

Research

R E P O R T

The opinions and recommendations expressed in this report are those of the author/s and may not be in agreement with Association officers but are offered as being worthy of consideration by decision makers.

Funding for the development and distribution of Saskatchewan School Boards Association Research Reports is provided by Saskatchewan boards of education. Saskatchewan school divisions may duplicate this report for their own use. Each copy should acknowledge the Saskatchewan School Boards Association as the source.

A copy of this report can be ordered from the Association for a nominal fee or viewed on the Association website.

Saskatchewan School
Boards Association
400-2222 13th Avenue
Regina, Saskatchewan
S4P 3M7
Fax: (306) 352-9633
Email: admin@saskschoolboards.ca

Look us up on our website
www.saskschoolboards.ca

How Rural Directors Facilitate Change Through Integrated School-Linked Services For Students at Risk

by
Judith Cormier

This report is a summary of a Doctoral dissertation by Dr. Judith Cormier, Ontario Institute for Studies in Education, University of Toronto. A major challenge for directors is to deal purposefully with the increasing numbers of students who are at risk in rural school divisions. This report includes:

- ✓ A review of the literature.
- ✓ Directors' practices and strategies in implementing Integrated School-Linked Services.
- ✓ Leadership practices and strategies used by facilitative leaders.
- ✓ Observations, recommendations, and recent developments.

Research Report #04-03
September 2004

CONTENTS

PART I		2	
Introduction		2	
Purpose		2	
The Saskatchewan Situation		3	
Demographics and Students Who Are At Risk		4	
The Director of Education and Change		5	
The Role of the Director of Education		6	
The Role of The Director and Integrated School-Linked Policy		6	
Models of Leadership Practice		7	
 PART II		 8	
Findings		9	
1. Communicator		10	
Articulating a vision		11	
Language		13	
Listening		14	
Modeling		15	
2. Relationship Building		18	
With board members		19	
With members of the education community		20	
With agency and government department staff		21	
With members of rural and Aboriginal communities		23	
With parents		24	
3. Resource Finder		25	
Financial Resources		26	
Human Resources		27	
Temporal Resources		29	
Academic Resources		29	
Location		30	
4. Educator		31	
Creating a culture		32	
Educating oneself		33	
Educating others		33	
Providing professional development		33	
Reflecting, reviewing and accountability		34	
 PART III		 36	
Observations		37	
 REFERENCES		 40	
 TABLES			
Table 1	10	Table 4	25
Table 2	10	Table 5	32
Table 3	18		

PART 1

Introduction

Rural education provides unique opportunities for directors of education. Rural school division structures allow directors to work closely with communities in identifying programs that will fit the unique needs of the school division. Given the absence of bureaucratic barriers and the prevalence of part-time school-based administration, such structures allow for greater involvement by the director of education in the development and management of programs in schools and in relationship to communities.

The rural environment also poses numerous challenges. It requires an approach to leadership that engages and empowers others. It also combines vision with purpose and requires expertise in a number of disciplines. As the sole central office administrator, the director of education has many issues with which to contend: the issues of the geographic isolation of many communities; declining enrolments; and managing diminishing finances/resources including staff. Effecting change in such environments is a formidable task.

Directors of education are central to eliciting meaningful change. There has been much investigation into educational change, (Fullan & Stieglebauer, 1991, Fullan & Miles, 1992, Morgan, 1993, 1996, Murphy, and Hallinger, 1993, Fullan, 1993, Hargreaves, Earle, & Ryan, 1996, and Hargreaves & Fullan, 1998, Fullan, 2001). There has also been investigation into the role of the director in educational change (LaRocque & Coleman, 1988, 1989, and 1993, Holzman & Tewel, 1992, Schlechty, 1992, Rossi & Strinfield, 1995) but little written about the role of central office personnel such as the director of education in effecting change within rural contexts (Boyd & Fitzgibbon, 1993).

Purpose

A challenge for directors is to deal purposefully with the increasing numbers of students who are at risk in rural school divisions. My research describes and attempts to understand functions of the role of the

No effort studied caught fire without an active superintendent¹ willing to attack the school system's inertia.

Hill, Wise & Shapiro (1986
in Hord, 1992)

Many argue that there is a distinction between studying change in cosmopolitan systems and studying change in rural circumstances or contexts

Howley (1997)

There are two ways in which "the rural" serves as a context: "rural lifeworld" as an impediment, a subjugated and diminished reality; and "rural lifeworld" as the centre of attention, the object of care.

Howley & Howley
(1999)

rural director in assisting this population and the practices and strategies in effecting change in the rural communities in which they work through exploring the implementation of a specific government policy (*The Integrated School-Linked Policy, 1994*).

The *Children First: Integrated School-Linked Services Program* (Saskatchewan Education, Training and Employment, 1994) policy which outlines the role of the director serves as a useful starting point. The director

- *Provides information and staff assistance to agency executives;*
- *Serves as a liaison with school division staff and line staff of other agencies;*
- *Models collaborative approaches;*
- *Works out practical requirements for implementing including providing financial support; and,*
- *Strengthens relationships with the Aboriginal community.*

The Saskatchewan Situation

Historically, the rural nature of Saskatchewan with its relatively wide distances and empty spaces, meant that citizens relied on the practices of cooperation and working together as a means of economic survival. The earliest cooperative ventures were those between the economic interests of eastern Canada and their First Nation and Métis partners. Traditional threshing bees, barn raising, and quilting bees are other early examples of informal communal cooperative practices and sharing of resources. The first formal cooperative, a farming venture where “cooperation would replace competition”, was recorded in 1895. The ideology of cooperation in business continues. For example, the world’s largest public traded cooperative, the *Saskatchewan Wheat Pool* is headquartered in Saskatchewan marketing the grain of the farming population. Currently there are over 1,400 cooperatives in the province (Karpan & Karpan, 2001). Early formal cooperatives served both as a means of marketing and a means of educating through manuals, bulletins, lectures, fairs, exhibits, and meetings. Thus, they also became an education or training organization for their members and others in the community. The philosophy of cooperation, sharing of economic resources, education, and Aboriginal partnerships became a focus for political

The Children First: Integrated School-Linked Services Program was the result of the work of a joint committee of the Saskatchewan education partners, SSTA, LEADS, STF, and Saskatchewan Education.

Saskatchewan
Education, Training
and Employment,
1994

The philosophy of cooperation, sharing of economic resources, education, and Aboriginal partnerships became a focus for political activity and continues to have an impact on policy decisions in Saskatchewan. Contemporary policy decisions are shaped not only by the historical foundations but by the current changing rural context.

Cormier, 2003

activity and continues to have an impact on policy decisions in Saskatchewan. Contemporary policy decisions are shaped not only by the historical foundations but by the current changing rural context.

Demographics and Students Who Are At Risk

Complex economic, social, and personal factors and the increase in the numbers of certain demographic groups in Saskatchewan place students at risk (Saskatchewan Education, 1996, Saskatchewan Education, Training and Employment, 1994). Since demographic and statistical information can raise awareness on the scope of issues (Dei *et al.*...., 1997) for directors of education in understanding the at risk population, it is important to consider local conditions as they relate to students at risk.

Three factors are critical in identifying students that are at risk (Saskatchewan Education, Training and Employment, 1994). One factor is poverty. Children living in poverty are more likely to suffer greater risk, have a markedly inferior quality of life and experience negative outcomes. Poverty has been a persistent problem for Saskatchewan children reaching a high in 1986 of close to 25% of children. In 2001 the level was somewhat lower at 17.3% (National Council of Welfare, 2001). This is reflected in the number of families on social assistance (The National Council of Welfare, 2001).

A minority culture is a second factor related to students at risk. The rate of poverty is higher among Indian and Métis people than among the population as a whole, thereby putting many Aboriginal children and youth at risk (Federation of Saskatchewan Indian Nations, 1997, Saskatchewan Education, Training and Employment, 1994). Of the 25 lowest income communities in Canada, 16 are Aboriginal communities located in rural and northern Saskatchewan (MacKinnon, 1999). Many Aboriginal families migrate to neighboring rural communities from their home communities to access services or because the opportunities in the home communities appear so hopeless. Data (Saskatchewan Education, 2000) reveals a student mobility rate as high as 150% in some schools where there is movement back and forth to the reserve. The bleak picture painted by Ross & Usher (1992) is specific to Saskatchewan. It shows that close to twice as many Aboriginal people between

I acknowledge the argument of some that labeling children of different cultures (i.e. Aboriginal) at risk because of ethnicity alone without considering other factors such as poverty and family circumstances is considered institutional racism.

Giroux, 1992, Sleeter, 1993, and Young, 1997

the ages of 15-34 (75.7%) have not finished high school as compared to the non-Aboriginal population (36.1%).

A third factor of significance among students at risk is the issue of teen pregnancy and a family configuration of young single parents. Saskatchewan has the second highest rate of teen pregnancy in Canada surpassed only by Newfoundland and Labrador with 11% of all births to mothers under the age of 20 years (Statistics Canada, 1998). In 1992, 1,624 out of 14,951 births in Saskatchewan were to mothers between the ages of 10 and 19. The children of these young mothers are attending school at the time of this research. Regarding youth on social assistance in Saskatchewan, 70% under the age of 21 have a dependent child or children (Crozier, 1998). Consequences of unintended teen pregnancies include interrupted education, poverty and welfare dependence (Saskatchewan Education, Training and Employment, 1994). Teen parents, children themselves, are ill equipped to provide the parent support needed for their children to achieve successful school and life outcomes.

Many rural directors of education are involved in initiating the changes targeting students at risk. These changes are occurring under the umbrella of the Saskatchewan government's *Children First: Integrated School-Linked Services Program* (Saskatchewan Education, Training and Employment, 1994).

The Director of Education and Change

The literature affirms the importance of the actions and strategies of the directors of education in influencing change. Fullan, 1991 writes

The task of the system administrator is to lead the development and execution of system-wide approaches that explicitly address and take into account all these causes of change at the district, school, and classroom levels. In addition to doing this for specific policies, it is also the district administrator's task to increase the capacity of the systems to manage change

Rural students deserve the best education possible and the rural superintendent is responsible for providing the leadership to achieve this goal.

Edward Chance, 1999a, p. 93

There is nothing more difficult to execute, nor more dubious of success, nor more dangerous to administer than to introduce a new order of things.

N. Machiavelli, 1984, p.21

Schools should be viewed as only one of several educating institutions that simultaneously affect an individual's growth (the family and the community being the others) and that remediation cannot be confined to the school alone. A broader view of education is being demanded by the realities of to-day's complex society.

Davis, 1993

effectively (1991, p. 191).

To effect this change, leaders must work to develop a shared vision of what change might look like. This requires respecting the norms and values of the community by combining vision with a commitment to moral purpose. Through each part, leaders must mobilize and work collegially with others keeping in mind that the change process is not a tidy process, but is complex (Fullan, 2001).

The Role of the Rural Director of Education

Much has been written on the broad topic of leadership but the knowledge base about the expected role and function of the superintendent/director of education is considered meager by Leithwood & Musella, (1991) who cite the size of the “market” and the limited “audience” as plausible reasons for this. The size of the “market” and “audience” for research on the role of rural directors of education is even smaller. While little has been written on the role of the rural director and change, some themes do emerge from the literature. The role of the director in the rural context in effecting change is founded on the values of serving students and respecting the educational community. This is achieved through consensual decision-making; communicating; recruiting and retaining, and training staff; identifying needs and selecting programs to meet these needs to improve student outcomes; and, accessing resources.

The Role of the Director in the Integrated School-Linked Policy

By basing their actions and strategies on the values of service to students and respecting the norms and values of the community, rural directors can effect change for students at risk. In order to make change, directors, as leaders must work with others to develop a vision, problem-solve, and set goals. A government policy outlines the expectations for the director in working with others to link services for students at risk in schools. Relationship building with human service agencies, government departments and communities including relationships with the Aboriginal community as recommended in the policy is key. To coordinate the relationship building function, practices, strategies and actions to facilitate

communication are essential. These two elements, relationship building and communication are necessary for the collaborative processes that result in gathering and sharing of resources to facilitate implementation. Finally, leaders must facilitate a planning process based on the shared goals. Linked to planning is a monitoring and evaluation process, a reflective process in which leaders can educate themselves and others about the progress towards the shared vision and goals.

Models of Leadership Practice

Several theories of leadership are useful within educational settings in fostering change. These theories – moral, transformational, participative, facilitative, collaborative, empowering, generative and inclusive – describe similar and common leadership behaviors. Leaders who practice these behaviors include and engage others. They model a sense of purpose and social conscious by creating a vision. They enlarge decision-making and encourage non-standard approaches to problem-solving by fostering leadership in others for problems that do not have easy answers and are rife with paradoxes and dilemmas. They communicate and negotiate informally while empowering others in the decision-making process. They understand the big picture and build relationships to link internal and external environments of schools. They enhance change by gathering and using data for educating and planning to increase productivity through student success or outcomes. They communicate and through listening appreciate diverse perspectives, motivate themselves and others, and facilitate group efforts to solve problems. They work collaboratively to find and provide the resources to accomplish goals.

The functions of such leadership behaviors include, engage, empower, and enable others in solving problems, improving performance and in change. These leadership practices are directed by a shared vision based on moral purpose. The common strategies or elements in the theories of leadership are:

- Leadership based on relationships, team building and mobilizing/motivating others while respecting diverse perspectives and group efforts;
- Leadership based on communicating by listening and providing feedback;

In explaining what he perceived his role to be, a rural director provided the following description of facilitative leadership:

“Providing an overview or philosophy of the vision we are working towards. Providing access to information about a variety of structures. Providing access to personnel that can support them. Providing money. When a principal and staff write up a proposal for a pre-school for children at risk along with the Métis Nation, the town, social services and health, all in a partnership, each one contributing, my role is to help remove the barriers that they might run into doing it like financial barriers, political barriers, community barriers.”

A rural director

- Leadership based on educating through gathering, using data/information, and disseminating information, and;
- Leadership based on providing resources to accomplish goals.

Why are the practices of facilitative leadership important for rural directors? These practices can build on strength of the rural history of cooperation, sharing of economic resources, education and Aboriginal partnerships. These practices can help rural directors to effect change in rural settings in response to the educational and other needs that students and families at risk present to schools. These practices can empower and engage both educators and others thereby providing support to directors in rural school divisions in responding to these needs, school divisions where they are often the single central office administrator. Finally, these practices are not directive but process orientated. By being such a leader, rural directors have the flexibility to facilitate a variety of processes necessary to create change.

The narratives collected as data in this research are critical in setting the context since an understanding of the rural context is fundamental to understanding the facilitative leadership role of the rural directors.

PART II

Findings

Motivated by a strong sense of moral purpose, the directors interviewed for my research wanted to provide the best chance of success for all students. In the rural context and the framework of the integrated school-linked policy, directors also saw many opportunities to effect change in response to the population of students at risk. The four sections of Part II, communicator, educator, resource finder, and relationship builder describe challenges and strategies within facilitative leadership that emerged from the data as directors described the functions and purpose of their role working within education and beyond in the broader community and communities.

In describing their practices and behaviors the rural directors animated the text of the literature reviewed. They described the practices of being a facilitative leader. One function described was that of communicator. According to the literature, good communication features articulating a vision, using written as well as the oral communication skills of

speaking and listening, and modeling the differences they wanted to see happen. These features were fundamental to the functions and purposes of facilitating change and implementing policy.

Another strategy of facilitative leaders was linked to the function of communicator and is best described as the function of being an educator. The educative context had many dimensions including awareness of the opportunities and strategies for implementing change and facilitation of the awareness of others regarding these opportunities and strategies – “providing access to information”. The function of educator linked to other elements including the function of resource finder since there was frequently a cost to implementing many of these strategies (e.g. “providing access to personnel and money”) The remaining function of facilitative leadership involved being a relationship builder both external and internal to education and closely linked to all other elements of facilitative leadership.

From the literature and from the research data that follow, I have learned that facilitative leaders include, engage, empower, and enable others in solving problems, improving performance and in change. The common strategies or functions of facilitative leadership are:

- Relationship building;
- Communicating;
- Educating; and,
- Resource finding.

These strategies or functions of facilitative leaders and their features are illustrated in Table 1.

While a table is useful in illustrating these functions, strategies or behaviors, in practice many of these behaviors occur almost simultaneously and are interdependent. For example, a director may be meeting with inter-agency personnel (relationship builder) to gather (educator) and share information (communicator) about staffing (resource finder) an alternate program for youth at risk. Indeed, all elements appeared to be closely linked and inter-related in a fashion where purpose and function of the role were central and the rural context and the government policy are two parameters providing both opportunity and challenge.

Table 1

Functions of Facilitative Leaders

Communicator	Educator	Resource Finder	Relationship Builder
<ul style="list-style-type: none"> • Articulating a vision • Verbal language (speaking and writing) • Listening • Modeling 	<ul style="list-style-type: none"> • Creating a culture • Educating oneself • Educating others • Providing professional development • Reflecting, reviewing and accountability 	<ul style="list-style-type: none"> • Financial resources • Human resources • Temporal resources • Academic resources • Location resources 	<ul style="list-style-type: none"> • With board members • With members of the education community • With agency and department staff • With parents • With members of the Aboriginal and rural communities

Note: the dashed lines are used to illustrate the connectedness and potential of movement between and among the elements in this organic table.

1. Communicator

Table 2 summarizes the features, challenges and strategies of the facilitative leadership role as the directors communicated through a strategy of articulating a vision, using verbal language, listening, and modeling. Following the table, (and tables 3, 4, and 5) narrative expands on each element, sets the feature in the rural context, identifies challenges, and describes strategies

Table 2
Communicator

Features	Challenges	Strategies
<ul style="list-style-type: none"> • Articulating a vision based on purpose 	<ul style="list-style-type: none"> • Being viewed as an outsider • Merging visions vs. creating a new one. • Time 	<ul style="list-style-type: none"> • Recognize and incorporate existing visions into a new one.
<ul style="list-style-type: none"> • Verbal language 	<ul style="list-style-type: none"> • Understanding of language. • Perceived conflict in legislation and restrictions in mandates. 	<ul style="list-style-type: none"> • Clarify meaning. • Use common language • Seek clarity in terms.
<ul style="list-style-type: none"> • Listening 	<ul style="list-style-type: none"> • Pressure for immediate solutions. • Time. • Trust • Complex context. 	<ul style="list-style-type: none"> • Build agenda • Ask questions. • Provide structures and opportunity for diverse in-put.
<ul style="list-style-type: none"> • Modeling 	<ul style="list-style-type: none"> • Uncertain outcomes. 	<ul style="list-style-type: none"> • Be innovative • Take risks

Articulating a vision

Vision refers to the mental picture of the preferred image of the future. It is by design that I have chosen to begin this dialogue with the feature of articulating a vision. Vision based on moral purpose was central for the directors, and they integrated it into other strategies and leadership functions. Facilitating the development of a vision based on purpose and an organizational culture to deal with students at risk is a leadership task that is part of the role of the director of education and one in which the rural directors were proficient in an educational context. Purpose encompasses both *ends* (for example, to make a difference in the lives of students at risk) and *means* (for example, having the integrity and qualities that make others want to work with you to achieve the ends) for achieving the vision.

Leadership as part of the government integrated school-linked policy means, for the director, ensuring the involvement of the broad community internal and external to education in identifying issues, developing a vision, and establishing goals. In order to provide community leadership, directors first needed to understand the concept of community.

The community is the geographic and social context in which the school functions and the students at risk and their families live. It includes not only the rural community but also the various agencies and services that contribute to the wellbeing of the student within the community (Saskatchewan Education, 1996). Agencies and services may include churches, human service agencies, cultural and recreation groups, government departments, medical services, informal and formal Aboriginal organizations, service clubs, and businesses - each group, in itself, a community. Since "community" is not just one entity, but several entities often with different and conflicting purpose and vision, engaging "community" and developing or merging visions, for a rural director of education, was a complex and challenging task.

In theory, as the government policy suggests, directors of education, representatives of local government and other government agencies (i.e. health, social services, and justice) along with community groups such as those representing the Aboriginal community would sit down to devise collaborative programs centered on a common

"Is the role of the director of education to engage the rural community in the development and definition of a vision? Or is it, perhaps, to facilitate the merging of various visions of many communities into one encompassing vision of supporting children and youth at risk?"

For example, the staff, students, and parents in one school division had a shared vision of a caring and respectful school environment to address issues of harassment and bullying. In some of the rural communities in the school division, community members and agencies had a shared vision of safe communities to address issues of vandalism and mischief. These two visions merged to form a shared vision of a safe, caring and respectful community.

vision based on shared values and beliefs. In reality, directors of education identified many challenges to facilitating a collaborative vision with partners.

One challenge for directors to community involvement in articulating a vision was that of being viewed as an outsider by the rural community. One director quoted a member of a community group who said “Who do you think you are, talking about a community vision, when you don't even live in this community let alone have any real contact with us on a daily basis?”

Chairing a community interagency committee was a function the director was expected to fulfil. Not living in the community in question, yet wanting to fulfill the function of the role by facilitating the establishment of a common vision presented a challenge. The director's understanding of visioning was to develop a new vision that was common to all members. In many cases, members of the community and the “communities” they represented already had a vision. In retrospect, the director concluded that he needed to facilitate the engagement of others in a series of developmental activities that recognized and merged these existing visions thereby validating what already was while creating a common vision for the future.

In another director's case, a government timeline for funding posed a challenge to developing a shared vision. When provincial funding for a program for at risk students became available to his school division very late in the current school year, his aim was to have the program up and running at the beginning of the new school year. Consequently, he made decisions about the goals of the program and its location without any community input. The timing of the availability of the funding - late spring – and the deadline of getting the program up and running - early fall - created a challenge for the director in terms of community involvement. His first challenge, he reported, was insufficient time to implement a strategy to facilitate the identification of issues, a vision, and common goals with both the rural community and the neighboring First Nation community – a communicator feature of facilitative leadership. The functional task of establishing vision and the program goals became part of his role by default to his position as director of education. Consequently, the ownership for the vision, goals, and of the program was the director's.

The challenge of facilitating the engagement of the communities in establishing a vision can be overcome given sufficient time to plan with them.

One director talked about the difficulty of collaborating to find a common vision when different parts of the community saw the issues through their own lens and mandates. He heard “that is education's view but the real view is...”. He admitted that he was somewhat naïve in believing that if a common vision were established, then everyone would be working towards the same goals in a similar fashion.

When people read, they read it from their own lens. What I meant for a community school and what social services thought of when they thought of a community school... I didn't know at the time, everyone had a different view of what the words meant.

While the vision and goals for the program were based on a core set of values and a sense of purpose, there was no guarantee that they reflected the values of either community (rural or First Nation) since the communities had no input. As a result, the communities did not fully understand or support the program. For example, since one of the director's goals for the program was to have students contribute to the community through service learning, this lack of community involvement in planning was very problematic and resulted in another challenge for the director. He believed given more time to meet with the communities, he would have been able to engage the support of the communities and have them contribute to the shared vision. While some of the goals might have been different, he felt the program would have had a better chance of success.

Language

Communication includes the actions and activities of using words, verbal language, to convey meaning and facilitate understanding. Verbal language includes the acts of both speaking and writing to communicate effectively. Trying to paint a verbal image of a vision when there is not common understanding of the meaning of the words can present a challenge. For example, facilitating the articulation of a vision among many communities presented a challenge related to verbal language as each interest group interpreted the words in the context of their own circumstances. As one director explained, even the use and the interpretation of a common language was problematic. The first step for this director, became one of clarifying meaning by surveying each group and finding out what the words meant to them.

Another director talked about the difficulty in facilitating leadership among different agencies as it related to the language used specific to each agency in its legislation and mandates. This provided a challenge in terms of approval for procedures, referrals and information sharing with human service agencies working with students at risk and their families. The director saw this as a barrier to creating the changes envisioned in implementing the government integrated school-linked policy. In the director's view, clarity and a common understanding of procedures and terms would have been helpful in facilitating collaboration among

I would say that it took us a year to get everyone agreeing to a common vision. We began by meeting with the community - fifty people that represented different groups and different agencies, sat them all down in a room, and facilitated the process of what I have come to know as community development

A rural director

the staff.

Another challenge she identified was conflicting and confusing language in the legislated standards and mandates that governed the respective agencies as they attempted to work together. For example, different interpretations of the same legislation involving access to information about students at risk made communication between agencies inconsistent and problematic.

We would be better able to handle the diverse needs of our community if we didn't have all the different and conflicting provincial standards and mandates.

A rural director

Listening

The feature of listening was important for facilitative leaders if they were to become knowledgeable about diverse perspectives. Listening is not a single event, it is a process that takes time and this can be a challenge. For example, one director talked about her understanding of respecting that the Aboriginal cultural value of coming to a consensus was a process which required much time. Accepting that agendas were not preset but evolve during discussion and listening sometimes over an extended period of time was very important. Agenda setting in this way required time, patience and insight.

Another director's experience provides an example of facilitating communication through providing structures and opportunities to listen as it related to the process of creating a vision. He described a process of a series of meetings to bring together educational personnel and others to address the issue and needs of the students who were at risk in one community and the time it took establish a common vision.

Rural school divisions in this research were typically geographically composed of more than one community with the administrative center or office located in one of the communities.

A complex context added to the time required for listening. Part of the community where the meetings were held belonged to a First Nation. There were other First Nations in close proximity from which the student population was drawn. In addition, a significant student Métis population was located in the community and surrounding rural area. Initially, the school-based administration believed that adding more administrative personnel immediately (another vice-principal) was necessary to manage what was viewed as a crisis in attendance, transience and student-conflict (often racially motivated and most frequently between the various Aboriginal communities). The director created an opportunity in this crisis. He saw the opportunity in his role to lead others through a process

of focussing on a common vision that was reflective of a response based on the values and beliefs of equity, diversity, caring and respect.

The director talked about the rural context and how he needed to understand the challenges of the context he faced during this period of listening. Context was related to the rural configuration of the school division, demographics, and local community culture. The two largest communities in this school division had distinct cultures. One community had a significantly large Aboriginal population from more than one First Nation or Métis background. Problems related to transience were evident in the considerable movement of this school population between a nearby city and the rural community as well as between the surrounding First Nation communities and the town. The economic viability of the community depended not only on the agriculture of the surrounding area, but on a nearby resort and recreational area. The population varied depending upon the season. Part of the year-round population was professionals who lived in the community because of the recreational opportunities but worked elsewhere. The issues many other families and students brought to the school – transience, poverty, substance abuse, single parent families, as the director told it – were more comparable to an inner city school than to schools in a rural school setting.

It is important to note that each rural community within the same rural school division has its own culture and context. In this case, the administrative office and the director's home were in a middle-class white farming community with a smaller more stable and less transient student population. It differed in many ways from the community described in the preceding paragraph. Stability was not only reflected in the Aboriginal students and families, it was also reflected in the non-Aboriginal population; people who lived in this farming community tended to work there or on their neighboring farms. Since the director did not live in formerly mentioned community with the greatest issues around students at risk but in the more stable community, he was considered an outsider by many in the first community and was accused of not understanding the issues. His approach of listening and gathering information from many sources was not well received by school staff in the community with the greatest needs who wanted immediate action.

Taking time to listen and gather information is sometimes not well received by a community with great needs who want immediate action.

As a new director without other central office staff to delegate tasks or to support him, he felt that he had not had time to establish the trusting relationships that are fundamental to change and facilitative leadership in his first year. Thus, members of the community experiencing the greatest difficulties viewed his questioning and attempts to facilitate discussion on a long-term vision rather than the immediate perceived crisis issues, at first, with defensiveness. He outlined his strategy to meet this challenge.

To begin with, he listened to the concerns of the community and its members including staff and students. In the interim, by adding an administrative vice-principal position as requested by the staff, he indicated he had listened, had heard their concerns, and responded although he felt that this was not a viable long-term solution. This action not only made the relationship-building process easier, but also gave him some time to be thorough in his communicator strategy of listening and gathering information.

Through this process the director was also able to help the staff to focus on the bigger picture and possible long-term solutions. The principal and staff began to see that the action required was not a continuation of a crisis management model of treatment through the increase in school-based administration. Building on the internal structural changes and with encouragement from the director, the staff was empowered to make other changes. For example, through the modeling of the director's actions, the school-based administration recognized the importance of networking to acquire support of the broader community including the Aboriginal communities and other agencies outside of education in order to provide the reinforcement and support necessary. The school staff talked about a professional development activity and inviting other human service agency personnel to participate. A proposal was written and funding received for a non-teaching staff position to lead this networking. This staff position was not administrative in directive, authoritative nature, but functioned as a liaison between the various communities including the school community and the students' homes. With these changes and a long-term vision, students at risk found more success and stability both in and out of school.

Modeling

Facilitative leaders model non-standard approaches to problem-solving by fostering leadership in others to address problems that do not have easy answers and are rife with paradoxes and dilemmas. One director described his approach to modeling, “walking the talk” as a feature of communication. He reflected on the importance of his role in modeling a positive risk-taking culture to encourage staff, including superintendents, to respond in innovative ways to the student population at risk. Risk-taking involves tolerating ambiguity while not knowing exactly how everything will develop.

The context of his school division was a rural "donut" school division around an urban center that had the potential to attract both staff and students away from the rural setting. He was proud of the fact that few staff or students left for the city. Because of the culture of innovation and purpose of both the board and the staff, he believed that staff and students felt it was a good place to stay. The director’s modeling of risk-taking and innovation involved facilitating the leadership to bring together smaller neighboring school divisions and human service agencies to form an association focussed on making a wide range of services and supports available targeted to students and families at risk. He knew that the smaller school divisions did not have the critical mass of students to warrant central office support similar to his superintendents to provide a range of services like student services and curriculum. His proximity to the city gave him access to those administrators who managed other human services and made it easier for him to establish relationships with them. He noted that the various government departments were not showing commitment to working together through their mandates which “stove-piped” services. He stated emphatically “The neighboring school divisions don’t have the capacity to do it. The government won’t do it. So I guess it is up to us to bring people together and provide full-service support to kids and not just the kids in our school division”. Risk-taking for the director in this context was sharing his influence and authority in a manner where the outcome was ambiguous and uncertain. There was no model for the sharing of resources that he had proposed and he was not sure just how things would develop.

You try to create a culture where people want to go to work, where they want to do good things, where people want to go the extra mile. My role has been to foster an entrepreneurial sense in the system, of doing things differently, getting out of the box, being risk-takers. As a leader you have to model it.

A rural director

2. Relationship building

Relationship building for a facilitative leader involves relationships among school board members, administration, and staff. It also involves relationship building to include students, among students at risk and between them, their parents, and other students. In addition, directors need to build relationships external to education with other agencies and departments and with the community including the Aboriginal community. Table 3 summarizes the relationship-builder functions.

Table 3
Relationship Building

Features	Challenges	Strategies
<ul style="list-style-type: none"> • With board members 	<ul style="list-style-type: none"> • The commitment to change. 	<ul style="list-style-type: none"> • Promoting board continuity. • Being clear on a system vision.
<ul style="list-style-type: none"> • With members of the education community 	<ul style="list-style-type: none"> • Staff misconceptions. • Student prejudice • Rural isolation from appropriate role models. • Government reluctance. 	<ul style="list-style-type: none"> • Acknowledge staff accomplishments. • Empower staff. • Provide structures for problem solving. • Empower students. • Provide Aboriginal role models. • Engage other school divisions in shared vision.
<ul style="list-style-type: none"> • With agency and department staff 	<ul style="list-style-type: none"> • Time to maintain collaboration. • Staff changes • Difference in understanding of crisis. • Difference in use of language. • Different measures of success • No shared vision. 	<ul style="list-style-type: none"> • Taking advantage of informal contacts. • Use student success, not agency success as a measurement.
<ul style="list-style-type: none"> • With parents 	<ul style="list-style-type: none"> • Less opportunity for direct contact. • Historical mistrust. 	<ul style="list-style-type: none"> • Empower staff to work with parents. • Surveys. • Focus groups. • Design program based on their in-put.
<ul style="list-style-type: none"> • With members of the Aboriginal and rural communities 	<ul style="list-style-type: none"> • Time for consensus building. 	<ul style="list-style-type: none"> • Rearrange schedules to ensure there is sufficient time to meet.

With board members

Boards of education prescribe the duties of the directors of education. Building relationships involving board members is an important part of facilitative leadership. One director suggested that there were key points to success in facilitating a culture to respond to students at risk with respect to relationship building and the board of education. He emphasized the importance of developing and communicating a clear articulation of a system vision so everyone knew what education for all students in the division including those at risk was all about. There must be a commitment at the governance or board level for change. He emphasized the importance he felt for the continuity of leadership on the board and the relationships built over time, which gave the board confidence to support innovation.

A director described an annual retreat he organized where board members, senior administration, school-based administration and school leaders met to examine the findings of annual school system review, establish system priorities, and set directions. An important aspect of this retreat, he reported was the foundation of relationship building, and the subsequent development of trust and respect experienced by participants (board and staff) as they interacted in both the formal and informal activities associated with the retreat. He reported that following the retreats, the board more confidently endorsed innovative endeavors proposed and supported by staff.

With members of the education community

Facilitative leaders showed that they cared about staff acknowledging their accomplishments publicly and interfacing with them daily. As part of his vision for leaders and staff working together, a director described his role in relationship building was providing leadership in publicly acknowledging the staff leadership. To this end, he facilitated public "award" nights held at individual schools in the rural communities and hosted an annual barbecue at his home for teacher and other staff leaders. He felt that the implementation of change was enhanced when there was public recognition for the progress. Extra effort and validation in supporting students at risk and contributing to their success was also acknowledged privately by him when he communicated through personally written messages or made telephone contact

It is important for boards to develop and communicate a clear articulation of a system vision so everyone knows what education in the division is all about. There must be a commitment at the governance or board level for change. Continuity of leadership on the board and the relationships built over time give the board confidence to support change and innovation.

A rural director

Relationship building in the education community means acknowledging, interfacing, empowering, providing models, and partnering.

Cormier, 2003

Who owns the responsibility? Someone has to own it. It has to be consultants, the principals, and it has to be the team of teachers and others in the schools who own, not just me.

A rural director

with individual staff members.

In another director's experience, as with many educational leaders, relationship building involved empowering staff to help solve difficult problems. She called it "ownership" and facilitated this relationship building and empowerment through a formal structure by the establishment of a committee. Her strategy was to empower an Equity Committee comprised of staff (consultants, principals, teachers and other staff), community members (including members from the Aboriginal community), and the director with responsibility for students at risk. While the board of education was the governance unit for the school division, the Equity Committee was given the broad and purposeful mandate of providing equitable opportunities and outcomes for students including those students at risk.

Relationship building as another director described it, included empowering students. He believed that students at risk belong in the educational community and that they need to feel that they belong. In his view, these students don't have a sense of belonging perhaps because of their transience, perhaps because of their "lost" culture or perhaps because of other circumstances in their lives. In his story, once the vision and foundational goals for an alternate program for students at risk were established, the students were instrumental in achieving the goals. They achieved this by creating their own community: renovating the facility, care-taking the property, assisting with meals, and taking ownership of the academic program by linking it to the functional skills and activities in their learning community. He was convinced that the success of the students (as demonstrated through such measures as retention, credit achievement and graduation) was a result of their sense of empowerment, their sense of ownership of the structures of the educational environment and a feeling of belonging to a community.

Relationship building presented a challenge as it related to relationships between student groups. One of the directors observed "Some of our students aren't as willing to work with Aboriginal students as they could be". Attitudes might change, he speculated, by making positive Aboriginal role models available to all students, not just Aboriginal students. His strategy

I have my board of education that tells me what to do overall that does the hiring and sets the budget. They know that there is this second level board called the Equity Committee. It is allocated dollars and it is given autonomy. It is not just a little pretend advisory body. It is a real working committee. It has a lot of power. It is almost as powerful as the board in the decisions it makes. It analyses the overall welfare of the division vis a vis at risk students. Most of the creative things we have done and are doing come out of that committee.

A rural director

The relationships between student groups can be a challenge. One director observed "Some of our students aren't as willing to work with Aboriginal students as they could be".

was to utilize grant funding to bring Métis Elders or consultants into the schools in his division to talk to all students. The challenge here was the distance to the rural community, over 400 kilometers, to make the resource people available.

A director reported an example of building relationships in the educational community when the educational community he meant was the community of neighboring school divisions. He described a partnership he facilitated with neighboring school divisions and human service agencies to share personnel in the provision of services and opportunities for students at risk as well as to provide support for their families. His leadership facilitated partnership success by negotiating with other directors of education to participate in the joint venture. He then negotiated with departments and agencies to facilitate policy and funding flexibility. For example, the department of social services assigned one of its social workers to work with the partnering school divisions. Funding from a government grant provided health related services to the partnership. He provided the administrative resources including superintendent time, office space (for the social service and health worker) and other supports as needed to make the partnership work.

With agency and government department staff

Relationship building with human service agency and government department staff often was a challenge for rural directors. In order to build productive relationships, directors needed to understand the perspectives of the various agencies as they related to those families and students forming a common caseload. For example, understanding the perspective of crisis could be a challenge. One director explained what he understood the difference in understanding crisis to be for children and youth at risk between education and the department of social services. He observed that what a crisis situation appears to be for a child protection worker is quite different than a crisis situation for an educator. He suggested that for a child protection worker, crisis might mean a situation or environment where immediate actual physical harm was possible or even likely. A crisis scenario as critical and immediate as this was rarely the case for educators, he explained. Crisis in education was often linked to student behavior, attendance, or academic success. He believed that for child protection workers,

Facilitative leaders needed to act as a liaison with the human service agency and government

A director recounted an occasion when an individual from the RCMP was invited to visit the school to participate in some activities. Upon his arrival, he issued a summons to one of the students!

We have tried to use Indian Affairs social workers and we have tried to use the provincial social workers and the success hasn't been very good. In the end, we went with our own staff .

A rural director

successful resolution to the crisis occurred when a minimum standard of safety existed. He argued that a minimum standard was not sufficient for educators, who, he said, were always striving for excellence or the highest possible standard.

One director described early meetings regarding the establishment of a program involving collaboration with other human service agencies having an association with the students at risk or their families. The early meetings had an interagency and collaborative focus. Over time, as the interagency intent of program appeared to be established, meeting time was spent on the academic elements of the program. During this time, agency and department staff changed. The interagency interest and involvement became less and less, and in some cases, became counter-productive with staff turn-over and new staff needing to be informed about the intent of the program. When the director failed to take the time for this agency staff orientation or failed to broaden the agenda beyond educational concerns, the results were sometimes unfortunate and frustrating.

For many directors, it appeared that when educators feel that a situation warrants involvement of other agency staff, institutional or organizational or bureaucratic challenges exist that inhibit that involvement. In some cases, one challenge was rural distance and lack of proximity to agency staff. In other cases, the challenges were related to expectations and staff continuity.

Another challenge was to overcome the need to feel agency or organization success. In one director's opinion, the need of the student should be paramount and not the need of the agency or agency personnel to get recognition for having made a difference. She felt the measure of success should be student success, not professional or organizational credit for student success and regretted that it appeared to not always be the case.

Another director also talked about facilitating relationship building formal and informal strategies. Formally he initiated and hosted meetings with the management and made office space available in educational facilities for other human service agency professionals. He met with the local municipal

Part of it is who is getting credit for having made the difference? Does that make any sense at all? Why can't we admit that both agencies care about this child? Does it matter that it is Health or education that is dealing with this child? What matters is that the student is helped

A rural director

governments in the various communities. Informally he made personal contacts with key agency personnel and community members often inviting them for lunch or golf. He also made it a point to get to as many communities and community events as possible. He felt it was important to be seen interested and part of the various rural communities in his school division.

With members of rural and Aboriginal communities

The solutions to the problems faced by many students who are at risk face include the involvement of parents and multiple communities within and outside of the geographic community. Rural directors in this research were well aware of the importance of community involvement. Yet this element of involvement proved challenging. Failing to involve a community created pitfalls and resistance making successful implementation of effective programs for students at risk very difficult. The directors interviewed identified many challenges in facilitating community involvement; time to develop local capacity for community leadership; facilitating appropriate decisions about resources such as location and funding; learning about and dealing with generic government policy, mandates, and bureaucracies; and facilitating interagency communication.

The task of relationship building and accommodating and respecting the Aboriginal students presented many challenges for the rural director. For example, what might have been acceptable practice in terms of opportunities for students with a Eurocentric or mainstream background, might be viewed differently from the Aboriginal perspective. One director observed "You take a First Nation student and you send them for work experience at a grocery store and you may have them sweeping the step. How humiliating!" From a mainstream perspective, this was just one element of the many tasks associated with the owning or working in a grocery store in a rural community. From an Aboriginal perspective, it might be viewed as one more indication of the only work available to Aboriginal students being menial and entry-level. Since, for example, small grocery stores in rural communities were not owned by Aboriginal businesspeople, the challenge was also linked to providing a wide range of appropriate role models for Aboriginal students.

Historical mistrust and the personal experiences of Aboriginal parents and agency leadership in the community made involvement a challenge.

If I had to do it again I would plan better. I should have taken time and I should have done some community work. We didn't get the chance to do that with the community. It was sprung on the community and it backfired.

A rural director

As facilitative leaders, directors did not report working with parents of students at risk as directly as the staff they empowered.

The key thing in providing for these kids is that you have to work with the communities. You can't just do something and tell the community about it. The community has to be part of it.

A rural director

A director talked about the challenges in terms of finding time for relationship building and facilitating involvement with First Nation communities, particularly when there was more than one First Nation community represented in the population not only of the school division, and often in a single school. Adding to the time and complexity, the agenda established by and for one First Nation Community, she discovered, may not have met the needs of all the other communities. The director reflected on the difficulties in the relationship with the band council and chief regarding educational concerns with one First Nation. The director recognized failure to take the time to establish and maintain a relationship with the First Nation chief. When the director's strategy was to move ahead with programs similar to ones established elsewhere in the division with other First Nations, the director was unable to count on his support and the support of his First Nation community.

With parents

One director empowered his superintendent to establish a pre-kindergarten program for students at risk. The superintendent began by contacting parents to determine their interest and commitment to the program. Using this feedback, she structured a program that had a parenting component. The topics of this component were determined by the parents and were wide ranging including nutrition, behavior management, and financial management. The superintendent worked with staff from health, social services, and others including the business community to deliver parts of the program that were relevant to their work and their interactions with the parents. The director supported her by encouraging risk-taking and giving feedback on specific parts of the plan. He also supported her in her collaborative approach with other agencies through the relationships he had built with the management of those agencies

In examining ways of responding to the issues of retention and graduation of Aboriginal students, one director recognized the need to involve parents of students at risk and the organizations representing Aboriginal families. An Aboriginal outreach worker employed by the school division invited several representatives of Aboriginal organizations, parents of Aboriginal students and school staff in what became a series of meetings where each group listened to the

issues and began discussing a vision for the future.

3.Resource Finder

The resource finder element of facilitative leadership presented a challenge to directors as they attempted change through finding and sharing resources.

Table 4
Resource Finder

Elements	Challenges	Strategies
<ul style="list-style-type: none"> • Financial resources 	<ul style="list-style-type: none"> • No local control of other agency resources. • Internal politics of other funding departments, agencies and First Nations. 	<ul style="list-style-type: none"> • Reallocate existing resources. • Consider in-kind contributions. • Write grant proposals.
<ul style="list-style-type: none"> • Human resources 	<ul style="list-style-type: none"> • No consensus on definition of need. • Differing ideas on function of staff. • Scarcity of agency staff to partner with. • Availability of Aboriginal staff. 	<ul style="list-style-type: none"> • Identify gaps in service. • Identify duplication of services. • Work to fill service gaps. • Coordinate services. • Consult and involve Aboriginal community
<ul style="list-style-type: none"> • Temporal resources 	<ul style="list-style-type: none"> • Time required for meetings. • Workload issues in rural schools. 	
<ul style="list-style-type: none"> • Academic resources 	<ul style="list-style-type: none"> • Traditional curriculums. • Traditional organization. 	<ul style="list-style-type: none"> • Introducing alternate structures. • Increasing options and opportunities. • Changing structures.
<ul style="list-style-type: none"> • Location resources 	<ul style="list-style-type: none"> • Reputation of students. • Community's expectations of student behavior. • Communities expectations of what and where a "school" 	<ul style="list-style-type: none"> • Locate program in school. • Verbal communication with communities to educate about program and students

	should be.	
--	------------	--

Financial resources

Sharing of resources in partnerships presented a challenge. Directors employed many strategies to facilitate this. A rural director, as the CEO of the school division, had direct influence over the way the budget of the school division provided support for at risk students. His work with the field office of the various government human service agencies which had no capacity to access funds locally caused him to complain. In this director's experience, allocation of discretionary funds to these agencies was most often made centrally by department heads without any flexibility or consideration for local partnerships. The generic purpose of much government policy guiding utilization of these funds was not responsive to local rural needs. Department funds, therefore, were not available to resource locally determined initiatives.

“My biggest challenge is to get the bureaucracy that constrains funding to loosen up and let us do what we can do locally”.

A rural director

A director talked about in-kind and re-allocating resources to provide for pre-kindergarten programming for young children who were identified as being at risk and in need of early intervention. He empowered a superintendent to do the groundwork in terms of building relationships with families and agencies involved with the families. She secured in-kind support of agency personnel. The director facilitated its success through the creative deployment of existing kindergarten staff and existing school division resources. Kindergarten time was rearranged and the kindergarten teacher staff equivalents were re-deployed to the pre-kindergarten program, which also shared the space with the kindergarten classes.

In another school division, following the recommendations of an Equity Committee regarding programming and staffing for an alternate program for students at risk, the director's role became one of finding resources to support implementation. The director wrote proposals and applied for grants from the provincial department of education. The director also attempted to secure funding from other agencies such as the federal government through INAC and the government of the First Nations themselves. The relationship with INAC regarding funding was more difficult than the relationship with provincial sources the director reported. First Nation funding for the

school division was also fraught with internal politics and intrigue. For example, making arrangements to transport the students from First Nation communities to the program site was more difficult than the director felt it needed to be as they negotiated federal/provincial jurisdiction and costs.

Human Resources

Finding resources as it relates to human resources involved: the tasks or functions of making decisions about the division of labor; the ways activities are undertaken by different members; and the way power will be distributed in connections with other agencies. Typically, challenges the directors faced in facilitating coordination between the school system practices and other agencies occurred around two issues. The first issue was centered on identification of need and the second was the human resource issue of conflicting personnel practices to meet the need.

For example, a rural director found himself in a partnership with the local health district. The director and his staff had identified a need for direct service in the areas of addiction and mental health services. When the health district had access to some discretionary funds to support students at risk, the director wanted input into what function this staff would have. He wanted the health addiction or mental health professional to be physically present in the school buildings in order to provide direct counseling services to students at risk. The health district had completed its own needs identification in the rural communities in the school division. The result of the health district needs identification and the criteria by which the funding to the health district was distributed were based on a model for a case management worker. Communication and consensus about the differing perceptions of need and deployment of staff were two challenges to the facilitative leadership process.

A rural director talked about another challenge in terms of sharing human resources with agencies who are, themselves, very stretched in terms of their case-load involving at risk families and children. Reorganization and downsizing in other human service agencies had an impact on their relationships with school division personnel regarding common concerns.

Rural directors of education regularly had more than

I have watched the services disintegrate around us. There is some irony to the fact the provincial initiative around integrated service is fully mobilized and moving forward at a time when we have little to integrate. The deterioration is hard to describe. In rural Saskatchewan there are few services to integrate. Things that we did five years ago we can't do today because the systems have collapsed around us.

A rural director

"They have a person in the position and nobody [in the education organization] knows what her job is or what she is supposed to be doing".

A rural director

one area office to work with. For example, a school division might have had more than one health district within its boundaries. A director with no central office support often had to spend a great deal of time tracking down which district and which personnel were involved in providing supports for students at risk. Often the agencies were left with their own challenges of providing services to an extensive rural region that might cover more than one school division or only part of one school division and parts of many others. Frequently the school division boundary was not coterminous with any other human service agency boundary. One director felt that this presented a real paradox when government policy required partnerships but reorganization, restructuring, and reduction in services and funding by the very same government had made facilitating a sharing of resources a challenge.

One director explained what he saw as the first step in his strategy to explore sharing resources and personnel: "We have to initially sit down and discuss where do we want to go with the resources that are there? I have resources and they have resources". The challenge was twofold: one of identification of services that were duplicated; and one of identification of gaps in services. His strategy was one of facilitating coordination to fill those gaps and use resources more effectively to eliminate duplication. In this manner, he was able to work with the other agencies to secure shared funding and interagency support for a position to work with troubled youth, those students who were involved with the justice system, and their communities including a First Nation community within the school division.

When it came to hiring Aboriginal educational staff and providing role models for Aboriginal students at risk, directors reported little success. One director reported "We advertise every year and we never get any Aboriginal applications". With no success through the usual recruitment process, he had tried other means such as direct contact with potential candidates and recruitment attempts through the various universities and colleges without much success. He also acknowledged that what little success they had was in hiring staff from communities that were not local. He noticed that potential local staff appeared to feel uncomfortable with the idea of working in a school so close to home. Another director tried a different strategy to fill positions with Aboriginal candidates. He

In school divisions where an Education Equity Policy was in place, guidelines were set as goals for staffing to reflect the cultural make-up of the student population. These staffing guidelines had not been met by any of the directors.

If you want to forge a working relationship with a First Nation's community, it is a gigantic investment in time because it is done not in a political way but person by person by person, human relationship by human relationship by human relationship. Sometimes we meet three or four times a week. Staff who have First Nation students have to go to a lot of meetings and it takes a lot of time.

A rural director with First Nations in the school division

attempted to facilitate a training program for Aboriginal paraprofessional staff in partnership with a local First Nation community with little success. He was hopeful that such an initiative could provide a source of Aboriginal staff. He speculated that it was lack of trust on behalf of both the First Nation partner and also the intended students that led to the apparent lack of interest.

No director reported going directly to the Aboriginal community to consult on what might be culturally sensitive and appropriate ways in which to invite potential staff to become involved. Only one director through the Equity Committee, invited the Aboriginal community to be part of the staff selection process. Indeed, in one case, when the Aboriginal community asked to be involved in hiring for a program for youth at risk, the board of education said no. Boards of education and directors, for the most part, felt that they were not able to engage in recruitment activities that created exceptions for securing Aboriginal staff.

Temporal resources

Time is required for listening. Time is required for consensus building. Time is required for relationship building. Time is required for implementing policy. Time is required for professional development. A director with several First Nations in the school division commented on the time commitment required to build relationships with these communities. Staff, including rural directors of education, who already felt pressured because of traditional structures like schedules and timetables found this time commitment a challenge and, in some small rural schools where few staff members have many responsibilities, it became a workload issue. Failure to invest the time, though, had the potential to create even bigger challenges in terms of partnerships with the First Nation communities.

Academic Resources

Facilitative leaders needed to understand what academic resources would enhance learning and outcomes for students at risk. One director collected information on the student population. He looked at the factors that put students at risk and responded by changing and adapting those structures so that the desired outcomes of student achievement and success might be reached. By changing such structures as class size, class configuration, and class schedules, issues of

No director reported going directly to the Aboriginal community to consult on what might be culturally sensitive and appropriate ways in which to invite potential staff to become involved.

The challenge of the resource of time impacted on all features of facilitative leadership.

attendance and transience that were frequently related to social issues such as pregnancy, single parenting, and involvement with the justice system and were partially addressed. Examining existing and new curricula to reflect the Aboriginal content from a broad and multi-dimensional perspective helped address racial issues. The action of structural change facilitated the purpose of public interest in developing educated citizens, and the purpose of education in providing students with successful and meaningful educational experiences in a caring and nurturing environment.

A director articulated his vision for students at risk as it related to the academic focus and the traditional organization of school. He believed that students enter school with a broad range of interests and backgrounds. Adherence to the traditional curriculum and organization often narrowed the students' focus to fit the confining goals of the curriculum as interpreted by teachers. With this in mind, his vision was for a farm-based location that would provide the broadest possible opportunities and options for students, who in the regular system had few options that would meet their needs and thus had very little chance of success.

Location

Facilitating change as it related to changes in location and the concept of what is "school" presented a challenge to directors. While some directors had alternate schools and programs established on farms reflecting the rural context of the geography of the school division, some of the other programs for at risk youth were located outside of the actual school buildings at alternate locations in the rural communities.

One challenge was the students' reputations through involvement with the justice system in the community and the location of the alternate school was close to the small businesses in the community. Business and the surrounding residential community were suspicious and afraid (sometimes due to lack of accurate information but occasionally based on experience). They carried on a public campaign to have the "school" moved to a location where they felt adequate distance from businesses and adequate supervision was ensured.

Another challenge was the societal expectation of what schools and students should look like and what "rules"

"We tracked the number of students that actually went in and out the doors. The school had a population of 400-410 but there were 850 actual kids that went through. One director used the metaphor of forcing students through a funnel to explain the journey of many students through school. Students, he believed, are often squeezed through the narrow end of the funnel as they progress through school and experience traditional curricula. For a variety of reasons, many which are outside of education, students at risk simply can't fit into the constraining environment or, as he explained, the narrow neck of the funnel and consequently do not meet success. He provided the leadership to facilitate an academic process whereby the funnel would be inverted so that as students progress through education system there would be wider and wider options and opportunities for them and hence more success in reaching the desired outcome of academic and other achievements."

govern the way students behave. One director had established an alternate school for youth at risk using a vacant building on the main street of a small rural community. The director believed that an alternate location had many benefits to students who had not functioned well within the structure of a school building, carry negative feelings regarding schools in general, and were at risk from a number of environmental factors. However, consideration was given to moving the alternate program by reallocating space in the high school until the community could be educated and engaged in finding an alternate location that met both the needs of the students at risk and the needs of the community.

For another director, the town council got involved in the location issue when he wanted to establish the alternate program adjacent to a center where training and support for small businessmen and entrepreneurs along with a community futures development and career placement agency were located. He wanted to provide an entrepreneurial opportunity for students at risk as a way to tap into their creativity and divergent thinking, as well as providing an “opportunity to lay a foundation for a potentially productive future”. An advantage to this location, as he saw it, was the possibility for constructive mentoring between students and small businessmen. The town council, who owned the facility and was a partner in the enterprise related to the center, was reluctant to share the space. They argued that educational programs for students should be the sole responsibility of the educational organization and should occur in educational facilities. The director reflected that there was much work to be done by a facilitative leader within the community about issues, ownership and where learning might happen.

We have learned that we don't like the downtown location. The business people don't understand it when students go out and sit on the step and have a smoke. They think that all students should act like traditional students.

A rural director

There is much work to be done by a facilitative leader within the community about issues, ownership and where learning might most appropriately happen.

4. Educator

The role of facilitative leadership as educator involves both function and purpose - function in terms of assisting in the determination of preferred practices and facilitating the implementation of those practices through educating others about preferred practices, and purpose in the sense of the educator feature of aligning preferred practice with vision. Leadership as an educator included educating oneself and creating a culture for others for reflecting, and formalizing the use of data in informing decisions and organizational activity. It was through the reflective process and educator feature of facilitative leadership that vision becomes clear, new goals were established or old goals revisited, and program decisions were made. The

reflective practices of educator linked to all functions of the facilitative leadership role. Table 5 illustrates the features of educator.

Table 5
Educator

Features	Challenges	Strategies
<ul style="list-style-type: none"> • Creating a culture 	<ul style="list-style-type: none"> • Incorporating the system vision. 	<ul style="list-style-type: none"> • Reflection and review. • Professional development. • Empowering others • Providing resources.
<ul style="list-style-type: none"> • Educating oneself 		<ul style="list-style-type: none"> • Research. • Analyze data.
<ul style="list-style-type: none"> • Educating others 	<ul style="list-style-type: none"> • Status-quo orientation. 	<ul style="list-style-type: none"> • Sharing vision • Sharing research. • Using specific strategies such as 'jigsaw'
<ul style="list-style-type: none"> • Providing professional development 	<ul style="list-style-type: none"> • Deficits in pre-service training with students at risk. • Deficits in training in working with other agencies. 	<ul style="list-style-type: none"> • Internal scans to determine gaps. • Providing resources. • Providing time. • Empowering staff to lead.
<ul style="list-style-type: none"> • Reflecting, reviewing and accountability 	<ul style="list-style-type: none"> • Aligning vision with needs. • Differences in perceived mandates. • Issues of control. • Accountability to multiple publics. • Accountability to Aboriginal parents. 	<ul style="list-style-type: none"> • Using informal organizational scans. • Formal system reviews.

Creating a culture

One leadership strategy as educator is to nurture a culture of innovation and change. As one director described it, a system vision of innovation and change was based on educating through reflection and reviews. He facilitated the implementation of the vision for change in three ways. First, by facilitating professional development opportunities so that he and his staff had access to learning about new approaches, second by empowering others including superintendents to problem solve and implement new programs, and third as a resource provider making available the support and resources required, including the resource of time for staff to implement

new ideas.

Educating oneself

The challenge for one director was one of researching and learning about the various mandates of all the agencies with which the director needed to work. Child welfare, health and education all had mandates to work with the pre-school at risk population. Each agency saw specific procedures through the lens of its own jurisdiction, which proved to be counter-productive to working together. The director's question "Whose job is it?" came from seeing a set of territorial turf wars". The director felt the need to better understand the mandates of each department and agency in to see the picture of holistic support. For the director, the next challenge was one of coordination and effective utilization of resources, including the resource of information about and for the pre-school population, given the individual agency mandates.

In educating themselves, facilitative leaders used solid research and evaluation information.

Cormier, 2003

Before another director engaged others in problem solving around issues of adolescents at risk, he researched alternatives. One alternative that he discovered in the literature described a farm-based location where students had the opportunity to engage in a wide range of activities related to building a holistic program of activities. He became well versed in the concept before facilitating opportunities for educating others.

Educating others

In one example, educator leadership meant researching and providing forums to educate committee members about curriculum and instructional options. One director used a "jigsaw strategy" to engage school-based administrators in learning. In this strategy, each person became expert on one part of the whole framework of building "an alternate learning community" and then became responsible for sharing their "piece" of the jigsaw with others so that all members became knowledgeable about the whole framework. The director's role was one of educator in first, doing the extensive original research, and second, designing procedures for sharing the preferred practice or framework.

We pour a lot of money into decentralized and centralized professional development. Professional development is really important in our system. We spend money and people like what we do. I want us to be seen as preferred employer. Professional development is a big piece of it.

A rural director

Providing professional development opportunities

Facilitative leaders understood the importance of professional development opportunities for staff as necessary for increasing staff capacity to implement change for students at risk. In one school division, self-directed professional development tied to the system vision was given a high priority.

One director described professional development as linked to staff empowerment and considered it very important. Staff were given the same opportunities as the director to travel to national and international events to learn more in areas of interest linked to student success. When all staff were knowledgeable and empowered to provide leadership, and knowledge leadership comes from peers as well as from the director, he considered the message to be many times more powerful, thus enhancing the capacity for change. He also viewed it as very important to use the strategy of providing time as well as opportunity for professional development.

Another director explained his strategy in providing funds for professional development and its implication for students at risk. "In terms of the budget setting process, I am allocating more discretionary funds that I can use for some additional training in the area of students at risk for principals and other staff who work with them". In his first year as director, he had observed where students at risk had put pressure on staff and where staffs seemed less prepared to problem solve. In identifying these gaps and reflecting on them he could see the need for professional development opportunities in targeted areas. He had observed that the pre-service training teachers and principals had received often did not prepare them for the changing demographics and needs of their rural student population. He had observed too, that educators want very much to be able to meet the needs of students at risk, but often feel that they don't have the knowledge and tools to do this.

Reflecting, reviewing and accountability

One director emphasized the importance of providing leadership as an educator through a regular process of review. This reflection and review ensured that the board and school division vision aligned with needs as well as measuring the degree of success in moving towards the goals of implementing the intent of the integrated school-linked service policy.

We made a significant change in our professional development days. This was a high risk. We said that every first Friday of the month there would be no kid in the system. We said it would be used for staff meeting from 8:30 to 10:30. From 10:30 to noon was individual growth plan time to explore individual goals. In the afternoon either the school or the whole division would do workshops. The idea was that some of the things would be done together but individual. We review programs on an on-going basis including whole system reviews. We are always measuring ourselves and learning about our students.

A rural director

Reflecting, and reviewing are important features of facilitative leadership in terms of formalizing the use of data to inform decisions about organizational activity and accountability.

Cormier, 2003

Measuring success of any nature related to integrated services was problematic.

Cormier, 2003

Another director facilitated an educative course of action for an Equity Committee established in her school division by guiding the committee through an assessment process. Through this assessment and reflection, the committee members recognized that the current school structures were not meeting the need of a specific at risk and primarily First Nation student population. The committee then undertook further study under the educative leadership of the director to explore what options existed in other locations in the province to meet the needs of these students at risk. The information from the reflective practices facilitated decision-making about a course of action on the part of both the director and the committee.

A director described his role of educator as one of a constant process of reflection and monitoring all programs including those for students at risk. Part of the review for him, was the task of analyzing the demographics of the student population and creating opportunities to facilitate board and staff support for system-wide initiatives to respond to the emerging need that the demographic information presents. For example, data on achievement in kindergarten and in early elementary grades indicated that young children (frequently Aboriginal) enter school at risk and continue to fail to meet achievement benchmarks or measurements in the same way other students do as they journey through the school system. By analyzing longitudinal data, he was able to illustrate that many of these students do not remain in school until graduation. By using this information it was easier for him to identify the need for changes in staffing. The data provided the information to educate board-member in understanding needs and seeing the reason for the change. For this director, the demographic information was linked to the issue of accountability. Since many of the students at risk who failed to complete school were Aboriginal, accountability to the Aboriginal community was an important issue to consider.

Directors were able to report very little about their role in monitoring, measuring, and evaluating the effectiveness of interagency and community involvement. Accountability was difficult when the structures were disappearing or crumbling. When more than one organization or agency was involved in

“Joint accountability for the personnel and personnel dollars is a hard one for agencies to handle”.

A rural director

While directors of education were able to report on educational indicators of students at risk successes (retention rates, graduation rates, and attendance figures), they were not comfortable in equating these indicators as successes of interagency collaboration although they may have been, in fact the best indicators.

Cormier, 2003

providing service and programs, the consequences were difficult to evaluate through a single lens. A director identified one challenge “the differences in how we perceive our mandate would have much to do with what we are expecting of each other [in terms of outcomes] and how we are able to work together”. Another director had a different view of the challenge to accountability. “The thing about Health and Social Services is control”. In his situation, government money to support an integrated school-linked initiative was channeled through the Foundation Operating Grant of the school division. Since other agencies did not perceive themselves as receiving funds directly, there was no ownership for accountability on the part of the other partners. Accountability seemed to be linked to management of funds.

Another director talked about what he saw as the challenges in monitoring and accountability in carrying forward the intent of the integrated school-linked policy. When several agencies contributed funds to hire staff, each agency had to report and be accountable to their publics (e.g., the director of education to the school board and ratepayers, health director to the health board, etc.) about the responsible and successful utilization of resources. In the same way that a board of education might have difficulty understanding indicators of successful deployment of one of its staff to a health care setting and thus explaining it to the ratepayers, so might health boards have difficulty understanding the indicators of successful deployment of health staff and staff dollars to educational venues. Tied to this, was question of the supervision of staff. For example, were the staff accountable to the education administration or to the health administration?

PART III

Rural education provides unique opportunities and challenges for directors of education. One challenge for directors is to deal purposefully with the increasing numbers of students who are at risk in rural school divisions. This research described the role of the rural director in assisting the at risk population. More specifically, it investigated directors' practices and strategies in effecting change in the rural communities in which they work by

I acknowledge that the authority of generalization in this research rests with the readers who can identify (or can not) with the situations and experiences described and decide what is relevant to their own situations and experience. However, from the data collected and the findings that emerged from the data, I offer the following observations. I suggest that these observations have implications for rural directors of education, boards who employ them, governments who establish policy, universities who train directors and other professionals, and the professional organizations that provide in-service opportunities and professional development opportunities.

exploring the implementation of a specific government policy (The Integrated School-Linked Policy, Saskatchewan Education Training and Employment, 1994) and the leadership practices and strategies used to facilitate that implementation. The research confirmed the practices and strategies of facilitative leadership as being most useful. Facilitative leaders create change by engaging in activities that are processes rather than by dictating change through directives. These processes engage and empower others through communicating, educating, building relationships and finding resources.

Observations

In order to do function as a facilitative leader several actions and supports are needed.

1. *Empower others.* Directors can't do it alone. This does not mean turning over responsibility for all decision-making. First, it means, developing expertise in the process of empowering through communication – listening, asking questions and leading discussion. Next, it means ability in empowering through knowledge – educating oneself and others. Finally, it means attention to building those relationships on which the processes of communicating and education will rest. Institutes providing pre-service training to prospective leaders and professional organizations providing in-service training to leaders should structure opportunities to acquire and develop those community development and human relations understandings and proficiencies fundamental to empowering others and bringing about change.
2. *Understand agency, department and education staffs.* Directors need to become proficient in working with various human service agencies and government departments. This expertise depends on understanding both mandates and legislation governing responsibilities of human service agencies and government departments as well as understanding their professional culture. This understanding should be a reciprocal action. Human service agencies and government departments should understand the culture of rural education. This understanding connects to

Recent Developments

Since the time I began this research, two significant public consultations have been held confirming the need for leadership in all sectors to work together to address the needs of an increasing student population at risk. In 1998, a Special Education Review Committee was established to set the course for strengthening and renewing special education policy and programming. The committee did a public consultation and review of provincial programs. In the report called Directions for Diversity, and the Minister's response called Strengthening Supports the recommendations went well beyond what we have traditionally thought of as special education in keeping with the carefully chosen title of the committee's report "diversity". The beliefs that guided the consultation and reporting process for the committee included worth of the person, equity, and respect for diversity; cooperation, empowerment, and shared responsibility; and, holistic and integrated approaches.

the actions required in the first recommendation. It relates to pre-service training at the professional preparation level and in-service for all professionals in the field involved in the administration and delivery of integrated school-linked services.

3. *Incorporate Aboriginal perspective.* Directors need to develop proficiency in working with Aboriginal communities. This proficiency was developed through striving to understand the Aboriginal perspective by seeking out those individuals and experiences that make this understanding possible. Incorporating the heritage and Aboriginal world-view into programming for Aboriginal students at risk enhanced their opportunities for success and will enhance the understanding of all students in a province with a rich Aboriginal legacy and growing Aboriginal population. Successful relationships with Aboriginal people are based on respect, equity and shared responsibility.
4. *Educate.* Directors need to seek knowledge. With human service agency executives, and government department heads, they need to educate their staff about working with others including those with diverse perspectives. They need to broaden this education to include understanding that the factors that put students at risk do not rest within the student but in the structures around the student. To bring about change means understanding that everyone must work together to change those traditional structures.
5. *Dedicate personnel to coordination and community development.* Directors need to look at ways to dedicate a staff person to coordinating integrated school-linked services, preferably as a full time equivalent. Directors cannot do this work alone. Directors need to create a position to assist them - a relationship manager designated to coordinate communication across boundaries and make sure the partners are working well together on all levels. This is an individual who can assist the director in managing and coordinating multi-component, multi-agency programs, a person who can help the director provide the animation to the community development activities central to

In May of 1999, a 12 person Task Force was created to conduct a "Public Dialogue on the Role of School". Members of the task force represented a broad range of community interests. The task force too, conducted a wide consultation. Their work culminated in a final report School PLUS – A Vision for Children and Youth: Final Report to the Minister of Education, Government of Saskatchewan. Six ministers representing eight government departments, responded in a document called Securing Saskatchewan's Future: Ensuring the Wellbeing Education of Saskatchewan's Children and Youth. The message they gave was: "Children's healthy development and life success depend on the joint efforts of families, community members and agencies, educators, health providers, social and justice workers and many others, working together" (Melenchuk, Axworthy, Crofford, Hagel, Lorje, Nilson, 2002, p.i) This introductory statement was a strong endorsement for continuing the policy direction of the school-linked integrated service.

providing for students at risk. In the research, where directors had central office support, collaborative initiatives were more successful.

6. *Provide for local decisions on government resource allocation.* It is apparent from the research that governments must take some responsibility and make changes within their departments. If governments are serious about the commitment to policy directions such as the integrated school-linked service policy, they should be prepared to allocate and reallocate resources in a manner which would allow for sharing resources locally based on local needs and locally developed visions.

Saskatchewan Premier Lorne Calvert went further to state that “Working together with a common focus on the well being and education of young people provides and opportunity to appreciate our differences and build a shared future” (Saskatchewan Education, 2002, p.15).

What is needed from rural directors of education to build future for students who are at risk? Rural directors must embrace and engage in the practices and strategies of facilitative leadership.

REFERENCES

- Boyd, V. & Fitzgibbon, K. (1990). Superintendents of small districts and school improvement: Planning, providing resources, and professional development. Issues About Change, 3(1), 1-4.
- Chance, E. (1999a). The rural superintendent. In R. Chalker (Ed.), Leadership for rural schools: Lessons for all educators. (pp. 81- 93) Lancaster, PA: Technomic Publishing Co., Inc.
- Davis, W.E. (1993). At-risk children and educational reform: Implications for educators and schools in the year 2000 and beyond. Institute for the study of At-Risk Students, College of Education, University of Maine, Orono, ME.
- Crozier, A. (1998, July). Youth Futures pilot report: Interim evaluation. Paper prepared for the Youth Futures Steering Committee, Prince Albert, SK.
- Dei, G., Mazzuca, J., McIsaac, E. & Zine, J. (1997). Reconstructing 'Drop-out': A critical ethnography of the dynamics of black students' disengagement from school. Toronto, ON: University of Toronto Press.
- Federation of Saskatchewan Indian Nations. (1997). Saskatchewan and Aboriginal peoples in the 21st century. Regina: Print West Publishing.
- Fullan, M. (1993). Change forces: Probing the depths of educational reform. London: Falmer Press.
- Fullan, M. & Miles, M. (1992). Getting reform right: What works and what doesn't, Phi Delta Kappan, 73(10), 744-52.
- Fullan, M. & Stiegelbauer, S. (1991). The new meaning of educational change. Toronto, ON: OISE Press.
- Fullan, A. (2001). Leading in a culture of change. San Francisco, CA: Jossey-Bass.
- Gardner, J. (1993). On leadership. New York, NY: Free Press.
- Giroux, H. (1992). Border crossings. New York: Routledge.
- Government of Saskatchewan (2002, February). Securing Saskatchewan's Future: Ensuring the Wellbeing Education of Saskatchewan's Children and Youth. Regina, SK: Author.
- Hargreaves, A. & Fullan, M. (1998). What's worth fighting for out there? Mississauga, ON: OPSTF.
- Hargreaves, A., Earl, L., & Ryan, J. (1996). Schooling for change: Reinventing education for early adolescents. London, UK: The Falmer Press.
-

-
- Holzman, M. & Tewel. (1992). The San Diego Panasonic Partnership: A Case Study in Restructuring, Teachers College Record, 93(3), 488-99.
- Hord, S. (January, 1992). Facilitative leadership: The imperative for change. Washington, DC: Office of Educational Research and Improvement.
- Howley, C. (1997). Studying the rural in education: Nation-building, “globalization,” and school improvement. Educational Policy Analysis Archives. 5(12), 1-12.
- Howley, C. & Howley, A. (1999, October). Rural as a context. Paper presented at the Annual Meeting of the American Studies Association, Detroit, MI.
- Karpan, R. & Karpan, A. (2001). Saskatchewan Trivia Challenge: How much do you know about Saskatchewan? Saskatoon, SK: Parkland Publishing Inc.
- LaRocque, L. & Coleman, P. (1988). Quality control: School accountability and district ethos. Burnaby, BC: Simon Fraser University.
- LaRocque, L. & Coleman, P. (1989). Negotiating the master contract: Transformational leadership and school district quality. In K. Leithwood & D. Musella (Eds.), Understanding school system administration: Studies of the contemporary chief executive officer. (pp.96-126). Philadelphia, PA: The Falmer Press.
- LaRocque, L. & Coleman, P. (1993). The politics of excellence: Trustee leadership and school district ethos. The Alberta Journal of Educational Research. XXXIX(4), 449-475.
- Leithwood, K. & Musella, D. (1991). Introduction: A framework for understanding school system administration. In K. Leithwood, & D. Musella, (Eds.), Understanding school system administration: Studies of the contemporary chief executive officer, (pp. 1-19., Philadelphia, PA: The Falmer Press.
- MacKinnon, M. (1999, March 1) The lowest incomes are found on native reserves. Globe and Mail. p. B4.
- Morgan, G. (1996). Finding your 15%: The art of mobilizing small changes to create large effects. Focus on Educational Change, 1, 1-11.
- National Council of Welfare. (2001). Poverty profile. Ottawa, ON: Author.
- Murphy, J. & Hallinger P. (Eds.). (1993). Restructuring schooling: Learning from ongoing efforts. Newbury Park, CA: Corwin Press Inc.
- Ross, D. & Usher, P. (1992, April). *Education as an investment for the treaty Indians in Saskatchewan: The economic costs and benefits*. Unpublished paper prepared for Saskatchewan Education, Training
-

and Employment.

- Rossi, R. & Stringfield, S. (1995, September). What we must do for students placed "at risk". Phi Delta Kappan, 77(1), 73-76.
- Saskatchewan Special Education Review Committee. (2000, January). Directions for diversity: Enhancing Supports to children and youth with diverse needs. Regina, SK: Author.
- Saskatchewan Education (2000, October). Strengthening supports: Minister's response to the special education review. Author
- Saskatchewan Education, Training and Employment, Planning and Evaluation Branch. (1994). Working together to address barriers to learning :Integrated school-linked services for children and youth at risk. Regina.,SK: Author.
- Schlechy, P. (1990). Schools for the 21st century. San Francisco, CA: Jossey-Bass.
- Sleeter, C. (1993). How white teachers construct race. In McCarthy, C. & Crichlow, W. (Ed.), Race identity and representation in education (pp. 157-189). New York: Routledge.
- Tymchak, M. (2001, March) School PLUS – A Vision for Children and Youth: Final Report to the Minister of Education. Regina SK: SIDRU
- Young, M. (1997). Colouring epistemologies: Are our research epistemologies racially biased (An example of an archaeological approach). In Scheurich, J. (Ed.) Research methods in postmodern (pp. 132-158). London: Falmer.
-