

School Plus and Changing Demographics in Saskatchewan: Toward Diversity and Educational Communities

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Between 1871 and 1905 the Cree, Saulteaux, Dene, Dakota, Nakota, and Lakota peoples entered into treaties with representatives of the British Crown. In exchange for imperial commitments and services, First Nations agreed to share their traditional land with the newcomers who journeyed to their vast prairie territory. Today the land known as Saskatchewan is home to a population of one million people of whom in 2001 13.3% self-identified as Aboriginal (two thirds First Nations and one third Metis, Saskatchewan Bureau of Statistics, 2002). The larger non-Aboriginal portions of the population are mainly descendants of settlers who moved from eastern Canada and Europe. Despite a century of residing together within provincial boundaries, the two communities—Aboriginal and non-Aboriginal—have mostly remained apart geographically, economically, socially, and educationally: separation fostered by culture, languages, lifestyles, and rural versus urban living, and legally by reserve boundaries, the Indian Act, and the Constitutional division of powers between the federal and provincial governments.

Although individual clusters of non-Aboriginal and Aboriginal peoples live throughout the province, their respective communities tend to be located in specific areas. The non-Aboriginal population is 76% urban and 24% rural, whereas 50% of the First Nations people live on reserves located predominantly in rural settings. Twenty-five percent of the total Aboriginal population lives in Northern Saskatchewan compared with 3% of the non-Aboriginal population (Kouri, 2000). Furthermore, the aging non-Aboriginal population (median age 38.8 years) contrasts with the growing younger (median age 20.1 years) Aboriginal population (Statistics Canada, 2003).

Although both Aboriginal and non-Aboriginal families are found across all economic strata in the province, overall there are considerable socioeconomic differences between Aboriginal and non-Aboriginal people. In a comparative study of 15- to 44-year-olds, the Federation of Saskatchewan Indian Nations (FSIN, 2001) identified the disparities between Aboriginal and non-Aboriginal peoples within the province as follows.

- The limited knowledge and skills of employed First Nations workers result in their employment income being less than 60% of the employment income of non-Aboriginal workers.
- The unemployment rate for First Nations person is 36% compared to 9% for non-Aboriginal persons.
- 47% of the income of First Nations persons is from government transfers (Social Assistance) compared to 8% for non-Aboriginal persons. (n.p.)

As in to the FSIN (2001) discussion paper, the Auditor General of Canada in *The Report of the Auditor General* (2000) focused on specific differences between the two entities. The Report identified the educational attainment gap between First Nations and Canadian students in general and stated, "educational achievement for Indian students living on reserves continues to be much worse than that of other Canadians" (pp. 4-7), a disparity that, the FSIN argued, "may also contribute to high rates of suicide, addictions, offences against the person and offences against property" (FSIN, 2001, p. 2).

Financial support for education, both provincial and federal, relates both to ideology and economic circumstances. The decline in Saskatchewan's expenditure on education (as a portion of its total budget)—from 19% in 1991 to 17.5% in 1996—and an increase in the mill rate at the local levels primarily to support rising educational expenditures reflects the provincial economic environment and commitment to education. Canada has limited educational funding levels for First Nations basic educational services to primarily volume and cost-of-living increases, and some educational services such as postsecondary student funding have been capped regardless of volume increases.

This article focuses on the demographic changes in Saskatchewan characterized by the increasing migration of First Nations people from the reserve to the city, population movement from the family farm to urban centers, and the Saskatchewan Department of Learning's policy decision to implement *School Plus: A Vision for Children and Youth*. *School Plus* is intended to foster "boundless diversity [while] trying to create a resilient community ... to which diverse membership is possible" (Wheatley & Rogers, 1998, p. 15).

A People in Transition

At the beginning of the 20th century, Saskatchewan's population was 91,279 and grew rapidly to reach 921,785 by 1931, the same year Saskatchewan was home to 8.7% of the Canadian population. By 2001, however, only 3.2% of Canadians resided in the province although the total Saskatchewan population remained stable at approximately one million people (Statistics Canada, CANSIM 11, Table 051-0001). The stability of the overall population count cloaks demographic changes in the province and does not bring into focus the significant effects of changing provincial demographics on education. Demographic changes are characterized by:

1. Continued increased out-migration from the province combined with lower levels of in-migration, a low natural growth rate, and virtually no international immigration.
2. A steady decline of the overall portion of the population 20-34 years old (presently 20%)—the "group most likely to be forming new families and households" (Kouri, 2000, p. 7).
3. Larger but fewer farms and declining wheat prices foster the steady movement of people from rural areas to urban centers: in 1951 70% of the population lived in rural areas compared with 25% four decades later (SaskEd., *Demographic Trends in Saskatchewan*, 1997, p. 3). Convergence of the population in urban centers is reflected in the annual growth in and around the city

of Saskatoon where during the 1990s the population grew 3% per year (*Populace*, 2001, p. 1).

4. Aboriginal people in significant numbers are moving to urban centers and represent the following portion of the population of central and northern cities: Prince Albert 29%, North Battleford 14%, and 9.1% of the Saskatoon population: the highest Aboriginal proportion of the population of any major Canadian city (Statistics Canada, 2003). In Saskatoon residents of Aboriginal descent constitute a “122 per cent increase since 1987” (*Star Phoenix*, May 30, 2001).
5. The Aboriginal population continues to grow as a portion of the overall provincial population, and over the next 20 years the total Aboriginal population is expected to double (*Saskatchewan People*, p. 35).
6. Between 1991 and 1996 the on-reserve population grew from 30,893 to 38,444, even though as a percentage of the total First Nations population the on-reserve population dropped from 66% in 1979 to less than 50% in 2000 (Kouri, 2000).

Thus although the total provincial population remains stable, the constituent parts are undergoing profound change, which is reflected in the Aboriginal and non-Aboriginal school population.

Saskatchewan’s Student Enrollment

The declining student enrollment in Saskatchewan is shown in Table 1.

Although the most significant loss of student enrollment is in rural areas, declining enrollments are not evenly distributed across geographical areas of the province. Between 1992 and 1993 and 1996 and 1997, 42 provincial schools were closed, of which 37 were rural schools (SaskEd, Saskatchewan Schools, 1997). By 2010-2011 the enrollment is expected to fall below 160,000, with an estimated loss of 2,250 students annually. This “represents the loss of the equivalent of a rural school division every year for the next 10 years” (Tymchak, 2001, p. 16).

The provincial school enrollment, as expected, reflects the Aboriginal and non-Aboriginal population factors: thus although the non-Aboriginal school population declined, the Aboriginal school population grew from approximately 39,200 to 51,900 students in the decade before 2001. In the northern part of the province Aboriginal children make up 90-98% of the enrollment in some schools, while 81% of students enrolled in the Northern Lights School Division are Aboriginal. In comparison, the Regina-Qu’Appelle School Division, with an Aboriginal student enrollment base of 8%, has the largest Aboriginal enrollment in any school division located in the southern portion of the province. Student enrollment in these two

Table 1
Declining School Enrollment

	1930-1931	1991-1992	2000-2001
Enrollment	230,492	195,954	183,959

(Source: SaskEd).

school divisions mirrors the distribution of Aboriginal peoples throughout the province (SaskEd, Saskatchewan Educators, 1997). The relocation of many First Nations people to urban centers is reflected in the increased enrollment of Aboriginal students in urban schools where “in some urban public school division ... children of Aboriginal ancestry already make up 40% of their enrolment” (Tymchak, 2001, p. 8).

The growth of the on-reserve population is reflected in the federally controlled First Nations-administered schools. The number of First Nations students in band-operated schools grew from 10,799 in 1992-1993 to 13,388 in 1996-1997 (SaskEd, Saskatchewan Students, 1997), increasing the demand for expanded educational services and school construction on reserves. This is a trend that will intensify as Aboriginal students represent an ever-increasing portion of the total provincial school population. Thus in Saskatchewan,

half of the general population is under the age of 36, half of the Aboriginal population is under 18. The growth in the proportion of school-aged children of Aboriginal ancestry in the provinces is a fact of enormous educational significance. (Tymchak, 2001, p. 8).

Aboriginal children constitute 33% of the school-aged population (5-17 years) in the province. It is estimated that by 2016, Aboriginal students will represent 47% of the province’s school-aged cohort (Tymchak, 2001). The breakdown of Saskatchewan’s population in Table 2 further illustrates the effects of Aboriginal and non-Aboriginal groupings on the education system.

Education: Toward Community

In the past, formal education has reinforced the differences between Aboriginal and non-Aboriginal peoples of Saskatchewan. The two entities have attended schools in separate spheres, reflecting the division of powers between the federal and provincial governments. Saskatchewan exercised its responsibility in the area of education in accordance with the Constitution, Section 93, and established public and separate school systems throughout the province. The federal government, in its exclusive legislative authority and responsibility for Indians and Lands reserved for Indians (Section 91:24), has provided schooling directly or indirectly for First Nations students living on reserves. Just as educational jurisdiction responsibility differed, so did the purpose of education. In its constitutional mandate to “exclusively make Laws in relation to Education” (Section 93), Saskatchewan fostered educational attainment in the context of individual fulfillment and eco-

Table 2
Saskatchewan’s Aboriginal and Non-Aboriginal Population by Age Category, 1996 (SaskEd, Demographic Trends in Saskatchewan, 1997, p. 4)

	Aboriginal	Non-Aboriginal
0-4 years	15%	6%
5-19	36%	23%
20-34	25%	19%
35-65+	24%	52%

conomic opportunity. The federal government supported a system of education that, Williams (2000) argued, denied First Nations people equitable education opportunities and was "a force for [community] destruction" (p. 145), eliminating First Nations culture, language, spirituality, and customs and preparing First Nations people for menial roles in Western society.

Saskatchewan provincial education evolved from its colonial roots to address issues of governance and local autonomy through the Education Act and subsequent regulations and organizational structures. Education services administered by Indian Affairs did not build on First Nations traditional educational and governance practices; instead services were based on the federal government's policy of assimilation. It was not until 1972 and *Indian Control of Indian Education* (National Indian Brotherhood, 1972) that the "experience of education from one of assimilation to one of self-expression and self-determination" for First Nations occurred (Castellano, Davis, & Lahache, 2000, p. xi). *Indian Control of Indian Education* heralded an era when education was seen as a way to revitalize First Nations cultures and economies (Abele, Dittburner, & Graham, 2000) and to rethink First Nations educational governance. Over the next three decades there was "a clear shift from thinking about control in terms of authority and devolution to thinking about education in terms of self-government" (p. 15). The National Indian Brotherhood (now the Assembly of First Nations) demanded "a constitutional amendment, or at the very least, the introduction of federal legislation that explicitly recognizes the inherent right of First Nations to self-government, including control over education" (p. 15). Initiatives supported by First Nations and various provincial educational bodies focused on eliminating "barriers" between Aboriginal and non-Aboriginal peoples in order to foster new relationships and educational attainment through curriculum development initiatives and educational governance options.

In 2001 Saskatchewan Education embarked on such an initiative: *School Plus: A Vision for Children and Youth* calling for public education not only to "invest in the lives of children and youth," but for the role of the school to be seen "in a new way" (Tymchak, 2001, p. 40). *School Plus* is a mechanism to support diversity and foster equality of educational opportunity, as "a locus for holistically meeting the needs of children" (p. 4), and as "a powerful force for construction" (Williams, 2000, p. 145): a mechanism not only to foster diverse communities, but to enable all citizens to determine their own future.

School Plus represents a desire to foster learning communities that reflect of the philosophies and needs of each community regardless of size, geographical location, or jurisdiction. The initiative recognizes there is not simply "one best way ... or template ... or ... model that is going to work for all students in every area of the province" (Tymchak, 2001, p. 97) and advocates a community approach to education based on the belief that "children who are strongly connected to schools do better than those who are not" (n.p.). Like the goals and aspirations found in *Indian Control of Indian Education*, Tymchak argued that the role of the school is to "capture the insight" of the times and "empower individuals to make greater sense of the world and of who they are ... [in order] that ... learning experiences promote the growth of mind and spirit" (p. 38). For "education should endeavor to provide

learning experiences that contribute to the humanization of children and youth, [and] ... foster justice, conform to equity, and are seen to be fair" (p. 38). Thus Tymchak in *School Plus* advocated that schools have two functions:

1. To educate Children and Youth:
 - a. Developing the whole child, intellectually, socially, emotionally, spiritually and physically; and
2. To Support Service Delivery:
 - a. Serving as centres at the community level for the delivery of social, health, recreation, justice and other services for children and their families.
 (Hoium, 2003, p. 3).

The goals for *School Plus* are:

1. All Saskatchewan children and young people have access to the supports they need for school and life success.
2. Shared responsibility for the well-being and education for children and youth.
3. A harmonious and shared future with Aboriginal peoples.
4. High quality services and supports, linked to schools at the community level.
5. Strengthened capacity within the Provincial education system and high quality learning programs. (Hoium, 2003)

Building School Communities

Changing demographics in Saskatchewan are not simply a theme of changing numbers, but the result of the ebb and flow of Aboriginal and non-Aboriginal people. *School Plus* is in part an organizational plan: (a) to foster understanding between students; (b) to ensure educational equity for Aboriginal people; (c) a response to the increased demand and requirement for schools to be reflective of both Aboriginal and non-Aboriginal contributions to Canada, differing world views, culture, and language; and (d) a focus on employment equity within the schools. In part *School Plus* is an educational administrative process to foster community at the school level between two peoples. Sergiovanni (1996) argued, "Schools are responsible for more than developing basic competence in students ... they are ... responsible for teaching habits of the mind and habits of the heart ... and bring people together" (pp. xii-xviii). Furthermore, "Students are best served when teachers, administrators, and parents act in concert—when their complementary roles represent not just a partnership, but a mutually beneficial compact on behalf of students" (p. xii).

Building on Sergiovanni (1996), Tymchak (2001) in *School Plus* recognized

The sheer diversity of the needs represented by children and youth ... affirming and accepting all children ... [and] the need to eliminate vestiges of prejudice and discrimination, and to overcome barriers of understanding created by differences of cultural background and life experience. (p. 58)

And argued

The whole community, including the state, needs to take responsibility for the education of children and youth. Schools are mandated to provide ... Basic Skills, Life-Long Learning, Understanding and Relating to Others, Self-Concept Development, Positive Life Style, Spiritual Development, Career and Consumer Decision, Membership in Society and Growing with Change. (p. 37)

The premise of *School Plus* is, therefore, centered on fostering community schools that are “forward looking” and address “the need for learning experiences calculated to promote the growth of mind and spirit” (p. 38) of all students in the context of integrated services. This holistic approach to education is cast within a new educational framework and promotes “school-linked and school-based services” (p. 67) and provides integrated service personnel (health, education, social services) who collaborate for the benefit of all students. Thus community-focused schools are student-oriented and are mandated to

- incorporate educational practices and innovations that respect and reflect the experience, culture and socioeconomic background of the students and the community;
- include early intervention programming, elementary and middle years programs, retention, reentry, transition to high school programs, and adult and community education programming;
- enhance parent and community involvement in the school community;
- foster a sense of shared responsibility for the well-being of students;
- open educational services and facilities to parents and community members;
- empower people and communities to participate actively in guiding their social and economic affairs;
- foster a safe, stable, and healthy environment;
- improve the quality of life for students and their families. (SaskEd, 1997)

Community school philosophy encompasses all educational stakeholders and recognizes “the ability of the school to draw upon parents and other members of the community in order to increase the school’s capacity” along with the “willingness to follow the provincial curriculum, hiring certified teachers, and the demonstration of long-term commitment,” to ensure public education addresses the individual needs of students in the context their community (Tymchak, 2001, p. 100).

Structural Support for School Plus

In recognition of the province’s changing populace, a holistic approach to education and its desire to foster and “preserve the vital role of public education as a service for children and a sacred trust for society” (SSTA, 2002), Saskatchewan announced on March 26, 2002 the creation of a new Department of Learning. This new entity comprises of the Departments of Education—kindergarten to grade 12 and postsecondary education—and early childhood development programs from the Department of Health (SSTA, 2002). The organizational alignment is student-focused. “The advantage of one department may be in helping students move more easily into school and from school to post secondary education ... savings in government administration [will be] directed at students and learning programs” (n.p.). Restructuring is based on the requirement for “Departments like, health, social services and justice [to] participate more fully in providing services to students in schools” and integrate their human and financial resources in order to improve service to students (n.p.). Community schools, therefore, create a new structure in which

communities require interaction and personal knowledge of others ... [with] values such as caring, justice ... Schools become more humane and human sites ... [and] open up new ways of thinking, new avenues for action, and extensions of thought heretofore unconsidered. (Beck, 2002, p. 41).

The province is also channeling its efforts into restructuring school boards and thus bringing together once-separate entities. The provincial government has from time to time fostered school board amalgamation. However, for the first time financial incentives are available to boards to plan mergers. Currently Saskatchewan has approximately 700 trustees associated with 97 school boards (down from 119 in 1996), the highest number of school boards in any province. The financial amalgamation support package will serve to offset some of the costs associated with establishing newly consolidated school divisions. Amalgamation remains voluntary; however, the province has established a target of a 25% reduction in the number of school boards by 2003.

Endorsement of *School Plus* is a major change initiative, but it is change in a vacuum. Despite its goal to ensure "all Saskatchewan children and young people have access to the supports they need for school and life success," it is a mandate focused on schools within the jurisdiction of the provincial government. Saskatchewan Department of Learning's authority for education relates only to public and separate schools in the province. The education of 15,000 First Nations students who attend the 78 on-reserve schools administered by individual First Nations or tribal councils throughout Saskatchewan lies within the jurisdiction of the federal government.

Like provincial restructuring of education, the Federation of Saskatchewan Indian Nations (2002) has identified the need to enhance "the management and support capacity for First Nation" educational systems. New structures or ventures have been initiated such as treaty educational alignments, Grand Council organizations, and affiliations with provincial school systems such as (a) White Cap First Nation and Saskatoon Public School Board, and (b) Flying Dust First Nation and Meadow Lake School Division. These new partnerships or joint ventures recognize the unique needs and aspirations of each community and bridge the jurisdictional divide. These arrangements go beyond basic tuition agreements in order to "strongly reflect and support Aboriginal children, their languages and culture" within the learning community (Tymchak, 2001, p. 103). Thus although *School Plus* is a provincial initiative to create a new era of education, educational community-building is also occurring among First Nations and between First Nations and provincial boards.

The implementation of *School Plus* is accompanied by additional funding for provincial schools; no such funding is provided by Canada to First Nations schools to engage the community in collaboration and connection with the school. Thus Saskatchewan First Nations are limited by federal financial support in fostering schools that reflect their own community beliefs, practices, and goals despite a call to the Minister of Indian Affairs for "a thoughtful and action-oriented strategy for First Nation education" (Ministers National Working Group on Education, 2002, p. 3). The authors of the *Final Report of the Ministers National Working Group on Education* (2002) argued, "There must be a definitive and legal role for First Nations

in all aspects of education, including decision-making, planning, implementation and evaluation of educational policies and programs in First Nations education" (p. 3). First Nations supported by federal funding must be equal participants in building connections with schools if *School Plus* is to become a reality for "all Saskatchewan children and young people have access to the supports they need for school and life success" (Hoium, 2003, p. 4).

School Plus

An integral part of *School Plus* is a qualified teaching staff that reflects of the community demographics: teacher education candidates and teachers must reflect changing demographics and relate to and be role models for all groups in the student population. Between 1992 and 1996 the number of teachers in Saskatchewan grew slightly from 12,251 to 12,684, along with the pupil-teacher ratio: 16.2 (1990) to 17 (1996) (SaskEd, 1997, *Saskatchewan Educators*, p. 3). The Education Equity Program is a foundation for *School Plus* and is mandated to "reduce barriers in the workplace [and fostering participation in the school workforce] ... equal to a particular group's actual proportion of the population" (SaskEd, 1997, *Equity*, p. 11). In order to accomplish Education Equity goals, the province is home to a number of Aboriginal teacher education programs: the Indian Teacher Education Program (ITEP), Saskatchewan Urban Native Teacher Education Program (SUNTEP), and the Northern Teacher Education Program (NORTEP), which have successfully increased the number of Aboriginal teachers in Saskatchewan schools. As a direct result of these programs, the student-Aboriginal teacher ratio continues to decrease: from 440:1 in 1989 to 262:1 in 1996 (SaskEd, 1997). These are small gains that demonstrate the need for increased Aboriginal teacher education programs in general and particularly in the area of secondary education and graduate programs.

School Plus encompasses changing demographics to create community in each school across the province in order to "locate public education within a supportive environment of integrated services and programs for children and youth ... [and meet] the needs of the whole child [in] a new human services agency network" (Tymchak, 2001, p. 45). It recognizes "the complexity and multiplicity of [education] ... today ... and ... [that] no single—and certainly no simple—solution will be forthcoming" (p. 59). *School Plus* is a bold new step to create educational community amid diverse demographics. It is a vision for the role of the school that will facilitate

partnerships between school staffs, parents and communities ... [in order for the school] to become the hub of the community, offering programs and other support services that benefit everyone, preschoolers, parents and other adults, as well as school-age children and youth. (p. 60)

School Plus goes beyond striving for harmony and association between two groups who have historically been cocooned within their own spheres. It is purposely designed to provide quality education and equity of educational opportunity for all residents of the province while fostering community identity and supporting community involvement and decision-making. It is about making concrete educational changes and charting new educational directions for all Sas-

katchewan residents. *School Plus* is a major step in building community in a complex environment. In the northern area of the province, Aboriginal peoples constitute the major portion of the population; fostering the culture, language, world views, and educational attainment of the students and their families has a firm base on which to build. However, in schools where the Aboriginal students are in the minority (the southern areas of the province), developing community schools supportive of Aboriginal peoples not only in the school curricula, but also in the community requires an expanded approach that includes financial and human resources to support community-building.

Implementation of *School Plus* is an opportunity to foster educational equity. At present Saskatchewan's high school graduation rate is above the Canadian average (second only to that of Ontario). Eighty-seven percent of the proportion of the Saskatchewan population 22-24 years old has graduated from high school. However, as the *Report of the Auditor General* (2000) has identified, such statistics reflect the non-Aboriginal population rather than the Aboriginal population. *School Plus* focuses on the incidence of school dropouts or at-risk students: "a stark" reality of the traditional school and furthermore, "a growing and highly perplexing phenomenon in many Saskatchewan cities is the number of school-age children who are not in school and who are unlikely to complete school and will drop out before high school" (Tymchak, 2001, p. 12). These young people fail to participate "in the labor market, and a correlative probability of entrapment in a cycle of unemployment, poverty, and welfare, and in too many cases of running afoul of the justice system" (p. 12). There are human and financial costs that Saskatchewan cannot afford to accommodate. The province needs, therefore, a wide variety of high schools that cater to a variety of life experiences and offer diverse career objectives. In order to meet the needs of many students, high schools need to enter into community discussions about the school year, alternative programs, and organizational models and integrated school-linked services. Any high school reform process must, therefore, include as essential elements: "a community school philosophy, a more student-centered approach to learning, promotion of modified program delivery, and the involvement and participation of students themselves at every stage of the process" (p. 66). In order to address the nonattendance issue, it must be brought into the open and a "serious and concerted effort made to improve the tracking of children and youth in the province" by all school jurisdictions throughout the province and an "interagency strategy be devised to intervene" (p. 68).

The *School Plus* initiative must be expanded to bridge the divide between provincial and federally supported First Nations schools. *School Plus* is an opportunity to build relationship between the two educational systems, ensuring educational equity for all students regardless of the system in which they attend. *School Plus* must venture farther, however: it must write "a new story ... about empowering Aboriginal worldviews, languages, knowledge, cultures, and most important, Aboriginal peoples" within schools and school communities (Battiste, 2002, p. viii).

Changing demographics and building a new society in Saskatchewan demand significant change in the *role of the school* in order to meet the challenges of the evolving environment. The province has embraced *School Plus*: a proactive ap-

proach to ensuring that all students have the opportunity not only to gain the tools necessary to participate in the "new society," but to live in a society that encourages community amid diversity: a society in which both Aboriginal and non-Aboriginal communities pass on their "language, beliefs and culture to its children and youth, as well as the skills necessary for their survival, and if possible their flourishing" (Tymchak, 2001, p. 28). It is a commendable beginning.

Mission

Tymchak (2001), in defining the role of the school in *School Plus: A Vision for Children and Youth*, stated,

education in its most general sense consists of all of the efforts made by a society to pass on its language, beliefs and culture to its children and youth, as well as the skills necessary for their survival, and if possible their flourishing. (p. 28)

Furthermore, education was identified as "a liberating force and ... an empowerment of the learner" (p. 28). Thus Saskatchewan, despite the challenges of diversity, uneven population distribution, and economic uncertainty is committed to ensuring public education empowers, meets the needs, and provides opportunities to all members of society regardless of location, culture, or philosophy. To accomplish such an objective requires a significant change in the *Role of the School*, for "the needs of children and youth ... today requires much more than public education ... [Saskatchewan] is moving conceptually, from changes and adjustments within the current system to an approach that amounts to the creation of a new structure" (p. 44).

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