

Report Summary: Berger 2006

Title: Conciliator's Final Report March 1, 2006 'The Nunavut Project'

Nunavut Land Claims Agreement Implementation Contract
Negotiations for the Second Planning Period 2003 - 2013

Author: Thomas Berger

Source: Nunavut Economic Forum Resource Library

http://www.nunavuteconomicforum.ca/public/files/library/EDUCATIO/berger_final_report.pdf

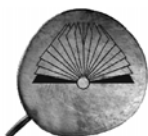
Nunavut Tunngavik Inc.

<http://www.tunngavik.com/publications/berger-conciliation/final-report2006-en.pdf>

This document is a summary. The original report remains the only authoritative version.

This summary is for teachers, parents, students, and other Nunavummiut that care about education and the issues that affect the school system and Inuit student success. The summary offers the main points from Thomas Berger's final report, grouped under eight headings:

- ❶ Introduction
- ❷ Main questions the Berger report asks
- ❸ Article 23 of the Nunavut Land Claims Agreement
- ❹ Language, education, employment for Inuit
- ❺ Inuit social and economic context
- ❻ The Nunavut Project
- ❼ Funding for success
- ❽ Cost of failure



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Thomas Berger submitted an interim report August 31, 2005. It dealt with questions related to levels of funding for public government institutions.

The Final Report recommends short- and long-term changes to the education system, to achieve the goal of Article 23 of the Nunavut Land Claims Agreement. The recommendations focus on Inuktitut / English bilingual education to help students reach their full potential.

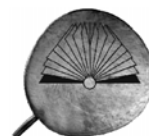
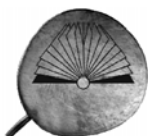
The goal of Article 23 is to increase the number of Inuit government employees so they represent the population. Article 23 is entrenched in the Constitution. Right now Nunavut has 85% Inuit, right now Inuit have 45% of government jobs. This hasn't changed much since Nunavut's government started in 1999.

② Main questions

- What does Article 23 really mean? How does it affect Nunavummiut?
- How do education and employment policies and programs relate to Article 23?
- What needs to happen to make Article 23 a reality? How do education and employment policies and programs need to change?
- Who is responsible to develop and implement changes to help make Article 23 a reality?
- Who pays for the changes that can help make Article 23 a reality?

③ Article 23 of the Nunavut Land Claims Agreement

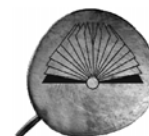
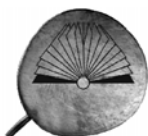
- The goal of Article 23 is to have the same percent of Inuit government employees as Nunavut has Inuit residents: 85%. But the goal of Article 23 is more than numbers. To have 85% Inuit government employees helps provide high quality government in Nunavut and benefits all Inuit.
- Nunavut needs public servants that speak Inuktitut. Inuit cannot properly access government services with public servants that speak only English. Inuktitut is the first language of the majority of Nunavut



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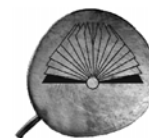
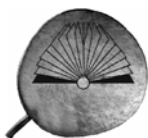
residents; it is the **only** language for 15% of Inuit in Nunavut. Nunavummiut need to receive government services in Inuktitut.

- Right now Inuit hold 45% of government jobs. This includes 84% administrative support, 59% paraprofessional, 48% executive, 25% professional, 24% senior management, and 20% middle management. Article 23's goal is a long way off, especially in higher-level jobs.
- To achieve the goal of Article 23 means that the Inuit must over time occupy 85% of the jobs in all occupational groupings and all grade levels in the public service. That includes executive, senior management, middle management, professional, paraprofessional, as well as administrative support.
- The original timeline to have 85% Inuit government employees was 2008. This is clearly not possible. The federal and territorial governments and NTI extended the timeline to 2020.
- The main barrier to achieve Article 23 is the lack of trained Inuit. Government has employed all available qualified Inuit. The jobs exist - about 1500 territorial and federal government jobs that Inuit could do if they had the formal education and skills they need.
- If Inuit want to get higher-level government jobs they need some sort of post-secondary or professional education. To get higher education they need to graduate from school.
- The federal and territorial governments and NTI need a new approach to the Implementation Contract and to achieve Article 23's goal. The old approach has not worked. The parties need to look beyond the specific commitments listed in Article 23.
- Under Article 23 the federal government agreed to do three things:
 - i) Carry out a labour force analysis.
 - ii) Develop Inuit employment plans.
 - iii) Develop pre-employment training plans.
- The federal government believes they have no more responsibility or commitments to carry out, to help achieve Article 23's goal.



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- The 2000 Government of Nunavut Bathurst Mandate has a goal that Nunavut become 'a fully functioning bilingual society, in Inuktitut and English' by 2020.
- Inuktitut prospers in Nunavut but faces challenges and a possible long-term threat within the sea of dominant English. Inuktitut must grow and adapt; people need to continue to develop vocabulary to communicate modern ideas.
- English is the language of colonialism and a dominant language. Inuit and Inuktitut form a majority within Nunavut. But they exist within a sea of the dominant English language and culture, and continue to experience its oppression.
- Inuit children's first language is Inuktitut. It is the base from which they build advanced language skills. Well-developed Inuktitut language skills enhance second language learning and effective use of second language skills. Research shows that educating Aboriginal children in English only does not work. It clearly shows that well-developed Aboriginal language skills lead to successful second language learning and formal education.
- Nunavut inherited an early exit bilingual school program model from the NWT. Inuit children speak Inuktitut when they start school and learn in Inuktitut from kindergarten to grade 3 / 4 / 5. Starting in grades 4 / 5 children learn in English; Inuktitut is a subject, like math or a foreign language. Children have no solid base of first language skills and lose more Inuktitut as they gain more English. They end up not fluent or literate in both languages.
- The early exit model can damage Inuit children's sense of who they are. The school system rejects their language and culture. It highlights their failures in English, rather than building on their strengths in Inuktitut.
- The 2001 Census shows that 83% of Inuit from 20 and 45 years old did not finish high school. Nunavut needs to expand the role of Inuktitut in the school system and develop a strong bilingual program. This will help increase graduation rates, overcome the long-term threat to Inuktitut, and create a bilingual Inuit workforce.



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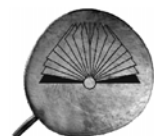
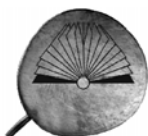
- Nunavut has the fastest growing population in Canada – twice the national average. Nunavut’s population doubled in a single generation: from 15,000 in 1981 to almost 30,000 in 2006.
- Nunavut has little industrial employment and government jobs are an important part of the wage economy. Government of Nunavut has offices in various communities to help make jobs available to more people and to be responsive to local concerns.
- Global warming and climate change will transform Nunavut and open up resources that were locked in snow and ice. The number and proportion of non-Inuit residents may increase. Inuit need to be able to take their rightful place in all parts of Nunavut’s economy, not just the public service.
- Inuit are key to demonstrating and maintaining Canada’s control over the Arctic. Canada can more effectively achieve these foreign policy objectives with strong presence of and support from Inuit and Nunavut.

6 The Nunavut Project: a vision to fulfill Article 23

The Nunavut Project is for all people, not just teachers and students. It is a long-term Inuktitut / English bilingual education plan. Communities, schools, teachers, students, parents, governments, business, and other groups all have a role.

In the short term the percent of Inuit government employees might go down rather than up. We need to take certain actions to help ensure long-term success and focus on actions that help the long-term goal.

The Nunavut Project and bilingual education develops more qualified Inuit, to fill 85% of government jobs including higher-level jobs. As the number of qualified Inuit expands, more people also qualify for jobs with business and non-profit groups. Different employers do not have to rob each other of a limited number of qualified Inuit. All Nunavut can benefit.



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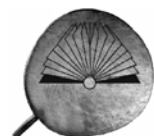
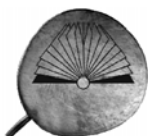
The Nunavut Project cannot stand by itself. Education is not separate from other social and economic issues. For example, it cannot succeed unless Inuit housing and health improve. A bilingual education program and a public service that properly represents the Inuit need public housing and student, staff, and government housing programs to succeed. The Land Claims Agreement does not cover things such as housing. The Government of Nunavut needs to go after these kinds of issues separately with the federal government.

Bilingual education kindergarten to grade 12

- Every community has an Inuktitut, head start type pre-school program.
- Grades K to 3: 100% Inuktitut with option of one English as a second language class per day.
- Grades 4 to 8: Inuktitut used for main academic subjects and English used for two classes per day with a focus on developing conversational skills.
- Grades 9 to 12: Inuktitut and English used for academic subjects. Students take a minimum of one language arts class and one other subject in each language.
- Variations of this program in Inuinnaqtun-speaking communities and mixed population centres such as Iqaluit that have a significant non-Inuit minority and no more than half Inuit residents speak Inuktitut at home.
- Exact distribution of subjects and languages vary; each community adapts the system to its own situation and needs.

Inuit teachers / Inuktitut materials

Nunavut's most important action for bilingual education is to develop a strong new generation of Inuit teachers. Right now the college has about eight to 12 graduates each year. Nunavut needs to train and retain many more Inuit teachers that can deliver a truly bilingual curriculum from kindergarten to grade 12. To achieve this Nunavut needs to:



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- Deliver teacher education programs in various communities.
- Provide much more support for student teachers, such as childcare, housing, and student funding.
- Provide more support and on-the-job training especially during the first three years of teaching.
- Encourage communities to cherish their Inuit teachers.
- Study and try various things to help retain teachers. For example the Kativik Region teacher education program has a one-year job shadowing practicum when students start their teacher education. Student teachers go into the classroom with an experienced teacher for a full school year. They use the experience to decide if they really want to be a teacher. The Board evaluates the student so they can be sure to focus resources on the student teacher candidate with the best chance of long-term success.

Bilingual education needs bilingual materials and Nunavut students need a Nunavut-specific curriculum. The Government of Nunavut made a commitment to develop a 'made in Nunavut' curriculum by 2009. Berger suggests that Nunavut work with Nunavik and coordinate production of materials to help this very large and expensive project move more quickly and be more economic.

Berger's report suggests the need for more structured ways to teach Inuktitut and to develop ways to measure students' progress in Inuktitut. The purpose of such methods and materials is to help teachers identify students' difficulties, to help them solve any problems.

Inuktitut must adapt and grow to express modern ideas. It must become the language of miners, authors, lawyers, nurses, engineers, accountants, educators, builders, linguists, and film-makers. Several actions are already taking place:

- A made-in Nunavut *Official Languages Act*.
- An *Inuktitut Protection Act*.

