

UQAUSIVUT 2.0

2018-2023



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MESSAGE FROM THE MINISTER



I am pleased and proud to introduce the second edition of the Uqausivut plan for the implementation of the *Official Languages Act* and the *Inuit Language Protection Act*. Under our government's Turaaqtavut mandate, we are determined to continue promoting the equality of our official languages, while emphasizing Inuktitut as a living language that is used prominently in our schools, workplaces and daily lives throughout the Territory.

The Government of Nunavut passed its historic language acts in 2008. There is currently no other jurisdiction in Canada that provides a similar level of statutory protection to an indigenous language. This contributes to Nunavut's distinct qualities within Canada and internationally.

Uqausivut 2.0 pays a tribute to the commitment and hard work by the many people who have worked for the last few years to bring the promise of our language legislation to fruition; it is also a challenge to those who will carry that task forward in the years ahead.

The first Uqausivut Plan, released in 2012, was a detailed road map to achieving our ambitious goals. The plan was an important step to translate the objectives of the acts into practical realities. Over the last five years, there have been important changes and tangible results in many areas, including the development and delivery of programs to assist language learners at every level, major improvements in the promotion and provision of GN services in all official languages, and support for many new initiatives within the cultural sector and education system.

With Uqausivut 2.0, we enter the next phase of implementation. This new edition looks at the next five years, building on the lessons learned and achievements made from Uqausivut. It also addresses gaps and shortfalls identified in the initial planning cycle and takes advantage of the many new opportunities afforded by the rapidly evolving social, and technological environment of the territory.

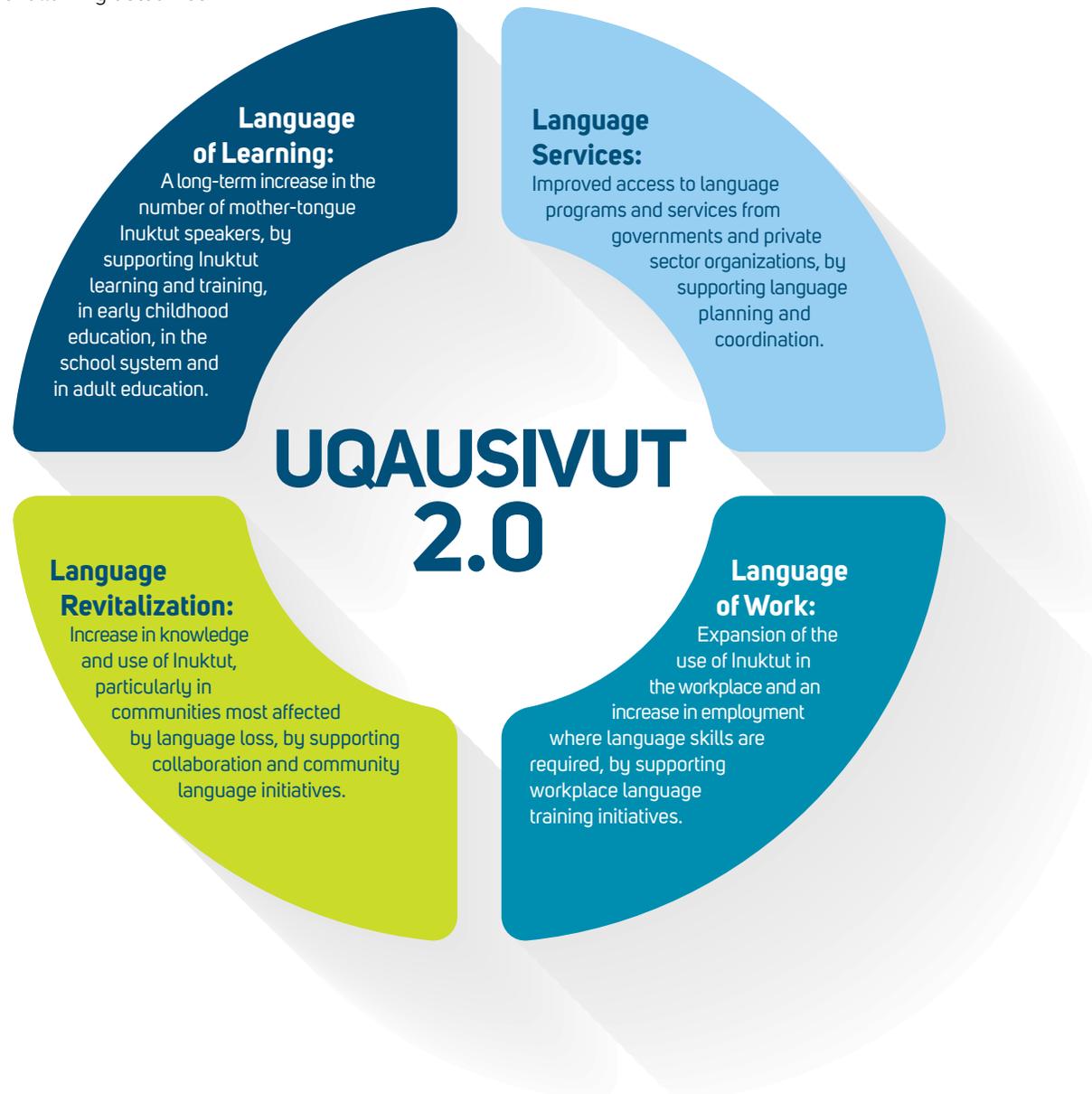
When we started this journey, we knew that the revitalization of Inuktitut could not be achieved simply through legislation and government planning. It is a generational task, and it will require the commitment of every sector, institution, and organization in the territory. The last five years have shown what can be accomplished by building on our successes, learning from our shortfalls, and above all, strengthening our partnerships and consolidating our collective efforts. We will ensure the resurgence of Inuktitut and the creation of a unique society marked by respect for and vitality of all our official languages.

A handwritten signature in black ink, appearing to be 'David Joanasie', written in a cursive style.

David Joanasie
Minister of Languages

1. SUMMARY OF OUTCOMES

Uqausivut 2.0 will achieve the following outcomes:



2. INTRODUCTION

Background

Section 13(3) of the *Official Languages Act* and Section 25 of the *Inuit Language Protection Act* require that the Minister of Languages develop a comprehensive plan to implement Nunavut’s language legislation. Building on the first plan (2012-2016), Uqausivut 2.0 reflects current realities and focuses on realistic and achievable outcomes over the next five years.

Uqausivut 2.0 identifies strategies to increase the number of people learning and speaking Inuktitut across Nunavut, while supporting the protection, promotion and rights of all official language speakers in Nunavut. It incorporates lessons learned from the first plan, findings from a formal evaluation and input received from language stakeholders across Nunavut.

Uqausivut 2.0 also builds upon the first five years of implementation. To ascertain the degree to which the initial priority areas and principles are still relevant today, input was sought and received from a range of stakeholders, including departments and public agencies of the Government of Nunavut, Nunavut Tunngavik Inc., regional Inuit associations, municipalities, the private sector, and Francophones. These consultations provided the basis for the strategies presented in Section 3.

By enacting the *Official Languages Act* and the *Inuit Language Protection Act* in 2008, the Government of Nunavut affirmed language rights as a critical element of Nunavut society. While the Minister of Languages has an obligation to prepare Uqausivut 2.0 and lead the implementation of the plan, its success will demand widespread participation in language protection, promotion and revitalization by all public and private sectors, as well as communities, families, and individuals across Nunavut. From 2018 to 2023, the Department of Culture and Heritage will work in collaboration with GN departments and public agencies, municipalities, private sector organizations, Francophones, and Inuit organizations to ensure that the outcomes and strategic priorities of Uqausivut 2.0 are implemented. Together with Turaaqtavut Mandate, we will reclaim our language, culture, and voice.

Our Challenge

Nunavut is known and valued in Canada and internationally as a distinct territory, with a different environment, a vibrant Inuit culture and language, a unique way of governing, and a distinctive perspective on issues and opportunities in the Arctic.

When Nunavut was created, the protection and promotion of Inuit culture and language was unquestionably identified as one of the most important goals for the new government. Nearly twenty years later, Inuktitut remains highly valued and defines who we are as Nunavummiut.

Nunavut is also home to two other official language communities. In 2016¹, 1.8% of Nunavummiut reported French as their first language learned, while 31% reported English. It is worth noting that one person out of ten reported an indigenous identity for French, and about seven out of ten for English.

The prevalence of English is felt in many domains, including in the home where children are exposed to their first language. While Inuit form 85% of Nunavut's population, about 63% of Nunavummiut reported Inuktitut as their first language learned in 2016 (down from about 68% in 2011). At the same time, 50% of Nunavummiut identified Inuktitut as their main language used at home (down from 52% in 2011).

UNESCO² has rated Inuktitut as 'vulnerable' in the eastern part of Nunavut and as 'definitely endangered' in the western part. These designations are assigned when a language is not used in all domains of society, and when children are not learning a language at home anymore.

At the regional level, as seen in Figure 1, the decline in language use is quite significant throughout Qitirmiut and some of the Kivalliq communities. In Qikiqtani, aside from the territorial capital, Inuktitut is doing relatively well. However, there are now concerns about the eroding quality of Inuktitut used today, even in communities with large number of speakers.

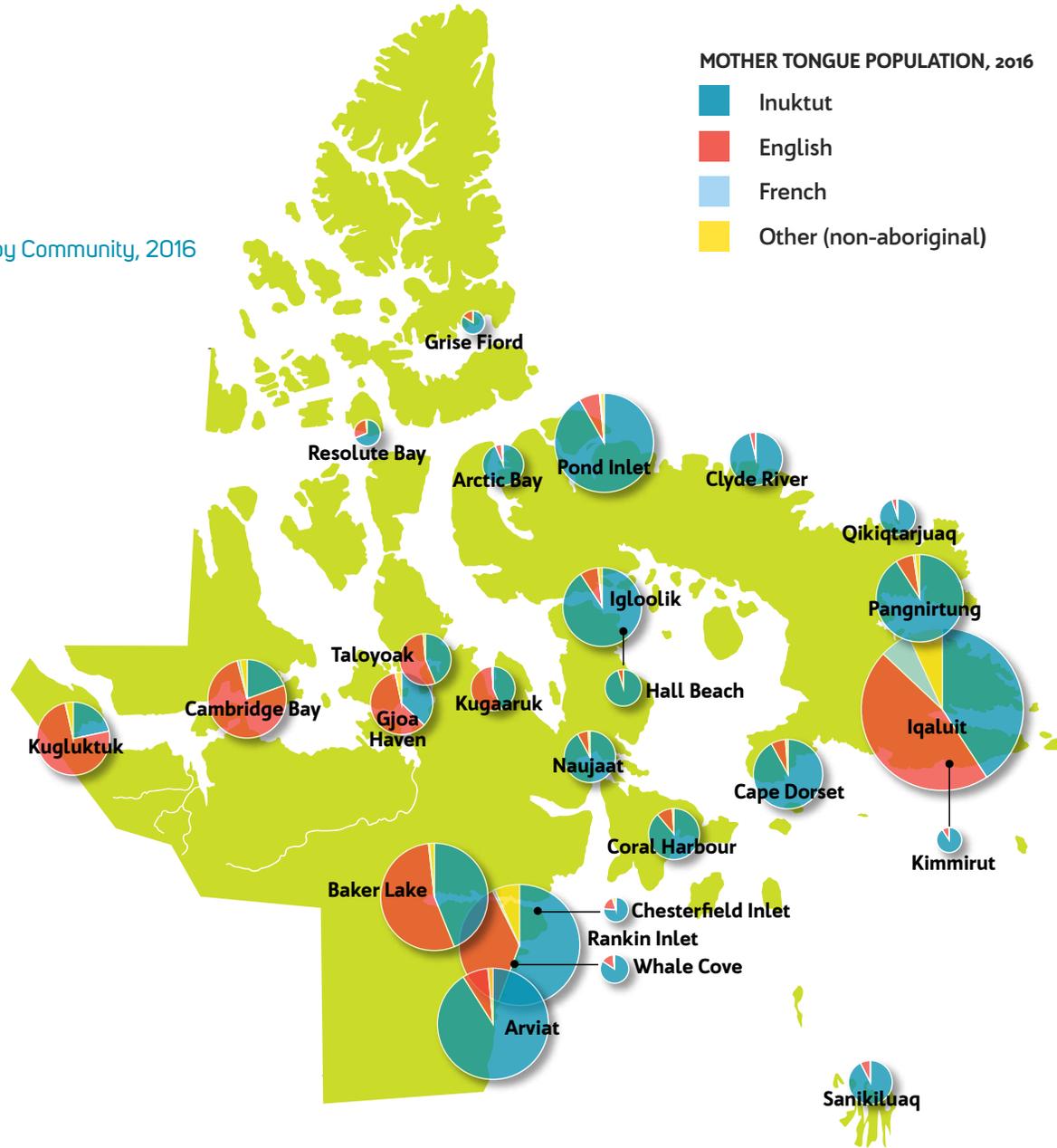
Strong and positive action is required to protect and promote the quality and prevalent use of Inuktitut and ensure it remains at the forefront of Nunavut society.

The following section sets out the detailed areas of focus that are key to achieving Nunavut's language goals, an explanation as to why each area is important, and the desired outcomes the government will achieve through the strategies.

¹ Statistics Canada. Census Profile- Nunavut, 2016 Census.

² UNESCO Interactive Atlas of the World's Languages in Danger (www.unesco.org/languages-atlas) 2015.

Figure 1: First Language Learned by Community, 2016



3. STRATEGIC PLAN

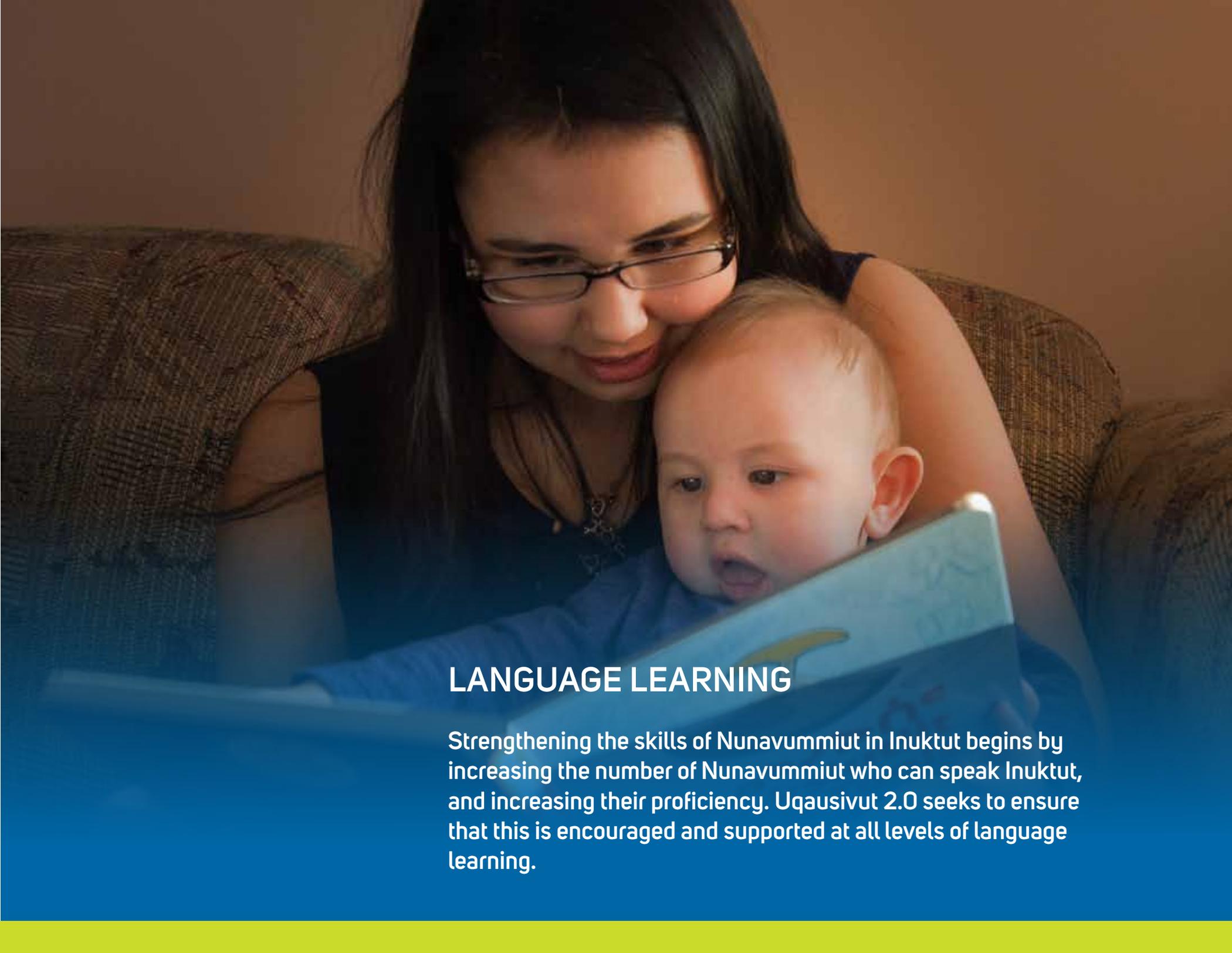
Areas of Focus

Uqausivut 2.0 focuses on four critical areas; each has been identified as a high priority area by governments and language stakeholders, and each plays a key role in increasing the use and learning of Inuktitut throughout Nunavut. The strategies to address each area are informed by the consultations that led to the development of Uqausivut 2.0 and by the initial five years of Uqausivut implementation.

The four critical areas are:

- **Language of Learning,**
- **Language of Work,**
- **Language Services, and**
- **Language Revitalization.**





LANGUAGE LEARNING

Strengthening the skills of Nunavummiut in Inuktitut begins by increasing the number of Nunavummiut who can speak Inuktitut, and increasing their proficiency. Uqausivut 2.0 seeks to ensure that this is encouraged and supported at all levels of language learning.



Early Childhood Education

Outcome: Greater and more fluent use of Inuktitut among young children.

Rationale: Existing materials, programs and legislation require renewal and expansion to establish a strong foundation for Inuktitut learning and to prepare children for kindergarten in the current social and cultural environment.

Strategic Priorities:

- Expand and improve existing and new early learning and childcare materials and programs, including District Education Authority operated or funded programs, and the development of a Nunavut Early Learning and Child Care Framework;
- Expand outreach of early childhood education language and culture programming to parents with preschool children at home; and
- Harmonize the *Child Day Care Act* and its associated regulations with the revised *Education Act* with the provisions of the *Inuit Language Protection Act*.

Lead: The Department of Education, with collaboration and support from the Department of Culture and Heritage, regional Inuit Associations and other language and education stakeholders across Nunavut.



Kindergarten to Grade 12 Bilingual Education

Outcome: An increase in the number of students achieving higher levels of language proficiency.

Rationale: There is a need to ensure quality schooling and achieve a more consistent delivery of the education program through the requirements of the bilingual education models. This will improve the conditions for assessments, resource development and teacher training, resulting in improved student outcomes.

Strategic Priorities:

- Increase in the number of schools implementing a District Education Authority-approved language-of-instruction model appropriate for their community;
- Establish a bilingual literacy framework for grades K-12, supported by a culturally-relevant curriculum, resources and assessments, and training and implementation across all grade levels;
- Develop new bilingual curriculum materials, teaching, and learning units for grades K-6 and 7-12; and
- Increase the number of Inuit educators recruited, trained, and retained, using Inuktitut as a language of instruction from kindergarten through grade 12.

Lead: The Department of Education, with collaboration and support from the Department of Culture and Heritage, Nunavut Arctic College, Inuit Uqausinginnik Taigusiliuqtiit and local District Education Authorities.



Adult Learning

Outcome: Increase in the number, quality and availability of language training materials and programs developed and provided to adults, resulting in improved proficiency and use of Inuktitut throughout the territory.

Rationale: Increasing the number of adults able to use Inuktitut proficiently will have an impact on all facets of daily life in Nunavut, and will restore the transfer of language skills from one generation to another in households and communities where language may have been dormant.

Strategic Priorities:

- Maintain and enhance capacity to deliver regional post-secondary language acquisition and upgrading programs and initiate design of more intensive models of language training for first language speakers through online or blended learning programs;
- Consolidate existing resources and develop new language teaching and learning resources in Inuktitut to be used for all Nunavut Arctic College culture and language programs;
- Expand the capacity of the Interpreter Translator Program in order to graduate enough certified translators to meet the current demand; and
- Increase program delivery and the number of graduates from the University of Victoria Certificate Program in Aboriginal Language Revitalization.

Lead: Nunavut Arctic College with collaboration and support from the Department of Culture and Heritage.



LANGUAGE OF WORK

Uqausivut 2.0 will help create work environments that focus on the use and advancement of Inuktitut as a working language of government while respecting and upholding the rights of Nunavut's other official languages.



Working in Inuktitut

Outcome: Inuktitut is the working language of the territorial public service.

Rationale: By ensuring that all territorial public service employees and potential employees are aware of the right to work in Inuktitut, and by providing learning opportunities and performance incentives, Uqausivut 2.0 will improve Inuit employment, expand Inuit economic opportunities and enable Inuktitut as a working language of government.

Strategic Priorities:

- Establish procedures to include candidates' formally assessed language skills in Inuktitut as a rated criterion during recruitment;
- Incorporate an active offer to work in Inuktitut in hiring actions;
- Assess and certify employee competency levels in Inuktitut;
- Establish a clear policy statement about the government's intent and expectations regarding employee language training;
- Develop and establish language learning plans for GN employees; and
- Create and deliver language enhancement training programs.

Lead: Department of Finance and Department of Executive and Intergovernmental Affairs, with collaboration and support from all departments and public agencies and Inuit Uqausinginnik Taiguusiliuqtiit.



Terminology

Outcome: Increase in quality and quantity of department-specific terminology and language baseline data.

Rationale: Departments and public agencies require new and proper terminology, including language baseline data, to meet their language implementation requirements.

Strategic Priorities:

- Identify, prioritize, and develop specialized terminology that is required for the daily operations, programs, and services of all departments;
- Coordinate research, policy, and planning, and the development of tools to monitor and support compliance with Nunavut's language acts, with special emphasis on measures to support language harmonization and usage of standardized terminology in all government communications; and
- Establish a framework and method for a periodic assessment of the status, distribution, quality, strength, utilization, and vibrancy of Inuktitut in multiple settings throughout Nunavut, utilizing existing research programs, and supplementing them where necessary and as resources permit.

Lead: Department of Culture and Heritage, with collaboration and support from all departments and public agencies and Inuit Uqausinginnik Taiguusiliuqtiit.



LANGUAGE SERVICES

By linking the efforts of individuals, communities, educators, governments, Inuit organizations, and businesses in advancing Inuktitut services to the public, Uqausivut 2.0 will contribute to strengthen the foundations for a fully functional, bilingual society in Inuktitut, English and French.



Departments and Public Agencies

Outcome: Improved access to services and communications from departments and public agencies in all official languages.

Rationale: Nunavummiut have the right to receive services from government institutions in their language of choice. Ensuring that territorial public service employees are aware of their obligation to actively offer and make available government services in the official languages, which will improve access to territorial government programs and services by all Nunavummiut, while increasing accountability of government.

Strategic Priorities:

- Expand the quantity and quality of translation services to meet the needs of all departments and public agencies by increasing the number of French and Inuktitut translators, revising the Translation Policy and Guidelines, and improving translation management systems;
- Identify and implement measures to improve public access to communications and services in the official languages from departments and public agencies by developing, implementing, and monitoring standards of communications and services in the official languages; and
- Increase the capacity of the territorial public service to communicate with and serve the public in the official language of their choice by identifying, recruiting, and staffing designated bilingual positions, and developing and delivering language orientation workshops.

Lead: Department of Culture and Heritage, with collaboration and support from all departments and public agencies.



Municipal Institutions

Outcome: Increased municipal government services to the public in Inuktitut, and in any other official language in communities where there is a significant demand.

Rationale: Nunavummiut have the right to receive municipal services in Inuktitut in all communities. Ensuring that all municipalities and municipal employees are aware of their obligation to deliver municipal services in Inuktitut, and any other official language where there is significant demand, will improve access to and accountability of municipalities.

Strategic Priorities:

- Develop and deliver a municipal language implementation planning process, training and guidelines over the five-year planning period, and support municipalities through a staged roll out;
- Expand delivery of Inuktitut training programs through multi-year training plans and expanded train-the-trainer programs;
- Formally define criteria, standards, and a process for what constitutes significant demand for municipal communications and services in an official language; and
- Continue to provide financial assistance on a project-basis for municipal signage, interpreting equipment, translations, and other municipal communications needs.

Lead: Department of Community and Government Services, with collaboration and support from the Department of Culture and Heritage, Municipal Training Organization and all hamlets.



Private Sector

Outcome: Increased private sector services to the public in Inuktitut.

Rationale: Nunavummiut have the right to receive services from the private sector in Inuktitut. Ensuring that all private organizations are aware of their obligation, under the *Inuit Language Protection Act*, to include Inuktitut when delivering services in Nunavut, which will improve overall reception and customer services to Nunavummiut.

Strategic Priorities:

- Hold consultations with key industries (e.g.: hospitality, tourism, transportation and retail) to solicit input on the tools, measures, resources, and supports required to further achieve language act compliance;
- Establish and administer a grant program to help private sector organizations improve compliance with their obligations under Section 3 of the *Inuit Language Protection Act*;
- Develop a public education campaign to promote the use of Inuktitut by all private sector organizations through the development of a communications toolkit; and
- Review the call for proposals and tenders process to ensure that organizations bidding for government contracts or support are compliant with the Nunavut's language acts through a revision of procurement policies, procedures, and instruments.

Lead: Department of Culture and Heritage in collaboration and support from the Departments of Community & Government Services and the Economic Development and Transportation.



LANGUAGE REVITALIZATION

Uqausivut 2.0 intends to stop the erosion of Inuktitut in Nunavut, and start the process of healing and rebuilding language use amongst youth and communities where Inuktitut is under pressure from the growing prevalence of English. Communities will take a lead role in planning and carrying out activities to strengthen Inuktitut based on regional and local needs.



Community Initiatives

Outcome: Increased opportunities for Nunavut communities to learn and use Inuktitut in community-led activities and programs.

Rationale: Community input into the design, implementation, delivery and assessment of language initiatives is essential to preserve the full variety and richness of Inuktitut in all its diversity.

Strategic Priorities:

- In conjunction with Uqausirmut Quviasuutiqarniq, undertake a communication campaign to promote public awareness and appreciation of the history, use, status, importance, and diversity of Inuktitut, and to promote access to language resources and tools;
- Undertake a communication campaign to address the issue of language shaming;
- Revise grants and contributions policy and programs to enable multi-year funding for language initiatives that improve stability and continuity of resources and programs at the regional and community level;
- Assess the feasibility of establishing Inuinnaqtun-specific language and cultural programming in the Qitirmiut, similar to those delivered by Piqqusilirivvik; and
- While continuing to support community language initiatives, increase the emphasis on building capacity at the community level to deliver language programming and initiatives.

Lead: Department of Culture and Heritage, Nunavut Arctic College, with collaboration and support from all departments and public agencies, regional Inuit organizations and community organizations.



Building Collaboration

Outcome: A strategic partnership with regional Inuit associations for the prioritization of language planning and allocation of resources for language revitalization projects.

Rationale: Language revitalization and promotion efforts must be supported at the regional and community level and address needs identified by the community. Collaboration on language leadership with all the regional Inuit organizations will: maximize harmonization of programs and initiatives, increase the effective use of resources, encourage dialogue on long-term collaborative approaches for the achievement of mutual language promotion, and revitalize goals.

Strategic Priorities:

- Develop a framework for collaboration in planning and program development among the three regional Inuit organizations and Nunavut Tunngavik Inc. to ensure a collaborative, mutually supportive relationship on language issues;
- Develop regional language plans that align with the GN language planning process for each region, incorporating input from regional focus group consultations to ensure grassroots participation and local/regional relevance;
- As part of regional language plans, collect regional baseline data on language fluency, particularly for communities at risk of language loss, with a focus on youth and elder language use; and
- Hold regular language conferences to share regional activities, successes, challenges, best practices, and ideas for language revitalization.

Lead: Department of Culture and Heritage, in collaboration and support from Nunavut Tunngavik Inc. and regional Inuit associations.



Creating Materials in Our Language

Outcome: Increase in the number, quality and variety of Inuit-language arts and media products supporting language promotion and revitalization.

Rationale: Arts and media, especially for youth, will play a key role in increasing the visibility of Inuktitut and providing opportunities for personal and cultural expression in Inuktitut.

Strategic Priorities:

- Strengthen links between culture, language, and music by supporting opportunities for young and emerging Inuit musicians and performing artists;
- Develop opportunities to showcase Inuktitut arts and media by supporting Inuit singers, artists, filmmakers, producers, conferences, on-line campaigns, advertisements, and festivals;
- Support the creation of literature as a first language of expression in Inuktitut, and acknowledge the work of authors and publishers; and
- Support the advancement of mainstream media opportunities, such as TV Nunavut or IsumaTV, to increase cultural and educational programming in Inuktitut.

Lead: Department of Economic Development and Transportation and the Department of Culture and Heritage, with collaboration of community and cultural industry organizations.

4. IMPLEMENTATION PLANNING

The Official Languages Act and the *Inuit Language Protection Act* set out a clear management, accountability and enforcement framework for the implementation of the acts. The Minister of Languages is responsible for developing, maintaining, and coordinating the implementation of this plan, with support from departments and public agencies. The success of Uqausivut 2.0 requires commitment and leadership from all senior government officials to prioritize and commit to the implementation of the language acts.

Following approval of the priorities established in this document, the Department of Culture and Heritage will lead and coordinate the development of a detailed implementation plan, schedule and budget for Uqausivut 2.0.

The implementation plan will identify a time frame for completion, along with required resources (financial, human, infrastructure) and planned activities by year for each area of focus and strategic objective. The plan will also include a process, schedule and budget to identify and address departmental and public agency implementation training needs.

In addition to its core planning elements, the implementation plan will incorporate:

- An oversight and accountability framework;
- An evaluation framework and logic model;
- A communications plan; and
- An assessment of required resources.

Each of these supplementary elements is described briefly below.

Oversight and Accountability Framework

The Deputy Minister of the Department of Culture and Heritage, working through an existing Deputy Ministers' Committee, will prepare a governance framework for the oversight of implementation. The framework will be defined through a formal terms of reference defining the functions, authorities, responsibilities and accountabilities of all parties with responsibilities under Uqausivut 2.0. Specifically, the governance framework will include:

- Detailed terms of reference for each oversight body and committee associated with implementation at the departmental and territorial level, including membership, level of authority, general purpose, structure, membership, accountability, deliverables, meeting schedule and format, administrative support and other resources required, reporting requirements, documents sharing protocol, and communication protocol. Entities whose roles will be defined in terms of reference will include deputy ministers and any relevant intragovernmental committees, the Inuit Uqausinginnik Taiguusiliuqtiit, the Language Commissioner, departmental staff, and any Inuktitut and French working groups established to support implementation.
- Clear and specific responsibilities and authorities for all aspects of plan implementation, monitoring, budgeting, evaluation, and monitoring, formalized, and approved as required.

As part of the Implementation Plan, the Department of Culture and Heritage's Official Languages Branch will act as the central coordinating agency, and will identify the financial, structural, policy, and human resources required to achieve the capacity to fully support planning, implementation, communications and management of Uqausivut 2.0. Additionally, the Branch will maintain and chair the interdepartmental language working groups.

The Branch will serve as a point of contact and resource for all departments and public agencies. It will support them to meet their operational, staffing, training, monitoring, evaluation and auditing functions and responsibilities.

Each department, public agency, municipality, regional Inuit association and private sector body will be provided assistance with the development of their language implementation plans. These plans will set out organization-specific activities, evaluation methods and outcomes to meet the goals outlined in this document.

In order to ensure uniformity and consistency, and for the purposes of monitoring and evaluation, Culture and Heritage will provide a language plan template specific to each area of focus. The detailed initiatives contained in each departmental language plan will form the basis of the annual progress report from the Minister of Languages outlining progress on implementing Uqausivut 2.0.

Evaluation Framework and Logic Model

A critical consideration to ensure effective implementation of Uqausivut 2.0 will be a clear, rigorous monitoring, tracking and evaluation system, based on and summarized by a comprehensive logic model. The intent is to build this system into the implementation plan itself to ensure that progress is monitored and corrections are made on an ongoing basis over the implementation period.

The section of the implementation plan dealing with evaluation will:

1. Provide an evaluation logic model for the evaluation of Uqausivut 2.0;
2. Describe the evaluation framework including potential methodologies;
3. Identify performance indicators that will be used for the evaluation; and
4. Incorporate an evaluation matrix consistent with the logic model, including evaluation questions, indicators and potential data sources.

Culture and Heritage will play the lead role in developing this system for the plan as a whole, and assist departments and agencies in developing their own monitoring mechanisms to provide input to the broader, government-wide monitoring framework. Culture and Heritage will: define indicators for tracking and monitoring process, establish procedures to sample and track the data, coordinate the consolidation and analysis of plan results and outputs, assist the appropriate stakeholders in identifying remedial measures, when required, and report as required on consolidated results.

To the extent possible, the framework will utilize existing systems and infrastructure that can support monitoring, tracking, and evaluation, both government-wide and departmentally. Additional elements to ensure that all Uqausivut 2.0 objectives are being tracked will be developed to supplement these existing systems.

A critical element of the evaluation framework will be identification of performance indicators. These are measurable quantitative and/or qualitative factors or variables that define the extent to which an objective has been achieved, while recording and measuring changes resulting from an activity or action. Through data collection, review and analysis, the evaluation framework will record, analyse, and report on the extent to which anticipated objectives, outputs and outcomes are being achieved.

Communications

The Implementation Plan for Uqausivut 2.0 will incorporate a communications plan to ensure information on the plan is accessible to those who require it, and that accurate, timely, and consistent messaging is provided externally and internally. The communications messaging and supporting communications tools will ensure that key stakeholders understand the steps the GN plans to take to increase the number of Nunavummiut learning and speaking Inuktitut and support official languages rights in Nunavut. The communications plan will reflect all existing government communications standards and protocols, and to the extent possible, will utilize existing systems and infrastructure for internal and external communications.

Resources

Since the approval of the first Uqausivut Plan, the Government of Nunavut established a \$5 million Inuktitut language Implementation Fund to support commitments made under the Uqausivut Plan. The funding is centrally administered by Culture and Heritage, with agreements for all departments or public agencies that receive implementation funding.

On behalf of the Government of Nunavut, Culture and Heritage is also responsible to administer third-party federal funding under the *Canada-Nunavut Agreement on French Language Services and the Inuktitut Language 2016-2020*. Starting in 2018-19, the federal allocation for Inuktitut language initiatives is \$5.1 million under the Agreement, and over \$4 million for French language services.

As part of the implementation planning process, Culture and Heritage will assess any additional budgetary resources required to implement all identified strategies outlined in Uqausivut 2.0 and associated language policies, programs, and services. It will continue to advocate for adequate and sustained federal resources for the continued protection and promotion of its official languages in the territory, as per Nunavut's legal obligations. It will also continue to seek the national recognition of Inuktitut as a founding and official language of Canada within our territory.

