



**Special Committee to Review the
*Official Languages Act***

Final Report

Sixth Session
First Legislative Assembly

Legislative Assembly of Nunavut

December 2003

Rebekah Uqi Williams, MLA
Chair

Donald Havioyak, MLA
Co-Chair

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Special Committee to Review the *Official Languages Act*
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ILITAGIYAOHIMAYUNIK OKAOHILIKINIKUN MALIGAKYOAMIK
Comité Spécial de Révision de la Loi Sur Les Langues Officielles

December 2003

Hon. Kevin O'Brien, MLA
Speaker of the Legislative Assembly
Office of the Speaker
Legislative Assembly Building
Iqaluit, Nunavut
X0A 0H0

Dear Mr. Speaker:

On behalf of the Members of the Special Committee to Review the *Official Languages Act*, I have the honour of presenting the Special Committee's Final Report.

Although the life of this First Assembly will soon draw to a close, the Special Committee feels sure that the hard work represented within the pages of this Report will not be left unrecognized. We urge all Members of the Second Legislative Assembly of Nunavut to act on this Report as soon as possible in order that the goal of developing and enacting a made-in-Nunavut *Official Languages Act* becomes a reality.

Respectfully submitted,

Rebekah Uqi Williams, MLA
Chair

“On July 9, 1993, the agreement was ratified that we’re going to be establishing our own government and our own territory. For those of us that are middle aged, a lot of years have gone by. It has been approximately ten years since that agreement was signed.

“From that time on, we hoped to see the Inuktitut language being used in the workplace. But we have yet to see this within the government and other places...

“I’m sure we won’t see it right away, but it’s something that we hope to see, the proper usage of Inuktitut in the work environment.”

Community member, Iqaluit

Introduction

Along with the majority of legislation used in Canada's newest territory, Nunavut's *Official Languages Act* was inherited from the Northwest Territories upon division on April 1, 1999.

Given the desire to review legislation inherited from the NWT to better meet the needs and aspirations of Nunavummiut, a number of Nunavut's statutes have already undergone review and amendment. The review of Nunavut's *Official Languages Act*, in particular, is closely linked to an underlying objective of the creation of Nunavut -- to ensure the preservation, use and promotion of the Inuit languages used in the territory.

The Special Committee to review the *Official Languages Act* was created by a motion of the Legislative Assembly of Nunavut on February 26, 2001. The Committee's mandate was to review the provisions and operation of the *Official Languages Act* in accordance with Section 29 of that same *Act*. The Committee is made up of five Members of the Legislative Assembly. Rebekah Uqi Williams, MLA for Quttiktuq, is the Committee Chair; Donald Havioyak, MLA for Kugluktuk is the Co-Chair; and the other members are Ovide Alakannuark, MLA for Akulliq; David Iqaqrialu, MLA for Uqqummiut; and the Honourable Peter Kilabuk, MLA for Pangnirtung. The Honourable Peter Kattuk, MLA for Hudson Bay, was a member of the Special Committee from February 2001 to February 2002. The Honourable Jack Anawak, MLA for Rankin Inlet North, was a member of the Special Committee from February 2002 to June 2003. The Members of the Special Committee would like to express their appreciation to Ministers Kattuk and Anawak for their work on the Committee and the insights that they brought to the Committee's deliberations.

This Report concludes the activities of the Legislative Assembly's Special Committee to Review the *Official Languages Act*. It should be noted that one of the objectives set out in the Committee's mandate remains to be completed. It is the Committee's hope that the Second Legislative Assembly of Nunavut will take this report into consideration and complete that final objective by introducing a new made-in-Nunavut *Official Languages Act* as an early goal.

It should be noted that for clarity and completeness, some of this document was previously included in the Committee's Interim Report of March 2002.



Background

The Legislation

The concept of language rights first established itself in Canadian legislation in 1969 when the Government of Canada adopted the *Official Languages Act* declaring English and French to be the official languages of Canada. When the Canadian *Charter of Rights and Freedoms* came into effect in 1982, it further specified a number of rights and principles relating to language communities in Canada, such as equality of the two languages and the protection of minority language education rights for French and English-speakers.



In 1984, the federal government introduced an amendment to the *NWT Act* which would have established French as an official language of the NWT. The Government of the NWT successfully argued that legislation on official languages should fall under the jurisdiction of the Legislative Assembly of the NWT and passed its own *Official Languages Act* (OLA). On the same day of the passage of the NWT's OLA, the NWT's Government Leader and the Secretary of State for Canada signed funding agreements for the implementation and delivery of GNWT programs and services in French and for the preservation, enhancement and development of Aboriginal languages across the territory. Similar funding agreements with the federal government have been negotiated at various intervals since that time.

When the Government of Canada amended its *Official Languages Act* in 1988, it also introduced an amendment to the *NWT Act* which allowed the Legislative Assembly of the NWT to amend its OLA only if it increased the status of languages. Any other amendments would still require the consent of Parliament. Indeed, in 1990, the NWT amended its OLA to add Cree, Chipewyan, Dogrib, Gwich'in, Inuktitut and Slavey as official languages and also created the Office of the Languages Commissioner.

The NWT's *Official Languages Act* was inherited by Nunavut on its creation in 1999. At the present time, Nunavut's *Official Languages Act* serves a number of purposes: it recognizes certain languages as official languages in the territory; it specifies what languages shall or may be used in the debates and proceedings of the Legislative Assembly; it specifies what languages shall or may be used in the courts and in the final decisions, orders and judgements of the courts; it specifies the language rights of the public in receiving services from, or

communicating with, government offices; it establishes the position and responsibilities of the Languages Commissioner and it specifies the languages in which laws and other government documentation must be printed.

Nunavut's Language Communities

While the *Official Languages Act* recognizes Inuktitut and includes, by definition, Inuinnaqtun and Inuvialuktun under the term "Inuktitut", it may be argued that this name does not adequately apply to all Inuit languages spoken across Nunavut. In considering languages and dialects that are spoken in Nunavut's communities, the Special Committee recognized the existence of three major language groups: speakers of English, speakers of French and speakers of an Inuit language.

Research by a prominent Canadian linguist that focuses on Inuit languages has identified seven dialects¹ commonly used in the communities that now make up Nunavut. These include dialects of the Western Canadian Inuktitun group (Inuinnaqtun and Natsilingmiutut), and dialects of the Eastern Canadian Inuktitut group (Aivilik, North Baffin, South Baffin, Nunavik and Kivalliq). It should be noted that, for historical reasons, speakers of Inuinnaqtun write their language using the roman alphabet – the same type of script used by English and French speakers. All other speakers of an Inuit language in Nunavut use the syllabic writing system to write their language. Speakers of Inuit languages outside of Nunavut use both roman writing systems (as in Greenland) and syllabic writing systems (as in the Nunavik region of Northern Quebec).

Today I speak in the Arctic Bay dialect, I used to speak the Clyde River dialect and we had to learn the local dialect when we moved here. But my dialect is still in my brain. I even forget it now sometimes. I used to teach using the old Inuktitut. I like to hear Inuktitut and so I listen to the radio. Our grandchildren are speaking differently so we should try to keep our old language. We are treading now in danger I feel and sometimes I worry about my grandchildren.
— Arctic Bay

The importance of dialect for individuals, families, communities and even regions cannot be under estimated. Dialect is an important aspect of identity, a link to Inuit culture and history and a source of pride. At the same time, the variations in pronunciation, grammatical usage and vocabulary across the dialects of Inuit languages pose significant challenges to Nunavut-wide policies and practices that relate specifically to the use of language.

Based on Louis-Jacques Dorais' research on Inuit languages, the following table provides a general overview of the distribution of dialects spoken across Nunavut's twenty-five communities. In general terms, the Special Committee recognized nine sub-groups (dialects) of Inuit language speakers in Nunavut. The historical movements of groups of speakers has resulted in some mixing of dialect groups within individual communities.

¹ Inuit Languages and Dialects / Inuit Uqausiqatigiit Louis-Jacques Dorais, Arctic College, Iqaluit 1990

Distribution of population and speakers of Inuit language dialects across Nunavut communities, 1986 and 2001

Dialect ¹	Community	1986 data ²			2001 data ³		
		Population	Inuit language as Mother Tongue	% of Population with Inuit language as Mother Tongue	Population	Inuit language as Mother Tongue	% of Population with Inuit language as Mother Tongue
Inuinnaqtun	Kuqłuktuk	888	450	51%	1210	380	31%
	Cambridge Bay	1002	350	35%	1310	330	25%
Natsilingmiut	Gjoa Haven	650	580	89%	960	555	58%
	Taloyoak	488	415	85%	720	425	59%
	Kuqaaruk	297	280	94%	605	455	75%
Natsilingmiut / Aivilingmiut	Repulse Bay	420	405	96%	610	575	94%
Aivilingmiut / Nunavik	Coral Harbour	477	450	94%	710	660	93%
Aivilingmiut / Kivalliq	Chesterfield Inlet	294	260	88%	335	290	87%
	Rankin Inlet	1374	980	71%	2165	1250	58%
Kivalliq	Baker Lake	1009	880	87%	1510	850	56%
	Arviat	1189	1100	93%	1985	1735	92%
Kivalliq / Natsilingmiut	Whale Cove	210	190	91%	305	285	93%
North Baffin	Hall Beach	451	420	93%	610	575	94%
	Iqłoolik	857	820	96%	1280	1210	95%
	Arctic Bay	477	450	94%	645	580	90%
	Pond Inlet	796	735	92%	1220	1110	91%
North Baffin / Nunavik	Resolute Bay	184	115	63%	212	140	65%
	Grise Fiord	114	105	92%	165	140	85%
North Baffin / South Baffin	Clyde River	471	455	97%	785	660	94%
	Iqaluit	2947	1705	58%	5195	2550	49%
South Baffin	Oikiqtarjuaq	439	405	92%	520	480	92%
	Pangnirtung	1004	945	94%	1275	1190	93%
	Kimmirut	326	305	94%	430	395	92%
	Cape Dorset	872	805	92%	1145	1040	91%
Nunavik	Sanikiluaq	422	390	92%	680	640	94%

Statistics

Census information is collected across Canada every five years by the federal government and is used to measure changes in the social, cultural and economic development of the country, its regions and communities. The information in the table above is compiled from two different sets of Census data over a fifteen year period. It shows a change in population levels of Nunavut's communities over that period and reveals various changes in the number of individuals in each community who have an Inuit language as their mother tongue.

² Census data ordered by dialect as in *Language in Inuit Society* Louis-Jaques Dorais, Nunavut Arctic College, Iqaluit 1996

³ *Detailed Mother Tongue: Nunavut* 2001 Census of Canada, Statistics Canada, Ottawa, May 14 2003

The mother tongue question has been asked of every person surveyed in Canada since 1941. “Mother tongue” refers to the first language that was learned at home and is still understood. The mother tongue issue is of specific relevance to minority language rights, such as education rights, for French and English-speaking minorities as provided for under Section 23 of the *Canadian Charter of Rights and Freedoms*.

The Census refers to “Inuktitut (Eskimo)” as one of almost 50 Aboriginal languages in Canada. For the purposes of this Report, the Census use of ‘Inuktitut’ will be taken to refer to Inuit languages as a whole.

According to the results of the 2001 Census, 70% of Nunavut’s population had Inuktitut as mother tongue, 26% had English, and 1% had French. According to the 2001 Nunavut Household Survey conducted by the Government of Nunavut’s Bureau of Statistics, 72% of Nunavut’s population had an Inuit language as their first language learned at home, 21% had English, and 3% had French.



While the Special Committee was pleased to receive an overview of language related data from the 2001 Nunavut Household Survey, it is beyond the scope of this report to address the level of detail regarding language use in Nunavut as described in that report. The Committee encourages the Nunavut Bureau of Statistics to fully develop the results of the Survey and publish them, in the languages of all groups concerned, at the earliest opportunity.

Besides the question on mother tongue, the 2001 Census collected information on language spoken at home, knowledge of official languages (English and French) and non-official languages, as well as language of work. These other language questions are only asked of one household in every five so the data provided are actually estimates based on a sample (20%) of the population.

According to 2001 Census estimates published in May 2003, 53% of Nunavut’s population used Inuktitut as their home language, 46% used English and less than 1% used French.

When considering Census data on the knowledge of an official language, 83% of Nunavut’s population stated they had a knowledge of English while 4% had a knowledge of English and French. By comparison, 79% of the population claimed a knowledge of Inuktitut. Recent discussion in the media has indicated that figures relating to “knowledge” of a non-official language such as Inuktitut

should be interpreted with more caution than one generally applies to statistical estimates. Given evidence of a decline in the number of Inuktitut speakers, it has been suggested that respondents may have over-estimated their knowledge of Inuktitut as a reflection, in part, of their desire for more knowledge in this area.

For the first time, the 2001 Census asked questions on language used at work. Responses showed that 65% of the Nunavut population aged 15 and over and who had worked since 2000, used English most often at work while 33% used a non-official language at work. Although it is not specified, the most likely “non-official” language used in Nunavut would be Inuktitut. Less than 1% used French most often at work while close to 1% used English and a non-official language at work.⁴

Language Survival

Following studies on the status of Canada’s Aboriginal languages⁵, an analysis of the recent Census information supports both of the views that Inuktitut may have suffered a decline and that it may be undergoing a revival.

The question on what language is most often spoken at home gives information on how languages are actually being used. One indicator of language continuity, or whether a language is being retained or lost, can be determined by comparing the number of people who learned a language as their mother tongue to those who use it at home. For example, if a language is strong and vital – for every 100 people that learn it as a mother tongue, close to 100 people will use it as a home language – it will be given an index, or ratio, close to 1.0. The lower the index, the greater the decline or erosion of the language. Using data from the 2001 Census, an indicator of continuity for Inuktitut in Nunavut was determined at 0.41, which would signify a decline in the vitality of the language.

Inuktitut is part of our culture, our strength, so I want Inuktitut to be recognized. We are adaptable to change, and non-natives can also learn Inuktitut if they wanted to. Inuktitut could be used like English in the workplace, it can be done. We have to work to keep it strong.
– Qikiqtarjuaq

Here, we are envious of people who can speak Inuktitut. In our region, we seem to be losing our language. We need to get our language back and recognized.
– Taloyoak

Census questions on language knowledge help to measure the usage of different languages across Canada and, combined with other measures, can give an indication of how well languages are surviving or being revived. An indicator of language ability is measured by comparing the number of people who have knowledge of a language to the number of

⁴ *Language used most often at work: Nunavut* 2001 Census of Canada, Statistics Canada, Ottawa, October 1, 2003

⁵ As described in “Canada’s Aboriginal Languages” by Mary Jane Norris in *Canadian Social Trends* No. 51, 1998.

people who learned that language as a mother tongue. For example, if there are close to 100 people able to use a language, for every 100 people that learn that language as their mother tongue, then the index, or ratio, will be close to 1.0. A higher index indicates that more people are learning the language as a second language or later in life. Using data from the 2001 Census, an indicator of use for Inuktitut in Nunavut was determined at 1.13, which would signify a revival in the use of the language.

The current status of the Inuit languages in Nunavut remains an important subject for further study and research. As well, past efforts to address language issues in Nunavut, such as the Nunavut Implementation Commission's Language Policy Conference⁶, should not go ignored.

Through its research and consultation activities, the Special Committee has recognized that there are serious concerns about the sustainable future of the Inuit languages in Nunavut. However, the Committee contends that there is an important role to be played through legislation, policy and regulation in support of the revitalization of the Inuit languages. Committee Members feel strongly that Nunavut's *Official Languages Act* is central to the promotion, protection, enhancement and development of the Inuit languages, which are spoken by the majority of Nunavummiut, as well as confirming and protecting the rights of the two minority languages of Nunavut, English and French.

We the Inuit are unique. There are some other people that look a bit like us but we are a unique race and our language is our culture. If we are going to preserve and promote the usage of our language, then we should make sure our local governments are included. I would like to see this act apply to our municipal governments.
— Pangnirtung

I took a cab in Iqaluit and the driver was French. He started asking me if my language is important to me. He told me to work hard at protecting our language and that English will take over if we don't be careful. He took me by surprise.
— Qikiqtarjuaq

I know that we'll be talking about the preservation, development and enhancement of Inuktitut and Inuinnaqtun languages, and I believe they are the most important languages to consider. We need to enhance them and preserve them because they are a part of our tradition and we need to develop and enhance the aboriginal languages in Nunavut. — Iqaluit

⁶ Nunavut Language Policy Conference: Report and Recommendations Nunavut Implementation Commission. Iqaluit, March 1998.

Overview of the Review Process

The review process began by consulting with key stakeholder organizations and Government of Nunavut departments in order to ensure that the Special Committee had a good basic understanding of what language policies and services are



currently in place and what language concerns are seen as critical issues. Developing solid baseline information was seen as a necessary precondition for carrying out a comprehensive and effective consultation with the public.

The Special Committee recognized that many different groups and organizations hold a key stake in language issues across Nunavut. Therefore, one of the Committee's first steps was to identify those stakeholder groups and agencies and invite them to partner with the Committee in the review process. The Committee further recognized that stakeholders may have their own expectations of the review process as well as important contributions to make. The first Stakeholders' Roundtable meetings focused on forming partnerships and hearing expectations for the review. A second series of Stakeholders' Roundtable meetings gave further opportunities for language and stakeholder groups to provide input on language issues. A number of submissions were received.

The next step in the Committee's review process was to collect information from every government department on its capacity to provide services in Nunavut's official languages; initiatives on language policy and services, such as signage, forms and documentation, as well as any short and/or long-term initiatives relating to language use in Nunavut. The Committee met with representatives from every department to review and discuss the information provided.

The Committee heard a number of presentations on language activities in Canadian jurisdictions including Nunavik and the Northwest Territories, Greenland, and experiences from elsewhere.

Based on the information and input generated in the first phase of the review process, the Committee developed a series of focus questions designed to encourage and stimulate participation during public consultations in the communities. The Committee, accompanied by the Languages Commissioner, held public meetings in over one third of Nunavut's communities. Further submissions were received.

Committee Activities

The Special Committee carried out its review following the outline specified in its Terms of Reference, which were approved by the Legislative Assembly at the time of the Committee's establishment. A summary of the results of each step of the review are presented below.

I am not sure what language Inuinnaqtun is – Inuit speak it in the West but it is like a separate language to us. But we definitely don't recognize Dene or the other First Nation languages.
– Sanikiluaq

- 1) *Committee preparation, including a review of the legislation, objectives and historical documentation relating to the development of language legislation in Nunavut, and a list of tasks necessary to the review process.*

The Standing Committee first reviewed the *Official Languages Act* and related documentation on May 2, 2001. The Committee established detailed timelines for review activities. A second planning meeting was held on June 26, 2001. Following this meeting, the Committee initiated correspondence with government departments, the Languages Commissioner and various stakeholders. Follow-up meetings took place approximately every three to four months thereafter to review materials and the progress of the review.

- 2) *Identification of stakeholders, language groups and key witnesses.*

A list of key Nunavut Stakeholders was compiled and representatives were contacted by fax, letter and e-mail. It should be noted that despite the fact that there are some Nunavut residents who are of First Nation heritage, there are no language groups to represent some of the language communities that are currently given official language status in the *Official Languages Act*, namely speakers of Cree, Chipewyan, Dogrib, Gwich'in and Slavey.

- 3) *Consolidation of information on the status of language-related policies and activities in the Government of Nunavut.*

Correspondence was sent on July 12, 2001, asking each department of the Government of Nunavut for consolidated information on their capacity to provide services in Nunavut's official languages. A follow-up letter was sent on September 17, 2001, to those departments that did not respond to the first letter, and a final letter was sent on October 4, 2001, again to those departments that had not yet provided the information requested.

All GN departments were tasked with providing information on:

- Departmental capacity to provide services;
- Departmental initiatives on language policy; and
- Short and long-term language-related initiatives by concerned departments;

Ministers of every Government of Nunavut department appeared before the Committee from January 21 to 23, 2002, in order for the Committee to question each Minister on their departmental submission; to request follow-up information and to seek input and ideas for wording changes, additions, deletions and topics that should or should not be included in Nunavut's *Official Languages Act*.

An overview of the information provided by the GN departments was provided in the Interim Report. The Special Committee noted that the significant delay on the part of Government departments in providing the requested information was, in many cases, a reflection of the lack of a government-wide plan to address language issues.

As a result, it appeared that for many departments, responding to the Committee's request for information was their first formal attempt at evaluating this aspect of programs and services.



Departmental language information provided to the Committee fell into four main categories: policies relating to language use; the department's capacity for providing services in the various languages and the related costs of providing those services; forms and documentation available in each language; and departmental training or incentives for Inuit language abilities. Although the Government's accounting system does contain a line object for translation costs it does not allow for a detailed break down of the type of translation provided (e.g. total amount for French translation, total amount for Inuinnaqtun translation or total amount for Inuktitut translation). Government expenditures for all contracted translation services from the private sector totaled \$1,359,377 for the 1999/2000 fiscal year and \$1,279,758 for the 2000/2001 fiscal year.

Languages Commissioner of Nunavut

The position and responsibilities of the Languages Commissioner are defined under the *Official Languages Act*. Appointed for a term of four years, the Languages Commissioner is an Independent officer of the Assembly. Section 29 of the Act specifically mandates the Languages Commissioner to provide all reasonable assistance to the Special Committee during the course of its mandated review of the Act. The Languages Commissioner accompanied the Committee during its round of community consultations

The Committee requested information on a number of language-related initiatives undertaken by the Office of the Languages Commissioner. The Languages Commissioner had conducted an independent review of GN services. The

“Survey of Language Use and Language Services within the Government of Nunavut” was presented to the Committee on October 18, 2001.

The Committee is aware that the Languages Commissioner’s Office has been conducting a feasibility study on establishing a Nunavut Language Authority. Members encourage the Languages Commissioner to make this study available as soon as it is completed.

- 4) *Consultation with counterparts in other jurisdictions regarding their experience with official languages, the status of agreements and legislation relating to language rights and services, and critical areas of success.*

Federal Consultations

Correspondence was sent to the Hon. Sheila Copps, Minister of Canadian Heritage on June 5, 2001, inviting her to attend the first Stakeholders’ Roundtable. A member of the Government of Canada’s Official Languages Law Group attended the first Stakeholders’ Roundtable meeting on June 20, 2001, as an observer. A letter was received from Minister Copps’ office acknowledging receipt of the Committee’s Interim Report and encouraging continued work in the field of languages.

At the beginning of November 2002, the Chair of the Special Committee accompanied the Minister of CLEY to a signing ceremony with the Minister of Canadian Heritage on the Canada-Nunavut Cooperation Agreement on French and Inuit Languages for the following fiscal year.

Correspondence was sent to Nunavut MP Nancy Karetak-Lindell on July 5, 2001 asking for her support in the review process. MP Karetak-Lindell met informally with the Chair of the Committee on July 10, 2003, to discuss language-related issues in Nunavut.

I have a really hard time because I do not understand English. If my children didn't speak or read English, I would have thrown out many important documents. Not that I haven't already, but they go in the garbage because they are foreign to me. There are documents like the Income Tax forms and rules saying you won't get any benefits until you file. How many of us have stopped receiving benefits because we didn't understand these? I think the act should apply to hospitals and airports. I know they have interpreters but still, we shouldn't need an interpreter all the time. These are what I have the most difficulty in.
— Pangnirtung

NWT Consultation

The Special Committee Chair attended the NWT Territorial Languages Assembly on October 22, 2001, at the invitation of the Special Committee on the Review of the *Official Languages Act* of the Legislative Assembly of the Northwest Territories. The Legislative Assembly of the Northwest Territories is also mandated to review the *Official Languages Act* of that jurisdiction on a periodic

basis. The NWT's First Territorial Languages Assembly included representation from all language groups of the Northwest Territories. NWT Committee staff and researchers presented an overview of the *Official Languages Act*, statistical information on the utilization of the NWT's various aboriginal languages, an overview of language legislation in other jurisdictions, an overview of the consultation process and held an open discussion on issues of interest raised by the language community representatives. The Special Committees of Nunavut and the Northwest Territories were fortunate to be able to share information from time to time during their respective review processes.

Nunavik Consultation

Mr. Robert Watt, former President of the Avataq Cultural Institute, made a presentation to the Special Committee on October 17, 2001, regarding language issues and initiatives in Nunavik. Since 1981, a number of language initiatives have been implemented in Nunavik, including the establishment of the Avataq Cultural Institute, which has the mandate to protect, preserve and promote Nunavik culture and language; the Kativik School Board's Inuttitut educational materials; the founding of the Inuit Language Commission and a number of Interpreter-Translator programs. The Committee was most impressed with the House of Elders concept: a consensus-based approach involving Elders and language professionals from all major dialect groups to develop and standardize new terminology for use across the region.

Other Jurisdictions

The Languages Commissioner of Nunavut made a presentation to the Special Committee regarding language issues in Greenland. The Languages Commissioner also submitted the results of a contracted research project describing various government policies in the areas of government services, working language of government, language in the courts, education, private sector, signs and advertising and language institutions both in Canada and around the world.

5) *Hold Focus Workshops with stakeholders and departmental representatives.*

The first Stakeholders' Roundtable meeting was held in the Chamber of the Legislative Assembly on June 20, 2001. This meeting was an opportunity for the Committee to introduce itself and its objectives. It was also the first opportunity for the Committee to formally hear from stakeholders, and to discuss expectations, contributions and partnerships as they related to the process of reviewing the *Official Languages Act*.


A second Stakeholders' Roundtable meeting took place in each of the three regional centres of Nunavut: Iqaluit, Cambridge Bay and Rankin Inlet. The meetings took place on January 18, February 8 and February 12, 2002. These Roundtables focused on soliciting specific suggestions for changes to the *Official Languages Act*. The Committee requested ideas for wording changes, additions, deletions and issues that should or should not be included in Nunavut's *Official Languages Act*.


The Committee was pleased that a number of Stakeholder organizations followed up the Roundtable meetings with written submissions regarding the *Official Languages Act*. The Committee would like to extend its thanks to all those organizations and their representatives who participated in the Roundtable meetings and contributed to the review process.





6) *Prepare discussion / options papers regarding language issues and legislation as a tool to promote discussion and debate;*


The Standing Committee reviewed a number of proposed issue topics which were designed to encourage and stimulate discussions during community consultation visits. Members selected five critical questions which they wished members of the public to consider and respond to during the community consultations. A four-language flyer in English, Inuktitut, Inuinnaqtun and French was developed. It included:

 Which languages do you think should be recognized as the official languages of Nunavut?

 What kinds of government services and documents do you think should be a priority to be made available to the public in all official languages?

 Do you think that Inuktitut and Innuinaqtun should be considered to be separate languages in the *Official Languages Act*? How do you think the Act should address the issue of the different dialects of Inuktitut in Nunavut?

 Do you think that Nunavut's *Official Languages Act* should apply to the activities of municipal governments and the private sector?

 Do you think that the *Official Languages Act* presently meets its commitment to the preservation, development and enhancement of aboriginal languages in Nunavut? How could it be improved?

Copies of the flyer were mailed to every postal box in Nunavut and included information on how to provide feedback to the Committee. Copies of the questions were mailed to Hamlet offices and any identified cultural, youth and Elders Groups. For those communities visited by the Committee, posters of the flyer were distributed to the Hamlet offices so the questions could be displayed in advance of the public meeting.

7) *Hold open consultations, workshops and/or conferences encouraging public participation in the review.*

Given inevitable time constraints and other legislative obligations, the Special Committee was not able to visit every one of Nunavut's communities for consultation purposes. In selecting which communities to visit, the Committee agreed that one guiding principle would be to seek out representation from as many different language groups as possible. The communities visited provided representation from the main dialect groups of the Inuit languages as well as the community with the largest Francophone presence in Nunavut.

Communities visited were Arctic Bay, Taloyoak, Chesterfield Inlet, Baker Lake, Pangnirtung, Iqaluit, Kugluktuk, Sanikiluaq and Qikiqtarjuaq. On average, 35 people attended each public consultation meeting.

The consultations started in September 2002 and concluded in March 2003. The Special Committee took advantage of the Pangnirtung session to hold a public consultation for Panniqtuumiut in October 2002.



Meetings were generally conducted in Inuktitut or Inuinnaqtun and English with Inuktitut and Inuinnaqtun interpreters present for all meetings (except for the one in Sanikiluaq where only Inuktitut was spoken). French interpretation was also provided for the Iqaluit meeting. The majority of individuals speaking at the meetings spoke in an Inuit language.

8) *Consider in detail the results of consultations and the relevant implications for government legislation, policies and practices;*

The Special Committee was very pleased with the level of thought and consideration in the input received from community members. Seven written submissions were received. Many individuals referred specifically to the focus questions distributed by the Committee. Unsurprisingly, many contributors spoke with passion about the role of language in their lives. A number of recurring themes came up in consultation meetings across Nunavut. These included the views:

- That Inuktitut should be recognized as the official language of Nunavut, along with English and French;
- That Inuktitut be equal to English and French;
- That the *Official Languages Act* should apply to the private sector, especially where stores are concerned;
- That the Act should apply to all municipalities in Nunavut;
- That Inuinnaqtun is in great danger of disappearing;

***I think that the Act should apply especially to Hamlets and government departments such as Health and Social Services. Especially when I heard this elder was really scared as he had to go see a government official and because he can only speak Inuktitut, this frightened him. We shouldn't be scared to go see our government so please make sure this applies to service providers.
— Baker Lake***

- That all government forms should be translated into Inuktitut and Inuinnaqtun; and
- That government information directed at Inuit should be in Inuktitut and Inuinnaqtun.

If you look around, there are absolutely no signs in Inuktitut anywhere, not even the hamlets and the co-ops. I think it would be a good idea for the act to include hamlets and private sectors. This will also enhance Inuktitut, just that alone will make it stronger. It should also be mandatory for signs to be in Inuktitit in the schools, the hospitals. You know, in essential services. Another thing is when signs are made, they should reflect the local dialect, there are slight variations and they should be reflected as per the local dialect.
— Chesterfield Inlet

The Special Committee also heard many concerns related to the *Education Act* especially with respect to the language of instruction. No matter where the Committee travelled, this topic re-occured. People wanted to make it clear that Inuktitut should be the language of instruction in the schools and that Inuktitut should be taught more in the classrooms. One contributor even suggested that the *Official Languages Act* mandate the teaching of all official languages in all government-funded schools in Nunavut.

Our young people cannot speak Inuinnaqtun and our elders today don't understand them. Even the writing system - we don't write like them. We can't understand our grandchildren and our writing system now today. It's hard to use Qs and Rs and vice versa.
— Kugluktuk

In the Inuinnaqtun speaking communities, the decline of the language was of great concern, The status of the writing system was a concern for Elders, who are more familiar with the older 'K' and 'G' system than with the newer 'Q' and 'R' system. Elders stated that they often have difficulty reading new documentation, such as letters sent home from school.

- 9) *Prepare Final Report on the Review of the Official Languages Act for submission to the Legislative Assembly, including recommendations for any new or additional legislation, regulations, policies or practices;*

This document fulfills this requirement.

Interim Report

The Special Committee tabled its Interim Report on March 5, 2002.

Below is a summary of concerns and issues raised during the first two phases of the Committee's review and which were discussed in detail in the Interim Report.

Stakeholder Issues and Concerns

While Committee members were generally pleased at the level of contribution made by stakeholders from across Nunavut, representation and input from municipal governments and the private sector were lacking. The main issues, as discussed in the Interim Report, were:

- The status of the French language in Nunavut;
- The status of Inuktitut and Inuinnaqtun outside of Nunavut;
- The *Official Languages Act* applies only to institutions of the territorial government;
- The *Official Languages Act* does not adequately work towards promoting, protecting or enhancing Inuktitut or Inuinnaqtun;
- Languages not commonly used in Nunavut are still listed as official languages;
- The status of Inuinnaqtun;
- "3" Official Languages or "4" Official languages;
- Standardization;
- A centralized language institute, authority or commission;
- The role of the education system; and
- Public health and safety issues.

Interim Recommendations

The Interim Report included four Recommendations for the Government's immediate consideration. In accordance with Rule 91(5), the Committee requested a formal response from the Government. A response from the Department of Culture, Language, Elders and Youth was tabled on December 2, 2002.

A further written update was provided to the Committee by the Minister of Culture, Language, Elders and Youth on October 9, 2003, just prior to this Final Report being finalized. The update provided information on CLEY's progress on a number of Official Languages initiatives, including:



- Negotiations for future years' funding pursuant to the Canada-Nunavut Co-operation Agreement on French and Inuit languages;
- A review of proposed language initiatives included in the future implementation of the Nunavut Land Claims Agreement;
- The Establishment of two Official Languages Working Groups:
 - Official Languages Services Group,
 - Working Language by 2020 Group.
- A restructuring of the department's Languages Division;
- Terminology development workshops;
- Asuilaak, the on-line Inuktitut dictionary; and
- The development of Inuinnaqtun Interpreter/Translator training programs at Arctic College.

For the purposes of this Final Report, the Special Committee's position on the Government's responses are presented in boxed form below.

Interim Report Recommendation #1:

That the Government of Nunavut immediately begin drafting a Government wide language policy for submission to the Special Committee for review and comment. Such an 'Umbrella' policy should give guidance for consistent language use and service across Nunavut, giving due consideration to the languages commonly used in each Nunavut community and the need to prioritize the categories of documents requiring translation.

Government Response

“The Department of Culture, Language, Elders and Youth agrees with the Special Committee’s recommendation. The department has recently reorganized its services and initiatives related to Nunavut’s official languages. The final stage in this reorganization is the staffing of the Director of Official Languages and Services, which will occur on January 2, 2003.

“Once the director is in place, one of the language directorate’s first priorities will be to develop a government-wide language use policy that will specify what services the government should be offering in which languages. The policy will offer guidance on issues such as telephone services, front line service, official correspondence, publications and other language-related issues.

About hiring unilingual speaking Inuit people - even though this was stated in the past, that the unilingual speaking people would be hired it seems like that’s one of the barriers where Inuktitut-speaking people face. When an individual is looking for a job and they can’t speak in English, and also even though they’re inexperienced in part, in some part, they’re not hired automatically.
— Iqaluit

“The department feels strongly that, although it can offer guidance and coordination support, the development and implementation of a government-wide language use policy requires the commitment of all GN departments. In order to ensure that the policy is as comprehensive as possible and has the buy-in of all concerned, CLEY will be developing the policy in close consultation with all GN departments. The language use policy will be ineffective without their active and committed involvement.”

Special Committee Position:

The Special Committee is pleased that the government has finally begun to address the need for a government-wide language policy. The Committee feels strongly that the position of Director of Official Languages is key to the success of achieving this objective in a language-sensitive and culturally-sensitive manner. Direct experience and understanding of the challenges to both spoken and written forms of Inuktitut and Inuinnaqtun will be crucial to the effectiveness of any initiatives and policies designed to strengthen the role of Inuit languages.

The Special Committee recommends that regular updates be provided to all Members of the Legislative Assembly regarding the ongoing development of the government’s language policy, its status, the implementation plan and evaluations of the policy’s success.

Interim Report Recommendation #2:

That priority be given to implementing the language policy referred to in Recommendation #1 in the essential service areas of health, public safety and transportation.

I think the government should work on things that are geared towards older people. Especially where medications are concerned. I can't read the directions, even when they are translated it's hard to understand the translations. For example, me. It's very obvious I didn't go to English school so don't expect me to understand English instructions. That is why we should recognize Inuktitut. This is very serious and urgent. – Pangnirtung

Another is medical, it's hard if you can't speak English and it makes normal things seem scary. – Taloyoak

Government Response

"This issue will be part of the policy development's consultative process with the GN departments and will be brought forward as a possibility for prioritization."

Standing Committee position:

The Special Committee is disappointed with the Government's response. The Committee's recommendation was already based on the results of extensive consultation and research.

The Committee reiterates and clarifies its position by recommending that the following sectors be designated as essential not only in the forthcoming government-wide language policy but also through regulation under the new *Official Languages Act*. Essential sectors should include: any division responsible for public safety, including travel and transportation, health and social services, education, and any division responsible for the administration of justice.

Interim Report Recommendation #3:

That the Government of Nunavut encourage the federal government, municipal governments, Inuit organizations and the private sector to lend their full support to implementing the spirit and intent of the *Official Languages Act*.

Government Response

"The government agrees with the Special Committee's recommendation and is developing a number of initiatives intended to promote the use of Nunavut's official languages by the federal government, municipal governments, Inuit organizations and the private sector.

“These initiatives will be developed and put in place over the coming months and will be presented to Cabinet and Special Committee. The Government of Nunavut strongly agrees that this type of language promotion and usage is essential.

“In addition, the Government of Nunavut is currently lobbying the Government of Canada on the issue of federal funding for the provision of GN services in Inuktitut, and is pleased that the Chair of the Special Committee to Review the *Official Languages Act* has been supportive of, and involved in, these efforts.”

Standing Committee Position:

Committee Members have noted that initiatives are being developed in this area and recently received an update on the Department of CLEY’s Official Language activities. The Special Committee was pleased to lend its support to the Department’s efforts in negotiating for federal funding and Members feel that such combined efforts will have a beneficial effect on future negotiations to support and promote the languages of Nunavut.

The Special Committee recommends that initiatives undertaken by institutions outside of the Government’s jurisdiction, such as the federal government, Inuit organizations and the private sector, to use and promote the Inuit languages of Nunavut, be acknowledged and encouraged.

Interim Report Recommendation #4:

That the Government of Nunavut’s current Program Review exercise formally assess the resources necessary to build capacity across departments with respect to providing language services in Inuktitut, Innuinaqtun, French and English; taking into account the Bathurst Mandate’s goals with respect to language.

Government Response

“In addition to other language goals, an objective of the *Bathurst Mandate* is to ‘allow broad public access to all laws and to government policies, forms and program information in English, French and Inuktitut in all its forms’.

“The Program Review has several purposes; primary among these goals is to determine whether or not the GN is “doing things right or doing the right things.” Program Review is a joint exercise between Executive and Intergovernmental Affairs and the Department of Finance.

“The initial information gathering phase of program review as used to compile an inventory of all GN programs. This phase did not ask questions specific to language. EIA is planning to conduct a series of staff and community consultations in addition to a Service Provider Survey. The consultation and survey process will ask questions specific to language.

“The results of these consultations and surveys will provide the GN with a necessary depth in understanding of its program delivery. In concert with strategies like the Inuit Employment Plan and the overall mandate of the Department of Culture, Language, Elders and Youth, the GN can then begin to determine what resources are necessary for delivering programs in all four languages, where possible.”

Standing Committee Position:

The Special Committee is aware, from recent Government updates on the Program Review initiative, that there has been some progress in various areas relating to language such as policy development, employee language training, and funding agreements with the federal government.

Members look forward to continued progress in this area.



Final Report Recommendations

As the result of its consultation process, its review of submissions and presentations and extensive deliberation, the Special Committee has developed two further sets of recommendations. One set of recommendations focuses on language-related issues that arose through the course of the review and the other set of recommendations focuses specifically on aspects the Copmmittee would wish to see included in the new *Official Languages Act*.

A: Recommendations arising from the consideration of language-related issues in Nunavut

Issue A1: Priority service areas

Many contributors to the review process felt that priority should be given to providing information or services in all official languages in areas that could directly affect the health or safety of individuals. Road safety signs and information, instructions on pharmacy labels, weather information, emergency instructions in buildings and on airplanes were all given as examples of situations in which the information should be provided in the language that is understood by the majority of the population. A number of Nunavut's other Acts and their related regulations also include language-related provisions which are based on similar principles. While the Committee recognizes that regulation of the languages used or displayed in the areas of weather information, marine transportation and air transportation does not fall under territorial jurisdiction, this is another area where cooperative efforts must be encouraged.

The issue of language-appropriate signage was raised consistently throughout the review process. Members noted with approval in September of this year that the City of Iqaluit was the first jurisdiction in Nunavut to introduce a safety signage by-law requiring all construction signs to be bilingual.

Recommendation A1a:

That the *Official Languages Act* provide that it be mandatory to actively offer services in all of the official languages in all sectors designated as essential and clearly define "active offer of services".

Recommendation A1b:

That the *Official Languages Act* provide that government signage in all official languages be mandatory and in all other sectors be encouraged through a combination of policy and regulation.

Issue A2: Designated Minister(s) responsible

Currently, no single Minister is responsible for implementing the *Official Languages Act* and being accountable to the Legislative Assembly. At the moment, language-related responsibilities arising through the Act are informally shared between the Legislative Assembly and the departments of Executive and Intergovernmental Affairs; Culture, Language, Elders and Youth; Education and Justice. In considering which Minister should be designated responsible for implementation of the Act, the Special Committee reviewed a number of conflicting suggestions which each argued strongly in favour of one of the respective Ministers of the departments mentioned above. Members agreed that the choice of a designated Minister need not necessarily be determined by specific portfolio. By its very nature, ownership of the Act cannot be reduced to the activities of just one department and the overall objective of the Act should apply to the Government as a whole.

Recognizing the prerogative of the Premier to assign such responsibilities, Members of the Committee nonetheless feel that, in the interest of continuity, the assignment of a Minister responsible for the *Official Languages Act* should be for the duration of the life of an Assembly.

Recommendation A2a:

That the *Official Languages Act* set out the Government of Nunavut's responsibility to ensure the promotion of official languages and to support the development and enhance the vitality of languages that are at risk.

Recommendation A2b:

That the Act provide that a Minister shall be designated responsible for the implementation of the Act and that the Minister responsible be required to submit an annual report to the Legislative Assembly.

The Standing Committee further recommends that the Minister responsible develop a government-wide official languages implementation plan, evaluation and accountability framework, procedures and measures for tracking demand and service delivery, and formally consult with the Languages Commissioner to develop a procedure for making complaints.

The Standing Committee further recommends that the Minister responsible report to the Legislative Assembly at the first sitting of the next Assembly of the acceptance of this report and on the status and progress of the implementation of its recommendations.

Issue A3: Designated responsibilities

A number of suggestions recommended that specific duties or responsibilities be allocated through the legislation.

Recommendation A3:

That the *Official Languages Act* be clarified through a combination of regulation and provisions for compliance if language services are to be required of non-governmental agencies.

And further, that the Act provide that all Ministers be required to table in the Legislative Assembly of Nunavut, reports on departmental activities that impact on official languages.

Issue A4: Official language body

The review of the *Official Languages Act* involved much discussion surrounding the establishment of a separate body which would focus on language issues such as terminology and standardization and act as a resource to the Government. The Languages Commissioner of Nunavut supports this concept as one component of her proposed *Inuktitut Protection Act*.

If we're going to protect and promote the Inuktitut language and looking at the youth of today and the different culture that they're living in, I think that it would be very important to have a council of advisors or somebody that can be there to support us. – Iqaluit

Recommendation A4:

That an official language body with effective decision-making powers be established through the legislation and which would have the authority to develop and approve terminology, standardize writing systems, address the appropriate use of dialects and act as a resource to the government. Such a body could cooperate with the government in:

- establishing and maintaining policies focused on implementing the *Official Languages Act*;
- establishing and maintaining a system to qualify and certify French, Inuktitut and Inuinnaqtun interpreter / translators and to maintaining a public registry of interpreter / translators and their levels of qualification and certification; and
- providing reviews and reports on language issues.

And further that the Languages Commissioner's role be clarified with respect to the role of the designated language authority.

Issue A5: Delivery of services in French

It must be acknowledged that the current situation regarding the delivery of services in French in Nunavut does not meet the requirements specified under the current *Official Languages Act* and fails to uphold the intent of the Act. This situation is not new and has been an issue of some contention even before the creation of Nunavut. It is worth noting that surveys conducted in 1994 and again in 1999 showed that even federal institutions located in the Northwest Territories (which included Nunavut at the time) provided less than satisfactory service in French.

While it may be argued that the City of Iqaluit is the only community in Nunavut with a sizeable population of French speakers, it remains the case that even in Iqaluit, French language services from the Government of Nunavut are available only as a matter of chance.

Of those services specifically mandated by Nunavut's *Official Languages Act* to be delivered in French it should be noted that the Department of Justice alone meets its requirement of providing authoritative copies of legislation in French as well as in English.

The Association des Francophones du Nunavut has demonstrated, in its contributions to the review process, great support for equal rights for Inuktitut through the *Official Languages Act*. The Association has provided the Special Committee with a copy of their "One-Window" proposal for the delivery of French services across Nunavut. This proposal was presented to the Department of CLEY nearly two years ago and the file does not appear to have progressed since then.

Recommendation A5:

That the Minister responsible for the Act work with the Association des Francophones du Nunavut at the earliest opportunity to discuss and lay the foundation for the delivery for French language services as mandated under the Act.

Issue A6: An *Inuktitut Protection Act*

In her submission to the Special Committee, the Languages Commissioner presented a proposal for an *Inuktitut Protection Act*, a separate piece of legislation which would address:

- defined rights for Inuktitut-speakers, especially in the areas of work, education, and private businesses;
- working language of government;
- relations with other Inuktitut speaking regions;
- obligations relating to the use of language in the private sector;

- additional responsibilities for the role of the Languages Commissioner;
- the establishment of an “Inuktitut Language Authority”.

Nunavut Tunngavik Incorporated supported this idea in its submission and further argued for a more rigorous support of the use of the Inuktitut language across all service sectors including penalties, such as fines, for non-compliance.

The Special Committee feels that the Languages Commissioner’s proposal is a good first step in initiating discussion and debate on legislation that promotes and supports the development of the languages used by the majority of Nunavummiut. The Committee feels that some of the Languages Commissioner’s proposed initiatives should undergo further consultation, especially in areas where jurisdiction is unclear, and give appropriate consideration to issues relating to ensuring compliance from the private sector, non-governmental organizations such as Nunavut Tunngavik Incorporated and smaller organizations such as small businesses or volunteer groups.

Recommendation A6:

The Standing Committee recommends that the Government’s first priority in the area of language legislation should be to introduce and pass a new made-in-Nunavut *Official Languages Act*.

The Committee further recommends that, in drafting the new statute, the Government considers including those aspects of the Languages Commissioner’s proposed *Inuktitut Protection Act* that specifically promote, support and strengthen the use of Inuit languages.

Today, we should be recording knowledge from our elders. It’s too late to record those that have already passed. Because of this, we are not using Inuktitut properly today and it hurts me and it hurts you. We have to balance our white culture, with our Inuit culture. I also feel that our language will evolve and keep moving forward. Reviving Inuktitut must start at home, we cannot blame other people for our youth. I also think that who ever chooses to live in Nunavut, must start to learn Inuktitut. — Baker Lake



B: Specific Recommendations arising from the Review of the *Official Languages Act*

Recommendations for a made-in-Nunavut *Official Languages Act*

B1 Process

The Special Committee is strongly of the view that Nunavut's *Official Languages Act* is critical to the promotion, protection, enhancement and development of the Inuit languages, which are spoken by the majority of Nunavummiut, as well as confirming and protecting the rights of the two minority languages of Nunavut, English and French. The Committee feels that only a new made-in-Nunavut *Official Languages Act* will truly reflect the needs of the people of Nunavut.

Recommendation B1:

That the current *Official Languages Act* be repealed and a "new" *Official Languages Act* be introduced reflecting the findings and recommendations of the Special Committee to Review the *Official Languages Act*.

B2 Timing

The Special Committee recognizes that the life of the current Government is coming to an end. Members feel that this Report represents a significant step forward in setting the direction for Nunavut's new *Official Languages Act* and that working towards introducing the new legislation should be seen as a transitional priority for the next Government.

Recommendation B2:

That the Government of Nunavut introduce a new statute to replace the *Official Languages Act* as a first priority during the first session of the Second Assembly.

B3. Preamble

In its review of the current Act, Members of the Special Committee felt that the intent and purpose of the Act as outlined in the preamble, could be drafted in a way that better recognized the needs and aspirations voiced by the people of Nunavut.

Recommendation B3:

That the preamble to the new Act include language to the effect that

- a purpose of the Act is to implement the essence of sections 16 to 20 of the *Canadian Charter of Rights and Freedoms*; and
- an intent of the Act is to recognize the language rights of all Nunavummiut

B4 Section referring to Municipalities and settlements

The language in the current Act allows municipalities and settlements to not be construed as institutions of the Legislative Assembly or of the Government of Nunavut. While Members of the Special Committee discussed the need for local decision-making authorities to share information and decisions in the language of the people of their community, it was recognized that many such authorities would not currently have the capacity to meet the requirements of the legislation should it apply to them. Capacity-building efforts will be required in future years.

Recommendation B4:

That the Act apply equally to municipal governments.

The Committee further recommends that the government put in place a rigorous timetable and deadline for the meeting of this requirement.

B5 Section designating the Official Languages of Nunavut

Consultation and research conducted throughout the Review process has determined that the language groups represented in Nunavut include speakers of various dialects of Inuktitut, speakers of the Inuinnaqtun dialect, speakers of English and speakers of French.

Recommendation B5:

That the Act designate English, French, Inuktitut and Inuinnaqtun as the Official Languages of Nunavut.

B6 Section relating to *Acts, records and journals of the Legislative Assembly*

Recognizing that the Legislative Assembly's ability to fulfill current mandated requirements is already severely restricted by capacity issues, the Special Committee nevertheless feels that mandating such services through legislation will serve to support the development of language services in order that objectives, such as having Inuit languages as the working languages of government by the year 2020, can be met.

Recommendation B6a:

That the Act require that Acts of the Legislative Assembly, and records, journals and sound recordings of the Legislative Assembly be produced in Inuktitut, Inuinnaqtun, English and French and further that the government put in place a rigorous timetable and deadlines for the meeting of this requirement.

Recommendation B6b:

That it become an additional requirement for the production of *Hansard* that all statements made by or before Members of the Legislative Assembly be reported in the language in which they were made and that translation into other Official Languages be included.

B7 Section relating to instruments directed to public

Recommendation B7:

That it become a requirement that all official instruments directed to the public be promulgated in all Official Languages in all cases.

B8 Sections relating to Court proceedings, decisions, orders and judgments

Recommendation B8:

That Inuktitut, Inuinnaqtun, English and French have equal status in all sections of the Act that pertain to court proceedings, decisions, orders and judgements.

The Committee further recommends that the government put in place a rigorous timetable and deadline for the meeting of this requirement.

B9 Sections relating to communication by the public with head, central or other offices

Recommendation B9:

That the Act clearly define the obligations of Government in terms of providing services in the official languages.

B10 Sections relating to publication in the *Nunavut Gazette*

Recommendation B10:

That the Act require the publication of the *Nunavut Gazette* in Inuktitut and Inuinnaqtun as well as English and French.

The Committee further recommends that any instrument, regulation or proclamation previously published in the *Nunavut Gazette* that is deemed to be of high importance and of current interest to the general public be retroactively published in Inuktitut and Inuinnaqtun.

B11 Sections relating to the Languages Commissioner

The Special Committee has noted that while the budget of the Office of the Languages Commissioner has increased significantly over recent years, the Office is limited in its abilities to effect change. Members were of the view that for such an Office to be fully effective, greater power must be provided through the legislation.

Recommendation B11:

That sections in the Act dealing with the Languages Commissioner ensure that the Commissioner has authority on a similar level to other independent officers of the Legislative Assembly to allow for full and adequate review and inquiries, including the ability to compel witnesses to appear, and the power to require the government to respond to recommendations by a certain time.

The Committee further recommends that the Act confirm the right of individuals to complain and protect from threats, intimidation and discrimination any person who may file a complaint.

B12 Section relating to a periodic review of the Act

Recommendation B12:

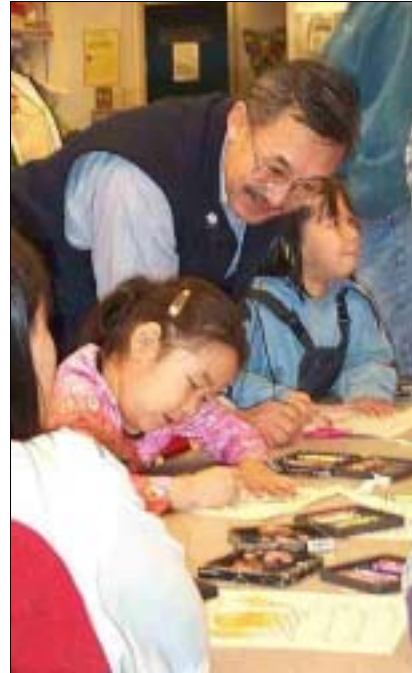
That the Act require a review to be undertaken every 5 years to ensure the provisions and implementation of the Act and other official language initiatives are effective and that the results are tabled in the House.

*I'm happy to see Inuktitut a lot during sessions [of the Legislative Assembly], at times some dialects are hard to understand but at least an effort is being made to show Inuktitut sessions.
— Chesterfield Inlet*

Conclusion

During the initial planning stages, the Special Committee identified three final steps to the review process. The presentation of this report to the Legislative Assembly will complete one of those steps. However, the Committee has not proceeded with the steps proposed to draft and prepare a Bill based on its findings and introduce a new statute in the House.

The Committee is aware that a parliamentary resolution will likely be required for a new *Official Languages Act* if the recommendations proposed in this Report are followed.



Section 38 of the *Nunavut Act* states:

The law of the Legislature that, under subsection 29(1), is the duplicate of the ordinance of the Northwest Territories entitled the Official Languages Act may not be repealed, amended or otherwise rendered inoperable by the Legislature without the concurrence of parliament by way of a resolution, if that repeal, amendment or measure that otherwise renders that law inoperable would have the effect of diminishing the rights and services provided for in that ordinance as enacted on June 28, 1984 and amended on June 26, 1986.

The Special Committee is of the view that it is within the purview of the Government to coordinate such an intergovernmental initiative.

The review conducted by the Special Committee and described in this Report represents a great deal of time and effort. Members of the Committee are aware that there is a great deal of work still to be done in this area. The *Official Languages Act* is an important piece of legislation for the people of Nunavut. It will play a critical role in protecting, promoting and enhancing the languages of Nunavut while having a direct impact on our culture and its future.

The Special Committee therefore submits this Report with its recommendations into the care of the Government and the next Assembly in the hope and expectation that this important work will be continued.

Appendices:

I. Written Submissions

- Association des Francophones du Nunavut
- Languages Commissioner of Nunavut
- Speaker of the Legislative Assembly
- Nunavut Tunngavik Incorporated
- Nunavut Literacy Council
- Members of the public

II. Reports submitted to the Committee by the Languages Commissioner of Nunavut

III. Summary of Government of Nunavut Departmental Responses, September 2002

Summary of Government of Nunavut Departmental Responses
to the Special Committee to Review the *Official Languages Act*
As of September 2002

Note: References to “four languages” implies the use of English, French, Inuktitut and Inuinnaqtun.

Department	Language Policies	Training	Incentives	Yearly Translation Expenditures (Dept. of Finance)		Documents Translated
				1999/2000	2000/2001	
Executive and Intergovernmental Affairs	None. Use of the four official languages varies from division to division.	GN Inuktitut lessons for staff. The Interpreter Translator has a weekly phrase in Inuktitut. Department is in the process of putting together a four-language Government-wide orientation package on Nunavut and its governmental processes.	Bilingual Bonus	\$39,513	\$26,269	Majority of documents are produced in English, Inuinnaqtun and Inuktitut. Some documents produced in French. Two Boardrooms have been remodeled to allow specially designed telephone conference calls between unilingual individuals speaking different languages.

Department	Language Policies	Training	Incentives	Yearly Translation Expenditures (Dept. of Finance)	Documents Translated				
Legislative Assembly	None. Language requirements are set out by the <i>Official Languages Act</i> , specifically sections 9, 10, 11.	Some staff have taken the Intensive Inuktitut course and standardized writing skills course.	Some staff receive Bilingual Bonus.	<table border="1"> <tr> <td data-bbox="1125 336 1255 363">1999/2000</td> <td data-bbox="1262 336 1398 363">2000/2001</td> </tr> <tr> <td data-bbox="1125 396 1255 423">\$860,144</td> <td data-bbox="1262 396 1398 423">\$584,861</td> </tr> </table> <p>In addition, for the same time period, the Legislative Assembly expended \$967,166.93 on production of <i>Hansard</i> in English and Inuktitut.</p>	1999/2000	2000/2001	\$860,144	\$584,861	<p>Hansard, Orders of the Day, Motions and other procedural documents for use in the House; Reports and other statutorily-required documents tabled by the Speaker; Press Releases; Public Notices; Committee and Caucus Agendas and Reports of Standing and Special Committees are in English and Inuktitut. From time to time, and where capacity has permitted, various reports, notices and other documents are published in Innuinaqtun and French. The educational video has been produced in all four languages.</p> <p>Assembly Website is in English and Inuktitut with limited French and Inuinaqtun. Television and radio broadcasts of House proceedings are in English, Inuktitut and Inuinaqtun.</p>
1999/2000	2000/2001								
\$860,144	\$584,861								

Department	Language Policies	Training	Incentives	Yearly Translation Expenditures (Dept. of Finance)		Documents Translated
				1999/2000	2000/2001	
Human Resources	<p>None.</p> <p>Reception services are provided in English, Inuktitut and Innuinaqtun. French on an 'as and when' needed basis.</p> <p>Interviews can be conducted in any of the four languages upon request. Reference checks can be conducted in English, Inuktitut or French.</p> <p>The Employee Assistance Program can be provided in English and Inuktitut.</p>	Basic GN Language training for staff.	<p>Bilingual Bonus</p> <p>As of August 2001, 360 GN employees received this bonus.</p>	\$5,267	\$5,417	<p>Northern newspaper Job Postings are in English and Inuktitut and in English and French in the Southern newspapers.</p> <p>Main Estimates and Business Plans are in English and Inuktitut. Collective Agreements are in English and French. Towards a Representative Public Service (IEP) is in English and Inuktitut. The following are in English only: Human Resources Manual, Manager's Handbook, Excluded Employee's Handbook, Ministerial Handbook.</p> <p>All signage is in all four languages. Promotional materials are in all languages except French. The Annual Report is in English and Inuktitut.</p>

Department	Language Policies	Training	Incentives	Yearly Translation Expenditures (Dept. of Finance)		Documents Translated
				1999/2000	2000/2001	
Finance	Translation policy in conjunction with Dept. of CLEY: A) Use of Language Bureau B) Translator Payment Policy	Basic GN Language training for staff.	Bilingual Bonus	\$12,180	\$4,975	
				All Depts	All Depts	
				\$1,359,377	\$1,279,758	

Department	Language Policies	Training	Incentives	Yearly Translation Expenditures (Dept. of Finance)		Documents Translated
				1999/2000	2000/2001	
Justice	<p>None. Requirements are set out in the <i>Official Languages Act</i> Sections 10 and 15 which require that Regulations and the <i>Nunavut Gazette</i> be drafted, printed and published in English and French.</p> <p>Sections 12 and 13 specify the use of language in Court proceedings and for court decisions.</p> <p>All Nunavut bills are translated into English, French and Inuktitut.</p>	<p>Basic GN Language Training for staff.</p> <p>Weekly cross-cultural mini sessions are taught to non-Inuit staff.</p> <p>Court terminology for interpreter / translators. Inuktitut Legal Terminology project is in progress.</p>	Bilingual Bonus	\$142,400	\$120,125	<p>Court Forms are in all four languages. Legal Services Web Page is now being translated, and News North articles on legal issues are in English and Inuktitut. All Board minutes and correspondence are in English, Inuktitut and Innuinaqtun.</p> <p>Inuktitut and Innuinaqtun translation of reports, forms and other documents is a major area of expense where funding is somewhat ad hoc.</p> <p>Nunavut Justice also provides legal and administrative support with respect to the Canada-Nunavut Cooperation Agreement on French and Inuktitut.</p> <p>Legislative Summaries of all statutes are all in English and Inuktitut.</p>

Department	Language Policies	Training	Incentives	Yearly Translation Expenditures (Dept. of Finance)		Documents Translated
				1999/2000	2000/2001	
Public Works and Services	None. Where possible all translations are done by the Department of CLEY's Language Bureau.	Inuktitut Language Training for staff at Nunavut Arctic College	Bilingual Bonus	\$8,188	\$14,147	Signage on GN buildings throughout Nunavut will be in all four languages. Signage terminology to be approved by Language Bureau and certified interpreters.

Department	Language Policies	Training	Incentives	Yearly Translation Expenditures (Dept. of Finance)		Documents Translated
				1999/2000	2000/2001	
Community Government and Transportation	<p>All letters addressed to mayors, councilors, designated Inuit organizations and the general public are answered in both Inuktitut and English. Department has the capacity to answer correspondence in French when required.</p> <p>A copy of a departmental draft language policy was provided to the Special Committee.</p>	Basic GN Language Training	Bilingual Bonus	\$35,232	\$16,120	<p>All policies, Motor Vehicles Division documents including exams and textbook materials are in English and Inuktitut.</p> <p>The Nunavut Transportation Strategy is available in English, Inuktitut and French.</p>

Department	Language Policies	Training	Incentives	Yearly Translation Expenditures (Dept. of Finance)		Documents Translated
				1999/2000	2000/2001	
Culture, Language, Elders and Youth	<p>Translation Payment Policy in conjunction with the Dept. of Finance.</p> <p>All services are provided in English and Inuktitut.</p> <p>Grants and Contributions Policies for language initiatives.</p>	Basic GN Language Training for staff	Bilingual Bonus	\$167,277	\$356,593 Inuktitut Language funding for Community projects \$916,425 Language Grants \$488,532	

Department	Language Policies	Training	Incentives	Yearly Translation Expenditures (Dept. of Finance)		Documents Translated
Education	<p>Draft Language of Instruction for K – 12.</p> <p><i>Education Act</i> includes some requirements with respect to language.</p>	<p>Basic GN Language Training.</p> <p>Nunavut Artic College Interpreter/Translator program has had 29 graduates since 1997.</p>	<p>Bilingual Bonus and a separate bonus for Teachers.</p> <p>As of June 30, 2001 206 Inuit professional staff.</p>	<p>1999/2000</p> <p>\$43,992</p>	<p>2000/2001</p> <p>\$53,221</p>	<p>Training material for Interpreter / Translator course in Inuktitut and Innuinaqtun.</p> <p>Some Inuktitut curriculum and learning materials have been produced in Inuktitut and Innuinaqtun. Department is currently developing a 10 year curriculum framework to set priorities.</p>

Department	Language Policies	Training	Incentives	Yearly Translation Expenditures (Dept. of Finance)		Documents Translated
				1999/2000	2000/2001	
Health and Social Services	<p>None. Adheres to GN position that correspondence, forms, publications and public education materials meet the objectives of the <i>Official Languages Act</i> wherein the four languages are used.</p> <p>Reception in all service centres is in English and Inuktitut. In Iqaluit, French is also used.</p> <p>Interpreting services are available in all service centres outside of the jurisdiction.</p> <p>A Communication Specialist has been designated the departmental contact for all matters relating to language.</p>	Basic GN Language Training and specialized training in Health and Medical Terminology.	Bilingual Bonus	\$62,845	\$5,240	<p>Health and promotion/protection materials such as smoking cessation campaign, Inuit values; mental health and suicide prevention campaign; and information posters and brochures on vaccines and communicable diseases are in all four languages.</p> <p>All forms in Health Centres and the Hospital are in the process of being translated into all four languages if they are not already.</p> <p>Plans for signs at all health Centres and at the Hospital to be in all four languages.</p>

Department	Language Policies	Training	Incentives	Yearly Translation Expenditures (Dept. of Finance)		Documents Translated
				1999/2000	2000/2001	
Sustainable Development	<p>None.</p> <p>Response indicated compliance with GN policies in place.</p> <p>Most public materials are produced in the primary languages of English and Inuktitut.</p>	<p>Basic GN Language Training for staff.</p> <p>Inuktitut "Word a Day" program.</p>	Bilingual Bonus	\$39,940	\$35,185	<p>Information pamphlets for all business and economic development programs are in English and Inuktitut.</p> <p>A Standardized Program Application Form has been developed in English, Inuktitut and Innuinaqtun. Advertisements are in English, Inuktitut and Innuinaqtun.</p> <p>Annual Summary of Research Projects undertaken by DSD are in English, Inuktitut and Innuinaqtun. A Field Guide to Wildlife Parasites and Diseases is in English and Inuktitut. The Status of Wildlife Species Report is in English and Inuktitut, Tourism Division Reports are in English and Inuktitut. Majority of Environmental Protection pamphlets are in English and Inuktitut, some are also in French and Inuinnaqtun.</p>