RECOVERED ACCOUNTS OF
SASKATCHEWAN ADULT EDUCATION:
A GOVERNANCE MOMENT

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In Partial Fulfillment of the Requirements
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by

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Richard Klyne, candidate for the degree of Doctor of Philosophy in Education, has presented a thesis titled, **Recovered Accounts of Saskatchewan Adult Education: A Governance Moment**, in an oral examination held on October 23, 2012. The following committee members have found the thesis acceptable in form and content, and that the candidate demonstrated satisfactory knowledge of the subject material.

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ABSTRACT

While a good deal is known about the history and governance structures within the Saskatchewan K-12 system, very little is known about the adult education and training sector. Faris (Cassidy & Faris, 1987) indicates that, given the magnitude and importance of the sector, the low status and remarkably little attention paid to the field of adult education is puzzling. Accordingly, the purpose of this study is to understand and synthesize the lived-experiences of key decision-makers in order to make recommendations to improve the governance of the Saskatchewan adult education and training sector. Moreover, it is disturbing to find that the researcher’s understandings that emerged were inconsistent, disconnected, and fragmented - of both the history and the governance of the Saskatchewan adult education and training sector.

The dissertation employed a direct phenomenological, sociological qualitative research approach. This approach is consistent with Hart’s (2008) Conceptual Research Framework, which utilizes five overlapping perspectives. The five perspectives employed to guide the decision-making processes are ontology, epistemology, theoretical perspective, mythology, and method. In addition to reviewing archival sources, government documents, and related materials from approximately 1944 to 2005, the researcher interviewed 13 of Saskatchewan’s top postsecondary decision-makers to elicit their lived-experiences and to provide recommendations on how to improve adult education and training governance.

The findings generated contain six general themes concerning Saskatchewan adult education and training. These themes are discussed in Chapter 6, under the headings of K-12 Concerns, Understanding Complexity, Governance Selection Processes, Global
Competition, Legislative Change, and Moral Governance. This study includes five recommendations to improve Saskatchewan adult education and training governance. The five recommendations include (a) clarifying board of governor membership, (b) increasing participant education and training, (c) reviewing Ministerial authority, (d) harmonizing the legislation, and (e) articulating a new vision for the postsecondary adult education system. These themes and recommendations may have implications for understanding the origins and governance of the adult education and training system in other jurisdictions. The study concludes with some suggestions for additional research.
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There are too many people to thank in one’s educational journey; yet, those who provided advice, inspiration, collegiality, editorial contributions, and support for this work must be acknowledged.

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<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
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<tbody>
<tr>
<td>ABE</td>
<td>Adult Based Education</td>
</tr>
<tr>
<td>AEE</td>
<td>Advanced Education and Employment</td>
</tr>
<tr>
<td>AEEI</td>
<td>Advanced Education, Employment, and Immigration</td>
</tr>
<tr>
<td>AEEL</td>
<td>Advanced Education, Employment, and Labour</td>
</tr>
<tr>
<td>AMNSIS</td>
<td>Association of Métis and Non-Status Indians of Saskatchewan</td>
</tr>
<tr>
<td>ATCB</td>
<td>Apprenticeship and Trade Certification Branch</td>
</tr>
<tr>
<td>ATTC</td>
<td>Apprenticeship and Trade Certification Commission</td>
</tr>
<tr>
<td>ASRC</td>
<td>Association of Saskatchewan Regional Colleges</td>
</tr>
<tr>
<td>BNA</td>
<td>British North America Act</td>
</tr>
<tr>
<td>CAAE</td>
<td>Canadian Association for Adult Education</td>
</tr>
<tr>
<td>Can/Sask</td>
<td>Canada-Saskatchewan Career and Employment Services</td>
</tr>
<tr>
<td>CBC</td>
<td>Canadian Broadcasting Corporation</td>
</tr>
<tr>
<td>CCF</td>
<td>Co-operative Commonwealth Federation</td>
</tr>
<tr>
<td>CEIC</td>
<td>Canada Employment and Immigration Commission</td>
</tr>
<tr>
<td>CEO</td>
<td>Chief Executive Officer</td>
</tr>
<tr>
<td>COPS</td>
<td>Canadian Occupational Protection System</td>
</tr>
<tr>
<td>CRRTC</td>
<td>Canadian Radio and Telecommunications Commission</td>
</tr>
<tr>
<td>DTI</td>
<td>Dumont Technical Institute</td>
</tr>
<tr>
<td>EDA</td>
<td>Employment Development Agency</td>
</tr>
<tr>
<td>FNUC</td>
<td>First Nations University of Canada</td>
</tr>
<tr>
<td>ES</td>
<td>Enterprise Saskatchewan</td>
</tr>
<tr>
<td>ESL</td>
<td>English as a Second Language</td>
</tr>
</tbody>
</table>
FSIN: Federation of Saskatchewan Indian Nations
GDI: Gabriel Dumont Institute of Native Studies and Applied Research
GED: General Education Development
JRT: Job Readiness Training
K-12: Kindergarten to Grade 12
MNS: Métis Nation of Saskatchewan
NDP: New Democratic Party
NGOs: Non-Government Organizations
NLMC: Northern Labour Market Committee
NSTM: Non-Status Indian and Métis
NTM: New Training Model
OEDC: Organization for Economic Co-operation and Development
PCP: Progressive Conservative Party
PMC: Provincial Métis Council
PPS: Provincial Public Service
QTQ: Quality Tearoom Quelle
RCMP: Royal Canadian Mounted Police
SATCC: Saskatchewan Apprenticeship and Trade Certification Commission
SCCTA: Saskatchewan Community Colleges Trustee Association
SCN: Saskatchewan Communications Network
SFL: Saskatchewan Federation of Labour
SIAST: Saskatchewan Institute of Applied Science and Technology
SICC: Saskatchewan Indian Community College
SIIT: Saskatchewan Indian Institute of Technologies
SLFDB: Saskatchewan Labour Force Development Board
SLMC: Saskatchewan Labour Market Commission
STF: Saskatchewan Teachers Federation
STI: Saskatchewan Technical Institute
U of R: University of Regina
U of S: University of Saskatchewan
YMCA: Young Men’s Christian Association
CHAPTER 1: INTRODUCTION

This dissertation contains the history practices, and policies of the Saskatchewan adult education and training sector. The dissertation includes a survey of archival source data; as well as, other related primary source documentation (see Appendix A). This dissertation includes a direct phenomenological and sociological study based upon semi-structured interviews with 13 key decision-makers. The purpose of this study is to explore the attitudes, ideas, and beliefs of senior decision-makers working in the adult education and training sector in Saskatchewan, especially where those attitudes, ideas, and beliefs relate to governance policies and practices. This first chapter presents a contextual overview for the study, describing the conceptual research framework, the contextual background, the study problem, the significance of the study, and a methodological overview. This chapter concludes by presenting the delimitations and limitations of the study, defining some general and specific study terms, describing the researcher’s perspective on governance, and outlining the organization of the dissertation.

Contextual Overview

In Choosing our Future: Adult Education and Public Policy in Canada, the first Canadian, coauthored book on adult education policy, Faris (Cassidy & Faris, 1987) indicates that, given the magnitude of the enterprise and importance to the economic and social well-being of Canadians, the low status and remarkably little attention or importance ascribed to the field was puzzling. Moreover, many of the historical accounts of adult education and training in Canada and Saskatchewan, in particular, were unknown or ignored. As this dissertation advances, once an adult education division was “liquidated” federal adult education training funds were utilized by the Saskatchewan
secondary system for vocational training. Horsman (2005) estimates that when “Canada passed the Technical Vocational Act, [it provided] 75% of the funding for the construction and equipping of Comprehensive High Schools in Saskatchewan” (p. 286). Beyond the Horsman analysis of a specific piece of federal vocational and technical funding, most Saskatchewan historians do not acknowledge the amount of adult education funding directed into the Saskatchewan K-12 system. However, without such funds, much of the construction of Saskatchewan high schools would not have occurred. Thus, without a clear understanding of why and how adult education and training dollars were distributed and the extent to which adult education funding contributed to building the Saskatchewan K-12 system, the answers remain elusive. As such, the dissertation’s boundaries may be somewhat defined by a lack of systematic and previous investigation; however, additional research into the relationship between federal and provincial funding mechanisms is well beyond the scope of this dissertation.

**Conceptual Research Framework**

Dr. Paul Hart, of the University of Regina, has developed a conceptual research framework that is adaptable to this dissertation. The framework explains how sociopolitical views at the ontological level shape research and how these views legitimate the way that knowledge may be interpreted. Hart advised that being aware of such worldviews is the starting point of all research. Selenger (cited in Hart, 2008) supports this position and suggests that: “One of the biggest obstacles to creating a more just world is the power of the dominant hegemony, the ideological oppression that shapes the way people think” (p. 6). Thus, if researchers are unaware of the philosophical underpinnings of the problem that is studied, a clear understanding of how a particular
history has evolved may not emerge and conclusions drawn from such research could appear inconsistent, disconnected, or fragmented.

However, the Hart (2008) framework may limit researchers because it sets strict interpretive parameters. If a researcher cannot accept the underlying assumption that research, as a planning strategy, begins from a moral starting point, then this conceptual research framework may be rejected. Thus, researchers who adhere to a morally neutral or “anti-moral” tradition may never accept Hart’s conceptual research framework. Used as a planning strategy, Hart’s conceptual research framework consists of five overlapping categories that are applicable to both quantitative and qualitative inquiry. Conjointly, the framework could act as a guide for governance decision-making from a theoretical perspective and as a global template for this study, as indicated in Figure 1.

![Diagram](image)

*Figure 1. Hart conceptual research framework.*

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In general, this moral-based research framework guided the chapters of this dissertation, directed the study methodology, and informed the data collection, analysis, and interpretative processes.

**Ontology**

Within this conceptual research framework (see Figure 1), Hart (2008) defines ontological research as “the philosophical discourse about understandings of reality” (p. 14). At its highest or universal state, ontological research serves as a starting point, or a kind of taxonomy, and asks why things exist or what their purpose is. In this dissertation, research at this ontological level attempts to paint a contextual canvas that indicates an understanding of the ideological base and the preconditions that existed when the Saskatchewan adult education and training movement was officially established in 1944. A review of the archival and source evidence indicates that the momentum of the adult education and training movement in Saskatchewan may have been, to a degree, reversed.

Founded within months of a Co-Operative Commonwealth Federation (CCF) election sweep in 1943, the Saskatchewan adult education movement included a discourse that encouraged drastic political change and a reality that spurned capitalism as the guiding ideology. Following a time of great economic despair, the way that the Saskatchewan people viewed the world and how their province fit into the world, changed. For example, Lyons and Lyons (cited in Noonan, Hallman, & Scharf, 2006) explain that the views of those who sought political power reflected the idea that unregulated full-blown capitalism must be curtailed if a more equal society were to be established. As such, “the CCF government also held plans for a grassroots
reconstruction of society itself” (Lyons & Lyons, p. 125). During that period, Lyons and Lyons state that CCF discussions moved towards the ideals of collective egalitarianism gained through adult education, noting that

The new government realized that improving the school system for children would not be enough, that societal transformation called for a broader definition of education. One of its first moves was to establish an adult education division within the Department of Education. (p. 125)

From an ontological starting point, the CCF doctrine promoted a vision of equality and justice for all Saskatchewan residents. It can be argued that the CCF established a long-term process “by which the guiding members of an organization envision[ed] its future and develop[ed] the necessary procedures and operations to achieve that future” (cited in Goodstein, Nolan, & Pfeiffer, 1993, p. 3. At its core, the CCF visualized a “New Jerusalem” where equality would reign. In addition, they initially implemented a government policy of adult education and training that reflected socialist theories of knowledge production. Like much of the history of adult education division and adult education movement, many of those theories remain in the archives awaiting rediscovery.

**Epistemology**

Hart’s (2008) second category discusses ontological research that concerns knowledge generation or epistemology. Corazzon (2010) describes this subclass of ontological studies as the “genera of being, the regional concepts, i.e., the categories” (p. 3). From a global perspective, epistemological research moves from the ideal towards the rational concerning theoretical discussion about knowledge. This second form of categorization is more concrete than the previous one. Borrowing from the Greek, Hart describes *episteme* as knowledge and *logos* as reason or discourse: “Literally, therefore,
epistemology is a reasoned discussion about knowledge” (p. 14). In a similar manner, based upon the archival and source materials that follow, the CCF created a political platform based upon ontological or higher philosophical ideals.

The archival and source materials that follow indicate that reasoned discussion, directed by the CCF membership, Cabinet, and through to the Minister responsible for adult education, provided the context for the formulation of adult education and training policies. As such, the CCF formed their first government departments guided by higher principles. The idea of being able to put both ontological and epistemological directions into operation resulted in the hiring of Watson Thomson. Thomson was a world renowned “educationalist” whose theories of education, although mostly forgotten, supported the government’s development of a citizenry that was both well trained and well informed about world issues. These theories provided the perspective from which knowledge was transmitted to the people of Saskatchewan and it would be “The People”, who decided what this knowledge entailed. The theoretical perspective used in this dissertation hopes to generate discussion about improving governance.

**Theoretical Perspective**

Hart’s (2008) third conceptual research category or framework includes a theoretical perspective. This perspective is the overall research approach that determines the research methodology and it is here that “researchers should have an understanding of different methodological frameworks for research, and their underlying assumptions” (Hart, p. 10). For this dissertation, the methodology employed a phenomenological, sociological, and theoretical perspective that emphasized a view “in which reality adheres in the perceptions of individuals” (Glatthorn & Joyer, 2005, p. 40). As such, this
dissertation employed a research strategy that emphasized archival sources and transcriptions, rather than the quantification and collection of numerical data. In addition to a phenomenological sociological approach, as researcher, I acknowledge that the accounts of this study were filtered by my own bias and experiences. Moreover, as reinterpreted by the researcher, it was acknowledged that the participants’ accounts of their own social worlds represented emergent shifting creations. Finally, the researcher accepted that the critically important methodological choices were of my own construction.

Methodology

Hart’s (2008) fourth category of methodology denotes research type. The term *research type* refers to the philosophical assumptions, values, and theories that underpin the selection and use of a particular research method. Based upon the tenants of social and economic class structure, which denote the research methodology found in the *Regina Manifesto* (Co-operative Commonwealth Federation, 1933), the research type employed at the beginning of adult education and training in Saskatchewan was Marxist in origin; however, the official CCF party line suggested a socialist research type. Blended with the archival analysis, this study’s research type is concerned with the lived human perspective of the phenomena encountered by the key decision-makers within the everyday social context of Saskatchewan adult education and training. As such, this methodology or research type directly influenced the interpretation and data-collection methods of the study.
Method

Hart’s (2008) fifth and final category is that research can be conducted within differing theoretical perspectives or frameworks. Hart’s conceptual research framework uses the term method to refer to particular research techniques used for data collection and analysis. Method is the most concrete aspect of the conceptual research framework because it provides specific procedures on how to gather and interpret the data. For the first adult education practitioners in the province, methods of data collection and dissemination would have included personal meetings, field trips, conferences and public addresses, pamphlets, study guides, and surveys. In this study, the use of document analyses and interviews ascertained participants’ perspectives on how different governance theories or models influence the operational aspects of the system. However, before selecting any research method, Hart maintains that the starting point of all inquiry comes back to the ontological perspective, which in the case of Saskatchewan adult education and training, requires a contextual background.

Contextual Background

Noonan et al. (2006) suggest, “Few Saskatchewan educators and historians have focused on the history of education in this province” (p. vii). By comparison, to other fields of study, an understanding of the context from which adult education and training emerged seems omitted altogether, in many instances. Therefore, from the researcher’s perspective, the quest to understand Saskatchewan adult education and training governance presented a disconcerting challenge because there appeared to be neither a clear nor a comprehensive understanding of its evolution. This dissertation expresses the general idea that, beyond historical chronologies and recounting specific events, the
nexus from which adult education and training emerged suffered from a lack of analysis, decades of neglect, and the collection of primary source materials. The fact that much of the material presented in this paper originated from never-used archival primary sources gives persuasive authority to the above statement. This dissertation asserts that, although background knowledge of Saskatchewan adult education and training might be indeterminate, new accounts of historical reality interpret and add to the historical record.

As one of the few academics specializing in the history of adult education and literacy, Quigley (2003) explains in his University of Saskatchewan video, that in Australia, the United Kingdom, and the United States and Canada, much of the history of adult education is not documented or known. As he put it: “We are without a past [and]…It is hard to build a profession if you don’t know your past” (n.p.). As a general assertion, and compared to the K-12 or university systems, an in-depth study of archival and source materials concerning the origins of Saskatchewan adult education and training and governance tends to be wanting.

Born out of the Regina Manifesto (Co-operative Commonwealth Federation, 1933), the CCF government of 1944 proposed a system of government to replace what it characterized as an unjust and inhumane capitalist system. The purpose of this new government would be complete when business and industry relinquished control and replaced by a democracy that represented the true will of Saskatchewan people. The opening lines of the Manifesto read:

We aim to replace the present capitalist system, with its inherent injustice and inhumanity, by a social order from which the domination and exploitation of one class by another will be eliminated, in which economic planning will supersede unregulated private enterprise and competition, and in which genuine democratic self-government, based upon economic equality will be possible. The present order is marked by glaring inequalities of wealth and opportunity…When private
profit is the main stimulus to economic effort, our society oscillates between periods of feverish prosperity in which the main benefit goes to speculators and profiteers, and of catastrophic depression, in which the common man’s normal stare of insecurity is accentuated. We believe that these evils can be removed only in a planned and socialized economy in which our natural resources and principal means of production and distribution are owned, controlled, and operated by the people. (Co-operative Commonwealth Federation, 1933, p. 1)

After coming into government, the CCF began an adult education movement and established the first adult education department, just as the province emerged from years of depression. A time of collapse within the economic infrastructure and a prevailing sense of hopelessness subverted many traditional attitudes, which were reflected the province’s politics. An emerging “socialist” ideology dominated philosophical and political life and there was great discussion about how to implement new policies and specific programs to address social or human needs over profits or capitalism. The outcome of this new philosophy was to create the conditions for the betterment of Saskatchewan people. A commitment to the education and training of adults represented a vision of structural, cultural, and economic change as the way to produce a just and equitable society. Within this just society, the people would have a direct say in adult education and training.

Although originally credited to Thomas Pole in 1884, Selman (Selman, Cooke, & Dampier, 1997) suggests the modern use of the term adult education indicates that the idealist view of adult education as a social movement in the United States and Canada became more prominent between the two world wars. During this period, the social aspects of the field reflected conscious efforts to improve the nature of society through the education of adults. For instance, the tone and nature of statements made at a national conference of adult education in 1943 closely echo those that would form a
Saskatchewan adult education division one year later. Selman describes the similarities between the national adult education conference and the CCF as a group of social controls and the planning necessary to express a sense of social responsibility, public ownership, and control that should extend to enterprises considered most essential to human welfare. In an earlier work, Selman (1995) contends that only a few Canadian adult education historians acknowledge a tradition of radical political and social movements that were closely aligned with a socialist philosophy in hopes of improving the lives of the illiterate and working poor in Saskatchewan.

In his earlier work, Selman (1995) points out that “one of the most difficult problems facing authors of this study [on adult education history] is that the history of adult education in Canada is not, as yet, well documented” (p. 29). Based upon social democratic principles, adult education often questioned traditional authority by stressing that governance meant the cooperation and coordination of adult education and training by “The People.” This theme of the Saskatchewan people’s involvement in the decision-making process occurs repeatedly in the source archival documents referenced in Appendix A.

The idea that consultation with Saskatchewan citizens was required before educational components were developed was one of the guiding tenets by which a new Saskatchewan adult education division was formed. First, the division consulted with communities; second, advisory committees were formed; third, work was assigned to the appropriate adult education division; fourth, divisional programs were revived; and fifth, programs were presented back to communities. Figure 1, reproduced from an undated 1950s government memorandum “note” from the Acting Director of adult education to
the Minister (Saskatchewan Archives, n.d.), illustrated the structure, both theoretically proposed and used in practice, by which people in Saskatchewan would be informed.

Figure 2. Adult Education information structure

The Adult Education Information Structure note states that without the hard work and participation of Saskatchewan citizens, “the work could never be done and the Adult Education Movement could never be” (Saskatchewan Archives, n.d., p. 4). Following changes to the Adult Education Division in 1948 and a reduction in funding, the staff indicated, in a letter to the Minister of Education, that: “The idea [of adult education and social democracy] will be taught only when it becomes an integral part of the daily lives of the community where the citizens live” (Saskatchewan Archives, 1948, p. 3). Pleading the Minister for support, the staff indicated that the only way they could accomplish their
mandate to better peoples’ lives was through direct discussion with the citizens of Saskatchewan. The plea came not from cloistered academics, but from loyal CCF practitioners dedicated to the proposition that adult education was not a frill but was essential for social change. As such, without a contextual understanding, it is impossible to understand and synthesize the lived-experiences of key decision-makers in order to make recommendations to improve Saskatchewan adult education and training governance.

Schugurensky (2009) suggests that at both the academic and practical level, the idea of adult education was to transcend class and political ideology. For example, when the University of Saskatchewan was established, it adopted the “Wisconsin” approach to extension, which consisted of the academic and technocratic elite: the brightest minds who worked for the benefit of all of humanity. The “Wisconsin Idea,” developed by Charles McCarthy, sought to create adult educational programs, research, and theory that addressed needs in typically non-academic urban and rural communities. Funded by government, the idea was that professors of the “highest rank” would engage farmers, shop owners, and factory workers through correspondence, pamphlets, short seminars, and workshops. Much as the original ideal of the CCF, Schugurensky says: ‘It meant a deep conviction that the role of government was not to stumble along like a drunkard in the dark, but to light its way by the best torches of knowledge and understanding it could find’ (p. 3). In terms of a contextual background, the start of an adult education division in Saskatchewan witnessed a well-established academic tradition at a time when the Saskatchewan K-12 system could be described as in its infancy in terms of professional development.
When the CCF came to power, a higher academic adult education tradition had already emerged in Canada and the United States. Portman (cited in Grace, 2000) described the period from about 1920 to 1945 as a time for expansion and growth of higher adult education. Although graduate adult programs developed more slowly in Canadian universities, growth was more pronounced elsewhere. As Portman explains:

Teachers College, Columbia University, was apparently the first university in the United States to develop a curriculum for the education of adult educators; it had offered a course on the education of immigrants in 1917 (Verner, 1964). The term ‘adult education’ was first included in the title of a university course at Columbia University in 1922...[and] Columbia University created the first department of adult education in 1930 and, by 1931-1932, had developed curricula enabling it to offer graduate adult education degrees...The University of Chicago conferred the first doctorate in 1940...While Syracuse University offered graduate study in adult education beginning in 1936, a graduate degree-granting program was not initiated until 1951...[and] By 1962 fifteen universities in the United States offered full-scale degree programs in adult education. (Cited in Grace, 2000, p. 67)

With the establishment of an adult education division in Saskatchewan, the CCF believed they could contribute to the expanding field of adult education graduate and post-graduate study by attracting the best adult educators of the day to enhance adult education as a profession. For instance, the archives reviewed for this dissertation (see Appendix A) indicate that the Saskatchewan Department of Education’s Adult Education Division sought numerous graduate and post-graduate instructors from across North America and Europe to conduct summer institutes to increase the skill levels of Saskatchewan schoolteachers.

When the CCF came to power, most K-12 teachers in Saskatchewan had less than a year of training at the Normal School in Moose Jaw. At that time, the Minister of Education acknowledged an absence of advanced educational training for K-12 teachers. As such, the Minister promoted the advancement of adult education learning principles to
enhance the progress of K-12 theoretical development. As the dissertation’s historical review indicates, when compared other educational systems, the adult education system’s prestige and qualifications reversed over time. For example, today it is obvious that the university and K-12 systems in Saskatchewan are in the ascendancy in terms of skill, knowledge, career development, and prestige. Welton (1986) points out that this historical reversal was important, because not knowing where we come from impairs our ability to recognize where we are and where we are going:

Adult educators need historical understandings to determine what is new in our contemporary situation. If we do not grasp the continuities and discontinuities of past and present, we can easily be uncritically captive to oppressive ideologies and values of the present. Nor will we be able to penetrate to the heart of our society’s central problems and contradictions. (p. 12)

Consequently, more Saskatchewan research, contextual background investigations, and interpretations of adult education and training could provide a better understanding of why and how governance emerged.

**Study Problem**

Welton (cited in Cassidy & Faris, 1987) suggests that for a long period, the world of adult education was invisible: “Adult educational thought and practice has been largely invisible to the Canadian historian” (p. 3). Thus, until the study participants’ recommendations were synthesized and made visible, the Saskatchewan adult education and training sector remains invisible. A review of the archival evidence indicates that a deeper understanding of the origins of adult education and training is necessary to understand the way the system currently operates. As such, understanding contemporary operation of the system, and how governance of the system has evolved is critical before recommendations to improve the future governance of the system can be suggested.
Purpose of the Study

The primary purpose of this study is to understand and synthesize the lived-experiences of modern key decision-makers in order to make recommendations to improve the governance of the Saskatchewan adult education and training sector. As such, the four semi-structured research questions used to generate the study data are as follows.

1. Why does the Saskatchewan adult education and training sector exist and what is its purpose?
2. What governance model most influences decision-making in the Saskatchewan adult education and training governance?
3. How does governance currently influence does the Saskatchewan adult education and training sector?
4. What recommendations can decision-makers suggest to improve the Saskatchewan adult education and training sector and its governance?

The above research questions gauged the study participants’ understanding of why the system exists. In addition, the questions ask the participants what is the purpose of having such a system. Moreover, the questions ask how different governance models influence decision-making. Finally, the questions ask participants to generate recommendations to improve the Saskatchewan adult education and training sector. However, before the answer analyses can start, a working understanding of the context in which adult education and training evolved is required. Therefore, a historical review of the Saskatchewan adult education and training sector is necessary before proceeding to a literature review.
Significance of the Study

This dissertation was rooted in the assumption that adult education and training decision-makers need to know why their organizations exist, what the purpose of their organizations is, and how their organizations are defined. Furthermore, any adult education and training governance board must be aware of their organization’s contextual background, what they had done before, how it operated, and for whom the organization worked. These assumptions are as true in the Saskatchewan adult education and training sector as they are in other jurisdictions that employ board of director governance structures. However, in the most recent and comprehensive Saskatchewan training system review and the 121 recommendations (McArthur, 2005) made by the review panel, not one recommendation significantly delved into the reasons why Saskatchewan adult education and training existed. Moreover, not one of the panel’s suggestions indicates how to improve post-secondary governance. Thus, philosophically and practically, the study’s research findings may affect all Saskatchewan adult learners and institutions.

Supported by archival evidence, this study is significant, because it appears to be the first of its kind to research source archival materials and in-depth events surrounding the creation of adult education and training in Saskatchewan. Canadian authors Cassidy and Faris (1987) suggest that while little research has been conducted on Canadian adult education and training, there has been even less research conducted on Saskatchewan adult education and training, which indicates that the field of study is seriously under researched. Therefore, this study’s new research concerning Saskatchewan adult education and training may add to existing knowledge concerning adult training and
education, in general. Further, the study may generate continuing interest in other under-researched adult education and training jurisdictions beyond the Saskatchewan context. If common themes or threads could be found that related to adult education and training issues, such findings could not only shed light on adult education and training in Saskatchewan but also have implications for other jurisdiction in the form of governance-process recommendations.

**Methodological Overview**

The study utilized a qualitative research approach. Analysis of both private and public recovered accounts of Saskatchewan adult education and training were used to interpret the study. A direct phenomenological and sociological research approach acted as the framework that attempted to reconstruct the lived-experiences of 13 of the most senior decision-makers in Saskatchewan adult education and training. The research involved viewing the phenomenon of *governance* as presented through the words of decision-makers who lived it. Within this research lattice, six facets of a direct phenomenological sociological research, described later, present or “re-present” the findings of participants’ accounts of their lived experiences. Furthermore, to conduct the research, three interrelated research methods were utilized. Moreover, to clarify the findings, the seventh facet of a direct phenomenological sociological approach or interpretation was utilized.

First, the study’s research orientation used a conversational or dialogic style of interviewing, which encouraged subjects to participate, to elicit points of view to understand how their everyday world was socially constructed. The purpose of the interviewing process was to study participants’ responses to semi-structured questions. A
flexible interviewing technique allowed for adjustment during the interview process to respond to the direction, which participants took during the interviews, while allowing the researcher to adjust the emphasis of the interviews as significant issues emerged.

Second, a data-collection orientation was used to design semi-structured questions to make sense of the qualitative interview data. This orientation was adopted because of a need to focus on the myriad of experiences and potentially conflicting participant perceptions. Viewed from a perspective of what had happened and what could happen in the future, these participants related their experiences with the current governance planning process and were asked to define the adult education and training sector, while offering recommendations to improve sector governance. As the researcher, interviewing entailed my sensitivity to decision-makers’ past experiences with governance, their current understanding of the education and training sector, and how their stories might be interpreted to allow participants to get a sense of how their governance roles unfolded within Saskatchewan adult education and training.

Third, the data-collection methods for the study employed individual, digitally tape-recorded in-depth interviews, note taking, and an analysis of documents that chronicled the decision-making process in adult education and training from approximately 1945 to 2005. Prior to all interviews, interview protocols and a brief script were established. Note taking allowed the researcher to focus on careful listening. Four main interview questions, and ancillary follow-up questions and probes, obtained additional data.

Finally, because data analysis and interpretation were not unique discontinuous events but an ongoing process, the researcher played back the digitally tape-recorded
individual interviews before the interview transcription began. Rereading, rewriting, reorganizing and sifting through the transcriptions and notes allowed a data-analysis process to flow. Following individual interviewing and transcription, data were systematically “typified” or broken down into meaningful units through a direct phenomenological sociological theme-generating process. Before the final analysis, discussion, and interpretation, categories and subcategories of participant data were broken into groupings that made analytic and logical sense.

**Delimitations and Limitations**

This study intended to investigate the lived governance experiences of key Saskatchewan adult education and training decision-makers. The study delimited primarily five core institutional partnerships of the Ministry of Advanced Education, Employment, and Labour (AEEL) in Saskatchewan and the corresponding legislation. Except as points of reference or to provide a contextual background, this study consciously excludes other legal jurisdictions such as the Government of Canada or political party affiliations beyond those that directly impact adult education and training in Saskatchewan, as the inclusion of such datum was beyond the scope of a single dissertation.

This study was mainly concerned with five partnerships, that included: (a) Dumont Technical Institute (DTI, which is the technical training arm of Gabriel Dumont Institute of Native Studies and Applied Research); (b) the Saskatchewan Institute of Applied Science and Technology (SIAST); (c) the Saskatchewan Apprenticeship and Trade Certificate Commission (SATCC); (d) the Saskatchewan Indian Institute of Technologies (SIIT); and, (e) the Association of Saskatchewan Regional Colleges
Although constituting a substantial share of the publicly funded adult education and training system, these institutions did not include the entire Saskatchewan adult education and training system, intergovernmental relationships, or the education system, because the enormous size of these sectors were also beyond the scope of a single dissertation. One labour market committee and one labour market commission were, at the time, also germane to discussions concerning adult education and training and further defined the boundaries to which the study extended, because these organizations had considerable influence on the kind and types of education and training programming that AEEL partners offered. The first was the Northern Labour Market Committee (NLMC).

Established in 1983, the NLMC included a number of agencies that funded training in Northern Saskatchewan and regional labour market programs. Framed to overcome and address the unique challenges and needs of the North, the objectives of the NLMC respectfully provide advice and foster cooperation within a widely dispersed but increasing population, an unskilled labour force, and a growing mining and services industries (Keewatin Career Development Corporation, 2011). Since being established, “the NLMC has expanded to an effective and respected forum to address employment, training, and economic development issues in northern Saskatchewan” (Government of Saskatchewan, 1983, p. 1). The NLMC was the only AEEL partnership that existed without provincial legislation oversight.

The second partnership was the Saskatchewan Labour Market Commission (SLMC). Formed in 2007, the SLMC came about through under new provincial legislation. The SLMC established coordination of labour-market planning partnerships among labour, business, education and training institutes, other stakeholders, and
government. It is of interest to note that SLMC was terminated when the fieldwork for this study began.

This dissertation was also limited to the interpretation of personal and public historical documentation, analysis of data collected from semi-structured interviews, and its methods. For example, the use of data-collection procedures such as audiotaped transcriptions of semi-structured interviews could have limited the findings. Further, the number of educational sectors not involved in the study, the unique nature of key decision-makers, and the small size of potential participants did not allow for generalization of the findings. Moreover, community-based organizations, private vocational schools, immigration and settlement organizations, universities (including First Nations University of Canada and other federated colleges and affiliates), and other adult education and training providers were not included in the study. Even the political climate could even have affected the findings of the study. For instance, shortly after the Saskatchewan Party came to power, the SLMC, the Saskatchewan Communications Network (SCN), and Campus Saskatchewan were discontinued.

**Definitions of Terms**

To understand better the contextual framework, background, and aspects of the Saskatchewan adult education and training sector, which appear to be in a state of constant and continual change, it was operationally necessary to define a number of key concepts. Except for specifically referenced terms, the definitions of the terms that follow apply to, and are used exclusively for, the purpose of this study alone.

*Adult education.* This term denotes the practice of educating and training adults; it connotes a distinction between *andragogy* (facilitating adults) from *pedagogy* (teaching...*
Moreover, the term implies connections to an adult education movement, advanced learning, enhanced learning, extension and continuing education, post school education, post-secondary education, and workplace education and learning.

*Adult education movement.* This term describes the period from the mid-1940s to mid-1950s in Saskatchewan. Beginning with a Speech from the Throne in 1945, it was the intention of the newly elected CCF government to pursue a policy of a provincial-wide adult education movement. Rather narrowly defined, this term suggests that a broader general definition of an adult education movement in Canada was elusive. However, the definition ranges from the training and education of adults from government organizations to agencies, individuals, and organizations concerned with the education and training of adults.

*Adult education and training.* This term is an all-encompassing expression that includes an Adult Education Movement, the Department of Continuing Education, the Department of Education, Saskatchewan Advanced Education and Employment, Saskatchewan Advanced Education Employment and Labour, Saskatchewan Advanced Education and Manpower, Saskatchewan Education, Saskatchewan Education and Saskatchewan Post-secondary Education and Skills training, Saskatchewan Education Post-Secondary Education and Skills Training, and Saskatchewan Learning. The rationale for one term to blanket the field lies in the fact that during the development of adult education and training, both practitioners and nonpractitioners described the field, which in general, continues to be the case, using the above descriptor inconsistently.

*Department of Education.* This term describes the K-12 department proper, which, when compared to the Saskatchewan adult education and training branches,
departments, and ministries, has remained relatively consistent since its inception in 1915. While the desired outcome for the education of primary and secondary children remained more or less consistent in Saskatchewan over the last 90 years, this has not been the case for the adult side of an educational equation. An Education Department Overview: 1945-2005 (Appendix B) represents an educational structure created to procure and maintain the betterment of education for Saskatchewan children.

*Department of Continuing Education.* This term describes the separation of adult education and training from the Department of Education. In relative terms, the Department of Education’s core function, legislative authority, and dealing with the education of children had remained somewhat consistent from 1945 to 2005. In 1972, the Department of Continuing Education (Province of Saskatchewan, 1973) was established. The mandate of this department was to administer post-secondary education programming related to the University of Saskatchewan and all other education not legally assigned to any other Saskatchewan agency or department.

*Department of Learning.* This term describes the amalgamation of Saskatchewan Education, Training and Employment department with the department of Saskatchewan Education and Saskatchewan Post-Secondary Education and Skills Training (Government of Saskatchewan, 2003). In 2002, the Department of Learning was established (see Appendix B for Education Department Overview: 1945-2005). The mandate of this department was to advance the social, economic, and personal well-being of Saskatchewan people through early childhood development, the K-12 system, technical and post-secondary education, and public libraries. Subsequent to the 2005 training
system review, the name of the department or ministry overseeing the field of adult education and training and its mandate had changed several more times.

**Outcome.** This term describes something that is concerned with a process that would ideally lead to a desired state at an ontological level (see Chapter 1). This desired state may not exist in reality but serves as a guide upon which to aspire. As such, an outcome may be a desired state that like-minded people agree ought to exist; however, this state may not yet be realized.

**Output.** This term describes actual program deliverables or labour market metrics that are countable, measurable, or describable in actual terms. Outputs commonly referred to as levels of achievement or performance is a term often used interchangeably in much of the current government literature.

**Saskatchewan Continuing Education.** This term describes the reorganization of the Department of Continuing Education (Saskatchewan Continuing Education, 1979). In 1977, Saskatchewan Continuing Education was established. The mandate of this department was to administer post-secondary education related to the University of Saskatchewan and all other education not assigned to another agency or department by law.

**Saskatchewan Advanced Education and Manpower.** This term describes the transformation of the department of Saskatchewan Continuing Education into the department of Saskatchewan Advanced Education and Manpower (1983). In 1982, Saskatchewan Advanced Education and Manpower was established. The mandate of this department was considerably broader than that of its predecessor and specifically focused on employment preparation to meet the province’s long-term need for skilled workers.
**Saskatchewan Education.** This term describes the combination of Saskatchewan Advanced Education and Manpower, the Department of Education, and Saskatchewan Libraries into one department (Saskatchewan Education, 1987). In 1986, Saskatchewan Education was established. The mandate of that department included K-12 education, all post-secondary education and training, and included universities, technical institutes, community colleges, and provincial libraries.

**Saskatchewan Education, Training, and Employment.** This term describes the extensive alteration of Saskatchewan Education into the department of Saskatchewan Education, Training, and Employment (Government of Saskatchewan, 1993). In 1992, Saskatchewan Education, Training, and Employment was established. The mandate of that department was to support the government-wide plan for economic and social renewal that supported life-long learning opportunities.

**Saskatchewan Education and Saskatchewan Post-Secondary Education and Skills Training.** This term describes the restructuring of Saskatchewan Education, Training and Employment into Saskatchewan Education and Saskatchewan Post-Secondary Education and Skills Training (Government of Saskatchewan, 1996). In 1995, Saskatchewan Education and Saskatchewan Post-Secondary Education and Skills Training were established. The mandate of the Saskatchewan Education component was to provide leadership and support for the K-12 system. The mandate of the Minister of Post-Secondary Education and Skills Training was to advance societal, economic, and personal well-being of Saskatchewan citizens by providing relevant post-secondary education, skills training, and labour market programs that focused on youth, adults, and provincial labour market learning needs.
Researcher’s Perspective

My reason for wanting to learn more about adult education and training and governance began with the release of the Saskatchewan training system review titled *Final Report of the 2005 Training System Review Panel: A New Training Model for Saskatchewan*. At the time, I was the Director of Programs at a regional college and the report covered all the areas, and a few more, for which I was responsible. My particular responsibilities included Adult Basic Education (ABE), SIAST, technical and other post-secondary programs, student services, and university programs. As such, over the years, I have worked with people from across the Saskatchewan adult education and training spectrum. This exposure allowed me to appreciate and understand that a critical component of the comprehensive 2005 Saskatchewan training system review - the governance component - was absent from the final report.

The 2005 training system review was extensive and was the largest review of Saskatchewan adult education and training ever conducted. The training system review reflected an expansion of the regional college review to include all public-funded post-secondary institutions. In total, the review panel met with over 170 organizations and stakeholders. In addition, the panel posted their mid-term findings and asked for further public response before producing the aforementioned final report. Based upon best practices and the analysis of current research, the panel’s final recommendations included striving to have SIAST, regional colleges, Apprenticeship and Trade Certification Commission (ATCC), Saskatchewan Learning, and Aboriginal institutions all perform within an integrated seamless model. The report contained close to 300 pages and included 121 recommendations. The report covered everything from accountability and
capacity, to continuous and lifelong learning, to the effective use of technology. In addition, the report covered all things from financial and institutional barriers, to Aboriginal participation, to labour market response. Amazingly, the report was silent on training system governance. Although the report references adult education origins, reference to a contextual background was at best superficial and nonexistent in many critical areas. Moreover, the training system review neither included the question of why a Saskatchewan adult education and training system began nor how it evolved.

In 2005, the training system report was released at the same time as a chapter in my and many other people’s lives had closed. A Regina family-owned restaurant that had been in existence prior to the start of a Saskatchewan adult education movement and lasted until the last training system review was completed, closed its doors. This restaurant was the Quality Tea Room or “QT” for short, which opened on February 2nd, 1930, and closed on March 1st, 2005. For more than 75 years, the QT had hosted more than its share of philosophers, poets, and politicians and had been a Regina Cathedral activist meeting place for generations. As the last manager of the restaurant, Dan Pradinuk (2003) wrote:

Through its doors have entered people of every background imaginable, including an astronaut who walked on the moon...It’s like having a cross-section of all people in our society with all their skills and ideas available for immediate consultation. The tearoom is not just a place to have lunch. It’s a place where you can experience life in all its diversity. (p. 2)

The restaurant was also home to something that I refer to as the QT Quelle (QTQ). The word Quelle is German for source and, although its use at the QT may have reflected a Christian attitude, from my perspective the QTQ also represented a more comprehensive and encompassing view of the world and people within it.
The QTQ specifically referred to a caption placed on the bottom of a very old and fading poster that once was taped to a pane of glass located in a tiny corridor between the QT proper and the restaurant’s open-air courtyard. The poster featured a number of arrows flying in different directions and read, “If you have nothing to aim at, you will always hit it.” Although Western and Christian in origin, and suggestive of Pradinuk family beliefs, the poster expressed a message that transcended any particular cultural value and captured a view of the world that continues to influence my own behaviour and seemed to be part of an emerging and increasingly collective consciousness. In particular, the QTQ illustrated a moral precept for which to aim or aspire. Moreover, the QTQ poster provided the mode from which this dissertation was manifest. For me, the poster expressed the fundamental assumption that adhering to a moral-based ontology was required before any decision-making was possible. As such, an ontological starting point is the source from which to implement recommendations to improve Saskatchewan adult education and training and its governance.

Since attending the Chopra Centre in Carlsbad, California, in 2005, my ideas about how governance “ought” to be governed have synchronistically come together in meaningful ways during both my post-graduate research and in my personal life. In 2008, for instance, I began research for this dissertation by reviewing Denzin and Lincoln’s (2008) *The Landscape of Qualitative Research* that included sections on both qualitative and quantitative research. These individuals were the pre-eminent authors in the world on the theory and practice of qualitative research. Norman K. Denzin is a Professor of Communications, Sociology, and Humanities at the University of Illinois and Yvonna S.
L. Lincoln is Professor of Higher Education and Educational Administration at Texas A & M University.

Standing on the shoulders of these giants of research, one can understand the need to transcend the mixed theoretical perspectives of the last several historical movements in qualitative research and their suggestion that researchers ought to go beyond these theoretical perspectives and exceed the limitation of each by moving toward a higher perspective or a moral perspective. This perspective concerned critical conversations about community, democracy, gender, race, nation-states, and globalization. As such, views concerning an “eight moment” in research resonated within me. Denzin and Lincoln (2008) insist that the eight moment is now and is the future. They suggest, “In this [eight] moment scholars…are confronting the methodological backlash associated with ‘Bush science’ and the evidence-based social movement” (Denzin & Lincoln, 2008, p. 27). This eight moment implied that it was possible and not naive for researchers to move beyond individual mixed research genres, by incorporating a moral or guiding component in their research in order to more fully understand and to provide ethical solutions to world issues.

Another event that that may have no discernible connection for anyone but me, yet somehow significantly relates to my ideas about governance occurred in 2009. Without this encounter, I would not have used a direct phenomenological and sociological research. In the winter of 2009, I was fortunate to have taken Dr. Hart’s Advanced Research Methods course which, consistent with Denzin and Lincoln’s (2008) approach, introduced me to his conceptual research framework (see Chapter 1). Hart is Professor of Science Education at the University of Regina. In 2004, Hart instructed an
international course on sustainable development, participation, and education in Copenhagen, Denmark. Much of Hart’s work acknowledged that everything on the globe was interconnected and that society could be heading towards ecological collapse if ethical environmental solutions were not found. At an ontological level, Hart’s conceptual research framework recognized an ecological movement inextricably connected to social justice and that sustainable development included a moral-based component. In general, this conceptual research framework formed the general ethical template of this dissertation.

In the fall of 2009, I attended an ethically based presentation given by His Holiness the 14th Dalai Lama of Tibet (personal communication, September 30, 2009) at Pengrowth Saddledome in Calgary. The Dalai Lama is both the temporal and spiritual leader of the Tibetan people. His Holiness was being conferred an honorary Doctor of Philosophy degree by the University of Calgary at a higher education conference, which concerned a deep awareness of people’s suffering and what ought to be everyone’s social responsibility. Much like Hart’s (2008) conceptual research framework, the Dalai Lama talked about the ability to understand issues at a “global” or ontological level of existence.

For a Buddhist, this moral-based ontology was compassion, which flowed from the most abstract understanding of suffering and wanting to do something, concrete about suffering at a very real individual level in one’s lived experience. Connected to this ontology, the Dalia Lama proposed that every religion had its own sacred texts or knowledge. Most religions, including the five major religions (Buddhism, Christianity, Hinduism, Islam, and Judaism), agree about the existence of higher principles at a
“global” or ontological level of existence. Below these first principles, individual
religions have their own epistemological beliefs. These beliefs, further divided into
individual traditions or sects, could include regional or local rituals or practices.
Nevertheless, a first guiding principle remained as a religious source or Quelle for
individual devotees to practice their specific religion. Thus, like my own experiences,
Denzin and Lincoln’s (2008) eight moment, and the Dalia Lama’s teachings, this

However, the problem that the Dalai Lama observed was that such global ideals
are often usurped by more temporal or literal interpretations. Although the most
intelligent people in the world conducted such interpretations often, because they did so
without having a moral guide, decisions they made were often self-serving and did not
adhere to a higher “global” or ontological starting point. As such, without a moral
compass or moral bull’s-eye at which to aim, even the most intelligent people’s decision-
making processes were often more concerned with immediate and conventional standards
that could lead to very dangerous applications.

The Dalai Lama indicated that this could have been the case with President
George W. Bush. As such, although Bush proceeded with all sincerity and good
intentions, his decisions were still actions that at a higher level of contemplation were
amoral. Yet, as can be seen when reviewing the history of Saskatchewan adult education
and training, even moral ideals can be corrupted by what politicians believe are perceived
to be political or practical necessity and the results of such decision-making can be
ongoing and unanticipated. This dissertation investigates if such ongoing and
unanticipated decision-making contributed to the fractured state that Saskatchewan adult education and training finds itself in at this governance moment.

In late 2009, Barack Hussein Obama gave a Nobel Peace Prize acceptance speech. Before becoming the 44th President of the United States of America, Obama was the junior Senator from Illinois and a university professor. From 1992 to 2004, Professor Obama taught constitutional law at the University of Chicago Law School. President Obama’s acceptance speech included a section that urged all people to make efforts that go beyond the world, as it exists: “So let us reach for the world as it ought to be - that spark of the divine that still stirs within each of our souls” (Obama, 2009, p. 4). Quoting Dr. Martin Luther King in the closing section of the speech, the President said ‘I refuse to accept the idea that the “isness” of man's present nature makes him morally incapable of reaching up for the eternal “oughtness” that forever confronts him’ (Obama, 2009, p. 4). The point Obama makes about what we ought to do come at a time of increasing economic, natural, and social despair. In many ways, the threats facing the world today echo the Great Depression, which saw the political landscape of Saskatchewan fundamentally changed. Thus, the President’s argument to seek out something better than what “is” and to reach for something that “ought” to be may be a historical lesson that needs relearning in Saskatchewan.

**Summary and Dissertation Organization**

Chapter 1 introduces this dissertation, presents the Hart (2008) conceptual research framework, provides a contextual background, introduces the study problem, describes the significance of the study, presents a methodology overview, and concludes by noting the delimitations and limitations, definition of terms, the researcher’s
perspective; as well as, the structure of the dissertation. Chapter 2 provides a historical review that includes primary source archival and related documentation concerning the Saskatchewan adult education and training sector. Chapter 3 provides a secondary source literature review of governance, governance boards, and theories and models associated with governance. Chapter 4 outlines the research perspective, research type, and research methods, including the research orientation, data collection methods, procedures for data collection, and procedures for data analysis and interpretation. Chapter 5 presents the findings of the study obtained from the transcribed semi-structured interview process. Chapter 6 discusses the findings of the study themes, provides a historical analysis of governance, and concludes with recommendations to improve the Saskatchewan adult education and training sector and its governance. Finally, this chapter concludes by advocating additional research be conducted in the field of adult education and training.
CHAPTER 2: HISTORICAL REVIEW

Chapter 2 presents an historical overview of the Saskatchewan adult education and training sector. This review discusses a significant number of recovered accounts of Saskatchewan adult education and training from archival as well as other primary and secondary sources. The intent of the chapter is to provide a clearer picture of the evolution of the sector. The chapter provides context for the creation of the adult education movement in Saskatchewan, one that proceeded from a moral starting point. The concept of a moral starting, or planning point, directly relates to the creation of the CCF in the early 1940s and the establishment of a more just society. The history of adult education in Saskatchewan contains large historical gaps that need addressing in order to get a more accurate picture of the sector’s evolution. Associated with adult education, there are a number of misconceptions not properly addressed or adequately researched, and those misconceptions continue to stigmatize or brand the field as being inferior to other educational sectors. Moreover, the idea of starting from a moral centre correlates with the establishment of the United Nations, the Anti-Apartheid Movement in 1948, the Civil Rights Movement in the mid-1950s, and the current Environmental Movement. While diverse in scope, all of these movements began as a moral argument.

Chapter 2, based upon an overview of hundreds of personal archival files and documents, includes more than 60 years of annual reports and related provincial and federal documents (see Appendix A). As such, to provide the necessary historical context, this chapter includes Saskatchewan Education: The Early Years; Woodrow Stanley Lloyd; Watson Thomson; and the Story of Adult Education, which was somewhat of a 1957 “revisionist” account of how and why the Saskatchewan adult
education division was created. In general, this discussion of the historical overview includes the creation of and demise of the first adult education division in North America beyond the mid-1940s. Beginning in the 1950s, the adult education and training side of the Saskatchewan Department of Education was organized into the following eight divisions.

1. Department of Education Years: 1950-1972
2. Department of Continuing Education Years: 1972-1982
3. Saskatchewan Advanced Education and Manpower Years: 1982-1986

These divisions emphasize that although the Saskatchewan Department of Education remained relatively consistent in its focus on primary and secondary schooling, in relevant terms, the adult education and training component of the Department of Education appeared fragmented. While the K-12 side of the Department of Education seemed somewhat consistent, the side of the department that dealt with the adult education and training changed almost yearly. After a number of amalgamations and separations within the Saskatchewan Department of Education, in 2005, Saskatchewan Learning was again divided into separate K-12 and adult education departments, which meant adult education was then part of the Department of Advanced Education and
Labour before becoming part of Advanced Education, Employment and Labour. Most recently, the Ministry responsible for the adult education and training sector is the Ministry of Advanced Education, Employment and Immigration (AEEI) (Ministry of Advanced Education, Employment and Immigration (2010).

**Historical Overview**

Thomson (cited in Welton, 1986) observes that once history is ferreted out by researchers, “we are at liberty to offer our judgment on it [and in this way history becomes] intelligent within our present tense” (p. 136). Therefore, once researchers discover a history they are obliged to interpret that history and provide explanations to why the once prominent field of adult education is so devalued today. Welton (1986) suggests that although Saskatchewan could have once been the vanguard of adult education, a national political defeat in Ontario, of the federal CCF, “pressured the Saskatchewan CCF to become a moderate, safe, social democratic party committed to cautious rule by Cabinet” (p. 124). One of only a small number of academics to investigate this era, Welton indicates that after 1945 high-level CCF political leaders made decisions that crippled both the Saskatchewan and Canadian adult education movement. Such decisions effectively retarded the establishment and advancement of adult education academic standards. For example, by 1950, under the leadership of Roby Kidd, the Canadian Association of Adult Education attempted to establish professional development for the field that influenced public policy. However, unbeknownst to Kidd, this overview will demonstrate that a decision not to promote the academic advancement of an adult education movement was a foregone conclusion made by CCF political leaders. As such, the political strategy the CCF adopted made a contemporary adult
education movement next to impossible to sustain and resulted in politically based policies and practices. Therefore, many more contextual accounts of Saskatchewan adult education and training are required to understand how the field changed and how it continues to impact governance today.

Initially, the Co-operative Commonwealth Federation’s (CCF) *Regina Manifesto* (Co-operative Commonwealth Federation, 1933) promoted an adult education movement. The CCF manifesto opens with a declaration that the purpose of the CCF is a political organization where “the principles of regulating production, distribution, and exchange will be the supplementing of human needs and not the making of profits” (Co-operative Commonwealth Federation, 1933, p. 1). Inherent in the declaration is a belief in equality achieved through education. As Johnson (2004) states:

> A minimum of economic well-being was one condition of true freedom, and hence of the full development of the individual…The whole of our democracy is based upon the principle of equal educational opportunity for all. Inequality in education structure means inequality in the whole structure of society. (p. 27)

Here, Johnson suggests that education “should be removed from the private, for-profit sector and [should] be produced through the public, non-profit sector” (p. 32). In addition, Melnyk (1989) believes when considering the formation of the CCF, it is important to remember that it was more than a political party. According to her, “[the CCF] was a social movement [which was]…to replace the exploitative excess of the capitalist system with a more, balanced democratic alternative” (Melnyk, p. 1). Melynk suggests that the CCF was Canada’s conscience and that many social benefits such as old age pension, medicare, and unemployment insurance were CCF movement outcomes. As such, the CCF claimed the moral authority for the creation of a wide-variety of social programming.
Watson Thomson (1966) suggests that adult education and other actions, such as nonviolence and civil rights, extend far beyond the reach of mere politics. Such actions apply to more universal, moral-based concepts than can be ascribed to mere politics. “These are not political parties, they are movements, and they have many common features...They are singularity indifferent to [political] ideology” (Watson Thomson, p. 161). Even after a stroke in 1960, Thomson clung to the educational philosophy he promoted in Saskatchewan in the mid-1940s. He maintained that people must work together for the collective benefit of the people or “family” of the world, as follows:

The achievement of the knitting together of men and peoples into one human family is not and end but a beginning – the end of sub-human history, the beginning of the truly human storey. A new level will be reached. We are not gods, but each of us knows that in his [her] full pride and glory and self-affirmation he [she] can be godlike. But, certainly. The assurances come from the conformation of others whose godlikeness are acknowledged and rejoiced in. The first song of that new order of men [women] is not a solo but a choir, singing to all creation a wide Hosanna. (Watson Thomson, p. 166)

As such, Thomson’s educational processes transcend the political ideology of the CCF and seem more in-line with Hart’s (2008) conceptual planning model, as they both proceed from an ontological starting point.

**Saskatchewan Education: The Early Years**

The 1867 *British North American Act* (BNA) first defined the distribution of powers within the Canadian federation. White, Wagenberg, and Nelson (1998) note that Section 93 of the *Constitution Act* (the former BNA), declares that while the provinces were granted control of public education and the education of children, the federal government could mediate in instances that involved the national economy, such as in training initiatives.
In the field of Saskatchewan adult education and training, governing legislation plays a significant role. There are a number of laws or acts, which regulate this sector. Bejermi (1990) defines an Act as “a written law enacted by a legislature, after being debated and approved by the legislature” (p. 95). Among other things, an Act sets out the policy objectives of the government while defining legal duties for key stakeholders (such as Ministers) who must act within the confines of the law. Under our parliamentary system of democracy, each elected Saskatchewan government has the right to abolish existing legislation while creating new laws.

In 1905, Saskatchewan became part of the Canadian federal system. In a subdued observance, the first Lieutenant Governor, A. E. Forget, chose the first premier, W. Scott, without a formal ceremony. Scott then selected J. A. Calder as the first Deputy Commissioner of Education. The start of primary and secondary education in Saskatchewan seems incongruous with the start of adult education and training in the province, which began with such bravado. While acknowledged by all that, a K-12 education system was practical and a necessary component of a civilized society, the creation of an adult education division in Saskatchewan, ideally was seen as the means by which society would transform itself.

In 1929, Saskatchewan was in crisis following the First World War, when the stock market crashed and commodity prices declined. As customers from across the world could not buy crops, “the income of Saskatchewan farmers dropped by 72 percent from 1929 to 1933” (Canadian Council for Geographic Education, 2008, p. 1). Saskatchewan residents suffered more than other Canadians did, as crops withered and died in the field and because there were “no living plants to anchor the surface of the
land, precious prairie topsoil and freshly-sown seed were carried away by the wind” (Canadian Council for Geographic Education, 2008, p. 1). In addition, as Saskatchewan farmers lost their wheat markets, a series of natural disasters devastated the region. Moreover, in 1939, the United Kingdom declared war on Germany, which meant thousands of Saskatchewan men and women would fight in 1940.

In the early 1940s, discussion turned to diversifying the Saskatchewan economy. During those years, the search for oil and gas increased activity and many initiatives designed to exploit natural resources appeared. (Saskatchewan Legislative Assembly, 1944). In 1944, with World War II raging, money in short supply, farm debt looming, and a disappointing yield in 1943, the CCF swept to power in the provincial election. T. C. Douglas led the first socialist government in North America and the CCF would remain in power from 1944 until 1962.

In 1944, during the first CCF throne speech, Lieutenant Governor A. P. McNab emphasized that Saskatchewan must begin a transition to peace, which meant starting to anticipate the educational and training needs of veterans returning home from war. His government proposed “the development of measures to meet the problems of the post-war period and to provide for the needs of those people who have suffered so severely during the war” (Saskatchewan Legislative Assembly, 1944, p. 7). Proposing a more balanced economy required a workforce better trained to prevent past economic disasters, which MacPherson (1987), quoting Moses Cody, described as “a living wage, debt, medical care, housing and grinding poverty” (p. 52). Years of hardship in Saskatchewan allowed the CCF to aim at creating what Douglas would later call the road to Jerusalem (McLeod & McLeod, 2004.)
However, in the second throne speech a year later, McNab (Saskatchewan Legislative Assembly, 1945a) announced that his “government is determined to do everything within its power to create the type of economy in which these [economic] situations are impossible” (p. 9). Explaining the CCF’s accomplishments in the first year of operation, he said, “My government is pleased to report progress in the fields of education, health and welfare…Organization of a province-wide Adult Education movement is being undertaken by the Department of Education” (Saskatchewan Legislative Assembly, 1945a, pp. 10-11). New adult facilities for educational and vocational work programs were a part of those undertakings. To diversify the economy and re-establish veterans, the government also implemented a number of settlement initiatives, which included debt-free grants to purchase stock and farm equipment. Moreover, the CCF party allowed some veterans to settle on Crown land.

In 1944, alongside educational and vocational work programs, the *Apprenticeship Act* (Statutes of Saskatchewan, 1944) was proposed. It came into being in 1945. This legislation specified that the Minister of Reconstruction, Labour and Public Works was responsible for new apprentices. An *apprentice* was described as:

>a person at least sixteen years of age who enters into a written agreement with an employer to learn a skilled trade requiring a minimum of four thousand hours of reasonably continuous employment and which provides a program of practical experience and related technical instruction. (Statutes of Saskatchewan, 1944, p. 196)

A *board* was established under this Act. That board, the Provincial Apprenticeship Board, had members, had members from “time-to-time,” appointed by the Canadian Lieutenant Governor. In addition, the Act specified that board membership included equal representation of employers and workers and a representative or representatives
from the Reconstruction, Labour and Public Works Department, as well as the Department of Education.

Before 1944, little emphasis was placed on apprenticeship and trades training; however, a large number of returning war veterans made adult education and training a priority. Horsman (2005) explained how the passage of apprenticeship legislation advanced apprenticeship. According to the author, the passage of the Apprenticeship Act (see Statutes of Saskatchewan, 1944) led directly to the first National Conference on Apprenticeship and Trades in Canada. Horsman explains that:

As a consequence of the conference, the federal government developed a series of occupational analyses that enabled an educational process based upon standard curricula and exams for apprenticeship. As individuals met the training and certification standards of the interprovincial system, they received the Red Seal designation; the national recognition provided for the inter-provincial movement of trained workers. (p. 287)

Saskatchewan’s role in apprenticeship and other adult education and training areas ended in 1965 when the federal government passed the Adult Occupational Training Act (see Statutes of Canada, 1967). The Act, which terminated vocational high school training and focused its attention on adult basic skill development, upgrading, language development and apprenticeship training, saw the federal government take the lead in apprenticeship development. For the purposes of this Act, an adult was defined as a person whose age was at least one year greater than the regular school leaving age in a province, he or she resided, and who was eligible for a training allowance. This definition included an adult who “(i) has been a member of the labour force substantially without interruption for three years, or (ii) has one or more persons wholly or substantially dependent on him for support” (Horsman, 2005, p. 1206). Not counting the Adult Occupational Training Act,
Horsman (2005) indicates at least five other Acts that could have affected or influenced apprenticeship training in Saskatchewan, including:

- 1945: The *Vocational Schools Act*, which led to the establishment of a number of composite Schools in Saskatchewan;
- 1952: The *Teacher Act*, which led to the first National conference on apprenticeship in trades and industry and provided a stimulus for the development of the Red Seal program;
- 1960: The *Technical Vocational Act*, which provided 75% of the funding for the construction and equipping of Saskatchewan Comprehensive High Schools;
- 1980: The *Private Vocational Schools Regulation Act*, which replaced *The Trades Schools Regulation Act*; and,

These five Acts not only provided a contextual framework for apprenticeship in Saskatchewan, but also had a dramatic effect on Saskatchewan adult education and training as many of the Acts contained funding agreements. A review of any chronology of Saskatchewan education indicates how federal money affected provincial funding.

In 1946, the third Saskatchewan CCF government’s throne speech mentioned the establishment of an industrial development board, which supplemented agricultural development and promoted social and industrial development. The shift from an agrarian to an industrial society required adult academic upgrading and industrial training.

Lieutenant Governor T. Miller (Saskatchewan Legislative Assembly, 1946) indicated that the Prime Minister and representatives from nine provinces met to discuss how changing constitutional powers enabled various governments to address the educational and training needs of veterans. However, conspicuous by its exclusion in the throne speech, was any reference to the adult education movement referenced in the previous year. W. S. Lloyd first championed a Saskatchewan adult education movement.
Woodrow Stanley Lloyd

No account of the Saskatchewan adult education movement is complete without considering the influence of Woodrow Stanley Lloyd. Lloyd was the Minister of Education from 1944 until 1960. Lloyd had considerable philosophical influence on the Saskatchewan CCF Party. Before entering politics, he was a teacher, Vice-President (1939) as well as President (1940) of the Saskatchewan Teachers Federation (STF). In 1944, Lloyd was elected to the Saskatchewan Legislature and was appointed as the youngest Minister of Education to hold the portfolio. Lloyd entered the portfolio with two goals in mind. Dianne Lloyd (1979), Woodrow Lloyd’s daughter, suggests he first attempted to create an adult education movement so that no man or woman would again suffer the indignity of not having the skills to find employment in Saskatchewan. Second, Ms. Lloyd suggests that her father brought about Kindergarten to Grade 12 (K-12) system reforms that he fell in love with as a teacher.

Many of Lloyd’s personal experiences influenced his political decision-making. Leaving the farm for Regina to become the first person in his family to graduate from high school, Lloyd later enrolled as an engineering student at the University of Saskatchewan (U of S) in Saskatoon. Although he received top marks as an engineering student, financial circumstances forced him to leave the university. As Lloyd (1979) recounts: “Sadly, it becomes obvious that along with other young men and women, Lloyd’s academic career, at least temporarily, was at an end” (p. 18). She explained his feelings in this way:

It is no wonder then, the profound anger welled up in the ‘nouveau destitute.’ Imagine the frustration of an articulate teenager, having tasted the fruits of
learning, now being forced to spend days collecting cow dung from the dry fields in order to have something to burn for warmth. (Lloyd, 1979, p. 19)

Determined to continue schooling, Lloyd decided to train as a teacher in order to earn enough money so that he could return to university studies.

With his older brother, Lewis, his political mentor and the person he most admired and trusted, Lloyd went to Swift Current and solicited Minister W. W. Smith for financial help. Smith directed Lloyd to the Premier and Minister of Education, J. T. M. Anderson. In due course, the Premier responded to Lloyd’s appeal for financial assistance with a letter. The Premier’s letter noted, “It seemed that there was absolutely no money available from the Government to finance further education” (Lloyd, 1979, p. 21).

Undaunted, Lloyd discovered a neighbour willing to lend him one hundred dollars if his father and brother-in-law signed a promissory note. Added to that help, “Mr. Shaw, a sympathetic clothing merchant in Webb, said he would trust Woodrow with a new suit on credit. Such was his capital when in September of 1931, Woodrow set out for Moose Jaw and an eventual teaching career” (Lloyd, 1979, p. 21). Lloyd was only able to return to the second semester of the Normal School in Moose Jaw when his father cashed in the family insurance policy for 40 or 50 dollars (the true figure is unknown) and when his former landlady, Miss Annabel, wrote him a cheque for 35 dollars. That experience directly influenced Lloyd’s later policy decision-making. Because of his inability to secure funding, Lloyd strove to ensure other teachers would not suffer as he did. For a number of years, along with nurses, teachers were one of only two groups eligible for provincial education assistance.

In 1944, Lloyd established the first adult education division in North America, which was housed within the Saskatchewan Department of Education (Province of
Saskatchewan, 1945). The division began a movement towards collective opportunity and greater equality within an industrial society. The department’s fundamental aims were to:

(a) to liquidate social, scientific and language literacy; (b) to help clarify the thinking of citizens regarding the fundamental issues, confronting modern society; (c) to promote responsible and co-operative citizens actions; and (d) to encourage integrated and creative community life. (Province of Saskatchewan, 1945, p. 50)

Documents from Saskatchewan Archival materials (see Appendix A) show that Lloyd was an advocate for workers and all forms of education that led to employment. Archival source materials leave the general impression that Lloyd believed in the concept of lifelong learning. Moreover, the idea that education and training could gain a fair wage and maintain employment was reflected throughout Lloyd’s public life.

Lloyd (1959) points out that before the establishment of a CCF government, lifelong learning opportunities were mainly the responsibility of churches, charitable organizations, and families. As Minister of Education, Lloyd explained that the concept of ongoing education was a legitimate activity for his government to be involved in and that education for employment was a basic right that benefited both the individual and the state. He believed that education results “from growing respect for and confidence in the process of government at least partially by and of the people, and an understanding that only as a result of people pooling their power could such rights as education be guaranteed” (Lloyd, 1959, p. 16). However, pooling the peoples’ power often meant restraining that power. As such, based upon a reading of the source materials, in order for the CCF to remain in power, Lloyd chose to sacrifice an adult education movement and a man committed to that philosophy. Appointed by a socialist Douglas government, Watson Thomson became the first government Director of Adult Education in North America.
Watson Thomson

Watson Thomson was Saskatchewan’s first Director of the Adult Education Division. Welton (1986) explains, although largely forgotten, that Thomson is pivotal to understanding Canadian adult education. Thomson believed that adult education could be transformative and could help the entire population of Saskatchewan understand the social issues of the day: fascism, militarism, and racism. Welton notes that many historians make no mention of Thomson and that only a few traces of him can “be found in our adult educational history, such as it is” (Welton, 1986, p. 111). Welton appears to be one of a few historians to research adult education in Saskatchewan in the 1940s. As such, he may be the only researcher to provide an analysis beyond a surface understanding of Watson Thomson, which suggests that beyond recently recovered primary source archival information, secondary source data concerning Watson Thomson and adult education relies heavily upon his interpretation.

Thomson’s recruitment of his position in Saskatchewan came with help from Dr. E. A. Corbett, the Director of the Canadian Association for Adult Education (CAAE). Thomson was born in Glasgow, Scotland, served in World War I, and graduated with a MA from Glasgow University in 1935 (Saskatchewan Archives, 1944a). After landing postings in England, Nigeria, Scotland, and the West Indies, he lectured at the University of Alberta’s Extension Division. In 1944, Lloyd wrote Dr. E. A. Corbett, CAAE Director, to inform the association that a representative from a new education division would be attending the next national conference and gave formal notice that Saskatchewan’s intent was to enter fully into the expanding field of adult education (Saskatchewan Archives, 1944b). As he put it: “We are making arrangements to establish a division of Adult
Education within the Department of Education and our own Director, Watson Thomson, formerly Director of Adult Education in the University of Manitoba, will attend [the Canadian Association for Adult Education, which was established in 1935, by Dr. E. A. Corbett]” (Saskatchewan Archives, 1944b, p. 1). Thomson’s academic credentials and experience impressed Lloyd and Douglas. Welton (1987), writing on the origin of the CAAE, notes that Douglas saw the hiring of Thomson as the most significant development in Canadian adult education.

Thomson’s new division was not unanimously accepted. Internally, some government units were not happy with the prospect of amalgamation into one division. Externally, the University of Saskatchewan, in particular, reacted negatively to the news, fearing a loss of control of federal agricultural training funds. While the university’s extension division had done an impressive amount of work with farmers, women, and other groups, it is obvious that the U of S took steps to prevent an adult education movement. In 1944, a letter sent to Lloyd (Saskatchewan Archives, 1944c) from the Assistant Director of the U of S Extension Division expressed concerns, in the following:

I do not feel quite frankly, however, that for the public in general two departments of this kind in the province are confusing and to say the least, very unfortunate...I think they [Department of Education] showed great discourtesy to the University, to our Department and to myself in not discussing the new move [an Adult Education Division] with us first. (p. 1)

This letter was the opening salvo between the Department of Education and the U of S over jurisdiction that would continue for decades. In addition, Lloyd wrote Douglas to inform him that certain members of the U of S were surreptitiously using the opposition to bring matters related to the new division into the Saskatchewan Legislature.
Within the CCF, both federally and provincially, growing opposition to the new adult division perpetuated the party’s own version of a covert Red Scare. The first Red Scare in Canada began in 1918. In response to World War I, Francis (2010) explains that Prime Minister Robert Borden launched a Canadian campaign against the red menace by introducing a set of draconian laws to destroy radical organizations and discredit their leadership. “Surreptitiously it requested police and military authorities to create a network of spies and secret agents to infiltrate labour unions and political groups to gather evidence of revolutionary activities” (Francis, 2010, p. 51). The second Scare was not publically acknowledged in North America until after 1947 following incidents such as the Rosenberg trial in 1953 and Senator Joseph McCarthy’s anti-communist hearings that began in 1954. It is significant to note that Francis characterizes the first anti-red movement as “a conspiracy by the Government of Canada against its own people” (Francis, 2010, p. 52). However, there seems to be no public acknowledgement that the right wing of the CCF government conspired against the left wing of its own membership several years before a second wave of anti-communism reached the North American public consciousness. As such, in 1944, the more conservative wing of the CCF believed that communist elements were infiltrating North America’s only socialist government.

Proof of the hidden Red Scare is referenced in a confidential letter from the House of Commons and dated April 2, 1945. Stanley Knowls writes to T. C. Douglas (Saskatchewan Archives, 1945):

While I was in Winnipeg over the weekend, I learned that the Manitoba Government is suspending or discontinuing the work being carried out under adult education. Apparently, it is very difficult to ascertain the reasons for this action. I am suspicious that the purpose is to get rid of certain people now engaged in this work. That is Manitoba’s concern. My point in writing you is to remind you that the chap who succeeded W. T. [Watson Thompson] in Manitoba
is a very apt pupil of W. T. In fact, it is one of those cases where the pupil outdistances his master. His name is Stanley Rams, or Rads; I am not quite sure as to the spelling of his surname. In any event, I feel I should give you a warning, so that you may be in a position to prevent his being employed in Saskatchewan. It is hardly necessary to say this, but I may add that I cannot make my warning too strong. It is very clear that we have a real struggle on our hands with those [Communist] so-and-so’s. (p. 1)

In later years, Knowls was credited with increasing Old Age Security Benefits and the Canada Pension Plan. Knowls attended the University of Brandon with Douglas and their continued, personal relationship is a striking example of how political considerations influenced the development of an entire field of study. Unaware of the political storm brewing, Thomson was busy implementing his new department’s aims, which included introducing the modern world to Saskatchewan residents. However, before releasing the first report on the new adult education division, Thomson did not have a clear understanding of how widespread and ferocious the mounting opposition to an adult education movement in Canada had become.

Despite less than ideal beginnings, Thomson (Saskatchewan Archives, 1945) released A Report on the Work of Adult Education Division. Through various means, he provided detailed accounts of the division’s work. Thomson reported that more than 100,000 Saskatchewan residents were contacted. In a period when most roads were dirt or gravel, when residents did not have electricity, when few had a radio, and when television was not yet invented, Thomson reported, “More than 15,000 of this number were achieved through personal meetings, field trips, conferences and public addresses” (Saskatchewan Archives, 1945, p. 2). In addition, the division had “direct contact with 1,000 volunteer citizen leaders in more than 500 different communities” (Saskatchewan Archives, 1945, p. 2). The reporting of these activities aimed at a movement towards a
higher philosophical outcome, which included the betterment of every Saskatchewan resident.

However, what some CCF members interpreted as a successful outcome, more conservative CCF members interpreted this mobilization of the people to create a better society as a potential threat that could alienate a high percentage of voters. As such, this movement could weaken the party’s ability to maintain political power. This movement away from a higher ideal or a long-term outcome to the day-to-day reality of political outputs measured in terms of votes caused some CCF members to judge aspects of the adult education’s division as radical propaganda. The distribution of such potentially dangerous propaganda included the distribution of study-action outlines.

Study-action outlines were Thomson’s way of spearheading social change. Welton (1986) explains that Thomson hoped the groups would begin as “small centers of light and reflection, would multiply, eventually illuminating the whole landscape…[and] guided by the vision of a community-based, decentralized society, these groups would initiate the new revolution” (p. 113). In 1944, when William (“Bill”) Harding was appointed Director of the study-action program and administrative supervisor, the Cabinet initially approved a study-action budget of $100,000. The study-action program’s mantra was “No study without consequent action. No action without previous study” (Welton, 1986, p. 117). This slogan represented the bedrock of adult education in Saskatchewan. It presented the idea that adult learners must be informed about and focus on solving the substantive and collective issues of the day; however, before collective action was taken, such issues must be fully open to all Saskatchewan people and the issues discussed in public forums.
Furthermore, such full and open discussions were required before the government proceeded to develop social policy or draft legislation for the benefit of the province’s people. According to Welton (1986), the following received Cabinet approval:

In principle and structure, the study-action programme was to be decentralized. Resident field workers…would correlate their work with that of other government departments and agencies such as the Wheat pool, University Extension Department, and the NFB. The Division of Adult Education eventually hoped to have a full-time study-action leader for every ‘Large Unit of Administration’ in the province. (p. 117)

Within 15 years, the programs hoped to be producing “half-a-million active builders of a new and better Saskatchewan” (Welton, 1986, p. 119). Some condemned these plans as idealistic but, in actuality, as evidenced by the great number of people receiving study materials and the level of participation at the local level, they accomplished much in short order. Yet, in a matter of months, Thomson would “resign.” As Welton points out, “without divisional leadership and government support, these groups gradually disbanded or turned to other activities” (p. 136). In fact, many of the adult divisions became autonomous entities.

Welton (1986) cites several reasons why Thomson alienated CCF leaders and suggests that Lloyd was ineffective in stopping the resignation. Accordingly, Lloyd was “caught in the middle, squeezed by the national CCF leadership and his own Saskatchewan superiors” (Welton, 1986, p. 132). In fact, Lloyd’s actions disturbed his brother Lewis so much that they did not talk for several years. Welton indicates that for “Lewis Lloyd, the firing of Watson Thomson was sure evidence that the ‘peoples’ movement’ had swung to the right. ‘O Christ,’ he lamented, ‘what a mess and where in hell do we go from here?’” (Welton, 1986, p. 133). For many CCF supporters such as Lewis Lloyd, the withdrawal of Watson Thomson from Saskatchewan adult education
and training indicated movement away from the ideal and resulted in the CCF becoming in some ways undifferentiated from other political parties. As such, the CCF became less of a grassroots social movement.

One incident in particular became the central reason why Lloyd had to “liquidate” the new adult division. The incident concerned a study-action booklet produced by the Adult Education Division. The booklet was Dyson Carter’s, Atomic Future (Saskatchewan Legislative Assembly, 1945b). Part of this guide spoke of curtailing the use of atomic weapons and in a section titled “Who Has the Final Say?” Carter suggested what might happen if weapons of mass destruction were used for military purposes. His insight was prophetic: “Any attempts to use this scientific achievement to terrorize other countries will only result in the biggest armament race in history” (Saskatchewan Legislative Assembly, 1945b, p. 45). A section of the booklet described Carter as follows.

Dyson Carter, M.Sc., A.C.I.C., F.C.G.S., registered professional engineer, in 1941 wrote articles on atomic power for a national magazine…In them Carter prescribed that the first atomic bomb would prove so terrible that the war would end abruptly after it was used…Other scientific predictions of Carter’s have recently been verified…For years he has advocated the practicability of obtaining rubber from grain, fuel from wheat, and synthetic cloth from farm wastes. (Saskatchewan Legislative Assembly, 1945b, p. 4)

Ultimately, Carter’s scientific qualifications and prognostications were ignored. When it was pointed out that Carter was associated with the Canadian Soviet Friendship Society, Thomson and his division were discredited.

Anderson (2007) suggests that untold stories about the propaganda and persuasion in Canada during the post-war period could offer a new perspective on Canadian history.

The distribution of the Atomic Future study guide incident occurred in 1945, the same
time that the Gouzenko spy trial was about to push Canada irrevocably into a Cold War era and, because of his dubious connection to the booklet’s author, Thomson was labelled a communist. As such, his time in Saskatchewan and his career in adult education were all but finished. He would end his career teaching specialized English courses for engineering and forestry students at the University of British Columbia and died in Vancouver in 1969.

Anderson notes that scarcely mentioned was Thomson’s unique contribution to adult education in historical literature, and that recovering his work could provide valuable historical links for those who are educating adults in our own time. It is of interest to note that Watson Thomson’s archival biographical sketch at the University of British Columbia does not mention his time in Saskatchewan (Waisman, 1978).

Welton (1986) recounts how, under pressure from the national leadership, on December 3, 1945, CCF leader M. J. Coldwell wrote Lloyd “telling him, in so many words to, fire Watson Thomson” (p. 131). By December 12, 1945, Thomson resigned and, with that, the very association of Thomson’s name to adult education, for a time, became a euphemism for communism. Lloyd and the right wing of the CCF that conspired against Thomson’s vision of how adult education could create a better society gambled that a pre-emptive strike against this man was necessary before charges of promoting communist activities were levied against the only socialist government in North America. While the direct fallout from the incident lasted a few years, Lloyd’s gambit was so successful that it not only diminished political criticism, but it also obfuscated history. After recovering archival source data, a new interpretation suggests
that there were three waves of anti-communist Red Scares. However, the one that
occurred within the CCF is just now emerging.

Recalling the time spent in Saskatchewan, Thomson (1966) said he would like to
forget this period in his life. “My first inclination is to hurry over my time in
Saskatchewan, on account of its painful ending” (p. 18). Initially, the Premier, Cabinet,
and Minister of education were very supportive about the progress of the adult education
division’s progress:

This went on for a year-and-a-half and then the below fell. I went to the Minister
of Education’s office one day to ask permission, as a matter of form, to attend a
conference in Montreal. He agreed, and then added, ‘And while you are down
east, Watson, perhaps you’d better look for another niche for yourself.’ Just like
that. Of course, something of a turmoil ensued, first-of-all in myself (I had never
been fired in my life and my pride was deeply hurt), but soon throughout the
province. My own staff was wholeheartedly loyal; too, I had many friends
throughout the province, some of them influential, and many urged me to fight the
government’s decision. (Thomson, 1966, p. 19)

However, Thomson decided not to fight the government that appointed him the head a
movement that he always held dear. He explains, “Of course, I could have forced their
hand by refusing to resign, and perhaps I should have done so. But I have no stomach for
that kind of embroilment” (Thomson, 1966, p. 19). Thomson characterized his
resignation as a comedy of errors and said “therefore I was (as they say in ‘1066 and All
That’) a Bad Thing” (Thomson, 1966, p. 19). Yet, he could not understand why he
needed to change his fundamental educational approach simply because a small number
of Communists agreed with him, and even a smaller number of the CCF disagreed.

Not long after Thomson’s resignation, the Regina Leader Post began to write a
series of articles that suggested Carter was connected to the Labour Progressive Party.
The contention was that, because Carter had written a brochure for the Adult Education
Division, there was a conspiracy between and among the division, Thomson, and the Communists. For example, in 1946, without full disclosure, Lloyd (Saskatchewan Archives, 1946a) responded to a letter written in January by a staunch CCF supporter, named Fred, concerning the events surrounding Thomson. In part, he wrote,

Dear Fred:

To begin with, you may be assured that the newspaper criticism by Mr. Patterson or Mr. Ramsay had nothing to do with the government’s decision. The decision was made several weeks before any mention of the above-mentioned comments, and the matter has been under discussion for several months previously…I am quite willing to admit that mistakes may have been made, but I am quite conscientious in my statement that finally there was no other course for the Government to follow. (Saskatchewan Archives, 1946a, p. 1)

This was not the only letter that Lloyd and his government received that questioned the wisdom of removing Thomson and of the change in attitude towards the adult education movement in Saskatchewan. Responding to Fred’s letter, Lloyd noted that he had received complaints about Thomson from Alberta, Manitoba, and Quebec and that the “letters came not from our political opponents, but from leaders [not mentioning Ontario] in our own movement in these provinces” (Saskatchewan Archives, 1946a, p. 2).

However, Lloyd “would emphasize that the work of the Adult Education Division is not stopping by any means…[and] that there is no question of moving to the ‘right’ with regard to our economic or political position” (Saskatchewan Archives, 1946a, p. 2).

While damage resulting from the action-study brochure was somewhat contained, there was more to come.

Comments raised in the Saskatchewan Legislature about Thomson were dismissed by using the same kind of explanation given to Fred. Yet, on June 12, 1946, the Ottawa Journal (Saskatchewan Archives, 1947) released an article titled, “Adult
Education: by Communists.” The Journal emphasized that it had no use for a ‘witch-hunt’ but made it clear that “when avowed Communists become the paid propagandists of one of our governments [and], made institutions in progress of ‘adult education,’ it is time that our people wake up.” The article went on to report:

The scoffers has better note a disclosure that the author of “Atomic Future,” a booklet distributed at public cost by the adult education branch of Saskatchewan’s C.C.F. Government, was written by a self-confessed Communist DYSON CARTER…The adult education branch of the Saskatchewan Government, according to the Regina Leader Post, has already taken delivery of 7,500 copies of Carter’s booklet. (Saskatchewan Archives, 1947, p. 2)

Thus, although Lloyd was initially successful in stopping the political damage by disposing of Thomson, Thomson’s character assassination and that of the adult education division were not completely contained and continued for years.

In 1948, the Progressive Conservative Headquarters in Ottawa released an exposé titled “The Promised Land” (Saskatchewan Archives, 1948). The Conservative article highlighted a number CCF promises stating, “They are right about one thing – Saskatchewan was promised a lot more than they got” (Saskatchewan Archives, 1948, p. 14). The publication cited “The Promise” and “The Performance” as follows:

The Promise: Adult Education – The C.C.F. proposes to extend the facilities for adult education so that those adults who have a desire to supplement their formal schooling may have a chance to do so…The Performance: The first director of Adult education, Watson Thomson, was fired after a brief sojourn for Communist activities. The affair cost Saskatchewan around $5,000. (Saskatchewan Archives, 1948, p. 15)

These and a variety of other Regina Leader Post newspaper accounts after the mid-1940s shed light on aspects never before understood about the period. This evidence suggests that the adult education movement in Saskatchewan was attenuated from its original purpose and, during the 1950s; an increasing number of varying definitions and terms
were used to describe the field of adult education and training to avoid reference to a communist-based “adult education” movement.

**The Story of Adult Education**

Campbell (Saskatchewan Archives, 1957), the new Director of the adult education division, was asked to prepare a report on the early adult education division, including analysis of the policies and practices. Many accounts concerning Thomson and government-related activities are absent in this report. Campbell stated that after the Acting Director Bill Harding left the adult education branch, “the staff of the Division was cut from twenty to eight and then to five, and the policies trimmed to suit this reduction” (Saskatchewan Archives, 1957, p. 2). As indicated by various sources, Lloyd and his governments original intent was to have two separate educational divisions. One division was to deal with the K-12 system and the other was to deal with adult education and training. Proof of those assertions appears in the CCF’s own legislation, in the rapid growth of the adult division, and in the unprecedented resources allocated to the adult education division. In real dollar terms, the adult education division was afforded considerable resources, especially when comparing the value of a 1940 dollar to a 21st century dollar. Figure 3, reproduced from a department memo (Saskatchewan Archives, 1946b), indicates how much the division had grew in just a few months of operation.

To many in adult education, the *Atomic Future* incident was a deathblow to the movement. Yet, Campbell believed that adult education would right itself without ever acknowledging what happened to Thomson, to the division, to the adult education movement, or the overriding philosophical belief in bettering the lives of Saskatchewan people. In *The Story of Adult Education*, Campbell (Saskatchewan Archives, 1957)
claimed that the policies of the adult education division were unrealistic practices that lacked specific direction.

Figure 3. Adult Education Division organizational chart 1946.

At the time that the authentic or historically accepted Red Scare was occurring in America in the late 1950s, Campbell suggested that the “anti-fascist” enthusiasms of the 1940s were seen as “naïve and dated.” These comments came less than three years after the McCarthy Hearings, when America had entered into a full-blown Cold War. It is worth mentioning that it took approximately 50 years for the Royal Canadian Mounted Police (RCMP) to begin to release its files on Saskatchewan Premier Tommy Douglas.
The Canadian Press (cited in the Globe and Mail, 2011) confirmed the RCMP surveillance in the following:

The material released to date shows that the RCMP Security Services shadowed Douglas for more than three decades, attending his speeches, analyzing his writings and eavesdropping on private conversations. His links to the peace movement and Communist party members were of particular interest. (p. 1)

Moreover, a review of the archival materials indicates that RCMP undercover officers often attended adult education public presentations and programs beginning with the division’s inception in 1944.

In 1949, Corbertt (Saskatchewan Archives, 1949) reminded Lloyd that the need for national adult education programming had been stressed at the last CCF National Council meeting. Corbertt had been the Director of the CAAE since its inception in 1935 and would continue hold the position until 1951. However, the tone of the letter suggested that CAAE Director sensed what was to happen in Saskatchewan.

Among educationalists, there has been an unusual interest in the experiment in adult education as a direct responsibility of the [Saskatchewan] government. Everybody knows about the unfortunate experience with Watson Thomson… I feel that whatever action is taken now, will have an effect on the whole adult education movement throughout Canada. (Saskatchewan Archives, 1949, p. 1)

In Canada and in Saskatchewan, by the mid-1950s, many of the original tenets of the adult education movement were lost or abandoned. Selman (1995) emphasises a shift away from a social movement to that of a professional field. He indicates that the social movement element in the field “was still present, but seemed to have passed its peak by approximately 1955” (Selman, 1995, p. 32). Selman notes that as adult education moved away from a vocation into becoming a continuing education profession, there is a decrease in collegiality and in academic standards. Moreover, the author suggests that adult education was defined as a profession instead of a vocation or a calling. He also
states that the undocumented history and the philosophy of the movement were forgotten for the most part.

Selman (1995) also indicates that, unlike other countries, there is no comprehensive history of adult education in Canada “such as Kelly (1970) has for Great Britain, Knowles (1977) for the United States or Hall (1970) for New Zealand” (Selman, 1995, p. 29). He believes this absence of history is regrettable and suggests, “The Canadian adult education community is suffering from a severe case of historical amnesia” (Selman, 1995, p. 12). Selman explains that added to a historical amnesia, the field of adult education continues to consist of several myths. First, there is the myth that the term adult education is substitutable for words such as socialist, communist, or something less than “real” education. Second, there was and continues to be the myth that no “real” academic or professional standards exist for people working in the field. Selman indicates that both myths are false.

**Department of Education Years: 1950-1972**

Since its inception, the stated goals of the Department of Education that deal with teaching children remain relatively stable. In 1907, for example, Calder (Province of Saskatchewan, 1907), Commissioner of Education, stated that the “department has the control and management of all classes of schools and institutes, and the education of deaf, mute and blind persons” (Province of Saskatchewan, 1907, p. 1). During the 1950s, despite the fact that the consolidation of a large number of school districts into larger school units necessitated considerable change, when compared to adult education and training, philosophically the teaching of children remained relatively stable. The 1950 Annual Report (Saskatchewan Department of Education, 1954) noted that the department
was under the control of Minister Lloyd, and assisted by Deputy Minister A. McCallum. The report noted that “at the present time about two-thirds of the classrooms in the province are staffed and maintained by boards and over one-half of the total school population is enrolled in these classes” (Saskatchewan Department of Education, 1954, p. 11). The department was responsible for the Larger School Unit, Finance and Grants, School Curricula, Teacher training, Supervision, Guidance and Administration. The report indicates, “No outstanding changes were [required] in the high school programme” (Saskatchewan Department of Education, 1954, p. 17). Moreover, there were no outstanding changes to the basic commitment of the department to teach children.

However, the other half of the department on the adult education and training side was constantly changing. For more than 50 years, the only thing that was constant about Saskatchewan adult education and training and its governance was change. For example, beginning in the 1950s, the activities of the adult education division meant “that training in methods of work initiated by [this] division, is fanning out rapidly to affect the work of many government agencies and voluntary groups engaged in adult education activities” (Saskatchewan Department of Education, 1954, p. 48). These activities included the Coordination and Leadership Training – Provincial, the Saskatchewan Community, Adult Classes, Citizenship Classes, and Other Services.

**Coordination and Leadership Training – Provincial**

The division’s first responsibility was training people adult education methods, as opposed to child education. Adult education involved the coordination of the Saskatchewan Committee on Group Development. These groups included the 1950 Training Institute in Group Development, The Christmas Institute, The Wheat Pool
Workshop, Munrow Wing, Regina Hospital (training), Teacher and Schools (training), Saskatchewan Teachers’ Federation (principals and methods of group development), Home and School (institutes). Moreover, additional organizations included the Student Christian Movement, University of Saskatchewan, St. Andrews College, Co-operative Farm Conference, 40-40 Club Regina YMCA, 6th Avenue United Church Regina, Department of Public Health, and the Western Regional Conference on Social Work. This leadership training also involved working with the Saskatchewan Committee on Group Development, an organization that administrated the Saskatchewan Arts Board, Annual Farmer-Labour-Teacher Institute, 1950 Summer Co-operative School, Rural Life School, and the Government Staff Training Committee. In addition, according to the Saskatchewan Department of Education (1954), following a summer training institute,

Three regional committees were formed at Regina, Moose Jaw and northern committee meetings in Saskatoon, North Battleford, and Prince Albert. A provincial coordination committee met monthly to plan provincial projects and arranged for the publication of *Consensus*, the newsletter of the Committee, and consider any other provincial business of the committee. The adult education division conveyed meetings of the coordinating committee and assumed responsibility for the publication and distribution of ‘Consensus.’ (p. 50)

Moreover, the coordination of provincial leadership training included regional and community activities with representatives of Social Welfare, Public Health, the Agriculture Representative Branch, the Saskatchewan Hospital, and the Saskatchewan Teachers’ Federation. The adult education division was also involved with the North-Eastern Regional Co-ordinating Committee including ‘‘roughly” six larger schools units, social welfare officers, public health nurses, the National Film Board, Wheat Pool fieldsmen, and the Regional Library. Leadership projects also included Farm and Radio Citizen Forums, organizing adult classes, and planning and conducting Citizenship Days.
Saskatchewan Community

The adult division of the Department of Education was also responsible for the publication of the Saskatchewan Community. This bulletin gave Saskatchewan residents useful information on how to strengthen and enrich the quality of community life. The 1950 Annual Report (Saskatchewan Department of Education, 1954) states, “The circulation list, built up principally through requests, has now reached 3,500 persons” (p. 52). Some of the Saskatchewan Community’s publication titles included:

<table>
<thead>
<tr>
<th>Special Number</th>
<th>Saskatchewan Library Association</th>
</tr>
</thead>
<tbody>
<tr>
<td>No. 1</td>
<td>Radio Listener’s Guide</td>
</tr>
<tr>
<td>No. 2</td>
<td>Music and the Family</td>
</tr>
<tr>
<td>No. 3</td>
<td>Handicrafts</td>
</tr>
<tr>
<td>No. 4</td>
<td>Citizenship Education</td>
</tr>
<tr>
<td>No. 5</td>
<td>Radio Listener’s Guide</td>
</tr>
<tr>
<td>No. 6</td>
<td>Suggestions for Gifts</td>
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<tr>
<td>No. 7</td>
<td>The Pamphlet Club</td>
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<tr>
<td>No. 8</td>
<td>Radio Listener’s Guide</td>
</tr>
<tr>
<td>No. 9</td>
<td>Education – Tomorrow and Today</td>
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<tr>
<td>No. 10</td>
<td>A World Community – What Can We Do?</td>
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<tr>
<td>No. 11</td>
<td>Natural History</td>
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<tr>
<td>No. 12</td>
<td>Consumer Education</td>
</tr>
<tr>
<td>No. 13</td>
<td>Radio Listener’s Guide</td>
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</tbody>
</table>

(Saskatchewan Department of Education, 1954, p. 52)

Adult division staff members and others who volunteered their time to create the publications wrote the bulletins.

Adult Classes

The adult division of the Department of Education was also responsible for adult classes, which were mainly the responsibility of regular school division superintendents. In 1950, “apart from [adult] classes organized in the larger cities, there were thirty-one classes organized during the year with a total of two-hundred and eighty-eight persons
taking place” (Saskatchewan Department of Education, 1954, p. 52). Regular schoolteachers taught adult “classes” as a way to supplement their teaching salaries. Moreover, the adult division was responsible for citizenship education.

**Citizenship Education**

Under the heading of adult classes, Basic English classes were organized. The adult division acted as the distributor for textbooks and teacher guides for classes in Basic English methods. The Annual Report (Saskatchewan Department of Education, 1954) explains that “these are supplied free by the Citizenship Branch together with the Basic English Pocket Book and books on Canada’s history, geography, and government” (p. 52). The division also maintained a loans library for advanced reading by English students. In 1950, there were 18 Basic English classes for 400 students and more than 100 individuals who wished to speak English had borrowed books.

**Other Services**

In addition to those services mentioned, the adult division of the Department of Education gave advice on the organizing and planning of community centres across Saskatchewan. Likewise, the division promoted the Qu’Appelle Valley Center for a variety of conferences, institutes, and educational training programs. Many of these conferences were to develop youth leadership. However, by the 1960s, the mandate of adult education and training fundamentally changed to focus more on employment education and training.
Royal Commission on Agriculture

In 1952, Premier Douglas (Royal Commission on Agriculture and Rural Life, 1956a) signed an Order-in-Council to strike a Royal Commission on Agriculture and Rural Life that investigated the state of rural life and how Saskatchewan could improve. Douglas notes, “that there was reasonable promise that the reports of the Commission will be used as a guide for action improving the social and economic environment of Saskatchewan” (Royal Commission on Agriculture and Rural Life, 1956a, p. 21).

Chaired by W. B. Baker, Director of the School of Agriculture, the Commission’s committee included a farm homemaker, a farmer/merchant, a secretary from the Saskatchewan Federated Co-operatives Limited, the Director of The Saskatchewan Wheat Pool, and the President of the Saskatchewan Farmers’ Union.

The purpose of the Royal Commission (Royal Commission on Agriculture and Rural Life, 1956a) was to review the results of years of rural migration, drought, depression, and rapid mechanization that transformed the province. “At this stage in the province’s development, a review of the past fifty years should provide us with new and useful insights to guide us into the future” (p. 1). The actual study contained seven phases including: (a) the government establishes the commission, (b) the Commission organizes its task, (c) the Commission selects the major conditions and problems for study, (d) the Commission involves the public and assembles information, (e) the Commission organizes and analyses material, (f) the Commission studies and interprets the findings, and (g) the Commission Communicates study action.

It is interesting to note that William Harding was appointed the Royal Commission’s Secretariat Secretary. Only a few years earlier, when he was the Acting
Director of the Adult Education Division, much of the Canadian Press labelled the division a communist organization. Mr. Harding’s Royal Commission’s appointment was to direct the 25 people that conducted field surveys. He also assisted in the final writing, editing, and printing of the Royal Commission, which included *Report No. 6 Rural Education* (Royal Commission on Agriculture and Rural Life, 1956b). Alternative words such as “vocational education,” “continuing education,” and “the continuing education of adults” replace the term “adult education” in the report. However, up and until “Chapter XI of Report No. 6 Rural Education,” in a subsection titled “The University and Continuing Education,” it is evident that the underlying principles of an adult education movement were not completely extinguished. For instance, this sub-report in the Royal Commission on Agriculture and Rural Life, states:

> Continuing education [adult education] has to do with the individual of mature years—with providing the means whereby he can, on his own initiate, develop his capacity to think, to create, to express himself. The adult is distinctly different from the child or youth in experience—his occupational needs, his personal relations, his concern for the welfare and security of his family. (Royal Commission on Agriculture and Rural Life, 1956b, p. 282)

However, the limited and selective use of the term adult education in the Royal Commission’s series of reports on rural development seems unusual when considering that the Commission’s final phase of *Communication – Study Action* appeared to be closely align with the adult education division’s earlier motto. The motto of “no study without consequent action or no action without previous study” (Welton, 1986, p. 117) resonated throughout the commission’s communication phase of the report.

Related to earlier adult division principles, the commission’s report stressed the importance of improving rural Saskatchewan by including “The People” in its decision-making process and incorporated adult education and training principles of inclusion that
had been the founding principles of the adult division. Moreover, at the ontological level, all the Royal Commission’s various reports included outcomes that suggested bettering the lives of rural Saskatchewan residents. Likewise, similar to the principles used to describe the adult education movement, the Royal Commission’s (see Royal Commission on Agriculture and Rural Life, 1956a) opening volume defined rural improvement in terms of the importance of spiritual, social, and cultural values. As such, “these intangibles of rural life must be considered in any program to improve material foundations” (Royal Commission on Agriculture and Rural Life, 1956a, p. 12). Yet it appeared that, in most sections of The Royal Commission, the term adult education seemed to be the words, in an Oscar Wilde-like sensibility, that not be spoken, as the term conjured up images of the red menace that the CCF had more or less successfully ensconced.

In 1956 the report, *Province of Saskatchewan Royal Commission on Agriculture and Rural Life* (Royal Commission on Agriculture and Rural Life, 1956a) was released. The report emphasized the importance of free public adult education for political democracy; however, despite the emphasis, the term “adult education and training” was attenuated to continuing education where:

> Adults may be inclined to continue their education by a desire to gain greater competence as parent, worker, member of a civic group, or citizen; to obtain a broader intellectual understanding or cultural appreciation; to improve job qualifications; to develop creative abilities through effective use of time, or to make up for deficiencies in formal school. (Royal Commission on Agriculture and Rural Life, 1956a, p. 281)

Harvey (1973) explains that a series of vocational training agreements from 1945-1961 not only supplied capital provisions for technical schools and technical institutes, but also opened adult education and training for many ordinary Saskatchewan citizens under a
variety of terms other than “adult education” or “adult education and training,” such as “vocational and technical training.” In 1957, a central planning committee formed to study the requirements for a provincial post-secondary technical/vocational school.

In addition, in 1957, the Center for Community Study at the U of S establishes a place for noncredit resource materials and research in the field of adult education and training. Under the banner of continuing education, the centre advised that the function of the U of S Adult Education Services was to transfer activities of a nontechnical nature to other adult education agencies and to establish an effective training centre for professional adult educators. In 1958, a temporary location for the Saskatchewan Technical Institute (STI) was established in Regina before the institute moved into the former Teachers College in Moose Jaw.

**The Hawkins Report**

The *Hawkins Report* (Hawkins, 1959) was prepared by CAAE Director, G. Hawkins, in consultation with Minister Lloyd. One of the findings recommended that the university adult extension services for continuing education be divided between Saskatoon and Regina. Hawkins recommended that both the U of S and the adult division of the Department of Education would have their functions and scope of operations narrowed. In part, redefining the role of the U of S by establishing an adult education facility in Regina signalled that adult education and training was not the sole purview of one institution. The redefinition of the adult division allowed some programs to be transferred to other divisions within the Department of Education and reduced many long-standing provincial tensions between the U of S and the adult division.
Harvey (1973) explains that, interprovincially from 1961 to 1967, the federal government’s Technical and Vocational Assistance Act was an effort “of the government to consolidate the multiplicity of existing acts and agreements” (p. 19). During that period, federal training agreements and transfer payments influenced provincial training strategies. Unlike the training strategies employed in Saskatchewan, the federal strategy “tended to take a more traditional route of establishing junior colleges or technical institutes, including the development of physical campuses in major cities” (Harvey, 1973, p. 167). Although such strategies were not employed in Saskatchewan, what was common to both Saskatchewan and the rest of Canada was that during the 1960s people working in the field of adult education and training increasingly did so without an adult education background. Harvey indicates that, unlike the earlier adult education and training years, “practically all whom entered into the field of adult education [came] from another profession or vocation” (p. 32). While each province responded to a growing demand for adult education in different ways, the one similarity was that those “professionals” entering into adult education and training did not have accredited and standardized education backgrounds. Unlike other jurisdictions, a minimum level of professional certification was, and continues to be, somewhat unique to the Saskatchewan adult education and training sector.

**Continuing, Higher and Middle Education**

In 1963, The *Saskatchewan Committee on Continuing Education Report* (Saskatchewan Committee on Continuing Education, 1963) was released. The committee accepted the task of determining continuing education policy and the roles and responsibilities of formal and voluntary agencies in the field of adult education and
training. The committee included members of the Department of Education (i.e., K-12 and other divisions), representatives from the STF, the Saskatchewan Trustees Association, and representatives for the Saskatchewan Association for Adult Education. Chaired by J. Archer, who later became the President of the University of Regina, the report indicated that “continuing education, the modern equivalent of the earlier term adult education is intimately concerned with the development of the potential of people for self-expression and for citizenship” (Saskatchewan Committee on Continuing Education, 1963, p. 1). Archer described adult education as the third great force, nestled between the K-12 and university forces, in the development of educational institutions.

He indicates “as such, continuing education must mean more than upgrading, or re-training, or providing new vocational skills, or remedying an educational lack – though it may be some of each” (Saskatchewan Committee on Continuing Education, 1963, p. 1). The major role of the “third force” of adult education and training was seen as that of adapting Saskatchewan society to a new era of technology. As such, the continuing education committee attempted to identify and link the appropriate role of various organizations and agencies to create guidelines for public policy development.

In 1963, O. A. Turnbull (Department of Education, 1963), Minister of Education, also reorganized the adult education branch to provide leadership for adult education in rural Saskatchewan. The restructuring of the branch included physical education. In the reorganization: “Fitness and recreation and adult education were brought together under the Director of Continuing Education who assumes responsibility for broadly-based, informal, continuing education of adults” (Department of Education, 1963, p. 10). In
1966, however, this reorganization was phased out when the government changed. The new branch became known as the Community Education Branch.

In 1967, a year after the federal government established a new Department of Manpower and Immigration; the Adult Occupational Training Act (Statutes of Canada, 1967) was passed. The federal Act terminated all federal financial support for high school vocational programs and focused on adult education. Harvey (1973) explains that the Act provided living allowances and the full cost of adults selected for training. During that decade, education shifted away from community programming due to the pressing need for technical training capabilities in technical institutes. As Minister of Education, Harvey saw the confusion that resulted from those policy shifts. As such, this created a need to define clearly what “post school” education meant for the K-12 system, post-secondary institutions, and adult learners.

In 1967, the First Interim Report Joint Committee on Higher Education (Department of Education, 1967a) was released. The establishment of the committee resulted from a report given to the University of Saskatchewan Senate on behalf of a Joint Committee of Councils, Senate, and Board of Governors. In 1965, the committee looked into the need for a Royal Commission on Saskatchewan Higher Education. The committee stated that such a commission was unwarranted, but proposed that a joint university and government study explore the area of post school education and the development of Saskatchewan technical institutions. Members of the committee included the Chancellor, President, Secretary, and Director of Studies at the U of S; as well as, 10 subcommittees that included approximately 40 members of the U of S, Department of
Education staff, two research officers, and a full-time stenographer. The major purpose of the committee was:

- to examine all aspect of post school education. To this end fourteen items were referenced;
- to examine the feasibility of establishing ‘centers of excellence’ of colleges in defined regions of the province responsibility for furthering the economic and cultural development of the region and to blue print their development, if the feasibility of such a program is established; and,
- to examine and evaluate the articulation of all formal and informal educational programs in the community. (Department of Education, 1967a, p. i)

The first interim report of the committee on higher education expanded and produced a second report on higher education.

In 1967, the Second Interim Report Joint Committee on Higher Education (Department of Education, 1967b) released its findings. The Acting committee Chair, J. W. T. Spinks, University of Saskatchewan President, interpreted higher education to include all aspects of post public school education: “all organized educational activities in which a person might participate after leaving the public school system” (Department of Education, 1967b, p. vi). The committee evaluated all informal and formal education programs and examined all aspects of decentralized post school education. Three levels of education define the two technical institutions, the public education system, and the university; however, the committee failed to articulate the “middle range” of education that contained most adult learners. This middle-range education was similar to Lloyd’s (1959) third great force, which had been placed somewhere between the K-12 and university system. The second interim report suggested that a middle-range system would not be an extension of high school, leading to the idea that the purpose of a middle-range post school education was to:
Find an organizational plan, which will permit and encourage (1) development of coordinated pattern of middle/range education for the province, (2) coordination, articulation, and continued orderly growth of all three levels of education in the future, and (3) identification and development of other areas and types of education outside the present educational pattern. (Department of Education, 1967b, p. 8)

Harvey (1973) explains that the middle range or continuum of adult education could occur “in any institutional or noninstitutional setting, with any degree of formality or informality, but the definition excludes the regular day program of the public school system and the regular degree programs of the university” (p. 13). Although adult education and training was not public school or university, Harvey conveyed the idea that adult education and training was not divorced from either of the two systems. During the review, it was clear that Saskatchewan communities were fully aware of the need for a middle range adult education that began with the K-12 system and that progressed into the university system. Moreover, a middle-range education system would include all aspects of training than might or might not be academically transferable to post-secondary institutions and that helped reduce in-migration into the urban centers by providing rural learning opportunities.

In 1970, another provincial report, An Interim Submission to The Minister of Education Concerning Governance of “Middle-Range” Education (Special Provisional Committee on Higher Education, 1970) was released. Chaired by L. A. Riederer, head of the Regina Roman Catholic system, this commission recommended a governance board structure that did not have adult education and University of Saskatchewan under one governance board. At the time, the idea of having both adult education and the university under one governance structure was a serious consideration. Instead, a “hybrid” post-secondary structure was proposed. The hybrid proposal meant community college
governance structure was a different governance structure than the U of S. A variation of this hybrid governance structure remained in place for community and then regional colleges. This structure determined that College Board chairs reported directly to the Minister, who in turn reported directly or indirectly to Cabinet. The hybrid situation allowed the University of Saskatchewan (U of S) to adopt a bi-cameral governance structure. In 1974, the bi-cameral governance structure was extended to the University of Regina (U of R) and this structure remains in place for both universities to this day.

In 1971, two conferences concerned with the Saskatchewan community college system convened. Both conferences indicated that the proposed community college legislation overemphasized academic and technological-vocational training and did not place enough emphasis on community development and services. The recommendations from the conferences indicated that the Saskatchewan Department of Education be split into a K-12 and an adult education division. Thus, in 1972, the Department of Continuing Education Act (Statutes of Saskatchewan, 1972a) established the Department of Continuing Education. Under G. McMurchy (Saskatchewan Continuing Education, 1973), the Department of Continuing Education declared that “this department ‘rationalization’ also undertakes to maintain constructive working relationships with other departments having special interests in adult education” (p. 3). The department was concerned with the development of post school education and the title Department of Continuing Education reflected the separation of adult education and training from the Department of Education (see Appendix B for Education Department Overview: 1945-2005).
Nevertheless, in relative terms, The Department of Education’s core function, legislative authority, and dealing with the education of children had somewhat remained consistent from 1945 to 1972. However, the adult education and training component of the Department had been in a state of constant flux. Therefore, a separate Department of Continuing Education was established to reflect the difference between adult education and training and the K-12 Department of Education proper. The mandate of this new department was to administer post-secondary education programming related to the University of Saskatchewan and all other education not by law assigned to any other Saskatchewan agency or department and many former elements of the Department of Education.

**Department of Continuing Education Years: 1972-1982**

In 1972, the educational outcomes of the Department of Education were divided into six measurable outputs or objectives. The annual report (Saskatchewan Department of Education, 1973) indicates the newly formed Program Development Branch’s objective was to define and identify educational goals for the people of Saskatchewan. These goals were “guidelines for developing programs for elementary and secondary schools, and for providing the courses, curriculum guides, instructional resources, and student evaluation programs” (Saskatchewan Department of Education, 1973, p. 13). The second objective fell to the newly formed Supervision Services Branch, which was responsible for the equalization of educational opportunity. The branch achieved this goal by providing “information, guidance and consultative services to school boards, educators, parents and students” (Saskatchewan Department of Education, 1973, p. 23). The third objective of the Department of Education involved the new Educational
Administration Branch, which was responsible “for promoting equality in financing and equality of opportunity in education in Saskatchewan, and helping ensure the best possible use of resources allocated to educational services” (Saskatchewan Department of Education, 1973, p. 41). The fourth objective of the new Administration Services branch was “to co-ordinate and administer the budget, accounting, personnel, and office services to educational services” (Saskatchewan Department of Education, 1973, p. 47). The Department of Education’s fifth objective involved the new Research, Planning and Development Branch, which was to provide “institutional or in-house capability to service the research and planning needs of the department” (Saskatchewan Department of Education, 1973, p. 51). Finally, the objective of the new Provincial Services Branch was “to organize and direct the administration of educational activities pertaining to direct services to the public” (Saskatchewan Department of Education, 1973, p. 55). Up and until that moment, in relative terms, the Department of Education’s core function, legislative authority, and dealing with the education of children had somewhat remained consistent, while the objectives of the adult education and training changed almost yearly.

In 1972, Saskatchewan Continuing Education (see Saskatchewan Continuing Education, 1973) was established to recognize and to demarcate K-12 education from adult education and training. The mandate of this department was to administer post-secondary education programming related to the University of Saskatchewan and all other education not assigned to any other Saskatchewan agency or department and many former elements of the Department of Education, which also included nurses’ education and the training of ancillary nursing personnel.
Faris Report

In 1972, the Report of the Minister’s Advisory Committee on Community Colleges (Saskatchewan Minister’s Advisory Committee on Community Colleges, 1972) was released. Chaired by R. Faris, the Minister’s advisory committee was mandated to advise on the role of community colleges and to recommend educational processes to foster an understanding of college potential, which included “1) the identification of criteria concerning a community’s readiness for a college; [and] 2) the implementation and operation of community colleges in Saskatchewan” (Saskatchewan Minister’s Advisory Committee on Community Colleges, 1972, Terms of Reference, n.p.). Referred to as the Faris Report, the document mentions that the “present role of the Department of Education in adult education is somewhat less than a rational evolution of policy” (Saskatchewan Minister’s Advisory Committee on Community Colleges, 1972, p. 4).

Acknowledging the importance of adult education, the Faris Report includes a statement of the committee’s philosophy concerning adult education:

The sense of community in rural Saskatchewan, built on tradition of community participation and cooperation blended with self-help, is among the provinces most valued attributes…Learning continues throughout life and access to learning opportunities should be continuous. (Saskatchewan Minister’s Advisory Committee on Community Colleges, 1972, p. 7)

For the first time in a long while, the Faris Report acknowledged the value and role of adult education instead of couching it in terms such as middle range, vocational, or continuing education, which had often been official government policy. Underlying the belief that the facilitation of adult learning was a vital personal and social part of a community, adult education or adult education and training were again popular in Saskatchewan.
The principles outlined by the Minister’s advisory committee would shape adult education development for several decades. Included in the final *Faris Report* (Saskatchewan Minister’s Advisory Committee on Community Colleges, 1972), the principles used to guide discussion concerning adult education and training within community colleges included:

1. The major responsibility of community colleges is to promote formal and informal adult learning in their regional communities;
2. Programs are to be developed in response to the expressed concerns of a community;
3. Individual and group counselling shall be provided;
4. Community colleges shall assist in community development by offering programs of community education and service;
5. Community colleges shall not duplicate existing educational services or facilities for adults; they shall coordinate the delivery of all adult education services and facilities in a community;
6. Community colleges shall be governed by a council representative of the region; and,
7. The operation of the colleges shall be under the purview of the minister of education. (p. 38)

The *Faris Report* went a long way in defining how community colleges fit within an overall educational continuum. Forerunners of the regional colleges, the community colleges employed the above principles to deliver adult education and training programming to rural Saskatchewan. Utilizing local facilities, instructors, and resources, colleges were to develop learning opportunities specific to their own regions.

In 1973, based upon the findings of the *Faris Report*, the *Community Colleges Act* (Statutes of Saskatchewan, 1972b) was passed. The Act legally established a community college “system” in Saskatchewan. As applied to the field of adult education and training, the Act defined a *college*, a *college board*, a *department* (i.e., Department of Continuing Education), a *minister*, and a variety of specific terms referred to in the legislation. The purpose of this Act was:
(a) to make previsions for the establishment of community colleges in the
province to provide educational programs not presented in the established
school systems and that are aimed at meeting the particular needs of persons
in the communities in the region in respect of which the colleges are
established; and,
(b) to provide facilities pursuant to which educational programs presented in the
established school and otherwise may be extended to persons in respect of
which the colleges are established.
(Statutes of Saskatchewan, 1972b, p. 670)

For carrying out the provisions of the Act, the powers of a college’s board were vested in
*The Incorporations Act*. The Act allowed college boards to function as legal entities, but
were still subject to the Minister responsible. College boards consisted of a principal and
not less than four or more than seven residents of a designated region. Before additional
changes to the legislation that would follow, board appointments were at the pleasure of
the Lieutenant Governor and subject to approval of the Department of Continuing
Education.

Dennison and Gallagher (1986) characterize the creation of Saskatchewan
community colleges as “colleges without walls, but with foundations” (p. 56). The
concept indicated an adult education and training system without permanent institutions
separate from the universities, but with adult education foundations. In 1973, T. H.
McLeod authored a report that became part of the *Report of the Committee on the Role of
the University of Saskatchewan within the Community* (University of Saskatchewan,
1973). It considered the role that community colleges played within the provincial
education system. Working as a partner, the university brokered university programs to
colleges whose mandate included providing rural and northern areas with adult basic
education and technical institute programs. Furthermore, the Saskatchewan Institute of
Applied Science and Technology (SIAST) would supply technical programs to urban areas.

The Harper Report

The Saskatchewan Program Advisory Committee Report on Community College Development (1975), referred to as the Harper Report, advised the Minister responsible. Chaired by Rev. R. Harper, the committee reviewed three of four community college pilot projects and made recommendations that presented “adult education efforts which in the past has proven valuable” (Saskatchewan Program Advisory Committee Report on Community College Development, 1975, p. 1). In 1973, a fourth college, La Ronge College, was under the jurisdiction of the Department of Northern Saskatchewan and was not included in the advisory committee report on community college development. Although the report noted the ambivalence public school teachers and principals displayed toward adult education and training, the colleges were given the mandate to assume responsibility for school board sponsored adult education programs. *The Advisory Committee Report on Community College Development* suggested that local community college boards determined the coordination of adult education in rural communities. Kutarna (2005) explained that in 1972 the Department of Continuing Education hired four developers to investigate the development of community colleges. These developers included:

- John Oussoren for YORKTON-MELVILLE; Ken Rodenbush for the HUMBOLT area; Jake Kutarna for LaRonge and the northern area; and Stewart McPartlin for the SWIFT CURRENT and southwest area. These were considered pilot projects: the developers would nominate members for the community college boards, make recommendations on the size of the region to be served, and establish volunteer groups to advise on programs to be offered. (Kutarna, 2005, p. 191)
Oussoren (personal communication, July 15, 2008) indicated that the government provided facilitation where boards generated policies that affected more than one region. According to Kutarna, the community college development report intended to supply leadership through the education department “to provide whatever forum is necessary in order to obtain common decision-making” (p. 14). Because college boards were representative of local communities, many believed that the boards would be strong and innovative decision-makers.

**Saskatchewan Indian Community College**

Cameron (1979) indicates that, as a consequence of Aboriginal communities and their representatives lobbying government, the Saskatchewan Indian Community College formed when the Federation of Saskatchewan Indian Nations (FSIN) secured an agreement with the Province of Saskatchewan. The institution’s mandate included providing adult education and training programs to 131 Indian communities in the province. Because of low education levels, the most requested programs included adult basic education (ABE) courses. With the proclamation of *The Saskatchewan Indian Institute of Technologies Act* (Statutes of Saskatchewan, 2000), the Saskatchewan Indian Community College officially ceased operations in 2000. By that time, however, the institution replacing the Indian Community College had already been using the name the Saskatchewan Indian Institute of Technologies (SIIT) for several years.

**Revising Continuing Education**

The *Department of Continuing Education Act*, a revised version of the 1972 Act (see Statutes of Saskatchewan, 1972a), was passed in 1978. The legislation extended the
authority of the Department of Continuing Education (established in 1972) and dramatically altered the department’s previous structure. Under the Act, any educational administration that:

Relates to the University of Saskatchewan and education that is not by law assigned to any other department or agency of the Government of Saskatchewan shall be under the control of the department [Department of Continuing Education], and the department may make such arrangements as deemed necessary for the education of nurses and for the education and training of ancillary nursing personnel. (Statutes of Saskatchewan, 1972a, p. 1357)

Subject to Lieutenant Governor in Council approval, the department extended its control of adult education and training to all activities with the exception of the K-12 and university systems. Figure 4 illustrates the Department of Continuing Education’s organization from 1976-1980. The Continuing Education Organizational Charts from 1976-1977 Annual Report (Saskatchewan Continuing Education, 1977); 1977-1978 Annual Report (Saskatchewan Continuing Education, 1978); 1978-1979 Annual Report (Saskatchewan Continuing Education, 1979); and 1979-1980 Annual Report (Saskatchewan Continuing Education, 1980) reflected the changes in the adult education and training sector. Although this organizational structure represented one of the most stable organizational frameworks in Saskatchewan adult education and training history, many government personnel still perceived the sector as subordinate to other fields of education.
With more and more communities lobbying for policy development at the local and community level during the early 1970s and early 1980s, Faris (Cassidy & Faris, 1987) could not fathom why such a low status was ascribed to adult education and
training. Compared to the K-12 or university systems, adult education policy was “given remarkably little attention or importance” (Cassidy & Faris, 1987, p. 242). The author stated it this way: “given the magnitude of the adult education enterprise and its importance to the economic and social well-being of this country, the paucity of public policy direction is puzzling” (Cassidy & Faris, 1987, p. 242). Faris further indicated that even the Organization for Economic Co-operation and Development (OECD) decried the lack of attention given to adult education policy at both the provincial and federal level in its OECD Report of 1976.

In the 1976-1980 Saskatchewan Continuing Education series of annual reports, the same general reporting structure organized adult education divisions, branches, and units. The organization of the adult education and training sector during the period from 1976 to 1980 was one of the most stable government reporting structures in the sector’s inconsistent, disconnected, and fragmented history. Although Ministers and Deputy Ministers changed yearly, the structure (see Figure 4) represented one of the longest and most stable organizational structures since Woodrow Lloyd was the Minister of Education. However, even though the organizational structure remained intact, the department responsible for adult education, itself, underwent tremendous internal re-organization.

**Revisiting Continuing Education**

In 1980-1981, the annual report (Saskatchewan Continuing Education, 1981) indicated that the organizational structure of adult education again changed. The Minister of Continuing Education was Doug McArthur. Mr. McArthur would later chair the 2005 training system review and commented on the fragmented nature of the Saskatchewan
adult post-secondary education and training system. McArthur (2005) stated in the most recent training system review that adult education and training be integrated to create a new training model (NTM). As he put it, “the New Training Model is not, by any means, entirely new; it is based upon on sound principles of adult education and has been evolving and developing over the years” (McArthur, 2005, p. 5). However, the developments McArthur spoke of in the 1980s continued to be discussed in 2005.

In 1981-82, Saskatchewan Continuing Education (Saskatchewan Continuing Education, 1982) marked its 10th anniversary. The new Minister was the Honorable Gordon Currie and the Acting Deputy Minister was Ray Clayton. Under the new Minister, significant changes were made to improve the adult education and training sector. Saskatchewan Continuing Education initiated the physical expansion of facilities and was “involved in redesigning training programs in order to make them more flexible and increase accessibility to adults” (Saskatchewan Continuing Education, 1982, p. 3).

As the Acting Deputy Minister, Clayton outlines in his transmittal letter to Minister Currie the realignment of the department. He explains:

The department carried out a realignment of functions in the Policy and Programs Division, establishing a new Planning Division and a new training Needs-Assessment Branch. These branches, though research, contacts with employers and other detailed considerations, will allow both the manpower needs of Saskatchewan and the educational needs of individuals. (Saskatchewan Continuing Education, 1982, p. 3)

As such, the emphasis on adult education and training research continued. Figure 5 illustrates the realignment of the Saskatchewan Continuing Education organizational structure. The realignment created considerable change. For example, in development since 1980, the office of Native Career Development began operation by negotiating employment and training agreements for Native workers. By the 1981-1982 year end, the
department marked “a successful first year of implementation of the government’s Native Career Development program” (Saskatchewan Continuing Education, 1982, p. 3). The program aimed to help Native people overcome educational and training gaps that prevented them from obtaining employment.

Figure 5. Saskatchewan Continuing Education organizational chart 1981-82.
An abridged version of the *Department of Continuing Education 1981-82 Annual Report* (Saskatchewan Continuing Education, 1982) provided concrete examples of how complex adult education and training had become (see figure 5).

Excluding the Office of Native Career Development, the Training Needs Assessment Branch, and the Management Information System Area of the Policy and Program Division, the Administrative and Financial Services Division and Student Services, the three main Divisions contained within the above Saskatchewan Continuing Education organizational chart were the Policy and Programs Division, the Institutional Division, and the Occupational Training Division. A brief synopsis from this one year provides an appreciation of the daedal-like nature of how the adult education and training sector had changed. Moreover, a more detailed overview of the department indicates the increasing complexity government faced when dealing with the Saskatchewan adult education and training sector.

**Dividing the Policy and Program Division**

In 1981-82, the Policy and Program Division was divided into the Planning Branch, Training Needs Assessment Branch, Management Information Systems Area, and Public Communications Area. The Planning Division administered policy and planning programs related to fields at the “post-school” and “post-secondary” levels. The branch mandate included planning, research, policy development and analysis. The branch was orientated towards future planning that included cooperation with “other divisions, government departments, agencies, organizations and interested groups in order to identify technological and social trends” (Saskatchewan Continuing Education,
In addition to improving the level of communications technologies and improving public communications:

The role of the Planning Branch includes the analysis of provincial training needs, new program proposals, program revision and expansion. These analyses address occupational demand, student demand, program delivery space, instructional capacity, and the financial implications of training program proposals. (Saskatchewan Continuing Education, 1982, p. 4)

As part of its functions, the branch was involved with interprovincial liaisons at the national level through the Council of Ministers of Education, and through the Interprovincial Distance Education Committee. The planning branch also interfaced with the federal government through the Saskatchewan University Commission with respect to the development of the university sector. As such, the branch:

- Monitors changes and developments in the university sector and collects statistical data related to the university environment in Saskatchewan and other jurisdictions. It also provides policy analysis and advice for broad governmental policies regarding the university sector. (Saskatchewan Continuing Education, 1982, p. 4)

In addition, the branch was responsible for graduate follow-ups, program reviews and studies, and university sector analysis.

Further, the Planning Branch was responsible for health and social services programs, policy programs, and a number of special projects. Special projects such as general education and training policy and program reviews were included in branch portfolios. All special projects were subject to the Deputy Minister or Minister of Continuing Educational approval and promotion of special educational and training projects was done in consultation with agencies and department in and out of the province. These efforts included:

- Interprovincial cooperation and coordination through involvement with the Western Canada Health Manpower Requirements Subcommittee and the Federal-
Provincial Advisory on Health Manpower. The branch negotiates and monitors interprovincial training agreements. These agreements reserve and fund a predetermined number of training places for Saskatchewan residents in out-of-province training programs for various categories of health and social service occupations, which do not have training opportunities in the Saskatchewan post-secondary education system. (Saskatchewan Continuing Education, 1982, p. 4)

Subsequent to special projects, all other post-secondary opportunities within the province were the responsibility of the Training Needs Assessment Branch.

In 1981, the Training Needs Assessment Branch was established. The most significant aspect of the assessment branch was to provide government departments and other agencies with “a reliable mechanism for framing an annual provincial training plan” (Saskatchewan Continuing Education, 1982, p. 4). To accomplish this purpose, the branch developed and maintained information systems to analyze and transmit Saskatchewan labour supply and demand information. The branch also conducted studies that involved requests from the private sector and government departments, and cooperated with departments and agencies concerning manpower planning in relation to basic planning for post-secondary activities within the Program Development Branch.

Using information provided by the Assessment Branch, the Program Development Branch addressed labour market demand. The branch worked with a variety of government departments and the private sector:

Crown corporations, and the private sector, the branch formulates an annual ‘Saskatchewan Manpower Profile’ showing the main features of supply/demand in the provincial labour force. This ‘profile’ provides the basis for planning not only in the training field, but in other aspects of provincial manpower policy. (Saskatchewan Continuing Education, 1982, p. 4)

Moreover, the Program Development Branch acquired and modified programs and resources to support community colleges and technical institutes.
The Program Development Branch also provided in-service training for technical institutes and community colleges, and it coordinated and initiated flexible training programs to meet the needs of full and part-time adult learners. Moreover, the branch was responsible for redesigning instructional programs and the creation of a competency-based learning system. This involved:

Restructuring the programs into a series of self-contained modules or instructional packages based on skills or competencies required by industry. These modules are used by the institutes to provide a flexible delivery for full- or part-time students, as well as for adult learners. This style of training provides for an increasing volume of adult trainees and for considerable flexibility in the selection of relevant content by students. (Saskatchewan Continuing Education, 1982, p. 5)

The branch reviewed and revised all ABE curricula, worked with the Senior Citizens’ Provincial Council on Pre-Retirement Education and closely allied its activities with the Institutional Division of Continuing Education.

The Institutional Division was responsible for the four technical institutes and the two vocational centres, community colleges, and the Outreach Training Branch. In consultation with senior college and institute administrative officials, the branch established program parameters, developed, maintained, and delivered educational services to meet adult learning needs in Saskatchewan. The division maintained close working relationships with intergovernmental agencies and departments and other post-secondary education organizations such as community colleges.

The Community Colleges Branch was responsible for Saskatchewan community colleges. In the 1981-1982 year (Saskatchewan Continuing Education, 1982), the system recognized the Saskatchewan Indian Community College (SICC) as the 16th community college. The federal government, unlike the 15 regionally based colleges, funded the
Saskatchewan Indian Community College. The branch strived to integrate the system through legislation and administers. Integration involved:

The Community College Act and regulations; participating in the Department’s general mandate of developing an integrated and comprehensive system of adult education opportunities, readily accessible to all adults in Saskatchewan; facilitating the continuing development of Saskatchewan’s community college system; providing leadership and consultation to the adult basic education system in such areas as program planning, program policy, curricula materials, curricula revision, professional development; administering the provincial General Educational Development (GED) Training Services; and administering the English as a Second Language (ESL) Program, under the terms of a federal-provincial agreement. (Saskatchewan Continuing Education, 1982, p. 8)

With increased government emphasis placed upon reporting participant rates, community colleges were delivering more than 71 educational programs to approximately 95,000 Saskatchewan learners from July of 1981 until June of 1982 with 31 percent indicating less than a Grade 12 level attainment. Figure 6 displays the enrolment statistics.

![Figure 6. Community Colleges enrolments 1973-82.](image)

The branch also developed and integrated comprehensive adult education and training and provided consultation. It administered the GED Testing Services and the English as a Second language (ESL) program.
The Outreach Training Branch established the facilitation, expansion, and decentralization of institute-based credit training. The outreach branch identified training opportunities at community colleges and the Training Assessment Branch. This branch prioritized and approved projects for the following year. As a part of the Branch training plan, successful programs included the following:

Arrangements for delivery of programs are made through a three-party contract involving a technical institute, a college, and the Outreach Training Branch as the funding and coordinating agent. Under the contractual agreements, the technical institutes determine program standards, monitor program quality, and provide certification to graduating students. (Saskatchewan Continuing Education, 1982, p. 10)

The purpose of the branch’s decentralization and outreach delivery was to increase education and training accessibility for both rural and small urban communities.

The result of the Outreach Training Branch was that introducing tuitions for program contracts reduced dependency on Canada Employment and Immigration Commission (CEIC) funding to off-campus adult education and training. This contracting allowed the same fee schedules applied to community colleges as to technical institutes. Contracting also allowed for the funding of training without sponsor participation, as a result:

Provincial training priorities can be advanced independently from those of CEIC, when the two are not the same. Funding of programs without full CEIC purchases also accommodates access to training by fee-paying participants in training. (Saskatchewan Continuing Education, 1982, p. 10)

Moreover, decentralizing outreach programs placed a new emphasis on pre-employment programming in the college system rather than apprenticeship training throughout the province. Fully funded by Continuing Education on a full cost-recovery basis, the outreach branch delivered more than 50 programs to Department of Northern
Saskatchewan regions. Moreover, the construction of a new technical institution enhanced the province’s training capacity.

Moreover, the construction of a new technical institution enhanced the province’s training capacity. An addition to Institutional Division of Continuing Education was the construction of a fourth Saskatchewan technical institute, which was located in Prince Albert. By 1985, the Prince Albert technical institution planned to be in operation. Moreover, an agreement was reached to conduct part of the Trans Canada Pipe Line electronic maintenance course from Seneca College in Toronto at the Saskatchewan Technical Institute (STI) in Moose Jaw, which upgraded facilities for the existing programs. At the STI:

Programs for industry continue at a high level for clients such as the Potash Corporation of Saskatchewan, Saskatchewan Power Corporation, Federated Co-operatives Limited, TransCanada Pipe Lines, and the Department of Highways. (Saskatchewan Continuing Education, 1982, p. 11)

Added to the regular STI programming in Moose Jaw, the federal government fully funded a basic electronics course for Canadian Armed Forces members, as the “Saskatchewan Technical Institute was selected over many other institutes to conduct this program for the Department of National Defense” (Saskatchewan Continuing Education, 1982, p. 11). In addition, Eldorado Mining Company commissioned STI to conduct evening and weekend classes in welding and short courses on air and brakes. Increased enrolments in outreach programs were also occurring at Kelsey Institute, while enrolments moderately increased at Wascana Institute. However, both institutions had significant declines in extension division enrolments. Figure 7 illustrates technical institute enrolments at Kelsey and STI.
Administered by Natonum Community College, the Meadow Lake Regional Vocational Centre and the Prince Albert Vocational Center continued the delivery of a variety of pre-employment, trades, and ABE programming.

The Occupational Training Branch of Continuing Education was responsible for the coordination of various cost-shared, federal-provincial occupational training programs. Pursuant to the federal-provincial agreement, the branch coordinated approximately 8,500 training opportunities for Saskatchewan adults, purchased by CEIC. The branch was also accountable for the provincially funded Non-Status Indian, and Métis (NSIM) program. The NSIM program was the government’s Job Readiness Training (JRT) response to address education, training, and employment concerns raised by the Non-Status Indian movement. Formed in the mid-1970s, this movement was an offshoot of the Association of Métis and Non-Status Indians of Saskatchewan (AMNSIS). Moreover, the training branch administered ABE, *The Private Vocational*
Schools Regulation Act, industry-based training, and the vocational training of disabled persons.

**Saskatchewan Advanced Education and Manpower Years: 1982-1986**

In 1982, a Progressive Conservative Party (PCP), led by Grant Devine, formed the first Saskatchewan PCP majority in Saskatchewan political history. The election marked an ideological shift towards entrepreneurship and a free market economy, which affected the Saskatchewan adult education and training sector and the delivery of government programs. Saskatchewan Advanced Education and Manpower existed from 1982-1986 before amalgamating into Saskatchewan Learning in 1987. The PCP was defeated in 1991 after the party generated huge financial losses and scandal, which resulted in a number of PCP Members of the Legislative Assembly going to jail and one member committing suicide. It also meant the end of Saskatchewan Learning. A Canadian Broadcasting Corporation (CBC) news broadcast from February 1999 reported:

> Eventually, more than a dozen former Conservative MLAs and party workers were convicted of robbing taxpayers in a bogus-expense scheme…When told in 1995 that he also faced arrest [name deleted] shot himself. A former party worker says [name deleted] was an innocent killed by a corrupt system. [name deleted] wife [name deleted] said her husband’s dream of public service was shattered. It might have been a “broken heart” that drove him to suicide. (CBC Archives, 2011, pp. 1-2)

During the period from 1982 to 1996, the Saskatchewan Advanced Education and Manpower annual reports were noticeably shorter. Therefore, the detailed synopsis that follows provides a sense of the unprecedented change that was occurring in the Saskatchewan adult education and training sector.

In 1982, the *Saskatchewan Education Annual Report* (Saskatchewan Education, 1983) indicated significant improvements in the K-12 system. Deputy Minister E. R.
Clayton indicated that “Native” education was included and that “a Native Curriculum Service Committee was established to prepare a five-year plan for the development of Native and Métis curriculum and teaching materials” (Saskatchewan Education, 1983, p. 1). A greater emphasis was made to make the system more inclusive by including more Native studies that included technological innovation, new delivery methods, and curricula. While the K-12 system underwent tremendous change and revision since 1915, the overall message or philosophy of the departments responsible for teaching children in the province of Saskatchewan remained remarkably consistent. However, this same consistency was not applied to the Saskatchewan adult education and training sector.

The transformation of the Department of Saskatchewan Continuing Education into the Department of Saskatchewan Advanced Education and Manpower (Saskatchewan Advanced Education and Manpower, 1984) occurred in 1982. The new government mandate imposed upon the new department was considerably broader than previous adult education and training departments, as it specifically focused on employment preparation to prepare skilled workers to meet the province’s long-term employment strategy. Figure 8 displays the Saskatchewan Advanced Education and Manpower new organizational chart. Comparing the 1981-82 organizational structure to the 1982-83 (Saskatchewan Advanced Education and Manpower, 1983) organizational structure indicates that the history of the system was became so complex that a map was required to understand yearly changes. Moreover, amongst such constant structural change, the absence of formal board governance training consisted of various ad hoc approaches.
When Continuing Education was renamed Saskatchewan Advanced Education and Manpower, the new Minister was the Honourable Gordon Currie and the Deputy Minister.
Minister was W. G. Johnson. The former Occupational Training Division from Continuing Education also changed to the Manpower Division. The Manpower Division consisted of the Labour Market Planning and Information Branch, Apprenticeship and training responsive to the employment needs of employers and individuals. Specifically, the division assisted:

1. People and communities with the development of their individual contribution, and needs;
2. Employers in meeting their labour market needs and advises on the supply and most effective use of manpower;
3. In preparing the overall Saskatchewan labour supply for effective entry and contribution to the provincial economy;
4. Those already in the labour force in adapting to economic and technological change and in becoming established, or re-established, in employment; or,
5. In the reconstruction of both structural and cyclical fluctuations in employment.

(Saskatchewan Advanced Education and Manpower, 1983, p. 14)

The former Training Needs Assessment Branch of Continuing Education was basically converted into the Labour Market Information Branch of the Manpower Division of Saskatchewan Advanced Education and Training.

The Labour Market and Information Branch was responsible for projecting immediate and long-term occupational and training imbalances. The branch analyzed, coordinated, developed and disseminated labour market planning information, graduate follow-up studies, intergovernmental manpower coordination, manpower public relations and interfacing with the private sector. Therefore, the branch:

In cooperation with the federal government, business, and labour is taking a lead provincial governmental role in the development of the Canadian Occupational Protection System (COPS). The system is a federal government venture designed to collect, organize, and disseminate information about future supply and demand for workers on an occupational basis. (Saskatchewan Advanced Education and Manpower, 1983, p. 14)
The COPS system intended to promote labour market information for better long-term planning of Canadian human resources. The Planning and Information branch also met with agencies, crown corporations, and the private sector to balance labour market supply and demand. Moreover, regionally based community colleges developed programs and services for adult learners with assistance from supporting grants from the Department of Advanced Education and Manpower. The Saskatchewan Indian Community College (SICC), the sixteenth college, offered adult education and training programs on Saskatchewan Indian reserves. Community colleges worked closely with the Outreach Training Branch and the technical institutes to maintain education and training standards. In addition, in an attempt to improve governance, board trustee workshops were held in five community college regions.

In 1983, the Apprenticeship and Standards Division of the Department of Labour transferred to the Department of Advanced Education and Manpower (Saskatchewan Advanced Education and Manpower, 1984). The apprenticeship division re-named the division the Apprenticeship and Trade Certification Branch (ATCB). The functions of the ATCB were:

1. To administer the Apprenticeship and Tradesmen Qualifications Act;
2. To develop, implement, and promote the provincial apprenticeship training programs;
3. With the assistance of the Provincial Apprenticeship Board and the trade advisory board, to establish and develop standards and examinations for the certification of tradesmen and journeymen;
4. With the assistance of industry, to identify trades which should be designated under the Act; and,
5. To administer the interprovincial Red Seal program and to share in the development of the program with the other provinces and territories. (Saskatchewan Advanced Education and Manpower, 1984, p. 14)
Both the provincial and federal governments funded apprenticeship training. Trades apprenticeship training had two aspects. First, there was on-the-job training, completed under the supervision of a certified journeyman. “The supervisor journeyman is responsible for assisting the apprentice develop the skills, knowledge, and attitudes necessary to become a well-qualified craftsman” (Saskatchewan Advanced Education and Manpower, 1984, p. 14). Second, there was technical training usually provided by a technical institute. While taking technical institute classes, apprentices received training allowances or unemployment insurance benefits through CEIC.

In addition, the former Student Branch of Continuing Education was relocated and expanded to form the Careers Services Branch in the Department of Advanced Education and Manpower. The branch was responsible for career resource development and consultative services. The objectives of the Careers Services Branch included:

1. The development of educational and vocational materials that can be used by counseling personnel to inform prospective post-secondary students of available educational and training opportunities in Saskatchewan; the establishment of a central career resource centre for the Department; operation of a clearing house service of educational and vocational materials to counseling personnel in the province; and, making counseling information accessible to the general public, through the establishment of regional career resource centres in the Saskatchewan community college system. (Saskatchewan Advanced Education and Manpower, 1984, p. 15)

As such, educational and vocational opportunities and counselling expanded to include people of Aboriginal descent.

The former Continuing Education Native Career Development office expanded to form the Native Services Branch in the Department of Advanced Education and Manpower. The Native Services Branch was responsible for obtaining permanent employment for underemployed or unemployed Métis, Non-Status Indian, and Indian...
adults. This Native branch included “employers, native agencies, government and organized labour in a coordinated effort to overcome the employment barriers encountered by native people in Saskatchewan” (Saskatchewan Advanced Education and Manpower, 1984, p. 15). If a permanent job was available after a period of training, an employer and the branch signed a service agreement that provided training resources. The branch assisted in the recruitment of perspective trainees to ensure the successful completion of an individual training-to-employment plan.

Besides the above changes, the Department of Advanced Education and Manpower created two additional branches. First, the Youth Services Branch was responsible for student subsidy programs that ran from May until September. In fact, “A subsidy of up to $350 per month was provided to employers for each full-time student summer job created” (Saskatchewan Advanced Education and Manpower, 1984, p. 16). Under the program, high school and post-secondary students enrolled in a full-time post-secondary institute for the following fall were eligible for acceptance into the program.

Moreover, the former Women’s Division of the Department of Labour was downsized to form a new branch in the Department of Advanced Education and Manpower. “This newly-created Women’s Service Branch had a mandate for education, promotion, research, monitoring of government legislation and policy and consultation with the private sector and unions on affirmative action” (Saskatchewan Advanced Education and Manpower, 1984, p. 16). The Women’s Service Branch administered the funds of the Saskatchewan Advisory Council and reported to the Minister responsible for the Status of Women.
Employment Development Agency

In 1982, the Saskatchewan PCP’s concern with access to public programs and federal government cooperation merged with their desire to shift the focus of education and training that emphasized welfare reform and a connection with the private sector. As such, the government responded to the challenge by creating an agency (see Chapter 2, Figure 9) designed to deal with issues that affected such employment contingencies. The Minister responsible for the Employment Development Agency was the Honourable Paul Schoenhals. Under the Minister, “this agency became known as the Saskatchewan Employment Development Agency” (Statutes of Saskatchewan, 1986a, p. 4). Not fully explained was the relationship between the Employment Development Agency (EDA) and the rest of the post-secondary sector beyond the fact that EDA would be responsible for negotiating provincial funding arrangements. To reflect the PCP philosophical outlook that shifted toward welfare reform and the private sector, the senior bureaucrat in charge of the agency was named a Chief Executive Officer (CEO) and not a Deputy Minister. John K. Sui became EDA’s first CEO.

Identifying economic development and job creation as its first priority, EDA negotiated with the federal government. This negotiation resulted in a 1.29 billion dollar employment strategy. The EDA administration realigned agencies and departments into eight provincial sectors. The creation of the EDA employment strategy marked a significant shift in addressing employment issues. The new agency strategy replaced the former job creation programs with an employment development strategy. The strategy included:

1. An organized and orderly approach by government to job creation;
2. Creative thinking about employment opportunities and possibilities;
3. A broader and more sustained involvement of the people in the creation and development of employment opportunities in their own communities;
4. Making government programs more useful to individuals, groups and organizations; and,
5. Improved cooperation with the federal government.
(Saskatchewan Employment Development Agency, 1987, p. 5)

In 1986, an Act establishing the Employment Development Agency (Statutes of Saskatchewan, 1986a) came into effect.

Retroactive legislation allowed the EDA to monitor, promote, and coordinate “programs relating to employment in Saskatchewan and to ensure that every opportunity to participate in these and other employment development programs was made available to people of the province” (Saskatchewan Employment Development Agency, 1987, p. 5). The agency’s mandate was to:

1. Collect, maintain, and update an inventory of employment development programs and policies offered by the Government of Saskatchewan and Government of Canada;
2. Promote and coordinate the development of employment development policies and programs with overall economic development policy of the province;
3. Ensure the consistency of employment development programs with overall economic development policy of the province;
4. Ensure that the employment development process in Saskatchewan is one whereby the public-at-large and government share equally in the responsibility for its success;
5. Pay special attention to the employment needs of specific employment groups such as the rural unemployed, youth, Natives, women and people with disabilities;
6. Act as a catalyst for employment development ideas inside and outside government;
7. Maintain close contact with other government agencies, the private sector, labour, N.G.O.s, and other governments on employment issues;
8. Inform the public of employment development opportunities provided by government;
9. Solicit and answer inquiries from the public concerning employment development opportunities in the province; and,
10. Encourage public participation in the employment development process by pursuing new ideas and new initiatives from all segments of society.
(Saskatchewan Employment Development Agency, 1987, p. 5)
Providing almost 12 million dollars to a Winter Work Program, the EDA created more than 5,000 jobs, including expansion of the Saskatchewan Access Youth Employment Program and the Saskatchewan Employment Development Program. It created additional jobs through the New Careers Program, which was formed in 1984. Much of EDA’s work involved funding colleges.

**Shattering the Community College Dream**

In the area of Saskatchewan Regional College research, Kalyn (1983) is somewhat similar to Welton’s (1986) Canadian adult education research. As a result, college research before the 21st century suffered from a lack of in-depth investigation. Kalyn argues that after close to 10 years of operation, the community college system had become confused and appeared inconsistent, disconnected, or fragmented about its intent and implementation of its original principles. Much like the early adult movement, the author found that the original intent of Saskatchewan community colleges was altered by government priorities and bureaucratic expansion. Kalyn claims that the original intent of the adult education and training system was to enable the development of local adult education and training that reflected a blend of liberal education and practical training that lead to or maintained employment. Although not readily apparent or formally stated, the community college system was committed to creating a better Saskatchewan society. Oussoren (personal communication, July 15th, 2008), one of the original developers of the college system, suggested that the developers were trying to set the stage for creating a better society without actually coming right out and saying as much, to prevent the kind
of backlash that had previously been associated with adult education and a “socialist” agenda.

Kalyn (1983) suggests that the Saskatchewan Advanced Education and Manpower rhetoric espoused the idea of autonomous community college governance, while in reality they promoted centralization. The Conservative government of the time allowed the department to “bureaucratize the colleges and strip them of their independence” (Kalyn, 1983, p. 94). As provincial development shifted towards a number of mega projects, rural education was no longer a priority, as many “began to see technical and vocational training for resource development and industrialization as the need for the present and future” (Kalyn, 1983, p. 70).

After Minister McMurchy departed from the Department of Continuing Education, from 1975-1981, four different Ministers assumed the Department of Continuing Education and Saskatchewan Continuing Education training portfolios and “the revolving door approach left community colleges at the mercy of the Department of Continuing Education officials” (Kalyn, 1983, p. 71). To confuse the matter further, the department completely reorganized itself almost yearly. To consolidate control, the changing adult education and training departments implemented greater reporting procedures and emphasized increased governance accountability in terms of how many outputs or programs for which they were responsible. As a result, board members “become pre-occupied with keeping colleges viable instead of responsive to the people” (Kalyn, 1983, p. 75). Kalyn, one of a handful of researchers to investigate Saskatchewan community colleges, characterized this period as the shattering of the community college
dream, as a prescriptive and bureaucratic Advanced Education and Manpower replaced established adult education principles.

**Advanced Education and Manpower**

In 1983, the *Department of Advanced Education and Manpower Act* (Statutes of Saskatchewan, 1983) passed and repealed the *Department of Continuing Education Act* of 1978. Under the new Act, a *community college* meant a community college pursuant to *The Community Colleges Act* (Statutes of Saskatchewan, 1972b). Here the *department* meant The Department of Advanced Education and Manpower, and *institute* means: the Kelsey Institute of Applied Arts and Science; the Saskatchewan Technical Institute; the Wascana Institute of Applied Arts and Science; and any school or institute established by the Minister responsible. A *post-secondary institute* in this context included “a community college, institute, private vocational schools, university and any other education institution that is not administered under the Education Act” (Statutes of Saskatchewan, 1983, p. 143). However, under the new Act, universities were treated differently from other post-secondary institutions and were extended academic freedoms not extended to other Saskatchewan education sectors.

In 1984, under the direction of C. Maxwell, Minister of Saskatchewan Advanced Education and Manpower, the Saskatchewan Community Colleges Trustee Association (SCCTA) reviewed the college system in cooperation with agencies, government departments, and technical institutes, and universities. Moreover, in that same year, the New Careers program established employment and training opportunities for individuals in receipt of provincial financial assistance. During the 1985-86 (Saskatchewan Advanced Education and Manpower, 1986) reporting period, the corporation installed
boat docks, surveyed and planted trees at a golf course, upgraded park facilities, constructed six miles of roads, cleared three miles of a road at a provincial park and campground, and completed construction of a marine basin that included installation of piles, laggings and a tie-back. Furthermore, the annual report for that year confirmed a grant of more than two and a half million dollars going to the corporation and employing 19 staff and 118 trainees.

In 1984, the EDA chaired the first Ministers Conference on the Economy. The conference had four main agenda items: (a) investment, (b) regional strengths, (c) trade, and (d) training. The Government of Canada agreed with the provinces on five principles:

1. Training and job creation must be economic in orientation with emphasis on small business and support for entrepreneurship;
2. Programming that is innovative, flexible and responsive to regional and local needs;
3. A recognition that responsibility for training and employment departments has to be shared between governments and the private sector;
4. A commitment to equality of access to training and employment development programs;
5. Programs that are simple, understandable and avoid wasteful duplication. (Saskatchewan Advanced Education and Manpower, 1984, p. 6)

In 1985-86 the EDA (Saskatchewan Advanced Education and Manpower, 1986) reported that, in its first two and a half years, the agency produced thousands of jobs.

In 1985-86, Saskatchewan Advanced Education and Manpower (Saskatchewan Advanced Education and Manpower, 1986) announced that Grant Schmidt was the Minister Responsible for EDA. Reporting directly to the Minister was Chief Executive Officer, John K. Siu. In 1986-87, EDA (Saskatchewan Advanced Education and Manpower, 1987) reported that while the Chief Executive Officer remained within the organizational chart, the more traditional position of having a Deputy Minister responsible for the agency was re-established. The organizational structure of the new
agency lasted for two years. Figure 9 illustrates the EDA’s organizational structure, created in 1983, which lasted until 1986.

Although not exclusively dealing with employment and training, within the 1985-86 structure, the Assistant Deputy Minister of Labour became responsible for the Women’s Services Branch until it transferred to the Women’s Secretariat in April of 1986. Moreover, the Deputy Minister was responsible for the Native Services and Youth Services Branches. The new division of the EDA comprised “part of what was previously

*Figure 9. Employment Development Agency organizational chart 1983-84.*
the Manpower Division of Advanced Education and Manpower” (Saskatchewan Advanced Education and Manpower, 1986, p. 1). The coordination of 600 million dollars of a newly established Employment Development Fund consisted of 25 programs that also included a program for students. The student summer jobs program was:

Jointly with the federal government, the Agency and the Department of Advanced Education and Manpower successfully delivered Canada-Saskatchewan Opportunities ’85. Acknowledged by the federal Minister Responsible for Employment and Immigration as ‘the only true joint program in Canada,’ it created nearly 10,000 summer jobs for students. (Saskatchewan Advanced Education and Manpower, 1986, p. 1)

The EDA successfully negotiated a Human Resources Development Agreement with the Government of Canada. The goal of the agreement included working with provincial agencies and government departments in developing a coordinated and consistent approach to employment development. After the failure of the EDA, Saskatchewan Education and Saskatchewan Advanced Education and Manpower were re-combined to form one department: Saskatchewan Education. Moreover, to complicate further the Saskatchewan adult education and training sector, some of the units that were once in Saskatchewan Advance Education and Manpower were transferred in 1986 to Saskatchewan Human Resources, Labour and Employment (Saskatchewan Human Resources, Labour and Employment, 1987, pp. 1-47). Of interest, excluding the Table of Contents, Minister’s Letter of Transmittal, Organizational Chart, and the Introduction (which are contained in every annual report), the Saskatchewan Human Resources, Labour and Employment Government annual report (and all of its statistics) is one page long.
The McKay Report

_The McKay Report_ was reflected in _The Institutions Act_ (Statutes of Saskatchewan, 1986b). The Act created SIAST and allowed the institution to provide “courses and programs of study, instruction and training in academic, scientific, trade, technical, technological and vocational fields of education” (p. 44). The legislation also targeted apprenticeship programs, career counselling, and ABE (adult basic education) upgrading. The Lieutenant Governor-in-Council was responsible for appointing no less than ten and no more than twenty board members. In consultation with SIAST, the Minister established policies to coordinate programs and activities between the government and other agencies and bodies. The institute was to comply with all requests made by the Minister in a timely fashion. Because of the legislation, the Saskatchewan government announced major revisions to post-secondary education and amalgamated urban community colleges, the Advanced Technology Center, and technical/vocational institutes across Saskatchewan. The city community colleges absorbed by SIAST meant that the delivery of education and training programs became concentrated in urban areas. Under the guidance of a Board of Directors, appointed by the Saskatchewan Minister of Education, SIAST was directed to provide adult career-related education and training and provincial-wide re-training at Kelsey Campus, Palliser Campus, Woodland Campus and Wascana Campus. SIAST was also directed to partner or collaborate with regional colleges.

_In 1986, supplementary to the SIAST legislation, The Regional Colleges Act_ (Statutes of Saskatchewan, 1988) was amended to repeal _The Community Colleges Act_ (Statutes of Saskatchewan, 1972b). The new Act came into being in 1986 and into effect
in 1988. In the strictest sense, the Lieutenant Governor appointed members to college boards; however, the authority to appoint board members resided with the Minister responsible. In accordance with the Act, a college or regional college meant regional college established under the legislation. This legislation ensured that boards carried out college business. However, the power to control a college resided with the Minister responsible and s/he could direct any college regarding its operations or programming. As indicated in Section 13 (2) of the Act, “A college shall comply with any written directions given or made by the minister pursuant to subsection (1) within any periods that the minister may specify” (Statutes of Saskatchewan, 1988, p. 2). The board Chair of a college represents and reports directly to the Minister, who reviews all board applications and appoints them through an Order-in-Council.

**A Better Tomorrow Report**

Under the Minister of Advanced Education and Manpower, Lorne Hepworth, *A Better Tomorrow: Report of the SCCTA Review Committee on Saskatchewan Community Colleges* (Saskatchewan Community Colleges Trustee Association, 1986) was released. Cited as the *McKay Report*, and chaired by E. McKay, the report came during a provincial economic downturn in the province. Colin Maxwell, the Minister of Advanced Education and Manpower, initiated the report. The *McKay Report* emphasized that the philosophy of adult education and training innovation must be the guiding light and “the title also symbolizes college peoples’ dedication to the cause of adult education” (Saskatchewan Community Colleges Trustee Association, 1986, p. i). Maxwell hoped the association would not only identify problems, but also recommend solutions to improve
adult education in general and the college system more broadly. Specifically, the report suggested that the college system required more money to operate. It says:

The review committee makes no apology for pointing out that the lack of financial resources is a major problem for the community colleges. The committee notes that, in recent years, the K-12 system, technical institutes and universities have received significant grant increases, including guaranteed multi-year funding. Colleges, the most cost-effective of public funded educational institutions, have contributed to exercise restraint and endure shrinking revenues. It’s their turn! (Saskatchewan Community Colleges Trustee Association, 1986, p. i)

In addition, the report stated that, like the province’s pioneers, “members of the review committee are practical idealists. They are idealistic in their convictions that the philosophy of adult education must be the guiding light in changing the future directions of the community colleges” (Saskatchewan Community Colleges Trustee Association, 1986, p. ii). Given that an increased emphasis was being placed on career counselling, post-secondary education, skills training, and the fact that community colleges earned a permanent place in the field of Saskatchewan adult education and training, the committee’s recommendations to increase funding seemed appropriate to most practitioners and nonpractitioners.

**Saskatchewan Education Years: 1986 - 1992**

In 1987, the Saskatchewan Library system officially amalgamated with Adult Education and Training departments to form Saskatchewan Education. Under the responsibility of the Minister of Education, Lorne Hepworth, and Deputy Minister Lawrie McFarlane, the new department proclaimed that education was a recognized as a lifelong process. As the 1987 annual report describes it: “The days are long past when a high school diploma, university degree or technical certificate meant that one had
finished school” (Saskatchewan Education, 1987, p. v). The report estimates that present-day employees could require upgrading or retraining as many as five times in the course of their careers and that Saskatchewan Education would be structured to deliver the kind of ongoing learning Saskatchewan residents required to succeed in a rapidly changing world.

![Saskatchewan Education organizational chart](image)

*Figure 10. Saskatchewan Education organizational chart.*
With added intention placed on transitioning children entering kindergarten to high school and beyond, a new organizational chart represented a streamlining of the K-12 and the adult education and training system that improved the coordination of the lifelong educational process. A new Saskatchewan Education organization chart (see Figure 10) reflected a commitment to life-long education.

According to the annual report (Saskatchewan Education, 1987), “The new Saskatchewan education has responsibility for kindergarten to Grade 12 education, all post-secondary education and training through the universities, technical institutes and community colleges, and coordination of all libraries throughout the province” (p. v). With more emphasis placed on “technical aptitudes” to prepare for the future, students that entered the system in the late 1980s would become fully prepared to enter the work world at the dawn of the new millennium.

**Preparing for 2000 Report**

The report, *Preparing for the Year 2000: Adult Education in Saskatchewan* (Saskatchewan Department of Education, 1987), was released under L. Hepworth, Minister of Education. *Preparing for the Year 2000* was a five-year blueprint for adult education and training which included: skills training, community outreach policy, universities, education equity, managing adult education, and financing adult education and adult literacy. Skills training involved merging the four technical institutes and urban community colleges. Community outreach involved the idea of Southern rural community colleges forming regional colleges and establishing a Distance Education Council. Adult literacy included a campaign that promoted literacy and established a
literacy council. Phase I of the report, “Immediate Measures,” recommended a new approach to skills training by merging the Saskatchewan Technical Institute, Kelsey Institute, Northern Institute of Technology, Advanced Technology Centre, Meadow Lake Vocational and three urban community colleges into SIAST. SIAST reported directly to a Board of Directors, which was theoretically autonomous from the government. This first phase of Preparing for the Year 2000 also included a multi-year apprenticeship and journeyperson program, a new Canadian Jobs Strategy Agreement, and cooperative education to support on-the-job training. Under the heading of lifelong learning, the needs of adult learners addressed issues by promoting financial agreements between employers and employees while, expanding special training initiatives.

In addition, a special task force to redesign curricula for older workers created the Phase II report, Toward the Year 2000 (Saskatchewan Department of Education, 1987). This report described the way the adult education and training system would change. This section suggested that it was important to arrive at agreements on change measures “to design our adult education system the way we want it” (Saskatchewan Department of Education, 1987, p. 17). Future issues to be addressed included admissions and enrolment policy, province-wide standards, interprovincial cooperation, and adult literacy. The combined phases positioned regional colleges to become adult education front-line delivery agents and skill training providers outside of the four urban centres.

**Saskatchewan Communications Network**

In 1989-90, the Saskatchewan Communications Network (SCN) provided funding to allow SIAST and the regional colleges to utilize the SCN training network. SCN established a province-wide broadcast system to connect business, communities and
learners to educational and training opportunities. The network’s mandate included providing broadcast capacity that enabled rural areas and institutions to increase their ability to participate in the Saskatchewan economy. Saskatchewan education institutions, to varying degrees, continued using SCN until its discontinuation. In March of 2010, the Saskatchewan government discontinued SCN and in June of 2010 announced the sale of SCN to Bluepoint Investment Corporation pending Canadian Radio and Telecommunications (CRCT) approval.

**Dumont Technical Institute**

In 1991, Dumont Technical Institute (DTI) was established as a federated institute of SIAST. Racette (1994) described the creation of DTI as a federal labour market strategy to engage the unique needs of Aboriginal people in Saskatchewan. Funding for the institution initially came from the federal government’s *Pathways to Success* (Government of Canada, 1990) program. Beginning in 1992, DTI served the educational and technical training needs of Métis people, as the adult “upgrading” and training arm of Gabriel Dumont Institute of Native Studies and Applied Research. Programs fell into three main categories including ABE, General Education Development (GED), and provincially accredited skills training programs. DTI delivered a wide range of adult community-based programming, including:

Programs in cooperation with other educational partners such as Metis Employment and Training Inc. [later converted into Gabriel Dumont Institute Training and Employment Inc.], the Saskatchewan Institute of Applied Science and Technology (SIAST), Saskatchewan Indian Institute of Technology (SIIT) and provincial regional colleges. (Gabriel Dumont Institute of Native Studies and Applied Research, 2010, p. 1)
In 1993, the Métis Nation of Saskatchewan (MNS) drafted the *Métis Education Act* (Métis Nation of Saskatchewan, 1993), which allowed for 13 board members, one member appointed by the MNS executive, and one member appointed to represent each of the twelve MNS Saskatchewan regions. However, due to financial mismanagement, the government forced Gabriel Dumont Institute and DTI to enter into a 10-year conditional grant with the Saskatchewan Government, which dramatically changed and limited the MNS’s ability to appoint board members. Up and until the MNS was able to demonstrate that their governance structure was open, fiscally accountable, and transparent, the government would not release funding to Métis educational institutions.

**Partnership for Renewal Report**

*Partnership for Renewal: A Strategy for the Saskatchewan Economy* (Saskatchewan Department of Economic Development, 1992) was released by an NDP government. Developed under D. M. Lingenfelter, Minister of Economic Development, the report emphasized the importance of adult education and training partnerships for the economy. Lingenfelter states, “I believe that together we have created a pragmatic, realistic plan to address our complex economic problems” (Saskatchewan Department of Economic Development, 1992, p. 1). At the heart of the strategy was providing greater job opportunities to those that lacked the necessary abilities and skills. The strategy was to have “an education system which adequately prepares us for the future” (Saskatchewan Department of Economic Development, 1992, p. 6). Building on existing strengths, economic renewal was based upon sustainable development and a policy of full employment “by focusing attention on numeracy, literacy, critical thinking and problem-solving as well as entrepreneurial and other market-driven skill demands” (Saskatchewan
To further develop and evaluate long-term plans for the economy, the Provincial Action Committee on the Economy, representing Aboriginal groups, business, cooperatives, labour and other stakeholder groups, was established. The committee recommended 21 initiatives to promote economic renewal in Saskatchewan and many of their suggestions have been put into action.

**Saskatchewan Education, Training and Employment Years: 1992 - 1996**

In 1992, the former department of Saskatchewan Learning underwent major restructuring. A new department - Saskatchewan Education, Training and Employment - was established (Saskatchewan Education, 1993). Under Minister Ed Tchorzewski, Associate Minister Keith Goulet, and Deputy Minister Arleen Hynd, the department’s mandate supported economic and social renewal. The department’s mission was “working together for a lifetime of learning” (Saskatchewan Education, 1993, p. 1). The objectives and purposes of the department were to coordinate, develop, implement, and promote educational and job-related programs. The department was also designed to promote activities related to consumer education and to improve the employability of the Saskatchewan workforce. Based upon adult education principles, Saskatchewan Education, Training and Employment collectively worked with Saskatchewan people to rejuvenate both economic and social recovery. Under a new Saskatchewan Education, Training and Employment Organization Chart, “the department works to create lifelong learning opportunities for all Saskatchewan people” (Saskatchewan Education, 1993, p. iv). Moreover, the chart reflected a commitment to lifelong education. Figures 11 (a) and 11 (b) represent the Saskatchewan Education, Training and Employment
organizational structure. The new Saskatchewan Education, Training and Employment organizational structure attempted to ensure a range of quality professional, technical, and vocational programs that were relevant to the changing economic reality of the province.

Figure 11 (a). Saskatchewan Education, Training and Employment organizational structure.
A number of wide-ranging reviews of the educational system were included as a part of the new structural integration. The reviews included the University Review Panel, the SIAST Review Panel, the Minister’s Advisory Committee on K-12 Distance Education, the Review of Saskatchewan Regional Colleges, the Review of Private Vocational Schools, an Advisory Review on Home-Based Education, and a committee to review high school programs in Saskatchewan. Moreover, as part of the vision that arose...
within Saskatchewan Education (1993), the review and consultation process established a number of new government priorities that included:

- A training and employment strategy;
- A distance education strategy;
- A comprehensive, community-based approach to integrated, school-based services;
- A strategy for the education, training and employment of Aboriginal people;
- A comprehensive and integrated postsecondary system;
- A plan for implementation of the Core Curriculum and recommendations from the review of Directions; and,
- New approaches to accountability and resource utilization in the K-12 and post-secondary systems (p. iv)

To achieve that vision, the new department implemented a number of outputs that included measurable goals and objectives in the areas of student learning, meeting learners’ needs, evaluation, monitoring, and entering into effective partnerships.

**Partnerships in Rural Renewal Report**

In 1992, *The Regional Colleges: Partnerships in Rural Renewal Report* (Saskatchewan Regional Colleges Committee of Review, 1992) was released. Chaired by O. D. Reiman, the report placed regional colleges at the centre of communities during difficult economic times and 41 recommendations were made to develop partnerships outlined in the 1992 economic renewal report. Although titled a regional college report, the review included public, post-secondary institutions, K-12, and university consultations. The committee examined the college system utilizing the 1972 seven principles of community college development (see Chapter 2) to enhance an economic renewal process. With the federal government reducing their budget and withdrawing from labour market training, Saskatchewan found itself at a “crossroads.” Where a partnership for renewal left off, in 1996, the report on the *Growth: Building on the*
Renewal of the Saskatchewan Economy (Department of Economic Development, 1996) began.

**Saskatchewan Education and Saskatchewan Post-Secondary Education and Skills Training Years: 1995-1996**

In 1995, the government reorganized the former department of Saskatchewan Education to create Saskatchewan Education and Saskatchewan Post-Secondary Education and Skills Training (Government of Saskatchewan, 1997). “Effective April 1, 1996, the Department of Education and the Department of Post-Secondary Education and Skills Training were established as two separate departments continuing to share common support services” (Government of Saskatchewan, 1997, p. 11). As part of the restructuring, the Department of Education, Training and Employment had become the Department of Education with distinct responsibilities assigned to the Minister of Education and to the Minister of Post-Secondary Education and Skills Training. Pat Atkinson became the Minister of Saskatchewan Education, which primarily dealt with K-12 education. Robert W. Mitchell became the Minister of Saskatchewan Post-Secondary Education and Skills Training and his Deputy Minister was Dan Perrins. A new Post-Secondary Education and Skills Training Organization Chart (Saskatchewan Department of Post-Secondary Education and Skills Training, 1997) reflected the government’s focus on jobs and economic growth and the redesign of social programs. Figure 12 represents the Post-Secondary Education and Skills Training organizational structure. This structure focused on responding to the learning needs of youth and adults and structured to address provincial employment needs. The department’s mandate was “to advance the societal, economic and personal well-being of Saskatchewan people by ensuring the availability of
relevant post-secondary education, skills training and labour market programs”
(Saskatchewan Department of Post-Secondary Education and Skills Training, 1997, p. 15). The Post-Secondary Education and Skills Training structure remained in place for approximately a year.

Figure 12. Post-Secondary Education and Skills Training organizational structure.

Building on Economic Renewal Report

In 1996, *Growth: Building on the Renewal of the Saskatchewan Economy* (Department of Economic Development, 1996) was released. The economic report identified six key areas of economic growth including Agri-value; Forestry; Mining/Minerals; Energy; Tourism and Culture; and Information Technology and Telecommunications. In that same year, the report, *Choices for a Saskatchewan Training Strategy* (Saskatchewan Department of Post-Secondary Education and Skills Training, 1996) was released. This strategy aligned growth areas that included adult education and training. Developed under R. W. Mitchell, Minister of Post-Secondary Education and Skills Training, the paper sought Saskatchewanians’ opinions for developing a new
training system. However, due to demographic shifts and a faltering economy, “changes require an effective, sustainable training system to support economic growth, employment and social equality for Saskatchewan people” (Message from the Minister, n. p.). The report envisioned the creation of an effective adult education and training delivery system by implementing the aforementioned seven principles of community college development (see Chapter 2). To enhance the entire system, the central role of regional colleges was to provide services to rural communities, while SIAST provided urban technology training. A combined system would provide a skilled workforce that matched job opportunities.

**Saskatchewan Post-Secondary Education and Skills Training Years: 1996-2002**

In 1996, the Department of Saskatchewan Post-Secondary Education and Skills Training was established. Under the direction of Minister Joan Crawford and Deputy Minister Dan Perrins, the new department’s mandate was to advance the societal, economic, and personnel well-being of Saskatchewan people. Based upon a new Saskatchewan Post Secondary Education and Skills Training Organizational Chart (Government of Saskatchewan, 1997), the government attempted to respond to the changing realities of the Saskatchewan economy with the addition of a new organizational structure, displayed in Figure 13. The organizational structure represented the government’s attempt to provide the availability of relevant adult education and skills training to Saskatchewan residents.
Saskatchewan Institute of Applied Science and Technology

The *Saskatchewan Institute of Applied Science and Technology Act* (Statutes of Saskatchewan, 1996) came into effect. This legislation defined *board* as those members appointed to the Saskatchewan Institute of Applied Science and Technology (SIAST) Board of Directors. In addition, “minister” meant the Executive Council member to

*Figure 13. Post-Secondary Education and Skills Training organizational structure.*
whom for the “time being” was assigned by Cabinet to administer the Act. The SIAST mandate included “courses, programs and seminars of a continuing education nature” (Statutes of Saskatchewan, 1996, p. 4). As with other legislated adult education and training areas in Saskatchewan, the Lieutenant Governor appointed to the board one SIAST student, one member of the Apprenticeship and Trade Certification Commission, one member from the regional college, and the board consisted of no less than 10 and no more than 20 members. However, the power to appoint board members ultimately resided with the Minister responsible for SIAST. The Minister, with departmental consultation, actually appointed SIAST board members. Moreover, the Minister could:

(a) Establish policies in consultation with SIAST and give direction for post-secondary education and training to be provided or undertaken by SIAST;
(b) Coordinate programs and activities in the continuing education area between SIAST and the government of Saskatchewan and other agencies or bodies;
(c) Give direction to SIAST on programs, courses, functions or activities to be provided or undertaken or discontinued by SIAST, including any core program specialities to be provided at any one of the locations where programs are to be provided or undertaken;
(d) Establish policies or procedures for the approval of programs, courses, seminars or other instruction to be provided by SIAST;
(e) Give direction to SIAST on educational, operational, administrative, management or other standards or procedures to be established or maintained by SIAST or any changes to any of them;
(f) Give directions to SIAST on the establishment of any accounting or information systems for SIAST or changes or additions to existing accounting or information systems;
(g) Give direction to SIAST on fees to be charged by it;
(h) Direct SIAST to acquire any property or services or any category of property or services that it may require from or through the Saskatchewan Property Management Corporation; and,
(i) Require SIAST to provide the minister any information, financial or expenditure plans, reports, proposals or documents that the minister may request. (Statutes of Saskatchewan, 1996, pp. 4-5)

The Minister responsible could also request that SIAST move in any direction or meet any requirement pursuant to the above legislation. That meant that the Minister could
intervene in any programs or services delivered by SIAST. Moreover, the institution was required to comply with the Minister’s request(s) within the time suggested by the Minister. Compared to other educational sectors, such as the K-12 or University systems, the legislation was very prescriptive or pedantic and allowed for very little interpretation (see points [a] to [i] as previously listed). As such, the Minister had the discretion to link any of SIAST’s adult education and training to any sector in the labour market he or she saw fit.

**Saskatchewan Training Strategy**

The *Saskatchewan Training Strategy: Bridges to Employment* (Saskatchewan Department of Post-Secondary Education and Skills Training, 1997) was released in 1997. Under Minister “Bob” Mitchell’s direction, Saskatchewan Education and Saskatchewan Post Secondary Education and Skills Training employed the training strategy to link skills training programs and services to the labour market. The training strategy provided “the essential education and training connection to the government’s Partnership for Growth economic policy and Social Assistance Redesign social policy” (Saskatchewan Department of Post-Secondary Education and Skills Training, 1997, p. 1). The new training strategy (1997) strategy was centralized into a bureaucratic model that allowed the Deputy Minister to assume all power in the Minister’s absence. Therefore, if the Minister was absent, the Deputy Minister could legally make the same kind of decisions that the Minister could make. Despite a $47 million federal reduction, SIAST, regional colleges, and the New Careers program were given more funding under the new provincial training strategy to operate apprenticeship, adult basic education, and employment programs. By adding approximately 10 percent more adult education and
training opportunities (defined by combining credit-based and non-credit based training),
the strategy increased the amount of money spent on adult education and training before
the federal cuts began in 1995. The new provincial training strategy declared a long-term
program that “will be fully operational by 2000” (Saskatchewan Department of Post-
Secondary Education and Skills Training, 1997, p. 7). To respond to local job needs, the
strategy emphasized local partnerships and collaborations between SIAST, regional
colleges, and other providers.

**Canada – Saskatchewan Labour Market Agreement**

In 1998, the *Canada-Saskatchewan Agreement on Labour Market Development*
was signed. MacLean (2009) reported that the delivery of federal employment and labour
market initiatives were transferred to the province. Before the agreement, employment
and career development services were limited to the New Careers Corporation and social
assistance recipients. When this Crown dissolved, both federal and provincial employees
merged to form the Canada-Saskatchewan Career and Employment Services (Can/Sask)
offices. The centres focused on social assistance, employment insurance, preliminary
human resource planning, job postings, and job search assistance at 20 locations across
Saskatchewan.

**Post-Secondary Education in Canada Report**

In 1999, *A Report on Public Expectations of Post-Secondary Education in
Canada* (Council of Ministers of Education, Canada, 1999) was released. While Quebec
and the Yukon opted for observer status, the Council of Minister of Education, Canada
reported that post-secondary education had never been more important. The report’s
“Foreword,” suggests “knowledge, information, and education are critical, and growing numbers of people of all ages are pursuing postsecondary education and training” (Council of Ministers of Education, Canada, 1999, p. 1). As a long-term social investment, the Ministers emphasized six key areas for post-secondary education: accessibility, accountability, mobility and portability, quality, relevance and responsibility, research, and scholarship. Moreover, they recognized that the learning needs of the individual and the society were lifelong.

**Saskatchewan Apprenticeship**

In Saskatchewan, apprenticeship embodied the concept of lifelong learning; therefore, in 1999, The *Apprenticeship and Trades Certification Act* (Statutes of Saskatchewan, 1999) came into effect. The long version of this Act more accurately described the scope of the legislation as “An Act to establish the Saskatchewan Apprenticeship and Trade Certification Commission and to provide for the Regulation and Training Apprenticeships, Tradespersons and Journeypersons and the Qualifications Necessary for Certificates, Permits, Endorsements and Identification Cards” (Statutes of Saskatchewan, 1999, p. 3). In 2001, the Act was amended, and in 2002, the *Apprenticeship and Trade Certification Act* of 1984 was repealed.

As with other adult education and training legislation, the Act gave the Minister responsible the power to enter into agreements with the commission, to approve commission budgets and business plans, to establish strategic apprenticeship policy. It also gave direction concerning financial or information systems, to establish conflict-of-interest guidelines, and, finally, the Act could require the Commission to provide information and make any investigation requested by the Minister. The Minister could
also “require the commission to provide the minister with any information, financial or expenditure plans, reports, proposals, or documents that the minister may request” (Statutes of Saskatchewan, 1999, p. 8). As such, the legislation was very precise.

As in similar adult education and training legislation, the Commission had to comply with time limits set by the Minister. In the legislation, the Minister also had the power to recommend to the Lieutenant Governor in Council the name of board members. Board members included one department employee (of the Ministry to which the Commission is assigned), one employee of the Department of Education, one SIAST representative, a minimum of one employee and one employer representative from each industry sector, and one or more people on behalf of under-represented groups.

**Futures Close to Home Report**

*Futures Close To Home: Report of the Regional Colleges Committee of Review* was released in 2000 (Regional Colleges Committee of Review, 2000). Chaired by L. Stonehouse, Associate Deputy Minister and former regional college Principal/CEO, the report built on the *Saskatchewan Training Strategy*. The committee suggested, “Colleges have stayed remarkably true to the original ideals and principles set out for the system in 1972” (Regional Colleges Committee of Review, 2000, p. iv). They concluded that the regional college system did not have the capacity to meet the increased demand placed on the system due to changing social needs, demographic change, and technological innovations such as Technology-Enhanced Learning. As demonstrated previously, although titled a regional college review, the consultations involved agricultural rural service centres, apprenticeship, community-based organizations, Crown Corporations, First Nations and Métis organizations, government departments, health districts, private
vocational schools, Regional Economic Development Authorities, Regional Intersectoral Committees, school boards, the Saskatchewan Labour Force Development Board, and universities. The review produced 51 recommendations focusing on four overarching priorities that included the need to be responsive to education and training needs, a commitment to learners’ support, the evolution of regional colleges into a fully integrated delivery system, and the recommendations promoted more management support and improved governance.

**Saskatchewan Indian Institute of Technologies**

In conjunction with an integrated delivery system and more effective governance and management support, the Saskatchewan Indian Institute of Technologies (SIIT) was established as a corporation in 2000, under the Saskatchewan Indian Institute of Technologies Act (Statutes of Saskatchewan, 2000). According to the Act, “The first members of the board are those persons who, on the day that this section came into force, are the members of the board of the Saskatchewan Indian Community College established pursuant to The Regional Colleges Act” (Statutes of Saskatchewan, 2000, p. 443). The objectives and purposes of the institution were to provide Indian peoples with ABE, post-secondary training and related educational programs and services. Although not a “Crown in right of Saskatchewan,” the board had the right to formulate general policies pursuant to The Business Corporations Act.

**Saskatchewan Learning Years: 2002 - 2005**

In 2002, the Department of Saskatchewan Learning was established (Saskatchewan Learning, 2003). Under the direction of Minister Judy Junor and Deputy
Minister Craig Dotson, the department served to advance the social, economic and personal well-being of Saskatchewan people. The department’s objective was “to respond to the learning and development needs of children, youth, and adults” (Saskatchewan Learning, 2003, p. 2). Accordingly:

   The amalgamation of Early Childhood Development, Education (K-12), Post-Secondary and Skills Training, and the Provincial Library into the new Department of Learning has created a stronger department, one that is better able to respond to the lifelong learning needs of Saskatchewan’s diverse population and our global economy. (Saskatchewan Learning, 2003, p. 2)

The department’s vision included the belief that “Through life-long learning, all Saskatchewan people become knowledgeable and skilled citizens contributing to and benefiting from society and the economy” (Saskatchewan Learning, 2003, p. 3).

Moreover, through government leadership, the province can transform socially and economically through the new learning sector.

   The department envisioned young healthy children transitioning to a public school system that provided experiences to prepare them for post-secondary education and then work. Based upon a new Saskatchewan Learning Organizational Chart (Saskatchewan Learning, 2003), the new learning sector provided a wide-range of learning opportunities and environments to meet children, youth, and adults learning needs and to build the economy, as displayed in Figure 14. In addition, the new structure provided access to a robust learning environment supported by a public library system. Moreover, to accomplish the department’s vision, a detailed performance plan to measure outputs outlines a “balanced” approach to address the needs of individuals, communities, and the economy.
Figure 14. Saskatchewan Learning organizational chart.

Training System Review

In 2005, the *Training System Review: Final Report of the 2005 Training System Review Panel, A New Training Model for Saskatchewan* (McArthur, 2005) was released. Chaired by D. McArthur, a former NDP Member of the Legislature and Cabinet Minister, was the most comprehensive review of adult education and training in Saskatchewan history. The scope of the review was expanded to include “all” publicly funded training activities. The report emphasized the need to adopt a new training model that was flexible
to learners’ needs and their circumstances. Moreover, the training system review recommended that employers must enhance the skills sets of their workers in order to be able to compete in the new global economy and that upgrading workers’ skill sets were required so that they could support their families. The panel’s report concluded that the training system would have to recognize many new realities over the coming years and suggested, “the New Training Model (NTM) provided a framework to guide those changes” (McArthur, 2005, p. 1), providing a new vision and direction. As such:

[The NTM would reach] into [the] home, the workplace, and the community. It [the NTM] embraces continuous learning, recognition of prior learning, integration of learning activities, the division of traditional learning into components, decentralization, linkages to employment and work, active mobilization of all parts of the population, and recognition of labour market needs. (McArthur, 2005, p. 80)

Utilizing the NTM, the training system panel concluded that the best social policy was a job. The model promoted support for all people to become more productive and to enhance their productivity and earning capacity throughout their lives. Based upon a high degree of integration, the NTM was to be a “seamless and concentrated effort on a multiplicity of outcomes all linked to one another” (McArthur, 2005, p. 263). This integration included, but was not limited to, the Association of Saskatchewan Regional Colleges, Saskatchewan Apprenticeship and Trade Certificate Commission, SIIT, DTI, which constitute a substantial share of the publicly funded Saskatchewan adult education and training. In addition to these organizations, the planning, collaboration, and coordination of the NTM included consultation with the Northern Labour Market Committee, and related Saskatchewan government departments. Although the panel made 121 recommendations on how the NTM will enhance the system 2005 to 2010, not
one recommendation focused on how to integrate a consistent governance model into the Saskatchewan adult education and training sector.

**Summary**

Chapter 2 began with a historical review of the Saskatchewan adult education and training sector. The review drew on archival and other primary source data including personal files, documents, and more than 60 years of annual government reports and related materials. The first and the youngest Minister of Education in Saskatchewan was W. S. Lloyd, whose tenure was from 1944 until 1960. Many of Lloyd’s decisions were influenced by his personal experiences, which included the hiring of Watson Thomson.

Watson Thomson was the first Director of the Adult Education Division of the Saskatchewan Department of Education. Although few accounts of Thomson’s philosophical perspective were uncovered, he believed that adult education was transformative and could better the lives of Saskatchewan people. Thomson believed that adult education existed at a higher philosophical level than political ideology and could influence public policy. He believed it possible that a new order or family of citizens was attainable not by individual acts but of that of a collective that worked to create a more equal and just society. Recently recovered source materials indicate that an incident that involved one study-action guide, in particular, forced Thomson’s resignation and did considerable damage to adult education movement in Saskatchewan and in Canada. The chapter also employed eight artificially constructed periods-of-time to organize the Saskatchewan Department of Education and its numerous reorganization from 1950 - 2005.
In 2005, the most extensive Saskatchewan training system review was conducted. Referred to as the *McArthur Report*, the scope of the review extended to all publicly funded training activities. The McArthur (2005) review panel concluded that a new training model could provide a framework to guide the changes required to allow the Saskatchewan adult and training system to adapt to the emerging global reality. Of the 121 recommendations made in the 2005 training system review, not one of the panel’s recommendations focused on Saskatchewan adult education and training governance. Chapter 2 introduced a historical review based upon primary materials, before presenting the secondary source materials in the literature review of Chapter 3.
CHAPTER 3: LITERATURE REVIEW

Chapter 3 presents a review of the literature relevant to the dissertation as well as further clarification of the study problem. Moreover, the chapter provides a contextual background to synthesize the study participant’s lived-experiences to produce recommendations to improve the Saskatchewan education and training sector. Beyond the primary source historical review in Chapter 2, this chapter specifically surveys the legal remedies, including legislation that could be implemented by governments to bestow power through a variety of board governance structures. The chapter also includes the amalgamation of a number of governance models. As such, the chapter provides a literature review of governance, governance boards, and an overview of governance theory and models.

Governance

From inception, administration and control of the Saskatchewan adult education and training sector was achieved through legislative governance. While universities somewhat remain constituent yet autonomous entities able to negotiate certain aspects pertaining to legislation, Saskatchewan adult education and training governance jurisdictions have been rigorously administered. Stewart (1959) explains this legislative tradition was bestowed full legal authority with the passing of the 1926 federal Statute of Westminster, which gave the “Dominions” legal recognition. This legislation granted the Legislature of Canada the power to represent the Queen: “The Queen is represented in the Dominion by a Governor or Governor-General, and it is recognized that he or she, like the Queen in Britain, will act on the advice of Minister responsible to the Dominion.
Parliament” (Stewart, 1959, p. 258). The Queen’s representative is the Governor General-in-Council.

In a fashion limited by federal precedent, provincial governments adopted procedures set out in federal statute. These procedures included the establishment of an elected Leader, a Cabinet, and individual Ministers responsible for specific portfolios. According to this “Westminster model” of governance, boards took direction from and reported to a Minister responsible for his or her assigned portfolio. Although the concept of ministerial responsibility never corresponded to a strict formula, it was once accepted as more a moral obligation than as a strict legal definition. Therefore, originally, a Minister was obligated to resign if he or she did anything morally reprehensible. Dyck (2002) explains the concept in the following.

The principle of individual ministerial responsibility – each minister being responsible to Parliament [a Legislative Assembly] for everything in his or her department – was once thought to entail a minister’s resignation over public servant’s errors, even those the minister knew nothing about. In an age of big government, however, the principle has lost its meaning. Ministers can still be criticized for failures and are expected to correct them, but they rarely resign except for a monumental personal mistake and conflict of interest. (p. 277)

In Saskatchewan, depending on the circumstance, the Minister responsible may or may not seek direct Cabinet approval or approval from the Premier.

Nicholson (1967) describes the leader as the head of government with the power to appoint a Cabinet. This author characterizes Cabinet as a formalized, yet loosely structured collective that approves all aspects of government and governance. However, “like everything else in the British system, it is more like a set of Chinese boxes, any of which when picked up and scrutinized is likely to be found empty” (Nicholson, 1967,
Similarly, the Premier, Cabinet Ministers, and Ministerial appointed institutional Board of Directors are all subject to political cliques, personal loyalties, and group pressure that often require compromise. As such, governance appointments are open often to influence and concession. Nicholson notes that such grand ideals as moral-based decision-making are easily eroded within such environments. As such, such decision-making is subject to less than ideal practices or more politically tangible pursuits. Beyond such politically tangible pursuits, reflected throughout this literature review as the norm, the dissertation explores governance that may exist beyond conventional legislated standards.

Simpson (1960) indicates that the word governance derives from the Latin word *gubernātio* that suggests a steering or guiding in a specific direction. Tully (2002) notes that governance is a word that derives from the French word *gouvernance*. Governance’s first usage was by Chaucer in English and it means the exercise of authority and control. Pierre (2000) infers that governance is the Zeitgeist of the late 20th century and governance “is about how to maintain the ‘steering’ role of political [and other] institutions despite the internal and external challenges to the state” (p. 4). For Pierre, Governance is a system – every organization has informal governance practices in place, but formal governance means the systematic codification of these practices at the top; Governance is about direction and control – how power and authority (and consequently responsibility and accountability) are located at the top of an organization, typically among the three members of the governance team: the owners, the board and the management, and; Governance is the responsibility of the board – while owners and managers have legitimate roles to play in effective governance, it is the board that must take the lead. (pp. 2-3)

In other words, governance appears to be a process of formal restraint used to control and direct a governing board. Today, this restraint comprises three formal teams in Saskatchewan adult education and training governance.
The first team member is a Chief Operating Officer (CEO) or president. In Saskatchewan, the CEO may or may not be a board member. In theory, but not always in practice, the CEO or president of a Saskatchewan post-secondary institution should be concerned with the day-to-day or operational side of management. As such, a lack of clarity between who is operating and who is governing an institution in Saskatchewan can be, at times, confusing. A second team restrains the CEO.

The second formal team of restraint in Saskatchewan is the board of directors. The board of directors is responsible for hiring a CEO or president. The CEO or president is the board’s only employee and the board has authority to recruit, hire, evaluate, and dismiss a CEO or president. In theory, the board sets the vision, goals, and key priorities for an organization. However, each organization or institution’s board chair reports to the Minister responsible and every board member in Saskatchewan serves at the appropriate Minister’s pleasure. As such, the relationship between the Minister and a board can be confusing. For example, if a particular board considers itself autonomous from the Minister, decision-making can work at cross-purposes.

Currently, the third member of the team in the Saskatchewan adult education and training sector is the Minister of Advanced Education, Employment, and Immigration (AEEI) or more accurately a Deputy Ministry controlled by the AEEI Minister. The AEEI Minister has the legislated authority to give direction to Saskatchewan adult education and training boards regarding their operations, programs, and services. The plan of action or the policies that the government endorses sets out the AEEI Minister’s vision, goals, and key priorities for the sector.
Although codified in legislation, the direction and control of the Saskatchewan adult education and training sector does not strictly adhere to any specific theory or model of governance found in the literature review. For instance, in *Excellence and Opportunity: The Future of Post-secondary Education in Saskatchewan* (McCall, 2007), governance of the Saskatchewan post-secondary or adult education and training sector is defined in the broadest terms: “All of Saskatchewan’s public institutions have different operating [governance] frameworks and accountability structures, reflecting their histories, directions and purposes” (p. 1). As such, even the most recent reviews of the sector have not been able to articulate what constitutes post-secondary governance in Saskatchewan. Moreover, since the last general provincial election in Saskatchewan, a pro-business government has signalled a change in the direction of governance policy. However, the change of policy is not fully articulated throughout the sector.

Oleson and Brunn (2003) define *policy* as written values and perspectives a board focuses on in order to direct institutional action. Hence, policies flow out of the concept of governance. Therefore, the kind of governance perspective an institution adopts could conceptually justify the reason a specific board exists and this can influence how a particular board conducts its business. For example, until the very near collapse of the world economy, a minimalist government argument implies that organizations run more efficiently and profitably with less state regulation and oversight. As such, less state involvement means less legislative control and less legislative control means more business-like decision-making. Translated, the argument proposes that a more efficient and better board governance structure is required for the global economy.
Hirst (2000) explains that the concept of governance restraint is a relatively new development and indicates that governance “has a multiple meaning and there is a good deal of ambiguity between its different usages” (p. 13). For many jurisdictions, governance restraint means government rule, regulation, and oversight. For the Government of Saskatchewan, governance restraint means Cabinet consultation with a Minister who appoints, directs, and removes board members on agencies, committees, and institutions. For many global entities, governance restraint suggests an antiquated, democratically based, and slow process, which must be adapted to a new global reality. However, since the sub-prime mortgage crisis in the United States that affected every bank in the world, many academics suggest revisiting the idea of some level of governance restraint through government regulation is under review.

The exact meaning of governance could sometimes be determined by legislation or by other means. Hirst (2000) notes that the term corporate governance became a mainstream phrase used after the publication of the British Cadbury Committee Report in 1992 to describe business forms of governance. Monks and Minow (1996) define “corporate governance” as “the relationship among various participants in determining the direction of performance of corporations” (p. vii). Alternatively, Muth and Donaldson (1998) conclude that the decision-making relationships on “corporate governance” boards are orthogonal, that is, “analysis of each structural dimension in isolation are subsequently shown to be misleading because they masked interactional effects” (p. 26). However, Oleson and Brunn (2003) state that the most common usage of the term corporate governance denote a business orientation.
Regardless of how the Oleson and Brunn (2003) term is used, for both nonprofits and for-profit governing boards, the concept of corporate governance remains imprecise and contingent upon how it is used by different groups. The definition that is widely accepted today is that governance “is the system by which companies are directed and controlled” (Oleson & Brunn, 2003, p. 222). For example, in the case of multinational corporations, Korbin (2005) implies that today is a period characterized by what James Rosenau called “governance without governance” (Korbin, 2005, p. 233). Korbin offers the position that globalization entailed a systematic transformation of power from the sovereign states to nonterritorial and transitional governance structures such as multinational corporations. As will be discussed later in this dissertation, a transition away from traditionally legislated governance to governance by self-regulating or technocratic boards could have already started to take place in Saskatchewan.

Elkington (cited in Cornelius, Woods, Janjuha-Jivraj & Wallace, 2007) believes that ethically integrated governance of community-based boards comprises a wider set of business ethics than those of “rarefied corporate boardrooms” (p. 4). Likewise, Low (2006) suggests that the use of the word corporation could be adapted to embrace sectors beyond for-profit by replacing the word corporations with organizations. This author notes that a corporation is oriented towards for-profit and an organization is oriented towards non-profit. Therefore, a conceptual model is conceivable from which to produce a broad theoretical perspective by placing a corporation on a continuum between a corporation and an organization.

On such a continuum, Saskatchewan adult education and training governance could be placed somewhere between a corporation and an organization, because each
institution is supported by public funding and is expected to generate profits for programming. For example, a portion of the researcher’s work within the sector consisted of leveraging public funds to generate programming that would supplement provincial grant funding. The idea of Saskatchewan education institutions generating higher revenue streams is a discussion more fully developed in Chapter 5 of this dissertation.

Spear, Cornforth, and Aiken (2007) maintain that while there has been less work done on ‘hybrid’ social enterprise theory and models that embrace both for-profit and non-profit bodies, a considerable amount of research has been conducted on the third sector. Such third sector or “nongovernment” organizations represent a voluntary sector of community or national economies. These nongovernment organizations (NGOs) are non-profit, and they are not state agencies. This third sector includes groups as diverse as advocacy, charity, community, religious, and volunteer organizations. The third sector represents the non-profit end of a distribution of governance perspective on the opposite end of a spectrum from for-profit companies and business corporations. The origins of many contemporary non-profit sector organizations are rooted in a tradition of groups of people working on behalf of the disadvantaged without personal gain, while being socially conscious. Obviously, this sector has and continues to influence the daily lives of millions of people through a variety of nongovernment and similar organizations. However, the rich history and contributions of the third sector and their governance boards are beyond the scope of this dissertation.

**Governance Boards**

The sole reason for a board to exist is to govern. Oleson and Brunn (2003) state “Simply put, governance is a system, it is about direction and control and it is the
responsibility of the board” (p. 8). Thus, the type of board governance an organization employs could have a dramatic influence on the direction of decision-making capabilities. In theory, the suggestion is that boards are responsible for their own structures and processes, strategic planning, delegating responsibility, and measuring progress. However, in Saskatchewan, every board function is subject to Ministerial oversight and revision.

Korbin (2005) says that, as the world transforms from one ordered geographically to one territorially networked system of governance, it is not yet clear how board composition and governance will change. This author explains that:

Control over space, national markets, and nation-states is no longer sufficient to ensure control over economic and political activities. The new forms of governance just beginning to emerge lack legitimacy and [they] are poorly understood. (Korbin, 2005, p. 219)

Many governments display elements of an emerging form of a minimalist governance perspective. This perspective promotes less government influence and faster forms of decision-making required to remain competitive in a world economy. Since the theoretical perspective a board employs directly influences decision-making, an appreciation of the main models of governance provides invaluable reference points for the Saskatchewan adult education and training sector.

Knowledge about how board governance models contrast, link, or overlap have direct implications for understanding Saskatchewan adult education and training decision-making. On the one hand, Etozioni’s (1988) study on normative-affective factors and decision-making indicates that matters of public policy could be determined by considerations that are not economic in nature, such as on a moral basis; moreover, “most choices are made on the basis of emotional involvements and value commitments”
(p. 125). As governance is ever evolving and new values appear to be entering the decision-making process, board composition and structure based upon moral beliefs should matter. However, whatever future choices governance boards make, the composition and structure of boards affect decision-making. Further, although no two boards are the same, they may share many essential features.

Spear et al. (2007) advise that the maintenance of a board represent a variety and mixture of complex theoretical approaches or models. Understanding, to some degree, these different approaches and models could reveal the strain under which Saskatchewan boards operate and could be “highly relevant both for improving theoretical understanding of governance issues [and]…also for assisting in normative concerns for the better design of governance systems” (Spear et al., 2007, p. 11). While perspectives such as control versus collaboration within and without Saskatchewan board structures create a variety of tensions that may or may not be resolvable due to the very nature of legislative processes and traditions, not all models of board governance apply in this work. However, the models discussed (see Table I) and critiqued, provide insight into the unique nature of governance in Saskatchewan.

In this study, a number of theoretical perspectives provide a fundamental understanding of the diverse experiences of key decision-makers in Saskatchewan adult education and training governance. Titchen and Hobson (2005) describe such understandings as “the study of lived, human phenomena within the everyday social contexts in which the phenomena occur from the perspective of those who experience them” (p. 121). These authors suggest that the value of examining such phenomena of professional practice is increasingly important. In fact, Ezzamel (2005) suggests that
board maintenance and board dynamics directly relate to board composition. A key reason why it was important to understand board composition is that:

It is likely to impact upon the manner in which the board functions and also on how power and influence are allocated and become manifest within the board. Selection of board members reveals further dimensions of power within the board in relation to who hires important executive and non-executive directors. Issues of personal loyalty within the board and degree of independence loom large in this context. (Ezzamel, 2005, p. xiv)

An understanding of board composition is especially relevant to the Saskatchewan adult education and training sector because of the special relationship to the sector’s Minister. In Saskatchewan, board composition has significant political implications. For instance, the sector’s history indicates that a change in government usually follows a change in board composition. Since board members serve at the Minister’s pleasure, even a nonelectoral change such as a Cabinet shuffle can initiate the appointment of new board members.

Houle (1997) suggests that all boards share common forms with basic similarities. Hence, the board is “an organized group of people with the authority to control and foster an institution that is usually administered by a qualified executive and staff” (Houle, 1997, p. 6). Moreover, boards generally involve movement towards a tripartite system where (a) they establish policies and direction, (b) an executive coordinates daily activities, and (c) a member of staff carries out duties. This dissertation accepts that an understanding of board composition and board models may still be inadequate in comprehending the nature of the interrelated and complex structures that comprise the Saskatchewan adult education and training sector.
Operation of Governance Theories and Models Overview

In this study, Spear et al.’s (2007) six governance perspectives are a starting point to attempt to begin to grasp different theoretical approaches and the implications of Saskatchewan adult education and training governance models. These perspectives allow comprehension of the differences among and between the theoretical models. Although these models represent the actual ways governance theories and models exist, a direct application of them may not practically translate into governance applicable to the Saskatchewan adult education and training sector. For example, in comparing non-profit governance to for-profit governance, Cornforth (2004) indicates that “the governance of non-profit organizations…is relatively under theorized in comparison with the governance of business corporations, where there is a large literature on corporate governance” (p. 1). Similarly, a lack of governance literature and research relating to the Saskatchewan adult education and training sector severely hampers theorization. In fact, this dissertation is probably the first study to question the theoretical underpinning of the sector. Thus, although this overview may highlight specific instances of governance theories and models, these instances may not be generalizable to the Saskatchewan adult and education sector.

Additionally, it is helpful to distinguish the differences between non-profit, for-profit, and public governance to situate them along a governance continuum. Understanding how the different governance models in those spheres are situated is helpful in understanding the specific roles board members play in the Saskatchewan adult education and training sector. However, the integration of those roles into the sector without significant additional research is not possible. For instance, Cornforth (2004)
indicates that such an approach may be problematic since governance is inherently
difficult and complex and scholars need to find new ways of thinking about governance
that moves beyond narrow theoretical frameworks. In fact, “Taken individually the
different theoretical perspectives are rather one dimensional, only illumining a particular
aspect of the board’s role” (Cornforth, 2004, p. 2). Cornforth recommends:

For instance, we need more comparative studies that systematically compare the
governance of organizations in different sectors and fields of activity and examine
how these difference shape board composition, roles and relationships. An
example here is the work of Otto (2003) who examined the role of chairs of
governing bodies and senior managers in voluntary, statutory and private sector
organizations. (Cornforth, 2004, p. 11)

In a similar manner, there has been very little research conducted in Saskatchewan to
compare systematically the governance models used in Saskatchewan adult education and
training institutions. In the 1980s, for instance, the Carver governance model was present
at Southeast Regional College. Although no other Saskatchewan post-secondary
institution incorporated this particular model, other institutions were more or less free to
explore governance options. Therefore, beyond a general framework for analyzing the
ideals and diverse tensions that shaped governance in the sector, there is no officially
stated or preferred Saskatchewan adult education and training model of governance.
Taken from Spear et al. (2007), Table 1 provides a matrix of how board governance
theories and models operate.
### Table 1

*How Different Board Models Work*

<table>
<thead>
<tr>
<th>Theory</th>
<th>Interests</th>
<th>Board Members</th>
<th>Board Rule</th>
<th>Model</th>
</tr>
</thead>
<tbody>
<tr>
<td>managerial hegemony theory</td>
<td>Organization and managers have different interests</td>
<td>‘Great and good’</td>
<td>Symbolic:</td>
<td>‘rubber stamp’ model</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>- ratify decisions</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>- give legitimacy (managers have real power)</td>
<td></td>
</tr>
<tr>
<td>resource dependency theory</td>
<td>Stakeholders and organization have different interests</td>
<td>Chosen for influence with key stakeholders</td>
<td>Boundary spanning:</td>
<td>co-operation model</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>- secure resources</td>
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<tr>
<td></td>
<td></td>
<td></td>
<td>- stakeholder relations</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>- external perspective</td>
<td></td>
</tr>
<tr>
<td>stakeholder theory</td>
<td>Stakeholders have different interests</td>
<td>Stakeholder representatives</td>
<td>Political:</td>
<td>stakeholder model</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>- balancing stakeholder needs</td>
<td></td>
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<td></td>
<td></td>
<td></td>
<td>- make policy</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>- control management</td>
<td></td>
</tr>
<tr>
<td>democratic theory</td>
<td>Members/the public contain different interests</td>
<td>‘Lay’ representatives</td>
<td>Political:</td>
<td>democratic model</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>- represent member interests</td>
<td></td>
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<tr>
<td></td>
<td></td>
<td></td>
<td>- make policy</td>
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<td></td>
<td></td>
<td></td>
<td>- control executive</td>
<td></td>
</tr>
<tr>
<td>stewardship theory</td>
<td>Organization and managers share interests</td>
<td>‘Experts’</td>
<td>Improve performance:</td>
<td>partnership model</td>
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<tr>
<td></td>
<td></td>
<td></td>
<td>- add value to top decisions-strategy</td>
<td></td>
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<tr>
<td></td>
<td></td>
<td></td>
<td>- partner/support management</td>
<td></td>
</tr>
<tr>
<td>agency theory</td>
<td>Organization and managers have different interests</td>
<td>‘Guardians’ of non-profit mission</td>
<td>Conformance:</td>
<td>compliance model</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>- safeguard ‘owners’ interests and oversee management to ensure legal compliance</td>
<td></td>
</tr>
</tbody>
</table>

It is interesting to note that all of the study participants were well aware of the above six models of governance and the concepts that related to those representations. Each study participant had participated in either strategic planning or governance training during the life of his or her careers in the sector. Although not describing all governance models of governance, these six models represent a majority of the theories and models in the
literature that have a relationship to board governance in the Saskatchewan adult education and training sector.

**Managerial-Hegemony Theory**

The first of six governance perspectives is managerial-hegemony. Hung (1998) expounds the idea that the institutional force exerted upon a board by its own management is managerial-hegemony. In situations where management exerts real power over a board, the board’s power is more symbolic. Ridley-Duff (2007) depicts a managerial-hegemony process as recasting of the board’s role from active influence and participation to more of “a habit of thought perpetuated through mimetic processes” (p. 385). When placed in such an environment, a board habitually begins to mimic a real decision-making process and automatically grant authority without proper consideration.

Since such boards do not directly participate in establishing their own structures and processes, Chen (2007) suggests, “there is no [real] relationship between the composition of the board and the company’s choice of diversification strategy” (p. 10). In other words, the board’s role becomes a fabrication, where board members have little influence in setting the real strategic direction. Stiles and Taylor (2001) propose that even though such boards legally exist, in practice, they might constitute something less than many might think: “According to this theory, the board of directors, is in effect, a legal fiction and is dominated by management, making it ineffective in reducing the potential for agency problems between management and shareholders” (p. 18). Moreover, Stiles and Taylor posit the idea that managerial-hegemony theory “ignores a great deal of the board’s potential for active influence in the running of the organization” (p. 10). With a manager in charge, board member’s opinions are often not encouraged or solicited.
In its most negative form, managerial-hegemony significantly reduces board member input in the decision-making process. As such, this could be characterized as a pessimistic governance model. Some organizations run by professional managers control the governance process to the point that board participation is rendered to that of a “rubber stamping” process. In such situations where management has real power and board power is symbolic, board governance participation is equivalent to a rubber stamp model. Ezzamel (2005) warns that the use of a rubber stamp model not only has the potential to disrupt board maintenance and dynamics, but also directly impacts board composition. For instance, the researcher’s experience indicated that in the Saskatchewan Regional College system, the CEO or president had considerable influence in replacing retired or new board members and in the names submitted to the Minister for board appointments. The danger inherent in such an approach is that the Minister acquiesces to the CEO’s or the president’s recommendations without the board having extensive input into the decision-making process.

Shivdasani and Yermack’s (1999) study on CEO involvement in board selection indicates that CEO influence on board of governor directors could be problematic especially when directors are selected by the very managers they are supposed to oversee. “Such allegations have led to proposals that boards choose directors through nominating committees composed only of independent members of the board” (Shivdasani & Yermack, 1999, p. 1829). Shivdasani and Yermack conclude that:

A possible interpretation of this evidence is that influence in the director selection process is a mechanism used by powerful CEOs to curb the performance pressures that arise from monitoring by the board. More broadly, our results illuminate how the influence of the CEO serves as an important determinant of the governance structure. (Shivdasani & Yermack, 1999, p. 1852)
Without the board being informed about and participating in all aspects of decision-making, an overreliance on a managerial-hegemony theoretical perspective could usurp a board’s ability to govern.

Examples of managerial-hegemony are uncovered across the business world. Cornforth (2004) states that a variety of empirical studies proves that managerial-hegemony have created a new professional class. These studies demonstrate that many business-orientated boards end up with little more than a rubber stamp function. Beyond the business world, he explains that:

Although this theory was developed in the study of large business corporations, many of the process it describes just seems relevant to [including Saskatchewan adult education and training governance] cooperatives and mutual organizations; for example the separation of members who ‘own’ the organization, from those who control it, and the increasing growth of professionalism of management. Indeed, it could be argued that the involvement of ordinary members on the boards of cooperatives will mean that they are likely to lack the knowledge and expertise to effectively challenge management proposals and decisions. (Cornforth, 2004, p. 6)

As with the other governance theories discussed, managerial-hegemony has implications for how board members react to management and how this theoretical perspective influences board member decision-making.

Spicer and Böhm (2007) suggest that some of the more negative aspects of decision-making utilized within managerial-hegemony models of governance can be countered from a global perspective. They suggest that resistance to this kind of decision-making is reversible. To address the gaps that exist between existing models and a movement toward more cooperative decision-making processes that resist such processes may be possible through social movements. Spicer and Böhm argue:
That movements differ in terms of the strategy they follow (political or infra-political) and the location of the struggle (workplace or society). This framework identifies four ideal types of movements that engage with discourses of management. While each of these movements are important, perhaps the most interesting forms of resistance [to managerial-hegemony] involve novel and interesting connections being crafted between movements in order to create a logic of equivalence between different struggles. We argue that these moral connections between movements are established through creating common mobilizing structures, common issues and collective emotions. (p. 1691)

As such, in some instances, there is growing research that indicates that managerial-hegemony models of governance may be on the decline.

**Resource Development Theory**

The second theoretical governance perspective is the resource development theory. Introduced in the 1970s, this theory is a relatively new development that has recently gained some prominence. According to Pfeffer (2003), the theory promotes three key themes. The first theme is the importance of the social context or environment. The board environment can assist in understanding decision-making that ranges from alliances and mergers, to whom to hire as CEO or president, and even to board composition. Pfeffer suggests that “the need for resources, including financial and physical resources, as well as information obtained from the environment, make organizations potentially dependent on the external sources of these resources” (p. 2). Within the theory, organizational survival could depend on maintaining a coalition of support outside of the organization.

The second theme Pfeffer (2003) promotes is the opportunity to be efficient even when there are a number of situational and environmental pressures: “strategic choice was both possible and sometimes, although not inevitably, efficacious because the strategies to overcome constraint sometimes worked” (p. 2). Pfeffer explains:
The general premise was that social context mattered...The idea was that if you wanted to understand organizational choices and actions, one place to begin this inquiry was to focus less on internal dynamics and the values and beliefs of leaders and more on the situations in which organizations were located and the pressures and constraints that emanated from those situations. (p. 2)

This theme reveals how relationships external to the organization exert influential forces, which potentially represent a fundamental shift in how organizations run. As such, board composition could reflect external events such as the election of a new government. For example, the election of a new government in Saskatchewan can make boards highly sensitive to internal organizational cultures, as each election is followed by board change.

Third, Pfeffer (2003) introduces the idea of power for understanding both intraorganizational and interorganizational behaviour. He explains that emphasizing power instead of economic efficiency distinguishes resource dependence theory from interorganizational relationships among buyers, sellers, competitors, and clients. This aspect of the third theme focuses on the dependency of external sources of resources. Hendry and Kiel (2004) argue that resource development theory “focuses on the role of boards in attaining resources rather than using such resources” (p. 503). Cornforth (2004) explains that this makes such organizations’ survival dependent on other actors and groups and as such:

They need to find ways of managing this dependence and ensuring they get the resources and information they need. From this perspective, the board is seen as one means of reducing uncertainty by creating influential links between organizations through for example interlocking directorates. The main functions of the board are to maintain good relations with key stakeholders in order to ensure the flow of resources into and from the organization, and to help the organization respond to external challenge. (pp. 4-5)

Such an overreliance on obtaining specific actors may have led to the demise of the Saskatchewan Labour Market Commission (SLMC). For example, the Saskatchewan
Party rejected one particular actor selected to head up the SLMC, after the provincial election.

The SLMC had two high profile co-chairs. One co-chair was the President of the Saskatchewan Federation of Labour (SFL) and the other was a high profile businessperson. However, when the traditionally labour friendly NDP lost the election to a less labour friendly political party, the SLMC was required to cease operation just over one year from the time legislation established it. The SLMC was to consult with labour market stakeholders and government and was an “organization created to ‘connect the dots’ and provide strategic advice to the Government of Saskatchewan on how to address various issues and opportunities facing current and future development of the provincial labour market” (Saskatchewan Labour Market Commission, 2008, p. 6). Other SLMC stakeholders included Aboriginal groups, business, and education and training institutions.

A July 3rd, 2009, Enterprise Saskatchewan news release (Government of Saskatchewan, 2009) reported that the SLMC had submitted its final report. The report focused on three themes: information and communication, workforce and workplace enhancement, and attraction and retention of highly skilled workers. AEEL Minister Rob Norris praised the SLMC and states “some of the recommendations put forward by the commission are already being acted upon while others are helping with program analysis and strategic planning” (Government of Saskatchewan, 2009, p. 1). However, it is reasonable to argue that while praising the work of the SLMC, Enterprise Saskatchewan was changing the policy direction set by the President of the SFL. As the Government of Saskatchewan news release stated:
As a next step in the province’s labour market development efforts, Enterprise Saskatchewan is working to establish the new Sector Issues Council. The Council will provide key advice on all stages of the new Labour market Strategy from development through execution. The Sector Issues Council is expected to hold its first meeting in September 2009. (Government of Saskatchewan, 2009, p. 1)

Many Saskatchewan people recognized that having the head of the SFL on a labour market commission after electing a pro-business government could not last. Thus, without the proper mixture of restraint when employing a resource development theory or model of governance, a board’s ability to function cannot only be impaired but can be soundly defeated under the right set of circumstances. If the SLMC had chosen a governance model that was not dependent on specific actors to obtain resources, it may have survived a change in government.

While many studies point to the advantages that resource development theory forms of collaborative governance offer, Ansel and Gash’s (2007) meta-analysis of 137 forms of collaborative governance identified critical factors that determine whether or not collaborative modes of governance are successful. Although resource development theory and other kinds of collaborative governance models may point to great success,

Other studies, however, point to problems that collaborative studies encounter as they pursue these valued outcomes: powerful stakeholders manipulate the process; public agencies lack real commitment to collaboration; and, distrust becomes a barrier to good faith negotiation. (Ansel & Gash, 2007, p. 563)

As demonstrated by the SLMC, organizations utilizing a resource development theory of governance dramatically influence government stakeholders.

**Stakeholder Theory**

The third theoretical governance perspective inherent in much post-secondary education is stakeholder theory. Stakeholder theory suggests that stakeholders have
multiple interests. Weiss (1995) proposes that stakeholder theory presents a model of enterprise in which all legitimate persons or groups participate to obtain benefits. As such, he notes, “the model is based on the idea that the enterprise exists to serve the many stakeholders who have an interest in it or who may be harmed or benefited by it” (Weiss, 1995, p. 1). The fundamental premise of the theory assumes that the interests of all stakeholders have equal intrinsic value and no single interest dominates another. This approach leads to a political role for boards. This role involves negotiating and resolving the potentially conflicting interests of different stakeholder groups. A political role allows board members to determine the objectives of the organization and to set policy using stakeholder model governance.

A board that employs stakeholder model governance is concerned with the relationship of both board processes and the outputs produced by management. Each board member has an equal say in what processes apply to any given output management attempts to produce. However, Jensen (2003) suggests that those favouring the claim that management actually employs a model of governance decided by board members, who run it in the interests of all stakeholders, presents issues because:

Proponents of stakeholder theory offer no explanation of how conflicts between stakeholders are to be resolved. This leaves managers with no principle on which to base decisions, making them accountable to no one but their own preferences – ironically, the very opposite result from which stakeholders theorists hope to achieve. (p. 1)

Accordingly, the need for a board to balance constituent group concerns in an attempt to have no particular group dominate the group is problematic.

Sometimes, a board’s ability to represent stakeholders’ legitimate interests involves issues of geographical proximity, which can relate to board size. A case in point
is representation on the Saskatchewan Northern Labour Market Committee (NLMC). The NLMC has three co-chairs and (depending on the location or the time of the year) a board meeting may consist of more than 50 legitimate board representatives from multiple Saskatchewan locations separated by long distances. If the NLMC board was strictly devoted to adhering to a stakeholder model of governance, where no geographical interests could dominate over others, the committee’s decision-making process may be impaired. Impairment occurs when board members present at a meeting would be required before making a decision.

Increasingly, beyond the public sector, the matter of more equal representation is being discussed for boards employing a stakeholder theory of governance. At the corporate level, the idea of a stakeholder theory of the modern corporation is gaining acceptance in some circles. The implication is that corporations have a moral and fiduciary obligation beyond the view that managers bear absolute loyalty to their immediate stakeholders. Freeman (1995) suggests that corporations have ethical obligations that transcend the firm:

I argue that the legal, economic, political, and moral challenges to the currently received theory of the firm, as a nexus of contracts among the owners of the factors of production and customers, requires us to revise the concept. That is, each of these stakeholder groups [suppliers, customers, employees, stockholders, and the local community] has a right not to be treated as a means to an end, and therefore must participate in deterring the future direction of the firm in which they have a stake. (p. 66)

As discussed later in the dissertation, the election of a free market government in Saskatchewan may have signalled a shift away from a broader understanding of stakeholder theory and the public’s legitimate right to be a part of adult education and
training decision-making in favour of the development of less democratic technocratic boards.

**Democratic Theory**

The fourth theoretical governance perspective that has implications for adult education and training is democratic theory. Spear et al. (2007) maintain that board members who are elected by the public could entertain different interests than those appointed to a board that does not go through a general election process. A democratic board selection practice allows for a general election process that is open to all members of a group. A democratic model promotes the idea that a board functions utilizing nonexpert representatives that consist of lay members that hold a variety of interests and backgrounds. According to Spear et al.

A democratic perspective suggests that the job of the board is to represent the interests of one or more constituencies or groups the organization serves. Expertise is not a central requirement as it is in the partnership model. Central to this view is that any member of the electorate can put himself or herself forward for election as a board member. (p. 252)

They suggest that for an increasing number of academics and policy makers, the idea of advancing even more democratic governance models in education and training systems is essential to counter the movement toward less democratic governance models. Increasingly, less democratic governance models seem to be a major component of globalization. Vigoda (2003) insists that issues inherent in board democratic models and stakeholder participation must extend to more citizens. “Such reforms will create a different and more flexible model of governing that combines responsiveness, collaboration, and the ideal type of citizens ownership” (Vigoda, 2003, p. 537). The author observes that the traditional structures of government and public administration
require immediate reforms based upon a democratic prototype that improves access and participation.

Democratic reform extends far beyond current theories of public management and must do more than serve clients and owners. Reform must include greater collaboration with citizens’ needs that result in creating a high-performing type of public organization “that will work better for societies as well as for individuals in the generations to come” (Vigoda, 2003, p. 528). Although Vigoda insists that participation inherent to the democratic model must extend to more citizens, the gap between the ideal and the reality for governance boards devoted to a purely democratic theoretical perspective could be more theoretical than real. Less than perfect scenarios could befall education and training boards that are geographically diverse. Such was the case for the Gabriel Dumont Institute of Native Studies and Applied Research (i.e., GDI) (2010).

The GDI Board of Governors is represented by the twelve regions of the Métis Nation–Saskatchewan (MN–S), and is ratified by the Provincial Métis Council (PMC). The PMC Member who is assigned the Education portfolio sits as the Chairperson of GDI’s Board of Governors. All positions on the Board of Governors are for three years…GDI was formed in 1980 to serve the educational and cultural needs of Saskatchewan’s Métis community. Since its inception, GDI has evolved from an institution focused primarily on cultural education and renewal to one that has a dual focus on employment training and cultural education. As a completely Métis-directed educational and cultural entity, GDI is unique in Canada. (GDI, 2010, p. 3)

Although GDI promoted the democratic idea of representation for all Métis people, due to the vast size of the province, and the more than 100 Métis political “locals” involved across the province of Saskatchewan, democracy was not served. GDI board governance often involved political activity, which varied in intensity at different locations across the province. For example, the *GDI Board of Governors Orientation Manual* (Gabriel Dumont Institute of Native Studies and Applied Research, 1980) indicates that all locals
of the Métis Nation-Saskatchewan (MNS) shall democratically be entitled to appoint delegates from each local to the GDI board. Each MNS local shall appoint members to the GDI board based upon a registered membership formula. This formula suggests “4 delegates to represent the first one hundred or portion thereof of its registered membership; and 3 delegates to represent each additional one hundred or portion thereof of its registered membership; 1 delegate per 50 students not to exceed 6 delegates” (Gabriel Dumont Institute of Native Studies & Applied Research, 1980, p. 1). As such, MNS board selection was not a process open to all Métis people. Moreover, many of the kinds of problems associated with Métis democratic governance are visible in other education sectors.

In fact, many issues concerning democratic governance in post-secondary institutions are inherent across Canada. Dennison (1995) argues that more participatory democratic governance models are required to improve communication, morality, and trust within the Canadian community college system. He put it this way:

Democracy in governance is as appropriate to the community college as to the university. This does not mean, however, that the governance model characteristic of the university should be simply transplanted into the college [system]…Nevertheless, the fundamental principle, that is, that in any democratic [education] organization individuals should participate in the formation of decisions that affect them directly, must apply to community colleges. (Dennison, 1995, p. 35)

Dennison indicates that while it may not be possible to describe a general mode of democratic governance for every Canadian education institution, it is important that all provinces develop democratic governance structures that are consistent with the culture and role of each region of Canada.
Stewardship Theory

The fifth theoretical governance perspective with implications for adult education and training is stewardship theory. Meister-Schoytt (2007) describes stewardship theory as a partnership model where the organization and managers share interests. “The theoretical assumptions are the opposite to that of agency theory [to be addressed later]: managers want to do a good job and will act as effective stewards of the organization’s resources” (p. 251). Lambright (2008) advances the idea that most theorists believe that stewardship theory is the alternative to agency theory. He suggests, “instead of being motivated by personal goals, stewardship theory assumes that individuals are interested in achieving collective goals” (Lambright, 2008, p. 2). Huffit (cited in Bhargava & Wells, 2006) uses stewardship theory to describe people as acting in a socially cooperative manner. This interpretation implies that the power of the steward was personal: “The steward is motivated by higher order needs of growth, achievement, and self-actualization and by intrinsic rewards” (Huffit, p. 6). Block (cited in Bhargava & Wells, 2006) argues:

That organizations exercising stewardship by elevating service over self-interest will be those that prosper. Supplanting leadership with stewardship exchanges control and consistency with partnership and choice for all levels of the organizational community…[and] the model of man should be a steward whose behavior is ordered such that pro-organizational, collectivistic behavior has a higher utility than individualistic, self-serving behavior. (p. 5)

These stewardship theorists contend that higher order needs could be more desirable utilizing a stewardship model of governance than using an agency model. An agency model consists of lower order needs, which are extrinsic and motivated by personal goals and an exclusive attachment to market value.
Muth and Donaldson (1998) suggest that many decision-making processes regarding board independence compliment those of stewardship theory. Stewardship theory recognizes a broad range of nonfinancial board behaviours not solely based on the market. According to these authors, “These include: the need for achievement and recognition, the intrinsic satisfaction of successful performance, respect for authority and the work ethic” (Muth & Donaldson, 1998, p. 6). In addition, stewardship boards believe they achieve a high level of performance and discretion when acting on behalf of stakeholders.

Within this partnership model, the board and management have similar interests and want to do an effective job as stewards for their stakeholder groups. Board and management motivation is intrinsic and their collective goals are not motivated by financial or market needs. The Saskatchewan Apprenticeship and Trade Certification Commission (SATCC) somewhat emulate the partnership model. Reporting directly to the Minister, the SATCC board comprises 20 or fewer members and represents equal numbers of employers and employees all of whom are involved in the apprenticeship process. Although the SATCC board displays a partnership model, seldom are all those beliefs shared by all the organizations and management across the Saskatchewan education and training sector.

Most institutions within the Saskatchewan adult education and training sector do not adhere to a stewardship or any other specific theoretical governance theory or model. As in most North American jurisdictions, post-secondary governance in Saskatchewan is constrained by legislation. Similar to Saskatchewan, Kater and Levin (2003) indicate that
the American college system includes a politically legislated model that describes how educational institutions govern. They stress that:

The political model incorporates issues of power, conflict and politics to conceptualize academic decision-making and provides an accurate account of the influences of external environment and constituents. The focus of shared governance in conceptualizing an institution as a political system is on the balance of powers between numerous constituencies and the negotiations required to develop consensus. (Kater & Levin, 2003, p. 4)

Accordingly, a governance board that exhibits a stewardship theoretical perspective such as the SATCC might be difficult to integrate into a system that employs legislatively determined approaches.

Moreover, Low (2006) suggests that the thrust of stewardship model of governance research can vary dramatically depending upon on the area of investigation. For example, research that emphasizes a stewardship governance model in the corporate sector may have a completely different focus than that of post-secondary education, as the corporate setting focuses in on primarily profit generation. Low described it in this way:

In most if not all cases the company strategy is financial maximisation either through sales, share value, dividends or other financial measures. Whichever measure is used the aim is the same – to maximise the wealth of the shareholders. The concept of stewardship emphasises the role of the board in their capacity as agents of shareholders and whose primary task is to utilize share capital in ways that will result in increased [dollar] value. (p. 383)

If a board changes direction from focusing on investing in people to that of a more corporate-like emphasis and investing in profit, new theories need to be developed to explain exactly how a stewardship model fits into adult education in training.
Agency Theory

The final governance perspective is agency theory. Cornforth and Huffit (cited in Bhargava and Wells, 2006) describe this sixth governance perspective as a situation where the board and managers have different interests. Although this characterization might not apply to all managers, Cornforth and Huffit portray the agency theory relationship as one that assumes the manager is self-serving and opportunistic. The power of this kind of administrator lies within an institutional structure where “the agency man [woman] is motivated by lower order economic needs and extrinsic rewards” (Cornforth & Huffit, p. 5). The agent performs for the owner’s benefit and maximizes the welfare of the principals. However, the agents’ own personal benefit often supersedes those of the principals.

Cornforth (2004) explains that an agency theory or a compliance model has been the dominant theory of the corporation and corporate governance arrangements. The theory assumes that the owners of an enterprise and those that manage it will have different interests. Thus, problems may arise when managers act in their own personal interest. From this perspective, Cornforth recommends that:

The main function of the board is to control managers. This suggests that a majority of directors of companies should be independent of management, and that their primary role is one of ensuring managerial compliance – i.e. to monitor and if necessary control the behaviour of management. (p. 3)

Moldoveanu and Martin (2001) maintain, “The role of boards is [still] therefore critically tied to the imperfect agency relationship between shareholders and managers that is itself a direct consequence of the modern corporation” (p. 3).

Likewise, Saint (2005) concludes that a fundamental assumption of agency theory is that self-interest is the prime motivator. Friedman (cited in Saint) traces this view back
to Adam Smith where “every person acting in their own self interest maximizes
efficiency and value for society” (p. 23). However, Kivisto (2005) infers that higher
educational institutions that employ this governance model do not always confirm the
assumption that self-interest leads to a greater value for society. For example, a level of
mistrust by government in higher educational institutions, universities in particular, leads
to demands for increased accountability.

As a theory characterized by mistrust, control, and compliance, agency theory is
able to propose a rather simple and straightforward answer to the questions
presented. According to agency theory, governments do not – and in fact they
should not – trust universities, simply because universities are likely to behave
opportunistically if they are not held accountable for the resources they receive.
(Kivisto, 2005, p. 2)

Although Saskatchewan adult education and training boards do not officially adhere to an
agency model of governance, study participants indicated that Saskatchewan and other
governments increased their accountability and reporting structures in recent years to
control self-interest and ensure appropriate business costs.

In a study on university governance, Meister-Schoytt (2007) indicated that many
education and training boards emphasize their ability to restrain management through
legal compliance. However, agency-like theories of governance are becoming more
prominent in many post-secondary systems, which see an emerging trend capable of
significantly influencing board decision-making processes along the lines of business
corporations. A long tradition of cooperative movements in the Saskatchewan adult
education and training sector indicate that the people of Saskatchewan constitute the
shareholders. As such, the decisions traditionally made by Saskatchewan government-
appointed boards were with interests of Saskatchewan citizens. However, as governance
boards move toward more business-like perspectives, there appears to be a shift away
from traditional Saskatchewan board structures. Such structures once focused upon collective efforts and building a society have become models that focus on more individualistic and competitive pursuits.

The implications of different theories and models for board governance in Saskatchewan adult training and education could be significant. An over reliance on any one of these six theoretical perspectives or models could usurp a board’s ability to govern. According to all but one study participant, no governance board is an expression of a single governance theory or model within Saskatchewan adult education and training. While some boards emphasize three or more aspects of different governance theories or models, most of the participants believed that no one theory or model dominates the Saskatchewan adult education and training sector.

Pierson (1998) suggests that an international movement by governments through the developed world has resulted in recasting public sector educational institutions to be more competitive, more managerial, more output-based (intensive auditing and labour market metrics), and more “contractualism” structured. Pierson reported in the late 1980s and 90s that a shift toward Conservative ideology in the British educational system introduced the notion that schools and colleges needed to become more effectively managed. As this author put it:

At its simplest, the expectation was that the introduction of private sector management styles, employment practices and accounting techniques would bring into the public services those much greater levels of efficiency and effectiveness which the reformers presumed to exist in private sector corporations…Increasingly, headteachers (and college principles and vice-chancellors) were to be seen a ‘chief executives’ of their various educational enterprises with increased responsibility for budgets and the general economic management of their schools/colleges. Educational institutions and their employees were to work to increasingly explicit and measurable targets. There
was to be a new emphasis upon explicit contracts and upon (audited) outcomes [outputs] rather than procedures. (Pierson, 1998, p. 137)

Pierson suggests that 10 years of Conservative rule in Britain did not demonstrate that a business approach to educational reform works. He explains that, in theory, the making of a business-like education system sounds great, but “in practice, the record is rather more patchy” (Pierson, 1998, p. 131). Thus, without sufficient research to prove that agency-like theories and models of governance work, it seems prudent that the Saskatchewan adult education and training sector not fully embrace such governance structures.

In light of 21st century global economic meltdowns, an increasing number of academics have begun to criticize agency theory as a governance model. Smallman, McDonald, and Mueller (2010) suggest that the financial environment now demands increased oversight and regulation. As such, agency theory is losing its appeal:

> Crucially we believe that the dominance of agency theory has led (explicitly and implicitly) to a wide-spread belief that is possible to legislate for behaviour, i.e., mandated structure and process force compliance. Unfortunately, in the case of most corporate failures, it is the moral compass of directors and chief executive officers that takes firms off course, and “morally cannot be legislated” (Martin Luther King Jr. – emphasis added). (Smallman et al., 2010, p. 195)

While impossible to mandate morality, absolutely, this does not preclude the use of legislative preambles to guide moral-based planning processes.

**Summary**

Chapter 3 has shown that Saskatchewan adult education and training governance achieves authority through legislation. Following a Westminster model and appointed by a Minister, Saskatchewan board of director members report to the Minister responsible for a portfolio that may or may not consult with the Cabinet or the Premier. This governance structure was subject to various interests and long-term outcomes were
subject to compromise. Some authors see government as a system of direction and control. A minimalist state argument generated much public-private debate and some authors believe government deprived of its ability to regulate the economy may not be able to oversee related governance structures.

Although legislation determines the exact meaning of governance, the term remains imprecise and is contingent upon its use by different groups. Some authors believe corporate governance could be adapted to describe for-profit governance boards, while organizational governance could be adapted to describe non-profit governance boards. Saskatchewan adult education and training board governance may be characterized somewhere between a corporation and an organization, as they are both expected to generate profits and are publicly funded.

The sole reason for a governance board to exist is to govern. The type of board governance employed does influence decision-making. Every one of a Saskatchewan governance board’s function is subject to Ministerial oversight; yet, knowledge about theories and models of governance have implications for improving Saskatchewan adult education and training decision-making. Although, all boards share essential features, no two governance boards are exactly alike. Ultimately, understanding different theoretical approaches and models could reveal the strain under which governance boards operate. Although not all theories and models of board governance were covered, six theories and their accompanying models were used to provide a general framework for analyzing board governance related to adult education and training. While the implications of different governance theories and models could severely affect governance, no Saskatchewan adult education and training board relies on any one specific model for
decision-making and, as will be discussed, the government does not appear to promote any ideal governance model.

In a broader framework, it was suggested that since the British Conservative government of the late 1980s and late 1990s “re-cast” public sector institutions there has been an international movement by various governments in the developed world to become more competitive, out-put based (intensive auditing), and managerial. The author indicates that although college heads were often viewed as chief executives, evidence to support that a business style of education is successful remains unclear.
CHAPTER 4: METHODOLOGY

Chapter 4 presents the research methodology. This chapter discusses the general research perspective and phenomenological sociology, as the specific research type or approach used in this dissertation. Phenomenological sociology includes a direct and an indirect research approach. Indirect phenomenological sociology demarcates from a direct phenomenological approach. However, a direct phenomenological sociological methodological approach helped complete this study. As such, four semi-structured research questions used to generate study data are as follows:

1. Why does the Saskatchewan adult education and training sector exist and what is its purpose?
2. What governance model most influences decision-making in the Saskatchewan adult education and training governance?
3. How does governance currently influence the Saskatchewan adult education and training sector?
4. What recommendations can decision-makers suggest to improve the Saskatchewan adult education and training system and its governance?

This chapter also introduces the study participants and refers to the University of Regina Research Ethics Board procedures used in the dissertation. Moreover, study methods include: (a) data-collection procedures, (b) data-collection methods, and (c) data analysis and interpretation.

General Research Perspective

Auerbach and Silverstein (2003) suggest that qualitative research includes analyzing and interpreting texts and interviews in order to find meaningful patterns that describe particular phenomena. According to Salvin (1992), qualitative research
encompasses various aspects of ethnographic or naturalistic inquiry. Furthermore, Rossman and Rallis (1998) propose that qualitative research is “quintessentially” interactive and that it allows the researcher to become the learner. They recommend that research involve face-to-face contact with study participants. As such, “the knowledge constructed during a qualitative study is essentially interpretive: The researcher makes meaning (interprets) what he learns as he goes along” (Rossman & Rallis, 1998, p. 26). As such, the researcher filtered Saskatchewan adult education and training decision-makers accounts of governance.

In addition, as a qualitative study, the general research perspective used is philosophically consistent with Denzin and Lincoln’s (2008) new qualitative research landscape. This landscape characterizes qualitative research as a field of inquiry that cuts across eight historical “movements” from ethnography through to the postmodern(s) era. This includes the newest movement or “fractured future” referred to as the eight moment:

The future, the eight moment, confronts the methodological backlash associated with evidence-based social movement. It is concerned with moral discourse, with the development of sacred textualities. The eight moment asks that the social sciences and the humanities become sites for critical conversations about democracy, race, gender, class, national-states, globalization, freedom, and community. (Denzin & Lincoln, 2008, p. 3)

Within such a research lattice, “The researcher, in turn, may be seen as a bricoleur, a maker of quilts, or, as in filmmaking, a person who assembles images into montages” (Denzin & Lincoln, 2008, p. 5). Therefore, like an artisan sewing together found materials or a movie documenter editing participant stories the researcher crafts a work that makes sense to him. However, like many other crafted qualitative accounts of life, the end result of this dissertation may not be seen, like the final stitches of a quilt, until
the final pieces of the study are discussed, interpreted, and the final recommendations proposed.

Denzin and Lincoln (2008) characterize this kind of qualitative approach to research as being beyond the traditional, the modernist, the postmodern, or the post experimental. They describe the eighth moment as a new practice that confronts the methodological backlash of evidence-based social movements. As such, this study further employs phenomenology and sociology in a bricoleur fashion. A bricoleur fashion suggests that “if the researcher needs to invent, or piece together, new tools or techniques, he or she will do so” (Denzin & Lincoln, 2008, p. 5). S/he will fashion what makes sense.

Bogdant and Taylor (1975) describe phenomenology as being concerned with understanding human behaviour from a participant’s frame-of-reference. From such a vantage point, a phenomenological approach seeks to understand phenomena “through such qualitative methods as participant observation, open-ended interviews and personal documents” (Bogdant & Taylor, 1975, p. 2). Titchen and Hobson (2005) further define phenomenology as:

The study of lived, human phenomenon within the everyday social context in which the phenomenon occur from the perspective of those who experience them. Phenomenon comprises anything that human beings live/experience. Increasingly, the value of experiencing the phenomena of professional practice has been emphasized. (p. 121)

As such, to understand the phenomenon of governance from participants professional lived experiences, the variety of qualitative research methods highlight areas of the Saskatchewan adult education and training sector not previously researched.
Phenomenological Sociology

Ferguson (2006) stipulates that the use of social phenomenological approaches could act as a unifying theoretical framework for constructing social reality. He believes that “phenomenology survived sociology in an attenuated form as a methodological critique of the persisting dominant research tradition of positivism” (Ferguson, 2006, p. 99). Thus, combining phenomenology and sociology in the study avoids using quantitative-based natural science methods and allows for qualitative-based methods that could be used to research and interpret the social reality that emerges.

Denzin and Lincoln (2003) describe a phenomenological sociological approach as being principally concerned with understanding how the everyday, the intersubjective world, is socially constructed. Utilizing everyday language and conversational interviewing, the aim of their approach is to grasp how people come to interpret their actions, the actions of others, and how these subjective experiences are intersubjectively connected. In the context of this study, this aim is accomplished by reconstructing participants’ subjective lived-experiences in such a manner that the data can be presented as the objective-like experiences that all the participants in the collective world of Saskatchewan adult education and training and governance communicated.

However, Roth (2005) warns that when used as research devices, interviews often do not actually describe the collective or social-world. In fact, the social world participants describe is just an interpretation they recalled from the memory of their actual lived-experiences. Thus:

The best it [the researcher] can hope for is the identification of structures in accounts of experience rather than in experience itself…The problematic nature of the relationship between post hoc interviews with subjects about what they say
they have done and what they have actually done has been pointed out. (Roth, 2005, p. 312)

For example, the sense we make of the world helps us describe and explain what happened in the past and to predict what might happen in the future.

MacKeracher (2004) suggests that the theories we construct of how the world works are experiential account based. She explains that we construct our own theories of how the world works based upon our assigned meanings and the patterns we perceive. As such:

The meanings we assign to reality – and our personal theories about life and reality – provide us with a cognitive representation of the real world, a sort of personal mental map or model that is never an exact replication of the real world, but only an approximation of it. (MacKeracher, 2004, p. 9)

However, while personal accounts may contain omissions and distortions, the dominant members of a particular group interviewed can share the meaning of a particular reality.

Denzin and Lincoln (2003) add that phenomenological sociologists use two conceptual tools “to understand how social reality, everyday life, is constituted in conversation [interviews] and interaction” (p. 297). The first is indexicality, which signifies that the meaning of a spoken word extends far beyond the context in which words are used. The second, reflexivity, involves the idea that such utterances are not just words but simultaneously pertain to doing something. In both cases, the researcher interprets the accounts of participants’ words in specific ways. As such, the words study participants use in the study also apply beyond the immediate interviews and influence the final recommendations.

Further, Aho (1998) distinguishes a phenomenological sociological approach from other approaches by focusing on the experiential realm of “phenomena.” This is
different from other aspects of the phenomenological tradition by emphasizing the social
over other ways of knowing. For Aho, and many phenomenological sociological
researchers, phenomena must exist in the “here and now.” This primary focus is what
Berger (cited in Bogdant & Taylor, 1975) calls paramount reality, which includes things
that are observable by anyone conducting a particular study. As Berger states, “Me, you,
them, we and it; the body’s moods and desires; it afflictions and pleasures; the passage of
time. Following well-established precedent, I call these objectives the elements of the
lived-world” (Berger, p. 3). While the idea of phenomena does not mean delving into
esoteric, mystical, or religious aspects often related with the word, it does mean that the
underlying feelings of wonder that are part of phenomenological sociology’s
philosophical origins are not lost. In fact, the sense of wonder the study produces was
respected. Ferguson (2006) reminds the reader that phenomenological sociology is about
something remarkable (a phenomenon) that “is, first of all, phenomenal; something
astonishing” (p. 17). Thus, delving into and interpreting the astonishing features within
the world of the Saskatchewan adult education and training sector and its governance
could be done in several ways.

For example, a phenomenological sociological approach can guide research to
portray the nature of a particular worldview. Titchen and Higgs (2007) suggest that the
development of a rigorous qualitative methodology requires a sophisticated
understanding of a particular worldview that underpins a qualitative approach used in
research. In fact, “The philosophical starting point informs the whole research in every
detail” (Titchen & Higgs, 2007, p. 1). The Titchen and Hobson (2005) direct
phenomenological sociological research approach resonated with the researcher when investigating the Saskatchewan adult education and training sector and its governance.

To comprehend through contrast, Titchen and Hobson (2005) offer the indirect and direct imagery of shining a light upon a phenomenon from different philosophical perspectives. Indirectly, viewing a phenomenon from its background exposes a phenomenon’s social context. For a Saskatchewan post-secondary study of governance, an indirect anthropological-like approach would have required the researcher to live, for an extended time, in the background among the participants. From such a vantage point, a researcher could “engage in dialogue with the data emerging from the background” (Titchen & Hobson, 2005, p. 123). According to Titchen and Hobson,

This light is shone from within the life and social world of the participants, rather than from a distance. Researchers adopt an involved, connected observer stance and immerse themselves, literally, in the concrete, everyday world they are studying, so that they can better understand participants’ intuitions, shared looks of unarticulated understanding and undisclosed, shared meanings between the world and the practices. (Titchen & Hobson, 2005, p. 123)

An indirect phenomenological sociological approach separates key concepts through comparative analysis. The selection of an indirect or direct philosophical perspective affects the research design and research findings, as the researcher indirectly or directly interacts with the study participants. Although the researcher needed to keep these distinctions in mind, his primary concerns were with the direct lived-experience of key decision-makers in the Saskatchewan adult education and training sector.

**Direct Phenomenological Sociology**

This dissertation employs a direct phenomenological sociological research type or approach. This is a “direct” approach as opposed to being an “indirect,” immersed
observer. This second line of phenomenological sociological research involves directly viewing a phenomenon as it presents itself in the consciousness of key Saskatchewan decision-makers. Riley-Taylor (2002) suggests that it is easy for participants to talk about the “foreground” of a study when employing a direct approach because participants have personal knowledge of the subject matter. Familiarity with the subject allows them to look “at the phenomenon, as it presents itself in the consciousness of [their own words as] the people who lived it” (Riley-Taylor, 2002, p. 121). In this way, each phenomenon was directly researched by exploring human knowing through accessing each participant’s words. According to Riley-Taylor:

The uninvolved [in relative terms], detached researcher using a direct approach shines a light on the foreground of the phenomenon to engage in a systematic study of participants’ mental representations of the phenomenon as they experience it. (p. 121)

For example, in addition to four main direct interview questions, the researcher asked the study participant’s ancillary questions to explore further the choices they made and the rationale for their choices.

With a direct approach, the researcher was outside of the phenomenon and looked in and asked participants to talk about and reflect upon their subjective experiences as key decision-makers in the Saskatchewan adult education and training sector. Those experiences included both those participants that had worked with or on a governing board. Titchen and Hobson (2005) explain that:

The researcher’s detached observation and contemplation, throughout data gathering, analysis and interpretation, can be understood by remembering that to shine a light on some ‘thing,’ we have to be outside of the “thing.” Researchers, in this approach, may know about the precognitive background, so much a part of us that it goes unnoticed and not talked about because it is transparent to us, just like the air we breathe. But they are not interested in it, so it remains dark, in the shadows. (pp. 122-123)
Thus, shining a light on specific aspects of Saskatchewan adult education and training governance allowed those experiences to be re-presented as faithfully as possible in this dissertation.

From this perspective, Titchen and Hobson (2005) define a researcher’s involvement as being as objective as a qualitative researcher can be and to operate as a “detached, uninvolved observer” (p. 126). In order to explain how direct phenomenological sociological research operates, the authors created a research template. In order to re-present interpretations as faithfully as possible, the following presents a brief overview of the template that includes seven of the 10 facets of direct phenomenological sociological research used in this dissertation that helped complete the study. The seven facets included: (a) Central Concerns, (b) Concepts, (c) Understandings, (d) Social-World, (e) Observing, (f) Empirical-Like Difference, and (g) Interpretation.

Central Concerns

For Titchen and Hobson (2005), the central concern of a direct phenomenological sociological approach involves looking for the shared intersubjective meanings between participants. Seal (2006) states that human beings, unlike animals, use their senses and their understanding to engage in a symbolic universe created from their environment through shared stories. He suggests, “This social world is a world of inter-communicative symbolic interaction” (Seal, 2006, p. 38). Therefore, the use of a straightforward phenomenological sociological tradition distinguishes and interprets this social world from the natural world. From such a perspective, people are able to transcend their own individual subjectivity to construct an intersubjective world. It is from such constructions
that common sense or taken-for-granted conceptions of governance in the Saskatchewan
adult education and training sector are derived.

**Concepts**

For Titchen and Hobson (2005), a direct phenomenological sociological approach
is conscious of meaningful intersubjectivity or concepts, which act out in an outer world.
McNeil (1990) describes consciousness of meaningful subjectivity in the outer world in
relation to naturally occurring phenomena. He notes that since meaning derives within a
subjective reality, many “natural phenomena have no meaning for those involved in
them” (McNeil, 1990, p. 119). Thus, what makes intersubjectivity possible in people’s
consciousness is that they interpret concepts happening in the outer world in a similar
collective manner. This is not to say that natural phenomenon does not occur, but that
what occurs does so through the filter of social human interaction. According to McNeil,

> Social reality is seen as ‘intersubjective,’ i.e. it exists in the shared consciousness
of actors. It is not objective or external, but is a consciousness of actors. It is
shared meaning and interpretations. Man is a conscious, active, purposeful social
being, rather than being subject to external [natural] influences over which he has
no control. (p. 121)

With this in mind, it was necessary to record, describe, and interpret accounts of shared
meanings as objectively as possible when utilizing a direct phenomenological
sociological approach.

**Understandings**

Relational understandings are a prominent feature of direct phenomenological
sociological research. Titchen and Hobson (2005) use the word *Verstehen* to describe
what participation means for relational understandings. This facet contrasts the meanings
actions could have to another person. As defined by a direct phenomenological sociological approach, this included the researcher consciously acting in the capacity of a neutral observer. Therefore, the researcher must be satisfied with his interpretation and the accounts of actions, as these reconstituted accounts form the basis of the dissertation’s qualitative data. Labovitz and Hagedon (1981) indicate that such relational understandings are empathy based. Thus, by placing the researcher in the place of another, the researcher was able to relate to many aspects of a study participant’s life and translate such processes into the larger social-world.

**Social-World**

This facet of the phenomenological sociological research approach suggests recognizing the intersubjectivity of the social world. Spurling (1977) believes that individuality and sociality are implicated in each other from the very moment a person is born into a world of customs, institutions, and words. He argues that all human action is subject to certain actions that will repeat in the future. Thus, the shared stories that key decision-makers in Saskatchewan adult education and training governance repeat are really the result of shared *intersubjective* accounts that are socially constructed through a reciprocal interchange of their social interactions that produced categories or types of social routines that were shared by all who experienced them. Put differently, Spurling notes that such typifications produce accounts observed as objective-like empirical differences.
Observing

For Titchen and Hobson (2005), an important aspect of direct phenomenological sociological research observation is that the researcher attempts to assume the position of a detached, uninvolved observer. Accordingly, these observations reinforce analysis of “common shared experiences form in-depth interview[s]” (Titchen & Hobson, 2005, p. 126). Moreover, participant observations can sometimes afford the researcher an “opportunity through focused conversations during observation, to get inside participants’ heads” (Titchen & Hobson, 2005, p. 126). To assume a detached observer position, the researcher employed dialogic interviewing. Foley and Valenzula (cited in Denzin & Lincoln, 2008) maintain that a dialogic conversational style of interviewing allows the researcher to maintain a degree of detachment and neutrality, while being more collaborative than most scientific ethnographies.

In this dissertation, the use of dialogic interviewing allowed the researcher to assume more of a therapist-like role. Instead of an interviewer simply digging for facts, many of the participants wanted to talk candidly about their lived-experiences. Foley and Valenzula (cited in Denzin & Lincoln, 2008) suggest that using a conversational style in certain instances could lead to some participants censoring some negative comments. However, the sharing of information clearly enhanced participants’ confidence in a study, which outweighed most concerns. While some participants appeared to censor some of their comments, the use of a conversational style enhanced the interviews to such a point that participants often seemed to abandon apprehension and secretiveness in some instances. For instance, several participants indicated they would like to schedule an additional session, even when the first one exceeded two hours. However, in order to
ensure confidentiality, such open and straightforward comments necessitated that many names, locations, and institutions were deleted from the final study transcriptions.

**Empirical-Like Differences**

*Typification*, whereby qualitative data converts to display quantitative-like empirical differences, is the main method used in the study. Thus, if half of the key Saskatchewan decision-makers respond to a study question in the same manner, the researcher can, in an empirical-like manner, state that 50 percent of the participants answered the question. Titchen and Hobson (2005) explain that a direct phenomenological sociological approach utilizes the description and interpretation of social action through the process of typification.

*Typification* represented the concrete aspects in which the interpretation of participant’s daily lived-experiences arose from the problems of their everyday life experiences. Ferguson (2006) suggests typification includes some realities that we cannot experience and some imaginary realities we cannot experience first-hand. So typification involves “the characterization of distant objects, people, events, places and so on. Both immediate life-projects and typifications must be understood as constituting social processes” (Ferguson, 2006, p. 94). Moreover, Seal (2006) refers to typifications as a treasure house of everyday language made up of preconceived types and characteristics. As such, typification is relevant for this study as it somewhat groups the participants’ narratives into quantitative-like data.

For example, the personally subjective and individual audio-recording statements (first-order typifications) made by one participant were joined with similar narratives made by other participants to become transmogrified into quantitative-like (second-order
typifications) scientific-like data. Employing the process of first and second-order typification allowed the researcher to interpret then reconstruct the data. This reconstruction or talking about study participants in the here-and-now involved comparing, contrasting, and interpreting individual and group statements.

**Interpretation**

For Titchen and Hobson (2005), the purpose of interpretation is to re-present a participant’s own lived-experiences and subjective meaning to create abstract ideal typifications. These authors suggest that typifications involve the common situations that study participants understand and from which they draw meaning. This interpretation process appears ongoing throughout the study. Moreover, Marshal and Rossman (2006) describe such a process of interpretation as being a nonlinear, not neat process. They add that: “The process of bringing order, structure, and interpretation to a mass of collected data is messy, ambiguous, time-consuming, creative and fascinating” (Marshal & Rossman, 2006, p. 154). In conjunction with the other facets of phenomenological sociological research, in this study, interpretation “literally” meant taking the participants at their word and translating their words as faithfully as possible. Therefore, the research method design ordered the lived-experiences of these key decision-makers.

**Study Participants**

In the end, 13 study participants interviewed from a population of key decision-makers within the Saskatchewan adult education and training sector. The participants were directly or indirectly involved in governance processes. Upon reviewing the interview transcript, a fourteenth potential study participant withdrew from the study.
This individual would not participate unless all transcript references to post-secondary institutes deleted. Although not all institutions or government personnel invited to participate in the study chose to, the study was mainly concerned with six post-secondary organizations. These include Dumont Technical Institute (DTI, the technical training arm of Gabriel Dumont Institute of Native Studies and Applied Research); Saskatchewan Institute of Applied Science and Technology (SIAST); Saskatchewan Apprenticeship and Trade Certificate Commission (SATCC); Saskatchewan Indian Institute of Technologies (SIIT); Association of Saskatchewan Regional Colleges (ASRC); and the Ministry of Advanced Education, Employment, and Labour (AEEL). Participants were purposely selected from AEEL and the five core adult education and training institutes, which figured prominently in the McArthur (2005) training systems review.

Moreover, one labour market commission and one labour market committee germane to the investigation participated in the study. Four of the key decision-makers invited to participate in the study had recently left the Saskatchewan adult education and training sector or had moved into other positions related to governance. The Content Letter for Interview Participants invitation sent to all potential participants was followed up with e-mail correspondence and telephone calls to confirm and schedule interview times of those that agreed to participate in the study. In total, 26 invitation letters asked invitees to be a part of the study conducted between April 3, 2009 and June 18, 2009.

Of the 26 participants to whom a Content Letter for Interview Participants letter sent, 14 agreed to participate in the study. The letter of invitation explained that the study would investigate the participant’s lived-experience and understanding of governance issues in the Saskatchewan adult education and training sector (see Appendix C).
Participants were assured that the information they provided would be treated in the strictest confidence and that personal descriptors would be removed prior to the preparation of the dissertation. This letter stated that they could refuse to participate, or withdraw their participation from the study at any time without consequences. Contact information for the Chair of the Research Ethics Board, University of Regina was included in the letter in the event participants had ethical concerns (see Appendix D). Upon review of his or her transcript, one study participant made the decision to withdraw from the study.

Before conducting each interview, a Content Letter for Interview Participants allowed participants to review the study procedures. To ensure confidentiality, each study participant was assigned a pseudonym. Each pseudonym assigned was nongender specific. In addition, each participant signed a Consent Form (see Appendix E) before the interview was conducted. Approximately one third of the participants were women. All the participants had extensive governance board and strategic planning experience. The newest participant to the sector had only a few months of direct exposure to the Saskatchewan adult education and training sector when interviewed; however, the participant’s extensive participation in education management activities supplemented this limited post-secondary experience. In particular, this participant had several years of K-12 board of director and related governance experience. The oldest participant had held senior management and executive management positions over three decades in the field. In between these two parameters, participants tended to have several years of post-secondary experience. Due to time restraints, the shortest interview was conducted in one
hour; however, in instances where participants were unrestrained by time, several of the interviews were more than two hours in length.

**Study Methods**

Denzin and Lincoln (2008) point out a variety of qualitative research study methods. However, in an attempt to get beyond “blurred genres” of the past that often acted against the use of combining qualitative traditions, they suggest approaching research in a more moral-grounded tradition that values local understanding. The use of a more holistic approach to qualitative research implied being open to mixed epistemologies and theoretical perspectives. In a complementary manner, Hart’s (2008) conceptual research framework began at higher philosophical or ontological level. Denzin and Lincoln relate that “qualitative researchers deploy a wide range of interconnected interpretive practices, hoping always to get a better understanding of the subject matter at hand” (p. 4). These interpretive practices include the use of data collection procedures necessary to make sense of the data. Varieties of interrelated data-collection procedures were used in the study to collect, to analyze, and to interpret the data.

**Data-Collection Procedures**

Denzin (1998) indicates that background contextual data must relate to the subject under investigation. Therefore, data-collection procedures may include archival and source materials that have unfolded over time and that are in some ways still linked to the type of relationships that exist in the subjects studied. Denzin insists, “Historically, or temporally, the materials must be presented as slices of ongoing interactions” (p. 63).
These authors argue that gone are the days when social research speaks down from an ivory tower and gone are the days when research speaks from a bottom up romantic/populist position from the fringe. As part of the data-collection procedure, this dissertation used historical text(s) to construct a context from which to grasp a working understanding of why and how governance of the Saskatchewan adult education and training sector works.

**Data-Collection Methods**

In addition to the literature sources described in Chapter 3, data collection for this study employed individual digitally tape-recorded semi-structured interviews, and note taking. Upon completion of the individual interviews, appointments arranged with each participant allowed for some discussion of the interview transcript and as a way to enhance the credibility of the interview data. Moreover, follow-up contact with each participant allowed for a review of individual interview transcripts to ensure accuracy. The transcription of the data from the interview sessions was an attempt to understand knowledge production from within the participants’ worlds.

A dialogic style of interviewing allowed for an interpretation of participants’ decision-making experiences with a governance system through accounts or narratives about those experiences. This interview technique allowed for the co-construction between the teller of the story and the listener of the story. The interviewing process for this dissertation entailed sensitivity to decision-makers’ experiences with governance and their current understanding of governance in the Saskatchewan adult education and training sector. As such, participants’ accounts or stories promoted a sense of how their roles within the sector unfolded.
The interview sessions required sensitivity to the interpretative procedures by which the researcher interpreted meanings. To accomplish interpretation, the researcher utilized main questions, probes and follow-up questions to capture data from the world of governance in the Saskatchewan adult education and training sector. Typified information was used to analyze and interpret a system in a constant state of formation. The interview process became products of “situated understandings grounded in specific interactional episodes” (Denzin & Lincoln, 2004, p. 352). These groundings reflect the ideas and thoughts of key individual decision-makers related governance into post-secondary education.

Digitally tape-recorded and semi-structured interview questions captured narratives that represented a connected succession of happenings within the post-secondary governance. For instance, recording the interviews enabled the researcher to concentrate on the topic and the dynamics of each interview. A recording device allowed the researcher to concentrate on aspects of each interview such as the words, tones and pauses. Moreover, once recoded, the tapes were in a permanent form. In addition to the recorded interviews, note taking based upon interview protocols determined the guides used to record what was observed. Lodico (2006) suggests interview protocols include factors like the time, location, and length of the interviews. Moreover, he suggests that reflective notes can be outlined before, during, or after interviews, and can include the researcher’s feelings and thoughts about what was actually observed during the interviews. Likewise, individual interviews, note taking, transcription, and citing observed comments provided additional direction and flow to the interview component.
Data Analysis and Interpretation

As data analysis and interpretation constitutes an ongoing process. The researcher combined field note taking with played back digital recordings before each interview transcription. Rereading, rewriting, reorganizing, and sifting through the notes and interview transcriptions allowed the researcher to embark on data analysis and interpretation process. The data analysis and interpretation process allowed the researcher to make sense of the data. These processes were both consistent with the Hart (2008) conceptual research framework and Denzin and Lincoln’s (2008) new research landscape. In particular, the process allowed for what Denzin and Lincoln described as an initial and generic definition of the eight moment where:

Qualitative research is a situated activity that locates the observer in the world. It consists of a set of interpretive, material practices that makes the world visible. These practices transform the world. They turn the world into a series of representations, including field notes, interviews, conversations, photographs, recordings, and memos to the self. At this level, qualitative research involves an interpretive, naturalistic approach to the world. (p. 4)

In the natural setting of the Saskatchewan, adult education training sector, the researcher attempted to analyze and interpret complicated (many) and complex (intricate) phenomena in terms of the meanings the participants brought with them concerning governance. Within this complex and complicated field, comparing and contrasting the information against the backdrop of a conceptual overview, data were reviewed to identify repeated patterns, categories and types of activity, interrelationships and possible areas of explanation for improving the system.

The process of analysis and interpretation of the data characterized an iterative process. This iterative process did not produce absolute truth, but rather, accounts of the truth that the researcher synthesized. Through direct phenomenological sociological
generating processes, data were systematically broken into meaningful units following the transcription. Semi-structured interviewing helped categorize the qualitative interview data. Once collected, this qualitative data represented one possible representation of the participant’s worlds. Litchman (2006) suggests that the way to make meaning from data is to identify themes from the participants’ stories:

Here is the idea in a nutshell: You gather a large amount of data. It might come from an individual over a long period; it might come from several individuals; it might come from a number of settings; or it might come in a number of ways (chat rooms, interviews, observations notes). All data are gathered in order to answer research [interview] questions. (p. 161)

It was necessary to adopt the above approach because of a need to focus on the myriad of experiences and potentially conflicting participant perceptions about governance issues in the Saskatchewan adult education and training sector. Viewed from a perspective of what had happened and what could happen, the participants related their lived-experiences with current governance process they had encountered. Participants were asked to define the system, explain the strengths and limits of the system, and to suggest recommendations to improve the system.

The transcription of interviews began with page-by-page numbering and alphabetical coding. The scheduling of interviews was semi-random and done on a first-come-first-serve basis. In addition, nongender specific pseudonyms were ascribed alphabetically and immediately attached to transcription binders in the order the participants would be interviewed. This process ensured the anonymity of each participant and the confidentiality of the data. Each participant interview was housed in a separate research binder consisting of the interview field notes, digital recording,
interview transcription, and the Contact Letter for Interview Participants and a Consent Form. As such, 13 individual research binders housed participant information.

For the purpose of analysis and interpretation, a 14\textsuperscript{th} binder combined all 13 individual binders, which appeared as separate chapters in the combined binder. The 14\textsuperscript{th} binder consisted of more than 500 pages of study participant transcriptions. This final binder included the research findings and served as repository for the cited direct participant quotations\textsuperscript{2}. Having a process in place from the start ensured that the researcher did not lose contact with the data and the perspectives of the participants, and that the data were systematically reviewed during the final stage of analysis and interpretation. Moreover, the process allowed the researcher to construct a coding frame that could delineate the categories used in connection with specific and ancillary interview questions, follow-ups and probes, field notes, and any documentation pertinent to the final analysis.

Transcriptions were completed and based upon the study problem and the interview questions. Transcription took into account the unexpected issues that arose during interview sessions. Data were broken into a small number of direct phenomenological sociological facets and categories. Data analysis began with the selection of the conceptual framework, selection of the topic, study problem, the selection of research methodology and methods. The use of predetermined written descriptions or field notes guided interview questions and the indexing format used for transcription assisted in preparing the researcher to become familiar with the topic before individual

\textsuperscript{2} Each direct participant quote is followed by its page number(s) in this final binder.
interviews commenced. A review of the indexing procedures and re-listening of the tape recordings before transcription also ensured a more intimate understanding of the data.

Finally, connections generated between the facets and categories generated underwent analysis in relation to the Hart (2008) conceptual framework. In a dissertation of this nature, relevant documents and records were also important data sources that grounded the concerns, insights, and potential practical solutions that those charged with making key decisions for the Saskatchewan adult education and training sector and its governance.

Summary

Chapter 4 has presented the research methodology. The chapter introduced a direct phenomenological sociological approach consistent with the Hart (2008) conceptual research framework. The methodology allowed the researcher to become the learner by interpreting the lived-experience of Saskatchewan adult education and training governance decision-makers. As such, a direct phenomenological sociological approach allowed the researcher to understand the intersubjective and socially constructed experience of the participants by utilizing everyday language to interpret their world. Moreover, the general research perspective was consistent with Denzin and Lincoln’s (2008) qualitative research landscape, which they described as their “eight moment” or an approach that confronted the methodological backlash of evidence-based approaches.

The methodology allowed the researcher to interpret Saskatchewan adult education and training governance as it presented itself in the words of the participants. Four main interview questions and follow-up ancillary interview questions strove to shine a light on participant’s logic, rationale, and the decisions they made. As faithfully as
possible, the use of detached observation and contemplation allowed interpretation of participant’s experiences. In addition, research methods designed to capture participant’s experiences allowed the ordering of study participant findings.

The researcher purposely selected study participants from a population of key decision-makers involved with Saskatchewan adult education training and governance. Participants selected from AEEI (Advanced Education, Employment and Immigration) and five of its core partnerships that constituted the bulk of public sector funding. After receiving a “Consent Letter for Interview Participants,” 14 of the 26 invitees agreed to become study participants. The letter stated that that personal descriptors would be removed and information gathered be treated in the strictest of confidence. In addition, the letter explained that participants were free to withdraw from the study at any time in accordance with University of Regina Research Ethics Board guidelines. After an interview and after reviewing the interview transcript, one participant withdrew from the study. Interview findings are arranged in relation to the conceptual overview presented in Chapter 5.
CHAPTER 5: THE FINDINGS

The primary purpose of this study is to understand and synthesize the lived-experiences of modern key decision-makers in order to make recommendations to improve the governance of the Saskatchewan adult education and training sector. As such, four semi-structured research questions generated the study data. The research questions gauged the study participants’ understanding of why the system exists. In addition, the above interview questions ask the participants what is the purpose of having such a system. Moreover, the interview questions ask how different governance models influence decision-making. Although not all modes of board governance were discussed with the study participants, six models (see Chapter 3, Table 1) that all of the participants were familiar with provided a general framework for the interviewing processes. Before completing the interview process, each of the participants was asked to generate recommendations to improve the Saskatchewan adult education and training sector.

Chapter 5 presents the findings of this study. Where otherwise indicated, the transcription binder references all quotations created for this study. As participants shared their accounts of their lived-experiences with the researcher, a direct phenomenological sociological template systematically transcribed narratives that explored participants’ accounts of Saskatchewan adult education and training governance. In addition to asking participants about their understandings of Saskatchewan, adult education and training governance stated in Chapter 1, in Chapter 4, four interview questions sets produced quantitative-like data. Beyond the four question sets, participants recommend how to improve Saskatchewan adult education and training governance.
Titchen and Hobson (2005) define a direct phenomenological sociological approach as detached observation and contemplation. Therefore, it “can be understood by remembering that to shine a light on some ‘thing,’ we have to be outside of the thing” (Titchen & Hobson, 2005, pp. 121-122). As such, shining a light meant that the researcher examined the participants’ accounts to find shared intersubjective experiences within their world of Saskatchewan adult education and training governance. Therefore, Chapter 5’s organization, in terms of six facets of a direct phenomenological sociological approach, is the same as described in Chapter 4. This involves accounts from all 13-study participants, including governance central concerns, life-long learning concepts, understanding adult education, adult education social-world, observations of adult education, and empirical-like governance differences.

**Governance Central Concerns**

The first facet of a direct phenomenological sociological approach includes central governance concerns. Through a filter of social human interactions, the intersubjective concepts of 13 key decision-makers in Saskatchewan adult education and training governance and their concerns about governance became clearer. McNeil (1990) describes this consciousness of meaningful subjectivity as a constructed interpretation of participants’ similar and collective worlds. From the words of the participants³, it became evident how cognizant these decision-makers were of their roles and their relationship to agencies and institutions as well as their relationship to governance. Although views varied, the importance study participants ascribed to a variety of governance procedures

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³ Participant block quotes are italicized.
such as board selection and how the Saskatchewan adult education and training sector related to the K-12 became apparent.

**Sam**

A nongender specific pseudonym introduces each study participant. The first participant is Sam. S/he is a prominent decision-maker in Saskatchewan First Nations post-secondary education and training. In Sam’s opinion, First Nations adult education and training governance in Saskatchewan is not a central concern for most Saskatchewan residents. Viewed from a First Nations perspective of governance, s/he believed that Indians have treaty rights that supersede both federal and provincial legislation and that First Nations are self-governing. As such, First Nations decision-makers must determine First Nations self-governance and the governance of their adult education and training system left to them.

What appeared to be more of a general concern for Sam is not First Nations governance, but the need to continue to build relationships with other agencies, institutions, and governments surrounding governance training. S/he indicates AEEL (i.e., Advanced Education Employment and Labour) governance training in the last several years has not only improved the Saskatchewan adult education and training sector, but also improved First Nations adult education and training institutions’ relationships with the sector. According to Sam, there is “a willingness for people to come together and sit around the table a little bit more than there used to be” (p. 436). Moreover, s/he believes that Saskatchewan adult education and training has become a more cooperative system that allows for credit transfers between institutions and for the potential to develop more prior learning assessments. In addition, Sam believed that the
universities were beginning to see the benefit of older students entering the academy with certificates and diplomas earned in the adult system. Sam remarked, “What was once ‘my beef’ with the universities has changed and excuse me because I’ve seen it for many years [but now] the university gets it, the university gets it, the university gets it!” (p. 437). For instance:

Well you know in the last few years. [But now] I’ve seen it grow [better working relationships] and develop so that there is one training system in the province which includes four SIAST campuses...But the training system is now expanded so it includes the colleges, SIAST, SIIT, all the regional colleges, U of S, U of R, if they so wish to participate, and they have a number of meetings a year that we all take part in and get together so that the U of S isn’t embarking on something that we are...so that we’re not doing the same thing. (p. 434)

While Sam thought that there was overall positive change in the sector, s/he noted there could be specific improvements made. For example, “Can/Sask is there, but I think it needs to be worked on” (p. 435). It is noteworthy that several study participants agreed with Sam’s remarks that Can/Sask (Canada-Saskatchewan Career and Employment Services) offices might be duplicating services already provided by other parts of the sector, such as career services and educational funding.

Sam believed that since First Nations governance was unique among Saskatchewan educational institutions, it was best to avoid making recommendations about factors such as board selection processes. S/he indicated that unlike non-Aboriginal board selection processes in Saskatchewan, the president of a First Nations’ institution had very little say in the board-selection process. Sam suggested that: “There is very little input that I make onto who[m] I want on the board” (p. 440). Yet, this participant insisted that the First Nations board selection process operates at the height of democracy, as First Nations people are elected before earning the right to sit on a governance board. While
democratic, Sam conceded that the First Nation board selection process was also highly political. S/he replied, “It’s very much a political board, Hello! You know, and that’s sort of that” (p. 440). Sam outlined how a First Nations governance board is different from other boards:

*Our board is selected by tribal council. Who sits on our board comes from tribal council decisions and ratifications that their, if you call it a board, the tribal council - but when they meet they’ll say Ok, well Chief, ‘So and So’ has the responsibility for that organization and this organization and they look at the different board commitments. That’s how it goes and we also have two senators of FSIN that sit on the board too. And they can change, like we’ve had different senators and we’ve had different people.* (pp. 438-439)

Sam believed that for First Nations, adult education and training sector governance selection process was “perfect” and that while outsiders often did not understand First Nations processes, the selection process that appointed board members to First Nations institutions represented the height of the democratic ideal. In addition, although no two communities were exactly alike, First Nations governance had a heightened sense of community attached to it. In fact, “[board members] take a lot of pride and give a lot of support for our institutions and it goes back to the 70s when they wanted this institution to do certain things and they wanted it to go, and that’s what we want [for today’s institution]” (p. 444). As such, the perception was that helping one’s own First Nation community or communities on board or committee work was both an honour and duty to help.

**Kendal**

The second participant is Kendal. S/he is a long-time Northern Labour Market Committee (NLMC) member. Kendal’s main concern about Saskatchewan adult education and training governance was its implementation along legislative lines that
applied to Southern Saskatchewan and that an observance of such rules did not apply in Northern Saskatchewan. Kendal suggested that an important difference between governance in Southern Saskatchewan and Northern Saskatchewan was that NLMC staff, management, and board members had all agreed to move in the same ontological or philosophical direction, as the starting point of any discussion. S/he stated, “I genuinely believe all those who come to the Northern Labour Market meetings [want]…to represent the people that they are representing for their benefit” (p. 272). Kendal’s assertion is that more Northerners’ are more collectively and communally focused as opposed to Southerners who are more individually market-driven. Kendal explained that sometimes the NLMC decision-making process worked and sometimes it did not; however, the start of every decision-making process reverts to a starting point committed to bettering the lives of Northerners.

For Kendal, the well-being of people underscores governance. S/he stated: “It’s not like we’re out here playing heroics. We’re out there to change this province in Northern Saskatchewan [and] we’re out there for what we view [as] the betterment of the people” (272). S/he outlined how NLMC governance worked:

_We developed a board of directors that came from different aspects, they had different agendas, always had, different - even political agendas, and we quickly found out right at the beginning, the only way we’re going to make this work, is we have to take our hat off and put on our directors hat and this is for the betterment of [Northerners]. _ (p. 275)

Within such a commitment to better the lives of Northerners, consensus building appeared to be the watchword. Kendal believed that it must be found at every meeting and if board members disagreed or expressed different views, time was taken to debate issues until they were resolved to the satisfaction of every person at a meeting. Kendal
added that, over the last six years, only a few “harsh” words were spoken at a NLMC meeting because when everybody went into a meeting with the willingness to compromise and cooperates for the benefit of all Northern people, finding a common ground was always possible.

Kendal indicated that every person at a committee meeting had the same general vision (at an ontological level) and that more concrete details could be worked out through positive compromise:

*In the North, as a whole, and in particular on the NLMC, people come first. There are lots of mouths to feed in Northern Saskatchewan, and a lot of people that need to be educated to be able to feed themselves; that is what our purpose is.* (p. 280)

Using the analogy of a road map, s/he explained that:

*Your board of directors as well as your managers at the end result need to share that same interests, and the only way that, that can be achieved is to have a strategic plan right off the start that everybody works on to develop and then that’s where you produce your road map of where you want to go for the next five years and lay that out. So now, nobody can complain about our direction because we worked on it together.* (pp. 278-279)

Kendal consistently repeated that no matter what strategic plan was developed, the NLMC existed to benefit people of the North.

While the population of Northern Saskatchewan may be small, Kendal emphasized that the NLMC nevertheless represented the largest geographical area in Saskatchewan. S/he stressed that the NLMC existed without legislation and that board membership was open to all Northern Saskatchewan residents. Nevertheless, both the federal and provincial governments attempted to override NLMC decision-making. Kendal relayed how the committee handled such affairs:

*I mean we’ve run into some scenarios where we had taken it upon ourselves to decide that we were going to send a letter. A motion was made, we voted upon it and we decided yes, we’re going to send a letter...And it was brought to our*
attention by the government representative who was the co-chair at the time, that we were not a body that had the ability to do that - to make [governance] policy. We quickly told him that we were, and that’s what we were there for...But as far as to strip us of that right, it wasn’t going to happen. (pp. 271-272)

Kendal explained that s/he and others board members have faith in the NLMC and they believe that with respect, cooperation, and a common goal, they could work together to improve the lives of all people.

**Georgie**

The third participant is Georgie. S/he is an experienced NLMC member and has participated in the Northern Saskatchewan adult education and training sector for decades. Georgie’s main concern about the autonomy of adult education and training governance in Northern Saskatchewan was generally consistent with Kendal’s concern. Both participants agreed there was a difference in the way education and training programs and services were governed in the North. For example, Georgie described the Southern system as “a series of disparate, discrete, often unilateral actions...[although] that’s not a very charitable view” (p. 198). As such, s/he believed that models and processes used in South Saskatchewan often did not mirror adult education and training governance ideals generated in Northern Saskatchewan accurately.

Georgie expressed the idea that s/he was somehow detached from the sector and presented the analogy of driving by the Saskatchewan adult education and training sector in a car and only observing it from a distance. “I have to emphasize this. I’m not an educator. I don’t work in the system: I look at it from outside” (p. 199). Beyond granting that both of Saskatchewan’s Southern and Northern adult education and training sectors are complex, Georgie maintained neither s/he nor anyone else really fully understand
how the sectors operated. Moreover, Georgie asserted that there was no governance
model presented in this study that applied to Northern Saskatchewan:

*Again, the only thing I muck around with is the Northern Labour Market
Committee, which by the way, isn’t, doesn’t exist. The Northern Labour Market
Committee doesn’t exist; that’s its name. It’s existed for 25 years, but it has never
been established by government, just in case you’re going to ask me about that
board; we don’t have a board.* (p. 202)

For Georgie and Kendal, the NLMC governance model or “nongovernance” (not based
upon legislation) model is unique. Although the NLMC has three co-chairs, no one
legally appoints or nominates Board of Governor members. Georgie insisted: “It’s an
organization, OK! And just for the purposes of clarification, for the record, the Northern
Labour Market Committee is 25 years old and has quite a striking record” (p. 202).

Stating that the NLMC had all the authority of a formal and legal board established
through legislation, Georgie at the same time insisted that, “It’s not a board!” (p. 204). As
such, Georgie’s argument appeared to be that the NLMC was a *de facto* board with the
moral authority to make any type of board decision; yet, government (federal or
provincial), as a legal entity, technically did not recognize it. While not specifically using
the words “moral authority,” Georgie repeatedly refers to the NLMC as having the
legitimate right to represent Northerners, while being an effective and ethical way “for
people to put down their culture long enough to find common ground, to figure out how
to work together and to address the need of [Northerners]” (p. 194). As far as the two
NLMC members knew, no other governance structure similar to their committee existed
anywhere in the world.
Initially, Georgie hesitated to offer recommendations about governance structures and preferred to view the system from a distance. It is the researcher’s contention that some questions tended to evoke a considerable amount of angst and fear of retaliation from the current Saskatchewan government. These concerns raised the question of a real or perceived lack of autonomy. Georgie mentioned that it was up to other people more closely attached to the system to make the ultimate recommendations and said, “I hesitate to offer remarks, because they are offered from a distance. For someone outside who periodically might, well, walk [or drive] past and look in, or consider a decision made by one of these entities” (p. 204). It was somewhat difficult at times to understand what Georgie meant exactly. To illustrate the point, when asked to describe a specific governance model, s/he expressed the following:

*Depending on the issue at play or the subject at debate or discussion between the community-based board representative Minister appointed body, the political arm versus that of the administrative managerial ‘whoever built the road’ portion of the organizational structure. A lot of times, there seems to be an intransitive relationship between the board and the administrative management structure. And I use the word intransitive relationship because it seems like and again, this is from the outside looking in. It appears like there is; it’s stuck and there’s an inability to strike a more effective engagement to grapple with strategic questions about future and focus and some critical operational questions too.* (pp. 204-205)

Despite such convoluted answers, Georgie believed that the NLMC was highly functional and stated that when disagreements came up at a meeting, they were dealt with through building consensus.

According to Georgie, there were no “rigid doctrinaire” or “morbidity of institutionalization” at an NLMC meeting and a person attending a meeting today had as much of a chance as getting his or her point across as they did 25 years ago. S/he indicated that “nothing is institutionalized except the desire to make sure that we talk
about the problems, challenges, the shortfalls, [and the] needs that are there” (p. 211).

Somewhat like a business model approach, “quarterly” meetings are held and each issue reported dealt with at each NLMC meeting. Georgie stated that the NLMC was like a clearinghouse that settles educational and training matters:

> And just like a clearing house, a clearing house in Toronto or New York, in a day, nothing is ever outstanding, right? The trades are done [in the] same way [the] Labour Market works. That’s very unique about it, in terms of organizational institution theory [as] it works. (pp. 211-212)

Georgie reported that the NLMC was a very exciting place where at every meeting educational and training decisions about specific programming are completed and that everyone in attendance participates in decision-making equally.

**Kelly**

The fourth participant is Kelly. S/he is a senior level executive and experienced Human Resource professional who contributes to both the private and public sector through outsourcing. Kelly presented an almost diametrically opposite view of Saskatchewan adult education and training sector governance than Georgie. Kelly’s main concern with the sector was that it must be revised and reorganized to meet the increased demands of an emerging global economy. S/he made the case for decisive governance, which performed with little or no delay and within a global reality. Kelly believed in a governance structure that focused on increased expertise and was not necessarily inclusive of consensus building or representative of the Saskatchewan population. S/he thought that the forerunner to a kind of global-like governance required in the new economic reality was the kind of governance body conceptualized by the Calvert government when it enacted the Saskatchewan Labour Market Commission (SLMC).
To strike a balance between labour and business and to advise the government about labour market change was the reason for conceiving the SLMC. In some regards, not unlike the objective of the NLMC, the concept behind the creation of SLMC was to democratically direct adult education and training initiatives to meet economic demands. Kelly felt that the SLMC was an improvement over the Saskatchewan Labour Force Development Board (SLFDB) established after the Federal Labour Force Development Board dissolved in 1999. After losing federal support for a brief period, the Government of Saskatchewan funded the SLFDB. To promote effective workforce development and to create a Saskatchewan learning culture, the board was established. The SLFDB had board representatives from business and labour. Moreover, representatives were from agriculture, First Nations, Métis, Women, Persons with Disabilities, racialized Canadians, low-income people and youth. Kelly believed that the SLFDB was a “very good” example of an ineffectual governance structure.

*When I came on the scene, it was so dysfunctional that the SFL [Saskatchewan Federation of Labour] had to think about even supporting the organization and the Sask. Chamber was on the verge of [not] doing the same. And it was a board of 36 individuals and each of them represented a specific interests group...And it just unravelled so fast because there was no common agenda established... because the interest groups took the agenda and ran with it and every time you run with the agenda of the single interest groups, everybody else disengages from the discussion and so it was at a crisis point and that’s when we actually did the review and changed it in very significant ways to [become] the Saskatchewan Labour Market Commission.* (pp. 473-474)

Kelly argued that the SLFDB was too large, that agreement was too elusive, and that decision-making was too slow for a contemporary labour market advisory board. She explained: “It’s just that you have to balance decision-making processes with decision-making outcomes and I didn’t think you’ll get the results fast enough out of this kind of [democratic/representative] model” (p. 474). The SLMC Act allowed the new
labour/business board to reduce board membership from 36 members to 19 members. While the earlier participants encouraged forms of expanded consensus building, Kelly absolutely believed that Saskatchewan governance decision-making, should be attenuated and increasingly be determined by business and industry expertise.

Kelly explained that the current selection of board representatives promotes a business agenda approach to acquiring board members for governance boards. S/he explained that board selection for Saskatchewan adult education and training governance was an artificial gesture designed to project a cosmetic-like democratic process. Kelly asserted that “Where this occurs, there’s much more attention paid to [the cosmetics of how it looks]: you water it down – the board, for the sake of ‘representativeness’ in that sort of model” (p. 475). For example, s/he believed that the SLMC represented such optics. Although streamlined down from the original composition and comprised of one co-chaired with one chair representing labour and the other representing business, the reduced SLFDB does “not have the interest groups marching on the steps of the legislature saying they’d been excluded” (p. 477). However, for some business groups, the NDP did not streamline the SLMC enough. After coming to power, a pro-business Saskatchewan Party government, supported by many business interests, dissolved the SLMC in July of 2009. It is noteworthy to mention (similar to a number of other organizations), that the SLMC dissolved the same time this fieldwork commenced.

Kelly indicated that - although there are considerable differences between post-secondary, commission, and Crown boards, and the election of a pro-business Saskatchewan Party - the government fundamentally changed Saskatchewan Crown Corporations governance. Moreover, it may be true that democratically elected boards
were outdated and that they may not have a place in the new reality. S/he insisted that all governance structures should begin to adapt to the reality of free market globalization. Kelly believed that changes made to Saskatchewan Crown governance boards were a necessary improvement, as board selection to a Crown relies on the kind of expertise required for globalization. Moreover, s/he believed that changes made to speed up the Crowns’ decision-making process need to be adapted to the Saskatchewan adult education and training sector. Kelly states that time is of the essence in changing governance board structures and:

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\text{We can ill afford in the adult education system to [to wait to] adopt that model [of globalization] because we will never get to where we need to get to in time. It’s just you have to balance decision-making outcomes [outputs] and I just don’t think you’ll get the results fast enough out of this kind of [representative] model. I mean...industry is screaming for a more integrated and effective system of adult education. (p. 474)}
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S/he assumed that prevailing attitudes underpinning new Crown governance structures could make future governance boards more efficient than they were under past administrations and that the conversion to expert board of directors or “technocratic” boards was the Wall government’s attempt to enhance economic development. For example, Kelly said of the current administration: “We’re going to find the best people and put [them] on the boards and we don’t care [if they are from Saskatchewan] (p. 469). What s/he suggested was placing the best business and industry people available on Saskatchewan governance boards and it did not matter where they came from. Moreover, s/he implied that the Wall government was not concerned with ensuring that governance boards are representative of the Saskatchewan citizenry, as the need for business expertise outweighed all other considerations.
Kelly mentioned the recruitment of people from provinces like Alberta to serve on Saskatchewan Crown boards. She pointed out that this “sounds like heresy, but they were hand-picked because of the might of their business acumen and their industry perspective” (p. 469). Kelly suggested that recent appointments to Crowns were Cabinet Order-In-Council appointments that reflected a new approach to provincial governance bodies that included new criteria for board selection, as follows:

They do [new Crown board members] tend to come from very different walks of industry but all of them from industry including the professions...What amazes me is, I think, how good a job the government did in convincing them to come on boards because they’re all very busy people because they’re so competent and so involved and so the trick was [to induce them to be board members] in terms of what the pitch was to get them to commit the amount of time that they would need to commit to sit on these boards...These people are CEOs of their own companies, their own law firms, their own organizations and so they’ve been the top decision-makers in their own [corporate] worlds. (p. 472)

In terms of skill sets, the new board selection criteria sound reasonable until Kelly made it clear that most board members must be business and industry types. She believed that the appointment of board members must exclude ordinary citizens that do not have business acumen. Kelly believed that within such expert or technocratic governance structures, “the quality of debate and the dialogue goes way up” (p. 472). As such, she suggested that the creation of expert or technocratic board governance structures, similar to those used in new Crown governance structures, be duplicated in the Saskatchewan adult education and training sector. Kelly declared that the decision-making is more balanced, deficiencies of the past were significantly reduced, and that the rapid and decisive nature of decision-making through a nonrepresentative board, was well suited for the global economy. Under the existing legislation, the board membership for
Saskatchewan adult education and training sector institutions are restricted to residents residing within a post-secondary institution’s boundary.

**Bernie**

The fifth participant is Bernie. S/he is a labour leader and has been actively involved with the Saskatchewan adult education and training sector and governance for several decades. Bernie’s greatest concern for the sector was that it was increasingly being promoted “from a purely business point of view” (p. 35). Bernie suggested that a right-leaning Saskatchewan Party government was encouraging board member participation that was sympathetic to corporations by presenting adequately trained workers for specific sectors of the economy. S/he believed that an education and training system should represent more than a business ideology:

> I think there should be more to adult education than simply writing a workforce to benefit the corporate sector, or whether it’s writing the workforce for the purpose of driving consumerism. Whether there needs to be, I mean there is value in education, right, knowledge and satisfaction and you know being able to engage in discussion and conversation at a high level, right? And I think that’s the way education should be structured to provide a broad cross-section of benefit coming out of an education sector. But I don’t think that’s the way it’s structured. (p. 36)

Bernie believed there had been a shift away from an orientation towards social responsibility to provide workers with the skills to make a decent living in all employment areas towards an orientation based on corporate agendas bent on profit-making by exploiting a ready work pool.

In Bernie’s estimation, the election of a conservative government in Saskatchewan could open the door to free market ideology. S/he believed “that there is not much, as much, and maybe that is just my view, there is not as much geared to actual education as a tool to gain knowledge” (p. 35). For example, Bernie noted that:
The Enterprise Saskatchewan model is private sector delivery at public expense. And what I am observing from my vantage point is that it is being driven predominantly by really hard right, and the hardest right elements out of the Chamber are the Canadian Federation of Independent Business. And they believe that government should just hand over money to the private sector...it’s not got anything to do [with education and training] other than the hard ideology. (p. 50)

The point that Bernie stressed was that the Wall government wanted to spend money on industry, the private sector, and the resource extraction side of an economic equation, but it did not want to spend much money on the social side of the equation.

Bernie maintained that the current administration wants to advance a business ideology that promotes a reduction of the civil service and increased investment and control of public training dollars in the hands of private sector trainers. However, the government does not excessively invest in people’s aspirations that correspond to quality of life issues, as their hopes do not coincide with government’s business ideology. As s/he put it: “These guys are cut right out of the same cloth as George Bush” (p. 53).

Bernie suggested that many of the Bush-like policies in Saskatchewan reflect the same right-wing ideological philosophy embraced by the Premier of Saskatchewan, adding that while Premier Wall might be a Teflon character like Bush:

He’s the most anti-union man in the province, or the people who are controlling him are the most anti-unionist people in the province. They’re engaged in an assault on basic fundamental rights that we’ve never seen before. Their attacks on worker’s rights to unionize, the elimination of the card check provision, their essential services legislation is the most sweeping, and broad and wide and anti-democratic legislation of its kind in Canada. (pp. 53-54)

Bernie assumed that the impact of having a corporate agenda at the board governance level could eventually trickle down to the management and eventually to the staff.

Furthermore, s/he believed that if anyone wanted to become a board member in Saskatchewan, his or her orientation better be “pro” business at each and every
educational level. “[In fact, s/he said] forget about the social sciences and forget about providing well-rounded citizens for the future” (p. 61). Further, Bernie thought there was a “concerted effort” to remove the voices of board members who had left or socialist leanings and that the vacancies on post-secondary institutions would increasingly be filled by business types. Because of the government’s new pro-business approach, new board members and the CEOs and presidents they hire could potentially exclude Saskatchewan residents.

Meredith

The sixth participant is Meredith. S/he is relatively new to Saskatchewan adult education and training governance, but held similar positions within the K-12 system and was a board member at the highest levels of the secondary education system. Meredith’s main concern about Saskatchewan adult education and training governance was that people at every level of the system did not fully comprehend how it worked. Meredith proposed that the sector required additional in-depth board governance training so that board members fully understand their rights and responsibilities. Such training could be province-wide and could include all senior levels of AEEL (Advanced Education, Employment and Labour) personnel; as well as, the Associate Deputy, the Deputy, and the Minister responsible. S/he also believed that no changes to governance would occur until a review of the absolute power to seemingly arbitrarily appoint and remove board members occurred. At present:

*We’re not sure where we’re going with this one at the present time. But at the present time, we would submit names or under the previous government we would submit names to the government as to individuals we thought should be on the board. And the government would review the names and say, we like these two people no matter how many positions they are trying to fill.* (p. 332)
Meredith indicated that the issue of Ministerial appointment and removal of board members was an ongoing issue.

*Under the governance leadership meeting we’ve been having, and I sit on the committee for the workshops, that issue is to be brought back to the next meeting as to whether or not we have any influence or suggesting [board] numbers or whether we don’t.*  (p. 332)

In spite of some ongoing concerns, s/he conveyed the message that some areas of board selection had improved. For instance, no longer did their board and some other boards have retired teachers as board members because “they already have a preconceived notion of how education should be delivered” (p. 339). As such, Meredith believed the Minister and ministerial staffs were beginning to realize former teachers placed on Saskatchewan adult education and training boards often possess theoretical perspectives that are not always conducive to adult learning.

Another potential problem with the board selection process that Meredith pointed to was the Minister’s ability to override broader regional concerns in favour of more narrow-focused business concerns. S/he noted that the Minister has the legal authority to appoint a board member who could represent economic interests over community interests. Meredith noted, “I mean, I have more concern with having one individual who has a major interest in the community because of his employment or because his industry in the community has significant interest” (p. 333). S/he used the example of a board member that worked for a potash corporation appointed to a regional board by the Minister:

*You know if potash were in this community because all the potash mines are expanding and there’s growth industry etc., I would be concerned that they would influence the board in one direction and we would lose our aspect of what is [in*
While believing that the main purpose of an adult education and training system is to be an engine of economic development, Meredith nevertheless thought that boards should not concentrate on key growth areas of the economy to the exclusion of their mandate to educate and train adult learners in their region.

Moreover, s/he thought that there could be increased diversity on boards. For instance, boards must include young entrepreneurs, business people, and designated groups. In particular, “[we must begin] to have a greater representation from First Nations people” (p. 336). Furthermore, while Meredith accepted that retired people must continue to be on governance boards, there cannot continue to be an overrepresentation of them on those boards. S/he and many other study participants believed that board governance in the adult education and training system could improve with the implementation of a better selection process to assign and select board members by the Minister responsible.

**Lavern**

The seventh participant is Lavern. S/he is a labour relations specialist and has been active in Saskatchewan adult education and training for decades. Lavern shared the view of many other participants. For example, Lavern thought there were still several “hangovers” or remnants of less-than-perfect board selection practices that had remained in place since the 1970s when the community college system was first established. S/he explained that such remnants were “problematic and I think it [still] limits the forward movement of the regional colleges [today]” (p. 307). For instance, there was an over reliance on recruiting retired K-12 teachers as board members, although there are “fewer
now, [and] that’s a good thing” (p. 309). Nevertheless, the most significant factor never modified was that the power to appoint boards remained the Minister’s responsibility:

Well, the odd thing about the board appointments in the post-secondary system is that all of the boards, the universities, the colleges, SIAST are all appointed by the Minister and they serve at the pleasure of the Minister...You can have a really high profile board member which you might, the board might or might not have wanted, but the Minister wanted, right, and then the Minister has a relationship with the [specific] board member...Because they want to see particular things happen at that particular institution. (pp. 301-302)

Lavern presented the argument that the ability to recruit and submit names for board selection for the Saskatchewan adult education and training sector involved an almost mystical process that must only meet the subjective criteria of the Minister responsible.

Lavern suggested more objective standards of board selection must be established, including standards based upon specific abilities and skill sets. Consideration must also apply to those who philosophically understand why the sector exists and that a board appointment “shouldn’t be a way to line your pocket” (p. 223). In other words, accepting a board appointment should be for the right reason and not for financial or other personal considerations. Lavern also thought that while a pseudo-nomination process exists for universities, the opposite was true for the governance of Saskatchewan adult education and training. Moreover, s/he thought that a bi-cameral governance structure that existed for universities should be a consideration for adult institutions. As Lavern put it: “I mean, there might be a really good reason that the Minister might not want to appoint [to a university or adult institution] X person” (p. 322). However, Lavern envisioned a time when a transparent nomination process might exist. A number of study participants including Alex shared Lavern’s views about the board selection process.
Alex

The eighth participant is Alex. S/he recently retired from government work and held a number of senior positions related to Saskatchewan adult education and training institutions. Alex stated that representation on a board required more than obvious factors like gender or geographic location and that it required the incorporation of a more representative selection processes and a more targeted approach. S/he explained it in this way:

*I mean, that’s the key thing, you have to have strong boards in place which goes back to the earlier discussion in terms of how well selected our boards are. And one of the ones you don’t have here, I don’t think, is board selection based upon expertise. You know, financial expertise, human resource expertise, marketing expertise, sort of broad range skills you need...There should be a block of things here, and that’s one of the pieces that should be in terms of, you know, you should have someone who is on top of things.* (pp. 14-15)

Alex believed boards should not indiscriminately choose “experts”; instead, boards should choose designated and other group members who possess the expertise required for board membership. As such, s/he suggested that there must be more Aboriginal, industry, and youth representation on boards. Related board selection concerns for Alex included the Minister responsible for the sector legally being able to appoint retired K-12 teachers or political “associates” without appreciating the full impact of those appointments. Alex suggested that among all of the organizations in the adult education and training sector, the one that required the most improvement was the Association of Saskatchewan Regional Colleges, as their board selection process was the least scrutinized in the sector. S/he suggested, “If there is any one area that really needs some attention in…Saskatchewan, [it] is regional college board selection” (p. 16). Alex stressed that being selected to a Saskatchewan adult education and training board should
have very little to do with the government in power and that the long-term success of adult education and training in this province was far more important than any particular party’s term of office.

**Nicky**

The ninth participant is Nicky. S/he held senior positions in executive government and an executive position in a Saskatchewan post-secondary institution. As a central concern, Nicky advanced the argument that political interference often had the greatest impact on Saskatchewan adult education and training governance. By political interference, s/he believed that board member appointments were often politically motivated and that the introduction of a new government means the introduction of new board members that subscribe to a particular political belief. As such, because board members were appointments and not nominations, the selection process created a certain level of distrust because the appointments were not always transparent. In fact, “Saskatchewan is quite different in this regard than any other province” (p. 391). S/he witnessed instances where a form of Ministerial hegemony, or patronage board appointments, resulted in the composition of both boards and management changing simultaneously. Accordingly, as happens with all governments, Nicky noted:

That’s what happens with a new board. Once you have a new board with no one who has been there before, no one who hired you, there is not that loyalty or that same kind of commitment at all...The whole political process goes through [the appointments] and you know in the back of your mind [what’s happening]. I know exactly what was going to happen...you know that intuition, and that’s not good. (p. 394)

Nicky believed that patronage appointments made by every new Saskatchewan government without the proper consultation process forced many boards to struggle
without their corporate memories remaining intact. S/he indicated that when a
government changed, the entire governance structure could also change. “[It]doesn’t
matter who it is as far as an election, I mean, it is just the same story over and over again”
(p. 390). When those kinds of political changes occur, board members that remained on
boards were without a sense of loyalty to the new government and often did not trust
newly appointed board members. As many management experts indicate, the
dysfunctional nature of boards is often attributable to antagonistic feeling among board
members. “The main reason for poor organizational performance is not the lack of
business knowledge, but rather negative internal politics” (Jones, 2011, p. 1). However,
such government practices were common and, as Nicky characterized the situation,
“that’s the politics of Saskatchewan” (p. 399). Yet, Nicky thought that political
interference could go way beyond Ministerial-level board appointments.

Nicky supplied a specific example of how provincial politics could go beyond the
Ministerial level and can affect the governance of entire regions. In 2008, Prairie West
Regional College merged with Cypress Hills Community College to become Great Plains
College. Its head office was located in Swift Current. Because the Premier of
Saskatchewan resided in Swift Current, the feeling was that this institution had and could
continue to reap benefits based upon political proximity to the Premier and several
Ministers living in that region. Nicky observed that those kinds of autocratic
arrangements were commonplace in Saskatchewan and that the Great Plains scenario was
not unique to the Wall government, as similar incidents took place in other locations
during the Calvert and other administrations. S/he suggested that political influence could
reside in Swift Current “at this moment, but four years from now it probably won’t”
In addition, Nicky believed that the adult education and training sector is at a “crossroad” and that politics as usual must be further removed from Saskatchewan adult education and training governance. S/he put it this way: “So, I think it needs to be looked at and there needs to be some restructuring and I think we need to get away from the tunnels that puts us all into” (p. 398). Nicky proposed that a good starting point might be to have board members chosen through a series of open and transparent nominations within the sector and to have the successful candidates presented to the Minister.

**Francis**

The 10th participant is Francis. S/he is a self-proclaimed businessperson and had extensive experience with different post-secondary institutions at the board and senate level. Francis believed that the current adult education and training system was improving because of an emphasis placed upon performance outputs:

*The improvement… I think the people that are becoming engaged are better; it’s a whole orientation that they’re given on the boards, you know… I don’t attribute it to politics, I attribute it to people within the system saying we’ve got to re-look it [and it is improving].* (pp. 171-172)

Francis enthusiastically endorsed the position that governance boards and management were getting better and that government processes were becoming “de-politicalized.” S/he thought that Saskatchewan patronage that once awarded political supporters for their loyalty, was becoming obsolete and said “I think the old days, and I will call it the ‘old boys’ just doesn’t work because people realize it [doesn’t work]” (p. 174). According to Francis, people in Saskatchewan are currently judged by their skills and qualifications and they are not ostracized based upon their political affiliations. Francis’s personal
experience with the current government had been “fairly” positive and s/he perceived provincial governance as moving in a forward, positive direction.

Francis assumed that recent developments in Saskatchewan adult education and training governance were for the “greater good” of society. S/he added that in terms of outputs, 20 years ago education and institutional labour market metrics were not as closely monitored as they are today. Francis suggested contemporary boards are more business-like and that greater emphasis was placed on measurement and accountability. S/he thought such developments were not a bad idea. However, Francis believed that the Saskatchewan adult education and training sector was still too decentralized, too political, and usually based on short-term planning:

*I really think there are some failings in not having consistent modeling in governance across the system. And I really, I got to be careful here, because it’s not a matter of voting in which system, but you know call it like it is you know, as you go through every board, whether it’s SIIT, Dumont, you know they all seem to have their own little way. And you know how you can have good governance and partnerships and people talking to each other if they’re all made up of these, and I’m going to say in some cases just ‘goofy.’ How do you understand the politics, or the consistency? I can have a relationship with SIAST, but really at the drop of a hat, that board can completely change in their philosophical way. It shouldn’t happen that way, it doesn’t serve anyone well...And I think if you’re going to protect the integrity of governance, you have to build models that can stand up over time...You have to de-politicize and I don’t mean, NDP or other, I mean de-politicize boards to the best of your ability and make them really representative of the society where they exist. (p. 182)*

For Francis, improved governance of adult education and training sector requires a consistent governance model, a consistent set of policies that applied to all stakeholders, and a consistent and nonpolitical board nomination process that reflects the wishes of and includes a cross-section of Saskatchewan people. S/he believed that having Saskatchewan-based board members representative of Saskatchewan residents was
fundamental to democracy and the ideal of having an adult education and training sector ruled by the people of the province.

**Quint**

The 11th participant is Quint. S/he was a long-serving executive in one of Saskatchewan’s post-secondary institutions. Quint had a somewhat radical interpretation of the central importance of governance in Saskatchewan adult education and training. S/he thought that while provincial legislation establishes government policy and outputs, institutions are only hypothetically directed and controlled through the Minister responsible for the sector and in actual practice, that is not the case. While “technically” being legal, Quint believed that legislation created for the adult education and training was more inoperable than operational, and that the AEEL Ministry did not implement or enforce their stated rules. According to Quint, “I’m not sure the Minister does that [follows the legislation] to be quite honest” (p. 415). S/he further suggested that the AEEL Ministry often does not give certain institutions any direction, as follows:

*I don’t have anything from the department that says here’s a set of outcomes [outputs], or anything like that. Actually, the system really doesn’t have that. It used to have some of that in the past, but really there’s no requirement for us to do any performance reporting at this stage or anything. I mean that will change. I mean look at our internal controls, but there’s nothing there in terms of really what we report to government. I mean there’s a provincial audit, there’s a provincial auditor that kind of checks what we’re doing from a financial perspective, that things are ethical and above board and everything. But aside from that, [direction] didn’t come from our Minister, nor from the Ministerial staff. (pp. 415-416)*

According to Quint, legislation pertaining to certain institutions existed as more of a guide than a directive and some institutions created their own policies in spite of the legislation. For example, s/he suggested that if their institution wanted staff salary
increases, the institution would be required to make a recommendation to the board and then, according to the Act, the board must consult with the Minister before making a decision. However, Quint stated that, in reality, the request for a pay increase “has to go to the PPS [Provincial Public Service] for them to make the decision but it’s not written down anywhere” (p. 416). Therefore, s/he thought that a number of practices by which some institutions operated were not necessarily consistent with government legislation.

Quint provided an example of how institutions often must lead the government beyond legislation when there is undue disruption to an institution, as in the case of a newly elected government. S/he explains “sometimes when you have a new government, they don’t necessarily know what the strategy is around education either [and] it takes them a while to figure that out” (p. 430). Thus, Quint pointed out that disruptions can occur at both the Ministerial and Ministry level:

> *When they’re in flux and shuffling, and you’ve got the new Minister it’s very problematic. In fact, to me, I think to be quite honest, it’s all a disaster; you know that’s not a political statement around whether you know I follow any particular party, but it just didn’t work from my perspective. I don’t know how long it will take for that to come together and work. Somehow, we still have to continue to operate. I mean fortunately because you have management that you know experience different levels within a post-secondary institution that by and large they know what they’re doing and how to run an institution. It’s a pity they don’t adopt the same thing with government.* (p. 430)

Quint felt a more professional approach should be established during a change of government, “especially at the Ministerial level” (p. 403). Even the addition of AEEL Minister, Rob Norris, who had some experience with the post-secondary education sector, presented problems for some institutions. Quint explained that, before becoming Minister, Norris did not have the senior decision-making experience required for the position. Therefore, “he wasn’t necessarily…used to making the types of decisions that
senior managers have to make” (p. 431). Unlike a field such as law where the Minister of Justice is a lawyer, Quint pointed out that few, if any, Ministers assuming a Saskatchewan adult education and training portfolio have had prior exposure to the field.

Charlie

The 12th participant is Charlie. S/he was a self-described long-serving government bureaucrat that led a privileged life. Reflective of having the benefit of viewing post-secondary education from an academic perspective, as well as being an active participant over a lifelong career, Charlie indicated that s/he had a unique perspective on Saskatchewan adult education and training governance. S/he admitted that:

I had the luxury [to explore post-secondary career options]. I had essentially the material luxury to be able to take a few years of my life and hold on to that process [of study] and devote it to a pursuit that had nothing to do with making a living or learning a skill that was making a living, it wasn’t forced on that. So I value that I went on like most people, I think, who’ve been through university to make a living, then got down to the business of well what am I going to do and what skills do I need and how will I in fact make a living. (p. 99)

Charlie, unlike most participants, made a conscious choice to learn about the Saskatchewan adult education and training before beginning a career in the sector.

A central concern for Charlie was having control and direction of the entire Saskatchewan adult education and training sector placed into a single pair of Ministerial hands after a government change. Based upon several decades of experience in the adult education and training sector, this perception was formed on “dealings with a number of Ministers, Deputy Ministers, and people who advise them” (p. 116). How s/he understands of the inner workings of governance procedures and government change is unparalleled when compared to the other study participants, as Charlie worked at the highest levels of government over a lengthy career.
According to Charlie, but for a single period of government rule, there has never been a consistent level of proper government control and direction displayed in the Saskatchewan adult education and training sector. The exception to the above statement occurred during a brief episode of apprenticeship commission governance and attributable to a single Minister. Charlie believed that only Minister Bob Mitchell’s time in office allowed Saskatchewan adult education and training to adhere to long-term planning based upon higher ethical principles not compromised by changing public opinion or overly influenced by political ideology. S/he believed that the Mitchell era of ministerial oversight represented the ideal. Charlie explained that:

\[ \text{Bob Mitchell had been around, knew kind of the system a little bit, had been in the system in a different department but had been in the political side, he knew a lot of the actors in the [field], he had been a heavy labour lawyer, and he was open to creating this new agency – The Apprenticeship Commission. He was also open to experimenting with governance model and as far as I’m aware for the first time in Saskatchewan.} \ (p. 117) \]

Charlie indicated it was unfortunate that Mitchell did not codify or make permanent the governance changes he implemented. Yet, many of his innovations are still employed as a kind of unwritten tradition that attempted to ensure that organizations significantly tied to an educational institution were represented on its board of directors.

Charlie suggested that with Mitchell’s departure, abandoned was a movement that promoted nonpolitically based adult education and training governance structures in favour of more typical political practices that conformed to awarding board membership to party supporters. This meant that the patronage type of board procedures that existed before Mitchell came into office returned with his departure. Once Mitchell left the portfolio, internal NDP political infighting intensified and governance patronage appointments became the norm again. Externally, political board patronage appointments
returned to Saskatchewan adult education and training. Therefore, politics and not contextual or practical knowledge required for board membership often dominated board appointments. For an extended period after Mitchell’s departure, it became apparent that other Ministers did not or could not articulate a vision for the adult education and training sector including how to conduct governance. However, according to Charlie, the inability to understand the adult education and training sector was not necessarily the fault of those new Ministers as they were “dropped” into the portfolios without preparation or warning. After all, unlike a Minister of Justice, the new Ministers did not possess the contextual academic backgrounds to understand the sector fully. S/he points out that “they didn’t necessarily have any detail of what has gone on before; they didn’t necessarily know what Mitchell, for instance, was trying to do” (p. 119). Charlie suggested that the arbitrary power of the Minister to appoint or dismiss board members became evident after each election and the related phenomenon of departmental or ministerial reassignment still existed. Moreover, s/he added that only legislated change could address the situation.

**Jamie**

Jamie is the 13th participant and the sole legislative expert in the study. Jamie agreed with Charlie that the only way to change Saskatchewan adult education and training governance was through legal Acts. According to Jamie, the legislation that regulates government channels and organizational structures that affect Saskatchewan boards of director’s selection must be re-considered. For example, established in April of 2006, the current Saskatchewan adult education and training sector fell under several pieces of legislation regulated by AEEL. In consultation with Cabinet, the AEEL
Minister had the responsibility to control, direct, interpret, and introduce legislative change. Parts of the current AEEL legislation enacted to address the needs of the Saskatchewan economy and labour market were influenced by NDP ideology. Parts of the legislation involved:

*Saskatchewan’s leaking [out migration] of young people...young people and between making decisions about going to other provinces and making choices around postsecondary education or making or finding those choices in other provinces and clearly the Premier of the day in 2006 was really keen to try and find ways to keep young people in Saskatchewan. So there was also a sense around using the postsecondary system and the emerging labour market as a way to keep young people in the province and to help them make choices around staying in the province.* (p. 226)

Jamie’s professional assessment was that the way government had directed educational activities in Saskatchewan remained fundamentally unchanged over the last sixty or seventy years. Mentioned earlier in the dissertation, s/he somewhat agreed that when it came to Saskatchewan adult education and training governance, all Saskatchewan governments have more or less followed the same overarching political traditions for decades. As part of a British Parliamentary tradition, the relationship government has with its educational institutions is legislation-based. Within that tradition, a Minister “responsible” for a portfolio is legally granted the power to control every aspect of his or her area of jurisdiction, and has the ability to introduce new legislation into the Legislative Assembly after consulting with Cabinet. For Jamie, the concept of Ministerial control is fundamental to government.

In terms of governance, Jamie pointed out that a fundamental facet of Saskatchewan adult education and training governance was that it operates in accordance with statute. The entire sector, including its institutions, is statute administered. As s/he put it, “they are statutory creatures and the relationship between the political statutes and
governance and institutional governance is very clearly established in every one of those Acts” (p. 236). Jamie noted legislation regulates apprenticeship, the University of Regina, the University of Saskatchewan, regional colleges, SIAST, and all other training institutes. Each institution has a relationship with the Minister responsible. Moreover, each of them has a different relationship to the Minister. S/he explained it in this way:

Between the universities, there is not that much difference, but between each of the other institutions, the cluster of institutions...they are all different and there is a reason why...Because the governance of universities have long been academically independent and there are long held notions, centuries of notions, around independence...and still is a Western tradition that is exemplified in the statutes...The relationship between the SIAST board and the relationship between the regional college boards and the Minister and the apprenticeship commission are very different. And the reason that they are different, I would argue, particularly between SIAST and the regional colleges, is because they are far more closely held by the Minister and that is because government has seen and wanted those institutions that are really vehicles of labour market policy. They wanted to hold the levers of their labour market policy. (pp. 236-237)

Jamie believed the development toward a more free market Saskatchewan Party labour policy shifted the levers of power right of centre. S/he pointed out that the dominant course prescribed by the government for the Saskatchewan adult education and training sector has been and continues to be economic development – a significantly different relationship than the Minister has with other educational sectors. While the relationship with the universities has remained anchored, to an extent, within a tradition of academic independence, s/he believes that the relationship with Saskatchewan adult education and training may have shifted away from its more abstract concepts of lifelong learning to more tangible employment-based ends.
Life-Long Learning Concepts

The first facet of a direct phenomenological sociological approach deals with governance concerns. The second facet relates to a discussion of lifelong learning concepts within Saskatchewan adult education and training governance. In one way or another, almost all the participants had the same sense that the concept of lifelong learning existed along a formalized learning continuum. While all of the study participants recognized the conceptual distinctions between and among informal, nonformal, and formal learning, in general, their comments pertain to accredited learning in the Saskatchewan adult education and training sector.

At the highest philosophical level, Meredith’s experience was that most people accepted and understood what the concept of lifelong learning meant. However, Meredith’s impression was that terms like adult education used to describe the field of study often had negative connotations. S/he explained: “I just don’t like the stigma of adult education, you know” (p. 350). According to Meredith, the field of adult education was misunderstood and often perceived as having an implied sense of inferiority when compared to other professional fields. The entire field sounds “like you’ve got uneducated [ignorant] adults…and if I refer to you as an uneducated adult, am I not putting a stigma on you already?” (p. 350). Meredith observed that this lesser characterization or ranking of adult education particularly existed in K-12 and university disciplines.

As such, s/he thought that a name change to the area of adult education would not mean that all of the stigma associated with the field could quickly dissipate; however, a change to something like enhanced learning might reduce the ignominy ascribed to the
discipline in and out of educational circles. Meredith suggested that a precise, agreed upon term to describe adult education and training could allow for a greater understanding between both practitioners and nonpractitioners. In Meredith’s judgment, a definition that more clearly articulated what adult education and training entailed could potentially improve the sector’s future stature. Moreover, a better definition would allow people to understand the lifelong learning concept.

Meredith’s impression was that what could be compounding the stigma attached to some segments of adult education and training, especially with Aboriginal learners, were antagonistic attitudes towards learning that some students acquired in the regular school system. S/he noted that many learners entering into an adult education setting expressed the view that they hated school in general and that painful high school experiences made them feel uncomfortable in learning settings that could attenuate their lifelong learning prospects. Meredith stated that traditional approaches to teaching children in the K-12 system were not appropriate for many learners. Moreover, s/he suggested that a number of the faculty in the adult system still ascribed to a traditional teaching pedagogy and did not comprehend that they were facilitating the learning of adults. As s/he put it, “they have already a preconceived notion of how education should be delivered. The college system is [however] completely different than the K-12 system” (p. 339). As such, many learners in the adult education and training must overcome the apprehension and uneasiness they were conditioned to earlier in life in order to continue along their educational journey.

Added to the feelings of uneasiness experienced by many adult learners continuing on for further education and training, Meredith suspected that many students
entering the sector expressed the idea that they could not fathom how the post-secondary system actually worked and how it related to their individual lifelong learning needs. S/he commented that the Saskatchewan adult education and training sector was large and complicated and even the explanations received from practising experts working in the sector often added to the confusion. Meredith explained it this way:

*I would say the system we now have is very compartmentalized, and that each group conducts their system in a way that they feel they are meeting their objectives without considering what the others are doing and whether or not the two of them can work together...I think there is a lot of duplication in the system, that we’re duplicating what the other one is doing without considering, without looking at what, not who we are, that we’re all using the same goals to accomplish the same things.* (p. 327)

Without mentioning specific forms of system duplication, Meredith pointed out that the 2005 training system review recommended that creating a new seamless training model would make it easier for Saskatchewan adult education and training practitioners to explain the field. In addition, such a model makes it easier for users to understand how to address their lifelong learning needs.

Francis shared a similar notion as other participants: the overall idea of lifelong learning is a simple concept. Yet, referring to the educational sectors, s/he suggested “in fairness, it’s huge, it’s a huge thing, but it’s huge you know, if you want to be inclusive” (p. 151). For Francis, being inclusive means including an all-embracing educational system, which includes universities as part of a lifelong learning continuum. As s/he explained, “to me, the system is very broad, but it’s now become, truly lifelong learning hasn’t it for yourself, myself, others, [the concept of lifelong learning was] not hard to understand” (p. 152). Francis interpreted the lifelong learning continuum as an education system where people had access to post-secondary education after completing Grade 12.
In addition, for learners who had not obtained Grade 12 and did not want to return to the K-12 system, the sector provided a second chance for them to re-enter the learning continuum. Moreover, where workers lost their jobs and required additional training to gain employment, a lifelong learning continuum provided them access to new information-based and other jobs.

Francis’ impression was that the present AEEL Ministry is probably the most inclusive system in the province’s history. However, despite many improvements, the system remains difficult to comprehend and not many people from the adult sector could explain how all the education and training pieces worked. Consistent with the views of most participants, Francis’ sense of the system was that most of the people working in the field only viewed and understood their own particular piece of the education and training puzzle. S/he explained Saskatchewan adult education and training this way:

*If you’re coming from ABE, you’re looking at essentially skills, like life skills. I think if you are looking at it from the apprenticeship model, of course you are looking at it to fill in as you will, to provide the classroom academic style learning that’s needed in any trades...Every technical training [program] is probably [including some] pre-employment as a model the same as the university [coop programs]. But the university is much more liberal art and broad-based than career orientation. We all know that, [but] not in a bad way. But every one of those sectors looks to adult education in a different way.* (pp. 151-152)

Because of the changing nature of society, Francis agreed with other participants that the Saskatchewan adult education and training system should be more considerate and more responsive to helping those in need. S/he put it this way, “when I look at the system, as a whole, I think there are those forgotten people, and it’s happening a lot in our society” (p. 152). Francis expressed strongly the opinion that the current system was “weak” in helping many people transition from job-to-job and made the related point that the transition to work should begin much earlier in life.
Similar to Francis, Kelly suggested that before attempting to consider the concept of adult lifelong learning we must “back up” for a moment. Before discussing intellectual notions of an ongoing educational continuum, there needs to be a realistic discussion about the state of the traditional school system. S/he thought that “the purpose of the K-12 system really [was] being, in the ideal, [to begin] feeding children into either employment or higher education” (p. 458). Kelly’s sense was that Saskatchewan primary and secondary schools have contributed to a huge dropout rate, which adds to increased basic education enrolments. As a result, the state of “adult basic education is [in a troubled state]…and the demand for adult education is significantly outpacing the capacity of the province to provide adult basic education” (p. 459). Kelly suggested that what made this particular situation even more complicated was that:

*The adult education incompletion rate in the Aboriginal populations and as you well know the educational indicators for 2008 and prior, the number of years it takes for an Aboriginal student to complete their Grade 12 credential is much longer than for a non-Aboriginal student.* (p. 460)

While not laying the entire blame for the high dropout rates on high school administrators and teachers, Kelly believed something needed to change before ever discussing what occurs in the K-12 and how it relates to the lifelong learning continuum.

Georgie came at the idea of lifelong learning from an extensive experience of working with field practitioners over several decades. S/he observed how Saskatchewan adult education and training developed and indicated being one “who appreciates the benefits of what adult education has done and can do” (p. 184). However, before discussing lifelong learning, s/he also shared some thoughts that concerned the K-12 system. For example, Georgie thought that the adult education and training sector should not correct the “shortfalls” of a high school system that failed to prepare graduates (in
particular, First Nations youth) for entrance into the job market. S/he explained that “adult education is not [should not be] a cross-subsidization of the lack of K-12 systems, provincial or First Nation federally-funded” (p. 185). In addition, Georgie thought that adult education should not focus on the mistakes of the K-12 system, but instead the sector should focus on post high school or post secondary training.

Using an analogy that the adult education system was like an automobile driving down the human resource development highway, Georgie’s impression was that the failing K-12 system should be in our rear-view mirror and we need to be looking forward through the “windscreen,” down the road toward future education and training destinations. However, s/he acknowledged that for many Aboriginal youth who drop out of the regular high school system, the adult education system was the only option. In Georgie’s view, one reason the field of adult education and training was so important related to the sector’s potential to facilitate the kind of “tooling” that Aboriginal youth need to acquire before embarking on careers that include basic employment readiness training.

Georgie’s first-hand knowledge about Aboriginal youth suggested that Saskatchewan adult education and training could have the power to “structure something to recapture those students, because it’s such a great number [of students], so that they can go on and get the proper kind of adult training that they need for human resource development” (p. 186). According to Georgie, the “grail” for adult education and training governance was to pursue a course of a lifelong learning that enabled and inspired residents of Northern Saskatchewan to contribute to their communities and society in general. S/he put it this way:
Lifelong learning, [as] an adage or label that has been used in the past is absolutely true. If we stop learning, we don’t exist and we don’t contribute [to society]. Yes, [it is] a lifelong learning purpose, a life-long ability to play a role and to assist individuals whatever their age. (p. 187)

Georgie expressed the idea that the original adult education principles of creating a more just and equal society were increasingly being replaced with ideas that promote individualism and competition over collective efforts. While admitting that individual competition will always be part of our society, s/he noted that adult education “still harkens back to always helping individuals, to help that person find his or her best way” (p. 187).

Like other participants, Sam believed that the concept of a lifelong learning continuum was not a new ideal. S/he believed that for First Nation communities, the concept of lifelong learning existed since time immemorial and that “lifelong” learning only became formalized in Saskatchewan in the latter part of the 20th century. Nevertheless, Sam thought that the focus of lifelong learning was attenuated to becoming a participating member of the labour market and the economy. Yet, s/he was aware of the increasing need, a “huge, huge” need, for increasing Aboriginal participation in educating and training for the provincial economy. As Sam put it: “to be contributing members of society…to drive the economy [Aboriginal people are]…going to need to be decision-makers.” (p. 438). However, Sam wondered if the K-12 system and the government were doing all they could be doing to prepare First Nations youth for new economy employment that required post-secondary education and training.

According to Sam, the number of children who did not complete regular high school and the large number of adults who did not get their Grade 12 equivalency was a “huge load” for the Saskatchewan adult education and training sector to bear. S/he
indicated that in addition to offering pre-Adult 10 literacy, Adult 10, and Adult 30, post-secondary institutions were also required to introduce “workplace education and...essential skills [reading, writing numeracy] and...essential skills development” (p. 433). Although many First Nations children were denied a proper lifelong educational journey and endured many experiences that made them reluctant to re-enter the system, Sam was left with the impression that an increasing number of First Nations youth must be given an opportunity to allow them to progress through the Saskatchewan adult and education sector.

Kendal appreciated that some of the basic beliefs that existed at the beginning of a Saskatchewan adult education and training sector to better the lives of Saskatchewan people remain evident in Northern Saskatchewan. S/he indicated that significant remnants of an adult education movement and the idea of a lifelong learning continuum, established at the beginning of the adult education movement in Saskatchewan, found similar parallels today in many Northern communities. Kendal believed that educators and facilitators working in the North of Saskatchewan want to provide learners with more than just educational opportunities like secondary training and upgrading for employment purposes. However, s/he suggested that Northern Saskatchewan was affected more by K-12 failures when compared to failures in Southern Saskatchewan. S/he notes:

*I think today we are faced with the same dilemma [as in the 1940s], but we’ve got an increased dilemma and that dilemma comes from things that weren’t covered I think in the K-12 system, especially when we’re talking about Northern Saskatchewan where we find it’s a little bit tougher to do recruiting of top notch educators due to some isolation factors and so forth...I think that they are [predominantly First Nation but include white children] going from grade to grade without actually passing the curriculum and they find that could happen for the twelve years and the next thing they know, they’re adults moved out of the education system that actually don’t have the Grade 12 equivalency that we*
would find in the southern portion of the province, therefore creating an extra burden on the adult education system. (pp. 262-263)

Kendal’s impression of K-12 education was that even the newly constructed Northern schools were not preparing Aboriginal youth to be able to enter industry training, trades training, or the regional college system. S/he indicated that the advent of large numbers of First Nations community secondary schools left students not prepared for post-secondary or university studies and that those who wanted to attend post-secondary education and training must complete additional study and “they’ve got to ‘catch’ up to what they’ve missed in their own curriculum” (p. 263). Thus, children from Northern communities require additional study just to be at the same academic levels as children educated in Southern schools.

Nicky agreed with Kendal’s position that the original idea of bettering Saskatchewan society in the 1940s was fundamentally associated with lifelong learning and the Saskatchewan adult education and training sector. From what s/he had read and written about the history of community colleges, there was a shift away from creating a more egalitarian or “socialist” society in favor of a more “capitalistic” or competitive and business-like paradigm. According to Nicky, “you know, in the late 40s and 50s and even today education is seen as an [individual] investment” (p. 365). However, s/he also thought that the emphasis in education and training today was for the individual to compete within an emerging global society and explained that, within that environment, individual students must be prepared to compete for jobs that exist anywhere in the world. While a mental image of a Saskatchewan lifelong learning continuum continued to exist in some people’s minds, Nicky wondered how realistic such a vision was and if
such naiveté could continue to exist in a reality that consisted of individual economic survival.

Somewhat like Nicky, Lavern believed that Saskatchewan lacks a unified contemporary lifelong educational continuum. However, s/he thought that the reason for having a Saskatchewan adult education and training system was not simply to “feed” the economy with workers, but that its focus should be more than economic survival or competition. S/he said, “Some people love to learn, and love to learn different things, and do so because they like it, [and] not for economic gain themselves” (p. 294). S/he indicated that some people pursue lifelong learning for “self-actualization, for want of a better description” (p. 294). Lavern suggested that part of that self-actualization was to provide all Saskatchewan learners with an opportunity to become better citizens. As s/he recounted, “you need to feed the citizenry with citizen responsibilities, and knowledge and so on and so forth in order to build a better society and to have people participate in their family [and], in their own life” (p. 295). Yet, Lavern’s assertion was that often adults’ opportunity to pursue a path of lifelong learning was often blocked long before they became adults.

Lavern’s impression was that a problem that contributed to the nonpursuit of lifelong learning, especially for less affluent Saskatchewan citizens, began in primary school. S/he indicates that sometimes children’s initial literacy education is overlooked, such as with Aboriginal children. As such, when those students enter post-secondary education, there was an expectation placed upon adult institutions to deal with building a variety of skill-sets under developed in the K-12 system. For Lavern, it seemed an increasing number of students that entered post-secondary institutions “don’t have the
ability to read, to write, to decipher, or basic numeracy skills” (p. 295). S/he notes, “That there is something significantly wrong with this picture” (p. 296). Moreover, speaking not as a key decision-maker in the adult system but as a parent, s/he questioned some of the practices of the K-12 system. Lavern put it this way:

“There would be the ‘Math for Dummies’ questions, and the ‘Science for Dummies’ questions. I’ve had go rounds with the school, the school boards about my own kids and stuff like that. So then they graduate from high school but then they decide they want to do something, and because the guidance counselor told them in high school they didn’t have to have Math 30 to get a university degree, and of course I didn’t know anything because I was just the [parent].” (p. 296)

Lavern believed that too many children left school not prepared to begin careers and s/he declared that there were significant numbers of adults in Saskatchewan who could not functionally read or write. Moreover, s/he believed that streaming children into modified classes in Grade 10 (Math for Dummies) or allowing them to graduate without 30 level math or science classes gave students the false impression that they had earned a legitimate 30 level high school diploma. Lavern also suggested it was imperative that more had to be done to prepare Saskatchewan youth for employment so they could pursue more than entry-level service employment and so youth could have the wherewithal in terms of resources that allows alternating between work, education, and training as a part of their education and training journey.

Alex also believed that Saskatchewan adult education and training sector exists to prepare the population for lifelong careers in the Saskatchewan economy. S/he noted that “adult education is the next level after [obtaining a] high school [education]” (p. 1). Alex agreed with most participants that if adult education did not exist, Saskatchewan’s economy would be poor in terms of learners’ ability and skill development. S/he
explained that the sector operated within a broad spectrum of human resource
development and program delivery, where:

You’re talking about post-secondary education in skills and trades area – you’ve always got a sense of programs that are put in place through consultation with provincial government and hopefully industry, to develop programming that prepares people for the jobs that will exist in the labour market when they are finished their training. (p. 1)

Alex accepted that the search for a job must be the learner’s primary focus; however, s/he also thought that part of the journey along a lifelong educational continuum included Saskatchewan universities.

Alex suggested that universities occupy a broader scope of education and training than the rest of the sector. For instance, s/he said that “they provide a much broader range or programming, not always focused specifically on trades and professions, but on professional interests, social interests, academic interests, and research interests” (p. 2). Nevertheless, Alex indicated that there should be a better connection between the worlds of adult education and training and the universities, as “there are [many possible] options out there” (p. 2). This attitude is similar to those cited earlier in the dissertation that talked about the third wave of education or an “open university” concept that allows adults to transition to advanced study.

In a similar manner, Alex believed that the identification of employment and educational pathways be made clearer in high school. For example, high school counsellors must focus more on making connections that included other education and training options other than universities, which often require higher academic entrance grade point averages. S/he suggested that high schools could better counsel students about trades training equally as well as giving students information about university
entrance requirements. Alex explained, “There is social value in terms of having an educated public, whether it’s for a [university] career or, not a [university] career” (p. 2). S/he indicated that more than university options need explanation in high school and that information must be made available for students who wanted to become apprentices, have a technical career, or attend a regional college, DTI, or SIIT.

Bernie readily admitted to not having an adult education background and thus did not specifically use the term “lifelong learning.” Yet, Bernie thought that the Saskatchewan adult education and training sector and the Saskatchewan university sector were distinct components of a larger educational continuum. Therefore, s/he suggested that Saskatchewan universities could not presume to think of themselves as having a unique or separate function from other institutions along the educational continuum. Bernie’s assessment of an educational continuum offered the position that although university education could be more oriented towards the acquisition of knowledge and that adult education was more oriented towards practical applications, both university and adult education and training paths ultimately lead to employment.

Whether training for an academic or a practical career path, Bernie believed the perspectives an employee had concerning lifelong learning could be very different from that of an employer. S/he noted that “if you look at it from the perspective of workers, it’s [lifelong education] actually to provide them with the skills needed to make a decent living” (p. 35). However, Bernie proposed that today’s Saskatchewan adult education and training sector was being redesigned to train employees for lower paying jobs that did not allow for advancement into new economy jobs that require post-secondary education.
Bernie passionately believed that the purpose of Saskatchewan adult education and training had changed from collectively helping people to an individual focus. S/he thought that as a society we have moved away from being more social to that of becoming competing individuals who benefited corporate consumerism. S/he put it this way:

*It doesn’t appear to me that the system has evolved to a stage where it actually provides, or society has evolved or maybe has evolved to a society that considers a value of an education beyond the very narrow perspective of being consumers, of the products that we make, you know the capitalist structure. There doesn’t seem to be, at least from my vantage point, an emphasis placed on intellectual conversations and dialogue around things other than how much stuff you can get, whether you get a bigger house than the next guy, or a nicer car, or a bigger flat-screen T.V. - everything is driven by consumerism, right? including the educational institutions, and education should be more than that.* (pp. 37-38)

Bernie explained a capitalist agenda had usurped the Saskatchewan education and training sector and its governance.

Like Bernie, Charlie accepted the idea that lifelong learning is important for society. However, s/he thought that there should be no real “obligation” placed upon individuals to attend post-secondary education. Although s/he saw the benefit of post-secondary education, Charlie did not necessarily believe that higher education was the only way to achieve a fulfilling life and that only post-secondary study constitutes lifelong learning. S/he suggested that while it was statistically correct that most people required post-secondary education for the emerging workforce, that perspective “doesn’t stand up to every scrutiny in terms of every individual case because there are lots of people who for instance haven’t pursued formal education very far and who have been successfully economically” (p. 95). She explained it in this way:

*So few people think about that [an information-based economy] and make a decision to participate in a modern technological society or not but most people I*
think are caught up [in it]; it’s like a current that sort of carries us along, it exists and I think very few people give much thought to whether they are going to participate or not at least consciously. In fact, there are conditions in their lives that will influence whether or not they participate you know more or less effectively or more or less successfully in a modern technological society...Well, I was going to say is to sort of make it accessible and lay it out there but that presumes that it’s right for everyone. I mean if it’s good and we don’t have that discussion in society, we don’t talk about whether this is the right thing to do. (pp. 96-97)

Charlie believed that most people accepted the platitudes that no one had a choice when it came to post-secondary education. From such a perspective, s/he questioned how we could make discussions about accessibility, participation rates, and helping people succeed in a Saskatchewan adult education and training sector where we only consider people successful if they complete an academic post-secondary program.

Jamie viewed the concept of lifelong learning from a perspective of legal efficacy or force and believed in the importance of an intimate understanding of government policy based within legislative frameworks. S/he recalled that several parts of the existing Saskatchewan adult education and training sector emerged under the Blakeney government, when the K-12 system was separated from adult education and training through provincial legislation. At that time, the “post-secondary” education and training sector was separated from the K-12 system in an attempt to address specific issues related to post K-12 adult education and training.

Speaking of the departmental separation, Jamie indicated that “what is going to be required [was] more clarity in a system that involved universities with regional colleges and SIAST and the apprenticeship system” (p. 225). She explained it in this way:

Now when you go back in forth in time, in terms of certain departmental organization, governments clearly had different organizational models and I think it was probably correct; as I recollect, going back and forth between a combined department of K-12 and postsecondary and separate departments. It has gone
Jamie indicated that while the original intent of forming a separate K-12 and adult education and training sector centered on legislation that allowed for the implementation of a lifelong learning continuum, a fully integrated learning continuum had not yet emerged.

Jamie concluded that the sole responsibility for making the Saskatchewan adult education and training sector work as a system remained with the government in power. S/he explained that any legislation that corresponds to the sector rests with the Premier in consultation with not only the current AEEL Minister, but with Cabinet Ministers, who make recommendations at the Cabinet table. While legislation provides the Minister responsible for the adult education and training sector a framework upon which to make decisions, a relatively large number of other considerations are decided before interpreting the legislation. For example, Jamie indicated that a variety of nonlegal considerations that are perceived to exist such as current public events, public opinion, and the pressure to be re-elected impact the interpretation of the legislation. S/he mentioned that because very few of those additional discussions involve a commitment to the higher philosophical realms of decision-making, it was relatively easy to understand how political expediency often trumps educational ideals.

Understanding Adult Education

The third facet a direct phenomenological sociological approach includes a discussion of understandings of the adult education field. Often characterized as a myriad...
of loosely connected concepts before the creation of the first North American Adult Education Division in Saskatchewan, the field took on definite political overtones in 1944. Popovic (2011) describes similar European Marxist-like leanings as the formation of generally developed personalities into five broad categories including cognitive, moral, vocational, physical, and aesthetical education, in the following way:

Although very artificial [an] approach, it does have similarities with the accent on striving for ‘kalokagatos’ (being psychically and physically good and nice) and with the humanistic seeking for personal growth and development of all potentials and forces that a person possess. (p.1)

However, for the most part, the development of Saskatchewan’s Adult Education Division is absent from recorded Canadian adult education history.

For example, in the 1800s, adult education is described as a scattering of the formal and informal, the private and public art, literary, musical, scientific, and handicraft clubs; as well as, mechanical, agricultural, and YMCA organizations. Early 1900s adult education activities included study groups, educational and cultural associations and the expansion of earlier groups and organizations. In addition, the Toronto School Board offered night classes, and the Canadian Pacific Railway began training, while the federal government opened a number of experimental farms. Moreover, both Queen’s and McGill universities began extension services. Soon after, the University of Alberta and University of Saskatchewan adopted the Wisconsin model of extension. Then, in 1919, the federal government created the Technical Education Act, which funded provincial adult education. After the First World War, Khaki College began offering overseas troops adult education services. In 1926, Sir William University was founded and in 1929, the Antagonism Movement began offering cooperative education services through St. Francis Xavier University, which was followed by the opening of the Banff School of Fine Arts
in 1933 and the National Farm Radio in 1941. However, an authentic understanding of the historical record of Saskatchewan’s’ politically based adult education sector conceived to address the gap between rich and poor and to address inequalities through education and training was not preserved.

Bernie understood that the Saskatchewan adult education and training sector was changing from a place of acquiring knowledge or promoting social improvements to a mechanism used to produce workers for capitalism. S/he explained that “it’s an educational system [that was] geared toward churning out workers” (p. 39). From Bernie’s perspective, while some emphasis remained on providing a social component to the sector, the prevailing capitalistic ideology of the current government was to produce workers for commerce; “and the cheaper the better” (p. 40). S/he stressed that while some Saskatchewan residents’ rail against an ethos of generating profit at all costs, it was easy to perceive an increasingly pervasive business attitude in the province. Bernie suggested that this attitude even manifested itself in Saskatchewan universities, in this way:

*I mean, I’m very sceptical about the motivation of the corporate sector and their involvement in any way, shape, or form [with universities]... This is because they’ll put five million dollars into the building of a capital project and a building so all of these buildings in the public institution that we actually fund through our tax dollars, the capital expansion is getting branded with corporate names. [Thus] because of philanthropy, we have the corporate sector abandoning their responsibility socially by demanding a reduction of their contribution through a progressive tax system because there’s no value in that for them.* (pp. 40-41)

Moreover, s/he indicated that an increased reliance on corporate charity to finance specific sectors of education and training was the wedge that could set in motion a loss of control for institutional curricula and programming. Bernie suggested that as institutions became dependent on corporate funding models, corporations would have a larger say in cost-cutting decisions in areas of education and training considered irrelevant to business.
Bernie believed that the appointment of more business-like board members to more institutional boards would result in Saskatchewan adult education and training no longer being the “great equalizer” because like-minded business people would promote private and not public adult education and training.

Institutional board members who promoted a business agenda would use their positions to disguise the use of public funds to pay for private sector training. According to that logic, the reduction of a social responsibility aspect of adult education and training allows a business attitude to be more pervasive in educational institutions. Therefore, s/he noted that those wishing to fill post-secondary positions would align themselves with the boards that hire them and those controlling the operations would insist upon creating a competitive and entrepreneurial spirit among the staff.

As such, the curriculum eventually aligns with business demands. To demonstrate the rationale of this reasoning, Bernie provided an example where a legislatively created labour market organization discontinued because it did not align with a pro-business agenda:

Well you know when we were recruiting for the CEO of the Saskatchewan Labour Market Commission...the one we hired, we hired because he was more acceptable to the Sask Party government...And the other person, had we hired that person, may have resulted in the demise of the Saskatchewan Labour Market Commission earlier, because the Sask. Party would have killed it. So are boards and commissions going to be constrained by the expectations to deliver on their agenda? I think so. If it’s going to be in the best interests of providing adult education and the further of the whole education reason why you exist in the first place, I think that would take second [place]. I think that would take second priority. (p. 62)

Bernie alleged that the first priority of the Saskatchewan Party is to mould Saskatchewan adult education and training governance into more of a free-market enterprise and that all other considerations are secondary. Therefore, educational boards are pressured to
become more business-like, less consultative or representative, less concerned with social issues, and that more emphasis is placed on faster decision-making in order to adapt to rapidly changing market conditions.

With a trend toward speeding up governance decision-making processes, Bernie believed that there is often a tendency to focus on the “bottom line” and that new ethics increasingly put pressure on adult education to change its programs and to facilitate business considerations. Therefore, adult education was now “structured along the definition of a [individual market driven] capitalist system” (p. 35). Moreover, the ideological position the current government is taking could even be bypassing federal law that defines work as something more than an economic activity. As Bernie explained:

*Actually, the Supreme Court of Canada identifies the value of work and it actually helps define a person as an individual…[and it has] a significant social component to it. It helps define your self-worth. It empowers individuals to feel good about themselves. It engages interaction with people in the community…I’ve been doing some studying around some decisions of the Supreme Court of Canada around the importance of work and the value that work is to the human, to human society.* (p. 36)

Bernie seemed to think that more and more emphasis is placed on adult education to provide workers for the benefit of business. As s/he saw it: “I don’t see a commitment to providing equal access and dealing with a systematic barrier to participation of Aboriginal people in the workforce” (p. 39). Moreover, Bernie believed that the only reason a conservative government was making a commitment to Saskatchewan Aboriginal people was as a pool of labour that served the interests of business, as Aboriginal people could fill labour demands for low-paying entry-level work during labour shortages.
Kelly’s comprehension of Saskatchewan adult education and training governance included having more business and industry experts on institutional governance boards. S/he suggested that an overrepresentation of nonprofessionals on governance boards prevents the province from remaining competitive. To understand why, Kelly thought Saskatchewan adult education and training governance required expert technocratic-like governance structures that acknowledged that the sector consisted of two interrelated components. The first component related to the supply side of an equation involving workers being required to fill jobs that drive the economy. The second component involved the demand side of the equation involving employers, who created jobs for the workers. According to this reasoning, the Saskatchewan adult education and training sector exists to make better workers. Kelly indicated that:

> We often have that debate with the K-12 people because from the business community we see ourselves as being significant customers of the K-12. So to move from there to adult education I think is just furthering those purposes in terms of continuing to prepare citizens of Saskatchewan. (p. 458)

Accordingly, Kelly believed that the aim of education was to supply business with people to meet the demands of a global economy and remain competitive in the new world order.

For instance, Kelly believed recent developments that concerned the selection of business and industry experts to Saskatchewan Crown governance boards was a positive development. S/he explained that new Crown board members were “hand-picked” by the government and that board membership was not restricted to Saskatchewan residents. Furthermore, the movement away from having Saskatchewan residents on Saskatchewan Crown boards relates to the need to replace local decision-makers with more sophisticated decision-makers that focus on faster-evolving world concerns, as current board members only focus on slower-evolving regional concerns. Kelly accepted that the
new Crown structures represented an important and necessary ideological shift and was confident that such a political swing toward having business controlling governance processes was necessary for the province. Furthermore, s/he noted that those new Crown governance structures required conversion to other government controlled decision-making boards such as Saskatchewan adult education and training. Kelly explained that a shift in ideology:

*Was a significant trust and undertaking of the new government...and the former administration was much more concerned with kind of geography and gender and race and all of those things that didn’t necessarily translate into the best competence for that business [saying]...Ya those are nice to have, but we really need strong business acumen because these are significant economic engines for the province of Saskatchewan. And it’s made a real difference in our work with those boards.* (pp. 469-470)

Moreover, Kelly claimed that the level of debate had significantly increased within those new Crown governance structures. This was because the kind of distractions that resulted from minority concerns in the older types of Saskatchewan boards tended to bottleneck and slow down the decision-making were eliminated in the new governance structure.

Nicky understood that Saskatchewan adult education and training governance could not continue to operate in the same political environment in which it had operated over the last several decades. S/he claimed that if governance, in particular in the regional colleges, was not improved in the immediate future, the system was in danger of collapsing. Nicky noted that, at this point in time, “the ASRC [Association of Saskatchewan Regional Colleges] is just about folding, [and] the fall will make or break us” (p. 378). S/he believed that the only collective action that the ASRC has taken in the last 22 years was the recent Sask Colleges television advertisements; however, a professional marketing company that did not understand the college system conceived
those advertisements, which cost the ASRC more than $40,000. Therefore, the “ads”
were not a very effective use of ASRC money. Nicky was adamant that as long as the
ultimate authority of the system resided with the Minister responsible for the adult
education and training sector, the situation in Saskatchewan would continue to
deteriorate. Comparing Saskatchewan to other jurisdictions, s/he noted that:

When I think of some of the other colleges outside of Saskatchewan, it is much
wider open... Much more open than Saskatchewan... The boards have much more
power to make decisions on personnel and especially management personnel that
are in Saskatchewan. In Saskatchewan, every management contract, management
contract at the senior level has to be approved by the Minister... And that is not
the case in other provinces necessarily. So, the boards and our government
certainly put a cap on this in the post-secondary system. (p. 384)

Nicky also believed there must be a shift in governance policy that allows CEOs and
presidents to self evaluate and select their own personnel without oversight and that such
a modification “would totally change the styles of management” (p. 385). According to
Nicky, less oversight would allow public intuitions to operate like private companies.
Therefore, a change in management style would allow CEOs and presidents to manage
their institution more like private enterprise companies. As government dollars spent on
the system are often insufficient to support post-secondary education, Nicky’s
perspective was that Saskatchewan adult education and training governance must become
more entrepreneurial so that colleges can freely generate more money.

Nevertheless, Nicky stressed that, in relative terms, the overall funding to
Saskatchewan adult education and training over the last ten years was reducing annually.
Moreover, now government expects individual institutions to address any financial
shortfalls. However, those same institutions are not free to pursue profits like private
corporations. S/he indicated that education and training policies developed for simpler
times that revolved around supplying local needs were no longer applicable to current economic realities of a global economy. In terms of economic growth, s/he said:

*I also see that the post-secondary system is becoming required to become much more entrepreneurial [as] government dollars aren’t there...Our Minister is saying...work more with business, work with business [and] do something more innovative, be creative...generate more income.* (p. 386)

Furthermore, Nicky indicated that Saskatchewan educational institutions are “stove-piped” into separate entities and that they were poorly coordinated, not easily understood, and that they did not communicate amongst one another. Therefore, s/he thought users and nonusers should restructure the entire sector into an integrated system that is better understood. As other jurisdictions have done with adult education and training systems, Nicky suggested a major overhaul of the sector that allowed for greater autonomy within institutions and less bureaucratic oversight outside of institutions.

Nicky and a significant number of study participants made it clear that the Enterprise Saskatchewan (ES) could have a considerable impact on Saskatchewan adult education and training governance. In some regard, a significant portion of the participants compared the creation of ES to the Employment Development Agency (EDA). Although not specifically mentioning the EDA by name, some participants referred to the Conservative Party’s attempts to establish an agency in the 1980s that in many ways resembled EDA. They indicated that, like ES, the control of the EDA was by a CEO instead of a Deputy Minister and that it reflected a right-wing political approach to employment generation. The EDA was only in existence for couple of years before the Conservative government was defeated.

Nicky expressed the belief that even ES’s brief existence made an impact on the ASRC. S/he explained, “We [now] have a damaged internal culture” (p. 376). Nicky
thought that the damage was because of the selection process and procedures employed by the ES board that allowed it to conduct business in secret. S/he explained it this way:

\[ \text{The Saskatchewan Enterprise Board, which was just established, you know, many of the board members were chosen, certainly not nominated, from certain groups and so on. But they were chosen for their key influence and ability to influence a celebrity kind of thing and, I think, it will impact the decision-making because, you know, they are all geared to one, I think they are all geared to one goal...And, well they are not to speak about it. The people who nominated them are not getting any feedback from the board members they nominated to the enterprise board because the board members are not to speak about their business conducted at the board table...Our nomination at the ASRC was selected due to his vocation, presumably, but he has come back and said I cannot speak to you about what goes on at the board table. So, we have no board minutes and we have nothing and we nominated him for the position as our representative.} \] 

(PP. 374-375)

Nicky’s reference to ES implies that the government organization established a set of policies that allowed it to negotiate and restructure parts of the Saskatchewan adult education and training sector and the sector’s governance without public input, review, or scrutiny. On one hand, s/he suggested more autonomy within Saskatchewan adult education and training governance institutes. On the other hand, s/he insisted that a certain level of government oversight and transparency was necessary to ensure a free flow of information and fairness in any publicly funded institution. For Nicky, less government was an admirable goal but s/he saw the potential danger if governance related decision-making took place in secret.

Nicky shared the commonly held view that the original intent of Saskatchewan adult education was to educate the Saskatchewan population and create a more equitable society, which may be different from other forms of education. As Nicky put it, “Philosophically, [the intent] would have been to train the masses” (P. 365). However, s/he thought that yesteryear’s higher educational ideals were simply not practical in
Saskatchewan’s current environment. Due to governmental restrictions such as limited funding, Nicky suggested that it had become more difficult for adult education institutions to help build formal associations with common interests or social goals. S/he indicated that “Yea, yea, and those [ideals] are great to say and great to write and great as philosophy, but how does it really happen… I do believe that it is changing” (p. 369).

Nicky believed that although adult education once occupied a more idealistic place in the public’s psyche, what replaced those romantic ideals was the harsh reality of the global economy. For example, the current focus should not simply be on building the province’s economy, but should also include Saskatchewan’s economic place within the Canadian economy and within the greater global economy.

Nevertheless, Nicky still believed that most Saskatchewan adult education practitioners were committed to the idea of helping others and that the satisfaction they received when they see learners develop was genuine. As she put it, “I think, for the most part, that adult educators are committed to that adult education philosophy and [that included] the betterment [of people]” (p. 394). Alternatively, at a more concrete level, Nicky mentioned that government restrictions, combined with an ageing senior management, and the lack of a shared vision of where adult education should go, potentially made the “system” unsustainable. S/he was adamant when saying:

I think, in particular as colleges, we are at a... crossroads here. And although everybody talks about a system, and they have for 35 years, there is no system there and there never will be, I don’t think... I mean, there are some things we need to look back at in the post-secondary system and they are there at this time. But who knows if it will ever go anywhere without [a common and shared] the vision. (p. 397)

As far as Nicky understood, Saskatchewan adult education and training was uncoordinated, was not collaborative, and there were too many post-secondary
institutions for a limited share of the Saskatchewan student market. Nicky’s solution to the situation was a kind of perverted Darwinian scenario where the most aggressive and strongest education institutions would survive in a global reality.

Unlike Nicky, Lavern believed that the current adult education system should contain more of the original adult education principles including building a more just society. S/he thought an education system must not only feed the economy, but it must “feed” the souls of the citizens if education and training were to create a better society. Although there have been failed attempts to incorporate such grand ideals in the current system, Lavern thought that a more integrated approach driven by original adult education ideals was still possible. However, s/he thought the current adult or post-secondary system was fragmented. Additionally, the system had become a competitive grouping of separate institutions without a shared vision. According to Lavern,

_They’re not interested in any systematic approach or anything. They’re interested in the preservation, expansion, and services that can be provided by their institution...So while there’s not a system per se...There are three institutions [the two universities and SIAST] that essentially do whatever they want._ (pp. 297-298)

Lavern suggested that there was a time when Saskatchewan residents and adult education practitioners shared a common vision to create a systematic approach to adult education and training in the province. S/he said, “systems; the word itself can be used to prescribe/describe any number of things, but if you mean a system in terms of an organized approach as a province-wide basis, [today] there isn’t one” (p. 299). Lavern believed that after SIAST was formed the goal of creating a unified adult education system was usurped by SIAST and the universities.

Moreover, both Lavern and Meredith shared the belief that there must be greater representation from Saskatchewan communities on institutional governance boards.
Meredith noted that, “I think we got to have some ability to add on either advisory or additional board members to fill [the] needs of a specific social group of our communities because their needs are greater in some of the social groups” (p. 337). In particular, Aboriginal communities must have additional representation on post-secondary boards. In addition, s/he believed that Saskatchewan adult education and training governance requires the development of a seamless model easily explainable to both users and nonusers. Therefore, the continuation of board training initiatives must flow to and not just from executive government. However, Meredith wondered how AEEL personnel paid to monitor the sector, but who were not included in board governance training, could contribute to a seamless governance model.

With the introduction of the series of board governance training, Meredith’s perception was that improving the understanding of board duties, rights, and responsibilities is required. S/he believed that frank discussions about governance were required so that everyone in the sector could operate under the same set of rules. As Meredith explained, what board governance entailed was an ongoing area of debate and additional orientation for board members and deeper training that is more comprehensive was necessary to understand how governance actually worked. Moreover, beyond including lower level personnel, the board governance series would be of little consequence if higher-level AEEL executives that included the Associate Deputy Minister, Deputy Minister, and the Minister were not involved in the indoctrination.

According to Meredith,

As a matter of fact, at the last governance meeting, we were talking about having more training, hooked up with the government commercial leadership series, but having a professional development type or series for [just] board members? No, this [governance training] is for all! (p. 354)
Moreover, while promoting the idea of more comprehensive governance training across the entire sector, Meredith believed that fundamental change is not possible until the powers residing within the Minister is explained to boards, practitioners, and the public at large.

Jamie explained that since adult education and training was separated from the K-12 system in the 1970s, the distinctive relationship that existed between the Minister responsible for the adult system, and the actual system, had remained and continued to be relatively constant. She explained that although the new adult education division had not always been completely successful in its operation since it separated from the K-12 system, the intent all along was to create a more elegant and integrated system that was easy to understand and that included the universities. Jamie pointed out that over the years such a holistic approach had generated considerable debate and included varying views on how to archive a lifelong learning continuum. However, s/he believed that the underlying premise of creating a better society through adult education, no matter how unarticulated or seemingly absent, remained unchanged. As s/he put it:

*Is there now in adult education a grounding in that philosophy of social justice and social equality? I bet most people probably wouldn’t articulate it that way. But they would articulate it in the form of better outcomes [outputs]. Better outcomes [outputs] for individuals and better outcomes [outputs] for their families...So I think people would come at that notion of equality and social justice through those concepts as opposed to what would have been in the system in 1944 and the philosophies upon which that was grounded, I mean the Tommy Douglas government was the philosophy...They grew out of a depression and the new deal sort of United States with social justice and those notions and past the second World War and the notion of creating a more democratic world and all of those kinds of things...It’s a little more concrete in its meaning, I think, within too day’s context in a way, you know, that would be harder for people to respond too [but]...Education is [still] the key.* (pp. 228-229)
Jamie added that everyone who maintained that the Saskatchewan adult education and training sector represented aspects of justice or social equality must promote the idea of better outputs that include the success of Saskatchewan Aboriginal people in the areas of education, employment, income, and health.

Jamie also believed that the sector’s main purpose was to follow the government’s economic agenda. S/he stated that the official government plan for the sector included satisfying the economic labour needs and stemming the out-migration of Saskatchewan youth. S/he explained it in this way:

In the current iteration, certainly the current department of advanced education, the current Ministry of Advance Education and Employment was established in April of 2006. A very clear sense of it and direction was to address the needs of the Saskatchewan economy and Saskatchewan labour market as sort of one major prong of discussion. (p. 226)

Jamie suggested that the intent of the 2006 “iteration” was in many ways similar to the agendas of past governments since adult education and training became a distinct and separate entity within a government department in the 1970s.

With the exception of the NLMC, Jamie made it clear that the formation of governance legislation that controlled all aspects of education and training were legal creatures that behaved differently when applied to different institutions. S/he stated that the one consistency among all the legislation promulgated through the Saskatchewan legislature was that the board members, managers, and staff specific to it, are controlled and directed by the Minister responsible for the portfolio. While Ministerial control and direction may not be evident in the day-to-day operations, the legislation does create a different set of Ministerial relationships with each institution.
Because of the varying legislation specific to different institutions, Jamie suggested that former Ministers and the AEEL Minister creates a hierarchy in terms of assigning the value of education within different institutions. For example, to some, university education was more important than SIAST education and SIAST education was more valuable than regional college education. In many cases, stratification resulted in universities and SIAST receiving special consideration. According to Jamie, the ranking of institutions even occurred with universities and results in “one university, in particular, being at the top of the heap and the one that kind of sucks all of the air out of the [rest of the] system” (p. 232). Thus, within this hierarchy, organizations such as regional colleges and apprenticeship exist at lower levels of importance in relation to other entities even when their completion numbers were much higher. As s/he said, “It’s not necessarily true [one part of the system is more important than another], but it is a dangerous dynamic in people’s minds that ends up becoming an issue in terms of how the system works together and integrates together” (p. 232). As such, s/he believed academic hierarchies in Saskatchewan institutions hamper them from uniting to form a unified Saskatchewan adult education and training system.

However, Jamie believed that a functional educational continuum existed within the Saskatchewan adult education and training sector. S/he pointed to the high number of completers that moved from one end of the training continuum to the other side of the educational continuum. While not emphasizing that one part of the system was more important than the other was, Jamie described movement as advancement from a lower to higher levels of accreditation. Yet, when initially asked if a Saskatchewan adult education and training system existed, s/he replied, “there were days that I thought not much of
one” (p. 232). Despite days to the contrary, Jamie’s perception was that it was easy to sit around and define all the problems inherent in the sector and its governance. However, s/he ultimately believes the adult education system works. S/he explained in this way:

> Because even with all of its warts, I think for the most part, and I think with our participation rates and most outcomes [outputs] show it, that the learners still find their way through it, right? Even if we sort of, as observers, or public servants, or managers inside the system look at the system and say that it doesn’t look good, at the end of the day, I think that it does still respond to the needs of the learner and sort of keeps those interests in mind and people find their way through it. It’s not always as clean and nice as we would like, or the best outcome in a way we would like, but it does start to allow people to find their way through [the system]. (p. 230)

Although Jamie readily acknowledged the sector required dramatic improvement, s/he was adamant that the current Saskatchewan adult education and training governance represented a successful lifelong learning continuum.

Alex understood that the Saskatchewan adult education and training sector represented a lifelong learning pathway. S/he suggested that although it was not a fully integrated system, the sector “[is] better than it was, but it’s not completely seamless” (p. 3). Alex commented that:

> No [it’s not seamless]. We have a sense of it being connected, [and] there is recognition of programs from colleges to SIAST, [and] there is some seamlessness there. There are some connections being built between the SIAST, the regional colleges world and universities in terms of credit recognition. (p. 3)

S/he indicated that credit granting was a good starting point for harmonizing the Saskatchewan adult education and training sector, although not all individuals granted full recognition for some classes between Saskatchewan institutions. Alex noted that, “if it was seamless they wouldn’t have to go through a process like that, their programs would be looked at and be recognized if it was [harmonized]” (p. 3). Furthermore, Alex
mentioned that students who left high school entered into post-secondary education that included both adult education and training institutions and the universities.

Therefore, Alex believed that to be able to perceive a seamless and continuous process, universities should stop trying to differentiate themselves from what they consider lesser intellectual pursuits and see other institutions as gateways to higher education. In a similar manner, a change in attitude toward Saskatchewan adult education and training could begin with high school counsellors. Alex explained it in this way:

Well, if you go back to high school, as students are going through their high school period, they are hopefully being exposed to different options in terms of careers and professions, through guidance counselling and first hand exposure to work situations and professions. The students make decisions and then they have choices. If they want to pursue a trade’s kind of career, then they can pursue that with an employer through the apprenticeship system...If they want to pursue a university prepared profession, then they obviously proceed to a university setting, make their decisions in a university setting in terms of preparatory training, education and progressing into specialized areas depending on what they want to be. (p. 2)

Alex suggested that if high schools were unable or not inclined to provide better comprehensive post-secondary counselling, they should consider sticking with advising children and leaving the counselling of young adults to counsellors that work in the Saskatchewan adult education and training sector.

Alex understood that K-12, adult, and university systems were all connected along an educational continuum that was primarily created to help Saskatchewan residents develop lifelong careers. In one form or another, every study participant understood this way of viewing education. Upon leaving high school, the journey began in earnest with the adult education phase. Alex explained the connection between and among the sector in this way:
Adult education is for the young; it’s also for the old, for relearning, for retraining, just for interests; there’s a social value in terms of having an educated population, whether it’s for a career, not for a career, and individuals may want to broaden their understanding of certain subject matters and to me that should be available as well. And you’ll find that would be available through regional colleges [related institutes] as well as universities. (p. 2)

Therefore, the Saskatchewan education adult education and training sector exists for all provincial residents and provides more than just the potential for employment.

In addition, Alex suggested through better assessment and credit transfer, monitored throughout its entirety by an entity such as Campus Saskatchewan, the adult educational continuum could improve. S/he thought that while credit transfer between and among institutions in the last few years improved; much more could be accomplished by Campus Saskatchewan. Alex indicated that:

There are still situations where an individual has to present a case for part-way assessment and recognition. If it was seamless, they wouldn’t have to go through a process like that, then programs would be looked at and be recognized [as] if it was [part of a seamless system]. (p. 3)

Alex thought that transfer credit could be integrated into a seamless adult system if, at each step of the educational journey, Campus Saskatchewan maintained a consistent approach to education.

What Alex meant was that if Campus Saskatchewan stuck to its mandate instead of trying to expand into areas it knew very little about such as program management, credit transfer would drastically improved. If Campus Saskatchewan concentrated on credit transfer and related areas, it could make the current system more seamless instead of contributing to more incoherency. As s/he put it: “[Campus Saskatchewan] it’s better than it [once] was, but it’s not [yet] completely seamless” (p. 3). Alex thought that within such an integrated delivery system, Campus Saskatchewan could deliver prior learning
assessments, monitor credit transfer in and out of the system and in other educational jurisdictions, and focus on accreditation issues. S/he believed that Campus Saskatchewan should get out of the business of program design and distance delivery, as continuing education departments at the universities covered those areas. It is interesting to note that Campus Saskatchewan held its final meeting on December 2, 2009, as a discussion of its discontinuation appears in the study findings.

Alex indicated that all parts of the adult education and training sector system must adhere to their mandates and not try to expand their mandates. Alex believed that in order for the entire adult and training sector to improve, all of the separate components within the sector must concentrate on why they exist instead of trying to be everything to everybody. For example, the K-12 system could stick to teaching children instead of attempting to diversify into adult education. Similarly, the adult system should focus on delivering vocational training certificates and related noncredit programs, while the university system should stick to delivering undergraduate, graduate, and post-graduate degrees. For Alex, there were distinct stages demarcated along an educational continuum that banded together to form an adult learning continuum. S/he indicated that if adult education and training, Campus Saskatchewan, K-12, and the universities stuck to what they did best instead of competing for learners, Saskatchewan could become an adult education template for other educational jurisdictions in Canada and elsewhere.

Somewhat resembling Alex’s point about educational institutions sticking to their mandates, Francis’ understanding of the Saskatchewan adult education and training sector was that it should administer and deliver programs beyond Grade 12. Moreover, as part of an overall learning continuum, adult education included the three Saskatchewan
universities (U of R, U of S, and First Nations University of Canada [FNUC]; acknowledging that FNUC does not grant degrees). Francis’ years of experience in the field of adult education and on university governance boards had Francis advocating that the entire post-secondary system required integration. S/he believed that an advanced society was judged by its lifelong learning capabilities. As Francis explained, “I think that, from my perspective, as a system, it attempts to identify human resources issues, needs, and wants” (p. 149). However, the adult education components required a systematic approach to work. S/he put it this way:

*I personally think that it has to be all inclusive. If you’re going to talk about it at all, you should talk about it and deliver it as a [comprehensive] program and need to society. It’s like Healthcare; you don’t break it down into you know eight different things. [Like business units], you keep it under one building.* (p. 151)

Francis commented that talking about a lifelong adult learning process could sound like a cliché, but that understanding the value of viewing adult education as a continuous process underpinned our society. S/he pronounced, “I know it sounds out there, but it really is [our bedrock]!” (p. 153). Francis appreciated that adult education in Saskatchewan was more than a function of the economy and that it was a way to view ourselves within the world. S/he related, “As a business person, sometimes in particular in the adult education system and stuff, some of the ideology might not align. [However,] you have to do it [use adult education] for the greater good of society” (p. 161).

Therefore, for this businessperson, the entire post-secondary system must become more integrated and must include those people presently excluded from participation in the system.

Francis’ understanding of adult or “post-secondary” education was that it had improved under the AEEL Ministry; yet, there remains room for development and
growth. S/he believed that gaps existed in the contemporary Saskatchewan adult education and training sector that included identifying people’s needs, making the system less political, and finding a single governance model that applies to the entire adult continuum. Moreover, Francis explained, “I think we’re all over the map at times. In fact, there are some people that identify education as essential skills; I think there are others that prevent it from fulfilling, if you will, gaps in employment” (p. 149). S/he understood that the needs of all Saskatchewan residents require better identification.

Francis realized that Saskatchewan adult education and training governance could involve higher philosophical standards or ideals that outlast any government’s ideological perspective or term of office. For example, s/he believed that the “integrity” of a well-organized model of governance must be as apolitical as possible. As Francis explained, “So, I’m being very honest. I really think there is a lack of, I’ll call it consistency. And you know it shouldn’t be, [as] too many of these [political problems] develop strangely enough” (p. 183). S/he insisted that no matter the political party in power, serving on a governance board was a great privilege and that board appointments were a rare opportunity to serve the greater good and improve society. According to Francis, “It’s a very noble cause [being a board member], and we shouldn’t quit trying to obtain perfection in [obtaining a better] governance model” (p. 183). S/he suggested that striving for perfection ought to be the goal of governance. However, Francis conceded that when governments change, their planning was often self-serving and that their ability maintaining a longer-term vision often hampered. S/he noted, “With the changing agenda of governments, its tough; it’s tough [to strive toward the ideal]” (p. 183). Moreover, Francis was confident that the present government had the will to stay the course and
make Saskatchewan adult education and training governance better for the people of Saskatchewan.

Like Francis, Sam was aware that adult education and training relationships with the current government, universities, other post-secondary institutions, and First Nations institutions had significantly improved in recent years. For instance, s/he believed that it was much easier for adults to transition to and from institutions. Moreover, s/he attributed those improvements to AEEL governance training initiatives that provided valuable information to First Nations board members and brought Saskatchewan educational practitioners closer together. Sam shared the belief that the universities, once a concern for SIIT, appeared to be more open to discussion and to implementing joint efforts. In fact, s/he pointed out that:

*Universities – ya! We are beginning to be accepted as peers at a few of the meetings. I do run into the board members on the universities. And they have that idea too, you know we should perhaps get together on some of these things...So, you know, and that’s how we [now] function.* (p. 453)

While the actual governance process for First Nations institutions remained as self-government and self-governance determined by First Nations people, Sam thought that a common set of board governance policy and procedures and a common governance vocabulary was now occurring among and between all Saskatchewan educational institutes. For example, First Nations board members, management, and staff formally approved the AEEL governance training series. As such, Sam suggested that AEEL board governance training continue and expand.

When it came to understanding what adult education meant to residents of Northern Saskatchewan, Kendal expressed the belief that a central or fundamental assumption that Southerners must understand about the NLMC governance was that the
people of Northern Saskatchewan needs came first before all other considerations. The point s/he and Georgie constantly repeated was that NLMC board members were not opposed to economic development, prosperity, or profit-making, as long as such endeavours benefited all Northern Saskatchewan people. As such, s/he said that all adult education and training promoted in the North needed to benefit Northerners.

According to Kendal, after 25 years of debate, from the lowest person to the highest in terms of wealth or influence, committee members all shared the same guiding principles they established when the NLMC formed. Moreover, after all considerations, all NLMC members understood that they “have a shared vision” (p. 272). S/he indicated that if you were an “uppity-up” from management or a guy that had just walked out of the bush from a trapper cabin, you could express your own view at any committee meeting. As such, an NLMC meeting is not completed until all board members reach a consensus in attendance.

Kendal suggested that by the end of each NLMC meeting, the “betterment” of Northern residents always came first and that the discussion always included improving people’s lives and making life more equitable. As such, dissention, straying from a common vision, is not tolerated, as follows:

*If there are some words directed towards another participant, as chairs, we’ve had to step in and remind the group that we’re here for the betterment; all of us are in the same cosmos, most of us are volunteers, some are employed, and that’s their jobs but they take it as seriously as we do as volunteers. And so we’re not here to fight amongst ourselves, but let’s come down to the issue and let’s strategically think about what the solution is on this, and not fight or blame. So, we discourage that type of an attitude or presentations in these meetings.* (p. 275)

Interestingly, Kendal indicated that while governance of adult education and training conducted in southern Saskatchewan constantly changed the same sort of principles that
guided adult educations in the 1940s were still fundamental to all governance decision-making in the Northern Saskatchewan.

In fact, Kendal suggested that both the early CCF and the kinds of outcomes that the NLMC strive for are designed to benefit Saskatchewan residents. As in the past, s/he proposed that the NLMC worked to provide academic upgrading and post-secondary opportunities to help Northern and Aboriginal people prepare for employment. However, unlike the past, Kendal wanted young people that entered into post-secondary education today to have fewer limits placed on their career choices. S/he believed that many of the choices that people in Southern Saskatchewan face today were more pronounced for people living in the North. For instance, some challenges considered as minor in the South could almost present insurmountable problems for people in the North. Kendal explained it in this way:

_We live in a society where a lot of us are two parents working, we’re too busy hanging on by the skin of our teeth to try to keep our own jobs, and then make sure there’s money coming in to run a family let alone have the time or even the know how to sit down and talk with our offspring on what their career choices are going to be and how we can map out that career choice in order to give them the best that they can get in to that with. So, therefore, we’re looking at our educators to do that, but it’s starting too late in the North. It’s starting when they are already adults and they’re out in the world; they haven’t made that career choice, when that career choice should have been made at 19 and not at 25 or 28 or in your early 30s._ (pp. 265-266)

Kendal’s perspective of the K-12 system for Northern youth was that it did not do enough to prepare graduates transitioning from high school to further education opportunities and that more emphasis must be placed on supplying students with post-secondary advice and direction long before they become adults.

In some instances, Kendal’s explanation of Saskatchewan adult education and training resembled Georgie’s explanation. Georgie’s extensive and prolonged exposure to
adult education practitioners contributed to an appreciation of adult education in Saskatchewan through a network of formal and informal associations that guide Northern education and labour market development. As s/he put it:

*I play a current role working with a very wide-based network of adult education practitioners, industrial interests, government Ministries, Aboriginal authorities taking the form of a Northern Labour Market Committee that for the past 25 years has sought to provide more effective and coordinated training to facilitate northerners including youth as well as adults, more effective integration and update into the industrial resource development labour force of the northern half of the province of Saskatchewan.* (p. 184)

However, Georgie indicated that the same kind of adult education that applies to Southern Saskatchewan does not necessarily apply to Northern Saskatchewan.

Georgie expressed the opinion that adult education in the North was not there to correct the “short-falls” of the K-12 system. What s/he meant by the short-falls of the K-12 system was that (like products on an assembly line) once Northern students made their way through high school, they must be fully prepared for work as finished educational products. Georgie thought that those kinds of students or “products” were not making their way through the secondary educational assembly lines in Northern Saskatchewan. S/he indicated that “the purpose of the adult education is to facilitate the kind of, if you will, re-tooling of human resources so that they can better fit the needs of the day for skills and labour” (p. 185). Georgie believed that once through the K-12 assembly line, Northern students need customization for their specific career path. As such:

*Adult education is not to be a cross-subsidization of the lack of focus of the K-12 systems, provincial or First Nations federally funded, in producing the kind of quality, stock, human resource needs, stock that is needed to drive industrial, commercial, business, public administration and other forms of professional industries.* (p. 185)
Georgie’s perspective of Saskatchewan adult education was high school graduates must be fully assembled commodities able to meet the industry demands of companies in Northern Saskatchewan.

**Adult Education Social-World**

The fourth facet of a direct phenomenological research approach focused on the acceptance that key decision-makers and the social-world of Saskatchewan adult education and training governance were implicitly similar or in some ways parallel to one other. While not all study participants’ responses characterized the existence of a social-world, most responses did. Thus, the interplay of the participants’ accounts emerged through the course of the study interviews as they produced an interchange of shared streams of consciousness, interpreted as kind of subjective-objectivity. This re-grouping process produced a commonality of similar personal experiences reported somewhat objectively. For instance, individual participant accounts, once re-grouped, represented group narratives in an attempt to discover objective shared-meanings. It is worth noting how consistently the reporting of this kind of subjective-objectivity occurred when the participants discussed the K-12 system. Although not a part of any question set, study participant accounts continually referenced the importance of the relationship between the K-12 system and the Saskatchewan adult education and training sector. The overwhelming repetition of the participants’ narratives was a clear indication that the K-12 and adult education relationship requires more in-depth research beyond this study.

Many participants expressed similar accounts concerning the K-12 system. For example, Lavern indicated that the current K-12 dropout rates and an inability to transfer learners into post-secondary education are unacceptable. Lavern stated, “The high school
completion rate only goes up to 88 percent after eight years past the normal age of leaving school. [And] there’s something significantly wrong with this picture” (p. 296). Moreover, s/he also found it disturbing that many of the K-12 teachers coming into the adult education and training system did not appreciate the difference between teaching children and facilitating the development of adults. As such, Lavern posed a rhetorical question concerning many K-12 teachers’ appreciation of the Saskatchewan adult education and training sector. “Would it be helpful if [K-12] people know there is a difference between how adults learn and how a five-year-old learns?” (p. 319). Using sarcasm, Lavern suggested that some people working in the sector would not understand that the question represents a certain amount of scorn directed toward some K-12 teachers. As s/he related:

No kidding. Actually, I think it’s a big problem with some of our faculty, and some of that problem is that we don’t have the opportunity to develop faculty right. That’s not an institution problem per se, but it’s an institutionalized thing, right, because we aren’t able to hire people for long periods of time….We need to get better at selecting people. (p. 319)

Lavern thought that many K-12 teachers relied on a teaching philosophy designed for children. Therefore, s/he pointed out that adult education and training institutions are frequently forced to hire teachers who either did not accept or comprehend adult education instruction and learning principles. Moreover, because of the often-transitory nature of work in adult education and training, there was not the same level of commitment to the field as there was in other education sectors. As such, some teaching professionals often saw the sector as more of an education stopover than as an educational specialty. Moreover, many executive government personnel reflected the same low level of commitment to Saskatchewan adult education and training.
Like Lavern, Jamie also expressed some concerns about a genuine commitment to the sector by some K-12 teachers and other adult education practitioners. For instance, part of Jamie’s job was to represent the government at faculty adult education and training sessions. Those training sessions demonstrated distinct differences in the theoretical approach used by those versed in traditional pedagogy and those who ascribed to learning strategies centered on adult learning. As s/he put it,

*I mean, I did go around and visit a number of places in the system and I saw the same sort of stuff occurring at many places and being repeated and my concern was always that it felt too K-12 to me.* (p. 227)

Not attempting to be dismissive of K-12 teachers, s/he explained that the way K-12 teachers engaged in the training was different from that of the adult education and training practitioners. According to Jamie:

*And you know, often at times you would not see in the adult education system people who were actually trained as adult educators in the classroom. What you would see is K-12 teachers in the classrooms. Again, it’s not that they are bad people or poor educators; it is simply different. And the one example that I can think about is when I was in a workshop with people who were adult educators. I didn’t even have to ask; it came out during the workshop. But just listening to them, they were approaching issues differently. I didn’t even need to ask whether these were K-12 educators or adult educators as they were structured differently and their orientation was unlike K-12 around rules, and rules as opposed to an orientation that is in adult education. Unlike the K-12, system the adult system ought to be around flexibility and understanding that many of our adult learners are going to come with other levels or packages of issues, right? They are going to be working; they are going to have families and some of them are single parents and, in this province, a lot of them are going to be Aboriginal.*

(pp. 227-228)

Jamie’s direct experience aligned with other study participants’ characterization of the sector. S/he proposed that many K-12 teachers, especially those new to the sector, did not possess either the teaching strategies or cultural sensitivity necessary to facilitate adult learners.
Sam’s accounts surrounding the K-12 system and its seeming inability to transition First Nations students into post-secondary institutes were viewed as both a challenge and as an opportunity. S/he believed many of the questions that arose because of the K-12’s inability to move First Nations children through primary and secondary school system be answered by First Nations people themselves. A starting point from which to begin answering those K-12 questions included making First Nations students aware of their education and employment alternatives long before they graduated from Grade 12. For instance, Sam advocated for First Nations education and career advice for children as early as Grade 5 or Grade 6 “so that they know what to expect when they get into [Grade] 7” (p. 457). With the idea of an earlier introduction to educational and employment alternatives in mind, Sam, Bill McKnight (Office of the Treaty Commissioner), and people at the Deputy Minister’s level in Alberta met in November of 2008. Those meetings resulted in the creation of mobile career and employment awareness units. Upon returning from that meeting, Sam had this to say during the study interview session:

*Hey! We’re going to see what we can do around here to get you a proposal. Sure! So, Christmas time goes away; I go away after Christmas for a little bit and come back and get the notice; “Yes, we will buy one of these for you.” Oh, by the way, we’re going to buy two...By the end of the day, we bought two thirty-eight foot diesel puller motor homes with four slider outs, one for the north, one for the south, Saskatoon being the hub. Our intention is to go to as many communities as we can - First Nations communities, bands, reserves ready to help and do our assessment. And say, ok the assessment can be on an individual person; the assessment can be on the community. What is it that you want to train out here, that you need some training in? And once inside these things, there’s going to be about seven or eight computers; it’s going to be satellite linked to downtown campus so that when this mobile unit comes back to Saskatoon, it coordinates those efforts with the downtown and it’s going to work wonderfully. (pp. 455-456)*
SIIT’s official announcement of the mobile units took place in June of 2009. The units had both traditional educational resources and the latest electronic education and employment related materials. As Sam explained: “We’re going to have some pamphlets in there, [and] we’re going to have some good looking Indians on the side [of the units] there” (p. 457). S/he thought that a K-12 educational experience should include exposing children to work and career options earlier in their lives and if the K-12 system could not provide such transitions, then it was up to First Nations institutions to do so.

In some ways, Kendal’s accounts about the K-12 system and its relation to adult education and training resembled those of Sam. Kendal thought that awareness of future education and potential job opportunities be more integrated into high school curricula long before students reached the point of applying for post-secondary schooling. S/he said, “What I’m trying to say [is] that we need to start looking at some planning for our young adults” (p. 265). Kendal believed that more school subjects could have employment concepts integrated into the learning materials of both Aboriginal and non-Aboriginal Northern children. S/he asked why employment-related classes like First Aid and CPR not be incorporated into high school curricula. As such, additional programs could start to build the necessary foundations and transferable skills students require upon graduation. As s/he observed:

*Well, I think ideally we look at the whole curriculum, starting right from the K and moving it up through that K-12 system and look exactly what we are teaching, what we’re presenting as being important issues...I think there needs to be a lot of emphasis put on career planning and career choices.* (p. 264)

Kendal believed it was important that practical work-related materials and hands-on applications were available in high schools and that academic credit be tied into job shadowing and paid work initiatives.
Like Kendal, many of Alex’s accounts concerning the K-12 system resembled that of other participants who believed the transition from secondary school to post-secondary education requires improvement. For Alex, “There’s a whole discussion about whether the schools are doing their jobs and what could be done different” (p. 3). S/he believed that the “connectors” between post-secondary and universities require improvement in the same ways basic education had transitioned many learners into post-secondary education. Alex explained it in this way:

Adult Basic Education and GED…it’s helping individuals who were not able to succeed through the high school system for whatever reason, whether it’s the system or personal circumstances, there’s a number of individuals who need to upgrade their academic skills to be able to take the next steps. (p. 3)

While Alex believed basic education was an essential part of any adult education and training system, s/he thought that the K-12 system should put more effort into reducing the number of children who drop out of school.

Many of Georgie’s accounts about the K-12 system suggested that it operate by scientific practices. By scientific practices, s/he meant that the K-12 school system could resemble “taylorized” production lines based upon industry production principles.

Georgie commented about the education system in this way:

We have what I call embedded institutional cultures and I deal with folks from embedded institutional cultures in every professional sector with which I deal, including the many stripes, cadres, shades and colours of educational sector, colleagues of mine, health sector colleagues of mine. Sometimes that stands in the way of effectiveness of a system and for people to put down their culture long enough to find the common ground, to figure out how to work together to address the need as opposed to address the institution. (p. 194)

Georgie believed that a more global or unified approach to education must be developed. In addition, s/he accepted that changing individual “embedded cultures” could unify the entire post-secondary sector. According to Georgie, a scientifically managed system
could deliver more efficient and less costly K-12 and adult education and training programming.

A number of Bernie’s accounts of the K-12 system indicated that the system was not as open and as equitable a public education system as most Saskatchewan people believe. S/he believed that it is not an absolute truth that all Saskatchewan children have equal access to public education. For Bernie, access to public education was sometime determined by who you are and where you live. Moreover, s/he asserted that access to adult education and training design often contributes to the growth of a pro-business agenda in Saskatchewan and that it complicates access to public education. Bernie affirmed that an ideological shift in the province’s consciousness is evident in the establishment of entities like ES (Enterprise Saskatchewan), which had the power to influence educational and training programs that benefited the private sector more than the public sector. For example, Bernie explained that the SLMC collaborated with input from SIIT, DTI, SIAST, apprenticeship, business and labour. S/he rationalized that “[the SLMC] was a collaborative approach around the development of the labour market strategy and [the government] killed it” (p. 49). Bernie alleged that ES was a joke and that

*the word on the street is it’s a bunch of big shots sitting around the table doing nothing, you know. And the word I have is that the people who are sitting on [the board], are starting to say: what the hell are we doing [here]?”*(p. 58)

Concerning preparing learners to transition into adult education and training, parts of Kelly’s accounts of the K-12 system imply that ideally the system be based on business model funding. Such an approach would make high school boards financially accountable for their completion rates. Kelly noted:
It's amazing the number of students with a Grade 12 certificate that can't read and can't write. It is amazing. And of course, it also is regionally inconsistent; the students in the north have much lower levels of competencies with their Grade 12 certificate. (p. 464).

Comparing schooling in Saskatchewan to an American “No Child Left Behind” approach, s/he explained that school boards in Saskatchewan should be accountable for their performance to an organization like the Chamber of Commerce, which represents a large section of Saskatchewan taxpayers.

In addition, Kelly mentioned that there was growing discussion at the Chamber of Commerce to demand that schools should be financially accountable for their completion rates. S/he elaborated on this point:

So the problem is the challenge of how that relates to our discussion about the Adult Education System is left [and]...I recognized that Adult Education is doing a lot of compensating for the high school system right now. And in fact, the Chamber of Commerce is calling upon a buyback solution: the province to do an intensive review of the K-12 system. (p. 464)

Kelly believed that a more scrutinized K-12 system could generate a better pool of adult education and training candidates and that a more accountable primary and secondary system could translate into post-secondary cost savings.

Some of Nicky’s accounts of the K-12 system represented a point-of-view that few study participants shared. Nicky saw secondary education as the starting point for a competitive market where institutions competed for a share of Grade 12 students. S/he thought post-secondary education and training existed to attract “primarily, Grade 12 students out of high school” (p. 370). Nicky said that Saskatchewan, Canadian, and foreign students represented gateways to a Thomas Friedman-like landscape where the world was flat and the Internet had the potential to create real economic equality. As
Nicky put it, “I come from a different [perspective], I guess. Certainly, [it is] a different perspective [than you have]” (p. 367). For Nicky, the introduction of the Internet represented an argument for institutions to find new student markets to compete for a share of worldwide education clients. Although Nicky appreciated how adult education and training once operated as a social buffer in society, s/he believed a business orthodoxy that focused on individual competition in the marketplace is replacing education paradigms of the past that promoted the social engineering and collective efforts. For Nicky, adult education and training institutions focusing on their own regional needs represented the past. Nicky’s perspective of the world indicates that everything is for sale in a new global reality.

Some of Quint’s accounts of the K-12 system suggested that many high school counsellors guide students to attend university upon graduation without presenting the option of attending other post-secondary institutions like SIAST or a regional college. S/he believed that the high school curriculum allows for fully fledged or nonmodified Grade 12 graduates to enter directly into university as their first post-secondary choice. Quint commented that the government also supports university as a first choice as displayed by the large amount of both federal and provincial money directed to universities as compared to SIAST or the regional colleges. S/he observed that:

*When you look at the university compared to SIAST, and we’re looking at Regina, right, there’s a nice big campus there, and for SIAST, there’s this big tall building sticking out from the middle of nowhere...I mean where does that money come [from]? It obviously doesn’t go to regional colleges and SIAST...I mean in our budget, the money that we take from the province is you know somewhere over a hundred million, so it’s not a big slice of that overall pie.* (p. 422)

Quint thought that because the adult education and training side of the educational equation produced more wage earners in relation to the university side of the equation,
the amount of money spent on each side of the funding equation needs more balance and review.

Meredith believed that the K-12 system reflects general societal attitudes. Therefore, if a learner does not graduate a linear and traditional K-12 to university path, his or her nonlinear path from secondary equivalency to post-secondary education is often viewed as inferior and devalued, as “it’s a hierarchical social system we have” (p. 328). S/he thought that if learners go beyond something like apprenticeship training to a university degree later in life, there remains a stigma of being less academic than traditional students are and that such a presumption of superiority unjustly carries into many professions. As Meredith observed:

> There’s no question; from an educational point of view, if you are caught with a university degree, you’re considered far greater than if you were...a welder for instance...[Yet], just because you started being an oil patch worker, it doesn’t mean you can’t move on either. Although, I think that stigma still applies, right. If you have Grade 12 right through to university...[For instance] you may be the best welder in the whole world but the recognition isn’t there, rather than someone who [first] walks out with a law degree, or a commerce degree or an education degree.  

(p. 327-328)

Meredith’s point harkens back to earlier assertions made by several participants who suggested that many K-12 and university people do not appreciate or understand Saskatchewan adult education and training. S/he believed that the sector, its learners, and its governance are often seen as something less than more traditional education pathways.

**Observing Adult Education**

The fifth facet of a direct ontological sociological approach is observation.

Observations reported in this section represent frank participant accounts. Foley and Valenzula (cited in Denzin & Lincoln, 2008) describe such observing to allow for the
sharing of “more engaged personal narratives and more candid opinions” (p. 295). To a varying degree, all the participants reported on the politicized and dysfunctional nature of Saskatchewan adult education and training governance. As such, observation gained through the dialogic interviewing process resulted in interactions that seemed to reduce participant anxiety, while highlighting the highly politically and sensitive nature of the study. Of note, several participant interviews went beyond two hours. As a result, they asked about the possibility of a second interview so they could expand their comments concerning the political atmosphere.

Bernie stated that the current Saskatchewan Party has the ideological belief that free market enterprise is the only way to sustain the current standard of living. In fact, the party promotes the perception that it is necessary to have all Saskatchewan residents become fully integrated members of a global marketplace. Moreover, s/he believed that a narrative increasingly expressing a “pro-business” focus exists at the board governance level. Bernie stressed the opinion that the government’s message, sympathetic to a corporate agenda, is increasingly used to select board appointees and is used to screen out those with more social activist inclinations. While some resistance to the corporate sector remain active in Saskatchewan, s/he explained that protesters’ voices are not as strong as they once were. According to Bernie:

Maybe there is more of a commitment to using adult education as a great equalizer in providing equality, but I don’t see it that way because of my scepticism. I mean I’m very sceptical about the motivation of the corporate sector and their involvement in any way, shape, or form. (p. 40)

S/he indicated that there could be real consequence for people who disagree or openly oppose government policy and cites the discontinuation of SLMC as evidence of what could happen to organizations that are not the “right people, right place, right time”
While other participants echoed Bernie’s view of the change to the Saskatchewan adult education and training governance, his/her perspective was diametrically the opposite of Kelly’s ideological sensibility.

Kelly stated that Saskatchewan adult education and training must become more business-like and more efficient. However, to become more efficient, governance boards require more business-related talent at their decision-making tables. As such, s/he indicated that inefficiencies attributed to older style governance structures that slow down the decision-making require immediate change. While Kelly agreed with other participants that placing people on nonelected governance boards should not be patronage appointments, his/her reason for appointing board members to Saskatchewan adult education and training governance is solely based upon business acumen. S/he noted that, “I am aware of board members who are not supporters of the current government who were retained or appointed, reappointed, or appointed to Crown Corporation Boards” (p. 471). In addition, some of those supporters are not from Saskatchewan.

Kelly indicated that the Saskatchewan Party’s desire to appoint people to Saskatchewan boards has very little to do with patrician politics and instead focuses upon a business orientation. In terms of improving Saskatchewan adult education and training governance, s/he explained that if similar board appointments as the Crowns were implemented in the adult sector, it could help make governance more functional and end the type of bickering associated with democratic-like governance board structures. Kelly put it this way:

At the end of the day, they might argue that they’ll be stronger for it [boards’ representative of Saskatchewan regions]. But in this day and age, when the global
economy and innovation productivity issues are coming at us so quickly, we can ill afford in the adult education system to adopt that [democratic/representative] model because we will never get to where we need to get to in time….Industry is screaming for a more integrated and affective system for adult education. We can’t wait ten years for the governance to settle in to finally see some [outputs].

Kelly stressed the need for Saskatchewan adult education and training governance boards to increase their output potential by incorporating expert-driven governance boards. However, such board structures could ultimately constrict open debate and limit Saskatchewan people from participating on governance boards.

In a similar way, Nicky stated that Saskatchewan adult education and training governance must become less regulated and be more open to entrepreneurial possibilities used in other Canadian provinces. S/he stressed that board governance and individual institution decision-making must become more autonomous and have less department or Ministry oversight. Nicky argued that with annual funding reductions, the only possibility of maintaining or increasing programming levels is to begin to operate Saskatchewan education institutions more like private business. Accordingly, s/he said:

Well, I think that the college system, the postsecondary system, has to become more business-like, more entrepreneurial…And it’s, you know, say it’s to do more programming to get more opportunities out there as well but you don’t do that without a better bottom line. (p. 387)

However, Nicky did not advocate that governments’ complete removal from Saskatchewan adult education and training governance and s/he conceded that some regulations are necessary to keep post-secondary education in check: so that the sector does not become an entirely laissez-faire enterprise. S/he commented that “I think it is the responsibility of the government, as well, to ensure that happens [minimal regulation] and that we don’t go too far one way without supporting the other” (p. 387). Nicky cited
the effects of recent unregulated world commercial and financial dealings and suggested that government must keep a “lid’ on things, as not doing so could be a disaster. As s/he put it: “I think if we did that, the disadvantaged would lose big time” (p. 387). While arguing for globalization, Nicky’s worldview still includes a limited government regulation role.

In addition, Nicky proposed an idea that seemed contradictory: that Saskatchewan adult education and training institutions must become more cooperative at the same time as becoming more competitive. On the one hand s/he proposed that all institutions pursue a coordinated and harmonious approach; on the other hand, Nicky suggested that Saskatchewan institutions that could not compete against one another in limited marketplace must fold. S/he stated that “I think it [the adult education sector] needs to become more collaborative and become more competitive” (p. 397). Moreover, Nicky believed that being more cooperative and being more competitive were not mutually exclusive. In fact, they were necessary for the sector’s survival.

To some extent, Francis agreed with a number of participants in that the sector should have less political patronage, become more strategically based, and output orientated. S/he stressed that both government departments and post-secondary institutions increasingly face re-examination and re-alignment of adult education and training priorities based upon labour market metrics. Francis put it this way:

*I think there has been a development over the past several years of really being goal-orientated...It’s becoming more and more outcomes [output] based. And I think governance creates a lot of that, that the emphasis, no matter which model that you’re using...So no matter which model you use in other words, what’s become important is the outcome [output]. And those boards and governance models are now being judged [by their outputs]. So when I put in a business plan, or whatever, it’s no longer whether I can call it the hairy fairy aspirations model: It shows me!* (p. 170)
Francis stated that developing more business-like accountability practices was not a “bad thing.” However, s/he believed that it took a considerable amount of experience, time, and study to comprehend Saskatchewan adult education and training governance. As a businessperson and an entrepreneur, Francis suggested that it takes years in the adult sector to begin to realize that the purpose of adult education and training is more than commerce. S/he said:

*I think as society goes, we’ve also recognized the value of education...it’s lifelong learning! It’s goal orientated; it’s to recognize and certify people through a formalized [adult] credit system...I really and truly believe if you look across the world, the advancement of different societies are very much tied to learning.* (p. 153)

Francis mentioned that, at its highest point, Saskatchewan adult education and training should be about creating a more vibrant and just society, including much more than the measurement of economic outputs.

Although Francis lived and worked in Saskatchewan for more than 50 years, it took an orientation on Treaty and Treaty Rights delivered by the Saskatchewan Office of the Treaty Commissioner to enable Francis to realize the relationship that existed between disadvantaged people and adult education and training. As s/he stated in the interview session, “I think [the orientation] was life changing for me; in a sense, I became much more dedicated to the rights of Aboriginals as far as *vis-à-vis* the adult education system” (p. 180). Once Francis witnessed the enormous educational issues and problems related to disadvantaged Aboriginal people, a profound change occurred. Francis characterized the experience in this manner: “I’m not trying to save the world…[but after the orientation] you should certainly understand the system and how the system works
and how it is funded and even its history” (p. 180). As such, s/he now believed that the Saskatchewan adult education and training sector involves much more than economics.

Kendal also stressed that the sector is more than an economic commitment. For Kendal, a commonly shared, moral-based vision that improves the lives of Northern residents is the governance model that the entire province should follow. Based upon the idea of consensus building, s/he indicated that everybody “right down to those receiving adult education and those who have the say [in it], everybody has to get together, [including] industry even needs to be included” (p. 285). Kendal explained that a moral vision drives NLMC decision-making no matter who attends a committee meeting. For example, Indian, Métis, non-Aboriginal, business or industry, committee members’ ethical concerns guide governance decision-making:

*I think it takes a strong board of directors to identify that sort of thing [ethical decisions] and then stick to your guns. Listen to your management and see what he’s presenting and ask yourself if this is really the way we want to go. I know we have our own agenda, and we think not only about Athabasca, but about Northern Saskatchewan as a whole and especially at this Northern Labour Market commission, the people come first.* (p. 280)

As such, Kendal believed that the NLMC governance model presents a legitimate and time-tested governance structure for other committees, commissions, and for other jurisdictions to follow.

To stress an earlier discussion, Jamie declared that any elected government has the legal right to interpret and develop legislation that directs Saskatchewan adult education and training governance. Based upon Saskatchewan’s British parliamentary tradition, s/he was adamant that any government has the authority to create legislation to determine the scope of any adult education and training institution or related agencies. As each individual legislative piece creates a specific relationship that exists between the
Minister responsible and the entity to which it applies. As a result, Jamie noted that each piece of provincial legislation demarcates specific similarities and differences among and between educational institutions. S/he stated that legislation enacted for this sector intends:

*To give Saskatchewan people and Saskatchewan learners a full array of opportunities: professional and educational, technical, vocational. However, you want to describe it, a full range of opportunities in the province where they can pursue, the vast majority not all, but the vast majority of educational opportunities that exist in Canada and North America. I think the second intent of it [legislation] is that those opportunities should be integrated and linked and operate in the best of all worlds, with the primary orientation being meeting the needs of the learner and I think those would be attributes that I would use to describe what the system is supposed to be about.* (pp. 230-231)

Jamie pointed out that, beyond its intent, legislation clearly expresses the capabilities of each institution.

Legislation that focuses on those purposes specified in the legislation creates educational institutions. As such, this meant that institutions are creations that address specific learner needs rather than diversify into new unintended markets. The example of Great Plains College highlights this point. Here, Jamie expressed the belief “that it is sort of unadulterated hubris to think it [Great Plains] can become a separate university” (p. 240). To support that position, s/he pointed out that due to the small population base in Saskatchewan and the maximum number of Saskatchewan students that post-secondary institutions could command, it was absurd that a regional college, or even SIAST, achieve university status. As such, Jamie believed regional colleges and SIAST mandates address specific needs not addressed by the K-12 or university systems and that without legislative change those established boundaries require respect.
Quint did not necessarily adhere to a view that provincial legislation is mandatory. S/he believed that, “theoretically,” institutions and their boards should adhere to the legislative Acts; however, in practice, those rules are more of a guideline. For example, in theory, management seeks board and Ministerial approval before an institution can raise its tuition fees and the Minister has the legal right to set tuition fees. However, in reality, “there is nothing really written down that says we have to do that; we just run the risk of angering a Minister or Ministerial people [if we don’t follow the intent of the Act]” (p. 417). While each institution had a large number of policy directives, those directives tend to be institution specific. As Quint stated:

Well we very much have our own policies certainly, different levels of policies, you know whether they’re governance polices or human resource policies, so we definitely have a lot of policies, but the ones that we generate, some are approved by the board, so it’s not that we are not without policy. (p. 419)

Quint suggested that, although there were legislated directives, the board and management more often than not interpret the legislation in terms of operational utility rather than strict legal or statutory interpretation demands. S/he indicated that those unofficial operational procedures often usurp government legislation to satisfy the day-to-day operational requirements or realities faced by various adult education institutions.

Meredith was of the mind that the AEEL Minister has the legal power to establish a comprehensive and coordinated Saskatchewan adult education and training sector if he or she so desires. S/he stated that if the Minister had the political will, courage, and persistence, more seamless systems could be created in a relatively short timeframe. However, Meredith stressed that at this particular moment in time, no “real” system exists and that the Saskatchewan adult education and training sector only consists of an amalgam of agencies and institutions that do not include the universities.
Meredith pointed out that “it’s not a system because one system has a common goal, at the present time, now, we’ve all got different goals and we’re all working in different directions mostly” (p. 328). This remark indicates that s/he believed that adult education and training agencies and institutions are moving in separate directions under the AEEL banner. As such, those agencies and institutions are simply an “accumulation” of different entities that do not function as a comprehensive or coordinated whole.

According to Meredith, “I think we have a very compartmentalized or very individualized system where each one [part] operates on their own without consideration of the other [part]” (p. 327). S/he stated that since the original Advanced Education and Employment do not accurately represent the field of adult education and training, the new addition of “Labour” to AEEL adds even more confusion to the sector.

Charlie also stated that the AEEL Minister has the legislative authority to control all aspects of Saskatchewan adult education and training governance, which includes board appointments or selections. Citing evidence from a historical context, Charlie indicated that at least one previous Minister had appointed nonpolitical board members to the sector. However, s/he stressed that today it could be impossible to appoint a person to a board on merit if the person is a strong supporter of a political party that is not in power. In fact, in decades of dealing with government, Charlie only recalled one instance where a particular Minister experimented with nonpartisan appointments and s/he believed that partisan appointments are still common practice. Charlie suggested that while the bulk of board governance appointments were still politically motivated, appointment to boards based strictly on merit remained possible; however, it would take an ethically strong Minister to cross those political lines. S/he put it this way:
It would take a lot of political courage for anybody to do that. And really, governments don’t get credit for that kind of thing; government doesn’t generally get credit for really good governance, right. What they get credit for is often things that they really can’t control. So they’re obsessed with managing optics, and public relations and promotions and...creating the right appearance. And if something does goes wrong, [with] the position ultimately, you know the position, the party or the individual to essentially not have to take the fall for it, right. And that’s what it’s kind of about to a large extent. And so the business of good governance [does] not [exist] just within the post-secondary system. (p. 131)

Despite all the political interference over the decades, Charlie was astonished at the number of people Saskatchewan adult education and training sector assisted over the past 60 years. S/he exclaimed, “I’m amazed that their system works as well as it does because I think on balance [as a system] it works not too badly” (p. 131). In spite of all the shifting back and forth among different political agendas and the politically motivated board appointments over the years, Charlie was amazed at how many people’s success was attributable to such a dysfunctional system. Speaking of all of the challenges and obstacles the system presents, s/he said “sometimes I’m amazed that their system works as well as it does, because I think on balance it works not too badly, right, but it’s amazing sometimes” (p. 131). Here, the implication for Charlie is that an apolitical and fully functional system could do so much more than the current system in advancing Saskatchewan adult education and training governance.

In addition, Lavern stressed that Saskatchewan adult education and training governance must become more functional. S/he indicated that the AEEL Minister’s ability to appoint expert board members signalled a positive shift in political ideology away from previous Saskatchewan administrations. Lavern saw a change in the prevailing ideology of board member selection in Saskatchewan and noted, “I think the composition of the boards has changed quite a bit in the last year” (p. 304). S/he
approved a trend of having more business and industry types appointed to boards, as their orientation more closely aligns with that of the current government’s movement toward expert-based governance boards. For example, Lavern observed that the new SIAST Chair was the head of the Saskatoon Home Builders Association and that another recent appointment was the Executive Director of Saskatchewan Mining. S/he suggested, “Those folks have big stakes with what happens with the labour market, right?” (p. 304). The elimination of the SLMC by Enterprise Saskatchewan evidences this philosophical shift. As s/he explained:

They ‘nuked’ Labour Market Commission, and their reasoning for that I think in part is that, that’s part of the role they had seen for Enterprise Saskatchewan. And Enterprise Saskatchewan is going to be I guess finalizing after today, in fact, finalizing the what do you call it, the Labour Market Strategy for Saskatchewan, right, which has been worked on by the Labour Market Commission. And so they’re making presentation to Enterprise Saskatchewan about that and then the commission [SLMC] is done. (p. 303)

Lavern believed that if other Saskatchewan adult education and training organizations, management, and boards do not follow the Wall government’s ideological acceptance of free market enterprise, they could suffer the same fate as the SLMC.

Likewise, Alex had concerns with the reasons why the SLMC was discontinued. S/he indicated that until the SLMC ceased operations, its primary function was to monitor and recommend changes to the Saskatchewan labour market. S/he thought that “one of the things we’re missing in this province is having a good strategic view of what’s happening in the labour market; currently, but also in the future for program planning” (p. 28). Alex pointed out that before the SLMC, Canada-Saskatchewan Career and Employment Services (Can/Sask) was responsible for some aspects of connecting education and training to employment; however, significant gaps existed in that
organizational structure. S/he therefore asked, “Why can’t [the] Can/Sask [system] and the college system be amalgamated [into one system]?” (p. 31). With the demise of the SLMC and the existing gaps in Can/Sask services, Alex wondered why such programs are not harmonized into one seamless adult education and training system.

Moreover, Alex stated that such an amalgamation could be a logical step since one of the core functions of SIAST and regional colleges since their inception in the 1970s is to provide education and employment counselling based upon labour market conditions. S/he recalled that when the responsibility of employment and training was devolved from the federal to the provincial government, one of the critical aspects of the devolution was to improve education and training opportunities based upon labour market projections. As Alex put it:

*Saskatchewan Employment Centres, or whatever you want to call them, got transferred over to the province this year, which is what the province wanted for years. I used to work for the federal department, Employment and Immigration Bureau. I was fighting off the province because they wanted the Can/Sask, the employment centres which eventually happened, which is not a bad thing. But [could the] next step, [be] regional colleges and Can/Sask amalgamation?* (pp. 31-32)

Alex wondered why the 20 Can/Sask offices located across the province could not be integrated into one adult education and training system, as those offices were often located in the same communities as SIAST or regional colleges and essentially provided a duplication of counselling services already available in educational institutions.

**Empirical-Like Differences**

The sixth facet of a direct phenomenology sociological approach produces “empirical-like” differences from typification. Typification produces study findings - empirical-like descriptions that characterize how key Saskatchewan adult and training
decision-makers employ various governance models. Employing the process of first- 
order typification allows participant accounts to be grouped into similar lived-
experiences. Employing second-order typification involved clustering those shared 
accounts so that empirical-like data displays differences that can be used to compare and 
contrast individual and group statements. For example, if all but one or two participants 
said the same thing concerning a specific issue, an empirical-like statement that “most” 
participants agree about the issue can be reported. Likewise, if all participants’ accounts 
concerning a specific event are consistent, an empirical-like statement that all of the 
participants can agree upon a specific set of related statements is possible. To produce 
empirical-like data, a matrix, including the six governance models, which appear in most 
of the governance literature, was shared with the study participants to help examine how 
these influenced decision-making. However, before the presentation of empirical-like 
data, a synopsis presents the participants’ accounts of governance.

**Accounts of Governance**

All 13 of the study participants were familiar with the concept of a compliance 
model (see Table 1). Seven participants suggested that they did not have direct 
experience with the concept in terms of Saskatchewan adult education and training 
governance. The participants proposed that the model applied more to the public than to 
the private sector. For example, Charlie was familiar with the concept of managerial- 
hegemony, but had never experienced it in an educational setting. S/he explained that, 
“I’ve certainly heard of [it], read it and I know it’s common in the private sector” (p. 
105). Of the participants who experienced managerial-hegemony, they observed the 
model in the regional college system. For example, Alex also suggested the reason it
appears more in the regional college system was that “from time-to-time, they’ve had weaker boards” (p. 6). Francis agreed and added, “I know of one or two experiences where I’ve heard of it, and quite honestly it was at a regional college” (p. 157). However, Alex and Francis both agree that that a CEO or president displaying such tendencies was not always negative. Alex provided a specific example where a CEO displayed this management style in Saskatchewan adult education and training. According to Alex:

[Name of CEO deleted] has been around for a long time you know in [name of institution deleted]. He’s very good at getting the agenda together for the board, and I shouldn’t use names, but excuse me I’ll just use the name, and guiding, he likes the word ‘guiding the board to the right decision.’ Ya, I’ve seen it, and it’s not always bad. It’s not bad necessarily. (p. 6)

However, of the six participants who experienced instances similar to managerial-hegemony, the majority of the participants suggested that policies and procedures had evolved over the years to deal with most incidents of mismanagement and that this form of a compliance model was not overly used in the Saskatchewan adult education and training sector.

Jamie related experiencing both positive and negative examples of a compliance model. S/he explained that such instances were not just in the regional colleges, but also across the entire Saskatchewan adult education and training sector. Jamie suggested that the entire sector relied upon a compliance model, based upon rules of law. For Jamie, there was no other model of governance used to direct the sector. Moreover, the compliance model of governance was the primary tool governance boards used to control agencies or institutions through specific legislation interpreted by the Minister responsible in consultation with Cabinet.
In addition, s/he declared that it was board members responsibility, specifically board chairs, to reinforce the statutory relationship that existed between them and the Minister. S/he also expressed the legal argument that board members must realize that their duty was to understand the relationship they had with the Minister as opposed to being overly concerned with their relationship with a CEO or president. Jamie explained the special relationship with the Minister in this way:

[A special relationship must exist]. And especially with the chairs, but the boards too, whether they liked it or not. They have a statutory relationship there...And what does that relationship actually have to look like so that it is fully expressed and it is done in a way that is meaningful...What many of the boards, but not all of them, but maybe this is more a comment on individual board members is that they would resist that relationship with the Minister because they thought they were independent. Although they exist and are appointed by the Minister they exist under statute to exercise government policy. Now we can some days agree or disagree about government policy; but, at the end of the day, their responsibility was to carry out government policy. (p. 242)

It was Jamie’s position that a compliance model of governance was the most important of all governance models because it permeates every aspect of decision-making in Saskatchewan adult education and training governance.

Alex was one of five participants who experienced some form of co-operation model in Saskatchewan adult education and training governance. S/he thought that although board members tried to maintain neutrality when it came to decision-making and attempted to leave their hats at “the door,” a co-operation model of governance could be problematic. Alex cited an example from the SLFDB where one of the star co-chairs was the head of a union. S/he explained, “that a ‘star’ can cause problems” (p. 8). In that instance, because the star was the head of a union, and the government the board was
dealing with was allegedly anti-union, many board items automatically became polemic and harder to deal with than if the co-chair had been less prominent.

Speaking of a co-operation model of governance, Francis suggested that it was politically naïve to believe that the model did not exist in Saskatchewan adult education and training governance. She explained,

_A lot of boards in our system tend to be that [way] . . . when it came to board appointments...you know the person was brought on because they were ex-MLA, and they would have a perceived influence therefore within government in order to get resources._ (p. 158)

Both Alex and Francis shared the position that no matter what problems were associated with the co-operation model of governance, some elements of that model were necessary and it would continue to be part of Saskatchewan adult education and training governance as long as political parties continue to appoint their supporters to governance boards. Jamie agreed with Alex and Francis that some elements of a co-operation model of governance are present in the Saskatchewan adult education and training sector. Jamie indicated that it was common practice that board members are frequently “chosen for political reasons, which I would argue is absolutely the wrong reason for them to be present on a board” (p. 244). Obviously, s/he believed that politics do not belong in the board selection process.

Lavern cited the SLMC as another example of how politics not only influenced decision-making, but also how having the wrong “star” at the wrong time could devastate an organization. S/he spoke of the demise of the SLMC and having board members ideologically opposed to the government. In addition, Charlie also experienced a form of a co-operation model of governance, which can affect decision-making. According to Charlie:
I think SIAST for instance is a little bit of this [kind of model], right. The thing is though, the funny thing is that there’s more than one dimension of influence for these board members. So what SIAST does as a board, I think probably colleges are the same although I don’t know because I haven’t dealt with them at the board level, is that they’re looking for board members who have influence with a stakeholder group, right. For obvious reasons but also political, politically, so we’re looking for those two dimensions. (p. 127)

Thus, the selection of both star and nonstar board members appears inextricably linked to a compliance model of board governance. However, other participants also experienced examples of a co-operative model. According to Quint,

*I have certainly experienced that [kind of model] in a couple of places. Obviously, one aspect is that they can be closely aligned with government and that they can impact you in terms of you know how you are to proceed and what you can do.* (p. 408)

Similarly, Kelly added that “I have seen, in the adult education training system, people who were selected or ‘anointed’ to roles on the board because of their perceived influence with government” (p. 471). Kelly believed that an adherence to some aspects of a co-operation model was one of the top issues requiring additional discussion in Saskatchewan adult education training governance.

Although most of the participants suggested that they were familiar with the stakeholder model, they indicated that they had not personally experienced an application of the theory or model in Saskatchewan adult education and training governance. As with all six governance models referenced, while different governance models were acknowledged, no study participant could explain how the Saskatchewan government incorporated any governance model into the Saskatchewan adult and training sector or the post-secondary system. Nevertheless, Kendal was one of a minority of participants who believed that part of the NLMC’s approach to governance included many aspects of the stakeholder model and that their committee attempted to balance the needs and
opinions of representatives who attended NLMC meetings. However, s/he stressed that for a stakeholder model to succeed, there must be an overarching governance outcome or philosophical goal that all stakeholders must agree to before they become board members. According to Kendal, “when we met as the board of directors, even though we had our own agendas, and we represented our own regions, our own organizations, we worked on consensus building” (p. 276). S/he indicated that consensus building comes with the expectation that when “it comes time to view my agenda, you will have the same consideration for me” (p. 276). Despite having success with a stakeholder model, Kendal could see why the model was not appropriate for other decision-making groups. The use of the model requires consensus building that necessitated extensive member engagement, deep respect, and the inclusion of the views of all stakeholders wanting to participate in the decision-making process. In addition, she explained that the use of a stakeholder model requires a considerable amount of time.

Bernie believed that the former SLFDB utilized many aspects of the stakeholder model until the NDP government established the SLMC through provincial legislation. However, s/he thought that a problem associated with the old SLFDB was that it allowed for the inclusion of too many and too diverse stakeholder groups that resulted in an unmanageable board. S/he explained that the board “was a bit too cumbersome, right. So, there was a need to actually reduce the size [of the board]” (p. 45). Nevertheless, in Bernie’s judgment, the SLMC struck a good stakeholder balance before the committee disbanded in 2009.

Charlie believed that the stakeholder model was a reliable model of governance that applied directly to Saskatchewan apprenticeship. S/he suggested, “The stakeholder
model is what most closely describes the Apprenticeship Commission presently because it’s essentially a very specific stakeholder group” (p. 132). However, Charlie thought that even though apprenticeship board members shared similar types of backgrounds and experiences upon which to base their decision-making processes, the government had the ability to change apprenticeship legislation if such a change suites a government’s political agenda. S/he explained it in this way:

So the government has a lot of influence. Because they’re granting, you know, authority, money – authority. And the other is because they basically write the laws...and they can change the law...but when you get to governance of the system though at a higher level, you know we had our issues or problems with it because the government would give itself the ultimate authority of power and wisdom. (pp. 133-134)

Even though s/he believed that the fundamental philosophy of the current government changed, Charlie believed that apprenticeship would continue to utilize a stewardship model of governance because “you really do have a captured group of people together, [and] they do have similar interests and, you know, similar areas of expertise” (p. 134). Francis somewhat agreed with Charlie that a stewardship or partnership model of governance is still utilized by apprenticeship in Saskatchewan. According to Francis, apprenticeship is “cool.” “It really is [cool], it’s purposes; it actually works [for apprenticeship] fairly well” (p. 159). S/he thought that the problems associated with the stakeholder model have more to do with government interference than with the actual governance process.

Like Francis, Alex also thought that the stakeholder model is an effective model, which could work for other Saskatchewan adult education and training sectors beyond apprenticeship. S/he believed that a stakeholder model constitutes part of the NLMC governance process. According to Alex:
The stakeholder model is interesting because when I think about that model...I put it side-by-side with [being] representative of the work force. And I think if you have a board dealing with adult education, that board should be aware of all the needs of the population...The Northland Market Committee is a good example where they’ve got representation from all of their regions and communities and their industries. So what they do is, they do get all their information on the table and...at the end of the day depending on the topic some of the information and some of the individuals will have more influence because [on that day]...but on the next day, it might be something else for somebody else that has more influence. Again, if everybody is playing by the rules in terms of information sharing and consensus building, it can work. (pp. 9-10)

Going beyond the NLMC use of the model, Lavern thought that SIAST utilizes elements of a stakeholder model. S/he believed that the composition of the SIAST board reflects that governance model. According to Lavern, “I think the composition of the [SIAST] board has changed quite a bit in the last year, moving perhaps a bit more toward something of a stakeholder approach” (p. 304). Although all of the participants suggested that there are some elements of a stakeholder model evident in all Saskatchewan adult education and training governance, Kelly alone suggested that stewardship-like governance structures must be eliminated from future decision-making processes in order for the province to remain competitive in the new world order.

While all the participants were familiar with a democratic model of governance, 11 of them indicated they had not experienced something like a democratic processes in their decision-making roles within Saskatchewan adult education and training governance. An exception to that general experience was Sam. Sam thought that a democratic model of governance was and was not a part of First Nations adult education and training governance. S/he relayed that First Nations people are theoretically able to run for political office at the Band level; however, appointments to governance boards are “not open to the general public, you know, in a sense like…it largely depends on tribal
council areas” (p. 442). Sam suggested that a democratically elected Chief or a First Nations democratically elected Council democratically appoints other First Nations people to adult education and training boards. S/he explained it in this way:

Sometimes [people are appointed], but they’re generally a chief or a tribal council rep that are on boards... So, the tribal council gets together, and some technicians and all the chiefs, and they’re going to say, ‘Ok who, we’ve got 25 boards that we need to put some representation on, Ok.’ And then they’ll discuss and there’s probably someone that has an educational background or someone that’s done some work at a college or someone who has done something like that, or that kind of a thinker. So why don’t you try SIIT’s board cause this guy’s finishing a term or this chief is finished and this one is going to come open, who wants this, and I don’t know the exact selection process, but that’s how we get board representation. (pp. 442-443)

From Sam’s perspective, board appointments are complex and exclusive and that First Nations governance models are not transferable to other areas of Saskatchewan adult education and training governance.

Alex alone suggested that an attenuated version of a democratic model exists in one area of Saskatchewan adult education and training governance. S/he thought that the apprenticeship board allows a general democratic election process to occur; however, a general election process confirms qualified candidate nominations by stakeholder groups. While this unusual form of democracy is allowable within Saskatchewan provincial legislation, it is still subject to Ministerial approval. Apprenticeship legislation allows for industry employers and employees to nominate their members for board governance membership. Alex explained it this way:

What was put together was a fair and open process whereby, for example, the construction sector chooses employer and employee representatives and it is through a voting process. So, through that process, everybody knows what the process is, everybody has a chance to participate in it, and through that process, they select the individuals to represent their sectors whether it be on the employer side or the employee side. I think it works fairly well. (pp. 10-11)
Alex believed that the apprenticeship board selection is somewhat similar to universities that nominate board governance members and that a university-like, bi-cameral structure is adaptable to Saskatchewan adult education and training governance.

Jamie agreed with Alex that universities use a semi-democratic governance selection process. However, Jamie thought that while the university board selection does not specifically exclude designated group board appointments, it favours a board nomination process that is less likely to include designated groups members because fewer of them had the expertise required for university board representation. S/he explained that universities “would have people that were practically chosen [experts, for example]…people who have strong financial backgrounds or a history of financial planning” (p. 446). Therefore, beyond the obvious optics of political correctness, Jamie believed that university boards do not represent the general Saskatchewan population.

While universities rightly strive to nominate board members with the required skill sets to be effective, those members tend to be from the upper echelons of Saskatchewan society. As s/he observed:

*The universities sort of grew in their sophistication [around governance] so that they actually began to understand that rather than individuals, and high profile individuals, though they still tried to do that….right? But, they would also try to understand at the board level what capacities they needed at the board before ever beginning the discussion around individuals. They typically would say to themselves, what are the capacities that we need in order to fulfill our [board] functions.* (p. 246)

Jamie noted that other than simply recruiting high profile board members, universities must begin to recruit board members with specific skills sets in order to improve board functionality. S/he also noted that one of the problems of a democratic model within regional colleges was finding board members that represent their communities.
Somewhat similar to the universities, s/he thought it is difficult for the many regional colleges to find local people with the necessary skill sets to be high-functioning board members. As Jamie stated, having a single teacher as a board member was “fine if you have one, but you don’t want a board of retired teachers, right?” (p. 247). S/he explained that, because of the large number of board members required, it remained a significant challenge for regional colleges to attract qualified, competent people without resorting to retired people and that, in many instances; it makes a democratic process impractical.

Nicky, Quint, and Lavern believed that a democratic model of board governance selection is excellent in theory, although they all believed that the time had come where the application of that model is no longer possible within Saskatchewan adult education and training governance. Nicky believed that “in practice, there is no way to have democratic representation for all [Saskatchewan residents]” (p. 379). However, at the same time, s/he thought there should be a concerted effort to have more First Nations representation on governance boards. While also believing there should be more First Nation board representation, Quint posited that democratic models of governance could only exist in theory. Quint explained that an inability to utilize democratic process is especially true for larger adult education and training institutes like SIAST. As s/he put it,

*I think it would be impossible. That’s right. You know, do you balance it by location? Do you have equal people from Regina and Saskatoon [and] different industries different genders, different races, and different things? Ya, we would certainly, we would certainly end up with a huge board if we did that.* (p. 410)

Adding to Nicky and Quint’s views that democratic forms of governance are only theoretically possible, Lavern suggested that such models were “problematic and I think it limits the forward movement of [institutions like] regional colleges actually” (p. 10).

Moreover, s/he believed that such models of democracy are no longer relevant in a world
dominated by economic considerations and that community representation could become completely irrelevant to institutions such as SIAST, the University of Regina, and the University of Saskatchewan, which are increasingly required to be competitive in a new global reality. Kelly alone suggested that to ensure the right kind of education and training mix to be competitive in the global marketplace, Saskatchewan adult education and training governance must move away from archaic theories of cooperation or democracy in favour of more autocratic governance structures. S/he believed that business-led decision-making bodies are the future of Saskatchewan governance boards.

While all of the participants understood the concept of a partnership model, only two indicated they had experienced it in Saskatchewan adult education and training governance. Like most participants, Jamie thought that a partnership model of governance could theoretically be the ideal model in an ideal world; however, in practice, in this province, the model is rare. From Jamie’s perspective, a board that employs a partnership model must reflect higher values or ideals and it is critical “to get everybody to understand their role and their responsibility within that context and to try drive home a bit of clarity around, you know, who’s responsible for what” (p. 249). However, s/he pointed out that Saskatchewan adult education and training boards are seldom motivated by such higher philosophical standards.

Nevertheless, Kendal thought that a true partnership model is not necessarily theoretical or rare if the board members have a clearly articulated vision. Moreover, a true partnership model requires moral authority to be able to articulate a clear vision. S/he stated that having a vision is “the only way that the stewardship [model] thing can work” (p. 279). Kendal suggested that a stewardship model of governance works for the NLMC.
Yet, s/he also acknowledged that a stewardship model can have a limited application to the rest of Saskatchewan adult education and training governance, as those other organizations do not possess clearly articulate long-term visions upon which to aim or build and are restricted by provincial legislation.

Five participants indicated they had not experienced instances of a compliance model in Saskatchewan adult education and training governance. It was surprising to find that eight of the participants did not acknowledge that a compliance model of governance was the dominant governance model in the sector. As Charlie indicated, “I don’t have a sense of any experience with that, right. That’s more of a private sector [kind of] model, I would imagine” (p. 138). Nicky agreed with Charlie’s assessment and s/he thought that a compliance model of governance corresponds more to the private sector than to educational institutions.

Alex noted that s/he had not heard of a compliance model presenting any problems as long as the board controlling a CEO or president did their job. According to Alex, “I mean, that’s the key thing, you have to have a strong board in place, which goes back to the earlier discussion in terms of how well selected our boards are” (p. 14). S/he believed that if a board has the correct balance of expertise and community representation, there are procedures in place that had evolved over the last few decades to handle the most aggressive CEO or president. However, Alex suggested in order for the operation to proceed smoothly:

*There needs to be other measures there in terms of what are the goals and objectives of the organization such as representative of the workforce, representative of the student body, industry responsibilities...gender and all that stuff. Ya, and you know the board, ultimately the board should be the one that has the final say on what measures are put into place and what the benefit packages...*
and their measures and they should be part of the final decision-making, right, like a forced review.  (p. 14)

According to Francis, “I haven’t really seen a lot of it [a compliance model] in the Saskatchewan adult system personally, and once again it doesn’t necessarily mean it doesn’t exist” (p. 169). Like most of the participants that commented about a compliance model, s/he thought that the adult education and training sector has matured to the point where individual CEOs or presidents are very limited in being able to put their interests ahead of their boards.

The majority of the participants believed that a compliance model of governance does not apply to Saskatchewan adult education and training. However, when asked about compliance model of governance in Saskatchewan, George requested that the interview be paused. With the recorder turned off, Georgie’s demeanour noticeably changed. What appeared to have been bureaucratic doublespeak during the first part of the interview stopped! Without reference to any specific institution or person, Georgie’s meaning became succinct and clear. As to the question of the kind of governance or model employed in Saskatchewan adult education and training governance, s/he believed it did not matter what model applies province-wide. Georgie suggested that governance ultimately comes down to power and who was able to exert that power. S/he stated that the reason that NLMC had not relinquished power to the provincial government or federal government was based upon Northerner’s experiences with both forms of legislated government. While the provincial and federal governments tried to gain dominion over Northern Saskatchewan, for the last 25 years, the NLMC refused to capitulate to government’s short-term demands in favour of a long-term Northern strategy. While both the provincial and federal governments suggested they had the legal
authority to control and direct legislation, they failed to gain the trust necessary to claim the moral authority to make decisions concerning adult education and training governance for the people of the North. Georgie predicted that if the NLMC ever relinquished its moral authority to govern adult education and training in Northern Saskatchewan, the goal and vision of making the lives of Northern people better would be lost forever to provincial and federal authority.

**Typifying the Findings**

The study began with a series of four interview question sets that moved along a continuum. They began at an ontological level and ended with specific interview questions intended to evoke participant recommendations to improve the adult education and training sector. The four interview question sets included ancillary follow up interview questions utilized to elicit participant responses. Presentation of the findings followed a *reversal* of the Hart (2008) conceptual research framework beginning with the most concrete question first. Typifying the findings began with interview Question Set 4.

**Question Set 4**

Question Set 4 first asked the participants if a better definition term for “adult education” could promote a shared vision of governance as described in organizational mission statements. Second, the question set asked the participants if guaranteed terms of employment, similar to Board of Directors terms of office, influence CEO or presidents’ effectiveness. Third, the set asked participants if mandatory adult education training for staff, management, boards, and government personnel limited or strengthened Saskatchewan adult education and training and if that kind of training promoted a better
understanding of the system. Finally, this question set asked participants to supply specific recommendations to improve Saskatchewan adult education and training sector governance. Chapter 6 features the participants’ suggestions to improve the sector.

**Better definition.**

The majority of the participants thought that a better definition of what constituted the Saskatchewan adult education and training sector and its governance is necessary. In fact, 11 of 12 participants thought a better definition could promote a shared vision for Saskatchewan adult education and training. Moreover, a high percentage of the 11 participants believed that a better definition of the sector must be reflective of the department or ministry that oversees the sector. With some qualification, the majority of the participants agreed that having a commonly defined term or set of terms that more accurately describe the sector would strengthen it by adding a level of clarity to an area that has often been and is still confused. For instance, the “Advanced Education” section of the Ministry of Advanced Education, Employment and Labour (AEEL) title implied university education, while the “Employment and Labour” section of the title completely omits the most important elements of adult education and training that focus on ABE, literacy, and upgrading. Based on discussions with the current AEEL Minister, two of the participants suggested replacing “Employment and Labour” with “Enhanced Learning” to retain the acronym AEEL (Advanced Education and Enhanced Learning).

While the use of a common term could be beneficial, the majority of participants suggest governance structures must be coordinated and universities must be permanently integrated into the system. In fact, approximately one quarter of the participants believed that the government purposely promoted undue competition between universities and
other institutions, which harms the sector overall. Moreover, without a unified definition, the ability to coordinate sector efforts without including the universities stands little chance of success. Furthermore, a significant number of participants thought many people in the sector are unwilling to begin meaningful discussions concerning the larger Saskatchewan adult education and training governance picture, as previous efforts by succeeding governments were discouraged or ignored. Therefore, deep cynicism eventually replaced the initial optimism for attempting to redefine and improve Saskatchewan adult education and training governance for those people working in the sector. Thus, more than half of the participants thought that a complete revamping of the entire system is necessary and suggested that fundamental change is not possible until a champion at the Deputy Minister or a higher level is willing to initiate a process to bring people together from across the entire Saskatchewan adult education and training sector.

In particular, only two of the participants accepted that a more inclusive term for adult education must include the University of Saskatchewan (U of S), which tended to demarcate itself from the rest of education. According to one participant, the inclusion of this one university in helping to define what constitutes an adult education system could make it easier for the other two universities (U of R and FNUC) to identify with the Saskatchewan adult education and training sector. However, at this governance moment, all 13 participants described a definition of the Saskatchewan adult education and training sector as confused and “all over the map.”

More than half of the participants believed that the K-12 system, the university system, and the public perceive the Saskatchewan adult education and training sector to be of lesser quality or value than other education institutions. While less than half of the
participants believed that the government should not have a significant role in redesigning adult education and training, most participants accepted that it is the responsibility of government to define what constitutes Saskatchewan adult education and training and its governance. They also believe the only entity with the legal power to redefine the Saskatchewan adult education and training sector in relation to the K-12 and university system is the Saskatchewan Government. Thus, political will is required to redefine and restructure the sector.

In addition to redefining and redesigning the sector, participants indicated it is the government’s responsibility to create a common vision and a stable organizational structure for all its public institutions. Ideally, such a shared vision could be strategic, practical, and separated from the short-term political interference. Thus, as a simple starting point, a common vision must be an overarching narrative that transcends the marketplace and must be one not simply objectified in terms of prescriptive outputs, or arbitrary terms of office controlled and directed by absolute Ministerial discretion.

*Terms of office.*

The majority, or 10 of 12 participants, believed that no fundamental changes to the terms of office of the CEOs or presidents in the Saskatchewan adult education and training sector are required. While participants believed there had been significant problems regarding selection and dismissal in the past, the contracting process that currently exists for CEOs and presidents is more than adequate to control their behaviour, hiring, and firing. Two of the participants were undecided about CEO or president contracts and employment terms and they could see both advantages and disadvantages to changing contract lengths.
Tangentially, while asked about CEOs or presidents’ terms of office, five of the participants indicated that what could be a more significant concern for the system are the terms of office for government personnel. Those participants indicated that most of the AEEL staff do not have specific qualifications to work in the sector. A significant number of participants saw the lack of any hiring standard or qualification as potentially embarrassing if such information concerning the lack of qualifications that executive government personnel possess in Saskatchewan adult education and training became public.

Moreover, it was evident from the study that when top bureaucrat positions change when the government is defeated or reorganized, few senior staff possess a long-term commitment to the sector or have any incentive to seek adult education and training credentials. Similarly, for most of the sector’s CEOs and presidents, a lack of commitment to obtain formal accreditation in the sector is prominent. However, the study revealed the one exception to acquiring accredited adult education or training in the sector is SIAST, where all new facilitators must obtain a certificate in adult education within five years of being hired.

Only one participant suggested that the typical five-year employment contract for a CEO or president in the sector change. S/he thought that shorter terms of office would keep CEOs and presidents accountable. However, the majority of the participants or 11 out of 13 believed that having stable, long-term contract lengths would not weaken but might make the system stronger. Parenthetically, one other participant suggested that the idea of prescribed terms of employment is nonsensical and outdated concept in today’s highly competitive global economy and that the control of educational organizations
could be determined by a CEO’s or president’s ability to generate outputs determined by the marketplace.

All 13 of the participants agreed that it is the government’s responsibility to control board member selection, and it is the responsibility of the board to determine the length of terms of employment for CEOs and presidents. According to the study, a CEO or president is the board’s only employee and setting the terms of employment is one of the main reasons why a board exists. The majority or 10 of the participants suggested that a well-functioning, competent board that employs well-defined, ongoing performance indicators and reviews itself annually makes all necessary employment decisions. Several of the participants also expressed the opinion that institutional outputs are only one of many determining factors in selecting, maintaining, or dismissing a CEO or president. Concomitantly, more than half of the participants suggested that a CEO or president must not conduct board evaluations, as evaluations are the responsibility of the government Ministry responsible for the sector.

**Adult education training.**

The majority or 12 or the 13 of the participants believed that additional training is required for all Saskatchewan adult education and training participants to improve the sector. Such training includes specific education programs for board members, executive government, and politicians. Only one of the 13 participants thought that additional training is redundant for improving the way the sector operates. For the good of the institutions involved, only two participants thought that the Ministry could develop rigid training guidelines to encourage board members to step down when their board term expired. In addition, all 13 participants maintained that the current system is very
complex and difficult to comprehend. As such, because institutions and funding arrangements are so intricate, it is often difficult to fully understand one’s own area of work let alone be able to grasp how interrelated the sector is and how it connected to other educational systems. Nevertheless, only one participant believes that the way for employees to better comprehend Saskatchewan adult education and training and its governance involves a long-term employee development strategy.

In addition, 12 of 13 of the participants believed board members and government personnel require historical and educational training to understand the complexity of the sector. A significant number of the 12 participants suggested that a minimum standard of accredited training must be established for the Saskatchewan adult education and training sector. Unlike other educational or noneducational sectors, these participants indicated that no standard of any kind existed for entrance into the Saskatchewan adult education and training sector. Added to a lack of a minimum accreditation standard, people without an academic background fill most of the top positions in the sector. This lack of accreditation includes the entire field and executive government. As such, all but one participant recognized that everyone associated with Saskatchewan adult education and training must acquire formally accredited standards - standards that provide a context, including the history of why and how the sector evolved.

One participant also believed that explicit governance training that explains the legal relationship that exists between the Minister responsible and the governance boards is necessary. Moreover, a significant number of participants believed that the governance training series started by Advanced Education and Employment (AEE) and continued on by AEEL, be extended and expanded. All 13 of the participants suggested that
government must also articulate a clearer and constant message to board members concerning the government’s direction and focus. In addition, that message must not simply depend upon short-term necessity driven by circumstances such as an election cycle, but must also depend upon long-term public policy that transcends any particular administration.

While only two of the participants suggested less government involvement in Saskatchewan adult education and training and promoted a spirit of individual competition, the majority of participants proposed the implementation of an adult education and training regimen that moves toward inclusion and group cooperation. As such, all institutions, including universities, must be included in governance training and they must contribute to the development of governance structures that complement an integrated educational continuum. However, all of the participants specify that clarifying and making the entire educational continuum easier to understand is the government’s responsibility.

**Question Set 3**

In Question Set 3, due to the complex nature of the interview questions, the subject matter, and the wide diversity of responses, this question set did not produce as many typified or empirical-like findings as in the other question sets. Nevertheless, the differences displayed still compared and contrasted individual participant statements concerning decision-making policy outputs, the impact of policy on staff, management, and boards, and or operational outputs. In addition, this question set asked the participants how governance influences the Saskatchewan adult education and training sector. First, participants were asked what kinds of decision-making policy outputs are
emphasized in the sector. Second, they were asked how policy decisions influence staff, management, and the board. Third, participants were asked what kinds of outputs were emphasized in the sector. The findings indicated that while all 100 percent of the participants emphasized that education lead to higher training for getting a job, employment is not the only decision-making outputs.

**Decision-making outputs.**

All 13 of the participants believed that the Saskatchewan adult education and training sector led to employment. This is a belief somewhat consistent with the original CCF ideals for creating a provincial adult education and training department. While most study participants also expressed the opinion that education and training led to employment, several participants’ nevertheless believed that the idea of educating and training people to collectively reduce inequities and create a better society had been sufficiently attenuated. To an extent, those participants believed that the increasing mantra of the sector to educate and train individuals to compete in a global world had the opposite effect of increasing inequality as measured by labour market metric participation rates. For example, some participants believed that some Saskatchewan learners tend to get additional training at the expense of those with little education who do not qualify for higher level training due to factors such as low literacy attainment.

All 13 participants agreed that one point of contention that influences decision-making capacity is the K-12 system. As a reoccurring theme in the study, 100 percent of the participants agreed that the K-12 system requires improvement. In addition, a significant number of participants expressed the view that the K-12 system must improve for Aboriginal and Northern Saskatchewan children. For example, a majority of the
participants expressed the view that the K-12 system follows a linear career path from high school to university that creates a barrier for many learners because they do not receive adequate post-secondary or career counselling. Moreover, many of those participants indicated an ongoing level of prejudice directed toward the Saskatchewan adult education and training sector by other education professionals.

Another point of contention that influences decision-making and output potential is the different range of philosophical views expressed by the participants. In most instances, participant’s views represented a potential negative tipping point for Saskatchewan adult education and training sector governance. This tipping point represents the belief that appointed boards members must continue to utilize a decision-making process that is representative of the province in terms of board composition and geography. However, most participants’ philosophical views may be somewhat counter to the current government ideology.

**Impact of decision-making.**

The findings revealed that all governance board members were legislatively bound to the Minister who had the authority to unilaterally change board decisions and create new policy and output directions. However, many participants believed that they are somehow independent or autonomous from the Minister. In consultation with the Cabinet and the Premier, the Minister responsible for the Saskatchewan adult education and training can legitimately overturn board decisions. As such, all but one participant did not fully comprehend that the Minister’s legal authority to override all board decisions is absolute.
In addition, participant interviews asked how governance decision-making affects staff, management, and boards. The findings indicate that participants were not as concerned with how operational decision-making influences staff, management, and board members as much as political interference in the board selection process. Moreover, the participants were more concerned that the government is not able to articulate clearly a vision for the sector than how their day-to-day decision-making influences operational aspects of the sector.

According to most of the participants, the policy direction and priorities of government often seem inconsistent and often are determined by considerations not directly related to governance. In fact, all 13 of participants thought that board member governance appointments must become less political. A substantial number of those participants also suggested that the sector is not part of a unified whole directed toward long-term goals. Furthermore, a significant number of the participants believed that the sector is currently at a critical point and that sector governance must change or risk collapse.

*Emphasizing operational outputs.*

While study participants did not focus on actual adult education and training numbers, only two insisted upon a shift in public policy towards less government regulation and a more business-like approach. While 11 of the 13 participants were concerned with keeping boards representative of the Saskatchewan population and having the governance decision-making process remains public, one participant suggested that experts are required to make education and training funding decisions that determine institutional outputs such as what programs to deliver. As such, s/he believed that the
number and kinds of outputs made by Saskatchewan education and training boards be based upon business acumen rather than having boards that are representative of Saskatchewan citizens. The idea is to allow adult education and training boards to follow the example of the Crowns and become self-regulating professional entities devoid of government control. However, if those kinds of decision-making governance structure were reproduced in Saskatchewan, it would signal a fundamental shift in education policy. In fact, the establishment of technocratic-like boards would take adult education and training decision-making out of the hands of publicly appointed board members into the hands of business and industry experts not necessarily residing in Saskatchewan.

More than half of the participants indicated that many board decision-making outputs are considerations beyond their control and direction. For example, one participant pointed to the AEEL Minister’s (now AEEI Minister) unrestricted ability to override local decision-making of a community in favour of business. As such, boards often focus on growth sectors of the economy to the exclusion of their broader mandate and or the influence of business on government policy and how it could favour an employer over a community. The findings also suggest that public opinion, the federal government, internal provincial government realignment, and dramatic changes that accompany elections could affect the operational outputs of Saskatchewan adult education and training.

Moreover, while participants did not address specific labour market metrics, monies invested in the sector, or such statistical areas as accreditation, enrolment, or graduation rates, several comments concerned operational outputs. One participant commented that the Saskatchewan market for workers to compete for jobs and employers
to compete for workers has never been better than it is under the Saskatchewan Party government. However, most participants indicated that just the opposite was happening in the sector and that adult education and training and its governance is getting worse. In fact, a compelling number of the participants stated that there is no real Saskatchewan adult education and training system. Moreover, until a real system is created, the demands of the Saskatchewan labour market will remain under utilized. Finally, despite all of the flaws, more than half of the participants argued that there was an adult education and training system in Saskatchewan and that it continues to facilitate the education and training of millions of learners.

**Question Set 2**

The second interview question set asked the participants to examine different governance theories and models in relation to the Saskatchewan adult education and training sector. It was noteworthy that all the participants were familiar with the governance theories, models, and concepts presented. In particular, the second interview question set examined the various governance theories and models and their comparison and contrast within a Saskatchewan setting. The interview questions inquired about the rubber stamp model, the co-operation model, the stakeholder model, the democratic theory model, the partnership model or, the compliance model, and the agency model. The participants expressed their perceptions concerning their experience with each of those governance models.
Rubber stamp model.

While the majority of the participants experienced a rubber stamp model of governance in Saskatchewan adult education and training, almost half of them insisted they never experienced such a model in the sector. Of those participants who witnessed a rubber stamp model, most suggested that there were either policies or procedures developed over the years that ensured that management, in most instances, had not reduced a board’s ability to govern to the point of being symbolic or that of a rubber stamping function. Approximately one third of participants said that from time-to-time a rubber-stamping process appeared in the regional colleges, as they seemed to possess weaker board structures. Although the majority of participants suggested there could be isolated instances of a rubber stamping model in Saskatchewan adult education and training, only a few of them indicated those instances were not necessarily negative.

Some participants thought in the case of a weak board, a strong CEO or president was required to maintain control and guide a particular course of action that would otherwise be a board responsibility. In general, eight of the participants believed that a rubber stamp model of governance applies more to the private sector than to the governance of Saskatchewan adult education and training. While some participants suggested that a rubber stamp model could be more applicable to the private sector, very few of them recognized that the Minister responsible for that sector could legally impose his or her will and in essence impose a rubber stamp model of governance. In fact, only one participant pointed out that many of the problems associated with Saskatchewan adult education and training governance were because boards often did not fully appreciate that the absolute legal power to govern resides in legislation that rests with the
Minister responsible for adult education and training. S/he commented that whether board members agreed or disagreed with government policy, it was their fiduciary and legal responsibility to implement government policy as directed by the Minister.

**Co-operation model.**

Most or eight of the 13 participants thought they had not personally experienced a co-operation model of governance in Saskatchewan adult education and training while only five said they had experienced it. Those who did experience a co-operation model thought that it was politically naïve to believe that the model was not prevalent in Saskatchewan. Most participants indicated that governance boards choose star members because of their political affiliations. However, all the participants agreed that patronage appointments were absolutely the wrong reason for board appointments. As such, five of the participants suggested that adherence to the political patronage aspect of a co-operation model of governance is one of most significant issues that must be addressed in Saskatchewan adult education and training governance.

When conducting this study, the most obvious example of politics affecting a co-operation model approach to board governance occurred. Several participants noted that the demise of the SLMC related directly to the desire of the newly elected Saskatchewan Party for board members who accepted their ideology. Close to half of the participants suggested that ES (Enterprise Saskatchewan) were conducting an increasing number of SLMC functions and that the new ES members reflect a pro-business agenda. Moreover, almost half of the participants suggested that ES board members were generally appointed to the board based on perceived political affiliation rather than their being representative of the province or having any background (accredited or nonaccredited) in
adult education and training. In addition, approximately half of the participants indicated that boards closely aligned with a particular government ideology could dramatically influence decision-making in terms of the amount of funding a public or private training an institute received. Thus, several participants were apprehensive about the reason ES was established. A significant number of participants speculated that ES was created for the purpose of directing public education and training funds into private enterprise.

**Stakeholder model.**

Most or 11 of the 13 participants thought that they did not personally experience a stakeholder model of governance in Saskatchewan adult education and training. Of the two of those who did experience that model, they suggested that the model appeared most within apprenticeship. This is because apprenticeship board composition tended to be more homogeneous than board composition in other parts of the Saskatchewan adult education and training sector. Moreover, a significant number of participants thought a stakeholder model of governance was best achieved when the board members agreed to an overarching set of goals or philosophical perspectives that were used to guide decision-making processes and that was not always possible when board direction was mandated through legislation that focused on immediate measurable outputs. Problems with the use of the stakeholder model appeared to be associated more with government interference than with actual governance processes.

A few participants thought that a stakeholder model of governance could apply if all board members agreed to play by the same set of rules, openly displayed information, and agreed to consensus building. However, the only participants who shared that point of view were members of the NLMC. The NLMC participants operate from the
assumption that the views of all board members have intrinsic value and that no single issue should dominate the decision-making process. In the spirit of a stakeholder model, the NLMC operates with the expectation that the opinions of all the people who attend a board meeting are considered. As such, a consensus that benefits all Northerners is required at every NLMC meeting before a final decision adjudicated or settled. Nevertheless, like other democratically grounded governance models, a stakeholder model did not generally apply to other parts of the Saskatchewan adult education and training sector.

*Democratic model.*

Most or 11 of the 13 participants thought they did not personally experience a democratic model of governance in the Saskatchewan adult education and training sector. While participants accepted that apprenticeship legislation allowed for a general election process for industry employers and employees to nominate potential board representatives, the election process was limited to qualified candidates and was still subject to final Ministerial approval. As such, while most participants indicated that a democratic model of governance was an excellent idea in theory, they also insisted that there was no practical way to ensure equal representation on all the numerous adult education and training governance boards in the province. Parenthetically, while the participants indicated problems of democratically based board representation, almost all of them insisted that Aboriginal participation should increase on Saskatchewan adult education and training governance boards so that boards would appear to be democratic entities. As such, several participants mentioned not only would governance boards be seen as democratic, but in actuality try become more democratic.
For most of the participants, real democratic processes could be problematic for several reasons. First, attempts to make board recruitment more democratic necessitated larger boards and, at the current participation levels, it is already hard to find enough qualified members. Second, a more democratic process required a more open board selection process, which is impractical in many regions because of geography. Third, a more democratic process required less political intervention, which would necessitate a review of Ministerial powers. Despite those problems, a majority of participants recommended that Saskatchewan adult education and training governance become more democratic. For example, the selection of board members must be potentially open to all Saskatchewan residents. However, a minority of the participants suggested that concepts related to a democratic model of governance have outlived their usefulness and democratic-like processes must be eliminated if Saskatchewan wants to remain competitive. The few participants who espoused movement away from democratically grounded models suggested business and industry-led governance bodies were necessary for the province in a global information society.

**Partnership model.**

The findings revealed that 11 of the participants thought they had not personally experienced a partnership model of governance in the Saskatchewan adult education and training sector. As with their views about the stakeholder and democratic models, many participants suggested that a partnership model of governance could theoretically be ideal; however, they believed that in practice it is rare and is predominantly only found in apprenticeship. According to most participants, apprentices’ homogeneity in terms of familiarity and experience within the field, allow their board members and management
to share the same narrow range of interests. Like other developments that occurred during the study (i.e., the discontinuation of SLMC, SCN, and Campus Saskatchewan), it remains to be seen how the Saskatchewan Apprenticeship and Trade Certification Commission partnership model of governance can be reconciled within the ES governance structure.

Compliance model.

Only five of the participants indicated they had experienced a compliance model in Saskatchewan adult education and training. However, almost all of the participants suggested that a compliance model applies more to the private sector than to the public-funded sector. Only one top decision-maker concluded that the compliance model of governance is the governance system upon which the Saskatchewan adult education and training sector is based. While all the participants indicated that elements of all six models of governance discussed in the study exist within Saskatchewan adult education and training governance, it was a remarkable finding for the researcher to discover that the overwhelming majority of them reported that they had not experienced a compliance model. It is remarkable because this one model forms the legislative base of post-secondary education.

Question Set 1

Question Set 1 rested upon the assumption that all organizations must know how they defined themselves, what their purpose is, and why they exist. At the ontological level, the participants were asked “why” the Saskatchewan adult education and training sector exists. To frame the question, terms such as “the highest philosophical level” or “at
the ontological level” were employed to distinguish philosophical questions from more grounded interview questions. Participants were also asked to describe the purpose of the Saskatchewan adult education and training sector and the reasons the sector existed.

**Why sector existed.**

Every participant believed that Saskatchewan adult education and training had and currently exists to supply Saskatchewan residents with the skills necessary for employment purposes. Most of the participants believed that the sector exists for more than simply employment purposes and that the system included a social component that espoused a commitment to lifelong learning and higher philosophical pursuits. For nearly a third of the participants, current economic considerations were primary and any other considerations were secondary. Nevertheless, four of the participants believed that Saskatchewan adult education and training existed for the sole purpose of driving the current Saskatchewan economy.

The study also found that a compelling number of participants were concerned about the original philosophical reasoning that the CCF used to establish a Saskatchewan adult education and training sector in the 1940s. This indicates that a moral-based approach to governance is viable to many Saskatchewan people. Moreover, a meaningful number of the participants, including NLMC participants, identified the tenant of creating a better society as a founding principal that continues to be relevant and worthy of ongoing philosophical discussion. Thus, beyond educating and training adults for specific key sector employment, participants indicated the creation of the Saskatchewan adult education and training sector was to better the lives of Saskatchewan residents.
The findings also established that while the NLMC is not a legal governance structure, the organization relies upon moral authority to control and direct the programming in Northern Saskatchewan. Largely, and like the philosophical position demonstrated by the CCF in creating the first adult education division in North America, the NLMC promotes the creation of more equal communities in Northern Saskatchewan. By working with business and industry, the NLMC attempts to ameliorate the effect that is usually associated with large-scale profit-driven economic development by insisting that the starting point of all negotiations in Northern Saskatchewan are the same. The one core principle that guides decision-making requires that every resident benefit from each NLMC agreement.

**Purpose of sector.**

All of the participants agreed that the purpose of Saskatchewan adult education and training focuses on employment, more nuanced views about the sector’s purpose also emerged during interview sessions. Nine of the participants thought that the purpose of adult education and training remained true to the original tenant of creating a better society. However, only four of the participants, including two of them who thought the original intent of adult education was to create societal equality, now believed that only economic interests dominated the sector.

**Defining the sector.**

When asked why the Saskatchewan adult education and training sector exists or what the purpose of the sector is, all of the participants agreed that employment is the main reason for its existence. However, when participants were asked to define the
Saskatchewan adult education and training sector, the task was somewhat problematic. Less than half or six of the participants did not know how to define the sector or gave somewhat conflicting responses. Meanwhile, several participants were simply at a loss and did not know how to define the Saskatchewan adult education and training sector. Four of the participants suggested that a definition of Saskatchewan adult education and training must relate to employment. While some participants agreed that a definition of Saskatchewan adult education and training must relate to employment, several disagreed that the sector actually constituted a formal post-secondary education system. Some participants believed that the sector represented a bona fide educational system and some believed that the system was fragmented and it did not truly represent a formal education continuum. Only two of the participants indicated that a definition of Saskatchewan adult education and training must include a social component.

**Summary**

The Chapter 5 findings included six facets of a direct phenomenological sociological approach and four interview question sets. Central concerns included a Saskatchewan adult education and training sector that operated differently in Northern Saskatchewan. A minority of participants indicated a central concern focused on more board expertise and less representation of Saskatchewan nonexperts on governance boards. However, a majority of participants indicated that more representation on governance boards is required and should include designated group and Aboriginal participation. While central concerns for many participants include an increased business-orientation, all 13 of the participants agreed that the board selection process should be
more transparent and that political interference in board appointments should be curtailed.

All of the participants reported the concept of lifelong learning. Moreover, most participants agreed that an attenuation of the concept that focused on knowledge acquisition for personal development changed to a narrower focus on knowledge for getting a job in the new economy. All of the participants indicated that a serious discussion about the Saskatchewan K-12 system is required and they all suggest that the failure of the K-12 system to graduate students places a great burden on the Saskatchewan adult education and training sector. Many participants also indicated both a historical and ongoing antagonistic attitude directed at the adult education and training sector by K-12 and university systems. In addition, all participants indicated that for the sector to promote a concept of lifelong learning there needed to be a less complicated, less compartmentalized, and more coordinated sector.

AEE and AEEL governance training was given credit for contributing to a better understanding of adult education and establishing a common governance vocabulary. However, the kind of shared vision to better peoples’ lives expressed by the NLMC was not sector-wide. Most participants comprehended an integrated system that allowed each part of the sector to concentrate on its mandated function and not to compete for students. A significant number of participants indicated that the sector risks collapse if it was not redesigned into a system both users and nonusers understood.

While all accounts repeated the need for an earlier introduction to employment, only one participant saw the failure of the K-12 system as an opportunity to introduce employment-related training as soon as possible. In addition, all participants shared the
idea that more practical, employment-related courses are required to introduce Grade 12 students to post-secondary studies. While one participant expressed a need for more management that is scientific and another K-12 funding base upon graduation rates, all participants believed that the inability of the K-12 system to transfer learners into adult education was unacceptable. Moreover, many participants were concerned with the transitory nature and the level of commitment to the field of adult education by practitioners and executive government personnel.

In observing adult education, many participants recognized that the sector represented more than the economy. However, a few participants supported the development of a more business-like approach to adult education: less regulation, and allowing institutions to operate like private corporations. Nevertheless, some participants suggested establishing a shared vision for the sector. Moreover, most believed that patronage appointments to governance boards were practices best discontinued. All participants observed that the sector was comprised of uncoordinated, compartmentalized units that often operated independent of one another.

In this chapter, governance model accounts produced empirical-like differences. For example, more than half of the participants indicated they had not experienced compliance or a co-operation governance model. In fact, approximately two thirds of the participants reported experiencing a rubber stamp model of governance while 11 of the participants reported not experiencing a stakeholder, democratic, or partnership model of governance. Typification of the question sets indicated that 100 percent of the participants reported that the “why” and the “purpose” of adult education included employment. Further, 10 of the participants reported that why the sector exists included a
social component. However, only four reported that a definition of Saskatchewan adult education and employment must relate to employment. Finally, 11 of the 13 participants reported that no change to the CEO’s and president’s terms of employment was required. Chapter 5’s findings are used to generate six general themes and five specific recommendations in Chapter 6.
CHAPTER 6: THEMES AND RECOMMENDATIONS

Introduction

Six facets of a direct phenomenological sociological approach were utilized to discuss the participants’ lived-experiences with Saskatchewan adult education and training sector governance. Interpretation, a seventh facet of a direct phenomenological sociological approach, was used to make sense of the participants’ transcribed narratives. Although several divergent discussions emerged from the process of presenting and typifying participants’ accounts, six recurring themes emerged from the study. A final analysis of the themes generated five recommendations. Recommendations arising from the study attempted to lay the foundation for a more integrated, coordinated, and comprehensive Saskatchewan post-secondary system.

While not every theme that emerged from the study of governance related directly to the concept of governance, six themes were of unanimous concern for the participants. In the first theme, they discussed issues associated with the K-12 system in relation to the Saskatchewan adult education and training sector. In the second theme, all participants described the complicated nature of the sector and an inability of both users and nonusers to comprehend its complexity. In the third theme, all 13 participants indicated that the board governance process required review and revision. In the fourth theme, a perspective emerged that focused upon the notion of global competition. For some of the study participants, global competition promoted a view of less government oversight and the development of expert and nonrepresentative technocratic governance boards. In the fifth theme, it became evident that Saskatchewan legislation and the special relationship the AEEL (now AEEI) Minister determined the board composition and influenced
governance processes. The sixth and final theme connected the first adult education division in North America and its moral-based collective approach to aspects of governance that may still exist in Saskatchewan. It appears the NLMC (Northern Labour Market Committee) may be the only committee in Saskatchewan basing its decision-making process primarily on the betterment of the people: Northern people. Moreover, for many people, such moral-based reasoning holds the key for developing new governance frameworks applicable to a revised Saskatchewan adult education and training sector.

Theme 1: K-12 Concerns

All study participants raised concerns about the Saskatchewan K-12 education system. Many of the participants wondered if the system did an adequate job of educating Saskatchewan children. For example, Alex thought that there needed to be an entire discussion about whether the schools in this province are doing their job. Moreover, s/he wondered how to improve K-12 performance. In addition, Lavern was concerned about the K-12 system and indicated that there is something severely wrong with school completion rates in Saskatchewan.

Proponents of the K-12 system pointed to the 2010 K-12 indicators (Ministry of Education, 2011) and suggested that the “percentage of Saskatchewan’s population age 25-54 with less than a Grade 12 education has decreased almost 8 percentage points over the last 10 years, and was equitable to the Canadian percentage in 2009” (p. 16). However, the Saskatchewan Ministry of Education defines Grade 12 completion in the broadest possible terms. This means that a completer includes anyone meeting one of several Grade 12 standards. Grade 12 standards include a modified Grade 12; an ABE
21-hour seven class Grade 12; a 24-hour eight class Grade 12 (without 30 level Math and Science); and a regular 24-hour eight class Grade 12 (with 30 level Math and Science). In addition, learners can challenge their Grade 12 statuses or write a General Educational Development (GED) test to obtain a Grade 12 equivalency. For example, the researcher was a member of the Saskatchewan Provincial Secondary Level Completion Committee that recommended policy that allowed students to graduate with a Grade 12 diploma without a 30 level Math or 30 levels Science class. Therefore, thousands of secondary students otherwise labelled as Grade 12 noncompleters, now graduate with a Grade 12 designation. As such, although the proponents who argue that Grade 12 completion rates are increasing, the percentages of completers reported in the Ministry of Education’s 2010 indicators use a new definition of high school completion. Moreover, a more in-depth, critical analysis is required before statements concerning completions rates are truly reflective of the situation.

In particular, participants generally suggested that high schools needed to focus more on providing students with better post-secondary counselling. These participants believed that high schools must improve or get out of the business of counselling youth beyond high school. At the same time, a significant number of the participants believed the teaching of children and the facilitation of adult learners needs clearer demarcation and understanding. Other ideas to improve the K-12 system were more radical. For instance, Georgie believed the K-12 system improvement must rely upon the implementation of sound scientific management practices.

Moreover, Kelly believed in the implementation of an American-style education system, where schools were financially accountable to tax payers. S/he stated that if
Grade 12 completion rates were too low, high schools must pay back a portion of the foundational grant money they received yearly. The amount of money each school paid back should be based upon the number of students registered in schools each September. Kelly expressed the idea that K-12 education should be based more upon business models of accountability and performance. S/he indicated that the Chamber of Commerce is considering a “buyback solution” for the K-12 system, where foundational grant money would be taken from K-12 dropouts and given to post-secondary institutions to provide more ABE funding. Thus, as part of a provincial review of the K-12 system, the Saskatchewan Chamber of Commerce may be pushing for the implementation of a performance system designed to incorporate financial incentives in schools.

While most participants were concerned with the pervasive dropout rates, only Kelly believed that there should be a fundamental change to K-12 funding based upon a business incentive model. In fact, the majority of the participants did not believe that the Saskatchewan K-12 system be changed to reflect business practices. In addition, most participants indicated that the K-12 system had problems transitioning learners to further education or employment opportunities. Kendal mentioned that a major problem in transitioning youth from the K-12 system to the adult system included “the dilemma” of not including work-based development. S/he explained that the basic skill sets required to move students to post-secondary education or employment were absent in the K-12 system.

Likewise, many participants believed that unrealistic expectations were placed on the Saskatchewan adult education and training sector to deal with a number of “skill sets” that had not been properly developed in the K-12 system. Many participants believed that
youth leaving Saskatchewan schools were not ready to begin careers and significant numbers of students could not functionally read or write. As such, many of them indicated that the K-12 system placed a “huge load” on the Saskatchewan adult education and training sector by failing to graduate competent students. Therefore, a significant number of the participants believed that the sector was not responsible to correct the “short falls” of the K-12 system. For instance, Georgie stated that adult education and training should not “cross-subsidize” or prop up a failing K-12 system.

In a somewhat related manner, a number of participants advanced the idea that the K-12, adult education, and the university systems needed to determine their core education functions and adhere to them. In terms of demographics, participants believed that Saskatchewan’s population was so small that competing for students was counterproductive. Jamie even indicated that it was inane to grant every Saskatchewan post-secondary institutions university status. In addition, a number of participants recognized that both the K-12 and university sectors did not fully appreciate or comprehend the Saskatchewan adult education and training sector. Accordingly, to raise the professional status, several participants suggested that a standardized academic and specialized qualifications be established for adult education and training practitioners. Moreover, these standards must apply to government personnel.

A compelling number of participants believed that the provincial K-12 system tended to look down upon the adult education and training sector and in some cases disregarded adult learning as a sound teaching philosophy. In addition, many participants indicated that both the K-12 teachers working in the sector and retired K-12 people appointed to Saskatchewan adult education and training boards often promoted
educational perspectives that were not always conducive to adult learning experiences. For example, several participants believed that K-12 teachers were often not culturally sensitive to the learning needs of adult learners. According to Jamie, it was not that K-12 teachers were poor educators, but their teaching orientation was geared toward children and not toward adults. Because there is no minimum educational requirement (other than ABE or for new SIAST instructors) to work in the Saskatchewan adult education and training sector and because the sector does not require specific credentials, both sector and government personnel employed in the field often view adult education and training as a temporary stopover instead of a career option. Therefore, most executive government personnel employed in the Saskatchewan adult education and training sector do not seem to have the same level of commitment to the sector as do their counterparts in other professional endeavours.

**Theme 2: Understanding Complexity**

The second theme that resonated with study participants was that they all believed the Saskatchewan adult education and training sector was complicated and constantly changing. Somewhat joking, Meredith explained that while the nature of work and the telephone had not changed in the last two decades, s/he “was issued” a new business card more than a dozen times. After the 1970s, the K-12 and the adult side of education split. The intent of having a separate K-12 and adult education systems was to create an integrated adult education system people could understand. The implementation of a separation between K-12 and adult education demarcated distinct adult education and training mandates to specific branches and divisions. In addition, a division of the two systems promoted a seamless continuum that connected the adult sector to both the K-12
and university systems. This change ensured that the sector could adapt to societal change and economic conditions. The trisection of the adult system from the K-12 and university systems is what Archer refers to in 1963 as the third great force of education. This third force was not public school or university but somewhere between the two. Similarly, this distinction is what Harvey (1973) called middle range post school education, which needed to be more clearly defined and demarcated. Therefore, to facilitate a process of ongoing integration, legislation created a five-year review process of the regional colleges. This review process began with colleges, but soon extended to include most publicly funded education and training related organizations.

In the early 1990s, a legislative review process allowed for most of the Saskatchewan training sector to be included in a system-wide training review. For example, the *McArthur Report* (McArthur, 2005) included all publicly funded institutions in the training review process. However, due to a number of factors, the new seamless training model described in the *McArthur Report* was never established. The intended purpose of a five-year review process was to incorporate recommendations made by the provincially appointed review panels. It is worth noting, the contracting of Johnson Shoyama Graduate School of Public Policy to conduct a regional college system review in 2010 was a significant departure from the tradition of appointing review panels and represents an attenuation of the scope of previous training system reviews, as the review only focused on regional colleges. Since the *Harper Report* (Saskatchewan Program Advisory Committee Report on Community College Development, 1975), it is noteworthy to mention that the 2010 review was the first time a university body assumed responsibility for reviewing the adult education and training sector. Experienced adult
educators more often conducted past reviews of the sector. As an AEEI news release (Ministry of Advanced Education, Employment and Immigration, 2010) stated:

> The Regional College Act requires a review of the regional college system at least once every five years. The review will assess regional colleges’ effectiveness in meeting government objectives and priorities, assess regional college efficiency in planning and service delivery, and will include recommendations on ways to optimize the operation and funding of regional colleges. As part of the review process, regional colleges will be consulted to provide valuable information and perspectives on how the system should operate. (p. 1)

When combined with the numerous changes to the advanced education portfolio since the 2005 training system review, including immigration, a narrowing of the training review process may add to the sector’s confusion relative to a system-wide review process. In addition, based upon a public management approach, it appears that the primary focus of the 2010 regional college review relates to the efficiency in how public expenditures are distributed rather than on adult education or learner principles. It will be interesting to note how the findings and recommendations of the Johnson Shoyama Graduate School of Public Policy regional college system review compare to this dissertation’s findings and recommendations.

All participants supported the notion that people at every level of the adult education and training sector did not fully comprehend how the sector operated. It is apparent to many of the participants that even the sector’s own “experts” could not explain the adult education and training system beyond their own experience. For example, Meredith believed that the current system was very compartmentalized and that each section of the sector acts independently of the other sectors. Likewise, Lavern indicated that many areas of the system are not interested in developing any systematic approach or cooperating amongst one another. Accordingly, she said that different pieces
of the sector were only interested in the preservation and expansion of services that benefited their own institution. Sam also believed that the system was split between competing parties and that the operation of a number of individual AEE and AEEL units had led to some system-wide duplication of services. For example, s/he thought that educational institutions and Can/Sask both provide the same kinds of academic and employment counselling. Moreover, Nicky characterized the institutions and Can/Sask as “stove-piped” into separate entities that were poorly coordinated and did not promote effective communication among and between one another. S/he suggested that the system was at a “crossroads” and that the entire system must be redesigned, restructured, and revamped into an integrated system that would be easily understood by both users and nonusers. Even Francis, who believed that Saskatchewan adult education and training was the most inclusive it had been in the last 25 years, asserted that the sector was still difficult to comprehend.

Beyond not being able to comprehend the complex workings of the entire system, few participants could articulate a long-term vision for governance of the Saskatchewan adult education and training sector. They simply could not articulate a starting point for a comprehensive long-term vision. In addition, all of the participants indicated that neither the government nor the AEEL Minister had clearly articulated a long-term vision for the sector. Further, Quint suggested that the rules governing the sector were only guidelines and that the institutions established their own policies regardless of provincial law.

Even the substantial number of the participants who accepted the legitimacy of a Minister responsible for the sector did not completely understand the absolute power of the Minister. Some participants believed that board members who were appointed by the
Minister could somehow resist Ministerial direction, as they believed boards were autonomous decision-making entities. Speaking of complexity, in the end, only one participant explained how legislation pertains to the sector and how governance of the Saskatchewan adult education and training sector legally related to the Minister.

**Theme 3: Governance Selection Process**

The third theme that arose from the discussion of governance of the Saskatchewan adult education and training sector was the importance ascribed to board of governor selections. No matter the political viewpoint held by the participants, all thought that political influence had the greatest effect on the selection or discontinuation of board members. Moreover, most participants believed that a better selection process was necessary before significant change occurred. Yet, all participants acknowledged that patronage board appointments have always existed in the sector.

According to Nicky, the history of appointments of loyal party members had always been “the politics” of Saskatchewan. Similarly, Jamie pointed out that board members were frequently “chosen” for political reasons, which s/he stated was absolutely the wrong reason for them to be appointed to a governance board. As such, participants believed that a more objective and transparent selection process that focused on abilities and skills was required to appoint effective board members. Moreover, the participants believed that the process of selecting board members should have very little to do with the government in power and that the long-term success of the sector was more important than any particular party’s term in office. While Kelly believed that board selections be ideally based upon expertise, the overwhelming majority of participants believed that
board selection must be representative of the Saskatchewan population and that the participation of underrepresented groups should be present on all governance boards.

Most participants believed that no fundamental improvement in governance would occur until an examination of the seemingly absolute and arbitrary power of the AEEL Minister to change both government personnel and board members occurs. For example, while describing the particularities and disruptions that could negatively affect institutions and that typically follow a change in government, Quint suggested that a more professional transition of senior government personnel following an election was necessary and suggested that professional transitions were “especially” required at the Ministerial level. S/he believed that poor government transition into the Saskatchewan adult education and training sector occurred with every new Minister, Deputy Minister, and other senior management personnel. Moreover, Quint mentioned that very few people appointed to an executive government positions had any background knowledge about the field and it took them considerable time to become familiar with the sector after accepting their portfolios. Accordingly, Quint thought that the power to appoint and remove senior government officials following a change in government should be revised.

In addition, most participants agreed that a thorough analysis of the power to appoint and remove board members following a change in government or Ministerial change was necessary. For example, many participants described the effect of patronage board appointments that could affect institutional culture and memory and that often resulted in a lack of trust between board members and the government. The majority of the participants believed that the selection of board members was one of the primary issues that required review in the Saskatchewan adult education and training sector. As
such, most participants believed governance of the sector required a consistent governance model based upon a nonpolitical nomination process. Moreover, this nomination process must reflect adult education principles. A significant number of the participants suggested the incorporation a nomination process similar to the Saskatchewan universities process. Such a selection process would allow board members to nominate qualified, nonpolitical replacement members instead of them being solely appointed by the AEEL (or AEEI) Minister.

Several participants indicated that when board members are selected, considerations must be given to those who philosophically understand why Saskatchewan adult education and training governance exists. Moreover, they stated that board selection must include a well-thought-out process done for the right reasons. As such, board appointments cannot involve patronage opportunities. For example, several participants indicated that no matter which party was in power, serving on a board was a great privilege and a way to serve the public good. According to Lavern, if the government is serious about the board selection process, they need to appoint people who view their appointment as a public service. Moreover, Francis believed that board participation was a “noble cause” and that board members must always strive toward improving governance. Most participants also believed that a better board section process was possible by adhering to higher ethical standards or ideals that outlast a particular government ideology.

**Theme 4: Global Competition**

The fourth theme that resonated throughout the study was the idea of global competition. Although all the participants realized that new jobs increasingly require
more schooling, few emphasized the redesign of post-secondary governance to address the global marketplace. At one end of a spectrum, Bernie suggested that the current government promotes the perspective that the only way to sustain the current standard of living is to allow every individual member of society to compete against one another in a new economic reality. Within such a survival scenario, increasingly, the individual and not collective narratives are promoted. For instance, in a similar scenario, Roland (2005) explains that the rise of individualism, when combined with accelerated communications technology and a global market ideology, erodes the goals of equality and justice at an alarming pace. He notes, “The net result is the wearing-away of all that is most significant in human life, in the face of the unrelenting pressures of a selfish, market-driven society” (Roland, 2005, p. xviii). Likewise, Bernie indicated the purposeful manipulation of the Saskatchewan adult education and training sector to supply business with cheap labour at the public’s expense. In addition, s/he believed the notion of increased global competition somehow necessitated less government oversight or deregulation.

However, only a few participants believed there must be less government control and regulation to allow business and industry experts to determine Saskatchewan adult education and training pathways. As Nicky noted, governance in the adult education sector needs modification to allow institutions to compete for educational customers such as Grade 12 students. S/he thought that if allowed, CEOs and presidents could run the province’s education intuitions more like private institutions. However, s/he also believed that some level of government regulation and transparency was necessary for the sector. For instance, Nicky indicated that the secrecy surrounding ES (Enterprise Saskatchewan)
and how this agency operated damaged the culture of the regional college system. S/he suggested that the college system’s representative on ES created an atmosphere of distrust and censorship. Board members were told not to discuss anything about what went on at ES board meetings. Therefore, some minimal level of government transparency was necessary to protect Saskatchewan learners. In particular, s/he believed that open government processes are especially important for the less fortunate, as they have the least amount of influence in determining things like funding levels. Therefore, there must be some level of public involvement, input, and securitization of governance decision-making processes.

From the extreme end of the spectrum, Kelly thought that a systematic and ideological shift in sector governance was required. This belief rested on the sole assumption that if business was de-regulated and self-regulating experts were allowed to controlled post-secondary education, Saskatchewan would position itself to lead in economic growth in a global free market. This shift in ideology included less, if any, government involvement, and less, if any, designated group representation. Regarding designated group membership on governance boards, s/he believed that the province can ill afford a representative and democratic-like adult education governance, as that type of governance structure was too slow for the worldwide marketplace. S/he firmly held the belief that nonprofessional input into the Saskatchewan adult education and training sector was not essential for overseeing institutional programming. Moreover, s/he accepted that adult education and training decision-making processes must not include public input and that the ignorance of nonexpert decision-making must be deferred to business and industry experts. Kelly insisted that adopting an absolute business approach
to governance decision-making would balance the Saskatchewan adult education and training sector. A shift to a free market ideology would also reduce past deficiencies inherent in the sector and increase the speed of decision-making required for the global economy.

Only Kelly believed that the sector’s strategic direction should be solely determined by business and industry, as those partnerships generate Saskatchewan jobs. As such, the direction of public adult education and training funds require control by the experts who create jobs and not in the hands of adult educators who deliver education and training programs. Citing Saskatchewan Crown Boards as an example, Kelly maintained that governance board members be selected solely on “business acumen” and the perspective that such experts bring to governance. Therefore, s/he believed the way to improve the adult sector’s governance is to transfer decision-making control to “self-regulating” professionals, as opposed to local regional control. Kelly admitted that the creation of such technocratic governance boards sounded like “heresy” in a province with a social democratic past. However, because of the reality of global commerce, s/he saw the move towards technocratic decision-making governance boards as necessary to ensure Saskatchewan’s economic survival. According to Kelly, having more experts on the Crowns drastically increased the quality of debate and solved the problems associated with having underrepresented groups on boards. S/he suggests that having diversity on governance boards tended to “bottleneck” quick decision-making. However, even the conversion to nonrepresentative governance structures necessitates legislative change.
Theme 5: Legislative Change

While most participants agreed that the way to modify the Saskatchewan adult education and training sector was through legislative change, Jamie was the only participant to describe the relationship that the AEEL Minister had with the institutions and committees that comprised the sector. S/he explained that in Canada, federal and provincial authority to control and direct governance of any education institution flowed from legislation. In Saskatchewan, educational laws amended, passed, or repealed flowed from provincial legislation. Moreover, s/he insisted that it was the legal right of any provincially elected government to interpret and develop legislation to control and direct the governance of its educational sectors. Therefore, in consultation with the Premier and Cabinet, the AEEL Minister (since June 2010 AEEL changed to Advanced Education Employment and Immigration) had the legal authority to render decisions about the governance of the Saskatchewan adult education and training sector.

Jamie explained that the Acts promulgated in the Saskatchewan legislature were statutes enacted to address educational governance structures. As s/he related, Acts are “statutory creatures” and the relationship between the political statutes and governance and institutional governance is very clearly established in every one of those pieces of legislation. As such, the relationship between each Saskatchewan educational institution and board of directors was unique. However, very few participants seemed to comprehend fully the nature and scope of the sector and the unique relationship each part had with the AEEL Minister.

Based upon the special relationship boards have with the AEEL Minister, it is the responsibility of boards to control and direct Saskatchewan adult education and training
governance agencies and institutions. It is also up to the boards, especially the board chairs, to reinforce the statutory relationship they have with the AEEL Minister. Board members must understand that their duty is to embrace the relationship they have with the Minister responsible for the Saskatchewan adult education and training sector. For instance, Jamie believed that some board members often resisted their relationship with the Minister because of a perception that they believed they were autonomous decision-making entities. However, s/he pointed out that ultimately it was individual board member’s responsibility to carry out the government policy directed by the Minister. In fact, often the Deputy Minister has the legal authority to act upon behalf of the Minister. Moreover, many participants pointed to the difficulty of carrying out government policy because that same policy often seemed somewhat controlled by considerations that have very little to do with governing the sector and frequently had little to do with setting a long-term and a consistent vision about where the sector and its governance should be headed. For instance, while an elected government has the authority to set a vision, and interpret, and develop legislation for the Saskatchewan adult education and training sector, that same authority does not extend to education institutions.

For example, Quint indicated that education institutions often used the prevailing legislation as more of a guide than a directive. It is interesting to note that institutional interpretation of some sections of provincial legislation is not unique to the Saskatchewan adult education and training sector. For example, the *University of Regina Act* (Statutes of Saskatchewan, 1997) states that each department head must report to a Dean. Under Section 82 of the Act, it is the Dean’s responsibility to report to a governance board where:
There shall be a head of each department of a faculty who shall be appointed by
the board who shall have general supervision over and direction of the work of the
department and who shall assign teaching duties to the members of the
department, following consultation with the department, in committee. (Statutes
of Saskatchewan, 1997, p. 28)

However, even though the University of Regina’s Continuing Education Director reports
directly to a university board of governors, this academic unit of the university does not
have a Dean. As such, unelected government representatives of the university may be
interpreting sections of Acts that may be in contravention of existing legislation.
Nonetheless, all the participants agreed that before any change, legal or otherwise, was to
happen, the legislation surrounding the sector and related education systems would
require a complete review and revision.

**Theme 6: Moral Governance**

Although not mentioned by most of the study participants, a discussion of moral-

Based governance is critical to this dissertation. As this dissertation has discovered,

discussions concerning the participation of Saskatchewan people in moral-based
decision-making have been a part of Saskatchewan before the time of Watson Thomson.

For example, under Thomson’s guidance, the first adult education division in North
America was guided by a moral-based planning philosophy. At the time of the adult
education division, it was common to discuss the need for collective and moral
governance following a series of provincial natural disasters; as well as, Canada’s entry
into war, the world’s first great financial collapse, and unprecedented corporate
hegemony. One of the founding documents (Co-operative Commonwealth Federation,
1933) for creating a government was to promote a moral-based, collective educational
approach to close the gap between the rich and the poor. “This social and economic
transformation can be brought about by political action, through the selection of a
government inspired by the idea of a Co-operative Commonwealth and supported by a
majority of the people” (Co-operative Commonwealth Federation, 1933, p. 1). As it
stands today, this gap continues to widen. As it was then and as it somewhat appears to
be today, that was not the way it was supposed to be. According to Roland (2005), the
free market was to carry out “its alchemy and turn corporate greed into public welfare,
but somewhere along the line the road to the present, corporations got the upper hand and
took charge” (p xxi). This former Chair of Ethics at the Ryerson School of Journalism
points out that knowing how and when capitalism went the wrong way is the first
“essential” step towards understanding this historic wrong.

In relation to Saskatchewan adult education and training, the moral purpose of the
original adult education division reflects the idea that full-blown capitalism must be
curtailed in order for the establishment of an equal and just society. As mentioned above,
one of the founding documents of the time stated that a social democratic party be
utilized to remove the evils of capitalism so that the province’s natural resources were
owned, controlled, and operated by the people of Saskatchewan. Thus, beginning from an
ontological starting point to benefit Saskatchewan residents first, the use of the adult
education and training sector included a vision for the reconstruction of society itself.
Using the Hart (2008) conceptual framework, the original Adult Education Division
governance framework (see Figure 15) represents the first adult education division in
North America’s governance framework.
While a few study participants stated that adherence to earlier forms of moral-based decision-making were naïve and outdated, consistent with Hart (2008), this study advances the idea that a moral-based starting point at the highest philosophical level is a critical step in any kind of planning framework.

The belief that planning must be moral-based remained consistent through Watson Thomson’s life. Like the Hart (2008) approach, Thomson believed that the world is interconnected and its survival depends upon a synthesis of collective actions. For those that believe that such planning is naïve, Thomson (1966) says:

It is not a sentimentalist’s dream, but an imperative demand of the historic situation today that mankind find the way to organize itself in an effective unity and that men and women are found who are capable of the pan-human recollection, which must underline that organized unity if it is to have any hope of permanent vitality. Political, economic and technological forces will exert pressure toward global unification, but the necessary accompanying qualities of personality will be there only if we choose to work in that direction. (p. 36).
As stated earlier, if the reader does not accept the premise of moral-based planning like the Hart (2008) framework, a moral-based governance ideal may be unconceivable.

Both Thomson (1966) and Hart (2008) present radical alternatives that can guide decision-making processes that have implications for adult education and training governance. Roland (2005) asserts that, for too many of us today, we accept the following ideology:

Nowadays we live, it is alleged, in a grown-up, postmodern world in which we have risen above juvenile belief in the sureties of so-called foundational narratives, the stories we once told each other of honour, creativity, duty, patronise, love, beauty, sacrifice, justice, morality – stories that are the glue that bound us together as societies and civilizations. In the postmodern world, we are too savvy for all that, believing now, as one observer says, ‘[t]here is no such thing as truth; everything is a matter of rhetoric and power; all viewpoints are relative; talk of “fact” or ‘objectivity” is merely a specious front for the promotion of specific interests.’ It is a world in which, above all, moral truths are relative and not absolute – where good and bad are radically contingent on history, culture, and circumstance and where moral indignation is politically incorrect, a symptom of closet authoritarianism. Tolerance is the watchword, the universal moral solvent and the prescription for getting along, even though it implies tolerance of intolerance itself. (p. 63)

However, although stated in various ways, a general idea of governance based upon moral authority for the Saskatchewan adult education and training sector’s past and presence emerged during the study.

A specific example of governance based upon moral authority is the Northern Labour Market Commission (NLMC). The NLMC operates in a manner that is reminiscent of the philosophical direction established by the first Saskatchewan adult education division. Opposed to an ideological shift toward self-regulating expert boards that precludes public scrutiny or participation, the NLMC operated from a governance approach that was based upon more than 25 years of moral authority and the full and open participation of Northern Saskatchewan residents. As Kendal put it, all NLMC
members have a shared vision of whom they collectively work for, that is, the Northern people. In fact, NLMC participants indicated that every person attending a committee meeting today was given the opportunity to express their views and that idea had not changed in 25 years. While some readers may initially view a moral-based perspective as biased, it is offered in absence of any alternatives offered at the ontological level by almost all study participants. Therefore, according to Kendal, with respect, cooperation, and a common set of goals at which to strive towards, moral-based decision-making is a viable form of governance.

According to NLMC study participants, attending to a moral-based governance structure and adhering to a vision of improving the lives of people living in Northern Saskatchewan is a foundational consideration to decision-making. Based upon an idea of moral authority, the NLMC represents solid and unequivocal proof that an organization can operate and deal with multi-billion dollar companies well beyond the strictest confines of legislated authority. While not every NLMC decision is perfect, each new discussion relates back to a moral ontological starting point.

To the NLMC participants, it is evident that moral-based planning that began at the ontological level produces more and better results. Again, compared to the Hart (2008) Conceptual Research Framework, Figure 16 represents a moral-based governance structure. In fact, the NLMC participants suggest that the application of this framework has been extremely successful in dealing with many adult education initiatives that run into multimillions of training and education dollars.
As such, the NLMC continues to base its decision-making processes upon moral authority. As in the 1940s, the use of a moral-based planning structure similar to the Hart (2008) planning model has governance decision-making applications relevant for adult education and training.

**Study Recommendations**

Following a discussion of the themes that emerged from the 13 decision-makers, presented are five recommendations to improve the Saskatchewan adult education and training sector and its governance. As in the “Typifying the Findings” section, the recommendations follow a reversal of the Hart (2008) conceptual research framework and begin with the most concrete or technical proposals and end with the most abstract or philosophical possibilities. Each of these recommendations is discussed in the following and includes:

- Northern People
- Democratic Process
- Moral Authority
- Open NLMC Membership
- Consensus-Building

*Figure 16. Northern Labour Market Commission governance framework 1983 – present.*
The implementation of these five recommendations can promote a lifelong learning continuum and a comprehensive and coordinated adult education and training system similar to that recommended in the McArthur (2005) Saskatchewan training system review. Moreover, the implementation of these recommendations can ameliorate some of the attitudes ascribed to the sector for more than half a century.

**Recommendation 1: Clarifying Board Governance Membership**

The first recommendation advises that Saskatchewan adult education and training governance boards continue to represent the Saskatchewan population and most participants add the caveat that board members must be from Saskatchewan. As such, rejected is a move toward technocratic-like Crown boards. Much like Section 6 of the Regional Colleges Act (Statutes of Saskatchewan, 1988), “a person ceases to be a member of a board when he: (a) ceases to be a resident in the region in which the college is to provide services” (p. 5). Therefore, the establishment of a province-wide Saskatchewan adult education and training system means that a person would cease to be a board member if s/he ceased to be a resident of Saskatchewan. For instance, although existing in legislation, Charlie insists that not explained are this and other kinds of relationships between board members and the government. S/he put it this way:

*I think it was [all] optics, it was stakeholder relationships, it was public relations, that was all part of it and...no government in Saskatchewan since it instituted this whole board system and post-secondary [system] has really ever had any clear sense of what they want from boards or what their purpose is.* (p. 115)
Therefore, not clearly stating that board members must be from Saskatchewan leaves future current legislation open to interpretation that might allow nonresidents to be appointed to Saskatchewan governance boards.

Less ambiguity in interpreting legislative wording that states that governance board members must be Saskatchewan residents will ensure that Saskatchewan boards are representative of Saskatchewan and that nonresidents of the province cannot occupy Saskatchewan adult education and training boards. This does not preclude having non-Saskatchewan experts’ present recommendations to boards about specific issues, but it does ensure that decisions affecting Saskatchewan people are by Saskatchewan people or by their representatives who are also Saskatchewan residents. While there is no guarantee that Saskatchewan residents nominated to Crown or Saskatchewan adult education and training sector board members make decisions that benefit all Saskatchewan people, having residents of this province on governance boards is as important as having residents run for Saskatchewan public office. Thus, clearly stating in the legislation that only people living in this province can be Saskatchewan adult education and training sector board members ensures that Saskatchewan people and their elected officials will control public education and training funds.

**Recommendation 2: Increased Education and Training**

The second recommendation suggests a general increase in both governance training and education programming for board members, government personnel, and Saskatchewan adult education and training practitioners. As there have been positive results associated with the board governance training introduced by AEE and AEEL, such training should be broadened in scope for both Saskatchewan adult education and
training board members and related executive government personnel. Beyond such criterion as residency, both board members and executive government personnel should possess competencies reflective of the field and skill sets required to enhance performance. As every participant expressed some level of displeasure with the existing training, improved, coordinated, and more comprehensive governance training will not only improve board member comprehension as to their rights and responsibilities but will encourage the Minister and the Ministry to clearly explain how and why they implement policy and employ a particular governance model.

Moreover, currently, minimum accreditation education levels for those working in the field are required. As this dissertation indicates, the history of Saskatchewan adult education and training is rife with examples of how misunderstanding the purpose of adult education has led to confusion and attempts by successive governments to reinvent the sector. Compared to other education systems and jurisdictions in Canada, Saskatchewan adult education and training generally does not have any required academic standards to work in the field. To help adult education reach its full potential, certification should be encouraged to build a profession where a core of knowledge and competencies necessary for professional practice taught in formal training lead to credentials.

This kind of credential process is the same as any one would expect in other professional fields. Opponents of setting minimum adult education and training standards and suggesting the sector should be run on a voluntary basis conveniently forget (or are unaware) that the historical focus of this dissertation and the first adult education division in North America included highly trained professionals and academics. In addition, in
other Canadian jurisdictions, a CEO or a president of a post-secondary institution
requires a minimum of a master’s degree in Adult Education or a related degree, with a
PhD being preferred. This kind of credentialing does not lead to control by elites, as the
founding tenant of adult education (unlike many other sectors) is that of a calling or one
of vocation and not professionalization. Yet, a lack of academic accreditation is apparent
at all levels of Saskatchewan adult education and training and is most glaring at the
current AEEI Ministry, where very few executives possess a background in adult
education and training.

Not establishing a minimum academic standard to work in the Saskatchewan
adult education and training runs counter to almost every other education and
noneducation profession and contributes to a lack of commitment to the field. Imagine if
doctors or nurses were not required to have established credentials in the field of
medicine; imagine if lawyers and paralegals were not required to have established
credentials in the field of law; or, imagine if undergraduate, graduate, and post-graduated
degrees were not required at appropriate levels of the K-12 or university systems. As in
other education fields, establishing appropriate and minimum system-wide academic
standards will help to define the required abilities, knowledge, and skills at appropriate
levels of the system. Moreover, a well-educated workforce and field of study will attract
like-minded board members. As such, Saskatchewan practitioners will be better
equipped to identify strategies that contribute to adults learning for themselves and for
their work.
Recommendation 3: A Review of Ministerial Authority

The third recommendation suggests a review of Ministerial authority and the establishment of a more transparent board member selection process. All the top decision-makers in the Saskatchewan adult education and training sector who participated in this study agreed that the governance appointment process is not transparent and that political appointments dominate the board selection process. As such, most participants believed that the absolute power of Cabinet and in particular, the Minister responsible to appoint as well as arbitrarily remove governance board members at his or her pleasure reviewed. Moreover, such a review and a clarification of the selection process can demystify the selection process without any ultimate challenge to the Minister’s authority. For example, it is logical to assume, if governance board members are able to nominate their replacements, the Minister could still reject those nominations without necessarily having to make patronage appointments. Considering that Saskatchewan follows the tradition of the British Cabinet system of governance, the addition of one additional procedure, a board nomination process, in no way usurps government authority.

For instance, several of the participants indicated that the governance structure employed by Saskatchewan universities allows for a more transparent board member nomination process. As such, they mentioned that a process modeling the University of Regina or University of Saskatchewan bi-cameral governance structure might allow Saskatchewan adult education and training governance boards to submit potential board members to the Minister. Therefore, after the names formally presented, the Minister retains the legal authority to accept or reject the nominated board member. Hence, the
adoption of a bi-cameral governance structure to Saskatchewan adult education and training will not directly diminish the ultimate authority of the Minister, but it can allow for direct board input in the governance selection process.

A more transparent and nonpolitical board selection process will signal a fundamental change in Saskatchewan adult education and training. Replacing appointments with a less political nomination process will immediately reverse a more than 60-year-old trend in Saskatchewan. When combined with a selection process based upon abilities, skills, and being representative of Saskatchewan people, a new selection process ensures business or special interest groups do not dominate decision-making. Most importantly, changing the selection of Saskatchewan adult education and training board members for governance boards ensures that ongoing nominations are not politically motivated. Thus, a change in government will not seem to necessitate automatically a change in board members that adheres to a particular political ideology is minimized. As such, many of the detrimental effects associated with government change such as bureaucratic realignment every few years could be minimized.

**Recommendation 4: Legislative Harmonization**

The fourth recommendation suggests the harmonization of Apprenticeship, Can/Sask, SIAST, and regional college legislation into an Act that establishes one Saskatchewan adult education and training system. The inclusion of Can/Sask presents a minor, but surmountable adjustment, as the federal government contributes financially to its operation. Moreover, Aboriginal institutions must be included in a harmonization process for it to work. As with Can/Sask, the inclusion of Métis and First Nation
institutions into a single piece of legislation is a desirable process, as the province of Saskatchewan is the main contributor to Aboriginal post-secondary education.

Harmonization of the legislation requires that all post-secondary agencies and institutions answer to one piece of legislation and that all administrative processes be standardized. In agreeing on one piece of legislation to cover all of Saskatchewan, adult education proposes there would no longer need to be distinctions made between rural and urban education programs and employment services. For example, there would be no distinction between the legislation that applies to regional colleges and SIAST. However, new legislation will require the dismantling of the current adult education institutions, related education, training establishments, and the building of one unified province-wide adult education and training system.

The result of legislative harmonization may produce efficiencies, while simplifying the sector into a more coordinated and unified system. For example, Jamie relayed a discussion that went on within the NDP for more than a decade. The discussion was to amend the legislation so that one financial accounting system would be used for the entire sector. A single change in the legislation to allow for one provincial-wide financial system was seen as creating a more efficient provincial pay system and represented a change in the law that would reduce the need for every education institute to have their own payroll staff as well as the need for every institute to have their own Director of Finance. As referenced in the dissertation, while a sound economic proposal, the argument to amend the legislation was defeated because of the fear that a more efficient provincial financial system and the related loss of rural jobs would translate into fewer rural votes for the NDP. While the harmonizing of the financial system offered a
practical solution, political considerations trumped it. Thus, the harmonization of all Saskatchewan adult education and training legislation into one piece of legislation will produce efficiencies such as making integrating financial and other functions possible, while improving learner’s access as well as transfers between education institutions.

In addition to administrative processes, the harmonization of the legislation and the establishment of a single system will provide an opportunity to address areas of duplication. Several participants suggested that areas that replicate programs and services collapsed into more efficiently and strategically run entities. For example, several participants advised the amalgamation of Can/Sask offices into post-secondary institutions where student counselling and related services are currently delivered. The implications to the federal system here are minimal as most federal responsibilities such as Employment Insurance services already devolve to the provinces. Moreover, so that education systems did not compete for counselling services, several participants suggested that related education and employment advice provided to post-secondary learners be clearly demarcated. In a similar manner, to meet better the financial realities and other student needs, the study participants suggested that new legislation would require a review of all programming so that nonessential programs consistently delivered year-after-year is addressed by institutions.

The harmonization of the legislation also has the potential to create conditions for establishing a new work environment or culture for Saskatchewan adult education and training. All the participants indicated that various parts of the sector currently seem to be working at cross-purposes and several participants suggested the sector was on the verge of collapse. For instance, many of the participants suggested the existence of divergent
work cultures between and among the institutions. In addition, participants indicated that both SIAST campuses and regional colleges have evolved different cultural perspectives or ways of viewing the sector. While such perspectives were sometimes strong and allowed for cooperation, most often interinstitutional cultures were weak and contributed to a lack of cooperation and self-serving behaviour. Moreover, some participants believed that divergent work environments contributed to a lack of collegiality. While the harmonization of the legislation cannot absolutely guarantee a single work culture, new legislation can address many negative aspects of the current Saskatchewan adult education and training culture and establish a starting point for a new vision.

**Recommendation 5: Articulating a Vision**

The fifth recommendation suggests that the AEEI Ministry articulate a new vision for Saskatchewan adult education and training. The dissertation establishes that all of the top decision-makers who participated in the study agreed that the sector has evolved into a confused and fragmented amalgamation of independent units that fail to communicate well with one another. All the participants indicated that articulating a vision for the Saskatchewan adult education and training sector is the sole responsibility of the Minister responsible for the sector. Moreover, this responsibility transcends the yearly or multi-year visioning process governments have used in the past. Therefore, as no consistent long-term vision for the sector has been articulated, a synthesis of the study participant’s suggestions combined with the previous four recommendations to improve the sector is recommended.

Although the 1944 Adult Education Division Governance Framework (see Figure 15), only lasted for a few months before being liquidated by a CCF government, like the
Hart (2008) framework, the 1944 framework begins at the ontological level and provides a philosophical direction that clearly states that the reason that the adult education division (the first in North America) existed. It indicates the division existed to better the lives of Saskatchewan through adult education and training. The Northern Labour Market Governance Framework (NLMC) (see Figure 16) is similar to both the Hart (2008) planning framework and to the type of planning framework envisioned by Watson Thomson and the first adult education division.

Opponents of the Thomson, Hart (2008), and NLMC types of planning may frame such approaches as unsophisticated. Somewhat similar to Campbell’s (Saskatchewan Archives, 1957) The Story of Adult Education, they may be described as being “naive and dated.” However, when moral-based planning or meta-ontological questioning is considered, the researcher believes a shift in collective consciousness is possible. When the idea of moral-based planning is placed within the context of today’s financial instability (financial institutions, governments, and markets), environmental degradation (air, soil, and water), the unprecedented threat of nuclear annihilation through terrorism, the acceptance of planning that is constructed for long-term benefit of people becomes no longer an absurdity but becomes a necessity.

Articulating a new vision for Saskatchewan adult education and training, combined with previous four recommendations, may provide a philosophical direction and focus for a new kind of planning process. For example, the idea of representing all adult learners can be the ontological preamble that guides the development of a new governance processes, a new training model, and the harmonization of provincial post-secondary legislation. In addition, a new vision may include a governance model that is
representative of Saskatchewan people. Moreover, a new planning process makes it possible for existing boards to recommend replacement board members to the Minister, which includes underrepresented groups and a healthy combination of members that represent business, industry, and cross-functional members from the K-12 and university systems.

Furthermore, the harmonization of the existing legislation allows for the formal codification of a set of laws that clearly articulates the government’s short, medium, and long-range planning objectives in a way that does not allow individual institutions to interpret the legislation. As such, a new vision emphasizes a place for Saskatchewan adult education that demarcates a system that exists between both the K-12 and University systems; as well as, education and training standards that support collegiality and a commitment to a unified system, while preserving government authority.

Moreover, such a vision promotes a life-long process that underpins the transition from learning as a child to adult learning, which can transition into higher educational study at a university. Finally, a new vision for Saskatchewan adult education and training also promotes the belief that political considerations would no longer dominate governance recruitment and selections and, hence, each change in government would not necessitate the reorganization of the entire system.

**Implications for Further Research**

During this study, and from an understanding of both the history of and how the Saskatchewan adult education and training governance emerged, it appears inconsistent, disconnected, and fragmented. In fact, this dissertation may be the first of its kind to systematically investigate archival and source materials concerning adult education and
training in Saskatchewan. Referring to the study problem, although participants were familiar with various governance models, a review of the archival evidence and data produced from interviewing a number of the top decision-makers in the field revealed misinterpretations and misunderstandings about the sector. This study concludes that additional research in the field of Saskatchewan adult education and training is required. With so little research conducted in the field, the suggestion is that all forms of qualitative and quantitative research employing any number of approaches are employable to recover both past and evolving events. For example, a mixed research design that includes the views of stakeholders beyond decision-makers is applicable to the field.

Therefore, to generate a more consistent understanding of the field of adult education and training, the University of Regina and other post-secondary institutions must promote and provide resources for ongoing research. Additional research is required to connect adult education and training’s past, present, and future. To recover and reconnect the pieces of the Saskatchewan story purposely discarded or unintentionally neglected, systematic research approaches are required. In closing, research is required to challenge some of the false and damaging impressions of the field that have arisen so that a clear understanding of the potential that adult education offers can be fully appreciated. The ramifications of the above statements mean that all forms of research from qualitative to quantitative are required when it comes to Saskatchewan adult education and training.

Concerning the history of Saskatchewan adult education and training over more than sixty years, Quigley (2003) asks how adult education and training be understood, as
a profession, without a history or an awareness of its evolution. Furthermore, Faris (Cassidy & Faris, 1987) asks, given the magnitude of the enterprise and the importance it plays in the economic and social well-being of Saskatchewan people, why so little research has been conducted in the field of adult education. Finally, the researcher asks how an education sector that drives the economy can exist without having minimum academic standards or qualifications for its practitioners. Therefore, before Saskatchewan adult education and training can be appreciated for its rich history and again be truly relevant in Saskatchewan, much more study and research are required.
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APPENDICES
Appendix A

Survey of Archival Source Materials
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Appendix C

Contact Letter for Interview Participants
Contact Letter for Interview Participation

Appendix B

Date: February 24th, 2009

Recovered Accounts of Saskatchewan Adult Education and Training: A Governance Moment

Dear Sir or Madam:

I am writing to request your assistance. I am conducting a study titled “Recovered Accounts of Saskatchewan Adult Education and Training: A Governance Moment.” The primary purpose of this study is to describe and analyze governance of the adult education system as perceived by key decision-makers in Saskatchewan, and to make recommendations for improving the system. Participants from Dumont Technical Institute, Regional Colleges, Saskatchewan Apprenticeship and Trade Certificate Commission, Saskatchewan Indian Institute of Technologies, Saskatchewan Institute of Applied Science and Technology, Northern Labour Market Committee, Saskatchewan Labour Market Commission, and the Ministry of Advanced Education, Employment and Labour will be asked to define the nature and purpose of adult education and the governance model(s) used to guide decision-making processes. The study has been approved by the Research Ethics Board, University of Regina, and if you have any questions or concerns about your rights or treatment as a participant, you may contact the Chair of the Research Ethics Board at (306) 585-4775 or by e-mail to: research.ethics@uregina.ca at the University of Regina.

The finding of this study will provide important theoretical information on governance structures in the Saskatchewan adult education system. In addition, the outcomes of the study may benefit key decision-makers as they gain some insight into the possibility of governance refinement. As well, the study may generate recommendations useful for the development and implementation of new governance policy.

As part of the study, I am conducting interviews with key decision-makers in the Saskatchewan adult education system. The interviews will explore your lived experience and understanding of the systems governance structures. You will be required to provide some recommendations to improve the governance system.

I write to invite you to participate in the interview for this research project. I will contact you by e-mail to confirm your willingness to participate in the study, answer any questions you might have, and will contact you by telephone to establish a convenient time for an interview.
You have my personal assurance the information you provide will be treated in the strictest confidence. Any personal descriptors will be removed prior to the preparation of the research report. Interview data will be coded through the use of pseudonyms so that your identity will not be known. All copies of the interview data will be stored securely and audio-disks and transcripts will be stored separately.

If you agree to participate in the research project, it will require approximately two hours of your time. The interview will require approximately one hour and one hour will be required to review the interview transcription to ensure accuracy before data analysis commences. Of course you may refuse to participate, or withdraw your participation at any time without consequences. If you have questions about the study, please e-mail me at klyne1ri@uregina.ca or call either (306) 585-5644, or (306) 695-2082.

I hope you find time to participate in an interview for this study.

Richard J. Klyne
Ph.D Candidate
Appendix D

University of Regina Research Ethics Board Approval
University of Regina Research Ethics Board Approval

DATE: February 26, 2009

TO: Richard Klyne
    Box 772
    Indian Head, SK    S0G 2K0

FROM: Dr. Bruce Plouffe
       Chair, Research Ethics Board

Re: Recovered Accounts of Saskatchewan Adult Education: A Governance Moment (52S0809)

Please be advised that the University of Regina Research Ethics Board has reviewed your proposal and found it to be:

☐ 1. APPROVED AS SUBMITTED. Only applicants with this designation have ethical approval to proceed with their research as described in their applications. For research lasting more than one year (Section 1F), ETHICAL APPROVAL MUST BE RENEWED BY SUBMITTING A BRIEF STATUS REPORT EVERY TWELVE MONTHS. Approval will be revoked unless a satisfactory status report is received. Any substantive changes in methodology or instrumentation must also be approved prior to their implementation.

☐ 2. ACCEPTABLE SUBJECT TO MINOR CHANGES AND PRECAUTIONS (SEE ATTACHED). Changes must be submitted to the REB and approved prior to beginning research. Please submit a supplementary memo addressing the concerns to the Chair of the REB. ** Do not submit a new application. Once changes are deemed acceptable, ethical approval will be granted.

☐ 3. ACCEPTABLE SUBJECT TO CHANGES AND PRECAUTIONS (SEE ATTACHED). Changes must be submitted to the REB and approved prior to beginning research. Please submit a supplementary memo addressing the concerns to the Chair of the REB. ** Do not submit a new application. Once changes are deemed acceptable, ethical approval will be granted.

☐ 4. UNACCEPTABLE AS SUBMITTED. The proposal requires substantial additions or redesign. Please contact the Chair of the REB for advice on how the project proposal might be revised.

Dr. Bruce Plouffe

Dr. Abu Bockarie — Faculty of Education

** supplementary memo should be forwarded to the Chair of the Research Ethics Board at the Office of Research Services (Research and Innovation Centre, Room 109) or by e-mail to research.ethics@uregina.ca

Phone: (306) 585-4775
Fax: (306) 585-4893
Appendix E

Participant Consent Form
Appendix A

Project Title

Recovered Accounts of Saskatchewan Adult Education and Training:
A Governance Moment

Name of Applicant

Richard J. Klyne
P.O. Box 772
Indian Head, SK
S0G 2K0
Phone: (306) 695-2082
E-mail: klyne1ri@uregina.ca

Research Supervisor

Dr. Abu Bockarie, Director
Adult Education/Human Resource Development
Regina, SK S4S 0A2
Phone: (306) 585-5601
E-mail: Abu.Bockarie@uregina.ca

Project Approval
This research project was approved by the Research Ethics Board, University of Regina. If research subjects have any questions or concerns about their treatment or rights as subjects, they may contact the Chair of the Research Ethics Board at (306) 585-4775 or by e-mail to: research.ethics@uregina.ca at the University of Regina.

My Role as Research Participant
My involvement with this research project is to participate in a conversational style audio-disk recorded interview about governance in the Saskatchewan adult education system. Participants from Dumont Technical Institute, Regional Colleges, Saskatchewan Apprenticeship and Trade Certificate Commission, Saskatchewan Indian Institute of Technologies, Saskatchewan Institute of Applied Science and Technology, Northern Labour Market Committee, Saskatchewan Labour Market Commission, and the Ministry of Advanced Education, Employment and Labour will be asked to define the nature and purpose of adult education and the governance model(s) used to guide decision-making processes. Interviews will last about sixty minutes. I also agree to participate in one follow-up session to review my interview transcripts in order to ensure accuracy and to answer any other question the researcher may have. Any questions I have regarding the procedures or goals of this study can be directed to the researcher at the address indicated above.
Confidentiality
I understand my name will not be used in the dissertation and my identity will not be revealed. No comments will be attributed to me personally. I realize my interview data will be coded so that my identity or the identity of my organization will not be known. However, I do understand some of my comments may be extracted either directly or indirectly to support the research findings about governance in the adult education system and recommendations to improve the system. All copies of the interview data will be kept for three years and stored securely in the researcher’s office. I understand that the audio-disks and transcripts will be stored separately. After three years, all documentation about the study may be destroyed.

Withdrawal
As a research participant, I am free to withdraw my participation at any time without penalty or prejudice. I understand my refusal to participate in the study will not influence or jeopardize my career in any way.

Access to Results
I have the option to access the draft findings of the study once it is compiled by notifying the researcher in writing or by e-mail. Should I require more detailed information, I may receive a copy of the dissertation when the work is completed.

My signature indicates I agree to participate in this study. I will receive a copy of my consent form immediately before being interviewed. I agree to keep a copy of the consent form for my records.

________________________________________  _______________________________________
Study Participant                              Researcher

________________________________________  _______________________________________
Date:                                          Date: