
Conseil supérieur de l'éducation

1991-1992 Annual Report
on the State and Needs
of Education

Educational Administration:
The Need For A New Model

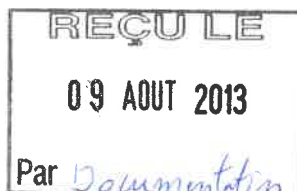
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**1991-1992 Annual Report
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of Education**

**Educational Administration:
The Need For A New Model**



Québec

This annual report committee was chaired by Mr. Michael Macchiagodena, who is also a member of the Conseil and was composed of the following members: Mr. Marcel R. Fox, vice-chairman of the Conseil; Mrs. Charlotte Plante, president of the Comité catholique and member of the Conseil; Mr. Roch Archambault, member of the Commission of Elementary Education; Mr. Michel Monette, member of the Commission of Secondary Education; Mr. Jean Asselin, member of the Commission of Higher Education; Mrs. Michèle Lacroix, member of the Commission of Adult Education.

Mrs. Suzanne Vincent, secretary of the committee, Mrs. Michèle Berthelot, researcher, and Mr. Jean Proulx, secretary of the Conseil participated in the elaboration and preparation of this report. Mrs. Monique Aubin, researcher, has been of assistance whenever required.

Mrs. France Bergeron, Mrs. Rachel Hamel and Mrs. Monique Bouchard scanned the original French text to adjust its style and expressions.

Director of Communications
Conseil supérieur de l'éducation

Mr. Jean-Pierre Saintonge
President of the National Assembly
Parliament Buildings
Québec City

Mr. President,

In conformity with the Law (L.R.Q., c. C-60, article 9) I submit to you hereby the 1991-1992 annual report of the Conseil supérieur de l'éducation on the state and needs of Education.

Yours truly,

Lucienne Robillard, Minister of Education

Québec City, March 1993

Mrs. Lucienne Robillard
Minister of Education
Parliament Buildings
Québec City

Dear Madam,

In conformity with the Law (L.R.Q., c. C-60, article 9) I submit to you hereby the 1991-1992 annual report of the Conseil supérieur de l'éducation on the state and needs of Education.

Yours truly,

Robert Bisaillon, "Chairman"
Conseil supérieur de l'éducation

Sainte-Foy, March 1993

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INTRODUCTION

The Conseil's 1991-1992 annual report on the state and needs of Education focuses on the subject of the **Educational Administration**.

It is easy to understand why educational management has become a crucial mission nowadays in light of the major transformations affecting modern society's political, economic, social and cultural structures. These changes have even prompted some observers to state that we have now entered a post-industrial or post-modern era. All sectors in our society have been touched by this spirit of renewal inspired by a quest for a new order. Our social institutions are also actively involved in this movement. An open-mindedness towards new values and ideas, an acceptance of different lifestyles, a desire to form new ties, as well as the expansion and interdependence of the various fields of knowledge, have imposed a new set of demands on all levels of the educational institution regarding the methods of functioning, activities and restructurings to be promoted.

As a result, the current educational administration is now being re-evaluated. Because the organization of educational services has become more complex, it must base its revitalization on a bolder method of interpreting the existing situations. Furthermore, in order for the system to operate smoothly, it must not only be able to bank on the flexibility and mobility of the various internal structures and mechanisms, but also on the involvement and coordination of the various incumbents and partners. The management methods currently in place were inspired by a bureaucratic model which still prevails in our society; although this model's historical significance remains undisputed, it would certainly fall short of the newly found requirements. However, the absence of any real long-term plan, juxtaposed with the sluggishness of the mechanisms and narrow-mindedness of the practices involved, can explain why these methods are now viewed as being practically worthless. Today's educational administration can neither guarantee an efficient implementation of services, which would be adapted to the current needs in training, nor provide an adequate support to the instructional strategy of the main participants in this sphere — the teachers. Consequently, we will examine the pertinence of a management model better suited to this coming era's educational and social challenges. The Conseil's annual report is devoted to the accomplishment of this task.

The implementation of a new management model will be the result of a long-term effort necessitating a good deal of will and determination. However, shoots of this new model have already cropped up in various administrations throughout the Province and, after offering a brief summary of the current educational administration, this report will focus on the new practices and guidelines likely to sustain the long-awaited change in mentality and pave the way to a different educational paradigm. The guidelines which will be examined are aimed at shedding light on the perceptions and actions of all the participants, but especially those of the administrators from the

political or the administrative spheres. Furthermore, these guidelines must be applicable both at the mandatory and higher education levels.

To put together this report the Conseil struck a working committee, carried out research, undertook an analysis of the various administrations throughout the Province, organized a consultation session with concerned representatives from all levels of education in the region of Baie-Comeau, consulted with its four commissions, held three round-table discussions with management experts and practitioners, and conducted interviews with key informants.¹

This report consists of three chapters. In **Chapter I** the Conseil makes a diagnosis of the current educational administration. The report unveils the administration's distinct character and lists the influences which have left their mark on it. It goes on to praise the achievements of the instructional management, but also underlines its shortcomings. The chapter concludes by demonstrating the model's inability to live up to the standards of quality and efficiency required to satisfy the current educational and social needs, as well as demonstrating the necessity of referring to another paradigm — one which has already begun to manifest itself within certain institutions. **Chapter II** sketches an outline of the proposed model and specifies the guidelines pertaining to the planning, administration, sharing of responsibility, funding, and evaluation of the educational activities. **Chapter III** deals with the tangible measures within the proposed guidelines. This chapter stresses the importance of preparing the transition to this other management model and reiterates the changes required for its successful implementation within each key sector of the educational administration.

Hence this report is not aimed at pitting the new model against the bureaucratic model or at introducing them as the "good" and the "bad". On the contrary, the bureaucratic model deserves to be recognized as a model of efficiency and historical value, especially when one considers the tremendous pressure and sense of urgency prevailing at the time this educational system was established. In a context characterized by a fury to make up for lost time, at the heart of an industrial society, referring to this model was a must! But times have changed and the current social conditions and educational needs indicate a need to switch to another paradigm. And though it is important to define the guidelines and demands of such a paradigm, we must also pay heed to certain existing practices which indicate an emergence of this new model, wherein the "government of the people" will overshadow the "administration of things".²

¹ The list of the people consulted can be found in the Appendix.

² In this text, the words "model" and "paradigm" will be used interchangeably. "Model" applies to something taken or proposed as a worthy imitation in a given social reality. The social reality here is administration. The notion "paradigm" employed by Kühn, includes the aspect of a dominant theory or explanation that is widely accepted. See: M. Gravit, *Lexique des sciences sociales*, 5^e édition, Dallog, 1991, p. 269-270 and 293.

CHAPTER I

RECONSIDERING THE CURRENT EDUCATIONAL ADMINISTRATION MODEL

In many areas dealing with human activities, a growing concern over the quality of goods and services has become apparent. Both private and public organisms have been reviewing the management methods employed to meet their objectives. As a result, certain decisions affecting the production of goods and services, as well as the role of certain employees, are being harshly criticized. Education is one of the areas undergoing such scrutiny. The educational administration has been the object of a particularly intense examination because the quality of the instruction dispensed has always been so closely associated with the degree of effectiveness in which the actual services are deployed. Although significant gains have been made, this and other sectors have revealed major shortcomings which will necessitate serious corrective measures.

This chapter will probe into the educational administration. Both the mandatory and higher education sectors require this critical assessment. **Section 1** will reveal the characteristics and influences associated with the educational administration; **section 2** examines the current situation and reports on the diagnoses made; **section 3** concludes on a serious re-evaluation of the current management methods and on the need to refer to a new paradigm.

1.1 The educational administration: its characteristics and influences

Before describing how the current management method functions, in light of the data collected during the interviews and the studies made by the various school representatives, it is important to point out the main characteristics of the educational administration and the influences which have left their mark on it in the last several years. This information is particularly important since it reveals both the distinct character of the educational business and the framework surrounding the various management practices.

1.1.1 The distinct character of the educational administration

The educational administration has its own distinct set of characteristics. It is important to take note of this because a large number of diagnoses made in the area of education stem from comparisons which often ignore the particularities of the

education enterprise. Although certain comparisons can be drawn with other areas involved in management, it remains important to recognize that the educational administration is governed by its own set of characteristics.¹ Since the mission is a public one and its activities involve human beings, the structures in place must be of a dynamic nature.

The educational administration is unique in that its educational mission displays a social, public and democratic character. In modern societies, education is normally perceived as a public service, and as something fundamental to the development of each individual and to society as a whole. Despite the occasional harsh criticism on the choice of orientations and the costs generated, the general public has been — and still is — in favour of state control over education. Management practices in education are only justifiable when they respond to society's educational needs and respect the input of citizens in this area.

It is also important to pay heed to the human nature of the objectives and activities associated with the educational administration. We know that education is aimed at teaching the human being. More specifically, this involves contributing to the "production" of self-sufficient and responsible individuals, shaping the minds of learners to help them acquire specific competencies as an integral part of their overall development though this type of development is never really complete. This is why the production of an individual can never be compared to the production of a material good. In order to produce a good which will measure up to the standards of a quality product, you simply have to acquire the basic materials and monitor the various steps in the production. Whereas at the core of the "production" of a human being lies a human relationship, the pedagogical relationship struck between the teacher and the pupil. Consequently, management can only take part in the educational task of a human being if it can ensure that its course of action is in line with the pedagogical relationship. When this is lacking, management may find itself "running on empty" or, forced to focus exclusively on its own internal structures, rather than on the making of a self-sufficient and responsible being.

The educational activity remains a reflective act,² something which further reinforces the distinct character of the educational administration. On one hand, you have a

¹ A characteristic is a distinct, but not always exclusive trait. It is an attribute or quality which is not necessarily specific, an indication or sign which is apparent but not always quite particular. It characterizes, accentuates, denotes shape and colour, and a specific identity without being radically different or purely exclusive. A characteristic contributes to the final identity, but can be shared by others as well. See: *L'École Catholique, Le défi de son projet éducatif*, Québec City, CSE, 1989, p. 27.

² CSE, *The Teaching Profession : For a Renewal of the Social Contract*, 1990-1991 Annual Report on the State and Needs of Education, p. 24-25.

business whose sole objective is to produce goods, on the other, you have a school which must view each pupil as a unique individual and cater to each pupil's specific developmental needs, usually evaluated upon his or her arrival at the school. The school must also ensure that each pupil is led to express his or her entire potential — a task which forces the teachers to adapt their pedagogical approach and resort to a differentiated pedagogy. This explains why the educational activity cannot be compared to a manufacturing activity aimed at producing a uniform and finished product. It is also important to note that a pupil does not evolve within the hothouse of a school; knowledge is not the exclusive domain of the school. The family and society as a whole also have an important influence on the pupil's education — an influence which cannot be monitored by the school system.

Since its mission has a public and democratic character and its "production" involves human beings, the educational administration evolves within an open system. This system is based on the interaction of numerous institutions and individuals who, in turn, defend their own specific interests and concerns. This only serves to emphasize **the open and collective nature of the structures associated with the educational administration.**³ To accomplish the mission entrusted to it, the school institution must take into account all of its social partners and establish close ties with them in order to be able to constantly redefine and readjust its course of action. We can easily imagine the strain engendered by this type of partnership, be it during the process of trying to reach a certain consensus, or when trying to preserve the integrity of the mission.

1.1.2 The lasting influences

The management methods which prevail in education were not conceived overnight. The practices employed in management and in the organizational culture surrounding education were inspired by the choices which guided the education reform during the 1960s, but also by the impact of certain events that took place in the last several decades. To better understand and appreciate the evolution of these practices, let us reflect upon this period.

³ Several authors have tried to determine what specific characteristics differentiate the public and private sectors. L. Ouellet pointed out the differences between the nature and the end result, the individual's range of action, as well as the organizational framework within the various sectors; these differences are revealed by the values, goals, behaviour and the operating procedures. Managers from the public sector are subjected to a form of action unheard of by their counterparts from the private sector, which inevitably brings about an entirely different set of constraints. See: L. Ouellet, "Le secteur public et sa gestion", *Management public, Comprendre et gérer les institutions de l'État*, sous la direction de R. Parenteau, Presse de l'Université du Québec, 1992, p. 25-48.

The management perspectives inspired by democratic ideals on reform

To comprehend management practices at all levels of the structure, it is important to examine the ideals which governed the entire reform of the education system. Three major educational and democratic choices were made: to create a universally accessible public schooling, to offer both a general and specialized education to all students and finally, to develop a new brand of education based on participation.⁴

The establishment of a public system accessible to all — referred to at the time as the reform's "social choice" — implied an administrative and pedagogical streamlining, as well as a restructuring of the levels of instruction. The State thus found itself at the heart of the elaboration of the whole plan, in charge of the spendings, and designated by the ministère de l'Éducation as head of the various officials and authorities involved. **A centralist perspective regarding the guidelines and financing was thus endorsed to harmonize the efforts made by all the milieus and reduce disparities among the various groups.** The establishment of these orientations would lead to the creation of numerous provisions destined to support and guide the decisions of the various establishments, an initiative which seemed important in the implementation of a genuine education system. In hindsight though, we now ask ourselves whether the reform's grand educational choice — the switch to an "active school", a more democratic school, based on an active participation by the teachers and pupils in the schools — was not doomed from the very start, despite a particularly effervescent period during the 1970s marked by great pedagogical breakthroughs. We cannot affirm, however, that the management practices greatly influenced the creation of this "active school". As to the "cultural choice", advocating that all pupils receive both a general and a specialized education, it was — and still remains — a key democratic aim of the management system, in which notably, the question of sharing of responsibilities between the central and local authorities has been a concern. We can undoubtedly affirm however, that the social aspect of the reform's democratic ideals had a greater impact on management than did the purely educational or cultural ones.

Social events which marked the management practices

In addition to the influence of the education reform's outlook, it is also important to evoke certain events which played a role in transforming the administrators' manner of viewing and handling situations. Certain social events — events that had also left their mark on other types of institutions — had a profound effect on educational institutions and their managerial practices. Certain elements also played a large role in developing the educational administration's style, known for its legalism and

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CSE, *The Parent Report, Twenty-Five Years Later*. 1987-1988 Report on the State and Needs of Education, Québec City 1988, p. 21-23.

conservatism. These elements were: the growing demands of society upon the educational institution, the large budget cutbacks imposed on public institutions, and the excessive need to define the framework of the working conditions.

Firstly, the increase in society's expectations vis-à-vis the school system has had, in recent years, a profound effect on management and on the way its organizations function. In fact, because a consensus was never reached and because no real plan was ever associated with its mission, the educational institution found itself confronted to numerous and contradictory expectations in terms of the scope and volume of the responsibilities to be taken, and the results to be attained. The education sector's level of sensitivity towards society's demands was so acute that more often than not, administrators readjusted their course of action but generally without even gauging the impact of the decision. Administrators were thus encouraged to "react" rather than "act" and therefore made decisions which often ignored their primary responsibility towards the educational mission. This outside pressure, affecting management practices in ways that are difficult to evaluate, is nevertheless a reality.

Secondly, the wave of budget cutbacks which came down on all public and parapublic administrations during the early 1980s, also had a profound impact on managerial practices in Education. The impact prompted many administrators to reduce or even halt their educational development activities. The time to slash the budgets intended for Education had arrived. All institutions and levels of instruction were hit and surprised by the range and speed of the restrictive measures imposed. Administrators were encouraged to reduce spending, carry out budget cutbacks, re-examine their personnel department — all this despite the fact that public demands were on the rise. Many administrators chose to "go by the book" and follow the norm — though not without feeling a certain amount of discomfort towards the teaching personnel, the important policy commitments, or the existing pedagogical programs.⁵ Thus an era of growth was being replaced by one of restrictions and rationalization of choices. Educational administrators were forced to think in terms of "budget" rather than in terms of "educational services", a response that had naturally been conditioned by the cutbacks.

Thirdly, the movement, which led to an overzealous need to define the framework of the working conditions in the various levels of personnel, had a tremendous impact on the management of human resources within the school system. The exercise — basically one of specification, computation and sharing of tasks, work forces, timetables and remuneration — was aimed at reaching a certain equity and at guaranteeing a non-authoritarian type of management. However, it was deployed in a spirit of compartmentalization, often amidst labour demands, tensions and forced

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Administrators of primary and secondary levels who participated in the consultation held in Baie-Comeau in October 1991 confirmed these problems: confined to a limited budget, administrators are now forced to cut certain essential services.

concessions. Little by little, the "Taylorization" of jobs and the cost-effectiveness of educational actions settled in.⁶ The administration of collective agreements, a highly complex and technical activity, became a primary concern to the administrators.

It is easy to see why these events had a tremendous impact on management practices: while society continued to voice its demands, management was in the process of imposing restrictions on the spendings linked to the development of certain services. This streamlining exercise was further complicated by the collective agreements which reduced the local administrators' range of action.

1.2 A rather harsh assessment

The diagnoses made of the educational administration, beginning with the model which inspired it, confirm the presence of a fair number of significant gains, but also of a large number of shortcomings, a fact which tends to darken the overall picture. In short, a rather harsh assessment is made of the educational administration, an assessment which affects every level of the organizational and instructional structure.

1.2.1 Significant gains

Despite the major shortcomings of the educational administration (to be examined later on in this report), observers agree that it has still certainly come a long way in the past decades.⁷ The significant gains mainly concern the system's structure, the will to get a better grasp of management functions, and the establishment of closer ties with all those involved in teaching.

⁶ Both sides deplored the arrival of "Taylorization" and minute timing of the tasks. Mrs. Thérèse Ouellet commented to this effect during the Conseil's plenary session held on June 6, 1991. See also: André Brassard, *L'Utilisation des technologies de traitement de l'information à des fins de gestion et la progression "en arrière" de la gestion scolaire*, Congrès sur la recherche en éducation, Sherbrooke, November 1989, and the Commission des enseignantes et enseignants de commissions scolaires, *Faire l'école aujourd'hui*, 1988.

⁷ These observations are mainly based on the minutes recorded during the public consultation held in Baie-Comeau and on an analysis of the interviews with sixteen key participants.

A better structured system

The public sector and schools across the province of Québec operate within a smoothly run system guided by specific rules. Gone are the days when educational activities were developed in a more or less hazy fashion and with little more than "imagination and determination". **The problem of "lack of management" is a thing of the past.** So, the centralized bureaucracy's influence was not all bad. It did increase effectiveness and professionalism. Moreover, the setting of certain common standards, as was done, for instance, with the implementation of the regulations respecting the basis of education organization, led to more uniformity and thus to greater equity within the educational system.

At the primary and secondary levels, for example, the operation to integrate the school boards and reduce their numbers from 1500 to approximately 150, was hailed as a welcome improvement. Bill 107 also contributed to a better definition of the duties and powers of the administrators⁸ and other protagonists. The law specified the distribution of power between the political groups (in charge of adopting guidelines, policies and regulations within the commissioners' council) and management authorities (responsible for decision-making, and daily administration carried out by the principal and his or her aides). Though the bill still contains certain ambiguities, it nevertheless rendered discussions and partnerships official through the establishment of various committees.

A better grasp of management practices

When examining the evolution of management practices **we must acknowledge that a certain degree of maturity has been attained with respect to the planning and organization.** There was a time when the conventional wisdom held that a good primary or secondary teacher, or a recognized specialist at the higher education level would necessarily be a good administrator. After having understood the importance of the activities, methods and techniques specific to management and then discovered their limits, we now seem to be witnessing a reconciliation of some sort between these two viewpoints. Nowadays, educational management is more commonly perceived as being the business of managing educational choices. Unfortunately, *credo* does not suffice here. Practical measures — establishing developmental plans, strategies or even master plans — must be taken to ensure that ideals and aims are indeed attained. The bureaucratic system was useful in this area since it taught everyone how to plan and organize a course of action.

⁸ L.R.Q., C-1-13.3, articles 44 to 54 (school administration), articles 103 to 110 (adult education administration), articles 204 to 301 (school board).

Budget cutbacks also applied pressure in favour of increased operational planning and streamlining within the organization. Confronted by the difficult task of trying to respond to rising demands in services on one hand, and to the reality of limited resources on the other, administrators had to learn to define the aim of the missions, how to establish priorities and how to find more effective ways or alternative solutions to deal with the problems. For instance, most universities attempted to determine their objectives and orientations by adopting master plans.

The greater accessibility to higher education created a need for better planning. On an educational level, for example, when certain courses were being offered more than one hundred times per year, it was important to maintain a certain degree of coordination and uniformity within the teaching curriculum to ensure that students would not have to study the same subject from the same angle during various courses of their program.

Each level of instruction now disposes of tools to better support decision-making. Statistical data, for example, are now readily available through the implementation of computer technology; the data can offer an overall view of the situation, gauge the impact of certain measures and monitor the evolution of certain trends.

Finally, another gain that was mentioned is the increase in recognition and competence of the administrators. At the mandatory instruction level both the status and role of the school administration are now better known; its duties and responsibilities are now registered under the **Education Act**. Administrators are better trained than in the past. Higher education is producing more and more future principals and department heads.

A more open collaboration

At all levels of instruction, the relations between the various partners involved in education have become more harmonious. To begin with, a certain improvement in the climate surrounding the working conditions has been noted. Confrontations between management and union, and between administrators and employees, seem to be slowly ebbing away in favour of a newly found collaboration. Although differences remain as to the choice of methods, genuine efforts are being made in the sharing of objectives pursued. In universities, relations between students and administrators seem to have evolved in the same manner: from an emphasis on confrontation to that of collaboration. Student associations no longer always perceive administrations as the enemy to be conquered. The spirit of cooperation is slowly gaining ground. For instance, students now participate in fund-raising activities; they set up investment funds to purchase equipment for their faculties.

A stronger collaboration between the representatives of the various milieus has also been noted. Regarding mandatory instruction, for example, ever since the Estates General on the Quality of Education in 1986, initiatives aimed at bringing professional associations or linguistic groups together have multiplied. The role played by parents and students has been better defined; the sharing of equipment between school boards and municipalities falls under a much more specific framework. In colleges, administrators have improved their ability to work together when confronted by major issues such as program management or student debt. Universities have joined forces to tackle issues regarding admission policies, teaching conditions, and evaluation of policies and practices. These efforts sometimes even led to the creation of provincial coordination organizations or mechanisms. Research in universities has also been touched by this movement of increased collaboration, something which has helped to prevent duplication.

At the higher education level, and especially at the university level, people are pleased that the ministère de l'Enseignement supérieur et de la Science seems to want to offer a certain amount of leeway to the institutions by acknowledging their autonomy and internal dynamics. Regular meetings between the ministère and the universities have also contributed to the development of a greater understanding of each partner's constraints and allowed for a greater cohesion in their actions.

Alliances with partners from the outside or ongoing collaborations with people who are outside the sphere of Education have also developed in the mandatory and higher education sectors.

Certain observers have noted a better cohesion between the secondary- and college-level schools and society; schools now seem to be more firmly rooted in their communities. CEGEPs, for example, are becoming increasingly involved with regional development, due in part to their specialized centres and to their continuing education programs and services available to businesses.

Universities are becoming more accessible to society at large through their activities (research contracts with industry, swapping of technology, contributions on the part of the professors) and structures (higher representation of people from various socioeconomic backgrounds sitting on the board of directors). Once perceived as a mere cultural lever, today, the university is also recognized as being a major economic asset and driving force behind regional development.

1.2.2 The major shortcomings

The description of the educational administration also includes its major shortcomings. Very often, in the opinions expressed, the difficulties linked to managing Education outweigh the actual gains in this area. These shortcomings concern the management

process, the framework in which management evolves, the communication between the different levels of the structure, and the task of balancing the budget.

The degeneration of the management process

The criticisms linked to the educational administration concern the planning, administration, organization and evaluation of the educational services. These criticisms were most often made by people who observed the educational system from the "outside", although the people "inside" the system tended to agree that these problems did exist. Generally, the problem centred around the rather restrictive nature of the current management practices.

Educational administration practices seem to be **overly concerned with the daily tasks**. It would seem that we are too often bogged down by the everyday problems and that this leaves no time for any in-depth analyses of the situations. Most administrators thus seem to devote the majority of their time to managing the daily grind and dealing with unexpected crises. Throughout the system, this condition seems worsened by the lack of common denominators and general guidelines which could serve to regulate these actions. And though one unit or institution may demonstrate a keen interest in planning by going ahead and adopting a plan of action, these efforts are in vain if they are confronted by a general lack of coordination. Certain people describe this as, "the right hand not knowing what the left hand is doing" syndrome. On the whole, the management system is accused of suffering from a fundamental lack of long-term vision.

Management practices are also paralysed by the **maintenance of a traditional form of leadership** based on a hierarchy system that encourages people to follow their superior's orders and to remain within the confines of the given task. At the primary and secondary levels, school principals lack intellectual and pedagogical leadership. They seem to have progressively distanced themselves from the pedagogy. Many have also turned their back on the intellectual activities, an essential source of nourishment to any educational milieu, to become prisoners of the internal mechanisms.⁹ Concerned above all with a purely administrative effectiveness, many administrators no longer even try to solicit active participation of their personnel. By placing the emphasis on carrying out orders and on following the norms, administrators are denying themselves the expertise and creativity that their personnel has to offer, in addition to reducing the force of impact of what could be a truly collaborative effort. Management is therefore accused of wasting human potential and of nurturing passivity and individualism.

⁹ The original French expression "réfugiés dans la mécanique" is an excerpt from an interview by the Conseil of M. Roland Arpin.

Finally, the management practices also reveal **an unwillingness to self examine its actions and evaluate the end results**. This lack of desire to implement some sort of global feedback mechanisms to systematically and periodically evaluate the actions in view of determining whether or not a goal was attained — is deplorable. Management spends most of its time accounting for the activities undertaken and planning the deadlines and expenditures, without even monitoring how these activities have truly affected the overall quality of the services. Pending a crisis, anything goes. Only when a teacher commits a serious blunder does he or she undergo a pedagogical review. Thus, in this respect, it would seem that many administrators have associated accountability with non-compliance to the norms.¹⁰ These practices minimize the impact of the evaluation by affixing a punitive character to it and by cutting it off from the ethical concerns which normally guide it. Generally, the only existing feedback mechanisms are the informal types (student complaints, comments from employees or the personnel's professional ethics).¹¹ Evidently, this means the evaluation is a far cry from being systematic and that, more often than not, it is regulated by chance.

Certain people believe that the "outsiders'" need to evaluate the system stems from the "insiders'" reluctance to proceed to a thorough evaluation of the system's methods of functioning and level of development. When an evaluation is undertaken by people on the outside, it is usually scant and short of details, as well as being marked by harsh judgements on the management practices and the school personnel. The school is thus exposed to "savage" evaluations.¹² A recent concern with trying to do the evaluation within the management framework is that this has simply led to an increase in control mechanisms, rather than to an identification of the problems and to an implementation of adequate support mechanisms. At the primary and secondary levels, pedagogical supervision is viewed as a disguised form of control. At the university level, the fact that summative evaluations largely overshadow formative evaluations is deplorable. Institutional evaluations are therefore generally inadequate. In most cases, they are simply non-existent; when they do occur, they are certainly not performed in a systematic manner.

These diagnoses concerning management practices reveal **major deficiencies in terms of long-term vision, motivational leadership, and self examination**. It is understandable that when an administration is under pressure to take action, any sort of long-term plan is an obstacle to an immediate resolution of the problems at hand. Moreover,

¹⁰ Remarks gathered during the public consultation held in Baie-Comeau.

¹¹ Lorrain Barrette, *La Gestion au collégial: état et défis*, Report presented during the Conseil's plenary session, Montréal, June 6, 1991, p. 12.

¹² The original French expression "sauvage" is an excerpt from an interview with Mrs. Claudine Baudoux. See also Roland Ouellet and others, "Le Palmarès des collèges: une évaluation crédible?", in *Cahiers du Labraps*, Laval University, 1991 and FNEEQ, *Manifeste contre les palmarès*, CSN, 1992.

seeking out an active participation by the personnel is often viewed as a costly and risky operation since time and conflicting interests are the key elements involved here. As for the self-examination, it demands a great deal of courage on the part of the institutions and necessarily involves making changes that are often impossible to make — despite their obvious worth.

Although we can understand why certain administrators are reluctant to act, we must still recognize that the deficiencies revealed affect the very core of the management process. The seriousness of this threat forces us to wonder whether the educational mission is not already doomed. In fact, how can the education activity progress when short-term actions continue to prevail? How can the educational mission be accomplished when the personnel is not even invited to participate? How can the mission and the methods of functioning which necessitate constant readjustments, evolve when the need to monitor this development is ignored?

A restrictive operational framework

A tremendous amount of dissatisfaction has been expressed in regard to the operational framework of the educational administration in place within the various institutions.¹³ More specifically, we are referring to the laws, policies or regulations which govern the pedagogical organization and the administration of human resources and educational expenditures. Some are questioning the pertinence of trying to describe, stipulate and insert every action within a specific framework. Most of the complaints, though, are centred on the volume, complexity, and lack of relevance of the frameworks. Ultimately, it is the **restrictive nature of the administrations' operational framework** which has been uncovered; this restrictiveness is especially true for the primary and secondary levels and to a lesser degree, for the higher education level.

The restrictive nature of these structures expresses itself principally in terms of the **volume of paperwork** to be handled by the administrators. In the past decades, administrators have had to deal with an ever-growing number of policies, regulations, procedures and programs. At the mandatory instruction levels, the administrators' range of action found itself stifled by the tremendous amount of bureaucratic red tape. During a one year period, a total of 757 communiqués were sent by the MEQ to the

¹³ This was noted after an analysis of three research papers concerning frameworks at the various levels of instructions. See: Jacques Reid, *Impact de certains encadrements nationaux sur la gestion des commissions scolaires et des écoles primaires et secondaires*, CSE, January 1991; Hélène Gagnon, *Les Encadrements au secteur collégial*, CSE, January 1992; Gaëtan Lévesque, *L'Encadrement législatif des universités, les règles budgétaires qui en découlent et la gestion institutionnelle des établissements universitaires*, CSE, February 1992.

various school boards — a time-consuming affair indeed!¹⁴ Attached to these provincial provisions are various other local devices aimed at interpreting, establishing and even at simplifying the overall guidelines. In addition to these provincial and local instructions devoted entirely to educational organization were a series of instructions stemming from policies, agreements or regulations ordered by other State missions, such as the necessary ties with the various ministères (Santé et services sociaux, Main d'oeuvre, Sécurité du revenu et Formation professionnelle, Transports) with the commissions or *offices* (Normes du Travail, Santé et Sécurité du travail ((CSST)), Personnes handicapées ((OPHQ00, Services de garde à l'enfance)).

These structures are not only restrictive, they are also complex. This complexity stems primarily from the specialized nature of the discourse: the funding regulations and collective agreements are striking examples of this. This complexity is also intricately linked to the restrictions, time periods, requirements and specific local commitments imposed by the structures. Adult education, a sector which experienced an unparalleled period of innovation, has been deeply unbalanced by these increasingly complex structures. But this complexity is most clearly revealed by the inability to attach the overall provisions to the educational mission, an attachment which cannot rely solely on the mastering of proper anchoring techniques. It is often difficult and, at times, impossible to reconcile the educational orientations with the various financial, union and administrative constraints, since certain regulations constantly clash with one another. Several frameworks also include certain legal requirements to be respected and which, in turn, come with their own set of possible recourses.

Besides their number and complexity, it is their pertinence which is also being questioned. The norms associated with the operational frameworks are being criticized as being too uniform and too inhuman in that they disregard the specific needs of individuals and regions.

At the primary and secondary levels, the system's regulations are established according to the profile of the average student even though reality has shown that this "type" of student does not exist. The same forms of constraints seem to affect all university level sectors, although these constraints do seem to meet the needs of the pure and applied sector. In the area of research, for example, the formation of groups, the existence of three-year programs, the competitive entry examinations, and the methods of functioning only contribute to widening the gap between the actual practitioners, something which therefore reduces the opportunities of participating in joint-efforts with businesses.¹⁵ As for the regions, they are occasionally forced to adhere to norms which totally disregard their own particularities. Why would a school

¹⁴ Data confirmed by Mrs. Diane Drouin, President of the Fédération des commissions scolaires du Québec.

¹⁵ An excerpt from an interview with Mr. Denis Bertrand.

located in Chibougamau be forced to place an invitation to tender in a newspaper in the city of Québec and in the city of Montréal in order to build a new wing?¹⁶ One also has to question the pertinence of setting up private corporations to undertake certain experiments considered essential to the system.

In short, at a time when cultural disparities are on the rise, and learning paths and professional practices are becoming increasingly diversified, administrations are showing the full range of their limits.

The report of the restrictive nature of the management practices reveals the fundamental source of the problem: **an overbearing central power at the heart of the educational system.** This power not only affects administrations provincewide, it also affects the local management practices. Moreover, this centralist view has not only permeated the structures and frameworks in place, it also seems to have sunk into the mentalities, attitudes and behaviours.

Although the budding educational system once needed these frameworks to better define and specify its orientations and the rules of the game — at a time when administrators were in search of a sure route — we must now acknowledge that this excessive centralization has become an obstacle to the local expression of the mission. The centralist forces at work in the primary and secondary milieus may have led to standardized behaviour and apathy at the local level.

The difficulty of anchoring the various components of the structure

The third element of dissatisfaction within the management system concerns the difficulty of anchoring the various components of the structure. This problem was stressed by both the administrators and the other participants within the system. Furthermore, this type of problem is difficult to pinpoint since educational activities involve numerous levels of power and individuals. This observation applies to all levels of instruction, but more specifically to the mandatory instruction level.

The adjustment problem seems to stem primarily from **the various levels of powers' inability to work together** in carrying out the educational mission. We will now examine the relations between the different administrative authorities, that is, the

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This requirement stems from the *Regulation respecting construction contracts for immovables of school boards*, (O.C. 1015-90, 11 July 1990). This decree specifies that in cases where the estimate of the work costs is greater than \$100,000, "A public call for tenders shall be made by a notice published in French in a daily newspaper in the city of Montréal or in the city of Québec, in a daily newspaper or a regional weekly circulating in the region where the work is to be carried out, and at least one specialized publication in the construction industry." *Gazette officielle du Québec*, Pt. 2, Pages 1839-2602, p. 1964, 1990.

relations between the central government and the intermediate and local authorities, between the political and administrative levels and, finally, between the administrations and the teachers.

The participants at the base of the structure denounce the fact that they have no real power of decision and that those who do are concentrated in the upper levels of the administrative structure. They also question the pertinence of the numerous middle manager levels and complain about the delays and obstacles they encounter when dealing with the system. It would seem that within the school boards, the head offices have been chipping away at the administrative power and thus jeopardizing the school administration's and school team's chances of working towards building their own internal dynamics based on the needs of their own milieu.¹⁷ The sluggish program approval procedures in place at the university level discourage institutions who want to engage in these operations, despite the fact that such operations are visceral. Lastly, at every level of instruction, people have acquired the habit of resolving their problems by creating new structures. These new structures stand alongside the old without ever challenging them. Hence, management finds itself "weighed down by the sedimentation",¹⁸ and trapped by its incrementalist approach. As for the administrators at the middle or provincial levels, they complain that the base is no longer interested in meeting the requirements needed to keep the system going.

Concerning the relations between the political and administrative spheres, both the meddling of the political power in the daily administration of things, and the frequent involvement of certain managers in political matters, are being denounced.¹⁹ At the primary and secondary levels, certain people are concerned about the school commissioners' lack of recognition, whereas others believe that management and professionals are spending too much time catering to the commissioners and too much time attending the commissioners' council sessions. As for the relations between teachers and administrators, there are as many complaints about the administrators'

¹⁷ This critical assessment was made by Mr. Henry Mintzberg during a round-table discussion held by the Conseil in February 1992; Mr. Guy Pelletier emitted similar opinions during an interview he gave to the Conseil.

¹⁸ The original French expression, "alourdie par la sédimentation" was employed by Mr. Pierre Decelles, during his speech at the Conseil's plenary session in June 1991.

¹⁹ The relations between the political and administrative spheres have undergone certain notable changes. Before the 1960s' reform there existed no real powerful or coherent administrative structure. With the arrival of this reform the administrative structure developed and became an important player in the decision-making process. In the mid-seventies, the political power became important once again, especially the central political force. In time, this political power was also carried over to the local levels. Currently, these two powers are struggling to keep their respective responsibilities and identities alive. Although this proximity causes a great deal of friction, the passing time will surely bring about a better definition of their respective roles and a better coordination in their overall actions.

lack of interest in teaching, as there are about the teachers' constant questioning of the administrators' educational concerns.

This adjustment problem can also be traced to the **system's inability to properly integrate the actions of the various participants**. We are referring here to the participation of the "other" powers — union, student, professor, economic and social — involved in the educational activity. By favouring certain laws, policies and labour agreements or simply through the weight of their influence, the various participants are encouraged to exercise certain prerogatives or to defend their specific interests within the official platforms: participations, representations and nominations. This impels many administrators to describe their power as being increasingly limited or even artificial, and to emphasize the difficulty of trying to conciliate the interests and needs of all these groups. A genuine effort to increase the participation of certain groups has brought about the creation of numerous committees and the implementation of a vast consultation network not always compatible with efficiency.²⁰ Meanwhile, the participants complain that no one is listening to them and that they too feel unappreciated.

This inability to successfully anchor the various components of the structure also reveals some **serious deficiencies in terms of the flexibility of the actual structures, the specificity of the roles, and the recognition of the true status of the various protagonists in the system**. It is easy to understand why the State must play an important role in choosing the global orientations and in controlling the public funds. It is also easy to understand the importance of having a political element within an educational democracy, and the need for administrators to be able to turn to specialists when confronted with major issues. It is certainly easy to understand the need for administrative decisions to be based on educational concerns. However, because the main powers are concentrated in the upper levels of the structure, and the various roles are confused so that the various players are continually encroaching upon each other's territories and negating each other's efforts — the spirit of co-operation necessary for the accomplishment of the educational mission is in jeopardy.

The difficulty of guaranteeing efficiency

Another source of difficulty uncovered by the diagnoses made on the educational administration is the funding of educational services. This is generally referred to as

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Mrs. Thérèse Ouellet stressed this point during her speech at the Conseil's plenary session in June 1991; M. Roland Parenteau and M. Roland Arpin also emphasized this point in the interviews they granted to us. Arpin further qualified the burgeoning of consultation committees and organisms as being a "*détournement de la démocratie*" ((democratic hijacking)).

the difficulty of guaranteeing the efficiency required,²¹ while adequately responding to the ever-growing demands of the educational mission. At the root of this problem lies the question as to whether there are sufficient funds to cover the costs generated by the tasks and new programs devolved to the various levels of the educational structure. And this, despite the fact that the educational sector's overall budget has been progressively reduced in the past years in order to conform to the prevailing political and social discourse which recommended "do better with less".

This condition can be further explained by the fact that a large portion of the education budget is devoted to the **unreducible and recurrent spendings** such as the funds allotted to salaries or to the maintenance of buildings. In fact, what is really being denounced here is that an increase in funding did not accompany the implementation of the various programs — something which seriously compromised the desired end results. Certain observers have even stated that in the sector of education, "the Treasury Board has become the head manager".²² This problem of efficiency forces the institutions to turn to other resources such as the funds gathered by hiking taxes or by organizing campaigns to appeal for funds from certain individuals or businesses. These solutions, however, have proven to be politically costly and rather uncertain in terms of actual net income. In addition, these solutions have in no way demonstrated that they can resolve the problem linked to the efficiency and to the actual costs engendered by the educational services.

The diagnosis concerning the educational institutions' efficiency problems and difficulty of maintaining their budgets at a satisfactory level reveals an even more fundamental problem of **the deterioration of public funding in education**.²³ This concern can no longer be ignored or addressed as though it were external to the problem associated with the scale of the mission. Furthermore, the fact that it has currently become the focus of every debate is an indication of the seriousness of this problem which, if it remains unresolved, will prevent the educational objectives from being carried out. We can certainly recognize that the proliferation of requirements linked to the instruction dispensed is linked to the sluggishness of the mandates devolved to the various levels of the structure — starting with the growing cost of services. We can also understand that the important cuts made in education during the early 1980s robbed administrators of a precious source of income, since they were forced to apply zero growth or progressive reduction in spendings — objectives which certainly helped to tarnish their image.

²¹ "Efficiency" describes the relation between the methods employed (particularly the financial resources) and the results obtained; "effectiveness" refers to the relation between the initial aims and the end results.

²² Comments made during the consultation for the Adult Education Commission.

²³ See: M. Demers, *L'Effort financier en éducation*, MEQ, 1989; Conseil des universités, *Le Financement des universités en 1991-1992*, Avis à la Ministre de l'Enseignement supérieur et de la Science, June 1991.

The aforementioned reasons, however, cannot mask the need to proceed to a more critical and global evaluation of the situation concerning the financing of education costs. Surprisingly, the belief that improved services are linked to the injection of additional financial resources still prevails within the system. If the accomplishment of the educational mission may be jeopardized by inadequate financing, this same goal can also be threatened if the solutions to the problems linked to the quality and effectiveness of the services dispensed always involve money.

1.3 A serious re-evaluation of the current management methods

The diagnoses made reveal the shortcomings seriously affecting the educational administration system. As in other sectors of activity in our society, the manner in which educational services are being administered is currently being seriously questioned. It is the model itself that is being disputed here, because of its inability to ensure a renewal of outlook on the educational and social concerns which are already apparent at the dawning of this third millennium. New ways of dealing with the shortcomings of the current model are sprouting up here and there, and, although their chances of significantly altering the course of the present model are slim, it is important to acknowledge these as being the first signs of a need for another management model.

1.3.1 A faltering model

The educational administration practices described earlier cannot be fully understood without first referring to the framework in which they belong. It is important to note that these practices cannot merely be ascribed to isolated administrative actions or to the passing fancies of administrators. On the contrary, they are in keeping with an organizational logic which finds its source in the classic management models, such as the most commonly known — bureaucratic model — endorsed by most organizations in the Western world. Therefore, these practices cannot be truly and fairly criticized unless they are examined in the appropriate context.

Various management theories have described such models at great length. Here are certain elements which characterize these models: operational layouts, hierarchical system, objectivity, scientific specialization and organization of tasks, subordination, discipline and control of actions, and offering financial incentives to motivate the

personnel.²⁴ In practice, these models have taken a multitude of forms. The type which corresponds to the level of intervention or expertise devolved in the public education services is called the professional bureaucratic model.

Currently, the traditional educational administration models used in most organizations — private and public — are being questioned. We can even affirm that these models are coming apart at the seams and that they are generally being labelled as ineffective and inapt in terms of managing human resources. Numerous authors have examined these models' limits and have pointed out their breakdowns.²⁵ Without going into great detail, we will examine why the diagnoses made on the management also reveal the breakdowns of the bureaucratic model as it is applied in the area of educational services.

An excessive central power

The centralist movement promoted by the reform choices described earlier in this chapter stemmed from a will to ensure a greater equity of accessibility to educational services in Québec. At the time, a tremendous amount of catching-up was required in this area. However, the idea of equity was misinterpreted as a need to develop well-identified and homogenous services within the educational milieus, and this gave rise to a gradual imposition of numerous and uniform organizational and funding regulations. To ensure that public funds were being used wisely, the State also gradually established various funding parameters to ensure a certain transparency within the system. So, here too, the control methods became increasingly sophisticated and the initiatives were multiplied.

On paper, the global educational orientations and the vast frameworks established by the State guaranteed the democratization of services. In practice though, the increasing influence of the central administration — especially in terms of the growing number of specialized procedures, regulations and various methods of control — not only "polluted" the management practices, they also cluttered them with **excessive**

²⁴ Omar Aktouf gave a very good description of the main traditional management models and their underlying theories. Among the topics discussed in his book are the classic Smith and Taylor theories, those of Fayol and Weber, and the ritual re-examination of the theories of Simon and Mintzberg. See: Omar Aktouf, *Le Management entre tradition et renouvellement*, Édition révisée, Gaëtan Morin Éditeur, 1989.

²⁵ For more details on the nature of these malfunctions please refer to: Omar Aktouf, *Le Management entre tradition et renouvellement*; Michel Crozier, *L'Entreprise à l'écoute - Apprendre le management post-industriel*, InterÉditions, 1990; Peter Drucker, *Les Nouvelles Réalités - De l'État providence à la société du savoir*, Paris, InterÉditions, 1989; Henry Mintzberg, *Le Management - voyage au centre des organisations*, Paris-Montréal, Les Éditions d'organisation et Les Éditions Agence d'Arc inc., 1990.

administrative concerns. These concerns have now become obstacles to any form of autonomous action on the part of the institutions. These concerns have also caused a rift between administrators and teachers, despite the fact that the latter are the driving force behind this change of direction in education. It is easy to see why the centralist movement — propelled by nothing less than the quest for justice and cohesion in the system — became too imposing. It seems it was impossible to maintain a decent balance between the major choices of the reform, because the will to keep the system intact took precedence over the commitment of the milieus and teachers. In every sector governed by the State, the movements which led to the defining of the framework of labour relations and to the rationalization of budgets served to further emphasize this phenomenon.

The major drawbacks

A series of rather harsh assessments has been made about the educational administration. Upon examination, it is the bureaucratic model's inability to adapt to the current requirements which has emerged as being the source of the problem. The administration's tendency to centralize, control and demoralize has led to practices focused on the mechanics of the various operations and on a blind respect for the rules which hinder the participation of the teaching professionals. This trend must be openly criticized at all levels of the structure.

The first problem of the system is its rigidity in interpreting the objectives linked to the spirit of equity and cohesion, and its inability to conciliate this spirit with the specific needs of the milieus. Nowadays, the premise that all institutions offering the same levels of instruction must employ the same methods to reach their respective educational goals is being denounced roundly. Although uniformity is still favoured over diversity, it no longer is the answer to the various problems of the educational milieu.

The system has also been criticized for its **excessively slow reaction** to the need to make adjustments; the bureaucratic model's functioning does not allow for a rapid adjustment of procedures, even when these have already been labelled as ineffective. Everything seems to have become too complex and require too much time and effort to be really effective. The system is also being criticized for having set up an environment focused entirely on its own needs and which never really connects with the environments of the institutions for which it truly exists, or more importantly, which never even tries to tune in to the real needs of the people who train and work within these environments. The irony is that the administrative machine's wheels could keep on turning — at least for a while — even without the presence of students who justify its very existence.

But the fundamental problem of the system is its **total disregard for the pedagogical realities** experienced within the institutions. This disregard has caused a rift between the administrators and the teachers who are, after all, the main protagonists in the educational task. The model is said to divert the administrators from their real pedagogical mission by forcing them to deal with tasks not necessarily linked to educational matters. Thus, it is the management model's very essence that is being questioned here.

The administrators: victims and accessories

The system must be blamed for creating the obstacles that prevent a proper implementation of the educational services. However, the administrators' attitudes have also contributed towards maintaining the system's "vicious circles".²⁶

We must first recognize that administrative practices are guided by certain needs required by the organization itself. For example, all organizations — no matter what model is in place — require a minimum of uniformity to exist and to remain effective. This uniformity is ensured, in our modern society, by individuals learning the norms linked to social behaviour — a learning process which is part of everyone's normal education. This prompts us to acknowledge the fact that **the practices of the administrators which correspond to the logic of a system are, in fact, nourished by the management model in place.** Thus we can say that the dominant model — the bureaucratic model — does have an influence on the attitudes and behaviour of the administrators, if only because of the fact that they are guaranteed full personal immunity. One might almost say that **administrators are in perfect collusion with the model.**

It has indeed been recognized that the bureaucratic model is very beneficial to individuals in terms of guaranteeing their freedom of action and a certain degree of security.²⁷ The centralist movement in Education may have served, to a certain extent, the interests of the local authorities and encouraged many administrators to develop a taste for passiveness. When they are forced to rely on orders from "the top" to resolve conflicts or to simply run the business, this obviously removes some weight from their shoulders. Nevertheless, although this safety valve may be

²⁶ This expression is commonly used in management theories and is associated with the bureaucratic phenomenon. It is described as being organizational behaviours which represent the business's stability; the behaviours develop within an impersonal and centralist environment. See: M. Crozier, *Le phénomène bureaucratique*, Paris, Éditions du Seuil, 1963, p. 237-239.

²⁷ M. Crozier examined this phenomenon. He described and analyzed how an individual can reap benefits by using the bureaucratic organizational system. His study reveals why individuals choose one model rather than another, despite the knowledge that the model chosen provokes conflict rather than cooperation: M. Crozier, *Ibid*, p. 250-256.

reassuring to administrators, its very existence has also been fiercely denounced. It is therefore safe to say that administrators have conflicting desires: on the one hand they wish to be controlled by a strong central authority, and on the other hand they feel the need to be more autonomous.

1.3.2 Attempts made to adapt the system

The diagnoses made on the educational administration practices have also uncovered the presence of some significant gains, in spite of the existence of major breakdowns in the current system. Among these are the positive effects brought about by the creation of structures in the system, the professionalization of the management personnel, the acknowledgement of the role of the school principals, as well as a greater concern to streamline and control management activities.

Many players and observers believe that the current management model can still perform and that a reform can be made from within its structures, provided certain adjustments are made. Certain people have used the system's shortcomings as welcome routes of escape. The administrative machine itself is also exploring new avenues and offering various suggestions to improve the effectiveness of its actions. In short, a will to leave certain practices behind has emerged, yet the urge to patch up the current model remains strong.

Attempts made by the administrators

It would be difficult to conceal the presence of **alternative management practices** existing within the institutions, and this, at every level of the structure. Some managers have made efforts to humanize their administration and to put it to the use of their milieu's educational activities. While responding to a current trend, they are injecting more vitality into the orientations by applying the spirit rather than the rule. In reality, they are simply using the entire range of action provided by the rules to manage their institution and to encourage participation on the part of their personnel. In other words, these administrators are exploring the full potential of the model and are respecting its limits by adapting its prescriptions. Generally, they don't rock the boat to avoid calling attention upon themselves, even if their actions are entirely in compliance with the official framework. Some will even deny that certain initiatives are part of an innovative and ambitious plan since this is association could contribute to isolating them within the system. These attitudes require as much daring as they do stubbornness because they rely on the open-mindedness, involvement and creativity on the part of individuals involved. Behaviours and attitudes such as these have emerged here and there, paving the way for a more global change. As will be

reiterated later on in this report, we must count upon these attitudes in finally moving to another paradigm.

It must be said, furthermore, that these measures of adjustment do not always succeed in extending the boundaries of the system, but that they sometimes work towards closing them entirely. In response to the collapse of the main structure, certain administrators have tried to solidify its base by adopting certain **rigid behaviours** such as reinforcing the rules and methods of control in an effort to consolidate the unity and effectiveness of the system. Certain improvements can be made of course, but none will be sufficient to bring about a real change. Therefore, the habit of constantly wanting to standardize the guidelines or increase the methods of control to resolve the problems of the educational system, only contributes to the hardening of this model. This is why many political or administrative decisions are actually aimed at fending off outside pressure rather than being aimed at improving the functioning of the educational business.

Lastly, the actions of certain administrators have been qualified as **ambiguous**. Some milieus are even openly denouncing the absurdity of certain administrative rules or stating that they cannot come to terms with the overall procedures to be enforced. Methods of skirting around these rules are thus employed to avoid the unwanted hassles associated with their strict application. In some cases, this "administrative delinquency" has even become the norm, either to set the standard of behaviour, or simply to exercise one's range of action. Some obligations are even being ignored in the belief that the system cannot be any worse than it already is. Although these actions cannot be labelled as bold, this desire to forsake certain rules is a telltale sign of unrest. Such survival tactics are a symptom of the inadequacy of the current model.

Attempts made by the administrative body

The administrative body has also attempted to adapt at the local and central levels. The structure seems to want to try to deal with its own problems or overindulgences. This is evident not only in the will to **simplify things** but also in the desire to **redirect certain paths**. In fact, it is the **overall official state philosophy that is changing**. People are increasingly stressing the importance of co-operation, the need for total quality and accountability, but also of personalizing services offered to the client and re-emphasizing the professional value of the teaching personnel. Though it is easy to doubt the central administration's capacity to change, we must nevertheless acknowledge the current efforts made to improve management practices.

Various signs of these efforts have been observed. At the mandatory instruction level, for instance, the Ministère has been working towards expanding the range of action of the local authorities. A task force composed of people from the school

system and people from the Ministère, will be in charge of examining the changes to be made in the funding, the various structures, (the basis of the school organization, teaching programs and collective agreements), the means of communication, and the roles and responsibilities of employees from the Ministère's regional offices, school boards, and schools.²⁸ In addition, the Ministère has published a plan of action on educational success.²⁹ Management practices are also under review at the higher education levels; CEGEPs have already devised a plan to prepare for the future through a "revitalization of the pedagogy";³⁰ universities are attempting to redefine the balance between teaching activities and research while searching for new methods of financing. A fair number of administrators are involved in these reflections and are participating in some of the initiatives.

Nevertheless, there's many a slip 'twixt cup and lip. Although certain intentions have been expressed and some efforts have been made, we must recognize that the coordination of such operations is a tremendous task. This desire for change must inevitably come up against certain problems — the strong central powers of the administration being the least of these problems! Many administrators working in the various ministères are denouncing the overwhelming involvement of the Treasury Board in the decisions which concern them, that is, those pertaining to the ministères' guidelines. This has had obvious repercussions on the educational milieus. Such practices, in the long term, serve to maintain and reinforce the pyramidal and hierarchal model, despite the budding desire for change within the administrative body, a desire which indicates the inadequacy of this bureaucratic model.

1.3.3 The need to opt for a change in models

It seems that the time to change models has come. The shortcomings of the present model, the current social reality, and numerous requirements linked to the educational mission have revealed the need to refer to another paradigm.

²⁸ See: M. Paquet "Libérer la manoeuvre", *Méqui Méquoi*, Vol. 11, No. 2, May 1992, p. 3.

²⁹ MEQ, *Joining Forces/Education: Driving our Future*, Plan of Action on Educational Success, Québec City, 1992.

³⁰ During the inaugural speech of the Commission parlementaire sur l'avenir de l'enseignement collégial, the ministre de l'Enseignement supérieur et de la Science spoke about the necessity of renewing the consensus and arrangements which are at the base of its collegial education system. In its report the Conseil des collèges listed six major priorities likely to support this consolidation and renewal of the collegial education system. See: MESS, *Fine Pointe*, Vol. 7, No. 5, April 1992; Conseil des collèges, *L'Enseignement collégial: des priorités pour un renouveau de la formation*, Québec City, 1992; CSE, *L'Enseignement supérieur: pour une entrée réussie dans le XXI^e siècle*, Québec City, 1992.

The desire to break free

Although feelings of discontent have been replaced by successful efforts to unclog the system, we cannot rely exclusively on these efforts to reverse the situation since they lack full legitimacy. These initiatives remain marginal and are often perceived as a threat to the system. Although the administrative bodies may allow people to wander off a little and explore new avenues once in a while, they cannot tolerate a widespread occurrence of this, or allow this transgression of norms to become the golden rule. Generally, when this occurs, the supervision of services increases in an effort to try to keep the system together and to maintain the degree of harmony necessary for its survival.

The emergence of alternative practices in educational administration is not an uncommon occurrence, especially in the wake of such increasingly numerous and diverse initiatives. Beyond the presence of a growing discomfort regarding the rules of the current game, lies a **genuine will, on the part of many administrators, to break free of the constraints of the current model**, to adopt behaviours better suited to the needs of the milieu and more in line with the teaching professionals' outlook. These alternative behaviours are the precursors of a new model. We must base ourselves on these examples to make the necessary switch to a new paradigm.

Responding to the current social reality

It is society's current requirements that reveal the fundamental need for a change in models. The educational administration must adapt to the trends and needs being expressed. We must recognize that our society is presently undergoing major transformations which are apparent in all of our institutions.³¹ Economies are redefining themselves. Free-trade deals and open markets are prevalent. The role of institutions, such as the State or the Family, is apparently changing. Work structures are evolving. People's life-styles are changing: values and habits tend to be more pluralistic in nature and people tend to express their rights more openly. Knowledge is developing and spreading more rapidly with the help of computer technology, but, on the other hand, situations seem to be increasingly complex and problems more

³¹ The Conseil described and analyzed these trends in the preceding notes and reports. See: CSE, *The Up-Grading of the Labour Force in Québec: A Challenge for the Education System*, Québec City, 1988; *Educational Challenges and Plurality*, Québec City, 1987; *Developing Ethical Competence for Today's World: An Essential Task*, Québec City, 1990; *The Teaching Profession: For a Renewal of the Social Contract*, Québec City, 1991; *Accroître l'accessibilité et garantir l'adaptation, L'Éducation des adultes dix ans après la Commission Jean*, Québec City, 1992; *L'Enseignement supérieur: pour une entrée réussie dans le XXI^e siècle*, Québec City, 1992. See also: Conseil des collèges, *L'Enseignement collégial: des priorités pour un renouveau de la formation*, Québec City, 1992.

acute. Among other things, people are concerned about the absence of a sense of values, the rise in crime, the high rate of unemployment, and the distribution of wealth between the rich and the poor. In short, the debate seems to be focused on the individual's or institution's ability to respond to the challenges of a society which is undergoing profound changes.³²

The school system is at the centre of all these changes. This is explained by the fact that it is the school that prepares individuals to deal with these new situations. Education has now become the number one priority of most economic decision-makers. It has even been proclaimed as the key to development at the dawn of the twenty-first century³³ so it must therefore meet certain standards. These involve — adapting the educational contents in the coming years, rethinking the methods of dispensing services in light of the new realities of the population served, as well as re-evaluating the input of the various personnel. Many previously successful practices will have to be abandoned in adapting new approaches.

When examined within this context, the bureaucratic management model no longer seems appropriate. Although it once was productive, it no longer seems to reap any educational results. Moreover, the model's shortcomings are so burdensome, it no longer has the ability to respond to the ever-growing demands. The bureaucratic model is unable to meet the current challenges because it lacks a global perspective

³² Peter Drucker speaks of a society in which knowledge and acknowledgement of the individual's competencies prevail. He states, "the key to development resides in education and skill, not in a material investment. Development is not a certainty it is an opportunity that requires work. But the achievements made in the last forty years are proof that we can succeed." In the "knowing" society, according to this management expert, education must have a social function by reflecting the prevalent values. The system must be accessible to all and must allow the reintegration of those who wish to further their studies. See: P. Drucker, *Les Nouvelles Réalités, De l'État providence à la société du savoir*, Paris, InterÉditions, 1989, p. 179 and 280-282. For further information on these trends see: W.B. Johnston, A.H. Packer, *Work force 2000, Work and Workers for the Twenty-First Century*, Hudson Institute, Indianapolis, June 1987; M. Godet, *L'Avenir autrement*, Armand Colin, Paris, 1991.

³³ An important seminar on management of modern states organized by the Groupe Innovation from l'Office des ressources humaines was held in February 1992. More than 500 members of the upper management levels within the Government of Quebec's various departments and agencies, and from the education and health and social welfare services attended the seminar. Two guest speakers, experts in the area of management, Michel Crozier and Hervé Sérieyx, were in attendance. Although there was much discussion around the need to adapt the roles and missions of the Government to the changes prescribed by society, the debate also centred on the concern to adopt the proper strategies to facilitate these adjustments. Governments will have to base their modernization on a new vision of development. This will involve a realignment in terms of their missions, activities and their administration. The latter must be more open, concerned with re-establishing balanced relations, be in tune with citizen's expectations and inspired by management practices which favour a greater self-accountability of the participants. See: G. Dallaire, "Enseignements d'un colloque sur la gestion des états, modernes, des conditions et préalables à respecter" in *Sources*. ENAP, Bulletin d'information et d'inspiration pour managers publics, May-June 1992, Vol. 8, No. 3.

on a situation which requires an increased responsibility and accountability on the part of all the individuals involved.

The demands of the educational mission

It is also important to understand that a profound change must occur within the educational administration in order to preserve the integrity and adaptability of the educational mission. The dominant management model can only adapt to the mission and still preserve its integrity by going against its own fundamental values.

To respond to the new educational needs the administration must be concerned with the ability to adapt. By adjusting the educational mission to the social conditions, administrators will thus be able to monitor the trends which will offer them a much broader perspective on the situations at hand, and thus be better prepared for the important changes to come. This responsibility to **ensure that the educational mission continues to evolve** forces administrators to develop a feel for emerging social movements, to form new ties, to try to establish a consensus around the social education plan, and also forces them to operate skilfully and to be fully aware of the impact of their decisions. Because it is unbending towards its own functioning and more concerned with the immediate, the dominant model appears rather closed to the idea of a self-examination and unable to make the necessary adjustments. The mission is likely to remain closed to any type of evolution in a system where the participants are literally paralysed by red tape, and where they have no real decision-making power anyway.

Management must also aim at consolidating the integrity of the educational mission at every level of the structure. This perspective therefore implies that the values, objectives, and means employed must conform to those identified by society itself. This responsibility to **keep the educational mission's integrity intact** encourages administrators to subscribe to global orientations, even if these must be adapted to meet the needs of their own milieus. The current model cannot hope to maintain a balance between the concept of adaptability and integrity and still remain inflexible towards local arrangements. In this respect, the model is in part responsible for the incoherent and isolated actions — perceived as administrative delinquency — which inevitably jeopardize the collective educational goals. This therefore increases the odds of losing certain gains such as the pursuit of common goals, and the maintenance of the equity which characterizes the system.

Experts in management have stressed the need for a major transformation of the management system after observing the current ineffectiveness of the bureaucratic model. Furthermore, the current debate, in both the private and public sectors, is focused on a desire for change. The current buzz words are "client", "strategic" manoeuvring, "total quality", and improving "efficiency" and "effectiveness".

Although these terms may not always seem adequate or appropriate in certain fields of work, they nevertheless remain the leitmotif of the current economic, political and social thinking. The limits of the bureaucratic model are quite apparent in education. Consequently, the educational administration must find its own model and try to make changes that will benefit its mission. What is this other model like? What are its challenges? What sort of changes must be expected? The following chapter will attempt to respond to these questions by offering an outline of this other educational administration model.

CHAPTER II

TOWARDS ANOTHER MANAGEMENT MODEL

The diagnoses made earlier, and the interpretation of the current needs defined by society, clearly demonstrate the need to drastically change the concepts and practices of educational administration in the coming years. We have also observed that the numerous obstacles preventing the education enterprise from operating smoothly are, for the most part, linked to the dominant bureaucratic model which promotes the maintenance of inadequate management practices that are poorly adapted to current needs. There are no two ways about it: **a switch to another management model** must occur in education, and the quest for new management practices must be based on an entirely different set of perceptions, values and representations.¹

Chapter II is thus devoted to the specifics of the model we must refer to. **Section 1** will present a rough outline of this model and will emphasize its internal dynamics and methods of functioning. **Section 2** will introduce and explain the main orientations to be adopted in the next few years, orientations which are beginning to look like major reforms in the educational administration.

2.1 A management centred on the teaching activity

The primary reason behind the need to refer to another model is to provide better support to the teaching activity in the various institutions and establishments. Teaching must be viewed as the main professional activity of the educational administration. Management must therefore bank on the dynamics of the institutions, and particularly on those which favour approaches that foster student academic achievement.

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Louise Roy, ex-president and director general of the Société de transport de la communauté urbaine de Montréal, listed ten elements within the STCUM's future orientations which could stand for terms and objectives. She listed the following: the necessity of first making an organizational diagnosis to confine all decision-making to the sector affected, to reverse the hierarchical pyramid, to increase the decentralization process, to acknowledge the unions, to be constantly concerned with the management of human resources, to establish an internal communication policy, to reinforce the administrators' credibility, to hire a team of administrators and, finally, to develop management tools. This is a perfect example of this other model the Conseil is referring to. See: L. Roy, "Les conditions et les objectifs essentiels pour une bonne gestion des ressources humaines", in *La Gestion des ressources humaines: un gage de réussite*, Actes du Colloque sur la gestion des ressources humaines, October, 1987, p. 35-40.

2.1.1 A revitalization focused on teaching

This new management model will have to rely on a revitalized education rather than on a revitalized administration. The educational administration must set up measures to ensure that **each pupil's instructional needs are met**. To recall the **very purpose of the educational system** — to teach pupils — may appear, to some, as a needless task. In reality, it is quite essential to do so because a veritable reversal in the overall perspectives — some are even calling it a "Copernican revolution" — ² must occur if management is to focus entirely on the teaching activity and on the development of the individual. The structure exists because of the need to teach the pupil. Management must be at the service of education. And, because its mission is defined by society as a whole, teachers are held to account. Furthermore, teachers and pupils interact so closely that the two activities (teaching and learning) must be seen as fundamentally inter-related. Nevertheless, it is the teacher who plays the key role here.

To provide an adequate education to students, **teachers must become true partners in the management of the educational activity**. This partnership is the **key to guaranteeing an effective management**. After all, it is the teachers who possess the skills required to communicate knowledge to the learner. To adequately respond to the educational needs of students, management must recognize the truly professional nature of teaching and foster an increasing autonomy and participation of teachers in the educational system.

2.1.2 A flexible and responsive type of functioning

This new management model must also function in a totally different manner. The institutions must exhibit more flexibility and responsiveness to ensure that changes are made around the organizational structure since these are the only types of changes likely to promote a mobilization of forces and a commitment from the various participants. Certain authors have underlined the importance of keeping the organizational structure simple and autonomous and of ensuring that it is governed according to the social conditions. They also believe that this new management system's primary concerns should be its human resources, with all of its strengths and

² Nicholaus Copernicus, a 16th century Polish astronomer, was the first to affirm that the earth revolves around the sun, contrary to the then accepted scientific belief that it was the sun which revolved around the earth.

weaknesses, and the desire to resolve problems by adapting the existing solutions and creating new ones.³

The system requires flexibility and simplicity in its structures, in its organization and in its mechanisms to ensure that the actions become more personalized and mobile and to eliminate the feeling of anonymity and the apathy that prevails within its ranks. We must now think in terms of reducing the structure by eliminating some of the hierarchal levels and down-sizing the current administration. The idea here is not to get rid of all the organization's support system, namely, the intermediate levels and the framework, but rather to aim for an organization that can respond to the genuine concerns of individuals, an organization which has a genuine respect for its employees and clients.

This new management model must also be capable of **maintaining the authority close to, or within, the place the action is unfolding**, that is, the institution. It is here that the interests and needs of the people are expressed, and here also that the empowered personnel can be rallied around the pursuit of common goals. Lastly, the institution is also the starting point for any meaningful collaboration with the outside, and the place where the local educational community will sprout and most likely express its values and aspirations, and its needs and expectations. Therefore, the various personnel must take on their respective responsibilities and recognize their own sense of autonomy in order to better respond to the praises and criticisms of the community. An empowering model automatically becomes a stimulating model.

We must also point out that only a government in tune with its culture can successfully unite different visions, properly coordinate actions, and favour real solutions for real problems. Fundamentally, this system of governing based on the prevalent culture banks on achieving a sense of belonging and a sense of community to guide its actions. Such values encourage both the teaching professionals and the students to adhere to the objectives promoted by the institution.

2.2 Orientations which may be compared to major reforms

The shift to another model of reference in educational administration calls for some major reorientations which we will now examine in greater detail. Management must make several major changes in: its image, the methods employed to run things, its

³ Michel Crozier describes an era when all the management practices in the Western world will undergo a conceptual revolution. A new logic is sprouting, despite its lack of visibility, according to what the author has witnessed during meetings with representatives of various companies. This logic is centred on a simplified organization which views the individual as the integrational tool of the organizational thought-process, on the principle of autonomy which considers the freedom and responsibility to act of people as a necessity for the organization and, finally, on the principle of government by the culture which links administrations to collective objectives. See: Michel Crozier, *L'Entreprise à l'écoute, Apprendre le management post-industriel*, p. 43-68.

tasks, financial structure, and methods of evaluation. Evidently, not everyone will be capable of making these changes at the same time and at the same pace. What we are really concerned about here is to indicate the starting and ending points of these changes before presenting the specifics of these changes in the upcoming chapter.

2.2.1 Banking on a long-term vision

Various critics and observers of the system have denounced the school authorities' complete lack of long-term vision and the fact that the system is too centred upon itself and on the immediate. In fact, it is a certain inability to consider the social environment and its inability to distance itself from the everyday tasks that seems to be the problem here. The system seems reluctant to align its educational guidelines in terms of the trends which are popular outside the school system. Furthermore, its administrators are too often bogged down by daily operations to have an overall view of the situations. This lack of perspective characterizes the educational administration. Consequently, the first guideline of this other management model is **the need to ensure a long-term vision.**

To begin with, the educational enterprise must come to grips with the current social reality. A study must therefore be undertaken of the various difficulties and interests shared by both the school and society. Administrators can no longer base the educational needs of their institutions merely on internal indicators, but must broaden their perspectives in order to consider the challenges and realities which are part of the current social context. Beyond this need for the school to open up to social concerns, a greater participation on the part of society as a whole, in specifying and developing the educational mission is also required. Administrators can no longer ignore the need to consent to such an opening — a major challenge for them — due to the complexity and interdependence of the problems they are now confronted with when developing the teaching activities.

It is also important to **insert the daily tasks within a more long-term plan.** If it was once possible to "play it by ear" in terms of educational development, today this method is definitely out. If management becomes a slave to the various social events it loses part of its legitimacy since it no longer controls the strategic planning essential to the system's growth. Management must make well-informed choices and must avoid basing its daily actions on a string of haphazard decisions.

Two essential tasks

The switch from a management centred on the short-term to one centred on a long-term requires a renewed interpretation of the mission and a re-evaluation of the organizational activities within the educational milieus.

The quest for a new consensus around the orientations of the educational mission

Much confusion reigns over our society's educational mission, and this is true at every level of the school structure. Its orientations are often criticized. All sorts of opinions have been offered in terms of the educational activity, the role of the school or the values it promotes. But the more serious discussions revolve around, notably: the global aims of education, the role of the school as "substitute", the type of vocational training dispensed, the orientation of adult education, or the question of re-emphasizing the importance of university teachers. These discussions often lead to stand offs which unsettle the choices that are made. Although a consensus of opinions had been reached on the question of certain orientations, it remains shaky. The educational administration cannot be smoothly run amidst these kinds of doubts and conflicts.

Beyond worrying about the mission's orientations, many administrators are also concerned about being the only ones to recognize the importance of the mission. At the primary and secondary levels, people would like to see education re-emerge as a priority in the minds of the population and the State. Professionals from the college level hope that citizens will have a renewed interest in their institutions. Universities wish to associate the fundamental need for universities with the actual survival of the Province of Québec; internally, this would manifest itself by the setting of extremely high standards while, externally, this would express itself via the message that public spending in education is an investment in our society's future. The adult education sector wants to emphasize the importance of a lifelong education in a broader social plan in order to attempt to strike a better balance between social equity and productivity.

It is therefore important to **strengthen the consensus around the orientation of the educational mission**, at both the central and local levels. Certain redefinitions and cuts may be necessary. This quest for a new consensus of opinions around the orientation of the educational mission seems necessary in light of the current educational requirements. It is important to specify, both centrally and locally, the needs that will be met via the services offered and the programs developed, and the common methods to be developed. Alongside this need to define the role of the school lies the need to agree on the specific contributions expected from the various social partners regarding the solutions required to meet the particular needs of the student populations, needs which often go far beyond what the actual school milieu can offer. This is a perfect example of how the various partners can collaborate to find concrete solutions to these social problems. Society has the right to expect a lot from its educational institutions, but it must also agree to participate in the elaboration of the main guidelines and to support the education administrators in charge of the implementation and development of these guidelines.

The need for strategy in planning the activities

Planning the activities of a school is a problem. The bureaucratic administration has been said to react impulsively to situations and has been known to deal with problems by resorting to solutions often taken right out of the book of regulations. The ability to deal with a problem as soon as it arises can certainly be a sign of a certain effectiveness. However, this method can only lead to solutions which can be adapted if the method can gauge and analyze a given situation. Thus, planning in education cannot rely on a simple identification and rapid resolution of the problems at hand or on a short-term operational plan, no matter how impressive the methods used are.

The adoption of "visionary" actions must greatly overshadow the management of the everyday problems. The strategic plan, on which we must now bank, is fundamentally aimed at defining the major orientations and at specifying the means needed to implement these orientations through an analysis of both the internal and external environments.⁴ Administrators in the education sector must be able to bring about significant improvements in their practices linked to the planning of the organizational structure and must be willing to adopt long-term objectives. The broad educational guidelines must be specified locally in order to pave the way for the teaching professionals. This leadership vision is expressed through the analysis and gauging of the requests made to the school and their pertinence to the educational mission. In short, it is an overall view of the main methods that is needed to attain the mission's objectives. A strategic plan is thus an essential step in the implementation of this new reference model in educational administration.

2.2.2 Modifying the leadership method: from the hierarchical structure to a rallied personnel

In Education as in other sectors, leadership practices based on the respect of rules and authority are becoming less and less popular. This tendency to rely essentially on the hierarchy and various regulations of the system to fulfil the educational responsibilities is being denounced roundly by the personnel, even though certain people still submit to this type of leadership. Administrators are the first to admit that the hierarchical structure does not guarantee that the person who holds and exercises the power, is the person who possesses the real authority anyway. The apparent loss of respect

⁴ In certain management textbooks three distinct levels of planning were established: strategic planning, structural planning and operational planning. Strategic planning involves the identification of the major orientations of an organization, as well as, the decisions concerning the structure and the means to support these; it is a broad minded plan which can adapt to future needs and which emphasizes the means and purpose of the actions. The structural or tactical planning is concerned with the methods and layouts, while the operational planning deals with short-term projects and lists practical methods of functioning. See: Omar Aktouf, *Le Management entre tradition et renouvellement*, p. 101-127.

and confidence in this type of management forces us to question its very legitimacy. This other educational management model therefore obliges us to **rethink our way of viewing the management of the teaching professionals** and to break with the methods which favour the use of the hierarchical structure over practices more likely to foster support from the people who are working towards accomplishing the goals.

From now on, it is the **will to share the same institutional culture** that must become the link which cements the educational activities to the system within each institution. The cross over from a "hierarchical management" to a "government based on the culture" must be undertaken. In other words, the type of leadership based on following rules must be reduced to the bare minimum in favour of one based on pursuing common interests and goals. This vote for an institutional culture is, fundamentally, a vote in favour of ensuring that the human resources will be the priority at the heart of the educational business. By choosing this option, we are choosing to encourage the development of a spirit of cooperation and sharing within the local communities which, in turn, is based on the leadership abilities of the administrators. This option banks on active participation by the personnel and comes into being through institutional planning. A management based on the culture respects each individual's right to autonomy while enabling a sharing of the goals to pursue and the results to attain.

The implementation of a government based on the culture forces us to re-examine the manner of viewing and exercising the roles in management. For instance, teachers will more likely adhere to an educational objective if they have the opportunity to discuss and discover this objective with others, than if they are forced to go along with this objective simply because they must conform to the rules or accept the decisions that are made. This type of management would also imply a re-evaluation of the personnel's expertise and a re-examination of their input in the collective business, once their professional status was confirmed. The message is clear: we must get rid of the bureaucratic management model.

Two essential tasks

Banking on the sharing of an institutional culture as a method to ensure a greater mobilization of the people implies that we agree to re-examine the roles of the managers in education and that we view the personnel's contributions to the educational business from a different angle.

Re-examining the roles of the administrators

In the bureaucratic management model the roles of administrators are generally perceived and carried out in terms of their hierarchical status and determined by the system's guidelines and regulations. The diagnoses which stressed the purely

administrative and rather stilted nature of the management also revealed the nature of the administrators. Not surprisingly, it proved to be as structured and as stilted as the framework itself! A revision of both these roles will thus need to be included in the plan aimed at acceding to another model.

We cannot find solutions to the problems encountered in the area of education by relying exclusively on the "regulations" or by turning to the various levels in the structure because these problems have grown too complex. For instance, all the measures in the world cannot prevent student drop-out if the various professionals within the institutions are not encouraged to work together in finding solutions to this and other problems. It is therefore via a collective quest for parameters and solutions with those who do experience these problems, and not through the simple application of rules, or use of the organizational structure, that the inspiration likely to sustain the actions of the administration can be found.

In fact, administrators will be expected to play a much bigger role in the activities of their milieus and to pay special attention to the contribution of the various people.⁵ To bear fruit, the contributions, which are not often recognized, must be found, put to use, and nurtured in each and every institution. Thus administrators are the key to the involvement and collaboration of the various personnel. Managing means rounding up the forces while offering a direction. It is all about creating an atmosphere in which the personnel feels as though it were "on top of the world". This does not require rules, it requires a participative leadership.⁶ The various personnel must become true partners in managing the educational activity. They must therefore be able to exert more power over such matters as: the analysis of the internal and external environments, the choice of priorities to deal with, the choice of pedagogical material and learning evaluation tools, and the elaboration of educational projects. Undoubtedly this will require more time, better monitoring, an increased knowledge of the system's resources, and finally, an open-mindedness towards new ideas and a willingness to accept different opinions. Everyone involved in the educational activity must be made aware of his or her responsibility.

These requirements lead us to the issue of the upgrading and recruiting of administrators. In order to rally forces, display leadership, and provide guidance and support to the teaching professionals, administrators will have to acquire skills which are quite different from those required by the current administration and its operational structure. A head of human resources, for example, must be able to communicate efficiently and form genuine ties with people. Furthermore, in order to be competent leaders, administrators will have to have a rich cultural background.

⁵ Certain experimentations were undertaken in this area by the Québec public service. See: Office des ressources humaines - Groupe Innovation, *Gestion stratégique, l'expérience de la fonction publique*, Gaëtan Morin Éditeur, 1991.

⁶ Excerpts from an interview with Mr. Roland Arpin.

Re-emphasizing the responsibility and value of the human resources in the educational enterprise

Another issue revealed by the diagnoses made is the lack of recognition of teaching as a professional activity. There has been too great a tendency to dissociate the concerns linked to the pursuit of educational objectives from the concerns linked to the expression and recognition of the truly professional nature of teaching. And yet, it is the teachers who are in direct contact with the students and who are concerned by the educational choices that are actually made.

To adhere to this new management philosophy we must **re-emphasize the responsibility and value of the human resources** within the field of education and attempt to conciliate peoples' interest and need to be involved with the aims of the organization.⁷ As we mentioned earlier, the carrying out of the educational objectives should rest on a greater recognition of the potential of the human resources, rather than on a more scientific organization of the actions. Tremendous changes in mentality are required, especially in light of the extreme diversity of the current student populations. Nowadays, the school system brings together a wide variety of people with different training and backgrounds; in addition, to help fund the educational mission, the milieus must now deal with outside partners who often have a very different outlook on situations. This diversity must be exploited and viewed as a "plus" since it contributes to broadening the pedagogical scope. It must even be viewed as the trump card that will give us more leverage in terms of opening up to new pedagogical approaches. Renewal of the educational administration must necessarily be based on upgrading the professional skills of the various practitioners involved in the school system, and on recognizing the appeal of external resources.

Major changes must also occur in the management of the human resources. Both unions and management are beginning to see the pertinence of holding meetings in between the periods normally devoted to collective bargaining. Certain observers have noted a desire for change in a greater concern to work on the fundamental elements of the agreements such as issues pertaining to ethics, evaluation, and responsibility, rather than on more secondary issues. We must encourage this type of improvement in relations. Specifically, this may mean that there should be a more systematic, but diplomatic, effort made towards forestalling professional burn-out or major blundering by offering teachers "serene" job opportunities. Emphasis on teacher training also leads to the acquiring of competencies which encourage greater career mobility. To be truly efficient though, teaching requires definite margins of freedom and creativity, therefore professional autonomy. To secure the future for the teaching profession, provisions must be made for the recruitment of new teachers and the needs which concern career evolution.

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Mr. Pierre Paquette's speech, during the round-table discussion before the members of the Conseil in March 1992, focused on this topic.

A greater recognition of the teacher's contributions involves greater demands for this same group. A greater involvement in the management of the educational activity naturally leads to greater challenges and responsibilities. Teachers can no longer stand on the sidelines, they must now fully partake in the development and evaluation of their mission. But an increase in professional autonomy will require an increase in the competencies. This will force them to re-think their relations with their immediate superiors, and the manner in which they organize their educational task.

2.2.3 A redefinition and redistribution of tasks: from a central authority to shared responsibilities

The recurrent issue in the debate surrounding the educational management concerns the overpowering central authority. Although there is a need to draw the decision-making and its target of action closer together, there remains a need to maintain some sort of uniform organizational frameworks for teachers at the various levels of the structure.⁸

The first step consists in identifying the targets of this decentralization. This will not be a simple task since it entails dispelling the myth that decentralization is the answer to all the problems in management.⁹ When decentralization does occur, it is often reduced to its purely technical sense, that is, although there is a displacement of certain activities from the central power to the local power, no real authority is ever transferred. In this respect, decentralization and "deconcentration" are often mistaken for one another.

The real need, beyond a mere hand-over of power, is to reduce the amount of red tape and organizational structures in place; to foster a greater involvement of the teaching professionals, to be open to various forms of partnerships, and to allow more leeway to the administrators in using the funds devoted to local education needs. These are crucial elements in the new model.

⁸ This was a topic of debate during the public consultation held in Baie-Comeau in 1991 and in the interviews with the various representatives from the management sector.

⁹ For more details on the effects of centralization and decentralization see: René Périé, *L'Éducation nationale à l'heure de la décentralisation-changements et continuité*, Paris, La Documentation française, Collection Notes et études documentaires, No. 4834, 1987 and Luc Brunet, *Allocution présentée devant le Conseil supérieur de l'éducation*, Montréal, March 26, 1992.

Four essential tasks

Simplifying the organizational structures

The sluggishness of the administrative machine interferes with the management of education. Remedial measures alone cannot resolve the problems linked to the educational management's centralist and bureaucratic nature. Instead, efforts must be made to rid the system of its binding structures to allow it to operate with efficiency and ease. There is therefore a desire to **reduce the number of levels of authority within the structure**, especially in the mandatory instruction sector. "Mind-boggling" is a term which could best describe the reactions of the interviewees concerning the fact that there are more levels of authority within a large school board than there are at Toyota Inc. or, that a school board which administers fewer than ten schools has its own head office. A dismantling of the management structure and an elimination of several links in the chain of command must be undertaken.¹⁰

The current administration's actions are inhibited by the presence of numerous frameworks stemming from the central authority. The problem linked to the increasing complexity of the situations and increasing number of partners involved in the educational activity certainly calls for the establishment of a consensus around the implementation of certain guidelines and rules. This process is crucial for the cohesion of the system. However, increasing the autonomy of the school establishments calls for a leeway which seems incompatible with the current standardization in the actions. The professionals within the system must take charge of their own destiny. Consequently, to proceed to **a reduction and simplification in the provincial frameworks**, greater leeway must be allowed to the school establishments. Obviously, certain frameworks would still be needed to present the orientations that are to be respected, and to guide the milieus in the application of these by prompting them to adopt their own rules of conduct.

Devolving a greater educational responsibility to the establishment

Since their range of action is significantly reduced by the central power, administrators now wonder whether or not they do, in fact, have any real authority. The people at the lower end of the scale have observed that most of the decision-making takes place in the upper levels, that is, at the central or intermediate levels.

This centralist movement within the system has tended to remove the focus from the administering of education, and place it instead on a series of operations offering solutions which are often incompatible with the problems experienced at the base.

¹⁰

Excerpt from interviews with Mr. Guy Pelletier and Mr. Roland Arpin.

In doing this, the administration has cut itself off from its best team players: the teachers. Many decisions taken by the central power are rarely submitted to the milieus, despite the pertinence of the debate. Representatives from the primary and secondary levels "feel trapped in a sort of vicious circle in which there is — a minister who retains an almost supreme power, a regional school board in charge of distributing the resources, and schools which make requests for these resources."¹¹ In the past several years, the teaching professionals have no longer been as involved with the mission; some no longer even see the point of properly fulfilling their duties since they feel they have become mere executants within the system.

To allow the local participants the opportunity to become true partners in the future educational administration, **an increased autonomy must be given to the educational institutions.** This necessarily implies that the institutions will become major decision-making centres. It is high time that the people in the lower levels participate in the elaboration of a plan of action likely to sustain the major orientations of the mission, and in choosing the means needed to accomplish their action and to evaluate the end results. This is fundamental in guaranteeing the system's effectiveness and its ability to respond to the educational needs of students. The central administration is encouraged to transfer its authority to the establishments so as to offer these milieus the power needed to carry out their operations. This transfer must not, however, burden the schools with concerns external to the educational and pedagogical realms. This also implies that at the primary and secondary school levels, the principal will once again be the true leader of the school-team or, the "principal teacher", the person who can motivate the various personnel.

An increased opening towards internal and external partnerships

In light of the complexity and interdependence of the problems, the players within the system can no longer function in an individualistic mode or rely solely on the internal environment if they wish to have a significant impact on the educational orientations. In addition, solutions to today's problems require a greater cultural background and open-mindedness. Accordingly, it is no longer only a few leaders that will be concerned with the complexity of the mission. Nowadays, this complexity must be addressed via a variety of ideas and opinions, that is, **a new collective intelligence network.**¹² The school establishment must therefore become a place engaged in revitalizing its external and internal partnerships. This entails forming teams that are responsible and capable of analysing and dealing with the milieus or, in other words, capable of developing ties which go far beyond the standard cohabitation rules or exchanges of niceties with external partners.

¹¹ Excerpt from an interview with Mr. Guy Pelletier.

¹² Excerpt from an interview with Mr. Omar Aktouf.

A successful internal partnership must be based on the ability of the personnel to use their skills and experience to find solutions to the problems at hand. It will be important to learn to appreciate the rich cultural backgrounds of the individuals in the milieus and to bank on their personal and professional experience as a source likely to sustain a certain creativity and spirit of initiative within the milieus. Emphasis must be placed on discussions and cross-cultural relations in the search for solutions. An internal partnership can only function if the establishment's personnel is rallied around a common cause expressing the mission's aims through certain concrete educational activities.

Such a project cannot exist without the establishment of an **external partnership**, an association which taps into a rich cultural source and which is proof of the institution's involvement in the community. The external partnership must also foster a better relationship with the other important partners of the milieus, namely — the people in charge of other missions and the employers — to offer proof of the establishment's social involvement. Finally, it is in the mandatory instruction sector that, by banking on a more intense collaboration with the parents, that this partnership can be defined and developed, since the parents are in charge of both making sure that the educational expectations continue to be met and, monitoring the ways in which they will be met. This type of collaboration is not always easy and obviously requires strong leadership abilities on the part of the administrators.

Recognizing the contributions of the political and administrative spheres

Certain head managers view the political structure as something they must cope with. Their distrust of politics is explained by the fact that, in certain milieus, to support the interests of their political clan or party, some politicians will even go as far as disrupting the collective educational aims, or ruling on administrative questions which are normally submitted to administrative norms.

Although the head managers are quick to denounce the encroachment of the political power on their own administrative turf, they, in turn, remain adamant about not recognizing the legitimacy of the political power in place.¹³ While the manager's expertise should guide the choices of those who are elected (the director general proposes and the Commissioners Council or the Board of Directors makes the decisions) it often prompts them to want to take the place of the political power in the task of defining the educational orientations. Due to the professionalization of their duties, head administrators sometimes tend to delve in matters that are way beyond

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This non-recognition of the political power in education does not only apply to head managers. The low rate of participation of citizens in the school elections and their ignorance of the commissioner roles reveals a serious lack of legitimacy around the political implication. See Guy Pelletier: "L'Administration scolaire québécoise et son milieu : bilan et prospective", in *Administration scolaire, théorie et pratique*, sous la direction de M. C. Barnabé et M. H. Girard, Chicoutimi, Gaëtan Morin Éditeur, 1987, p. 38.

their range of expertise. However, these intrusions into the political arena should perhaps simply be viewed as honest attempts to realign the educational orientations with their own personal convictions.

This apparent lack of recognition of the political role in Education has sometimes led to the election of poorly skilled and inexperienced people who tended to turn the political decisions over to management experts. In addition, the miscalculations of certain "politicians" as to the extent of their authority resulted into practices which often showed little respect for the duties normally devolved to the said "administrators". **A balance must be struck between the political and administrative spheres in the proposed educational administration model. This can only occur if their respective responsibilities are respected and recognized.**

It is certainly important to re-emphasize the political roles at the various levels of the structure. The proposed management model must rely on an educational system which better responds to the needs and demands of society. It must also interact more efficiently with society. This is where the political realm can find a certain legitimacy. At the primary and secondary levels, the Commissioners Councils are expected to play a more significant role in the elaboration of the global orientations, provided they do not impose a freeze on the institutions' plans. They are the official representatives of the community and are proof of the educational milieu's intention to take root in this area.¹⁴ At the college and university levels, where the members of the board of directors are appointed, it is important to foster this opening towards the outside to ensure that the members of the community are involved in the major decisions of the establishments.¹⁵ This acknowledgement of the political role does not impact on any of the responsibilities of the head administrators. On the contrary, it only serves to reaffirm their responsibility for leading, analysing situations, and proposing future paths, and ensures the legitimacy of their administrative actions. It

¹⁴ According to the interviews given by the president of the Fédération des commissions scolaires du Québec and by the president of l'Association des directeurs généraux de commissions scolaires.

¹⁵ According to Mr. Jean-Claude Deschênes, during his speech before the members of the Conseil on February 27, 1992, this plan does not apply only to Education. Certain analysts are examining the real role of the board of directors, notably, in general and professional educational colleges, and in health and welfare establishments. Basing himself on, namely, the study by the Groupe Connexe (1983) which examined the way the board of directors operated in twenty-two CEGEPs, Mr. G. Julien concluded that there was a clear lack of representation on the part of consumers who use these services, and on the part of the various socioeconomic milieus in the administration of these establishments. The formula employed by the boards in the past twenty years in the CEGEPs and health institutions did not, in his opinion, bring about a decentralization of the powers in favour of the establishments, and did not encourage relations based on equal power between the various players. See: G. Julien: "Les conseils d'administration des établissements publics", in *Management public, Comprendre et gérer les institutions de l'État*, sous la direction de R. Parenteau, Presses de l'Université du Québec, pages 337-386. Note that the amendments made to the bill in 1979 concerning the board of directors, seemed to have had a certain impact: the number of external members is superior to the number of internal members; the "insiders" can no longer vote on issues pertaining to their working conditions. These measures often significantly altered the terms of the relations between the various groups.

is clear, however, that an administration which favours an educational dynamic focused on the development of the pupil and on offering support to the pedagogical action — as does the proposed model — requires a political power. It could even be said that political power must be at the base of such an option since it usually carries the social expression of such educational needs. This, therefore, is the fundamental reason why the political and administrative spheres must attempt to coexist in harmony.

2.2.4 Re-establishing the basis of the funding: from a strictly budgetary point of view, to one that englobes the perspective of the educational mission

The budget is a major concern for all administrators at all levels of the system's structure. It is the primary reason behind the ineffectiveness of the educational system and the obstacle which has prevented any improvement from being made in the last twenty years. The public service model adopted by the school system, was gradually developed in accordance with the various specific programs which reflected the priorities established and the budgets it was allotted. For a long time, improving the quality of education meant multiplying the services offered, "bloating" the bureaucracy, and injecting more funds into the budget. The implementation of a new management method requires that the financing in Education be reinserted in a broader perspective.

In fact, it is advisable to go from a strictly functional perspective of the budget to one focused on an educational mission that can allow a social debate around the funding issue. It is important to view Education as one of our top social priorities. The budget constraints must be viewed in a different light, that is, both within a specific context devoted to the funding of Education, and as one of the many social priorities within a vast ensemble. We can always question the saying "do better with less", but it is difficult to disregard the moral obligation which says "be creative with what you have". The desired change in perspective requires a long-term vision in the funding of public services.

Two essential tasks

Therefore, in regard to the funding, not only is it advisable to maintain an adequate level of resources in education to ensure the continuity of the mission, it is equally important to view education as one of our social priorities.

Reviewing the priorities in terms of the educational mission

A lot of catching up has occurred in Québec's educational sector and, to say the least, **our services are far from being "underdeveloped"**. Although it is far from being perfect, our educational system can nevertheless be compared to other systems around the world. In this respect, certain educational milieus have criticized the cuts in services imposed in the past years without ever really considering the overall situation.

We must go ahead with our plans to **re-examine the priorities or programs established in terms of the fundamental educational needs**. The organizational culture did contribute, up to a point, to a multiplication rather than to a transformation of the programs. It became a tradition to add new programs to the list of existing programs, without ever proceeding to a systematic readjustment or periodic realignment of these initiatives.

Furthermore, the concern for a greater rationalization of the spendings in Education seems to have won the favour of the public. The educational administration is directly affected here and is urged to **try to better target and define its priorities** and to make a wise allocation of the budgets devoted to the various services. This idea of making the educational investments profitable must not overshadow the aim of dispensing quality education or affect the amount of money allotted to this area. All the social partners are rallied around the goal of providing a high-quality education to be better prepared for the changes that will affect our society in the years to come.

It is thus also important to **maintain the resources in education at a substantial level** to ensure that the management can fulfil its duty towards the educational mission. In fact, the financial means must match the goals. Certain wise choices which have been unanimously accepted — service accessibility, consideration of the specific needs of a pluralistic society, priority on a qualitative training, and mastering the mother tongue — require important investments. By refusing to devote adequate sums to education, the State may jeopardize the system's mission. Important tasks thus lie before the ministers and members of the various organisms involved in the various networks.

Opening up to a social debate

The importance of viewing education as one of the fundamental levers at work in the development of individuals and in the expansion of our communities goes without saying. This topic is at the centre of every current debate. However, the school milieus have sometimes been insensitive towards other social priorities, despite the fact that they acknowledge that **the current needs in other sectors require as much attention as their own**. The storage of toxic wastes, the aging of the population and the costs linked to this phenomenon or, the welcoming and integrating of immigrants,

are some of the current concerns of our society. Faced with such urgent and difficult choices, many people say that we should work towards inserting education in a broader social perspective. Maintaining a healthy educational system is vital; its costs must thus be viewed as an investment for our society's future.

From now on, instead of merely opposing the cutbacks as a means to rationalize the spending within the educational establishments, efforts must be made to **insert this concern within an overall re-evaluation of the social priorities**. Educational choices can no longer be defined independently; they must be viewed as an integral part of the overall social problems. This new vision requires much effort on the part of the actors involved in the school system — beginning with the administrators — since not only will they have to tune in to the very essence of the educational mission, they will also need to remain open to a broader perspective of life in our society.

2.2.5 **Assessing the quality of the educational services: from non-interference to evaluation**

Earlier we pointed out the system's difficulty to evaluate and be accountable for its actions. A strong parallel has been drawn between these issues and the system's effectiveness in dealing with the problems concerning the instruction dispensed to the pupils. Significant efforts must be made in the coming years with respect to the institutional evaluation of the instruction and the transmission of these evaluation results to the population. From now on, we must accept the obligation of an evaluation and accept the notion of accountability within the system,¹⁶ at all levels of the structure. It is a concern for the question of justice and equity vis-à-vis the pupils and the population that should ultimately encourage administrators to accept such responsibilities. The system must be able to vouch for its "product" — a high-quality, state-of-the-art education — and be held accountable for the effectiveness of its actions as well as the ensuing costs. This obligation cannot, however, simply rely on an increase of the external control mechanisms. Instead, it is important to foster a change in mentality which could motivate all of the players involved to pursue their goals until they achieve the desired end results.

¹⁶ Accountability refers to the obligation of an individual or organization to be accountable for the responsibilities, tasks and resources which were confided to him, her or it. See Guy Breton: *L'imputabilité dans les services d'éducation*, Allocution du vérificateur général du Québec à la réunion du Conseil supérieur de l'éducation, Montréal, March 26, 1992.

Two essential tasks

In order to switch to an administration which stresses the importance of evaluation and accountability, we must adamantly subscribe to the development of the institutional evaluation and to the need for accountability in the system.

The development of the institutional evaluation

As was once mentioned in a prior report by the Conseil, an evaluation sort of represents the vigilant, enlightened and empowered conscience of the educational system and of the teaching establishments and individuals.¹⁷ By examining the overall activities in place, it aims at assessing the results obtained and the pertinence of maintaining or adjusting certain practices. It is as concerned with how the system and establishments operate in general, as it is with the personnel's practices and the students' development. It searches for answers to questions such as the following: Do the activities in place allow the educational establishment to adequately fulfil its mission? Do these activities respond to the particular needs of its clients, namely, the students, parents or employers? Is the teaching effective? Does it meet the desired objectives? Is the teaching efficient? Are the costs engendered reasonable? The number and pertinence of these questions prove that the various teaching professionals must set aside time for an evaluation and a readjustment of their actions.

To work towards offering a high-quality education, this evaluation must however adhere to certain principles: it must involve all of the people concerned by the results of the enterprise, recognize that teaching is a professional activity, acknowledge the diversity in the needs, and be coherent within the educational activities.

Regarding this issue, we must underline, once again, the importance of implementing **a formative instructional evaluation**, one that supports the teachers in the exercise of their functions and that improves their overall performance. The evaluation must take into account the personnel's opinions and will to participate. It must however try to avoid an "in vitro" type of analysis. Opening up to external considerations and points of views, can only enrich its range of action. This type of evaluation allows for, and indeed, even demands, a made-to-measure evaluation which can adjust itself to the environment. In doing so, it will respect the diversity of the needs and ensure a coherency in the responses.

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CSE, *L'Évaluation-situation actuelle et voies de développement*, Rapport 1982-1983 sur l'état et les besoins de l'éducation, 1983, p. 3.

The need for accountability

Since both the educational mission and its funding are public in nature, the people in charge of the operation must be held accountable for their actions and for the end results of these actions.¹⁸ Accountability is the necessary link between the orders received and the ensuing responsibility.¹⁹ The new management model cannot ignore this responsibility. Since society has the right to be kept informed about the powers it has elected and the money it has invested, the people in charge of dispensing the educational services must be held accountable for the pertinence of the services offered, the manner in which the sums invested were spent,²⁰ and the quality of the end results.

The quality of the human resources and its corollary, the quality of education, have become the key to any nation's success in the current context of international competition. Ensuring their quality therefore implies a strict exercise of accountability. Accordingly, the budgetary constraints imposed by the current economic context lead to a legitimate renewal of interest in the manner in which public funds are being spent.

This "operation accountability" can also be used as an opportunity to get some feedback on the services dispensed and as a source to nourish future projects. In this respect, accountability is not only concerned with the past, it is also wide open to the future.

The other management model proposed by the Conseil favours a reference to a framework that rests on a purely educational dynamic, in which, the teaching of pupils and the participation of all the people involved in the system goes hand in hand. This model proposes a more flexible organizational framework, a framework which is more open to collaborations with the people at the base. The model, however, requires that concrete measures be taken to bring about the major transformations concerning the outlook, management, task sharing, funding and evaluation. Administrators will be encouraged to: acquire a more long term-vision to better deal with the present, be more responsible in the tasks they will undertake and to ensure the complementarity of these tasks, redistribute the funds to better accomplish the fundamental educational goals, and lastly, to evaluate their actions. The implementation of these new orientations also involve a certain number of important tasks. But the switch to this new model requires a developmental strategy. The following chapter will introduce and explain this strategy.

¹⁸ Guy Breton, p. 22-23.

¹⁹ See J.C. Deschênes, "Le Devoir de rendre compte", text presented during the conference entitled *Gestion de la qualité dans le secteur public, une philosophie d'excellence*, Montréal, November 1991, p. 17.

²⁰ For additional information on the range of such an operation see: La fondation canadienne pour la vérification intégrée, *La Communication et la vérification de l'information sur l'efficacité dans le secteur public*, Rapport sommaire, Ottawa, 1987.

CHAPTER III

THE IMPLEMENTATIONAL STRATEGY

The administrative guidelines described in the previous chapter require a genuine implementational strategy from the establishments and administrators at all levels of the bureaucratic structure. The success of the establishment of this other model depends on such a strategy. The guidelines will actually serve to force the administrators to make a clean break with the attitudes and behaviours, something which will obviously entail a readjustment in the mentality, practices, and mechanisms associated with the bureaucratic model. It is therefore important to realize that such a profound change will not be easy and that a considerable amount of will and determination shall be needed to accomplish this task. Moreover, to guarantee that the implementation of this model shall lead to successful applications, certain precautions must be taken during the planning stage.

Chapter III thus specifies the elements which are most important to the implementation strategy of the new model. Section 1 identifies the conditions likely to sustain the transition to this other reference model. Section 2 offers a survey of the overall actions needed to implement the new administrative guidelines.

3.1 Planning the transition to the new model

The shift to another paradigm cannot happen overnight — not in the education sector nor elsewhere. A well-laid plan must be devised to try to counter any false manoeuvres and to avoid creating expectations that may be difficult to fulfil. Most of the changes made in education were not particularly well-planned — some were passing fancies in response to trends, while others resulted from the fact that funds were available. Since these changes drew on the bureaucratic model, they were often carried out in a spirit of standardizing the practices, with no regard for the particular situations or specific pace of the school milieus.

The radical change desired in educational administration must be based on two conditions: a more flexible organizational framework and a well-planned implementation. But these conditions can only be satisfied if there is a will to set goals, analyze the situations at hand, and maintain certain priorities. This change also requires the involvement of people with drive and determination. These people, from all levels of the structure, will need to be capable of organizing the evaluation and rallying the forces around this common project.

The concern to formulate a well-laid plan to ease the transition to another model thus involves an important implementation strategy. The administrators implicated in this task must not only be fully responsible for the actions to be taken, they must also be

clearly aware of the extent of the reforms to be made, and the actual time needed to make such a change.

3.1.1 The forces at work around this change

The implementation strategy would not be complete if it did not provide for the actual passage from one model to another. This is why the implementation strategy includes a transition strategy. Nevertheless, from the very start, this change, passage or transition in question, is entirely dependent on the forces at work rallied around its implementation.

The primary forces at work here are the administrators. Administrators from various organizations, through the use of their skills and commitment, are indeed the main protagonists in this change. It is their leadership abilities and, more specifically, their expertise in management that the institutional transition towards this other management model ultimately relies on. They will also be in charge of rallying the personnel and of creating an institutional dynamic which can transform itself into a plan that can be used by the school establishments.

The second force concerns **the task of shedding light on all the experiences which already reveal the existence of the desired model**. The initiatives and various types of educational actions and practices that are emerging, do not only question the pertinence of the dominant bureaucratic model, they also are the precursory signs of this new educational administration. The various partners involved in the system must be made aware of the existence of these signs, be able to recognize them, and must not keep these a secret but rather display these as proof of the change to come. Their exemplary value is a force at work on which to bank on.

The third force concerns **the institutional culture**. In order for this change to occur, we must readjust our entire collectivity's manner of feeling, viewing and dealing with situations in accordance with this new management model's style. We must thus agree to rethink the norms, standards, beliefs and rituals — basically, the very concept of the bureaucracy in place — because this transfer requires a drastic change in our collective vision of the world. It is the budding institutional culture, or collective consciousness that must gradually be impregnated with the representations and values of this new model.

The fourth force at work concerns **an awareness of the new reference model**. An acute awareness is required to provoke a change. This implies much more than making a simple readjustment to the dominant bureaucratic model. The practices which reflect the current model's representations and values must undergo an overall transformation. In this respect, the awareness must be such as to foster the arrival of new practices which would be, as was mentioned earlier, more concerned with the government of people than the government of things.

3.1.2 Participating in a collective review

We have already mentioned that the implementation of a different educational administration cannot happen overnight, in light of the obvious malfunctions within the current model. To be in keeping with the new set of references and, by the same token, the ensuing guidelines and to proceed to an global examination of the "old management contract's" rules, demands a well-laid out plan on the part of the **ministères and various educational milieus** involved. The revision will, in itself, be a long and painstaking task alternating between steps taken forwards and steps taken backwards. The revision will necessitate time for the players to adapt themselves to the changes. In addition, an adhesion to the new model's guidelines cannot be obtained instantly, or simply as a result of exterior pressure or regulations; it must be a personal choice based on an individual's examination of his or her own situation within their own milieu. This is not an easy task since it demands a tremendous open-mindedness on the part of all the players, especially the administrators. A firm determination on their part is essential since they will be the leaders in this profound change.

In order to go ahead with the revision each administrative body within the **ministère** and school establishments must make **an initial collective assessment of their own management practices**. The problems and weaknesses must be identified but, so do the strengths and gains, since it is on these that we must bank on. The results of this assessment will produce a fair overall picture of the current management methods. This picture will serve to help us to appreciate the progress made so far and to pinpoint the realignments to be made.

This exercise could easily be qualified as a mere problem-solving process used by administrators at a strategic time of the year. Nevertheless, this is not what this revision is all about: it calls for an active participation of all the administrative bodies, and of each and every teaching professional in the establishments. In fact, this revision requires a profound re-evaluation of the organizational practices, and a collective brainstorming on the methods of participation and ways to successfully integrate people's skills in the educational business. Therefore everyone concerned — administrators, teaching professionals, support staff, clients of the system and associate partners — must participate in this important current debate. This, however, does not prevent the administrators from making their own assessment of the situation and from following their own leads. It is important to acknowledge the collective nature of this evaluation to avoid maintaining the status quo.

Of course, this global assessment may be undertaken in many ways and may take on a variety of forms. Each educational milieu will have to find its own **moorage**. Indeed, it is up to each establishment or administrative body in the various **ministères** to define the terms and conditions which will adequately support this collective pondering. What matters most here, as we mentioned earlier, is the fundamental re-evaluation and spirit of collaboration within the business of education. For instance, certain milieus may begin their reflection by setting aside a few days each year to

discuss certain themes or specific problems. These meetings would first be held between groups of homogeneous individuals and then, between a broader collectivity of people. Others will turn to the more important or more official forums of debate such as, the triennial Estates General of the regional seminars to foster a collective reflection and to set their priorities.¹ Whatever the choice, it is nevertheless important to start the ball rolling via the global assessment, for instance, to allow the re-evaluation to gather the momentum it will need to progress.

3.1.3 The adhesion of the department heads

The plan to review the management methods must rely on the personal experiences of the administrators and on their will to take matters in hand. To ensure an effective and productive debate around the assessment, one which can pave the way for a series of new organizational practices, requires an involvement of the department heads from the ministères, regional offices and school establishments. Their contribution adds substance to the revision and is a key element in the transition to the new model. This applies to the ministères as well as to the various establishments.

Many organization analysts are convinced that the change in managerial practices must necessarily be linked to **the department head's adhesion to the change**. In other words, all the department heads must be utterly convinced of the importance of making this a real priority in order to be able to influence the other people involved in the educational activity.² Their determination would be a guarantee that the actions needed for the changes are carried out.

Some will be surprised that it is the department heads that have once again been designated as being responsible for the changes to be made. This time the situation is different, since the changes require a significant participation on the part of the people from the lower levels. Here, the adhesion of the department heads represents the driving force behind the change that will prompt a reflection on the dynamics and functioning of the management model at all levels of the structure. After all, a leader is needed to set the tone, start the process and monitor the development. The administrators must be most concerned with the task of leading and rallying all the players around this project of revision.

It is also important that **the political power be actively involved in this revision process**. In the mandatory instruction sector, the Conseil des commissaires plays an important role in deciding the orientations of the establishments. In fact, it is because

¹ Various initiatives have been taken in several educational milieus. This example refers to one of these, initiated at the Commission scolaire Chutes-de-la-Chaudière.

² Mr. Crozier deemed this conviction as a key to the success of the process. See: M. Crozier *L'Entreprise à l'écoute [...]*, p. 117-119.

they are an integral part of the management, and that they lend a flavour to its style that their involvement is a prerequisite, as is that of the senior manager and his or her aides. In the higher education sector, a more significant involvement of the members of the board of directors in the reflection process is desired to better guarantee that the changes will be made and aligned with the specific needs of the educational milieus. It is also important to acknowledge that within the system the attitudes and actions of the various ministères have a tremendous impact on the development of the administration. Recently, the declarations made by certain ministers confirming that more emphasis would be placed on the quality of education and on the institutional evaluation of the instruction, are crucial to the educational administration and in keeping with the proposed changes.

3.1.4 Examining the problems and initiatives within the establishments

The importance given to the structures and rules in the current system has influenced the manner of administering and appreciating the effectiveness of the educational actions. The administration progressively moved further and further away from its actual work site, guiding its education from the "outside", without ever really referring to what was happening on the "inside". This type of system came to be considered as effective, indeed even, as responsible; it was an administration based on conforming to the rules and on its ability to adjust to these established rules. An assessment such as this contributed to widening the gap between the genuine problems and the initiatives displayed by the educational milieus.

Before implementing new administrative guidelines, the administration's perception of its concerns must undergo a profound change. It is important to begin by thoroughly examining the concrete situations within the educational milieus in order to draw from the genuine problems affecting the young and adult education sectors, as well as, those affecting the pedagogical support offered to the teachers, to help define future administrative activities. We cannot count on existing solutions or far-away observers to resolve specific types of problems. Allowing the institution to regain control over its educational destiny requires that we take a fundamental interest in its "life story" and that we concern ourselves with its distinct problems. It is only by paying attention to the reality and diversity exhibited by the milieus that the proposed management model can aspire to be effective.

Such a requirement must not only call on the school administrators, but also on the department heads. The system must make room for diversity within its ranks and structures. We must remain wary of its tendency to want to plan, supervise and control everything. The quest for custom-made solutions is irreconcilable with an inflexible or stereotyped approach to the situations. The procedures or enactments should be increasingly focused on the spirit of the guidelines rather than on the specifics of the applications; they should also offer alternate solutions to better compose with the differences between the educational milieus.

This may mean that from now on during meetings, **the pedagogical concerns will take priority** over the less pressing issues such as the administration of the everyday business. It is because the real problems in education, notably — the goals and pertinence of the programs, dropout rate, student availability, and participation of the personnel — can be traced back to this source that we must pay particular attention to it. It is common knowledge that the manner in which the budget is spent often overshadows the issue pertaining to the evaluation of instruction or that dealing with the nature of the services to be dispensed to the students. This also means that from the very start, to satisfy the needs of such diversity, the system will have to adapt its pedagogical approach and **resort to a differentiated pedagogy**. The distinct educational concerns of each region will thus be taken into account without posing any threat to the unity and coherence of the system. It will also be possible to deal with the specific problems of the various populations without having to line up all the specific needs and resort to a "distributive" type of justice.

An assessment of the situation in each establishment should normally also reveal **certain initiatives and highlight certain innovative practices** on which we can bank on to make the transition from one model to another. Aside from rallying the personnel around a cause, these initiatives and practices can also serve as examples to help pave the way for the players involved and to indicate the goals to strive for, and the actions to undertake to successfully make the change of paradigms.

3.1.5 Integrating the daily problems

The scientific and logical approach of the administration left such an indelible mark on the framework, objectives, and functions of the administration, that people believed that everything pertaining to educational services could be planned, oriented and structured. Furthermore, because people expected administrators to keep a tight rein on their actions, the administrators, in turn, either pressured their personnel to achieve results quickly, or were extremely wary of any new initiative. Management, on the other hand, also has its grey zone — a zone containing a form of "noise".³ Of course, its actions are mostly based on a series of predetermined and set references such as the educational orientations, the activities planned and carried out, the personnel's attitudes, as well as the resources available; but they can also be guided by certain capricious phenomena linked to unpredictable events and behaviours.

The implementation of the orientations linked to the new model will require a more positive integration of the daily problems within the pursuit of the educational objectives. There will have to be a greater acceptance of the unexpected events and particular circumstances that may disrupt the progress of activities, and a greater

³ Omar Aktouf defined the notion of noise as: "... it represents a given system's permeability to volatile phenomena, comparable to unexpected, but beneficial **parasites** since they enrich the system by their **variety**." See: Omar Aktouf, p. 158, Note 7.

acceptance of the fact that the personnel may change its way of doing things in order to adjust to new circumstances. People's attitudes, delays in the accomplishment of certain activities, and different paces, are other factors which are not entirely predictable. Likewise, it will be necessary to welcome periods of trial and error within the activities of the personnel and to accept periods of self-doubt and delays. This will require a lot of patience and understanding, but also a strong will in the pursuit of the objectives since the presence of a certain amount of control and planning remains important.

The implementation of these changes and evaluation of the results will thus require time, and an ability to accept periods of uncertainty and to tolerate the unknown. In order to ensure that people are the priority when the educational orientations are developed, it will be important to acknowledge that each teacher's method of functioning and pace will be different. Finally, it is important that each and every individual's opinion be heard and respected.

This will to convert these constraints into advantages, that is, into levers which will create new dynamics and relaunch the action, is a prerequisite for all the levels of the system. Instead of denouncing or fearing the unpredictability involved, it will be important to deal with it and to agree to act in a more spontaneous manner. Moreover, the educational administration must learn to depend on its intuition — or gut feeling — to resolve certain problems rather than always trying to find the "intelligent" way of resolving something, because a wise administration is not necessarily a rational one. In short, the desired visionary administration is an administration which can adjust to situations and handle unexpected events.

3.2 Working towards the establishment of new management practices

The implementation of the proposed administrative orientations calls for a series of requirements on the part of the administrators at all levels of the system. These requirements affect the relations between the administrators and the teaching personnel in the establishments, and the relations between the ministères and the establishments. These requirements or new practices, must be envisioned according to their complementarity since they are a continuation of the orientations mentioned in the preceding chapter and that, above all, they will affect every management function.

3.2.1 Practices linked to a leadership with vision

The management model recommended by the Conseil requires a vast, inquisitive vision on the part of the administrators or, a sort of "Argus-eyed" vigilance. This is thus the first change in direction to be made regarding the planning function. Besides the fundamental tasks of trying to reach a new consensus on the orientation of the

educational mission and of trying to follow a strategic plan, the following concrete requirements must also be considered.

Pursuing a common goal

One of the primary requirements of the planning that is incumbent on the administrators at all levels of the educational system, is the necessity to rally the various teaching professionals around the pursuit of a common project. This project, specifically concerned with the educational mission, is aimed at identifying what convergent ideas are essential to the educational administration. Such a requirement means that the teaching personnel must adhere to the key education choices of the system, while respecting the circumstances and pace of their own milieus. The juxtaposition of these two elements — sharing common goals and acknowledging the diversity — is the administrators' real challenge and what a leadership with vision is really based upon.

Such a responsibility is primarily revealed within the establishments through the concern to **foster a collective vision** around the requirements inherent to the educational mission and its ensuing responsibilities. Parallel to this need to define the value and contents of the educational mission lies the need to evaluate the pertinence of the complementary contributions. Within this context, it is thus important to encourage a genuine debate between the teaching professionals and the various partners. It goes without saying that a renewal of consensus around the mission can only be achieved if administrators at all levels are determined to create and maintain a team spirit at the heart of their establishments and if they are dedicated to establishing links with the outside. Despite everything that has been said around the implementation project, we cannot claim that there is a wonderful agreement among the various players, or a great team-spirit within the establishments. The project has a long way to go; for now, it remains just another marvellous idea — on paper — without any real roots or meaningful support.

There should also be consensus around the **priorities to be included in the master plan** that will serve to distribute the actions to be carried out. The educational mission is extremely vast and demanding. It is impossible to renew its multiple facets all at once. This explains why each establishment must have its own master plan containing the specific priorities needed to guide its actions for the next several years. A leadership with vision serves to ensure that these priorities are always set in accordance with the broader context of the educational mission. This means that the administrators must keep up to date in matters affecting the social trends and the scientific developments in pedagogy.

The ministères are also involved in this quest for a shared vision and the pursuit of a common project, and this concern must reflect itself in their dealings with the local educational milieus. To ensure a real commitment from the personnel working in the various establishments regarding the definition of their own specific institutional

project, there must exist, within the system, a genuine will to include the institutions and their personnel in the choice of the educational objectives, but an equal concern to respect the diversity of each particular region. At this level, as in others, sharing a common project means trying to agree on the objectives to pursue and on the means to achieve these objectives

This ability to rally the forces around a common goal is the real sign of an administrator's leadership ability. In fact, this ability to achieve a consensus around goals implies that one is also capable of suggesting certain paths, conciliating opposing views, and identifying the methods needed to achieve the desired results. Administrators are thus in charge of sowing and watering the ideas and of breaking down the barriers between people; they are the "ears" and "heart" of their personnel and milieus.

Providing a firm support to innovation within the educational milieus

An educational system withdrawn into itself is a system in danger of asphyxiation. Any organization must be able to air itself out once in a while, so that its personnel can renew their practices. Furthermore, an open system is a system which is more interested in new approaches and ways of functioning. The budget cutbacks imposed on the educational sector during the past years have had a particularly negative impact on the activities devoted to the development and innovation of educational activities in the milieus. Because of the anticipatory nature of such initiatives, "what is possible" often gave way to "what is necessary".

A management philosophy with vision must be able to strike a better balance between a tangible pursuit of the aims which were the object of a consensus, and an opening towards new practices. **We must favour development and innovation in the milieus by offering tangible support to the players involved.** A tolerant or wait-and-see attitude is not sufficient here; the initiatives undertaken require a tangible and permanent support. In a management which is open, it will be necessary to better acknowledge the fundamental role of experimentation and innovation in the programs and organization, as well as in the instruction and evaluation, to ensure that the system maintains a perspective on its own evolution. This can occur with the designation and creation of settings exclusively devoted to experimentation and innovation, and officially recognized and maintained by coherent protocols.

It is important to encourage the various teaching professionals to venture "outside" the framework of their establishments in order to update their practices and be open to other concerns. Educational milieus must recover their will to increase their resourcefulness and power of insight to nourish the personnel's cultural knowledge. Alongside the more sporadic activities such as the conventions or seminars, it is also important to **implement some more serious experimentation and innovation programs** aimed at devising specific projects. Hence, educational milieus with a vision will

experience a regain in creativity within their establishments by encouraging a differentiated management approach.

Better identifying, selecting, and supporting the new administration

To demonstrate vision also means to plan for the change. Great expectations surround this new administration. The responsibilities which will be devolved on the administrators within the framework of the new orientations require specific skills. Among others, we have already stressed the importance of adopting more open-minded attitudes towards the personnel and the milieus, of demonstrating leadership and communication skills, and of having an ability to plan on the long-term and to evaluate the services. In short, ideal administrators are people who are inspired by educational concerns, who are able to make decisions and take action in their milieus, and who are able to cooperate with the various parties involved.

The shift from a centralist and closed educational administration model, to one that banks on the participation of its players and an opening towards the milieu, requires some important adjustments in the roles and practices of the administrators. Hence, **it is important to pay particular attention to the identification and selection of educational administrators in the coming years.** The abovementioned requirements call for the recruitment of people capable of rallying the forces of the teaching professionals and of obtaining external support. Because the average age of the administrators indicates that a period of renewal of the administrative personnel is to be expected around the year 2000, it is important to rethink the basic parameters of such a renewal, and to plan for the ensuing needs in training.

We must adopt new criteria in the matter of the selection of future administrators. The teachers themselves should be the object of a more systematic and better orchestrated recruitment. In fact, many teachers would accept to be trained as administrators if they were identified, selected, and supported from the start. Certain educational milieus have already demonstrated a keen interest in trying to identify potential candidates within their own personnel.⁴ This means that teachers must have access to development programs and on-the-job training which would enable them to experience the organizational realities and to experiment with the various

⁴ Some interesting initiatives have been witnessed in certain milieus as to the tracking down, evaluation and selection of teaching professionals as candidates for future jobs in administration. One such initiative led to DECADE (Programme de développement de cadres d'école), a program developed in the Montérégie region. Several school boards participated in the elaboration and experimentation around the program aimed at encouraging teachers to become school principals. The administrators in the milieus are asked to discuss who the potential candidates to the role of school principal would be and to foster such an interest within their teaching personnel; administrators are also encouraged to define the skills needed to be a future administrator and to develop tangible ways to exercise this function. The group PSY/COM, *Programme "DECADE", Programme de Développement des Cadres d'École*.

practices involved. Many women could also be attracted by an administrative position if more effort were made towards their recruitment. Along the same line, we recommend a more extensive implementation of the equal opportunity programs which are currently in place on an experimental basis. Women are greatly under-represented in the educational administration and this calls for a readjustment in the manner of recruiting candidates.

This new management model must evolve within a logic of **professionalization**. Firstly, the training of the future educational managers must be in line with the social conditions which normally affect the educational mission — from the great movements which are currently disrupting the management models,⁵ to the latest pedagogical breakthroughs. To guarantee an effective training within the educational administration, it should be able to count on the tangible experiences of a professional practice, be it administrative or pedagogical in nature. The wealth of such a training program resides in its ability to allow for a reflection on the practices and to offer the tools needed to take action.⁶

In the present context, where the traditional management methods are being questioned, and "the current professional culture does not serve as a model for the future culture",⁷ the upgrading of administrators is essential to help them meet the upcoming challenges. Therefore, it is important to have the proper mechanisms and flexible formulas at the higher education level (an area in which both the coordination and departmental administration are alternately taken in charge by the professors), to adequately prepare people in the exercise of management functions.

Preparing teachers to be administrators also requires a lot of attention. The new administrators must be slowly initiated to the management functions and then, supported in their first attempts. It is thus important to set aside time for on-the-job-training sessions in addition to the instructional training in the program.⁸ In short, the moment has come to insert these actions within a genuine plan to upgrade the professionalization and development of administrators.

⁵ Many theorists have denounced the instruction being dispensed. Even the prestigious Master of Business Administration (MBA) is severely criticized for its lack of humanism. See: Aktouf, *Le Management [...]*, p. 444-451; Mintzberg, *Le Management [...]*, p. 498-506.

⁶ Some people also believe that the educational requirements of administrators should be increased, as in the case of certain Canadian provinces.

⁷ Excerpt from an interview with Mr. Guy Pelletier.

⁸ See CSE, *The Teaching Profession [...]*, p. 50. The Formacadres Program, a Québec public service program would be an ideal program to consult on this issue.

3.2.2 ... linked to rallying the forces of all the players

The new administration model calls for a change in the manner of managing the human resources. This second change in direction to be made is aimed at the management functions. Besides revising the administrators' roles and re-emphasizing the value of the human resources, it is important to underline certain tangible measures likely to rally the forces.

Taking into account the needs and skills of the human resources

The lack of motivation and disengagement of many teaching professionals are well-known facts. They often feel left out of the important decision-making going on in their establishments, and denounce their lack of influence in matters which directly affect them, despite the fact that they are said to play a key role in education. School principals agree that they must take into account the views of their personnel, but their obligation to apply the administrative decisions which were made elsewhere, and then to have these respected, often prevents them from doing so. Many teaching professionals end up doubting their own competencies since they feel they have become mere executants.

The implementation of the guidelines proposed requires a brand new manner of appealing for individual participation in the system. We recommend, once again, a greater recognition of all teaching professionals. In concrete terms this implies having **a greater concern for their interests and needs, and a greater will to make use of their skills**. This can come about by establishing new types of relations — relations that would be more harmonious, friendly and honest — in view of discovering what the teachers are really concerned about.

It is also by recognizing the autonomy and responsibility of the various teaching professionals that their skills can be revealed. This requires a fundamental re-evaluation in the **methods of dialogue and in the organization of the work**, since the proposed changes will greatly emphasize the expression and skills of individuals and of school-teams. The Conseil thus favours a professionalism characterized by dialogue and cooperation in which Education is seen as a collective commitment.⁹ A new atmosphere cannot possibly emerge from within the confines of this rigid, industrial-type framework which has marked the organization of the work within the establishments for a long time now. Changes must be made to allow for easier communications, more spontaneous collaborations and to offer an increased autonomy to the institutions and personnel involved. New forms of dialogue must be established in respect to interests of the institution and those linked to the profession. Debates on all kinds of issues must be held regularly within the establishments. A flexible

⁹ CSE, *The Teaching Profession [...]*, p. 27.

organization of the work, something all parties agree on, is also needed. The greater professional responsibilities devolved upon the teaching personnel within the proposed system, does not mean that the educational needs will take the backseat to the other needs, on the contrary. Furthermore, we cannot disregard the conditions needed to exercise the educational profession, since pedagogical relations are based on the freedom and involvement of the teachers.

It would be foolish to think that ignoring the expertise of the various professionals to try to resolve certain problems will increase the involvement of the teachers in the educational mission. Major changes must be made in this area. First of all the teachers must be kept informed about the important educational questions and invited to use their skills to participate in the elaboration of solutions. It is also by designating tasks that truly suit each teacher's particular skills that we can measure and appreciate their real talents. It is surely not by confining people to roles of mere executors that the challenge of rallying the forces and sharing an institutional culture in Education can be met.

Both the acts of administering and teaching must be viewed as **reflective acts**. The people who practice these professions must come to terms with any given situation by relying not only on their acquired scientific, specialized and standardized knowledge, but also by learning to adapt their interventions to circumstantial variations or requirements.¹⁰ This reflective dimension is one of the fundamental skills required by the teaching professionals on which we must bank.

Encouraging and supporting the functioning of autonomous and responsible units

The prospect of working towards a common educational project necessarily involves a collective examination of the aims of the system, the administrative units, and the school establishments. This collective viewpoint is necessary because the educational mission must rely on the values and priorities set by society as a whole. An adhesion to the global project does not necessarily mean that all behaviours and methods of doing things will be the same. On the contrary, the situations experienced in each of the classrooms within the different milieus are quite distinct and thus require distinct solutions to the problems. The traditional management methods tended to bank on conformity in the actions to ensure a certain effectiveness but, unfortunately, this led to a lack of motivation and a disengagement on the part of the personnel.

The pursuit of these new orientations necessitates a revision of the methods of functioning of the various personnel within the administrative units and the establishments. It is advisable to **encourage the development of small, autonomous and responsible units of work to foster a genuine participation from the people in the system**. The goal here is not simply to multiply the work units, but rather to allow

¹⁰ *Ibid*, p. 21-22.

individuals who share similar responsibilities to form organic units in order to work more effectively towards meeting educational objectives. It is no longer possible to demand that everyone subscribe to the same rules at the same time. Furthermore, although it is important to view a collective educational vision within an establishment as something to be managed in a "global" manner, its applications must be planned according to the local needs of the work units and to the needs of the clients while taking into account the people's professional skills.¹¹ It is thus important to favour the emergence of smaller units regrouping the various professionals around similar concerns, responsibilities and common interests. But this can only be possible if the organizational environment recognizes the diversity in approaches, facilitates exchanges between people, favours the appropriate adjustments, and finally, adequately supports the action.

This requirement attached to the rallying of forces must be able to be imposed at all times. This would require that people agree to re-evaluate their methods of dialogue and their ways of sharing the responsibilities with their colleagues. The collective reappropriation of their own professional activity is what really is at stake here. The ministères concerned must also accept the fact that there is a possibility that the establishments will function differently, and that they may mould their actions according to their distinct educational needs. An acceptance of the differentiation within the establishments must translate itself in the methods of funding and in the definition of the programs, for instance.

At the mandatory instruction level, the school boards must undoubtedly allow each school to remain autonomous and responsible and, in turn, the school should allow the same for its personnel. At the higher education level, parallel to the organic link with the institutional life, it is also important to revitalize the departmental atmosphere to create a place where professional responsibilities are assumed and where strategic decisions are made. Lastly, in certain establishments, an emphasis must be placed on reducing the sluggishness linked to the size of the departments, and on preventing a compartmentalization of disciplines by favouring methods of regrouping and participation that are more open and more in tune with student needs, as described, for example, in the "program" approach.

3.2.3 ... linked to a collective organization

The new management model relies on a truly collective type of organization. This third change in direction concerns the organization and implementation functions. In addition to the essential tasks that require a better definition and distribution of the tasks, and a realignment of the financing perspective, it is important to mention the tasks that must be undertaken in view of building a genuine educational collectivity.

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The analogy is inspired by the now famous phrase, "think globally, act locally" by René Dubos.

Using the means of exchange more effectively

A revitalization of the educational administration requires much flexibility, rapid solution of problems, more open and honest dialogue, respect for the opinions of the various players, better organization of tasks to be undertaken, as well as a real concern to evaluate the results achieved. Various forums of debate and mechanisms are available to help attain these aims, although their effectiveness depends on the spirit which guides them and on the importance they are given. The fact that these forums or mechanisms are often poorly used or underused, and that they often serve the power struggles between people and groups, is deplorable. Most of these mechanisms, implemented by laws or agreements, manage to find a *raison d'être* and may easily become very effective methods of setting up partnerships and of creating a sense of belonging around the educational community.

To apply the new management guidelines, it is important to pay particular attention to the functioning of such mechanisms. **It is advisable to use the existing mechanisms in a more effective manner, and to ensure that they are being used for what they were really created: for information, communication and cooperation purposes.**¹² This means that it is important to review these forums and mechanisms regularly and to have a clear idea of their *raison d'être*. This can lead to the abandonment of some, in order to strengthen others. It may also be necessary to create methods that are more flexible and functional in order to help build a genuine educational collectivity based on a true exchange.

It is also important that the mechanisms used by the people in the milieus serve to **define the educational activities**. The sluggishness of the structure denounced within the system can sometimes be linked to an over-accumulation and dysfunction of "these little organizations within the organization" which can be as overzealous as they can be inert. Many of the concerns endorsed or procedures exercised within such structures should be examined and realigned within a more global collective perspective so as to adequately stress their specificity and complementarity.

Establishing partnerships with the clientele

Many people believe that both the educational system and the school establishments are still too isolated from society's concerns, and too caught up in their own internal mechanisms. The fact that they are located quite a distance from the actual milieus

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The Loi constitutive de l'Université du Québec, the Loi sur les collèges d'enseignement général et professionnel, and the Loi sur l'instruction publique pour l'enseignement obligatoire, have put forward the establishment of various places or mechanisms dedicated to these tasks. The basis of the school organizations, as well as, the collective agreements also list of few of these. Some establishments even go as far as establishing their own set of flexible mechanisms to ensure these functions.

and that they only partially meet the needs and expectations of their clients, has often been deplored. In return, people who use these services — parents and students — are often very demanding of the system and feel justified by the fact that they pay taxes and schooling expenses. Many people believe that because they pay, they automatically have access to "everything". Thus certain people make all sorts of demands to the school institution without really being aware of the nature, volume and actual costs of these demands. Meanwhile, because there are too many demands, the school has to reject some of these, and this situation thus nurtures feelings of suspicion, frustration and doubt about the school.

This new educational administration model which aspires to create a genuine meeting-ground and a real community for the different actors calls for a re-examination of the nature of the relations which must prevail between the school institution and its clientele. **The administration must use the forums of debate in place to better respond and to better interpret the needs that are expressed.** A drastic change in mentality must occur. On one hand, the user must convert from being a service consumer to an being an active collaborator while, on the other hand, the school must come to represent the concerns and values of the milieu of which the people are proud of and can identify with and feel close to. Such a change in mentalities can certainly serve the attempts made to streamline the funds required by the institutions.

This change must even be aimed at a re-examination of the traditional participative model introduced in the educational milieus. This can therefore lead to the creation of types of collaboration which are less formal and better suited to teacher-parent relations, and the various relations within the establishment. A more systematic participation on the part of students at the secondary and higher education levels, in the definition of their needs and in the evaluation of their investment, will also be required. Finally, this change must also affect the methods of transmitting information to the various milieus and users.

This type of exercise raises the more fundamental issue surrounding the basic attitudes of both the users and dispensers of the services. Attitudes such as distrust or control will have to make way for attitudes of real collaboration; it will also be important to go beyond the pursuit of group or clan interests in favour of building a sense of belonging to a community. It is here that the administration must play a particular role. In addition to being in charge of the organization of friendlier rapports with the users in the milieu, it must also carefully supervise the educational activity to make sure it does not become captive to any particular group or ideology.

Guaranteeing the means to meet the priorities that are set and to meet the responsibilities taken on locally

Once and for all, it is important to agree that a strong link exists between the allocation of funds and the achievement of local educational aims. Moreover, this necessary association must unite all the people who have administrative responsibilities. This requirement is undoubtedly a priority to be respected in order to ensure a high-quality education on the local level, and to restore the spirit of commitment and risk-taking to the teaching professionals.

As mentioned earlier on in this report, all of the aims cannot be pursued simultaneously when resources are adequately allocated. Therefore, it is important to set budget priorities on a local basis or, in other words, to set objectives and allocation plans of the available and projected budget in accordance with the educational priorities which were the object of a consensus. This can also be viewed as the collective way to administer in response to the social demands expressed. The activities outside the realm of teaching not considered as priorities will be examined to determine how a cost sharing system could be organized.¹³

This also means that it will be much easier to delegate responsibilities and that the people within the educational community will be allowed a **genuine latitude of action, as well as sufficient resources**. This should even contribute to the reduction of certain external operational controls insofar as the local educational milieu acquires the habit of accounting for the resources spent. This also means that the establishments will be free to spend in accordance with the priorities set, since the local colour of the mission is determined by the specific needs of the population. Nevertheless, it is only by acknowledging the skills of the personnel and by creating an atmosphere of confidence that such procedures can bear fruit. This responsibility and confidence must not only be felt by the administrators at the local and provincial levels, but also by teaching professionals in each and every establishment. Each person and group who is part of the educational community must become responsible and accountable for the resources granted to them. A good deal of progress must still be made in this area, particularly at the primary and secondary levels, where there still remain numerous levels of authority.

3.2.4 ... linked with a systematic evaluation

The new management model will have to be evaluated on a regular basis. This is the fourth change in direction to be made; it is specifically associated with the evaluation and accountability functions. The essential tasks concerning the institutional

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CSE, *Accroître l'accessibilité et garantir l'adaptation. L'éducation des adultes dix ans après la Commission Jean*, Québec, 1992, p. 108-109.

evaluation and the accountability obligation can be prolonged by the following measures.

Making a systematic use of tools for analysis and evaluation

It is impossible to ever get a full picture of the educational milieus' needs since, like the society around them, these needs are constantly evolving. Both the system and the schools have no other alternatives but to offer the best possible reading of these needs in order to be able to offer custom-made services. Thus the analysis of the effectiveness of these services and of their end results requires an exactitude which can only be attained by a quantitative measuring of the product or by certain types of approximative evaluations.

The new management model calls for more refined methods of analysis and for an evaluation of the needs and results, both at the central and local levels. **The systematic use of tools for institutional analyses and evaluations is required at all levels of the hierarchical structure.** It is important to strive towards making a more adequate use of the available data on the work force and its needs, the characteristics and evolution of the educational services and costs, and on the quantitative and qualitative value of the end results. It is also important to adopt more subtle analytical and evaluation grids to assess the quality and effectiveness of the services.¹⁴ Currently, the research undertaken in the area of education has provided us with important figures on the criteria likely to reveal the quality and results of the educational actions. With the existence of well-stocked data banks and considerable research material in this area, efforts must be made to draw more refined and extensive portraits of the situations.

The establishments can **identify and, when necessary, elaborate their own tools**, with the help of the ministères concerned. To begin with, these tools must be simple and easy to use, must include data pertinent to the area of their use and, above all, must be developed and used to serve the professional development and institutional

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Several tools have been created since the early 1980s. At the mandatory instruction level for example we have: le Fonctionnement général de l'école obligatoire (1980); Le Fonctionnement général de l'école secondaire (1980); Le Fonctionnement général de l'école primaire. L'opinion du comité d'école (1981); Le Fonctionnement général de l'école secondaire. L'opinion du comité d'école (1981); Les Pratiques pédagogiques. Questionnaire à l'intention du personnel enseignant (1981); Les Pratiques administratives. Questionnaire à l'intention des directions d'école (1981); L'École ça m'intéresse? (1983); Mon vécu à l'école secondaire (1984). At the higher education level, numerous publications by the Centre d'animation, de développement et de recherche en éducation (CADRE) sur l'analyse et l'évaluation institutionnelle are well-known and well-used, and in certain colleges. See: P.-E. Gingras, "Dix ans de recherche-action du CADRE sur l'auto-évaluation des collèges du Québec", CADRE, 1979. In the framework of its I.M.H.E. program the O.C.D.E. presented 27 parameters for institutional evaluations, currently being used in various countries. O.C.D.E.

revitalization.¹⁵ It may also be useful to take a look at what is being done on the outside to discover the trends in matters of analysis and evaluations and to see how various related sectors have arrived at improving their readings of situations. It is important however to proceed with caution when borrowing or using such tools.¹⁶ To respect the milieus and the evolution of the practices, we are forced to take into account cultural traditions and habits. It is important, in this respect, to avoid making transplants which may end up being rejected because they cannot be adapted to the context.

Being accountable to the milieus for the choice of educational solutions and the costs of the services

The educational mission's responsibility, within the system, is taken on by a group of people who work at different levels of the structure; each person has limited and partial authority over the management of educational concerns, something which adds to the difficulty of assessing the overall results of the actions undertaken. Beyond the difficulty of providing a global perspective, lies the difficulty of defining the range of the results of individual actions, and of translating them in a clear manner. Earlier on, certain major shortcomings were mentioned in respect to the appreciation of such results and of their transmission to the users. The lack of clarity surrounding the final product is the probable cause behind this unwillingness to reveal any clear intentions to the milieus. The evaluation of the range of the results and the rendering of accounts to the milieus have not yet become deeply ingrained in educational habits.

The pursuit of new management guidelines demands an important change in direction concerning the clarification and transmission of the results to the milieus. Once again, it is important to state that from now on, the educational management will have to **systematically account for the solutions it provides to meet the needs of the populations, and the costs of the services it dispenses.** This may be done if the air around the issue of the evaluation is cleared, and if people agree to give other people the right to examine what is normally considered as someone's exclusive "turf". This means that the whole business of evaluation must be placed within a fairer context in order for it to be of service to the community, and that every educational milieu must not only develop a professional conscience, but also a genuine social conscience with respect to the services dispensed.

¹⁵ CSE, *La Qualité de l'éducation : un enjeu [...]*, p. 35 onwards.

¹⁶ North Americans are quite interested in the numerous management initiatives made in various companies around the world. The "Japanese model" is probably the most striking example because it arouses much admiration. While recognizing the success of such a model, this type of reference should never be invoked without first knowing what particular socio-cultural characteristics are needed for its emergence.

A greater need for accountability towards the students has also emerged over the past years. It will be important to transpose this type of mentality and these accountability practices **onto the educational acts of the teaching professionals and onto those of the administrators.** A habit of examining and evaluating what is being done must be developed at all levels of the structure. The external milieus, the clientele, and especially the media, play a fundamental role in the development of such a mentality; rather than insisting on a quantitative rendering of accounts or a setting of accounts vis-à-vis the school institution, the system-users must demand a rendering of accounts, that is, a public demonstration of the pertinence of ensuring quality in the actions taken and in the results attained.

All levels of the structure must get down to the task of dealing with such concerns. The ministères involved must be allowed to study the pertinence of their actions vis-à-vis the establishments and be allowed to question certain operations. To do so, they must pay attention to what is going on in the educational milieus. The school establishments also have a lot to learn. The importance of being accountable for one's actions has only just been recognized so it is normal that feelings of mistrust and fear still prevail today.

The reference to another management model requires the adhesion of each and every player, and an active participation by administrators throughout the system. The orientations promoted by this other management model include specific requirements necessitating a good deal of will and determination on the part of the administrators. Any real change must be linked to the accomplishment of these requirements because the shift to this other management model which is better suited to the current realities and more effective, constitutes a difficult but promising task. Furthermore, this change can only come about if an agreement on how to prepare the transition is reached.

It is equally important to agree to work towards the implementation of new management practices. The important management functions — planning, administering, organizing and evaluating — remain, though these tasks must be viewed in an entirely different light. This is why all of the tangible actions that must be undertaken to implement this other management model have been regrouped here under the themes of: long-term vision leadership, participative leadership, community action and systematic evaluation.

CONCLUSION

Educational management stands at a crossroads. Traditional ways of viewing and handling situations are being questioned, both inside and outside the educational system. The traditional management practices inspired by, among others, the **bureaucratic model** are now judged as ineffective and acknowledged as incapable of responding to the requirements linked to the current needs of society. Although the bureaucratic model once was productive, it no longer seems to benefit the current situation.

Managers are thus encouraged to refer to a model which is more user-friendly, more effective, more open and more adapted to the educational needs and social values of our postindustrial society. They are invited to propose guidelines in which this other model can emerge, make the necessary radical changes in direction, and to appeal for the cooperation of all the players involved in the system. Although managers are the key promoters here, the other actors must also pull their own share of the weight in the process of transferring to another model.

In some respects, this user-friendly and open model which shows a great concern for people and communities almost appears to be somewhat of a utopia. In a sense, this is true. We should view it as a sort of **"guiding utopia"**, a motivating idea, a vast horizon which offers a broad perspective on situations, or simply a reference point for the daily tasks. Like it or not, these reference points already exist although they are not necessarily apparent. It is thus important to adopt an explicit reference point which will better serve the educational cause and help each milieu undertake the implementation of the current model according to their own rhythm and timetable.

Moreover, certain initiatives, practices, and actions have emerged from the educational organizations and establishments, and are proof of the guidelines promoted by this other management model. These are significant steps; they announce the arrival of a new management paradigm. We must bank on these to facilitate the transition and to establish the new administration practices. They represent the levers of tomorrow's management, more focused on the government of people than on the administration of things, more centred on the rallying of forces than on authoritative action and, in short, more user-friendly than bureaucratic.

All administrators are invited to take on their share of responsibility in the implementation of the new model. But they cannot do it alone. The scope of the requirements necessitates much sharing of ideas, cooperation, and abetment between administrators within a same department unit, organization, or establishment. Administrators can no longer afford to remain isolated. They must team-up with other administrators. They can no longer work in solitude; they must now work in solidarity. The changes in direction needed in the planning functions, management, organization and evaluation cannot be accomplished by a single individual, they must be undertaken by an entire collectivity. The process must be led by people who are

responsible and united and, as a result, these qualities will be reinforced through their effort.

The Conseil recognizes the problems and obstacles inherent to the shift from one model to the other. Nevertheless, it wishes to conclude by expressing its confidence in the educational players and, above all, in the administrators themselves: they possess the necessary means and expertise to undertake this shift. Here and there, unmistakeable signs have emerged within the ministères, organizations, and schools, indicating a fundamental need for a new model.

APPENDIX LIST OF PEOPLE SURVEYED

Interviews with the key informants

Omar Aktouf, professor at the École des Hautes Études Commerciales

Roland Arpin, director general of the Musée de la civilisation

Clermont Barnabé, professor at McGill University

Claudine Baudoux, professor at Laval University

Françoise Bertrand, director general at Radio-Québec

Denis Bertrand, professor at the University of Québec in Montréal

Louise Corriveau, sociologist, professor at the Édouard-Montpetit CEGEP

Diane Drouin, president of the Fédération des commissions scolaires du Québec

Michel Gervais, president of the Conférence des recteurs et principaux d'universités du Québec

Groupe Innovation, Office des ressources humaines

Diane Laberge, director general of the Canadian Adult Education Institute

Roland Parenteau, economist, professor emeritus for the École nationale d'administration publique

Guy Pelletier, school administration professor at the University of Montréal

Yves Sansouci, president of the Fédération des CEGEPs

Marcel Théoret, president of the Association des directeurs généraux de commissions scolaires

Arthur Tremblay, member of the Canadian Senate

PARTICIPANTS IN THE ROUND-TABLE DISCUSSIONS

• *Plenary session held on June 6, 1991*

Pierre Decelles, director general, École nationale d'administration publique

Thérèse Ouellet, director general of the Commission des écoles catholiques de Québec, (at the time her speech was delivered)

• *Round-Table discussion held on February 27, 1992*

Jean-Claude Deschênes, director of the Centre de développement des cadres supérieurs, ENAP

Henry Mintzberg, professor at McGill University

• *Round-Table discussion held on March 26, 1992*

Guy Breton, Québec's Auditor General

Luc Brunet, assistant-dean in charge of human resources at the Faculty of educational sciences, University of Montréal

Pierre Paquette, executive secretary for the Confédération des syndicats nationaux

Public Consultation Held in Baie-Comeau on October 31, 1991

Administration representatives, teaching professionals, students from the primary, secondary, collegial, and university levels, and from the adult education level, as well as the parents of the students.

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Inchauspé, Paul
Director General
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Outremont

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Lajoie, Jean
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Town of Mount Royal

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Jewish Schools Association
Saint-Laurent

Robichaud, Émile
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OIKOS
Laval

Sweet, Marcelle
Director
École Saint-Joseph
Commission scolaire de
Val-d'Or
Val-d'Or

Sylvain-Dufresne, Berthe
Music specialist at the
primary level
Commission scolaire de la
Jeune-Lorette
Québec City

Tousignant, Gérard
Director General
Commission scolaire de
Coaticook
Sherbrooke

Tremblay, Claude L.
Principal Advisor in the
development of manpower
and training
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