ACADEMIC POLICY-MAKING IN AN ANGLOPHONE CEGEP:

THE ROLE OF THE ACADEMIC COUNCIL

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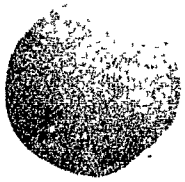

ACADEMIC POLICY-MAKING IN AN ANGLOPHONE CEGEP:

ABSTRACT

The purposes of this study were to examine the role of the Academic Council in the academic policy-making process of a Quebec CEGEP and to compare the Academic Council with the Educational Council described in the Parent Report and with a particular participatory decision-making model. A case study method was employed using one Anglophone CEGEP. The minutes of the Academic Council and the Board of Governors over a five year period were analysed. It was found that the Academic Council played a limited role in the academic policy-making process. It was also found that the Academic Council did not fulfil the ideals of the Educational Council nor was its role accurately described by the participatory decision-making model.

RÉSUMÉ

Cette étude examine le rôle de la Commission pédagogique dans le processus d'élaboration des politiques éducatives d'un CEGEP du Québec; la Commission pédagogique fait l'objet d'une comparaison avec le Conseil éducatif décrit dans le Rapport Parent et avec un modèle spécifique de prise de décision par participation collective. Cette étude de cas examine un CEGEP anglophone. Les procès verbaux des réunions de la Commission pédagogique et du Conseil d'administration ont été analysés pour une période de cinq ans. Il ressort de cette étude que la Commission pédagogique a joué un rôle limité dans le processus d'élaboration des politiques éducatives. Il en ressort aussi que la Commission pédagogique n'a pas réalisé les idéaux que le Conseil éducatif du Rapport Parent prônait et que son rôle ne peut pas être véritablement décrit par le modèle de prise de décision par participation collective employé.

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H. W. B.

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INTRODUCTION

The Nature of the Problem

The CEGEPs (Collèges d'Enseignement Général et Professionnel) are relatively new institutions within the province of Quebec. They are post-secondary institutions which provide two years of education beyond a Quebec secondary V for Quebec students wishing to pursue university studies. They also provide two and three year career programs for students who wish to enter directly into the labor force.

Over the past fifteen years the CEGEPs have developed their own identity and management systems including systems for academic policy-making. In developing these academic policy-making procedures the colleges have been faced with two problems that have been difficult to deal with. The first is related to their position between the high school and the university. Should a college pattern its academic decision-making after the traditional approach of the university where academic faculty have broad powers, or should the process be centrally controlled as is characteristic of the high school model? The second set of opposing forces is found between those advocating a collegial system of sharing responsibilities and authority in an atmosphere of academic freedom and those advocating a more political approach associated with unions and collective bargaining. These forces, operating in the CEGEPs during a time of

rapid social change, have resulted in an academic policy-making process that is unique and constantly changing.

Most of the CEGEPs in Quebec have established an academic policy-making process in which an Academic Council was to have played a key role. An Academic Council was to be composed of representatives from the various constituencies of the college. There was to be representation from administration, teaching faculty, support staff, and students. This Council was to discuss matters of academic policy and make their recommendations to the Board of Governors.

The academic policy-making process in the CEGEPs has not been well documented. It is important that it be documented in order to record the formative stages of the system. The Academic Council has been given, by government, a key role in the academic policy-making process. It is important to document the role of this council in order to fully understand the policy-making process.

This study will attempt to determine the function and role of the Academic Council in the academic policy-making process of one CEGEP in the Quebec college system.

Rationale

Policy-making will be defined as the process whereby decisions are made that commit the organization to a particular course of action.

Therefore, since decision-making is the essence of policy-making, the principles of decision-making will be applied in order to understand the policy-making process.

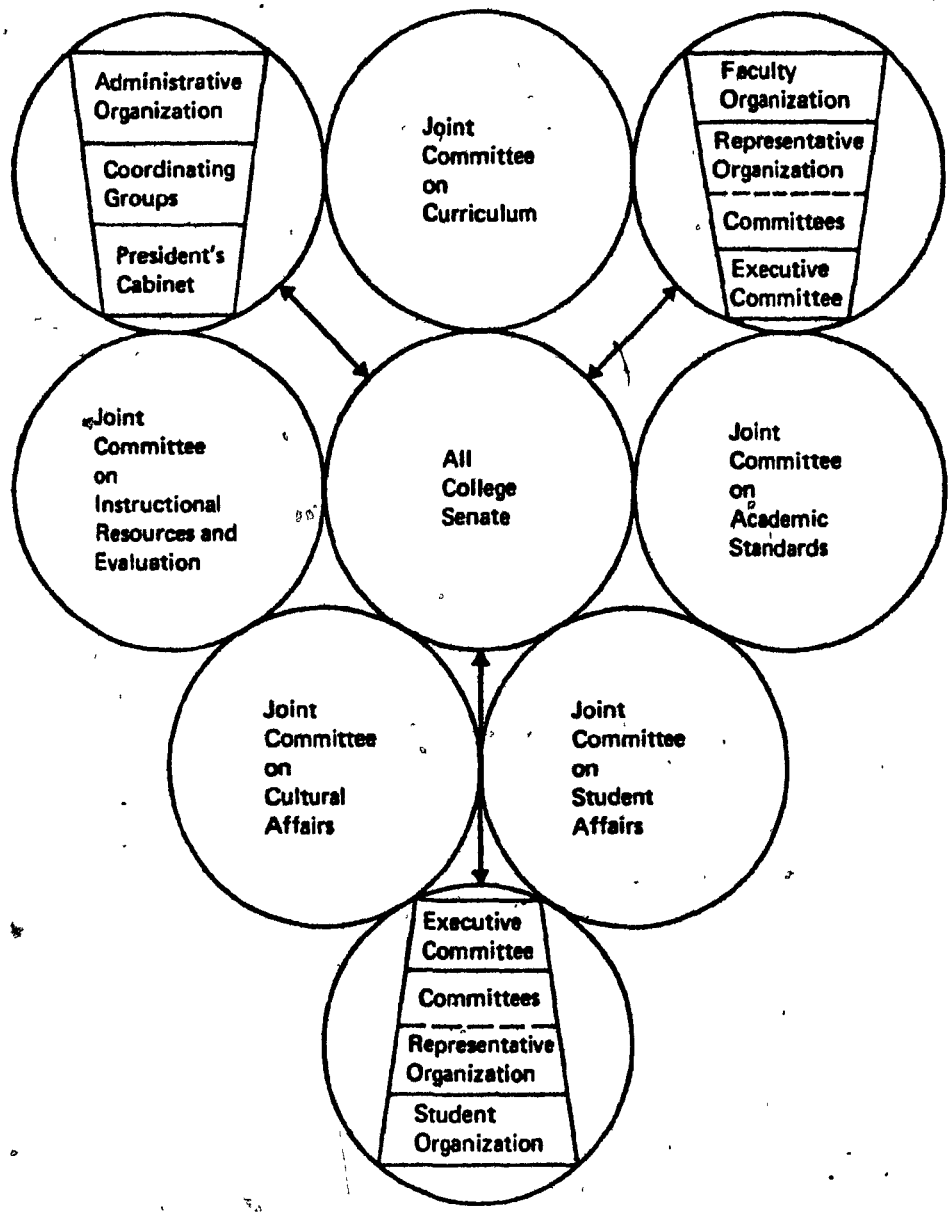
Parsons (1960) suggested that different types of decisions must be made at different levels in an organization. He identified three areas of decision-making which, if applied to a college setting, would be Board decisions, administration or management decisions, and faculty decisions. It would appear that an Academic Council could play an important role at all these decision-making levels when academic matters are being considered.

Richardson (1972) proposed a participatory governance model to facilitate participation by all groups throughout the three levels of policy-making. Richardson considered three constituencies within the college that should be involved in the policy-making process. These three groups are administration, faculty and students. He proposed an All College Senate with equal representation from faculty and students and a somewhat smaller representation from administration. The general function of the All College Senate was to 'provide a forum to discuss and resolve issues of concern to the entire college' (p. 196). According to the model, the specific functions of the All College Senate should be well defined and approved by the Board. Each constituency would have its own internal organizational structure completely apart from the All College Senate. The All College Senate

was to be supplemented and assisted by joint committees that report to the senate. The model may be represented diagrammatically as in figure 1.

FIGURE 1

COLLEGE GOVERNANCE: A PARTICIPATIVE MODEL
(Taken from Richardson, 1972, p. 191)



In Quebec, the concept of participatory policy-making has been encouraged by the legal requirement for each college to have an Academic Council. Sections 17, 19, and 20 of the General and Vocational Colleges Act (1968) make provision for an Academic Council at each college. Article 4.5 of the Faculty Collective Agreement (1979 - 1982) further defines the composition , role and function of the Academic Council.

The General and Vocational Colleges Act does not specify the composition of the Academic Council, nor does it provide a detailed description of its responsibilities and duties. Each college has, therefore, considerable flexibility in the establishment and functioning of its Academic Council. Some of this flexibility has been removed through the collective bargaining process where the composition and role have been stated more explicitly. However, each college can organize and operate its Academic Council in the way it feels appropriate, thus making each Academic Council different from all the others.

These differences are emphasized by two major influences operating within the CEGEP system. The first influence comes from the historical development of the Francophone CEGEPs in contrast to that of the Anglophone CEGEPs. The French CEGEPs, which generally developed from already existing institutions such as the classical colleges, brought with them an established pattern of decision-making.

On the other hand, the English CEGEPs were developed as completely new institutions. They had no traditions to utilize and hence had to develop completely new decision-making processes.

The second influence comes from the position taken by the faculty unions. Since 1975, the CEQ (Centrale de l'enseignement du Québec), which represents approximately twenty percent of the CEGEPs, has taken the position that the Academic Council is redundant and has bargained to have all matters referred to the union executive. The FNEQ (Federation Nationale des enseignants du Québec), which represents the remaining colleges, has not, as yet, taken that approach and its member colleges, therefore, have functioning Academic Councils.

Richardson (1972) and Zoglin (1976) have lamented the increasing role played by faculty unions in policy-making at the college level. They believe that the collective bargaining approach is replacing the collegial approach and dividing the college into two separate and probably antagonistic groups. This process has left the Academic Council or senate in a questionable position as to its function.

It would appear, however, that two-year colleges, in general, have always been characterized by two groups that were often in conflict. These two groups are generally referred to as the professionals or instructors and the bureaucracy or administration.

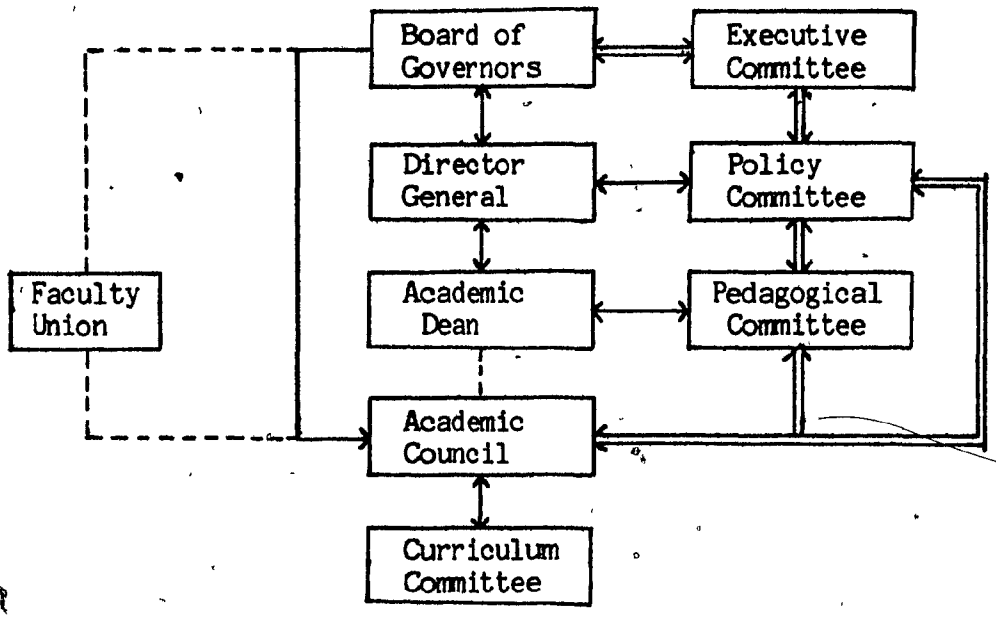
The source of this conflict between the professional and the administration has been described by Corwin (1965) in terms of role conflict and the place of experts in a democracy. The professional or expert, in the case of education, the instructor, is expected to be loyal to the bureaucratic organization or administration while at the same time his main concern is for the students. Ideologically, the professional is granted the right to make rules and these rules need not be standardized. In the bureaucratic structure the bureaucrat makes the rules which are standardized. Professonal authority is legitimated by expertise while the bureaucratic authority is vested in a position.

Litwak (1961) looked at mechanisms whereby contradictory forms of organizational structure could exist side by side without destructive conflict. Tasks were described as uniform or non-uniform with non-uniform tasks, associated with professionalism, requiring much more discretion on the part of the employee. In the educational setting, administration would be described as uniform and teaching faculty as non-uniform resulting in a dual organizational system. Conflict arises as to which structure makes what decisions. Colleges and universities have traditionally coped with this dualism through the use of Academic Senates or Academic Councils where these two groups could meet and work out satisfactory solutions to issues of mutual concern.

The role of the Academic Council in the CEGEP is further complicated by its position in the organizational structure and communication network. Figure 2 displays this structure for the college under consideration in this study. The Academic Council is a subcommittee of the Board of Governors yet it must report through a series of committees and is only represented on the Board through the Dean. The faculty union, however, has official representation on both the Board of Governors and the Academic Council.

FIGURE 2

ORGANIZATION AND COMMUNICATION STRUCTURE



Direct responsibility ————————
Representation - - - - - - - - - -
Formal Academic Policy Communication ═══════

It would appear that academic policy-making , and in particular the role of the Academic Council, is not well understood. This view was reflected in the Nadeau report (1975) to the Minister of Education on the state and needs of college education. In discussing the Academic Council the report stated that 'the Academic Council generates little satisfaction' (p. 58).

This study will attempt to determine the role and function of the Academic Council and to evaluate Richardson's (1972) model of academic policy-making with reference to one college. It is anticipated that these insights will be useful to both faculty and the administration at the particular college being studied in making their academic decision-making more effective and satisfying. It is also hoped that the findings may be of benefit to other colleges in their attempts to understand and develop their own policy-making processes. It should also provide useful information and insight for those outside the CEGEP system who may be trying to understand the college governance functions in Quebec.

Although the study will not look directly at the high school versus university governance issue or the union versus collegial model, it could provide a valuable 'springboard' from which a detailed study of these issues could be launched.

Thesis Outline

The background information, necessary to place the academic policy-making of a CEGEP into proper perspective, will be provided in chapters two and three. Chapter two will examine the various groups and organizations that have some affect on policy-making. This discusssion will begin with the role of the federal and provincial governments in Canada and will continue to include other groups such as the faculty unions and the students.

The philosophy and development of the college system in Quebec will be reviewed in chapter three. The forces which produced the educational reforms in Quebec during the 1960s and the methods used to bring about these reforms will be discussed in order to provide an understanding of the uniqueness of the college system in Quebec.

The administration and governance of the colleges in Quebec will be discussed in greater detail in chapter four. This chapter will also describe the administration and governance patterns of the particular college that will be the focus of this study.

The research methodology and a descriptive presentation of the data will be provided in the fifth chapter. The final chapter will include a discussion of the findings and some observations about the role and function of the Academic Council of this particular college. The chapter will conclude with the presentation of a conceptual model for

academic policy-making in a CEGEP.

Chapter 2

ACADEMIC POLICY MAKING IN CANADIAN COLLEGES

The academic policy-making process is a complicated process. Many groups, both inside and outside the educational system, have an interest in the educational process and hence have attempted to influence educational policy-making to their special interests or perspective. As a result, the decisions culminating in educational policy have emerged from the interaction of groups and interests in a power relationship; the give-and-take or trade-offs that is politics.

Mintzberg's organizational analysis (Mintzberg, 1977), which clearly identifies the various groups seeking to influence the policy-making process, will be used as a pattern for this chapter. Mintzberg divided an organization into two general categories: the outside coalition and the inside coalition. The outside coalition included those groups outside the organization who wished to influence the policy-making process of the organization. In Canadian colleges, the following could be regarded as members of the outside coalition: the federal government, the provincial government, the board of governors, the faculty unions, and the students. Other groups, such as the parents, community organizations and the general public may also be considered part of the outside coalition and may, at times, have had an affect on educational policy at the college level, but these groups are beyond the scope of this study.

The inside coalition described those groups within the organization who wished to have some say in the policy-making process. In this study the President or Director General, the mid-management or department heads, the faculty, and administration and service personnel will be considered. It should be noted that in Mintzberg's model the faculty has been included in the inside coalition while the faculty union, because of its larger affiliation, has been considered as part of the outside coalition.

Throughout this chapter references to Canadian colleges will center on the systems in Alberta and Quebec since these provinces have well developed and comprehensive college networks. Special emphasis will be placed on the Quebec system.

OUTSIDE COALITION

Federal Government

The division of authority between the federal and provincial governments in Canada concerning education was spelled out in section 93 of the British North America Act of 1867. This Act gave full responsibility for education to the provinces. It provided for, and protected the rights of minority groups to retain dissentient schools. However, according to the B.N.A. Act which is Canada's constitution, the federal government was given, supposedly, a minor role to play in educational policy or the process by which that policy was to be

established.

The federal government, however, has not remained idle in the field of education and has been particularily active in post-secondary, technical and vocational education. This involvement was noticable during the early 1900s and again in the 1950s as the federal government attempted to improve the needed technical manpower supply in order to keep pace with industrialization. The public schools and universities were not providing this type of instruction so the federal government altered the type of education provided across the country through various acts of parliament and through the introduction of various programs. There was the Agriculture Training Program set up in 1913, the Technical Education Act of 1961, the Adult Occupational Training Act of 1966, and the War Veteran's Rehabilitation Programs after World War II (Canada Yearbook, 1978-79). These are examples of some of the areas in which the federal government has been a major participant and taken the initiative in the field of education.

The federal government has also influenced post-secondary education by providing a significant financial contribution for planning and development of the post-secondary system in order to accommodate the rapidly rising enrolments during the 1950s and 1960s. In 1950-51 the federal government initiated a system of grants to the provinces to assist in the financing and planning of universities. In that first

year the grant was set at fifty cents per capita based on provincial population. It amounted to approximately seven million dollars. By 1971-72 this grant had steadily increased to 750 million dollars distributed to the provinces on the basis of their population (Canada Yearbook 1978-79). The province of Quebec, however, refused to participate in this program from 1951-52 to 1960 because it felt the federal government was encroaching on provincial jurisdiction.

In 1967 the grant system was incorporated into the Federal-Provincial Fiscal Arrangements Act. This act gave the provinces a choice of either a per capita grant or fifty percent of approved operating funds. Most of the provinces, including Quebec, choose the latter. This act remained in force until March 31, 1977 at which time it was replaced with the Established Program Financing Plan. Under this plan each province would receive a payment based on a transfer of tax credits and a per capita grant to defray the costs of education, hospitalization and medicare (Canada Yearbook 1978-79). In the first year of this plan the federal government allocated over one billion dollars to education of which Quebec received nearly 305 million dollars (Treasury, 77-78).

In spite of all this activity the federal government has maintained a low profile but , at the same time, a significant degree of power and influence. The provincial governments, except for Quebec, have been placed in a difficult position in that they dare not assert that the

federal government has invaded the arena of provincial authority lest the federal government withdraw its funding. This dilemma can be seen being played out in the proceedings of the Council of Ministers of Education Canada (CMEC). A headline in University Affairs, March 1977, reporting on a meeting of the CMEC in Quebec City described one side of the issue in these terms: 'Ministers Tell Federal Government to Stay out of Education'. The other side of the problem was described in a report on the same council in the Calgary Herald in which the provincial ministers were very concerned about possible reductions of federal financial support for second language instruction (Calgary Herald, 1979). At the present time the federal government is considering dropping its financial support of higher education. This has caused much concern among provincial governments and the institutions of higher education in recent months.

The province of Quebec has always been careful to guard its provincial powers from federal influence. The government of Quebec has, therefore, refused to participate in a number of Federal-Provincial cost-shared programs and forbade private institutions, especially universities, from accepting federal grants. Quebec not only refused to participate in federal educational programs but also refused to participate in other federal programs such as the Canada Pension Plan. Even when federal assistance has been accepted by Quebec, it has been channelled through the provincial treasury. In this way it has appeared to the public to have been provincial finances rather than

federal monies.

Therefore, it is clear that there has resided in Canada a strong federal force in post-secondary education. There has been constant effort on the part of educators and provincial governments to maintain the flow of federal funds and, at the same time, to prevent the federal government from becoming directly active in educational policy formation. However, there are some who have argued that the federal government should play a stronger role in education. This position has been argued from four perspectives. First, a strong federal power could reduce regional and interprovincial disparities of educational opportunity. Second, the role of the public schools in transmitting the history and political heritage of the nation could be done more effectively. Third, the role of curriculum in providing a sense of national identity could be more completely actualized. The final argument stated that all students in Canada should be exposed to a common core of basic subjects regardless of the province of residence (Manley-Casmir, 1980).

Although the above arguments were directed specifically to public school education, they do have significance at the college level in that some of these same concepts could be continued in general studies or humanities courses.

In summary, the federal government has influenced education in Canada

directly through program policies and more indirectly through financial support via the provinces. The question that now arises is how much longer the federal government can be expected to provide these finances without demanding or assuming more control over their expenditures. It would seem reasonable that it is only a matter of time since the public, in general, has been questioning expenditures in education.

Provincial Governments

The provincial governments were given the sole responsibility for education within their borders by the B.N.A. Act of 1867. As each province joined Confederation after 1867 these same responsibilities were granted to them. Therefore, the college education system across Canada has been characterized by provincial differences in philosophy and administration. British Columbia, for example, has associated its colleges with the public school boards and have offered primarily university transfer courses. Some career programs have developed in recent years. Alberta, on the other hand, has operated its technical schools directly from a government department while the colleges have used a Board of Governors reporting to a government department. Alberta colleges provide both career programs and university transfer programs. Saskatchewan has had a regional continuing education system which has provided courses requested by the people of the various regions. Ontario has had a system of technical and vocational colleges with Boards of Governors that have reported to a commission

situated between them and the provincial government. Ontario colleges offer career programs only. Quebec has operated its system with Boards of Governors reporting directly to the Ministry of Education. Career programs are offered as well as an academic stream. All prospective Quebec university students must proceed through this academic stream before being admitted to a Quebec university. Thus it can be seen that the college systems vary considerably from one province to another.

Financing of the college systems has been provided through the provincial governments in all cases. Most provinces have charged a tuition fee but these have been minimal and cover only a fraction of the total cost. The province of Quebec has charged no tuition fees for credit courses thus the entire cost has been borne by the provincial treasury. As a result the colleges have been dependent on the provincial governments. The provincial governments have set the educational objectives and priorities for the province and implemented them through their financing policies. Therefore the provinces have reserved for themselves the power to make policy regarding the nature and type of college education available within their borders.

Each province has developed its own system of budgeting to provide the funds to each of its colleges. These systems have required each college to provide a proposed budget to a central authority. These budgets have subsequently been reviewed and appropriate modifications

have been implemented. Constant political activity has been required on the part of the colleges to influence the decision-makers in order to to provide the funds the colleges have requested. Requests have been justified, reports presented, and other groups such as advisory committees, parent groups, students and members of the provincial legislatures have been activated to lobby in support of their position.

Program development has been another area where the provinces have maintained a considerable degree of control. In Alberta, all new programs must proceed through a program approval procedure designed to provide the government with coordination authority. Through the process all the colleges in the province are informed of new program initiatives. Thus not only must the political weapons of the initiating college be mustered to gain approval for the program but the other colleges may join the political arena to protect similar programs they may already offer or to argue that the new program should be offered by their institution instead of the initiating institution.

In the province of Quebec the individual college has had very little to do with the development of programs and courses. All programs and courses are determined by the Ministry of Education. Provincial committees have been established to develop and recommend new courses as well as revisions to current courses. Individual colleges may

attempt to influence decisions on course content through the provincial committees but the Ministry has had the final decision-making power.

The development of new programs and program revisions has been financed by the Quebec Ministry through a separate fund. If a college wished to develop a new program a grant from this fund would be applied for to provide release time in order that some member of the faculty could devote his time to the project. Once the funding has been approved and the task has been assigned to a faculty member, the college can withdraw from the process until the program has been approved by the Ministry. At this point, application for permission to offer the program may be made by the college. However the college's maximum influence may have to now be exerted in order to obtain such permission.

Today, with steady or declining enrolments and reductions in the purchasing power of the grants, the political nature of policy-making at the provincial level cannot be ignored. In order to obtain the funds required to maintain its programs all the political forces at the disposal of a college have to be used. Boards of Governors, faculty associations, student associations, advisory committees and local residents may be mobilized to support and lobby to obtain provincial approval for the activities that the college feels are key to its success.

Board of Governors

In Alberta, Ontario and Quebec the colleges have been set up as corporations under the jurisdiction of a Board of Governors. These Boards have been given various duties and responsibilities through the provincial acts under which they were established. They have been held accountable for the monies that have been allocated to them from the provincial authorities. Their general duties have been to provide appropriate programs and courses, to hire the necessary staff, and to appoint the President or Director General.

On the surface it would appear that the Boards of Governors have had considerable power and policy-making authority over the college but from the previous discusson it is evident that the Boards of Governors have very little power or authority in the critical academic policy decisions of a college except for the appointment of the Director General. The keys to the activities and the direction a college wished to pursue have been the financial resources at its disposal and the freedom to spend those resources. Although Boards of Governors have been accountable to a government authority for their finances they have also been burdened with regulations and limitations imposed by the central authority. Colleges have had to spend their budget as directed. Any major deviations have required prior approval from the provincial authority. Colleges could not borrow money, invest money, or generate additional income without approval. Capital expenditures for buildings and equipment must similarly have had appropriate

approval from authorities above the Boards of Governors.

Colleges have also been given the responsibility to carry out the programs and courses assigned to them. They have been responsible to hire staff and to provide the materials necessary for the teaching of the courses and programs. However, if a college wished to discontinue an old program or to introduce a new program, each province has had a method whereby the provincial authority must grant approval. In Alberta this has been done through the Program Approval Procedure. In Quebec these issues have been dealt with through a committee at the Ministry of Education.

The Boards of Governors in the CEGEPs of Quebec have been very restricted in their policy-making power. The General and Vocational Colleges Act of Quebec established each college as an independent 'corporation within the meaning of the civil code, and may exercise all the powers thereof in addition to the special powers assigned to it by the Act (General and Vocational Colleges Act, Article 6). In general, these powers dealt with cooperation with other colleges in curriculum matters and in areas of capital purchases, borrowing money, issuing bonds and investments. With respect to the capital and financial aspects, the college has been at liberty to carry on as it deemed necessary but appropriate approval must first be obtained from the Lieutenant-Governor-in-Council or Cabinet (General and Vocational Colleges Act, Article 6). The Ministry of Education in Quebec has

granted to the college the power to administer its own internal system; to hire its own staff and to define their job function; to manage its property; to set up the executive committee and the Academic Council; and to pursue its objectives (General and Vocational Colleges Act, Article 17). The Ministry of Education has retained power to approve budgets and to provide the necessary funding through a variety of grants; to examine annual auditor reports from each college; to appoint the members of the Board of Governors except for the Director General, the Academic Dean, and the Director of Student Services; to make regulations regarding college admission, program curriculum and fee structure; and to issue diplomas and certificates.

In summary, it would appear that the colleges in Canada are state or provincial colleges put in an acceptable democratic form through a Board of Governors. The provinces have maintained control over the vital areas of college education, leaving the local Boards autonomous to set up their own internal structures, hire their own staffs, and manage the day to day operations of the college. The Boards have had very little power beyond maintaining the status-quo.

This has placed the Boards in a position where they have had to become politically active if they wished to make any changes in the college for which they were responsible. Although the Boards have been part of the outside coalition they have had to interact with the provincial authority, which has also been part of the outside coalition, if they

wished to influence the major policy decisions affecting the college. This interaction has, of necessity, become political in an attempt to influence the policy-makers. This political activity may also become partisan since Boards are appointed by the provincial authorities and in some cases, notably Alberta, the Chairman of the Board is appointed by the Cabinet. Therefore, political activity between the Boards and the provincial authorities can be varied, vigorous and intense.

Since the Board has been responsible for the daily operations of the college it has become involved in policy decisions affecting these operations and has thus become actively involved in the internal politics of the college.

In summary, the Boards of Governors have been extensions of the central provincial authority and have been responsible to carry out the policy decisions of that authority. However, Boards have tended to have ambitions for their colleges and so wished to have some input into the policies and decisions made by the central authority. This has required political activity initiated by the Boards. In internal matters, where the Boards have had policy-making power, a Board may become involved in the political activities associated with the development and implementation of these internal policies. Boards of Governors have had very little policy-making power as such and have, therefore, resorted to political means in order to compete with all the other colleges for their share of the resources available to the

system.

Faculty Unions

The extent of unionization among the teaching faculty in Canadian colleges varies extensively. In Alberta, unionism has been weak. Each college has had its own union and has negotiated with its own Board. In Quebec, where unionism has been stronger, the teaching faculty have belonged to one of two large unions and negotiations have been carried out at the provincial level. Therefore, the extent of the influence of faculty unions has appeared to be slight where unions are weak and significant where unions are strong.

There have been two main arenas where the faculty unions have exerted political pressure to influence decisions. These have been through the Boards of Governors and at the bargaining table. Boards have been designed to have faculty input through faculty members who have been appointed to the Board. Where unions were strong, these members have been an effective voice and influence on Board decisions. On the other hand, where unions were weak, these faculty members have tended to speak for themselves rather than representing the faculty point of view.

Similarly, at the bargaining table, weak unions have had little effect on policy and policy-making procedures whereas strong unions have negotiated active roles in these processes. Such has been the

case in Quebec where unions have negotiated a major role for themselves in the academic council. Through workload regulations they have negotiated a major voice in areas of provincial responsibility such as program and course changes. They have also negotiated a role in the development of a formulae for determining the number of instructors required at a college. In Quebec the instructors have had a right to strike which has added a powerful weapon to their political armaments.

It would appear to be true that

> 'faculties will only get as much power as they insist on .... if they actively seek power, if they take advantage of the existing opportunities to exercise it, and if they create new opportunities of their own, then their role in institutional government can .... be improved' (King, 1979).

The strong faculty unions such as exist in Quebec have exerted vast political influence over the policy-making process. They have had access to the Academic Councils, the Boards of Governors, and to the central provincial authority so that they could influence decisions at all levels. The extent of their influence has been limited by their degree of solidarity and the political expertise of their leaders.

The critical issue that must be addressed has to do with the extent over control of college education that will be placed in the hands of the faculty unions. This issue will soon have to be faced in Quebec. It is the opinion of this writer that the Quebec government

will not allow the unions to take any more control over management decisions and policies but will, in fact, take back some of the benefits already granted to the unions such as the minimal work load, the tenure agreement and even the right to strike.

Strong faculty unions in Canadian colleges have had a marked influence on the policy-making process because they have played the political game effectively. However, there are limits to the influence and power that can be exerted and in Quebec those limits are rapidly being approached especially in the areas of tenure and surplus teaching faculty.

Students

The final member of the outside coalition to be discussed in this chapter is the students. The students are the clients of the colleges, and the people for whom the colleges exist. Since the student revolts of the 1960s a place in the policy-making process of the colleges has been reserved for students. As a result, student representatives have been on the academic council and on the Board of Governors. The students also have had their own organizations or unions through which they could operate to influence the policies.

The impact of the students on policy-making has, to a great degree, depended on the particular student. If the student was alert, knowledgeable, and practiced some political skills, he or she could

provide valuable input and hence influence the policy decisions. However, most students at the college level do not have the maturity or experience to exert much influence. This is especially true in Quebec where students are generally one year younger than college students in other provinces.

The other difficulty with effective student input has been the result of the short time students attend a college. Some students will spend three years in a college, but the majority of students will spend only two years. This has made it difficult for students to become familiar with the processes, people and problems to the extent that they could grasp the whole picture and make meaningful input.

The role of the student in the policy-making process can be summarized as follows:

> 'To say the student is a client is not to say his opinions are unimportant. He may lack the professional knowledge and the experience of the faculty and the administration but what he lacks in those areas is more than compensated for by his numbers and his centrality to the entire process of education. He can tell where it hurts, so he is capable of cooperating in the process of improvement. Any assumption that the student is an inferior person, subject to the wisdom and authority of his betters in the persons of the faculty and administration, will stand only as long as it is not tested. The student must and will be viewed as a full partner in the process of education' (Richardson, 1972, p.68).

INSIDE COALITION

President

The Chief Executive Officer of the Board of Governors and thus the college, has had various titles such as President in Alberta, Principal in British Columbia, and Director General in Quebec. Regardless of the title, the Chief Executive Officer has occupied a key position in the organization and policy-making process of the college. He has been the highest ranking member of the internal coalition while at the same time he has been entrusted with the confidence of the Board of Governors representing the outside coalition. He has been hired by the Board of Governors and has been assigned the general responsibility of carrying out the policy decisions of the Board.

The Chief Executive Officer has had policy-making power only in those areas assigned by the Board and these have varied from college to college. However, he has had potential political power that has been used to influence decisions made by the Board. This power has been brought about through three factors: first, the power of position; second, the power of being the most knowledgeable of both the inner and the outer coalitions of the college; third, the power of being able to control the flow of communication to the Board. Thus he has had considerable political advantage over anyone else in the organization.

The policy formulation and policy-making power of the Chief Executive Officer has had to do with the day to day operations of the college. These have been assigned to him by the Board. The Board has held other policy matters, such as budget approval, under its control while the major academic issues of a college have been dealt with at the provincial level.

Although the Chief Executive Officer has been a key figure in the policy-making process he has had to virtually walk a political tight rope to be effective. If he has been unable to influence decisions in accord with the interests of his staff, he will have lost their confidence. Similarily, if he has not been able to convince his staff to accept and follow a Board policy, he will have lost the confidence of the Board. Since the Board has the power to hire and fire him and the academic council normally has to advise as to his tenure, he has had to constantly please both parties at the same time. This has proven to be an impossible task and has probably accounted for the short 'life-span' of Chief Executive Officers in the college system.

This short tenure of Chief Executive Officers has been particularily noteworthy in Quebec where the average term of office has been only 1.6 years (Nadeau, 1975, p.109). This can, in part, be attributed to the limited scope of policy-making available to the Directors General in Quebec. People in these positions have become unhappy with the illusion of power associated with the position. Faculty and Boards

have become disenchanted because they feel their Director General should be able to do more to obtain the necessary resources to fulfill their objectives. The Director General has become uncomfortable in this position and has moved on to other areas.

Mid-Management

Mid-management, in this chapter, will be defined as those department heads immediately below the Academic Dean. They are primarily interested in the policy and decision-making associated with the internal operation of the college. They are concerned with the allocation of the budget to the various departments, the declaration of surplus staff, the acquisition of materials and supplies, and the maintenance of existing equipment. Decisions regarding these matters are often made in a political atmosphere that can be very intense as departments attempt to influence and bargain with each other in order to obtain the maximum benefits for their departments.

Many times these matters have been referred to committees or to an Academic Council where the mid-manager may not have a direct voice. In these situations the mid-manager has had to lobby the committee members in an attempt to influence them to his point of view .

In other instances the mid-manager may be asked to implement a policy he or his department may not agree with. In such a case he has had to exert his political skills to convince the higher levels of the

inadequacy of the policy while, at the same time, work out a compromise with his staff. In doing so, the policy could be implemented in some form or be completely subverted.

Mid-managers, therefore, have been actively involved in the policy-making process. These processes have become more political as the scarcity of resources has increased and as student enrolments have stabilized or even decreased.

Faculty

The faculty of a college have had very little direct policy-making power. They have had, however, several avenues through which they have influenced the process. They have attempted to influence policy-makers through the faculty unions as described earlier. They have also used the avenues available to them through their department and department head as well as through Academic Councils and other college committees. It would appear that faculty have not been effective in making their voice heard except through strong faculty unions and strong representation on Academic Councils.

Administration and Service Staff

In this category the role of the adminstration and service personnel at a college will be considered. This will include the student services, financial services, secretarial services, and maintenance staff. These employees have generally been concerned only with those

policies that affect their working conditions and salary for which purposes they have had their own unions.

Student services and financial services have become involved in other areas of policy because they have been concerned with the student. The policies and procedures that have been set up to accommodate both students and financial accountability have a direct affect on the academic sector of the college. At this point, the level of political interaction has increased as each academic department has attempted to obtain its fair share of the students and finances.

CONCLUSION

As set out in the B.N.A. Act, education has been the prerogative of the provinces. Each province has, therefore, retained for itself the policy-making authority in college education. Each province has determined the type of college education it will provide, how it will provide it, and how much money it will devote to it. In order to implement these educational policies, most provinces have established their colleges as autonomous corporations operated by a Board of Governors. These Boards have had limited policy-making powers and some of these they have delegated to their Chief Executive Officer. Below this level, policy-making has been restricted to the daily operations of the college.

Chapter 3

PHILOSOPHY AND DEVELOPMENT OF THE CEGEPs

In 1961 the government of Quebec established a Royal Commission of Inquiry on Education. The findings and recommendations of this Commission were published between 1963 and 1966 in five volumes known as the Parent Report. Royal Commissions set up by governments are not uncommon. The commissions do their study and publish their findings. Their reports are often read by only a few government personnel, filed away on a shelf and promptly forgotten or ignored. This was not the case with the Royal Commission of Inquiry on Education in Quebec. The findings and recommendations of this Commission were used as the foundation for major reforms in the educational system of Quebec, particularly at the post-secondary levels. This chapter will review the reasons why the Commission recommended such extensive reforms and the historical development of those reforms.

Forces for Educational Reform

The 1960s were characterized by extensive changes in education, not only in Quebec, but across Canada and the Western world, in general. Governments poured millions of dollars into education to develop new systems of delivery such as programmed learning, new curriculum such as the new mathematics, and new teaching methods such as open area schools. Many changes were introduced in an atmosphere that could almost be described as frantic.

There were two major factors that necessitated the educational reforms of the 1960s. The first of these was a change of attitude toward universal education that developed during the 1940s and the 1950s. Education for all was a utopia that had been given lip service but never carried out in actual practice. Then in the years immediately following World War II extensive educational programs were set up for the returning service men. As a result society began to see that education could be made available to the masses and not just to the elite. Education beyond elementary school became viewed as a right rather than a privilege. At the same time the emphasis in education began to shift from the accumulation of knowledge to the development of the ability to learn. The problems were intensified by the rapidly increasing student numbers as the post-war baby boom became of school age. It was necessary to make extensive changes in the educational system in order to accommodate this changing attitude and the increase in student population.

The second factor was the rapid technological development that took place during the twenty years prior to 1960. There was the wide spread use of the telephone and television that changed the life style of society. There was the development of the transistor in the late 1940s and the commercial availability of the computer in the 1950s. However, the technological development that had an immediate effect on education was the advent of the space age ushered in by Sputnik I in the fall of 1957. The Western world was thrown into a state of shock

because it was evident that their Eastern counterparts had a more advanced and superior technology. To correct this deficiency the Western world had to upgrade its educational system. Masses of unskilled labor were no longer an assest. A technically competent labor force was required and this meant more and better education. This not only spurred on the development of post-secondary education, but also stimulated the 'New Math', 'PSSC Physics', 'Chem Study', and 'BSCS Biology' as well as new teaching methods and the re-designing of of physical plants.

The Quebec Situation

The situation in Quebec in 1960 was such that in order to cope with the pressures of universal education and technological development extensive changes in the educational system were required. The educational system in Quebec was divided into two groups: the French speaking or Catholic sector and the English speaking or Protestant sector. In the French sector, which was the vast majority of the Quebec population, the educational system was operated , in effect, by the church. It included only elementary education until 1956 when a secondary level was recognized. The post-secondary education was also church controlled and tended to be private, elitist, and classical in content. It tended to be very expensive, and as a result very few French were able to pursue their education beyond the secondary level, if in fact they went that far.

In the English sector the situation was somewhat better in terms of the availability of post-secondary education and the percentage of the population that attended. The system was well established and organized and provided a somewhat broader and more practical education than was common in the private colleges of the French. However, the English system tended to be very academic and oriented to the traditional professions available through university training.

In Quebec, at the beginning of the 1960s, there was a great proliferation of post-secondary institutions with very little, if any, coordination between them. They were largely private or church operated institutions that catered to the upper class and provided a classical curriculum centering on philosophy, history and politics. The situation was well described in the following words:

> 'From this description, there emanates an impression of incoherence and anarchy: watertight divisions between pre-university training and vocational training; a multiplicity of administrative and pedagogical systems; a repetition of numerous subjects; a variation in entrance requirements at university level, between sectors and even within a single sector. All these disadvantages result from the fact that six parallel systems occupy the field of post-secondary education' (Education Documents 3, p.26).

The Royal Commission of Inquiry on Education

It should now be evident that the province of Quebec had to introduce some major modifications into its educational system at the post-secondary level if it was to deal with the pressures of universal education and if it was to meet the demands of a technological age.

It was to this end that the government of Quebec commissioned the Royal Commission of Inquiry on Education in 1961.

The Commission began its work immediately under the chairmanship of The Right Reverend Alphonse Marie Parent. It based its work on the assumption that an educational system must meet three goals:

> 'To afford everyone the opportunity to learn; to make available to each the type of education best suited to his aptitudes and interests; to prepare the individual for life in society' (Parent Report, Vol I, p.75).

The Commission also took the approach that

> 'in the past the State left responsibility for teaching to private initiative, especially to the churches; now the State has become the principal agent for organizing, coordinating and financing all education' (Parent Report, Vol I, p.72).

It felt that

> 'to place education at the very forefront of political issues will invest it with the importance it should have' (Parent Report, Vol I, p.81).

From this basis the Commission began its task

> 'to study the organization and financing of education in the Province of Quebec, report its findings and opinions and submit its recommendations as regards measures to be taken to ensure the progress of education in the Province' (Parent Report, Vol I, p.IX).

The Commission, first of all, carried out a detailed inventory of the resources currently available within the province. Then they visited

the other provinces of Canada, many of the states in the United States, and various countries in Europe. The third phase was to reflect on the first two steps and recommend a system that would meet the needs of Quebec. Their objective was not to take one of the systems that they had seen on their visits and adjust it to the Quebec scene but rather to develop a completely new system unique to Quebec and its needs. The system, known today as the CEGEPs, is the result of this process at the post-secondary level.

At the post-secondary level the Commission recommended that

> 'there be established a level of education complete in itself, of two years duration, after the eleventh grade, which shall be clearly separate from both the secondary school course and higher education' (Parent Report, Vol II, p.190).

This level of education was referred to as pre-university and vocational education with the following aims:

> 'to assure the greatest possible number of students who have the necessary aptitudes the opportunity to follow studies of longer duration and better quality; to cultivate an interest and a desire for education on the part of the students in order to lessen the number of failures and premature withdrawals; to further a wider choice of studies, better fitted to the level of pre-university studies and vocational instruction; to establish a uniform system for transition between secondary and higher education and to give students a better preparation for embarking on the latter' (Parent Report, Vol II, p.166).

The Commission also recommended the formation of an Educational Council. This Council was to be composed of 'the Principal, his Assistants, the Department Heads and certain Instructors choosen by

their Colleaques'. The Council was to be of 'primary importance in coordinating the departments, programmes and the various institutes involved in the programs'. It was to be 'something like a nerve center, giving life and direction to the whole Institute'. (Parent Report, Vol II, p.184)

Implementation of Parent Report

In February of 1965 the Department of Education set up a Planning Committee for Pre-University and Vocational Education ('COPEPP', or Comite de Planification de l'Ensignement Pre-University et Professionnel) to plan the necessary legislation, policy, procedures and curriculum in order to implement the recommendations of the Parent Report. In its original mandate, this committee was asked to have the first colleges open their doors to students in September of 1965 (Whitelaw, 1973). By May 1965 it was evident that this objective could not be met causing the first colleges to come on stream in September of 1967.

COPEPP was established in February of 1965 and presented its final report in March of 1966 (Whitelaw, 1973). During those thirteen months the recommendations of the Parent Report were translated into working plans by the committee. This involved the first draft of Regulation Number 3 respecting pre-university and professional studies, a first draft of a curriculum and the development of The General and Vocational Colleges Act.

Formation of First Francophone Colleges

The General and Vocational Colleges Act became law on June 29, 1967. This enabled the first twelve colleges to open their doors in September of that year. More will be said about the General and Vocational Colleges Act in the chapter on Governance and Adminstration. However, it is important at this point to note that the Act made it possible for the amalgamation and conversion of institutions that existed at the time. In this way several existing institutions could share their facilities and resources and offer the college level curriculum approved by the Ministry of Education without having to invest large sums of money on capital construction or manpower. This provision accomplished two objectives in that it decreased the costs and time required to open a CEGEP and it provided for the coordination and standardization of the post-secondary system that existed in Quebec at the time.

It was through this process of amalgamation and conversion that most of the French CEGEPs were formed. Buildings were available as well as staff. There were problems with such things as ownership of the property since many institutions were either privately owned or church owned. There were also problems with the transfer and qualifications of staff which resulted in some colleges running short-staffed or staffed with inappropriately qualified personnel. Perhaps the most significant problem was the lack of qualified and experienced administrators to operate the new colleges. Most had come up through

the ranks of teachers and had no training or experience in administration. As a result, many mistakes were made and there was a rapid turn-over in staff at the adminstrative levels. However, in spite of the problems the French CEGEPs have flourished and in many respects they are meeting the objectives for a college system as outlined in the Parent Report.

Formation of First Anglophone Colleges

The development of the English-speaking CEGEPs is a different story from that of the French speaking sector. First of all, the English sector already had an operational system of education from elementary school through university. Second, the CEGEP plan would add one more year of study before university graduation. Previously a student could graduate from university following four years of study beyond grade eleven, but now under the CEGEP plan a student would have to study for two years at CEGEP then three years at university to get the same degree. Therefore, the English-speaking population of Quebec were, by and large, opposed to the CEGEP system and did not rush to have it implemented.

However, the General and Vocational Colleges Act and Regulation Number 3 made it mandatory for a Quebec student to have two years of college before entering a Quebec university. The English did not have an existing system of post-secondary institutions that they could convert to a college which meant that there were no buildings and no staff

available. The government was thus faced with a whole new set of problems associated with building a college from nothing. These problems centered around the acquisition of property for classrooms, equipment for laboratories, and hiring of staff. These problems were handled with varying degrees of success and frustration enabling Dawson College to open in the fall of 1969.

From these beginnings the college system grew until in 1976-77 there were 38 CEGEPs in total with four of them catering to the English-speaking sector of the province (Statistics Canada Report 1976-77, p.31). Since 1967 the colleges have significantly changed the post-secondary educational pattern of the province from one characterized by fragmentation and elitism to a system highly coordinated and made available to all who wish to make use of their services.

Collective Bargaining

Faculty unions and collective bargaining have been a predominant characteristic of the Quebec colleges from their inception. Through the Labor Code of 1964 the government of Quebec approved collective bargaining, unionization, and the right to strike for the public service including teachers. Included in this legislation, and thereby given the same rights, were the normal schools except for McGill, the technical schools and the classical colleges. Therefore, by the time the first colleges came into existance in 1967, the concepts and

processes of unionism and collective bargaining were well established among the teaching staff that became the instructional staff of the CEGEPs.

The government consolidated negotiations for all the public service when it passed Bill 25 in 1967. This meant that all sectors of the public service went through collective bargaining at the same time. Thus all teachers, from elementary teachers to college instructors, carried out their collective bargaining process at the same time.

The Rand Formula was also put into effect in 1967. The Rand Formula made it mandatory for all public employees to pay union dues whether they wished to become members of the union or not. Thus the payment of union dues became a condition of employment.

At the present time the teaching faculty at the CEGEPs are represented by two unions. Eighty percent of the CEGEPs are represented by the FNEQ, the Federation Nationale des Enseignants du Québec, which is affliated with the CNTU, the Confederation of National Trade Unions. The other twenty percent of the CEGEPs are represented by the CEQ, Centrale de l'enseignement du Québec.

When the CEGEP system began collective bargaining centered around the bread and butter issues of wages, pension plans, health care, etc. Now the collective bargaining is touching many areas that were

previously left to management. Matters such as formula for determining the number of instructors required, workload, and program development are now issues of negotiation. Collective agreements have become very large volumes that are complicated and technical in nature.

The administrative staff at the colleges are not unionized, although there is talk to do so. Their salary and working conditions are dictated by the provincial government in a document entitled 'Politique Administrative et Salariale'. The administrative staff generally do not enjoy the same degree of job security or tenure as enjoyed by instructors. Similarly, their salary is not significantly higher than the top salary paid to instructors. Therefore, from a monetary perspective and in terms of security of position, an administrative position appears to have very little to offer.

Conclusion

The CEGEP system is still young and developing. It has experienced constant changes in policies, procedures and regulations. However, it remains as a separate entity in the educational spectrum between secondary school and university. The system continues to provide accessible post-secondary education to all who wish to benefit from it regardless of their location in the province or their financial position. It has played a key role in bringing Quebec into the technological modern world within a time span of only fifteen years.

Chapter 4

ADMINISTRATION AND GOVERNANCE

The adminstration and governance of the college system in Quebec is affected by five acts of the provincial legislature. These acts are the Department of Education Act, the Superior Council of Education Act, the General and Vocational Colleges Act, the Amendments to the General and Vocational Colleges Act (Bill 25, 1979), and the Act Respecting the Council of Colleges (Bill 24, 1979).

Department of Education Act

In 1964 the government of Quebec passed the Department of Education Act. By this act the government took upon itself the responsibility for all public education. This responsibility had been previously left with the church. At that point in time post-secondary education at the college or pre-university level became the responsibility of this new Ministry of Education.

Superior Council of Education Act

The Superior Council of Education Act was also passed in 1964. The function of the Superior Council of Education is to advise the Minister on specific issues relating to education within the province. Some of these issues deal with college education and must, therefore, be referred to the Superior Council before the Ministry of Education can act. Generally, the areas of referral involve college name,

location, programs offered and certificates issued (Superior Council of Education Act, Section 28).

Council of Colleges

A College Council was established for the Province through Bill 24 in 1979. The general objective of the College Council is to advise the Minister of Education on the needs of college education and to make recommendations on policy, programs and other activities that the College Council feels necessary to meet the needs of college education.

The College Council is to be assisted in its activities by two standing committees; one committee is to deal with evaluation and the other to deal with professional teaching. The committee on evaluation has been visibly active but the other committee has not appeared to be as active.

In preparing advice for the Minister of Education the College Council is to seek the opinion of the public as well as all the constituents of the college milieu. Included in the college scene are the Board of Governors, the faculty, the students and the parents.

General and Vocational Colleges Act

In 1967 the government passed the General and Vocational Colleges Act which was the Ministry of Education's method of fulfilling its

responsibility for public college education. The Act was set up as recommended in the Parent Report and provided for the implementation of most of the Parent Report recommendations.

The General and Vocational Colleges Act was designed to establish a type of institution rather than a specific institution. as such, the Act had to leave considerable flexibility so that the various colleges could develop their own uniqueness and character. At the same time the act had to be firm enough to provide for departmental standardization, especially in the areas of finance and curriculum.

The Act established each college as an independent corporation governed by a Board of Governors. It specified the membership, appointment and tenure of the Board of Governors. It also specified the duties and responsibilities of the Board and its relationship to the Ministry of Education.

Board of Governors

As a corporation, the college is governed by a Board which is responsible to carry out the rights and powers of the college (General and Vocational Colleges Act, article 6). The composition, appointment and tenure of the board members was spelled out in section 8 and 9 of the General and Vocational Colleges Act and amended through section 4 of the Amending Act in 1979. At the present time all board members must be approved by the Minister after their nomination by their

respective constituency as follows:

a) five persons appointed for three years from the various sectors of the community served by the college.

b) four parents of students appointed for two years.

c) three members of the instructional staff nominated by the faculty union and appointed for three years.

d) one professional non-teaching staff member appointed for three years.

e) two regular students either full or part-time appointed for one year.

f) one member of the support staff appointed for three years.

g) The Director General.

h) the Academic Dean.

i) the Director of Student Services.

The first chairman of the Board was to be appointed by the Lieutenant-Governor-in-Council. Thereafter, the Board is to choose its own chairman annually (General and Vocational Colleges Act, article 13).

The Ministry of Education has granted to the college the power to administer its own internal system; to hire its own staff and to define their job functions; to manage its property; to set up the Executive Committee and the Academic Council; and to pursue its objectives (General and Vocational Colleges Act, article 19). The

Ministry has retained the power to approve all budgets and to provide the necessary funds through a variety of grants; to examine an annual auditors report from each college; to appoint the members of the Board of Governors; to make regulations regarding college admission, program curriculum and fee structure; and to issue diplomas and certificates.

Director General and Academic Dean

The Director General of each college is responsible to see that the decisions of the Board and the Executive Committee are carried out. The Academic Dean is responsible for all matters of an academic nature and to fill the role of the Director General in the latter's absence.

The Executive Committee

The ordinary administration of the college is to be carried out by the Executive Committee (General and Vocational Colleges Act, article 14). This committee is to be elected from the Board and chaired by the Director General. It is to carry out whatever duties and responsibilities are assigned to it through the by-laws of the Board.

The Academic Council

The Board is also required to establish an Academic Council (General and Vocational Colleges Act, article 16). The function of this Council is to advise the Board on the organization and development of instruction (General and Vocational Colleges Act, Article 17). The

Academic Dean is an ex officio member of this Council. The remaining membership of the Council has been negotiated through the collective agreement with the teaching faculty and is so designed to give the teaching faculty a fifty percent plus one majority membership. The collective agreement recommends a total membership of seventeen with nine faculty members. However, each college can determine its own membership within the bounds of the collective agreement through their own by-laws (Faculty Collective Agreement 1979-1982, Sec 4-5.03). The college being studied in this project has an Academic Council with a membership of seventeen made up as follows:

9 Faculty members.

2 Administration members with one being the Academic Dean.

2 Professional non-teaching staff.

2 Support staff.

2 Student representatives.

The functions of the Academic Council are stated in general terms in the General and Vocational Colleges Act (Article 17). These functions have been stated more explicitly in the Faculty Collective Agreement as follows:

'The Academic Council is to be consulted on the following questions:

a) The determination of criteria for creating departments and fixing their numbers.

b) The development and introduction of training for regular students, notably the development of new specialties and options in relation to the needs of the milieu and the

resources of the college.

c) The policies concerning academic development, notably and amongst others:

1. academic policy concerning the use of audio-visual and data-processing services;

2. academic policy concerning the library, the buying and selection of books;

3. the norms and the priorities concerning academic accoutrements; the furnishing and modification of teaching locals;

4. policy relative to the organization of teaching;

5. experiments and academic research projects.

d) The academic calendar and the fixing of variable leave dates.

e) Teaching transfers, agreements with other teaching institutions, modifications of educational structures, closing of options, programs and specializations, (partial or total transfer of an option) regionalization, the introduction of institutional courses in view of the academic possibilities.

f) Any policy concerning admission standards, classification and for the fixing of student quotas or choice of complementary courses offered to students.

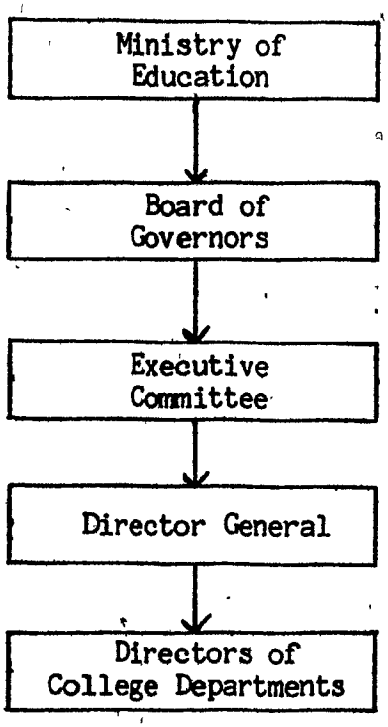
g) Policy concerning leave for academic research' (Faculty Collective Agreement, 1979-1982, Sec 4-5.02).

General Governance

The governance of this particular college follows the regulations as described above. Figure 3 illustrates this organizational structure.

FIGURE 3

COLLEGE GOVERNANCE

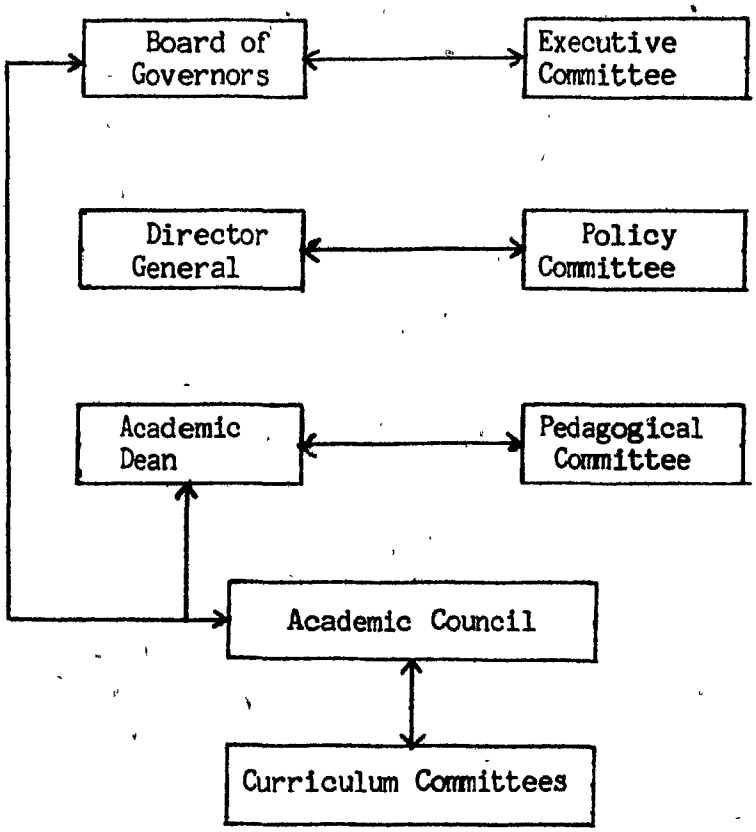


Academic Policy-Making

Academic policy-making is carried out through the various levels via a system of committees as represented in figure 4.

FIGURE 4

ACADEMIC POLICY-MAKING STRUCTURE



The Academic Council reviews and makes recommendations on all matters as described in the General and Vocational Colleges Act and the Faculty Collective Agreement. This Council has a standing committee to which it refers curriculum matters for study and input prior to the Council making its recommendations.

The recommendations may then go to the Pedagogical Committee. This

committee is composed of the Academic Dean and the mid-managers who report directly to the Academic Dean. The committee focuses its attention on the operational procedures and the budget allocations for the academic services. It discusses and implements broad pedagogical matters. The Pedagogical Committee may refer a recommendation to the Policy Committee.

The Policy Committee is composed of the Director General and those who report directly to that position. This committee seeks the input of its membership in terms of general matters as well as academic proposals. In specific terms the Policy Committee is concerned with policy and procedure ratification, operational coordination in following up college objectives and decisions, and as a clearing house for information considered of mutual interest to department Directors whose responsibilities encompass the full scope of college activities.

Academic policy that still requires the approval of the Board of Governors would then proceed through the Executive Committee to the Board.

Should a recommendation of Academic Council be rejected at any stage Academic Council is to be informed of the decision, in writing, stating the reasons for the decision.

Conclusion

The organizational structure for a CEGEP is clearly prescribed through legislation and each college in the system conforms to this structure including the college under investigation in this study. The question now is to investigate the effectiveness of this structure with particular reference to the Academic Council and its role in the academic policy-making process.

Chapter 5

RESEARCH METHODOLOGY AND DATA PRESENTATION

Research Questions

The following two questions will be addressed in an attempt to determine the role of the Academic Council in the academic policy-making process and to evaluate a model for the academic policy-making process.

1) Does the Academic Council carry out the mandate of the Educational Council as recommended in the Parent report?
2) To what extent does the academic policy-making process conform to the participatory decision-making model proposed by Richardson (1972) ?

In order to resolve the above questions the following sub-questions will need to be addressed:

1) What types of issues does the Academic Council address?
2) Does the Academic Council make academic decisions
   a) in the areas specifically assigned to it by the General and Vocational Colleges Act?
   b) in the areas specifically assigned to it by the collective agreement ?
3) Does the Board of Governors make academic decisions
   a) after consulting the Academic Council ?
   b) without consulting the Academic Council ?

c) consulting the Academic Council after the fact ?

4) Do the recommendations of the Academic Council become accepted and acted upon by the college?

Methodology

The methodology employed was based on the case study approach using one college during the time period of September 1975 to June 1980. The case study approach was chosen since each college can and does operate its Academic Council differently. Information was obtained from the other Anglophone colleges in order to define the general setting of academic policy-making in the Anglophone sector.

The college chosen was a well established Anglophone college that had a good set of Academic Council records for the years under study. During the years of the study, the college had operated with a stable administration and without any major disruptions to the policy-making process.

The time span from September 1975 to June 1980 provided five years of activity from which to seek the answers to the research questions. This study did not consider the activities of the years prior to September 1975 since those were the initial years of the college and much of the activity of the Academic Council during that time was associated with defining its role, establishing its direction and determining its position in the policy-making process. It was,

therefore, assumed that the Academic Council was well established and operating as intended by the act and the college by September 1975.

The data for the study was obtained from a detailed analysis of the minutes of the Academic Council and those sections of the Board of Governor's minutes that dealt with academic matters. The minutes of other committees on campus, such as the Pedagogical Committee and the Policy Committee, were consulted in order to trace the development of an academic recommendation. This data was supplemented through interviews with several key persons who were actively involved in the CEGEPs in general, and some who were involved with the particular college of this study.

For the purpose of the analysis, the activities of the Academic Council reported in the minutes were categorized into two general categories following those described by Likert (1961); namely, task activities and group maintenance activities. For this study the categories were defined as follows:

GROUP MAINTENANCE: these activities were associated with the maintenance of the group or council. They included discussions of role, constitution, membership, position of chairman, frequency of meetings, and the like.

TASK MAINTENANCE: These activities were activities associated with

accomplishing the tasks set before the group. These activities were subdivided into three subclasses as follows:

1) College Maintenance: these activities centered around the maintenance of the whole college. Activities such as academic calendar, student enrolment, job descriptions, administrative structure, and the like were included.

2) Academic considerations: these included the academic considerations of the Council characterized by such items as courses, program development, maintenance and discontinuation of programs, tenure of academic staff, entrance requirements and academic standards.

3) Provincial Issues: these activities related to province-wide issues such as the Nadeau Report (1975) or the more recent White Paper (1978) on college education.

The study concentrated on the academic considerations of the Academic Council and attempted to follow the recommendations made by the Academic Council through to their implementation or rejection.

The academic deliberations of the Board of Governors, as reported in the minutes of their meetings, were compared by issue and resulting policy with the academic considerations of the Academic Council.

This study was essentially descriptive and analytical in relation to the academic policy-making process of the college under study.

Limitations

This study was subject to two major limitations as listed below:

1) The study was based on one college and therefore any conclusions will have limited application beyond that college.

2) The study emphasized the process of policy-making and did not investigate socio-psychological affects on the policy-makers.

Data Presentation

Between September 1975 and June 1980 a total of 92 Academic Council meetings were held. Minutes covering these meetings were found for 87 meetings which left five meetings without records. During the course of the 87 meetings recorded through a set of minutes, a total of 547 agenda items were discussed. It should be noted that the items of discussion were identifiable from the minutes but the amount of time devoted to each item was rarely indicated.

The following profile appears when these 547 items are classified

according to the criteria described earlier in this chapter.

CATEGORY	ITEMS DISCUSSED (%)
Group Maintenance	21
College Maintenance	42
Academic Considerations	32
Provincial Issues	5

A total of 53 clearly identifiable policy decisions and/or recommendations were made during the time span of the study by the Academic Council. Of these recommendations, 29 could be traced through to the Board of Governors which approved 26 of the recommendations as presented or with minor modifications (Appendix B). The recommendations of the Academic Council were generally in the areas of academic calendar, student and faculty projections and matters dealing with complimentary courses.

There were three recommendations forwarded to the Board of Governors that the Board of Governors rejected. These dealt with one academic calendar, the appointment of a sector head, and the renewal of the Director General's mandate. The Board approved an academic calendar proposed by another sector of the college. The sector head was appointed and the Director General's mandate was extended by the Board of Governors against the recommendations of the Academic Council.

There were 24 decisions made by the Academic Council which did appear

in the minutes of the meetings of the Board of Governors but were implemented (Appendix A). These involved academic policy such as attendance records at examinations, cheating and plagiarism, credit equivalents, program transfers, academic awards, standing and advancement, and several other policies. Policy recommendations of this nature were forwarded to the Policy Committee which had the power and authority to approve and implement them.

The Board of Governors approved seven academic policy matters without referring them to the Academic Council and to which the Academic Council reacted after the fact. These items included a policy regarding tutorials, the appointment of an Assistant Dean, an open admissions policy, the appointment of a Media Resource Coordinator, a division between physical education and athletics, a remedial English report and an academic calendar extension. Several of these decisions were made by the Board of Governors during the summer months when the Academic Council tended to be inactive. The Board felt that the physical education - athletics issue was not a matter for Academic Council's consideration. The matter of the academic calendar extension was taken out of the Academic Council's mandate and assigned to the Board by the Ministry of Education. Finally, the Board made a decision on the open admissions policy issue without Academic Council's advice because of procrastination on that issue by Academic Council.

The minutes of the Board of Governors revealed Board decisions on six items which are never mentioned in the Academic Council minutes. These items included the appointment of two academic administrative posts, two enrolment projection reports, and the approval of two complimentary courses. The two complimentary courses were approved at the beginning of the college year just after the appointment of a new Academic Dean.

During the five years of this study a total of 66 academic policies were implemented. The Board of Governors approved 26 of these policies as recommended by the Academic Council. The Academic Council made three recommendations that were rejected by the Board of Governors and for which the Board established alternate policies. A total of 13 academic policies were established by the Board of Governors without a recommendation from the Academic Council (Appendix C). The Academic Council recommended 24 academic policies that were initiated without the formal approval of the Board of Governors.

The Academic Council's discussion items included concerns of group maintenance. Of the 547 items discussed by the Council, 114 items centered on the maintenance of the Council itself. These items included the annual change of membership plus a number of resignations and appointments during the year. However, the actual role and function of the Academic Council was discussed to some extent at 18 percent of the meetings with at least three complete meetings

and one full day session devoted to the topic. It was discussed at least once each year. In addition, the position of chairman was discussed at 26 percent of the meetings. The discussions dealt with either the resignation of a chairman, the appointment of a chairman, the role of the chairman, or some administrative assistance for the chairman.

The role and function of the Academic Council was discussed on only two occasions by the Board of Governors. In 1976 the Board was concerned about laison with the Academic Council and in 1978 the Board set up a committee to study the role and function of the Academic Council.

The activity of the Academic Council, in terms of academic policy recommendations and of discussion of its own role and mandate, are summarized in the following chart where 'total activity' is the total activity for the entire term of this study.

YEAR	% OF TOTAL ACTIVITY
1975-76	40
1977	24
1978	15
1979	15
1980	6

The Academic Council discussed two basic issues of a provincial

nature. The first was the GTX Report of 1975 in which DGEC (Direction generale de l'enseignement collegial) expressed their view on college education in Quebec. The GTX Report regularly appeared on the Academic Council's agenda during 1976 and 1977. The second provincial matter that appeared in the Academic Council minutes was the 'White Paper'. This item appeared in the minutes during 1977 and 1978. The 'White Paper' was published in 1978 under the title, 'Colleges in Quebec - A New Phase - Government Projects in the Area of the CEGEPs'.

Several changes in key administrative personnel took place either just prior to September 1975 or during the course of the study. First, a new Director General took office in January 1975. Second, the Academic Dean, in place as at September 1975, resigned and left the college in September 1978. Third, a new Academic Dean was appointed in June 1979.

The Academic Council tended to meet at regular intervals during the period of September 1975 to June 1980. During the early fall of 1975, the Council was meeting every week which appeared to be the practice from previous years. However, the Council decided to meet every second week and this practice carried on from the late fall of 1975 until the end of the study in June 1980. One exception to this took place during the winter of 1979 when the college was without an Academic Dean. From January 1979 to June 1979 the Council met only three times.

Summary

The college had maintained an almost complete collection of Academic Council minutes which covered the time span of this study. The types of issues discussed by the Academic Council were easily identified from the minutes. Recommendations and decisions made by the Academic Council were also readily identifiable. Consequences of these decisions and recommendations were traced through the records of the Board of Governors meetings or through the minutes of the Academic Council. Therefore, the data appears to be complete and should provide meaningful insight into the role of the Academic Council in the policy-making process.

Chapter 6

CONCLUSIONS

DISCUSSION OF FINDINGS

Activities of the Academic Council

The Academic Council addressed itself to issues of an academic nature and to matters concerning the role and preservation of the council itelf. In academic matters, the council generally dealt with those issues assigned to it by the Collective Agreement and the General and Vocational Colleges Act. However, some of the items assigned to the Academic Council by the Collective Agreement did not appear to be discussed by the council. These included policy concerning audio-visual and data processing services, the buying and selection of books for the library, experiments and academic research projects, and policy concerning leave for academic research. Some of these policies may have been established prior to September 1975, but the selection and buying of books for the library should have merited some discussion over the five years of this study.

Decisions and recommendations of the Academic Council were generally accepted and implemented by the college. The Board of Governors, except for three cases, approved the recommendations of the Academic Council.

The Board of Governors, however, established 20 percent of the total academic policies without consulting or obtaining a recommendation from the Academic Council. These policies included the appointment of several academic administrators, the renewal of the Director General's mandate, an academic calendar, an open admissions policy and two enrolment projections. This would indicate that the Board of Governors accepted Academic Council's recommendations on issues dealing with the routine academic technicalities such as cheating and plagiarism but did not trust Academic Council's judgement on issues with critical implications such as the renewal of the Director General's mandate.

Academic Council's discussions of group maintenance issues tended to center around the role of the Academic Council and the position of the Chairman. These discussions tended to be intensified during the fall of 1975, the winter 1976 and the winter of 1979. The problems of 1975-76 appear to have been brought about by the new Director General who had a different attitude and philosophy toward the Academic Council. Previous to the new Director General, the Academic Council considered itself to be a decision-making body and acted accordingly. The new Director General, however, considered the Academic Council to be an advisory body as specified in the General and Vocational Colleges Act. This lead to a measure of unrest and uncertainty regarding the nature and role of the Academic Council and hence much discussion concerning the matter.

The issue of the role of the Academic Council was again brought to the fore in the winter and fall of 1979. During most of this time the college operated without an Academic Dean. The Academic Council appeared to be directionless during the absence of an Academic Dean and then after the new Dean was appointed some time was required to establish the role and function of the Academic Council as perceived by the new Dean.

The marked decrease in the number of recommendations and decisions made by the Academic Council during the time period of the study is of interest. There are three factors that might explain some of this decrease. The first and most important was the change in the expectations and role of the Academic Council that took place during 1975-76. The change from a decision-making body to an advisory body was not taken lightly by either the Academic Council or by the faculty. The faculty members began to seriously question the value of the Academic Council. They appeared to lose interest in the Academic Council as well as in any academic matter that went beyond the courses for which they were responsible. This interest has evidently begun to reappear during the past year.

The second factor producing a decrease in the activity of the Academic Council was that during the early part of the study many academic policies were required and established. Policies such as the examination retention policy, policy on students with outstanding

debts and policy regarding attendance records at examinations were developed early in the study and remained in effect throughout the study. Thus the need to develop new policy decreased with time. Since these policies did not require revision during the course of the study they did not reappear in the minutes.

The third factor was that some of the items discussed by the Academic Council during the early part of the study had become the prerogative of the faculty union by the end of the study. The faculty student relations policy and the faculty projections for each year are two such items that were on the agenda of the Academic Council at one time but by the end of the study period were under the jurisdiction of the faculty union and were not considered an academic matter for Academic Council's attention.

In summary, the Academic Council played an important role in the academic policy-making process of the college under study. The Academic Council developed the academic policy that was required for the daily operation of the college. However, the Academic Council was not effective in the development of policy that had major implications that went beyond the confines of the campus. These issues were dealt with by the Board of Governors.

The role and function of the Academic Council depended upon the attitudes and philosophy of the Director General and the Academic

Dean. This dependence resulted in the Academic Council feeling confused and directionless during the times when the new people took these offices. However, the Academic Council played a major role in the academic policy-making of the college since 76 percent of the academic policies implemented were recommended by the Academic Council.

The Educational Council

The Parent Report recommended that each college have an Educational Council that was to have functions similar to those of the Academic Council. The general function that was to be assigned to the Educational Council was to coordinate departments, programmes and the various institutions involved in the programs. This could also describe the general function of the Academic Council since it has been given the responsibility to recommend to the Board of Governors in these areas.

There were, however, some major differences between what the Parent Report proposed in the Educational Council and in the Academic Council of this study. The first difference was the membership. The Educational Council was to be composed of the Director General, his assistants, the department heads, and certain instructors. The Academic Council did not include the Director General and it included only one of his assistants - the Academic Dean. It did not include department heads. The Academic Council included some student

representation but the majority of the membership was from the faculty union. These differences in membership have appeared to diminish the importance of the Academic Council in comparison with the importance that was envisioned for the Educational Council. The majority membership on the Academic Council from the faculty union tended to intensify the conflict between administration and the faculty and made it more difficult for the Academic Council to fulfil the role that was assigned to the Educational Council.

The second difference between the Educational Council and the Academic Council was that the Academic Council did not fulfil the role of being the 'nerve center' of the whole institution. The absence of the top administration on the Academic Council and the majority presence of the faculty union accounted for part of this difference. The other factor was related to the advisory role of the Academic Council. It was difficult for an advisory body to be a 'nerve center' giving life and direction to the institution. Such a function could be most efficiently and continuously carried out by a body that had decision-making powers so that it could initiate the action it deemed appropriate for the whole college. The Academic Council played a key role in the academic decision-making process, however, the 21 percent of the agenda items which related to the Council's role and mandate would indicate that the Council did not perceive itself to be the 'nerve center'. In the college under study the Policy Committee appeared to have been more in this position of 'nerve center'.

The Academic Council did not fulfil the role of the Educational Council as proposed by the Parent Report. The Academic Council had the potential to fulfil that role if its membership was restructured to include fewer faculty union members and more administration members and, in particular, the Director General. The role of the Academic Council would also have to be changed from an advisory role to a decision-making role in order to provide it with the power to be a 'nerve center'.

All College Senate

Richardson (1972) described a model for participative policy-making at the college level which involved the concept of an All College Senate. In its composition and function the All College Senate bears some similarities to the Academic Council. The All College Senate was to be composed of administration, faculty and students as was the Academic Council. The major difference lay in the fact that the All College Senate was to have equal representation from faculty and students. This equal representation was not practiced in the Academic Council because of the membership criteria spelled out in the collective agreement.

The role of the All College Senate was to provide a forum for the discussion and resolution of issues that were of concern to the whole college. The Academic Council had a similar, but more restricted role, in that it was to provide a forum for the discussion and

resolution of academic matters only. The All College Senate was to have decision-making powers with all of its decisions passed on to the Board of Governors. The Board of Governors could, if it deemed necessary, veto any decision made by the All College Senate. The Academic Council, on the other hand, had advisory responsibilities and may have had any of its recommendations prevented from reaching the Board of Governors through action of other committees or administrators.

Richardson's model did not take into consideration strong faculty unionism and even suggested that union philosophy and tactics would prevent the effective operation of an All College Senate. The All College Senate was to operate on a collegial model where information was to be shared freely in order to arrive at the best possible solution for the college. The Academic Council operated on a more political model where information was not necessarily shared in order to arrive at a solution that was acceptable to the majority of the members. The Richardson model , therefore, appeared inappropriate for the college involved in this study since strong unionism was an integral part of the college and of the Academic Council.

Richardson also suggested that many of the activities of the All College Senate be carried out by various Joint Committees which report to the All College Senate. Once again, this did not describe the Academic Council which did not make use of permanent joint committees

per se but used ad hoc joint committees for specific tasks.

Although there were some similarities between the All College Senate and the Academic Council, the All College Senate model did not describe accurately the academic policy-making process or the role of the Academic Council at the college that was the focus of this study.

Summary of Conclusions

The Academic Council addressed itself to group maintenance activities and task activities. Much of the group maintenance discussion was brought about by a persistant sense of uncertainty regarding the role of the Academic Council and its relationship to the Board of Governors. The task activities centered on the academic calendar, student enrolment projections, complimentary courses and program facility reorganization. These were the academic activities over which the college had some control. Many other academic issues, such as developing new programs and updating current programs, are the responsibility of the provincial government and, therefore, did not appear in the discussions of the Academic Council.

The Academic Council did make recommendations on the areas specified in the General and Vocation Colleges Act. However, there were four items listed in the Collective Agreement that did not appear for discussion in the minutes of the Academic Council. These were: policy

concerning audio-visual and data processing services; the selection and buying of books for the library; policy regarding experiments and academic research projects; and policy concerning leave for academic research.

The Board of Governors made most of their academic policy decisions on the basis of a recommendation from Academic Council. However on major issues, that tended to have public and, hence, political significance the Board of Governors acted unilaterally.

In spite of an active role in the academic policy-making process the Academic Council did not meet the expectations of the Parent Report. The Academic Council did not appear to be the 'nerve center' of the college.

The Academic Council conformed to Richardson's participatory decision-making model in its general concept and function. However, there were major differences in membership, attitudes toward unions, and relationships with the Board of Governors that made the model inappropriate for this college.

In summary, the Academic Council struggled to fulfil its role as specified in the General and Vocational Colleges Act and in the collective agreement. The lack of clarity regarding the expectations of the Board of Governors and the lines of communication and

relationships with other committees kept the Academic Council questioning its role. The Academic Council's ability to carry out its obligation to the General and Vocational Colleges Act and the collective agreement was further frustrated by the practice of the Board of Governors to either reject Academic Council's recommendations or not to consult Academic Council on the most important issues.

Central Council Model

The following Central Council model is presented in order to describe an academic policy-making process that will be more efficient in operation and meaningful to the participants.

The key element in the model could be a Central Council composed of administration, which includes the Board of Governors, the faculty and the students. The membership should be such that no one constituency has a majority of the seats on the Central Council. The Central Council, in order to comply with Quebec government regulations, would have to be advisory to the Board of Governors. It could be considered to be a sub-committee of the Board of Governors and could report directly to the Board. All recommendations of the Central Council would be communicated directly to the Board of Governors to be accepted or rejected. If accepted, they could become college policy and, if rejected, the Board must provide the Central Council with their rationale.

The Central Council could advise the Board of Governors on all matters of an academic nature. The Council could consider such matters as programs, courses, academic standards and other topics that relate directly to the academic component of the college and that have a direct affect on the college constituencies represented on the Council. The Council must be aware of the Collective Agreements in effect and make their recommendations within the parameters of those agreements. However, salary negotiations, work loads and working conditions are not issues to which the Central Council is to make recommendations. Similarly, there are concerns of the student body that are not directly academic and can be dealt with through separate channels with the Board of Governors or the faculty.

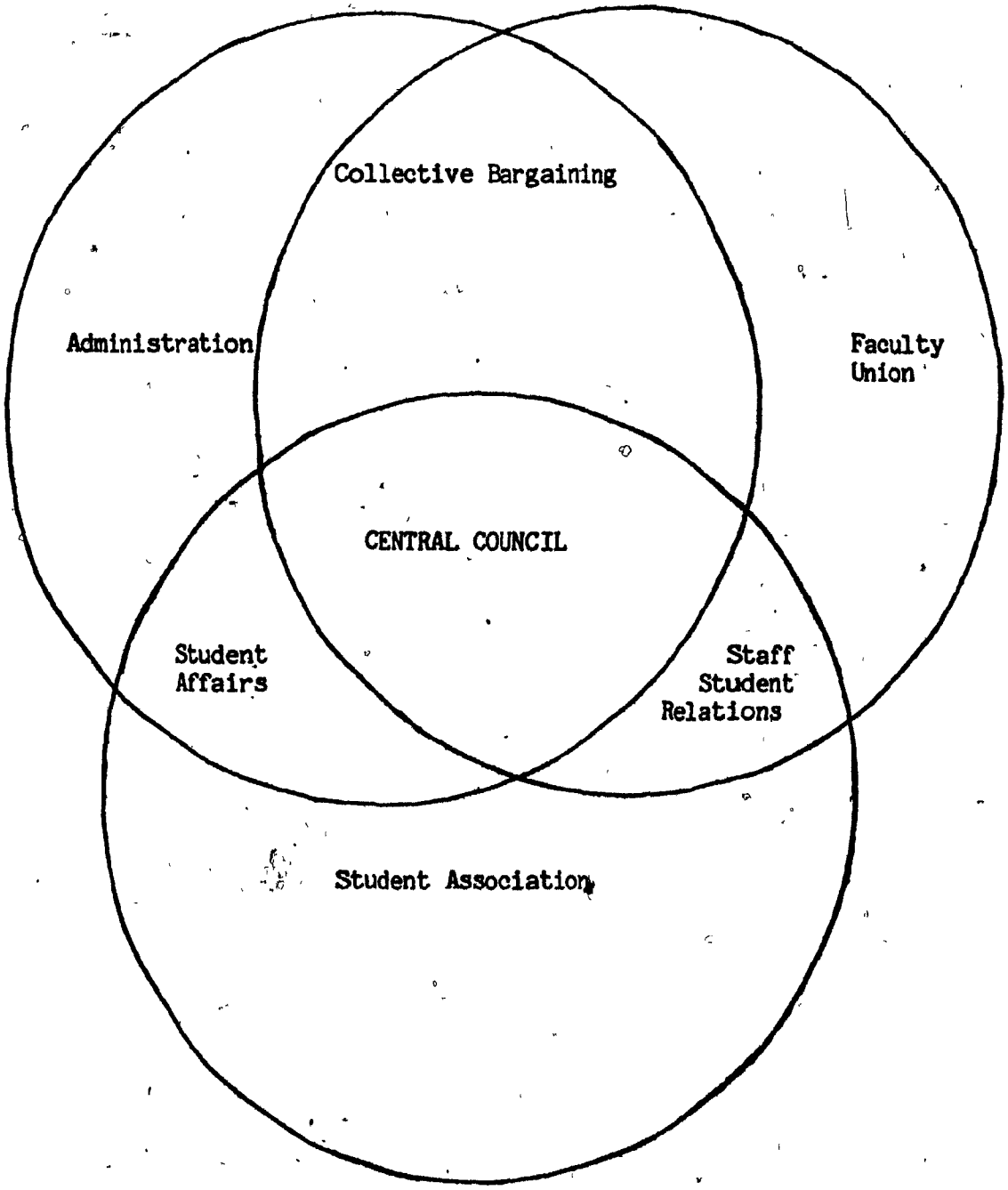
Figure 5 provides a diagrammatic presentation of the model. The Central Council appears in the center of the diagram where the administration, faculty union and student Association sets intersect. This represents the centrality and composition of the Council. The area where the administration and faculty union intersect represents an interface where issues such as collective bargaining are dealt with. Similarly, there are areas where the student association intersects with administation or the faculty union. These represent the communication links between the students association and administration and faculty to enable the students to deal with the appropriate group.

A successful Central Council could be one in which each constituency of the college has equal representation. The recommendations of the Council would be referred directly to the Board of Governors without the censorship of the Director General or some executive committee. Care must be taken to insure that the Central Council deals with all academic matters and that other issues are not discussed but are directed to other appropriate channels.

In the Central Council model there could be only one academic policy-making body and that could be the Board of Governors. The Board could make academic policy only after hearing the recommendations of the Central Council. Therefore, all academic policy must proceed through the Central Council who could make recommendations upon which the Board could act.

FIGURE 5

CENTRAL COUNCIL MODEL



Recommendations

The following recommendations are made in the hope that they could make the Academic Council more effective and efficient. They are a compilation of this research project, a review of the literature, and the author's personal experience in a college setting.

First, the Academic Council should operate as a standing committee of the Board of Governors and should report its decisions directly to the Board. The Academic Council has been established by legislation as a committee set up by the Board of Governors to advise them on specific matters. Therefore, the Academic Council should report directly to the Board and not have its recommendations filtered to the Board through an Academic Dean, a Policy Committee, or the Director General.

Second, the duties, expectations and lines of communication for the Academic Council should be clearly identified by the Board of Governors. Since the Academic Council is responsible to the Board of Governors, the Board should establish the function of the Council and the parameters within which it is to operate. This would minimize the confusion of role and function that the Academic Council often experienced.

Third, there should be a clear definition between the role of the faculty union in the Academic Council and its role in collective bargaining and welfare concerns. This definition could be difficult

since the Academic Council is based on a collegial model while the collective bargaining is based on a more political model. The ability of the faculty union to alter its approach when dealing with the Academic Council is critical to the successful operation of the Council.

Fourth, the Board of Governors should be the only academic policy-making body. The Board of Governors should obtain the recommendations of the Academic Council before any academic policy is established. Therefore, the Board of Governors and the Academic Council should develop an open, cooperative working relationship based on a collegial model. Other groups that are concerned about academic policy and which could have constructive suggestions and comments should be able to direct their input to the Academic Council and thus influence the academic policy.

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APPENDIX A

ACADEMIC COUNCIL RECOMMENDATIONS IMPLEMENTED WITHOUT APPEARING IN THE BOARD OF GOVERNORS' MINUTES

1. Academic awards policy.
2. Admission of deaf students policy.
3. Attendance records at examinations policy.
4. Calculation of class averages policy.
5. Changes in Electrotechnology program.
6. Cheating and plagiarism policy.
7. Confidentiality policy.
8. Continuing Education department representation on Academic Council.
9. Credit equivalence policy.
10. Credit for intercollegiate sports.
11. Examination retention policy.
12. Missed examination policy.
13. Nursing merger proposal.
14. Program articulation with universities.
15. Program transfer policy.
16. Research and development policy.
17. Responsibility for implementation of student award procedures assigned to student services.
18. Secretarial Science accelerated program.
19. Social Science department constitution.
20. Special Humanities program experiment.
21. Special program extension for one year.

22. Standing and advancement policy.

23. Student faculty relations policy.

24. Students with outstanding debts policy.

APPENDIX B

ACADEMIC COUNCIL RECOMMENDATIONS APPROVED BY THE BOARD OF GOVERNORS

1. Academic Calendar 1976 - 1977.
2. Academic Calendar 1977 - 1978.
3. Academic Calendar 1978 - 1979.
4. Academic Calendar 1979 - 1980
5. Enrolment Projections 1976 - 1977.
6. Enrolment Projections 1977 - 1978.
7. Faculty Projections 1976 - 1977.
8. The following complimentary courses:
   - laboratory Animal Care
   - Literary Publishing and Editing
   - Sign Language
   - Arabs and Jews: Dialogue and Confrontation
   - Economic Role of Women
   - Learning Skills
   - Energy and Society
   - Encounters in Space.
9. Appointment of a Science Sector Head.
10. Appointment of a Careers Sector Head.
11. Appointment of a Campus Director.
12. Appointment of an Academic Dean.
13. Renewal of an Academic Dean's mandate.
14. Extension of a semester.
15. Suspension of a program for one year.
16. Establishment of a permanent enrolment projections committee.
17. Attestation for a Canadian Studies major.
18. A special educational project - project 400.
19. An English testing program.

APPENDIX C

ACADEMIC POLICY ESTABLISHED BY THE BOARD OF GOVERNORS WITHOUT CONSULTING ACADEMIC COUNCIL

1. Appointment of an Acting Campus Director.
2. Appointment of an Assistant Academic Dean.
3. Appointment of a Curriculum Coordinator.
4. Appointment of a Media Resource Coordinator.
5. Enrolment projections 1978 - 79.
6. Enrolment projections 1979 - 80.
7. Policy regarding tutorials.
8. Open admissions policy.
9. English remedial report.
10. An Academic Calendar extension.
11. Approved the following complimentary Courses:
    Italian Civilization I.
    Italian Civilization II.