

A Report on the State and Needs of Education



1975/1976



Conseil supérieur de l'éducation

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GOUVERNEMENT DU QUEBEC
CONSEIL SUPERIEUR DE L'EDUCATION



A Report on
The State and Needs of Education 1975/76

Québec
1976

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Québec, novembre 1976



Monsieur le ministre,

Il nous est agréable de vous présenter le rapport annuel du Conseil supérieur de l'éducation sur l'état et les besoins de l'éducation pour 1975-1976.

Le Conseil vous soumet ce rapport conformément au mandat que lui confie sa Loi constitutive (S.R. 1964, c. 234, art. 9, par. c).

Nous vous prions d'agréer, Monsieur Le Ministre, l'expression de notre haute considération.

Le président,

Jean-M. Beauchemin

La vice-présidente,

Constance Middleton-Hope

Monsieur Jacques-Yvan Morin
Ministre de l'éducation
Gouvernement du Québec

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INTRODUCTION

Under the terms of the Act setting up the *Conseil supérieur de l'éducation*, this latter body is obliged to draw up an annual report of its activities and of the state and needs of education (R.S. 1964, c. 234, art 9c.), which report is then transmitted to the *Minister of Education* who in his turn submits it to the *Assemblée Nationale*.

The Council felt that it should draw up a separate report concerning its own activities, such report, which would be of an administrative nature (1), to contain, in line with the intrinsic importance of this major element of its mandate, the Council's appreciation of the situation of education in Québec 1975-1976.

The Council has grouped its analyses and comments under two main headings, the first dealing with elementary and secondary-level education, the second with post-secondary education. These two parts are prefaced by a discussion of certain questions which affect the overall educational plan. However, this part is rather schematic, since the Council notes that most of the questions thus discussed are still at the study stage and one can do no more than present the inherent problems. Finally, the report contains, in the form of appendices, a listing of the various opinions, recommendations and communiqués that the Council issued during the year (2).

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- (1) CONSEIL SUPERIEUR DE L'EDUCATION, Les activités. Rapport annuel 1975-1976, Québec, 1976.
 - (2) The results of the work of the various committees and commissions of the Council which contributed to the present report on the state and needs of education are available in the two following publications: L'éducation aux niveaux élémentaire et secondaire en 1975-1976. Analyses réflexives, Québec 1976; L'éducation au niveau post-secondaire en 1975-1976. Analyses réflexives, Québec 1976.



Part One

EDUCATION AND THE SCHOOL SYSTEM

CHAPTER I

COLLECTIVE AGREEMENT NEGOTIATIONS

Is it at all possible to comment on the state of education in 1975-1976 without first taking a look at the very serious impact the employer-syndical dispute has had on the school system? In numerous places, many plans, projects and common interests essential to any kind of educative activity have been severely damaged, if not totally destroyed in this long struggle. Once the climate has settled and the contracts are signed, we would do well not to forget this last crisis, the most recent in a series of many others.

TEN DIFFICULT YEARS

For the past ten years, the energy of both school administrators and teachers has been so thoroughly drained by disputes in labour relations that a large segment of the population is beginning seriously to question the credibility of our public school system.

SUCCESSION OF CRISES

The ever-growing list includes the regional strikes of February 1967 that led to the adoption of Bill 25; the mass-resignation of teachers in 1969 prior to the signing of the first provincial collective agreement; the crisis in the winter of 1971 over the declassification of teachers; the long struggle that culminated in the Decreed Collective Agreement of December 15th, 1972; and now the turbulent year of 1975-1976 that we have just witnessed.

INCOMPLETE REFORMS

During this period, the reform movement in the school system, initiated in 1964 as a follow-up to the study of the Royal Commission of Inquiry on Education, may have been remarkably successful in some ways, but one has to

admit that it never did really make as much progress as it should have. The majority of surveys show that most of the progress made applies to facilities and equipment and not to the quality of education. It is true that mass education and general culture expanded so rapidly that it was difficult for the reform movement to match their pace and exercise some measure of control. All the shortcomings or gaps cannot therefore be attributed to the impact of contract negotiations. Nevertheless, a great deal of energy was wasted, motivation dampened or destroyed. Some of the major plans that were suspended include the implementation of a dynamic educational approach in elementary schools, the designing and implementation of curricula in secondary schools, revision of the college level course of studies, definitions of teaching objectives for all levels.

*A COMPROMISED
SCHOOL YEAR*

The year 1975-76 was a particularly disturbing year for everyone. From the very start, many schools experienced a climate of tension and disorder. Most school districts were subjected to various kinds of harassment and vindictive tactics which resulted in total disorganization and even paralysis in many of their schools, if not their complete network, for periods of many weeks. Sudden cancellations or suspensions of courses and student activities, refusal by teachers to hand in results, a succession of "study days" or "sick-leave days", strikes or lock-out announcements, student or parent demonstrations in favour of one or other side. The whole scene resembled a sort of guerilla warfare, disastrous for the educational process and with a pernicious influence on youngsters now being introduced to the tactics of defiance and confrontation. The long duration of the conflict and the insidious events associated with it have left moral and emotional scars that may be very difficult to heal.

ACTION TAKEN BY THE COUNCIL

IN THE PAST

As far back as 1967, the Council sought to draw the attention of the Minister of Education and various school sectors to the gravity of the conflict of the previous year. It recommended that immediate action be taken to improve labour relations in the educational sector and suggested certain measures aimed primarily at clarifying the roles of the parties concerned in teachers' contract agreement negotiations (1).

Two other statements deserve to be mentioned. In 1970, owing to delays in salary payments to teachers, the Council recommended that solutions be found to solve the problem of the general financing of education (2). In December 1974, it submitted a study on the crisis of 1972 and suggested action aimed at preventing the repetition of similar incidents (3).

1975-1976

In its December 1974 recommendations to the Minister of Education, the Council hoped that the disastrous scenarios of 1969 and 1972 could be avoided in 1975. Unfortunately, one year later, the Council once more drew up another set of recommendations in the midst of a new crisis which no one seemed able to avert. Its recommendations were followed by a series of statements spread over December, February, April and May during the heat

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- (1) CONSEIL SUPERIEUR DE L'EDUCATION, The teacher Faces Social and Educational Change. Report 1965/66, 1966/67, Québec 1968, pp. 275-283.
 - (2) CONSEIL SUPERIEUR DE L'EDUCATION, Educational Activity. 1969/70 Annual Report, Quebec 1971, p. 189.
 - (3) CONSEIL SUPERIEUR DE L'EDUCATION, 1974/75 Annual Report, Quebec 1976, pp. 53-83.

of the prevailing conflict (1).

Particularly alarmed at the effect of the crisis on the moral training of school children, the Protestant Committee explicitly sought to advise the Minister that many aspects of the conflict were inconsistent with Protestant morality. It also wished to propose a system of binding arbitration whose implementation would be mandatory as the best possible process for resolving the conflict in the educational sector (2).

CONCLUSION AND RECOMMENDATION

The 1975-1976 contract negotiations in the teaching sector have proved to be extremely costly. We must do everything possible to avoid similar ordeals in the future. The Council intends to study the whole question of teachers' contract negotiations in order to contribute once more to finding more appropriate bargaining conditions for teachers. While it is not at this moment promoting any particular approach, the Council would nevertheless like to state that the introduction of the Commissioners into the area of school disputes is an act that offers possibilities that deserve examination.

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- (1) See appendix for these texts: The Impact of Collective Negotiations in the Teaching Sector on the Educational Climate, Recommendation of the Conseil supérieur de l'éducation to the Minister of Education, December 15, 1975; The Effect of Negotiations on Schooling, December 8, 1975; The Urgency of Mediation, February 13, 1976; Backing for the Three Commissioners, April 13, 1976; The Serious Threat to the Public Schools, May 19, 1976.
- (2) See Appendix: The Effect of the Current Negotiations on the Moral Training of School Children, Recommendation of the Protestant Committee of the Conseil supérieur de l'éducation to the Minister of Education, February 18, 1976.

The Council recommends to the Minister of Education
*that the Government take the initiative in formulating
a new collective negotiating process for the educational
sector.*

CHAPTER II

SCHOOL DECENTRALIZATION

Many former reports of the Council contain recommendations directed towards decentralization of the school system, at the elementary and secondary education levels, in particular. The MEQ document Vers un nouveau mode de fonctionnement du système d'enseignement élémentaire et secondaire (June 1975) distributed for consultation with the educational milieu of both levels has aroused the keen interest of the Council because it deals with an issue of vital importance to the educational system.

PRELIMINARY ANALYSIS

The above-mentioned document and several texts presented by various organizations on the same topic were subjected to an analytical study which led to the following initial observations.

- . Decentralization is at times perceived as a means, and at other times, as an end in itself.
- . Decentralization engenders different forms of apprehension and could create severe tension and opposition — the disappearance of all school board authority accompanied by a stiffening of departmental controls, or the exact opposite — if we do not talk more frequently with those persons who are the most affected by any changes to the present process, and succeed in formulating a joint project rather than accepting a technocratic reform.
- . Since 1964, school boards have given up much of their autonomy for the sake of obtaining greater and more diversified resources. Nevertheless, the advantages gained must not be incompatible with regional and local school board responsibility for their schools' operations and teacher-board relations.

- . Regional disparities require flexibility and caution when implementing measures for pedagogic or administrative decentralization.

VARIOUS APPROACHES

Considering the question as a whole, a first step is imperative — a study of the present Loi de l'instruction publique in order to see to what extent the terms of the Act permit a policy of decentralization such as the one proposed in the MEQ's document. What is the document's interpretation of the Act? What is specified in the Act as regards the financing of school boards and the management powers of the same boards? Would it be expedient to modify the Act? Such questions and many others require an in-depth study of the legal status of the parties concerned in any process of decentralization. The MEQ document, curiously enough, makes very little mention of the Act.

The events of the past year would also need to be explored through a survey of the current collective agreement negotiations in the education sector, and by an analysis of the attitudes that inspired the actions taken by the parties involved. It would be wise to scrutinize a number of factors, such as school board autonomy; governmental and departmental reactions to manifestations of such autonomy; the centralist or decentralist attitudes of the MEQ and of the school boards; the limits of board autonomy and of departmental control; those elements of the existing format of labour relations that might prove obstructive to attempted decentralization.

Finally, a third approach is suggested: to examine the recently adopted measures of the MEQ applying to the reorganization of its structures and services. Have these measures been drafted as a move towards real decentralization? Do they correspond to the guidelines traced out in the document submitted for consultation? This type of examination would permit one to test the accuracy of the plans that have been proposed.

PREREQUISITES

The Council is in no position at the present stage to formulate a firm opinion on the decentralization question. However, after a preliminary examination of the subject, it would like to emphasize the following points which it considers to be indispensable prerequisites to real local control and less government interference.

- . Any plans for school reorganization must be based on a clear view of the final goals and objectives of education.
- . School management should have as its chief goal the welfare of the educative function. School decentralization does not constitute an end in itself. Its aim is to make the organization of a school more flexible and better adjusted to the different needs of local communities.
- . All present thinking in the school sector on decentralization should be directed at achieving a clear delineation of the pedagogical responsibilities of the MEQ, the school board and the individual school, especially in cases concerning course content and programme design, evaluation of the quality of the teaching and learning process, the selection and practical application of educational activities, the choice of teaching material.
- . In the application of any policy of decentralization, consideration must be given to the state of preparedness of the different milieux and to their true desire to participate.

CHAPTER III

THE DECLINING SCHOOL POPULATION

Many school boards have been affected during the past few years by a decline in student enrolments which has had many repercussions on the organization of their educational services. In a number of cases, this factor may be attributed to population displacements but the recognized drop in Quebec's birthrate over a number of years has now led educators and school administrators to raise certain important questions.

Is the decrease in student enrolments a generalized phenomenon in Quebec? Will it extend throughout the whole of the school system?

What is the forecast for the next ten or twenty years with respect to the population in general, and to the student body in particular?

What kind of effect might a constant decline in the student population or a more or less marked fluctuation of this population have on school organization? What solutions should be envisaged for meeting the growing phenomenon of declining enrolments and for helping the school system to cope with it?

DEMOGRAPHIC ESTIMATES

The latest demographic estimates published by the Quebec Bureau of Statistics, as based on an average hypothesis (1)

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- (1) Perspectives démographiques pour le Québec: 4 hypothèses 1973-1986-2001, Québec 1976, 136 pp. Hypothesis B, stated as average (based on a combination of Birth-rate 1,8 and Migration - 7 000) leads Bernard ROBERT to claim that according to all existing available statistics, it is the hypothesis with the highest probability of realization, at least within the next few years, and as a result, represents the most credible path. (Ibid., p.8)

show a fairly continuous decline in groups of school age with an overall drop during the next twenty-five years (see Table 1). The same trend has also been demonstrated for school regions as a whole (see Table 2). It can therefore be concluded that the number of elementary and secondary school-aged children will never again be as high from now to the turn of this century as it was for the years 1966 and 1971. Besides, school attendance rates have almost reached the 100% mark so we can no longer count on increased enrolments compensate for the drop in Quebec's birth rate.

*PROBLEMATICS OF
THE ISSUE*

These data give rise to a number of questions and are indicative of the need for readjusting certain features of school organization to the new reality that has now been predicted. The consequences of these forecasts will have to be measured and solutions for reorganization developed. A few suggestions might be listed by way of illustration.

Might we consider integrating local and regional school boards?

Could individual schools be consolidated, or would it be preferable to maintain smaller schools composed of multiple-grade classrooms, if necessary?

Should we or can we operate as comprehensively as we are now doing in our secondary schools?

Could the handicapped be more fully integrated into regular classes in order to facilitate student-grouping?

Might more flexibility be introduced into the norms applying to the engagement and work loads of teachers in order to compensate for regional population fluctuations?

Should the training of future teachers be less centred on specialization and more on versatility, so that school boards may depend upon more adaptable personnel?

Should not school construction policies be revised in terms of the capacity of each milieu, i.e., maximum use of existing buildings; use of temporary buildings; use of modular-type constructions?

These are some points that are presently being studied by the Council, points on which it is looking forward to obtaining the views and opinions of the school boards.

Table No. I

OBSERVED AND PREDICTED POPULATION GROWTH IN AGES
BETWEEN 0 AND 19 FOR 1966-2001, AS COMPARED WITH 1966

Age-group	1966 ¹	1971 ²	1976 ³	1981	1986	1991	1996	2001
0 - 4	632489 100%	480520 75.97%	438626 69.35%	488515 77.24%	545861 86.3%	527916 83.47%	469263 74.19%	433831 68.59%
5 - 9	682874 100%	633645 92.79%	471297 69.02%	439521 64.36%	489611 71.7%	546925 80.09%	529050 77.47%	470556 68.91%
10 - 14	628210 100%	671370 106.87%	629239 100.16%	472321 75.19%	440862 70.18%	490705 78.11%	547920 87.22%	530072 84.38%
15 - 19	566315 100%	621290 109.71%	667342 117.84%	628979 111.07%	472589 83.45%	441276 77.92%	490929 86.69%	547902 96.75%
TOTAL	2509888 100%	2406825 95.89%	2206504 87.91%	2029336 80.85%	1948923 77.65%	2006822 79.96%	2037162 81.17%	1982361 78.98%

- (1) 1966 Canada Census
- (2) 1971 Canada Census
- (3) Figures for 1976 to 2001 taken from hypothesis B of the Quebec Bureau of Statistics, 1976.

Table No. II

OBSERVED AND PREDICTED POPULATION GROWTH IN THE 5 YEAR AGE-GROUP,
BY ADMINISTRATIVE SCHOOL REGIONS (1)

RÉGIONS	5 YEARS OF AGE			
	1971	1976	1981	1986
GASPÉSIE	4 940 100%	2 966 60%	2 833 57,3%	2 953 59,7%
SAGUENAY	5 615 100%	3 484 62%	3 256 58%	3 435 61,1%
QUÉBEC	17 705 100%	14 068 79,4%	13 748 77,6%	15 228 86%
TROIS-RIVIÈRES	7 840 100%	5 043 64,3%	4 725 60,2%	4 899 62,5%
ESTRIE	4 625 100%	3 552 76,8%	3 181 68,7%	3 441 74,4%
MONTRÉAL	62 525 100%	50 700 81%	51 837 82,9%	58 762 94%
OUTAOUAIS	5 315 100%	4 329 81,4%	4 422 83,2%	5 098 96%
NORD-OUEST	3 855 100%	2 641 68,5%	2 657 68,9%	2 922 75,8%
CÔTE-NORD	2 825 100%	2 133 75,5%	2 231 78,9%	2 670 94,5%
N.-QUÉBEC	240 100%	230 95,8%	229 95,4%	291 121,2%
TOTAL	115 485 100%	89 146 77,2%	89 119 77,1%	99 699 86,3%

(1) J. MONGEAU, Perspectives de population pour les territoires des C.S.R. du Québec, Montréal, INRS - Urbanisation, 1976, pp. 399 and 404.

OBSERVED AND PREDICTED POPULATION GROWTH IN THE 6 TO 11 AGE-GROUP,
BY ADMINISTRATIVE SCHOOL REGIONS (1)

RÉGIONS	AGES BETWEEN 6 AND 11			
	1971	1976	1981	1986
GASPÉSIE	35 370 100%	25 048 70,8%	17 257 48,7%	16 756 47,3%
SAGUENAY	41 600 100%	27 611 66,3%	19 987 48%	19 387 46,6%
QUÉBEC	122 280 100%	98 238 80,3%	84 113 68,7%	86 276 70,5%
TROIS-RIVIÈRES	57 120 100%	40 747 71,3%	29 672 51,9%	28 483 49,8%
ESTRIE	31 510 100%	24 932 79,1%	19 630 62,2%	19 391 61,5%
MONTRÉAL	418 655 100%	350 046 83,6%	306 166 73,1%	325 986 77,8%
OUTAOUAIS	36 380 100%	30 137 82,8%	25 796 70,9%	27 941 76,8%
NORD-OUEST	26 915 100%	19 444 72,2%	15 654 58,1%	15 751 58,5%
CÔTE-NORD	17 625 100%	15 387 87,3%	12 946 73,4%	14 046 79,8%
N.-QUÉBEC	1 265 100%	1 400 110,6%	1 397 110,4%	1 494 118%
TOTAL	788 720 100%	632 990 80,2%	532 618 67,5%	555 521 70,4%

(1) J. MONGEAU, Perspectives de population pour les territoires des C.S.R. du Québec, Montréal, INRS - Urbanisation, 1976, pp. 399 and 404.

OBSERVED AND PREDICTED POPULATION GROWTH IN THE 12 TO 16 AGE-GROUP

BY ADMINISTRATIVE SCHOOL REGIONS (1)

RÉGIONS	AGES BETWEEN 12 AND 16			
	1971	1976	1981	1986
GASPÉSIE	32 225 100%	27 526 85,4%	20 172 62,6%	13 522 41,9%
SAGUENAY	37 365 100%	33 392 89,3%	22 649 60,6%	15 915 42,6%
QUÉBEC	106 680 100%	101 704 95,3%	83 797 78,5%	70 733 66,3%
TROIS-RIVIÈRES	52 545 100%	46 803 89%	33 930 64,5%	24 233 46,1%
ESTRIE	27 815 100%	25 715 92,4%	20 639 74,2%	16 028 57,6%
MONTRÉAL	342 215 100%	356 747 104,2%	303 328 88,6%	259 185 75,7%
OUTAOUAIS	29 025 100%	29 777 102,6%	25 132 86,5%	21 134 72,8%
NORD-OUEST	22 625 100%	20 414 90,2%	15 132 66,8%	12 081 53,4%
CÔTE-NORD	11 800 100%	14 638 124%	13 217 112%	10 864 92%
N.-QUÉBEC	730 100%	1 030 141%	1 185 162,3%	1 176 161%
TOTAL	663 025 100%	657 746 99,2%	539 181 81,3%	444 871 67%

(1) J. MONGEAU, Perspectives de population pour les territoires des C.S.R. du Québec, Montréal, INRS - Urbanisation, 1976, pp. 399 and 404

CHAPTER IV

CONFESSIONAL AND CULTURAL MINORITIES

Does Quebec's school system violate the religious freedom of minorities, or does it contribute to the attachment of children of minority religious or cultural groups to Quebec society? Do schools foster intercultural exchanges that are enriching to students in general, and consequently, to the population as a whole? Such questions constituted the basic elements of a study undertaken by the Council.

The above questions could be treated from two different yet complementary aspects - from the purely denominational aspect concerning moral and religious education of youth belonging to minority religious groups, or from the more global aspect of the cultural identity of minority groups. There is little doubt that it is both difficult and undesirable to treat these two aspects separately because they are so closely intertwined. The study of the Council has nevertheless placed its priority on the confessional aspect.

THE LEGAL POSITION OF RELIGIOUS DENOMINATIONS IN THE SCHOOL SYSTEM

CATHOLICS AND PROTESTANTS

The school system comprises two separate networks of elementary and secondary public schools, Catholic and Protestant. Other schools are also included and shall be referred to later. Recognition of a school as "Catholic" or "Protestant" may be revoked, either at the school's own request or because the school does not comply with the Regulation of the Catholic Committee or that of the Protestant Committee, as the case may be.

Given the two major existing religious confessions in Quebec - Catholic and Protestant - the State has conferred on the two confessional committees of the Conseil supérieur de l'éducation responsibility for all moral and religious education provided in schools recognized as belonging to either Faith, and in other schools where such instruction is offered. It is also important to note that the State recognizes the authority of both ecclesiastical communities in the moral and religious training of the children of their respective confessions. The confessional committees of the Council are composed of representatives of parents, educators and of religious authorities.

RELIGIOUS MINORITIES

Parents of religious minority groups have the right to enrol their children in Catholic or Protestant schools. According to rulings by both Committees (Catholic and Protestant) their children may be exempted from moral and religious instruction and activities of a religious nature. Furthermore, all school boards "established for Catholics" or "established for Protestants" may open other schools. Concrete situations would have to be examined to discover just how satisfying these provisions are to minority groups.

Religious minorities may have some say on the school board in which their children are registered. However, no participatory structures exist at the provincial level for allowing parents to decide the kind of moral and religious instruction they would like for their children. Catholic and Protestant parents have at their disposal confessional committees within the Conseil supérieur de l'éducation.

La Loi du Conseil supérieur de l'éducation stipulates that the Council shall include at least one member who is neither Catholic nor Protestant. It is not within the limits of the Council's power to decide the aims of moral and religious education for either confession, as this is the role

of the Catholic and Protestant Committees. This provision of the Act nevertheless stipulates that it is the responsibility of the Council to safeguard freedom of conscience and religious freedom in the school system at large. It also invites the Council to concern itself with the positive attachment of cultural minorities to Québec society.

THE NUMERICAL POSITION OF QUEBEC'S RELIGIOUS MINORITIES

The statistics on this subject were taken from the 1971 Canadian census figures. They show that in Québec the two leading religious minorities are the Jewish and the Orthodox communities (See Tables I and II).

Table I

Religious Denominations in Quebec in 1971 *

Congregation	Membership figures	%
Catholics	5 226 150	86,71
Protestants	492 335	8,16
Others	232 590	3,86
	<u>Number</u>	
Jews	110 835	
Greek Orthodox	59 910	
Jehova's Witnesses	17 310	
Buddhists	1 130	
No religious affiliation	76 685	1,27
	<u>6 027 760</u>	<u>100,00</u>

* Statistics Canada, Section 92, 724, Table 10.

Table II

Student Distribution within the School Boards. *

Religious Denomination	No. of Students	%
Catholics	1 294 812	21,18
Protestants	88 953	6,26
Others	32 074**	2,26
No religious affiliation	4 280	0,3

* Statistics SIMEQ, 1974/75

** This does not include Jewish children attending private schools, who represent about 30% of the Jewish community.

PRINCIPAL EXPECTATIONS OF THE JEWISH AND THE ORTHODOX COMMUNITIES

In seeking to identify Québec's leading religious minorities, the main object of the Council had been to establish preliminary consultation with minorities so it could assess needs pertaining to the type of moral and religious instruction that is currently being provided for their children at school. Little consultation was required to establish the identity of the two major groups. We quickly confirmed however that it was difficult to avoid bringing in the overall socio-economic problems, since this was what those consulted were more concerned with.

MORAL AND RELIGIOUS EXPECTATIONS

Members of the Jewish and the Orthodox Communities were consulted. What they mainly expect from the school system is moral instruction based on fundamental human values that are essential to society at large. As to religious instruction per se, they would place more responsibility on the family and the community than on the school. They consider it most important that the school does not teach values that are opposed to the kind of religious values parents want to transmit to their children. Any school that offers religious instruction ought to be receptive to different beliefs. Many suggested that courses pertaining more to their own particular Faith should be taught in schools where their children constitute either a majority or a sufficiently large part of the student body.

CULTURAL EXPECTATIONS

According to certain evidence gathered, minority groups do not feel that the school milieu recognizes them as distinctive cultural groups with values and customs that contribute to the enrichment of society. There has never been enough positive and dynamic action on the part of schools in this respect. It should be normal practice

for most of the administrative and teaching staff of a school to be of the same culture as the majority of students. One sometimes finds serious adaptation and identity problems among children from cultural minorities, particularly the younger ones, who are torn between the values taught at school and those practised at home.

However, the groups consulted did not want to imprison themselves in academic ghettos. They want to be attached to and play an active part in the evolution of Québec society. At the same time, they want to be able to preserve or keep alive some of their own traditions and spiritual values.

EXPECTATIONS WITH RESPECT TO THE COUNCIL

The consultation results revealed that the Jewish and Orthodox communities both feel convinced they are not sufficiently represented on the Conseil supérieur de l'éducation, and, most of the time, are simply ignored.

Neither do they see the confessional committees of the Council, such as they presently exist, as suitable vehicles to represent their interests.

A STUDY THAT DESERVES TO BE PURSUED

This brief analysis of the situation has led the Council to carry on its study so that it can gain more understanding of the problems that are being encountered by religious minorities in the school sector, learn more about their expectations regarding the school, and above all, contribute to the establishment of eventual measures for more adequately attaching children of various cultural and religious minorities to Québec society, to the enrichment of the province as a whole.

The question of respect for freedom of conscience and religious freedom has to be situated within the context of our present school system which is based upon the

dominating presence of two major religious confessions at the elementary and the secondary school levels.

The Council would like to examine the welcoming arrangements in the school system, the implications and effects of the Act and regulations relative to the language of instruction, the specific learning problems of the children of minority groups and teacher education in relation to cultural pluralism.

These are special concerns that mark the mandate of a sub-committee of the Council now responsible for the continuation of this study. The committee's mandate reflects the questions raised at the start of this chapter and is defined as follows: to study the expectations of the principal religious minorities concerning moral and religious instruction for their children at schools; to examine various approaches for permitting schools to help attach different ethnic groups to Québec society, while, at the same time, assuring due respect for their cultural values.

The sub-committee has just started to operate this year. The consultation that is presently under way with members of the Jewish and Orthodox Communities will be continued and eventually expanded to include other groups or communities.

CHAPTER V

PRIVATE EDUCATION

In February 1975, the Minister of Education established a study committee on private education. At the time he issued a press release stating: "As Act 56 relative to private education has been in force for five years now, it is timely to take a systematic and exhaustive look at the situation of education in this sector. Furthermore, such review falls within the normal process of periodically assessing the policies of departments and governments". In a document forwarded to the Council in June 1975, the above committee's mandate was defined by the Deputy Minister as: "to examine the situation of private education; to study any problems encountered in the implementation of the Act, or in the various rules, regulations and administrative directives relative to private education; to evaluate the influence private education might have on the conduct and development of the school system; to study and assess different patterns for accomodating private education within a school system; to recommend, in case of need, modifications to the present status of private education". The scope of the mandate assigned to the committee permits it to study not only the outstanding problems of the private schools but the various questions and objections being raised about the private school system in general.

PROBLEMS OF PRIVATE SCHOOLS

If the private schools did, in effect, demonstrate much satisfaction with the proclamation of the Enabling Act on private education in 1968, they nevertheless protested the way some of its provisions were being applied.

*KINDERGARTENS AND
ELEMENTARY SCHOOLS*

To begin with, the kindergartens and the elementary schools were soon to condemn the restrictive method of applying the Act, whereby grants were given only to boarding schools. It was declared that this provision arbitrarily imposes a different form of treatment from that given to schools at other levels of education. It introduces criteria found neither in the law, nor in the regulations. It was particularly denounced in 1973, but the same situation prevails today. With regard to schools for handicapped children, even though subsidized, they are still faced with serious problems and are in need of increased support for the special kind of services they provide.

SECONDARY SCHOOLS

At the secondary level as well, implementation of the Act relative to the financing of institutions has also generated criticism. The grants to private institutions are, in fact, calculated on the basis of the average cost of education in a school board for the year that has just been completed. But when the Law was first applied, the funds allotted for the debt and for the capital expenditures of the public sector were subtracted by the MEQ. This state of affairs was corrected in 1971 by assigning to each subsidized institution a rental value equivalent to the debt of the school board, while taking into account the same construction and equipment norms. However, certain loopholes still remain which give cause for complaint. In particular, it is requested that the Act be amended in such a way as to take the average cost of education upon which the calculation of the grant is based as the cost which is predicted for the current year instead of that of the previous year, and that, in the determination of the rental value, some distinction be made between those schools which have to pay off former capital expenditure debts, schools which are planning to make new capital expenditures, and those which have neither any debts nor any foreseeable capital expenditures.

THE COLLEGES

The colleges have similar complaints. They would like to have the financial policy applicable to them permit them not only to support themselves but to grow and develop. What they especially want is to have access to their share of the subsidies that are set aside for research and experimentation in education and also to the resources that are allocated to adult professional education.

QUESTIONS AND OBJECTIONS OF SOME SECTORS

Apart from the demands of the private institutions themselves, there are other existing factors that would require appraisal. These factors may be listed under three headings: the evolution of the school population; the increasing tendency to favour private school education and the growing criticism of the support given to private school education.

THE CHANGING SCHOOL POPULATION

A demographic study conducted in 1973 revealed that between the years 1972 and 1978, there would be a drop of over 10% in the student population of the public system with a corresponding increase of 15% in the private sector (1). It predicted a significant increase in the case of secondary private schools which are the beneficiaries of departmental grants. This assumption now supported by first concrete evidence, has in the opinion of many, helped to favour the private sector even if it was not granted any special privileges.

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- (1) M. AMYOT, Estimation de la clientèle scolaire suivant les réseaux et niveaux d'enseignement, 1973/74 à 1977/78, ministère de l'Éducation, Québec, 1973.

The following figures were stated for the public system as a whole: according to a first hypothesis, a decrease of 306 658 students, or 18,2%; according to a second hypothesis, a decrease of 188 208 students, or 11,1%. Figures cited for the private sector were an increase of 13 220 or 12 220 students meaning an increase of 15,8% or 14,7%.

For instance, many school authorities are rigorously studying the financial norms of private schools, the admission requirements and selection criteria applying to students, the private sector's degree of integration in overall school planning. They ask if the social role of the private school is comparable to that of the public school, when it is almost exclusively preoccupied with general-type education and when its recruits are taken solely from among the most able or talented students. These questions are being raised with new acuteness, generated, perhaps, by the fear of having to close some of our public schools.

*INCREASED PREFERENCE
FOR PRIVATE EDUCATION*

On the other hand, the apprehensions created by the evolution of the public school system and the existing lassitude over the problems that generally surround it have led many parents to turn towards the private sector, where the environment is regarded as more stable and serene. The lack of discipline, the unfavourable psychological climate, the lack of attention towards students are some of the most frequent motives given, so it seems, for the noticeable disenchantment with the public sector. The fear, then, is that such factors influence the evolution of the school population by turning pupils to the private sector in a sort of popularity contest whose rules would not be the same for everyone.

*THE CONDEMNATION OF
PRIVATE EDUCATION*

Some people carry their recriminations farther and flatly condemn the private school which, in their view fosters a privileged élite, inhibits democracy and threatens the development of public education. Such persons consider that it is impossible for Québec to support two parallel systems and that it is necessary to cease subsidizing private institutions.

POSITION OF THE COUNCIL

These are some of the major elements of the investigation undertaken by the ministerial committee. The conclusions of its study are expected to result in a vast consultative campaign, as already announced by the Minister. Most attentive to the whole movement, the Council intends when deemed convenient to present advice or recommendations to the Minister.

PREVIOUS ADVICE

The Conseil supérieur is, in effect, still pursuing its reflection on this subject which led it to submit, in 1967, an opinion on the Associated Institutions System, and in 1968, an opinion on the Enabling Act respecting Private Educational Institutions(1). Supplementary advice on a point of implementation relative to the Private Education Act passed in December 1968 was submitted at a later date in response to the request of the private institutions at the kindergarten and elementary levels, as mentioned previously (2). The Council has also recently studied the question of private colleges in a special report entitled The College (3). To these opinions may be added the work of a sub-committee of the Council set up to examine the situation of private institutions. This committee's creation in August 1969, was due to the publication in June 1969 of the regulations of the Private Education Act, regulations which, when first enforced, had created various movements on the part of the institutions affected and on that of opposing groups.

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- (1) "The Associated Institutions System" in The Teacher Faces Social and Educational Change, Report 1965-67, le Conseil supérieur de l'éducation, Québec 1968, pp. 289-293. "The Enabling Act respecting Private Educational Institutions in the 1967-1969 Activity Report of the CSE, Québec 1975, pp. 171-176.
 - (2) "The Financing of Québec Private Institutions: Kindergarten and Elementary Levels", Annual Report 1973-74, p. 57.
 - (3) The College. A report on the state and needs of college education, Québec, 1975, pp. 103-104.

Two recommendations were later submitted by the committee, the first resulting in an opinion from the Council on accreditation presented to the MEQ in March 1971 (1) and the second leading to a study on methods for calculating the average cost of education for purposes of financing Québec's private secondary schools.

This study was assigned to Mr. Yves-Aubert Côté and two assistants, Mr. Omer Croteau and Mr. Jean-Guy Rousseau, all instructors at the "Ecole des Hautes Etudes Commerciales de Montréal".

*STUDY ON THE FINANCING
OF SECONDARY SCHOOLS*

At first, the study was meant to deal with the financial practices of 1969-70 but various difficulties were soon encountered and it had to be postponed. Resumed at a later date, the study's scope was expanded to include an analysis of the methods of calculating the average cost that had been used by the MEQ in 1969-70, and 1974-75. The study results were submitted to the Council and forwarded to the Minister in February 1976 in a report entitled "Coût moyen: étude sur la méthode de calcul du coût moyen pour fins de financement des institutions privées d'enseignement secondaire au Québec". The report was published by the Communications Service of the MEQ. For the moment, the Council has not taken upon itself to comment on the recommendations which are naturally those of its authors. However, action may be taken later if considered necessary, within the wider framework of the Council's current study on the private education situation.

The Council is still very much concerned with this whole question. With the cooperation of its component commissions and committees, it is compiling observations, collecting briefs, meeting with various groups in an effort to submit, when considered appropriate, advice or recommendations of its own.

(1) "Opinion regarding Accreditation", Annual Report 1970-71, le Conseil supérieur de l'éducation, Québec 1972, pp. 139-141.

CHAPTER VI

TEACHER TRAINING AND PROFESSIONAL IMPROVEMENT

This year, the Council and its Commission of Higher Education attentively followed the work of the MEQ and also that of Quebec's universities to improve teacher training and professional improvement. It is probable that within the next months, the Council will express its opinion on the basic features of any new proposed mechanisms or policies.

WORK UNDER WAY

The existing situation incited the MEQ and the universities to carry out studies and to harmonize their activities. In March 1975, an internal coordination committee was created by the MEQ with the following mandate: to design an adequate structure within the MEQ, for supervising the training of teachers; to give priority study to the practical training of teachers; to maintain ties with the teacher training institutions. Shortly afterward, a joint committee for concerted action was set up between the MEQ and the universities, a committee comprising the members of the MEQ internal committee and one vice-rector or vice-principal from each university in Québec. The major preoccupations of this committee include the division of responsibilities and the practical training of teachers.

Although this work has been somewhat delayed, the studies presently being pursued by these committees deal with fundamental problems and lead one to predict there will be notable improvements made in the future. Both the MEQ and the universities have begun to define what they now conceive to be their respective responsibilities, and discussions are under way for reaching an agreement. Where practical training is concerned, a special work group is making an inventory of methods in use throughout the province and it will be followed by a critical analysis

of the positive and negative features of these methods. A report should be ready by the autumn of 1976. As to the MEQ internal organization, it appears that within the near future, a Teacher Training and Improvement Service is to be created within the Higher Education Branch. Furthermore, different research projects are currently under way in certain universities, some colleges and in various other centres.

URGENT NEEDS

On several occasions, especially in its official opinion on "A Teacher Education Policy" (1968) and on "The Master Plan for the Professional Improvement of Vocational Teachers" (1975), the Conseil supérieur recalled those principles it considered crucial to the education and professional development of teachers. Moreover, in a statement on "Teacher Education" dated March 13th, 1974, the Conference of Universities, in its turn, pointed out certain essential elements that should be retained. Without going into the more fundamental aspects of both statements, the Council would like to remind those who are responsible for the studies in progress of the need for taking a good look at those statements for enlightenment on basic orientations derived from serious investigations and consultations. What the Council would prefer to point out, in the ten or so paragraphs that follow, are the most pressing needs at this point in time.

A CONSISTENT POLICY

"It must be admitted that the authorities have not as yet succeeded in establishing a clearly defined and completely coherent policy respecting teacher training". This statement was made by the Council in 1968 (1). Unfortunately, the statement is just as immediate today as it was in 1968. The general principles and objectives of teacher training have still to be defined.

(1) Le Conseil supérieur de l'éducation, Activity Report 1967-68, 1968-69, Québec Official Editor, 1970, p. 252.

After more than ten years of reforms in the school system, it is necessary and urgent to define an overall policy which affects, in the words of the MEQ "one of the key elements of the whole school enterprise"(1).

*TEACHER - EMPLOYER
PARTICIPATION*

Any policy regarding the training and improvement of teachers should be formulated in cooperation with them and their employers - the school boards, colleges and schools. The make-up of the present diverse work groups appears somewhat perplexing in this regard. It would not be fair to propose, nor impose on those whose zone of operations is the classroom, policies that have been fabricated more or less behind closed doors.

*DIVISION OF
RESPONSIBILITIES*

Reference has already been made to the discussions that are now under way between the MEQ and the universities on the division of responsibilities in the areas of basic training and professional improvement for teachers. After ten years of application of MEQ'S Regulation No. 4 concerning permits and licences to teach, and after the complete transfer eight years ago of teacher training from the normal schools to the universities, the issue has become urgent and imperative.

*OPTIONS FOR
TRAINING PROGRAMS*

A major change is taking place in the school population of Québec. On one hand, there is a significant decline in the number of youth at the elementary and secondary levels.

(1) Statement by the Minister of Education, March 6, 1975.

On the other hand, the number of adult students is increasing constantly, particular part-time students. At the same time, the widely accepted and promoted concept of continuous education inevitably involves considerable changes in our educative services. With this perspective, what happens to the training, the improvement and the upgrading of teachers? Should we prepare for specialists or for generalist teachers? These are questions that must be clarified. The Council believes that in future teacher training programmes, the accent will be placed on such aspects as basic training, self-understanding and interpersonal communication skills.

PRACTICAL TRAINING

This basic element, the teacher's practical training, is unfortunately badly organized and even neglected, at times. As mentioned earlier, efforts are being made to remedy this serious flaw. It would be expedient to evaluate the whole situation, to analyse the methods in use, and to define concrete measures.

PREPARATION FOR MORAL AND RELIGIOUS INSTRUCTION

The Council will briefly refer here to what will be treated later in the chapter on moral and religious education in the Catholic and Protestant sectors - such matters as the existing discordance between the needs of confessional schools and the type of training provided for the teachers. Publication of both the Regulation of the Catholic Committee and Regulation of the Protestant Committee is strongly indicative of serious gaps in information, sensitization and in the preparation of teachers within teacher training and upgrading programs. At the same time, the majority of our schools are recognized as either Catholic or Protestant and are obliged to meet the demand for moral and religious education. School authorities, commissions and principals are beginning to express their dissatisfaction.

openly and to call for precise qualifications in this area. In the overhauling or revision that is currently under way, it is most important that this special facet of teacher training be carefully borne in mind.

TRAINING TO EVALUATE

Teacher training should prepare teachers more thoroughly to handle vital and difficult evaluation tasks. This is a factor that has too often been overlooked. Teachers need to improve their skills in evaluating both their own work and that of their pupils.

CONTINUING EDUCATION

The world of education is evolving rapidly especially in relation to programme content and teaching methods. Teachers must always be prepared to adapt to change. In a variety of ways, the system should be able to foster staff improvement plans and to recognize the importance of professional improvement, whether this be accomplished at the level of salaries, leaves of absence or promotions.

REDUCTION IN PROVISIONAL TEACHING AUTHORIZATIONS AND TEMPORARY EMPLOYMENT DOCUMENTS

Recently published statistics by the Higher Education Branch of the Ministère de l'éducation reveal a disturbing situation regarding teaching permits, provisional teaching authorizations and temporary employment documents. In 1974-1975, 254 permits to teach were granted by the MEQ to teachers of children with special needs against 958 provisional authorizations and 336 temporary employment documents; that same year, the secondary and college professional education sectors were granted 142 permits to teach against 613 provisional authorizations and 214 temporary employment documents.

How can one avoid being uneasy about such a situation when it is known that provisional authorizations are awarded to candidates who lack all of the credentials required for obtaining a permit to teach, particularly in terms of psycho-educational skills, and that temporary employment documents are permitted to school boards, colleges or private schools to enable them to recruit people who are not legally qualified and who can not even satisfy the minimum standards of competence for obtaining a provisional authorization to teach?

*COORDINATION OF
UNIVERSITY SERVICES*

There are many university faculties or modules engaged in teacher training and improvement programmes. The resources are dispersed; there is a lack of coordination in information, admissions and registrations, and the programmes and activities are often in juxtaposition. It is important that each university pay greater attention to coordination or integration of its services in the interest of future or practising teachers.

*RESEARCH ON
REMUNERATION NORMS*

While it may be a legitimate motivation, the importance given to the number of credits obtained, or years of schooling, in classifying teachers is in danger of weighing too heavily on the latter's aim for professional improvement. The number of years of scolarity and experience alike now constitute the only criteria in the remuneration of teachers. Without doubt, it is no easy matter to define criteria that can take into greater account the workload and the performance of teachers, but research has to be encouraged and directed toward this end.

CONCLUSION

There has been no lack of initiative in the past ten years in the area of teacher training and professional improvement. One has only to refer to the committees created, the proliferation of programmes, and the accumulation of credits, for instance. This expansion of projects now demands to be rigorously evaluated through serious concerted efforts and in-depth reflection.

CHAPTER VII

PARENTS AND THE SCHOOL

One preoccupation of our school system has for a long time been its concern for the participation of parents. However, this concern has never quite managed to relate to the day-to-day operations of the school system in a way truly satisfying to either the parents themselves or to the school personnel with whom they wish to cooperate.

At the present time, this question is closely linked to other important issues in the world of education, e.g. decentralization, private schools, sparsely populated areas. The question is also related to new emerging preoccupations such as utilization of local community resources or utilization of school facilities for "non-academic" educative purposes.

HISTORICAL BACKGROUND

From the very beginning of Québec's school system, one notes the concern that has always existed for formalizing the rights of parents in education and a constant desire to foster the active participation of parents in various ways, starting with the consultative school committees down to the creation of a Service for Parents within the framework of the MEQ.

Indeed, some of these tentative ventures produced certain negative effects on parents, but school teachers and principals also often suffered the same ill-effects. Many people still refer today to the educational workshops, to the parent-teacher associations and to "Operation 55" in justification of their rejection of parental participation. Yet, literature can be found in the English-speaking sector, dating as far back as 1930, describing the spontaneous formation of parents' associations in some schools and the host of activities that were introduced by them into their schools, but these were eventually to create some

problems of coexistence with the consultative committees that were officially instituted at a much later date.

Legislation passed in 1971-72 set up two official modes of citizen participation within the school system - participation in the decision-making process, whereby any qualified citizen can be elected as a school commissioner, and participation with regard to consultation, a prerogative of the parents of children at any public school.

Officially recognized structures allowing parents to be represented in all schools through a school committee, and on every school board through a parents' committee, constitute an interesting and rather rare phenomenon in contemporary education.

For the past four years, these committees have been serving as "participation laboratories" in which different forms of positive (or negative) experiences are being tested. In effect, very many parents, teachers and administrators, particularly school principals, have expended a considerable amount of energy on these committees. Some groups are strongly critical of them whereas others are optimistic about the mechanisms that have been set up and have some rather precise ideas as to the way their operations might be improved. (1)

THE CURRENT SITUATION

Following this required "breaking-in" period of such structures, the time would now seem ripe to take stock of the situation.

(1) FEDERATION DES COMITES DE PARENTIS DE LA PROVINCE DE QUEBEC, Recommandations des ateliers concernant la Loi 27, Congrès annuel de la Fédération, Cap-Rouge, mai 1976. ASSOCIATION DES DIRECTEURS D'ECOLE DE MONTREAL, Informo, vol. V, no 4, mars 1974 and vol. VI, no 4, avril 1975.

THE PARENTS

School and parents' committees claim they lack the means, financial or otherwise, to function effectively and do not have enough real power to do very much. Many disillusioned parents who have donated much of their time to these committees refuse to participate the following year. Some even go so far as to register their children in private schools, once they have discovered the complexities of bureaucracy, whereby responsibilities are shifted from one level to the next with the result that all real power is centralized. They realize they are not being taken seriously, are not able to change anything and cannot even succeed in making themselves heard.

Other parents completely ignore the structures placed at their disposal, preferring to rely on direct individual pressure upon the Minister, their member of parliament, the regional bureau or other departmental agencies.

Others prefer to support organized pressure groups disconnected from the official structures. For example, "l'Association des parents d'Outremont", "l'Association des parents catholiques", "l'Association pour l'application du droit à l'exemption de l'enseignement religieux".

Nevertheless, many parents are reasonably optimistic about the mechanisms that have been set up. For instance, they try to provide for continuity from one year to the next. In certain places, parents, with the cooperation of school authorities, have managed to establish more effective structures for collaboration and cooperation between the committees and the school and between the committees and the parents they represent.

THE PRINCIPALS

Obligation to take part in school committee meetings creates an extra burden for a school principal. In fact, much of the action taken by school committees was initiated by the principals. They are the ones who most frequently have to plan the meeting agenda and stimulate committee discussions.

Some feel that all this is extra, useless work. On the other hand, others believe that in the long run, the extra workload is worthwhile and that these committees can make a worthwhile contribution to educational activity and to the climate of their school.

THE TEACHERS

Parental involvement in school affairs, in the educational process and extra-curricula activities also represents extra work for teachers, even though parents can be valuable assistants. Their presence does provide an opportunity to modify the role of the teacher to some extent.

Some teachers are hostile to parental participation and in particular, to the very existence of school committees. Others appear more favorable to them. Still others raise basic questions about parental participation in educational planning.

A considerable number of teachers are members of school committees in their capacity as parents. Certain parents are opposed to their presence on the committees, which, according to them, represents a conflict of interests.

SCHOOL COMMISSIONERS

The sudden surge of parents' committees at the school board level has aggravated relations between those responsible for education - commissioners, administrators and parents. Some boards doubt that parents committees will be able "to find their true place" in the school system. Others consider it necessary to re-examine their position coincident with an end to the physical expansion of the school system and with greater emphasis on the teaching-learning process. Do commissioners and parents each have their own special part to play?

*A PROVINCIAL STRUCTURE
OF PARTICIPATION*

The Government has passed legislation to foster parental participation at the local level. However, nothing has, as yet, been foreseen on a province-wide level. Nevertheless back in 1972, members of 80 newly created parents' committees convened in order to elect a provisional executive with a mandate to organize a provincial congress in the Spring of 1973. Since then, a provincial federation has been created but its operations were curtailed from the very start, notably by a lack of funds.

The chief aims of the federation deal with information, guidance, and coordinated services. Of the six roles listed in the federation's constitution, the object of greatest contestation appears to be that of its status of "official spokesman when common action becomes essential at the provincial level". Reason for opposition is that this body should be given the power and means to consult parents as a whole before speaking on their behalf. The federation should set up an official secretariat for providing information and animation services -- prerequisites to any meaningful participation on the part of parents.

THE QUESTIONS RAISED

A number of unanswered questions should be examined.

- Have the parents' committees created by Act 27 managed to co-ordinate their action, demands and complaints and to increase their understanding of and interest in school affairs or have they merely been drowned in the sea of other official or unofficial bodies instituted for school participation?
- What are the real functions and actual importance of these other channels for parental participation?
- Have these legally created committees ever blocked or impaired parental participation as a whole because of their rigid framework? Could it be that they may have

even reduced parental participation from what it was prior to Act 27? Why and how?

- On the contrary, have these committees permitted parents a real say in major educational issues at all levels of the school system? If so, on what particular issues? Through the use of what procedures and special resources? If not, what are the constraints that prevent parents from having real influence on these official committees?
- Do these committees have the power to open school doors to local community demands, interests or preferences, or do they primarily serve to convey decisions originating within the school system?
- How much does the official presence of parents at school or on school boards affect the roles of the other educators? Should there not be other more compatible styles or methods of management for ensuring the active participation of parents?
- Up to what point are parents prepared to participate in school affairs? What are the views, on this subject, of parents who participate actively and the views of those who choose to remain only slightly involved? What are the distinguishing features of both classes of parents?
- Are the parents' committees, as presently constituted, sufficiently successful in attracting and coordinating interest on the part of parents as parents, as well as the wider interest of the local community by making maximum use of one collective community resource as represented by the school? Do parents actually monopolize community-school relations?
- To what extent do school and parents' committees seek assistance, as permitted by the regulations (Articles 22 and 37), from resource persons who are neither parents nor have children at school? Who are these persons?
- Does legislation on the place of parents in the school system prevent schools from taking advantage of other community resources or from offering services to other branches of the community beyond children and their parents?

- What are the limitations of school development and control by the local community?

PROJECTED STUDY

Since its inception, the "Conseil supérieur de l'éducation" has always been deeply interested in participation, in educational planning. To quote from the Council's first annual report, the success of school reform rests upon the quality of the participation obtained: "If the effective cooperation of the population as a whole is lacking, decisions affecting the overall objectives of education will be doomed to failure because of the resistance they will meet" (1). The Council was referring here to one essential element in a policy of democratization. Now ten years later, with efforts needed to infuse new life into the reform, because of the realization of a lack of consensus on what actually constitutes "quality education" and awareness of the need for clarification of the definition of "values at school" (2), it would appear logical to consider an evaluation of the situation of parent-school relationships. Therefore, it is the Council's intention to initiate a study on this special subject in the course of the forthcoming year.

(1) Le Conseil supérieur de l'éducation, Participation in Educational Planning. Annual Report 1964-1965, Quebec 1966, p.16

(2) See JEAN BIENVENUE, "Valeurs en éducation et éducation aux valeurs". Address delivered at the June 12, 1976 Plenary Session of the Conseil supérieur de l'éducation.

CHAPTER VIII

SEX EDUCATION AT SCHOOL

Schools are increasingly being urged to play a part in the sexual education of adolescents. Some action aimed at supplying an answer to a very real and pressing need has already been undertaken by a number of schools. However, sex education at school is a complex issue that can easily stir up much controversy when its objectives are not clearly defined and understood. Parents, for instance, are particularly interested in obtaining more information about the objectives and content of sex education programmes at school.

Since this question inevitably entails moral and religious implications, the Catholic Committee thought it wise to make a study of the subject and to prepare a handbook of guidelines on sex education school programmes for use in Catholic schools (1). The position of the Catholic Committee and the guidelines that were established for schools recognized as Catholic have been summarized in the ten following statements which are being submitted here by the Council for purposes of general information.

HUMAN SEXUALITY

Human sexuality has very broad implications. It includes the basic facts of sex and reproduction and permeates the totality of the individual. It is part instinct, pleasure, relationship and commitment and finds true expression when these different components are reflected in an individual who is capable of experiencing friendship and love. What it represents, in effect, is a long period of apprenticeship.

(1) CATHOLIC COMMITTEE OF LE CONSEIL SUPERIEUR DE L'EDUCATION; Sex Education in the Catholic School Sector of Québec, Service général des Communications du Ministère de l'Éducation, Québec 1976.

CONCEPTION OF SEX EDUCATION

Sex education consists of something more than classes in anatomy and biology. It involves everything that can contribute to a clear understanding of the real nature of man and woman. It primarily consists of integrating the sexual dimension with the total living experience of a human being.

A NEED AND RIGHT OF YOUTH

Young people at their different stages of development — childhood, early and late teens — need sex education to help them understand the changes taking place within themselves and to help them assume direction of their own lives. They also have a right to sex information, which is essential to a complete and well-balanced education.

FAMILY RESPONSIBILITY

The leading role in sex education belongs to parents. Their part is crucial to and irreplaceable in the sexual and emotional development of their children.

SCHOOL RESPONSIBILITY

Schools have a very definite part to play in sex education, not only to fill in the gaps or compensate for a lack of sex education at home, but because schools are ideal places for children and adolescents to experience and to learn about human relationships. Their role consists of being able to offer youth a good opportunity to discover, more systematically and in a broader context than in the family home, facts and details about their sexual and emotional development.

*THE OBJECTIVES
AND CONTENT
OF SCHOOL PROGRAMMES*

The basic goal of sex education should be to preserve a balance between sex information and the progressive development of school students. The object of school programmes is to translate the above goal into precise objectives and to see that course-content and methods are adapted to different age groups. Five basic factors should be emphasized according to each level of learning: the basic facts that must be acquired; the student's ability to assimilate these facts; the attitudes that must be developed; the values that should be recognized and accepted; and the way in which all of the above relate to the social context.

*MORAL AND
RELIGIOUS VALUES*

Sex education contains moral and religious aspects that must be explicitly taken into account. When offered in Catholic schools, sex education must correspond to the Christian dimension of man and of sexuality. Christian faith and morals are also able to afford guidance and meaning to youth in their decisions and search for values.

*IMPLICIT AND
EXPLICIT EDUCATION*

There is an implicit form of sex education that permeates school life and which must be evaluated. This implicit form of education must be supplemented by a more explicit type of instruction that has been integrated into a wider programme of social education.

*WHO SHOULD TEACH
SEX EDUCATION*

The teacher responsible for sex education must be competent in his or her field although it is not absolutely necessary that he or she be a specialist in the subject. Preference should be given to dedicated teachers who are well accepted by their students and are close to them and who are able to reflect a set of values. Resource persons may occasionally be called on to provide extra assistance to teachers in this special field.

*OTHER AGENTS
IN SEX EDUCATION*

Valid sex education does not begin at school, nor does it end there. In fact, it will always be subject to the influence of many intervening factors — parents, educators, companions and other sources. That is why valid sex education requires the cooperation of all, so that individuals may react with one another as educative agents.

CHAPTER IX

ECONOMIC EDUCATION AT SCHOOL

A LONG STANDING CONCERN

The Québec community's lack of economic knowledge has been a constant source of concern in various circles for a number of years. In 1958, in order to better equip young French-Canadians to assume a more active part in the economic life of the nation, the "Association canadienne des éducateurs de langue française" instituted an economic education commission. In 1962, the theme selected for its XV Congress was economic training in education. Later on, in 1969, the MEQ designed a course of studies for secondary 4 and 5 entitled Introduction to Economics 412. Again, in 1972, the MEQ organized an experimental course called Programme of Personal, Family, Social and Economic Education for elementary and secondary schools, and more recently, in 1975, developed a new core-program entitled "Formation personnelle et sociale" also for elementary and secondary schools. For its part, the ministère de l'Industrie et du Commerce created an Economic Education Service primarily aimed at educating the public in the area of economics. Furthermore, the Chamber of Commerce of the Province of Québec, the acting spokesman for the economic sector, has, for many years, been strongly insisting in its annual publication "Politiques d'action" on systematic training in economics starting as early as elementary school. And the "Centrale de l'enseignement du Québec" has moreover manifested concern about the division of responsibilities that exists in the area of economic education.

DIMENSIONS OF THE PROBLEM

The Conseil supérieur in turn, notes that the whole question of economic education at school raises a number of questions that must be clarified, since it is impossible to deny the importance of the economic dimension in

the lives of all citizens. The scope of its proposed study on economic education will be limited to the elementary and secondary levels and economic education will be considered as an integral part of the total education of all school students.

In an effort to define the role of the school in this field, the Council intends to make an in-depth study of the following points in forthcoming months:

- the appropriate distinctions to be made regarding the nature and type of economic education courses, so that they correspond to different grade-levels;
- the whole system of course options, specialization, and prerequisites which prevents consistent training in economics at the present time;
- how the present subject-period schedule will be affected by the insertion of economics as a basic element of regular education;
- possible contributions of other organizations or sources outside the school in the economic education of students;
- desirable modes of communication and coordination between all governmental agencies concerned with economic education.

CHAPTER X

EDUCATION AND VALUES

During the past year, the Council made an in-depth study of values in education. This study touched on three major preoccupations, and at the same time, the limits of the study were determined by one specific question. The outline of this plan indicates certain elements of this important project, whose implementation carries over to 1978.

THREE PREOCCUPATIONS

TEACHING A VALUE SYSTEM

The problem of teaching a value system appears to be a universal one, but it is particularly acute in Québec because of the rapid changes to which we have been subjected over the past fifteen years. Not only have many traditional values been put in question, but the traditional way of establishing values has been more or less abandoned. One of the aspects of this problem which is particularly alarming is the almost complete lack of any clear and coherent educational philosophy or policy to guide educators and those in charge of education.

For a number of years now, the Council has been aware of this problem and has wished to contribute to studying and resolving it. The Council's mandate does in fact cover this problem admirably, since it is very much an educational problem and should interest all educators as being one of the most vital aspects of their mission. However, it is a problem which requires thought and consideration, and cannot be assumed into the immediacy of current administrative problems.

*TEACHING A VALUE SYSTEM AND
THE EDUCATIONAL ENVIRONMENT*

The teaching of a value system in the school cannot be separated from the overall educational environment. If one can, in the final analysis, conceive of a programme in mathematics or in chemistry without taking into consideration the overall life of the young person and the various influences which impinge on his or her affective and intellectual life, the same is not true when teaching a system of values. In order to establish contact with the realities of life, any reflection on a system of values within the educational plan, must of necessity, go beyond the mere frontiers of the school. One cannot, in fact, withdraw the school from surrounding society, at least, if one wishes to teach one's students to live in this very society. What we call the value crisis will obviously and inevitably have a daily and multifarious impact on school life. From another point of view, it is clear that one cannot define the true rôle of the school without taking into account the contribution of the other influences, family leisure, the media, to which the child or the adolescent are subjected. The Council was aware of this aspect of the problem when it set out to make a study of values within the educational system.

There is no reason, in fact the contrary is true, why the Council, when dealing with the question of values in the educational plan, should not likewise give its opinion on certain aspects of family action or the effect of the media. This type of approach is completely justified when one remembers that we are becoming more and more involved in the concept of continuing and continuous education, which implies the interaction of many different educational agents. However, the fact of saying that a reflection on a values system should be open to environmental realities does not mean that we have to make a detailed study of this aspect. Although the environmental element is important, it is also incidental. Moreover, our study does not deal with the environment as such, but only with that part of it which affects values.

*THE TEACHING OF A VALUE SYSTEM
AND SOCIO-POLITICAL EDUCATION*

The question of socio-political education has been in the air for some time now. In the Autumn of 1970, in response to a request from the Minister of Education the Council carried out a study concerning political indoctrination within the schools (1). More recently, public opinion was alerted to the problem with the publication of the Manuel du ler mai (2). The Minister of Education repeated his request to the Council for a study of the question. Following this request, the Council agreed to carry out this new study.

Although one could perfectly well write a separate study on socio-political education, it was felt that it would be preferable to include it in the more general study relative to those values for which a need is felt. On the one hand, it is evident that one cannot consider values without discussing their collective dimension, and without dealing with social values. On the other hand, any consideration of socio-political education will necessarily touch on a number of questions related to values. Given the overlapping of these two concerns, we felt they should be dealt with in one and the same study. Consideration of socio-political education will be put in better perspective, thanks to an overall discussion, and this itself may lead to new ideas on the subject. As for consideration of values, there will be less danger of remaining in the domaine of the abstract.

(1) Rapport annuel 1970-1971, Official Publisher of Québec, 1972, p. 142-150.

(2) Pour une journée d'école au service de la classe ouvrière Manuel du ler mai. Centrale de l'enseignement du Québec, April 1975, 76 p.

THE QUESTION

A value system is in itself a field of study with almost unlimited possibilities. Both the expression and the concept are liable to so many interpretations or can lead to so many different questions, that one is likely to be discouraged from the outset. Moreover, when one speaks of values in an educational plan, the problem grows even more complex, since one is adding to the difficulties of the theme of a value system itself, by bringing in its application to education. To add to the confusion, one is also trying to take into account the question of the educational environment, and find some sort of satisfactory answer to the questions that are being asked about the socio-political aspect of education.

In order to limit this vast area and bring it within manageable proportions we should ask one question, a question which will in itself indicate the direction and the different paths of our study. The question is this: What could be done and should be done in order that the teaching of values within the school system meet the requirements, some of which are new, of our day and age?

There are a certain number of advantages to a question of this nature. It does not involve the Council in recommending a specific value theory, nor lead it to describe the situation of values within present-day society, both of which would be dangerous subjects for an official organization such as the Council to deal with.

The question is so phrased as to direct one rather towards concrete actions, educational actions, in fact. Even if it is necessary to examine some theories, we do not wish to theorize. We will concentrate only on those aspects which can improve the present situation. A study of this nature will lead to the type of conclusion that the Council is seeking, and that lie within the very heart of its mandate: conclusions which describe the state and needs of education. Finally, this type of questions brings our research within the realm

of the possible. One cannot, in fact, hope to describe fully the situation of values in contemporary society. Nor is there any point in trying to dictate what type of education should be given in order to meet the requirements of the situation adequately. It would be excessively pretentious to try to do so. But it is not necessary to have a complete grasp of the overall situation and in the world of education, in order to be able to determine a certain number of improvements which can help in teaching a value system within the educational plan.

PLAN OF THE STUDY

The plan we have adopted divides basically into two parts. The first part is an analysis of what is happening to the teaching of a system of values, and in identifying the needs. The second part includes suggestions for the present and for the future, based on an examination and assessment of experiments and educational theories related to the teaching of a value system.

ANALYSIS OF THE SITUATION

The analysis of the situation can be carried out in two main ways: by examining the various aspects of the problem of teaching a value system, and by identifying the needs.

Only the study itself will allow us progressively to highlight the major aspects of the situation. Some of these can already be apprehended and indicated illustratively: the new factors which affect the teaching of a value system in the modern world; the difficulties which children and adolescents run up against when trying to identify values; the advantages and the limitations of the traditional approaches to values in education; the effect of educational activities within the school.

The study must also cover the needs and difficulties of the overall educational context: the family, leisure,

mass media. But more attention will be paid to indicating the needs of the school milieu itself. The teaching of a value system in general immediately raises a certain number of questions: the place and contribution of moral training, of religious education; the role of the teacher; the respective importance to be given to values and valuing; the respective importance of the emotional and the intellectual; the respective importances of the body of knowledge to be acquired and the attitudes or aptitudes to be developed. The teaching of a social value system as such should be examined with particular care, in order to meet the needs and answer the questions that recent events and discussions have brought out. The study at this point should deal with the important questions, such as the school and the class struggle, the school and ideologies, teaching and political options.

PROJECTS FOR THE PRESENT AND FOR THE FUTURE

The basic question which underlines the present study should then be exploited in order to promote suggestions likely to help those authorities involved in the teaching of a value system to meet more adequately the needs of our society. A programme of educational activity in the field of values, naturally, should have as its inspirational basis the best elements of research and study in the area, whether it be in the analysis of the situation, or in the systematic investigation of research and experiments carried out here and abroad. It should respond as fully as possible to the needs that have been brought out in the first phase of the study.

CONCLUSION

In his speech to the general assembly of the Council, in June 1976, the Minister of Education declared: "When you attempt to clarify the numerous and profound ambiguities which characterize the teaching of a value system, you are really picking up the gauntlet". Nevertheless, the Council has undertaken this study with determination, aware of the challenge it implies,

but at the same time aware of its importance and timeliness. Indeed, the speaker continued: "Not only is the theme of values in education one which corresponds to the questionings of our present-day society, but, even more decisively, it is an educational foundation stone which can be instrumental in renovating the school reform which we are bound to continue".

Part Two

ELEMENTARY AND SECONDARY SCHOOL EDUCATION

CHAPTER I

THE EDUCATIONAL PROGRAMME OF THE ELEMENTARY SCHOOL

"Each of the terms specified (in the school calendar) shall include, in variable proportion:

- a) Work organization activities by which pupils identify tasks to be accomplished, and during which they receive or prepare a work plan.
- b) Learning and educative activities including: lessons, exercises, community visits, research projects, interest groups, games, communication workshops, etc.
- c) Activities of consultation, evaluation and synthesis including: group exchanges, reports, verbal accounts, tests, examinations, verbal self-evaluation, written self-evaluation, etc.
- d) Supplementary recreational activities for 6, 7 and 8 year old pupils. (Regulation no. 7 of the ministère de l'Education, Section 10).

Since September 1971, all schools offering regular kindergarten and elementary school education are required to organize their educative activities along the lines set out in Section 10 of Regulation No. 7 of the MEQ. However, the frequent testimony of school teachers is that the pedagogical reality of the elementary school is considerably different from the situation required by the above mentioned Regulation.

THE SITUATION AS OBSERVED

PERCEPTION OF THE PROPOSED ACTIVITIES

According to the persons or groups consulted (1), the activities required by the regulation fall into two groups: first, those which specifically belong to the school; and secondly, the recreational activities. The first group of activities includes work organization, learning and development, consultation, evaluation and synthesis. These are acceptable to teachers generally, although the emphasis is mainly placed on the learning and development activities while the other less concrete, less clearly defined activities are often neglected. Besides, there are many difficulties associated with the realization of these activities - too many students per class, lack of personnel, inadequate class space, rigid timetables, poorly furnished libraries, no available funds. The recreational activities are considered by teachers to be less acceptable. In fact, few schools have organized such activities and find it difficult to do so.

IMPACT OF THE REGULATION

Is Regulation No. 7 compulsory? Does Section 10, the application of which would be difficult to measure, really have the force of a regulation? The related guide-books issued by the MEQ in order to help teachers implement the proposed activities give the impression that the section represents an ideal situation (2). The compulsory character of the Regulation and the definitions of activities seem to be equally obscure.

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- (1) The Commission of Elementary Education visited many different schools and regions in order to meet with teachers, principals and parents. Interviews were also held with educational counsellors, educational development officers, Mission 7 staff and school organization specialists.
 - (2) Les activités de détente et la formation à l'élémentaire, ministère de l'Éducation, Québec 1972, 48 p. The School, a Living Environment (2), (Elementary), ministère de l'Éducation, Québec 1975, 84 p.

There has also been a serious shortage of the support needed to implement this regulation. Some of the guide-books were issued at an extremely late date.

The assistance of the educational development officers and specialists in educational organization and the efforts of Mission 7 staff at the elementary level, while valuable, have not produced the desired results.

Some school boards however have initiated reform. It is thought that about 10 to 20 per cent of Québec's elementary schools are today implementing Section 10 of Regulation No. 7. Moreover, the isolated and unpublicized efforts of many school principals and teachers committed to the reform must be taken into account.

INTERPRETATION OF THE SITUATION

How should this situation be interpreted? The changes introduced do not appear to have greatly affected the attitudes of teachers and parents towards the school itself. A school that has diversified its activities and solicits the active participation of the child, as recommended by Regulation No. 7, is surely quite different from the school that most teachers and parents knew.

A CHANGE OF ATTITUDE

Many teachers now required to change traditional teaching approaches, have had to readapt to comply with the new demands for class leadership and greater cooperation with their colleagues. In order to avoid clinging to the past or misinterpreting the goals of the school, parents should be made aware of the true aim of school reforms. And, despite the time demanded by their administrative tasks, principals must provide direction and leadership at school and be prepared to foster innovation. Finally, those who are primarily responsible for the organization of education must stop issuing guidelines, and start providing the means to do the job.

Above all, it is most important for all educators to be fully convinced of the benefits to be gained from the active participation of the child in its process of self-education. It should not be necessary to spend time demonstrating that the activities proposed permit children to develop qualities such as initiative, cooperation, leadership, self-confidence, and organization skills.

NEW REQUIREMENTS

It is obvious that merely desiring a new climate in the school is not enough to ensure that the principal agents of the transformation will suddenly acquire the necessary motivation and competence for carrying it through. The profound changes inherent in the implementation of Section 10 of Regulation No. 7 require a restructuring of physical facilities and environments, special human and material resources, new operating norms or budgets, and some decentralization of the decision-making process. As long as these demands are not met, it will be difficult to launch reforms with any degree of conviction.

Adequate instruments are also needed by schools, both for evaluating the performance of the students in the various activities proposed, and for measuring the results obtained by the schools.

CHANGES NECESSARY

The kind of educative activities advocated in Regulation No. 7 meet the basic needs of the child: self-expression, communication and discovery through the pursuit of a variety of experiences. It is important that these activities be implemented in all schools and not just in a few privileged ones.

NEW APPROACHES TO TEACHING

Enhancing the quality of education requires and leads teachers to adopt new approaches that will transform the atmosphere of the classroom and the very nature of the pupil/teacher relationship. Certain conditions must prevail if one is to foster the development of new attitudes or approaches.

SUPPORT FOR TEACHERS

If teachers are to accomplish their tasks properly, certain limits will have to be set on the size of student groups. Also, teachers must be fully informed prior to the launching of new programmes. Again, they should be able to find inside the school itself some form of stable pedagogical support related to the concrete needs of teaching, instead of having to rely on certain forms of transient and extraneous support.

Personnel and equipment needs must be re-examined: support staff such as recreational specialists and librarians must be recruited; classrooms must be more functionally organized; there has to be a greater allocation of equipment for recreation and sports and improvements to school grounds.

Attention must be paid to the schools selected for the practical training of new teachers, for instance, schools or classrooms where the activities advocated in Regulation No. 7 are being fully applied. To enable such schools to accept large numbers of student-teachers, it is essential to provide them with all the needed resources.

PARENTAL SUPPORT

Many parents are actively concerned about their child's progress at school. Suitable information would not only help them to understand the new changes under way but also to become involved and to lend their support.

Some parents take an active part in school activities and in some sectors have demonstrated a good deal of dynamism and imagination in worthwhile experiments.

THE PRINCIPAL'S ROLE

The principal's time is being monopolized by administrative tasks to the detriment of his or her rôle of educational leadership. Because he or she is usually obliged to justify every action by completing bureaucratic forms, the principal does not have the necessary freedom for concentrating on innovations.

TEACHER EDUCATION AND PEDAGOGICAL TECHNIQUES

Education specialists must acquire in-depth experience in schools, by participating in the day-to-day work of teachers and by studying their pedagogical techniques. This kind of immersion would not only help to increase their competence as coordinators or counsellors, but enhance their own credibility as well. They would also be better qualified to carry out certain basic and very essential studies on such subjects as the development of new approaches to teaching which would meet the requirements of Regulation No. 7, and the development of new evaluation methods.

CONCLUSIONS AND RECOMMENDATIONS

The experience of many schools demonstrates that Section 10 of Regulation No. 7 is meaningful and worthwhile. Furthermore, new experimentation must be encouraged and evaluated. We must divest ourselves of any form of control that could stifle initiative and creativity.

The implementation of Section 10 of Regulation No. 7 in all of our elementary schools and the development of the new outlook it presents are tasks that have yet to be achieved.

To succeed, it is important that strategies be devised for producing a new changed outlook among teachers and parents, and for obtaining the conditions that are conducive to the realization of the educative activities advocated in the Regulation.

The Council therefore recommends:

that school boards agree to take priority action to implement Section 10 of Reg. No. 7 in all schools under their jurisdiction according to a fixed schedule determined in cooperation with the MEQ and the teachers, conscious that it is above all a matter of a new pedagogical outlook that must be instilled in their respective milieus;

that the MEQ, in response to school board action to implement Section 10 of Reg. No. 7, revise its administrative and budgetary norms so as to adjust them to the operating procedures of the new elementary school, based on objectives of continuous progress and the total development of the child, thereby, permitting at least a reorganization of available resources if not additional human and material support;

that the MEQ, in cooperation with the school boards, design suitable instruments for measuring the attainment of the objectives of elementary schools and kindergartens, while aligning its action on evaluation with a policy that distinctly marks out separate areas of competence and responsibility, as already recommended by the Council;

that the MEQ and the universities, in keeping with their separate roles, bear in mind in their training and professional improvement programmes for elementary and pre-school teachers, the stringency of the requirements that are involved in the implementation of Section 10 of

Regulation No. 7; that teachers be trained to organize and to evaluate school work with the active participation of the child, and to organize diversified learning and training activities within the framework of a policy of leisure activities and sports;

that the universities, in conjunction with the school boards and the MEQ, consider the implementation of Section 10 of Regulation No. 7 as one of the criteria for selecting the elementary schools adopted for the practical training of future teachers;

that the MEQ authorize the engagement of a larger number of resource people to work at the local level in close cooperation with the teaching team in order to provide for sustained and permanent help in special pedagogical projects stemming from the application of Section 10 of Regulation No. 7.

CHAPTER II

THE TEACHING OF FRENCH AS THE MOTHER TONGUE AT THE ELEMENTARY LEVEL

A COMPLEX ISSUE

ROLE OF THE SCHOOL

At the outset it is important to understand that there are presently two realities in full evolution in Québec - one is the elementary school, which has been experiencing educational reforms for the past ten years, and the other, the French language, which has been recently the subject of much concern. As regards the mother tongue, the role of the elementary school is to continue a learning process mostly initiated at home. A child arrives at school with reasonably well-developed language skills, i.e. vocabulary, verbal structures and sentence constructions. He is able to express himself and understands spoken language. The elementary school's role consists in furnishing him with the instruments that are essential to use and understand spoken language (how to speak and to listen) and in providing him with the techniques of written language (how to read and to write).

No one can deny the importance of language, both as a means of communication and as a tool crucial to the attainment of all knowledge. Nor can anyone deny the importance of the school's place in language training. The difficulty, however, is to ensure effective action on the part of the school in language training, all the more so because of the limited influence schools generally have in this area. Children are also educated by external agencies. The "parallel" school plays a role of prime importance, especially in connection with the learning of the mother tongue, for the language spoken at home, that of companions and of certain television programmes frequently cause children to question what is being taught or advocated at school. That is why it is the school's duty to exercise greater influence not only on the children but on all other agencies if it is to assume leadership where quality is concerned.

*SIGNIFICANCE OF
THESE OBSERVATIONS*

The widely differing opinions concerning the situation of French in Québec and on the quality of language instruction are a good illustration of the complexity of the issue. However, this is not a problem peculiar to Québec since it does exist elsewhere to a greater or lesser extent. It is a widespread phenomenon and sign of our times. Nevertheless, the conclusion arrived at by many educators working in various capacities in the school system is that many new teaching techniques that were expected to produce improvements have, by and large, been nothing but failures.

The ideas that follow do not pretend to shed light on all of the questions that are associated with the teaching of French. Nevertheless, by means of a few recommendations based on gathered evidence and the Council's own perception of the situation, the Council would like to help schools play a more decisive part even though it is well aware of the fact that schools are only one factor among a wide range operating in the complex field of language learning. It would also like to emphasize that the pedagogical measures suggested in its recommendations will never succeed in replacing the attitude of the teacher, which is the key to all valid educational reform, whether it be in the field of language instruction or in other subject areas.

THE SITUATION AS OBSERVED

STUDENTS

When the teaching approach used corresponds to their needs, students usually appear interested in their French classes. School visits have demonstrated that when the educational environment is conducive to it, there is almost no limit to the creativity of kindergarten or elementary school children. Free composition, theatre plays, puppet shows, cartoon designing, structured research, group discussions, class newspapers, work plans are examples of

activities students enjoy, activities which can even at times be of high quality.

PARENTS

For their part, the parents of elementary school children complain about the critical state of reading and writing in elementary schools. While some parents are suspicious about the results of certain rather unconvincing methods, on the whole they seem pleased with the fact their children are not afraid to express themselves and are able to do so with relative ease.

TEACHERS

Opinions of teachers appear somewhat divided. Some believe that the quality of French is deteriorating, while others claim to be satisfied with the performance of the children. Most teachers are critical of the practice of virtually automatic promotion, particularly where reading and writing are concerned. As a result, observed weaknesses are never remedied, chances to catch up are almost non-existent and the learning of other disciplines is greatly impeded. Many deplore the lack of a tried and tested teaching approach for oral language instruction, as well as the lack of a course in the methods of teaching French in elementary-teacher training and practical training programmes in elementary schools.

PRINCIPALS

Most elementary school principals are acutely aware of the problems associated with the teaching of French as the mother tongue. They make it a point to see that students use correct grammar and try to support the efforts of the teachers. They are strongly in favor of pedagogical innovations in the teaching of French and encourage and support innovation as much as they can.

VARIOUS SPECIALISTS

The educational consultants believe that it is difficult to speak either of deterioration or improvement when discussing the quality of French instruction at the elementary level. But one fact has to be accepted - the overwhelming inefficiency of the measures employed and amount of energy spent in recent years to improve the situation of French. In spite of everything, they reject the traditional approach to language instruction.

In the opinion of the educational development officers, the problems inherent in the teaching of French at the elementary level are not due as much to poor performance on the part of the children as to the obvious inadequacy of the teaching methods presently being used. They also agree that the school and teaching staff are certainly not the only ones responsible for the situation as it now stands.

Other educational specialists believe that the symptoms of the malaise are very much the same as they were fifteen years ago. The reading and writing problems of students are only secondary symptoms, even if the importance of reading must always be borne in mind in language training. Deeper causes are involved, such as the lack of communication between researchers and teachers: hence the poor use that is made of research into the didactics of language instruction; the absence of teaching models for French language courses; teacher education programmes that are not centred enough on acquiring "know-how" and "knowing how to get something done".

OBSERVATIONS OF THE COUNCIL

The French language is dependent on the development of Québec society. A period of free expression emerged after a long period during which the language of the educated rarely came into contact with that of the "non-educated". There were those who spoke and those who remained silent. With the democratization and modernization of Québec's school system, the problem of teaching French-speaking Quebecers their mother tongue was handed over to the

teachers. The sudden implementation of a master-programme did not produce the expected results in spite of having been reasonably well designed. Teacher training programmes to help future elementary teachers teach the mother tongue were and still are inadequate. And there has been very little research to date on the methods of teaching this discipline.

The Council is aware of the multiple efforts that are being made in Québec to preserve and improve the quality of the French language - efforts on the part of governments, the MEQ, school boards, teachers and even the students themselves. Furthermore, the many new teaching approaches that are being developed lead one to believe that solutions will certainly be found provided the crucial support that is needed remains available.

EXPECTATIONS AND NEEDS

STUDENTS

Reading, writing, listening and self-expression in the mother tongue are four skills that children must be able to acquire at elementary school. If children are to develop these skills that will permit them access to other branches of knowledge there must be good teacher-student relationships in elementary schools, the educational environment must be favourable and the teaching approaches used adapted to the local lifestyle of the students. The transitions between courses, from one year to the next, one cycle to another, one level to another are not always easy to make, therefore everything must be done to help students to make these transitions.

PARENTS

Parents believe that it is important for the school to inform them of how well their children are succeeding at school and of what is expected of them. To permit them to better understand the theoretical and practical aspects of the French programme, schools should be prepared to open

their doors to parents and let them attend the courses, participate in student activities and help out in the library. The adult education service of a certain school board has already organized a course for parents on the programmes that their children are presently following: this was a wise decision on the board's part.

TEACHERS

Teachers are asking for more time in their work schedules to study the effectiveness of their teaching methods and teaching aids, to study the programmes and to coordinate their work with that of their colleagues at the same grade-level. Realizing how poorly trained they are, they would like the universities to attach greater importance to special training in the methods of teaching French in their teacher training and improvement programmes. They also feel that they should not be the only ones held responsible for a task that goes far beyond the limits of the classroom and would like the assistance and cooperation of parents and all other educational agents.

SPECIALISTS

According to the specialists, i.e. educational consultants, educational development officers, and university teachers, the needs are twofold, involving both research and positive action. It is necessary to foster research in teaching techniques, to gain greater information on the different stages of development children go through in language learning (mother tongue), and to adapt teaching methods and evaluation techniques to each learning stage. Until this research leads to some worthwhile reforms, teachers should be able to count on the support of educational coordinators and on a lowering of the pupil/teacher ratio.

CONCLUSIONS AND RECOMMENDATIONS

The situation of the teaching of French as the mother tongue in elementary schools should not give cause for too

much alarm. There is nothing to indicate it is actually any worse than it has been in the past.

However, the frequent changes that have been made to the programmes and methods have generated insecurity among teachers. This has tended to conceal the efficiency of their performance in the teaching of French.

What is most regrettable is that all of the energy and resources invested in plans for improving the teaching of French at the elementary level have not managed to achieve any significant results.

We must persist in focussing on teacher education and upgrading programmes by placing greater emphasis on special training in the methods of teaching French, supplemented by greater knowledge about the different stages children pass through in the learning of the mother tongue.

The Council therefore recommends:

that the MEQ demonstrate its firm intention to enhance the role of the school in the teaching of French as the mother tongue by informing the public of all programmes, plans or projects that have been designed to improve the quality of the language of French-speaking Quebecers;

that the MEQ promote research in cooperation with the universities aimed at:

- producing an in-depth study on the situation of French as the mother tongue among elementary students, through use of precise data on the degree of language and linguistic skills that should be acquired by students, and on the different stages of development that are involved in the learning of the mother tongue;*
- a progressive grading of the linguistic contents of textbooks, children's literature and all other teaching material, in keeping with the language skills and level of knowledge of school children;*

- refining the instruments for measurement and evaluation more in terms of language learning than in terms of the development of linguistic skills;

that the MEQ inform teachers, parents and the general public of the results of its research studies;

that the MEQ see that the universities provide future and practising teachers with more specialized training in the didactics of French, in order to allow classroom teachers to master the necessary skills required to teach reading, oral expression and communication with greater efficiency;

that the MEQ continue to take note of all pedagogical experimentation in the teaching of French as the mother tongue at the elementary level and that it publicize any worthwhile innovations.

CHAPTER III

THE SECONDARY SCHOOL, TEN YEARS AFTER SCHOOL REFORM

This chapter may be considered rather as a summary. The first part contains a brief description of the state of secondary-level education. It does not, however, attempt to deal with every aspect of the subject, but concentrates rather on an examination of the objectives of the reform, and the principal methods suggested ten years ago in order to achieve these objectives. The analysis is underlined by the opinions of both educators and students, and allows identification of a certain number of priority needs.

HAS REFORM ACHIEVED ITS OBJECTIVE?

The reform of secondary-level education was intended to facilitate realization of three major objectives: democratization of the school system, accessibility of higher education, and preparation for living in society. To what extent have these objectives been achieved?

DEMOCRATIZATION OF THE SCHOOL SYSTEM

From the geographical and financial point of view, the objectives of school reform have been almost entirely realized, if one sticks to the strict concept of accessibility. The school system is presently able to absorb all young people who wish to study from Secondary I to Secondary V. However, to judge by what those involved in the school milieu have to say on the subject, it would not seem, that this objective has not been realized successfully from every point of view. Far from it, there is considerable criticism of the administrative, educational, psychological and social consequences of setting up comprehensive schools capable of taking in over two thousand pupils. School transport, which helps make the school accessible has its own intrinsic drawbacks. Indeed, many of those

interviewed on the subject point out that school transport affects the organization of the school adversely. For example, the school is obliged to arrange its timetable consequent on the pupils' transportation facilities; the fact of eating meals at school can have a bad effect on the dietary habits of children; the children are left to their own devices at the mid-day break, since there is no adequate system of supervision during the lunch period. These are all problems that are particularly acute in country areas.

As to accessibility from the educational point of view, it does not appear that the results achieved indicate great progress in this field. The objective of the reform was to ensure that all children received a variety of high-quality services which corresponded to their needs. But in fact, equal opportunity only exists at the moment when the student registers for his or her courses. Subsequently, the students are regrouped and streamed (preparatory, regular or advanced streams) or else they are divided up according to whether they are in the general-education or in the vocational-training sector. From that point on, inequality becomes institutionalized. The regrouping of sectors under the same roof has not removed inequalities. Some people feel that they have in fact become sharper. Everyone agrees that the vocational sector is the Cinderella of the system. Moreover, within the general sector itself, the moment a pupil or student shows any sort of capability, he or she comes under pressure to go into the sciences. This pressure is due to the very entry conditions laid down by the colleges, conditions which adversely affect the general training of students at secondary level. Administrators, teachers, students and parents are aware that the real choices open to students are very limited, and that for the most part the comprehensive system favoured by the Parent Report, comes down for the most part to a juxtaposition of two types of teaching, vocational and general. Moreover, and this is true for both groups of students, the dream of a culture which would integrate arts, science, humanities and technology, remains what it was at the beginning, a paper dream.

Québec, like every other industrialized country, should get on with the job of democratizing education. Ten

years after the setting up of school reform all children are sure of being able to go to secondary school. Now we must go on to the next stage: "It is no longer a question of equality with regards to education, but of a wider concept of equality, which will be created by education" (1). So far the word comprehensive has not covered any great reality; the complexity of the new structures has led us into a number of dead ends, and we must now get out of them. Education will create equality of opportunity by diversifying programmes of study and by creating new educational approaches.

ACCESSIBILITY OF HIGHER EDUCATION

Some 40% of students at secondary level go on to college. There are still too many, however, who leave secondary school before terminating the studies. According to both teachers and students there are a number of factors which explain this situation: the rigid streaming of pupils determines prematurely the point at which their studies will end; students who drop out, are in fact excluding themselves from the system early in their career, simply because they cannot adapt to it; the prerequisites demanded by the colleges are ever-present in the students' minds when they choose their secondary-school subjects; there are all too many restrictions which prevent the teacher from giving full individual attention to the pupils; the massive hiring of teachers at the beginning of the period of reform and the fact that the professional improvement which was open to most of them did not correspond to their needs, has led to a lack of competency amongst a certain part of the teaching profession.

The Council believes that those in charge of the educational system must adopt concrete measures in order to correct these various factors, so that higher education

(1) L'éducation créatrice. Une approche, une méthode, des orientations.
A study carried out by the Fondation Européenne de la Culture and drawn up by Gabriel Fragnière, Paris-Bruxelles 1975, p. 43.

might be available to all according to their abilities and their needs. It is essential that every student should be enabled to pursue his or her studies to the highest level corresponding to his or her aptitudes.

There must be a concerted effort to ensure that there is a better coordination of the levels of education, which should be based on the needs of the school clientele, and not on some sort of academic continuum. The secondary school must adopt more flexible structures, so that one takes into account the learning rhythm of the pupils rather than relying on streaming. The secondary level should no longer be considered as an inevitable terminal stage for certain types of pupil. Whether they come from the general or the vocational sector, all pupils should be able to enter college once they have successfully achieved the objectives of secondary studies.

PREPARATION FOR LIVING IN SOCIETY

Meaning and value of work

Many people feel that the rhythm of daily life for pupils, which is merely a broken series of different activities, explains why the majority of pupils lose interest in intellectual work, and feel aggressive about the school system.

Meaning and value of leisure

The comprehensive school could become a model of a training system whereby work and leisure were alternated. However, there are many obstacles to this conception. On the one hand, there is a firm-rooted belief that leisure and amusement are the same, and that consequently the school is no place for such activities. On the other hand, more importance is attached to the concept of "courses" than to that of "educational activity". Moreover, the teacher's work-load is first and foremost considered as teaching-periods, and the timetable for pupils is set up according to the traditional divisions of

knowledge i.e. compartmented academic subjects. Finally, the length of courses and other activities are standardized.

Meaning of social responsibilities

Most educators note that young people become aware very early of the problems of the society in which they live, of the conflicts which trouble it, of the contradictions which divide it. This early awareness could be beneficial if the school took it as a departure point for a positive and dynamic socio-political education. However, not only are there no adequate programmes in this field, but the individualism to which the complexity of the education structures has given rise, leave the student alone faced with the questions raised by the organization of society and the place each of us has to occupy in that society. The school must prepare young people for life in society. This will be possible on condition that the pupils are properly supervised; that a variety of learning programmes are set up; that one ensures that there is a balance between activities stemming from the arts, from the sciences, from the humanities and from technology, and that these different aspects of education are properly integrated; that the school manages to define its place in society, in relation to other elements which contribute to the child's education.

SOME PRIORITIES

This brief summary of the objectives of educational reform at secondary level, and the results so far obtained, allow us to identify even at this stage, the weak points, where further concentration is required. Three tasks need attending to immediately: we must make sure that all those who operate in the educational milieu are better informed; we must give the school a better image; we must reinstate a climate of serenity within our schools.

INFORMATION

In the field of education, information should be treated as educational communication aimed at an improved participation of all educational agents, whether they work within or without the school system. If one defines information in this way, one gives it all the characteristics of communication. In other words it contains:

- a) a dynamic process in which the transmitter and the receiver are in constant interrelation;
- b) clear identification of the transmitter and of the receiver;
- c) organization of the message, both as concerns the language and the techniques employed, according to whom the message is addressed;
- d) the reorganization of the message once the receiver's reactions are known;
- e) economy, i.e. an attempt to ensure that the message comes across clearly, efficiently and at the best level.

The discontent manifested by the various agents within the system as regards information, clearly indicates the need to revise completely the types of information used in the educational sector. For example, some parents claim to be ill-informed, or not informed at all, whereas others say that they are being swamped in administrative red tape; numbers of teachers complain that they are ignorant of most of the informational documents put out by the MEQ or even by their own school boards; pupils claim that they are not informed early enough about matters which affect them directly and complain that they cannot get hold of the texts of documents containing information, which is transmitted to them orally, more often than not, via an impersonal school broadcasting system which booms out at the end of class or adds to the hubbub of the end of the school day. As for the administrators and personnel of the school boards, they have so many different jobs to do, that ministerial information usually arrives on the right desk by pure chance, because the addressee is not clearly identified, and all ministerial directives, without exception, are sent to the trustees and to the commissioners. Even graver, however, is that many people accuse the administration of holding onto information, in order, so they say, to maintain control and prevent the ordinary staff member from interfering in the

running of the school. In the case of information which results from field-work, and which should be fed back to the centres of decision, many people are afraid that it never in fact gets back, or if it does, that it cannot really influence the decision-makers. The MEQ and the school board administrators should not ignore this general dissatisfaction with communications as they are today.

RECOMMENDATIONS

Whereas information is essentially an educational communication aimed at encouraging and increasing the participation of all educational agents;

Whereas such information should be varied in content, clearly identified both as regards its sources and its addressees, rapid and immediately usable, and should be a two-way activity, i.e. transmitted from the MEQ to the milieu and from the milieu to the MEQ;

Whereas information should benefit from technological advances so that it may be more up to date and more efficient;

Whereas information should satisfy four types of need:
a) educational development b) student services c) participation of the population and of agents working within the school system d) the pertinency of administrative and educational decisions:

The Conseil supérieur de l'éducation recommends:

that the MEQ consult with the school boards, in order to ensure that all information contained in directives and in the various documents that are sent out is transmitted directly to those who are concerned by the said texts;

that all the various services of the MEQ ensure that their own directives do not contradict general directives published by higher authorities, in order to avoid creating any confusion amongst those who receive these documents;

that the MEQ use modern techniques for transmitting information in order to ensure that such information be as timely and expeditious as possible;

that the school boards include in their budgets for each fiscal year the sums necessary to ensure transmission of information to parents, teachers, students and pupils, and the local population;

that the MEQ, the school boards and the schools, when preparing informational documents, bear constantly in mind the characteristics of the person or persons for whom such information is intended;

that the MEQ, the school boards and the schools, set up efficient feedback systems, so as to be able to learn the reactions of those who receive their information; that they take notice of such reactions, not merely in order to improve constantly the quality and efficiency of the information they transmit, but also in order to collect elements and factors which they will effectively incorporate into their decisions;

that each school be equipped with an information centre for the benefit of teachers, students and parents, so that there is easy access to the documentation which is available to the school milieu.

IMPROVING THE STATUS OF THE SCHOOL

The school has been put to the test in many areas, and now it must renew and improve its image, in society, in the school system and within itself.

SCHOOL IN SOCIETY

The school is the preferred, though by no means only instrument with which society trains its members. If one does not recognize that there are other milieux which also contribute to education, then one is liable to burden the school with over-onerous tasks or give it responsibilities that it cannot assume by itself. The

development of so many services within the school is reaching a point where one should stop and reflect on what exactly we expect from school psychological services, health services, guidance services, recreation services. Yet in spite of the considerable resources which have been earmarked for these activities, they lack personnel and do not even correspond to the need of the enormous and heterogeneous clientele of the public school.

It seems unlikely that the State will ever allocate to the school resources which will allow it to offer to its students all the services which the State offers to its citizens. It is not necessary for the school, in order to underline its value, to set up a complete microcosm of society within its walls. Rather should it find its place, its own place, amongst the various services developed by society, and help students and parents to make use of them. For example, if a child is in difficulty, because of his or her family situation, then the local social services centre should be able to offer such child school-related services. Our community services, medical clinics, recreational and cultural centres, parishes and municipalities, share with the school certain social responsibilities towards young people and adults. This complementarity should be exploited in such a way that the school, while concentrating on its own specific rôle, uses available resources more efficiently and stresses its own qualities more clearly.

Quite clearly, while maintaining the responsibility of the MEQ when it comes to any intervention within the schools, the State should break down the barriers and coordinate the educational programmes of its different ministries. It is important that in the services which come under the immediate control of the State, the educational content should have a collective aspect and that it should encourage collaboration from many different areas and benefit from diverse resources.

*THE SCHOOL WITHIN THE
SCHOOL SYSTEM*

The secondary school has to live with a paradox; while

adapting to local needs, it has at the same time to respect the standardizing requirements of a centralized administration. After ten years, this experience of the system has led to a deadlock, and in order to break it we must come up with new options. The very principles which guided the school reform should have automatically led to the setting up of comprehensive schools, whose specific objectives could be defined according to the needs of the milieu, and which would thus be in fact clear indications of an attachment to a particular milieu. A school system cannot merely be built up by juxtaposing standardized teaching establishments. The coherency between the various establishments should not depend merely on administrative norms, but should stem rather from the quality of the response which each constituent member makes to the needs of the regions. A single management model cannot be transposed from industry to education. In the same way, a single administrative model cannot be imposed on all service models.

Certainly, the State has the job of setting up a general management framework which will allow it to administer, according to its responsibilities, the public funds and services. But once these regulations are laid down and published, the State should allow the local authorities to set up the educational services which best meet the needs of the school clientele, and which will contribute to the development of regional communities. At both levels, that of the school and of the school board, parents, educators and administrators should have greater autonomy when it comes to adapting overall objectives to their specific milieu, and to determine the best means of doing so.

THE SCHOOL WITHIN ITSELF

The school wishes to offer to the student a favourable environment for personal development in the intellectual, moral, religious and physical fields. It wishes to cultivate the pupil's mind, so that it develops as a rational and inventive instrument. It wishes to encourage affective and social maturity, responsible independence and an aptitude for communication and inter-personal

exchange. With this in mind, it is clear that the school cannot be a static milieu, governed by the norms one would apply to a profit-making institution. The school should rather be a dynamic milieu, where services are constantly being adapted to the needs of the users.

If such conditions are respected, then educators can intervene in the choice and planning of the apprenticeships which are offered to the pupils, and they will be the persons primarily responsible for evaluating these learning processes. Time and space will be so organized with the collaboration of the educators that they can help the student in his or her personal development and build up an authentic and stable student-teacher relationship. Such relationships are just as much part of the educational activity as courses and examinations. If the environment does not correspond to the needs of the students, then the educational activity of the educator is likely to be adversely affected: the weight of the mass will stunt personal growth; the thinking process will become clogged up as the mind is subjected to a colourless stream of unrelated knowledge; the development of personal independence will simply become the expression of aggressivity towards the sterility of the universe; communication will be nothing more than a stereotyped system of questions and answers.

The Council is not demanding that there should be more costly investments. It simply feels that new choices should be made, and that these choices should be informed by respect for the educator and trust in the population. The dynamism and the self-commitment of many of our administrators, teachers, professionals, parents and pupils are there waiting to be released. The suggestions, projects and different ventures of which the Council has been informed, indicate clearly that, after ten years of reform, there is a sharp awareness of the problems which the school faces and of the changes which need to be introduced.

RECOMMENDATIONS

Whereas the school system is based on the school itself, and that the school's vocation is the development of our children;

Whereas the school system cannot close in on itself, and shares with other systems the social responsibility for educational services;

Whereas the educational act is essentially an interpersonal relationship in which educators and pupils develop in knowledge and maturity;

Whereas this relationship cannot be controlled and defined by the State;

Whereas the respect of the freedom of both educators and pupils will have an immediate effect on the quality of the relationship;

Whereas all authentic relationships between educators and pupils are of themselves educational activities;

The Conseil supérieur de l'éducation recommends:

that the MEQ encourage and transmit information concerning the educational services offered by other ministries, that the MEQ promote the coordination of such services and assume overall responsibility for all educational services within the school system;

that the school committees and parents' committees promote the creation of the educational community, and help the school to find its place within an overall educational environment;

that the school make more and more use of the human resources of the community within which it works, and recognize that not all educators are necessarily to be found within the walls of the school;

that the MEQ abandon the concept of timetable grids and draw up for each of the five years of secondary-level education minimal elements which will allow the schools to construct their own specific programmes; that these minimal elements be put together into a cultural compound blending the arts, sciences, social sciences and technology;

that the MEQ provide a description of the essential elements of a curriculum of general education; that this explicit concept of a curriculum be used as the basic instrument for revising all present programmes;

that the MEQ take responsibility for periodic evaluation of teaching and that while leaving the school milieu to access individual apprenticeships, the MEQ limit itself to a supporting rôle consisting in the preparation of adequate instruments of evaluation.

THE SCHOOL CLIMATE

Whether private or public, English-language or French-language, the secondary school, to varying degrees, no longer enjoys the favourable climate which results at once from a clear division of the responsibilities and duties of all educational agents, from participating in an educational project which is generally understood and appreciated, from a proper balance between the objectives of the school and the means of attaining these objectives, from careful planning for changes, and from the quality and continuity of personal relationships.

The crises and their sequels resulting from the three rounds of negotiation of collective agreements to which the educational sector has been subjected since 1969, have gravely disturbed the atmosphere in the schools. That is obvious. But other factors have also played a rôle. The secondary school has hitherto been protected against the upheavals in society to the extent that it has remained a closed society with no hesitation about the rôle it plays, backed up by a social consensus in favour of authority and discipline, based on the religious and moral values of the period. Consequently, the school for a certain time at least, enjoyed relative stability and calm. It knew what type of citizen it was called upon to

train, and was trusted by a population which was familiar with the training model. Today, things are quite different. We feel it necessary, at this stage, to identify the reasons for this deterioration in the school climate, then to seek ways which allow us collectively to give back to the school, not the serenity which characterized the old days, but a serenity in line with its new socio-cultural situation.

We should begin by repeating something we said earlier: over the last twenty years, so many milieus have contributed to the educational process, and in so many different ways, that the school today cannot pinpoint its own rôle clearly. There are now so many centres and places apart from the school, where educational activities are carried on. We can mention, among others, family, so much more open today; communication media, which are omnipresent; recreational groups; associations for the protection and defence of individual and collective rights; cultural groups, and church communities. This means that we must reopen the question of the rôle and value of the educational institution itself, and it becomes necessary to redefine the ultimate aims of the school.

Moreover, recent scientific advances have laid open to doubt the very contents of the training offered and the teaching methods used. The plethora of pedagogical experiments, which are often all that does characterize change and which do not involve to any extent the participation of the teachers themselves, have led many educators to adopt an attitude of uncommitted immobility, and caused many parents to hark back nostalgically to the old methods. As a consequence we are living in an era of uncertainty and insecurity. The private schools are worried about the results of the debate on the legitimacy of State funding of private schools, and about the accusations laid against them of serving the interests of the more gifted and wealthier children. The English-language schools are worried about minority rights, particularly as far as language is concerned. As for the public schools in general, they have been deeply shaken by a reform which was intended to be both rapid and far-reaching. If, today, the public school has managed to grasp all the implications

of school reform, it is also well aware, both of the requirements and the problems. The MEQ, which masterminded the whole operation seems today to be operating the schools by remote control, but not animating them as it should; hence the frequent confusion and aggressiveness, which stems from the constant gap between the objectives or orientations that the MEQ recommends and the resources that it offers or the means that it creates.

RECOMMENDATIONS

Whereas a clear division of responsibilities in the world of education can contribute greatly to creating a favourable climate within the schools;

whereas the State should set the example in the field of education and should be sharply aware of the coherency of its interventions, and of the balance to be reached between the orientations it recommends and the resources available;

whereas the attraction of the private sector indicates the dissatisfaction of the population with the educational services which it is entitled to expect from the public school;

whereas the development of the public system cannot be pursued if objectives are confused and there is no planning for changes;

whereas the participation of those involved in education will better enable educational services to adapt to the different needs and expectations of the regions of Québec;

whereas the school must and can define its specific educational objectives as soon as it is able to identify the needs of its clientele and the expectations of the community of which it is part;

whereas the definition of educational objectives and planning for change are operations which must be carried out both by the MEQ and by the local milieu, each party

exercising its responsibilities and duties in a common concern for decentralization;

The Conseil supérieur de l'éducation recommends:

that the MEQ intensify the study which will allow it, as quickly as possible, and in collaboration with the milieu, to define the ultimate aims of secondary-level education, such study to be based on the following postulates;

- at the present time, the secondary school is an educational milieu which is complemented by other milieus which contribute to the educational process in Québec society;*
- the secondary school has its own specify objectives, and, consequently, it is the quality, and not the quantity, of the apprenticeship in the secondary school which should determine whether or not the student may proceed to college or enter the labour force;*

that the MEQ ensure that there is a coherent relationship between the general objectives it recommends and the means it offers;

that the MEQ define and publish widely its strategies for the development of education so that the whole collectivity may support the educational project;

that the school be allowed to define its specific objectives in the field of education and administer its human and material resources, thanks to concrete measures of administrative and educational decentralization.

CHAPTER IV

MORAL AND RELIGIOUS EDUCATION IN CATHOLIC SCHOOLS

This chapter is not intended to cover every aspect of the state and needs of Catholic education at elementary and secondary levels. The situation was described extensively in the Catholic Committee's set of documents Voies et Impasses in 1974, and has not evolved much since that time: the state and the needs are fundamentally the same as two years ago (1). The orientations suggested in that publication and by the Catholic Committee's Regulation (1974 edition) are only now beginning to affect and nurture grass-roots ventures, and are far from being fully adopted. Even though, psychologically, there seems to be a better understanding of the pertinency of religious instruction within the schools, the facts tell a different story, and even with the recognized Catholic school, Christian education is often beset by a great number of difficulties, full of incoherencies or contradictions.

CERTAIN PRESSING NEEDS

At this stage, the Council would like to stress some of the more pressing needs which have been identified by the Catholic Committee following hearings and consultations. These are, in fact, serious difficulties which are liable to undermine the overall attempt to offer a truly Christian education.

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- (1) See CATHOLIC COMMITTEE of the CONSEIL SUPERIEUR DE L'EDUCATION, Voies et impasses. 1. Dimension religieuse et projet scolaire. 2. L'enseignement religieux. 3. Les maîtres et l'éducation religieuse, Official Publisher of Québec and Editions Fides, Montréal 1975, 286 pp.

*THE NEED TO REVISE THE
MODALITIES OF NEGOTIATING
COLLECTIVE AGREEMENTS*

One cannot talk of the situation of Christian education in the schools, without mentioning the disastrous impact of the conflict between employers and trade-unions on the educational project that the school strives to create, and here we are stressing the moral aspect of this project. Indeed, how can one hope to give moral training in an environment where there is nothing but suspicion, confrontation and where the strategy of the jungle is all that counts? How can one hope to teach the concept of justice in a school which is divided and torn apart? The most urgent moral task facing us is the setting up of mechanisms which will allow us to avoid any repetition of the costly experiment of 1975-1976 (1).

*LACK OF NECESSARY RESOURCES
FOR IMPLEMENTATION OF THE
REGULATION CONCERNING CATHOLIC
SCHOOLS*

The conflict surrounding the negotiations also considerably slowed down the implementation of the regulation concerning Catholic schools which was promulgated in June 1974 by the Lieutenant-Governor in Council (2). But other factors have also made it difficult to apply the spirit and letter of the regulation. Those involved in education lay particular stress on the lack of equipment and human and material resources which would allow schools to comply with the requirements of the regulation and to support the Catholic school in its attempt to create a true educational project.

*TEACHER TRAINING NOT
ATTUNED TO THE NEEDS OF
THE CATHOLIC SCHOOL*

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- (1) See above, Part One, Chapter I.
 - (2) Regulation of the Catholic Committee of the Conseil supérieur de l'éducation, Text and explanatory notes, Service général des Communications du ministère de l'éducation, Québec, June 1974, 13 pp.

The subject is not new, but the publication of the Catholic schools' regulation underlines the serious gaps in the training of teachers. In spite of the fact that the great majority of schools are recognized as either Catholic or Protestant and, consequently, must satisfy demands for a moral and religious education, the training centres have great difficulty in training teachers who are sensitive to the religious dimension and well-prepared for teaching religion. Those in charge of our schools, the commissioners and school principals, are beginning to express open dissatisfaction with this state of affairs and to lay down specific requirements aimed at correcting the situation. The university training centres are being called to account, as is the MEQ, regarding their policies and actions in the field of teacher training and professional improvement.

In fact, the gap between the needs of the confessional school and the way in which teachers are trained, supposes that the grounds of disagreement are many and serious. It will not be easy to come to terms on the subject and make the necessary adjustments. But it is absolutely essential that while the dossier concerning teacher training is being reviewed, which is the case presently, that this aspect of moral and religious education be kept clearly in mind.

*MAINTAINING PASTORAL
ANIMATION SERVICES*

Religious education is specifically offered in two forms: religious teaching as such, and pastoral animation. At elementary-school level the pastoral-animation service is sometimes permanent, often sporadic, sometimes embryonic. At secondary level, pastoral-animation services have become more widespread and stronger over the past few years. They have attempted to define clear objectives and create activities which really coincide with the overall educational project. Very often, in fact, these services do become important poles of attraction within the school. However, there are well-grounded fears as to just how permanent these services will be. Because of the present financial austerity, certain services have had to accept

cuts in their already small number of personnel. Others have watched the ratio of pupils to coordinators soar upto 1 300 or 1 400 pupils per coordinator, even though past experience has shown that the coordinator cannot work efficiently with more than 600 or 700 pupils.

MORAL TRAINING

The question of moral training must be dealt with first at the level of the school as a whole. How can a moral training help young people discover what are the life-giving values? How can it contribute to the development of the child's moral conscience? These questions are a matter of concern to many parents and educators.

From a more pragmatic and immediate point of view, the question of moral training is implicit in the requirement that all Catholic education establishments must offer a programme of moral training to those pupils who are exempted from religious instruction (1). In fact, at the present time, there is no official programme at elementary level, and only a very deficient one at secondary level.

A PRIORITY

Moral training must be an educational priority. Many analysts and observers have echoed this affirmation, following the numerous revelations of public and private immorality to which we have been treated recently, and there is now a move towards awakening the individual and collective conscience of our society. Many other factors militate in favour of greater attention being given to this dimension of education. One can think of many examples: the climate of social unrest in Québec at this time, pluralism and secularization, the crumbling away of absolutes, the multiplicity and diversity of

(1) Regulation of the Catholic Committee of the Conseil supérieur de l'éducation, Art. 16.

moral training agents. In such a context, it is not easy for young people to lay out their own path or build their own scale of values. The school cannot just let them get on with it as best they can.

THE ROLE OF THE SCHOOL

The school has a specific role to play in moral training. Of course we must avoid simply dumping all the challenges of our society on the school and expecting it to compensate for the deficiencies of our family and social structures. But one cannot deny that the school has its own role to play in the moral training of young people. Just as the school is concerned with the physical, intellectual, scientific, artistic and technical training of our children, so must it also be concerned with their moral development and with making them aware of their human responsibilities, both as individuals and as members of a collectivity. When young people leave school, they should be aware of their rights and duties; aware also of the promises and threats which concern them, concern our people and concern the whole of humanity. Moral training is truly part of an educational project centred on the overall development of the growing child. It does in fact correspond to the implicit expectations of our students and the explicit expectations of their families and of society as a whole.

CHAPTER V

MORAL AND RELIGIOUS PROGRAMMES IN PROTESTANT SCHOOLS

In a letter addressed to Protestant educational authorities, the Protestant Committee identified Protestant values such as individual freedom of religious belief, the brotherhood of men, the respect for the beliefs of others, the transmission of the Judaeo-Christian and biblical heritage. The Protestant Committee is convinced that these values, nourished in Québec Province for over 200 years, have even greater significance today in Québec's pluralistic society, buttressed by a belief in the democratic process. As a result, Protestant courses in moral and religious instruction are designed to be informative and objective rather than authoritarian, so as to avoid indoctrination.

MORAL AND RELIGIOUS INSTRUCTION

Great stress is placed on personal and social development, on the provision of necessary information relative to morality, ethics and religion, as well as to family life and sex education. It is within this perspective that moral and religious instruction (MRI) programmes have been revised this year.

The Protestant Committee, after many visits to schools, is conscious of the fact that many Protestant schools do not offer courses which are truly moral and religious. The Committee is making a study of this problem with a view to increasing the number of schools which offer MRI.

It is also important for teachers to be well-acquainted with the new programmes. How much is this factor taken into account during their initial training or improvement courses? School boards must insist more strongly on hiring competent teachers who are willing and prepared to teach this subject.

SEX EDUCATION

The Protestant Committee approved the project on sex education submitted by the MEQ, subject to the following four conditions:

- Such courses must be integrated with Protestant MRI, which is prepared by the Protestant Education Service and approved by the Protestant Committee.
- The programme is approved for experimental purposes only and for a period of one school year.
- The MEQ must indicate clearly these conditions on every document sent to Protestant schools.
- The MEQ must forward copies of the experimental programme for approval by the Protestant Committee before distribution to Protestant schools.

It is important to note that the Protestant system of education has had its own programmes in sex education for many years, which have been approved by the Protestant Committee.

INDIVIDUAL AND SOCIAL TRAINING

The views of the Protestant Committee on the MEQ's individual and social training programme are as follows:

- The MEQ uses an emotion-centred approach in its project entitled "Formation personnelle et sociale". The Protestant Committee's position is that since the development of attitudes in pupils is essentially the prerogative of parents, provision must be made to ensure that the course is elective, so that any child may be exempted on grounds of conscience.
- The project must not become an all-embracing programme to the exclusion of Protestant MRI, so as to ensure that there is no overlap nor absorption of Protestant MRI.

- Each unit of the project must be approved by the Protestant Committee before its introduction into Protestant schools.
- Sex education should be offered only in conjunction with Protestant MRI and such material should be incorporated in the programmes developed by the Protestant Education Service and approved by the Protestant Committee.
- Any unit or units of the project or completed programme entitled "Formation personnelle et sociale" would be on an experimental basis only, for a period of one school year, in a limited number of Protestant schools.

*SMALL SCHOOLS AND THE
SURVIVAL OF PROTESTANT
COMMUNITIES*

Some of the effects of the decline in the student population (a subject currently being studied by the Council) have particular implications for certain Protestant communities, since the survival of these communities is closely linked to the fate of the small elementary schools that are deeply rooted in the community.

*NEEDS OF FRENCH-
SPEAKING PROTESTANTS*

The number and the distribution of French-speaking Protestant students should be investigated. There is a need to increase the number of French Protestant classes or schools. It is noted in the last annual report of the Protestant School Board of Greater Montreal that there has been an increase in enrolment by 60% over two years of those pupils receiving their instruction in French (mother tongue) in the Protestant sector.

*IMPACT OF THE NEGOTIATIONS
ON MORAL TRAINING*

In February 1976, the Protestant Committee forwarded a brief to the Minister of Education (1) on the impact of the current contract negotiations on the moral training of students. This particular aspect of labour relations in the field of education should be emphasized here once again. Reference has already been made to this subject by the Council in a previous chapter of this report.

(1) See page 195.

Part Three

POST-SECONDARY SCHOOL EDUCATION

CHAPTER I

IN THE WAKE OF THE REPORT "THE COLLEGE"

Submitted in July 1975 to the Minister of Education by the Council (Conseil supérieur de l'éducation), the report "The College" (1) aroused strong reactions from the beginning. But attention has gradually shifted from the report to the problems surrounding the negotiation of collective agreements in the colleges. However, the analysis of relevant press cuttings and magazine articles and the results of a survey involving directors of educational services do reveal certain general trends.

POST-SECONDARY TRAINING

One of these trends indicates that the new concept of post-secondary training put forward in the report is not generally considered acceptable. It is felt that the implementation of this training, defined by the report as mainly vocational, would result in the abolition of college education as a distinct and separate level, the necessity of adhering strictly to university and labour market requirements, a decrease in general training and the disappearance of all vocational training at the secondary level. To others, however, this same concept appears far-reaching and potentially very fruitful. Perhaps the idea, precisely because it is innovative, could have been explained more fully. The Council recognized this at the time it adopted the report and resolved to pursue its study of the matter (2). The following chapter (II) deals with the Council's further explanation of the concept of post-secondary training.

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- (1) CONSEIL SUPERIEUR DE L'EDUCATION, The College. Report on the State and Needs of College Education, Service général des communications du ministère de l'Éducation, Québec, 1975, 185 p.
 - (2) See CONSEIL SUPERIEUR DE L'EDUCATION, L'éducation au niveau post-secondaire en 1975-1976. Analyses réflexives, Québec 1976.

TRAINING BY PROGRAMME

On the other hand, the project which calls for training through the use of programmes was well-received. The educational reform this will entail is expected to have a favourable effect on the quality of education.

Institutions with a small number of students would benefit particularly from the grouping of programmes into families. Certain colleges have already begun to experiment with this idea.

THE MODULE

The idea of the module, however, has met with a certain resistance. Although theoretically acceptable, its practical application seems difficult. It is feared that it might lead to excessive decentralization and disputes between the parties concerned and pose a threat to the very existence of departments. Experimentation is clearly called for. The vocational training sector, whose organization already resembles in certain cases the proposed model, would be the most suitable sector to try out these experiments.

IMPLEMENTATION

Certain problems concerning implementation were brought out: the uneasy atmosphere resulting from the renewal of collective agreements, the desire to maintain departmental structures, the lack of job security for instructors, and prevailing attitudes. But the most difficult problems could well stem from haste. Some reactions seem to indicate that the report's own recommendation has been overlooked: "That the reform be implemented gradually, programme by programme, college by college, in accordance with the development of the educational milieu's readiness and the elaboration of programme definitions.

INSTITUTIONAL EVALUATION

Finally, most colleges would like to see the development and establishment of structures and means of evaluation, which at present do not exist at the local level. The promotion of institutional evaluation in the college system would be a timely measure and might well be the best way to bring about the changes recommended in the report.

CONCLUSION

The report The College will no doubt continue to stimulate discussion and provide food for thought in college milieus. The Council has already received reports from certain bodies, and other organizations intend to present theirs shortly. The analysis and discussion of these reports will make it easier to evaluate more precisely what is at stake and what can be expected in the future.

They will also be useful to the Council when the time comes for it to take a stand on the changes which the MEQ will eventually propose in the area of college-level education.

At this time, however, the Council wishes to conclude with a recommendation which it has drawn up on the basis of three observations.

OBSERVATIONS

Colleges are increasingly concerned with evaluating themselves for the purpose of establishing their own identity and of furthering their development. This growing concern clearly shows the confusion and lack of resources which is all too often their lot. They lack the necessary tools, and the person in charge has generally not defined in a precise and satisfactory manner the objectives of the institution and of the programmes, which could serve as a basis for evaluating the teaching institution. However some promising attempts and experiments are beginning to surface; these should be encouraged and supported with suggestions of more reliable and more widely tested models. Finally, the Council observes that the changes proposed in its report, The College should be implemented very gradually.

RECOMMENDATION

In view of this, the Council recommends that

the Minister of Education set up a limited experimental programme as defined in the report The College by appointing a provincial committee to define its objectives and select appropriate instruments for its evaluation, and by subsequently introducing the programme in a certain number of consenting institutions.

CHAPTER II

THE CONCEPT OF POST-SECONDARY TRAINING

When it adopted its report, The College, on the state and needs of college education, in July 1975 (1), the Council resolved to elaborate on the report's main element, namely the concept of post-secondary training based on the idea of programmes. A position paper drawn up during the year was adopted by the Council at its August 1976 meeting. The following is a summary of the most important points contained in the paper.

PURPOSE OF THE STUDY

The Council's study aims simply to provide a more thorough explanation of the basic concept of its report. Its purpose is neither to amend the report nor to rally support from those opposed to it.

FUNDAMENTAL PRINCIPLES:

THE NEEDS OF THE STUDENTS

The concept of post-secondary training put forward by the Council is based on four more or less explicitly defined principles which are closely linked to one another. Firstly, it is posited that the fundamental objective of any educational system is to meet the needs of the students. Students belonging to previous generations lived in a relatively stable world, but students nowadays must cope with a constantly changing society: thus their needs are new, varied, and variable.

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- (1) CONSEIL SUPERIEUR DE L'EDUCATION, The College, Report on the State and Needs of College Education, Service général des communications du ministère de l'Éducation, Québec, 1975, 185 pp.

Moreover, today's young people are ready, when they finish secondary school, to enter the adult world and assume responsibility for their educational needs.

Society evolves at such a rapid pace, sweeping the entire environment along in its wake, that young people today develop more rapidly than ever before, and one may safely say that when they reach the post-secondary level they are already expected to act as adults in an adult milieu.

Consequently, the needs of students at the post-secondary level are social needs. This does not mean that the personal aspect is to be overlooked; but at this stage the individual's essential needs center around his social education and the maturing of his social being. He must select and learn a role which will give him an important part to play in society, and allow him to exercise an influence on society, or even work against it, should he choose to challenge the status quo.

*POST-SECONDARY TRAINING:
MEETING THE NEEDS OF THE
STUDENTS.*

Post-secondary training, for which colleges and universities are jointly responsible, must meet the needs defined above. This training has four main characteristics.

The first characteristic is borrowed from the concept of specially adapted training, applied so far only in the fields of continuing or short-term specialized education. It is the application of the process which moves from identification of educational needs, to the defining of corresponding objectives and the evaluation of results. It is ideologically similar to the philosophy underlying adult education which considers education to be an integral part of life which should be as mobile and flexible as the student's evolving needs, in order to meet them. The young adult who is undergoing continuing education will gradually seek to find his or her true place in society. His post-secondary training should be vocational in the broadest sense of the word, i.e.

aimed at preparing him for his role, whatever it may be.

Lastly, the training is meant to be of a general, fundamental nature, not in the sense that the student must acquire knowledge from every branch of learning - a utopian undertaking at best, when one considers the multiplicity of existing disciplines, but in order that he acquire an overall understanding of the workings of society, a sense of the place his chosen occupation occupies in it, and the ability to master the skills and knowledge he will need to act out his part. Ideally, this training should allow the student to acquire knowledge which is general enough to enable him to remain vocationally mobile and adaptable in the midst of unceasing social change.

ONE CENTRE: THE PROGRAMME

According to the report The College the development of this post-secondary training is centred around the programme. This programme is in fact a system designed to meet particular needs, to be determined clearly before changes begin.

Its constituent elements are primary and secondary objectives, activities, resources, and evaluation tools. Activities and resources are means to an end: the former must be carried out within a very flexible framework; the latter involve certain inevitable restrictions which must be dealt with but should not be allowed to constrict the initial definition of objectives. It is readily apparent that the programme is the focal point and the crystallization of the previously mentioned postulates as well as of the characteristic features of post-secondary training.

THE MODULE: A BASIC STRUCTURE

To implement the programme, the report The College recommends the use of a structure, the module, which seems to be an administrative interpretation of the four original postulates. The module is the pivotal axis of the institution. It is made up of students, instructors, and cooperating

agents, of people in charge of services and resources, and of delegates from the socio-economic milieu. Their collective task is to administer the programme, i.e. to identify needs, to adapt objectives as required, select activities, organize resources and evaluate results.

SOME IMPLICATIONS

The positive effects of the concept will become apparent with the actual implementation of the post-secondary training programme. Many important changes can be foreseen in the definition and delimitation of the levels of education, in the educational milieu and its structure, and in the utilization and management of available resources.

Changes effected at one level of education cannot help but have an impact on the rest of the educational system. The establishment of a new type of post-secondary programme which will draw upon the resources of both colleges and universities will not only affect these institutions as we know them, but will have an influence on the secondary level as well. If one defines post-secondary training as essentially vocational, in that its primary aim is the integration of the young person into society, secondary-level training is automatically redefined as general training. There is no reason why secondary schools should not introduce young people to the arts and to technology. In fact the very concept of general training demands it. But it is not the secondary school's function to prepare young people for the labour market or for an active role in society.

The educational experience itself will be affected by the student and the intermediary's greater involvement in the training process, by the adult's real integration into the educational system, and by an improvement of the image we now have of technological education. The educational structure will become more flexible and less centralized. Institutional analysis will become possible.

The organization and management of resources, clearly

defined as means to an end, will not go unaffected by the expected changes. The proposed system of post-secondary training will allow for more flexibility in the areas of budgets and finance because of the interplay between the programme budget and financing on an individual programme basis. Last but not least, the new system should bring about a more rational approach to the organization of resources at the regional level.

CONCLUSION

This chapter has contributed no really new elements but has served rather to elucidate and expand the main points of the report The College. But nothing will clarify the concept of post-secondary training better than a test application of it followed by implementation. For this reason the Council concludes this chapter with a reiteration of the final recommendation made in the previous chapter: that a trial programme be set up as soon as possible. The Council also repeats the recommendation it made in the report The College itself: that the reform be implemented gradually, programme by programme and college by college, as the milieu becomes ready for it and as programmes are determined.

CHAPTER III

RELATIONS BETWEEN THE COLLEGE AND THE LABOUR MARKET

One of the main problems regarding today's students is their manifest lack of enthusiasm about the prospect of entering Quebec's industrial labour market. At the college level this tendency is evident in the small percentage of students enrolled in the industrial technology programmes; as a consequence of this, industry suffers from a growing need for qualified personnel. Moreover, those young people who do opt for programmes leading to careers as technicians or technology specialists tend to be more interested in working for government organizations than for private enterprise, and generally establish themselves in urban centres, refusing to accept jobs available in more remote areas.

STUDENT INFORMATION

Unfortunately, the MEQ does not seem to attribute sufficient importance to the matter of informing students about the industrial labour market. The DGEES (Direction générale de l'enseignement secondaire) and the DGEC (Direction générale de l'enseignement collégial) do publish brochures, take part in promotion efforts and publicity campaigns, and encourage plans initiated at the local level for the creation and distribution of documents. But, for one thing, these efforts are not properly coordinated, and for another, credits allotted are not sufficient to ensure a complete and adequate information service for students.

Certain discrepancies are apparent. For instance, the academic information available is often superior both in quality and quantity to the vocational information offered. Programmes and courses are well described and presented, but very little information is available, about careers and the relation between them and the various courses of study. In comprehensive schools and in colleges, the guidance counselor's time is all too easily monopolized by college and

university-bound students who will train for professions; there is much less demand for his services from the other students. The teacher in charge of vocational information in secondary schools also has other duties which are often considered more important. At the college level, the department provides some information, but the placement counsellor is generally consulted by students only when they are about to graduate and have begun to look for work. On the whole, the information provided is incomplete, disorganized, disconnected; each institution gathers information for itself as best it can and attempts to keep it up to date.

Lastly, the weekly work-load of students who are learning trades and industrial technology is already quite heavy and the prospect of setting aside periods during which they could meet representatives from industry cannot be seriously considered.

Consequently it is to be hoped that some appropriate action will be taken. Greater amounts should be allotted to job information and to the furthering of relations between colleges and industry. The programmes could be designed to make room for these considerations. Common goals should be defined as a basis for concerted action by the MEQ, industry and the educational milieu.

In particular, it would be advisable to encourage the setting up of regional service centres that would provide academic and job information and would promote relations between schools, colleges and industry. These centres would have five main objectives: to analyse and take stock of all the educational resources available in an area, without limiting themselves to the school system; to set up a data bank on educational services and job opportunities, which teaching establishments, business enterprises and any other organizations involved could consult as well as contribute to; to respond to and fill requests for information from students and the general public; to provide guidance services; to maintain systematic relations between teaching establishments and an organization representing industry, with a view to the planning of practical training for students in business enterprises and to job placement for new graduates. Carried out initially in the field of indus-

trial technology, the experience could gradually be extended to other areas.

ON-THE-SITE TRAINING IN INDUSTRY

On-the-site training is without a doubt one of the most effective ways of training students and stimulating their interest in industry. Experiments carried out to date indicate that the concept is a valid and fruitful one: on-site training gives students a first-hand knowledge of the work environment and of working conditions, makes job hunting proportionately easier, and sets in motion an earlier and more far-reaching adaptation process in the individual, which can eventually lead to a greater readiness to accept jobs in remote areas. However, three problems must be contended with. First, trainees do not have proper accident insurance. To solve this problem, the object of many fruitless debates during the past three years, the MEQ should assume financial responsibility in case of accidents involving students, and amend the Workmen's Compensation Act accordingly.

Secondly, seniority clauses in collective agreements frequently limit the trainee's mobility within the enterprise; an agreement could be reached between the parties concerned to eliminate this difficulty. And, lastly, the timing of training periods and the proposed distribution of trainees in the various enterprises do not always coincide with the actual availability of places for trainees; this could be solved by the negotiation of contracts between colleges and business enterprises.

RECOMMENDATIONS

In the past ten years numerous organizations have attempted to establish relations between schools or colleges and the labour market; the importance of these efforts cannot be denied. But the results obtained so far have failed to satisfy the needs of students or meet the requirements concerning their training and work motivation. In view of this the Council recommends:

- that the MEQ attribute more importance to job information and relations between colleges and industry by allocating more resources for their development, by planning programmes which will facilitate this development and by determining common goals as a basis for concerted efforts involving itself, industry, and the educational milieu;
- that the MEQ, in accordance with its decentralization policy, promote the creation of regional service centres for academic and vocational information and for furthering relations between schools or colleges and industry;
- that the Workmen's Compensation Act be amended so as to provide compensation to students injured while participating in an on-the-site training programme in a business enterprise.

CHAPTER IV

VOCATIONAL TRAINING AT THE COLLEGE LEVEL

In its work, this year, concerning the repercussions of the report The College and the relations between colleges and the labour market, the Commission on college-level education became increasingly aware of the disorganization which affects vocational training at the present time. No other conclusion was possible in view of the facts, and this important point in its evaluation of the state and needs of college-level education this year is the subject of this chapter.

OBSERVATIONS

In 1964, the Royal Commission of Inquiry on Education in the Province of Québec recommended the gradual setting up of 30 institutes for vocational training and university preparation. Each institution was to have at least 1500 students (1) and the MEQ was made responsible for defining the programme of options to be made available in each institution (2).

Twelve years have elapsed, and the public education system now has 46 colleges and campuses. The smallest institutions provide instruction for about 500 students, and the largest, for about 7,000. Some twenty institutions have less than 1,500 students. All of the colleges offer course concentrations leading to university. The table presenting the distribution of the so-called vocational programmes throughout the province shows that Nursing Technology is offered in 40 colleges, Electrotechnology in 34 and Administrative Technology in 45.

(1) Rapport de la Commission royale d'enquête sur l'enseignement dans la province de Québec, 2e partie, 1964, art. 299, p. 184.

(2) Ibid., art. 298, pp. 182-183.

This departure from the recommendations of the Royal Commission in the present system can be explained by several factors, some of which are:

- a) the strong pressure brought to bear by local or regional socio-economic groups for a college in their area or, should they already have one, for the setting up of certain programmes;
- b) the possible exploitation, for political purposes, of the advantages derived from the setting up of a college by a committee or of the prestige attached to having certain vocational programmes;
- c) the relative abundance of resources, especially physical or financial ones;
- d) certain weaknesses in the MEQ's distribution of colleges and vocational programmes throughout the province.

The DGEC provided an implicit diagnosis of the dispersion caused by the above-mentioned factors when, in a report published in the fall of 1975, it advocated the regional regrouping of vocational programmes into four main categories: Health and Welfare, Engineering, Administration, and Arts (1). The Director General and the Directors of educational services of colleges expressed their approval of this project at a consultative meeting in October, and recognized the urgent necessity of adopting a more rational approach to the distribution of programmes throughout the college system.

The situation does have numerous consequences on such aspects of education as the informing and counselling of students, the use of human and material resources, and the adaptation of college-level studies to the requirements of the labour market.

(1) Elements d'une politique de développement de l'enseignement collégial et des CEGEP. Direction générale de l'enseignement collégial, ministère de l'Education, Québec.

Information provided at the secondary level is vague and poorly organized, overabundant on the one hand and insufficient, sometimes non-existent, on the other, with the result that students' perspectives on career choices may be distorted. Resources are often poorly used or poorly divided, whether it is a question of teachers, who are scarce in certain specialities, or costly equipment which is not used to full capacity. Lastly, vocational training is often poorly adapted to the realities of the labour market, which does not necessarily develop at the same rate as the educational world. Young graduates sometimes find it difficult to enter the work milieu, either because it has little use for the training they received at college, or because that training has not been adequate.

POSTULATES

As a follow-up to this analysis certain postulates may be offered with a view to possible solutions. The Council suggests the following:

- Colleges will offer programmes to be completed at university and programmes of medium length.
- The programmes will be grouped into families, i.e. homogeneous groups. The concept of families of programmes is an extension of the programme definition proposed by the report The College (1): the family groups programmes having similar objectives and activities, which draw on a common resource bank and are evaluated in similar manner. The aim is to set up core programmes; this has already begun in some colleges.
- Programmes will be set up and implemented by modules. For each programme a module will decide on the proper application, at the local level, of the framework

(1) CONSEIL SUPERIEUR DE L'EDUCATION, The College. Report on the State and Needs of College Education. Québec, 1975, pp. 55-58.

defined at the provincial level by the Programme Committee (1). Where families of programmes are concerned, a commission will see to the regrouping of the modules involved and to the coordination and planning of activities, the utilization of resources, and evolution procedures.

- Options will be concentrated and programmes redistributed. The MEQ will take steps to ensure that regional authorities present their recommendations as to the concentration of options and the redistribution of programmes throughout the college system. This will be based on regional requirements, the objectives of the programmes themselves, the availability of resources in general, and the location and resources of particular institutions. The fundamental objectives and the philosophy underlying post-secondary training, as defined by the State, must of course be kept in mind throughout this process.

As it seems that the Minister of Education, under the provisions of Act 21, has not been invested with the explicit authority to cancel an authorization to offer certain programmes once he has granted it, he should be given clear authority to do this, so that he may intervene effectively where necessary in the new distribution of resources and responsibilities.

In this important operation, particular care must be taken to safeguard quality and motivation in members of the teaching profession by making provisions for those teachers who will be affected by the new programme distribution, and by setting up a classification system which will compare favourably with those used in private enterprise.

- The regulations governing college-level studies will encourage the student to participate in his own training.

(1) The module, on a local level, and the programme committee, on a provincial level, are defined in the report The College, p. 65 and p. 122.

At the modular level, he should be able to express his vocational needs and take part in determining the means to fill them. On the other hand, under these regulations the student will be free to select activities that meet his personal interests and needs.

HYPOTHESIS

These postulates already provide a fairly clear idea of how to solve the previously defined problem. The solution lies in a new approach to the distribution throughout the college system of those programmes now referred to as "vocational programmes". Firstly, colleges will continue to offer those programmes which are now said to lead to university, and which it would be preferable, in future, to designate as programmes to be continued and completed at university.

Secondly, most colleges will offer one or two families of programmes of medium length, presently known as "vocational"; the colleges will also offer those core activities which are common to programmes of one or several other families.

Thirdly, some colleges will offer only one or two families of programmes of medium length, and nothing else.

It is evident that the operative element of this reorganization is the concentration of programmes of medium length, now called "vocational", in a limited number of colleges. The success of the operation is necessarily related to the concerted efforts, at the regional level, of public and private institutions and representatives of the socio-economic milieu.

TASKS

The various tasks involved in this operation are the following:

- to determine and identify clearly the institutions which offer some programmes or all of the programmes of a family;
- to hire a sufficient number of teachers of the caliber necessitated by the programmes;
- to see that resources and equipment are used to maximum capacity;
- to draw up policies and set up structures to ensure that there is a genuinely relevant relation between college training and the realities of the labour market.

DRAWBACKS

Some drawbacks can be foreseen but they are not major ones.

The fact that the special activities related to some programmes will only be offered in a limited number of colleges will undoubtedly make relocation necessary for a number of students. But this effect will be minimized by the possibility of taking in any area those courses or activities which are common to programmes belonging to the same family.

The excessive concentration of resources in one family of programmes could cause some danger of overspecialization. But the following question must be taken into account when considering this drawback: would this not be in the student's best interest?

Lastly, there is a real possibility that the new distribution which will follow the regrouping of programmes could result in the availability of a greater variety of programmes in urban centres and a reduced number of choices in outlying areas. But experience has shown that it is utopian to expect to offer a complete range of programmes in every area.

RECOMMENDATIONS

The Council concludes with these recommendations:

- that the MEQ ask for and analyze the recommendations of colleges regrouped by region, so as to review in ten years' time the planning and the distribution of the programmes they offer;
- that the MEQ make clear to local institutions and regional authorities that their recommendations and its own actions should be concerned primarily with the revision of so-called vocational programmes in view of their reorganization into families of programmes and of their redistribution throughout the college system;
- that the Minister of Education be given clear authority to cancel a college's authorization to offer a programme, where necessary;
- that compensatory measures be anticipated for teachers affected by the new distribution of programmes in the colleges; that hiring be made easier through the adoption of a teacher-classification system which will compare favourably with those used in private enterprise;
- that, in the elaboration of a new set of regulations governing college-level studies, the educational structure encourage the student to take an active part in his own training;
- that, with the help of the new regional centres for academic and vocational information recommended in the report, secondary-level students be provided with more complete information concerning all programmes offered at the college level, and related job opportunities; that provision be made, within the loans and bursaries system, to help the greater number of students who will be required to relocate to pursue their training.

CHAPTER V

RELIGION AT THE COLLEGE LEVEL

Nowadays the religious dimension of college-level education is often forgotten, misunderstood, or neglected. It is nevertheless a fairly widespread area of public concern and this year studies have been carried out on the matter by the Catholic Committee (Comité catholique), in collaboration with the Commission on college-level education (Commission de l'enseignement collégial). Using their work as a basis the Council has drawn up the following picture of the situation and the subsequent recommendations concerning the two main instruments of religious education: religious instruction and pastoral animation.

RELIGIOUS INSTRUCTION

In eight of the twenty-five private colleges which are members of the Quebec Association of Colleges, one or two religion courses are mandatory for all students and can be taken in any one of the four regular sessions; eleven other colleges offer optional religion courses and five offer no religion courses at all. The situation is different in the public sector: some colleges offer optional religion courses, but more than half list no such course in their programmes. In fact, barely one per cent of all students in the public sector actually take at least one religion course during their college-level studies.

Yet excellent master-programmes do exist, and the College Education Handbook lists a fairly wide range of courses. According to teachers consulted on the subject, student demand for such courses is on the increase. The problem lies with the educational structure which, in practice, virtually prevents students from opting to take one or more religion courses during their college years; the idea behind complementary courses and the space allotted them has been obliterated by the requirements of specialization or university admittance.

Moreover, the teachers consulted stated that the religion courses that are offered seem to fill a very real need. College-level students, whose average age lies between 16 and 19, are generally passing through an important phase in their search for identity; they are at that age attempting their first personal life-philosophy synthesis, and making basic choices concerning work, love, and life-style that will affect all of their lives.

For them, religious education meets several needs, namely:

- the need for clarification and reflection on the meaning of life, on religion, faith, and moral options;
- the need to develop the critical perspective necessary to take stock of and perhaps revise personal moral attitudes stemming from childhood, adolescence and the social milieu;
- the need to understand the role which religion has played in Quebec's history and to review the meaning of the province's past;
- the need to understand the religious phenomenon with reference to today's cultural framework and to the influx of spiritual messages from every part of the world;
- the need to react against what must be called, if one is to be realistic, a state of almost total ignorance in religious matters;
- the need to relate the cultural aspect of life to the religious dimension, and to resolve the old conflict between science and religion.

Teachers of religious studies would like to see colleges obliged to offer at least one optional religion course in their programmes and to have at least one professor qualified in this discipline in each college.

PASTORAL ANIMATION

Pastoral guidance seems to be faring somewhat better than religious education. In 1975-76, twenty of the twenty-five private colleges offered a pastoral guidance service. Twenty public colleges still have such a service, but twenty others discontinued theirs. In some instances the departure of the person in charge provided the opportunity or the excuse for closing down the service; in other instances the service ceased to exist as an independent entity when it was amalgamated with the general student-services sector.

As can be seen by their annual reports, the coordinators of these services have a very creative and dynamic approach to their work. Their job and their tasks are officially recognized, but are not secure for all that; during tight financial periods, they are likely to find themselves last on the priority list and first on the list of budget cuts.

PROPOSITIONS

As to how to deal with the situation described above, the Council suggests that the general objectives and educational project of college-level education be consulted. It makes the following propositions:

1. To the extent that colleges consider themselves educational institutions, attempting to offer a vocational training which is fundamental but not narrowly pragmatic, they should recognize and make room for the religious aspect of human nature and for the search by students for moral or religious values.
2. Religious education can legitimately be presented to colleges as a social science, on an equal footing with sociology, psychology or history. With the cultivation of intelligence as its goal, and with no preconceptions concerning students' personal commitments, religious instruction is not an extension of secondary-level catechism classes; its aim is rather to initiate a truly scientific process of reflection on the religious phenomenon and facts related to it.

3. Pastoral services must be maintained where they exist and set up where they have been eliminated or where they have never existed. It is unacceptable that mere financial considerations should entail the neglect or disappearance of services whose specific aim is to assist young adults seeking a personal meaning to their life and grappling with fundamental decisions in important matters of moral values, religious options and social commitment. Both in ecclesiastic communities and at the MEQ, those in authority should encourage the training and hiring of pastoral counsellors and provide them with general objectives and master-plans for the coordination of activities.

CHAPTER VI

THE OBJECTIVES OF UNDERGRADUATE PROGRAMMES AT UNIVERSITY

The Council has already emphasized, in last year's report on the state and needs of education, the necessity of defining the aims of university undergraduate programmes more precisely. This question has stirred up fresh interest in the past few years. Several reports have been written on the subject such as the Council's "Objectifs généraux de l'enseignement supérieur et grandes orientations des établissements(1972-1973)" or the one put out by the University of Quebec, "Philosophie et objectifs généraux du premier cycle (1974)". The present situation, however, prompts the Council to consider this fundamental issue and its many repercussions once again.

EXISTING DEFINITIONS

If one in fact examines the documents quoted above, or others, it becomes apparent that the specific objectives of first-degree programmes have yet to be defined precisely and to everyone's satisfaction. Among the objectives generally stated, some, such as the fostering of creativity or independence, are common to all educational levels; others, such as preparing students for a role in the labour market, do not pertain to undergraduate programmes alone. In fact, we may go so far as to say that in some of the documents very few of the objectives stated are specifically related to the educational level concerned.

REPERCUSSIONS ON PROGRAMMES AND COURSES

The fact that the objectives of university undergraduate education have not been properly determined has a related effect on most programmes, whose objectives are equally vague. One has only to leaf through university handbooks to be convinced of this. One example will be sufficient. The objectives given for three different data-processing honours degree programmes are the following: "the training

of computer systems analysts required by today's labour market; the development of data processing as a science." With such a terse definition as a starting point, how can one really tell whether these programmes belong to the university undergraduate level, or draw up a list of required courses and activities and justify this list to students?

As for the courses themselves, their objectives are frequently obscure. How can a student advisedly choose a university-level course on a subject already touched on in college if the more advanced course is not specifically adapted to its own particular objectives? One suspects that there must be a good deal of overlapping of university and college-level activities in a given field.

CAUSES AND CONSEQUENCES

The main cause of this situation is, no doubt, the intrinsic difficulty of defining educational objectives meaningfully and effectively; hardly any work of this nature has been done before. The proliferation of knowledge in all fields, upheavals in the technological areas, and changes affecting human relations also pose new and difficult problems to the university. In another connection, educational reform in Québec has wrought considerable change on the organization of educational levels and courses of study; all roles have not been determined in a precise and coherent manner within the new frameworks. Finally one must consider the confrontation of various positions held in universities as to the real nature of undergraduate studies.

All of this will have consequences on student motivation and the quality of student training, such as the duplication of courses and parts of programmes, waste of time, a weakening of interest, and a lack of correspondence between what is being offered and the actual needs of students, the labour market and society.

SOLUTION OUTLINES

It is not the Council's aim here to set down a precise definition of specific objectives for university undergraduate studies. The Council does recognize that some

general educational objectives which transcend considerations of level must be pursued at university. It is also of the opinion that, although a clear distinction must exist between college and university studies within the post-secondary framework, this distinction does not so much reside in the different nature of the overall objectives as in the levels at which they are pursued. Both at college and university the student concentrates most of his efforts in one particular field; he chooses a concentration or area of specialization. In this context the distinguishing features of university undergraduate studies are the necessity of acquiring a higher degree of personal autonomy and mastering a more complex body of knowledge, a greater need for incisive analysis, and paradoxically, a better grasp of broad principles and bases coupled with a more advanced specialization.

This is what is meant by different levels in the pursuit of objectives. But the whole matter remains open to discussion.

The task is difficult but must be given priority. As a first step, programme objectives should be better defined, taking into account the difficulty posed by similar programmes in the same field at the college and graduate levels; the characteristics which pertain to undergraduate studies will become apparent when all three levels are brought together for comparison. The concerted effort of all parties concerned is evidently required.

RECOMMENDATIONS

The Council recommends:

- that the Council of Universities (Conseil des Universités) and the universities themselves give first priority to the definition of undergraduate education objectives; that the implementation of new programmes or the modification of existing ones be accompanied by a satisfactory definition of objectives;
- that the parties concerned, in universities, pursue the definition of the general and particular objectives of their educational task; that the collaboration of all parties concerned be encouraged, and that permanent structures be created to ensure this.

CHAPTER VII

QUOTA RESTRICTIONS IN UNIVERSITIES

Each year, quota restrictions in university programmes affect thousands of students, directly or indirectly. They are used to determine the maximum number of new students to be admitted to a programme in a given time period. The Council feels that it should spend some time analyzing, at least approximately, the importance and the extent of the effects of these restrictions.

THE PRESENT SITUATION

It is difficult to collect significant data on quota restrictions in Québec universities. It seems impossible, for instance, to find out how many applications were made during a given period for admission to a programme offered by several universities.

Presented below are the number of programmes which, according to the information obtained, had quota restrictions in the fall of 1975, in the following universities:

University of Québec in Montreal	12
University of Québec in Trois-Rivières	3
Laval University	12
University of Sherbrooke	8
University of Montreal	22
McGill University	7

The following figures based on the University of Sherbrooke's statistics for September 1975 give an idea of the number of applications for admission as opposed to the number of places available in programmes with quota restrictions:

	Number of places available	Applications for admission
Medecine	110	1,481
Law	180	1,206
Physical education	110	443
Social work	65	253
Psychology	45	525
Educational psychology	45	494
Remedial education	45	484
Special education	50	183

The same data may be compared in the case of a programme offered by several universities, for instance the dentistry programme for which the figures given below for the following universities apply also to September 1975.

	Number of places available	Applications for admission
Laval University	24	406
University of Montreal	85	657
McGill University	44	619

We must, however, estimate with care the number of applications for admission, because the same student may have applied for admission to several universities, and also because the applicant's second and third choices have been included in these calculations. But the fact remains that more and more applicants are refused admission to the programme of their choice. For instance, at Laval University, for those programmes with quota restrictions, the percentage of applications turned down has gone up from 58% in 1972 to 71% in 1975.

REASONS GIVEN

How did this situation arise and what are the reasons behind quota restrictions? One common explanation is the desire to safeguard the quality of training; another is the need to balance supply and demand, so as to prevent students from entering overcrowded fields. Other factors cited are a shortage of professors and of equipment, the limited number of places available for practical training, and the requirements of professional corporations. But the main reason behind quota restrictions is undoubtedly the greater number of students who wish to attend university. For one of the main objectives of educational reform in the past ten years has been to make education available to all.

A REMINDER OF OBJECTIVES

We should in fact recall the objectives of the educational system following the report of the Royal Commission of Inquiry on Education in the Province of Québec: democratization, increased accessibility, adaptation to the needs of the individual and of society. The Council of Universities has restated these objectives more recently in its report, Objectifs généraux de l'enseignement supérieur et grandes orientations des établissements.

Now democratization and accessibility, based on the belief that all citizens have equal rights, require that geographical, financial, and cultural barriers be removed; the adaptation of the system to actual needs implies that institutions should constantly seek to determine these needs and organize their resources accordingly.

PROBLEM AREAS

What is the situation really like? A number of problems have emerged:

- many students who have the necessary ability are not admitted to the programmes of their choice;
- a student not admitted to his preferred programme will be much less motivated to undertake studies in his second-or-third-choice programme, and this will certainly affect the quality of his studies;
- except for certain institutions, there is no guarantee that students who apply to university after a few years on the labour market will be admitted; if they want to study part-time, their chances of being admitted are often non-existent;
- quota restrictions in certain programmes bring about a considerable increase in the number of students admitted to some other programmes;
- quota restrictions may contribute to a shortage of graduates in some fields. The field of dentistry is one such example; there was, on the average, one dentist for 2,696 people in Canada in 1974; but in Québec, in 1975, there was on the average one dentist for 3,067 people, and in the Lower-Saint-Lawrence-Gaspé region in particular, the ratio was one dentist for 7,703 people. (1)

SUGGESTED AREAS FOR ANALYSIS AND CHANGE

Studies must be carried out, and action may be taken. We have already mentioned the difficulty of obtaining absolutely accurate data; the creation of one central admissions office would correct the situation.

(1) La santé dentaire au Québec, ministère des Affaires sociales, Direction de la planification des services de santé, Québec, May 1976.

Proposed subjects for analysis and research are the changing patterns of university admission possibilities in the past few years, the reasons for quota restrictions, and the methods used for selecting successful applicants. Moreover it is essential that universities provide more information on quota-restriction policies and selection criteria. Lastly, the final responsibility for determining society's needs and for carefully evaluating the data likely to justify quota restrictions lies with the State.

CONCLUSION

Thus the Council wishes to draw attention to the complex issue of quota restrictions. Without denying the existence of certain limitations and constraints which must be dealt with, the Council reaffirms the principle of accessibility, and expects that steps will be taken to ensure that more people may undertake studies in accordance with their needs and those of society.

RECOMMANDATIONS

The Council recommends:

- that the studies undertaken by the CLESEC (Comité de liaison de l'enseignement supérieur et de l'enseignement collégial) and by the universities be carefully completed;
- that studies be undertaken on the following points: statistics concerning university admission, changing admission policies, policies governing quota restrictions, selection criteria and admission of part-time students or of applicants who have been on the labour market for a certain period;
- that the Government, in collaboration with all the parties concerned, undertake the task of determining society's needs, so as to be able to justify, with regard to the common good, the abolition, the maintenance, or the setting up of quota restriction policies.

CHAPTER VIII

ACCESS TO UNIVERSITY AFTER TIME SPENT ON THE LABOUR MARKET

Education, now seen as an ongoing process in life instead of as one of the transitory phases of life, is becoming a permanent, continuous phenomenon. In this perspective, what kind of reception is given to candidates who have not completed their college studies but apply to university after a more or less lengthy period spent on the labour market.

THE PRESENT SITUATION

Even though universities in Québec have entered the adult education field and have modified or set up their structures and services accordingly, their basic purpose is still to train young, full-time students. Candidates who have not completed their pre-university studies, who have interrupted their education to work for a year or more, and who frequently would like to register for part-time studies only are still not given adequate attention.

DETERMINING NEEDS

Who are these applicants? What type of preparatory training or remedial courses do they need? What are their interests, their aspirations, their pertinent experience? These questions have only been sketchily answered up till now. The most urgent priority is indentifying the needs to be filled. It is nevertheless a difficult task, and is rapidly requiring the training and use of specialized personnel capable of analyzing particular individual needs as well as those typical of the groups concerned. There is an acute lack of tools and methods for evaluating pertinent experience. Ongoing studies and new research in these areas must be encouraged.

INFORMATION

Too frequently, still, candidates are not fully aware of available resources. Action must be taken in this area as well, not only to provide information on programmes and admission requirements, but also to determine, in consultation, the most effective course progression and the best methods to meet the needs of each individual.

ENTRANCE REQUIREMENTS

Universities have broadened their entrance requirements considerably in the past few years. However many difficulties still exist. We will mention three. When universities set up their entrance requirements, they do not all use the same definition of the adult applicant. Some universities define an adult student as "any person over twenty-three who has acquired relevant knowledge and experience"; others consider as an adult applicant "any person who is regularly employed or whose socio-economic role is not that of a student." Admissibility will obviously vary according to the definition used.

In the case of programmes with quota restrictions, the consideration given to applications from the above-mentioned candidates varies greatly from one person to the next and is sometimes unjust. Apart from a few exceptions, a certain percentage of places is not set aside for this category of applicants and applicants are not admitted on a part-time basis.

Many would need make-up courses before pursuing regular university studies; but, in general, universities do not offer such courses and no agreements have been drawn up to this effect with colleges.

PEDAGOGY

It is not sufficient to make the university more accessible and to adapt its structures to adult applicants. Its programmes and activities must also be adapted. Pedagogical methods must vary according to the type of student involved. The student's preparation, experience, interests, intellec-

tual habits, and time available for studies must be taken into consideration. If students who have spent some time working in society seem to experience difficulties in their studies, perhaps we must look for the reasons underlying these problems and not hesitate to question, if necessary, the accepted definition of university studies.

The evaluation of the learning process is one pedagogical test-point: what do we evaluate and how? All of these considerations emphasize the need for adequate preparation and further training in pedagogy for university professors as well as the need to have a teaching staff that is not composed solely or mostly of assistants hired on a temporary basis.

RESOURCES AND SERVICES

Will new resources be required in the light of these facts? The objection will quickly be raised that the rate of increase in university spending must be curbed in view of the present economic situation. Nevertheless, social priorities will continue to be chosen and continuing education may be included among them (1). Also, reforms now being undertaken in the areas of university funding and financial aid to students will have to take into account the requirements of continuing education.

The admission of students arriving from the labour market rather than from colleges calls for a variety of services, as described above: information, analysis of needs and resources, evaluation of pertinent experience, admission, counselling, further pedagogical training for professors, and the evaluation of learning methods.

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- (1) "The possibility that continuing education may require the setting up of supplementary university services coincides with attempts on the part of our society, as many others, to stabilize or even reduce the rate of increase in university spending. This situation thus presents both society and the university with further challenges: that of finding ways to increase efficiency and, no doubt, that of establishing priorities based on social objectives and considerations," (CONSEIL DES UNIVERSITÉS, "L'université et l'éducation permanente", Cinquième rapport annuel 1973-1974, Québec Official Publisher, 1974, p. 96).

To fill these needs, universities have in the past few years set up new structures and expended some effort. Perhaps it will soon be time to check the results obtained and evaluate the efficiency of these structures and services.

EVOLUTION OF ATTITUDES

But what is required is not only the transformation of structures and the reorganization of resources but also a change in attitudes. A certain resistance can in fact be noted, at various levels, on the part of university administrators. Obviously, there is no question of lowering requirements as to the quality and difficulty of education. Rather, new realities must be taken into account, realities which bring education back to its most basic objectives.

RECOMMENDATIONS

The Council recommends

- *that the MEQ continue to encourage the efforts universities are making to meet the needs of continuing education; that the attitude of certain faculties, which seem to be accessible almost only to recent college graduates, be questioned;*
- *that more attention be paid by the MEQ and by the universities to the following points: the drawing up of common admission requirements and a common definition of the adult student, the determining of the educational needs of other candidates besides those recently graduated from colleges, the percentage of places allowed to these candidates in programmes with quota restrictions, the evaluation of pertinent experience, the evaluation of learning methods;*
- *that more importance be given by the MEQ and by universities to the pedagogical training and improvement of professors;*
- *that financial policies take into account the new requirements related to continuing education;*

- *that universities undertake, in the near future, an evaluation of the structures set up to meet the requirements of continuing education.*

CHAPTER IX

ADULT EDUCATION

Adult education was touched on in the previous chapter in the discussion of university admission for applicants coming from the labour market. The subject is considered here in a broader perspective. Our approach has been to present various relevant factors separately, building up a gradual picture of the overall situation in this sector, which seems to lack an overall policy.

THE NEED FOR AN OVERALL POLICY

The lack of any overall policy defined by the government makes it impossible to control the rapid expansion of adult education at the present time. The government is being pressured to initiate concerted action on the part of the numerous and different authorities and interested parties.

The adult education sector must be given definite direction through the application of a coherent overall policy, and provided with flexible, decentralized structures to ensure the coordination of its elements with the rest of the educational system.

NEW MEDIA

Attempts have been made to solve the problems created by rapid changes in production methods, unemployment, and the migration of the labour force, through the use of on-the-job training, evening courses, or vocational training on a full-time basis. Government, teaching institutions, and independent organizations have all increased their efforts to meet the growing need for training. But another aspect of the situation must be recognized: audio-visual methods, the press, radio, and especially television and cablevision have become the educational and cultural media of the future. The Province of Québec has taken certain initiatives in this area which show its desire to reach adults in their

different milieus and put these new resources at their disposal, with a view to promoting better education, be it on a general, vocational, or popular level. There is an urgent need for the establishment of structures to facilitate collaboration between the promoters of these media and the various agencies in charge of adult education. It would also be advisable to set up a two-way flow of information between the two afore-mentioned groups and the people they wish to reach.

SERVICES FOR THE HANDICAPPED

Despite attempts to make adult education available to all levels of the population, some needs are still not being met. We must see to it that certain groups, in particular are not neglected. For instance, more attention could be given to those who suffer from physical or sensorial handicaps. Access to buildings, as well as mobility within them, sometimes creates insurmountable problems for the handicapped. Furthermore they have financial difficulties, because the benefits granted them by the State are distributed by two different organizations, educational needs and support during training periods are funded by the MEQ, but during any other period of their lives, financial support for the handicapped is provided by the ministère des Affaires sociales. As they cannot be supported by both departments simultaneously, during certain periods they lose needed benefits. And to this must be added the problems caused by a lack of understanding on the part of educational milieus, plus certain barriers to communication such as blindness or deafness.

Those who suffer from physical and sensorial handicaps should have the possibility of acquiring the technical or professional qualifications needed to exercise a trade or profession. To make this possible, we must facilitate their integration into the various sectors of social activity and their access to community resources by making appropriate changes in existing infrastructures and by taking the special needs of the handicapped into consideration when plans and specifications are drawn up for future construction.

WOMEN AND ADULT EDUCATION

The arrival of adult women on the labour market is not a new phenomenon, but the educational system which should make things easier for them is not designed to provide the preparation or further training they need. The need is especially acute in the case of women returning to the labour market after periods of varying length spent raising their families. It is important that women be given equal access to all adult education services, including those which provide training leading to jobs or responsibilities traditionally reserved for men.

Even though it can be said that the educational system is open to everyone, in practice it becomes evident that access is limited by financial considerations which are the result, for the most part, of manpower policies.

PARENTS IN UNDERPRIVILEGED AREAS

There is still much work to be done in the area of adult education, be it personal, economic or cultural, but we wish to emphasize that priority must be given to the education of parents in underprivileged areas. It is of course important to respond to the aspirations of young people in these areas, and to ensure their optimum development, but it goes without saying that failure, partial or total, threatens the entire educational system if adults, as parents, are not given the possibility of acquiring certain essential knowledge and skills.

This does not of course remove the obligation of analyzing the social and economic factors which bring underprivileged areas into being or allow them to persist, in urban or rural areas. But immediate steps must be taken to meet the growing need for special services, in the areas of personal and family education as well as in financial, political, or psycho-social education; these services are to be made available first to parents in underprivileged areas. This would aim to render the family milieu itself educational; the family would then support other educational activities which youngsters take part in.

PERSONAL DEVELOPMENT

In a broader perspective, socio-economic education should help the adult to acquire a better understanding of the workings of society and lead to his making better use of the possibilities of the system accepted by the majority of the population. Cultural education should encourage the individual expression of the particular talents of a person or group rather than seek to impose one cultural model on all. Personal development should lead to a real awareness of the physical and cultural environment; it should encourage the adult to take part in the improvement of this environment, to respect and protect nature, his cultural heritage, in short, the collective wealth of society.

TEACHERS FOR ADULTS

In January 1975, the Council submitted to the ministère de l'Éducation its recommendations concerning the status of teachers for adults. Very little progress has been made since. The Council felt and still feels that steps must be taken to provide some security for a certain number of instructors who possess the necessary qualifications and aptitudes to pursue a career in the field of adult education.

There should no longer be any doubt as to the necessity of providing the adult-education sector with qualified personnel who would be called on to participate in planning and setting up educational programmes. This personnel should benefit from appropriate training and from periodic updating of its knowledge and skills. The teacher for adults should be recognized as a true professional in the field of education. And, as such, he should be entitled to salaries, job security, and promotion opportunities which compare favourably with those offered to professionals working in similar fields.

RESEARCH AND EVALUATION

Up till now, the development of the adult-education sector has been guided by a kind of common-sense, empirical approach rather than by factual conclusions derived from scientifically conducted research.

What has prevailed until now must not be allowed to continue. How much longer can we afford to let the development of this sector be guided by impulse, good will and haphazard methods?

The entire educational system would benefit from the systematic verification and evaluation of pedagogical experiments carried out in the adult-education field. The sense of judgment of those involved in such experimentation would only profit by this. It is to be hoped that those institutions which are particularly concerned with research will take a more active part in action designed to encourage the development of adult-education programmes, by collaborating in applied research projects.

RECOMMENDATIONS

In conclusion, the Council recommends:

- *that Québec draw up a comprehensive overall policy governing adult education;*
- *that structures be set up to facilitate collaboration between promoters of technical means of communication and those in charge of adult education; that a two-way information exchange system be set up between these groups and the people they wish to reach;*
- *that the working conditions of teachers specializing in adult education be evaluated;*
- *that access to educational services be made easier for those who suffer from physical or sensorial handicaps, as well as for everyone else;*
- *that the educational system facilitate women's reentry into the labour market;*
- *that educational services provide adults, and especially parents in underprivileged areas, with the possibility of acquiring personal, family, financial, political and psycho-social education;*

- *that experiments under way in the adult-education sector be evaluated;*
- *that adult education be made one of the prime concerns of educational research.*

Appendix

Advice notes,
recommendations
and press releases
issued between September 1st, 1975
and August 31st, 1976.

I. DRAFT-AMENDMENT TO REGULATION NO. 7 RESPECTING THE STRUCTURE AND ORGANIZATION OF KINDERGARTENS, ELEMENTARY EDUCATION AND SECONDARY EDUCATION

Advice note from the Conseil supérieur de l'éducation forwarded to the Minister of Education, 181st meeting, April 9th, 1976.

1. Sections 5 and 28

1.1 For reasons already expressed by the Council in its previous opinion on the same subject (1), the Council approves the new wording of these sections, viz:

1.1.1 the use of the term "jours" rather than the expression "jours entiers" as suggested in last year's draft-amendment;

1.1.2 the substitution of "au maximum 200 jours" for "au moins 200 jours".

1.2 The Council also agrees that the sentence referring to the use of "autres jours" (extra days) should be deleted from the text of sections 5 and 28, i.e. "les autres jours devant servir notamment à la planification et à l'évaluation du travail par le personnel professionnel enseignant et le personnel professionnel non enseignant, ainsi qu'à des rencontres avec les parents". The Council nevertheless suggests that this exhortation to use the "extra days" for planning and evaluation of work be more fully explained to all school commissioners and trustees in a special introductory or explanatory statement accompanying the present Regulation.

2. Sections 6 and 29

2.1 The Council is pleased to note that these sections have been struck from the Regulation. In July 1975, it had endorsed a revised version of these clauses which, in its opinion,

(1) The Pupil's School Calendar and School Opening. Advice note from the Conseil supérieur de l'éducation forwarded to the Minister of Education, 171st meeting, July 1975, See Annual Report 1974-1975.

tended to grant greater latitude to school boards in the planning of their school calendar. At the moment, the Council is totally in favour of the deletion of these sections for this indicates a desire to leave much more freedom to school boards.

- 2.2 In 1975, the Council had recommended that the opening of the schools should not be unduly extended beyond the 1st of September, and had once again emphasized the key principle of its frequent advice notes or recommendations of recent years: that school boards should be accorded the greatest possible latitude in this matter. The Council is pleased to note that the MEQ has now agreed to act in this direction.
3. The Council strongly urges that in an explanatory note accompanying the modified Regulation, school boards be fully informed of the spirit behind the present amendments.
 - 3.1 Therefore, it would be advisable to remind boards that the "180" days should be definitively considered as a minimum to be exceeded whenever resources may allow - either in the form of conventional schools days or of days devoted to various extra-curricular activities of an educative nature.
 - 3.2 Regulation No. 7 itself should be considered a general framework flexible enough to assure school boards the greatest possible latitude in the adaptation of the framework to their specific needs.
 - 3.3 Despite the deletion of sections 6 and 29, it would still be in the best interests of students to avoid prolonging unduly the September opening of schools. The summer vacation should not be extended at the expense of the academic year.
4. School bus transportation was instituted to provide educational opportunity for the largest possible number of youngsters. The Council therefore recommends that consistency should be ensured between the provisions of Regulation No. 7 regarding the number of school days and the present policy governing the organization and financing of school bus transportation.

II. INTERGOVERNMENTAL AFFAIRS - 1974 ACT

Recommendations of the Conseil supérieur de l'éducation to the Minister of Education, 1974th meeting, October 10th, 1975.

Section 21 of the Loi du ministre des Affaires intergouvernementales (assented to 24th December 1974) stipulates that "no public agency shall, on pain of nullity, without prior approval of the Lieutenant-Governor in Council, enter into agreements with another government in Canada, a foreign government or with a department or agency of any such government".

Considering that the third paragraph of this same section states that a public agency signifies "a corporation or agency (...) more than half of whose resources are derived from the consolidated revenue fund", it must be concluded that post-secondary educational institutions in Québec are included among all such agencies that are obliged to obtain authorization from the Lieutenant-Governor in Council prior to entering into agreements with other governmental or para-governmental bodies situated outside the province of Quebec.

Without contesting the merits of the main object of the Act, the Conseil supérieur, in conjunction with its Commission of Higher Education, is concerned about the fact that in this effort to coordinate and to rationalize more fully the activities of public agencies, we may, in the case of our post-secondary institutions, be incurring the risk of creating a difficult situation that could prove injurious to the development of the latter, particularly where agreements pertaining to research are concerned.

The necessity of having to submit all agreements pertaining to research activities to the Lieutenant-Governor in Council may, indeed, have serious implications for the progress of research in our universities and colleges.

At the present time, the universities of Québec are already required to comply with certain long drawn out procedures prior to contracting various types of agreements. Application of the Loi du ministère des Affaires intergouvernementales will only add to the existing delays. Furthermore, in many cases our universities are in a competitive position with other Canadian or foreign establishments. This legislation might place them in an unfavorable situation and cause them to lose

valuable research contracts. The research sector will be the first to suffer. Increasing the complexity of the decision-making process could discourage many people from developing new projects and reduce opportunities for accomplishing their projects. If there is a danger that research may be seriously prejudiced, then it would appear necessary to give very careful thought as to whether the quality of education as a whole might not also eventually be affected. In brief, research and post-secondary education should know no frontiers. It is important that relations between academic institutions, research workers and educators of all provinces and countries be established as directly as possible, and with maximum ease and rapidity.

However, aware as the Council is, that Section 21 can be enforced only by special proclamation of the Lieutenant-Governor in Council, and again, aware of the fact that the Lieutenant-Governor in Council may exclude from the application of the Act the classes of agreements that he so designates by virtue of Section 22 of the legislation in question:

THE Conseil supérieur de l'éducation, THEREFORE REQUESTS THE Minister of Education

- to impress upon his colleagues (the ministers concerned) the problems that are inherent in the application of this Act for agreements pertaining to research:

AND RECOMMENDS

- that prior to implementation of Section 21, the Lieutenant-Governor in Council should take the necessary steps, by means of a regulation or otherwise, to ensure that all research agreements relative to post-secondary institutions are exempted from application of the above mentioned Section.

III. THE INTERNATIONAL SYSTEM OF UNITS AND ADULT EDUCATION

Recommendations of the Conseil supérieur de l'éducation to the Minister of Education, 175th Meeting, November 13th, 1975.

In its white Paper on Metric conversion in Canada tabled in the House of Commons in 1970, the Government of Canada advocated a gradual change-over to metric standards in all areas of human activity. Appropriate information concerning the reasons for the changeover to the metric system and the benefits to be derived therefrom, plus overall planning of the different phases involved in the conversion process constituted the main priorities at that particular time.

In June 1971, the Federal Government appointed the Metric System Commission to act as an adviser to the Department of Industry and Commerce on all plans pertaining to metric conversion and on any legislative measures that might be needed. In Québec, the provincial government accepted the fact that it "would be directly responsible for supervising conversion to the metric system within all of the departments, agencies and institutions under its jurisdiction, and that it would also have to do its share in implementing the system in Québec in all sectors of human endeavour, particularly that of the economy" (O-in-C 3139-73). (1) In 1973, an interdepartmental committee was created to carry out the provincial government's declaration of intent.

For its part, the MEQ set about establishing its own programme for the education sector in the following terms: "The results of various studies concretely show that the MEQ must define conversion objectives according to the categories of persons aimed at; innovate where teaching methods are concerned; organize special re-education sessions for in-service teachers; sensitize all involved in the school system, including parents, within the framework of a vast information programme; set up consultation services, and lastly, readjust the norms applying to teaching material and school equipment accordingly" (Official Bulletin of the MEQ, 5th year, Vol. 9, 75-01-22, p. 18). (2)

(1) Free translation.

(2) Free translation.

The Conseil supérieur de l'éducation acknowledges the merits and relevancy of the MEQ programme, both in its entirety and component parts. What is more, the present recommendation has nothing to do with modifying it in any way whatsoever. Its sole purpose is to emphasize what is already implicitly contained in the programme. The concern of the Council lies with the adult population and the special characteristics of this population, as well as with the best type of approach to help foster the learning of a system that will call for the acquisition of new skills and practices.

Conversion and Information

The target date for the completion of metric conversion for Canada as a whole is 1980. The programme and proposed schedule of implementation of the metric system in the major sectors of activity are illustrated in the table below.

<u>SECTOR</u>	<u>IMPLEMENTATION DATE</u>
- Health Services	May 1974
- Meteorology: temperature	April 1975
precipitation	September 1975
- Commerce: fruits and vegetables	March 1976
- Shoe Industry	September 1976
- Plans and Specifications	January 1977
- Grain and Cereals	February 1977
- Milk Products	February 1977
- Clothing and Textiles	March 1977
- Construction	July 1977
- Transportation	September 1977
- Forest Industry	January 1978
- Plumbing and Refrigeration	January 1979
- Other areas of activity as yet "unconverted"	1980

Obviously, this vast operation demands not only the cooperation of all sectors of activity but also, and above all, that it be understood and accepted by the general public. As important as they may be, the changes that are to affect the manufacturing and processing sectors will apply mainly to standards and plant machinery. Once

this operation is completed, the public will then be required to make daily use of a multitude of consumer products presented in new and unusual forms and dimensions.

It is also necessary to realize that metric units are to be applicable in all domains, not only in the consumer industry. Consider, for example, such daily realities as measurement of temperature, distance or lengths. What is at stake here is not so much the instruments themselves (the principle of the Celsius and the Fahrenheit thermometer units is basically the same) as the ability of the individual to assess temperature and distance. These are not the only examples of adjustment to change that will be needed for there are many more. In any case it is the population as a whole that will have to learn to live with the new measurement system in every activity of daily life. Familiar practices will have to be exchanged for new ones, and the longer one has been steeped in the traditional system the more difficult will it be to relinquish it. Therefore it is easy to understand the reluctance and even apprehension that is bound to be manifested, as already demonstrated by certain recent surveys.

In the whole operation, there is no doubt that information has an important role to play, a role that the Metric System Commission and the MEQ have not failed to recognize. Their messages have often been characterized by a humorous approach to metrication which helps to make the conversion process more acceptable and to quell any fears or anxiety that might be associated with it. Also worthy of mention are the commendable efforts of certain private enterprises that are anxious to do their share in this area.

The entire process does not end here, however. Information, as influential as it may be, cannot be expected to do everything. It is merely a starting point. It cannot of itself lead to the development of new skills or practices. At best, its role belongs to the early stages of conversion and has been described in the White Paper in the following terms: "It will be an important element of the process of conversion to ensure public understanding of the desirability of the objectives, of the nature of the changes intended, of the complexity and timing of the process of change".

Conversion and Education

Information helps to prepare for change and contributes to creating the proper conditions for setting the process in motion, but the end

result is out of its power. What must particularly be borne in mind is that the switchover to the International System of Units is going to affect the daily life of every individual, especially in his or her role as a consumer. Everybody can expect to be affected by the changeover from a two-fold point of view. First of all is the fact that new ways of perceiving measures must be acquired, and secondly, the fact that all consumers will want legitimate assurance that they are not on the losing side in transactions associated with changeover. This second aspect of the question evidently concerns the different public or private organizations that are involved in protecting the interests of the consumer. It is a supervisory task that calls for special knowledge and appropriate equipment.

Whenever we are faced with the task of acquiring new knowledge which, in turn, is meant to generate new practices, it is natural to turn spontaneously towards the educational system. At any rate, this was the pattern followed in the lives of all individuals when they were first introduced to the inch-pound system of measurements. The system was learned at school and in an environment that contributed substantially to the learning process. Under the present circumstances both of these factors should once more be taken into consideration. We believe that the system of education should play the part that is expected of it. The Federal Government's White Paper is most explicit on this issue: "In the process of changing consumer measurement practices, adult education and information programmes would be necessary, and some moderate costs would be involved".

There are a number of alternatives for solving the problem and we trust that new ones will still be found. Nevertheless, if we hope to avoid wasting time and the risk of compromising the success of the operation, immediate thought should be given to the promotion of certain formulas over others. Obviously, much depends upon the categories of persons to whom we are addressing ourselves. Accordingly, people involved in more specialized types of work would require a more traditional kind of formal educational training. This would apply to persons who might be in need of both systems for a limited period of time, or to those involved in activities of a highly complex nature. Insofar as the general public is concerned, we believe it would be best to proceed in a straight-forward and simple manner. We do not think that the preliminary and totally theoretical stage is necessary for everybody. In other words, the most effective form of training (or encounter with metric measures) would be to allow for the concrete handling and use of the most commonly used measuring devices. And the funds invested to supply an academic answer to the problem could more profitably be put to use, within the frame of an adult oriented serv-

ice, by providing adults with a set of instrumental devices that could be manufactured at low cost by means of mass production. In any event, whatever the MEQ decides to do in the area of adult education, it is to be hoped that such action will not leave room for initiatives, regardless of their source, that are truly inconsistent with the objectives of direct learning.

To use an analogy, let us compare the learning of the metric system to what might take place in a school laboratory. When the instructor is the only one to handle the instruments and perform the experiments, students remain passive spectators, and as a result, feel little involved in the pursuit of an objective. We can hardly hope to train future chemists or biologists in this way. In the case of adult education, with which we are concerned, bringing the mass of adults back to school is clearly unthinkable. Even if it were possible to do so, it would still be necessary to provide them with the opportunity to come into personal contact with the most commonly used measuring devices.

As to certain categories of individuals who as a rule, can be easily reached through their professional associations, we would suggest that the MEQ support them by placing at their disposal the large and select body of human resources it has at its command and that its pedagogical policy be based upon practical learning situations. This policy was in fact successfully used by the Department during the half-day sessions of its "Metric Week" recently organized for the benefit of its entire personnel. A few theoretical generalities concerning the reasons for conversion had been included in its programme, but more important was the fact that all participants were given a chance to visualize and handle a number of basic devices. Supplementary to the information received, each individual was provided by the MEQ with a set of simple measurement devices accompanied by a few instruction sheets. We believe that this effective approach should be extended to the entire adult population - with the support of special animation techniques - and an effort will have to be made to find the means to succeed.

At first glance, such a proposal might appear unfeasible, even somewhat far-fetched. But let us reduce our objective to its essential terms. Canada is adopting the International System of Units according to a precisely defined schedule. At each step in the process, the public will have to adapt to new ways of conceiving and utilizing the new units of measure. Any delay in the changeover to new practices may result in strengthening resistance to change or in irritating the public which has to accept this necessary evolution. Thus, is it

necessary to take the shortest and safest route to attain our objective in a climate of confidence and security. Consequently, what the problem amounts to, is having to learn the system, and experience proves that the easiest and most acceptable way consists of placing the learners in direct contact situations. This does not exclude information. Some things must be explained, as previously mentioned, such as the reasons for the changeover. But we are opposed to what would be only a text-book kind of instruction: "The SI (Système International d'Unités) should not be taught as such, but should be integrated into learning situations". (1) We are also opposed to any process of dual or simultaneous usage of both systems, as illustrated especially by conversion tables. The method is harmful in that it unduly extends the learning process, creates confusion and settles nothing. By analogy, it is impossible to learn a foreign language by relying continuously on translation alone. It nevertheless remains certain that those who feel more secure when counting on customary and familiar practices should be given liberty to do so, but it would be rather incongruous for the MEQ and teaching organizations to ignore the basic principles of learning theories.

Conversion to the metric system is now an irreversible process. Extensive financial investments are already involved. The public has now become increasingly aware of the reasons for the change-over and of the different steps leading to the target date for completion of metric conversion. It therefore follows that the MEQ must take urgent action to facilitate learning and utilization of the new units, and in the case of adult education, adopt the most reliable and rapid approach, that is, direct contact with the new measuring devices.

It is therefore recommended:

- 1.- that the MEQ and the adult education centres adopt innovative measures to help adults to learn the International System of Units;
- 2.- that the MEQ and the adult education centres provide every family of the province of Québec with a simple and inexpensive set of the most commonly used measuring devices, and that this effort be accompanied by suitable support from the information media;

(1) International System of Units in the Sciences-Secondary Level, MEQ, DGEES, September 1974, page 1.

- 3.- that the MEQ and the adult education centres continue to adopt a light or humorous approach in educating the public to metric conversion;
- 4.- that the MEQ lend its resources and support to any professional corporations demonstrating training requirements in this area, and that its methods of instruction be embodied mainly in learning situations.

IV. THE IMPACT OF COLLECTIVE NEGOTIATIONS IN THE TEACHING SECTOR ON THE EDUCATIONAL CLIMATE

Recommendations of the Conseil supérieur de l'éducation to the Minister of Education, 177th Meeting, December 12th, 1975.

I.- THE FINDINGS (1)

The events pertaining to the renewal of the collective agreement for teachers are at this very moment provoking a great deal of tension and very serious disputes. School life has been profoundly disturbed. An escalating strategy of harassment and reprisals has now reached a dead end and has degenerated to an exhausting war of nerves or a sort of guerilla school warfare creating much damage.

It is clear that the first to be hurt are the students, despite the fact they are entitled to uninterrupted or regular educational services and a favourable school climate. Students watching the conflict unfolding over their heads and at their expense, are often greatly disturbed by these "adult" battles. The younger ones, in particular, have very little understanding of what is actually going on. Also, their parents are seriously affected. Many parents have every reason to be worried about the climate of confusion or anarchy that seems to be reigning in the classrooms. A growing number of parents are seriously considering withdrawal of their children from school. All of them deplore the time and the resources now being wasted, with the students as the real victims. Then there are the school principals and other school administrators now caught between two fires, obliged to act as "buffers", who, in their own words, are "fed up to the teeth" with being the cushion between the two parties concerned. Mainly, they are deeply disturbed about having to stand by helplessly observing the destruction of their school's environment. When the crisis is over, it will be their job on the following day to pick up the broken pieces.

(1) These findings primarily apply to the elementary and secondary school level. Even if the recommendations of this text are mainly concerned with school board negotiations they contain certain guiding principles that would be just as applicable to negotiations in the post-secondary sector.

The result is a complete disintegration of the educational process itself - a fact well known by anyone who has anything at all to do with the school system. It takes years to build up a good team spirit in a school, but it takes only a few weeks of the sort of tensions schools are now experiencing to demolish it. In the present negotiation where one can see socio-political stances being adopted, there is also something else certainly not to be neglected - the millions of dollars that are at stake - specially within the context of the current anti-inflationary constraints. The debates also concern working conditions which have a determining impact on school life. Above all, however, there is the orderly operation of education to be preserved which is already costing over a billion each year and into which so much energy, competence and good will have already been poured.

In 1969 and in 1972 the school system was disrupted by two major crises. One was terminated by special legislation and the other by a decree. An unhealthy climate persisted in numerous schools over a long period of many months. Yet, we cannot start afresh every three years rebuilding the school's image in the minds and hearts of the public.

Because of the cultural, social and economic changes Québec has known, as well as the confusion caused by the radical change in linguistic, moral, religious and social norms, partners in the school undertaking have serious challenges to meet. They should not have to waste their strength in the present conflict. As a group, they must, among other things, redefine the objectives of the school, pump new life into an educational reform that has barely begun, construct a school system that is adaptable to the new social context of Québec. These challenges call for a spirit of solidarity and an intensive collective will that no future collective agreement should be permitted to compromise.

The context in which the teachers' collective negotiations are undertaken cannot be one of simple paid services. The proper context has to consist of a search for a real sharing of the rights and the responsibilities of education among the State, the school boards, teaching personnel, parents, students and support personnel.

One must have faith in the good will of the parties concerned. The Conseil supérieur refuses to believe that the one or the other party decided to take the worst way out, i.e. to fight to the

bitter end. With this sort of battle, Québec might well find itself faced with no school to go to.

Therefore, the collective agreement must constitute:

- a) an agreement that is acceptable to the teaching profession and to the Québec community as a whole;
- b) an agreement that is able to foster the growth in the Québec school system of an equilibrium between the exigencies of the system itself and the working conditions of those who are called on to help achieve it.

II.- RECOMMENDATIONS (1)

The Council submits to the parties concerned a certain number of suggestions and recommendations without necessarily seeking to act as arbitrator in the present conflict. It should be pointed out that the fundamental aim of each one of these propositions is the preservation or the reestablishment of the serenity necessary for the healthy operation of the school system. The welfare of the children, it should be recalled, is its ultimate consideration.

1.- The undertaking without delay of real negotiations

- (1) THE CONSEIL SUPERIEUR STRONGLY INVITES THE EMPLOYERS' PARTY AND THE TRADE-UNION PARTY TO ACCELERATE THE NEGOTIATIONS AND TO MAKE EVERY EFFORT SO THAT EXPEDITIOUS DISCUSSIONS BE UNDERTAKEN TO ARRIVE AT NEGOTIATED SETTLEMENTS AGREED UPON BY ALL PARTIES CONCERNED.

Both parties must sit down at a common table and explain the basis of their existing disagreements, evaluate their divergent initial

(1) These recommendations come within the same frame of thought as a previous Council report submitted to the ministre de l'Education exactly one year ago entitled The Collective Agreements of Teachers and School Boards. Hopefully, the Council thought we might be able evade the disastrous scenarios of 1969 and 1972 in the year 1975.

positions, and make whatever revisions or compromises are considered necessary. At all costs, the present round of negotiations which has begun badly, should not end in a recourse to a special law or governmental decree. The proof has clearly been established at least in the educational sector, that a decree cannot establish favourable conditions for the normal operation of regular educational services or for the maintenance of growth in the quality of teaching in the months and even in the years that follow its promulgation.

The fact that both sides consent to undertake constructive dialogue with the intention of finding grounds for agreement would in itself lead to reestablishing some order and serenity in the schools, without which it is extremely difficult, if not impossible to pursue any form of normal teaching. If the negotiating parties are conscious of their responsibilities to their school clients, they will do everything to avoid extreme measures such as strikes or lock-outs or any pressure tactics likely to embitter the debate rather than settle it.

The Conseil supérieur, therefore, hopes for the immediate cessation, on both sides, of all measures of harassment and reprisal.

2.- Recourse to mediation if necessary

- (2) THE CONSEIL SUPERIEUR RECOMMENDS, IF NECESSARY, RECOURSE IN THE SHORT TERM TO AN APPROPRIATE FORM OF MEDIATION OR CONCILIATION.

Mediation appears to the Council a preferred measure for accelerating the negotiations, in the hope of leading to negotiated settlements agreed upon by both parties. In the educational realm, everything possible must be done to stop the progression from one major crisis to another leading to special laws or governmental decrees. Mediation could permit the debate to be situated in the real context of labour relations, while taking account of the specifics peculiar to education.

It would be advisable to accelerate the negotiations during the holiday period so as to avoid recourse to such extreme measures as a strike or lock-out as and when authorized by the labour code. In order to avoid running on to this dangerous deadline, it is urgent that there be some real breakthrough in the negotiations

and that the negotiating process be even continued throughout the holiday period.

3.- The right of the public to full and objective information

(3) THE CONSEIL SUPERIEUR

- a) APPEALS TO THE EMPLOYERS' AND UNION PARTIES TO INFORM THE PUBLIC OF THEIR RESPECTIVE POSITIONS:
- b) INVITES THE INFORMATION MEDIA TO PROVIDE THE PUBLIC WITH FULL AND OBJECTIVE INFORMATION.

One should not await final confrontation in order to provide the public with information. When this happens, it becomes difficult for citizens to understand what exactly is at stake, particularly since the debate often touches upon professional domains, economic domains, political questions, educational questions, etc. Moreover, it is difficult for people to consider the situation objectively while they themselves are in a state of insecurity and tension.

The Council also believes that in the present circumstances representatives of the union and employers' groups have the social responsibility to enlighten the population on their respective positions, on the real subjects of contention and not merely offer narrow partisan or ideological considerations. It is unacceptable for either side to try by demagogy or certain pressure tactics to plunge the population into a state of confusion and insecurity.

For their part, the media in so informing the public, oblige both the union and the employers to reconsider their positions and to make them more acceptable to the public, that is to say to undertake real negotiations rather than confrontation.

The present recommendations do not aim to regulate all of the problems associated with the very complex question of collective bargaining in the education sector. The Council considered it

unnecessary to reformulate here many of the longer-term solutions that had been suggested in its December 1974 report, for instance, the necessity to pursue research for new mechanisms of negotiations, acceptable to all parties and adapted to the educational sector, and to clarify the role of the school boards in negotiations.

On the other hand, no one should be allowed to believe that negotiated collective agreements will be able to regulate every difficulty encountered in the education sector. The Council nevertheless hopes that its intervention in the present situation may help to restore some measure of peace to Québec's school system.

V. THE ANTI-INFLATION PROGRAMME AND ITS IMPLICATIONS FOR ACCESS TO TRAINING PROGRAMMES

Recommendations of the Conseil supérieur de l'Éducation to the Minister of Education, 177th Meeting, December 12th, 1975.

Attentive to any measures that pertain to the democratization of, or accessibility to education, the Conseil supérieur de l'Éducation has directed its attention to the implications of the Canadian Government's Anti-Inflation Programme for employees of industrial or business organizations.

The Council has studied the interpretation of the guidelines relative to compensation formulated by the federal officials entrusted by the Canadian government with the task of explaining to the public the anti-inflationary programme. One aspect referred to concerns reimbursement on tuition fees to employees by the company. It has been specified that all forms of compensation and benefits are subject to the guidelines, including the reimbursement of tuition fees.

For instance, an employee entitled to an increment of eight per cent (8%) during the course of one year would find included in this percentage, reimbursement by his employer of let us say, a sum of \$200.00 that might have been spent by this employee on tuition fees. For all practical purposes, such a policy amounts to saying that the employees themselves are responsible for paying the full cost of such fees. This policy therefore runs counter to any sort of motivation for improved training. In a way, it can even be unfair to employees interested in upgrading their qualifications through increased training as opposed to those who are not. Finally, it should be noted that the programme's guidelines render any form of participation on the part of the company impossible to the extent that it lies beyond the limits of the compensation and benefits that are normally allocated to its employees.

The Conseil supérieur believes that education is a factor that can contribute to increasing the level of productivity in all sectors of society. It follows that education (in the sense of acquisition of greater competence among groups and individuals) is capable of having anti-inflationary repercussions, particularly in the long term.

In line with the very objectives of the programme presented to the Canadian Parliament, the Conseil supérieur considers that anything that is able to upgrade and improve the performance of the working man

should be encouraged. It would be unfortunate for the latter, and for society as a whole, if the effects of certain provisions of the programme were to discourage incentives for increased training or skills, when such education can be nothing but beneficial to productivity in both public and private industry. On the other hand, the Council is of the opinion that mechanisms would be needed in order to ensure that any funds set aside for such purposes would be effectively directed towards this end.

Therefore, the Conseil supérieur de l'éducation recommends that the Minister of Education

- take into consideration and impress upon the Gouvernement du Québec and the Government of Canada the important implications for personal development and for productivity in the long term of a more highly skilled work force;
- ensure that the provisions contemplated within the framework of the Anti-Inflation Programme preserve and develop motivation for increased training.

VI. HUMAN RESOURCES AT THE ELEMENTARY LEVEL

Recommendation of the Conseil supérieur de l'éducation to the Minister of Education, 179th Meeting, February 13th, 1976.

I- A TEN-YEAR-OLD SOURCE OF CONCERN

The question of human resources at the elementary level is nothing new to the Council for it has been consistently concerned with this problem for the past ten years.

In 1965, the following proposal was made by the Council as the result of a study of Article 3 of Regulation No. 1: "To ensure individualized instruction and methods that are truly activist, working groups must not be too large. They should number from 25 to 30 pupils" (1).

In 1969-70, the Council presented an analysis of the situation of elementary education within the perspective of Education Document No. 2 entitled The Cooperative School - Comprehensiveness and Continuous Progress. Its recommendation at the time was "that the number of pupils within a class should not exceed "25" at the first year level or "30" in subsequent years" (2).

In 1971, in a report on education in underprivileged areas, the Council advised that the teacher/pupil ratio be reduced to 1/15 for the first cycle of elementary school for those classes grouping culturally deprived students, with a view to achieving more individualized instruction (3).

The Council also touched on the human resources question on two other occasions. In a report dealing with the administrative and budgetary rules for elementary schools, it recommended an increase in personnel and more flexibility in the application of the teacher/pupil ratio (4).

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- (1) CONSEIL SUPERIEUR DE L'EDUCATION, Participation in Educational Planning, Annual Report 1964-65, March 1966, p. 185.
 - (2) CONSEIL SUPERIEUR DE L'EDUCATION, Educational Activity, Annual Report 1969-70, p. 146.
 - (3) CONSEIL SUPERIEUR DE L'EDUCATION, Annual Report 1970-71, p. 315.
 - (4) Ibid., pp. 120-138.

In another report on the teaching of the Arts in Quebec, the Council requested that a special ratio be specifically established for elementary school specialists (1).

The gist of the advice and the recommendations of the Council are compatible with the findings of other study groups, in particular those of the "Commission d'étude de la tâche des enseignants de l'élémentaire et du secondaire (CETEES)"(2).

This study commission instituted by the ministère de l'Education late in 1972 had been mandated "to propose methods and/or formulas for permitting the optimal utilization of human resources actively engaged in the system of education"(3).

The conclusion arrived at in the foregoing Commission's report submitted in March 1975 was put forth in the following terms: human resources at the elementary level are not being misused or even wasted - the point of the matter is that they are simply lacking.

"Numerical calculations of personnel reflect the fact that the elementary level is plainly handicapped" (4).

II. 1976 - A SITUATION THAT MUST BE CORRECTED

A. The slow pace of educational reforms

The spirit of the reform of elementary education proposed by the Royal Commission of Inquiry on Education was based on the following postulate: the child is essentially an active being and it is by virtue of his/her own inner resources that he/she develops and achieves self-fulfillment.

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- (1) CONSEIL SUPERIEUR DE L'EDUCATION, Annual Report 1971-72, pp. 85-124.
 - (2) Study Commission on the Task of the Elementary and Secondary School Teacher.
 - (3) ministère de l'Education, Report of the CETEES, March 1975, p. 3
 - (4) Ibid, p. 80.

Among other things, the Royal Commission advocated concrete and activist methods and instruction based upon individual differences. It opted for the so called "activist" or child-centred school. The Conseil supérieur de l'éducation decided, in turn, upon this same pedagogical approach and went on to describe its implications for school organization in the thematic section of its 1969-70 annual report entitled Educational Activity.

The ministère de l'Education, in an effort to translate the goals of the Royal Commission, spelled out two major objectives of elementary school education in its Regulation No. 1. First, "to ensure a balanced education for each child by enabling it to progress at a rate which best suits its aptitudes and personality" (1), and secondly, with the addition of the following statement: "the school programme must possess such a degree of flexibility that each student, by making a selection from the subjects included in it, can make up his or her own individual course of study" (2).

Since then, traditional programmes have gradually been replaced by "general framework programmes" and innovative teaching methods have also been introduced, particularly with respect to the teaching of mathematics and French. Nowadays, all teachers are expected to be well versed in activist teaching methods. Above all, they are now expected to "stimulate" students, to individualize the educational process to the maximum, and to establish parent-teacher relationships.

Regulation No. 7, which outlines the organization and structure of teaching, identifies the various activities intended for elementary schools (3):

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- (1) Ministère de l'Education - Education Document No. 2, The Cooperative School - Comprehensiveness and Continuous Progress, September 1966, p. 7.
 - (2) Ibid., p. 27.
 - (3) MEQ, Regulation No. 7 respecting the Structure and Organization of Kindergarten, Elementary and Secondary Education, Section 10.

- activities concerning the organization of work;
- learning and development activities;
- activities concerning consultation, evaluation and integration;
- supplementary recreational activities for younger pupils.

Section 11 of the Regulation states that the organization of these activities must have regard for the individual characteristics of pupils and must allow for their continuous progress.

In the opinion of the Council it is an established fact that the pedagogical reforms called for by the Royal Commission of Inquiry on Education and incessantly recommended in a variety of official departmental documents are far from realization at the elementary level. The "CETEES" report refers to the reform movement as "a partial failure". There are many reasons for the present situation. But one of the major drawbacks emphasized in the numerous reports has been the paucity of resources allotted to the elementary level to date for the fostering of the anticipated reforms.

B. The Special Requirements of Certain Disciplines

The report by the CETEES, based on the briefs that were contributed to it, reminds us that "we have no right to expect the elementary school teacher to dispense, above and beyond his or her other regular disciplines, a kind of artificial instruction in the second language, physical education or in music. In too many classrooms, the teaching of these specialties inevitably consists of nothing more than a few mispronounced words, some rudimentary gymnastics and a few bars of music" (1). The Council itself was able to ascertain the validity of similar observations on numerous occasions.

(1) Report of the CETEES, p. 57.

The teaching body is by and large made up of generalists who, while more or less qualified in certain disciplines, are required to teach all subjects, including those with special requirements concerning programmes, teaching methods, requisite training and skills.

The exigencies of elementary education therefore make it impossible for us to continue assigning to a single person the task of teaching a multitude of subjects in overcrowded classrooms. Of course, this does not mean advocating the partitioning of the elementary course among as many specialists as there are subjects. Nor does it imply limiting instruction in certain subjects to the one traditional form of "importing" specialist-teachers into the classroom for a standard period of time. It may happen that a number of generalist-teachers do possess certain aptitudes in certain fields which might qualify them to teach one of these specialized subjects. The assignment of extra personnel and distribution of teaching duties can vary from one community to another, but the important point is to ensure that this additional personnel is truly capable of reinforcing the school team in the best interests of educational activity.

C. The Need for Supplementary Educational Services

The elementary school necessitates constant surveillance of the continuous progress of each pupil with attention to individualized and remedial instruction. Attention must also be accorded to the problems of a psychological nature that seem to trouble many youngsters and which the teacher cannot ignore. In today's society that is continuously preoccupied with the assorted problems that disturb individuals and perhaps to an even greater extent the family unit, more and more children seem to be showing various signs of maladjustment or behavioural problems.

It is evident that professional services must be increased at the elementary level for more personalized educative action and the integrated development of the children.

Everything must be done to improve the quality of education and to provide increased personal assistance to the student population. No one can question the beneficial influence of well-organized student services both on the integrated

development of the student and on the quality of school life. Considering that it is at the elementary level that the first preventive measures should be taken, this then makes such services particularly essential.

Unfortunately our elementary schools are unable to meet these particular demands because of their insufficient numbers of non-teaching professionals (psychologists, moral counsellors, social workers, orthopedagogues, etc.). The report of the "COMMEL" group (1) has confirmed this fact in its findings concerning the distribution of psychologists in ten school boards of 3 000 students and less, and also concerning the distribution of non-teaching professionals in all school boards dispensing elementary education. It should also be noted that as far as support personnel are concerned (recreational monitors, audio-visual technicians, librarians), the elementary school is often highly disadvantaged. Such personnel can perform specialized tasks that serve to complete the educative action of the teacher.

It would be wrong to think that all of these resources are totally lacking in our elementary schools at the present time. As a matter of fact, some school boards have tried to meet local needs by engaging, on their own, coordinators, specialists, non-teaching professionals, technicians and other personnel in spite of the prevailing administrative and budgetary norms. But this has to be done by making concessions in other spheres, the consequence of which is to increase the average number of pupils per class. The Council's advocacy of integrating extra human resources into the school team implies, hopefully, that care will be taken to avoid prolonging this sort of situation, for the concept of increasing the number of pupils per classroom is directly opposed to the essential object of this text which is to improve the quality of student life at the elementary school.

The Council therefore recommends:

that the ministère de l'Éducation, in cooperation with the

(1) Ministère de l'Éducation, DGEES, October 1974.

school boards, accord priority attention to the elementary level of education, so that its human resources in terms of professional teaching and non-teaching personnel, technical, secretarial and support personnel may be progressively and considerably increased.

III. CONCLUSION

The Council deemed it wise to intercede during the final months of the present fiscal year, fully aware of the fact that the planning and distribution of the budgets and selection of priorities for the forthcoming year are the departmental preoccupations of the moment.

The Council is also aware of the decisive impact that any decisions taken at the current negotiations for the signing of the collective agreements may have on the educational situation.

The present recommendation has financial implications and the Council is not unaware that the present period of economic austerity applies to all of the various sectors of activity. Yet, it remains no less convinced that special efforts must be agreed to where elementary education is concerned.

If the general consensus today is to shift the emphasis to the quality of education, one has to concede that this is not feasible, as long as the present conditions of elementary school life continue to prevail. The elementary level has never been greatly pampered, and the Council is of the opinion that it is high time that new and additional human resources should be integrated into the school team.

VII. THE EFFECT OF THE CURRENT CONTRACT NEGOTIATIONS ON THE MORAL TRAINING OF SCHOOL CHILDREN

Recommendation of the Protestant Committee of the Conseil supérieur de l'éducation to the Minister of Education, 128th Meeting, February 18th, 1976.

1. Introduction

The Protestant Committee is responsible by law for the approval and advancement of programmes of moral training in Protestant schools and for the ensuring of their confessional character.

It is the opinion of the Protestant Committee that both the essential nature of the present negotiation process, and the manner in which it is being conducted by all parties, are morally harmful to students and constitute an unjust deprivation of their fundamental rights.

2. Resolution of the current crisis

The Protestant Committee hereby endorses the analysis of the current situation made by its parent body, the Conseil supérieur de l'éducation in its two recent advice-notes to the Minister. It considers the suggestions made therein to be a positive contribution to the resolution of the current crisis, and, in particular, that of mediation. Furthermore, the Committee urges the Minister to permit an offer to be made by the Quebec Association of Protestant School Boards so that negotiations may begin in the Protestant sector.

However, the Protestant Committee sees these suggestions as short-term solutions, and wishes to suggest ways in which the negotiation process itself should be changed in the long term in order to render more adequately justice to all parties concerned.

3. Deficiencies of the Present Process

The collective bargaining process was originally designed to resolve employment disputes in the industrial sector. It envisages two antagonists - the group of employees working for the company, and the management of that company. It provides forceful means of persuasion - lock-outs and strike, to which the two sides may resort in attempting to obtain acceptance of their position. It is, in fact, a lightly regimented conflict of forces. "Brinkmanship" is essential to the process, in that neither side dare make any significant concession until just before the date on which a strike or lock-out becomes legal. A frequent additional feature of the process is the prior use of lesser forms of force - work slowdowns, sick-outs and their corresponding punitive reactions.

The collective bargaining process is inappropriate to the field of education and inconsistent with Protestant morality for the following reasons:

- 3.1 The pupil is the innocent hostage of the conflict. Instead of hurting one another, the antagonist's legal resources to "force" deprive the pupil of his education.
- 3.2 The "brinkmanship" inherent in the process creates an atmosphere of tension and mutual recrimination. This permeates the school and classroom to the detriment of the climate of mutual confidence and cooperation essential to a well-run school.
- 3.3 The preliminary tactics of "study sessions" and "sickouts" are fundamentally dishonest, and many teachers find themselves forced into moral compromises.
- 3.4 Neither the employer nor the union can make proper allowance for conscientious objection by the individual teacher whose moral principles forbid dishonesty or the injury of a third innocent party.
- 3.5 The pupils see their teachers, and, more remotely, the school boards and government, acting out the false moral principle that the end justifies the means. They are thus encouraged to use falsehood and force to gain their own ends.

3.6 There is no guarantee of a just settlement in any process which is based on a conflict of forces. Might does not make right.

4. An Alternative Process

The Protestant Committee proposes a system of binding arbitration by a third party as more appropriate to education, as to other essential public services. This system is largely free of the deficiencies listed above and has worked successfully in the public services in Britain for over two decades. It has been proposed by the Provincial Association of Protestant Teachers as well as by the Federation of Catholic School Boards of Québec. It was recently imposed by the Ontario Government. In view of its widespread use elsewhere the reluctance of the Québec Government to "allow a third party to set tax levels" should be reconsidered. External influence on taxes already exists in the present negotiation process. Taxes are already subject to third-party inputs in areas of safety and health. Surely, education is of equal importance.

An interesting type of arbitration is that of forced choice, whereby the arbitrator must accept, without modification, the final offer of one or other party to the dispute. This tends to promote responsible bargaining. It might be useful to allow three different choices in the areas of salary, workload, and fringe benefits to ensure responsibility across the whole spectrum of working conditions.

5. Conclusion

The past seven years of education under governmental decree, and the project of continuing decrees are clear evidence of the need of a change in the negotiating process. Arbitration has already proved itself more just and professional than the present process characterized by conflict. The Protestant Committee would be happy to support any move in this direction.

VIII. THE EFFECT OF THE NEGOTIATIONS ON SCHOOLING

A Press Release from the Conseil supérieur de l'éducation, December 8, 1975.

At the specific request of its members and more particularly of the Commission of Secondary Education, the Conseil supérieur de l'éducation called a special meeting on Thursday, December 4, in order to assess the present situation in the schools.

The Council is seriously worried by the grave uneasiness felt throughout the field of education as a result of the difficulties encountered in the present negotiations. The atmosphere of tension and even of disorder which reigns in many schools makes any truly educative activity quite impossible to carry out. Given the results of negotiations in the education sector over the past years, the Council fears that the situation may rapidly degenerate into another major crisis.

Since stating their initial positions there seem to have been no real negotiations between the employers' party and the trade-union party. The Council, therefore, urges the parties in cause to employ every immediate means to come to a negotiated agreement and thus avoid the promulgation of special laws or decrees. In this way it will be possible to put an end to the present disturbances which threaten peace in the schools and the very future of education.

Given its prime responsibility to analyze the state and needs of education and to diffuse information on the subject, the Council intends to supervise very closely the evolution of the present situation.

IX. THE URGENCY OF MEDIATION

Press Release of the Conseil supérieur de l'éducation, February 13th, 1976.

At its regular meeting of February 13, 1976, the Conseil supérieur de l'éducation reacted with growing alarm to the rapidly deteriorating educational climate created by the present state of teacher negotiations.

The Conseil emphasized that since November the atmosphere has steadily worsened in the overwhelming majority of schools and that a total impasse has developed at the negotiation tables.

Despite the proliferation of media coverage, the public is still confused and increasingly feels powerless in the face of the existing deadlock.

During this period the educational system has witnessed an unprecedented power struggle in which the entire population of Quebec, and the students above all, have been the losers.

The Conseil believes that it is reflecting the views of most parents, teachers and students.

The impasse has lasted long enough.

In its statement of December last, the Conseil urged that the pace of negotiations be accelerated and suggested that, if necessary, there be recourse to special mediation. This mediation is now urgent and appears to be imminent.

Only mediation can reduce the confrontation to a consideration of the real issues. Only mediation can eliminate the political overtones that have polluted the atmosphere of the negotiating tables. It is most important that education does not become the arena for the staging of verbal warfare which properly belongs elsewhere.

Hopefully, mediation will bring about a lessening of the tension which presently exists both in the schools and at the bargaining tables.

The Conseil stresses that all parties should accept the mediation procedures and urges that those concerned with the future of education support this mediation and give it every possible chance for success.

X. BACKING FOR THE THREE COMMISSIONERS

A Press Release, from the Conseil supérieur de l'éducation, April 13, 1976.

Following its interventions of last December and February respectively, the Conseil supérieur de l'éducation has taken an extremely active interest in the situation caused by the negotiations of collective agreements in the education sector. The Council has adopted measures which allow it to analyze carefully the development of the present conflict and, at a later date, to state its opinions and make recommendations, under the terms of its mandate, concerning the grounds of a conflict which is affecting the whole school network so seriously.

The Council is particularly concerned by what measures are taken regarding the termination of the present school year, regarding diplomas for those leaving secondary schools and colleges, and regarding the beginning of the 1976 school year. Consequently, the Council expresses its heartfelt hope that the parties in cause will not increase the difficulties that already exist nor harden their positions.

The appointment by the government of three independent persons as commissioners specifically charged with the question of conflicts in the school sector and with a mandate, as accepted and interpreted, which allows them the necessary objectivity and latitude, can only be welcomed. We should give full support to the public statement broadcast yesterday by the commissioners, and find in their declaration, and perhaps in the approach of Easter, some hope. We trust that the parties in cause may take note of the Commissioners' statement and take the action they recommend, so that negotiations may recommence and lead to an acceptable agreement and an immediate improvement of the educational climate.

XI. A SERIOUS THREAT TO THE PUBLIC SCHOOLS

A Press Release from the Conseil supérieur de l'éducation, May 15, 1976.

Yet again the Conseil supérieur de l'éducation feels it necessary to make a public statement regarding the negotiations in the field of education.

What the Council feared some months ago is now coming true: many students are in danger of losing their school year. But there is an even greater danger which is becoming clearer and clearer: the public school is threatened in its development; it is losing its credibility, even its very existence is endangered.

With only one month to go before the end of the present school year, the final offers and demands have not yet been put on the negotiating table. Once the negotiations are finalized at the provincial level, it will still be necessary to conclude the local agreements. Bearing this in mind and knowing the difficulties encountered by the special commissioners charged with the question of conflicts in the school sector, the Council believes it to be of the first urgency that every means be employed to ensure that the conflict does not go on beyond July 1. The Council feels that it would be totally unacceptable even to contemplate carrying the crisis in the schools over into a second consecutive year.

In consequence, the Council urges both the employers' party and the trade-union party to push ahead rapidly towards a solution to the present conflict, either by putting final offers and demands on the negotiating table or by any other means which both parties find acceptable.

CONSEIL SUPÉRIEUR DE L'ÉDUCATION



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