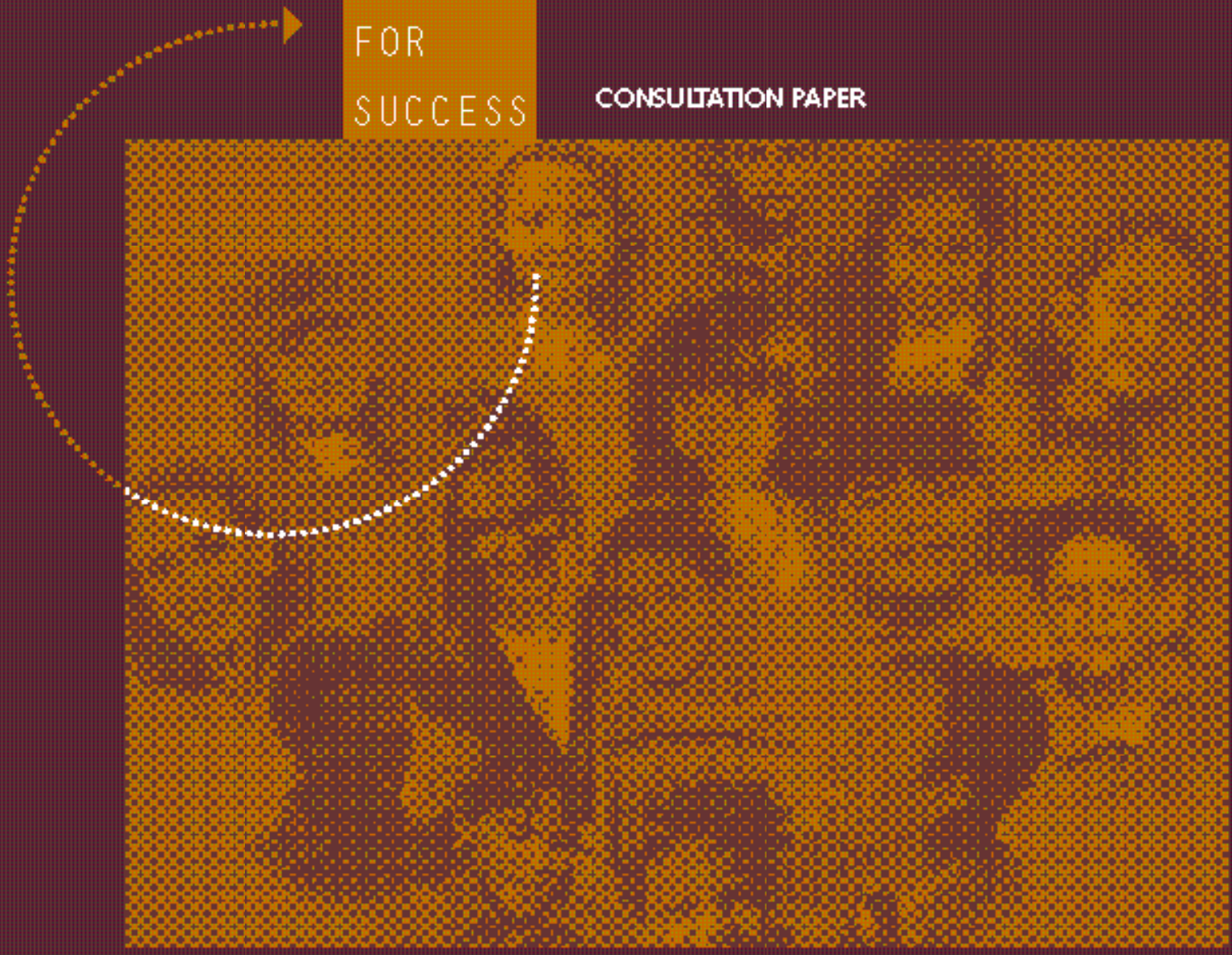
Universities and the Future

Government Policy Options Regarding Québec Universities

A NEW DIRECTION FOR SUCCESS

CONSULTATION PAPER



Québec

UNIVERSITIES AND THE FUTURE

Government Policy Options Regarding Québec Universities

:ion Paper

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Ministère de l'Éducation, 1998 — 97-1115

ISBN 2-550-32757-8

Legal Deposit — Bibliothèque nationale du Québec, 1998

Following the discussions that took place during the Estates General on Education, the government embarked on a process of educational reform that affects the entire Québec education system.

Several measures have already been taken with regard to universities. Funding rules have been examined and all university programs are under review. In addition, I am regularly informed about various voluntary efforts aimed at rationalizing internal operations and at promoting dialogue and cooperation among institutions.

All these efforts indicate that the various members of the university community are committed to the reform process. I am delighted to see this and hope that all those who consider the university to be a key element in Québec's development will do their part to strengthen this commitment so that these institutions of higher learning can better meet all of our society's expectations.

As announced, today I am tabling a paper that discusses the future of universities. This paper was prepared with the help of many people from the ministère de l'Éducation, the universities and colleges as well as the various socioeconomic milieus. It presents a vision of the university and outlines the main areas where Quebecers, together, must set objectives, specify the rules of the game, continue the debate or take action.

In launching this consultation process, I am inviting everyone to contribute to this somewhat more conscious and collaborative effort to take charge of what we are doing and what we intend to do in order to develop Québec university education and research.

We are now faced with a very difficult situation, and we often cannot help focusing on the here and now. However, I believe that at the dawn of the third millennium, we must undertake a more in-depth examination, show some imagination and share our ideas so that Québec universities can confidently contribute to the worldwide development of knowledge-based societies.

Québec universities must meet the major social challenges and play a central role in Québec's development. This role consists in helping individuals blossom through teaching and research and in helping society become more culturally, scientifically and politically aware. In short, universities must help people become more knowledgeable, especially the up and coming generations of young people, who can benefit from all the new avenues now open to them. By mastering new technologies, these young people will be able to actively participate in the worldwide exchange of ideas in all fields of endeavour and gain a greater sense of personal independence.

In the months to come, I urge all those who care about the future of Québec universities and of our society to take part in this dialogue of such profound importance.

Pauline Marois

Minister of Education

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INTRODUCTION

In February 1997, following the hearings of the Commission for the Estates General on Education,[1] Minister of Education Pauline Marois tabled the *Ministerial Plan of Action for the Reform of the Education System*,[2] which affected all levels of education. The plan of action specifies three mandates with regard to universities. The first mandate concerns the funding of universities, which was examined by a committee that submitted a report to the Minister in April 1997. The second mandate, which deals with the rationalization of programs, is being carried out by the Conférence des recteurs et des principaux des universités du Québec (CREPUQ) and its work is slated for completion in 1999. The third mandate consists in developing a proposal for a policy on Québec universities, which is to be presented for consultation in the winter of 1998. This paper was prepared with a view to this consultation process.

The Rationale behind a Policy

Over the last few years, Québec universities have faced a number of ever more pressing issues, which are discussed at great length in the report of the Commission for the Estates General and in many other earlier reports. For its part, the government considers that these questions require immediate attention. Some of the more financially related issues were dealt with by the funding committee. Other issues of a more general nature are explored here.

Of course, these issues are not all of equal importance. In some cases, positions must be defined and in others, viewpoints must be clarified. These issues also call for debate and for specific action.

The purpose of the government's policy on Québec universities will be to determine what society currently expects of universities and to indicate the orientations that will inform any action taken by government in this area over the next few years. It should be pointed out that "priority" does not mean "exclusivity" and that "silence" does not mean "lack of importance."

A Consultation Paper

This document does not outline the government's policy. It is a *consultation* paper in which the government will specify the areas to be covered by such a policy. Following a brief description of each of these areas, this paper will list positions the government could take as well as measures it deems appropriate. These positions and measures are highlighted in shaded boxes. A number of questions related to each theme are also included in order to promote better dialogue on topics that call for clarification or further debate. On all these matters, the government seeks consultation.

Outline

After a brief discussion of the history of universities and the situation they now face, the paper will deal with the following subjects: the mission of universities, accessibility, teaching and student support, research and partnerships, the university "network," and the accountability of universities and government.

Some relevant data is found in the appendices.

1. Commission for the Estates General on Education, *Renewing our Education System: Ten Priority Actions*, Final Report of the Commission for the Estates General on Education (Québec: ministère de l'Éducation, 1996).
2. Québec, ministère de l'Éducation, *A New Direction for Success: Ministerial Plan of Action for the Reform of the Education System* (Québec: ministère de l'Éducation, 1997)

I. UNIVERSITY EDUCATION IN QUÉBEC

Since the beginning of the Quiet Revolution, universities have played a major role in bringing Québec into the modern world and onto the international scene. Originally characterized by a greater emphasis on education, this transformation of Québec society led to the unprecedented expansion of university education in the province, notably through the creation of the Université du Québec and its various constituents. For their part, older universities saw their enrolment increase considerably. Once regarded as "elite institutions" reserved for the few, Québec universities have, over the last few decades, become "institutions for the many."

At the same time as a variety of programs were being developed at all levels of university education, the scientific research system within the universities was flourishing, thus bringing international recognition to an ever-increasing number of professors and activities. In this highly competitive world, Québec has carved out an enviable niche for itself in many different fields such as biomedical research, aeronautics, pharmaceuticals, transportation, telecommunications, environmental sciences and the social sciences.

In a society affected by all kinds of new trends, Québec universities have made a remarkable contribution to the field of arts and letters. In their role as training grounds, institutions of expertise, and places of reflection and culture, universities in every major region of the province have been a major force in the development of Québec culture.

• Global Trends

Although the recent record has proven to be quite impressive in all respects, the fact remains that universities operate in a world that continues to evolve rapidly.

In its report[3] tabled last April, the working group on university funding noted that Québec is changing rapidly, influenced as it is by a variety of technological advances based on computer technology and telecommunications, by the ever-increasing openness of commercial markets, by the rise of developing countries with their highly competitive products, by the large-scale deregulation of economic sectors once protected by national boundaries, by government spending cuts aimed at reducing deficits and, perhaps most importantly, by the emergence of a society based on skills and knowledge that can be readily applied to industry and commerce. All these trends in contemporary society have an impact on today's universities.

• Effects

Universities are being asked to train specialists in an ever-increasing variety of fields. The jobs that are being created call for even more advanced training than in the past. Over the last 15 years, the number of jobs in Québec held by workers with a postsecondary education increased by 133%, whereas the number of jobs held by those with an elementary- or secondary-level education dropped by 27%.[4] Everything indicates that this trend will continue. Québec must therefore keep up its efforts so that a sufficient number of people can enter the workforce after completing a university education.

Furthermore, far from marking the end of one's education, a first university diploma is instead the first step in an educational process that will be increasingly spread out over a person's working life. Québec universities were, in fact, keenly aware of this new trend in continuing education when they expanded their services in the 1960s by creating short programs geared to the needs of working people, especially in teacher training and business administration.

More and more, universities are also being asked to produce well-trained minds. In addition to providing the specialized skills and expertise required in an ever-increasing variety of fields,

3. *Rapport du groupe de travail sur le financement des universités* (Québec, 1997), p. 12.
4. *Rapport du groupe de travail sur le financement des universités* (Québec, 1997), p. 12.

training in these disciplines and professions should not neglect the development of the whole person. It is striking to note that this request did not originally come, as might have been expected, from the social sciences or the arts community, but rather from the business community, consisting of employers involved in all kinds of highly technological and industrial activities.

At the same time, universities are under constant pressure to have their researchers do work that helps solve many different types of problems that affect contemporary society. These expectations are especially strong when it comes to scientific and technological applications and to the production of knowledge useful for economic development.

All these demands force universities to provide more training for researchers, which all societies need in order to stay competitive and on the cutting edge. We should, however, be aware of the change this entails. By awarding an ever-increasing number of doctoral degrees over the last few years, Québec universities have been able to fulfil requirements that go well beyond the basic need to renew their teaching staff. They train highly qualified workers who, once they become part of companies or other organizations involved in research, will help diversify the institutions that produce scientific and technological knowledge. On a global scale, it is estimated that, depending on the country and area involved, between 15% and 30% of the research listed in the *Science Citations Index* was conducted outside universities.[5] This trend underscores the fact that universities do not and will no longer have a virtual monopoly on the production and dissemination of knowledge.

These new situations have led today's universities to forge new types of partnerships, not only with other universities, but also with other organizations that develop knowledge or that are faced with problems that can be solved by calling on many different types of expertise and a variety of disciplines. These demands for much greater involvement in numerous intellectual and technological projects taking place off university campuses force universities to adopt models of scientific activity that are applied outside the more traditional places such as laboratories, libraries or classrooms. Of course, this is more applicable to some faculties than it is to others. However, this new trend poses a number of problems, and although these new approaches are already being tested, it will take some time before they can be fully incorporated into university operations on a practical level.

The development of new information and communications technologies will also definitely affect the way in which university teaching and learning will evolve. Be it the place where learning occurs, the way in which learning is supervised and evaluated, new forms of communication between students and professors, faster and more diversified access to a variety of sources of knowledge and expertise, we will eventually see the birth of the virtual university, which has already begun to take shape in several institutions.

We could easily add to this list of expectations by, for example, discussing the sociocultural involvement of universities in their respective communities, the critical assessment that universities are expected to make with regard to the challenges and issues facing our society, or the need for universities to participate more actively in the many debates of concern to society so that they can play a greater role in educating the public and forming public opinion.

On the other hand, all the demands now being made on universities come up against a reality that disrupts the best-laid development plans: society can no longer afford the same rate of growth in public spending on education, as is the case in many other areas of government expenditure. These budget restrictions are inevitably accompanied by a greater concern for the effective and efficient management of resources and for accountability.

5. Camille Limoges, "L'université à la croisée des chemins : une mission à affirmer, une gestion à réformer", *Actes du colloque ACFAS.CSE.CST* (Québec, 1996), p. 13.

II. THE MISSION OF UNIVERSITIES: SPECIFYING ORIENTATIONS

All the external forces affecting today's universities are also reflected within the institution itself, accentuating the already fragmented nature of university life, with its many different disciplines, levels and professional associations. In addition, universities are places where so many scholars with differing opinions fuel the continual discussion of ideas, which has its natural seat at the university. The increasingly complex nature of various fields of knowledge, the growing variety of staff working in universities, as well as the values they hold all make it difficult for the public to get a clear picture of the role of today's universities.

This is one of the major challenges faced by Québec universities, and by universities throughout the world, for that matter. Under the circumstances, the clarification of the role of the university in society is of the utmost importance, for both the general public and for the university community itself. This is an urgent social issue that must be addressed.

A. THE MISSION OF UNIVERSITIES

Today's universities are the heirs of a long tradition that enabled them to assume many roles over the years. They have done this so well that we must now acknowledge that, in the western world, there is no sole legitimate model for universities: there are several.

This diversity in models is based on the relative importance granted by each university to the humanities, scientific research, studies leading to professions, the updating of knowledge and teaching practices, and to specialization in a given field of knowledge.

There are also numerous features of this diversity in Québec within the university "system," and often, within the same establishment. Diversity is the result of the university's adaptation to society's demands at various times in history.

The fact of recognizing this diversity of models is enlightening, but not sufficient to fully reveal the orientations to be taken. It thus is necessary to examine this question in another light, both differently and more intensely than is ordinarily done. It is a matter of the mission of universities. Beyond the differences and multiple incarnations of the university, can we identify a unifying vision, both inspirational and energetic, which makes it possible to define it and to describe it correctly, for both the university community and the general public?

The Conseil supérieur de l'éducation invited universities to attempt this task in its recent report, *Réactualiser la mission universitaire*. Among the many activities universities are asked to carry out–activities that are in themselves legitimate–which ones are essential? What can universities alone do today that no other institution or organization can do in their place? These are questions we must also ask now.

In order to help clarify the mission of universities and their major future orientations, the government deems it appropriate to seek consultation on the following statements :

THE MISSION OF UNIVERSITIES

1. **Universities are based on a community of professors and students who seek, in teaching and learning, to acquire new knowledge, which is constantly being updated.**
2. **The fundamental mission of universities is to provide education at the highest level to any person with the desire and the aptitude.**
3. **This mission is spread out into two fields of activity, which are essential to it:**
   - **learning and teaching**
   - **research, creation and development of knowledge**
4. **To accomplish their mission, universities must be living centres for thinking, which implies:**
   - ***for all those who are responsible for teaching or for student support:***
     - **being continually up-to-date on the development of their sector of skills, in order to provide teaching and advice in accordance with the progress of knowledge**
     - **demonstrating a spirit of discovery or questioning the knowledge already acquired in order to be able to support and help their students master their field of study**
   - ***for those who are responsible in particular for teaching or for student support at the master's level (research) and at the doctoral level:***
     - **engaging in research activities in order to be in a position to help their students learn the approach that characterizes scientific research**
5. **Through their fundamental mission, universities are a public service:**
   - **They are a resource above any allegiance to private interests, and ensure the scientific, professional and cultural development of the society to which they belong.**
   - **They are at the apex of Québec's education system; they play a leadership role in determining standards of intellectual excellence and in providing the scientific expertise needed for innovation.**
   - **They are, for the society to which they belong, reservoirs of objective skills and expertise that can be applied to the challenges faced by that society and that can contribute to its development.**

Questions

- **Does the above definition of the mission of universities appear to you to be fair, balanced, both consistent with tradition and adapted to today's requirements?**
- **Does the above definition of the mission of universities make it possible to welcome an appropriate level of diversity in the models that university establishments may select?**

B. THE STATUS OF UNIVERSITIES

To accomplish their mission, universities must act within a special framework in western societies. The critical and creative process of reflection that characterizes university education takes place, in fact, in a context of academic freedom, which authorizes the free discussion of points of view as well as the calling into question of received ideas. In Québec, this academic freedom is exercised in a context of management autonomy, which the legislature and the governments have constantly reconfirmed throughout its evolution over the years. This management autonomy is accompanied by an obligation of accountability based on the public nature of the service provided to society.

The following short statements describe the main features of the status accorded universities by Quebecers.

THE STATUS OF UNIVERSITIES

1. **Universities are responsible organizations that guarantee academic freedom and are autonomous in their management.**
2. **Universities are responsible particularly for determining the activities they include in their programming, upholding the quality of these activities, establishing their development prospects, determining the requirements for admission and for the awarding of diplomas, and drawing up all contracts and employment agreements with their staff.**
3. **To accomplish their mission, universities must be able to act in a context in which the freedom to think, learn, teach and do research is inviolate, subject only to the prime imperatives of the search for truth. The pursuit of this mission, as with any undertaking in education, is ongoing, and its necessary usefulness comes to fruition in the medium and long term. As such, it cannot be subordinated to the utilitarianism of the moment.**
4. **The government has always recognized and continues to recognize the advantages of such a system based on the autonomy of responsible and accountable establishments, ruled by flexible mechanisms founded on dialogue and self-regulation.**
5. **The implicit social contract between universities and society holds in the following three statements:**
   - **Society provides universities with sizeable resources, along with exclusive legal authority with respect to the awarding of diplomas.**
   - **Universities give their students high-level training, while participating in the development of knowledge and in the socioeconomic growth of their community.**
   - **The government becomes the interpreter of society's expectations and exercises functions of overall orientation and regulation, notably through funding rules that are consistent with these functions.**

Question

- **How is it preferable for the board members of each university to represent overall public interest within the establishment?**

III. ACCESSIBILITY: OBJECTIVES TO BE CONFIRMED

Since the 1960s, accessibility to advanced studies has been a major goal of education. Considerable efforts were expended to make up for lost time and we have every reason to be proud of the result.

Yet, during the period from 1960 to 1990, North American societies continued to evolve and to increase their school enrolment rate, with the result that Québec still remains below average in matters of university education. Indeed, according to the Canadian and American censuses of the 1990s, the proportion of the population aged 25 to 64 years who had pursued studies leading to a bachelor's degree was 12.9% in Québec, 14.9% in Canada excluding Québec, and 22.3% in the United States. The gap of two percentage points between Québec and the rest of Canada is still significant.[6]

In such a context and taking into account the fact that we have entered into a knowledge-based economy, where increased school achievement is necessary to face competition and development, accessibility to university education remains an objective that society must pursue.

Other indicators, however, from the Organization for Economic Co-operation and Development (OECD) and calculated by participating countries, may justify a certain optimism. If one considers only the usual age for obtaining a bachelor's degree, that is, 22 years of age in Canada, the Ministère has established that in 1992, 27.8% of young Quebecers of this age could hope to obtain a bachelor's degree during their lifetime.[7]

Thus, the objective proposed in the *Ministerial Plan of Action for the Reform of the Education System*, which is to attain the goal of 30% for this same age group by 2010, is not at all beyond our reach.

Once this objective of accessibility has been reconfirmed, it does not prevent the notion of accessibility from being simultaneously redefined and expanded in light of the experience acquired in the past 30-odd years.

More precisely, we must pursue an objective that goes beyond mere access to university in favour of aiming more clearly for success in the studies undertaken. Enrolment in a university creates obligations, first and foremost for the student, but also for the university, which must do its utmost to ensure that the student is successful. The admission process, whose primary goal is to evaluate the student's aptitude for university studies, must also make it possible to offer immediate support and supervision services to individuals who need them in order to maximize their chances of success.

A broad vision of the admission process has several advantages: it makes it possible to maintain the openness of the university and to accept a great number of young people, while increasing their chances of obtaining a diploma.

With respect to student retention, as with the duration of studies, improvement is possible. According to the latest statistics, the success rate for students enrolled in bachelor's programs is 63.6%.[8] This measurement of graduation covers all bachelor's programs, including limited-enrolment programs where the success rate is higher. For example, the graduation rates were 94.4% in medicine, 95.1% in veterinary medicine and 96.4% in optometry and dentistry. Therefore, there is room for

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6. Cf. Appendix 1.
7. Cf. Appendix 1.
8. This is the average of the success rates for students enrolled in 1988 and surveyed in 1994, and for students enrolled in 1989 and surveyed in 1995.

   Source: Québec, ministère de l'Éducation, *L'obtention d'un diplôme de baccalauréat : situation des cohortes des trimestres d'automne 1988 et 1989, six années après l'entrée au baccalauréat* (Québec: Direction de l'enseignement et de la recherche universitaire, 1997), p. 5.

improvement in programs that are not subject to limited enrolment. In 1994 and 1995, the average graduation rates per field of study after six years of studies at the bachelor's level were as follows:

Health sciences:	82.6%
Law:	80.5%
Applied sciences:	66.3%
Pure sciences:	65.6%
Administration:	64.3%
Education:	64.1%
Social studies:	59.1%
Letters:	54.1%
Interdisciplinary studies:	49.4%
Arts:	49.3%
Total:	63.6%

Improvements are also possible for programs at the master's and doctoral levels, for which the graduation rates were 58% and 50%, respectively, in 1994.

In terms of increasing accessibility, the diversity of the clienteles that universities are now serving must be taken into account, especially in continuing education. Legitimate needs, which do not necessarily involve earning a diploma, must also be met. Students in continuing education are primarily enrolled in "short programs." This matter will be discussed further in the next chapter.

The following summarizes the main positions put forth.

ACCESSIBILITY

1. **The objective of accessibility to university education for all persons with the desire and the aptitude (*Act respecting the Ministère de l'éducation*, s. 1.2, par. 4) must be maintained.**
2. **It naturally follows that the objective of accessibility involves making sure that students can successfully complete the studies they undertake.**
3. **This general objective means that universities must assume their responsibility for ensuring that candidates meet admission requirements for university programs.**
4. **Accessibility must also be interpreted as implying a quality environment, including student support measures, regardless of whether the students are enrolled on a full-time or part-time basis or in regular or continuing education.**
5. **Students must complete their studies within a reasonable time period, including those leading to a doctorate.**
6. **Given this objective of accessibility, the government plans to continue providing financial assistance to students whose income is insufficient to pay for a university education.**
7. **Universities in outlying regions directly contribute to the attainment of this objective of accessibility.**

Question

- **What measures could be taken to increase the graduation rate in programs not subject to limited enrolment?**

IV. TEACHING AND STUDENT SUPPORT: A PRIORITY

Of the criticisms directed at universities, whether they originate from inside or outside the institutions, the most frequent are related to teaching and student support. Moreover, these criticisms have focused on undergraduate studies, in which the majority of the student population is enroled.

One of the issues raised is that undergraduate studies are often neglected by career professors, while a considerable number of courses are entrusted to lecturers, who are often not very well integrated into university life and who are less available to provide students with support.

More specifically, it has been said that undergraduate studies are too specialized compared to elsewhere in North America: that is, programs focus too much on the content of rapidly evolving disciplines that are becoming increasingly differentiated.

This trend will continue at the expense of an even more fundamental university education: one that makes it possible to get to the basics of a discipline and that, at the same time, establishes connections with other disciplines. When introduced to the rigors of a discipline or field of study, students acquire not only knowledge, but also the qualities that are the mark of a true university education: an analytical mind, a capacity for synthesizing, the ability to interrelate ideas, critical judgment, a historical sense, mastery of their language, the ability to think independently, professional ethics, and so on.

Undoubtedly, these criticisms do not apply in the same way to the general and professional undergraduate programs. In the first instance, a more comprehensive education is sought, whereas in the second, more emphasis is placed on providing a broader base for professional training, regardless of whether this base is established prior to or at the same time as the competencies specific to each profession are acquired (e.g. in medicine, law, architecture, urban planning, social services).

In both cases, it is believed that too much specializing does a disservice to students. Either we prepare them for a limited number of specialized careers or else their overly specialized education does not prepare them for existing jobs that require greater versatility because of the variety of problems that could arise in their specialty. These problems may be related to the environment, legal complexities, language skills, leadership techniques, project management techniques or more general attitudes such as an openness to others for those planning to work internationally, a sensitivity to patient psychology, and so on.

In addition to curriculum design, some critics are also targeting the quality of programs. For example, it is heard often enough that university programs lack internal consistency. The accumulation of credits in banks of very diversified courses sometimes seems to take on more importance than a curriculum where the essential matter of a field of study is carefully structured so that students can assimilate the material at a steady pace.

Numerous issues related to individuals and to curriculum planning arise from these questions on teaching and student support, especially at the undergraduate level.

A. STUDENTS

Given the fundamental mission of universities, students are their raison d'être. Without students, there are no universities.

Students are entitled to expect to receive **support** from university professors, lecturers and teaching assistants. This support should make it possible for them to access quality teaching and learning that integrate the current knowledge in a given field of study, to acquire an education that is relevant to their aspirations and society's needs, and, at the higher levels, to pursue research activities aimed at developing knowledge and to acquire, where applicable, the skills necessary to independently lead scientific studies.

If society as a whole supports students in their pursuit of knowledge and efforts to acquire professional competencies, it must be able to rely on students' personal commitment to their studies and their desire to succeed.

STUDENTS

1. **Universities must focus on the students, on their educational needs and on the most appropriate way to meet those needs.**
2. **Universities are responsible for taking appropriate measures to ensure that all those who teach there meet the students' educational and support needs even better, especially at the undergraduate level.**
3. **Students are first and foremost responsible for their own academic success.**
4. **By subscribing to the standards of quality proposed by universities, students make a commitment to successfully complete their studies within a reasonable time frame, at the best cost possible for society, by investing the required time, energy and resources.**

Questions

- **In a context where students define their educational projects, how can professors act as guides and advisors in providing support services to students?**
- **Are there any measures that would be more effective in helping students decide in which university program to enrol?**

B. PROFESSORS

Given that they are at the heart of the universities' mission, professors too have been criticized. The report on the Estates General on Education, which raised issues related to teaching programs, lecturers and research assistants, questioned certain current practices of professors. In conjunction with university administrators, professors, individually and as a group, need to give these issues the attention they deserve.

The government has targeted three issues it considers important to mention briefly: workload distribution, the attention to be given undergraduate studies, and the evaluation of teaching in collaboration with students.

1. Workload Distribution

North American university professors work on average more than 45 hours per week. In Québec, the latest studies on the subject confirm these findings.[9]

In terms of the distribution of professors' workload, the best studies available in Québec do not always use the same categories. The Archambault report presents these findings: 12.5% of the workload is spent giving courses, 18.8% preparing courses, 10.2% providing student support, and 8.6% in clinics or practicums. Research accounts for 32% of the workload, and administrative duties, 18%. According to Denis Bertrand, professors spend 27% of their time on teaching per se, 31% on research, 12.5% on supervising student research, 7.5% on professional development, 15% on management activities within the university and 7% on external service activities.

Differences in the ways of estimating and breaking down the workload of university professors are an indication of the variety of tasks that professors perform, as well as of the difficulty of determining categories that accurately reflect the actual activities. In the United States, under the influence of the Boyer report of the Carnegie Foundation,[10] the trend is currently to provide a more global view of the activities of university professors, by identifying four broad areas in which they may perform their duties: discoveries, teaching, integration of knowledge and application of knowledge.

However, if we go back to the statistics on workload distribution in Québec and look at the differences, we realize that the averages obtained reflect very different situations for the some 9000 career professors in Québec universities.

Thus "workload distribution" exists in practice, and varies according to the different fields of education, the skills and motivation of individual professors and the evolution of their careers. It is clear that no one model can cover the time distributions for all university professors.

Why not simply use this approach as a management instrument, since this is undoubtedly being done already in several departments? Moreover, this instrument could be expanded to encompass the entire range of time use for all professors, including outside contracts not remunerated by the university. Each professor would then have something like an annual work plan.

The government does not intend to move into an area that lies within the province of university management. It does, however, expect each university to publish a public report on the general characteristics of the activities of its teaching and research personnel.

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9. Groupe ministériel de travail sur la tâche du professeur d'université. *La tâche du professeur d'université au Québec,* [Rapport Archambault] (Québec, 1989), p. 86.

   Bertrand et al., *Le travail professoral remesuré : unité et diversité* (Sainte-Foy: Les Presses de l'Université du Québec, 1994), p. 99 and 131.

10. Ernest Boyer, *Scholarship Reconsidered, Priorities of the Professoriate* (New Jersey: Carnegie Foundation for the Advancement of Teaching, 1990).

    Charles Glassick, Mary Huber et Gene Maeroff, *Scholarship Assessed, Evaluation of the Professoriate* (San Francisco: Carnegie Foundation for the Advancement of Teaching, 1997).

Decentralization within faculties and departments, as well as the wide range of tasks performed by professors, have made university management a more complex matter. This provides ample justification for asking each institution to develop indicators pertaining to the work carried out by its professors. The population is entitled to reliable information on the activities of university professors. This expectation, voiced across Canada at the hearings of the Smith Commission, has had few echoes so far. An annual publication of this nature could be addressed to a large audience and could help to generate an awareness of the richness and complexity of the activities carried out within the university.

2. Priority to Teaching at the Undergraduate Level

It seems equally clear that society expects a better balance between the amounts of time allotted for teaching and research. The working group on university funding is very clear on this point, saying that "universities must undergo a major reorientation to ensure that teaching at the undergraduate level occupies a larger share of professors' tasks."[11] In this way, students will be able to count on the best resources the institution has to offer. In particular, it would be highly desirable if professors who are active in the field of research, who contribute to the reputations of their universities and who are, in many respects, living examples of the dynamic quality of their discipline, could take part in their students' education. The work of professors who devote most of their time to teaching should be given greater recognition in order to help them advance in their university careers.

Aside from maintaining a balance between teaching and research activities, professors are also called upon to play an active role in academic management. Undoubtedly, they are the ones who will be the most involved in the examination and reworking of curricula, as well as in development of support and teaching practices in the foreseeable future.

As indicated in the description of the universities' mission, all those entrusted with a teaching role help the students to complete their educational projects. Lecturers are also **part of a team** made up of professors, lecturers and teaching and research assistants who all work together to help students successfully complete their studies. There is a need to examine how lecturers could provide more quality support for students and university life. Professors, for their part, must orient their teaching so as to actively and constantly integrate new knowledge as it develops within or in relation to their fields of competence.

3. The Evaluation of Teaching in Conjunction with the Students

Universities periodically evaluate the work of their professors with respect to their promotion standards. An attempt must be made to find the best way to evaluate the teaching and support services provided to students. In this context, we must continue to promote what already exists, in one form or another, in all our universities. We refer here to the fact that the evaluation of the teaching and support services provided to students is carried out in conjunction with them, because they are the ones for whom these services are intended and who stand to benefit the most from them.

11. Rapport du Groupe de travail sur le financement des universités (Québec, 1997), p. 45.

PROFESSORS

1. **A policy on university education is addressed particularly to teaching staff since they have a very important role to play in assuring the permanence of the university.**
2. **The government is counting on the professors' sense of responsibility in asking them to examine the questions that concern them and to provide the answers that fall within their range of competence.**
3. **The universities and their teaching staff are invited to look at ways in which they could use "workload distribution" to organize university work within the framework of work plans that take account of the entire range of work accomplished by professors, whether inside or outside the university.**
4. **The government expects, in particular:**
   - **that, for all professors, the work involved in supporting and teaching students be granted greater recognition within the development of their careers;**
   - **that professors who are active in the area of research and who strongly contribute to the reputations of their institutions participate more fully in teaching at the undergraduate level;**
   - **that procedures for evaluating teaching and student support practices, particularly those carried out in conjunction with the students, be maintained and improved.**
5. **The universities are invited to publish an annual report on the various activities carried out by the teaching staff in each institution.**

Questions

- **How do the universities plan to, or how should they, recognize excellence in teaching within the standards used to promote professors?**
- **In a context where the students define their educational projects, how can professors act as guides and advisors in providing support services to students?**
- **In order for the institution to fulfil its educational mission, should students be more involved in research conducted at the university or in conjunction with the private sector?**

C. UNDERGRADUATE STUDIES

In the late 1980s, the Conseil des universités examined the problems encountered at the undergraduate level. Although various analyses were carried out, for different reasons related to circumstances at that time, no guidelines for action emerged from this process. The numerous questions raised at the beginning of this section–excessive specialization at the undergraduate level, the proliferation of courses in the programs, the large course loads of lecturers, the quality and depth of education, the lack of coordination with the college level–were also dealt with in the report of the Estates General on Education or periodically covered by keen observers of university life.[12] All this obviously constitutes a rather large issue that goes back, fundamentally, to one's very conception of undergraduate studies. Systematic thinking about our conception of undergraduate studies will make it possible to examine the quality and relevance of university programs. It is understood, moreover, that such a study could also have consequences for college-level education.

The government favors a new round of debate on this subject and invites all of the partners to participate.

With respect to this matter, the government raises the following questions:

- **If the university remains the place for specialization, what can be done to ensure that students receive the more comprehensive and in-depth education that we spoke about earlier? How can this be accomplished with disciplinary and professional bachelor's degrees?**
- **Should more general courses be offered during the first years of the undergraduate degree?**
- **How can these courses be designed according to groups of disciplines? With the help of professors from several faculties, or in conjunction with those actively engaged in the practice of a profession?**
- **How can we ensure that a program has and will always maintain its internal consistency, and that it integrates the development of the disciplines and the educational objectives to be attained?**

A systematic review of undergraduate education could also have certain benefits:

- Certain overlaps between pre-university and university programs could be avoided.
- Certain areas of professional specialization could be enriched in accordance with North American trends and the requirements of a broader education.
- The integration of the core curriculum or of more general courses into undergraduate programs could lead to increased efficiency in the higher education "system."

12. Guy Rocher, "Re-définition de l'université", *L'éducation 25 ans plus tard! et après?* (Québec, Institut québécois de recherche sur la culture, 1990), p. 187-88.

    Louis Maheu, "L'enseignement des sciences humaines dans les collèges et les universités," *L'éducation 25 ans plus tard! et après?* (Québec: Institut québécois de recherche sur la culture, 1990), p. 271-73.

At this stage, a number of general orientations have been retained:

UNDERGRADUATE STUDIES

1. **The reexamination of undergraduate studies must be made a priority.**
2. **This reexamination must cover, among other things, the very design of the curriculum certified by a bachelor's degree in order to ensure that undergraduates are provided with a genuine university education.**
3. **This reexamination must take into account the college curriculum that prepares students for university.**
4. **The option of "less specialized" undergraduate programs must be carefully examined.**

Questions

- **What mechanism could be set up to coordinate the reform of undergraduate studies?**
- **What are the main obstacles to less specialized undergraduate studies?**
- **How could the CEGEPs become involved in the task of reforming undergraduate education?**

D. RELATIONS BETWEEN CEGEPs AND UNIVERSITIES

At the time of the implementation of the reform stemming from the Parent report, Québec opted to create an intermediate level of education between secondary school and university. This was a societal choice and the government does not intend to go back on it. However, the ties between the colleges and universities have long been rather loose, consisting mainly in discussions about the prerequisites to be established in college programs.

In recent years, under the aegis of the Comité de liaison de l'enseignement supérieur (CLES), considerable progress has been made in smoothing transitions and harmonizing the existing relations between the programs offered at the college and university levels. All pre-university programs offered at the college level have now been revised in collaboration with the universities. With respect to technical college programs, universities and colleges are already exploring arrangements aimed at strengthening bridges between the two levels of education.

This collaborative approach could be expanded and focus more on pre-university education at the college level, which should be harmonized to a greater extent with university programs at the undergraduate level, if the latter are revised from a less specialized perspective than previously. However, an effort should be made to ensure that the objectives of each level are respected when the bridges between technical college programs and related university programs are being established.

RELATIONS BETWEEN CEGEPs AND UNIVERSITIES

1. **In Québec, the college level is considered higher education.**
2. **Greater continuity must be established between the two years of pre-university college programs and the three or four years of undergraduate university programs.**
3. **The examination to be carried out on the university curriculum at the undergraduate level should also take into account the results of the recent revision of pre-university college programs.**
4. **The bridges between technical programs and related university programs should take into account the objectives pursued by each level of education.**

Questions

- **Would it be advantageous for universities and colleges to agree on more fundamental ties that would offer their students a better articulated continuum of education?**

E. SHORT PROGRAMS

The undergraduate level of university offers numerous programs that are usually grouped under the heading "short programs." They include courses, microprograms, major programs, minor programs and certificate programs.

These programs have developed a great deal in the last 30 years. Less prestigious than long programs and more recent in origin, they periodically give rise to criticisms or questions that have been classified by the working group on university funding: the marginal nature of these programs in the regular activities of the university; the wide diversity in format and content; the lack of organization of the courses into increasing levels of difficulty; the danger of turning part of the student population away from longer programs; the possibility of seeing students who combine certificates in order to graduate do so with degrees of lesser value; the program approval process, which is completely internal to the institutions.[13]

In the fall of 1995, 65 630 individuals, or 27% of total university enrolment, were registered in short programs.[14] By taking the distribution of first-time enrolments at university, that is, the total number of individuals, who in a given term, enrol for the first time at a particular university, it is possible to measure changing trends more easily. The number of enrolments in short programs decreased from 1990 to 1994. The proportion of first-time enrolments in short programs dropped from 46.5% to 41.5%, while the proportion of enrolments in long programs rose, from 53.5% to 58.5%.[15]

In the fall of 1994, first-time enrolments in short programs were distributed among the various institutions throughout Québec: the Montréal region accounted for 67% of first-time enrolments, the rest of the province for 33%.[16]

Moreover, the percentage of first-time enrolments in short programs (41.5% of first-time enrolments) was higher within the Montréal region (43.4%) than outside it (38.1%). Thus, contrary to certain

13. *Rapport du groupe de travail sur le financement des universités* (Québec, 1997), p. 25-27.
14. *Ibid*, p. 25
15. Québec, ministère de l'Éducation, *Indicateurs de l'activité universitaire*, 1995 edition. (Québec, 1996), p. 256.
16. Cf. Appendix 2.

generally accepted ideas, enrolment in short programs and certificate programs is not a phenomenon particular to the universities in the regions. Indeed, the Université de Montréal, to take one example, continues to lead in this area, with 60.7% of its first-time enrolments in short programs and 39.3% in long programs.[17]

What needs do short programs meet and what is it that motivates the individuals who enrol in them? According to a study by the Faculté de l'éducation permanente of the Université de Montréal, short programs have a variety of educational objectives: initial training that can be incorporated into a bachelor's degree; multidisciplinary education intended to facilitate access to university for holders of a technical college diploma; complementary education for individuals who already hold a bachelor's degree; occupational upgrading for individuals in the job market. As for the motivation of students, there is an overlapping of short- and long-term goals. In the long term, they hope to earn a bachelor's degree (52.3% of respondents to a 1995 survey) or go beyond a bachelor's degree (11.4%). In the short term, they view their education in relation to employment opportunities, either directly (55.8%), or less directly (27.5%), leaving only 16.6% of respondents whose motivation is more cultural than economic.[18]

The study also shows that the graduation rate in undergraduate certificate programs at the Université de Montréal is higher than the graduation rate observed in the bachelor's programs in which enrolment is not limited. This might be an indication of the motivation and the perseverance of the individuals who enrol in these programs. For the cohort of first-time enrolments in the fall of 1990, there was a graduation rate of 71% in limited-enrolment bachelor's programs, 51% in certificate programs and 41% in bachelor's programs in which enrolment is not limited. The trend to higher graduation rates in certificate programs can be clearly seen in the table below.

Graduation at the undergraduate level at the Université de Montréal as a percentage of first-time enrolments and after five years of study completed

Programs	Fall 1987-winter 1993 cohort	Fall 1988-winter 1994 cohort	Fall 1989-winter 1995 cohort	Fall 1990-winter 1996 cohort
Limited-enrolment bachelor's program	65.7%	65.0%	68.6%	70.9%
Certificate	44.0%	44.4%	46.0%	51.3%
Unlimited-enrolment bachelor's program	39.8%	38.6%	39.9%	40.5%

Source: Mémoire de la Faculté de l'éducation permanente de l'Université de Montréal en réponse au mandat du Groupe de travail sur le financement des universités (Montréal, 1997), p. 17.

17. Cf. Appendix 3.

18. Mémoire de la Faculté de l'éducation permanente de l'Université de Montréal en réponse au mandat du Groupe de travail sur le financement des universités (Montréal, 1997), p. 19 and 38.

These quantitative and qualitative data show not only the extent of these educational activities but also their complexity. The place they hold within the activities of the various types of academic institutions warrants more in-depth study.

The existence of the so-called short programs attests to the flexibility of the universities, which, apart from any initial discussion of principle, have used this means to meet all manner of needs that have arisen in society since the 1960s. Might this development, which distinguishes us from other Canadian universities, not be considered a sort of anticipation of the flexibility that the transformation of society will impose in the evolution of the contemporary university? Thus, short programs are a direct response to the need for continuing education geared to individuals already in the work force who, in order to stay up-to-date or to adapt to the new knowledge-based society, must have access to more formal complementary education whether it is a matter of retraining, upgrading, learning about new prospects, or making cultural adjustments.

Considering short programs from the perspective of the quality of education offered, the question arises as to whether the accumulation of three certificates necessarily produces the same effect as a three-year bachelor's program undertaken full time. To date, very little research has been done on this subject.

SHORT PROGRAMS

1. **The Québec university system offers a broad range of programs and the government feels that, in general, short programs meet the demonstrated needs of the public.**
2. **The activities of students enroled in short programs should continue to be publicly funded.**

Questions

- **Should stricter criteria be established to guarantee the quality of short programs and more specifically of the bachelor's degree granted on the basis of accumulated certificates?**
- **Should short programs continue to be publicly funded to an extent comparable to the funding of activities included in bachelor's programs?**
- **In the case of short programs that are associated with job skills, who should be responsible for funding the "employability" that participants come away with?**
- **What role would you assign to the universities and CEGEPs in meeting the needs covered by short programs?**

V. RESEARCH AND PARTNERSHIPS: NEW AVENUES

Over the last 15 years, Québec universities have shown remarkable progress in the development of graduate programs and research. Take, for example, the increase in the number of doctorates granted by universities, which jumped from 331 in 1980 to 1087 in 1996. Major advances have also been made in the areas of research and creative activity, with revenues from research grants and contracts rising from $141 million in 1981-82 to $594 million in 1994-95. This includes research grants in the arts, which increased by 89% from 1986 to 1995.[19] In the space of a decade, from 1980 to 1990, the share of funding obtained by Québec researchers from federal granting agencies rose from 22% to 28%,[20] illustrating the considerable increase in research activities at Québec universities. For the Natural Sciences and Engineering Research Council of Canada alone, this share rose from 20.5% in 1985 to 26.6% in 1995. Despite a slowdown of real growth in gross domestic expenditures on research and development (GDERD) in Québec in 1992, Québec is consolidating its position as a national and international player. While many OECD countries were unable to maintain their usual growth rate between 1980 and 1995, Québec was one of the few places where this ratio registered continuous growth.[21]

Furthermore, the criticisms levelled at the universities seldom touch on the effort they devote to research. On the contrary, this effort appears to deserve praise. It is through comments on the unequal distribution of university functions that these criticisms indirectly reach the area of research. Also, certain new practices in research today are sources of concern.

It is sometimes asked, for example, whether the development of research in the universities is carried out at the expense of teaching and supervision of students. Some are also worried that universities are doing more than their share of research, due to neglect of this function in private enterprise and in the professional community. There is also the fear that university research might become too much the servant of economic imperatives, either because basic research will become neglected in favour of sponsored research, or because economic relevance will be emphasized at the expense of broader social relevance.

If left unchecked, these tendencies could compromise management autonomy and the exercise of critical judgment expected from academics. For this reason, many people emphasize the importance of having clearer guidelines on the role of research in universities.

These uncertainties and questions concerning the evolution of research are closely related to present trends in society that point toward a globalization of outlook, forcing universities to reexamine their traditional methods of operation.

It must be stated, first of all, that universities, by virtue of their tradition and purpose, are not necessarily unprepared to face the trends that claim our attention today. Long before the economy entered the phase of globalization, the realm of ideas existed without borders. Science and knowledge have, by their very nature, a universal dimension and dialogue among scientists and intellectuals has been organized historically in all kind of ways on an international basis.

In our present situation, two new facts of civilization are in operation: the acceleration of the production of knowledge and the increasing economic importance placed on new knowledge.

The production of new knowledge has increased markedly since the Second World War, partly due to the greater number of highly qualified personnel engaged in this endeavour in all developed societies, and partly due to the proliferation of sites where research can be carried out. Universities

19. Système d'information sur la recherche universitaire (SIRU), compilation from the fall of 1997.

20. Québec, ministère de l'Éducation, *Indicateurs de l'activité universitaire*, 1993 edition, p. 116, 1995 edition, p. 97.

21. Michel Leclerc, *Mesurer la science : dynamiques et mesures de la coopération scientifique internationale du Québec et du monde*, 1980-1990 (Québec: ministère de l'Industrie, du Commerce, de la Science et de la Technologie, 1995), p. 55 and 97.

can no longer presume to have a monopoly in this area, if indeed they ever had one. The usual categories once used to classify types of research have become more fluid and cutting-edge industries are no longer limiting themselves to applied research. They are fully engaged in basic research in a number of fields. The manner in which research is carried out is also undergoing major transformations. We now speak of "context-driven" research, meaning "research carried out in a context of application, arising from the very work of problem solving and not governed by the paradigms of traditional disciplines of knowledge."[22] It involves multidisciplinary teams brought together for short periods of time, often connected only by means of telecommunications.

Universities cannot remain indifferent to all this activity surrounding the production of knowledge. If they are to remain a bastion of basic research, their interest lies not in closing themselves off and looking inward, but in participating in those movements that are increasingly shaping the future of knowledge. This is all the more important since these different approaches to research, whether they are called applied, oriented or context-driven research, provide opportunities to involve students at the centre of research process and in the solution of concrete problems. It is also a beneficial way to prepare them for careers in research that, for many of them, will take place outside a university.

The importance of producing new knowledge and technological innovation for the economy of tomorrow also pertains to the phenomena we have just outlined. It not only affects the demand for researchers and puts pressure on the pool of university researchers to become involved in the movement toward economic prosperity, but it highlights the complexity of university life, by encouraging contact and collaboration between social institutions based on different, if not contradictory, principles. Disinterested research in the pursuit of knowledge is very different from the search for profit through knowledge.

This meeting of two worlds with such different traditions cannot but raise numerous questions about principles, adaptation, practical organization of work, intellectual property, responsibility, honesty toward one's own institution and social ethics.

In setting up these new partnerships, universities will move toward signing agreements in scientific and technological development primarily involving research, but also **teaching**, with enterprises in the private sector, government laboratories and other types of national and international bodies involved in research and development. The government believes that universities should not only open themselves to such partnerships, but actively seek them out. In fact, both technical and social progress no longer follow the classic linear models in which basic research, applied research, development, production and application succeed each other in a fixed logical order. We must increasingly look toward more system-oriented models where interactions between participants are not only more varied but where research is requested and input at various points in the process.[23]

In entering such partnerships, universities must nevertheless act in accordance with their mission and the role accorded to university research should be open to debate and clarified.

To conclude this chapter, the government submits the following positions and introduces some questions for debate concerning the role of research in university education.

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22. Camille Limoges, «L'université à la croisée des chemins : une mission à affirmer, une gestion à réformer," *Actes du colloque ACFAS.CSE.CST* (Québec, 1996), p. 14-15.

23. Conseil de la science et de la technologie, *Pour une politique québécoise de l'innovation* (Québec 1997), p. 4-5.

RESEARCH AND PARTNERSHIPS

1. **In their research activities universities must continue to maintain a solid foundation in basic research.**
2. **Universities must open themselves up to partnerships that are offered to them, as well as actively seek them out and participate in them, while taking care to act within the scope of their mission.**
3. **Each university, in its partnerships as in other contexts, must remain responsible for the activities of its members in all aspects of teaching and research.**
4. **Each university is responsible for adopting the policies it deems necessary concerning its personnel to ensure that its mission is respected in these matters, especially those involving ethics and use of research benefits. It must make these policies public.**

Questions

- **Here are some recent statements on the role of university research. What is your opinion?**
  - **The role of university research remains the advancement of knowledge related to teaching in the academic disciplines and professional fields. (Conseil supérieur de l'éducation)**
  - **The fundamental role of university research is the progress of knowledge and the training of researchers. (Conseil des universités)**
  - **Research carried out in institutions of higher learning plays several important roles:**
    - **It contributes primarily to the education of researchers.**
    - **It contributes to the training of highly qualified personnel.**
    - **It contributes to the expansion of knowledge.**
    - **It contributes to the technological development of private enterprise. (Conseil de la Science et de la Technologie).**
  - **In all types of research, it is the relationship to the training of researchers and, more generally, the relationship to teaching and training that justifies its practice in the universities.**
- **Should we place greater emphasis on research oriented toward missions whose strategies and priorities favour the development of Québec?**
- **How can Québec universities encourage the use of French as the language of publication for scientific research?**

VI. THE UNIVERSITY "SYSTEM": COLLECTIVE CONSOLIDATION OF SERVICES

Taken together, the university institutions of Québec today form a sort of "system" representing the university-level resources that Québec society has built for itself. This network is more the heritage of history than the product of rational design. It has been shaped by time, reflecting the various traditions that have flourished here. It has been through periods of consolidation and periods of expansion, growing along with Québec.

It is a telling point that, in the development of university education in Québec, there has been neither a university act, nor a master plan, nor a single model of development, nor any serious intention to move in that direction on the part of public authorities in regard to the universities.

This has been largely due to a respect for the traditions we have inherited, which place the independent management of institutions and the academic freedom of the university community at the heart of our concept of university education. These have always been important values to preserve and cultivate, in the interest of Québec society. Indeed, when legislation intervened on a broader scale in education during the Quiet Revolution and the Université du Québec and its several constituents were created, it provided for institutions to participate fully in these same traditions.

By acting in this way, public authorities have encouraged the diversification of university establishments. As a result, we see today a variety of institutes, écoles supérieures and universities, some of which focus on undergraduate studies, some of which specialize in graduate studies, and others that are devoted to a single branch of knowledge. This diversity is undeniably a source of richness for the system. The presence of equally legitimate traditions involved in education and professional training is an asset to society. It allows for interaction of a high quality and a forum for the richer exchange of ideas. It is also a source of flexibility, offering greater possibilities for adaptation to the needs of society and to the breakthroughs in its evolution that we experience constantly. It may even be expected that, in the future, institutions will be called upon to diversify themselves even more.

But this also has its limits. A society cannot allow itself more richness than it can maintain and competition, though healthy, must sometimes give way to complementarity.

In the period in which we find ourselves, which is one of consolidation rather than expansion, it is important that a regulating mechanism for this network be in place, so that we can preserve the wealth that we have acquired and direct development in terms of our possibilities and our priorities.

A. JOINT ACTION

In keeping with the traditions that have marked the evolution of university education in Québec, the government feels that joint action by the institutions is the key to the problems affecting Québec universities.

Over the next few years, universities will be called upon to work together even more closely so that they may offer high-quality education that will meet the needs of society and avoid any duplication that is incompatible with the efficient and effective operation of the university system.

Universities must therefore focus on complementing each other's activities. If each institution emphasizes its greatest achievements and develops the areas in which it has the most expertise, the university system will be able to continue meeting the essential needs of society while maintaining a dimension compatible with the collective wealth.

Four courses of action emerge in this connection.

1. Rationalization of Programs

As far as programs are concerned, the government expects concrete results from the work done by CREPUQ within the Commission universitaire des programmes, which, while rationalizing programs, will help to reorganize complementary activities among universities. New programs will have to take account of differentiation and meet the following two criteria: to not duplicate existing programs and to meet established priorities.

2. Recognition of Credits

In examining how they may complement each other, universities must also pay particular attention to the recognition of university credits in cases where a student transfers out of a program or a university. This recognition must be based on clear protocols, agreed upon by the parties involved, and to which the students are privy. The upcoming introduction of a permanent student code should make it easier to keep track of a student's record when the student transfers from one university to another.

3. Cooperation in Providing Administrative Services

In the same way that universities can reach agreements concerning common programs and courses, they may reach similar agreements concerning various administrative services, as some establishments have already done.

4. Coordination with CEGEPs

Universities are also expected to harmonize their activities with those of CEGEPs, as some have already begun doing, and to recognize college-level credits for courses as part of integrated postsecondary curricula. To this end, regional committees may prove useful in harmonizing organic relations that exist among programs and courses offered by colleges and those offered by universities.

At a regional level, universities and colleges could team up with partners in the public sector, such as cities and municipalities, to examine the best possible way of providing certain services. The government sees this as a source of potential savings that would not compromise the autonomy of the educational institutions or that of their partners.

JOINT ACTION

1. **By promoting diversity among universities within the Québec university system, the government intends to rely on the concerted action of the various universities to deal with the problems affecting the system at the present time. The government also considers that complementarity should be further developed with respect to activities.**
2. **By working together more closely, universities would increase the overall efficiency of the system, that is, by offering high-quality services at a better price.**
3. **Joint action must take place in a spirit of open-mindedness and dialogue with the ministère de l'Éducation.**

RATIONALIZATION OF PROGRAMS

4. **Based on the above, the government has favorably received CREPUQ's offer to examine all university programs in order to establish the best way of enhancing the complementarity of universities. It is awaiting the results with great interest.**
5. **As for new programs, they must meet two criteria: to not duplicate existing programs and to correspond to recognized priorities.**

RECOGNITION OF CREDITS

6. **With a view to achieving greater complementarity, university institutions should agree on clear protocols upon which to recognize credits earned in any Québec university.**

COOPERATION IN PROVIDING ADMINISTRATIVE SERVICES

7. **Many cooperative practices already exist among universities concerning academic activities and administrative services. Those concerning administrative services should be promoted and further developed, particularly with other partners in the public sector, including services offered by municipalities.**

COORDINATION WITH CEGEPs

8. **Dialogue among the various educational institutions must also include CEGEPs in view of the continuity sought in postsecondary curricula in order to avoid the duplication of courses. It may be largely promoted by joint committees made up of CEGEP and university representatives, particularly where the regions of Québec are concerned.**

Questions

- **In order to promote dialogue, could we benefit more from regional initiatives in which several partners would be involved (e.g. universities, CEGEPs, cities, municipalities)?**
- **Could CREPUQ and the federation of CEGEPs develop means together to facilitate and establish ties among CEGEPs and universities?**

B. SHARING RESPONSIBILITIES

Because of its involvement in many sectors of Québec society, the university system has been entrusted with various responsibilities. Whether considered up close or from above as a social institution, the university system concerns many and the expectations we have cannot be reduced solely to those of university or government authorities.

Professional corporations recruit the majority of their candidates in universities. The education provided by universities is of capital importance to these organizations and it is normal for them to take a keen interest in these matters. But their expectations also entail certain obligations. They must respect the objectives assigned by the universities at the undergraduate level and maintain open lines of communication with the universities.

Businesses (industrial, cultural or service) recruit their highly qualified staff from universities. Their productivity largely depends on the quality and relevance of the education that students have received. Businesses also have certain responsibilities toward universities, for example, in terms of practicums. In many sectors, businesses also depend on university expertise for all kinds of research. Businesses therefore have an interest in universities being able to maintain a level of expertise that ensures their development. A host of responsibilities ensue from this situation, for example, with respect to financial assistance and the provision of equipment.

Society also shares some of the universities' responsibility. Some young people aspire to getting an education that will allow them to succeed in life, many parents instil ambitions in their children that often only university can help achieve, and large sectors of the population hope to find complementary training or new areas of expertise at university.

This extensive backdrop, which only serves to ultimately explain the reality of the partnership often evoked and rightly so, is the basis for further exploration of the relations between the two most obvious partners: the government and universities.

1. Relations between the Government and Universities

The government's responsibility toward universities lies in two major areas. The first is related to the objectives pursued by departments other than the ministère de l'Éducation. Even though these actions are not goals that this current process is targeting with a view to establishing a policy, they are mentioned because of their initial importance. The second area explicitly refers to the actions of the ministère de l'Éducation with respect to the universities.

Numerous departments pass legislation and establish orientations in areas that concern society as a whole, but that also have an impact on universities, for example, recent legislation to promote occupational health and safety, the development of vocational education, the reduction in payroll expenses in the public and parapublic sectors, ethics and professional conduct of government-appointed public administrators, employment equity. Other examples include the policies adopted by the ministère des Finances to promote research and development initiatives, access to higher education and the accumulation of capital for such studies in a registered education savings plans; the policies of the ministère de l'Industrie, du Commerce, de la Science et de la Technologie to encourage scientific and technological development; and the orientations of the Conseil du trésor regarding the State's salary policy.

These various initiatives indicate that universities have become entrenched in our society, both in terms of the basic requirements applicable to all, as well as of specific support for university activities related to the development of Québec in general and of particular sectors.

The actions of the ministère de l'Éducation, in addition to the general orientation that is covered specifically in this policy, are evident at three levels: information, coordination and funding.

• Information

The Ministère supports the principle of joint responsibility with CREPUQ for information systems. These systems, which include basic data on universities, the university **personnel information system** in particular, must continue to be developed so that they are available to all those involved with the university system.

The Ministère also supports the principle of a ministerial follow-up of university activities, carried out *a posteriori* first on the basis of data in the information systems, and then, performance indicators to be developed in cooperation with the universities in future years. These indicators could also be used in the follow-up of the government's policy.

Within the scope of this policy and its follow-up, each institution should prepare an annual assessment indicating the main actions taken as a follow-up to the policy on universities. This assessment should describe the institution's achievements over the course of the past university year and should refer to the perspectives under which these achievements fall and any existing constraints. The assessment would also satisfy certain expectations related to accountability that will be discussed in the last section of this document.

• Coordination

The Ministère will continue to assume its responsibility for the general coordination of the university system, particularly with respect to the decisions it makes each year during the preparation of the five-year university investment plan and the budget rules.

RELATIONS BETWEEN THE GOVERNMENT AND UNIVERSITIES

1. **The Ministère upholds the principle of joint responsibility, with CREPUQ, for the information systems on university activities.**
2. **The Ministère also upholds the principle of ministerial follow-up on university activities, carried out *a posteriori*, on the basis of data from the information systems.**
3. **Each institution will prepare an annual report describing the main activities undertaken to follow up on the policy on universities.**
4. **This report will be made public.**
5. **The Ministère will continue to carry out its coordinating role, drawing on the collaborative practices between institutions.**

2. Funding

In April 1997, the working group on university funding submitted a report to the Minister. The report consisted of two parts, one general, the other examining specific questions regarding university funding.

In the general section, the working group noted that the annual operating grant from the Québec government to the universities was of the order of $1.4 billion, and pointed out two important realities: the historical funding base, which totals $1.3 billion, and the specific adjustments each year, which represent approximately $100 million. The working group observed that the task of reviewing the historical funding base of the universities had always taken a great deal of time and generally resulted in a lack of consensus on the relevance of altering the rules for calculating and distributing grants among the universities.[24] In view of this, the working group recommended maintaining the status quo with respect to the funding rules, given the current climate of heavy budget cuts.

This recommendation effectively renewed a management principle traditionally accepted in the university milieu: **the institution spends the operating grant, usually at its discretion**. This consultation paper confirms the basic management orientation according to which the universities are responsible for their development in a climate of cooperation coupled with mechanisms ensuring self-regulation and a rendering of accounts. In concrete terms, the conclusion drawn by the Ministère upon reading the working group's report was that it should not enter into an exercise of closely matching government grants to the various spending categories of university budgets. However, within the framework of a more comprehensive consideration of the current formula for distributing available grants, the Ministère could envisage changes.

Moreover, in observing the magnitude of the deficits now weighing on the universities, the working group on university funding was careful to point out that in other parts of Canada budget cuts were accompanied by an increase in tuition fees.[25] In Québec, the freeze on tuition fees has been maintained for Québec residents. As a result, the working group did not consider it useful to study in depth the contribution of tuition fees to university funding. The Ministère, for its part, feels that the individual responsibility of students and their parents should be carefully considered during periodic reviews of the sharing of university funding between society and individuals. This principle will continue to guide government decision-making.

In the second section of its report, the working group examined a number of specific questions primarily related to adjustments to the basic grant. The working group generally agreed on maintaining the status quo with two exceptions. First, financing the debt service on fixed assets directly from the operating grant could only be done by means of drawings spread out over time. Second, the rationalization of existing programs could justify the creation of a special fund, financed by new credits, since it would not make sense to finance the rationalization of one institution with financial resources drawn from the operating grant of another.

The Ministère cannot consider adopting the proposed method for financing the long-term debt service, since this practice would not respect the principle whose purpose is to ensure that expenses to be incurred are correctly charged in relation to the government's fiscal year. Moreover, the second proposal deserves to be examined, particularly from the perspective of the principle that would allow the university in question to benefit from the savings resulting from decisions it makes and implements in an effort to rationalize its operations.

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24. *Rapport du groupe de travail sur le financement des universités* (Québec, 1997), p. 5.

25. *Ibid*, p.7.

The Role of the Universities in the Regions

The working group on university funding was asked to answer the following question: "Is there a need to introduce new [funding] rules particularly for those universities located in what are usually called the outlying regions?"

The outlying regions considered by the working group are Rimouski, Chicoutimi and Abitibi-Témiscamingue. Each has a university population that is spread throughout its territory, a situation that leads to higher average costs per student than elsewhere. However, in the view of the working group, the concept of outlying region is not limited to these three regions and the corresponding universities. The group also asks that research be conducted on this matter, and that the role and mission of these institutions be opened to debate.

The Ministère is of the opinion that more in-depth study of the situation of the universities in the outlying regions would be relevant. Also, the concept of outlying region remains to be defined. There are some who claim that every university belongs to some region or other, whether it is outlying or not. The working group was thinking along these lines when it concluded by saying that "each [university] must serve its population in accordance with its specific characteristics and geographic location, while taking account of the resulting costs."[26] In other words, explaining the situation of universities located in the so-called outlying regions would necessarily imply a study of the entire university system, if only to consider the discrepancies in costs resulting from geographic location.

The Relative Importance of Research in Each University

Some people feel that to measure the relative importance of research activities and results in terms of funding is to reopen an "old debate" on the stratification or hierarchization of Québec universities. As we know, some people are openly or quietly opposed to this approach, either as a matter of principle or for other reasons. This is the case, for example, with the Fédération étudiante universitaire du Québec, which recently stated that "our universities should not further distinguish between institutions devoted to teaching and those devoted to research."[27] What is the situation elsewhere?

The United States has not hesitated to classify educational establishments in terms of the models that most closely describe them. Thus the Department of Education uses a typology that classifies American universities according to five pre-defined types,[28] two of which clearly indicate the characteristics of institutions devoted mainly to research: (1) *research universities* are those that rank among the top one hundred in terms of their success in obtaining federal research money; (2) *doctoral universities* are those that offer a complete range of undergraduate and graduate degrees, but receive less federal funding than the research universities. The other types of institutions are: *comprehensive institutions, liberal arts institutions and two-year institutions*.

The United Kingdom, for its part, distributes the grants from public funding according to two categories, one pertaining to teaching activities and the other to research performance. Research performance is further divided into five categories: (1) universities that maintain international standards of excellence in certain areas and national standards of excellence in others; (2) universities that maintain national standards of excellence in most areas and that show improvement in relation

26. *Rapport du groupe de travail sur le financement des universités.* (Québec, 1997), p. 40.

27. Fédération étudiante universitaire du Québec, *Les attentes étudiantes : relever les défis de l'université de masse,* (Montréal, 1997), p. 2.

28. U.S. Department of Education, National Centre For Education Statistics, *The Condition of Education 1997* (Washington, 1997), Appendix, note on indicator 43, p. 1.

to international standards of excellence in several areas; (3) universities that maintain national standards in most areas; (4) universities that maintain national standards in half of all areas; (5) universities that maintain national standards in few areas.[29]

The American and British classifications meet national goals, and it may not be appropriate to use this kind of typology to classify the universities here in Québec. The Ministère feels it is preferable to maintain the operating grant intact, without dividing it between teaching and research. In addition, the Ministère feels it is preferable that it continue to cover the indirect costs of research, without any agency assuming the role of judge of the volume and quality of the results obtained on a world scale. Furthermore, the recommendation that the Ministère provide stability in the rules for distributing the operating grant discourages the Ministère from reviewing the present university system by introducing a kind of hierarchy among the institutions.

FUNDING

1. **The ministère de l'Éducation reaffirms the principle of management that has traditionally been accepted in the university context, according to which it is the university that determines its orientations for development and autonomously spends the public monies provided to it.**
2. **The ministère de l'Éducation recognizes the advantage of periodically doing various studies of adjustments that may be made to the formula for distributing operating grants.**
3. **The ministère de l'Éducation does not intend to introduce a kind of hierarchy among the institutions, because of the current demand that it provide stability in the rules for distributing the operating grant.**

Questions

With respect to research on the form of certain adjustments to be made to the operating grant:

- **Would it be appropriate to further examine the situation of universities located in so-called outlying regions? If so, according to what terms and conditions and with a view to what budgetary rules?**
- **In the event of the addition of new funds to the operating grant, how should the special fund for the rationalization of existing programs be structured? Under what circumstances and at what rate would the funds be equitably divided among the institutions?**

29. OECD, *The Development of Performance Indicators in Higher Education*, Centre for Educational Research and Innovation, H.R. Kells ed., 2nd ed., June 1993, p. 117.

C. EVALUATION

Historical Background

In the late 1970s, the Commission d'étude sur les universités observed that no formal mechanism existed to control or evaluate the fulfilment of the objectives pursued in the Québec university system.[30] Going further, the Commission provided a very broad view of evaluation, stating that it should involve an examination of the effects universities, their members, and what they produce have on society, the environment, and the system of universities itself.[31]

In the late 1980s, the Conseil des universités introduced a pragmatic view of evaluation. For the Conseil, coordination at the level of the university system meant first of all working in harmony to attain a certain number of common objectives, and then sharing the responsibilities and the available resources. In such a context, the quality of coordination is supported by planning. The Conseil saw the process of planning as comprising various steps such as determining the needs, setting the objectives to be pursued, developing supporting strategies, deciding on actions, and finally, evaluating the results obtained at the end of a predetermined period.[32] Since, in the perspective of the Conseil, the concept of coordination presupposes the existence of a university system, the Conseil added that evaluations done by the institutions should contain information that would make it possible to establish the contribution of each university to the objectives of the university system.[33]

The universities opposed this view of the Conseil des universités. If the universities have the primary responsibility for establishing their orientations for development and are capable of contracting freely to act jointly with other institutions, how could they relinquish their responsibilities to some planning body? On the other hand, can joint action and the mechanisms of self-regulation favoured by the government really fulfil the functions of actual evaluation? This question remains to be answered.

Existing Methods of Evaluation

Without describing the whole variety of existing forms of evaluation, it is possible to state the main ones that directly involve the responsibility of the university and have an impact on the university system. Each university develops its own mechanisms for evaluating its programs, often using evaluation by peers or external experts. Moreover, each university submits its procedure for evaluating its programs to examination by a third party outside the institution, represented by a "committee of thinkers" of CREPUQ; this committee makes its report public. As well, with respect to new programs, each university submits them to a CREPUQ commission that examines the quality of bachelors', masters' and doctoral programs. The universities also have certain professional programs accredited by the professional corporations concerned. They present their policies on research ethics to granting organizations. They also submit their financial statements to audit by a public accountant. Several of them have established procedures for evaluating the objectives they have adopted in their mission statement. All these practices show that evaluation is very present in the universities.

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30. Commission d'étude sur les universités, Comité d'étude sur l'organisation du système universitaire, *Rapport - Livre premier, Le réseau universitaire,* Partie I (Québec, 1979), p. 47.
31. Commission d'étude sur les universités, Comité d'étude sur l'organisation du système universitaire, *Rapport - Livre premier, Le réseau universitaire,* Partie I (Québec, 1979), p. 55.
32. Conseil des universités, *Les modes de coordination et de planification du système universitaire québécois,* Avis du Conseil des universités au Ministre de l'enseignement supérieur et de la Science (Québec, 1988), p. 9.
33. Conseil des universités, *Les modes de coordination et de planification du système universitaire québécois,* Avis du Conseil des universités au Ministre de l'enseignement supérieur et de la Science (Québec, 1988), p. 26.

Although the ministère de l'Éducation publishes a considerable number of studies and statistics, it has never explicitly exercised a formal role of evaluation. The Ministère itself is a responsible party in the overall attainment of university teaching and research objectives, in particular through its financial involvement. The Ministère must also account for its actions before various bodies of the National Assembly. It also evaluates its own management practices when it changes any of the budgetary rules for grants to the universities. It may also evaluate its management practices when it receives a report on the operation of student financial assistance or the terms and conditions for funding universities. But these activities are not sufficient to constitute a formal evaluation of the university system.

In addition, the Conseil des universités formerly fulfilled a certain evaluation function, for example, when conducting sectorial studies in various fields of study. Since the abolition of this organization, there have been few developments with respect to the formal evaluation of the university system.

The Future of Evaluation

The Ministère feels that the establishment of a formal evaluation role, to be given to a third party independent of the government and of CREPUQ, merits study. The aim of the exercise of this function of evaluation would be, among other things, to maintain a critical discourse in relation to government policies and the policies of each university on the development of the university system. Such evaluation practices could also lead to innovative possibilities for action.

In Ontario, the Advisory Panel on Future Directions for Postsecondary Education recommended, in December 1996, the creation of an organization independent of the government, which would have two main mandates: to carry out studies to evaluate the system of postsecondary educational institutions and to have supervisory responsibility with respect to measures of accountability adopted by the colleges and universities.[34] In Québec, there have been several recent developments with respect to accountability procedures in universities; these will be presented in the following chapter. However, it would be appropriate to begin examining whether the responsibility for evaluation should be entrusted to an advisory body that is independent of the government and the universities. Various hypotheses are possible.

Rather than create a new advisory body, it is reasonable to ask if it is appropriate to entrust the Commission de l'enseignement et de la recherche universitaires of the Conseil supérieur de l'éducation with certain mandates to study matters related to the evaluation of the university system. Under sections 24 and 25 of the *Act respecting the Conseil supérieur de l'éducation*, this commission is made up of between nine and 15 members named by the Conseil for a period of three years following consultation with the institutions and organizations interested in university teaching and research.

Under section 24, the commission is responsible for making suggestions to the Conseil with respect to university teaching and research, while under section 10, the Conseil may submit recommendations to the Minister of Education concerning any question under its jurisdiction.

Would it be advantageous to divide the responsibility for formal evaluation between the areas of teaching and research? If this question is answered in the affirmative, it would be appropriate to look at the possibility of giving a committee of the Conseil de la Science et de la Technologie the mandate to evaluate the university research system. Under section 34 of the *Act to promote the advancement of science and technology in Québec*, the Conseil de la Science et de la Technologie may form committees to facilitate its work and it must form commissions to study specific questions at the request of the Minister of Industry, Trade, Science and Technology. Under section 30,

34. Advisory Panel on Future Directions for Postsecondary Education, *Excellence, Accessibility, Responsability* (Ontario, 1996).

the Conseil may give the Minister its opinions or recommendations on any question related to the scientific and technological development of Québec.

In principle, evaluation practices would make it possible to situate the university system of Québec in relation to university systems elsewhere in the world. With the collaboration of the universities, the commission or commissions responsible for evaluation could develop a set of performance indicators for university activities. These could be based on practices used in other countries or on what has already been proposed by the OECD.[35] They should cover various aspects of university education and serve as the basis for the more qualitative assessments that are needed to take into account the inherent complexity of university activities. "Systemic" indicators resulting from this work could supplement the institutional indicators developed by each establishment to evaluate its attainment of its own objectives.

In the circumstances, the two advisory councils–the Conseil supérieur de l'éducation and the Conseil de la Science et de la Technologie–would see their internal activities oriented toward the production of opinions or recommendations to the ministers responsible for education or scientific and technological development in Québec. Might it not be the case that this work could be of great use to the universities themselves?

Questions

- **Should Québec establish a formal mechanism for evaluating the university system, independently of the government and the universities?**
- **If this were the case, would it be appropriate to entrust this responsibility to the Commission de l'enseignement et de la recherche universitaires of the Conseil supérieur de l'éducation?**
- **Would it be more appropriate to separate this responsibility between two organizations, the Conseil supérieur de l'éducation and the Conseil de la Science et de la Technologie, with the former having the responsibility for evaluating the teaching system and the latter for the research system?**

35. See Appendix 4.

VII. ACCOUNTABILITY OF UNIVERSITIES AND THE GOVERNMENT: INCREASED ATTENTION

The government is concerned about maintaining the trust between the universities and the population, and it shares society's demand for transparency and accountability in management. Since the legislation accords each university the responsibility for choosing its own activities and development perspectives, the principal responsibility for the manner in which their mission has been accomplished lies with the universities. In addition, since the government assumes much of the burden for financing university activities, it must also answer to society for the universities' "performance." The result is a shared accountability, which is already structured in several ways.

The universities carry out several activities designed to confirm their accountability and foster transparency within their area of competence. For example, each year they give the ministère de l'Éducation a considerable amount of information concerning their activities and resources. Several information systems are used to convey this data. In keeping with the *Act respecting educational establishments at the university level*, each university submits to the National Assembly annual reports on the salary of its administrators, on its performance and on its development perspectives. In addition, the administration of each university makes a presentation at the annual hearings of the Parliamentary Committee on Education. The universities' way of rendering accounts remains unique within Québec's parliamentary system, at least among major institutions in the public sector.

The ministère de l'Éducation is also accountable for its decisions and administration to the National Assembly, the Parliamentary Committee on Education (credit review) and the Parliamentary Committee on the Budget and Administration (accountability of deputy ministers and administrators of public agencies): the public funding placed at its disposal gives it the general responsibility for the orientation, quality and performance of the universities, including their annual operating budget and their five-year investment plan.

These numerous renderings of accounts have evolved over years, gradually covering different facets of the universities' and the Ministère's activities and taking forms adapted to the nature of the various activities.

Nonetheless, despite the universities' many efforts, the demand for transparency remains strong and is becoming more and more stringent. Perhaps this is because of the considerable public funds involved, or perhaps because the universities have developed more varied and complex ties with society and are increasingly seen as a public service. In any case, it seems that public opinion is no longer content with simple statements or glimpses from afar of this specialized sector: it wants full explanations and documentation. Indeed, it wants the same thing from many other institutions.

The government acknowledges this public expectation and recognizes that it must be addressed with frank and realistic answers.

Would it not be possible to use an idea proposed some time ago by Jean-Paul Audet[36] to the Angers Commission of taking advantage of the university administrations' annual presentations before the parliamentary hearings to have the universities update the population on their collective situation and development perspectives?

36. Jean-Paul Audet, *Sur la notion de responsabilité de l'institution universitaire* (Montréal, 1980), p. 27-28.

UNIVERSITY AND GOVERNMENT ACCOUNTABILITY

1. **The government believes that it is important to pay careful attention to the public's demand for greater accountability.**
2. **It is up to university administrators to examine in detail the way in which each university can fulfil its responsibility in this regard, both internally, toward its staff and students, and externally, toward the population in general and specialized groups.**
3. **The government believes that Québec should develop a set of indicators for use in evaluating the performance of Québec's university system. These indicators should make it possible to compare Québec universities with university systems elsewhere in the world.**
4. **The government believes that each university should adopt a similar procedure in order to evaluate its own performance in terms of the objectives it set itself in its mission statement.**
5. **The government also believes that the population may not be adequately familiar with the university as an institution, its mission and the concerns of its numerous categories of personnel, in both teaching and research. It would be useful to provide information that better answers the questions of the public by explaining the issues and clarifying matters concerning certain activities. This would favour mutual understanding and consolidate a relationship of trust between the public and the universities. In particular, the annual hearing of university administrators in parliamentary commission could provide a good occasion for a collective stock-taking.**

Question

- **What changes can the university authorities make to improve their efforts to communicate with the general public?**

CONCLUSION

CONCLUSION

Educational reform is under way at all levels of instruction. At the university level, where the government does not have direct responsibility in matters of teaching or research, it is acting as a spokesperson for society's expectations regarding the university. It is submitting for consultation a number of orientations and questions designed to update the development focuses of the university system for the coming decade.

This paper has incorporated input from many sources: special mention goes to a group of people from the universities, colleges and various socio-economic milieus who, working with a ministerial committee, established the broad outlines of the text. In brief, there are three major challenges.

We must first **clarify the mission of the universities** and thus the orientations their development can take. Given the multiple demands that are presently being made on universities, it is essential to arrive at a shared vision of the university. The Conseil supérieur de l'éducation has already recommended holding a debate on this subject.

Second, for the next few years, **we must make sure that all energy is focused on the educational mission of the university**. The issues of student support and of the professors' workload are among the top priorities. Undergraduate education in particular needs to be reconsidered. Its ties with the college level, the quality of university education, the role of lecturers, the objectives to pursue in undergraduate courses, the coherence and specialization of programs, the objectives of short programs–all of these issues must be seriously addressed.

University research, meanwhile, has experienced important quantitative and qualitative changes in the last two decades. Over the next few years, the research system must continue to evolve, with a mixture of daring and wisdom, toward more diversified and more complex partnerships than those with which we are familiar.

Lastly, **we must administer differently**. It would be hard to overstress the importance of the joint actions undertaken by Québec universities in order to promote the development of our university system. The next few years should see greater cooperation between college-level institutions and universities, particularly as regards programs. These joint actions should be followed closely, to ensure that the goals of the reform of education are attained, which will require the sharing of reliable information among a great many stakeholders.

It is with these measures that the government, together with the universities, intends to respond, in the coming period, to the principal expectations that the population has expressed in various ways, and particularly during the Estates General on Education. These actions, whose goal is to rationalize, consolidate and develop the university system, must be undertaken in a spirit of responsibility and of the accountability of all those involved.

The issues outlined in this paper are presented for consultation. It is hoped that the ensuing discussion will benefit from the reflection and experience of a larger number of people involved in some way in the university system. The Québec government is counting on this contribution to ensure that the policy that Québec may subsequently adopt really represents the needs and aspirations of all those who care about the future of Québec universities.

APPENDICES

The 1990 United States census and the Canada 1991 census clearly show the United States in the lead over Canada with regard to the proportion of the population between the ages of 25 and 64 who undertook studies leading to a bachelor's degree.

Proportion of the population between the ages of 25 and 64 who undertook studies leading to a bachelor's degree, Québec and Canada (1991), United States (1990)

	Proportion	Enrolments
Québec	12.9%	3 800 055
Canada excluding Québec	14.9%	10 739 545
United States	22.3%	127 670 000

Source: 1991 Canada census. 1990 United States census. Ministère de l'Éducation, Direction des statistiques et des études quantitatives, 1997.

These figures also show where Québec still stands, despite considerable efforts made to improve its enrolment over a period spanning more than two decades, from 1968 to 1990.

Furthermore, other indicators, provided by the OECD and calculated by the participating countries, allow us to make a fairly accurate assessment of the situation among the younger generations. If we consider only the normal age for obtaining a bachelor's degree, which is 22 years in Canada, we see that in 1992, 27.8% of 22-year-old Quebecers could hope to obtain a bachelor's degree during their lifetime. This figure places Québec at the top with the leading OECD countries: 27.8% in Québec, 27.4% in the United States, 27.2% in Canada (including Québec), 23.4% in Japan and 20.4% in the United Kingdom.[37]

At the OECD, the rate for obtaining a university degree is calculated by taking the number of bachelor's degrees (or equivalent) awarded in a given year and dividing it by the population of the theoretical age at which the degree is normally obtained, which is 22 years in Canada.[38]

The figure presented by the OECD is similar to the rates obtained by the ministère de l'Éducation, despite certain differences in the methodologies used. For the ministère de l'Éducation, the number of bachelor's degrees awarded in each age group is divided by the population of the corresponding age. The sum of the rates by age represents the probability of a given generation obtaining a bachelor's degree in its lifetime.[39]

This is the method of calculation used by the Ministère in its *Ministerial Plan of Action for the Reform of the Education System* in proposing that the rate for obtaining a bachelor's degree in the year 2010 will be 30%.

37. Organization for Economic Co-operation and Development (OECD), *Indicators of Education Systems*: *Education at a Glance*, Paris, 1995 Edition, p. 218.

    Québec, ministère de l'Éducation, "Fiscalité et financement des services publics," *Oser choisir ensemble, Le coût et les résultats de l'éducation* (Québec: Les Publications du Québec), p. 58.

38. Organization for Economic Co-operation and Development (OECD), *Indicators of Education Systems*: *Education at a Glance*, Paris, 1995 Edition, p. 217 and 356.

39. Valérie Courville, *Atteinte de l'objectif de 30 p. 100 d'obtention du baccalauréat énoncé par la ministre* (Québec: ministère de l'Éducation, 1997).

APPENDIX 2

Distribution of first-time enrolments in short-program categories according to academic institution, Fall 1994

INSTITUTION	Enrol. in under-grad certif.*	% vert.	Enrol. in other short progs*	% vert.	TOTAL enrol.	% vert.
Bishop's University	19	0.17%	268	2.21%	287	1.22%
Université de Sherbrooke	640	5.59%	678	5.60%	1318	5.60%
Université Laval	545	4.76%	1774	14.66%	2319	9.85%
UQAT	103	0.90%	299	2.47%	402	1.71%
UQAC	337	2.94%	159	1.31%	496	2.11%
UQAH	432	3.77%	125	1.03%	557	2.36%
UQAR	329	2.87%	61	0.50%	390	1.66%
UQTR	736	6.43%	250	2.07%	986	4.19%
ÉNAP	0	0.00%	29	0.24%	29	0.12%
Téluq (**)	417	3.65%	577	4.77%	994	4.22%
Sub-total outside the Montréal region (%)	**3558**	**31.08%**	**4220**	**34.86%**	**7778**	**33.03%**
Concordia University	91	0.79%	1183	9.77%	1274	5.41%
McGill University	1425	12.45%	1708	14.11%	3133	13.30%
Université de Montréal	2917	25.48%	2311	19.09%	5228	22.20%
École des Hautes Études Commerciales	785	6.86%	351	2.90%	1136	4.82%
École Polytechnique	285	2.49%	169	1.40%	454	1.93%
UQAM	1851	16.17%	1465	12.10%	3316	14.08%
Institut Armand-Frappier	0	0.00%	14	0.12%	14	0.06%
INRS	0	0.00%	56	0.46%	56	0.24%
ÉTS	125	1.09%	60	0.50%	185	0.79%
Téluq (**)	411	3.59%	568	4.69%	979	4.15%
Sub-total in the Montréal region (%)	**7890**	**68.92%**	**7885**	**65.14%**	**15775**	**66.97%**
TOTAL	**11448**	**100%**	**12105**	**100%**	**23553**	**100%**

Source: Québec, ministère de l'Éducation, *Indicateurs de l'activité universitaire*, 1995 edition, Québec, 1996, p. 214 to 256.

(*) First-time enrolments in certificate programs, short programs and independent studies. These figures exclude first-time enrolments in short programs at the graduate level, which are included in the category of long programs with respect to prerequisites.

(**) In the fall of 1994, for all enrolments received (5113), 4251 included a postal code, 2109 of which were in the Montréal region (665 in Montréal, 755 in the Montérégie, 252 in the Laurentides, 228 in Lanaudière and 209 in Laval). According to this definition, the remaining enrolments are deemed to be outside the Montréal region. These proportions were applied to first-time enrolments.

RECU, Liste D560, administrative region of the Bureau de la Statistique du Québec.

APPENDIX 3

Distribution of first-time enrolments according to program duration and academic institution, Fall 1994

INSTITUTION	Enrol. in short progs*	% horizontal	Enrol. in long progs**	% horizontal	TOTAL enrol.	% horizontal
Bishop's University	287	36.3%	504	63.7%	791	100%
Université de Sherbrooke	1318	29.1%	3205	70.9%	4523	100%
Université Laval	2319	33.4%	4624	66.6%	6943	100%
UQAT	402	61.1%	256	38.9%	658	100%
UQAC	496	36.4%	866	63.6%	1362	100%
UQAH	557	47.2%	624	52.8%	1181	100%
UQAR	390	37.8%	643	62.2%	1033	100%
UQTR	986	37.9%	1615	62.1%	2601	100%
ÉNAP	29	9.5%	275	90.5%	304	100%
Téluq (***)	994	98.8%	12	1.2%	1006	100%
Sub-total outside the Montréal region (%)	**7778**	**38.1%**	**12624**	**61.9%**	**20402**	**100%**
Concordia University	1274	21.3%	4712	78.7%	5986	100%
McGill University	3133	36.3%	5498	63.7%	8631	100%
Université de Montréal	5228	60.7%	3388	39.3%	8616	100%
École des Hautes Études Commerciales	1136	49.4%	1164	50.6%	2300	100%
École Polytechnique	454	38.0%	742	62.0%	1196	100%
UQAM	3316	42.3%	4516	57.7%	7832	100%
Institut Armand-Frappier	14	42.4%	19	57.6%	33	100%
INRS	56	57.7%	41	42.3%	97	100%
ÉTS	185	29.3%	447	70.7%	632	100%
Téluq (***)	979	98.8%	12	1.2%	991	100%
Sub-total for the Montréal region (%)	**15775**	**43.4%**	**20539**	**56.6%**	**36314**	**100%**
TOTAL	**23553**	**41.5%**	**33163**	**58.5%**	**56716**	**100%**

Source: Québec, ministère de l'Éducation, *Indicateurs de l'activité universitaire*, 1995 edition, Québec, 1996, p. 214 to 256.

(*) First-time enrolments in attestations, short programs, independent studies and undergraduate certificate programs.

These figures exclude first-time enrolments in short programs at the graduate level, which are included in the category of long programs with respect to prerequisites.

(**) Long programs include bachelor's programs, master's programs, doctoral programs as well as graduate diplomas, with respect to prerequisites.

(***) In the fall of 1994, for all enrolments received (5113), 4251 included a postal code, 2109 of which were in the Montréal region (665 in Montréal, 755 in the Montérégie, 252 in the Laurentides, 228 in Lanaudière and 209 in Laval). According to this definition, the remaining enrolments are deemed to be outside the Montréal region. These percentages were applied to first-time enrolments.

RECU, Liste D560, administrative region of the Bureau de la Statistique du Québec.

APPENDIX 4

The OECD[40] suggests some visible indicators for comparing university systems. These are:

1. the net attendance rate in higher education;
2. the rate for obtaining a first degree at the university level;
3. the supply of science graduates in higher education per 100 000 people in the active population between the ages of 25 and 34;
4. the cost per student, in equivalent U.S. dollars, for a university education;
5. the cost of education as a percentage of the GDP, by source of funding, for academic institutions.

40. Organization for Economic Co-operation and Development (OECD), *Indicators of Education Systems*: Education at a Glance, Paris, 1996 Edition.

Gouvernement du Québec
Ministère de l'Éducation
Enseignement supérieur

14-911010X