February 2010. It is contentious for two reasons: firstly, there is resistance against the imposition of a particular dialect since it would be perceived as a continuation of assimilative practices; secondly, it raises the specter of dialect loss, a major concern for Inuit whose local identity is strongly associated with his or her dialect. But experiences elsewhere show these concerns are unfounded. Standardization has benefited Greenlandic, for example, even the French and English languages.

A standardized orthography is important for the long term survival of the language so even if reaching consensus is difficult, the Inuit Uqausinginnik Taiguusiliuqtiit (Language Authority) must meet the challenge.

Orthography and Literacy

Nunavut is home to two orthographies: syllabics and in the Roman alphabet. Inuktitut speakers in the eastern part of the territory tend to use syllabic writing, while in the west, where Inuinnaqtun is the predominant Inuit dialect, speakers use exclusively the Roman alphabet. Syllabics can be mirrored into the roman orthography using the Inuit Cultural Institute Standard (ICI Standard), which promotes a dual writing system.

A scholar who studies language use and literature, Aurélie Hot, came to the conclusion that current writing practices may accelerate the trend towards an English-dominant bilingualism. Inuit who speak English and Inuktitut find it easier to read and write in English than syllabics, either for efficiency and convenience or due to lack of skill. Hot found that beyond elders and interpreters, translators and educators, most other people interviewed in her research were more comfortable writing and reading in English than writing and reading in Inuktitut. While syllabics remains an important marker of Inuit identity, its use in society and in the workplace seems to be more symbolic. All these factors contribute to present Inuktitut as a secondary literacy.

Language literacy plays a positive role in language revitalization according to international scholars Lenore A. Grenoble and Lindsay J. Whaley who work on language revitalization efforts. They claim that literacy and oral practices are often closely linked, and that consideration must be given to support literacy development across the territory. Yet apart from religious and classroom materials, Nunavut has little of its own literature. There are some exceptions; for example, internationally acclaimed authors of children's books such as Michael Kusugak; Nunavut Bilingual Education Society's production of literature on Inuit legends and other stories, and Nunavut Arctic College's books based on traditional knowledge and Inuit accounts.

In view of research findings and scientific literature, the GN must urgently make opportunities for literacy learning for youth and adults more readily available. Nunavut must emulate Greenland, which has produced a rich literature for over one hundred years. Consideration may also have to be given to further legitimize writing in Roman orthography (A.Hot 2010) to make reading and writing more accessible.

Attitude

In order to revitalize a language we have to reverse the trend of Inuit speaking English among themselves even when they know the Inuit language. Why does someone who speaks more than one language choose by default—either consciously or subconsciously—another language over his or her mother tongue? The factors and or pressures at play can be social, business, work, media, schooling and so on but we need to have a better understanding of this subject. For language revitalization programs to have any success, we need to know what motivates people or what attitudes people may have about their mother tongue.

French in Nunavut: past, present and future

The fur traders and missionaries were among the first Francophones to meet the Inuit. Just think of the explorers Pierre Esprit Radisson and his brother-in-law Médard Chouart Des Groseilliers who participated in the creation of the Hudson Bay Company in 1770. There was also the historic moment when Captain Joseph Elzéard Bernier who installed a plaque on Melville Island on July 1st 1909 to confirm the possession of the whole Arctic Archipelago in the name of Canada.

Between 1910 and 1951, missionaries such as French Oblates and Grey Nuns of Nicolet, came to the Arctic to create the first parishes, hospitals and residential schools. Most residential schools closed in the mid-1970s, but the last federal day schools closed as late as 1996. Even though the assimilation policy of this era was very damaging to Inuit society, there were some notable positive works by some individuals. One such individual was Father Guy Mary-Rousselière, a Catholic priest and archaeologist who lived in Pond Inlet for many years. He authored books about the arctic he edited the Eskimo magazine, helped with the filming of Netsilik series. His archaeological findings have contributed greatly to the understanding of the Dorset people, and not to mention the yarn he found that proved Vikings had been on Baffin Island around 800 years ago. Ataattammarik as he was known by Inuit is still fondly remembered today by many Nunavummiut.

During the 1970's Frobisher Bay (now called Iqaluit) experienced important changes. As the town became the government and business hub of the Eastern Arctic the 1970's saw major construction for the new settlement including the high school, the high rise, Nakasuk School, and the now City offices. With direct flights from Montreal, some Quebeckers sought job opportunities. During these years several Francophone entrepreneurs and civil servants moved to the region. This was the case of Yvon Blanchette, a Bell Canada employee who was elected by acclamation mayor of Frobisher Bay in 1990, and the only Francophone ever to hold that position in any Nunavut community.

In 1982 the creation of a new Constitution Act guaranteeing language rights for French and English speakers of the country created motivation for minorities to come together. Francophones and Francophiles in Frobisher Bay began to dream about the creation of a Francophone Association in Canada's far north. In the late 1980s, Mrs. Lachance convened a meeting to create the first Francophone committee. One of the committee's early accomplishments was to obtain a license to broadcast *Radio-Canada*, the CBC French network, in Iqaluit. It was subsequently decided to incorporate the Association des Francophone du Frobisher Bay (AFFB) to enable it to submit grant applications to the Federal Government. With the support of its members, the Association des Francophone du Frobisher Bay, known today as the *Association des francophones du Nunavut* (AFN) was born on April 1, 1981. Mrs. Lachance was elected as the first president. An entrepreneur Claude Denault known locally as the "Candyman" made the first donation to the association so that they may start. Since the creation of the Association des francophones du Nunavut, several organizations and institutions have been created to better serve the interests of the Francophone community. One has only to think about the Francophone community radio, the newspaper *Le Nunavoix*, the *École des Trois-Soleils*, the Nunavut's French health Services Network (RÉSEFAN), the *Commission scolaire francophone du Nunavut* and *Carrefour Nunavut*. These organizations and institutions pursue today the missions of their predecessors.

Present situation

The 2006 Statistics Canada census and the independent study *La vitalité culturelle des communautés francophones du Yukon, des Territoires du Nord-Ouest et du Nunavut* (The Cultural Vitality of Francophone Communities in Yukon, Northwest Territories and Nunavut) provide an accurate picture about the situation of Francophones in Nunavut.

They are mainly born elsewhere in Canada or abroad, and are migratory—76% of individuals reside only 2 to 3 years. This group is largely made up of professionals between 20 and 49 years old.

The census reported that 465 people have French as their mother tongue, which represents 1% of the Nunavut population, up from 445 Francophones reported in the 1996 census. While only 50% of Francophones primarily speak French at home, it is a significant increase since 2001, an upward trend which may be confirmed by the 2011 census data. That half do not use French in the home could be partly explained by the fact that 69% of Francophone children are from exogamous families, and that English prevails in the working environment and in the delivery of essential services.

The Future

The Francophone minority benefits from the language rights protection of the Canadian Constitution and the Nunavut Official Languages Act.

The Francophone community, through the display of a strong sense of belonging, continues to advocate for the recognition and respect of its language rights.

Conclusion

If we are to ensure equal status for official languages, including the Inuit language and French, the government must step up its efforts. It must ensure that:

- Francophone media are used for the publication or broadcasting of public messages and advertisements;
- Public documents such as press releases, websites, forms and policies are available in all official languages;
- Language bonus criteria be clearly established and managed fairly;
- Promotional tools are available in all official languages;
- Every head or central office of the Government of Nunavut is able to provide an active offer and redirect calls of Inuit language speakers to an Inuit language person and Francophone speakers to a French speaking person;
- Job offers are published in the Inuit language and French;
- French interpreters be also available at the Qikiqtani General Hospital;
- Contracts with third parties fulfill Nunavut Official Languages Act requirements and obligations;
- A certain number of training sessions are available in French;
- Francophone cultural programs and French teaching are available for Francophone students who do not attend the *École des Trois-Soleils*.