

The Assembly of First Nations

LANGUAGES FORUM REPORT

March 2-3, 2022





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Executive Summary

On March 2-3, 2022, the Assembly of First Nations (AFN) hosted the Languages Forum (Forum), streaming live from the unceded and unsurrendered Algonquin territory. The Forum was an opportunity for participants to learn about the next steps for the full implementation of the *Indigenous Languages Act* and discuss First Nations language priorities and initiatives. The Forum hosted more than 400 participants over the two days.

Presentations on day one included a keynote on language revitalization from Dr. Lorna Wanosts'a7 Williams, a presentation on First Nations Languages Revitalization Costing Research, the draft First Nations Languages Funding Model, and a video interview with the Commissioner of Indigenous Languages Ron Ignace and Director Joan Greyeyes from the Office of the Commissioner of Indigenous Languages (OCIL).

Day two included a presentation of First Nations Languages Revitalization Strategy, a Youth Panel, a presentation from the Global Task Force for the International Decade of Indigenous Languages and Preparing for the International Decade of Indigenous Languages in Canada.

The Forum began with an opening prayer from Knowledge Keeper Dorothy Thunder, and welcoming and opening remarks from Cedric Gray-Lehoux, Emcee.

A video message from National Chief RoseAnne Archibald welcomed participants to the online gathering outlining that all voices are essential to advance the priority work of revitalization of languages and to ensure First Nations control of language and learning. She noted the language gathering is about creating a unified effort on long standing issues that face First Nations.

The National Chief shared her vision for First Nations as safe, vibrant, and prosperous communities that are rooted in culture, ceremonies, and language – where our children are happy and healthy and surrounded by the love and care of their families.

She stressed the importance to collectively call on the government of Canada to fully fund the implementation of the *Indigenous Languages Act*; to increase the number of language learners and speakers and to support the preservation, revitalization, normalization; and to ensure fluency in all First Nations languages, all centred on the principle of Indigenous control.

She noted that we must consider how the International Decade of Indigenous Languages (IDIL) can further support the development of fluency and normalization of our languages. Our children's rights to learn and carry their languages to future generations must be respected and upheld. The hope is that over the decade First Nations will be able to work together to achieve joint priorities and plans.

Finally, the National Chief highlighted that language and culture are interconnected through all aspects of our lives. The time for action is now, we need to work together to reclaim, revitalize, preserve, and strengthen our languages.



Keynote on Language Revitalization – Dr. Lorna Wanosts'a7 Williams, Lil'wat First Nation, BC, Professor at U Victoria, Canada Research Chair in Indigenous Education and Linguistics

Dr. Williams shared her lifelong experience working on language revitalization including developing curriculum and writing systems to keep her language alive. She worked in various education systems and travelled the world meeting other likeminded Indigenous Peoples doing the same work.

Her messages reflected what she has learned and is pleased we are in this time of rebuilding what was almost destroyed. Revitalizing, rebuilding, and maintaining our languages will require multiple strategies in many domains at the same time, including in the home, education structures, governments, and sports. She stressed the importance of the connection of language to the land, to help care for the earth and rebuild that relationship.

Strategies for language revitalization from infancy and with young parents must be deployed to ensure language is heard in the home. She expressed that it has been inspiring and spiritually uplifting to hear these stories and witness parents bring the language back to life. Dr. Williams stated that supporting inspirational and passionate people who work in language revitalization is essential. She called on every leader, as role models, to commit to speaking their First Nations language.

She noted the importance of a national strategy to support the languages of the land and made a comparison to how South Africa rebuilt after apartheid – changing the mindset from a colonizing energy and force to one that is supported to rebuild. She provided further examples such as communities renaming their places in First Nations languages, making them visible for all to see the beauty of our languages. Support also must come from the government to ensure long-term, consistent funding and planning models to replace short-term, sporadic funding and living grant-to-grant.

She encouraged opportunities to learn from, and be inspired by, one another, to:

- create spaces for dialogue and best practices and strategies.
- support the language teachers and Knowledge Keepers through proper compensation ensuring comparable wages.
- build capacity and develop expertise with language experts, finding ways to also teach those in urban areas.

Dr. Williams closed her keynote stating that we do thislanguage work for our children and their descendants with love and support from the land and our ancestors.



First Nations Language Revitalization Costing Research – Daniel J. Brant & Associates

The objectives of the costing research are to:

- gather and analyze data on the costs of reclaiming, revitalizing, and maintaining First Nations languages, excluding K-12 schools, and the OCIL;
- prepare a report about the gathered research to support the ongoing language revitalization work of the AFN to support future budget asks.;

The costing aims to establish baseline data and collection of data that is needed to better understand how big a task is it to reclaim, revitalize, maintain, and normalize First Nations languages.

The draft costing analysis is adaptable and responsive to First Nations needs, looking at the actual costs, vision and required programming for languages. The costing research includes definitions of revitalization and normalization, and what is meant by reclamation, revitalization, and maintenance to identify needs. The language reclamation model is one where the community has no fluent speakers, there may or may not be speakers in other communities. The language revitalization model is where the use of the language is declining and/or restructured to subset of domains. Intergenerational transmission is decreasing or non-existent. The language maintenance model is where the community continues to have a fairly strong to very strong usage of the language in several to all domains.

The presenters provided an update on the research information they obtained and their plans to use case study methodology with active language providers nationwide. Baseline initial observations on the percentage of knowledge of a First Nations language on reserve from Statistics Canada show language is declining in every province and territory between 2006 and 2016.

Their preliminary observations from research and case study interviews show:

- language use is far greater in First Nations communities than for urban Indigenous communities;
- there is a major shortage of language speakers and with more First Nations moving into urban centres, language declination becomes more critical;
- language reclamation cannot be a solely academic exercise;
- language needs to be tied to cultural imperatives, revitalization and sustainability of languages needs to be an intergenerational endeavor, and
- costs to support language suitability needs to be a legacy program, cannot be a year-to-year basis.



Daniel J. Brant & Associates noted challenges in getting consistent data across all regions and limitations in the data available. For example, existing costing studies do not adequately capture volunteer time, donation of materials, equipment, facilities, informal teaching spaces, urban First Nations language needs. Other challenges include the lack of accurate numbers for speakers or about speaker distribution and a lack of financial data.

Chronic underfunding and proposal-based program funding has stifled potential program development. *Indigenous languages* are worth investing in, the benefits far outweigh the costs. This is supported by the Royal Commission of Aboriginal Peoples (RCAP), Truth and Reconciliation Commission (TRC) Calls to Action, Murdered and Missing Indigenous Women and Girls (MMIWG) Report, Viens Commission (Quebec), and the *Indigenous Languages Act*.

The costing research process includes a literature review, review of case studies, and the development of a costing framework to develop case for increased funding and support for First Nations languages.

In closing, the presenters sought information from First Nations on programs or activities they think should be included and what other related costs would be incurred if sufficient funding was provided. Participants were invited to share their thoughts directly with Daniel J. Brant & Associates or with the AFN.

Presentation on the First Nations Languages Funding Model – Charlotte Lwanga, Senior Policy Analyst, AFN Languages and Learning Sector

The AFN recently concluded regional engagement sessions on the First Nations Languages Funding Model (Funding Model). This work is supported by AFN Resolution 10/2021, Support for the Co-Development of a New Distinctions-Based Indigenous Languages Funding Model, which provides a mandate to the Assembly of First Nations, the Chiefs Committee on Languages (CCOL) and the Technical Committee on Languages (TCOL) to work with First Nations on the development of a First Nations Languages Funding Model.

The goal is for the model to improve the transfer of funding for First Nations-led language revitalization initiatives and strengthen First Nations control over language funding. The funding model will impact languages funding as provided through the Department of Canadian Heritage (DCH) and does not include Indigenous Services Canada (ISC) funding.



The Indigenous Languages and Culture Program (ILCP) replaced the Aboriginal Peoples Program (APP) and supports community-based language programs outside of schools. Core funding is possible under the ILCP but has not yet been implemented due to insufficient funds. Annual funding under the Aboriginal Languages Initiative (ALI) of the APP, now Indigenous Languages Component (ILC) of the ILCP, was insufficient at \$5 million in 2018 and it was based on annual calls for proposals with evaluations by the DCH. This program was administratively burdensome, time consuming and expensive. Funding received was often late, with no provision for carry over of unspent funding, and unable to guarantee funding year-to-year.

First Nations long advocated for an *Indigenous Languages Act* (ILA) and for sufficient, consistent, and long-term funding. The ILA was co-developed by the AFN and DCH as well as Inuit Tapiriit Kanatami (ITK) and the Métis National Council (MNC). The purpose of the ILA includes supporting the efforts of Indigenous Peoples to reclaim, revitalize, maintain, and strengthen Indigenous languages. Establishing measures for adequate, sustainable, and long-term funding, and establishing the Office of the Commissioner of Indigenous Languages (OCIL). The implementation of the ILA is being co-led by the Joint Implementation Steering Committee with representatives from DCH, AFN, ITK, and MNC.

The timeline for developing a First Nations Languages Funding Model consists of various initiatives:

- June 21, 2019: Enactment of the ILA
- July 2021: Resolution 10/2021, Support for a Distinctions-Based Indigenous Languages Funding Model
- Fall 2021: Funding Model discussed with TCOL
- December 2021: completed draft Funding Model engagement document
- January-February 2022: sought input on Funding Model and held regional engagements
- · March-April 2022: finalize Funding Model briefings for DCH, TCOL, and CCOL and First Nations
- May 2022: Finalize Funding Model
- July 2022: seek ratification of Funding Model at the Annual General Assembly
- Summer/fall 2022: DCH submits Treasury Board submission reflecting the Funding Model to unlock Budget 2019 funding.

The AFN is undergoing a drafting process through bi-weekly meetings with TCOL members and bi-weekly bilateral meetings with DCH. First Nations feedback received from the regional engagements and this Forum will also be reflected in the Funding Model.



Funding Model key concepts include:

- · First Nations need sufficient, ongoing, sustainable, and long-term funding for revitalization.
- Shift proposal-based funding to ongoing programmatic funding and Section 8 and 9 agreements
- Phase in ongoing programmatic funding
- Phase in Section 8 and 9 Agreements where desired by First Nations
- Section 8 and 9 Agreements support collaborative initiatives, which can include agreements with the federal and provincial/territorial governments
- Provide greater First Nations control over use and distribution of funding, where regions or First Nations so choose
- Support language instruction for First Nations in urban areas
- Ensure First Nations can transfer ILCP funding to organizations

Increased First Nations control requires First Nations involvement in all aspects of decision making, including allocations. In the current allocation, each region receives a base amount, plus a share of remaining funding based on regions proportions of "language occurrences". First Nations have shared concerns about the current allocation formula. DCH's role moves from program manager to funding administrator.

The First Nations regional engagement sessions were held in January and February 2022 to help inform the development of the new Funding Model that better supports First Nations language needs. Over 400 individuals participated in these 5 sessions.

High-level key messages heard from throughout the regional engagements include: support for the direction of the First Nations Languages Funding Model; support for the funding streams (ongoing programmatic funding and proposal-based funding); support for Section 8 and 9 Agreements; support for the formation of the First Nations organizations provided it does not take away resources for community programming; and support for tracking and measurement as a necessary task but ensuring accountability for all parties.

The next steps are to revise the First Nations Languages Funding Model based on feedback received from the regional engagements as well as this Forum. Then, to seek ratification of Funding Model at the Annual General Assembly in July 2022. The AFN will share the ratified Funding Model with DCH for inclusion in the Treasury Board Submission (TBS) to unlock funding for Indigenous languages. Finally, DCH submits the TBS reflecting the Funding Model to unlock Budget 2019 funding in the summer/fall 2022.



Video Interview with the Office of the Commissioner of Indigenous Languages – Commissioner Ron Ignace and Director Joan Greyeyes

A video interview with the Office of the Commissioner of Indigenous Languages (OCIL) was also shared during the Forum. The OCIL is an independent body, created through the *Indigenous Languages Act* (ILA), to help promote Indigenous languages in support of efforts for Indigenous Peoples to reclaim, revitalize, strengthen and maintain their languages.

The OCIL will also carry out audits and reports annually on the progress of the implementation of the ILA, in relation to the adequacy of funding, and measures to restore and maintain fluency on the use and vitality of Indigenous languages across the country. The OCIL is mandated with establishing culturally appropriate means to facilitate dispute resolution and review complaints, and to promote public awareness and understanding of the impacts of colonization and government policies on Indigenous languages and the exercise of rights of our languages in the advancement of reconciliation.

Indigenous Peoples and allies working in the field of Indigenous language revitalization are strongly encouraged to share their work and ideas with each other. There are Indigenous language programs and projects being delivered that are working toward the Truth and Reconciliation Commissions recommendations. The ILA and Commission are a direct result of the Truth and Reconciliation Commission's Calls to Action, particularly Calls 13, 14, and 15.

Reconciliation is about rights and the right to properly implement the ILA and to ensure that the right to Indigenous languages revitalization is adequately supported. Canada and must actively support the reclamation, revitalization, strengthening and maintenance of our Indigenous languages.

The United Nations International Decade of Indigenous Languages underscores the implementation of the rights of Indigenous languages and the urgency for the maintenance, and the reclamation of Indigenous languages worldwide.



Draft First Nations Languages Revitalization Strategy – Ellen Kachuck-Rosenbluth

Language revitalization is the basis for Indigenous culture, self-determination, and Nation building. It is a human right and necessary for individual and community identity and wellbeing in the deepest sense. Language is linked to First Nations history and cultures.

Given the precariousness of First Nations languages, the Strategy is meant to mobilize First Nations and others to maximize current opportunities for revitalization. The background of this work stems from decades of work, including in Resolution XX/2015, *National Languages Strategy*, and draws on existing reports, studies, ongoing input from the Technical Committee on Languages (TCOL), national engagements in preparation for Indigenous Languages Act (ILA) and with respect to its implementation. In 2019 the passage of the ILA in Canada, and International Year of Indigenous Languages, and in 2022 the launch of the International Decade of Indigenous Languages (IDIL) were important catalysts for this work.

We are at a historic opportunity. The hard work of First Nations and language champions is coming together with national and international efforts, recognition, and promotion. The strategy will address key priority areas including:

- Enhancing the support structure/system can ensure that no one is left behind.
- Funding insufficient, proposal based, short term funding impedes First Nations efforts to revitalize their languages.
- Multifaceted approach the diversity of First Nations languages, language states, situations and capacities demands varied and unique approaches to revitalization.
- Accountability and data First Nations led accountability mechanisms are needed. Data are lacking for costing, accountability and revitalization in general.

It will be important to continue this work and explore opportunities under the ILA for cooperation identify resources for co-development work on the Decade and potentially the related National Action Plan for the IDIL. We must work together to turn the urgency of the moment and the opportunities at hand into positive future for First Nation languages.

Participants were encouraged to share their thoughts about the content and on how it can implemented going forward.



Global Task Force for the International Decade of Indigenous Languages – Richard Kistabish

Richard Kistabish shared his life experiences leading up to and including his participation as a member of the Global Task Force for the International Decade of Indigenous Languages (IDIL). The Assembly of First Nations (AFN) Resolution 16/2021, Support for the United Nations International Decade of Indigenous Languages (2022-32), mandates the AFN to broadly support the activities of the IDIL for the benefit of First Nations languages.

He shared messages on the importance and beauty of Indigenous languages and the deep connection to the land. Indigenous languages are used to express our life experiences and surrounding environment. Kistabish recalled having a happy childhood on the land and the lessons and teachings he learned. He stated that support from partners and institutions to aid in language revitalization is much needed, including investments to restore our ancestor's Knowledge, history and an understanding of our obligations and responsibilities.

Kistabish expressed the importance of technology to assist in language revitalization to record our stories for future generations. He also highlighted the importance of establishing partnershipswith academia to access to archives. Kistabish further shared that we must reclaim our original names, including naming our children in our Indigenous languages. Indigenous languages must be prioritized in the school system to educate our children, in the language, through laughter and having fun.



Youth Panel

A Youth Panel consisting of Cameron Adams with translator Dr. Kevin Lewis (Swampy Cree-English), Megan Metz, and Hailey Rose shared their individual experiences on their language learning journey and how it has impacted their lives. The sections below highlight the responses of each panelist to a series of questions.

Cameron Adams spent five years studying the Cree language in high school and online. His learning journey resulted in him being literate in syllabics and being more fluent in his Swampy Cree language.

He shared that normalizing language is making sure that we have Indigenous languages in the home. We need to create opportunities for instruction in, and the use of, Indigenous languages, from early years to graduate level degrees, and in the general public such as government buildings. It is essential to create a space for youth to speak and hear the language and encourage them when attempting to speak Cree. Suggestions for support language include: incorporating language into the schools, encouraging the use of language in the classrooms, having words of the day, and land-based learning activities.

He encourages fluent speakers to support learners on their learning journey. , When we uplift each other up we succeed and strengthen our nations.

Megan Metz shared her experience growing up on reserve and taking classes in the language from Elders, learning basic terms and sounds of her language. She began to lose what she learned in high school as language courses were no longer offered. Today, classes in her community are becoming more accessible again and there is a big push to document the language and knowledge from Elders. Northern University of British Columbia (UBC) now offers a certificate in Indigenous language(s). Megan believes that it would be helpful to standardize our language and confirm a writing system, as before this was based on an oral system. We need to build curriculum so future generations will have opportunity to learn Indigenous languages in their lifetime.

Megan shared that language has positively impacted her health and wellbeing. The teachings and protocols have helped grow and expand her knowledge of self and her people, including collective histories. She has learned that we heal when we learn our languages – it is not always easy but it is a beautiful process that she has grown to appreciate.



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She stated it that it is important to normalize teaching and make languages accessible in schools. Megan's dream is for curriculum from early years to post secondary, including in-person and online classes to connect with community. She is also an advocate for on-the-land learning through land-based language camps as. Megan noted the importance of recognising original place names on the land and expressed that for every square territory there is story attached – as First Nations we are stewards of the land with a deep connection our territories. Through stories we learn history, values, beliefs, and the wisdom of our ancestors.

Megan shared that when someone begins to learn their language they are reclaiming their history and identity that was actively attempted to be taken away by colonial policies and actions. With language, First Nations have an opportunity to see and describe the world we live inthe way our ancestors did. Knowledge is passed down through language and allows future generations to tap into this profound and grounding wisdom that is healing. This experience has shaped Megan to be who she is today.

She acknowledged her grandmother as a language champion and all others who have passed on the language. Megan is grateful to continue this legacy. On a grand scale, success to her will be inter-generational healing of Indigenous People through the revitalization of culture and language. Now is a pivotal time to create sense of responsibility and engagement of youth.

Hailey Rose shared with participants and her fellow panelists that she grew up in an urban setting and was not around fluent speakers at home or in her early years at school. In high school, she advocated for and was successful in getting a grant for Cree language classes. It all started as an extra curricular at lunch with 30 youth, both Indigenous and non-Indigenous. She attributed this experience as an opportunity for reconciliation. Hailey believes that learning her language is fundamental to her mental and emotional health as it helps her connect to her culture. She encourages those that are fluent to share and teach the language to the youth and to normalize Indigenous language use.

Connecting to her language is important to her as she wants to be able to pass the language on to next generations – to teach her future children, to have connection to her culture, and to nourish all aspects of our medicine wheel, physically, emotionally, mentally, and spiritually. Effective ways of creating speakers among youth includes storytelling, providing language instruction in the school system, and through music. There is power in music, and it creates good energy through dancing, singing and ceremonies.

Hailey concluded that success is not a destination but a journey. It is important to take it day-by-day to learn the language: one word a day might not seem like at lot but by the end of year that will be 365 new words. It is important to take the initiative to learn more each day.



Preparing for International Decade of Indigenous Languages – Paul Pelletier, Director General, Canadian Heritage, Indigenous Languages Branch

The International Decade of Indigenous Languages (IDIL) is intended to focus, create, and maintain momentum at the national, regional, and international level – involving host of stakeholders, in context of Indigenous Peoples, Indigenous governments, civil society, researchers, and international partners – to mobilize around critical areas of importance for Indigenous languages.

The last time there was a decade devoted to Indigenous Peoples was the International Decade of World's Indigenous Peoples. It was originally announced in 1994 and concluded in 2004, and because there was not enough progress made there was a second decade announced to continue the work starting in 2005. A notable milestone that came out of the second decade was the adoption in 2007 of the United Nations Declaration on the Rights of Indigenous Peoples (UN Declaration).

It is with great excitement that we start this *Decade on the Indigenous Languages* which began in January and extends until 2032. 2019 was an important year: it was the International Year of Indigenous Languages (IYIL) and the year that the *Indigenous Languages Act* received Royal Assent. There was a growing desire expressed by Indigenous Peoples throughout the International Year to see continued regional, national, and international attention on Indigenous languages and a call that there be a declaration for a decade of Indigenous languages.

At the closing ceremony in December 2019 the United Nations General Assembly proclaimed the IDIL would be from 2022-2032. They called on Member States to consider mechanisms to support a successful implementation of the IDIL and they recognized Indigenous Peoples as custodians of their own language and that, as such, they need to be fundamentally driving the development of measures to implement the IDIL.

The IDIL aims to further the work started during the 2019 IYIL to mobilize stakeholders and resources around the world for coordinated action on Indigenous languages. In 2020, the 2019 IYIL Steering Committee set its objectives, governance structure and areas of action in preparation for the Decade.

Main objectives of IDIL:

- To draw attention to the critical loss of Indigenous languages and the urgent need to preserve, revitalize and promote Indigenous languages;
- To take urgent steps to preserve, revitalize and promote Indigenous languages at the national and international levels.



The UN Educational, Scientific and Cultural Organization (UNESCO) is the lead agency for the IDIL, in collaboration with other agencies and departments of the UN system. In 2021, UNESCO created the Global Task Force (GTF), an international governance mechanism to ensure equitable participation of all stakeholders in the organization of the IDIL and provide guidance on the preparation, planning, implementation and monitoring of the Global Action Plan. Canada was nominated to the GTF as a member state representative for 2021-2023.

Canada's representative is Paul Pelletier, Director General, Indigenous Languages Branch, Department of Canadian Heritage. First Nations, Inuit, and Métis Nation representatives for North America and the Arctic have been nominated to the GTF (2021-2023) through Indigenous-led processes. Indigenous Peoples' representatives include:

- Aluki Kotierk, President Nunavut Tunngavik Inc., for the Arctic socio-cultural region
- Clara Morin Dal Col, for the North America socio-cultural region
- · Richard Ejinagosi Kistabish, Anicinabe Algonquin Nation for the North America
- socio-cultural region

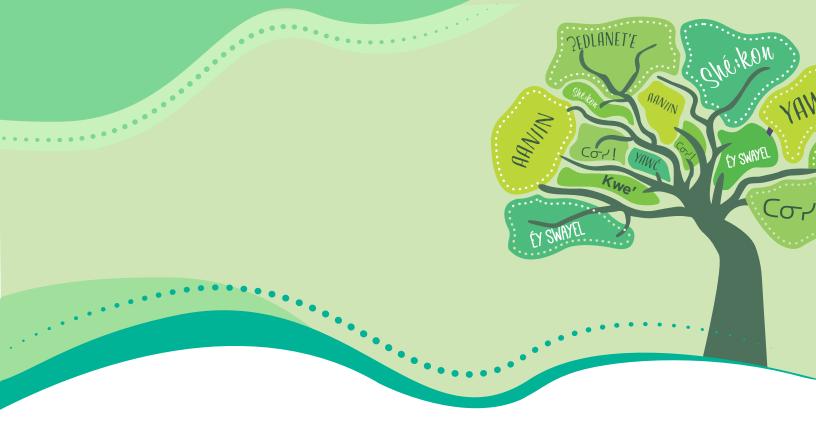
The Global Action Plan lays out the vision, outcomes and outputs, the governance mechanisms, and the resourcing, communication, and monitoring strategies for the Decade. An Ad Hoc group developed the Global Action Plan. The group was composed of members of the 2019 IYIL Steering Committee, Indigenous Peoples including two Indigenous representatives from Canada, experts, and representatives of the UN System.

Indigenous Peoples and Member States provided input through online consultations, regional dialogues with all stakeholders, including one for North America and Arctic on June 1-2, 2021, and most recently a final public consultation on a draft version of the Global Action Plan. The Global Action Plan was finalized in November 2021 and is likely to be presented at the United Nations Permanent Forum on Indigenous Issues (UNPFII) in April 2022.

The aim of the proposed Global Action Plan is to contribute to the following impact: "Indigenous languages are preserved, revitalized, promoted and used across all socio-cultural, economic, environmental, and political domains and is a driver for building peace, justice, development and reconciliation in our societies."

A communication strategy will be posted on the UNESCO website. Looking forward there will also be a chance to communicate on the progress of the Global Action Plan throughout the IDIL.

The AFN Language Forum ended with a closing prayer by Knowledge Keeper Ernie Daniels.





55 Metcalfe Street, Suite 1600 Ottawa, ON K1P 6L5 www.afn.ca

Toll Free: 1.866.869.6789 Telephone: 613.241.6789 Fax: 613.241.5808