



**Department of Education  
Government of Nunavut**

**Bilingual Education Strategy for Nunavut:  
2004-2008**

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## 1.0 INTRODUCTION

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The Department of Education has been directed to develop a framework for creating curriculum and implementing Language of Instruction models that achieve bilingualism in our schools. However, the level of bilingualism we seek cannot be achieved through the efforts of the school system alone. A long term, coordinated and integrated strategy that actively engages parents, teachers, students, government departments, community organizations, other agencies and the public at large, will be essential.

While it is felt that our chosen Language of Instruction models may require at least 15 years to see their full implementation, this strategic framework outlines what we believe can be accomplished in the next four years and includes:

- essential elements of a bilingual school system, particularly a fully implemented K-12 Inuktitut curriculum
- key results, measures and strategies for each of those elements, and
- a discussion of the required support and assistance from other agencies

In undertaking this agenda, we are hoping to answer two questions:

- 1) How can the Department of Education assist teachers and parents as they support students and provide programs that ensure students are successful learning two languages?
- 2) What support and assistance is required from other agencies to support bilingualism in schools?

This framework provides the specific actions that will be undertaken in the next four years to help answer these questions.

## 2.0 BACKGROUND

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The current Education Act states that: *The Minister shall (a) establish the curriculum; (b) establish standards for the education program; (d)...maintain the standards for the education program at the highest level possible... [126] and the Minister may, "give directions establishing standards and guidelines for the selection and use of a language of instruction to assure the maintenance of the highest possible standards of education."* [71 (3)]

The Education Act provides the baseline for our work in implementing appropriate curriculum and instructional approaches for Nunavut's education system. As part of the Department of Education's ongoing responsibilities, significant effort has been and will continue to be directed toward addressing the need for an education system that reflects the history, values and beliefs of our citizens while recognizing the need to prepare our children for the challenges of participating in an increasingly diverse labour market. While a major review of the Education Act is currently underway and we fully expect to bring a revised Act forward in 2006, our work associated with curriculum and language of instruction continues.

Two Nunavut studies on bilingual education led to the identification of three appropriate models for Nunavut schools. The reports stated that bilingualism will only be achieved if language is enhanced and supported throughout the education system and community life. The expectation is that all communities move gradually towards becoming as bilingual as possible in the long term, by implementing the appropriate model.

The three models that are being adopted are:

- **Early Immersion:** This model may be used in communities such as Kugluktuk and Cambridge Bay, where Inuinnaqtun language fluency has eroded. This model will introduce children to Inuinnaqtun, in combination with teaching and using English, from Kindergarten to Grade 12.
- **Qulliq:** This model would serve communities with strong Inuktitut First Language and will teach students to read and write fluently in Inuktitut first, while gradually introducing English as a second language. Instruction in Inuktitut is maintained through Grade 12 for some courses, while English is used for others.
- **Dual Language:** This model may be used in communities such as Iqaluit and Rankin Inlet where programs will be organized so students will receive instruction in language arts and core subjects in their first language, learn the other language as a second language, and receive non-core courses together in either language.

It is also important to have some understanding of the present situation regarding the development of curriculum and resource materials. In particular:

- ***Curriculum/Teaching Materials:*** The K-9 curriculum used in Nunavut schools is a combination of documents inherited from the Northwest Territories and curricula from the Western Northern Canadian Protocol (western provinces and three northern territories collaborate on curriculum development). For Grades 10-12, Nunavut continues to use Alberta curricula. There is no coordinated K-12 curriculum that combines Inuit and Qallunaat perspectives with the supporting teaching materials and student learning resources required to ensure instruction in classrooms meets bicultural expectations.
- ***Curriculum Development Process:*** Our work in developing curriculum and learning resources that reflect two cultures and three languages is a complex and time consuming process. Under the Education Act, all 13 years of schooling must have the appropriate courses and materials. As well, at this time, there is no collection of materials readily available for teaching tools that reflect an Inuit perspective.
- ***Teaching Materials and Learning Resources:*** Teachers must be provided with bilingual teaching materials and learning resources to implement the LOI models. This will mean developing modules for each age level and area of instruction, field testing or piloting teaching modules, developing resources and materials in concert with teachers in the classroom, providing ongoing support to teachers for using the materials, and preparing and publishing materials in Inuktitut and Inuinnaqtun.

### 3.0 ESSENTIAL ELEMENTS FOR ACHIEVING BILINGUALISM

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The Nunavut Language of Instruction research studies strongly recommended that each of the following five elements must be addressed to successfully achieve bilingualism in Nunavut. These elements are: Community Planning; Inuit Qaujimajatuqangit Frameworks and Curriculum Foundations; Curriculum, Teaching Materials and Learning Resource Development and Implementation; Accountability; and Inuktitut and Inuinnaqtun across the Education System.

Over the next four years, these five elements will exert considerable influence in executing our work plan for Bilingual Education. In their entirety or in part, ensuring these elements are addressed will affect our specific tasks and products in areas such as:

1. *General Foundation Documents*, such basic research and model development for Language of Instruction and the implementation of the Language of Instruction/Curriculum framework
2. *Language of Instruction Strategies*, that will include public awareness strategies, community surveys, community and school language planning, community steering committees, early childhood language strategies, and Nunavut Arctic College language strategies.
3. *Language of Instruction/Curriculum Accountability*, which includes language program monitoring procedures, writing and reading assessments, school review and improvement procedures and curriculum monitoring and evaluation procedures.
4. *Curriculum Foundation Documents*, including IQ research with Elders, school profiles, K-12 curriculum manuals, multiple high school options, and handbooks for K-9 and high school.
5. *Inuktitut First Language*, which primarily involves researching, developing, field testing (piloting and in-servicing), and implementing teaching modules and learning materials for all grades, including Early Childhood and Kindergarten.
6. *Inuktitut Second Language*, which will include developing and implementing teaching guidelines, as well teaching modules and learning materials for grades 1-9.
7. *English Second Language*, which will include developing and implementing teaching guidelines, as well teaching modules and learning materials for grades 1-9.
8. *Inuinnaqtun*, which will include developing and implementing grade 1-6 immersion teaching modules and learning materials as well as grade 7-12 second language teaching modules and learning materials.

9. *Aulajaaqtut Curriculum (Health, Wellness, Safety, Career Planning)*, which includes developing and implementing teaching modules and materials for grade 4-12 as well as preparing junior and senior secondary handbooks.
10. *Iqqaqqaukkiringniq Curriculum (Math, Technology, Innovation)*, which includes developing and implementing teaching modules and materials for grade 1-6 as well as preparing an elementary handbook.
11. *Nunavusiutit Curriculum (Environmental Studies, Geography, History)*, which will include developing and implementing grade 7-9 teaching modules and learning materials as well as grade 11 Oceans and grade 12 Sila teaching modules and learning materials in addition to handbooks.

The following sub-sections (3.1 through 3.5) examine each of these elements by detailing the specific results (outcomes), how these results will be measured, and the actions that will be taken during the next four years to achieve those results. The results describe reflect the nature of the strategy, which incorporates not only major activities for development within the K-12 school system but other activities that are viewed as essential supporting components to ensuring the success of the strategy. As shown by the above specific tasks and products in our work plan, ensuring we monitor, report on, and adjust our progress in fulfilling the Bilingual Education Strategy will be an important part of what we do.

### 3.1 Community Planning

Feedback from initial consultations with District Education Authorities (DEAs) and educational staff indicates that a more extensive process of public awareness and community and educator knowledge building and information sharing is required to answer the questions that staff and the public have about effective bilingual education programs and their implementation. Under the Education Act, the DEAs are responsible for providing leadership within their community on matters concerning schooling.

Result	Measure	Actions to Achieve Result
Increased community, DEA & educator awareness regarding language of instruction	All partners share information about appropriate models  Parents, DEA & community understand roles & responsibilities in language preservation and enhancement	Develop/implement community information sharing procedures and a communication plan
Increased community, DEA & educator awareness regarding	Nunavummiut understand & provide feedback about curriculum, Inuit knowledge and skills as the basis of	Develop and implement information sharing procedures and

curriculum	the school system & roles & responsibilities of parents, teachers and students	communication plan  Establish District Education Authority Steering Committee
Increased knowledge of language status and language planning in each community	Community members understand the status of language in their community  Each DEA leads community to identify and implement language plan  Each community has plan and funding to enhance language proficiency and language enhancement activities	Develop/implement language status survey  Develop /implement format for language plan that phases in appropriate model  Work with CLEY to identify funding & appropriate activities & format for plan

### 3.2 Inuit Qaujimajatuqangit Frameworks and Curriculum Foundations

The articulation and establishment of Inuit Qaujimajatuqangit is fundamental to achieving bilingualism. Research in Inuit knowledge and skills has led to the development of new frameworks for instruction such as stages of learning and inclusion principles and practices that combine Inuit and Qallunaat perspectives.

Result	Measure	Actions to Achieve Result
Increased inclusion of Inuit culture and values in curriculum development & schools	Identified Inuit principles, beliefs and values basic to schools  Information on topics recorded, transcribed and translated	Research with Elders and specific working groups  Development of communication materials sharing principles, values and curriculum content
Completed curriculum foundation documents with outcomes	Curriculum documents that outline Inuit knowledge, skills, values & competencies in four areas  Completion of Framework Documents	Outline the curriculum based on principles, values, knowledge and competencies that students must learn as part of bilingual education programs  Inclusion and Assessment documents are under review and revision for development into Directives, procedural handbooks and distribution



Increased involvement of educators in curriculum development	Maintenance of Elementary/Secondary/Student Support Steering Committees  Students experiencing more learning success, better attendance and graduation rates	Educators make recommendations on instructional frameworks, curriculum and other school improvement projects  Identified teaching strategies appropriate for Nunavut
Established positive learning environments	Established programs and services to support students with special learning needs and ensure classroom instruction addresses the diversity of learning styles among students	Ongoing inclusion and student support initiatives to support schools in establishing positive learning environments
Reduced incidence of drop outs in schools	Definition and implementation of Multiple Options for graduation: such as: Inuit heritage and culture, pre-trades, performing arts, and family and community care	Work is underway to identify multiple high school program options leading to new graduation requirements  Identify and create programs that interest young males
Increased Graduation Rates	All communities offer variety of programs options for students	Provide courses through Distance Education to enable smaller communities to take advantage of expertise in larger schools

### 3.3 Curriculum, Teaching Materials and Learning Resource Development and Implementation

The Department of Education has been tasked with curriculum and resource development for Nunavut schools to support fully functional bilingualism. This four-year plan requires development of curriculum, teaching materials and learning resources related to the three bilingual education models. The plan also requires strategies to address implementation and support to teachers for new curricula, teaching materials and learning resources.

Result	Measure	Actions to Achieve Result
Inventory of all current teaching materials and learning resources that are available in Inuktitut, Inuinnaqtun and English	Complete listing of all currently available teaching materials and learning resources available	Compile all available resources Assess materials for adequacy, adaptability and consistency across Nunavut
Developed Inuktitut & Inuinnaqtun & English teaching materials and	Increased language proficiency of students in schools	Develop teaching materials and learning resources for Inuktitut & Inuinnaqtun first & second

learning resources		language as well as English second language
Increased access to culturally relevant teaching materials and learning resources	Materials developed in Aulajaaqtut, Iqqaqqaukkiringniq, and Nunavusiutit for schools in Nunavut	<p>Develop teaching materials and learning resources for Aulajaaqtut programs (Health, wellness, safety, career planning)</p> <p>Develop teaching materials and learning resources for Iqqaqqaukkiringniq (Math, Technology, Innovation)</p> <p>Develop teaching materials and learning resources for Nunavusiutit (history, environmental studies)</p>

### 3.4 Accountability

Accountability is a critical component for schools in order to ensure that resources assigned to bilingual education are achieving identified goals and curriculum and teaching materials are being taught properly and are achieving the intended outcomes, especially preparation for post secondary education and/or employment. It is essential to have monitoring and evaluation procedures to support this framework.

Result	Measure	Actions to Achieve Result
Improved accountability within the school system	Implementation of bilingual education is progressing and meeting identified needs	<p>Develop content and format for accountability framework with partners</p> <p>Identify stakeholder accountability to ensure the integrity and quality of the implementation</p> <p>Identify standards for teacher/principal education and certification related to language</p>

Increased language program & curriculum support, monitoring and evaluation procedures	<p>Language program &amp; curriculum support, monitoring and evaluation procedures in place in the</p> <p>Developed benchmarks for student expectations and related assessment tools</p>	<p>Revise funding formula to provide more support to teachers</p> <p>Developed procedures to ensure effective implementation of language programs &amp; curricula in pre-school, school and adult programs</p> <p>Benchmarks established and used to determine language proficiency of students and related assessment tools to measure proficiency used in schools</p> <p>Develop writing and reading assessment tools with educators</p>
Improved opportunities for schools to be culturally relevant and provide successful learning environments	<p>Implemented <i>Sivuniksamut Ilinniarniq</i> (School Profile, school review and school improvement process)</p> <p>Each school working to meet goals set collaboratively with DEA, parents, educators through review and improvement plans</p>	Identify characteristics of school profile as basis for school review and improvement plans

### 3.5 Inuktitut and Inuinnaqtun across the Education System

Achieving bilingualism in Nunavut requires a coordinated program effort between Early Childhood programs, schools, and the College, as well as active community support for language use and enhancement.

Result	Measure	Actions to Achieve Result
Increased language and skill development of children who participated in the Inuktitut ECD programs	Universally available early childhood programs incorporating Inuit language and culture implemented	Develop pre-schools, day cares and Head Start programs founded on Inuit Language and culture
Reduced drop-out rates at the high school level in long term	Communities and elders consulted in developing strategies	<p>A 10 year Early Childhood language program strategy</p> <p>Develop format and</p>

	Long term graduation rates increased and drop-out rates reduced	consultation process for strategy  Assess feasibility of establishing Junior Kindergarten classes
Completed bilingual Early Childhood & Kindergarten curriculum and teaching materials	Bilingual curriculum and teaching materials used by early childhood educators	Work with EC staff to complete teaching modules and learning materials for ECE/K
Implemented bilingual education pilot projects in schools	Six Nunavut schools implement appropriate LOI model	Identify solutions to challenges in implementing LOI through pilots
Implemented bilingual models in every school	Increased language proficiency of students in schools	Effective implementation of the models in all Nunavut schools
Increased language proficiency of adults who participated in NAC programs	Language programs in all Nunavut Arctic College community learning centers and regional campuses  Strategy completed through consultation with communities, staff and Elders	Develop appropriate adult programs for learning first and second language  A 10 year Nunavut Arctic College Language Strategy

## **4.0 SUPPORTS FROM OTHER DEPARTMENTS AND AGENCIES**

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The Department of Education requires strong partnerships in order to achieve bilingualism. Initial partners that have been identified include:

### **Nunavut Tunngavik Incorporated**

- The Government of Nunavut wishes to meet our obligations under Article 32 of the Nunavut Land Claim Agreement. The Government of Nunavut will work with Nunavut Tunngavik Incorporated and the Regional Inuit organizations in ensuring the Bilingual Education Strategy for Nunavut, especially in the areas of curriculum, teaching and learning resources, and language of instruction, appropriately meets the needs of our children.

### **Department of Culture, Elders, Language and Youth**

- Work is underway through the Department of Culture, Language, Elders and Youth to initiate government legislation regarding Inuktitut through the establishment of the Nunavut *Official Languages Act* and the *Inuktitut Preservation Act*.
- Ongoing work to standardize Inuktitut terminology also provides an essential tool for Language of Instruction programs in schools and the effective and efficient production of learning materials in Inuktitut and Inuinnaqtun.
- A partnership with the Department of Culture, Language, Elders and Youth will be required to identify, support and fund language enhancement activities in communities for adults and families.

### **Nunavut Arctic College**

- Schools in Nunavut have never had enough Inuit teachers to offer all the desired programs and grade levels in Inuktitut. The intention since the early 1980s has always been to have Inuktitut instruction at all levels of the school system. That goal has not yet been achieved due to the lack of Inuit teachers at the junior and senior high levels.
- This challenge continues to confront the education system in Nunavut; addressing the urgent need for large numbers of Inuit teachers throughout the school system remains the single most important factor in the success of bilingual education in Nunavut.
- In order to ensure successful implementation of the language models, it is essential to ensure high standards for teacher education and a strategic approach to teacher recruitment, training, professional development and retention. Increasing the number of teachers, improving the quality of graduates and

enhancing the breadth of the training program that teachers receive are all essential to the success of the bilingual programs offered students in Nunavut schools.

### **Federation of Nunavut Teachers**

- As the professionals on the front-line of education, it will be essential to actively involve the Federation of Nunavut Teachers and its members in seeing the successful implementation of this strategy.

### **District Education Authorities**

- The local District Education Authorities will have large roles and responsibilities in ensuring that the materials and approaches undertaken as part of the strategy are fully realized and reflect the needs and wishes of communities.

Achieving bilingual schools also requires a commitment to effective teacher training and professional development. Wide-ranging actions could include reviewing and reorganizing the Teacher Education Program, developing a teacher recruitment strategy, re-establishing the Aboriginal Language Certificate Program, completing the development of and implementing the Nunavut Education Specialist Certificate, as well as programs for Early Childhood teachers and opportunities for professional development at the graduate-degree level. A separate Teacher Education Strategy that is being developed will provide more detail on the specific initiatives that will be put forward for consideration.

## 5.0 OUR NEXT STEPS

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The achievement of bilingualism and enhancement of Inuktitut and Inuinnaqtun in Nunavut will require tremendous human and financial resources from the Government of Nunavut in partnership with other interested organizations over many years. Investment today will ensure that future generations can continue to be proud of their cultural heritage and speak the language of their forefathers. The initiatives in this framework will establish the foundation for achieving the long-term goal.