

Northern Native Broadcast Access Program (NNBAP) & Northern Distribution Program (NDP) Evaluation

Final Report



Prepared for:

Department of Canadian Heritage

By:

Whiteduck Resources Inc. and Consilium

June 25, 2003

Canada

Contents

List of Acronyms.....	3
Executive Summary.....	5
1. Introduction.....	11
1.1. Study Background & Purpose.....	11
2. NNBAP & NDP Program Profiles.....	12
2.1. Program History.....	12
2.2. Goals and Objectives	17
2.3. Administration and Delivery	20
3. Aboriginal Broadcasting in Canada: Background, Trends and Issues	23
3.1. Background	23
3.2. Role in the Canadian Broadcasting System	29
3.3. Canadian Policies, Programs, Regulations and Other Official Support	31
3.4. Trends in Aboriginal Broadcasting.....	37
4. Evaluation Profile.....	38
4.1. Evaluation Issues and Questions	38
4.2. Research Activities	39
4.3. Limitations	39
5. Evaluation Findings	40
5.1. Relevance.....	40
5.2. Success	46
5.3. Cost Effectiveness.....	65
5.4. Design and Delivery	66
5.5. Program Alternatives/Lessons Learned.....	73
5.6. Summary of Key Issues and Challenges for Aboriginal Broadcasters..	75
6. Conclusion	78
7. Recommendations.....	81
8. Appendices.....	84
A) List of People Consulted.....	84
B) Profile of Broadcast Organizations	86
D) Selected Bibliography.....	91
Management Response and Action Plan.....	99

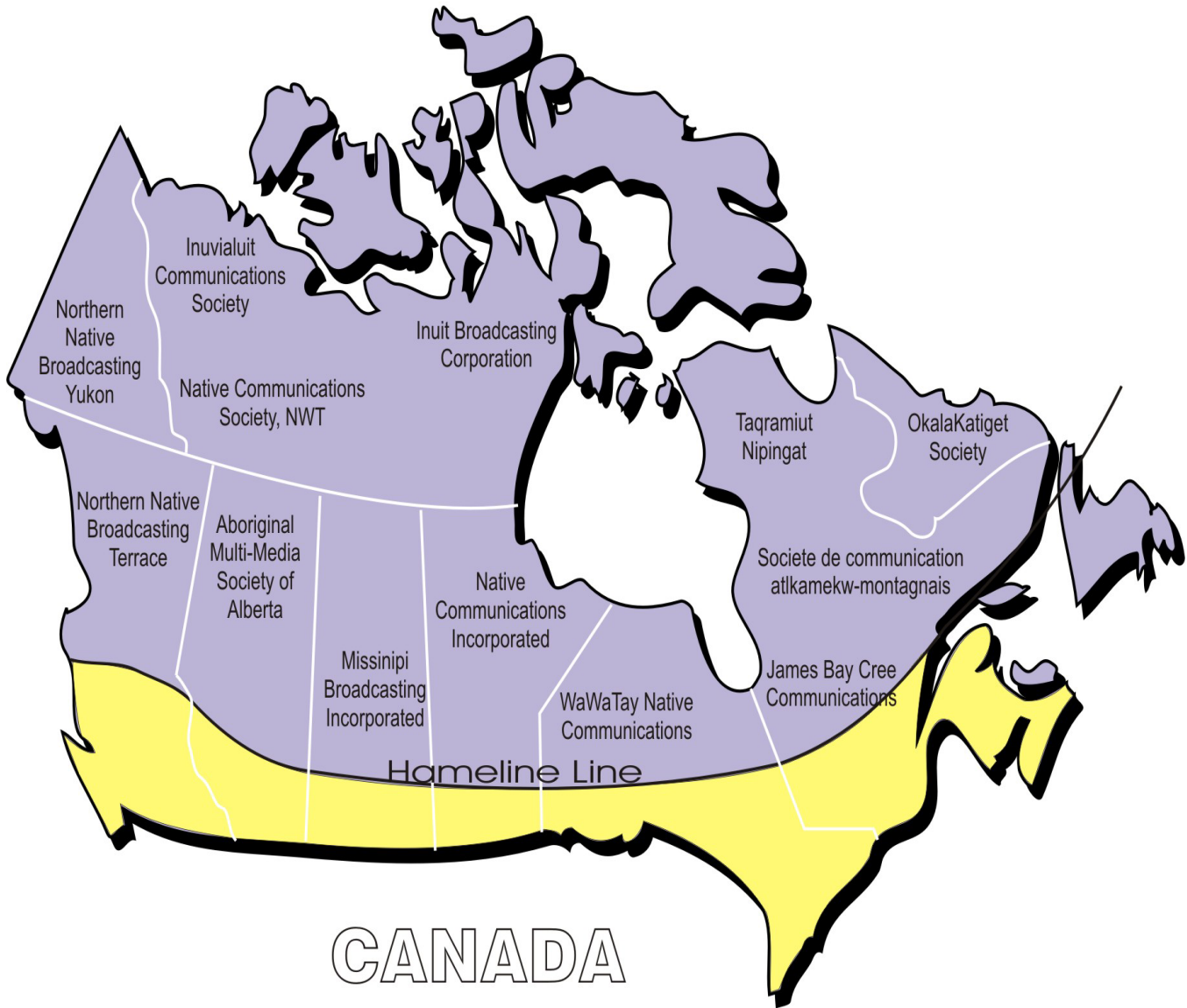


List of Acronyms

ACP	Accelerated Coverage Plan
AFN	Assembly of First Nations
AMMSA	Aboriginal Multi-Media Society of Alberta
APTN	Aboriginal Peoples Television Network
CAP	Congress of Aboriginal Peoples
CRTC	Canadian Radio-television and Telecommunications Commission
GNWT	Government of the Northwest Territories
HRDC	Human Resources Development Canada
IBC	Inuit Broadcasting Corporation
ICS	Inuvialuit Communications Society
ITK	Inuit Tapirisat Kanatami
JBCCS	James Bay Cree Communications Society
MBC	Missinipi Broadcasting Corporation
MNC	Métis National Council
MOU	Draft Memorandum of Understanding between the Department of Canadian Heritage and the Aboriginal Communications Societies
NAFC	National Association of Friendship Centres
NCI	Native Communications Incorporated
NCP	Native Communications Program
NCS-NWT	Native Communications Society of the Western Northwest Territories
NDP	Northern Distribution Program
NNBAP	Northern Native Broadcast Access Program
NNBT	Northern Native Broadcasting Terrace
NNBY	Northern Native Broadcasting Yukon
OKS	OKalaKatiget Society
PCH	Department of Canadian Heritage
psa	Public Service Announcement
RCAP	Royal Commission on Aboriginal Peoples
SOCAM	Société de Communication Atikamekw-Montagnais
SRC	Société Radio-Canada
TNI	Taqramiut Nipingat Incorporated
TVNC	Television Northern Canada
TVO	TV Ontario



NNBAP-FUNDED BROADCASTERS



Executive Summary

Study Background & Purpose

For 20 years, Aboriginal broadcasters have provided audiences in remote, rural and Arctic communities across Canada a unique native-language public radio and television service.

The Northern Native Broadcast Access Program (NNBAP) has been in operation since March 1983, with the purpose of supporting the production and distribution of relevant Aboriginal programming to Northern Native people. The program funds 13 Aboriginal communications societies, which serve over 250,000 Aboriginal people (status/non-status Indian, Inuit and Métis) living in northern regions of Canada.

The Northern Distribution Program (NDP) provides funding for the operation of a northern satellite distribution system to deliver a combination of northern and Aboriginal programming to 96 communities. The Aboriginal Peoples Television Network (APTN) is the sole recipient of funding under the program, and operates a national television network providing Aboriginal programming in English, French and 17 Aboriginal languages.

Evaluations of the programs are required to support the program renewal process required by the Treasury Board's Transfer Payment Policy. Since the two programs are closely linked, it was decided that the evaluation of the NNBAP and the NDP could be completed as a joint process. This evaluation will assess the programs' relevance, success, cost effectiveness, design and delivery and alternatives.

Evaluation Findings

Relevance

The NNBAP and NDP and their objectives are still relevant and clearly fall within stated government priorities, legislation and policy frameworks. Aboriginal broadcasting is an essential service, critical to reinforcing language and culture. The programs address commitments highlighted in the 2002 Speech From the Throne to support Aboriginal languages and cultures, to strengthening governance and accountability, and assist Aboriginal social and economic development.

Extension of distribution systems supported by the programs enhances understanding of Aboriginal cultures among other Canadians and contributes to the ongoing relationship between the federal government and Aboriginal peoples. Canada's support for Aboriginal broadcasting is viewed as a model by many other countries, and award-winning television and film productions help to enhance our image abroad.



Although comprehensive and recent audience research is limited, studies cited in this report demonstrate that the television and radio programming is relevant to Aboriginal audiences. Aboriginal viewers and listeners appreciate and prefer this programming.

Success

The broadcast production and distribution supported by the programs has been extremely successful. Aboriginal languages and cultures are being documented and transmitted through media, several hundred Aboriginal broadcasters and ex-broadcasters have developed the skills and knowledge to play leading roles in their communities, regions and nationally, and news and information are readily available to the Aboriginal public through their own media. The reach of Aboriginal radio and television programming has extended far beyond the north. Through NDP funded distribution systems, dependence on other broadcast networks has been reduced, and APTN has created a window on the Aboriginal world for millions of Canadians. Despite declining federal funding, the broadcasters have been able to maintain and increase production in both radio and television and to increase the overall quality of programming. Where opportunities exist, they have been extremely successful at generating additional revenues through a variety of activities to lessen their dependence on NNBP.

More than 300 people are employed full time by the NNBP societies and APTN, and over 80% of these are Aboriginal. Many more are employed part-time or as independent producers, writers and artists, and Aboriginal media have fostered stars and role models. Many broadcasters have gone on to distinguished careers in leadership positions.

Through 20 years of NNBP supported radio and television production, an invaluable collection of historical and cultural material has been created, much of this in Aboriginal languages. This is an irreplaceable resource for Aboriginal peoples and for Canada.

Many NNBP societies are operating with limited budgets, low paid staff, substandard facilities and deteriorating or obsolete equipment. While APTN has extended the reach of Aboriginal television throughout Canada, 11 of the 96 northern sites funded by NDP are off air as maintenance and replacement of equipment costs have escalated. In addition, there is a significant disparity within the 13 societies which has resulted in seven being funded under NNBP to produce television and thus able to benefit as members of APTN, while six regions cannot. Informants feel that the programs do not receive the priority they deserve by the federal government, given their relevance and success.



Cost effectiveness

Both programs have been managed in a cost effective way. Program administration is lean (less than one full time program officer per program), and the broadcasters are operating efficiently, maintaining production levels with diminishing resources. The percentage of NNBAP and NDP contribution to overall revenues has declined, radio and television production have increased and program quality improved. Considerable infrastructure (equipment, facilities, people, and distribution systems) has been created with program support from the federal government over the past twenty years, but this is not being adequately maintained. Failure to support this investment is not a cost effective approach to achieving intended program results.

Design and delivery

The overall program design and delivery is consistent with the objectives, and need not change; most are satisfied with these. Working relationships between the programs and the broadcasters are generally good, within the limitations of staffing, and the reporting is adequate to ensure accountability. More effective programming could be achieved by allocating more staff to NNBAP, streamlining funding disbursements, providing multi year funding agreements and by PCH playing a larger role in helping to raise program profiles and creating linkages with other government departments and private sector organizations.

Program alternatives/Lessons learned

Over the past 20 years the federal government has supported the creation of a significant and highly successful Aboriginal broadcasting infrastructure through the NNBAP and the NDP. Building on this, the broadcasters have taken the initiative to find additional resources. This is a public broadcasting service that provides an essential service to Aboriginal people and Canadians in general. Over time, many of the broadcasters may move closer towards self-sufficiency; however it is unlikely that this can be totally achieved and for many regions this will never be possible. They are limited by remoteness, a small population base, and lack of a thriving local economy. The considerable prior investment in the programs and the future development of northern broadcasting is at risk unless there is a continuing commitment to maintain the programs and to find ways to help resolve the current limitations on production and distribution in the north.

Summary of Key Issues and Challenges for Aboriginal Broadcasters

- **Funding.** NNBAP funded groups have consistently identified revenue levels as their most significant challenge since the creation of the NNBAP. Three major studies of the program have noted the inadequacy of the original funding formula used to determine program funding levels, the impact of



subsequent cuts and freezes, and the challenges inherent in trying to generate alternative revenue in regions characterized by low levels of economic activity, high unemployment, and remoteness.¹ Many societies report that their salary levels are far below other organizations in their region and that they lose staff for this reason. Most operate with far fewer staff than in previous years (overall employment has declined by 27.36 per cent since the mid 1980's).

- **Equipment.** A study conducted by Alex MacGregor for PCH in 2000 noted that "...during periods of financial restraint the societies have been unable to replace broken-down or obsolete studio equipment". This study estimated the cost of simply replacing obsolete production equipment for NNBP-funded groups, to restore failing distribution networks, and to upgrade NNBP television production equipment to a digital platform. Many societies also report that they have problems in maintaining equipment due to low budgets, lack of in-house technicians, and the widely scattered communities they serve.
- **Technologies.** As production and distribution technology evolves, and such innovations as digitization and digital audio broadcasting, web casting and streaming, and high definition television become industry standards, further re-engineering of production and distribution equipment and systems will be required. APTN is also researching new media rights and developments for opportunities.
- **Training.** NNBP funded organizations and APTN have identified the lack of trained personnel and appropriate training programs and resources as a critical obstacle to the development of Aboriginal media. APTN cannot attract qualified broadcast technicians to work in northern and remote areas. Southern broadcast operations have ready access to university or college graduates from media, journalism communications and technology programs: but in most remote regions the resources, programs or expertise to meet the training needs identified by the broadcasters are unavailable.
- **Disparity of Service.** Only seven of the 13 NNBP-funded Aboriginal broadcasters receive funds to produce television. When the NNBP was initially announced, it was anticipated that funding would be provided over the four-year life of the program to enable all thirteen regional broadcasters to provide services in both media as their capacity developed. Instead, funding

¹ Lougheed, Kendall and Associates. "An Evaluation of the Northern Native Broadcast Access Program". Report to the Native Citizens' Directorate, Department of the Secretary of State. 1986; Curley, Austin and Associates. "An Evaluation of the Northern Native Broadcast Access Program". Report to the Native Citizens' Directorate, Department of Canadian Heritage. 1993; and Gaspé Tarbell and Associates in Association With Consilium, "Study on the Needs and Interests of Broadcasters Funded Under the Northern Native Broadcast Access Program", for the Department of Canadian Heritage, Ottawa, January 2000.



cuts reduced NNBP organizational budgets by approximately fifty percent. As a result, several regions and First Nations are now seriously under-represented on APTN.

- **Access to Service.** Through APTN, NNBP funded television programming is now distributed by all Class 1 and Class 2 cable operators, by direct-to-home or DTH satellite service, and by local off-air transmission (in the North a related issue is the proliferation of signals through DTH, leading to audience fragmentation). However, fewer than half of the reserves in Canada have access to cable television. Since approximately 35 percent of Aboriginal populations live on reserve, a significant percentage of the Aboriginal audience is not receiving NNBP funded programming. As well, southern Aboriginal producers do not receive production funding. And in the north, equipment failure has led to 11 communities being unable to access programming.
- **Archiving Audio and Video Collections.** The broadcasters have been collecting and producing invaluable visual and audio materials for more than twenty years, much of it in Aboriginal languages. For most northern regions, this is the main or only significant source of such materials, and for Canada this is an invaluable historical and cultural resource. Many of those interviewed or otherwise documented have passed on so that the collections housed by the societies are irreplaceable. However, due to lack of resources, these materials are generally not properly catalogued or stored, and there is no backup in case of loss or deterioration. Buildings are often old and risk flooding, freezing or fire; tapes degrade over time. Some collections have already been lost, for example when fire destroyed TNI's studios in the early 1990's. There is an urgent need to properly archive these invaluable materials.
- **Lack of data.** The NNBP initially provided funding for audience surveys on a cost-shared basis, and required that these be conducted by the societies on a regular basis. However, the program has discontinued funding for these audience surveys and the societies cannot afford to do these on a regular basis. As a result recent data for most northern Aboriginal audiences is not available. APTN also requires data that demonstrates its reach and impact throughout the country in order to become financially viable. Existing national broadcast measurement agencies do not provide this kind of information on many Aboriginal communities.



Recommendations

Recommendation 1

Performance measures for both the NNBAP and NDP programs should be established in order to assess program impacts quantitatively. Data collected through regular audience surveys would provide PCH and the Aboriginal broadcasters the ability to report on performance.

Recommendation 2

There is a need to establish processes to systematically archive invaluable audio and visual materials in danger of deterioration, fire or other loss. This is a tremendous historical, cultural and linguistic resource, which needs to be protected for future generations. Options to respond to this critical need should be explored through collective efforts with Aboriginal broadcasters and the Library and Archives of Canada.

Recommendation 3

In light of the risk to NNBAP and NDP objectives achievement posed by the deterioration of distribution services in the north, the quality of production equipment and facilities, disparities in service between regions, and limitations of operating resources for broadcasters, PCH should consider options for more strategic interventions. These could include, but not be limited to, opportunities for partnerships with other federal departments, such as Industry Canada, and the private sector.



1. Introduction

1.1. Study Background & Purpose

The Northern Native Broadcast Access Program (NNBAP) has been in operation since March 1983, with the purpose of supporting the production and distribution of relevant Aboriginal programming to Northern Native people. The program funds 13 Aboriginal communications societies, which serve over 250,000 Aboriginal people (status/non-status Indian, Inuit and Métis) living in northern regions of Canada.

The Northern Distribution Program (NDP) provides funding for the operation of a northern satellite distribution system to deliver a combination of northern and Aboriginal programming to 96 communities. The Aboriginal Peoples Television Network (APTN) is the sole recipient of funding under the program, and operates a national television network providing Aboriginal programming in English, French and 17 Aboriginal languages.

There is considerable complementarity of objectives for both of these programs. These include the provision of a venue for encouraging use of Aboriginal languages, developing an Aboriginal voice on northern concerns and issues and providing programming which reflects and enhances the social, political, economical and cultural life of all northern and Aboriginal residents.

Evaluations of the programs are required to support the program renewal process required by the Treasury Board's Transfer Payment Policy. Since the two programs are closely linked, it was decided that the evaluation of the NNBAP and the NDP could be completed as a joint process. This evaluation will assess the programs' rationale and relevance, success, cost effectiveness, design and delivery and alternatives.



2. NNBAP & NDP Program Profiles

2.1. Program History

2.1.1. Northern Native Broadcast Access Program

The Northern Native Broadcast Access Program responded to a wide range of cultural and linguistic needs. Its roots can be traced to the 1980 Report of the Canadian Radio-television and Telecommunications Commission (CRTC) Committee on Extension of Services to Northern and Remote Communities. The “Therrien Commission” articulated the growing interest of northern Aboriginal peoples in developing their own media services, and recommended that “...urgent measures be taken to enable northern native people to use broadcasting to support their languages and cultures.”²

On March 10 1983, the federal government responded by announcing the Northern Broadcasting Policy and the Northern Native Broadcast Access Program (NNBAP). Three federal ministers (Communications, Indian and Northern Affairs, and Secretary of State) set out a policy framework based on the following five principles.

- (1) “Northern residents should be offered access to an increasing range of programming choices through the exploitation of technological opportunities.

² *The 1980s: A Decade of Diversity: Broadcasting, Satellites and Pay-TV*, Canadian Radio-television and Telecommunications Commission Committee on Extension of Service to Northern and Remote Communities, July 1980.



- (2) Northern native people should have the opportunity to participate actively in the determination by the CRTC of the character, quantity, and priority of programming broadcast in predominantly native communities.
- (3) Northern native people should have fair access to northern broadcasting distribution systems to maintain and develop their cultures and languages.
- (4) Programming relevant to native concerns, including content originated by native people, should be produced for distribution on northern broadcasting services wherever native people form a significant proportion of the population in the service area.
- (5) Northern native representatives should be consulted regularly by government agencies engaged in establishing broadcasting policies which would affect their cultures.”³

The NNBAP was originally scheduled to provide \$33.1million on a four-year pilot basis to northern Aboriginal organizations above the Hamelin Line⁴ for the production of radio and/or television programming. The Native Citizens’ Directorate of the Department of the Secretary of State administered the NNBAP.

Unlike other programs that provided one-time funding for specific productions, the NNBAP set out to create sustainable, permanent Aboriginal-language broadcasting organizations. It supported the development of governance and management infrastructures, production facilities, and full-spectrum broadcast services. This innovative approach resulted in the incorporation of 13 Aboriginal broadcast organizations across northern Canada within a year of the Program’s launch. Table 1 below lists these 13 Aboriginal broadcast organizations, which still remain the recipients of NNBAP funding.

³ *Discussion Paper on Northern Broadcasting*, Department of Communications, February 1983

⁴ The definition of the North for NNBAP was similar to the one devised by Dr. Louis-Edmond Hamelin of Laval University in the early 1970’s. This boundary, which was modified slightly to include the totality of the Native language groups and Native communities in British Columbia, coincides closely with the northern limits of services offered by conventional private radio and television networks, as well as other significant demographic and geographical criteria. The Hamelin Line is the approximate southern limit of arctic and sub-arctic cultures of Canada’s Aboriginal peoples; the area north of this line was, in 1983, home to 24,000 Inuit and 174,000 Indians and Métis, speaking 17 Aboriginal languages.



Table 1: NNBAP Funded Organizations and Production Media

Organization	Media Funded by NNBAP
Aboriginal Multi Media Society of Alberta	Radio
Inuit Broadcasting Corporation	Television
Inuvialuit Communications Society	Television
James Bay Cree Communications Society	Radio
Missinipi Broadcasting Corporation	Radio
Native Communications Incorporated	Radio, Television
Native Communications Society of the Northwest Territories	Radio
Northern Native Broadcasting, Terrace	Radio
Northern Native Broadcasting, Yukon	Radio, Television
OKalaKatiget Society	Radio, Television
Société de communications Atikamekw-Montagnais	Radio
Taqramiut Nipingat Incorporated	Radio, Television
Wawatay Native Communications Society	Radio, Television

When the NNBAP was established in 1983, its original funding formula was intended to finance up to 20 hours per week of radio and five hours per week of television. All societies with the exception of the Inuit Broadcasting Corporation (IBC), the OKalaKatiget Society and the Inuvialuit Communications Society (ICS) were to receive both radio and TV funds.⁵ At the time IBC decided to produce only television, and OKalaKatiget and ICS were deemed to be minor regions and would therefore be funded for only one medium.

The Department of the Secretary of State revised these amounts soon after the program was launched⁶ and in 1987 the NNBAP was given approval to continue as a permanent program. Funding was capped at \$13.3 million per year (down by approximately \$4 million from the original plan).

For various reasons, some groups chose to focus their efforts on one medium - radio *or* television, while others decided to produce both. This decision was influenced by a number of factors – some, such as ICS, were directed towards television by their initial audience survey; for IBC the existence of considerable CBC Inuktitut language radio also suggested television; although a minor region,

⁵ Lougheed and Associates, *Report on the Native Communications Program and the Northern Native Broadcast Access Program*, Prepared for the Program Evaluation Directorate, Department of the Secretary of State, Ottawa, September 1986, p. 2-14.

⁶ The original funding formula was based on \$420 per hour for radio production and \$5000 per hour for television; these were increased to \$500 per hour for radio and \$8500 per hour for television.



OKalaKatiget Society decided to use its one-medium allocation and produce in both media anyway.

Others, who had planned to begin in one medium and then grow into the second within a few years, found this option eliminated when program funding was capped. NCS-NWT, Missinipi and SOCAM, which were producing in radio, had all presented proposals for television to NNBP officials when fiscal restraint began. By 1988-99, production funding for the organizations was no longer based on the previous formula. Instead societies received the same amounts each year or when budgets were reduced this was at the same percentage basis for all societies.

In the intervening years, many broadcasters have increased their amount of production beyond the original targets. This is most evident in radio (now up ten-fold since 1984-85), but also in television (original hours have nearly doubled since 1984-85). It should be noted that it is easier to significantly increase radio production than television. Radio broadcasting seldom involves repeat programming, but the broadcast day can be extended by programming extensive hours of music, and/or the use of “wraparound” programming from other broadcasters to achieve a 24 hour service. Computerisation can make this relatively easy. Programming can also be obtained from multiple sources throughout a region, including local community stations linked via phone lines.

Much of the increase in radio production has been driven by the demands of the target audience. In several cases, increasing the number of hours in the broadcast day and extending programming reach have helped to generate additional revenues from advertising, sponsorships and radio bingos. Some broadcasters have been able to extend their distribution to a large population base beyond the north to cover most of their home provinces.

For television, the broadcaster needs to travel extensively and/or have multiple production centres. In the far north, where many communities do not have road access, this is extremely expensive. The original cost figures for television production (\$5000 and then \$8500 per hour) were viewed as inadequate almost from the beginning. In the mid 1980's the actual hourly cost of production was found to be closer to \$12,000 -14,000.⁷ Compared to programming on major networks, with budgets up to several hundred thousand dollars per hour, these were relatively modest amounts.

2.1.2. Northern Distribution Program (NDP)

The NNBP, in its original form, made no provision for the distribution of programs produced by its funding recipients. Aboriginal broadcasters in each region negotiated arrangements with regional CBC operations, cable operators,

⁷ Ibid., p. 2-14



and existing community FM stations. While all broadcasters eventually established interim arrangements, this approach was unsatisfactory to broadcasters and audiences alike. Programming in most regions was broadcast after midnight, was subject to frequent cancellations, and was poorly promoted on the host services.

To address this need, the NNBAP introduced a supplementary fund to support the development of distribution systems. From 1983 to 1993, the Distribution Fund provided a total of up to \$900,000 per year. Through this Fund, NNBAP groups were able to establish and maintain extensive radio networks and identify their additional distribution needs. Increasing the reach of the radio broadcasters greatly enhanced their capacity to generate funding. Television groups, however, still lacked an effective means of distribution.

The goal of a “dedicated northern transponder”, programmed by Aboriginal broadcasters, was first articulated in 1982. Television-producing NNBAP groups mounted a successful advocacy effort to achieve that goal, appearing before a number of parliamentary committees, commissions and regulatory hearings.

In 1988, the Minister of Communications committed \$10 million to the creation of Television Northern Canada (TVNC), a pan-northern network established by northerners, for northerners. In 1991, after three years of consultation, planning and design, TVNC was launched. The new network provided 96 northern communities with the full spectrum of programming produced by broadcasters funded by the NNBAP, augmented by programming from the governments of the NWT and Yukon, Kativik School Board in Nunavik, CBC Northern Service, and acquisitions from various sources. This funding was provided under the Northern Distribution Program, and sustained TVNC for ten years.

Today the Northern Distribution Program funds one recipient, the Aboriginal Peoples Television Network (APTN) to ensure access by all northerners to Aboriginal language programming. While many northern communities distribute APTN via cable, others do not have cable service and even within cabled communities, many families still receive their signals off-air. The NDP funding permits APTN to lease, operate and maintain the satellite channel by which Aboriginal television productions are broadcast over the air in 96 northern and remote communities. This network thus provides an enhanced level of Aboriginal language programming to northern viewers, including extensive live coverage of Legislative Assembly proceedings, discussion forums and phone-in programs on northern issues.



2.2. Goals and Objectives

2.2.1. Objectives

The NNBAP has two objectives and five sub objectives:

1. To contribute to the protection and enhancement of Native languages and cultures in the north
 - Development and active use of native languages and their transmission to native children and youth;
 - Native knowledge and appreciation of their linguistic and cultural heritage, and
 - Maintenance and development by northern, Native peoples of a positive sense of their linguistic and cultural identities.
2. To facilitate the participation of northern Native peoples in activities and development related to the north
 - Exchange of information and ideas with native societies about activities and developments related to the north, and
 - Acquisition by northern Native peoples of appropriate skills for cultural, economic and social survival in the north.

The NDP provides funding to the Aboriginal Peoples Television Network to lease, operate and maintain the satellite channel by which Aboriginal television productions are broadcast over the air in 96 northern and remote communities by:

- Promoting and encouraging the development and use of Aboriginal languages through modern technological means;
- Providing television programming which reflects and enhances the social, political, economical and cultural life of all northern and native residents; and by
- Providing educational and informational programming relevant to Northerners.



2.2.2. Links to PCH Strategic Objectives

The first strategic objective of PCH, “**Canadian Content**”, calls for “promoting the creation, dissemination and preservation of diverse Canadian cultural works, stories and symbols reflective of our past and expressive of our values and aspirations”.

- APTN’s license requires that the network broadcast a minimum of 70% Canadian content, both overall and in peak viewing periods. Programming produced to address that need now includes the full range of television services produced by any national broadcaster. This includes news, historical drama, cultural performances, children’s television, and the full spectrum of programming that reflects every facet of contemporary and historical Aboriginal history and culture. PCH’s goal stresses our national diversity: the NNBAP and NDP add an element to that diversity that has hitherto been absent.

The second strategic objective of the PCH, “**Cultural Participation and Engagement**”, calls for “Fostering access to and participation in Canada's cultural life”.

- Original work by NNBAP-funded groups makes up almost 20% of APTN’s schedule: it is an essential element of APTN’s capacity to meet its license commitments. Until the advent of Aboriginal broadcasting, images and interpretations of Aboriginal Canada were almost exclusively the work of non-Indigenous directors and producers. Today Aboriginal writers, journalists, directors, actors and producers are exploring their own reality, and sharing their work with mainstream audiences in Canada and abroad.
- This commitment to 70% Canadian content provides a rich opportunity to Aboriginal producers, directors, actors, writers, and media professionals, as independent media workers or employees of NNBAP-funded organizations. Hundreds of Aboriginal people have acquired highly transferable and marketable skills in Canada’s cultural industries through opportunities created by Aboriginal media.

The third strategic objective of PCH, “**Connections**”, calls for “fostering and strengthening connections among Canadians and deepening understanding across diverse communities”.

- The thirteen northern Aboriginal broadcast groups, funded in part by NNBAP, broadcast 59,592 hours of radio programming and produced 1404 hours of original television in 2002-03. These radio and television productions are in many ways the most distinctly Canadian programming being made today. Originally targeted at northern



audiences, the work of these broadcasters is reaching a national audience through APTN, and attracting growing levels of international attention. The potential viewership for NNBAP-funded programming is now estimated at approximately 9,000,000 homes across Canada. For the first time, non-Aboriginal audiences have a window on Aboriginal arts, culture, humour, news and current affairs, children's programming, and history. A considerable portion of the e-mail received by APTN is from non-Aboriginal viewers who welcome this new window on Aboriginal Canada.

- APTN is now investigating strategies for subtitling its Aboriginal-language programs into English and/or French, in order to make them accessible to an even broader audience.

The final strategic objective of the PCH, “**Active Citizenship and Civic Participation**”, calls for “promoting understanding of the rights and responsibilities of shared citizenship and fostering opportunities to participate in Canada's civic life.”

- All Aboriginal broadcast organizations funded by the NNBAP, both radio and television, produce news and current affairs programming. Since the launch of APTN regional newscasts (Nedaa, Qaggiq and others) are reaching national audiences, both Aboriginal and non-Aboriginal.
- APTN itself produces a weekly news program, a weekly current events phone in and discussion show, and broadcasts additional documentary coverage of special issues and events. The high importance attached to news by Aboriginal broadcasters recognizes that Indigenous peoples and communities must have the tools and information to hold their leaders and government accountable. The emergence of trained Aboriginal journalists to play the role of “Fourth Estate”, guardians of the Aboriginal public interest, is an important milestone in the development of effective governance structures.

2.2.3.Expected Results

The Northern Native Broadcast Access Program was created to achieve results in three related areas.

At the most obvious level, the Program was created to fund the production of up to a maximum of 20 hours per week of Aboriginal radio services and five hours per week of television. It was also expected to stimulate involvement and active, meaningful participation in northern development by Aboriginal peoples and it was anticipated that this new source of programming would have a positive



impact on the preservation and promotion of Aboriginal languages and culture in Canada.

2.3. Administration and Delivery

2.3.1. Administrative Structure

The Native Citizens' Directorate of the Department of the Secretary of State originally administered the Northern Native Broadcast Access Program. In 1993, this Department merged with the Department of Communications and Parks Canada, and was renamed the Department of Canadian Heritage. The Department's Aboriginal Affairs Branch now administers the NNBP. Funding proposals are received annually from the 13 current recipients and one program officer is required to deliver the program.

The Broadcasting Policy and Innovation Branch of the Department of Canadian Heritage currently administers the Northern Distribution Program. The sole recipient is the Aboriginal Peoples Television Network, which submits an annual funding proposal. One officer administers the program.

2.3.2. Allocation of Funding

NNBAP

Table 2 below shows the overall level of production and distribution funding for the NNBP from inception to the current year. Production funding covers the societies' operations as well as costs related directly to program production. The Distribution Fund assists those societies that are facing major obstacles in distributing their programs to target audiences.



Table 2: NNBAP Funding History

Year	Operations and Production	Distribution	Total Program Funding
1983-84	\$4,289,000	0	\$4,289,000
1984-85	\$6,734,275	\$403,725	\$7,138,000
1985-86	\$8,470,468	\$116,532	\$8,587,000
1986-87	\$12,358,000	\$901,000	13,259,000
1987-88	\$12,481,000	\$732,182	13,213,182
1988-89	\$12,564,004	\$729,996	\$13,294,000
1989-90	\$12,493,000	\$787,189	\$13,280,189
1990-91	\$10,494,000	0*	\$10,494,000
1991-92	\$10,528,012	\$747,766	\$11,275,778
1992-93	\$10,565,212	\$713,000	\$11,278,212
1993-94	\$10,038,000	\$115,000	\$10,153,000
1994-95	\$10,038,000	\$115,000	\$10,153,000
1995-96	\$9,536,480	\$52,520	\$9,589,000
1996-97	\$8,130,035	\$44,765	\$8,174,800
1997-98	\$7,906,267	\$43,533	\$7,949,800
1998-99	\$7,906,267	\$43,533	\$7,949,800
1999-00	\$7,906,267	\$43,533	\$7,949,800
2000-01	\$7,906,267	\$43,533	\$7,949,800
2001-02	\$7,906,267	\$43,533	\$7,949,800
2002-03	\$7,906,267	\$43,533	\$7,949,800
Total	\$186,157,088	\$2,049,249	\$191,876,961

Source: Department of Canadian Heritage.

Note: Program funding covers operations and production for the thirteen NNBAP societies, as well as to resolve distribution blockages or, in more recent years, to cover emergency repairs. In 1990-91 distribution funding was used to help with transitional costs resulting from closure of the Native Communications Program (NCP), which funded print media.



NDP

Previously this program funded TVNC. As TVNC evolved into the national APTN, funding continued to be provided to maintain service in 96 northern communities. APTN is the sole recipient of funding under the NDP.

Table 3: NDP Funding History

Year	Total Program Funding
1989-90	\$100,000
1990-91	\$2,700,000
1991-92	\$3,100,000
1992-93	\$3,100,000
1993-94	\$3,100,000
1994-95	\$3,100,000
1995-96	\$3,100,000
1996-97	\$3,100,000
1997-98	\$2,600,000
1998-99	\$2,100,000
1999-00	\$2,100,000
2000-01	\$2,100,000
2001-02	\$2,100,000
2002-03	\$2,100,000
Total	\$34,500,000.00

Source: Department of Canadian Heritage.



3. Aboriginal Broadcasting in Canada: Background, Trends and Issues

3.1. Background

Aboriginal communities, particularly those in the far north, were for the most part unserved by southern media, particularly television, until the 1970s. Prior to that, northern broadcasting was limited to local community radio stations. In 1967 the CBC introduced the Frontier Coverage Packages - videotaped television programs broadcast on low power transmitters to northern communities. CBC's priority in the 1960s and 1970s, however, was to extend its southern coverage area into the North, not to develop a comprehensive northern service for northerners. In 1974 the CBC's Accelerated Coverage Plan (ACP) began introducing television and radio programming to all communities with populations over 500. Some territorial and provincial governments provided programs to complete coverage to smaller communities.

During this time period there was no sustained broadcast service in the Aboriginal languages of Northern Canada. The National Film Board sponsored a number of special film and animation projects: however, there was no Aboriginal language equivalent to the service enjoyed by Anglophone and Francophone Canadians in the south.

In 1973 the Department of the Secretary of State launched the Native Communications Program (NCP) with the goal of fostering the expression of Aboriginal points of view and interests through the development of communications societies. In many regions, these NCP-funded organizations produced the first Aboriginal broadcasting available. These societies were initially limited to print, high frequency trail radio, and community radio services. Satellite technology soon introduced the possibility of locally produced television programming for rural and remote communities, and Aboriginal groups were quick to seize the opportunity.



In 1978 the Department of Communications launched the Anik B Program, which included tests of satellite applications enabling northern Aboriginal people to produce and distribute their own television programming for the first time. Two Inuit groups participated in television production projects (the Inuit Tapirisat of Canada in six Northwest Territories communities, and Taqramiut Nipingat Inc. in five northern Quebec communities). These pilot projects proved the feasibility of Aboriginal broadcasting, and confirmed a high level of community interest and support.

As satellite technology extended the reach of southern signals into the Arctic, northern settlements began to voice concerns about the potential impact of programming on their languages and cultures. They sought both control over the services reaching their homes, and participation in the broadcasting system. Reflecting these concerns, the 1980 Therrien Committee recommended that satellites be used to relay Canadian television programming to the north, and measures taken to enable northern native people to use broadcasting to support their languages and cultures.

In 1981 Canadian Satellite Communications Inc. (Cancom) was licensed to provide radio and television services to remote and under-served communities, and in 1981 the Inuit Broadcasting Corporation (IBC) was licensed to produce and distribute Inuktitut-language television programming. IBC and Taqramiut Nipingat Inc. (TNI) received interim funding to continue satellite broadcasting services until March 1983.

Concerns about the introduction of various southern Canadian and American television services to the north via satellite, and the successful experiences with northern Aboriginal programming, led to consultations in 1982 by the Department of Communications with northern Aboriginal organisations involved in communication and broadcasting. These organisations expressed concern that southern broadcasting posed a potential threat to the cultural viability of their communities, and that the broadcasting system should help to foster and protect Aboriginal cultures and languages.

The outcome of these consultations was the 1983 announcement by the three federal ministers (Communications, Indian and Northern Affairs, and Secretary of State), introducing the Northern Broadcasting Policy and the launch of the Northern Native Broadcast Access Program.

3.1.1. Overview of NNBAP Funded Broadcasters

Thirteen NNBAP-funded societies broadcast in 20 or more Aboriginal languages, plus English and French. The Aboriginal audience north of the Hamelin Line is now estimated at 500,000 people in 423 target communities and APTN has a potential wider national audience for television of nine million households.



Eleven of the 13 groups produce regional radio programming. This totals 1,146 broadcast hours per week, or 59,592 hours per year, a ten-fold increase since 1986.

Nine groups produce television (although only seven are funded under NNBP for this purpose). Total original production is 27 hours per week, or 1404 hours per year. This has nearly doubled since 1986.

Of the seven organizations funded by NNBP for television production, six produced 50% or more of their programming in Aboriginal languages; radio production in Aboriginal languages varied: nine of the eleven societies in broadcast at least 20% in Aboriginal languages and five broadcast between 50 – 100% in Aboriginal languages.

The NNBP societies employ a total of 231 full time staff as well as numerous part-time, contract or casual employees. This is a decline of 87 full time positions, or 27.4 percent, since 1984-85. Of the total, 193 or 83.5% are Aboriginal.

A number of the societies have extended their range of activities beyond radio and television production. Several produce newspapers (and AMMSA publishes in several provinces). Many have created subsidiaries to generate revenues, to the point where NNBP funding now represents a relatively small part of their total income. Overall, as described in more detail in later sections, NNBP funding now represents less than half of the total revenues for the societies. However for many societies this is still their main source of revenue and they would likely cease to exist without it.

In summary, leaner organisations are producing a greater volume of radio and television programming. The increase in production is due to innovative uses of technology such as computerisation, the availability of additional revenues for some organizations, networking regionally and with local stations, and to the dedication and experience of staff and management. APTN national broadcast requirements have also resulted in improved signal quality and the adoption of higher technical standards, although these pose a challenge for many organisations due to outdated equipment.

Over the years Aboriginal broadcasters have participated in numerous film and television festivals in Canada and internationally, and have received many awards. The most prominent example of this is the first Inuktitut language feature length film *Atanarjuat: the Fast Runner*, which won the Palme d'Or at the 2001 Cannes Film Festival for Igloolik director Zacharias Kunuk. This film has gone on to win further international acclaim and distribution. Children's television programming by the Inuit Broadcasting Corporation has also won international awards. NNBP groups and APTN have also frequently hosted visiting broadcasters from other countries, many of whom view Canada as a model in this area. The table below summarises overall changes in production and employment for the thirteen societies over the past eighteen years.



Table 4: Total Broadcast Production & Staffing, NNBAP Organizations, 1985-86, 1999-2000 and 2002-03

	1984-85	1999-2000	2002-03	% Change 1984-85 to 2002-03
Radio: original hours per year broadcast, not counting repeats	5,530	34,778	59,592	+1,077%
Television: original hours per year of television produced, not counting repeats	747	884	1404	+188%
Total staff (full time)	318	194	231	-27.36%

Source: figures provided by NNBAP Broadcasters as reported in 1986 evaluation, 2000 consultation and current evaluation research.

As radio broadcasts may include a mix of programming produced by the society, programs from local radio stations, wraparound programming from other networks and programmed music, it is difficult to determine what is originally produced by the societies without clear agreement of how this is defined. Nevertheless, the Aboriginal audience is receiving a greatly enhanced volume of service from the NNBAP radio broadcasters. NNBAP funded human and technical infrastructure has been the foundation upon which this growth has been built.

Television hours have also grown over the years and the above figures include only original productions by the societies. This growth has been accompanied by an improvement in technical quality due to APTN requirements.

At the same time as production levels have increased, there has been a significant decline in staffing since 1984-85 although this has started to increase slightly within the past three years.

Revenues

In order to make up for shortfalls due to federal fiscal restraint and to become more self-sufficient, many NNBAP groups have developed other sources of income. These include advertising, sponsorships, project funding, provincial or territorial programs, APTN license fees, commercial productions, bingos (three groups), sale of stock footage and contract production services, facilities rental, and a variety of other sources.

As a result, the NNBAP portion of budgets continues to decline, and now represents less than half of the overall revenues generated by the societies,



down from 57% just three years ago.⁸ As shown in the table below, the NNBAP societies project revenues in the current fiscal year ranging from \$517,200 to \$2,707,111.⁹ The NNBAP percentage ranges from a low of 12.07% (AMMSA) to a high of 77.74% (NNBY). This trend shows that not only are the organizations working hard to generate additional revenues, but that the NNBAP investment helps to lever more than one additional dollar for each dollar of program funding.

Table 5: NNBAP Funding as Percentage of Total Revenues 2002-2003

Organization	Total Estimated Funding	NNBAP Funding	NNBAP Portion of Total Funding
Aboriginal Multi Media Society of Alberta	\$2,707,111	\$326,855	12.07%
Inuit Broadcasting Corporation	\$2,531,071	\$1,389,016	54.88%
Inuvialuit Communications Society	\$740,705	\$389,705	52.61%
James Bay Cree Communications Society	\$517,200	\$292,200	56.50%
Missinipi Broadcasting Corporation	\$1,825,000	\$326,855	17.90%
Native Communications Incorporated	\$1,391,108	\$641,108	46.09%
Native Communications Society of the Northwest Territories	\$949,355	\$326,855	34.43%
Northern Native Broadcasting, Terrace	\$876,000	\$326,855	37.21%
Northern Native Broadcasting, Yukon	\$1,293,769	\$1,005,769	77.74%
OKalaKatiget Society	\$924,705	\$389,705	42.14%
Societe de communications Atikamekw-Montagnais (SOCAM)	-	\$578,258	-
Tagramiut Nipingat Incorporated	\$1,298,057	\$907,317	69.90%
Wawatay Native Communications	\$2,211,769	\$1,005,769	45.47%
Totals	\$17,265,850.00	\$7,906,267.00	42.44%*

Source: NNBAP Organizations and Department of Canadian Heritage. SOCAM did not report revenues. Figures were provided in January/February 2003.

*Average for twelve groups reporting.

For individual groups, NNBAP funding represents a varying percentage, depending on the availability of provincial or territorial programs, local economic opportunities, and their capacity to generate other income. For all but two organisations, NNBAP provided one-third or more of annual revenues, and for six groups it provided well over half. Of these, two relied on NNBAP for approximately three-quarters of their revenues. The NNBAP portion of funding ranged from a low of 12% at AMMSA to a high of 77.7% at NNBY.

⁸ Tarbell, Harold in Association with Consilium, *Study on the Needs and Interests of Broadcasters Funded under the Northern Native Broadcast Access Program* for the Department of Canadian Heritage, Ottawa, January 2000.

⁹ The revenue projections were provided within two months of fiscal year end, making them very current; as most revenues for the year are known by this point these figures can be considered as reliable.



Combined revenue sources are summarised in the table below.

Table 6: NNBAP Funded Organizations: Revenue Sources 2002-2003

Organization	Per Cent of Total
NNBAP	46.54%
Other Federal	5.02%
Provincial/Territorial	5.21%
Ads, Sponsorships	17.50%
License Fees	5.90%
Subsidiary Revenues	11.79%
Program Sales	2.78%
Contract Production	0.19%
Other	5.07%
TOTAL	100%

Source: Broadcast Organizations. Note – figures for all of the above categories were provided by 11 of 13 societies; therefore the NNBAP per cent varies slightly from that shown in table 5 (42.4%), which reports for 12 societies that responded.

Of the 11 groups who responded, only four received provincial or territorial funding, including AMMSA – Alberta (\$13,914); NCS-NWT (\$190,000); ICS – NWT (\$115,000) and IBC – Nunavut (\$328,605). Quebec also provides funding to local radio stations for maintenance. Other major sources of funding were advertising and sponsorships, license fees and program sales, and a range of other activities, including bingos.

3.1.2. Overview of APTN

On February 22, 1999 the CRTC approved a license for APTN, the first national Aboriginal Peoples Television Network. This was “also the first time the Commission mandated the carriage of a fee-based service as part of the basic service of Broadcast Distribution Undertakings, a significant precedent in Canadian broadcast history.”¹⁰ APTN was authorized to charge \$.15 per subscriber on Class 1 and 2 cable services throughout Canada.

The new service was launched on September 1, 1999. APTN now has its headquarters in Winnipeg and presentation centres in Yellowknife, Whitehorse, and Iqaluit; and newsrooms in Ottawa, Yellowknife, Toronto, Halifax, and Vancouver.

¹⁰ Aboriginal Peoples Television Network, “Towards a Truer Mirror... a Submission to the House of Commons Standing Committee on Canadian Heritage”, August 15, 2001.



APTN carries programming by NNBP television producing societies, independent Aboriginal producers and production companies, APTN in-house productions, off-the-shelf material from sources such as the National Film Board, and acquisitions from other sources. This includes 1200 hours per year of original first-run Aboriginal programming. Some 31.5 hours per week is in Aboriginal languages (20.5% of the total programming) and 19% of APTN programming is acquired from NNBP societies (the main source of Aboriginal language programming for APTN). APTN broadcasts 86% Canadian content, which is well in excess of the CRTC target of 70%.

With funding assistance from the NDP, APTN provides free carriage to 96 northern communities which previously received TVNC programming. NDP funding of \$2.1 million per year is provided to contribute towards the cost of leasing a satellite transponder and operation and maintenance of receivers and transmitters. A northern feed enables these communities to receive a schedule of programming particularly relevant to them, including NNBP funded productions, phone-ins, and live broadcasts of territorial legislative assemblies. APTN also transmits CBC programming on this system to 53 communities not served by the CBC.

APTN has a current staff of 84 of whom 72% are Aboriginal. This has grown dramatically in the past three and a half years. A Board of 21 members oversees the organization. This includes representatives of ten member societies (of whom nine are NNBP-funded) and 11 Directors at large.

Revenues

Anticipated APTN revenues for 2002-03 were \$25.9 million. This is derived from the following sources

- \$15.5 million (59.8%) from cable fees;
- \$ 3.0 million (11.6%) from ads and sponsorships;
- \$ 2.1 million (8.1%) from NDP; and
- \$ 5.3 million (20.5%) from miscellaneous (production services, CRTC benefits, sales, other).

3.2. Role in the Canadian Broadcasting System

NNBP funded broadcast organizations and APTN view themselves as part of the “public” component of Canada’s broadcasting system. APTN describes itself as a “first level of service” for Canada’s Aboriginal peoples, just as CBC television was the first level of service for Canada as a whole when it launched in 1952.



NNBAP funded programming reflects Aboriginal Canadians from all northern regions to national and regional audiences, while serving the special needs of each region. Like the CBC, Aboriginal broadcasters actively contribute to the flow and exchange of cultural expression and to a shared national consciousness and identity. Their programming “reflects the multicultural and multiracial nature of Canada”, and they are attracting not only audiences from a variety of Aboriginal communities, but an increasing non-Aboriginal audience as well, based on informal feedback they receive. A recent study¹¹ pointed out several other points of similarity:

- Both CBC and the Aboriginal broadcasters are publicly owned, not-for-profit corporations;
- Both rely on public funding for a significant portion of their overall revenue, and provide programming that might otherwise not be available in a purely market-driven broadcasting system;
- Both seek to provide a full spectrum of programming, rather than focusing on one narrow range of interests;
- Both are mandated to provide broadcasting that makes a positive and significant contribution to the cultural expression of Canada, and contributes to a shared, diverse and inclusive national consciousness and identity.

After two decades, Aboriginal broadcasters funded by the NNBP have created a unique niche for themselves within the Canadian broadcasting system.

- They have created Canada’s first national Aboriginal cable television network, carried on a mandatory basis by all class one and two cable systems across the country.
- APTN is also the world’s first and only full-service Aboriginal television network, and has been studied as a model for cultural and linguistic promotion by broadcasters from Australia to Ireland.
- Most NNBP funded broadcast organizations, faced with the need to develop Aboriginal journalists, producers, technicians and managers, launched long-term training programs in their communities. This first generation of indigenous broadcasters has moved into mainstream media, independent production, and a wide range of successful and high profile careers in broadcasting and film. The most striking example is the international success of former IBC producer Zacharias Kunuk.
- Aboriginal broadcasters have also transformed the regulatory, policy, and funding framework of the Canadian broadcasting system: their

¹¹ Consilium, for the Department of Canadian Heritage, “Aboriginal and Public Broadcasting in Canada: a Policy Review”, 2002.



work has led to significant changes in the Broadcast Act, to a Native Broadcasting Policy by the CRTC, to the creation of an Aboriginal Languages envelope within Telefilm, and to programs, policies and funding commitments from provincial and territorial governments.

3.3. Canadian Policies, Programs, Regulations and Other Official Support

3.3.1. Federal

The Northern Broadcasting Policy

This was discussed above in section 2.1.1, the five principles of the Northern Broadcasting Policy remain the foundation for the NNBAP.

The Broadcasting Act

The current *Broadcasting Act* was enacted after an extensive series of consultations and studies, including the Caplan-Sauvageau Task Force on Broadcasting Policy in 1986¹², and the House of Commons Standing Committee on Communications and Culture.¹³ As a result of this process, the Minister of Communications introduced a new broadcasting policy and the new draft broadcasting legislation on June 23, 1988. The new *Broadcasting Act*, including the Broadcasting Policy for Canada, was passed into law on February 1, 1991.

Announcing the proposed new policy and legislation, the Minister stated that,

“for the first time, women are specifically mentioned in the legislation, as are the needs to portray more accurately the multicultural nature of our society and to respond more fully to the aspirations of Canada’s native peoples”.¹⁴

The new Act was designed to take into account the evolution of technology since the enactment of the *1968 Broadcasting Act*, so that the new legislation would be ‘technology neutral’ (i.e., it would define broadcasting by its content rather than the system used to distribute the programming).

¹²Government of Canada, *Report of the Task Force on Broadcasting Policy*, Ottawa, 1986.

¹³Standing Committee on Communications and Culture, *Recommendations for a New Broadcasting Act*, May, 1987.

¹⁴Communications Canada, *News Release*, June 23, 1988, p. 2..



Another significant change was that, for the first time, the CRTC was made subject to the power of Cabinet to give it policy directions.

The new broadcasting policy was accompanied by funding commitments of

'\$31.1 million to improve access to broadcasting services by Canadians in remote and smaller communities ...(including) a \$5 million-a-year capital construction program to extend cable service ...or other distribution systems ...to small communities'¹⁵

The funding commitments also included \$10 million over four years

'to cover the cost of an independent satellite-delivered programming distribution system, to increase the availability of programs from the Northern Native Broadcast Access Program (NNBAP) and other broadcast services specifically designed for northern audiences'.¹⁶

This enabled the creation of Television Northern Canada (TVNC).

The *Broadcasting Act* consists of three main elements:

1. A Broadcasting Policy for Canada;
2. Objects and Powers of the CRTC in Relation to Broadcasting; and
3. Structure, Duties and Powers of the CBC.

Some key sections relating to Aboriginal broadcasting are:

Section 3:

(1) It is hereby declared as the broadcasting policy for Canada that

(b) the Canadian broadcasting system, operating primarily in the English and French languages ... makes use of radio frequencies that are public property...

(d) the Canadian broadcasting system should...

(iii) through its programming and the employment opportunities arising out of its operations, service the needs and interests, and reflect the circumstances and aspirations, of Canadian men, women and children, including equal rights, the linguistic duality and multicultural and multiracial nature of Canadian society and the

¹⁵Ibid., p. 3

¹⁶Ibid., p. 4.



special place of Aboriginal peoples within that society, and ...

(k) a range of broadcasting services in English and in French shall be extended to all Canadians as resources become available;...

(o) programming that reflects the Aboriginal cultures of Canada should be provided within the Canadian broadcasting system as resources become available for the purpose...

(t) distribution undertakings...

(iv) may, where the Commission considers it appropriate, originate programming, including local programming, on such terms as are conducive to the achievement of the objectives of the broadcasting policy set out in this subsection, and in particular provide access for under-served linguistic and cultural minority communities.¹⁷

CRTC's Native Broadcasting Policy

On September 20, 1990 the CRTC issued a public notice announcing a new native broadcasting policy.¹⁸ The *Native Broadcasting Policy* was the result of a CRTC initiative to update its *Northern Native Broadcasting Policy*, issued in 1985.¹⁹ The announcement of the new policy followed extensive consultation with Aboriginal broadcasters and others, as part of research for the CRTC by Greg Smith & Associates,²⁰ and a call for comments in which the CRTC announced its intention to update native broadcasting policy.²¹ A draft policy was released in February 1990 and further public comments invited before the final policy was announced.²²

Summarising the scope of the new policy, the CRTC stated that it

“set out (the Commission’s) position with respect to what would constitute appropriate and workable definitions of a native undertaking, a native program and native music. It proposed classes of license for Aboriginal community radio stations, and provided a framework for advertising activity and Promises of Performance. It also addressed the development

¹⁷ Ibid., pp. 3 - 7.

¹⁸ Canadian Radio-television and Telecommunications Commission, *Public Notice CRTC 1990-89: Native Broadcasting Policy*, Ottawa, Sept. 20, 1990.

¹⁹ Canadian Radio-television and Telecommunications Commission, *Public Notice CRTC 1985-274: Northern Native Broadcasting*, Ottawa, 1985.

²⁰ Smith, Greg & Associates, *Review of Native Broadcasting: a Study Commissioned by the Canadian Radio-television and Telecommunications Commission*, Ottawa, October 26, 1988.

²¹ Canadian Radio-television and Telecommunications Commission, *Public Notice CRTC 1989-53: Review of Northern Native Broadcasting*, Ottawa, 1989.

²² Canadian Radio-television and Telecommunications Commission, *Public Notice CRTC 1990-12: Review of Native Broadcasting: a Proposed Policy*, Ottawa, February 2, 1990.



of native music and the resolution of conflicts between Aboriginal and conventional broadcasters. Finally, the Commission indicated that it wished to move away from the “northern” focus present in the old policy, with a view to encouraging the continued development of native broadcasting in all regions of the country”.²³

The following is a summary of the key sections:

Definition of Native: this is used interchangeably with “Aboriginal” by the Commission, and

‘should coincide with the definition of “Aboriginal” as contained in the Canadian Constitution; that is, “Aboriginal peoples of Canada includes the Indian, Inuit and Métis peoples of Canada.”’²⁴

The definition of a Native undertaking was revised to one

‘characterized by its ownership, programming and target audience. It is owned and controlled by a non-profit organisation whose structure provides for board membership by the native population of the region served. Its programming can be in any native Canadian language or in either or both of the two official languages, but should be specifically oriented to the native population and reflect the interests and needs specific to the native audience it is licensed to serve. It has a distinct role in fostering the development of Aboriginal cultures and, where possible, the preservation of ancestral languages.’²⁵

A Native program was defined as

‘a program in any language directed specifically towards a distinct native audience, or a program about any aspect of the life, interests or culture of Canada’s native people.’²⁶

In the policy, the CRTC proposed that native television networks use the same application forms as others; the policy also established two types of native radio stations;

Type A: A native radio station is a Type A station if, at the time the license is issued or renewed, no other commercial AM or FM radio license to operate a station in all or any part of the same market is in force.

²³ Canadian Radio-television and Telecommunications Commission, *Public Notice CRTC 1990-89: Native Broadcasting Policy*, Ottawa, Sept. 20, 1990, p. 2.

²⁴ *Ibid.*, p. 5.

²⁵ *Ibid.*, p. 6.

²⁶ *Ibid.*, p. 8.



Type B: A native radio station is a Type B station if, at the time the license is issued or renewed, at least one other commercial AM or FM radio license to operate a station in all or any part of the same market is in force.²⁷

The Commission also

‘...proposed that all Aboriginal radio and television networks and Type B native radio stations be required to file a Promise of Performance when applying for a new license or license renewal’, and ‘...decided not to impose a condition of license at this time requiring substantial compliance with the Promise of Performance. However, the usual conditions of license will continue to be imposed....’²⁸

Because of the reduced funding available from government sources, many Aboriginal broadcasters requested authority to carry advertising.

The new policy distinguished between the two types of stations.

‘In the case of Type A native radio stations, the Commission has decided to remove all advertising restrictions...’²⁹ ‘Type B native radio stations will remain subject to the limitations outlined in the proposed policy, which permits an average of four minutes of advertising per hour per day, with a maximum of six minutes in any given hour....the Commission has ...decided that only the original versions of commercials in English, French or a native language should be counted for the purpose of meeting the average of four minutes per hour advertising restriction. Versions of commercials translated into Aboriginal languages will not be counted.’³⁰

Training Programs and Resources Available Under HRDC’s Aboriginal Human Resources Development Strategy (AHRDS)

Training funds from Human Resources Development Canada are currently disbursed under the Aboriginal Human Resources Development Strategy (AHRDS) to holders of Aboriginal Human Resource Development Agreements (AHRDA’s). These organizations

“are responsible for negotiating budgets and targets, building and strengthening capacity, promoting the program, identifying clients and confirming their eligibility ...monitoring, assessing and reporting results”.³¹

²⁷ Ibid., p. 11.

²⁸ Ibid., p. 13.

²⁹ Ibid., p. 15.

³⁰ Ibid., pp. 16 - 17 .

³¹ Consilium. *The Community Strategic Planning Toolkit for Employment and Training.*, prepared for the Aboriginal Relations Office, HRDC, Ottawa, April, 1999, p. 2.



At the local level, Local Delivery Mechanisms (LDM's) report to the regional AHRDA holder. These LDM's include a committee made up of community representatives that meets on a regular basis to approve applications for training funds from organisations in their territory, as well as administrative staff to carry out day-to-day duties of the LDM.

Typically, an organisation that is seeking funding through this system prepares a training proposal and submits it. This is then reviewed and assessed by the staff, who make a recommendation to the committee members. The committee may approve, reject or defer a decision on the proposal. In many regions, these committees meet quarterly, and organisations seeking funding for training are encouraged to show a significant contribution from other sources rather than depending entirely on the AHRDA funding.

In general terms, the AHRDS has empowered Aboriginal organisations at the regional level. They now have the authority to set regional or local priorities, design employment and training programs, and co-ordinate labour market development activities in their regions. However, the AHRDS is limited in its capacity to meet the needs of Aboriginal broadcasters:

- Many LDMs do not feel that training for media employment represents a regional priority, according to NNBP broadcasters.
- The AHRDS is not well suited to addressing the needs of organizations that employ and train staff under the jurisdictions of several different LDMs, making it complicated to fund national or multi-regional training programs from this source.

The organizations supplement AHRDS training contributions with funds from other sources, including:

- The Aboriginal production envelopes of Telefilm and the Canadian Television Fund.
- Funding from Aboriginal Business Canada for the development of for-profit subsidiary organizations.
- Project specific funds from various departments.

3.3.2. Provincial and Territorial

As reported, four of the NNBP societies received provincial and territorial funding from Alberta, the Northwest Territories and Nunavut governments and the Government of Quebec also provides funding to local community stations for radio maintenance.



3.4. Trends in Aboriginal Broadcasting

Competition for audiences. The proliferation of specialty services, the widespread availability of low cost satellite dishes and the cabling of many First Nation and Arctic communities provides a growing number of choices to viewers who previously had access only to the CBC and a limited range of other channels.

Decline in fluency. As fluency in Aboriginal languages declines among younger viewers³² and viewing alternatives proliferate, NNBP funded broadcasters face increased competition for audiences: this is especially acute in regards to Aboriginal language programming.

Tendency toward privatization of media services, as opposed to the expansion of publicly funded services, and consequent reduction in funding in real dollar terms to all public broadcasters, but especially to Aboriginal broadcasters.

The pressure to reach a broader audience, as opposed to providing a service focused on the original, northern community based audience.

Technological trends: digitization and digital audio broadcasting, high-definition television, convergence of media, web-based services and distribution.

Emergence of a new Aboriginal broadcasting community, predominantly among the television-producing groups, made possible by the existence of APTN.

Expansion of other revenue sources to complement federal funding.

Rising expectations of APTN and NNBP producers among Aboriginal communities as a result of their success and national exposure.

³² *Aboriginal Languages Initiative (ALI) Evaluation*, Consilium 2002



4. Evaluation Profile

4.1. Evaluation Issues and Questions

4.1.1. Evaluation Questions

The key evaluation issues addressed in this report include:

- Program Relevance;
- Success/Impact;
- Cost Effectiveness;
- Design and Delivery; and
- Program Alternatives/Lessons Learned.

4.1.2. Performance Indicators

Among the performance indicators for the broadcasters are:

- Hours of original programming produced/broadcast;
- Hours of Aboriginal language programming produced/broadcast;
- Audience size, share & opinion;
- Rate of audience increase/decrease;
- Contribution to sense of Aboriginal identity and pride;
- Overall revenues, and NNBAP portion within these;
- Degree of diversification of revenue sources;
- Staff size and Aboriginal percentage of employees;
- Secondary utilization of programming (stock footage/audio, second broadcast windows, alternative distribution system, evidence of non broadcast use in schools, etc.);
- Awards, media coverage or other recognition; and
- Timely submission of proposals and reports.

Performance indicators for program delivery and administration include:

- Achievement of program objectives;
- Timely response to proposals and reports;
- Communication with program clients; and
- Timely disbursement of approved funds.



4.2. Research Activities

Research activities for the evaluations included:

- A file and document review;
- A day long focus group session on the evaluation questions and issues with representatives of NNBAP organizations and APTN;
- Interviews with NNBAP funded Aboriginal broadcasters;
- Interviews with APTN (funded under NDP);
- Interviews with current and previous PCH program staff ad management;
- Interviews with other federal government departments and CBC; and
- A workshop to validate initial findings with representatives of the Department of Canadian Heritage.

These methodologies and the lists of sources and informants were developed and reviewed in consultation with the evaluation Working Group.

4.3. Limitations

There were only a few potential limitations on the research, including:

- Limited recent data was available on audience reaction through audience surveys; and
- Little data is available on the overall impacts of Aboriginal broadcasting.

Where available, audience survey data was reviewed, and the impacts were assessed largely through these surveys, through interviews with the participants and key stakeholders, as well as through file and document reviews.



5. Evaluation Findings

This section summarizes the key findings of the evaluation in response to the key questions posed in the evaluation Terms of Reference.

5.1. Relevance

5.1.1 Do NNBAP and NDP continue to be consistent with the priorities of the Department of Canadian Heritage?

The Department of Canadian Heritage is guided by four strategic objectives. The NNBAP and NDP are entirely consistent with these.

The Department's first objective is "Canadian Content: Promoting the creation, dissemination and preservation of diverse Canadian cultural works, stories and symbols reflective of our past and expressive of our values and aspirations".

- APTN has the second highest Canadian content quota in Canada (86% - only Canada's Political Channel [CPAC] comes higher);
- NNBAP programming is uniquely and completely Canadian;
- The programming contributes to the diversity of Canadian culture through production and broadcast of cultural and language programming, and also through distribution in second windows;
- Through the many documentaries and dramatizations of Aboriginal history, as well as the depiction of life in Aboriginal communities, millions of Canadians have been given the opportunity to see and understand the role and history of Canada's Aboriginal peoples.
- No other medium expresses the values and aspirations of Aboriginal Canadians. Aboriginal programming is increasingly being viewed by other Canadians and this has helped to broaden understanding and awareness of the rich diversity of Aboriginal cultures.



The Department's second objective is "Cultural Participation and Engagement: Fostering access to and participation in Canada's cultural life".

- For 20 years the NNBP funded broadcasters have provided an entry into media for a first generation of Aboriginal writers, directors, actors, musicians. Many have gone on to highly successful careers in the mainstream, or as independent producers; many are still working in Aboriginal media, introducing and training the next generation.
- The broadcasters have also provided exposure to painters, dancers, musicians, and other artists, many first profiled and brought to public attention through Aboriginal media.
- This trend continues today: much of APTN's airtime is committed to profiling and giving exposure to new artists before a national audience.

PCH's third objective is "Connections": Fostering and strengthening connections among Canadians and deepening understanding across diverse communities."

- APTN's goal as stated in its license application and repeated to the Standing Committee on Heritage, is to provide a window on Aboriginal Canada for all Canadians, and for the world.
- NNBP programming explores every facet of contemporary and traditional Aboriginal life. Some non-Aboriginal viewers have expressed shock at images of hunting, or the butchering of a carcass after the hunt; but Aboriginal life is being presented honestly and realistically, and is increasingly accessible to all Canadians.
- APTN actively promotes co-productions between Aboriginal and non-Aboriginal producers and crews, and broadcast license terms requires that all non-Aboriginal producers work with Aboriginal crews and provide training and mentorship opportunities.
- Broadcasting national events of celebration and recognition increase pride and improve and enhance understanding of the Aboriginal contribution to our collective national Identity.

PCH's final objective is "Active Citizenship and Civic Participation: Promoting understanding of the rights and responsibilities of shared citizenship and fostering opportunities to participate in Canada's civic life."

- Noted above was the prominence of news and current affairs programming in the schedules of NNBP broadcasters and APTN; this is indicative of their strong awareness that healthy communities and effective governance requires an informed populace.



- Accountability by Aboriginal organizations and leaders has been enhanced through the existence of Aboriginal media, which informs constituents and provides a forum for questions, for example through live coverage of the legislative assemblies and phone-in shows.
- It is interesting to note that, building on their involvement in this field, many former Aboriginal broadcasters have move into senior leadership positions with Aboriginal organizations or otherwise achieved prominence.
- Without TV or newspapers, many Aboriginal communities are less aware of government programs, services, and policies than other Canadians. Aboriginal broadcasters provide coverage of federal, provincial and territorial initiatives through news and current affairs programming; they also help government departments to inform Aboriginal people through programming aimed specifically at Aboriginal communities and audiences. Clients for NNBAP-funded broadcaster services have included Health Canada, Indian and Northern Affairs Canada, Aboriginal Business Canada and Industry Canada, Human Resources Development Canada, the Department of Canadian Heritage and many other federal, provincial and territorial departments.

5.1.2 Do NNBAP and NDP continue to be consistent with the federal government’s commitment to Canadian broadcasting and current broadcast legislation and policy?

Both programs are fully consistent with current broadcast legislation and policy, including the Broadcasting Act and Broadcasting Policy, the CRTC’s Native Broadcasting Policy, and the Northern Broadcast Policy, which emphasised access to program production by and for northern native people in order to help safeguard Aboriginal languages and cultures, access to distribution systems, and consultation on matters and policy related to programming available in the north.

The 1991 Broadcasting Act and accompanying Broadcasting Policy emphasised “programming that reflects the Aboriginal cultures of Canada” and distribution undertakings to “provide access for under-served linguistic and cultural minority communities.”

Commitments made in the recent federal government’s Speech from the Throne (2002) state that the government will work with Aboriginal people to preserve and enhance Aboriginal languages and cultures.³³

³³ Source: The Canada We Want, Speech from the Throne to Open the Second Session of the Thirty-Seventh Parliament of Canada, September 30, 2002.



Furthermore United Nations resolutions at the 30th General Conference of UNESCO in 1999 recommended that member states take strong measures to support linguistic diversity and minority language rights.³⁴

NNBAP has focussed on the production aspect of these commitments to enable the creation of Aboriginal radio and television programming, while NDP has helped to fund distribution in the north. As a result of this program support, 13 broadcast organizations were created for production, TVNC was created for the distribution of programming in the north, and from this base APTN evolved into a national Aboriginal network.

The NNBAP-funded groups have had considerable impact on Canada's regulatory and legislative infrastructure. Their advocacy work has led to:

- the inclusion of Aboriginal broadcasting and the rights of Aboriginal audiences to broadcast services in the Broadcast Act;
- the creation of a specific Native Broadcasting Policy by the CRTC;
- the creation of an Aboriginal Languages envelope within Telefilm; and
- programs, policies and funding commitments from provincial and territorial governments.

5.1.3 Do the objectives of NNBAP and NDP continue to support and advance the federal government's overarching goals for a renewed relationship with Aboriginal peoples?

The Canadian government has outlined a number of policy goals in recent years that address areas such as culture, communication, diversity and national identity. These goals have been stated through a variety of speeches and policy documents, including the most recent Speech from the Throne (2002) and are consistent with Canada's response to the Royal Commission on Aboriginal Peoples - *Gathering Strength - Canada's Aboriginal Action Plan* (1997).

Through the creation and development of the NNBAP and NDP and support for the creation of TVNC and APTN, considerable interaction and goodwill has developed between Aboriginal broadcasters and federal government departments and individuals. Aboriginal people in Canada recognize this support and this has helped to enhance relationships with the Government of Canada.

Both the NNBAP and NDP have objectives of protecting, enhancing, promoting and encouraging native languages and cultures, as well as to facilitate the participation of northern Native peoples in activities and development related to

³⁴ Source: UNESCO press release, 2002-07, 30th General Conference, 1999: resolution 12.



the north (NNBAP) and providing television programming which reflects and enhances the social, political, economical and cultural life of all northern and native residents (NDP) and providing educational and informational programming relevant to Northerners (NDP). While these objectives specifically refer to the north, the programs have extended the programming reach throughout Canada by contributing to the creation of APTN.

The NNBAP and NDP strengthen, reinforce and enrich the relationship between Canada and its Aboriginal peoples on a number of levels.

- The programming brings Aboriginal people and their cultures, issues and perspectives to an unprecedented level of prominence. While APTN is still relatively unknown among the general population, research has shown that Canadians are interested in learning more about Aboriginal culture and an Aboriginal view point.³⁵
- The preservation and enhancement of Aboriginal languages is an urgent priority for most Aboriginal peoples, and the program objectives contribute to this goal.
- The Canadian government has led the world in supporting Aboriginal broadcasting; the NNBAP and APTN are viewed as significant accomplishments, and a model of what can be accomplished through cooperation between government and Aboriginal peoples. APTN reports that interest in this model has led to delegates visiting from Australia, New Zealand, Japan, Taiwan, Greenland, Ireland, and Thailand.
- In the early years of the NNBAP, liaison committees of federal employees as well as representatives from CBC, Cancom, Telesat and the CRTC worked closely with the broadcasters to support their development. An unusual and enduring fraternity of colleagues has evolved over the years, linking Aboriginal broadcasters to federal government employees and others.
- In many regions, Aboriginal broadcasting services supported through these programs are essential first services which would not exist without program support; continuing this support contributes to maintaining and fostering the relationship between Canada and Aboriginal peoples.

5.1.4. Is there a continued need for federal government funding for Northern Native broadcasting?

The original program goals continue to be relevant today. Federal funding is required in order to meet the ongoing need for radio and television production by

³⁵ Strategic Inc. Focus Group Report, *APTN: Brand Equity Measure Programming and Promotional Test*, March 7, 2002, p. 41.



and for Aboriginal peoples. The ongoing support for distribution through NDP is also a requisite to continuing access to relevant Aboriginal programming in 96 northern communities.

The need identified by the “Therrien Commission” in the 1970’s for broadcasting to support Aboriginal languages and cultures³⁶ continues to exist today. The recent evaluation of the Aboriginal Languages Initiative (ALI) found that:

“the decline of Aboriginal languages in Canada has reached a critical point. The majority of Aboriginal languages in Canada are threatened or critically endangered, with only a very few thriving and three given a good chance of continuing to flourish...Preserving Aboriginal languages is an extremely high priority, because of the link between cultural preservation and language – without language, the main vehicle for transmitting cultural values and traditions no longer exists.”³⁷

In the 20 years since the Northern Broadcast Policy and NNBAP were announced, there has been an explosion in the availability of outside media throughout the north. Virtually all communities, including the smallest and most remote, now have access to literally dozens of radio and television channels in English and French, and video or DVD movies are available for rent. As a result, the Aboriginal share of the overall programming mix has diminished dramatically, especially for television.

From the 1970’s, when the residents of Igloolik refused the offer to introduce CBC television service, Aboriginal audiences have expressed interest in having a say in the type of broadcasting available in their communities, and they continue to want and support relevant and Aboriginal language local programming. In many areas this is not provided in significant amounts by other broadcasters.

Recent audience research for APTN confirms the need for Aboriginal broadcasting services. This found that while the general population watches 15.0 hours per week of television on average, Northern Aboriginal people watch 22.0 hours and Southern Aboriginal people watch 18.5 hours.

“...it would appear that Aboriginal people spend significantly more time watching television than the general population...Some Aboriginal participants reported watching 40 to 50 hours per week.”³⁸

³⁶ *The 1980s: A Decade of Diversity: Broadcasting, Satellites and Pay-TV* Canadian Radio-television and Telecommunications Commission Committee on Extension of Service to Northern and Remote Communities, July 1980.

³⁷ Consilium, for the Department of Canadian Heritage, *Aboriginal Languages Initiative (ALI Final Report*, Ottawa, November 14, 2002, pp. 5-6.

³⁸ Strategic Inc. Focus Group Report, *APTN: Brand Equity Measure Programming and Promotional Test*, March 7, 2002, p. 22.



The Aboriginal programming carried by APTN meets the needs of the communities for relevant broadcasting.

“Although several concerns were voiced, it was clear that there is a loyal and committed audience. In every Aboriginal focus group, the message was clear. APTN offers a source of pride to the communities and the light it shines on Aboriginal culture is both welcome and celebrated. Concerns over quality of production, variety in program offerings and entertainment value were secondary to the desire to see the service succeed.”³⁹

Most provinces and territories do not have programs for northern native broadcasting that could replace federal funding. Those few that do so provide support in limited amounts. Smaller communities and more remote regions do not have the population or economic base to otherwise sustain northern native broadcasting. While the general trend among the broadcasters is clearly toward increased self-sufficiency, this is not a viable alternative for many, who rely on NNBP for half to three quarters of their operational funding. Moreover, distance and the cost to service and maintain equipment in remote northern areas means it will take time for APTN to become profitable enough to service the 96 northern communities without federal NDP funding.

5.2. Success

5.2.1 To what extent has NNBP been successful in achieving its intended outcomes (capacity building, participation and access, legislation and policy development, enhancement of Aboriginal languages and culture)?

When the Northern Broadcast Policy and NNBP were announced in 1983, there was virtually no Aboriginal broadcasting infrastructure in Canada. Northern Aboriginal people were facing the introduction or extension of television services that did not reflect their language, culture or way of life. Programming originated in southern Canada or in the United States, and they had no say in its production or distribution.

With the support of NNBP and NDP, an Aboriginal broadcasting infrastructure has been created which provides an essential service in many regions, not available from any other source. Crucial information and entertainment is provided in Aboriginal languages and/or from an Aboriginal perspective. The 13

³⁹ Ibid., p.8.



NNBAP societies play a key role in maintaining this infrastructure, while APTN is extending distribution and awareness nation-wide. The Aboriginal broadcasting industry now directly employs a cadre of 315 full time trained personnel as well as numerous part-time employees. Opportunities have been created for actors, writers, and other talent, and broadcasting has become a career option for many people that did not exist before. New opportunities for younger Aboriginal broadcasters are constantly being created as senior people move up in the industry or into other leadership positions.

Programming achievements over the years have been many. Specialized programming for children helps to preserve and teach languages. Remote radio broadcasts and radio and television phone-in programs provide ongoing opportunities for public participation. News and other public affairs programs provide critical information, from local weather reports and road conditions, and important safety and emergency information to the explanation of complex issues, in the first language of the people in the communities. Documentaries and interviews with elders help to record and preserve traditional knowledge. Aboriginal broadcasters have won numerous awards. NNB Terrace has been recognized for its community involvement, IBC's children's television program Takuginai has received awards, and NNBAP broadcasters have won Aboriginal Achievement awards and the Order of Canada (for ex-broadcaster Rosemarie Kuptana). Moreover, Canada's image abroad has been enhanced by the runaway success of *Atarnajuat*, the first feature length Inuktitut language film produced by ex-NNBAP broadcaster Zacharias Kunuk.

Aboriginal cultures and issues have been showcased to Canada and the world, talent has been fostered and a number of Aboriginal role models and "stars" have evolved through their exposure in the media. These are very positive influences on the self-esteem of young Aboriginal people.

The broadcasters have met and, in many cases, exceeded the expectations set out in the original funding formula. Their success has taken them beyond the initial program vision of up to 20 hours per week of radio and five hours per week of television. Many regions now enjoy 24 hour per day radio broadcasts, networks linking regional and local radio stations, and service has been extended throughout entire provinces. Through TVNC and APTN a comprehensive Aboriginal television service has evolved, and helped lead to improvements in technical quality.

While it is impossible to assess the impact of NNBAP-funded programming on the preservation and promotion of Aboriginal languages and culture in isolation from other environmental factors, many respondents credited Aboriginal language programming with having a positive impact on language use. Children's programming produced by NNBAP-funded broadcasters is viewed as particularly valuable.



Finally, the Programs were expected to stimulate involvement and active, meaningful participation in northern development by Aboriginal peoples. A number of indicators suggest that the impact has been real, and considerable including:

- the strong focus on regional and community news in the broadcast schedules of the NNBAP funded broadcasters, much of which is produced in Aboriginal languages;
- an emphasis on training and development of professional, community-based media staff;
- high audience figures reported in audience surveys that have been conducted; and
- the emergence of political, cultural and business leaders from the Aboriginal broadcast community.

The sections below address specific areas of the above evaluation question.

Enhancement of languages and culture

Preservation and protection of Aboriginal languages has been a key objective of the NNBAP from the beginning. One of the original principles of the Northern Broadcasting Policy was that “Northern native people should have fair access to northern broadcasting distribution systems to maintain and develop their cultures and languages.”⁴⁰

Over the years the Aboriginal broadcasters have provided many thousands of hours of Aboriginal language programming on radio and television, as well as video and film. In many regions where languages are threatened, these collected materials are valuable records of the language and a resource for linguists, scholars and local people working to preserve and maintain their languages. Schools also use many of these for teaching resources. Children’s television programming in several regions has also directly contributed to teaching languages to young people.

Some indicators of success in addressing languages and culture include:

- 31.5 hours per week of Aboriginal language television broadcasting on APTN (20.5% of the overall schedule);
- other Aboriginal programming on APTN – reflecting Aboriginal peoples and their cultures;

⁴⁰ *Northern Broadcasting Policy*, announced jointly by Francis Fox, Minister of Communications, John Munro, Minister of Indian and Northern Affairs, and Serge Joyal, Secretary of State, March 1983.



- Aboriginal broadcasters program in several dozen Aboriginal languages as well as English and French;
- These programs provide a positive reflection of Aboriginal peoples, languages, and issues;
- Employment has been created by the broadcasters for fluent speakers and value placed on language skills;
- The broadcasters play a crucial role in documenting and preserving Aboriginal languages (however there is a need to formalize conservation of recorded materials since much is not properly archived and are subject to degradation in quality or even to disappearing altogether).

It should be noted that not all Aboriginal radio and television programming is in Aboriginal languages. Many broadcasters stated that the programming they produce in English or French is still Aboriginal, and serves Aboriginal people. In some areas language loss has been so great, or there are so many different languages, that English is a common medium of communication. They also point out that English or French language programming helps to build bridges between Aboriginal and non-Aboriginal people.

The table below shows the Aboriginal language portion of programming in radio and television.

Table 7: Percentage of Programming in Aboriginal Languages

Organization	Radio	TV
Aboriginal Multi Media Society of Alberta	3.0%	N/A
Inuit Broadcasting Corporation	N/A	100%
Inuvialuit Communications Society	N/A	60%
James Bay Cree Communications Society	80%	N/A
Missinipi Broadcasting Corporation	20%	90%
Native Communications Incorporated	30%	
Native Communications Society of the Northwest Territories	75%	N/A
Northern Native Broadcasting, Terrace	0%	N/A
Northern Native Broadcasting, Yukon	20%	50%
OKalaKatiget Society	50%	50%
Société de communications Atikamekw-Montagnais	95%	N/A
Taqramiut Nipingat Incorporated	100%	100%
Wawatay Native Communications Society	90%	10%
APTN	N/A	20.5%

Source: NNBP Organizations and APTN. N/A means not applicable.



Capacity

There is a long tradition of Aboriginal broadcasting being an entry point into the workplace for talented young people, many of whom have graduated into senior production or management positions with the broadcast organizations. Aboriginal broadcasters recruit and train these young people, who use this opportunity to learn skills, not only in broadcasting, but in general communications, personal organization and management. Many eventually go on into senior positions with other organizations.

Some of these successful broadcasters include former NWT Premier and Inuvialuit Regional Corporation Chairperson Nellie Cournoyea, ITK President Josie Kusugak, Member of Parliament Rick Laliberte, Film Director Zacharias Kunuk, Consultants Rosemarie Kuptana, Solomon Awashish, Brenda Chambers, Dianne Reid, John Amagoalik and Dan David, Assembly of First Nations Regional Vice-Chief Ghislain Picard, Mistissini First Nation Chief John Longchap, Lawyer George Henry, Entrepreneurs Roger Gruben and Paul Quassa, Musician and former Sioux Lookout Mayor Lawrence Martin and many others.

The contribution to this pool of knowledgeable experienced broadcasters and future leaders has been one of the significant outcomes of Aboriginal broadcasting capacity development. A high percentage of employees of the 13 NNBP organizations and APTN are Aboriginal (253 out of 315 full time employees, or 80.3%).



Employment figures are shown in the table below.

Table 8: NNBP (and APTN) Staffing 2002-2003

Organization	Number of Full Time Staff	
	Total	Aboriginal No. & %
Aboriginal Multi Media Society of Alberta	14	14 (100%)
Inuit Broadcasting Corporation	36	33 (91.6%)
Inuvialuit Communications Society	8	8 (100%)
James Bay Cree Communications Society	7	7 (100%)
Missinipi Broadcasting Corporation	26	18 (69.2%)
Native Communications Incorporated	17	11 (64.7%)
Native Communications Society of the Northwest Territories	10	9 (90.0%)
Northern Native Broadcasting, Terrace	11	7 (63.6%)
Northern Native Broadcasting, Yukon	27	18 (66.7%)
OKalaKatiget Society	13	12 (92.3%)
Societe de communications Atikamekw-Montagnais	11	10 (90.9%)
Taqramiut Nipingat Incorporated	25	23 (92.0%)
Wawatay Native Communications	26	23 (88.5%)
Total NNBP	231	193 (83.5%)
APTN	84	60 (72.0%)
Grand TOTAL	315	253 (80.3%)

Source: NNBP Organizations and APTN.

Note: TNI has seven of its positions to be filled & the above assumes these will be Aboriginal.

Other forms of capacity have also developed through the NNBP:

- Thirteen northern regions now have a broadcast production and distribution infrastructure for radio and/or television;
- Many societies have helped to develop other communications services for their regions – e.g. Internet access, support for local radio, cable, print media, etc.;
- Technical capacity has been created through training and the experience of managing production and distribution systems;
- The broadcasters contribute to economic development and tourism, and provide significant opportunities for Aboriginal artists, musicians, performers, writers and producers;
- Through their interactions with each other, the broadcast industry and government, a substantial network of shared knowledge and resources has been created.

Boards of directors are comprised of members from the Aboriginal population of the region being served, and APTN's Board is made up of member



representatives and directors at large. Participation on these boards contributes to the number of Aboriginal people familiar with broadcasting policy and the business aspects of broadcasting and provide input on community concerns.

Training

In a field where technology is constantly evolving and staff turnover is inevitable, training is a critical ongoing requirement for the NNBAP societies. APTN has also identified a critical shortage of trained Aboriginal broadcast personnel. Skills need to be upgraded and new recruits must be trained each year. As staff members progress into management positions, they require opportunities for professional development. In addition there is an ongoing need for Board member training.

Regional broadcasters may only need to train one or two people per year in specific areas, such as journalism, management, technical skills, etc. They generally do not have access to local institutions that can address this need. As a result they must either organize training programs themselves (which requires capacity within the organization that many do not have), or they must look elsewhere, to colleges or other institutions. Specialized training programs for Aboriginal broadcasters are often only available at limited locations and at specific times.

It was anticipated that training funds would come from other sources than NNBAP, in particular the Canada Employment and Immigration Commission (originally) and now HRDC. Yet many of the broadcasters state that they have insufficient funds for training, and that what they are able to provide is inadequate to meet their needs. Four of the 13 societies had provided no formal training to staff within the past two years. Nine provided in-house training, eight had provided on-the-job seminars or workshops, and seven had used an institution. Six of the groups had provided training to managers and seven to production and technical staff. Only two had provided training to Board members (average 2.67 days).

The table below summarizes the training provided by the nine societies. On average 4.82 people were trained for 24.96 days in the past two years. This confirms the relatively small numbers of people being trained, and the range of training subjects being covered by the societies.



Table 9: Summary of Training Provided Within Past Two Years (nine Organizations Provided Training)

	Average Number of Trainees	Average Length of Training (in Days)
Board Members	1.17	2.67
Managers	2.00	5.17
Producers	3.14	29.20
Journalists	2.43	45.67
Technical Staff	4.89	8.67
Administration Staff	.50	3.50
Community Volunteers	7.83	30.00
Others (e.g. student work experience)	7.33	49.50
Overall Average	4.82	24.96

Source: NNBAP Organizations.

Most of the training was funded internally or through HRDC training funding for Aboriginal peoples, as well as from a variety of other sources. Institutions such as Capilano College have provided formal training programs for Aboriginal broadcasters, but there is a continuing need for additional training for the NNBAP society staff and in order to meet employment requirements at APTN. Highest priority training needs identified by the broadcasters included administration and management, production, equipment, and technology.

Participation & Access

The Northern Broadcast Policy emphasized access to distribution systems as well as participation by northern native peoples in policy making and other decisions that affected broadcasting in their regions. These goals have been met:

- The extension of distribution networks has extended access to all northern communities, much of this independent from other broadcasters' distribution systems;
- Relationships with TVO, CBC and Cancom began largely as a result of NNBAP and there is still sharing of distribution systems in some of the 13 regions;
- News, public affairs and other programming gives Aboriginal people access to information and to express their points of view on issues;



- Northern broadcasters have taken part in many opportunities to provide input into policies and decisions affecting them, including participation in CRTC hearings, appearing before Parliamentary committees, the Royal Commission on Aboriginal Peoples, and the review of the Broadcasting Act;
- Many northern broadcasters have been instrumental in supporting the extension of new technologies, such as the Internet, in their regions. This has helped extend access to new technologies in the north.

Aboriginal communities also participate in decision making by expressing their interest through:

- Audience surveys;
- Phone-in shows;
- Public and annual meetings; and
- Participation in CRTC or other public hearings.

Legislation & policy development

Northern broadcasters have been regularly involved in the development of policy:

- They were consulted extensively on the development of the CRTC's Native Broadcasting Policy. Their efforts contributed to the inclusion of Aboriginal broadcasting in the Broadcast Act;
- Broadcasters have made presentations to bodies developing government policy (e.g. Standing Committee on Communications & Culture, Standing Committee on Heritage, CRTC, RCAP etc.);
- They are often able at that level to influence provincial and territorial policy in support of Aboriginal broadcasting, language and culture; and
- They have contributed to a general awareness of Aboriginal issues among the public and politicians, contributing for example to little opposition to the CRTC ensuring mandatory carriage for APTN on cable services.

5.2.2 To what extent has NDP been successful in achieving its objective of being the vehicle to distribute Aboriginal television programming?

As the original NNBP did not provide for the distribution of programs, Aboriginal broadcasters in each region had to negotiate a variety of arrangements with CBC, TVO, cable operators, and local community FM radio. This led to some



problems such as poor scheduling, limited hours and frequent cancellations. To assist with this area, the NNBAP established the Distribution Fund of up to \$900,000 per year to which the NNBAP groups could apply to resolve distribution blockages, mainly for radio. Television producers, however, still lacked an effective means of distribution.

In response to this need the Minister of Communications committed \$10 million in 1988 to the creation of Television Northern Canada, under the Northern Distribution Program. In 1991, TVNC was launched to provide 96 northern communities with the ability to receive programming produced by broadcasters funded by the NNBAP and NDP sustained TVNC for ten years until APTN was created.

The support of the NDP therefore directly led to the creation of APTN and has contributed to the creation of a national audience and prime time exposure for Aboriginal programming. This includes 31.5 hours per week in Aboriginal languages and 1200 hours per year of original first-run Aboriginal programming.

APTN receives \$2.1million per year from the NDP to lease, operate and maintain the satellite channel by which Aboriginal television productions are broadcast over the air in 96 northern and remote communities. These are in Yukon, Northwest Territories, Nunavut, Nunavik and Labrador. This ensures that all Northerners have access to Aboriginal language programming and provides an enhanced level of Aboriginal language programming to northern viewers.

Without NDP funding to APTN, there would be no alternative for distributing NNBAP programs to the far north. Some communities have dismantled northern cable systems in favor of DTH services such as ExpressVu or Star Choice received via dishes; however these do not carry the APTN northern feed with programming directed to northern residents.

NDP does not fund distribution outside the north, and APTN has been unable to provide service to much of the large Aboriginal population living on reserve. This represents roughly a third of Canada's Aboriginal population. It is estimated that fewer than half of Canada's reserves⁴¹ have access to cable television. In most cases the relatively low population density, remoteness, wide dispersal of housing units and substandard employment and income levels mean that operation of a cable system is not a viable business venture.

Despite the progress made with the support of NDP to maintain reception of APTN programming in the north there are serious problems. Eleven of the 96 sites are currently off air and more are likely to follow. Of these, six require a new satellite dish.

⁴¹ Indian and Northern Affairs Canada, Basic Departmental Data, 1997



A number of circumstances make it difficult for APTN to ensure that all sites stay on the air:

- The cost of maintenance is several hundred thousand dollars per year higher than the NDP budget for this purpose;
- 31 sites are in non-secure locations and as a result many are subject to repeat vandalism, dust and poor ventilation;
- there is no capital replacement cost for 10 year old equipment which is deteriorating and starting to fail;
- there is no provision for cost increases, although CBC (which is contracted to maintain 31 existing plus 11 proposed sites) increased its charges by 40% in the past year and the Government of the Northwest Territories stopped maintaining smaller sites some years ago; and
- high power costs (50 cents to \$1.50 per kilowatt hour, compared to 4.3 cents in Ontario) has resulted in some sites being disconnected by the community.

In summary, while NDP has contributed greatly to the success of establishing and maintaining distribution systems for Aboriginal programming, this system has now begun to fail due to the high cost of maintaining and replacing deteriorating equipment.

5.2.3 To what extent are Aboriginal broadcasters able to meet emerging Aboriginal demands for radio and television in the North?

Aboriginal audiences have asked for more local and relevant radio and television programming over the years, and audience research has consistently demonstrated that they do watch or listen to Aboriginal programming where it is available.

Measuring the extent of the demand and audience response has been hampered by a lack of current data. Standard broadcast industry measurements such as those conducted by the Bureau of Broadcast Measurement (BBM) and Nielsen Media Research do not provide data on audiences north of 60. When the NNBAP was established, and for several years thereafter, the societies were required to conduct regular audience surveys. The cost of these was shared between the NNBAP and the societies. As a result, regular data was provided on audience interests and their response to programming. Now, some societies have not been able to conduct a formal survey for ten years, and few can afford to do so on a regular basis.



As the number of outside television channels available in the north has increased, the relative proportion of local Aboriginal programming has decreased. In some communities there is a perception that there has been a reduction in local programming since APTN began, relative to its predecessor, TVNC. Some Inuit communities feel that APTN is too First Nations oriented, or does not show as much Inuktitut programming as TVNC used to do. This may be because there are fewer repeats and APTN tries to program its peak viewing time for a national and predominantly southern audience.

Six societies are not funded by NNBP for television production and there is a significant demand in these regions for locally produced television programming. Radio has been better able to respond since many Aboriginal networks have a 24-hour service or for a significant portion of the programming day.

Several societies would like to be able to offer more programming, and programming for particular audience segments, such as young people or women or of a particular type such as drama or animation, documentaries and traditional teachings. Some have identified a need to do more “live” broadcasts from communities. The advent of new technologies such as digital broadcasting and HDTV will require new equipment, which is costly.

There has also been consistent demand for Aboriginal programming services outside the original NNBP regions, leading many provincial radio broadcasters to extend their signal throughout their provinces. Many reserves do not yet receive APTN but would like to.

Only three of the broadcasters provided a recent audience survey (Missinipi - 1998, NCI - 2000, and APTN - 2002). TNI plans a survey for spring 2003. Much of the feedback to the societies takes place by word of mouth, and through phone-in shows, letters, telephone calls (including via toll-free numbers), response to web-sites and input to Board members or at community or annual general meetings.

Surveys from the early years of the NNBP showed consistently positive response to Aboriginal broadcasting and viewership was high. The two recent surveys by Missinipi and NCI also demonstrate strong interest and support.

Missinipi Broadcasting Corporation 1998 Audience Survey Results⁴².

- 87.83% listened at least once a week and 61.06% listened every day;
- 62.69% listened more than an hour a day; and
- over 99% rated the quality of programs as excellent (33.52%) or good (65.82%).

⁴² Associated Counselling Network, *Missinipi Broadcasting Corporation 1998 Audience Survey*, November 23, 1998, Regina, Saskatchewan.



NCI: Listener Survey, July-August 2000 (over 400 individuals telephoned)

- Most listening is done by people in the north (60%); the least listening is done by people in the south (31%);
- 62% in the North listen to NCI, 20% to local Aboriginal community radio, and 4% to CBC; in the South 42% listen to NCI, 2% to local Aboriginal radio, 2% to CBC. Competition is a large factor in the south.
- The survey found that “most Aboriginal people surveyed will listen to a Native language program even if it isn’t their own language”.

APTN commissioned a set of 250 focus group interviews in 2002⁴³ to provide insight into the perception of APTN on a consumer level and to measure awareness. The research found that, as noted earlier, “although several concerns were voiced, it was clear that there is a loyal and committed audience”⁴⁴. Among other findings:

- “The response from the groups in the South was that this was a northern service with very little reflection of their culture or way of life. From the Northern groups, it was felt that TVNC (the APTN predecessor) had more relevance because the focus was strictly the north.”⁴⁵
- “One of the key interests was in using the medium to reinforce and perpetuate Aboriginal heritage. ..In the north there was a concern that trying to serve a non-Aboriginal audience would detract from providing unique programming of particular interest to First Nations, Inuit and Métis audiences”.⁴⁶
- “Both Aboriginal and general population viewers agree that the APTN programming is sub-par and lacking compared to other television programming.”⁴⁷

All three studies found that Aboriginal people generally respond favorably to the programs produced by and for them, and do watch or listen to these, although they may have specific concerns

⁴³ Strategic Inc. Focus Group Report, *APTN: Brand Equity Measure Programming and Promotional Test*, March 7, 2002

⁴⁴ Ibid. p. 8.

⁴⁵ Ibid. p. 5.

⁴⁶ Ibid., p. 7.

⁴⁷ Ibid., p. 41.



5.2.4 *What unintended consequences (both positive and negative) have occurred as a result of the Programs?*

Few people involved at the beginning may have foreseen the tremendous evolution from thirteen individual regional broadcasters just starting production to a northern and now national Aboriginal television network. Some unintended consequences are listed below.

Positive

- The NNBP and NDP have helped to foster Aboriginal talent development and to create Aboriginal stars (musicians, performers, broadcasters and producers) and leaders in a variety of fields; the awarding of a *Palme d'Or* in Cannes for *Atanarjuat* is an example of talent originally fostered through program support;
- The development of TVNC and growth of APTN have helped to create a hub around which other broadcasters revolve (an Aboriginal broadcasting industry); and the creation of the NNBP societies has helped to strengthen local community radio in many regions;
- An extensive and growing non-Aboriginal audience is interested in watching or listening to Aboriginal programming, according to informal feedback received by the broadcasters; there is enhanced awareness of Aboriginal languages, culture and issues among the wider Canadian public;
- Public affairs, news and interactive programming have helped to make Aboriginal entities and political leaders more accountable to their constituents;
- The growth of other revenue sources for some broadcasters able to take advantage of opportunities in their region has been significant;
- NNBP societies have helped to introduce other new technologies including the Internet, videoconferencing, and web-based broadcasting to their regions;
- The broadcasters have enabled other government programs and departments to promote their services to Aboriginal audiences, for example through sponsored health programming, electoral p.s.a.'s, and public information about employment programs and due to cutbacks by CBC and others, NNBP broadcasters in some areas such as Quebec and Labrador are the only ones to carry p.s.a.'s, weather and other essential information;
- Broadcasters state that they have contributed to economic development and enhanced tourism in their regions – that tourists have been attracted by programs they have seen and tour boats carry tapes to show visitors;
- Many broadcasters have developed International linkages, for example SOCAM works with South American broadcasters, IBC has trained a Thai



broadcaster and participated in international television festivals, and APTN has the U.S. rights to broadcast the next World Indigenous Games.

Negative

- Significant regional disparities have evolved. Some regions produce television and can participate in APTN while others do not, and some have opportunities to significantly enhance their revenues through other activities, while opportunities are limited for others:
- A large stock of valuable historical and linguistic audio and visual material has been created by the broadcasters; however this has not been followed by any systematic storage, cataloguing and archiving process, which puts this in danger (e.g. a fire at TNI's Salluit studio in the early 1990's destroyed virtually the entire collection; and audio and video tapes degrade over time unless properly archived).
- APTN provides a national audience used to relatively high quality and expensive programming; as a result some Aboriginal programming may appear to be less polished; APTN technical quality standards have meant that some NNBP organizations have had programming rejected (on the other hand, this has helped to improve production quality).

5.2.5. Constraints on success – discussion of financial issues

NNBP and NDP funding have remained constant for several years while costs have increased. This fiscal restraint has also affected other public broadcasters, including the CBC. Some societies have been successful at generating considerable other revenues while others have not. Six of the thirteen have been unable to develop into television as originally intended. Many NNBP organizations are unable to upgrade and replace outdated equipment - yet this is absolutely essential to maintain production. They state that they are struggling to provide training and cannot match salaries and benefits of comparable employers in their regions and this affects staff turnover. Some, such as OKalaKatiget and JBCCS, operate from substandard buildings. APTN is finding it difficult to keep all 96 northern sites on air as intended through NDP.

NNBP Funding

The table below shows the percentage decrease in NNBP funding from the peak year (1988-89) to the current fiscal year (funding has stayed stable at the current level since 1997-8).



Table 10: Change in NNBAP Funding 1988/89 to 2002-2003

Year	Total Program Funding
1988-1989	\$13,294,000
2002-2003	\$7,949,800
Change (Dollars)	(\$5,344,200)
Change (Per Cent)	(40.2%)

Source: Department of Canadian Heritage.

In terms of purchasing power, the current level of NNBAP funding, adjusted for inflation, has actually declined by more than 55 per cent since 1988-89. Employment at the societies has also declined, and many find it difficult to retain staff and maintain production levels with fewer resources and ageing and outdated equipment.

While the NNBAP proportion of overall funding is decreasing, for most of the organizations it still represents a significant proportion of revenues. Many would be unable to continue operating without this funding. For the majority of the groups, NNBAP represents 45% or more of their funding base, and for three organizations it represents two thirds or more.

Equipment

The equipment situation is such that many societies verge on being unable to continue production. They find it difficult to foresee how they will be able to finance the conversion to digital, let alone maintain and replace their existing decaying hardware.

A detailed engineering study commissioned by PCH in 2000 assessed the requirements and cost of replacing and upgrading equipment for NNBAP societies. This is summarized in the table below.



Table 11: NNBAP Equipment Replacement and Upgrading Costs

	Cost		
	Capital/One-time	Ongoing	Total
Replacement & Upgrading			
Studio equipment replacement (13 societies)	\$4,581,363		\$4,581,363
Distribution equipment replacement (9 societies)	\$1,410,760		\$1,410,760
Technical staff (1)		\$755,000	\$755,000
Maintenance parts and travel (1)		\$945,000	\$945,000
Subtotal	\$5,992,123	\$1,700,000	\$7,692,123
Expansion into Television of 6 NBAP Radio Groups			
Phase 1 – Equipment, staff, training, maintenance & operations	\$3,295,000		\$3,295,000
Phase 2 – TV development and business planning	\$600,000		\$600,000
Phase 3 – Implementation of TV Development (2)	\$3,642,000	\$2,820,000	\$6,462,000
Subtotal	\$7,537,000	\$2,820,000	\$10,357,000
GRAND TOTAL	\$13,529,123	\$4,520,000	\$18,049,123

Source: Report to PCH by Alex MacGregor, June 2000. Costs are still deemed by the author to be relatively current.

Notes:

1. Technical staff, maintenance and travel (total \$1,700,000) are ongoing costs.
2. Phase 3 includes \$3,632,000 capital and \$2,820,000 for ongoing staffing, maintenance, operation and training.

Unless an urgent solution is found to this outstanding issue, the considerable investment in Aboriginal broadcasting over the past 20 years may be at risk, as societies can no longer produce programming.

Training

Although training is an ongoing need, it is not funded directly by either NNBAP or NDP, but from other sources such as HRDC’s Aboriginal Human Resources Development Strategy (AHRDS). As noted, four societies reported having provided no training at all in the past two years. Access to additional funding and resources (trainers, training programs) is required.



NDP Funding

NDP funding has also declined, stabilizing at the current level since 1998-89, as shown in the table below.

Table 12: Change in NDP Funding 1996-97 to 2002-03

Year	Total Program Funding
1996-1997	\$3,100,000
2002-2003	\$2,100,000
Change	(32.2%)

Source: Department of Canadian Heritage.

Today, eleven of 96 northern sites are off air. Unless additional revenues are found, APTN cannot afford to bring back these sites, to follow rapidly increasing costs of maintenance and repairs for all sites, or to relocate equipment to more secure locations. A capital replacement program for ten-year-old equipment in these 96 northern communities is also required. The current budget does not allow for systematic replacement of ageing equipment.

APTN points out that the cost to distribute television signals in the north cannot be made up from subscriber revenues as in the south. Due to the small northern population, APTN estimates revenues at \$.15 per subscriber would only bring in \$62,332 per year, far below the amount required to maintain these sites. Without NDP, APTN would have to divert funds from program licensing, production and acquisitions.

The table below shows the current cost of maintaining the 96 northern sites.



Table 13: APTN Transmitter Maintenance Budget 2002-2003

	Cost Including Tax
Maintenance Contracts	
- transmitter maintenance	
- reinstallation & maintenance of 10-11 sites	\$699,058
- emergency repairs	
Equipment Maintenance	
Iqaluit, Whitehorse, Yellowknife	\$30,000
Uplink Services	\$20,700
Transponder (Cancom)	\$1,620,000
Travel	
- Whitehorse & Iqaluit Uplink Maintenance	\$10,000
Facilities Rent & Electrical Power	\$175,540
Salaries & Benefits	\$115,000
Insurance	\$30,131
TOTAL	\$2,700,430
NDP Funding	\$2,100,000
Shortfall	\$600,430

Source: APTN.

As the above figures shows, there is a current shortfall of \$600,000 per year between the actual cost of maintaining the 96 sites and the NDP funding contribution.

The table below shows the recommended level of funding required to maintain the sites, to provide for an annual capital replacement program and for administration, as estimated by APTN.

Table 14: APTN Annual Transmitter Maintenance Requirement as Recommended by APTN

	Cost Including Tax
2002-03 Maintenance as per above budget	\$2,700,430
Capital Replacement Cost (5% per year of original capital cost of \$2,400,000)	\$120,000
Administration Costs (10%)	\$270,000
TOTAL Requirement	\$3,090,430
NDP Funding	\$2,100,000
Additional Annual Amount Required	\$990,430

Source: APTN.

In summary, unless additional revenues can be found for some of these critical areas, the continued successes of the two programs may be at risk. While the broadcasters themselves have been extremely resourceful at working efficiently and finding new sources of revenues, for many these are not keeping pace with the need. The results are uneven service, limitations on production quantity and



quality, the risk of having to cease operations, and failure to maintain existing northern distribution systems.

5.3 Cost Effectiveness

5.3.1 Are the most appropriate and efficient means being used to achieve outcomes, relative to alternative design and delivery approaches?

The administration cost for the programs at the PCH level is relatively low since only one staff member administers each program (in addition to responsibilities for other programs). No program funds are budgeted for these positions, nor for other administration-related costs such as extensive travel, conferences etc.

Program delivery is lean and efficient. Most NNBP funded organizations would like an opportunity for more interaction, for example at annual meetings of the broadcasters, PCH and other stakeholders. The most recent such meeting was in November 2002; prior to that no national meetings had been held for several years. These can also provide an opportunity to exchange ideas on revenue generation, for professional development and to make recommendations on program issues.

Several societies would like to see more capacity at the PCH office to assist with liaison among government departments, to participate in regular (annual) meetings among the societies and to enable periodic visits to the organizations from program officials so they are informed about the conditions in which they operate.

The broadcast organizations themselves are also operating in an extremely cost effective and efficient manner:

- NNBP funding has declined and purchasing power has been eroded over the years due to the effects of inflation, yet the societies continue to function and to increase production;
- The NNBP portion of revenues continues to decline (and is currently less than 50% of total funding for NNBP broadcasters), and this ratio continues to improve as revenues from other sources are generated by the broadcasters;



- Operating efficiency has continually improved - since 1984-85 staffing has declined by more than 30% while original radio production increased by 1,077% and original television production increased by 188% (although not all of this is due to program funding, this has been a significant contributor);
- Program quality has improved due to APTN requirements but is limited by budgets, poor equipment, and reduced staff;
- The societies believe they are managing efficiently and that they use every dollar to its full potential.

In order to continue to achieve desired outcomes and protect the considerable investment in Aboriginal broadcasting over the past twenty years, both NNBP and NDP must be strengthened financially. This may be the result of additional program funding as requested by the broadcasters or from some other innovative sources still to be determined.

5.4 Design and Delivery

5.4.1 Are the NNBP and NDP design and delivery features consistent with the stated objectives?

The design and delivery features are consistent with the objectives of the NNBP and NDP.

The NNBP objectives are:

- To contribute to the protection and enhancement of Native languages and cultures in the north; and
- To facilitate the participation of northern Native peoples in activities and development related to the north.

Continuing to provide direct support to Aboriginal broadcasters through the current delivery system is the most effective means of ensuring significant access to radio and television for Aboriginal languages and culture in the north. Access to their own media also ensures that the northern Aboriginal population will remain informed, will have opportunities to participate in events that affect them, and that knowledge and understanding of their perspective will be carried to the wider audiences who influence decision making throughout the country.



The objective of the Northern Distribution Program is to support Aboriginal languages and relevant television programming by ensuring that Aboriginal television productions are broadcast over the air in 96 northern and remote communities. This is done by providing funding to APTN to lease, operate and maintain the satellite channel by which this happens.

As the successor to TVNC, APTN has the most experience and expertise to provide this service. This is done through a variety of means including contracting some of the site maintenance to CBC a private company, and one of the NNBAP societies, and leasing transponder space from Cancom. APTN is willing to continue to provide this service, however its ability to do this effectively is limited because the cost greatly exceeds the amount of funding provided through NDP.

In summary, the program objectives for NNBAP and NDP are being met through the present design and delivery system. There is a significant danger however that the production and distribution problems being increasingly experienced by the societies and NNBAP will limit future attainment of these objectives. This has already begun with NDP, as 11 of 96 sites are off air.

5.4.2. How effectively have the NNBAP and NDP been administered by the Department of Canadian Heritage? How can the program be delivered more successfully?

The staffing and activity level for program administration has declined considerably from the early years. At that time a staff of six full time people administered the NNBAP and a national liaison committee of representatives from various government departments met regularly. Regional liaison committees established for each of the thirteen organizations met several times per year in the regions, and there was at least one national annual consultation meeting involving NNBAP officials and all of the broadcasters.

As TVNC was created and funded by the NDP, close links between program officials and the network were also maintained. TVNC was a northern distribution network made up largely of NNBAP societies as well as representatives of two territorial governments and the Kativik School Board. Because of this, there was considerable overlap between the national and regional liaison committee membership and TVNC, which also provided an extended support system to the network.

PCH officials point out that this more elaborate support structure was helpful in the beginning as the societies were being established and developing, but as



they matured and gained experience, this level of administrative infrastructure became less necessary. Currently only one program officer is assigned to each program. The liaison committees no longer exist and travel and consultation meetings have been curtailed. Fiscal restraint was a considerable factor in reducing administration and related expenses.

Specific issues and suggestions for improving program delivery include:

- There is only one program officer to administer 13 NNBAP organizations and many societies feel this is not sufficient. Many also suggested that the Department sponsor annual meetings of the thirteen societies and APTN.
- The Department can play a role in keeping the societies apprised of changes in federal communication policy and update them on the new government initiatives affecting them. The department should also play a bigger role in creating linkages to government-wide initiatives. It was also suggested by most members that PCH staff should visit the regions to stay informed and to help them promote the societies and their capabilities, including services that can be provided to the federal government, to other departments.
- The annual funding cycle has been a concern with the NNBAP members particularly with respect to the first quarter payment, which arrives late. This directly affects programming since most societies undertake production in the first part of the calendar year in order to meet their fall schedule. Monthly payments involve additional administration by the broadcasters.

There were no specific suggestions regarding NDP administration, which seems to work satisfactorily.

5.4.3. Do all eligible communities have access to Aboriginal Broadcasting?

“Eligible communities” is taken to refer to those north of the Hamelin Line. Programs are accessible in all eligible NNBAP communities except among the eleven sites that are off the air. These include Arctic Bay, Nanisivik, Rae Lakes, Tsiigehtichic (Arctic Red River), Wrigley, Akulivik, Aupaluk, Ivujivik, Kangiqsuaq (Wakeham Bay), Kangirsuk, and Quaqtaq.

Some societies are responding to interest from audiences beyond their original coverage area. Audiences are beginning to request programming from broadcasters in neighbouring provinces and there is a move to extend



broadcasting distribution south of the Hamelin Line and to urban areas. According to Statistics Canada, at least fifty percent of the Aboriginal population is now located in these areas. In Alberta and Manitoba, radio programming produced by the societies is now available throughout the entire province. This extension has been led by audience demand and also by the need to generate revenues. Larger audiences enable the societies to increase income from advertising, sponsorships and radio bingos, to supplement NNBAP funding.

Among many of the radio broadcasters there has long been interest in creating a national radio network building on the previous investment and development of capacity and infrastructure for regional services. They do have concerns about funding being provided to the proposed national Aboriginal Voices network, and would like more information on how this will affect them.

The great danger is that due to failing and obsolete equipment. The erosion of service in the 96 northern communities may lead to others being off air. There is a grave concern by many of the societies, as well as program administration, that the equipment crisis may interrupt production. Obviously this would also have a severe negative impact on the ability of eligible communities to access Aboriginal broadcasting.

5.4.4. To what extent and in what ways has the Aboriginal Peoples Television Network impacted on NNBAP?

Although it has its roots directly in northern broadcasting and TVNC, APTN is a new national network with a national mandate. Yet it also carries programming produced by NNBAP societies, of whom nine sit on its board. APTN maintains a separate schedule for programming relevant to the north, in addition to its national schedule.

APTN provides some income to the societies in the form of license fees for programs it airs. According to APTN, funding for NNBAP member programming totalled \$1.37 million for the fiscal year ending Aug. 31, 2002. This was up from \$816,000 the previous fiscal year. An additional \$300,000 or so is paid to members and member subsidiary companies for other licenses related to submissions to Telefilm's Aboriginal envelope.

NNBAP members have pushed the network to increase license fees to offset the higher costs of production in the north and for the costs of versioning from Aboriginal languages to English and French. The network states that license fees standard to Southern producers are \$6000 per half hour (24 minute) episode. These require a "treatment document" and a comprehensive "bible". APTN standard acquisitions do not require either of these, and are purchased at \$1,500



per half hour (24 minutes) of programming. The standard agreement allows for four plays over two years. Comparatively, member programming is acquired at a cost of \$4,000 per half hour and this allows for two plays over one year. In the 2001-02 fiscal year the APTN Board passed the first increase in license fees for NNBP societies since launch. As many programs still remain without versioning, the network expects continued pressure to raise its contribution.

The current APTN policy is to broadcast all NNBP programs, regardless of the strategic direction of the network or desired target market. The only member programming not aired is when delivery is late or technical quality is not up to standard. APTN is concerned that, as radio-only NNBP members develop into television production, and current member programming increases, the network's costs could rise proportionately.

As APTN evolves, there will likely be ongoing debate between the NNBP society representatives and other Board members over the future direction of the network. The NNBP societies have a primary mandate to serve northern audiences, while APTN serves a national audience that includes the north. There may be a tendency to focus more on the national audience, and on revenue generation to ensure less dependency on government funding, and these two factors may create issues with the broadcasters mandated to serve the north. As noted in a recent study for APTN:

“What is APTN?...As a cultural vehicle, APTN will continue to faithfully serve the Aboriginal communities, but will never be able to produce substantial advertising revenues...However, if APTN focuses on improving and marketing its product as business would, it can generate revenue as well as informing, entertaining and delighting all Canadians. APTN can become less dependant on government monies and become profitable, thus increasing its ability to invest more in quality programming.”⁴⁸

Among the other impacts of APTN have been:

- APTN provides NNBP members with the opportunity to broadcast programming at a national level while retaining their regional perspective and flavour; this has helped to give national prominence to northern, as well as southern Aboriginal peoples' culture, languages and entities.
- APTN has increased recognition of Aboriginal producers in Canada and enhanced their participation in the general media.
- APTN has been a catalyst to increase program production, technical quality and capabilities. For example, the NNBP societies now have to include “closed captioning for the hearing impaired” in order to meet

⁴⁸ Strategic Inc. Focus Group Report, op. cit., p. 41



national broadcast standards. On the other hand, the new standards translate into higher production costs that impact the societies significantly.

- APTN has significantly increased the potential audience size and distribution area for NNBP members and created a much larger market in the south. More southern exposure for the north has helped increase the sales of tapes and requests for printed material. Some NNBP members report that they believe that this is leading to an increase in use of their resources by Aboriginal and non-Aboriginal schools.
- Some NNBP members reported that increased exposure and enhanced profile in the south through APTN has allowed them to obtain greater advertising and sponsorship revenue. Others believe that advertising on APTN reduces the time available for programming. Some of the societies were concerned that the contract they sign with APTN prohibits them from generating advertising revenue (APTN license fee paid to the producers help to offset this).
- Another impact from APTN mentioned by societies was greater audience response. APTN is an important part of their audience's viewing interest, and its other programming is complementary to their own. The APTN program *Bingo and a Movie* was given as a popular example that draws a significant number of regional viewers. Some Inuit viewers wonder why First Nations programming dominates coverage (and in some First Nations communities viewers wonder why there are so many Inuit on their channel).

Given the increasing amount of funding flowing from APTN to the NNBP television producers through license fees, the continuing extension of APTN's subscriber base revenue and advertising and sponsorship income will provide additional funding to them. This will be subject to the rates negotiated between them and the amount of their programming broadcast by APTN.

5.4.5. How effective are the working relationships between the Aboriginal broadcasters, the Department of Canadian Heritage and the APTN?

The working relationships between the NNBP societies, APTN and PCH are reported by all involved to be excellent at the level of individual program personnel. APTN stated that it enjoys a good relationship with PCH, and that the NDP is a relatively simple program of paying for a defined set of activities. All NNBP members reported that they are quite satisfied with the program officer, who is dedication to this file and their concerns. Communications are good and



meetings are productive, but infrequent. Because only one person is assigned to deal with 13 members with diverse needs, typically the only contact is when problems occur or when the groups are being told about a change in reporting requirements. Societies would like more staff to be assigned at the national level to improve communications.

At a higher level, the working relationships with PCH management and administration were described by NNBP groups as only “fair”. The opinion of NNBP members is that PCH neglects the program and has made very little effort to promote or enhance its profile. Members feel that this lack of attention is detrimental to its continued existence. They cite the lack of action as a result of previous comprehensive studies or evaluations as proof that the program is not a high priority within the department. PCH staff also expressed concern that the initial program plan has been subject to erosion and attrition and funding has not kept up to inflation. Thus the spirit of the program has not been maintained.

Members would like the department to be more responsive and to play a larger role in the emergence of an Aboriginal broadcasting industry and a national broadcast network.

Several ways by which the Department can improve relations include:

- increasing the liaison function and time allocated to dealing with NNBP;
- playing a much bigger role in actively supporting and promoting NNBP, especially in linking the program to other government initiatives; and
- assisting in identifying resources to address the needs that have been reported.

Members also suggested that national staff spend time in the regions so that the needs of the production process and operations are better understood.

Some societies suggested that the three-way flow of information between NNBP, APTN and Canadian Heritage needs to be improved as well. There is a feeling that APTN has to communicate more with NNBP members and keep them informed about new developments, possible projects for collaboration and co-production; and raise the degree of participation from NNBP members. They want the partners to take a team-like approach in developing the platform for addressing future federal communications policy.

5.4.6. *Is the reporting level appropriate to meet accountability requirements?*

Administration and reporting for the programs is relatively straightforward. The broadcasters submit annual funding requests to the programs, which include a



budget and cash flow. NNBAP funds are disbursed based on the cash flow, with a first quarterly payment and monthly payments thereafter. NDP is disbursed through quarterly payments. The recipients provide quarterly financial statements and for both programs annual activity and financial reports are provided to PCH.

There is general satisfaction that PCH reporting requirements are adequate. A few indicated that they did not understand the purpose of particular reporting requirements, and some felt they already report annually to their membership in sufficient detail.

Another accountability and performance measure is audience research. Formal audience surveys have been limited in recent years due to the cost and effort to conduct these. There have been suggestions that the societies and APTN could collaborate on such research in the north, where other broadcast measurement organizations do not carry out comprehensive audience research. The availability of current audience data would also assist the broadcasters to respond to audience interest and needs, as well as to help determine on an ongoing basis how successful they are at meeting their objectives, and the reach and impacts of their programming.

5.5 Program Alternatives/Lessons Learned

5.5.1 Can an equitable funding formula for NNBAP be developed taking into account the ability of Aboriginal broadcast organizations to generate additional revenues?

The original NNBAP funding formula has been largely abandoned. In recent years funding has continued at the same level each year. When earlier fiscal restraint imposed reductions, these were applied as an equal percentage basis for all the societies regardless of other factors. PCH and the broadcasters have discussed funding formulas many times over the years without any clear consensus on what these should be.

On the other hand, the NNBAP societies do believe that with a proper process, and preliminary research to provide documentation of some of the variables involved, an equitable formula can be developed. While some groups generate considerable additional revenue, this is allocated to growing their production, services and businesses. Many suggested that any new formula should not penalize them for showing leadership in this regard, as they are contributing to



the further establishment of a national infrastructure that requires significant investment.

With this in mind there is general agreement that any such formula should take into account such factors as:

- size of population base;
- remoteness;
- number of communities and languages;
- cost of living variations; and
- opportunities for revenue generation.

A conference of NNBP members and PCH, supported by some preliminary consultation, research and analysis, could be held specifically for this purpose. Prior background research could include developing an estimate of the baseline production cost for radio and television programs, and options for assigning cost variables for remoteness, population size, number of communities or other factors.

The above assumes an increase in funding for the program. Without an increase, the societies are not willing to reallocate existing funds since that would mean taking from some to give to others. In the absence of an increase, they feel there is little point debating revisions to the current funding formula.

5.5.2 Is there alternative ways for the NNBP and NDP to be designed and delivered?

Virtually all of the broadcasters are satisfied with the current design and delivery, subject to the many specific suggestions addressed in earlier sections. Aside from APTN, which does not include all NNBP groups as members, there is no national organization linking the societies, and no existing infrastructure that could take over administration of the programs. Creating such an infrastructure only for that purpose would almost certainly be more costly than the current way the program is administered.

Within this context, and keeping in mind that NNBP funds invested are leveraging increasing amounts of revenues for the broadcasters from other sources, some alternative approaches to program delivery might include:

- Investing in ways to assist the broadcasters to develop and share tools for revenue generation and to strengthen linkages among the broadcasters, PCH, other federal departments and the private sector. This might include an annual conference attended by the broadcasters and a number of



- federal departments, additional staff or contract personnel at PCH to assist with this area; and continuing support for extension of APTN to reserves and other areas in order to help increase funding available for NNBAP license fees;
- Entering into multiyear funding agreements with the broadcasters in order to enable them to plan for longer-term production projects, upgrades and capital replacement of equipment, to reduce administration and to ensure faster rollout of initial payments each fiscal year; and
 - Reviewing the funding formula with the broadcasters so that funds are allocated where they are most needed, according to agreed-to principles, without unduly penalizing those who are successful at generating additional income.

5.6 Summary of Key Issues and Challenges for Aboriginal Broadcasters

- **Funding.** NNBAP funded groups have consistently identified revenue levels as their most significant challenge since the creation of the NNBAP. Three major studies of the program have noted the inadequacy of the original funding formula used to determine program funding levels, the impact of subsequent cuts and freezes, and the challenges inherent in trying to generate alternative revenue in regions characterized by low levels of economic activity, high unemployment, and remoteness.⁴⁹ Many societies report that their salary levels are far below other organizations in their region and that they lose staff for this reason. Most operate with far fewer staff than in previous years (overall employment has declined by 27.36 per cent since the mid 1980's).
- **Equipment.** A study conducted by Alex MacGregor for PCH in 2000 noted that "...during periods of financial restraint the societies have been unable to replace broken-down or obsolete studio equipment". This study estimated the cost of simply replacing obsolete production equipment for NNBAP-funded groups, to restore failing distribution networks, and to

⁴⁹ Lougheed, Kendall and Associates. "An Evaluation of the Northern Native Broadcast Access Program". Report to the Native Citizens' Directorate, Department of the Secretary of State. 1986; Curley, Austin and Associates. "An Evaluation of the Northern Native Broadcast Access Program". Report to the Native Citizens' Directorate, Department of Canadian Heritage. 1993; and Gaspé Tarbell and Associates in Association With Consilium, "Study on the Needs and Interests of Broadcasters Funded Under the Northern Native Broadcast Access Program", for the Department of Canadian Heritage, Ottawa, January 2000.



upgrade NNBP television production equipment to a digital platform (figures provided earlier). Many societies also report that they have problems in maintaining equipment due to low budgets, lack of in-house technicians, and the widely scattered communities they serve.

- **Technologies.** As production and distribution technology evolves, and such innovations as digitization and digital audio broadcasting, web casting and streaming, and high definition television become industry standards, further re-engineering of production and distribution equipment and systems will be required. APTN is also researching new media rights and developments for opportunities.
- **Training.** NNBP funded organizations and APTN have identified the lack of trained personnel and appropriate training programs and resources as a critical obstacle to the development of Aboriginal media. APTN cannot attract qualified broadcast technicians to work in northern and remote areas. Southern broadcast operations have ready access to university or college graduates from media, journalism communications and technology programs: but in most remote regions the resources, programs or expertise to meet the training needs identified by the broadcasters are unavailable.
- **Disparity of Service.** Only seven of the 13 NNBP-funded Aboriginal broadcasters receive funds to produce television. When the NNBP was initially announced, it was anticipated that funding would be provided over the four-year life of the program to enable all thirteen regional broadcasters to provide services in both media as their capacity developed. Instead, funding cuts reduced NNBP organizational budgets by approximately fifty percent. As a result, several regions and First Nations are now seriously under-represented on APTN.
- **Access to Service.** Through APTN, NNBP funded television programming is now distributed by all Class 1 and Class 2 cable operators, by direct-to-home or DTH satellite service, and by local off-air transmission (in the North a related issue is the proliferation of signals through DTH, leading to audience fragmentation). However, fewer than half of the reserves in Canada have access to cable television. Since approximately 35 percent of Aboriginal populations live on reserve, a significant percentage of the Aboriginal audience is not receiving NNBP funded programming. As well, southern Aboriginal producers do not receive production funding. And in the north, equipment failure has led to 11 communities being unable to access programming.
- **Archiving Audio and Video Collections.** The broadcasters have been collecting and producing invaluable visual and audio materials for more than twenty years, much of it in Aboriginal languages. For most northern



regions, this is the main or only significant source of such materials, and for Canada this is an invaluable historical and cultural resource. Many of those interviewed or otherwise documented have passed on so that the collections housed by the societies are irreplaceable. However, due to lack of resources, these materials are generally not properly catalogued or stored, and there is no backup in case of loss or deterioration. Buildings are often old and risk flooding, freezing or fire; tapes degrade over time. Some collections have already been lost, for example when fire destroyed TNI's studios in the early 1990's. There is an urgent need to properly archive these invaluable materials.

- **Lack of data.** The NNBAP initially provided funding for audience surveys on a cost-shared basis, and required that these be conducted by the societies on a regular basis. However, the program has discontinued funding for these audience surveys and the societies cannot afford to do these on a regular basis. As a result recent data for most northern Aboriginal audiences is not available. APTN also requires data that demonstrates its reach and impact throughout the country in order to become financially viable. Existing national broadcast measurement agencies do not provide this kind of information on many Aboriginal communities.



6. Conclusion

Relevance

The NNBP and NDP and their objectives are still relevant and clearly fall within stated government priorities, legislation and policy frameworks. Aboriginal broadcasting is an essential service, critical to reinforcing language and culture. The programs address commitments highlighted in the 2002 Speech From the Throne to support Aboriginal languages and cultures, to strengthening governance and accountability, and assist Aboriginal social and economic development.

Extension of distribution systems supported by the programs enhances understanding of Aboriginal cultures among other Canadians and contributes to the ongoing relationship between the federal government and Aboriginal peoples. Canada's support for Aboriginal broadcasting is viewed as a model by many other countries, and award-winning television and film productions help to enhance our image abroad.

Although comprehensive and recent audience research is limited, studies cited in this report demonstrate that the television and radio programming is relevant to Aboriginal audiences. Aboriginal viewers and listeners appreciate and prefer this programming.

Success

The broadcast production and distribution supported by the programs has been extremely successful. Aboriginal languages and cultures are being documented and transmitted through media, several hundred Aboriginal broadcasters and ex-broadcasters have developed the skills and knowledge to play leading roles in their communities, regions and nationally, and news and information are readily available to the Aboriginal public through their own media. The reach of Aboriginal radio and television programming has extended far beyond the north. Through NDP funded distribution systems, dependence on other broadcast networks has been reduced, and APTN has created a window on the Aboriginal world for millions of Canadians. Despite declining federal funding, the broadcasters have been able to maintain and increase production in both radio and television and to increase the overall quality of programming. Where opportunities exist, they have been extremely



successful at generating additional revenues through a variety of activities to lessen their dependence on NNBP.

More than 300 people are employed full time by the NNBP societies and APTN, and over 80% of these are Aboriginal. Many more are employed part-time or as independent producers, writers and artists, and Aboriginal media have fostered stars and role models. Many broadcasters have gone on to distinguished careers in leadership positions.

Through 20 years of NNBP supported radio and television production, an invaluable collection of historical and cultural material has been created, much of this in Aboriginal languages. This is an irreplaceable resource for Aboriginal peoples and for Canada.

Many NNBP societies are operating with limited budgets, low paid staff, substandard facilities and deteriorating or obsolete equipment. While APTN has extended the reach of Aboriginal television throughout Canada, 11 of the 96 northern sites funded by NDP are off air as maintenance and replacement of equipment costs have escalated. In addition, there is a significant disparity within the 13 societies which has resulted in seven being funded under NNBP to produce television and thus able to benefit as members of APTN, while six regions cannot. Informants feel that the programs do not receive the priority they deserve by the federal government, given their relevance and success.

Cost effectiveness

Both programs have been managed in a cost effective way. Program administration is lean (less than one full time program officer per program), and the broadcasters are operating efficiently, maintaining production levels with diminishing resources. The percentage of NNBP and NDP contribution to overall revenues has declined, radio and television production have increased and program quality improved. Considerable infrastructure (equipment, facilities, people, and distribution systems) has been created with program support from the federal government over the past twenty years, but this is not being adequately maintained. Failure to support this investment is not a cost effective approach to achieving intended program results.

Design and delivery

The overall program design and delivery is consistent with the objectives, and need not change; most are satisfied with these. Working relationships between the programs and the broadcasters are generally good, within the limitations of staffing, and the reporting is adequate to ensure accountability. More effective programming could be achieved by allocating more staff to NNBP, streamlining funding disbursements, providing multi year funding



agreements and by PCH playing a larger role in helping to raise program profiles and creating linkages with other government departments and private sector organizations.

Program alternatives/Lessons learned

Over the past 20 years the federal government has supported the creation of a significant and highly successful Aboriginal broadcasting infrastructure through the NNBP and the NDP. Building on this, the broadcasters have taken the initiative to find additional resources. This is a public broadcasting service that provides an essential service to Aboriginal people and Canadians in general. Over time, many of the broadcasters may move closer towards self-sufficiency; however it is unlikely that this can be totally achieved and for many regions this will never be possible. They are limited by remoteness, a small population base, and lack of a thriving local economy. The considerable prior investment in the programs and the future development of northern broadcasting is at risk unless there is a continuing commitment to maintain the programs and to find ways to help resolve the current limitations on production and distribution in the north.



7. Recommendations

Taking into account the evaluation findings, key recommendations for NNBAP and NDP are as follows:

Recommendation 1

Performance measures for both the NNBAP and NDP programs should be established in order to assess program impacts quantitatively. Data collected through regular audience surveys would provide PCH and the Aboriginal broadcasters the ability to report on performance.

Rationale

The programs continue to be relevant and address the priorities of the federal government and PCH. Aboriginal broadcasting is an essential service in the north, and the programs are viewed as successful. However, program results need to be measured in a quantitative manner. As standard broadcast industry measures do not provide data on remote northern audiences, regular audience research is required.

The audience data would measure program impacts, audience interests and reach. Data could be collected individually or through collaboration among the 13 NNBAP societies and APTN. In previous years, regular audience surveys were paid for jointly by PCH and the societies.

Recommendation 2

There is a need to establish processes to systematically archive invaluable audio and visual materials in danger of deterioration, fire or other loss. This is a tremendous historical, cultural and linguistic resource, which needs to be protected for future generations. Options to respond to this critical need should be explored through collective efforts with Aboriginal broadcasters and the Library and Archives of Canada.



Rationale:

For more than twenty years, Aboriginal broadcasters have been gathering audio, video and film materials throughout the north. Much of this is irreplaceable history, from Aboriginal language interviews with elders who have passed on, to coverage of significant events in all regions of the country. Some of the languages in these tapes are threatened with extinction. This is a tremendous resource to Aboriginal peoples as well as for Canada. Yet much of this material is not properly stored or catalogued because the broadcasters are short-staffed or do not have the resources or systems for this purpose. Tape degrades in quality over time to the point where it becomes unusable. Many northern broadcasters operate in substandard facilities, and fire is always a danger – for example TNI lost most of its collection of Nunavik tapes in a fire in the 1990's.

Recommendation 3

In light of the risk to NNBAP and NDP objectives achievement posed by the deterioration of distribution services in the north, the quality of production equipment and facilities, disparities in service between regions, and limitations of operating resources for broadcasters, PCH should consider options for more strategic interventions. These could include, but not be limited to, opportunities for partnerships with other federal departments, such as Industry Canada, and the private sector.

Rationale:

In order to continue to achieve desired outcomes and protect the considerable investment in Aboriginal broadcasting over the past 20 years, strategic interventions for both the NNBAP and NDP are required.

Program funding for both NNBAP and NDP has declined significantly since the peak years while costs have increased. Many NNBAP societies, as well as APTN, have been very creative at generating additional revenues from other sources but these will not lead to complete self-sufficiency in the near future. NNBAP funding now represents less than half of all funding for the 13 societies and NDP contributes substantially to maintenance and operation of the 96 northern community sites.

Eleven of 96 community sites are now off air and the real cost of maintenance and equipment replacement is approximately \$900,000 more per year than the program provides to APTN for this purpose. Many NNBAP societies are operating in substandard facilities with old or obsolete equipment, and several will not be able to maintain production without new equipment. Six societies producing radio are not funded for television.

Not all regions have equal opportunities or capacity to generate revenues from other sources. This must be addressed at a national rather than regional level.



Partnership opportunities with other federal government departments and the private sector should be explored and program funding levels and formulas, including options for longer-term funding arrangements, should be reviewed.



Appendices

A) List of People Consulted

NNBAP interviews:

Claude Grenier, Director General - Taqramiut Nipingat Incorporated
Debbie Brisebois, Executive Director – Inuit Broadcasting Corporation
Christine Chisel, Executive Director, Wawatay Native Communications
David McLeod, Executive Director – Native Communications Incorporated
Deborah Charles, CEO – Missinipi Broadcasting Corporation
Bert Crowfoot, CEO – Aboriginal Multi-Media Society of Alberta
Clarence Martin, CEO – Northern Native Broadcasting, Terrace
Shirley Adamson, General Manager – Northern Native Broadcasting, Yukon
Bernard Hervieux, Executive Director, SOCAM
Elizabeth (Sabet) Biscaye, Executive Director - Native Communications Society of the N.W.T.
Luke MacLeod, Executive Director - James Bay Cree Communications Society
Wendy Smith, Executive Director – Inuvialuit Communications Society
Fran Williams, Executive Director – OKalaKatiget Society

APTN Interview:

Jean LaRose, CEO
Wayne McKenzie, Director of Operations
Deanie Kolybabi, Director of Strategic Development and Marketing
Alex MacGregor, Consultant

PCH Staff Interviews

- Aboriginal Peoples' Programs

Teresa Dore, Assistant Director

Art King, Program Officer

- Broadcasting Distribution Services



Larry Durr, Director

Lynda Dupuis, Senior Analyst

Ian Ironside, Manager, Distribution Systems

Other Federal Departments

Malcolm Andrew, Assistant Director, Business and Regulatory Analysis, Industry
Canada

Nick Ketchum, CRTC



B) Profile of Broadcast Organizations

Organization	Aboriginal Multi Media Society of Alberta		
Location Served	Alberta		
Hours per week of radio broadcast	Original 70	Rerun 98	
Hours per week of television broadcast	Original N/A	Rerun N/A	
Languages of broadcast	English, Cree, Blackfoot, Nakoda Sioux, Chipewyan		
Estimated percentage of programming broadcast in Aboriginal languages	Radio 3%	TV N/A	
Number of communities served	41 sites, 100+ communities with Starchoice		
Number of employees	Full-time Staff Total 14	Aboriginal # and % 14 (100%)	
NNBAP Funding	Total Estimated Funding \$2,707,111	NNBAP Funding \$326,855	NNBAP Portion of Total Funding 12.07%

Organization	Inuit Broadcasting Corporation		
Location Served	Nunavut		
Hours per week of radio broadcast	Original N/A	Rerun N/A	
Hours per week of television broadcast	Original 3.5	Rerun 2.5	
Languages of broadcast	Inuktitut		
Estimated percentage of programming broadcast in Aboriginal languages	Radio N/A	TV 100%	
Number of communities served	26		
Number of employees	Full-time Staff Total 36	Aboriginal # and % 33 (91.6%)	
NNBAP Funding	Total Estimated Funding \$2,531,071	NNBAP Funding \$1,389,016	NNBAP Portion of Total Funding 54.88%



Organization	Inuvialuit Communications Society		
Location Served	Inuvialuit Settlement Region: Inuvik, Aklavik, Holman, Sachs Harbour, Tuktoyaktuk, and Paulatuk		
Hours per week of radio broadcast	Original N/A	Rerun N/A	
Hours per week of television broadcast	Original 1	Rerun 2	
Languages of broadcast	Inuvialuktun, English		
Estimated percentage of programming broadcast in Aboriginal languages	Radio N/A	TV 60%	
Number of communities served	6		
Number of employees	Full-time Staff Total 8	Aboriginal # and % 8 (100%)	
NNBAP Funding	Total Estimated Funding \$740,705	NNBAP Funding \$389,705	NNBAP Portion of Total Funding 52.61%

Organization	James Bay Cree Communications Society		
Location Served	James Bay Cree, 12,000-14,000 people		
Hours per week of radio broadcast	Original 22	Rerun 0	
Hours per week of television broadcast	Original N/A	Rerun N/A	
Languages of broadcast	Cree		
Estimated percentage of programming broadcast in Aboriginal languages	Radio 80%	TV N/A	
Number of communities served	officially 9, although reaches other communities via CBC network		
Number of employees	Full-time Staff Total 7	Aboriginal # and % 7 (100%)	
NNBAP Funding	Total Estimated Funding \$517,200	NNBAP Funding \$292,200	NNBAP Portion of Total Funding 56.5%

Organization	Missinipi Broadcasting Corporation		
Location Served	All of Saskatchewan (50+ Northern Communities), in addition to the major cities in the south		
Hours per week of radio broadcast	Original 112	Rerun 56	
Hours per week of television broadcast	Original ?	Rerun ?	
Languages of broadcast	Cree, Dene, English		
Estimated percentage of programming broadcast in Aboriginal languages	Radio 20%	TV 90%	
Number of communities served	50+		
Number of employees	Full-time Staff Total 26	Aboriginal # and % 18 (69.2%)	
NNBAP Funding	Total Estimated Funding \$1,825,000	NNBAP Funding \$326,855	NNBAP Portion of Total Funding 17.9%



Organization	Native Communications Incorporated		
Location Served	Radio broadcasts to 95% of Manitoba via 49 transmitters located from Winnipeg to Churchill		
Hours per week of radio broadcast	Original 159	Rerun 9	
Hours per week of television broadcast	Original 6.5	Rerun 0	
Languages of broadcast	Cree, Ojibway		
Estimated percentage of programming broadcast in Aboriginal languages	Radio 30%	TV 30%	
Number of communities served	largest Aboriginal radio network in Canada, currently broadcasting to 95% of Manitoba		
Number of employees	Full-time Staff Total 17	Aboriginal # and % 11 (64.7%)	
NNBAP Funding	Total Estimated Funding \$1,391,108	NNBAP Funding \$641,108	NNBAP Portion of Total Funding 46.09%

Organization	Native Communication Society of the Northwest Territories		
Location Served	Northwest Territories		
Hours per week of radio broadcast	Original 60	Rerun 108	
Hours per week of television broadcast	Original N/A	Rerun N/A	
Languages of broadcast	Dogrib, North Slavey, South Slavey, Chipewyan, English		
Estimated percentage of programming broadcast in Aboriginal languages	Radio 75%	TV N/A	
Number of communities served	23		
Number of employees	Full-time Staff Total 10	Aboriginal # and % 9 (90%)	
NNBAP Funding	Total Estimated Funding \$949,355	NNBAP Funding \$326,855	NNBAP Portion of Total Funding 34.43%

Organization	Northern Native Broadcasting, Terrace		
Location Served	British Columbia, Canada through Starchoice, the world through www.cfnr.net		
Hours per week of radio broadcast	Original 168	Rerun 0	
Hours per week of television broadcast	Original N/A	Rerun N/A	
Languages of broadcast	English		
Estimated percentage of programming broadcast in Aboriginal languages	Radio 0%	TV N/A	
Number of communities served	55		
Number of employees	Full-time Staff Total 11	Aboriginal # and % 7 (63.6%)	
NNBAP Funding	Total Estimated Funding \$876,000	NNBAP Funding \$326,855	NNBAP Portion of Total Funding 37.31%



Organization	Northern Native Broadcasting		
Location Served	Yukon for radio programming, Canada for television programming		
Hours per week of radio broadcast	Original 168	Rerun 0	
Hours per week of television broadcast	Original 1.5	Rerun 1.5	
Languages of broadcast	English, Southern Tutchone, Northern Tutchone, Kaska Tlingit, Gwitchin		
Estimated percentage of programming broadcast in Aboriginal languages	Radio 20%	TV 50%	
Number of communities served	Not listed		
Number of employees	Full-time Staff Total 27	Aboriginal # and % 18 (66.7%)	
NNBAP Funding	Total Estimated Funding \$1,293,769	NNBAP Funding \$1,005,769	NNBAP Portion of Total Funding 77.74%

Organization	OKalaKatiget Society		
Location Served	Northern Labrador / Lake Melville region Canadian North and South via cable (TV)		
Hours per week of radio broadcast	Original 21	Rerun N/A	
Hours per week of television broadcast	Original 13	Rerun 13	
Languages of broadcast	Inuttut, English		
Estimated percentage of programming broadcast in Aboriginal languages	Radio 50%	TV 50%	
Number of communities served	7		
Number of employees	Full-time Staff Total 13	Aboriginal # and % 12 (92.3%)	
NNBAP Funding	Total Estimated Funding \$924,705	NNBAP Funding \$389,705	NNBAP Portion of Total Funding 42.14%

Organization	Societe de communication Atikamekw-Montagnais		
Location Served	Mauricie, Lac Saint-Jean, Cote-Nord, Base-Cote-Nord, Labrador		
Hours per week of radio broadcast	Original 25	Rerun 10	
Hours per week of television broadcast	Original N/A	Rerun N/A	
Languages of broadcast	Atikamek, Montagnais		
Estimated percentage of programming broadcast in Aboriginal languages	Radio 0%	TV N/A	
Number of communities served	12		
Number of employees	Full-time Staff Total 11	Aboriginal # and % 10 (90.9%)	
NNBAP Funding	Total Estimated Funding \$0	NNBAP Funding \$578,258	NNBAP Portion of Total Funding 0%



Organization	Taqramiut Nipingat Incorporated		
Location Served	Nunavik		
Hours per week of radio broadcast	Original 15	Rerun 0	
Hours per week of television broadcast	Original 0.5	Rerun N/A	
Languages of broadcast	Inuktitut and captioned in English		
Estimated percentage of programming broadcast in Aboriginal languages	Radio 100%	TV 100%	
Number of communities served	15		
Number of employees	Full-time Staff Total 25	Aboriginal # and % 23 (92%)	
NNBAP Funding	Total Estimated Funding \$1,298,057	NNBAP Funding \$907,317	NNBAP Portion of Total Funding 69.9%

Organization	Wawatay Native Communications Society		
Location Served	Northern Ontario, from James / Hudson Bay to Manitoba Border, primarily in the Nishnawbe Aski Nation		
Hours per week of radio broadcast	Original 40	Rerun 5	
Hours per week of television broadcast	Original 1	Rerun 1	
Languages of broadcast	Cree, Oji Cree, English		
Estimated percentage of programming broadcast in Aboriginal languages	Radio 90%	TV 10%	
Number of communities served	39		
Number of employees	Full-time Staff Total 26	Aboriginal # and % 23 (88.5%)	
NNBAP Funding	Total Estimated Funding \$2,211,769	NNBAP Funding \$1,005,769	NNBAP Portion of Total Funding 45.47%



D) Selected Bibliography

Aboriginal Broadcasters Working Group. Various proceedings and correspondence relating to transfer of the Northern Native Broadcast Access Program (NNBAP) and the Northern Distribution Program (NDP) to an Aboriginal controlled entity, Ottawa, 1996.

Adamson, Mary Jane (Executive Director, ICS). "Inuvialuit Communications Society: Five-Year Plan". Undated.

Assembly of First Nations. "An Aboriginal Language Policy." March 1988.

The Banff Centre for the Arts. *Television Production Training Course for Aboriginal Broadcasters*, 1999.

Booklet of Aboriginal Communications in Canada. Undated.

Broadcasting Act. Ottawa: Queen's Printer for Canada, 1991.

Bruce E. Cottingham Consultants. "A Plan to Increase the Aboriginal Language Content of Radio and Television Production at NNBY." A final report prepared for the Northern Native Broadcasting, Yukon. July 1993.

Burke-Robertson, J. (Fraser & Beatty - Barristers and Solicitors). "Report to the Native Citizens' Directorate, Department of Canadian Heritage on the establishment of lottery foundations." March 30, 1994.

Canadian Broadcasting Corporation. "CBC and Northern Native Access: A Northern Policy and Plan." Undated.

Canadian Broadcasting Corporation. "Comments to CRTC regarding Public Notice CRTC 1989-53, Review of Northern Native Broadcasting." September 15, 1989.

Canadian Radio-television and Telecommunications Commission, "Northern Native Broadcasting." Public Notice CRTC 1985-274. 1985.

Canadian Radio-television and Telecommunications Commission. "CRTC Policy Affirms Aboriginal Broadcasting's Vital Role." News release. September 20, 1990.

Canadian Radio-television and Telecommunications Commission. "Northern Native Broadcasting: Improved Access for Native Broadcasters." News release. December 19, 1985.



Canadian Radio-television and Telecommunications Commission. "Call for Comments Concerning Order in Council P.C. 1994-1689." Public Notice CRTC 1994-130. October 20, 1994.

Canadian Radio-television and Telecommunications Commission. Decision CRTC 99-42 (approval of APTN license application), Ottawa February 22, 1999.

Canadian Radio-television and Telecommunications Commission. "Native Broadcasting Policy." Public Notice CRTC 1990-89. September 20, 1990.

Canadian Radio-television and Telecommunications Commission. "Review of Native Broadcasting - A Proposed Policy." Public Notice CRTC 1990-12. February 2, 1990.

Canadian Television Fund. *The Big Picture behind the small screen: Activity Report 1998-1999*, Ottawa, 1999.

Communications Canada. "Broadcasting Procedures and Rules, Part I: General Rules." 1991.

Communications Canada. "Broadcasting Procedures and Rules, Part II: Applications and Procedures for AM Broadcasting Undertakings." 1991.

Communications Canada. "Broadcasting Procedures and Rules, Part III: Applications and Procedures for FM Broadcasting Undertakings." 1991.

Communications Canada. "Broadcasting Procedures and Rules, Part IV: Applications and Procedures for TV Broadcasting Undertakings." 1994.

Consilium. *Northern Native Broadcasting: a Policy Survey*. Prepared for the Northern Native Broadcast Access Program, Native Citizens' Directorate, Department of Canadian Heritage, January 1995.

Council for the Advancement of Native Development Officers (CANDO) and Consilium. *Aboriginal Entrepreneurs on the Internet*. Study funded by Industry Canada, Aboriginal Business Canada, October 1998.

Council for an Ontario Information Infrastructure. "Full Speed Ahead." First-year report to the Minister of Economic Development and Trade. June 1994.

Cowl, Terrence. *Models of Aboriginal Broadcasting: an International Comparative Review*. International Comparative Research Group, Strategic Research & Analysis Directorate, Corporate and Intergovernmental Affairs Branch, Department of Canadian Heritage, October 1995.



Creery, Ian, Brian Maracle and Mark Stiles. "Study of Northern Native Broadcast Training." Report to the Native Citizens' Directorate, Department of the Secretary of State. 1988.

Curley, Austin and Associates. "An Evaluation of the Northern Native Broadcast Access Program". Report to the Native Citizens' Directorate, Department of Canadian Heritage. 1993.

Department of Canadian Heritage, Native Citizens' Directorate.

"Northern Native Broadcast Access Program: Guidelines for 1999-2000 Proposals – Program Funding", 1999.

"Northern Native Broadcast Access Program: Guidelines for 1999-2000 Proposals – Distribution Fund", 1999.

"Northern Native Broadcast Access Program Funding History", 1984-2000.

"Northern Native Broadcast Access Program: Background, Mandate and Activities, and Profiles of Aboriginal Communication Societies", 1999.

Desjardins Marketing Stratégique. "Plan Stratégique de Développement 'L'Autonomie Financière du Réseau' la Société de Communication Atikamekw-Montagnais." Québec 24 avril 1996.

Devine, Marina. "From Bush Radio to Satellite Broadcasting: Twenty Years of Native Communications in Denedeh." Executive Director's 1993-1994 Report to the Directors of the Native Communications Society of the Western Northwest Territories. 1994.

First Nations Management & Associates. *Aboriginal Broadcast Entity: Corporate Structure Options*. Prepared on behalf of the Aboriginal Broadcasters Working Group, March, 1998.

Gaspe Tarbell and Associates in Association With Consilium, "Study on the Needs and Interests of Broadcasters Funded Under the Northern Native Broadcast Access Program", for the Department of Canadian Heritage, Ottawa, January 2000.

Holdstock, John and Owen Toop (KPMG Peat Marwick Thorne). "Assessment of Organizational Restructuring Northern Native Broadcasting, Yukon". A report prepared for the Northern Native Broadcasting, Yukon. July 30, 1993.

"Improved Program Delivery, Indians and Natives". Report by the Nielson Task Force on Program Review, Minister of Supply and Services, 1986



Inuit Broadcasting Corporation. "Brief to the Standing Committee on Communications and Culture." July 24, 1987.

Inuit Broadcasting Corporation. "Brief to the Standing Committee on Communications and Culture." November 17, 1987.

Inuit Broadcasting Corporation. "Presentation to The Standing Committee on Canadian Heritage." October 19, 1994.

Inuit Broadcasting Corporation. "Submission to The Standing Committee on Human Resources Development." November 10, 1994.

Inuit Broadcasting Corporation. "Connecting the North" Conference documents. November 1994.

James Bay Cree Communications Society: "Action Plan 1993-1994 and 1994-1995." September 28, 1993.

James Bay Cree Communications Symposium, Conference Documentation, November 1994

Kuptana, Rosemarie (Inuit Broadcasting Corporation). "Brief to the Standing Committee on Communications and Culture." March 6, 1987.

Kuptana, Rosemarie (Inuit Broadcasting Corporation). "Presentation to CRTC, CBC TV Licence Renewal Hearings." October 22, 1986.

Larochelle, Gilles (Direction générale des médias et des technologies de l'information, Ministère de la Culture et des Communications, Gouvernement du Québec). Letter to Quebec Aboriginal Communication Societies enclosing information on the 1994-1995 Native Radio Assistance Program. (English translation) June 5, 1994.

Lougheed, Kendall and Associates. "An Evaluation of the Northern Native Broadcast Access Program". Report to the Native Citizens' Directorate, Department of the Secretary of State. 1986.

Lougheed and Associates, Inc. and Greg Smith and Associates. "Demographic Profiles and Annotated Bibliography of Native Communications Research in Canada." March 1990.

Martin, Lawrence (Executive Director, Wawatay Native Communications Society). "Speaking notes of his presentation to The Standing Committee on Canadian Heritage: The Role of the CBC in the Multi-Channel Universe." October 19, 1994.



Meadows, Michael. "A Watering Can in the Desert: Issues in Indigenous Broadcasting Policy in Australia." A special publication of the Institute for Cultural Policy Studies, Griffith University, Australia 1992.

Ministry of Economic Development and Trade, Government of Ontario. "Community Radio Ontario Program (CROP): 1994/95 Guidelines for Operating Grants."

Ministry of Economic Development and Trade, Government of Ontario. "Your Guide to the Government of Ontario's Community Radio Ontario Program (CROP): Project Grants for 1994/1995."

Ministry of Economic Development and Trade, Government of Ontario. "Community Radio Ontario Program. Brochure. Toronto: Queen's Printer for Ontario, 1994."

Ministry of Economic Development and Trade, Government of Ontario. "Information Guide to the Ontario Network Infrastructure Program (ONIP). 1570 (02/94)."

Native Communications Inc. (NCI). "Application for Funding of NCI's Southern Operations." Thompson, Manitoba. Proposal submitted to NNBAP November 17, 1997.

Nicholson, Carl (Carl Nicholson & Associates). "Report to the Native Citizens' Directorate, Department of Canadian Heritage on lottery foundations." May 1994.

"Northern Broadcasting Discussion Paper." February 18, 1983.

"Northern Native Broadcasting, Yukon: Strategic Action Plan." April 15, 1994.

OKalaKatiget Society, "Broadcast Plan for Northern Labrador", 1983

Paradis, Richard J., Le Groupe CIC Inc. "International Study on Public Television Operations: Public Television at the Crossroads." Prepared for the Broadcast Policy Branch, Department of Canadian Heritage, September 1994.

Pippin Technical Service Ltd. "Report on Technology: Considerations for Aboriginal Broadcasters." Prepared for Native Citizens' Directorate, Department of the Secretary of State. June 6, 1994.

Roberts, Bill (External Relations, TV Ontario). Letter to CRTC regarding Public Notice CRTC 1989-53, Review of Northern Native Broadcasting. September 14, 1989.



Roth, Lorna and Michael Dorland. "Summaries of Key Documents and Annotated Bibliography of Native Communications Research in Canada." Prepared for Lougheed and Associates. March 1990.

Rowlandson, John (Wordshares Consulting). "Mapping Marketability II: Market Opportunity." A report to the Northern Native Broadcasting, Yukon. August 30, 1993.

Royal Commission on Aboriginal Peoples. *Report*, included in *For Seven Generations: An Information Legacy of the Royal Commission on Aboriginal Peoples*. CD-ROM version, Libraxus Inc., Ottawa, 1997.

Saunders, Doug (President, Inuit Broadcasting Corporation). Letter to Fernard Belisle, Secretary General, Canadian Radio-television and Telecommunications Commission enclosing IBC's response to Public Notice 1989-53, Review of Northern Native Broadcasting: Call for Comments. September 8, 1989.

Silcox, David P. (Deputy Minister, Ministry of Culture and Communications, Ontario). Letter enclosing Government of Ontario's response to CRTC regarding Public Notice CRTC 1989-53, Review of Northern Native Broadcasting. September 12, 1989.

Silcox, David P. (Deputy Minister, Ministry of Culture and Communications, Ontario). Letter giving the Government of Ontario's response to CRTC regarding Public Notice CRTC 1990-12, Review of Native Broadcasting—A Proposed Policy. May 24, 1990.

Smith, Greg & Associates, "Review of Native Broadcasting: a Study Commissioned by the Canadian Radio-television and Telecommunications Commission." Ottawa, October 26, 1988

Société de Communication Atikamekw-Montagnais (SOCAM). "Portrait des radios communautaires du réseau SOCAM". Village des Hurons, Wendake, Octobre 1998.

Stiles, Mark (Stiles Associates Inc.). "Report of the Symposium on Northern Native Broadcasting, December 9-10, 1993." Hull. Prepared for the Native Citizens' Directorate, Department of Canadian Heritage.

Stiles, Mark. *Report of the Aboriginal Broadcasters Symposium, March 14-15, 1996, Ottawa*. Prepared for the Department of Canadian Heritage, Native Citizens' Directorate, Ottawa, 1996.

"Summary of Native Communications Societies' Responses to the CRTC's Request for Comments on the Question of Fair Access in the North." Department of the Secretary of State. Undated.



Tagalik, Abraham (Director of Network Programming, Inuit Broadcasting Corporation). "Ethnic Minority Broadcasting vs. Inuit Majority Broadcasting." 1994.

Tagalik, Abraham and Peter Kriqiluk (Inuit Broadcasting Corporation). "Presentation to the Nunavut Implementation Commission." September 8, 1994.

Telecommunications Act. Queens' Printer for Canada. Ottawa. 1993

Television North Canada. "Intervention to Public Notice CRTC 1993-77: Call for Applications for Canadian Specialty Service Licences." January 25, 1994.

Television North Canada. Text of oral Intervention to Public Notice CRTC 1993-77: Call for Applications for Canadian Specialty Service Licences. March 9, 1994.

Television Northern Canada. "North Link". Various newsletters, Ottawa, 1998-1999.

Television Northern Canada. "License Application for Aboriginal Peoples Television Network (APTN)". Submitted to CRTC June 5, 1998, Ottawa.

The Northern Broadcasting Policy. "Notes for a statement by the Honourable Francis Fox, Minister of Communications, the Honourable John Munro, Minister of Indian and Northern Affairs, and the Honourable Serge Joyal, Secretary of State." March 10, 1983.

The Royal Commission on Aboriginal Peoples. Transcript of the presentation of Billy Day, Inuvialuit Communications Society. Public Hearing in Inuvik, Northwest Territories. May 7, 1992.

The Royal Commission on Aboriginal Peoples. Transcript of the presentation of Linda Poweless, Native Journalist Association of Canada. Public Hearing in London, Ontario. May 11, 1993.

The Royal Commission on Aboriginal Peoples. Transcript of the presentation of Miles Morrisseau, Native News Network. Public Hearing in London, Ontario. May 11, 1993.

The Royal Commission on Aboriginal Peoples. Transcript of the presentation of Ray Fox, National Aboriginal Communications Society. Public Hearing in Vancouver, British Columbia. November 15, 1993.



The Royal Commission on Aboriginal Peoples. Transcript of the presentation of Shirley Cook, Native Communications Society of the Western Arctic. Public Hearing in Yellowknife, Northwest Territories. December 8, 1992.

Valaskakis, Gail. "Restructuring the Canadian Broadcasting System: Aboriginal Broadcasting in the North," in Colin Hoskins and Stuart McFadyen, eds., *Canadian Broadcasting: The Challenge of Change*. Edmonton: University of Alberta, 1986.

Valaskakis, Gail. "The Role, Development and Future of Aboriginal Communications", Concordia University, Montreal, January 31, 1995. Report prepared for the Royal Commission on Aboriginal Peoples, in *For Seven Generations*, CD-ROM published by Libraxus Inc., Ottawa, 1997.

Wawatay Communications Society. "Growing As One—The Seed." June 1992.

"Working Group II: Non-technical Policy and Regulatory Issues." Report of the Task Force on the Introduction of Digital Radio to the Ministers of Canadian Heritage and Industry. 1994.

Yukon Territory. "The Yukon Languages Act." May 1988.



Canadian Heritage
Joint Northern Native Broadcast Access Program (NNBAP)
& Northern Distribution Program (NDP) Evaluation
Management Response

Overall Conclusion

The Aboriginal Programs Directorate and Broadcasting Policy and Innovation Branch finds the joint Northern Native Broadcasters Access Program (NNBAP) and Northern Distribution Program (NDP) evaluation to be consistent with the on-going observations of the Department and recipients. The evaluation findings confirmed the success of the Programs and stressed the need to address the pressing issues related to the preservation and delivery of these important Initiatives.

<i>Recommendation</i>	<i>Management Response and Action Plan</i>	<i>Implementation</i>
<p><u>Recommendation 1</u></p> <p><i>Performance measures for both the NNBAP and NDP programs should be established in order to assess program impacts quantitatively. Data collected through regular audience surveys would provide PCH and the Aboriginal Broadcasters the ability to report on performance.</i></p>	<p><i>Recommendation accepted in principle. Performance measures for NNBAP and NDP will be established to meet program renewal requirements.</i></p> <p><i>Audience surveys are currently conducted by some groups at their own expense and the results are provided to the Department. We commit to working with the Aboriginal Broadcasters, within existing resource levels, on their informal audience surveys through sharing of best practices, etc.</i></p>	<p><i>March 2005</i></p> <p><i>Ongoing</i></p>



Recommendation	Management Response and Action Plan	Implementation
<p>Recommendation 2</p> <p><i>There is a need to establish processes to systematically archive invaluable audio and visual materials in danger of deterioration, fire or other loss. This is a tremendous historical, cultural and linguistic resource, which needs to be protected for future generations. Options to respond to this critical need should be explored through collective efforts with Aboriginal broadcasters and the Library and Archives of Canada.</i></p>	<p><i>Recommendation accepted in principle. The Aboriginal Affairs Branch will address the need to establish processes to systematically archive invaluable audio and visual materials in danger of deterioration, fire or other loss as part of its program renewal process.</i></p>	<p>March 2005</p>
<p>Recommendation 3</p> <p><i>In light of the risk to NNBP and NDP objectives achievement posed by the deterioration of distribution services in the north, the quality of production equipment and facilities, disparities in service between regions, and limitations of operating resources for broadcasters, PCH should consider options for more strategic interventions. These could include but not be limited to , opportunities for partnerships with other federal departments, such as Industry Canada, and the private sector.</i></p>	<p><i>Recommendation accepted in principle. The Aboriginal Affairs Branch and the Broadcasting Policy and Innovation Branch will continue to investigate funding and partnering options.</i></p>	<p>On-going</p>

