

**Evaluation Branch  
Corporate Policy**

**Direction de l'évaluation  
Orientations générales**

INUIT CULTURE AND LINGUISTICS  
EVALUATION ASSESSMENT REPORT



**Indian and Northern  
Affairs Canada**

**Affaires indiennes  
et du Nord Canada**

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**Canada**

INUIT CULTURE AND LINGUISTICS  
EVALUATION ASSESSMENT REPORT

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FINAL REPORT

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October 8, 1982

Prepared by  
Nortext Information Design Ltd.

for

Evaluation Branch, Corporate Policy,  
Department of Indian Affairs and Northern Development

**CULTURAL AND LINGUISTIC SECTION**  
**Evaluation Assessment**

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**EXECUTIVE SUMMARY**

This evaluation assessment of the Cultural and Linguistic Section was prepared under contract to the Evaluation Branch, Corporate Policy, DIAND in accordance with the terms of reference (Appendix V). The client for the study is the ADM, Northern Program; direction for the study was provided by an advisory committee. This report describes evaluation issues, evaluability, methodology and estimated approximate costs of evaluating certain activities of the Section. The report was prepared by an evaluation assessment team (see Appendix I) from July 5 to August 30, based on examination of available documents and interviews with Section staff and others in associated organizations (see process, Appendix II).

Draft evaluation issues were suggested to the team by the Department as part of the terms of reference, and an important aspect of the evaluation assessment was an examination of these issues, which were in some cases substantially changed. Early in the assessment it became apparent that all suggested evaluation issues could not be addressed in a credible evaluation study within the planned budget for evaluating the Section. The recommendations which follow are based on the assumption that it is better to address some aspects of the Section well than to evaluate all issues badly. Thus it is recommended that an overall evaluation of the Section not take place; however, that certain activities of the Section be evaluated as described herein.

Options for an evaluation study are as follows. Option 2 is the preferred option due to the fact that it would allow evaluation of the cultural educational centres, considered necessary by the evaluation assessors due to possible problems in program delivery noted during the assessment and a relatively high annual budget, and because it would allow the evaluation of language development, translation services and Inuktitut magazine, which due to their interrelated nature could be best evaluated together. (See Table 2, Section 8: Conclusions and Approximate Costs for detailed breakdown of evaluation issues, indicators, methodologies, expected information outputs, reliability factor and intended uses of information.)

**Option 1**

Evaluation of Language Development, Translation Services and Inuktitut Magazine as described herein.

Approximate Cost: \$33,500 to \$45,500

**CULTURAL AND LINGUISTIC SECTION**  
**Evaluation Assessment**

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**Option 2**

Evaluation of the Cultural Educational Centres, Language Development, Translation Services and Inuktitut Magazine as described herein.

Approximate Cost: \$43,500 to \$60,500

**Option 3**

Evaluation of all issues, except the Inuit Broadcasting Corporation because the impending Cabinet decision on the continuation of federal funding of Inuit broadcasting makes a credible evaluation of IBC impractical at this time.

Approximate Costs: \$53,500 to \$73,500

Following is a list of the recommendations contained elsewhere in this report:

**CULTURAL EDUCATIONAL CENTRES PROGRAM**

1. That a preliminary evaluation (Phase I) of the effectiveness of the Inuit cultural centres in addressing the objectives of the Cultural Educational Centres program be carried out through an analysis of centres' products in relation to Section funding.
2. That the preliminary evaluation include the design of a more detailed evaluation (Phase II, involving the close co-operation of cultural centres management) to assess the effectiveness and efficiency of the centres operations in meeting their objectives, and to examine whether the current organizational structure could be modified to better achieve objectives.
3. That an official commitment to participate in Phase II be obtained from the cultural centres through the 1983-84 memoranda of agreement.

Approximate Cost: \$12,500 to \$17,000

**LANGUAGE DEVELOPMENT**

4. That the Section's support of Inuit language development be evaluated in terms of identifiable products and through the solicitation of expert opinion and the views of other agencies involved in language development.

**CULTURAL AND LINGUISTIC SECTION**  
**Evaluation Assessment**

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5. That the evaluation include the consideration of a study to be conducted later in collaboration with native organizations and the Interpreter/Translator Association of Canada to assess the impact, effectiveness, and acceptance of the dual Inuktitut orthography, as was proposed by the Inuit Language Commission itself when tabling its recommendations.

Approximate Cost: \$10,000 to \$15,000

**TRANSLATION SERVICES**

6. That the impacts of translated materials produced by the Section be evaluated through a survey of informed opinion.
7. That the quality of Section translation, including that of contract personnel, be evaluated by a panel of experts.
8. That the impacts of staff turnover, recruiting complexities, quality and type of professional recognition and cultural differences on the effectiveness and efficiency of the Section be evaluated through interviews with current and former staff, the Interpreter/Translators Association of Canada, and others in the field.

Approximate Cost: \$10,000 to \$15,000.

**INUKTITUT MAGAZINE**

9. That the efficiency of Inuktitut magazine be evaluated in terms of cost and distribution coverage in comparison with other publications through file research, telephone surveys and consultations with other organizations.
10. That the effectiveness of Inuktitut be evaluated in terms of reader interest, reader use and content relationship to objectives through a detailed telephone survey of a sample of readers, and through the solicitation of informed opinion.
11. That the opportunities for staff training and professional development be evaluated through interviews with current and former staff, and discussions with former magazine consultants.

Approximate Cost: \$11,000 to \$13,500

**CULTURAL AND LINGUISTIC SECTION**  
**Evaluation Assessment**

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**ARTS AND CRAFTS NEWSLETTER**

12. That the evaluation of the Arts and Crafts newsletter in the south be treated separately, and be conducted as a written questionnaire structured survey of dealers, and an unstructured survey of co-operative managers, artists, and federation officials.

Approximate Cost: \$5,000 to \$6,000.

**CULTURAL GRANTS PROGRAM**

13. That the Cultural Grants Program be evaluated through interviews with grantees since 1965 whose work has resulted in an identifiable product and that their conclusions be supplemented by opinion obtained from publishers, sponsors and other cultural support agencies.

Approximate Cost: \$5,000 to \$7,000.

**INUIT BROADCASTING**

14. That, because the impending Cabinet decision on the continuation of federal funding of Inuit broadcasting makes a credible evaluation impractical at this time, no evaluation study in this area be contemplated.
15. That evaluation terms of reference be designed and made part of the five-year Inuit broadcasting program, if funds for the program are authorized by Cabinet.

**Utilization of Study Results**

Three options for a subsequent evaluation study are described in Section 8: Conclusions and Approximate Costs. Results from an evaluation study following the preferred option 2 would provide recommendations which will allow senior management to make decisions regarding the continuation, termination or modification of those aspects of the Section being evaluated. In addition, the evaluation study will allow global questions on the department's role in cultural and linguistic programs to surface and be addressed. These global issues will be supported by the firm data base addressing issues described within this report. In particular senior management will be provided information, analysis and recommendations to assist their decision-making in the following areas:

CULTURAL AND LINGUISTIC SECTION  
Evaluation Assessment

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- 1) The continued operation, termination or modification of the Northern Program's involvement in the Cultural Educational Centres Program. Methodology contained in this report will allow an examination of the overall departmental approach to cultural development among the Inuit people, of which the Inuit cultural centres are at present the major thrust.
- 2) The evaluation will provide firm data, analysis and recommendations on the continuation, modification or termination of the language development and translation activities of the department. These activities are the major linguistic activities of the Northern Program and as such the study will give the Program recommendations on the overall direction of linguistic policy and programs while providing senior management firm data to decide on an appropriate allocation of resources.
- 3) The evaluation will provide senior management with firm data on the acceptance, use and effectiveness of the publication of Inuktitut magazine, leading to decisions on its continuation, termination or modification. This magazine is a major vehicle for the department's intervention in the retention of culture among Inuit people, and as such the recommendations on the magazine will have implications, which would be explicitly stated in an evaluation study report, for the overall delivery of cultural programs by the department.

## TABLE OF CONTENTS

|  | Page |
|--|------|
| <b>Section 1. INTRODUCTION/SUMMARY PROGRAM PROFILE</b> | 1    |
| 1.1 Introduction                                       | 1    |
| 1.2 Client   | 3    |
| 1.3 Analytical Approach                                | 3    |
| 1.4 Utilization of Study Results                       | 4    |
| 1.5 Summary Program Profile                            | 5    |
| <b>Section 2. CULTURAL EDUCATION CENTRES</b>           | 11   |
| 2.1 Origination  | 11   |
| 2.2 Background   | 11   |
| 2.3 Current Context                                    | 12   |
| 2.4 Objectives   | 13   |
| 2.5 Management Mode                                    | 14   |
| 2.6 Strategies   | 14   |
| 2.7 Draft Issues Identified by Department              | 14   |
| 2.8 Comment on Issues                                  | 15   |
| 2.9 Recommended Issues                                 | 16   |
| 2.10 Methodology                                       | 18   |
| 2.11 Recommendations                                   | 19   |
| <b>Section 3. LANGUAGE DEVELOPMENT</b>                 | 20   |
| 3.1 Origination  | 20   |
| 3.2 Background   | 20   |
| 3.3 Current Context                                    | 21   |
| 3.4 Objectives   | 22   |
| 3.5 Management Mode                                    | 22   |
| 3.6 Strategies   | 22   |
| 3.7 Draft Issues Identified by Department              | 23   |
| 3.8 Comment on Issues                                  | 23   |
| 3.9 Recommended Issues                                 | 25   |
| 3.10 Methodology                                       | 25   |
| 3.11 Recommendations                                   | 26   |
| <b>Section 4. TRANSLATION SERVICE</b>                  | 27   |
| 4.1 Origination  | 27   |
| 4.2 Background   | 27   |
| 4.3 Current Context                                    | 28   |
| 4.4 Objectives   | 28   |
| 4.5 Management Mode                                    | 28   |
| 4.6 Strategies   | 29   |
| 4.7 Draft Issues Identified by Department              | 29   |
| 4.8 Comment on Issues                                  | 30   |
| 4.9 Recommended Issues                                 | 31   |
| 4.10 Methodology                                       | 32   |
| 4.11 Recommendations                                   | 33   |



|   | Page |
|---|------|
| <b>Section 5. INUKTITUT MAGAZINE</b>                                      | 34   |
| 5.1 Origination   | 34   |
| 5.2 Background  | 34   |
| 5.3 Current Context   | 34   |
| 5.4 Objectives  | 36   |
| 5.5 Management Mode   | 36   |
| 5.6 Strategies  | 36   |
| 5.7 Draft Issues Identified by Department                                 | 37   |
| 5.8 Comment on Issues   | 37   |
| 5.9 Recommended Issues  | 40   |
| 5.10 Methodology  | 40   |
| 5.11 Recommendations  | 41   |
| <br>  |      |
| <b>Section 6. CULTURAL GRANTS</b>   | 43   |
| 6.1 Origination   | 43   |
| 6.2 Background  | 43   |
| 6.3 Current Context   | 43   |
| 6.4 Objectives  | 43   |
| 6.5 Management Mode   | 44   |
| 6.6 Strategies  | 44   |
| 6.7 Draft Issues Identified by Department                                 | 44   |
| 6.8 Comment on Issues   | 44   |
| 6.9 Recommended Issues  | 45   |
| 6.10 Methodology  | 46   |
| 6.11 Recommendation   | 47   |
| <br>  |      |
| <b>Section 7. INUIT BROADCASTING AND FILM MAKING</b>                      | 48   |
| 7.1 Origination   | 48   |
| 7.2 Background  | 48   |
| 7.3 Current Context   | 48   |
| 7.4 Objectives  | 49   |
| 7.5 Management Mode   | 49   |
| 7.6 Strategies  | 49   |
| 7.7 Draft Issues Identified by Department                                 | 49   |
| 7.8 Comment on Issues   | 50   |
| 7.9 Methodology   | 51   |
| 7.10 Recommendations  | 51   |
| <br>  |      |
| <b>Section 8. CONCLUSIONS AND APPROXIMATE COSTS</b>                       | 52   |
| <br>  |      |
| <b>APPENDIX I</b> Evaluation Assessment Team                              |      |
| <br>  |      |
| <b>APPENDIX II</b> Evaluation Assessment Process                          |      |
| <br>  |      |
| <b>APPENDIX III</b> Bibliography  |      |
| <br>  |      |
| <b>APPENDIX IV</b> List of Persons Contacted During Evaluation Assessment |      |
| <br>  |      |
| <b>APPENDIX V</b> Terms of Reference                                      |      |

## 1. INTRODUCTION/SUMMARY PROGRAM PROFILE

### 1.1 Introduction

This evaluation assessment of the Cultural and Linguistic Section<sup>1</sup> was prepared under contract to the Evaluation Branch, Corporate Policy, DIAND in accordance with the terms of reference (Appendix V). The client for the study is the ADM, Northern Program; direction for the study was provided by an advisory committee. This report describes evaluation issues, evaluability, methodology and estimated approximate costs of evaluating certain activities of the Section. The report was prepared by an evaluation assessment team (see Appendix I) from July 5 to August 30, based on examination of available documents and interviews with Section staff and others in associated organizations (see process, Appendix II). As described in 1.3, the analytical approach followed throughout the evaluation assessment was designed to give the most concrete data obtainable at reasonable cost in order to provide management with data and analysis for decision-making, as described in 1.4.

Potential evaluation issues were identified to the team by the Department as part of the terms of reference, and an important aspect of the evaluation assessment was an examination of these issues, which were in some cases substantially changed.

An important element in this examination was a clarification of program structure. Evaluation guidelines require a "program component profile", together with an assessment of structure which indicates whether the program operates as designed.

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<sup>1</sup> The Inuit Cultural and Linguistics activities of the Department, excluding Inuit Art, are operated in their entirety by the Cultural and Linguistic Section. These activities were considered a component under the evaluation component structure existing at the time of the study. This structure is currently being revised to reflect the results of the strategic and operational planning process, recent changes in the Northern Program, and the results of an evaluation strategy. Under the proposed new structure, Inuit Culture and Linguistics would be a sub-component of the Cultural Programs component, which would also include Inuit Art. Within this report, "Section" is identical to the proposed sub-component and has been used to facilitate understanding by senior management.

In evaluating the Section, important distinctions must be made between the "core" of the program, and those projects which are essentially additions. The core we define as Inuktitut magazine, translation, cultural grants and language development. These can be measured against Section objectives. In regard to the additions, the Cultural Educational Centres Program was in existence for several years before there was any involvement by the Section. The major Inuit cultural centre, the Inuit Cultural Institute, was established according to the objectives of the Cultural Educational Centres Program, not the Section's, and was originally administered by the Indian and Inuit Affairs Program. It must be evaluated against the objectives under which it was established. The Inuit Broadcasting Corporation was set up under Cabinet-approved objectives, under a joint administrative arrangement with other government departments. Arrangements have not yet been made with these organizations for evaluation.

There is no reason why, under changing circumstances, management cannot change objectives, alter the programs substantially, or terminate them. An evaluation can provide management with data to assist in these decisions. However, the primary focus of an evaluation should be to determine effectiveness and efficiency, and to suggest options for policy alternatives. It does not normally involve testing the feasibility of those options. An example: an evaluation might show that the present organization of cultural centres is ineffective; as a consequence, it might recommend that a study be undertaken to establish the feasibility of establishing smaller regional centres.

The scope of activities administered by the Section is an obvious constraint on an evaluation study. Initiatives of the Section in co-operation with ITC, GNWT, TNI, IBC and others have greatly affected communications, culture and language in the Inuit world. As an example, all Inuit writing is shaped by a standard orthography set by an Inuit Language Commission (which was funded by the Section), and is typed on typewriters for which a ball was developed by the Section. Recent developments such as Inuktitut word processing and phototypesetting follow this standardized orthography. In a like manner, most Inuit-language television programming has been funded by the Section, as have many Inuit cultural programs. The Section has played a role in initiating language preservation and development projects, responding to Inuit concerns that the language is endangered.

It is likely that these activities have had a profound and wide ranging effect on Inuit life, yet many of the expected results of the program are not easily evaluable with any degree of certainty: the retention of language and culture is an example. Yet there are indicators and expert opinion described throughout this report which can give indications as to effectiveness.

It became apparent that it would be impossible to address all draft evaluation issues with any credibility, given the likely evaluation budget for a program of this size. It was clear also that many policy questions were implicit in the suggested evaluation issues, and that the scope of the evaluation is so broad precisely because of the many activities administered by a small number of staff and the lack of written policy documents within the Section.

In essence, this evaluation assessment provides a short list of proposed evaluation issues and methodologies which, taken together, would exceed planned budget amounts for an evaluation of the Section. The list served as a focus for discussions within the advisory committee on priorities for evaluation and the subsequent development of options which appear on page 51. Implicit in these options is our assumption that a credible evaluation that addresses a few issues well is better than a report which addresses many issues badly.

In order to reflect the nature of the Section, this report has been organized in six activity sections preceded by a brief overall summary program component profile. The division of Section activities was shaped by the terms of reference provided the team by the department, and modified by the consideration of language development as a separate issue. The assessment of the profile occurs within the activity sections; problems in definition of objectives and linkage of objectives to impact and effects are described within each section, otherwise they have been judged to be adequately defined, and the linkage plausible.

## 1.2 Client

This report was prepared under contract to the Evaluation Branch, Corporate Policy for the ADM, Northern Program, the official client. The study was carried out within the terms of reference (Appendix V); direction for the study was provided by an advisory committee.

## 1.3 Analytical Approach

The process followed throughout the evaluation assessment is described in chart form in Appendix II. The evaluation assessment model was described in detail to the advisory committee at their July 29th meeting. The evaluation assessors recommended at this meeting that a disaggregated analysis of the cultural and linguistic program be followed. This approach was supported by the advisory committee. It was considered necessary for a number of reasons:

- 1) The small number of people served by the Section (22,500) has meant that the total amount of funds expended is relatively small, yet encompasses a wide variety of different activities. The diverse nature of the various activities delivered or administered made an overall study of all activities not feasible. The Section includes such disparate activities as Inuit broadcasting, cultural development, a translation bureau, publications, and the development of language. Organizations serving a larger population would normally not include so many disparate activities within a single organizational unit or component.
- 2) The direction from the advisory committee and Section management indicated that the data required for management decision making was mainly on the future administration of certain specific aspects of the program. The terms of reference provided by Evaluation Branch of the evaluation assessment indicated this approach.
- 3) The difficulties of obtaining data and informed opinion in the northern area served by the program, including the expense of communications, the difficulty and expense of communicating with people whose language is not one of the two official languages, and the lack of documents from which to obtain requisite data for an evaluation study, require that much primary research be conducted to ensure that recommendations to senior management are supported by an adequate data base. This situation, reflected in the methodologies proposed within this report, should ensure the credibility of the recommendations among senior management, one of the prime concerns of an evaluation study.

#### 1.4 Utilization of Study Results

Three options for a subsequent evaluation study are described in Section 8: Conclusions and Approximate Costs. Results from an evaluation study following the preferred option 2 would provide recommendations which will allow senior management to make decisions regarding the continuation, termination or modification of those aspects of the Section being evaluated. In addition, the evaluation study will allow global questions of the department's role in cultural and linguistic programs to surface and be addressed. These global issues will be supported by the firm data base addressing issues described within this report. In particular senior management will be provided information, analysis and recommendations to assist their decision-making in the following areas:

- 1) The continued operation, termination or modification of the Northern Program's involvement in the Cultural Educational Centres Program. Methodology contained in this report will allow an examination of the overall departmental approach to cultural development among the Inuit people, of which the Inuit cultural centres are at present the major thrust.
- 2) The evaluation will provide firm data, analysis and recommendations on the continuation, modification or termination of the language development and translation activities of the department. These activities are the major linguistic activities of the Northern Program and as such the study will give the Program recommendations on the overall direction of linguistic policy and programs while providing senior management firm data to decide on an appropriate allocation of resources.
- 3) The evaluation will provide senior management with firm data on the acceptance, use and effectiveness of the publication of Inuktitut magazine, leading to decisions on its continuation, termination or modification. This magazine is a major vehicle for the department's intervention in the retention of culture among Inuit people, and as such the recommendations on the magazine will have implications, which would be explicitly stated in an evaluation study report, for the overall delivery of cultural programs by the department.

#### 1.5 Summary Program Profile

The Cultural and Linguistic Section develops and implements programs and projects promoting the development of Inuit culture, values, and lifestyle, and facilitating the contemporary use of Inuktitut in its written form and in the various communications media in the North.

As such the Section provides operational services, funds native organizations and individuals through cultural grants, and contributes to cultural centres and broadcasting. In summary, the Section:

- 1) Provides funding to facilitate programs and projects to the Inuit Cultural Institute, Eskimo Point, NWT and Tunggaasuk, Nain, Labrador under the Cultural Educational Centres Program (contribution).
- 2) Provides grants to Inuit cultural associations, performing groups, writers, musicians and artists through the Cultural Grants Program (grant).
- 3) Publishes Inuktitut magazine (O&M and salaries).
- 4) Administers financial support to Inuit television and broadcasting organizations in the NWT (Inuit Broadcasting Corporation) and in Northern Quebec (Taqramiut Nipingat Inc.) (contribution).

- 5) Implements projects involving Inuktitut terminological and orthographical research as well as facilitating the production and publication of language materials and technical development related to language (O&M, contributions and cost-shared with other agencies.)
- 6) Provides Inuktitut/English, English/Inuktitut translation and interpretation service (O&M and salaries).

During the fiscal year 1981/82 the resources allocated to these activities totalled \$323,000 O&M, \$2,232,000 in contributions, \$50,000 in grants, and 6 person years with \$156,821 in salaries. Positions assigned to this Section are Head, Cultural and Linguistic Section (GT-7), Senior Communicator (AS-3), three Communicators (AS-2) and a Cultural Liaison Officer (PM-2).

CULTURAL AND LINGUISTICS SECTION

| APPLICABLE<br>DIVISION<br>OBJECTIVES                        | SECTION<br>OBJECTIVES  | PROJECT OBJECTIVES   | Page 7 |
|---|--|--|--------|
| To preserve and strengthen Inuit art, culture and language. | To develop and implement programs and projects promoting the maintenance and development of Inuit culture, values and lifestyles and facilitating the contemporary use of Inuktitut in its written forms and in the various communications media of the North. | <p>To make available to Canada's Inuit population information relating to the government's programs and policies in the North.</p> <p>To promote the exchange of cultural information between Inuit groups in Canada.</p> <p>To encourage the development of Inuit literature, writing and photography and to promote the implementation of the revised orthography system developed by the Inuit Language Commission.</p> <p>To provide the Minister with a vehicle for communicating with Inuit.</p> <p>To provide "on-the-job" training in publication for the Inuit staff.</p> <p>To communicate to Inuit in their own language, information that is considered important or relevant to them, in either written or oral forms; to encourage the amount of relevant information in the North in Inuktitut.</p> <p>To meet the Federal government's needs regarding translation into Inuktitut.</p> <p>To promote the written mode, which is seen as important if the Inuit language is to remain alive.</p> <p>Promotion and support of Inuit cultural development, including language.</p> <p>To preserve the Inuit language; to recognize that the Inuit language is being eroded and to attempt to counteract some of that erosion or prevent it.</p> <p>To develop the Inuit language.</p> <p>To retrieve, preserve and nurture their cultural heritage; supplementing and complementing conventional education with appropriate cultural input; and experimentation in culturally relevant educational processes.</p> <p>To support the development of Inuit film-making broadcasting and telecommunication in the North.</p> <p>To promote and support Inuit cultural development, including language.</p> |        |
|   | To provide financial and other supportive assistance to enable Inuit to establish and operate cultural educational centres.  |  |        |



Quarterly publication of Inuktitut magazine emphasizing contributions originating in the North from all dialect areas and increasing use of standard orthographies in both the syllabic and Roman modes.

Provision of Inuktitut-English, English-Inuktitut translation and interpreters through the employment of Inuit translators representative of the major Canadian Inuktitut dialects and orthographies.

Implementation of projects in co-operation with the Inuit Cultural Institute, C.O.P.E., the Kativik Regional Government and the G.N.W.T. involving Inuktitut terminological and orthographical research; production and publication Inuktitut dictionaries, word banks, specialized lexicons and grammars and the development of Inuktitut syllabic fonts and character sets for typewriters and word processing equipment.

Core and program funding to Inuit Centres in the N.W.T. (Inuit Cultural Institute, Eskimo Point) and Labrador (Tunggaasuk Project, Nain).

Support to Inuit television and broadcasting organizations in the N.W.T. (IBC) and in Northern Quebec (Taqramiut Nipingat Inc.); development of programs in co-operation with the Department of Communications, CBC and the NFB for the long-term support of Inuit television and broadcasting endeavours.

Cultural grants to Inuit cultural associations, performing groups, writers, musicians and artists.

Acceptance of the orthographies ratified by the Language Commission

Improved cross-cultural communications between the North and the South.

Development of Inuit culture within modern Canadian society.

Sharing of Inuit cultural heritage with other Canadians.

Inuit to become full participants in Canadian society.

Adequate participation of northerners in the Northern Games.

Trained translators.

Improved tools for translators.

A common system of writing based on Inuit views.

Increased use of Inuktitut, both spoken and written.

Increased Inuktitut language programming in northern communities.

Involvement of the Inuit themselves in all aspects of the production of Inuktitut programming.

Creation of Inuit music; preservation of Inuit music on records; preservation of the music through notation; promotion of the language through the lyrics accompanying Inuit music.

Development of the performing arts among Inuit themselves, especially in relation to television and balanced programming to make Inuit more aware of high quality performing arts; and to facilitate formal training in the performing arts for Inuit.

Table 1: Approximate Resource Allocations

| <b>FINANCIAL</b>                | <b>1977/78</b>        | <b>1978/79</b>          | <b>1979/80</b>          | <b>1980/81</b>          | <b>1981/82</b>          | <b>1982/83</b>          |
|---------------------------------|-----------------------|-------------------------|-------------------------|-------------------------|-------------------------|-------------------------|
|                                 | \$                    | \$                      | \$                      | \$                      | \$                      | \$                      |
| Salaries                        | 110,951               | 93,112                  | 121,419                 | 136,442                 | 156,821                 | 222,000                 |
| Other<br>(Sub-total, Operating) | 308,146<br>(419,097)  | 318,143<br>(411,255)    | 318,337<br>(439,756)    | 316,233<br>(452,675)    | 323,000<br>(479,821)    | 335,000<br>(557,000)    |
| Contributions                   |                       |                         |                         |                         |                         |                         |
| - Northern Games                | -                     | 25,000                  | 30,000                  | 30,000                  | -                       | -                       |
| - Cultural/Educational Centres  | -                     | -                       | -                       | 396,000                 | 396,000                 | 454,000                 |
| - Anik B Project - ITC          | -                     | 577,000                 | 576,000                 | 617,000                 | 169,510                 | 1,356,000               |
| - Anik B Project - TNI          | -                     | 48,500                  | 50,000                  | 170,000                 | 55,146                  | 844,000                 |
| Grants                          |                       |                         |                         |                         |                         |                         |
| - Cultural Grants               | <u>28,000</u>         | <u>30,000</u>           | <u>30,000</u>           | <u>50,000</u>           | <u>50,000</u>           | <u>50,000</u>           |
| <b>TOTAL</b>                    | <b><u>447,097</u></b> | <b><u>1,091,755</u></b> | <b><u>1,125,756</u></b> | <b><u>1,715,675</u></b> | <b><u>1,150,477</u></b> | <b><u>3,261,000</u></b> |
| <b>EMPLOYMENT</b>               |                       |                         |                         |                         |                         |                         |
| Person-Years on Staff           | 6                     | 6                       | 6                       | 6                       | 6                       | 6 (7.3)                 |

(Sources: Main Estimates; Contracts; Section and Division Staff)

**Component Logic Diagram**

**Cultural and Linguistic Section**

ACTIVITIES:

Developing language materials      Providing translation/interpretation & editorial services      Promoting & supporting Inuit literature, music & drama      Producing Inuktitut Magazine      Developing and supporting film-making, audio-visual activities & telecommunications      Administering grants and contributions in support of Inuit cultural endeavours      Administering cultural/educational centres program      Providing specialized advice & information

OUTPUTS:

Syllabic typewriting ball, courses and manual      Tools for translation (dictionnaires, grammars, etc.), translators, interpreters, translations      Written materials in the various orthographies, including translations      Inuktitut magazine & records      Materials in English or French relating to Inuit      Films, narrations, IBC and TMI projects, film production centres, film-makers      Financial assistance - grants - contributions      Information & advice

IMPACTS & EFFECTS:

Improved training in the native language - schools - courses      Increased access to materials in the native language      Increased use of native language      Informed native organizations & individuals      Increased communication within the North and between the North and South      Increased awareness of culture      Financed native organizations particularly LIA & ICI, & individuals      Informed government

PROGRAM OPERATIONAL GOALS:

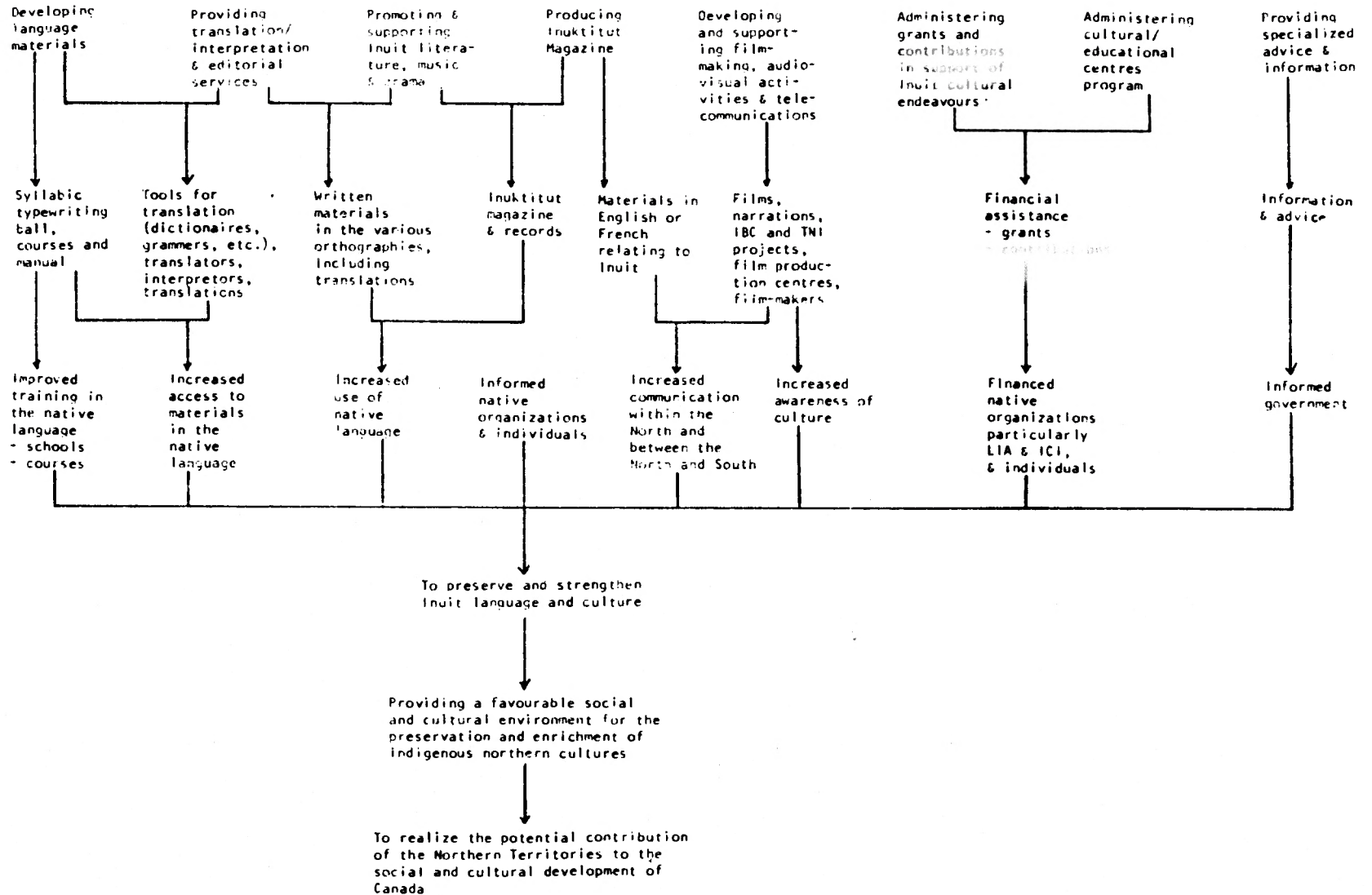
To preserve and strengthen Inuit language and culture

STRATEGIC OBJECTIVE:

Providing a favourable social and cultural environment for the preservation and enrichment of indigenous northern cultures

NATIONAL OBJECTIVE:

To realize the potential contribution of the Northern Territories to the social and cultural development of Canada



## 2. CULTURAL EDUCATION CENTRES

### 2.1 Origination

The Native Cultural Educational Centre Program was established as described in a memorandum to Cabinet (May 5, 1971) to make available to the native people of Canada the financial resources for a) retrieving, preserving and nurturing their cultural heritage, b) supplementing and complementing conventional education with appropriate cultural input, and c) experimentation with culturally relevant educational processes.

### 2.2 Background

The centres are run in accordance with Treasury Board guidelines and they prepare an annual budget and project proposals which are submitted to DIAND. In addition, the establishment and operation of the centres is guided by objectives and criteria set by the Interdepartmental Committee on Indian and Eskimo Affairs in 1971. For example, the Committee defined what a cultural centre should be:

"A Native Cultural/Educational Centre is a learning environment within which all decisions related to administration, methodology, curricula, and related activities, are made by the Native peoples who are served by the centre. It is a search, through experimentation, for greater relevancy of the educational process, in terms of the unique cultural understanding of that process by Native peoples. It is a source of new, culturally compatible, modes of Native development and education which will be made available to other institutions having a developmental or educational function. It is a learning environment within which native cultural self-awareness, and self-reliance will be stimulated and reinforced through their participation."

The first Inuit project funded was the Inuit Cultural Institute (ICI), Eskimo Point Northwest Territories in 1973; funding for the Institute was administered by the Indian and Inuit Affairs Program. At the request of the Institute administration was transferred to NAIT budget in the fiscal year 1980-81 as Centre management felt this program could better respond to their needs. In 1979 the Labrador Inuit Association received funds to operate the Tungvaasuk Cultural Centre in Nain, Labrador. (Funding is through the Labrador Inuit Association to avoid the expenses associated with a separate board of directors.) Both centres receive funding by contribution. These contributions were originally formulated on a per capita basis when the institutes were first organized.

The Inuit Cultural Institute was initially established as a centre to preserve and promote Inuit culture and language for Inuit across Canada. Although other cultural organizations existed at that time such as - Tiki in Northern Quebec and Innumarriit in Igloolik - the centre was seen as having overall responsibility for the cultural development of the Inuit. ICI represented Inuit on culture and education at the Inuit Circumpolar Conference in 1980. The centre also held responsibility for developing Inuit educational policies, and published the Inuit Philosophy of Education in 1980. The Centre retains responsibility for implementing the recommendations of the Inuit Language Commission for a standardized Inuktitut orthography.

The Cultural Educational Centres Program was evaluated in 1978, however, recommendations concerned the entire program of 51 centres and no judgements were made as to the effectiveness of efficiency of individual centres. Neither of the Inuit centres has ever been evaluated.

### 2.3 Current Context

The Inuit Cultural Institute's national focus has changed over the last several years. Pressed by the increasing costs of operating the centre in Eskimo Point, increasing travel costs and difficulties in fulfilling increasing demands for cultural programs across the North, the centre has received some criticism that its focus is too narrowly on the Keewatin region. Current centre management is attempting to consult with regions within the NWT on how ICI can best serve these areas. As a result of consultations with COPE, some funding was allocated to them by the ICI board of directors to conduct a co-operative linguistic research project. The success of the centre in consulting other regions is not yet known.

Over half of the centre's 1981 operating expenses of \$466,164 were for administration, according to the 1981 auditor's report. The Centre had an excess of operating expenses over revenues of \$27,447 for the year, giving it an accumulated deficit of \$62,934. The Centre is facing obvious financial constraints in the delivery of programs, and the Cultural and Linguistic Section has been faced with demands for increased funding.

Throughout the North there is an increasing focus for groups to operate on a regional basis. This can be seen not only in the cultural spheres but in political activities as well, with the formation of regional organizations such as BRIA, Kitikmeot, Labrador Inuit Association, etc. This shift to a regional focus has also influenced the location of cultural educational centres and is partially a response to increasing interest of Inuit to preserve their cultural heritage reflecting a regional basis. The Labrador Cultural Centre was established in 1979; Quebec Inuit

are in the process of establishing Avataq in Inoucdjouac, Quebec; the Committee for Original Peoples Entitlement (COPE) is pursuing several initiatives in language and cultural development projects. Education specialists, linguists, and program managers contacted during the evaluation assessment stated that while there was a need for a Centre like ICI, there were obvious problems in its delivery of programs, even within the central and eastern NWT.

ICI prepares an annual budget which includes the amount requested under the Cultural Education Centres Program, and the amounts expected from other sources. In general, income from the program is about 80% of the total operating budget. Other funds have been sought by ICI from a variety of sources in connection with a proposal for an Inuit museum university (the centre hired a fund raiser and contacted over 1,000 organizations in 1981 to request financial assistance; it is not known how successful the efforts have been), while other funds come from such sources as the Prince of Wales Heritage Museum, other government departments, and rental of office space (the ICI building is provided free of charge by GNWT).

## 2.4 Objectives

### Section Objectives

- 1) To provide financial and other supportive assistance to enable Inuit to establish and operate cultural educational centres through the cultural educational centres program.

### Cultural Education Centres Program Objectives

- 2) To make available to the native people of Canada the financial resources for 1) retrieving, preserving and nurturing their cultural heritage, b) supplementing and complementing conventional education with appropriate cultural input, and c) experimentation with culturally relevant educational processes.

### ICI Objectives

- 1) Maintain and develop traditional and contemporary cultural skills of Inuit people;
- 2) Facilitate research in Inuit heritage and culture;
- 3) Increase Inuit people's knowledge and use of Inuktitut;
- 4) Develop Inuktitut learning resources;
- 5) Develop culturally oriented educational programs, methods and materials; all of which are consistent with values and traditions of the Inuit;
- 6) Make available more accurate information about Inuit heritage;

- 7) Improve the opportunities for the public to become aware of the historical and current role of Inuit people in Canada;
- 8) Assist Inuit in participating more fully and effectively in Canadian Society.

## **2.5 Management Mode**

The Section is responsible for negotiating and administering financial contribution agreements in accordance with the Cultural Educational Centres Program with 1) the Inuit Cultural Institute, Eskimo Point, Northwest Territories and 2) Labrador Inuit Association, Nain, Labrador. Contributions for 1981-82 have been \$396,000 of which ICI receives \$350,000 and LIA \$46,000 on a per capita basis. Funds are provided on a quarterly basis.

## **2.6 "Re-Active" Strategies**

- 1) Attend meetings and conferences planned by the Institute.
- 2) Provide assistance in developing proposals.
- 3) Administer contributions on a quarterly basis.
- 4) Review budget proposals.
- 5) Provide assistance mostly in the area of financial record keeping.
- 6) Respond to centre funding requests from native groups.

### **"Active" Strategies**

- 1) Suggest courses of action for financial control and accounting.
- 2) Contract with ICI for certain specific work such as co-ordinating interpreter/translator workshops and developing training programs for interpreters and translators.
- 3) Participate in making ICI better known.

## **2.7 Draft Issues Identified by Department**

- 1) Determine the extent to which the objectives of the program are being achieved through the existing Inuit Cultural Educational Centres in the Northwest Territories (Inuit Cultural Institute) and Labrador (Labrador Inuit Association).
- 2) Examine whether the current organizational arrangement (one centre for the NWT and one for Labrador) is the best way to achieve the program's objectives or whether a different organizational structure would be preferred. This includes determining: how representative of their membership the two existing organizations are; whether smaller regional structures would provide a better focus; or whether (political) native organizations should be involved with the centres. It also involves determining the future potential for an organization like ICI.

## 2.8 Comment on Issues

To determine whether objectives are being achieved through the existing cultural institutes, it is first necessary to define which activities can be evaluated against which objectives.

- 1) The efforts of Section staff to provide financial and other supportive assistance to enable Inuit to establish and operate educational centres through the Cultural Education Centres program can be evaluated through an examination of the Department's activities. Have sufficient resources been provided? Has adequate assistance been given by staff? How adequately is the Section's "support" defined? Has needed support been offered in training in publications, in language development, etc.? In light of the obvious financial difficulties experienced by ICI what action can be taken by the Section to help solve the problems? How successful are Section and ICI efforts to co-operatively examine ways to cut expenses/raise revenue?
- 2) The activities of the cultural education centres can be evaluated against the objectives of the Cultural Education Centres program. Are the centres following their original objectives to preserve and nurture cultural heritage? Are they supplementing and complementing conventional education? Are they experimenting with educational processes? Have their efforts along these lines been effective, based upon a measurement of results?
- 3) The activities of the Cultural Educational Centres Program can be evaluated against the objectives of the centres themselves. Has ICI increased Inuit peoples' knowledge and use of Inuktitut, developed Inuktitut learning resources and made available more accurate information about Inuit heritage? Have they assisted Inuit in participating more fully and effectively in Canadian society?

In our view the evaluation of the cultural/educational centres should be considered in two phases. The impacts and effects of the centres can be evaluated against the objectives of the Cultural Education Centres program, and the activities of section staff can be evaluated against the Section objectives. This evaluation would not consider the internal workings or the effectiveness and efficiency of ICI or Tunggaasuk operations. It would determine if the funds were being spent for the purpose they were issued for. It would determine what "products" have been produced for funds expended. These products should preferably be selected in collaboration with centre staff and would include tangible items such as magazine issues, reports,



policy papers, arrangement of conferences, etc. and less concrete items such as the provision of facilities, increased awareness of Inuit cultural heritage, the development of trained personnel, etc. Such issues could logically be included with an evaluation of the Cultural and Linguistic Section (Phase I).

In evaluating centre "products", the definition of a cultural centre as a "learning environment within which native cultural self-awareness, and self-reliance will be stimulated" must be kept in mind. It is to be expected that a relatively new organization may have some difficulty in delivering products for which staff may have had (in some cases) little formal education or training. Yet it is possible that the gains in cultural self awareness may have been made despite problems in efficiency of program delivery.

The evaluation of the internal operations of cultural centres and their effectiveness is another issue. The question of how representative membership is, whether smaller regional structures would provide a better focus, and whether other native organizations should be involved, would more logically stem from a separate developmental evaluation study (Phase II). The future potential for an organization like ICI should also be examined in the context of an in-depth evaluation of the centre, fully involving cultural centre staff, the board of directors and other Inuit leaders. It is possible that the design of such a study could form an outgrowth to an evaluation of the cultural and linguistic section. This division of issues would be practical as well as logical. It would allow for the surfacing of more detailed evaluation issues, which could then be considered in the context of a wider evaluation focussing on effectiveness and efficiency of the existing structure, and alternatives for the future. In addition, it would allow time to negotiate the official participation of the centres; involvement in the evaluation could be incorporated into the 1983-84 memoranda of agreement as a pre-condition to funding.

## 2.9 Recommended Issues

### Phase I

- 1) Are the objectives of the Cultural and Educational Centres program being achieved through the existing Inuit cultural centres?
- 2) Is the Department providing adequate financial and supportive assistance to the cultural centres? Are the centres experiencing financial difficulties and, if so, what steps should be taken to alleviate these difficulties? Should an in-depth, developmental evaluation of one or both of the centres take place, and if so how should it be done?

Phase II

- 1) Are the cultural educational centres fulfilling their stated objectives?
- 2) Are they operated effectively and efficiently?
- 3) Are current organizational arrangements the best way to achieve objectives or would different organizational structures be preferred?
- 4) How representative of their membership are the two existing organizations? Would smaller regional structures provide a better focus? Should native political organizations be involved with the centres?

Phase I of the evaluation would be conducted as a component of the evaluation of the Cultural and Linguistic Section. A number of indicators are available which would provide indications as to fulfillment of the Section's objectives and those of the Cultural and Educational Centres Program. Some products of the cultural centres are in the public domain. In particular Ajurnangimmat magazine could be evaluated. In addition the department has a number of documents on file related to proposals and financial records. Many of these documents give some indications as to problems met by the cultural centres in meeting their objectives.

A sample of informed opinion on the effectiveness of the Inuit cultural centres in preserving and nurturing cultural heritage and supplementing and complementing conventional education could be obtained. In particular, opinions could be solicited from people involved in the preservation of Inuit culture on the value of various work conducted by the centres. Is the collection of taped recollections of elders, an important aspect of cultural preservation? Is the process of storage and inventory adequate according to established archival principles? How successful has ICI been in distributing and promoting use of the tapes (for example, through radio broadcasts, Ajurnangimmat and other publications)? Has the developmental work of the centres in experimental educational processes contributed to making education systems more relevant to Inuit culture?

In addition the opinions of staff and management of the cultural centres could be consulted on the effectiveness of departmental staff in providing financial support and assistance. At the same time, the discussion of the design of Phase II of the study could be held.

## Phase II

The co-operative evaluation of one or both of the cultural centres must be done in close consultation with management and Inuit leaders. Their ideas must be included in the design of such an evaluation, the selection of indicators to measure effectiveness, and the selection of expert opinion to make judgement on quality of program delivery. This will likely be an expensive exercise because of travel and other costs. Therefore it is recommended that the design, identification of detailed evaluation issues, development of methodology and detailed costing be included in the Phase I study.

## 2.10 Methodology

### Phase I

- 1) Detail evaluation issues and products and obtain input from Section management and centre managers on the products to be evaluated for approval by the study advisory committee which are clearly funded by the Section under the Cultural Educational Centres Program.
- 2) Evaluate audience readership and acceptance of Ajurnangimmat magazine in conjunction with the Inuktitut magazine reader surveys (see section 5).
- 3) Interview cross-section of those involved in Inuit cultural, educational, and linguistic development in order to obtain views on the effectiveness of the centres, and to identify detailed evaluation issues and options for structural modifications to the program for consideration during Phase II (including incrementality issue: whether the centres should continue to exist). Section managers and Centre managers would review sample to be interviewed for their approval and to suggest additions.
- 4) Develop cost and performance indicators and discuss analysis with management of centres.
- 5) Obtain data and opinion in collaboration with Centre staff.
- 6) Meet with the Inuit Cultural Centres (involving one visit to each centre) to discuss analysis and to identify issues, methodology and participants for Phase II of study. Draft terms of reference for Phase II. Meet with Section management, consult Centres management and discuss with advisory committee on decision on whether to proceed with Phase II. Revise 1983-84 memoranda of agreement to commit Centre to involvement in Phase II evaluation according to established terms of reference, evaluation issues, methodology and costs.

### 2.11 Recommendations

1. That a preliminary evaluation (Phase I) of the effectiveness of the Inuit cultural centres in addressing the objectives of the Cultural Educational Centres program be carried out through an analysis of centres' products in relation to Section funding.
2. That the preliminary evaluation include the design of a more detailed evaluation (Phase II, involving the close co-operation of cultural centres management) to assess the effectiveness and efficiency of the centres operations in meeting their objectives, and to examine whether the current organizational structure could be modified to better achieve objectives.
3. That an official commitment to participate in Phase II be obtained from the cultural centres through the 1983-84 memoranda of agreement.

### 3. LANGUAGE DEVELOPMENT

#### 3.1 Origination

Although the Department has conducted language research since the 1950's, starting with the Eskimo Linguistic Section, the current impetus for language development activities in the Section comes from the formation of the Inuit Language Commission. The Commission was first proposed in December 1973 by Inuit Tapirisat of Canada and was initially funded by the Department in September 1974.

One of the purposes of the Commission was to explore the possibility of facilitating written communication among Inuit. The group had representation from the Department, the Section, Inuit across Canada, and international orthographic scholars. The Commission recommended the establishment and development of a dual-writing system (syllabics and Roman orthography, subject to review after implementation), recognition of Inuktitut as an official language in Canada, and expanded use of Inuktitut in public broadcasting. The Inuit Cultural Institute assumed responsibility for implementing the Commission's recommendations in 1977 and was charged with developing Inuktitut teaching materials.

#### 3.2 Background

The Section, concurrent with the Language Commission's activities, contributed to a number of language development projects related to the recommendations. In terms of technological innovations the Section funded the development of the IBM syllabic ball and Inuktitut Syllabic Letraset. They also conducted work in the area of word development, hosting workshops in Ottawa (1978, 1979) and Rankin Inlet (1980).

Other areas of support were in relation to lexical and grammatical development at the level of original research and facilitating the publication of established authoritative manuscripts: these include Spalding's morphemic analysis and grammar, and the Schneider dictionary. Much of the research was aimed at making the technical material available for native language users - in particular the translators. Only one of these projects was focused at a non-native audience (Learning to Speak Inuktitut - Spalding, 1979). Current activities reflect the desired impact of the Section in research related to language development with the continued publication of dictionaries and specialized lexicons. During the fiscal year 1981-82 the Section funded six contracts for approximately \$76,000, and plans to

continue preparing technical materials as well as making contributions to the Inuvialuit language project, educational television, word development conferences, and improving Inuktitut Letraset. The section is also involved in technological development, participating in the adaptation of word processing equipment to Inuktitut syllabics and the development of a syllabic character generation capability for video.

### 3.3 Current Context

The Section's intended impact on the area of language development cannot be seen in isolation from the work of its translation services and Inuktitut magazine. As well, the past decade has seen a host of agencies respond to the need for improved language materials in Inuktitut. For example, the GNWT Department of Education has prepared Inuktitut learning materials, Kativik School Board of Northern Quebec is also involved in the production of learning materials, Labrador East Integrated School Board is conducting language research, and the National Museum of Man funds language research in the area of lexicons and grammars. CBC North has conducted announcer workshops to improve the language skills and technical quality of Inuktitut on air and has increased local radio training. Native organizations such as the Committee for Original Peoples Entitlement and the Kitikmeot Inuit Association are actively involved in regional language development, and Inuktitut fonts are being developed by private businesses for typesetting, word processing, etc. The language department of the Inuit Cultural Institute developed the orthographic workbooks for use in schools and many universities conducting research in the area have established links with the Section.

The process of social change creates continued demands on word development in the language. Translation calls for technical terms to be created in Inuktitut which describe medical, geological, financial and legal terminology. The Section as well as the Quebec government, Kativik School Board, Makivik Corporation, FCNQ, Labrador Inuit Association, GNWT, etc. are all working in the area of word development. A certain amount of sharing takes place between these organizations in technical vocabulary. In particular, the Interpreter/Translators Association of Canada (which is seeking affiliation with ICI) was formed and is involved in workshops at which neologisms are created, reviewed and approved for incorporation into the language. Also considered at these workshops are the topics of professional status for interpreter/translators, training, communications between translators, and the preparation of resource materials. Laval University and the Interpreter/

Translator Corps of the GNWT are using computers and word processors for retrieval and collection of their word lists. (The GNWT Department of Information is testing a system of word processors with capability in screen display of syllabics at various locations in the NWT. The feasibility of data transmission of syllabics is being tested.) Other organizations such as the Prince of Wales Museum, Yellowknife and the National Museum of Man in Ottawa have computer capabilities. Future indications are that much of this material will be stored on computer hardware. The Section is currently examining word processing equipment for storage, collation and retrieval of language development materials such as word lists, dictionaries and lexicons and for use in other Section work such as Inuktitut magazine. To date, Section management has felt it more cost-efficient to use contractors in the storage and print-out of word lists, etc. The Section assists in the development of Inuktitut capabilities for computers such as the use of the Laval University central computer for the Schneider dictionary.

### 3.4 Objectives

To implement projects involving Inuktitut terminological and orthographical research, production and publication of Inuktitut dictionaries, word banks, specialized lexicons and grammars, and development of Inuktitut syllabic fonts and character sets for typewriters and word processing equipment.

### 3.5 Management Mode

The Section is responsible for the administration of contracts and contributions related to projects, beyond which staff may become actively involved in consultation and participation in word conferences. The Section also facilitates technical developments and publication of materials. Active participation by staff occurs in lexical research through workshops.

### 3.6 Active "Strategies"

- 1) Development of Inuktitut syllabic fonts and character sets for typewriters and word processing equipment.
- 2) Promotion of recognized orthography in translation and Inuktitut magazine.
- 3) Co-ordination of word development conferences.
- 4) Implementation of projects involving Inuktitut terminological and orthographical research.
- 5) Production and publication of Inuktitut dictionaries, word banks, specialized lexicons and grammars.

**"Re-Active" Strategies**

- 1) Facilitating language research projects requested by native organizations.

**3.7 Draft Issues Identified by Department**

- 1) General - determine whether there is any duplication between projects supported under this program and those supported by other agencies.
- 2) Specific - determine the acceptance and use of the language materials developed through the program, bearing in mind that they may require several years to come into use.

**3.8 Comment on Issues**

- 1) A general review of the potential areas of duplication in the Section in relation to other agencies involved in language development is valid because:
  - a) It will indicate the role the Department has played in language development and partially allow description of their realized impact.
  - b) Indicate how equitable support to various regions and organizations has been under the national mandate of the Department and initiatives occurring in various regions. (The Section's policy is to promote language projects in regions which display initiative in attempting to preserve and foster the language.)
  - c) Indicate what aspects of language development are being carried out by the Section and other agencies and examine possible duplication and appropriate division of responsibilities between agencies.
- 2) The use and acceptance of language materials developed through the program can be ascertained in some areas by categorizing the activities of the Section with the assumption that some of the projects are more amenable to evaluation than others. The materials produced by the Section could be classified into three general areas: i) development of technology ii) word development and iii) reference materials.
  - i) Development of technology has included the production of the IBM ball and Inuktitut Letraset. At a cursory glance both have been widely accepted and used by native organizations, government, and private firms, etc. Both have allowed a practical means to utilize the syllabic writing on a day-to-day basis. These technical devices seem to have fulfilled a need and will have an impact for years to come.



These items will be in use for a number of years, complemented by new developments such as word processing and typesetting. Their impact, although obvious in use, is not known as the appliances have influenced everything from the appearance of the language in publications to office use of syllabics. The users have not been approached for their opinion on the utility of the appliances. In addition, the Section has recently been involved in developments such as Inuktitut word processing and the development of high resolution syllabic video display. These developments are only now coming into use.

- ii) The Section's participation in word development is in response to the demand for new words, mostly in translation. Word development conferences are co-operative efforts involving consensus between a number of agencies and translators. Evaluation must focus on the Section's involvement, not the impact of the conferences themselves. The Section provides a staff member to co-ordinate word conferences with translators and language specialists in an attempt to create consistent materials for translation. The general selection and acceptance of a new word is not the responsibility of the Section as words are chosen by consensus during these meetings. The material is "tested" for the period of a year and reviewed. It is not known how these words become assimilated into daily Inuktitut. The criteria for evaluation of this issue in some cases may be highly subjective and the impact of word development not known for several years. However a review of the Section's participation in this activity and an assessment of the assimilation process for developing future research word development and publication policy is of importance.
  - iii) The reference material prepared by the Section such as dictionaries and lexicons originally was intended for the use of the translators with spin-offs expected in the area of development and preservation of the language. The effectiveness, use and acceptance can be assessed in relation to the Section's communicators and contract translators, and the translation services of other agencies.
- 3) The orthography principally used by the Section was developed by the Inuit Language Commission, and is a "dual orthography" in which words can be written in either Roman letters or syllabic characters. Its use and acceptance was to be reviewed within five to ten years from its inception. The Section's use of the orthography generally follows the recommendations of the Language Commission. Although this Commission ratified the standard

orthography there is still much disagreement of its use within the regions and diverse opinion can be found both for and against standardization. Labrador is a good example of this. In other areas, such as Northern Quebec, Section management discern a gradual acceptance of recommended syllabics - shown by an increasing use of finals in published Inuktitut texts. The question of an evaluation of the implementation of Language Commission's recommendations and their impact on the Section's activities should be considered during the evaluation of the Section.

- 4) Several projects were initiated by native organizations and are funded by the Section. As an example, the Inuvialuit language project has been supported and may contribute to the overall well-being of Inuvialuktun in the western arctic. However the effects of this (and similar projects) will not be seen for a number of years to come and in one respect is an emergency collection of dialects which are seen to be dying out. It would be difficult to evaluate the effectiveness of such projects in contributing to the well-being of the language, however, the products of such projects (i.e. dictionaries, curricula, lexicons) could be, once they have been produced.

### 3.9 Recommended Issues

- 1) What is the Department's role in relation to Inuktitut language development given that many agencies are also actively involved in similar pursuits? What are the areas of duplication or overlap?
- 2) Is the current development and use by the Section of the dual orthography recommended by the Language Commission still valid or can new priorities and policies be highlighted or established?
- 3) What is the use and acceptance by translation staff of technical manuals, dictionaries, lexicons and word banks prepared or funded by the Section?

### 3.10 Methodology

- 1) Agencies involved in language development would be reviewed to indicate their policies and type of research orientation in relation to the Section's activities. Funding sources available to them and future considerations in their work should be described (e.g. some are more concerned with educational materials than actual language development). As well, expert opinion should be sampled on the role of the Section in language development and perceived impact of their products, from these agencies and a cross-section of professionals.

It would be necessary to review the Section's contracts and activities since the inception of the Language Commission (1974). This will identify the focus of the Section's work and attempt to describe their realized impact in relation to all of the above. The notion of incrementality should be of concern in all discussions.

- 2) Use and acceptance of materials produced by the Section would be assessed. A sample of expert opinion would be collected from translators and communicators currently and previously on staff as well as a sample of professional opinions from other agencies (indicating the use of the material beyond the Section). The utility of similar reference material produced by other agencies should be a consideration. The selection of the sample (of "experts") is important in such a review; draft lists would be prepared for the review and comment of Section management. The use and effectiveness of various technologies in the storage, retrieval and distribution of language materials would also be considered.

### 3.11 Recommendations

4. That the Section's support of Inuit language development be evaluated in terms of identifiable products and through the solicitation of expert opinion and the views of other agencies involved in language development.
5. That the evaluation include the consideration of a study to be conducted later in collaboration with native organizations and the Interpreter/Translator Association of Canada to assess the impact, effectiveness, and acceptance of the dual Inuktitut orthography, as was proposed by the Inuit Language Commission itself when tabling its recommendations.

**4. TRANSLATION SERVICE**

**4.1 Origination**

Translation services offered by the Cultural and Linguistic Section have evolved over time from language development conducted by the Eskimo Linguistic Section in the late 1950's and translation conducted for Inuktitut magazine since 1959. Despite the volume of translation conducted by the Section, the translation service has never been formalized as such. Section staff conducting translation are classified as "communicators" rather than translators.

**4.2 Background**

Originally restricted primarily to Inuktitut magazine, translation services have evolved over the years to encompass everything from short newspaper articles to major scientific and political texts. The Section has generally had Inuit full-time staff doing some translation work since its inception. Some communicators also receive training in aspects of magazine production.

**Current Translation Workload**

| Subject Matter                                     | Staff(S) or Contract(C) | Approximate * |
|--|-------------------------|---------------|
| <u>Within Section</u>                              |                         | 25%           |
| - Inuktitut Magazine                               | (S)                     |               |
| <u>Within Department</u>                           |                         | 30%           |
| - Correspondence                                   | (S)                     |               |
| - Reports  | (C)                     |               |
| - Brochures and Publications                       | (C)                     |               |
| - Arts and Crafts                                  | (S)(C)                  |               |
| - Audio Visual                                     | (C)                     |               |
| <u>Within Government</u>                           |                         | 25%           |
| - Correspondence                                   | (S)                     |               |
| - Reports  | (C)                     |               |
| - Publications                                     | (C)                     |               |
| <u>From Outside Government</u>                     |                         | 20%           |
| - Reports for Arctic Co-op. Ltd.                   | (C)                     |               |
| - Reports and publications for native associations | (C)                     |               |
| - Caribou News                                     | (C)                     |               |
| - Ilisarniq/Igalaaq                                | (S)(C)                  |               |
| - Film Narration                                   | (S)(C)                  |               |

\* Estimate by Senior Communicator

#### 4.3 Current Context

The Cultural and Linguistic Section is now one of many organizations providing translation services. GNWT has its Interpreter Corps and has undertaken a program to train interpreters and translators. Kativik Regional Government is looking at the possibility of setting up a major translation service for Northern Quebec. In addition a network of freelance translators and contractors has evolved, in Yellowknife, Ottawa and at various locations in the North. Each translation unit supplies the needs of its host organization, and there is unlikely to be much overlap or duplication between them.

#### 4.4 Objectives

- 1) To promote and support Inuit cultural development, especially language.
- 2) To communicate to Inuit in their own language, information that is considered important or relevant to them, in either written or oral form; to encourage the amount of relevant information in the North in Inuktitut.
- 3) To meet the Federal government's needs regarding translation into Inuktitut.
- 4) To promote the written mode, which is seen as important if the Inuit language is to remain alive.

#### 4.5 Management Mode

Translation is managed primarily in two ways: through staff translation and contract translation. The Senior Communicator co-ordinates both activities under the direction of the Section head.

##### Staff Translation

The senior communicator supervises a staff of three communicators, however, the Section deals with a host of complexities and has had difficulties in filling all positions. The Section prefers to recruit translators who have gone through the GNWT interpreter/translator program and/or who have established reputations as translators. Translators entering the Section sometimes undergo a three-month development period in co-operation with the Vocational Training Section. Once this period is completed, the communicator enters an AS-2 position.

#### Contract Translation

Up to a dozen contract translators in the Ottawa area and in various areas of the North perform work for the Section. In general longer documents are sent out for translation on contract. Dialect and workload are other primary considerations for the use of this type of translation service. Contract translation is monitored by the Senior Communicator for quality, however, it is not normally revised or edited before delivery to the client. Recently, attempts have been made to introduce editing of contract translations by the Senior Communicator. A linguistic specialist has been hired in part to address this issue.

#### 4.6 "Active" Strategies

- 1) Translates cultural materials aimed at schools on a co-operative basis with the GNWT, Kativik School Board, etc.
- 2) Translates landmark documents in order to increase the amount of relevant information in the North in Inuktitut.
- 3) Provides translation in various orthographies for publication in Inuktitut magazine.
- 4) Provides translation for various programs involving the Division such as materials for publication in Ilisarniq, Igalaag, Co-op North, Caribou News, and About Arts and Crafts.

#### "Re-Active" Strategies

- 1) Provides translation to other government departments and agencies to respond to their mandates to provide information to Inuit.
- 2) Responds to requests from external agencies (including native associations) for translation.
- 3) Provides translation to various Sections and Divisions of the Department in order to assist them in carrying their messages to Inuit.
- 4) Provides translation work to Inuit living in Ottawa.

#### 4.7 Draft Issues Identified by Department

- 1) Examine the advantages/disadvantages of a cost recovery, user pay policy for Inuktitut translation services.
- 2) Examine the quality of translation/interpretation and editorial services and the purpose and use of translation, focusing on the merits of translating specific documents or types of documents and the extent to which major translations have been used.
- 3) Examine the program's role in translation vis-a-vis other Inuktitut translation services, including the relationship of the program to these other services and the spin-off benefits received.

#### 4.8 Comment on Issues

##### 1) User Pay Policy

The costs of major translations are in most cases borne by the Department, agency or branch of DIAND requesting the translation. In some cases, the Section puts the agency in contact with contract translators after having taken into consideration the dialectal needs and the type of work sought by the client. In cases where the document would not be translated if a charge was levied, the Section may assume the cost as part of its strategy of increasing available materials in Inuktitut (depending on the perceived value of the text). In light of this situation it is recommended that the draft issue on a user pay policy be deleted.

Although policies for translation have not been formalized or documented, Section staff say they follow an established procedure in assessing which documents should be translated. Once a major document to be translated has been received, Section staff evaluate its potential utility in Inuktitut, and may consult with native organizations or other interested agencies to determine whether it should be translated. The Section has advised agencies not to translate particular documents because of impracticality of translating scientific terminology, or because of a perceived lack of readership interest. In other cases, it is recommended that an executive summary only be translated.

There is little knowledge of the degree and type of use of translations (except Inuktitut, see section 5). The Section receives informal feedback - for example, that portions of the Lancaster Sound Green Paper were read over community radio stations - but lacks hard data on readership use and acceptance of major translations and shorter pieces appearing in periodicals. As such an evaluation of this issue could provide useful data to management in formulating future policy and making day-to-day decisions on translating various documents.

##### 2) Quality, Purpose and Use

There are two quite separate issues here. The first is the quality of translation, and the second the purpose and use of translation.

###### Quality

Quality of translation, like that of literature, is a highly subjective area. This is especially so in a language which has no recognized spelling system, and which even now does not have an orthography accepted by all. Differences in dialect also complicate the evaluation of translation. There are, however, a number of recognized linguists, translators, and authorities who could make a judgement on quality.

However, due to the subjective nature of the exercise it is quite possible that there would be differences of opinion and a lack of consensus. In fact the evaluation would likely raise many more questions than it answered.

3) Other Translation Services

It is unlikely that the Section's role in translation vis-a-vis other agency's Inuktitut translation services is duplicated. However, the provision of services may have some impact on the development of private translation services.

In the general draft issues supplied to the evaluators, it was proposed to:

"Examine the program's use of native employees with particular reference to:

- use of contract staff
- turnover rate
- impact of the above on efficiency and effectiveness
- compliance with native employment policies."

A multiplicity of issues arise here, including the Section's methods of recruitment; the type of recognition and "professional" status for Inuit translators (being examined by the Interpreter/Translators Association of Canada); the occupational hazards brought about by the monotony of the work; the question of whether the resulting boredom has a cultural base; and whether some or all of the perceived problems are inherent in the job or in the broader aspect of Inuit difficulties in accepting southern employment.

What effects on quality and quantity of translation does this situation have? Are there standards for translators? How are they recruited? Are the positions advertised? How long do they stay with the Section? Should a separate translation unit be set up to allow the Section to concentrate on its mandate of developing culture and language? Should all translation be done on contract, allowing Section staff to concentrate on language development and publications? These are all questions that should be addressed during the evaluation.

4.9 Recommended Issues

- 1) What is the quality of translation/interpretation and editorial services?
- 2) How useful have the various types of translation been (focusing on the merits of translating specific documents or types of documents) and the extent to which major translations have been used?



- 3) What is the program's role in translation vis-a-vis other Inuktitut translation services, including spin-off benefits received?
- 4) What effect has staff recruitment and turnover had on fulfilling objectives? How effective is staff development and how adequate are opportunities for training and professional development?

#### 4.10 Methodology

- 1) Purpose, Quality and Use of Translation

A sample of expert opinion on the role of the Department in translating specific types of documents would be obtained, by setting up a "panel" of language experts. In particular the opinion of respected Inuit on the relative values of "political" translation and "literary" translation should be examined. Letters to the editor and comments to Inuktitut staff on the quality of translation would be examined. Responses from Inuit organizations on the quality of translated documents would be reviewed.

A selection of translated material, already published and distributed by the Department, would be distributed to the language panel for written and oral comment. Independent review by individual members of the panel could be expected to reveal inadequacies in spelling, typography, grammar, use of neologisms, use of orthography, etc. While the comments will be highly subjective, they may very well point to areas where translators are having problems and could result in more knowledge on which areas the Section should emphasize in its editorial process, and production of texts, etc.

The possibilities of a point of approval or rejection for translation from within the department should be examined. This would entail consulting Section staff and others within the Department (land claims, major projects, land management, etc.) on their translation needs.

- 2) Other Inuktitut Translation Services

Informal consultations would be held with private translators, private translation services, and several selected translation units (GNWT and Kativik) in order to obtain their perception of their roles, their relationships with the Section, and their view of what the Section's should be in light of the initiatives of other agencies. In particular, the interviewers should attempt to establish the perception of freelance and private translators on the effect of a government translation unit on their services. The Section in general translates Inuktitut magazine

substantially in-house and contracts with translators for other work, especially major translations. A comparison would be made of scheduled turnaround time and actual performance of Section and freelance translators. This may provide some indication of whether an emphasis should be placed on contract rather than in-house translation, and to what degree the Section should translate specific types of documents in-house.

#### 4.11 Recommendations

6. That the impacts of translated materials produced by the Section be evaluated through a survey of informed opinion.
7. That the quality of Section translation, including that of contract personnel, be evaluated by a panel of experts.
8. That the impacts of staff turnover, recruiting complexities, quality and type of professional recognition and cultural differences on the effectiveness and efficiency of the Section be evaluated through interviews with current and former staff, the Interpreter/Translators Association of Canada, and others in the field.

## 5. INUKTITUT MAGAZINE

### 5.1 Origination

Inuktitut was first published by the Department in 1959. As outlined in the Northern Affairs Bulletin of August, 1959, its objectives were to provide a voice for the cultural expression of the Eskimo people for the purposes of contributing to Canadian letters as a whole and as a unifying counterbalance to cultural disruption from the south, and "to broaden Eskimo literary and artistic efforts by the Eskimo and for the Eskimo."

### 5.2 Background

The mandate of Inuktitut magazine has been expanded since 1959 to include the provision of information on many government programs, communications from the Minister to Inuit, and "on-the-job training" in publication for Inuit staff. The magazine was originally published in Inuktitut syllabics only; English was added in 1972. Labrador and Western Roman orthography were added later. In 1977, in compliance with bilingual policy, the magazine was published in separate Inuktitut/English and Inuktitut/French versions. Beginning in December 1979, Inuktitut was published in a National Issue (French-Syllabics-English) and a Regional Issue (English-Syllabics-Roman orthography Inuktitut).

Approximately 3,950 (4,600 printed) copies are now distributed to every Inuit household in the north, while about 1,400 (2,000 printed) copies of the National Issue are distributed in the south (and to northern readers who request the national edition).

### 5.3 Current Context

Inuktitut was originated at a time when there was almost no activity in Inuktitut publishing. The Arctic News, published by the Diocese of the Arctic, and the Eskimo Bulletin, which the Department ceased publishing in 1956, were two major forerunners of Inuktitut. Since that time over 70 periodicals that can be loosely classified as "by and about Inuit" have been started. Of those, over a dozen are still publishing. Most of these publications receive direct or indirect financial support from the federal or territorial government. In brief the major, regular periodicals read by Inuit would comprise:

Magazines: Inuktitut, Inuvialuit, Tagralik, Inuit Today, Them Days, Ajurnanngimmat

Newspapers: Igalaaq, Nunatsiaq News

Newsletters: Inuit Political:

Atta, Nunavut Onipkaat, Inungnut, Nunavut  
Newsletter, Suvaguuq, Kinatuinamot Illengajut

Other:

Caribou News, Kativik School Board Newsletter

Generally, those publications listed as magazines or newspapers cover material that can be described as "cultural" and which overlap to some extent Inuktitut's content. All the regional magazines: Taqralik, Inuvialuit and Them Days carry some cultural content, as does Inuit Today.

The Inuit Cultural Institute, funded by the Section, initiated the magazine Ajurnarmut (since changed to Arjungnagimmat) in 1976. Since then, eight issues have been published - approximately one every eight months. The magazine was designed to keep Inuit informed on ICI programs. The objectives of ICI are described in the charter issue as strengthening Inuit culture and helping Inuit participate more effectively in Canadian society. As the objectives of ICI closely parallel the Section's, any evaluation of Inuktitut magazine should consider Arjungnagimmat. (ICI's magazine is distributed mainly within the NWT, while Inuktitut follows a national mandate, emphasizing communications between the various Inuit regions of Canada.)

Technical changes affecting Inuktitut's production include the development of Inuktitut Letraset, the IBM syllabic ball, Inuktitut syllabic typesetting and Inuktitut word processing. The most recent change being incorporated into the magazine's production is Inuktitut typesetting. Syllabics and Roman orthography are being typeset on a phototypesetting system and then the pages are being made up electronically. The system allows a number of drafts (without re-keyboarding) to correct errors, and it may create an opportunity for increased quality in text.

Language changes affecting Inuktitut magazine include the development of a standardized orthography by the Inuit Language Commission (1976). More recently, initiatives by education agencies in Labrador, Quebec and NWT have resulted in increased Inuktitut use in schools. The NWT government announced in May a \$1.8-million fund for Inuktitut-language development projects related to education. In light of use of Inuktitut in a number of schools and in teacher education programs, its effectiveness in the classroom should be considered during the evaluation. An important part of this question is whether the Inuktitut and English content is of appropriate quality for classroom use.

Another language factor affecting Inuktitut has been the institution of an official bilingualism policy. The difficulties of preparing and publishing a magazine in several languages and dialects have had an impact on the content, cost and regularity of the magazine. Any evaluation should consider these issues within the scope of the bilingual policy.

#### 5.4 Objectives

- 1) To make available to Canada's Inuit population information relating to the government's programs and policies in the North.
- 2) To promote the exchange of cultural information between Inuit groups in Canada.
- 3) To encourage the development of Inuit literature, writing and photography and to promote the implementation of the revised orthography system developed by the Inuit Language Commission.
- 4) To provide "on-the-job" training in publication for the Inuit staff.

#### 5.5 Management Mode

An informal editorial committee oversees work. The committee comprises program manager and section staff with representatives of Information Services. Editing is generally contracted to a consulting editor. Final copy is typed by contract translators or is word processed by a private firm through contract with Section. Design is managed by Publication, Design, Printing and Control through a contract with a private firm, which will be doing typesetting and electronic page make-up for the upcoming issue. Printing and distribution is administered by Department of Supply and Services (DSS). O&M is budgeted at \$75,000 for 1982-83 for four regional and four national issues.

#### 5.6 "Active" Strategies

- 1) Production and mail-out as departmental publication.
- 2) Promotes orthographies approved by the Inuit Language Commission.
- 3) Provides information on government programs, generally those related to culture and language.
- 4) Exchanges information between north and south through southern distribution.
- 5) Trains Inuit staff in some aspects of publications work.

#### "Re-Active" Strategies

- 1) Complies with bilingual (French and English) policy.

### 5.7 Draft Issues Identified by Department

- 1) Examine the objectives of the magazine and determine whether the magazine is meeting those objectives, e.g. through magazine use and readership interest.
- 2) Determine the extent to which the magazine complements other publications produced for the same client group.
- 3) Determine the cost effectiveness of producing the magazine and how costs relate to costs for similar magazines; this will include determining whether a charge should be levied for the magazine.
- 4) Determine the extent to which the magazine is reaching the people who should/could receive it as compared with those who currently receive it. This includes an examination of the effectiveness of the distribution system.

### 5.8 Comment on Issues

- 1) Magazine Use and Readership  
Before "magazine use and readership interest" can be evaluated against objectives, it is first necessary to know whether content of the magazine is related to those objectives. Since the magazine's objective of making available "information relating to the government's programs and policies in the north" was written, the situation has changed. At the time, Inuktitut was probably regarded as the main means of informing Inuit about the government. Now various units within the Department, and other federal government departments, prepare their own publications (Lancaster Sound Report, etc.).
- 2) Does the Magazine Complement Others for the Same Readership?  
Since ICI publishes a magazine on culture, the issue should be "the extent to which the magazine duplicates or complements other publications." This examination should look closely at both Inuktitut magazine and Ajurnanngimmat as they have in some cases similar aims and are both funded by the same Section.
- 3) Cost Effectiveness and Efficiency  
The costs of Inuktitut magazine are available from program files under various contracts such as editorial services, translation, word processing, typesetting, design, printing and distribution. The per page costs would likely be well above typical newsstand costs; however, because of the relatively high costs of a small production run, this does not necessarily mean the magazine is not produced cost-effectively.

A comparison might be made of the per page costs of Ajurnangimmat, Inuktitut, North, Inuit Today, Taqralik, etc. if the publishers agree to co-operate.

4) Staff Training

One of the objectives of the magazine is to provide on-the-job training for Inuit staff, however, Section management say that little training is provided in-house, but that those Inuit staff who wish to acquire publications skills are encouraged to take courses or work with editorial or design contractors. Length of time spent on the magazine varies from as little as 10% to as much as 90% depending on the individual. Inuit staff are expected to be translators first, and to be trained "in publication" second. Yet the training provided appears not to have been defined in any detail. Publication production requires a number of skills - editors, reporters, designers, translators, typesetters, printers (these categories are in turn divided into many specific job titles) - and many of the skills require years of schooling and training, full-time. The adequacy of training opportunities for staff should be considered in an evaluation.

5) Distribution

In general, distribution problems appear to be more acute with the regional issue than with the national issue. Southern readers of the national issue tend to give notice of changes of address, and the mailing list is frequently updated. Approximately 30 requests to be placed on the mailing list are received per month. In addition, there are a number of requests for multiple copies for special use - in a year the magazine will receive as many as 100 separate requests for multiple copies for classroom use.

There is no clear knowledge of the uses to which copies of the national issue are put and it is not clear to what extent the magazine is contributing to objectives of improving communications between North and South or of contributing to southern knowledge of northern and native issues.

For the northern issue, the main method of updating the list is through post office returns. The post offices return mail marked "deceased", "no such address", "unclaimed", etc. This is a fairly effective way of removing people from the mailing list, but is not an effective updating system. If people move from one community to another, which occurs rather frequently, their copy is simply returned by the post office in their home community. They are removed from the mailing list unless they send in a form included in the magazine. However, the concept of changing addresses is not well entrenched in Inuit society and very few change of address notices are received from Inuit in the north.

6) Contribution to Inuit Literature

One major objective of the magazine has been to encourage the development of "Inuit literature, writing and photography." This should be an important aspect of the evaluation. What has the magazine done for Inuit literature? How effective has the magazine been in contributing to Inuit photography? Has the magazine been successful in obtaining contributions from Inuit authors?

7) Arts and Crafts Newsletter

The newsletter Arts and Crafts, first published in 1977, is distributed under the auspices of Inuktitut magazine. Currently, the Eskimo Arts Section prepares the text and publishes the newsletter three times a year under an O&M budget of \$21,000. The magazine is distributed on a mailing list separate from Inuktitut magazine with 2,600 copies published in Inuktitut/English and 2,000 in English/French. The newsletter is distributed to southern dealers and artists, co-ops, libraries and interested individuals in the North. Its original objective was to inform Inuit artists. However, there has been a complete lack of feedback from northern artists. At the same time, the co-operatives have an interest in the newsletter as a marketing tool for sales to southern dealers.

The Inuit Art Section was evaluated in 1979, and the evaluators suggested that the publication has been "very well received in the south" and that "figures on the number of estimated Inuit readers are not available, but some evidence would suggest that it could be improved." The evaluation suggested that the southern and northern objectives of the newsletter be pursued separately.

This leads to several questions: What is the newsletter's readership and acceptance among Inuit artists? Is the newsletter an effective means of promoting Inuit art among southern art dealers and collectors? Should it fill the void left by the recent demise of Arts and Culture of the North (published from New York City)?

These questions have very little to do with the cultural, linguistic and communications issues being considered in the rest of the evaluation. The inclusion of in-depth questions about Arts and Crafts within an evaluation of Inuktitut magazine would not be appropriate, except perhaps as part of a sampling of Inuit interest in northern publication. It would dilute the results of the survey, make questionnaires too lengthy, and might not give the needed results. Better results could be obtained through directly contacting art



dealers, who should have an interest in its continuance and would respond to a written questionnaire. In addition, managers of the co-op federations (who already operate information programs for co-op members, many of whom are producing artists), major art-producing co-ops, and a small sample of artists themselves should be contacted to obtain views on the newsletters' effectiveness among Inuit artists.

### 5.9 Recommended Issues

- 1) Does Inuktitut magazine meet its objectives, particularly with reference to the encouragement of Inuit literature?
- 2) Is the magazine produced in a cost-effective and efficient manner, considering editorial process, translation, text production, design and layout and distribution? Should users pay for magazines?
- 3) Does the magazine reach its target audience?
- 4) Does the magazine have readership acceptance and use in light of the changed context, especially other publications in Inuktitut? What effect does irregular publication have on readership acceptance?
- 5) How adequate are training opportunities in publication? Should it in fact occur at all, and for all employees?
- 6) Is the Arts and Crafts newsletter of use to Inuit artists? What is its readership and acceptance among Inuit artists?
- 7) Is the Arts and Crafts newsletter an effective means of promoting Inuit art among southern art dealers and collectors? Should it fill the void left by the recent demise of Arts and Culture of the North which was published from New York City?

### 5.10 Methodology

A number of different methodologies were considered during the assessment in terms of evaluating the distribution system, readership interest and language suitability. These included various types of reader surveys and the solicitation of informal opinion.

It was decided that a telephone reader survey would be the most effective means of evaluating both distribution and readership. It was judged that direct mail and magazine-enclosed surveys would prove ineffective given previous unsuccessful attempts at involving Inuktitut readership through appeals in the magazine. A trial survey of post office officials failed to provide any hard indications of how effective distribution of the magazine was because of post office staff turnover and difficulties in reaching postmasters. The Section Head has indicated that costs of a reader survey could be reduced by making Section communicators available to participate.

Due to the possible length, and time consuming nature, of telephone interviews, it is suggested that the reader survey be conducted in two stages. The first would merely test the distribution system and give a superficial indication of reader interest. This initial survey could usefully solicit information on the distribution of other northern material and indicate a crude "rating" of publications in terms of coverage, reader interest, etc. A minimum of 300 Inuit households would be sampled. From this sample approximately 20% would be interviewed in-depth on content interest, language/dialect suitability, length of articles, etc. Did you read the last issue? How much time did you spend reading it? Which language did you read? What interested you most? What articles did you read? Why? What did it teach you? Was your attitude changed? What would you like to see more of? Do you prefer long articles or short ones?

In addition to the structured survey, informed opinion in publishing, Inuktitut language and culture would be surveyed to obtain views on the magazine. Questions of a broader nature would predominate. What would happen if the magazine ceased to exist? Are there better uses for the money? How should the magazine be changed to be a more effective vehicle?

Inuktitut should be compared against other magazines in terms of costs. This would involve compiling cost-data on salaries, translation, typing and typesetting, design and layout, printing, distribution, and overhead. Per page prices would be ascertained and compared.

In addition, current and former staff of the Section, Section managers, and consultants should be interviewed in order to give indications as to the effectiveness of staff training in publications. Their experience and opinions, coupled with a review of the work history of staff members since they left the Section, could provide an indication of on-the-job training effectiveness.

#### 5.11 Recommendations

9. That the efficiency of Inuktitut magazine be evaluated in terms of cost and distribution coverage in comparison with other publications through file research, telephone surveys and consultations with other organizations.
10. That the effectiveness of Inuktitut be evaluated in terms of reader interest, reader use and content relationship to objectives through a detailed telephone survey of a sample of readers, and through the solicitation of informed opinion.

11. That the opportunities for staff training and professional development be evaluated through interviews with current and former staff, and in discussions with former magazine consultants.
12. That the evaluation of the Arts and Crafts newsletter in the south be treated separately, and be conducted as a written questionnaire structured survey of dealers, and an unstructured survey of co-operative managers, artists, and federation officials.

## 6. CULTURAL GRANTS

### 6.1 Origination

This program has existed since 1965 and, since 1970, has been administered by the Northern Affairs Program to provide grants "for the advancement of Indian and Eskimo culture". In 1978 Treasury Board set terms and conditions for these grants, describing them as "grants to Inuit individuals or organizations for the advancement of Inuit culture".

### 6.2 Background

As in many other areas of endeavour, Inuit applications for cultural assistance find themselves constrained by rules and regulations formulated for southern residents. Grants such as those available from the Canada Council, for example, must be applied for many months in advance and this does not sit well with northerners who have, over the past thirty years, become accustomed to direct access to government services and a relatively speedy response.

Thus the need for some form of special assistance was identified and the current program was initiated with funding set at \$30,000 per year.

### 6.3 Current Context

The Cultural Grants Program is now perceived as a funding source of last resort and every effort is made to obtain assistance from elsewhere or to direct the applicant in that direction. Indeed, under current rules applicants are looked upon more favourably if they are already receiving financial help from some other source.

### 6.4 Objectives

- 1) To assist Inuit groups and individuals to develop their culture and contribute to Canadian society.
- 2) To enable Inuit to share their cultural heritage with other Canadians
- 3) To assist Inuit to become full participants in Canadian society.

At various times, a fourth objective has been stated, namely:

- 4) To promote an awareness of Canada's cultural diversity.

### 6.5 Management Mode

Applications for grants are considered by an informal committee comprising members of the Social and Cultural Development Division with representation from the Indian and Inuit Affairs Branch and the Government of the Northwest Territories. Preliminary screening is done, usually by the specialist into whose area the application falls (visual art, performing art, literature, etc.), through informal contacts with the applicant(s) and other involved agencies or alternative funding sources.

Applications which reach the committee are rarely refused. Indeed, the number of applications is so few that there is little competition for the funds available.

### 6.6 "Active" Strategies

There is little effort to promote an awareness of the program. It is assumed by management that most organizations know of it and will use it if they have a need. However, the program has been described in articles in Inuktitut magazine and Igalaq newspaper, and Section management ensure that cultural organizations are aware of the program. Section staff will sometimes recommend to individuals that they should apply for a cultural grant, if in the opinion of staff it would fit criteria and be a worthwhile project.

#### "Re-Active" Strategies

Most applications are currently from organizations who know of the funding availability and use it as required.

### 6.7 Draft Issues Identified by Department

- 1) Determine whether the objectives are being met through the types of projects being supported; are there areas of Inuit cultural endeavour that are being under-represented or not being funded that should be funded? Are there areas that are being over funded?
- 2) Examine the number, nature and scope of supported projects that come to fruition, compared with those that do not.

### 6.8 Comment on Issues

The program is a small one and even at the evaluation assessment stage it is difficult not to reach certain conclusions from the immediately obvious facts. Among the most notable are:

- 1) Since 1976-77, there have been only 75 grants awarded (some to individuals, and some to organizations including a number of people in the cultural grants project).
- 2) Of those 75, 57 have been to finance the travel of applicants (for such purposes as transporting performers to cultural events, etc.).
- 3) Of the remaining 18, 5 have been an annual prison award and 2 have been grants to support the Northern Games. The rest can be broadly categorized as - literature 7, music 1, art 2, and film 1. Only these latter are amenable to any worthwhile evaluation and some, such as those in the art category, probably were of a nature that would make evaluation exceedingly difficult if it were not for the wide interpretation that can be (and undoubtedly is) placed upon the objectives.
- 4) Since its inception in 1965 the funding level remained at \$30,000, until 1980-81 when it rose to \$50,000. At the same time, the maximum grant to an applicant has remained at \$5,000. In terms of 1965 dollars the program is therefore probably only one-third as powerful as it once was.

In the last year there have been a number of initiatives by other agencies which may affect the Cultural Grants program. In particular the Section has pressed the Explorations Program of the Canada Council to actively advertise in the North. The Council has negotiated arrangements with cultural centres to promulgate availability of Canada Council grants. In addition, the Government of the Northwest Territories has recently established a Ministry of Culture which may fund projects similar to those funded under the Cultural Grants program. This brings into question whether the cultural grants program, with its gradually shrinking budget base, is an effective means to continue cultural support, given the initiatives of other agencies. Also to be considered is whether the speedy response of the Cultural Grants Program is essential, given that projects may not be implemented if project proponents must wait many months for funds from other sources. The question of incrementality should be added to the draft issues.

#### 6.9 Recommended Issues

- 1) Determine whether the objectives are being met through the types of projects being supported; are there areas of Inuit cultural endeavour that are being under-represented or not being funded that should be funded? Are there areas that are being over funded?
- 2) Examine the number, nature and scope of supported projects that come to fruition, compared with those that do not.

- 3) Examine whether or not the Cultural Grants program should continue to exist given initiatives by other agencies in the same area?

#### 6.10 Methodology

Certain indicators are obtainable from the information available on the program since 1976. More would be obtainable if the research reached back to program inception in 1965.

Quantitative indicators would include:

- 1) Funding amounts by year converted to \$1965, as a measure of the effectiveness of the overall contribution.
- 2) Maximum grant each year converted to \$1965, as a measure of the effectiveness of the funding to individual applicants.
- 3) Average grants amounts, in \$1965.
- 4) Response time to applications.

Qualitative indicators would include:

- 1) Identifiable products from grants support.
- 2) Opinions of grantees on effectiveness of help and probable result if help had not been forthcoming.
- 3) Opinions of committee members (current and former) on effectiveness of approvals process.

Methodology would include file research, interviews with grantees, and interviews with current and previous committee members. It is considered unlikely that interviews with applicants and grantees will be effective in many cases unless face-to-face interviews are conducted. The nature of the topic, the difficulties of good recall of facts after a time lapse, and the requirement to first establish some accord with the interviewee as a means to developing confidence in interviewer motivation would suggest that a certain amount of travel will be needed to talk to a sample of recipients.

It is considered unlikely that meaningful evaluation information can be obtained by examining the 75 grants awarded since 1976. The option is to extend the evaluation to 1965. Most of the file research material is still available; the difficulties of identifying, contacting and eliciting useful information from applicants and grantees will be incremental with the time since the application was made.

In addition, consultations would be held with representatives of other cultural agencies involved with Inuit, including the Canada Council, the cultural educational centres and the GNWT Ministry of Culture. These consultations will be useful in determining the perceived role of the Cultural Grants Program in relation to these other agencies and will provide data and opinion useful in considering the question of incrementality.

**6.11 Recommendation**

13. That the cultural grants program be evaluated through interviews with grantees since 1965 whose work has resulted in an identifiable product and that their conclusions be supplemented by opinion obtained from publishers, sponsors and other cultural support agencies.



## **7. INUIT BROADCASTING**

### **7.1 Origination**

Inuit broadcasting in Canada was initiated in 1978 when Inuit Tapirisat of Canada forwarded a proposal to the Department of Northern Affairs and the Department of Communications for Inuit to participate in DOC's Anik B satellite program.

### **7.2 Background**

Initial funding for the Inukshuk project was obtained within the departmental budget and was approved by Treasury Board. All funds were provided through the DIAND, including salaries, leasing and capital expenditures, travel, training and general operating costs. The funds were administered by a project liaison committee comprising DOC, ITC and DIAND. In addition funds were provided by DSS to Naalakvik 1 and 2, projects of Taqramiut Nipingat Inc., for the population of Northern Quebec.

In 1981 the Inuit Broadcasting Corporation was formed to carry on the work of the Inukshuk project. Currently in 1982-83 the Inuit Broadcasting Corporation is being funded to a level of \$1,356,000 while Taqramiut Nipingat Inc. is being funded to a level of \$844,000.

### **7.3 Current Context**

The memoranda of agreement with the Inuit Broadcasting Corporation and Taqramiut Nipingat expire at the end of the fiscal year 1982-83. No arrangements have yet been made to secure long-term funding for Inuit broadcasting. They have recently developed a proposal for a five-year program of funding which has been submitted to the Department of Communications.

A Cabinet document is currently being drafted which makes recommendations for "Policies and Programs for Northern Native Broadcasting" not only for IBC and TNI but other native associations as well. The Cabinet document will be submitted jointly by the Minister of Indian Affairs and the Minister of Communications to Cabinet. It is generally accepted that funds of the magnitude being requested would not be available within departmental budgets, and new funding from Cabinet would be required to continue broadcasting.

#### 7.4 Objectives

##### Section Objectives

To support the development of Inuit film making, broadcasting and telecommunication in the North.

#### 7.5 Management Mode

A project liaison committee comprising representation from the Inuit Broadcasting Corporation, Taqramiut Nipingat Inc., CBC Northern Service, CEIC, Department of Indian and Northern Affairs and the Department of Communications review and monitor progress and financial expenditures of the project. The committee is chaired alternately by members from one or other of the Inuit organizations represented and from the Department of Indian and Northern Affairs. IBC and TNI are administered by their own boards of directors and executive staff. The project liaison committee is to "report as appropriate" to the inter-departmental committee on northern and native broadcasting.

#### 7.6 "Re-Active" Strategies

The project liaison committee has the following duties, in which the Section Head participates.

- 1) Review quarterly progress reports.
- 2) Make recommendations regarding the implementation of the projects.
- 3) Monitor progress of the projects in relation to projected activities.
- 4) Monitor financial expenditures in relation to progress of the projects.
- 5) Recommend the amount and date of each payment and advance to be provided to projects.
- 6) Meet at the call of either party but not with less than quarterly from the date of the agreement.
- 7) Report as appropriate to the inter-departmental committee on northern native broadcasting.

#### 7.7 Draft Issues Identified by Department

- 1) Examine whether the Department's objectives related to Inuit television and broadcasting are being met by determining whether the programming provided is being watched and the audience requirements and preferences.

### 7.8 Comment on Issues

The scope of the issue as stated is an indication of the dangers inherent in evaluation in the field of culture and communications. As an example, "audience preferences" in Inuit television can surely not be assessed without taking into account other sources of television entertainment (CBC, CTV, cable channels, pirated transmissions, videotapes) that are available and may, indeed, have preference. (CBC has conducted studies which claim to show the number of hours of TV watched by Inuit in certain regions, but has no indication of audience preference in regards to Inuit broadcasting.)

The Department of Communications is hoping to initiate a survey of television viewers in two northern communities in co-operation with the Canadian Broadcasting Corporation to gather data on audience preferences. However, Department of Communications officials stress that the study is not an evaluation of IBC or TNI specifically. The survey is designed to test new techniques in a northern setting. If the technique proves successful it could give some indication as to whether programming meets audience preferences.

The survey is being planned for November or December in the communities of Post de la Baleine (Great Whale River) and Inoucdjouac, Quebec. Residents in these communities will be asked to visit a community hall and watch short excerpts from various television programs. The programs will include films produced by TNI, IBC and CBC. All present will receive a computer pad which will contain a number of response buttons. (One option being considered is three buttons with a happy face, neutral face and sad face.) The computer pad will be connected to an Apple computer, which will give a relatively immediate compilation (20 minutes) as to the reaction of those present on various programs.

After the programs are shown, and audience preferences are recorded, public discussion of the results will take place. CBC will also conduct a door-to-door audience survey to check the results of the new technique.

Thus, this survey may give indications as to audience preferences. However, it will not give indications, according to DOC officials, as to the amount of time actually spent watching various programs. At best, it would provide supplementary data to a evaluation of IBC.

### 7.9 Methodology

Total amount of funding available for the DOC/CBC survey to date is \$10,000 from the Department of Communications and \$10,000 from the CBC Northern Service. In addition, the CBC is supplying manpower. This survey will give no indication of audience viewing patterns. The current five-year proposal for funding by IBC suggests minimum funding of \$13-million. It is unlikely that a credible evaluation of audience preferences, usage patterns, and effectiveness of IBC operations could be conducted before the decision on funding is to be made by senior management in the various agencies and Cabinet. In addition, a credible evaluation of IBC would entail costs well above those described for the DOC/CBC survey.

The results from the DOC/CBC survey can be obtained by Section staff. This survey does not address questions which would allow management to make decisions on funding IBC. There is no evaluation plan as yet developed for IBC/TNI funding although Section staff state that this will be built into future funding agreements. The current evaluation of the Section could allow an opportunity to plan an adequate evaluation of IBC to occur during the five-year funding period and which would be in relation to the funds being submitted. This evaluation plan would be incorporated into memoranda of agreement with IBC, if funds are granted, and could serve as a basis on which to renew funding after a specified period.

### 7.10 Recommendations

14. That, because the impending Cabinet decision on the continuation of federal funding of Inuit broadcasting makes a credible evaluation impractical at this time, no evaluation study in this area be contemplated.
15. That evaluation terms of reference be designed and made part of the five-year Inuit broadcasting program, if funds for the program are authorized by Cabinet.

**8. CONCLUSIONS AND APPROXIMATE COSTS**

**CULTURAL EDUCATIONAL CENTRES PROGRAM**

1. That a preliminary evaluation (Phase I) of the effectiveness of the Inuit cultural centres in addressing the objectives of the Cultural Educational Centres program be carried out through an analysis of centres' products in relation to Section funding.
2. That the preliminary evaluation include the design of a more detailed evaluation (Phase II, involving the close co-operation of cultural centres management) to assess the effectiveness and efficiency of the centres operations in meeting their objectives, and to examine whether the current organizational structure could be modified to better achieve objectives.
3. That an official commitment to participate in Phase II be obtained from the cultural centres through the 1983-84 memoranda of agreement.

Approximate Cost: \$12,500 to \$17,000

**LANGUAGE DEVELOPMENT**

4. That the Section's support of Inuit language development be evaluated in terms of identifiable products and through the solicitation of expert opinion and the views of other agencies involved in language development.
5. That the evaluation include the consideration of a study to be conducted later in collaboration with native organizations and the Interpreter/Translator Association of Canada to assess the impact, effectiveness, and acceptance of the dual Inuktitut orthography, as was proposed by the Inuit Language Commission itself when tabling its recommendations.

Approximate Cost: \$10,000 to \$15,000

**TRANSLATION SERVICES**

6. That the impacts of translated materials produced by the Section be evaluated through a survey of informed opinion.
7. That the quality of Section translation, including that of contract personnel, be evaluated by a panel of experts.

8. That the impacts of staff turnover, recruiting complexities, quality and type of professional recognition and cultural differences on the effectiveness and efficiency of the Section be evaluated through interviews with current and former staff, the Interpreter/Translators Association of Canada, and others in the field.

Approximate Cost: \$10,000 to \$15,000.

#### **INUKTITUT MAGAZINE**

9. That the efficiency of Inuktitut magazine be evaluated in terms of cost and distribution coverage in comparison with other publications through file research, telephone surveys and consultations with other organizations.
10. That the effectiveness of Inuktitut be evaluated in terms of reader interest, reader use and content relationship to objectives through a detailed telephone survey of a sample of readers, and through the solicitation of informed opinion.
11. That the opportunities for staff training and professional development be evaluated through interviews with current and former staff, and in discussions with former magazine consultants.

Approximate Cost: \$11,000 to \$13,500

#### **ARTS AND CRAFTS NEWSLETTER**

12. That the evaluation of the Arts and Crafts newsletter in the south be treated separately, and be conducted as a written questionnaire structured survey of dealers, and an unstructured survey of co-operative managers, artists, and federation officials.

Approximate Cost: \$5,000 to \$6,000.

#### **CULTURAL GRANTS PROGRAM**

13. That the Cultural Grants Program be evaluated through interviews with grantees since 1965 whose work has resulted in an identifiable product and that their conclusions be supplemented by opinion obtained from publishers, sponsors and other cultural support agencies.

Approximate Cost: \$5,000 to \$7,000.

**INUIT BROADCASTING**

14. That, because the impending Cabinet decision on the continuation of federal funding of Inuit broadcasting makes a credible evaluation impractical at this time, no evaluation study in this area be contemplated.
15. That evaluation terms of reference be designed and made part of the five-year Inuit broadcasting program, if funds for the program are authorized by Cabinet.

**EVALUATION OPTIONS**

In developing evaluation study options for senior management decision, the evaluation team, in conjunction with the Advisory Committee, reviewed the material that has been presented throughout this report.

Much of that material is brought together here for ease of reference.

**TABLE 1**

**ESTIMATED EVALUATION STUDY COST, BY ELEMENT**

| PROGRAM<br>ELEMENT         | 1982-83 PROGRAM<br>EXPENDITURES<br>\$ | ESTIMATED EVALUATION<br>STUDY COST |               |
|----------------------------|---------------------------------------|------------------------------------|---------------|
|                            |                                       | MINIMUM<br>\$                      | MAXIMUM<br>\$ |
| Cultural Education Centres | 454,000                               | 12,500                             | 17,000        |
| Language Development       | O & M                                 | 10,000                             | 15,000        |
| Translation Services       | O & M                                 | 10,000                             | 15,000        |
| Inuktitut Magazine         | 75,000                                | 11,000                             | 13,500        |
| Arts and Crafts Newsletter | 21,000                                | 5,000                              | 6,000         |
| Cultural Grants Program    | 50,000                                | 5,000                              | 7,000         |
| Inuit Broadcasting         | 2,200,000                             | Not recommended<br>at present      |               |
|                            |                                       | 53,500                             | 73,500        |

Table II lists the evaluation issues, indicators, methodologies, expected information outputs, reliability factor and intended uses of information for the six elements of the program that are included in three evaluation options (i.e. all the elements excluding Inuit Broadcasting).

It is recommended that Inuit Broadcasting not be evaluated at this time because of the impending Cabinet decision on the continuation of federal funding for this activity.

TABLE II  
EVALUATION ISSUES

| EVALUATION ISSUES   | EVALUATION INDICATORS   | DATA COLLECTION METHODS  | EXPECTED INFORMATION OUTPUTS  | RELIABILITY FACTOR   | INTENDED USES OF INFORMATION  |
|---|---|--|---|--|---|
| A. CULTURAL/EDUCATIONAL CENTRES PROGRAM   |   |  |   |  |   |
| Phase I   |   |  |   |  |   |
| 1) Are the objectives of the Cultural and Educational Centres program being achieved through the existing Inuit cultural centres?   | <ul style="list-style-type: none"> <li>-Centres' products and activities e.g.               <ul style="list-style-type: none"> <li>- Ajurnangimat Magazine: frequency, distribution, contents, quality, audience readership and acceptance</li> <li>- Taped recollections of elders: distribution, promotion</li> <li>- Reports, policy papers</li> <li>- Conferences, meetings</li> <li>- Translator/interpreter workshops and training programs</li> <li>- Provision of facilities</li> <li>- Development of trained personnel</li> <li>- Developmental work (e.g. in education) and use made of it</li> </ul> </li> <li>-External uses of Centres' products e.g.               <ul style="list-style-type: none"> <li>- # radio broadcasts</li> <li>- # requests for material</li> <li>- Extent of distribution</li> </ul> </li> </ul> | <ul style="list-style-type: none"> <li>-Review of Centres' products</li> <li>-Sample of informed/professional opinion</li> <li>-Interviews with Centres' management, staff</li> <li>-Interviews with Inuit readers</li> <li>-Interviews with users</li> </ul>              | <ul style="list-style-type: none"> <li>-Extent to which Centres have preserved, nurtured their cultural heritage</li> <li>-Extent to which Centres have supplemented, complemented conventional education</li> <li>-Extent to which education system has become more relevant to Inuit culture through experimental educational process</li> <li>-Evidence of value of Centres' work</li> <li>-Problems encountered by Centres in meeting their objectives</li> <li>-Changes in Centres' orientation over time</li> <li>-Information on Centres' activities e.g. - storage, inventory, access, distribution, promotion and adequacy of these</li> </ul> | <ul style="list-style-type: none"> <li>-High for review of products</li> <li>-Medium for interviews (subject to bias)</li> </ul> | <ul style="list-style-type: none"> <li>-Validity of Centres' objectives</li> <li>-Extent to which they are being met</li> <li>-Draft Terms of Reference for Phase II, i.e. Development of detailed evaluation issues and options for structural modifications to program, for further consideration in Phase II; development of cost and performance indicators and methodology for Phase II</li> <li>-Revision to 1983-84 Memo of Agreement with Centres for Phase II</li> <br/> <li>-Potential improvements in Centres' program delivery</li> </ul> |
| 2) Is the Department providing adequate financial and supportive assistance to the cultural centres? Are the centres experiencing financial difficulties and, if so, what steps should be taken to alleviate these difficulties? Should an in-depth, developmental evaluation of one or both of the centres take place, and if so how should it be done?  | <ul style="list-style-type: none"> <li>-Centres' expenditures - by function etc.</li> <li>-Centres' proposals               <ul style="list-style-type: none"> <li>- total #, by type/coverage</li> <li>- # funded/rejected plus rationale</li> </ul> </li> <li>-Role/activities of Section staff</li> </ul>  | <ul style="list-style-type: none"> <li>-Review of Centres' annual budgets and other financial records</li> <li>-Review of DIAND files, proposals, financing records</li> <br/> <li>-Interviews with Section management, staff</li> <li>-Review of Section files</li> </ul> | <ul style="list-style-type: none"> <li>-Actual expenditures (e.g. on administration, program delivery)</li> <li>-Financial problems encountered by Centres</li> <br/> <li>-Actual input of Section into Centres</li> </ul>  | <ul style="list-style-type: none"> <li>-High</li> <li>-High</li> <br/> <li>-Medium</li> </ul>                                    | <ul style="list-style-type: none"> <li>-Whether funds are spent on purpose for which they were issued; whether tighter controls needed/possible</li> <li>-Sufficiency of DIAND funding</li> <li>-Whether changes required to ensure greater % spent on program delivery than on administration</li> <li>-Potential alternative sources of revenue</li> <li>-Adequacy of Section's support; whether additional support/training/advice required from Section</li> </ul>  |
| Phase II  |   |  |   |  |   |
| <ol style="list-style-type: none"> <li>1) Are the cultural educational centres fulfilling their stated objectives?</li> <li>2) Are they operated effectively and efficiently?</li> <li>3) Are current organizational arrangements the best way to achieve objectives or would different organizational structures be preferred?</li> <li>4) How representative of their membership are the two existing organizations? Would smaller regional structures provide a better focus? Should native political organizations be involved with the centres?</li> </ol> | <ul style="list-style-type: none"> <li>-To be developed during Phase I</li> </ul>   | <ul style="list-style-type: none"> <li>-To be developed during Phase I</li> </ul>  | <ul style="list-style-type: none"> <li>-Representivity of centres; gaps, areas not adequately represented</li> <li>-Regional representivity of cultural heritage preserved: extent to which all Inuit are served</li> <li>-Possible alternative organizational arrangements: Feasibility of 2 centres/additional centres</li> </ul>   |  | <ul style="list-style-type: none"> <li>-Decision whether smaller centres would increase representivity bearing in mind more centres would likely increase administrative costs</li> <li>-Decision on viability of 1 centre for entire NWT and 1 for Labrador; improvements in service to those outside the Keewatin</li> </ul>  |



| EVALUATION ISSUES   | EVALUATION INDICATORS   | DATA COLLECTION METHODS   | EXPECTED INFORMATION OUTPUTS  | RELIABILITY FACTOR                       | INTENDED USES OF INFORMATION   |
|---|---|---|---|--|--|
| <p>B. LANGUAGE DEVELOPMENT</p> <p>1) What is the Department's role in relation to Inuktitut language development given that many agencies are also actively involved in similar pursuits? What are the areas of duplication or overlap?</p> | <p>-Other agencies involved</p> <ul style="list-style-type: none"> <li>- #, type (names), affiliation (federal, territorial, private)</li> <li>- language development focus/orientation</li> <li>- funding level, type</li> </ul> <p>-Activities/projects/contracts funded by Section (since 1974)</p> <ul style="list-style-type: none"> <li>- #, type, level of funding, orientation</li> </ul> <p>-Projects initiated by native organizations and funded by Section: #, type, etc.</p> | <p>-Review of Section's outputs and files</p> <p>-Review of other agencies' outputs</p> <p>-Comparison of above</p>   | <p>-DIAND's role to date (focus, etc.)</p> <p>-Indicate how equitable support to various regions and organizations has been under DIAND's national mandate</p> <p>-Identification of duplication/gaps</p> <p>-Extent of recognition/use of Inuktitut as an official language in Canada (and Section's role)</p> <p>-Extent to which Section has contributed to facilitating written communication among Inuit</p> | -High                                    | <p>-Decision on appropriate division of responsibilities between agencies</p> <p>-Clarification of DIAND's role in this area</p> <p>-Level of federal government involvement in this area (current/future); co-ordinating role of DIAND re: the North and the Inuit</p> <p>-Role of native organizations vis à vis DIAND</p> <p>-If duplication identified, can it be avoided?</p> <p>-If gaps identified, can/should they be filled?</p> <p>-Need for co-ordination of all existing materials before more are produced?</p> |
| <p>2) Is the current development and use by the Section of the dual orthography recommended by the Language Commission still valid or can new priorities and policies be highlighted or established?</p>                                    | -Expert opinion   | <p>-Interviews with experts</p> <p>-Views of other agencies (see above)</p>   | <p>-Level of agreement/disagreement on dual orthography</p> <p>-Extent to which dual orthography is in place, used, accepted</p>  | -Low/Medium (high level of subjectivity) | -Development of policy: whether DIAND should continue to support standardization and implementation of dual orthography  |
| <p>3) What is the use and acceptance by translation staff of technical manuals, dictionaries, lexicons and word banks prepared or funded by the Section?</p>  | <p>-List of outputs by #, type/orthography/dialect etc:</p> <ul style="list-style-type: none"> <li>- manuals, dictionaries, word banks, etc.</li> </ul> <p>-Availability/distribution, storage, retrieval, etc.</p> <p>-Quality</p> <p>-Use made of above</p>   | <p>-Review of Section's outputs by category (technological, word development, reference material) by</p> <ul style="list-style-type: none"> <li>- panel of experts (outside DIAND)</li> <li>- internal staff (current and past)</li> </ul> <p>-Comparison with similar materials produced by other agencies</p> | <p>-Quality of outputs</p> <p>-Use and acceptance of outputs by</p> <ul style="list-style-type: none"> <li>- staff</li> <li>- other agencies</li> <li>- Inuit generally</li> </ul> <p>-Utility of Section's outputs compared with those of other agencies</p>   | -Medium (fairly subjective)              | -Decision on whether this is still valid objective; whether level of effort by DIAND should remain as is/increase/decrease/change focus  |

| EVALUATION ISSUES  | EVALUATION INDICATORS   | DATA COLLECTION METHODS   | EXPECTED INFORMATION OUTPUTS   | RELIABILITY FACTOR  | INTENDED USES OF INFORMATION  |
|--|---|---|--|---|---|
| <b>C. TRANSLATION SERVICE</b>  |   |   |  |   |   |
| 1) What is the quality of translation/interpretation and editorial services?   | -Accuracy, spelling, use of specialized terminology, neologisms, grammar, style, use of orthography   | -Review of representative sample of actual translations/interpretations/edited work by panel of language experts<br>-Letters/comments received by Section from individuals on quality of translations, etc.<br>-Views of "respected" Inuit<br>-Responses from Inuit organizations | -Use of specialized terminology, neologisms, orthographies<br>-Quality of translation, etc.  | -Low: highly subjective because:<br>a) no recognized spelling system<br>b) orthography not accepted by all<br>c) differences in dialect | -Highlight translation/interpretation problem areas so that they can be addressed<br>-Highlight problem areas in editorial process for translation so that improvements can be made<br>-Whether regional differences (dialects, etc.) are "representationally" met i.e. whether equitable distribution by dialect, etc.   |
| 2) How useful have the various types of translation been (focusing on the merits of translating specific documents or types of documents) and the extent to which major translations have been used? | -Uses made of translations, etc.<br>- e.g. by community radio stations<br>-List of users (current and potential)  | -Interviews with users (actual/potential)<br>-Interviews with Inuit organizations   | -Purpose of translations<br>-Utility of translations<br>-Timeliness of translations<br>-Relative value of different types of translations e.g. "political"/literary  | -Low/Medium   | -Assist in determining policy re: translations e.g. what focus/orientation of translation should be   |
| 3) What is the program's role in translation vis-a-vis other Inuktitut translation services, including spin-off benefits received?   | -Other translation agencies by:<br>- #, type (govt/private), cost, orientation of their work<br>-Work of other translation agencies<br>-Work of Section (in-house)<br>-Work of Section (contracted out)<br>-Quality of translations, turnaround time, costs | -Review of other agencies<br>-Interviews with non-DIAND translators<br>-Comparison of outputs of DIAND with those of other agencies<br>-Comparison of DIAND in-house translations with those contracted out   | -Extent of duplication with work of other translation agencies<br>-Classification of roles/relationships between section and other translation agencies<br>-Impact of non-DIAND translations on Section's activities<br>-Impact of DIAND's activities on development of other translation agencies (e.g. hinder/promote) | -Medium/High  | -Assist in development of formalized policy on translation including: whether DIAND should continue to do translations i.e. whether activity should continue/stop, if continue, whether continue as is/be changed; whether a separate translation unit should be established; criteria for deciding which documents to translate and mode (in-house/contract); whether contracted out translations should be edited |
| 4) What effect has staff recruitment and turnover had on fulfilling objectives? How effective is staff development and how adequate are opportunities for training and professional development?     | -# translators (total), average length of service, "return" rate<br>-# opportunities for training/development by type<br>-Workload<br>-Perception by translators of their professional status   | -Interviews with staff (current/past)<br>-Review of Section's files   | -Actual level of turnover<br>-Impact of turnover on quality/timeliness of translations<br>-Professional status: whether classification as "communicators" has impact on translators  | -High   | -Improvements in training/professional development programs/opportunities<br>-Assist in decision on mode of translation (in-house/contract)   |

| EVALUATION ISSUES  | EVALUATION INDICATORS   | DATA COLLECTION METHODS  | EXPECTED INFORMATION OUTPUTS  | RELIABILITY FACTOR  | INTENDED USES OF INFORMATION   |
|--|---|--|---|---|--|
| <b>D. INUKTITUT MAGAZINE</b>   |   |  |   |   |  |
| 1) Does Inuktitut magazine meet its objectives, particularly with reference to the encouragement of Inuit literature?  | -Magazine content (by Regional/National editions)<br>-% of content by dialect/orthography<br>-# articles by source<br>-Regional/dialectal representation<br>-# photographs by source  | -Review of past issues, focusing on the last year<br>-Reader telephone survey<br>- test sample<br>- actual sample  | -Impact of magazine on Inuit literature, photography  | -High for reviews<br>-Medium for telephone survey (problems of bias, representativeness of samples, problem of generalizing from small sample to various demographic, geographic etc. strata) | -Whether Magazine should continue as is/changed<br>-Decision on whether DIAND should review its funding of this magazine and others produced by other agencies for same audience             |
| 2) Is the magazine produced in a cost-effective and efficient manner, considering editorial process, translation, text production, design and layout and distribution? Should users pay for magazines?   | -Costs for: Inuktitut, other magazines for same audience:<br>- salaries, translation, production, distribution<br>- per page price<br>-Potential # purchasers if charge were made for magazine  | -Review of Magazine contract files<br>-Review of costs for other magazines for same audience<br>-Comparison of above.<br>-Reader survey<br>-Cost of implementing a charge  | -Whether more/less expensive than other magazines for same audience<br>-Impact of bilingual (French/English) policy on magazine cost, frequency<br>-Reactions of readers to charge for magazine   | -High (for cost comparison)   | -If more expensive, need to review to see how to reduce costs<br>-Whether bilingual policy (English/French) is being met in most effective way<br>-Policy/Decision on user pay               |
| 3) Does the magazine reach its target audience?  | -Distribution system (by Regional/National editions):<br>- total potential recipients<br>- # copies mailed<br>- # copies returned   | -Reader survey   | -% penetration into potential reader population   | -Low; problems in Inuit changing addresses; Post Office unable to assist  | -Effective way of updating distribution lists, particularly in the North   |
| 4) Does the magazine have readership acceptance and use in light of the changed context, especially other publications in Inuktitut? What effect does irregular publication have on readership acceptance?   | -Frequency of publication (by Regional/National editions)<br>-Timeliness of information<br>-Problems encountered in producing magazine in several languages/dialects<br>-Content<br>-Uses made of magazine (e.g. classroom)<br>-Also some from #1 above<br><br>-Contents of other magazines | -Reader telephone survey<br>-# requests for multiple copies for e.g. classroom use<br><br><br>-Comparison of Inuktitut and other magazines and documents, for content  | -Information on types of articles read (length, content, impact) i.e. readership interest<br>-Effectiveness of magazine in classroom/education system<br>-Appropriateness of quality & content for school level use<br><br>-Identification of duplication/overlaps/gaps | -Medium<br><br><br><br>-High  | -Ability to tailor magazine more to readership interests - bearing in mind the magazine's objectives<br><br><br><br>-Decision on future of the Magazine e.g. continue as is/change direction |
| 5) How adequate are training opportunities in publication? Should it in fact occur at all, and for all employees?  | -Types of training available<br>-# staff trained by<br>- type and extent of training<br>- length/depth of training<br>-Use made of training (both within Section and subsequently, if appropriate)  | -Interviews with current/former staff (both those who received training and those who did not)<br>-Review of staff work history (while at Section and subsequently)<br>-Interviews with Section Management, Consultants who work with trainees | -Extent to which training has occurred<br>-Sufficiency of that training   | -High   | -Definition of training<br>-Policy on whether training in publication is effective and should be increased/decreased/remain as is/be discontinued  |
| <b>ARTS AND CRAFTS NEWSLETTER</b>  |   |  |   |   |  |
| 6) Is the Arts and Crafts newsletter of use to Inuit artists? What is its readership and acceptance among Inuit artists?   | -# distributed to Inuit<br>-# read  | -Review of distribution lists<br>-Survey of managers of major art-producing co-ops and co-op Federations<br>-Survey/Interviews with small sample of Inuit artists  | -Inuit artists' views on newsletter's effectiveness<br>-Inuit readership and acceptance of newsletter   | -Low/Medium   | -Decision on whether to continue producing newsletter<br>-If continued, decision on extent of distribution<br>-If continued, decision on format: remain as is or change                      |
| 7) Is the Arts and Crafts newsletter an effective means of promoting Inuit art among southern art dealers and collectors? Should it fill the void left by the recent demise of Arts and Culture of the North which was published from New York City? | -# distributed in South by recipient (dealers, artists, libraries, individuals, etc.)   | -Review of distribution lists<br>-Written questionnaire survey of southern recipients, e.g. art dealers, collectors<br>-Comparison with the new defunct "Arts and Culture of the North"  | -Effectiveness of newsletter in promoting Inuit art among southern dealers and collectors<br><br>-Whether newsletter can/should fill the void left by the recent demise of "Arts and Culture of the North"  | -High   | -As above  |

| EVALUATION ISSUES   | EVALUATION INDICATORS  | DATA COLLECTION METHODS  | EXPECTED INFORMATION OUTPUTS   | RELIABILITY FACTOR  | INTENDED USES OF INFORMATION  |
|---|--|--|--|---|---|
| <p>E. CULTURAL GRANTS</p> <p>1) Determine whether the objectives are being met through the types of projects being supported; are there areas of Inuit cultural endeavour that are being under-represented or not being funded that should be funded? Are there areas that are being over-funded?</p> | <ul style="list-style-type: none"> <li>-# proposals received <ul style="list-style-type: none"> <li>- by type</li> <li>- source</li> <li>- purpose</li> <li>- level of funding requested</li> </ul> </li> <li>-# grants made <ul style="list-style-type: none"> <li>- by type</li> <li>- recipient</li> <li>- purpose</li> <li>- level funded</li> </ul> </li> <li>-Level of awareness among Inuit of Program</li> </ul> | <ul style="list-style-type: none"> <li>-Review of internal files</li> <li>-Interviews with Screening Committee members (past and present)</li> <li>-Interviews with Inuit representatives/organizations</li> </ul>                                     | <ul style="list-style-type: none"> <li>-Types of cultural endeavours supported</li> <li>-Level of funding by type</li> <li>-Products (outputs)/Impacts (direct and indirect)</li> <li>-Information on Screening Committee itself (composition, representativeness, biases, etc.)</li> <li>-Extent to which Inuit know of Program and use it</li> </ul> | <ul style="list-style-type: none"> <li>-High for file searches, interviews with Screening Committee</li> <li>-Number of grants small; many for travel</li> </ul>                            | <ul style="list-style-type: none"> <li>-Linkage with TB Authority (1978) and Program objectives</li> <li>-Definition of "Cultural endeavour"</li> <li>-Policy on representativeness of grants</li> <li>-Review of Screening Committee as adequate/appropriate mechanism for making grants</li> <li>-Appropriateness of use of funds</li> <li>-Sufficiency of funding level</li> <li>-Decision on whether to actively "promote" (advertise) Program</li> </ul> |
| <p>2) Examine the number, nature and scope of supported projects that come to fruition, compared with those that do not.</p>  | <ul style="list-style-type: none"> <li>-By grant <ul style="list-style-type: none"> <li>- Purpose</li> <li>- Output (Product)</li> <li>- Impact/Effect</li> </ul> </li> </ul>  | <ul style="list-style-type: none"> <li>-Examination of grants (i.e. projects supported)</li> <li>-Interviews with grantees/recipients</li> </ul>   | <ul style="list-style-type: none"> <li>-Effectiveness/utility of grant</li> </ul>  | <ul style="list-style-type: none"> <li>-Low, unless face-to-face which is very expensive (need to establish confidence of interviewee); also problems of recall after time lapse</li> </ul> | <ul style="list-style-type: none"> <li>-Possibility of requirement for automatic feedback from grantees (to help assess Program in future)</li> </ul>   |
| <p>3) Examine whether or not the Cultural Grants program should continue to exist given initiatives by other agencies in the same area?</p>   | <ul style="list-style-type: none"> <li>-List other sources <ul style="list-style-type: none"> <li>- type of funding</li> <li>- level of funding</li> <li>- purpose</li> <li>- timeliness</li> </ul> </li> </ul>  | <ul style="list-style-type: none"> <li>-Review of other funding sources (e.g. Canada Council (Exploration Program), GNWT Ministry of Culture)</li> <li>-Interviews with representatives of other agencies</li> <li>-Comparison with Program</li> </ul> | <ul style="list-style-type: none"> <li>-Duplication/overlap/gaps</li> <li>-Determine the perceived (by DIAND, other agencies, Inuit) role of CGP in relation to other agencies and their programs</li> </ul>   | <ul style="list-style-type: none"> <li>-High</li> </ul>   | <ul style="list-style-type: none"> <li>-Review of CGP in light of funding provided by other agencies</li> <li>-Incrementality issue: Should Program continue as is/changed</li> <li>-If Program to continue, policy decision on whether CGP should be funding source of last resort ("top up") or "seed money"</li> </ul>   |

Although evaluation of the Arts and Crafts Newsletter is included in Option 3, such evaluation is not considered a high priority at this time because it would require a separate survey (from Inuktitut Magazine) and the costs are not justified by the small program expenditure on this activity. Moreover, it may be more appropriate and feasible to evaluate this activity as part of the Inuit Art evaluation sub-component, which is scheduled for re-evaluation in 1984-85.

The three options that have been developed for an evaluation study are as follows:

**Option 1**

Evaluation of Language Development, Translation Services and Inuktitut Magazine as described herein.

Approximate Cost: \$33,500 to \$45,500

**Option 2**

Evaluation of the Cultural Educational Centres, Language Development, Translation Services and Inuktitut Magazine as described herein.

Approximate Cost: \$43,500 to \$60,500

**Option 3**

Evaluation of all issues, except the Inuit Broadcasting Corporation because the impending Cabinet decision on the continuation of federal funding of Inuit broadcasting makes a credible evaluation of IBC impractical at this time.

Approximate Costs: \$53,500 to \$73,500

Option 2 is the preferred option due to the fact that it would allow evaluation of the cultural educational centres, considered necessary by the evaluation assessors due to possible problems in program delivery noted during the assessment and a relatively high annual budget, and because it would allow the evaluation of language development, translation services and Inuktitut magazine, which due to their interrelated nature could be best evaluated together.

APPENDICES

## **APPENDIX I**

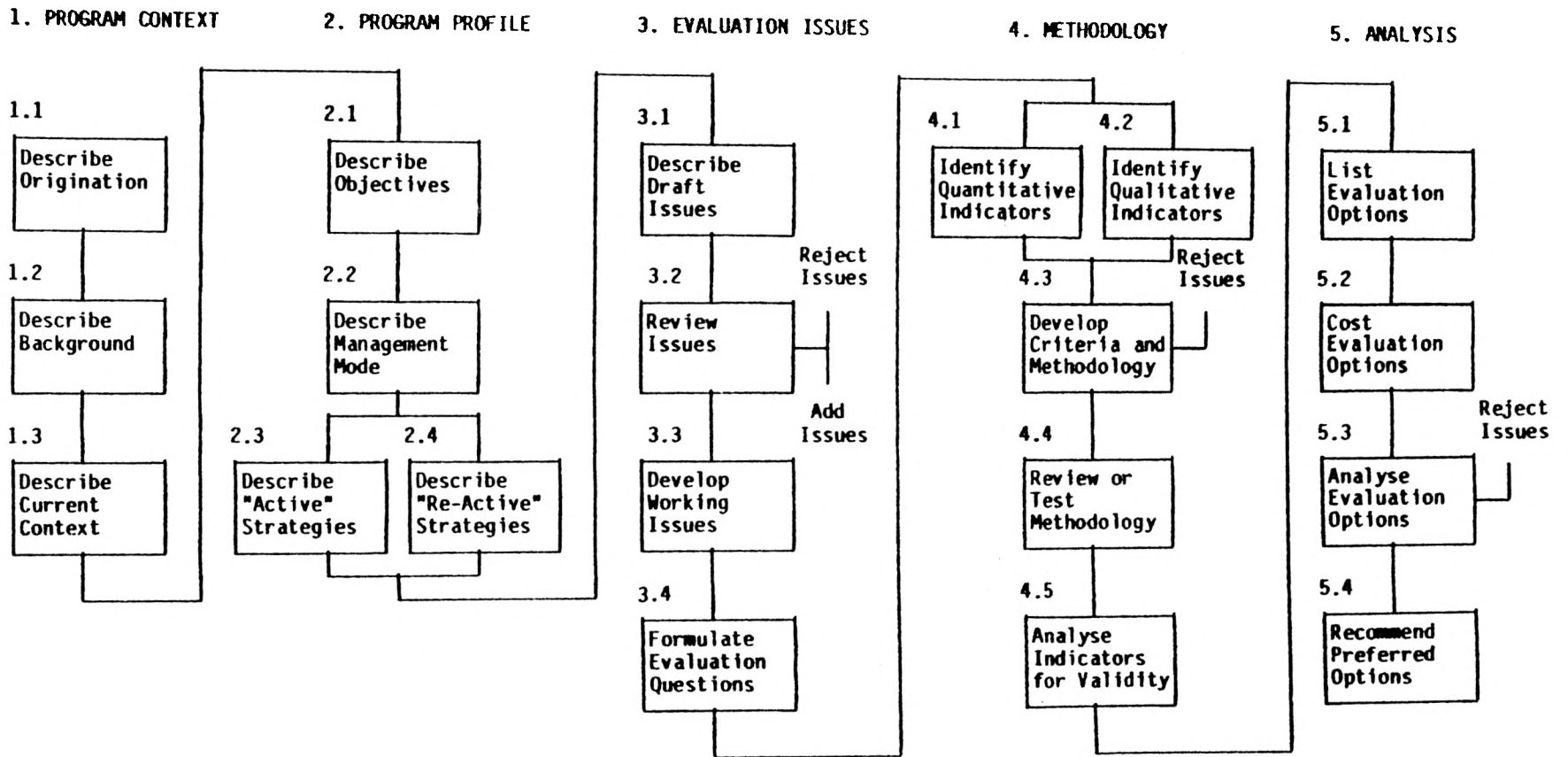
### **ABOUT THE EVALUATION ASSESSMENT TEAM**

**MICHAEL ROBERTS** is the president of Nortext. He lived in Arctic Quebec for five years, has travelled extensively to most areas of the Arctic and has written, managed and edited many reports and publications about northern issues. Most recently he has been involved in major projects involving education and communications in the Northwest Territories, and has managed the development of a capability to phototypeset Inuktitut, the Inuit language.

**MICHAEL SHOULDICE**, a senior consultant at Nortext, has completed undergraduate and graduate degrees on native acculturation and is currently completing a doctorate on Inuit culture in a modern setting. He was program director for the Inuit Cultural Institute for two years and directed research into educational alternatives, traditional heritage and language development. He has a reasonably good command of Inuktitut.

**BARRY ROBERTS**, a Nortext associate, manages A. Barry Roberts Consultants Ltd., a management consulting firm with long experience in northern and native issues. He entered the north as a northern administrator, was a sub-regional administrator, and held management positions at Northern Affairs headquarters. He is currently examining the organizational make-up of the Northern Affairs Program, and is Secretary of the recently formed Beverly-Kaminuriak Caribou Management Board.

APPENDIX II



SCHEDULE

July 30

July 30

August 15

August 21

August 30



**APPENDIX III**

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**APPENDIX IV**

**LIST OF PERSONS CONTACTED DURING EVALUATION ASSESSMENT**

**Gunther Abrahamson**, Chief Social and Cultural Development Division, Ottawa.

**Mary Cousins**, Inuktitut Teacher, Gordon Robertson Education Centre, Frobisher Bay.

**Eric Colbourne**, Regional Superintendent of Education, Frobisher Bay.

**Malcolm Farrow**, Principal, Gordon Robertson Education Centre, Frobisher Bay.

**P. Charles Feaver**, Policy Analyst, Broadcasting and Social Policy Branch, Department of Communications, Ottawa.

**Joffre Feren**, Senior Publishing Officer, Publishing Services Division.

**Helga Goetz**, Head Eskimo Art Section, Ottawa.

**Kenn Harper**, Inuktitut Linguistic Research Specialist, Arctic Bay.

**Kieth Haven**, Co-ordinator, Media Resource Centre, Inuvik, NWT.

**Beverly Howard**, Cultural Development Officer, Cultural and Linguistic Section, Ottawa.

**Jose Kusugak**, Past Executive Director, Inuit Cultural Institute and Director of Inuit Language Commission, Rankin Inlet.

**Thomas Kutluk**, Executive Director, Inuit Cultural Institute, Eskimo Point.

**Rosemary Kuptana**, Program Officer, Inuit Broadcasting Corporation, Ottawa.

**Beverly Ladd**, Administrative Officer, Social and Cultural Development Division, Ottawa.

**Jens Lyberth**, Fund Raiser for the Inuit Cultural Institute, Eskimo Point, NWT.

**Alexina Kublu**, Teacher, Eastern Arctic, Teacher Education Program, Frobisher Bay.

**S.T. Mallon**, Bilingual Education Specialist, Director, Inuktitut Programming, Department of Education, Frobisher Bay.

**John MacDonald**, Head, Cultural and Linguistic Section, Ottawa.

**Sam Metcalfe**, Senior Communicator, Cultural and Linguistic Section,  
Ottawa.

**Robin McGrath**, Inuit Literature Specialist, Western University,  
London.

**Rita Novalinga**, former Inuktitut magazine contributor, past editor of  
Igalaag, Povungnituk, NWT.

**Larry Osgoode**, Director, Inuvialuit Language Project (COPE), Inuvik.

**Marie Rutledge**, Research and Documentation Co-ordinator (Editor, About  
Arts & Crafts).

**Jim Shirley**, Manager, Information Services, GNWT Keewatin Region  
(former publications officer with ICI), Rankin Inlet.

**Rosemary Wallbank**, Evaluation Officer, Evaluation Branch, Corporate  
Policy, Ottawa.

**Paul Wilson**, Chief of Publications, Department of Information, GNWT  
(Int. Trans. Corps) Yellowknife.

**Hardy Zeltin**, Head, Administrative Section, Social and Cultural  
Development Division.

INUIT CULTURE AND LINGUISTICS

Evaluation Assessment: Terms of Reference

INTRODUCTION

It is current Treasury Board policy (Circular No. 1977-47, T.B. No. 751995) that federal government programs be subject to an objective evaluation with respect to their "effectiveness in achieving their objectives and the efficiency with which they are being administered." This policy is elaborated upon in the Guide on the Program Evaluation Function, issued by the Office of the Comptroller General.

Evaluation assessment is the pre-planning phase of an evaluation exercise. Its purpose is to determine the extent to which a program is susceptible to evaluation and to identify appropriate questions to be asked in the evaluation study and the approach(es) to be taken for dealing with them.

In general, evaluation assessment includes the following tasks:

- (a) to define a program component profile that:
  - describes estimates of the program, authorized resources, legislative basis, objectives, and the method of delivery; and
  - reviews the structure of the program component (activities, outputs, impacts and effects (both intended and unintended) and their inter-relationships).
- (b) to provide an assessment of the program component's structure that indicates:
  - whether or not the program operates as designed; and
  - the degree to which the activities of the program are plausibly linked to the attainment of its objective(s).
- (c) to identify evaluation options that indicate:
  - the specific evaluation questions that could be answered in the subsequent evaluation study;
  - evaluation approaches, techniques and models that could be used;
  - the associated estimated resources and time requirements; and
  - the expected results for each evaluation approach and their likely significance and credibility.

This task includes the identification of priority information needs, the intended uses of each evaluation option, and the development of evaluation option packages for management decision that outline the arguments for and against each option in terms of pertinence, reliability, cost, timeliness and utility.

- (d) to make recommendations as to the appropriate course(s) of action and the reasons for making such recommendations.

#### BACKGROUND

The Culture and Linguistics Section of the Social and Cultural Development Division, Northern Affairs Program DIAND, provides a variety of programs aimed at promoting Inuit cultural development and preserving and developing the Inuit language.

Specifically, the services provided are:

- development of language materials; translation/interpretation and editorial services;
- production and distribution of Inuktitut magazine;
- promotion and support of Inuit culture and language projects and activities through the provision of grants and contributions:
  - a. cultural grants
  - b. contributions to Inuit Cultural/Educational Centres
  - c. contributions to Inuit television and broadcasting.

Resources allocated to these activities in 1981-82 totalled \$323,233 O & M, \$2,322,000 in Contributions, \$50,000 in Grants and 6 person years with \$156,821 for salaries.

#### PURPOSE OF EVALUATION ASSESSMENT

A program component profile was prepared in 1980-81 which, in part, addresses task (a) as described in the Introduction above. This assessment will update and complete that profile and then address tasks (b), (c) and (d), to determine the extent to which the component is amenable to evaluation, to identify evaluation issues, methodologies and options and to recommend on the appropriate course of action. Previous evaluation work, both of this component and similar programs, should be examined.

#### TENTATIVE EVALUATION ISSUES

With reference to task (c), the following issues have been identified for evaluation. The list is not intended to be all-inclusive. As part of the evaluation assessment, the evaluator will be required to examine these issues and others that may be identified to determine whether they should

be evaluated in an evaluation study. In doing so, the evaluator should detail the possible uses to be made of the results of an evaluation study.

A. GENERAL

1. Examine whether the circumstances in which the program was established have changed, focussing in particular on the last five years.
2. Examine whether the program's mandate is clearly stated, whether the program's activities are in compliance with the mandate, and the extent to which the mandate is fulfilled.
3. Examine the extent to which the overall objectives of the program are being achieved.
4. Determine whether the level of effort is sufficient relative to the program's objectives.
5. Determine whether there is any duplication between the projects supported under this program and those supported by other government departments (federal, territorial, provincial) and agencies (e.g. native organizations). This includes an examination of the incrementality issue, i.e. what would happen if the program, completely or in part, ceased to exist.
6. Examine the program's use of native employees with particular reference to:
  - use of contract staff
  - turnover rate
  - impact of the above on efficiency and effectiveness
  - compliance with native employment policies.
7. Examine the validity of the techniques employed to determine which projects to support, with particular reference to:
  - criteria/values used
  - assessment of long-term and/or intangible impacts.

B. ISSUES RELATED TO SPECIFIC ACTIVITIES

Development of Language Materials: Translation/  
Interpretation and Editorial Services

8. Determine the acceptance and use of the language materials developed through the program, bearing in mind that they may require several years to come into use.

9. Examine the advantages/disadvantages of a cost-recovery, user-pay policy for Inuktitut translation services.
10. Examine the quality of translation/interpretation and editorial services, and the purpose and use of translation focussing on the merits of translating specific documents or types of documents and the extent to which major translations have been used.
11. Examine the program's role in translation vis à vis other Inuktitut translation services, including the relationship of the program to these other services and the spin-off benefits received.

#### Inuktitut Magazine

12. Examine the objectives of the magazine and determine whether the magazine is meeting those objectives, e.g. through magazine use and readership interest.
13. Determine the extent to which the magazine complements other publications produced for the same client group.
14. Determine the cost effectiveness of producing the magazine and how costs relate to costs for similar magazines; this will include determining whether a charge should be levied for the magazine.
15. Determine the extent to which the magazine is reaching the people who should/could receive it as compared with those who currently receive it. This includes an examination of the effectiveness of the distribution system.

#### Cultural Grants

16. Determine whether the objectives are being met through the types of projects being supported; are there areas of Inuit cultural endeavour that are under-represented or not being funded that should be funded? Are there areas that are over-funded?
17. Examine the number, nature and scope of supported projects that come to fruition, compared with those that do not.



Contributions to Inuit Cultural/Educational Centres

18. Determine the extent to which the objectives of the program are being achieved through the existing Inuit Cultural/Educational Centres in the NWT (Inuit Cultural Institute) and Labrador (Labrador Inuit Association).
19. Examine whether the current organizational arrangement (one centre for the NWT and one for Labrador) is the best way to achieve the program's objectives or whether a different organizational structure would be preferable. This includes determining: how representative of their membership the two existing organizations are; whether smaller regional structures would provide a better focus; or whether (political) native organizations should be involved with the centres. It also involves determining the future potential for an organization like ICI.

Contributions to Inuit Television and Broadcasting

20. Examine whether the Department's objectives related to Inuit television and broadcasting are being met by determining whether the programming provided is being watched and meets audience requirements and preferences.

EVALUATION APPROACH

The Inuit Culture and Linguistics program will be subject to an evaluation assessment and subsequently, to an evaluation based on the results of the assessment. During the assessment, the consultant is expected to obtain adequate input from all interested parties, particularly DIAND, Ministry of State for Social Development, Program Branch of Treasury Board and the native people and groups.

BUDGET

Maximum: \$15,000 for the assessment

SCHEDULE

The following schedule is anticipated:

|   |              |
|---|--------------|
| Assessment to begin   | June 21      |
| Discussion of possible evaluation issues<br>and methodological approaches | July 30      |
| Draft final report due  | August 31    |
| Final report due  | September 23 |
| Final report submitted to principal contact                               | October 8    |

The contractor will be expected to meet with the Advisory Committee to discuss work plan, evaluation issues and methodological approaches, and the draft and final reports; additional progress/monitoring sessions may be required, as well as a presentation of the final report to Northern Affairs Program Senior Management.

EVALUATOR CRITERIA

It is expected the contractor will:

- have current knowledge and experience of the Inuit, their language and culture
- have experience in evaluation assessment.

EVALUATION ADVISORY COMMITTEE

The client who will ultimately make the decision regarding future action resulting from the evaluation assessment is the ADM, Northern Affairs Program. However, direction for the assessment will be provided by an Evaluation Advisory Committee comprising:

G. Abrahamson 997-9458  
Chief, Social and Cultural Development Division  
Northern Affairs Program  
DIAND

J. MacDonald 997-9660  
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Social and Cultural Development Division  
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R. Wallbank (Chairperson)  
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Corporate Policy  
DIAND 994-1203

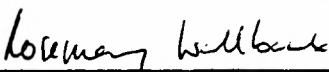
INUIT CULTURE AND LINGUISTICS

EVALUATION ASSESSMENT TERMS OF REFERENCE


APPROVAL

  
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Gunther Abrahamson  
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Cultural Development

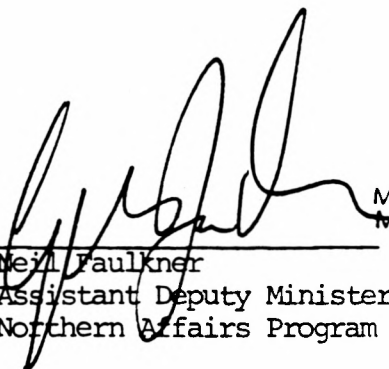
4/5/82  
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Assistant Deputy Minister  
Northern Affairs Program

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Date