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THE UNIVERSITY OF ALBERTA

THE PROCESS OF  
GOVERNANCE CHANGE AT  
FOUR ALBERTA COLLEGES



ROBERT NICHOLAS LOUIS ROZENHART

A THESIS

SUBMITTED TO THE FACULTY OF GRADUATE STUDIES  
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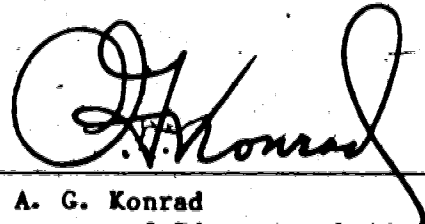
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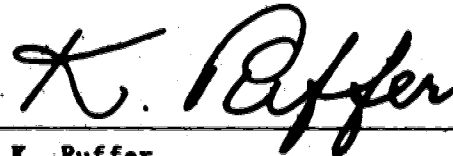
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## ABSTRACT

The purpose of this study was to describe the process of governance change as it occurred in four Alberta provincially administered institutions, namely, Fairview College, Kayano College (Fort McMurray), Lakeland College (Lloydminster), and Olds College. Government and college documents were used to analyze and describe the process followed by government and the colleges in effecting the transition from departmental governance to board governance. A questionnaire was used to assess the perceived effects that the governance change had on specific aspects of college operations, such as instructional goal setting, resource allocation, program development and program approval. The questionnaire also examined briefly the effectiveness of the new boards.

The process of governance change, as followed by a department task force, was divided into six categories of activity: legislation, establishment of boards, employee relations, administration and finance, interdepartmental involvement and organizational review. The study indicated the process of governance change was complicated for both government and colleges. Many factors had to be considered and resolved before the changeovers were completed.

The effects of the change to board governance<sup>2</sup> differed at each college. However, marked changes were experienced in the areas of instructional goals, resource allocation and program development. Faculty and community involvement in college operations also had a decided upswing following a change in college governance.

Responses to questions related to board effectiveness indicated that all boards were considered to be effective in dealing with most aspects of college activities. Board characteristics such as "rapport" and "sense of priorities" were rated high at all the colleges. The change in governance appeared to have been successful to a greater or lesser extent at all four colleges.

## ACKNOWLEDGEMENTS

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The study itself would not have been possible without the cooperation of the chairmen and presidents of Fairview, Keyano, Lakeland and Olds Colleges.



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## CHAPTER I

### AN INTRODUCTORY STATEMENT OF THE PROBLEM

#### OVERVIEW

The Alberta postsecondary education system consists of four sub-systems in which individuals can earn a degree, diploma or certificate. Each sub-system is independent of the other, in that a person is not required to complete studies in one sub-system before continuing in another. The four sub-systems which comprise the Alberta postsecondary education system are the following: universities, colleges, technical institutes and Vocational centres.

Prior to April 1, 1978 there were eleven non-university postsecondary institutions directly administered by a department of government. The case has been made by various individuals, educational studies and commissions that all of these provincially administered institutions should be administered by independent boards.

In 1967 the government appointed the Board of Postsecondary Education which had several objectives in its terms of reference. Among them was the drafting of legislation for the establishment of a community collage system. The draft legislation resulted in "An Act Respecting a Provincial College System," 1969, (Campbell, 1971). This Act provided for the establishment of a nine member commission to regulate the affairs of colleges and also provided for the inclusion of provincially administered institutions, the agricultural colleges and the technical

institutes into the public college system which would then be administered by autonomous boards of governors and funded by the provincial government.

In his book, Community Colleges in Canada, Gordon Campbell (1971) referred to an apparent anomaly in the Alberta system in that the two institutes of technology and ~~the~~ three agricultural colleges were separated from the public college system. Each of these three types of colleges were viewed by government as one system, yet each had a separate governance structure: the technical institutes administered by the Department of Education, the agricultural colleges operated by the Department of Agriculture, and the public colleges each governed by a board. Campbell suggested that all of these institutions should be considered as colleges and have independent boards of governors.

The Commission on Educational Planning, chaired by Dr. W.H. Worth (1972) also stated that each university, college and institute should be the responsibility of a lay governing board, and that the three agricultural-vocational colleges become fully integrated into the public college sector. The recommendations included the establishment of boards of governors that would have among their membership individuals who represented a broad spectrum of socio-economic backgrounds. The college boards should include student and faculty representatives.

Legal authority for each college, institute and university should reside in a predominantly lay governing board. The idea that higher education is too important to be left to educators and students alone, and that it requires surveillance by the larger society, is supported by many Albertans (Worth, 1972: 123).

The Worth Commission, as it came to be called, suggested that the agricultural and vocational colleges become aligned with colleges in the immediate area such as Red Deer--Olds; Grande Prairie--Fairview to avoid program duplication and to facilitate the development of specialty programs. Such an alignment would apparently have the benefit of a single board of governors that would have jurisdiction over a larger region but would avoid competition for students and duplication of programs.

The Report on Postsecondary Non-University Education (Bosetti, 1972), which looked at alternative proposals with respect to system-wide co-ordination for non-university education, was strongly in favour of establishing independent boards of governors for all postsecondary institutions either through amalgamation with existing colleges or through newly formed boards. The report recommended that Vermilion College become a satellite of Grant MacEwan College, while Fairview College align itself with Grande Prairie Regional College. The report further recommended "That each institution (college) in the system be governed by an appointed board of governors who will be responsible for the operational functions of the institution" (Bosetti, 1972: 31).

Another study conducted in 1973, Towards an Interprovincial Community College (Ingram, et al.), which was to determine the possibility of establishing a college delivery system in the Lloydminster-Vermilion-Maidstone area of Alberta and Saskatchewan, made recommendations similar to Bosetti's study. This government commissioned study had a more specific mandate, that of examining the postsecondary educational needs and governance arrangements in the eastern section of the province, an area which at that time was only partly served by Vermilion College.

Among the several issues given careful scrutiny in the Lloydminster study was the matter of college governance. The college was seen as more than an agency that coordinated the course offerings of other post-secondary institutions. The study recommended that the college have a "presence" throughout the region and that it required a certain amount of self sufficiency, physical assets and the provision for local input to influence the direction of the college. In order for a community or regional college to be responsive to local needs, control of the college should be the responsibility of a local board of governors. The authors of Towards an Interprovincial Community College recommended the establishment of a local board in the governance of the college. The study also recommended that considerable input from local advisory councils be used in identifying community needs.



As shown, the question of whether to establish a board of governors for provincially administered institutions had been given substantial consideration by a number of educational study groups in Alberta during the past 20-25 years. The reports and studies cited support local governance as a means of ensuring that operational policies, resource allocation and other administrative decisions are made and carried out to the satisfaction of the constituents of the community and the institution. The issue of institutional governance has been studied by many noted educators in Alberta which represents just a small portion of the literature that addresses itself to governance and governance issues. Chapter two deals in greater detail with the various studies done in other regions of North America.

Perhaps because of these recommendations, in addition to other political pressures, the four colleges at Fairview, Fort McMurray, Lloydminster and Olds became board-governed colleges on April 1, 1978. The process of changing the form of governance at these four institutions and the effects of this change in governing structure formed the basis of this study.

#### THE DEVELOPMENT OF THE ALBERTA COLLEGE SYSTEM

The growth of the Alberta College system was delineated into three phases (Small, 1972: 38). The first phase (1910-1957) was the establishment of private church-sponsored colleges which had accreditation arrangements with the University of Alberta. These arrangements eventually led to affiliation regulations whereby the

University of Alberta specified the curriculum and qualifications of the teaching staff. This phase included the establishment of Alberta's first public Junior college, Lethbridge College.

The second phase, 1957 to 1967, started with the Public Junior Colleges Act and included the establishment of four more public colleges (Red Deer, 1964; Medicine Hat, 1965; Grande Prairie, 1965; and Mount Royal College, 1966). Mount Royal College had been a private church-affiliated college prior to 1966.

During the college system's early years, the problem of its role in relation to the universities' role in education was not clearly established. The Cameron Commission (1959) and Stewart's (1965) Special Study on Junior Colleges suggested that the Junior College should fill the gap between high school and university programs and decentralize vocational and technical education. Stewart (1965: 15) referred to his "New Institutions" as a place that would provide a "second chance" for students not initially qualified to go to university.

The Schools of Agriculture at Fairview, Olds and Vermilion were examined by the Cameron Commission (1959) as to their effectiveness. It was determined that their programs were antiquated, they were not meeting the needs of many of the rural students, and their enrolments were decreasing steadily during the 1950's. The Cameron Commission recommended that the Agricultural Schools be designated as community

2

colleges and offer a wider range of vocational programs in addition to their normal agricultural courses which were badly in need of updating. Some of the recommendations of the Commission were acted upon in due course -- old programs were revised and new programs were established. The schools were officially renamed in 1967, (unofficially, 1963) to Agricultural and Vocational Colleges.

This phase of college development ended with the establishment of the Provincial Board of Postsecondary Education. The university largely controlled the colleges prior to this time through its committee on Junior Colleges "which determined academic standards for courses and programs" (Stewart: 42). The role of the Board was to coordinate the activities of the junior colleges, studying postsecondary educational needs and making recommendations regarding their fulfillment, advising the Minister of Education on the financial support of junior colleges, and arranging for the affiliation of colleges with the universities.

The third phase (1968-1973), outlined by Small, was one of coordination by specific agencies for both universities and colleges. This phase included the establishment of the Colleges Commission and the Universities Commission. Although J. Small wrote his monograph while the Commissions were still in existence, this phase ended in 1973 when the Commissions were dissolved and their responsibilities assumed by the newly established Department of Advanced Education.

If one were to extend the pattern outlined by Small, the fourth phase would include the overall coordination of colleges and universities by the Department of Advanced Education and Manpower, the establishment of the Council on Admissions and Transfer and the proposal by the government in 1977, to change the governance structure of the four colleges at Fairview, Fort McMurray, Lloydminster and Olds.

The 1970 legislation that created Alberta's college system (The Colleges Act) made provision for provincially administered institutions to become a part of the college system at some future time.

#### FOUR PROVINCIALY ADMINISTERED COLLEGES

Having dealt with a general overview of college development and some of the proposals for public governance of provincially administered institutions in the Alberta college system, a more detailed examination of the four provincially administered colleges, namely Fairview College, Keyano College, Lakeland College (formerly Vermilion College), and Olds College follows.

##### Fairview, Lakeland and Olds Colleges

In 1913, the Department of Agriculture established agricultural colleges at Vermilion and Olds to meet the needs of the agriculture industry. As enrolment increased, new programs in home-making and small business also were offered. A third school was established in 1951 at Fairview to provide agricultural training and apprenticeship programs to residents of northern Alberta.

The Cameron Royal Commission on Education, which reported to the government in 1959, recommended that the agricultural schools be transformed into community colleges and offer a wide range of vocational programs in addition to their agricultural courses.

In 1963, and in recognition of their expanded roles, all three schools changed their names to Agricultural and Vocational Colleges. They continued to be operated by the Department of Agriculture until 1973 when responsibility for their administration was transferred to the newly established Department of Advanced Education.

The forces of change were operating for Vermilion College. In 1976, it became Lakeland College and offered courses of study in both Alberta and Saskatchewan. Following the recommendations of the previously-mentioned "Interprovincial College" study, Lakeland College became the first interprovincial college and offered vocational, technical and agricultural programs. It also provided general university programs on a brokerage basis. The College is administered from Lloydminster, while the Vermilion facilities serve as the main campus. Lakeland College maintains its regional mandate through offices located in St. Paul, Wainwright, Lloydminster and Vermilion. Extensive input is received from 13 local Further Education Councils located throughout the region which make recommendations to the college concerning the type of programs required by the local communities.

### Keyano College

Keyano College came on the college scene as a vocational training centre located in Fort McMurray. It began in 1965 as a federally sponsored institution primarily for adult upgrading and vocational education for residents of north-eastern Alberta. Soon its role expanded to include trade and apprenticeship training with particular emphasis on the training of heavy equipment operators for use in oilsands, mining, and road building. As the town of Fort McMurray grew in the early seventies along with the oil extraction industry, so grew the need for more educational opportunities. The Worth Commission (1972) recommended that the Vocational Centres should continue to play a specialized role for several years. But it also foresaw the need for expansion into a community college offering technical programs directed towards the special needs of the region, such as mining and ore extraction.

The Alberta Vocational Centre at Fort McMurray became Keyano College in 1974, recognizing that it was more than an academic upgrading institution. It had become a community college which offered a variety of educational programs, short courses and services to meet local and regional needs of a personal, vocational and technical nature. Keyano College serves as the site for many community-sponsored activities and provides educational expertise and facilities to the residents of Fort McMurray.

These four colleges had been provincially administered either by the Department of Agriculture or by the Department of Advanced Education and

Manpower. Although the case had been made many times that the agricultural colleges and the technical institutes should be part of the public college system, they remained under the stewardship of a department of government until April 1, 1978.

On May 2, 1977, the Honourable Dr. A.E. Hohol, Minister of Advanced Education and Manpower, announced in the legislature that these four provincially administered colleges would become public colleges, each with its own board of governors. The announcement indicated that it was an appropriate time in the development of the Alberta college system for these particular colleges to receive more input and direction from their local communities.

The establishment of governing boards for institutions already in existence and directly administered by a government department was a new step in the development of the college system. How did this transition to public governance occur? What were the effects of this change on the colleges and their activities?

#### THE PURPOSE OF THE STUDY

The primary purpose of this study was to describe the process of changing the form and structure of governance at four colleges, from being administered by a central department of government to coming under the control of boards of governors. Changing governing structures was an involved and complex procedure that involved the whole strata of

government, from the maintenance worker to the Provincial Cabinet. The decisions that had to be considered ranged from determining college logos to transferring college assets.

A secondary purpose of this study was to investigate the effect that the change in governance had on the colleges, in relation to the structure and operation of the colleges, as well as on the surrounding communities. Although an immediate effect on instruction and college programs was not anticipated by those involved in the conversion process, this study also examined whether instructional goals or the instructional process had changed. The government task force directed to coordinate the transition process categorized its activities into six main issues that had to be examined. They were as follows:

- 1) Establishment of Boards of Governors
- 2) Employee Relations
- 3) Organizational Review
- 4) Administration and Finance
- 5) Legislation
- 6) Inter-departmental Implications

Each of these issues will be discussed in considerable detail in Chapter Four.

#### PROBLEMS ADDRESSED IN THE STUDY

In assessing the process of a change in governance and its effect on the colleges, the following questions were formulated:



1. What event or series of events prompted the decision to alter the governance structure?
2. What were some of the most difficult problems with which the college or government had to contend?
3. What were some of the major accomplishments under a public governing board?
4. To what extent has board governance improved or been detrimental to the management of the institution?
5. What was the effect on the colleges in terms of institutional goals or directions since boards were appointed?
6. To what extent does board governance affect the local or regional community?
7. To what extent did local input affect the direction or goals of the institution?
8. How has the college structure changed since boards were appointed?
9. How has faculty input into the decision-making process changed?

It was expected that the responses to these questions would provide reasonable conclusions about the effects that establishing public governing boards had on the colleges at Fairview, Fort McMurray, Lloydminster and Olds. Conclusions were also made about the effect that new boards would have on any colleges that might be established in the future. One might be able to predict the pitfalls to avoid and the procedures to follow that would best facilitate a change in governance. With the involvement of four colleges, one could expect that there would be sufficient data to determine a methodology that might result in

success in future governance changes. However, the nature of the problem did not lend itself to a cook-book recipe that would ensure success.

#### DEFINITION OF TERMS

For the purposes of clarity and common understanding, it is necessary to define the following terms as they are used in this study.

**Community College** — A non-degree-granting public or private institution offering vocational or university parallel studies or both in programs of one or two year's duration (Campbell 1971).

**Provincially Administered Institution (PAI)** — A postsecondary non-university institution administered by a department of the provincial government.

**Board of Governors** — A group of individuals appointed by the provincial government that determines institutional goals and establishes policies with respect to the organization, administration, and courses of instruction of the college.

**Governance** — The structures and processes used to determine and exercise control over the development and operation of a college through the establishment of philosophies, policies and procedures which impinge upon faculty, students, administration as are required to meet the college's goals.

Transition or conversion -- A process whereby the responsibility of the administration of a postsecondary provincial institution is turned over to a board of governors.

Transitional Advisory Committees (TACs) - made up of academic staff, support staff, and administrators who assisted in drawing items of employee concern to the attention of either Department or college officials.

#### THE IMPORTANCE OF THE STUDY

Establishing a new postsecondary institution is an uncommon occurrence and fraught with many difficult problems. To change the governance system of four colleges administered by a large government department to that of governance by four boards is uncommon indeed. This study traced the change process and assessed the immediate after-effects of the governance change. Since such a change in governance is a relatively unique experience, it is difficult to compare the results of this change with the results of others.

This study looked at how a provincial government's stated objectives were implemented. It is often difficult to follow the objectives and goals of government from initiation to conclusion. On many occasions, objectives are lost in the process of activity and forgotten. This study traced an objective, that of converting four provincial colleges to independent status, through an examination of the process and its effects.

Although changes in governance at postsecondary institutions are rare, the fact that they occur means that a study of this type could provide new insight that could be utilized for future governance changes. In Alberta, there are still seven postsecondary institutions that are directly administered by the Department of Advanced Education and Manpower. They include the vocational centres at Calgary, Edmonton, Grouard and Lac La Biche; the Alberta Petroleum Industrial Training Centre; and the Northern Alberta Institute of Technology (NAIT) and the Southern Alberta Institute of Technology (SAIT). If one were to follow the recommendations of The Board of Postsecondary Education (1967), and the Worth Report (1972), the Report on Postsecondary Non-University Education (Bosetti 1972), to name but a few, then these seven institutions would either be absorbed by present colleges, or become self-governing institutions.

With one exception, the four colleges concerned, had a long history in the field of Alberta postsecondary education. Each institution had made a valuable contribution to its surrounding region. The change in governance was but another stage in their development. This study helps to document at least a portion of their evolution to date.

#### LIMITATIONS AND DELIMITATIONS

The data gathering procedures primarily utilized a questionnaire instrument that asked for opinions and subjective answers. Some of the data thus derived were not easily quantifiable. The opinions and

subjective replies were possibly interpreted differently from what may have been intended by the respondent. Other portions of the questionnaire used a four-point Likert-type scale which were more easily analyzed using standard analytical techniques. A further limitation that arose was that of perceptual difficulties that occurred because of individual biases that would inevitably arise from time to time and could not be easily discerned by the researcher. Finally, only the opinions and perceptions of board chairmen and presidents were solicited in this study.

In terms of the time frame covered, the study was restricted to a time period beginning with the government's announcement that a change in governance would occur, May 1977, to approximately fall 1979. It was felt that using this time period the immediate effects would best be remembered by the respondents, as well as being the time when most of the immediate events took place.

## CHAPTER II

### A REVIEW OF RELATED LITERATURE

The governance of educational institutions has been analyzed by a great many individuals, government appointed commissions and private foundations. This chapter synthesizes the thoughts and recommendations of various individuals and groups who have devoted considerable time to study the governance of higher education. The primary focus deals with the boards of governors at colleges and other postsecondary institutions. A secondary focus relates to provincially administered institutions. This chapter outlines and discusses selected literature on government and board administered institutions.

#### GOVERNMENT ADMINISTRATION OF COLLEGES

Some institutions are directly administered by a department of government. In a study conducted by the Alberta Department of Advanced Education in 1974, Ottley and Brownlee examined the organizational structures of postsecondary institutions administered by the Department. The primary purpose of the study was to review existing organizational structures of provincially administered institutions, identify possible organizational problems, and recommend changes where necessary.

Although Ottley and Brownlee's study did not specifically address the issues related to board governance, their observations concerning the institutions' organizational structures indicated a lack of clear lines

of responsibility for various college functions. Referring specifically to the three colleges at Fairview, Olds and Vermilion, they wrote,

The common fault in the structure of all three colleges is the wide and diverse span of control of the principals. The college principals have from nine to sixteen persons reporting to them directly. At Olds and Vermilion, this number comprises mainly of the heads of individual programs, but at all colleges, the principal is expected to exercise control functions varying from registration to menus. (Ottley and Brownlee, 1974: 18)

Because of the unmanageable variety of matter with which each principal had to contend, Ottley and Brownlee recommended increased upper management support for all college principals. The study's recommendations also supported the concept of decentralization of some functions such as personnel services, which were administered by the Department of Advanced Education.

It was not clear whether the findings of Ottley and Brownlee were typical of all government administered postsecondary institutions, but they were certainly typical of the majority of such institutions in Alberta. The two technical institutes, on the other hand, were considered to have satisfactory organization structures.

It could be conjectured that institutional administration by a department of government could lead to organizational imbalances and lack of critical management personnel, since many of the administrative functions are handled centrally rather than at each instructional site.

### ROLE OF A BOARD

A board of governors has a variety of responsibilities that change with different situations. At times it must act decisively and direct the operations of the college; at other times it must guide the institution through periods of difficulty without exerting overbearing influence.

Boards must be multi-disciplined and be able to foresee, react and anticipate the future. They should provide the direction and goals for an institution. Postsecondary education, both in the United States and Canada, has traditionally been characterized by a number of autonomous or quasi-autonomous institutions. In one form or another these institutions are governed by a board or department of government whose primary responsibility is to assure that the educational needs of students are met. Theoretically, a governing board can control one institution, several institutions, i.e., a multi campus university or college, or as is the case in some United States jurisdictions, it can be a statewide governing board. Over time, and with respect to individual circumstances, the purposes and responsibilities of trusteeship have been altered to best suit a particular board and its particular institution. There is no one best arrangement that can be used by all institutions. Each system of governance must be tailored to the specific needs, both educational and political, of an institution.

Morton Rauh (1969: 9) outlined the basic role of a board of governors as: holding the basic legal document of origin, developing the purpose and role of the institution, promoting planned development, selecting



and determining the tenure of the chief executive, acting as the court of last resort. Most people would agree that the responsibilities of a board include all the above, but nevertheless the institution will not fulfill its responsibilities if its administrative staff is not of high quality. The most effective control the board has in assuring the fulfillment of responsibilities is in controlling the quality of managers. This is true "simply because well qualified managers make fewer mistakes and require fewer controls" (Koontz, 1972: 17).

The Carnegie Commission (1973: 32), in discussing the usefulness of college and university boards of trustees said that "... the board continues to be an essential institution in higher education." The Commission also maintained that among the alternatives that were available to higher education, board governance provided the best solution to institutional control. The Carnegie Commission adopted the view that board governance has served postsecondary education well in the past and, therefore, it will continue to do so in the future.

The responsibilities of a board of governors are different with each college. Perkins traced the evolution of the board's role (1973: 203). He pointed out that it originally was an agent of its creator -- the church or the state.

At some later point in time the role of bridge between society and the university was added to its role. More recently, it has also adopted the role of agent for the university community which in some instances became a court of last resort for constituencies of the university. Perkins pointed out that the roles of bridge and agent were in conflict with each other. He questioned whether a board could act as an agent of its creator, and also act as a bridge between the autonomous institution and the state when the board might have opposite views.

The Carnegie Commission (1973: 10) agreed with Perkins in that the role of trustees has indeed changed over time.

The board of trustees historically has held the "trust" — the guardianship of the long-run welfare of the institution. Under current circumstances it must also be more of a 'buffer' as campus and community are at odds, and more of an 'arbitrator' as dissension among elements on the campus has increased.

The role the board plays at an institution is the product of perceptions of what it ~~feels~~ the needs of the institution are and how best these needs can be served. That is, a board can only behave according to its understanding of educational issues. Corson (1975) argued that decisions respecting buildings and budgets should reflect an understanding of the activities being financed and housed. Secondly, trustees must also help the institution in holding back the mounting forces of bureaucratisation. Thirdly, trustees should provide continuing objective appraisal of internal operations.

Riley (1977: 229) stated his perception of the responsibilities of a board of governors:

The Board of Governors is a corporate organization which accepts a responsibility of trust. The trust is the college itself. Decisions of the board are, by definition, corporate decisions. Legally there is no aspect of the institution's affairs for which the trustees are not ultimately responsible.

More recently, Mortimer and McConnell (1978) studied the demands made by a number of constituent groups to have a larger role in campus decision making. In addition to the list of roles that Perkins and the Carnegie Commission cited, Mortimer and McConnell added that the board's role was the clarification of mission and purposes of a college, determining the physical boundaries of its region, and determining the relative emphasis on teaching and research. One final responsibility they added to the role of the board was to evaluate the effectiveness of its own performance.

Another method of determining the role of boards is to study the way in which boards make decisions. The way boards behave indicates how they perceive their responsibilities. Several studies have been conducted to determine how a board actually operates or how a board perceives its role. Paltridge et al. (1973) studied actions of 20 boards to determine what matters boards dealt with, and what degree and detail of attention they devoted to various decisions. His findings showed that boards dealt with a tremendous volume of decisions but, much of this was in the form of pro-forma actions particularly when it came to detailed

operational matters. "Responsibility for legislative policy formation, long term planning, administrative guidance, review of performance are frequently given minor attention or left to the initiative of administrators or government agencies" (Paltridge et al., 1973: v).

He found that of all the board actions, 60 percent were made prior to the fact of execution, hence non-delegated decisions, and 20 percent were after-the-fact ratifications of initial or tentative decisions made by others. Only 4.6 percent of all board actions originated from an independent motion of a trustee.

An extensive survey respecting boards was undertaken by the Educational Testing Service in Princeton (Hartnett, 1969). More than 5,000 trustees participated in a study to determine who trustees are, what they do, and their reaction to current educational issues. Hartnett gathered detailed information about boards, their composition, personal data, their reading habits, time spent on trustee duties, and their perceptions of their decision-making authority. Findings from Hartnett's study indicated that from the trustee's viewpoint the distinction between making decision and approving decisions already made was far from clear. Trustees' perceptions of how decisions should be made was different from how decisions were made. Several key points were raised regarding the trustees view of who should have major involvement in the different kinds of decisions.

1. Over 90 percent of the trustees felt that faculty and students should not have major authority in most of the decisions listed in

the survey. These ranged from adding or deleting courses to fraternities and sororities.

2. Trustees indicated that faculty should only be involved in matters relating to academic matters, such as adding or deleting courses.
3. Trustees generally preferred a "top down" approach to decision-making.

Differences of opinion between trustees of private institutions and trustees of public institutions were also recorded. Trustees of private institutions were more likely to include other members of the academic community, while trustees of public institutions tended to favour the "top-down" approach.

A similar study conducted by Konrad (1976) among members of community college boards in Alberta, British Columbia and English speaking colleges in Quebec found that board members spent a considerable amount of their time in meetings and individual consultations. Konrad's data suggested that trustees did not consider themselves to be directly involved in the decision-making process. The trustees were asked to categorize their level of involvement concerning decision-making on a variety of issues. They could select one of four choices: decided, reviewed and advised, approved or confirmed, and not applicable. In only one area, that of institutional role, did trustees regard themselves as having a level of involvement as high as reviewed and advised. All other issues were rated less than that. Trustees

considered their role largely as pro-forma. Konrad concluded that college trustees did not make decisions on substantive matters and their level of involvement in the decision-making process was less than significant. Since the data provided clear evidence that trustees tended to make mainly pro-forma decisions, their roles as trustees or governors of colleges needed re-examination.

#### COMPOSITION OF BOARDS

The boards of trustees which managed the first universities were made up of a number of "good citizens" of outstanding character to oversee the conduct of their institutions and make recommendations to their rectors. The board of trustees of the modern college or university, however, is an amalgam of society's diverse professions and representatives of many different interest groups.

The questions that are often asked are some of the following: What is the appropriate composition of a college governing board? Should faculty be represented? Should students be represented? Should special interest groups be represented? What type of individual should be appointed to the board?

Members can be appointed or elected to a board, depending upon the particular jurisdiction one is considering. In the Alberta public college system, all members are appointed to the board of governors by the Lieutenant Governor in Council. The Colleges Act (1978) provides

for 10 members — the president, who is also a voting member of the board, one each from the faculty and student body, and "seven other persons . . . one of whom shall be designated as Chairman" (1978, Sec.32).

Hartnett (1959) analyzed the characteristics of individuals who were appointed to boards of postsecondary institutions in the United States. His study found that board members tended to be white, protestant, male between 50 and 60 years old, and more than half with an average income in excess of \$30,000 per annum.

Konrad (1977b) also developed a profile of community college trustees from his study of trustees in the provinces of Alberta, British Columbia and English speaking colleges in Quebec. Konrad (1977b:72) described the typical board member, as

male, in his middle forties, a long-time resident of the province, and living within the same city or town as the college, highly educated, a member of a profession, and well-off financially. Ideologically he viewed himself as a liberal, and he was a member of the political party in power provincially. He was newly appointed, and had not previously served on a college or university board.

This study showed that political affiliation had a definite influence on whether a person was appointed to a college board. The relative newness of most board members suggested that the board must rely to a great extent on the chief executive officer and his staff not only for administrative expertise but also for direction in many policy matters.

The question of who should be appointed to a college board of governors is a very difficult question. Who can best represent the many diverse interests of those groups and individuals whom the college serves? Over time and as society changes, so will the membership of college boards.

The Carnegie Commission (1973: 33) came down clearly on one side of the issue of representativeness: "We also oppose faculty members and students of an institution serving on the board of the same institution because of potential conflicts of interest, and also because it is difficult to assure that they really are 'representative' of the faculty as the student body." Although opposed to actual membership on the board, the Carnegie Commission recommended that faculty and students could serve on board committees. The Commission argued that too much attention would be paid to day to day issues and not enough to policy issues if institutional members were on the board.

Zwingle (1974) contended that no one person should represent a particular constituency. A good trustee serves the whole public by service to the college. This view was supported by Leonard Epstein (1974) who maintained that although there was no definitive solution to the difference between various interests, many of which were legitimate, none should dominate over all others. He further suggested that while faculty should be involved with internal governance they "should be more than advisors but less than final arbiters on matters of public policy and allocation" (1974: 230).



Monroe (1975) expressed the view that faculty involvement in the governance of community colleges was inevitable. Since college faculty are so intrinsically involved in the operations of a college, it would seem essential that faculty would be directly involved in the governance of the college. However, he did not anticipate nor support the participation of students on college boards.

In Alberta, where both faculty and students are voting board members, the experience at many colleges has been that student and faculty are very valuable members of the Board. Indeed, at one college the student was a member of the board negotiating committee. Discussions with both lay board members and presidents, support the contention that having the student and faculty viewpoint has resulted in better board decisions and actions (Conference for members of boards of governors in Alberta Colleges, March, 1978).

Abram Konrad (1977a) conjectured that because there was student and faculty membership on the board, it was likely that it would be more representative of the constituents of the college. If his argument was correct, then the colleges in the United States where student and faculty are generally not represented, the focus of the board tends to be much more narrow and would not have the benefit of input from two important constituencies of the college.

In addition to faculty and student representatives, the boards of Alberta's colleges also have another member, the President of the college. This presents a rather complex problem at times since as chief executive officer he is expected to carry out the policies of the board. But as the head of the institution he must also bring forth institutional proposals and defend them. He is often caught in the middle, on the one hand having to submit a plan of action and defend it, and on the other hand discuss and vote on the plan as a member of the board. Konrad (1977a) found that although trustees strongly favoured faculty and student membership on boards, there was no uniformity of opinion among trustees respecting voting privileges for presidents.

Mortimer and McConnell (1978) pointed out that in the late sixties during the period of campus revolts, there were particular quick movements established at some institutions to have both faculty and student represented on various boards. But studies conducted in 1973 indicated that board chairmen were generally opposed (68%) to the addition of either students or faculty members to their board. The issue of faculty and students as voting board members was not an easy one to resolve for all boards at all institutions and can only be decided upon by those who have to the authority to do so.

In an article on community college boards, Konrad (1980) noted that since the past decade showed a change in the balance between institutional authority and governmental control the composition of

boards becomes increasingly important. Konrad (1980: 99) expressed the view that there were notable benefits from having faculty and students on boards because they added an "authentic instructional perspective to board discussions and because they helped in creating institutional awareness on boards."

### CONCLUSION

The responsibilities of a board is not the same in all situations. Some writers expressed the view that boards should establish the policies by which the institution should operate, while others suggested that boards were in fact the administrative leaders of the institution and should have more direct involvement in the operations.

Who should be involved in the governance of community college is a matter that is not resolved among the researchers. Some expressed the view that those that are served by and directly benefit from a college, namely the public, should be involved. This means that minority groups as well as majority groups be involved. It also means that young as well as old should be represented. And it means that students and faculty should be represented. The surveys conducted by the various researchers did not agree with each other, but this points out that the type of board that is selected is dependent on the situation or region within which a college operates. It appears that there is no one best solution that can be used to generalize about the selection of board members and make it applicable to all colleges.

## CHAPTER III

### METHODOLOGY OF THE STUDY

The methodology that was used in exploring the problem and research questions posed in Chapter One was primarily descriptive. This chapter identifies the study population, describes the documentary analysis, questionnaire development and data analysis.

#### THE STUDY POPULATION

The process of changing the form and structure of governance was examined at four Alberta colleges that experienced such a change in 1978. The focus of the study covered the period from the announcement of such a change in May 1977 until approximately a year following the change in the fall of 1979.

Documentary materials from the Department of Advanced Education and Manpower and each of the four colleges (Olds, Lakeland, Fairview, Keyano) were used as primary data sources. A questionnaire was used to ascertain the perceptions of college board chairmen and presidents regarding the changeover experience and its effects. Although the limitations of examining the changeover process at only four institutions and receiving questionnaire returns from only eight respondents were recognized, the data analyses provided useful insights into the process and its effects on institutional governance.

Since there were few people directly involved in the governance change, a very limited number of people were able to provide insight concerning the process of governance change. In most cases, only the presidents had the experience that could provide an overall perspective on the process. For the portion of the study that dealt with the effects that the change had on the college, the respective board chairmen also contributed valuable insights. The chairmen also added the perspective of a local citizen and how he viewed the college, prior to being appointed to the board.

The people selected to participate in the study were the presidents and chairmen of the board of each of the four colleges, totalling eight respondents. A difficulty occurred at Olds College during the transition process when, in mid-December 1977, the president resigned and an interim administrator was appointed by the Department of Advanced Education and Manpower, who functioned in the capacity of president until a new president was appointed by the board on April 30, 1978.

Since the new chief executive officer came from outside Alberta, he had little or no knowledge of the transition process. In order to maintain some continuity in the study, the interim administrator was asked to respond to that part of the questionnaire that dealt with the changeover process.

A somewhat similar discontinuity occurred at Fairview College where the incumbent president was on sabbatical leave at the time of transition, and an acting president had assumed his responsibilities. The acting president provided the required continuity and supplied information relating to the changeover process.

#### DOCUMENTARY ANALYSIS

The first portion of the study described the process of the governance changeover. Notes from the Departmental committee struck to coordinate the governance change, were used as a primary information source to outline the process from the viewpoint of government. Other documents, such as planning papers and Departmental memoranda were also utilized. In addition, the reports arising from the college committees, called Transitional Advisory Committees (TAC), were used to provide further insight into the process and various problems encountered at the college level.

#### QUESTIONNAIRE DEVELOPMENT

The second portion of this study, that of describing the effect of the change, made use of a questionnaire. The questionnaire solicited perceptions into effects or impact that the changeover had at each college. Both narrative or descriptive responses as well as quantifiable responses were solicited to record and report the perceptions of the respondents. This method of research, named stimulative recall, was used in a naturalistic setting by Marland (1977).

and Connors (1978), and seemed appropriate for this case study of governance change. The respondents provided perceptual information for an evaluative analysis that gave insight into the process and impact of the changeover. Participants were asked to respond to specific questions designed to describe a situation or circumstance unique to each institution.

A six-page questionnaire, requiring 52 responses, was developed for the study. Although the surveys of Hartnett (1969) and Konrad (1976) were helpful in identifying questionnaire topics, most items were developed specifically for this research. The questionnaire was divided into three sections: Process, Effects and Effectiveness.

The process section sought to measure perceptions regarding the attitude of faculty, students as well as the community toward the change and any particular problems that may have occurred. In addition, items also focussed upon the time provided, involvement of officials, and the mechanisms developed to facilitate the conversion process.

The second section of the questionnaire was concerned with the effects the changeover had on various activities and structures at each college. It was anticipated that the governance changeover may have shifted the decision-making process from the president and the Department of Advanced Education and Manpower to the board of governors. The literature indicated that college boards tended to make

pro-forma decisions and, therefore, this section of the questionnaire attempted to determine whether the establishment of a board had indeed caused a shift in decision making or whether, as the literature suggested, the decisions were largely left to the president and his staff.

The third section, dealing with effectiveness, ascertained the perceptions of respondents of board effectiveness. Questions focussed upon characteristics such as knowledgeability, rapport and several others designed to elicit responses of how the presidents and board chairmen assessed their respective boards. It was not intended that a thorough evaluation of the boards be undertaken at this stage in the colleges' development and after such a brief period of board governance. The intent of the questionnaire was to develop a perceptual profile of the governance changeover, its immediate effects and an initial assessment of board effectiveness while the experience was still relatively fresh in the minds of the main participants.

#### ANALYSIS OF QUESTIONNAIRE RETURNS

The responses to the questionnaire were assembled in tabular format according to process, effect and board effectiveness. Most of the items used a four-point Likert-type response scale and also provided for additional comments. The responses, ranging from low (1) to high (4), indicated the respondents' perceptions of the process and effect of governance change and the effectiveness of the new boards.



Data profiles were developed for each of the questionnaire items. Whenever appropriate, arithmetical means were computed to provide an overall perspective on the changeover. Due to the small number of respondents involved, it did not seem appropriate to make any comparative statistical analyses. Occasionally, observations about different responses among respondents were noted in the discussion of the results.

The responses and their implications are presented in Chapter Five.

## CHAPTER IV

### THE PROCESS OF GOVERNANCE CHANGE

This chapter outlines the procedures that were followed and the issues that had to be considered in the transition from provincial administration to public board governance at four colleges in Alberta.

The decision to grant public governance to four colleges was in concert with the provincial government's policy of decentralization. Other examples of decentralization were the establishment of Athabasca University and its scheduled move to the town of Athabasca in 1983, the Alberta Opportunity Company in Ponoka (1975), the establishment of the board of governors for the Banff Centre in 1978. There was pressure from the college communities to have the colleges become more responsive to community needs. It was also argued by college officials in informal discussions that governmental "bureaucrats" in Edmonton could not know and be familiar with all of the concerns of their regions.

On May 2, 1977, Dr. A. E. Hohol, Minister of Advanced Education and Manpower, announced to the members of the Alberta Legislative Assembly that four provincially administered institutions would change their status with respect to governance. The Minister maintained that some postsecondary institutions could best be served through a public governing authority:

I am pleased to announce today that the four colleges now administered by the government will become public colleges when the appropriate arrangements for the changeover can be made, but no later than September, 1978. Specifically, these colleges are Olds, Fairview, Lakeland and Keyano (see Appendix B).

The announcement by the Honourable Minister of Advanced Education and Manpower was the type that the Provincial Board of Postsecondary Education had been advocating in 1967. This change in governance was expected by the Department of Advanced Education and Manpower to have a significant effect on the colleges, its staff, and on the surrounding communities. It meant that these colleges which operated under direct government control and guidance would become self-governing. It meant that college staff would no longer be civil servants but would be directly responsible to a board of governors. It meant that the local community could have a more direct influence on college affairs and college directions.

When the decision to establish boards at four provincial colleges was announced, a Task Force of Department officials was formed whose role was to plan for and guide the transition process. The Department Task Force was made up of representatives from various department branches, namely, Finance Planning, Campus Planning, College Programs, Legislative Services and the Field Services Division. The committee categorized the tasks of transition into six specific elements. This chapter reviews these major elements and their implications during the transition process. The elements specified were: legislation, establishment of

boards, employee relations, organizational review, administration and finance, and interdepartmental involvement. Detailed consideration of each of these elements was important to the success of governance change.

At the time of the Minister's announcement, the exact date of the changeover was not specified. The Minister had stated that it would occur before September, 1978. This meant that it could also be any time prior to that date.

Task force members indicated that it would have been preferable to have had a firm date toward which colleges and the Department could work. Several dates were considered as possibilities. One date considered was September 1, as it would coincide with the start of the new college year.

A second possibility was July 1 to provide the same fiscal year for these colleges as the six colleges already in the system. Using July 1 as the start of the fiscal year would have caused some difficulty in that the provincial government's fiscal year ends March 31; it would have meant that the colleges first fiscal period would be 15 months long. In the first three months the colleges would have been administered by the Government and the last twelve months by a board. In the opinion of one task force member, this would have caused considerable administrative difficulties in terms of fiscal accountability.

A third possibility was April 1, because the government fiscal year would just have begun and there would then be no difficulty in accounting for only a portion of a year. Several other alternatives were also considered, such as phasing in a board every six months until all were in place. The government decided in January that the date that all the colleges would become board governed would be April 1, 1978.

The period following May 2, 1977 and up to April, 1978 was a time for increased activity on the part of the involved colleges and the various government departments. The planning and implementation of the conversion process, as it came to be called, was begun in earnest in June of 1977. What follows is a description of the process of governance changeover that was followed by the Department of Advanced Education and Manpower which was responsible for implementing this new government policy.

#### LEGISLATION

The Colleges Act (1970) provided the means by which government could make changes to specific jurisdictions under its control and establish the rules by which institutions and programs must operate in order to carry out the postsecondary education mandate.

There were two sections of The Colleges Act that empowered the Minister to establish a public college. Section 19, sub-section 3 stated:

. . . an order may be made under this section for the purpose of having a provincially-owned institution established as a public college and in that case the Minister,

- (a) shall determine the assets of the institution that become the property of the college board of the public college on the effective date of the order,
- (b) may give any directions necessary for the purpose of having the ownership of those assets transferred to the college board, and
- (c) may declare that any debt or liability incurred by the Government in connection with the provincially-owned institution shall become a debt or liability of the college board of the public college.

and Section 20, sub-section (1) and (3)

- (1) The Lieutenant Governor in Council by order may declare a provincially-owned institution to be a member of the college system to the extent that the order makes this Act applicable to that institution.
- (2) An order under sub-section (1) shall apply either that the Minister of the Department of which the provincially-owned institution is a part, or a named officer of his Department is to act as the college board for the purpose of this Act and in construing those provisions of this Act that apply to the institution, a reference to that Minister or that officer, as the case may be (The Colleges Act, R.S.A. 1978).

The difference between sections 19 and 20 was significant in that section 19 allowed the Minister (through the Lieutenant Governor) to establish a public college from a provincially-owned institution through a transfer of assets and liabilities to a named college board of up to seven public members and three institutional members and allowed the institution to continue as it was operating until an appropriate changeover date was reached. Section 20, on the other hand, provided

for the establishment of a college from a provincially-owned institution with an interim board appointed either by the Minister directly or by a designated Department official. This section was intended to be invoked when it was determined that present institutional staff should not be involved with the decision making process during a transition period. (Interpretation of The Colleges Act by the Director of Legislative Services, Department of Advanced Education and Manpower.)

The government opted to use Section 19 of The Colleges Act to effect the change in governance and also to involve college personnel extensively in the process.

There were several matters of concern in The Colleges Act that had to be considered in the changeover process:

- (a) Fiscal year: Section 44, Sub-section (3). "The fiscal year of each college board shall be the period prescribed by the Minister". The established institutions had a fiscal year from July 1 to June 30. The provincial colleges had a fiscal year of April 1 to March 31. Rather than have colleges in the same system with different fiscal years, the new colleges had two fiscal periods for the first year of operation: one extended from April 1 to June 30 and the second from July 1 to June 30 which then put them in phase with those colleges already in the system.

(b) Academic staff: Section 47, subsection (2). This section provided for the college board to enter into negotiations with the academic staff association for the purpose of determining a collective agreement. However, an academic staff association could not be formed until a college was formed, and until the board, which was not yet established, could recognize it. It was a peculiar situation since an academic staff association could not be formed without a board. The resolution to this issue is discussed later in the section of employee relations.

(c) Staff and student representatives on the board: Section 32 (1)(a):

A college board shall consist of the following members:

- (i) the president of the college,
- (ii) an academic staff member nominated by the academic staff association of the college and appointed by the Minister,
- (iii) a member of the student body of the college nominated by the students council and appointed by the Minister,
- (iv) seven other persons appointed by the Lieutenant Governor in Council, one of whom shall be designated as Chairman.

However, the student member could not sit on the board until the board recognized the students' governing body, which did not happen until April 1, 1978. It meant that, technically, the student member could not be involved in the planning by the designated board prior to April 1. However, in most cases this was resolved by allowing the student and academic staff member to sit as non-voting members until the official changeover.



(d) Lakeland College: Since Lakeland College at Lloydminster was an interprovincial college, several officials from Saskatchewan expressed the hope that the college board would contain at least one member from Saskatchewan. However, Section 32, sub-section 5(a) stated that when a board member was not a resident of Alberta he or she could not sit on a college board. If the Alberta government wanted to accede to Saskatchewan's request it would have meant an unanticipated revision to The Colleges Act. As a result, Saskatchewan does not have a representative on the Lakeland board, although an advisory committee to the Board was established to ensure that interests from the whole college region could have a voice.

The Colleges Act appears to have provided sufficient guidance and flexibility to enable government to make changes to the college system without causing undue disruptions to the overall process of governance change or to the operation of the colleges.

#### ESTABLISHMENT OF BOARDS

Section 31, Sub-section 2 of The Colleges Act (1970) stated that "a college board shall be established by an order (Order-in-Council) of the Lieutenant Governor in Council." The Order-in-Council was actually the last step in the process of governance change. The first step the task force took was to determine the regions each college served. This was

important because nominations for board members would be solicited from each respective region. Since each college recently had been involved in preparing a development plan which, among other things, outlined the service region, it was relatively straight forward step to confirm the college's definition of its service area.

The next step was to solicit nominations and applications for board membership from interested individuals in all of the regions served by each of the colleges. The initial procedures were undertaken at the end of July, 1977, and involved advertising and addressing various service groups and alumni organizations of each of the colleges to acquaint them with the role of trustee and the concept of board governance.

Individuals could be nominated by others or submit their own names by way of application. MLAs were also given the opportunity to participate in the process by nominating individuals they felt had the experience to fulfill the duties of board members.

The number of responses from people interested in serving on the college boards was significant. By October 1977, over 200 nominations and applications had been received. Each college board would consist of seven public members and three institutional members. Of the total number of nominations, only 28 public members would be selected; the other 12 would consist of one faculty and one student member and the president of each college.

In many instances, nominees had some direct link to the college, either as a graduate, former employee, advisor or member of a college committee. A background in education and/or agriculture was cited often, as well as experience in business, management, trades and community involvement. Approximately 17 percent of the nominees were women. A diverse occupational mix was represented and included: accountants, businessmen, researchers, lawyers, doctors, clergymen, homemakers, teachers, school administrators, and government employees. With such a wide divergence of nominees, it appeared that the choice of the first board members would have been a difficult task. (For more detailed descriptions of board appointees' background, see Appendix C.)

The new board members were selected by the Minister of Advanced Education and Manpower and notified of their new responsibilities on February 15 and 22, 1978. The reason for the different dates of appointment was the two boards were appointed one week, and the last two were appointed the second week. Their first 3 year term of office commenced April 1, 1978 (see Appendix D).

One further and very important step taken with the new board members prior to April 1, 1978 was an orientation to college issues and plans. Board members had to become knowledgeable not just about the governance process but also about the many issues that would have to be faced at each of their respective colleges.

Shortly after the boards were appointed, orientation/briefing sessions were conducted by Department officials responsible for this portion of the transition process with the new board members. These sessions were intended to outline generally the role and responsibilities of college boards and the steps the government had taken on their behalf with respect to employee continuance, employee benefits, collective agreements, finance and other matters such as recognition of faculty and student associations. In most cases this was the first opportunity board members had to meet one another.

A further orientation session was planned and organized for all board members of both new colleges and those already in the system to provide a forum for an exchange of ideas and to introduce new members to their colleagues. The board seminar was conducted to provide sessions for newly-appointed board members, sessions for experienced board members and joint sessions in which all could participate. Some of the discussion items were:

- (1) "Responsibilities of a Member of a College Board,"
- (2) "Collective Agreements in Effect," and
- (3) "Problems and Direction for Future Negotiations."

Most of the topics were of an introductory nature, providing board members with an indication of the kinds of problems they might encounter and how to handle them or from whom to seek advice.

### EMPLOYEE RELATIONS

The task force determined very early in the process that the most important aspect of governance change was how well the college staff would accept the change. Therefore, it was important to provide college employees with as complete and accurate information as possible. Their cooperation and involvement were key factors in determining the success of the changeover. As a result of the change in governance over 500 employees of the provincial government and members of the Alberta Union of Provincial Employees (AUPE) would leave the service of government and become employed by independent boards. The task force anticipated that there would be a certain amount of employee anxiety regarding job security, maintenance of benefits and related problems. It was considered essential, therefore, that the Department and senior college personnel seek to dispel any fears among the college employees that they would lose their jobs once boards were established.

Another aspect relating to potential employee anxiety was that of losing the "security" of government employment. Some of the college staff had been with the government for ten years or longer and had reached secure positions of seniority and felt threatened by a change in governance. For some, the fear of cutting their ties with government was difficult to overcome (Department Report). Part of the change process involved educating the employees as to their future with the college and whether the benefits would be maintained.

Transition Advisory Committees (TACs) were organized at each institution by college officials and task force members to assist in the conversion process. They were made up of academic staff, support staff, and administrators who assisted in drawing items of employee concern to the attention of either Department or college officials. The TACs served as employee representatives to the college and the Department. They brought up problems or questions that were raised by individuals or groups as the process of change continued. The TACs also served as clearing houses for information to and from the Department, as well as providing assistance such as giving advice regarding which positions should be retained by the colleges in the changeover. It appears, from the advisory committees in general, that the TACs served well and that employees were kept informed about the governance change.

AUPE, representing the employees while they were employed by Government, was also an important factor in the process. The potential for difficulties with the union was considered by the task force to be high. In order to forestall any problems with the union, it was also kept informed on the progress of transition.

Potential problems identified by the Department committee included the following:

- (a) The A.U.P.E. can be expected to oppose the change based on the strong likelihood that they would lose members as a result. Their public objections however would probably take the form of charges


that their members were being ill-treated as a result of the changeover and that this was further evidence of the inconsistency with regard to Labour Regulations Legislation in the Province (Department documents).

- (b) Employee anxiety regarding security and maintenance of benefits could result in public outcry or disruption in service at some locations (Department documents; Conversion Planning Report: 3).

AUPE was kept informed about the change in governance through information/orientation seminars provided by its membership services officers who had responsibility for the regions in which the four colleges were located.

One of the difficulties, according to the Labour Relations Act 1973, that government officials faced in dealing with the union was that they could not provide guidance and direction openly to college employees regarding union representation. The government or its officials could be charged with interfering with union activity. At times, however, college employees were uncertain about how they should organize, or whether to affiliate with an established union.

This difficulty, while an ongoing one throughout the conversion period, was eventually resolved through information sessions by the TACs at each college. The AUPE was the most successful in its recruitment program as it represented the employees at three of the four colleges, although several other unions attempted to recruit staff to their organization.



Another aspect of the whole transition process was the ability of the colleges to state at a very early date that all employees, with the exception of the Chief Executive Officer, would continue to be employed at the college if they so chose. In addition, the colleges or government had to be able to state that all employee benefits and conditions of work which were at present guaranteed under the collective agreement, would continue when the colleges became board governed.

Therefore, in accordance with the stated purpose of continuing the same benefits scheme as employees had with government, arrangements were made to provide college staff with such benefits as Group Life Insurance, Long Term Disability Insurance, and Travel Accident Insurance.

Pension benefits and credits were transferred from the Public Service Pension Plan to the Local Authorities Pension Plan. Under transfer agreements between the provincial government and several other major public organizations, the pension plans were portable and resulted in virtually no change either in benefits or contributions while maintaining the same benefits as the Public Service Pension Plan.

The Chief Executive Officers were excluded from an offer of continued employment because it was felt that the new college boards should appoint their presidents since they were the key figures with whom the boards would work. Two of the four boards, Lakeland and Keyano, appointed the incumbent as president. The position at Olds College was



vacant at the time the board was appointed and a presidential search was undertaken. A candidate from Ontario who had previous college experience was selected by the Olds College Board. The Fairview College board also advertised for a president and invited the incumbent president (who was on sabbatical leave) to apply for the position. Although he was not successful, he was subsequently employed by the Department of Advanced Education and Manpower in another capacity. The Fairview college board hired someone from the British Columbia college system.

In order to assure that the conversion proceeded with a minimum of disruption to staff and students and to avoid putting the new college board in a position of having to negotiate a new collective agreement, the Minister decided that the new colleges would adhere to the collective agreement which was being negotiated by government with the AUPE. This agreement would be in effect for a period of one year. After this time, the employees and new employers could bargain collectively to arrive at a new agreement for the 1979/80 year.

#### ORGANIZATIONAL REVIEW

As new college plans were being drawn up the task force recognized that each college would probably undergo some organizational changes in order to effectively take over all of the functions which were being handled centrally by the Department of Advanced Education and Manpower and other government departments.

The effect of impending change in current workloads had to be examined and the results from that study would determine areas where additional staff would be required. Such a study was undertaken in two phases. The first phase involved visitations by the college principals and department officials to three medium sized colleges in the existing public system to determine how they were organized, what were some of their problems and some of the potential difficulties that might arise with board governance. The primary interest of the college principals was related to the organization and reporting structure in place at each of the colleges and whether any changes would be required at their colleges.

Discussions centered around responsibility areas of particular positions, such as the Dean of Instruction versus the Dean of Administration. The college's organizational charts indicated that each of the colleges tended to adopt similar structures. Although titles of positions were different, their functions were essentially the same.

Another point to note was that each of the new colleges had anticipated that they would require a significant increase in administrative staff to take over the functions that were being handled by the Department of Advanced Education and Manpower and other government departments. The information gathered at the visits indicated that these positions would not, in fact, be required, as all of the colleges visited were performing all of these functions with a staff of similar size, and in one case with even less staff, than already existed at the new colleges.

There were some responsibilities which required either an additional person or the reassignment of duties among existing staff. In each of the four colleges, a personnel administrator was required as this function was previously handled centrally by the Department of Advanced Education and Manpower. Purchasing and capital construction and improvements were also administered by the Department. While some of these activities could be taken over by each college without adding personnel, other activities required more staff.

Examples of activities that required new staff were personnel services and purchasing. Additional funding was made available to enable the establishment of these services. In the finance and administration areas colleges indicated that there was a need for a vice-president or dean of finance position. Although each college had a director of finance, the scope of these positions had been limited in terms of overall responsibility and authority. In cases where the director's role was limited, but the need for a dean or vice-president was foreseen by both department and college officials, additional funds were made available to provide for an expanded role.

There was a 20 per cent addition to the direct staff complement of the colleges that was previously hidden by the addition of Government Services personnel. These people were employed by the Department of Government Services to do building maintenance, mechanical repairs, grounds keeping, carpentry, and electrical work at the various college sites. Many of these employees had taken permanent residence in the

community and tended to view themselves as part of the college rather than part of a government department. In all, ninety-one persons were employed by Government Services to work at the college sites. It was important for the colleges that this function be included as part of the changeover process. There was some concern by task force members that many service persons might choose to stay with government rather than become college employees. But only four out of a total of 91 individuals chose to remain with Government Services rather than accept employment with the colleges.

In summary, after consultations with three colleges already in the public college system, a survey of the relevant literature and extensive internal discussion, each college prepared a new organization structure that included additional personnel. Through the budgetary process, sufficient resources were provided to hire a vice-president (dean), a personnel administrator, a purchasing officer and clerical support, the latter to be used either for accounting or other area of specific need, and the absorption of maintenance personnel.

#### ADMINISTRATION AND FINANCE

Another area that is of importance to the smooth operation of any institution is finance. "Do we have sufficient resources to be able to operate efficiently and effectively?" This question is often asked both in academic and in business communities. But it was of particular concern to the new colleges, and they wanted to be assured that at the

minimum they would have enough money to maintain the activities in which they were already engaged.

The first step in ensuring continuation of the viable operation of each of the colleges was to develop a financial plan. This plan had to take into account the various operations that were being handled either by the Department of Advanced Education and Manpower or other government departments. The financial plan also had to take into account both operating and capital funds which would be required in addition to revenue which might reasonably be expected that would offset grant requirements.

One of the tasks was to determine what the total costs of the conversion were likely to be. As with most governments, the estimates of expenditure or budget is approved by the Legislature prior to the beginning of the fiscal year. In this case, the additional funds required in the changeover had to be known sufficiently early to be included in the Estimates for 1978/79.

The process involved identifying new positions required as a result of the organizational review, additional costs that were previously borne by various government departments and could not be transferred, the additional costs that could be transferred from government departments as well as equipment and materials. The costs of new services not previously included also had to be estimated. Table 1 outlines the

total transition costs for all four colleges. In total, slightly more than two and one-half million dollars were budgeted for the changeover.

TABLE 1  
Total Transition Costs for New Colleges

ELEMENT	EXPENDITURES
<b>PERSONNEL</b>	
New Staff	\$140,000
Market Adjustment (Senior Staff)	100,000
Workers Compensation	11,500
Pension Contributions	600,000
New Salary Contract	<u>660,000</u>
Sub-Total	\$ 1,551,500
<b>ADMINISTRATION</b>	
Board Honorarium & Expenses	\$120,000
Accounting & Clerical Support	387,500
Legal Costs	20,000
Public Affairs & Advertising	100,000
Payroll & Other Bank Charges	40,000
Telephone	94,400
Unspecified/Unanticipated	<u>252,000</u>
Sub-Total	<u>\$ 1,013,900</u>
<b>TOTAL</b>	<b>\$ 2,525,400</b>

One of the difficulties in establishing the components of the financial plan was to determine what costs were being borne by other government departments that were not included in the college budgets but would be required after the changeover. A good example, to illustrate the point, was the cost of caretaking. In a public college, caretaking was clearly a component of the college budget. In a provincially administered institution, however, caretaking costs were hidden in the budget of

Government Services (another department of government). Telephone rental costs, which could be significant in larger institutions, were also paid for by Government Services. Other costs such as legal services, audit fees and data processing were further examples of hidden costs in the operation of provincially administered institutions.

The largest cost element was the provision for new contract settlements which would become effective April 1, 1978. When the colleges were still provincially administered and their staffs were provincial civil servants, they were provided additional funds to pay increased salaries resulting from contract negotiations. Although contract negotiations usually were not completed until August or September, the colleges would require sufficient funds to live up to the terms of the contract being negotiated on their behalf. The additional grant, too, was one of the hidden costs of PAIs that were borne by other government departments. The 1978/79 fiscal year would be the last year that the colleges would receive special consideration resulting from contract negotiations. Other public colleges and universities receive a percentage increase in their grant that is intended to cover both merit and cost of living increases. Since 1975, the total of these two has been less than the actual increase awarded to staff at provincially administered institutions (Estimates of Expenditure, Province of Alberta).

The second largest single cost element that had to be provided for was pension contributions. While the provincial colleges were administered

by government they did not have to budget for college (employer) contributions into a pension plan because the government pension plan was "unfunded." That is, the government did not set aside funds for the provision of retirement income; such income was paid from the General Revenue of the province, hence the term "unfunded." The public colleges, on the other hand, contributed to a "funded" plan called the Local Authorities Board Pension Plan, and had to budget for and contribute to the Plan at the rate 5 per cent of an employee's gross income. The total annual cost for pension alone was estimated to be \$600,000.

One of the benefits not previously accruing to the new colleges was the ability to retain the revenue they collected. This revenue included tuition, room and board, book sales, sale of products and, in the case of Lakeland College, a grant from the Saskatchewan Government. Under the provisions of the Financial Administration Act, 1977, a provincially administered institution could not retain any revenue it collected. As PAIs, the colleges were not rewarded or given credit for their ability to raise additional funds since they weren't permitted to keep them nor did it increase their grant level. Consequently, there was little, if any, incentive to raise additional funds. However, as public colleges, the new colleges were able to retain all their revenue, although a small percentage of the total revenue was used to reduce their grant entitlement.



Having dealt with an overview of the additional funding requirements for the new functions that the colleges undertook, the next task is to describe the process of implementing the financial and administrative procedures that were required.

In order to implement the financial plan, financial and accounting procedures were established that would enable the colleges to carry out the business operations. The colleges had been operating under the government accounting system which involved the collecting and batching of purchase orders, invoices and contracts at the college. These documents were then forwarded to the Department of Advanced Education and Manpower for processing and payment. The government's accounting system was centrally computerized and the colleges to this point had no direct access to computerized systems and no hands-on experience with them. The colleges' finance officers and members of the task force had to establish an accounting system and design it so that it could be operated in a computerized mode.

Task force members conducted an evaluation of existing college financial systems and, in conjunction with the college finance officers, decided that their systems would be similar to each other and also be closely aligned to the accounting systems in use by the six existing colleges.

As it happened the six existing colleges were investigating the implementation of computerized financial and accounting packages that all six colleges would be able to access. It was an opportune time to

develop a common system that all the colleges, including the four new ones, could eventually use.

The approach taken was to put the four new colleges "on stream," operating with an accounting system that was available immediately from the Northern Alberta Institute of Technology (NAIT). The prospects for the medium term future was to have all the colleges use the same accounting systems. Some of the advantages in using a common structure included: the exchange of data and information between colleges did not have to be translated and restructured before comparisons could be made; reporting to government would be in the same format with similar data bases; discussions between presidents and chairmen could be more fruitful in that they could make legitimate comparisons of costs and services; the maintenance and enhancement of common systems could be borne by all participating colleges and therefore cost savings and efficiencies could be realized. The development of the accounting systems involved the establishment of appropriate procedures by Department personnel in conjunction with college staff and with the computing staff at NAIT. An accounting manual was developed and the new colleges' accounting staff were trained in the use of the new accounting systems and procedures. Part of the training took the form of a two day workshop with hands-on experience in entering data, analyzing problems and translating the output.

There were many other matters that had to be cleared up before the colleges were in a position to operate independently. These items included:

- (a)-establishing purchasing procedures
- (b) establishing inventory control procedures
- (c) establishing a payroll system
- (d) establishing banking arrangements
- (e) determining and evaluating assets
- (f) insurance coverage

The above were the types of procedures essential to the efficient operation of a college's administrative and financial office. Although the above list consists of single activities, included in each activity were a myriad of details that required the attention of college staff and task force members.

#### INTERDEPARTMENTAL INVOLVEMENT

The nature of governments is such that many departments become involved in the operation of a single department. As already mentioned, several departments were involved in some of the administrative processes carried out by the colleges. These departments were central to Government and provided a similar service to all government departments. Departments such as Treasury, performing the banking, payroll and control functions; Attorney General's department providing

legal, and legislative support; Public Service Commissioners' Office providing the personnel functions of hiring, training, development and collective bargaining; other central departments were those of Public Works and Government Services. The latter Department was intimately involved in the college conversion process because most of the staff employed by that Department at the colleges were expected to continue with the colleges after they became board-governed. The difference between this and other government departments was that in this case the functions and specific individuals were easily identifiable since they were assigned by Government Services to work at a particular college site.

It was expected by the colleges and the task force that the Government Service employees assigned to each college would remain as part of the new college's staff after the transfer since these functions were essential to their continued operation. As future employees, it was important to the colleges that these employees be given precisely the same information as other college employees. In fact, Government Service employees were represented in the membership of the Transitional Advisory Committees.

The task force and college officials engaged in an extensive amount of liaison and coordination with Government Services to ensure that the employees' concerns were considered and that the colleges' interests were protected.

In order to ensure continuity of services, it was important to establish at an early date which employees preferred to stay with each college and which employees wanted to remain with government. The provisions of the Master Agreement between the Province and AUPE provided that termination of employment would require two month's notice or payment in lieu of notice. It was difficult and awkward at the same time because, on the one hand, government could not offer continued employment at the college since that was essentially a board decision and, on the other hand, it had to give two month's notice to terminate their positions.

A factor that caused a difficult logistical problem was that up to November 1977 the actual conversion date was not yet confirmed by the Minister of Advanced Education and Manpower. If the date of conversion was to be April 1, 1978, the start of the new fiscal year, then termination notice would have to be given by January 31, 1978. But the college boards were not in place by that date nor were they named. This meant that while the government had to provide notice of termination by January 31, 1978, the boards of governors could not provide the employees of either Government Services or Advanced Education and Manpower with offers of employment.

In the interests of a smooth transition and continuous operation of the colleges, the Minister in the name of the college boards, made offers of continued employment to the prospective employees. Without having active boards or boards designate, the Minister of Advanced Education

and Manpower also made certain commitments on behalf of the future boards on matters such as those related to the fringe benefit package.

Under conditions in the Master Agreement (Article 15) between the Government of Alberta and the AUPE, any employee whose position was abolished could receive pay in lieu of two month's notice or would be eligible for placement within the government through limited competition to positions in the same general functional area as the employee had been working. The procedure that was followed to get around the problem of offering employment before abolishing their positions was that prior to the end of December each employee of both departments was provided with two employment options, that of staying with the college under essentially the same conditions as those operative under government employment or continuing with government in another capacity and likely at another location.

The employees were to indicate their intentions by January 15, 1978 so that by January 31, notice that their government positions would be abolished effective March 31 could be given. At the same time those wishing to stay with the college would be offered positions with their respective colleges on behalf of the new board effective April 1, 1978.

The total number of staff involved at each of the colleges is portrayed in Table 2.

TABLE 2

## Number of College Staff Affected by Governance Change

COLLEGE	AE&M*	AGS**	TOTAL
Fairview College	71	27	98
Lakeland College	131	21	152
Olds College	128	27	155
Kayano College	127	16	143
TOTAL STAFF COMPLEMENT	457	91	548
TOTAL STAY WITH COLLEGE	442	87	529

Source: Advanced Education and Manpower Document - January '78.

\* Advanced Education and Manpower

\*\* Alberta Government Services

After all the employees' letters had been tabulated, 529 or 96 per cent of the employees at the colleges had elected to accept employment with the new boards.

Of the 91 Alberta Government Services staff, 4 requested transfers within Government, and the 457 Advanced Education and Manpower staff, 15 opted not to transfer to a college. Two of the nineteen not wanting to stay with the colleges chose to retire. For two others, it was monetarily better, because of their long service, to continue with government. It was interesting to note that all employees at Fairview and Lakeland colleges chose to accept employment with the new boards, even though, at the time the decisions were taken by the employees, the boards were as yet unnamed.

In addition to the employees involved, there was considerable equipment and supplies that had to be transferred to the colleges as well. This task was difficult, from the task force's viewpoint, because each college site tended to serve as a central pool of both equipment and supplies for all Government Services work for the surrounding region. Agreements between each college and Government Services had to be reached, therefore, to determine how to divide the "spoils." Several meetings between Department officials and exchanges of equipment lists established the equipment requirements and enabled the colleges to assume their new responsibilities.

As mentioned previously, there were other central government departments involved with various administrative aspects of each college. Unlike the situation with Government Services employees, the task force was unable to identify specific individuals in other government departments whose only responsibilities were for college operations. Hence, no other government employees were transferred to the colleges. This meant that the central services provided by government departments had to be duplicated at each college. Thus, each college had to have a personnel function, computer access or capability, additional accounting personnel, funds to retain legal counsel, and funds for providing banking and payroll services.

One issue remained unresolved — the transfer of land and buildings to the respective college boards. The Colleges Act made provision for the



transfer of assets when a provincially administered institution was established as a public college in Section 19, Chapter 3 (a) and (b).

An order may be made under this section for the purpose of having the provincially owned institution established as a public college and in that case the Minister,

- (a) shall determine the assets of the institution that become the property of the college board of the public college on the effective date of the order.
- (b) may give any directions necessary for the purpose of having the ownership of those assets transferred to the college board ...

When the governance changeover of the PAIs was first considered it was expected by the colleges that the ownership of all the property that was occupied by each institution would be transferred to each respective board of governors. That point of view was not shared by the Minister of Housing and Public Works who held the property in the name of the Crown.

There were two alternatives to college land ownership: one was for the college to hold title, and the second was for the government to retain title and lease it to the college for the sum of \$1 per year. The colleges argued that since all other colleges held ownership of their land, they should as well. In addition, they said, if the transfer of assets were not made it would look as if government was merely paying lip service to the concept of local autonomy.

The Ministry of Housing and Public Works argued that it wanted to retain ownership because it might want to use some of the property at some time in the future without having to seek permission from a college board. It also didn't want a college to build, tear down or alter any buildings without its knowledge and/or permission.

Section 23 of The Colleges Act (1970) stated that "The Minister may approve, review or disapprove requests of college boards with respect to expenditures for: new buildings, major alterations or additions to existing buildings, the acquisition services, and other facilities of a capital nature." This provision would appear to give sufficient control by government over the colleges with respect to any major capital changes that a college board might wish to make. This issue was unresolved at the time of the study. The issues described in the foregoing were the main issues identified by the task force, as requiring resolution during the transition phase.

Many individuals were involved in the transition and a great many minor details not discussed here required individual initiative and creativity. When the boards were established, their cooperativeness and understanding in dealing with a great variety of issues helped the colleges begin their new era on a strong footing.

**SUMMARY**

A great number of issues had to be considered and resolved in the transition process. The matter of which section of The Colleges Act to invoke, in order to effect a smooth changeover, as well as the effects on the employees that this process would have had to be carefully weighed. The process of board nomination and how the boards were appraised of their new responsibilities was described in the government appointment process.

Developing and implementing an accounting system was a difficult and time consuming task. Matters such as banking, personnel, and establishing new budgets were ~~investing~~ functions that had to be developed by the colleges before they were prepared to undertake their new responsibilities.

That over 96 per cent of 548 employees opted to remain with the colleges, before the new boards were named, was a good indication of the confidence that they had concerning the success of board governance.

Although there was considerable anxiety concerning job security throughout the transition process, college officials conveyed a sense of confidence to their staff that appeared to have influenced their decision to remain with the colleges.

## CHAPTER V

### THE EFFECT OF GOVERNANCE CHANGE

This chapter describes some of the perceptions of presidents and board chairmen regarding the changes that resulted from a shift in college governance from the Department of Advanced Education and Manpower to a public board, its immediate effects on various college structures and activities, and the effectiveness of the new boards. Data findings are presented in three sections: process, effects and effectiveness.

The chairmen and presidents were asked to respond to the questions in a way that would also permit them to comment further on either the question or the response by providing additional insights respecting a particular situation.

The following sections provide considerably more detail on the responses to the questionnaire.

#### PROCESS

##### Perceptions of Change

The questions related to process were designed to provide an overview of the reactions that people had to the administrative change. It was expected that while the outcome, the end result of this process, was seen to be beneficial, the way in which people were involved, for instance, might have been regarded as inappropriate for the circumstances.

Table 3 summarizes the perceptions of chairmen and presidents regarding the processes the colleges followed during the governance conversion and the reaction to various processes in effecting the changeover process.

TABLE 3

## Colleges' Perceptions of Governance Change

Element measured	Mean Responses
Reaction to decision of governance change by:	
Faculty	2.8
Students	2.8
Community	3.3
Lead time given for change	1.6
Involvement by college officials	2.3
Usefulness of college conversion mechanisms:	
Transitional Advisory Committees	2.7
Consultation with established colleges	3.6
Joint board/staff meetings	3.6
Board orientation	2.5

In the first question, respondents were asked to reply on a four-point scale, ranging from poor (1) to excellent (4) respecting the attitude of faculty, students and community to the decision to change the governance structure. The responses indicated that the community perceived it to be either a good or an excellent decision (3.3 average). This seemed to lend credibility to part of the government's reasoning for converting the college. The Minister of Advanced Education and Manpower indicated there was strong community support to establish a local college board.

Six out of eight gave an "excellent" or "good" rating to the communities' reaction to the changeover. But for the students and faculty a lesser rating was given ( $\bar{X} = 2.8$ ).

Another aspect that was of interest was the approach taken by the college in "gearing up" for the change in governance. The questionnaire attempted to determine the procedures the colleges used in planning for the changeover. One of the procedures followed by the colleges during the transition process, was the establishment of internal advisory committees which were to serve as a clearing house for complaints, suggestions and information and were referred to as Transitional Advisory Committees (TACs). The TACs were formal structures established in conjunction with the Department task force and college officials. On a scale of 1 to 4 in outlining their usefulness, they were rated as 3, moderately useful.

Another commonly cited mechanism was meetings with other established public colleges. The new colleges spent some time at the other colleges to study the systems they had in place for personnel services, financial services, purchasing and other operations for which they had not previously been responsible. The colleges considered this exchange of information with institutions already operating to be one of the most useful activities and gave it an average rating of 3.6. Staff meetings, either with board members or without, to resolve particular problems was cited by all respondents and was considered to be better than

moderately useful ( $\bar{X} = 3.6$ ). Board orientation sessions were rated lowest ( $\bar{X} = 2.5$ ) of all the mechanisms cited by the respondents. It was not clear from the responses whether board orientation referred to briefing sessions held with college staff or to the two day board seminar held at Red Deer for all provincial college board members.

#### Problem Areas

During the changeover process there were many difficult problems for each of the colleges to resolve. Most of these could not be handled by the Ministry and had to be resolved internally. The persons surveyed were asked to identify two of the most difficult problems and relate how they were dealt with. Again, one of the limiting factors in assessing the responses had to be the individuals' perception of exactly what was a problem. Some people might not have considered a particular issue a problem at all, while others might regard it as a major difficulty.

The most common problem identified by five of the eight respondents of the colleges was lack of experience in operating their own accounting and financial systems. The individuals working in the accounting units had had no previous experience in managing their own accounting systems and therefore encountered difficulties when the college became self-governing. The officials in the Department of Advanced Education and Manpower were aware of this particular shortcoming and attempted to prepare each college by providing several in-depth training sessions for all accounting staff. Discussions with Ministry officials and college

staff early in the process concerning the colleges, ability to handle their own accounting systems reached the conclusion that although the colleges could be phased out of the government system gradually, it would be better to have them assume all their responsibilities immediately on April 1 rather than to prolong the transition.

The lack of experience of some individuals at the colleges in managing their own financial systems became evident during the organization review process. The responses in the questionnaire indicated that government officials appeared reluctant to assist in developing the detailed systems that were required. Two college presidents mentioned that the lack of hands-on experience of those involved with the transition process resulted in the difficulties the colleges encountered subsequently in handling their own financial affairs. While some colleges had less financial competence than others, all four formed a consortium subsequent to April 1, 1978 and hired a financial consultant who advised them on the establishment of detailed accounting procedures.

The final question on "process" asked what would some of the changes be if one could have altered the process. The responses were fairly uniform; in general, everyone said that more lead time should have been given to allow colleges to prepare more effectively and do more long range planning. It was assumed that long range planning referred to more lead time to plan for the changeover.



One president suggested that invoking Section 20 of The Colleges Act would have resulted in a smoother transition for the colleges. Briefly, Section 20 of The Colleges Act provided for the appointment of an interim administrator to act as a college board for an indefinite period. It was further suggested by the president that the administrator act for a period of two years, after which a full college board could be appointed. The government considered using Section 20 rather than Section 19, which was a direct appointment of the board, but discussions with the Minister indicated that government did not want to prolong the transition process and, even if it had, the changeover probably would not have resulted in a different outcome.

#### EFFECTS

The two major issues for which clarification was sought in this section of the questionnaire dealt with whether changes in various college processes were made as a result of a governance change. And secondly, whether there was any measurable effect in specific areas of college relations or operations. In respect of the first issue, the respondents were only asked to point out whether there were any changes in such matters as instructional goals, faculty involvement, budget development, personnel policies and other related areas.

The second major issue dealt with whether governance had any effect on specific areas such as faculty/administration relations, resource allocation, and the program approval process. Respondents were not

asked to identify specific effects, but only to indicate whether the changeover had an effect on given college functions, and to rate the magnitude of the change on a scale from no change (1) to many changes (4).

- Table 4 outlines the perception of changes and their magnitude on specific college functions as a consequence of governance change.

TABLE 4

## Major Changes at Colleges

Elements Subject to Change		Mean Responses
Instruction:	Goals	2.6
	Process	2.0
Budget:	Planning	3.0
	Development	3.1
	Allocation	3.2
Programs:	Development	2.8
	Approval	2.7
Involvement:	Faculty/Administration	3.1
	Students	2.1
	Community	3.1

Instructional Goals/Process

In terms of changes in instructional goals, the respondents perceived an average of 2.6 which was between "some change" and "moderate change." The task force anticipated at the outset of the governance change that there would be very little immediate effect on the instructional portion of the colleges' processes. The fact that on a four-point scale the magnitude of the changes to instructional goals was

perceived on an average at 2.6, points out that the governance change had some effect on the goals previously established for instruction. But a similar question, which gauged the effect on the instructional process, averaged a response of 2.0 (some change), indicated that this process was only slightly affected by governance change.

While there appeared to be no major immediate effect on instruction, over time the method of instruction could change. For instance, a college could decide to concentrate on outreach programs by making a specific resource allocation to develop and specialize in distance education. Or it might decide to specialize in one particular aspect of its instructional offerings, for example agricultural programs. Further studies could be conducted in 3 to 5 years to measure the change in the type of offerings or the mode of instruction.

As the colleges mature under board governance, there might be more changes to individual college goals. However, the instructional process is not likely to change significantly.

#### Budget/Resource Allocation

Questions dealing with the effects or changes to the budgeting or resource allocation processes were generally answered with moderate (3) to major (4) responses. The average response for all colleges was 3.4. This appears to indicate that the colleges initiated significant changes to budgeting practices. Prior to board governance, the colleges had

very little discretion over the allocation of funds nor did they have very much input into changes to their budgets when they were altered from their initial requests. Now that the colleges had considerably more freedom with reallocation of resources and indeed, with the ability to retain revenue, they had the opportunity to respond to emergent local needs. Some of the comments indicated that while there were problems with the accounting systems, the ability to control all revenues the college receives has increased institutional flexibility and resource accountability.

#### Program Development and Approval

The process of program development at the college level appeared to undergo some changes at all colleges. The responses to the question whether there were changes to the program review and development processes averaged 2.75 for all colleges. With the new boards of governors there may be more incentive or encouragement to develop new programs. One college president pointed out that since his college had become self-governing, the college program initiatives had not been turned down "arbitrarily" by the Department of Advanced Education and Manpower. College boards appeared to be developing some specialized program areas that were previously discouraged by Department officials.

The program approval process by which all postsecondary institutions must operate, also changed for the colleges. Two of the four college presidents reported significant changes in the program approval

process. The average response to changes in the program approval process for all colleges was 2.7, which suggests that proposals for new programs were given more positive consideration by the Department of Advanced Education and Manpower. The comments made by respondents indicated that the proposals to establish new programs were indeed taken more seriously and new programs were more likely to be approved than was previously the case. Further study could be conducted to determine whether the success ratio in program approval differs between provincially administered institutions and board-governed institutions.

#### Faculty Involvement

The amount of faculty involvement in the decision making process may vary according to the type of structure adopted at each institution. However, as a direct result of the governance conversion, faculty appeared to have become more involved in college governance through the establishment of academic councils.

Section 50 of The Colleges Act, provided for the establishment of academic councils consisting of the president, the chief financial officer, up to 13 academic staff members, up to 10 student members and up to 5 additional members appointed by the board. Furthermore, an academic council may make recommendations or report to the board on matters referred to it by the board or any other matter it considers important. Merely through the establishment of this statutory council, faculty could have a stronger voice in the activities and direction of a college.

In addition to the establishment of the academic councils, one academic staff member was also appointed to the board of governors as an active member. This served to further enhance the faculty's direct involvement in college governance.

Responses to two questions dealing with faculty involvement in college affairs indicated that at two of the four colleges faculty involvement had undergone many changes. Analysis of all four colleges' responses indicated a mean of 3.1 or faculty's involvement changed moderately. Two respondents, from different colleges, mentioned that faculty involvement with college affairs was very minimal. One could speculate that as public governance matures at these two colleges faculty will increasingly demand a stronger role in college affairs.

#### Student Involvement

As was the case with faculty, a statutory organization was also formed to "provide for the administration of the affairs of the students at the college . . ." A mean response of 2.1 (some change) was derived for the question of whether governance had resulted in any major changes in terms of student concerns. Further elaboration by respondents pointed out that students were hardly affected at all, except that they had representation on the board.

### Community Involvement

The other item of interest was the effect of governance change on community involvement in college governance. It was expected by the Minister that when the college changed, i.e., that they become more locally oriented, that the amount of community involvement might change. It has been suggested by several authors (Richardson, 1972 and O'Connell, 1968) that one of the reasons institutions should become self-governing is that the community can have more input into the affairs and directions of the college. The literature also suggested that when a postsecondary institution becomes self-governing, the community takes a more active role in the development of its college or university. Indeed, the governance of the colleges was changed for that reason as the Honourable Dr. Hohol stated, "These colleges have reached the stage of development whereby it is desirable to encourage greater public participation in institutional policy-making and responsibility and accountability for decision-making" (Press release, A.E. Hohol, May 2, 1977). It was important in this study, therefore, to determine the extent to which the community had become involved with the college.

The two questions relating to community involvement indicated that, on average, there were more than moderate (3.2) effects or changes to community involvement in relation to the colleges. Without exception, there had been very positive effects on community/college relations as a direct result of governance change.

The majority of the respondents expressed the view that subsequent to board governance, their surrounding communities expressed more interest in college affairs. Two colleges already had a good deal of community involvement in their college before the transition so the change wasn't as noticeable.

Some different aspects of community involvement were pointed out by the respondents from Lakeland College. Also, it appeared that there was still some animosity between the two communities because the college had its headquarters in Lloydminster rather than Vermilion which was the original site prior to 1976. When Lakeland College was established as an interprovincial institution in 1976, the administrative centre at Vermilion was moved to Lloydminster. This change caused strong feelings of resentment in some citizens of Vermilion. With the establishment of a board, it was expected that those feelings would subside.

With the one exception as cited above, the surrounding communities had indeed taken more interest in the activities of their colleges. Because the college boards held open meetings, the surrounding community or communities could observe and, at times, participate in the discussions. Prior to public governance, almost all of the college discussions took place in Edmonton. It was previously extremely difficult for citizens to take part in the decision making process of their college, but now they had the opportunity to be more actively involved.



Community involvement, in one instance, had taken the form of establishing advisory committees which meet from time to time and advised the board on the needs of the community. Generally, the colleges had been more supportive of their communities than prior to board governance by providing their facilities and resources in sponsorship of various special events. The types of events to which the colleges provided assistance ranged from further education classes to 4-H club meetings. At Olds College, the community had become involved with the planning of various building projects by which both the community and the college would benefit.

Almost all of the colleges pointed to the improvement of information exchange between themselves and the community. The more openness and frankness with which a college can operate can affect the success of its activities. Good community relations is important, particularly to these new colleges. Each of them is located in a relatively small centre and in some respects the people working at each college tend to live in a "fishbowl." The college could play a large role in the life of the surrounding communities and their citizens by serving as community centre, cultural centre or major employer.

Certainly the effects of the governance change were important to the colleges and their constituents. But the way in which a board dealt with its affairs and how it treated special interest groups were also



ORDER IN COUNCIL

141

APPROVED AND ORDERED,

  
LIEUTENANT GOVERNOR

O.C. 215/78

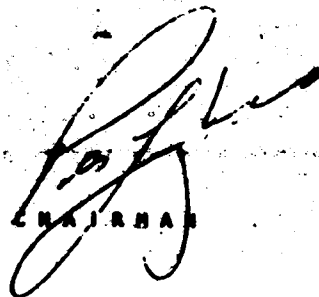
February 22, 1978

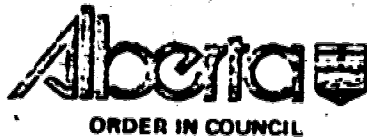
EDMONTON, ALBERTA

Upon the recommendation of the Honourable the Minister  
of Advanced Education and Manpower, the Lieutenant Governor in  
Council,

1. pursuant to section 19 of The Colleges Act, establishes  
the provincially-owned institution named Fairview College,  
as a public college and designates the name by which it  
is to be known as "Fairview College";
2. pursuant to section 31 of The Colleges Act, establishes  
a college board for Fairview College with the name "The  
Board of Governors of Fairview College";

effective April 1, 1978.

  
CHAIRMAN



## ORDER IN COUNCIL

APPROVED AND ORDERED.

O.C. 169/78

  
LIEUTENANT GOVERNOR

February 15, 1978

EDMONTON, ALBERTA

Upon the recommendation of the Honourable the Minister of Advanced Education and Manpower, the Lieutenant Governor in Council,

1. pursuant to section 19 of The Colleges Act, establishes the provincially-owned institution named Olds College as a public college and designates the name by which it is to be known as "Olds College";
2. pursuant to section 31 of The Colleges Act, establishes a college board for Olds College with the name "The Board of Governors of Olds College";

effective April 1, 1978.

  
ACTING CHAIRMAN



ORDER IN COUNCIL

143

APPROVED AND ORDERED,

  
LIEUTENANT GOVERNOR

O.C. 167/78

February 15, 1978

EDMONTON, ALBERTA

Upon the recommendation of the Honourable the Minister  
of Advanced Education and Manpower, the Lieutenant Governor in  
Council,

1. pursuant to section 19 of The Colleges Act, establishes  
the provincially-owned institution named Lakeland College  
as a public college and designates the name by which it  
is to be known as "Lakeland College";
2. pursuant to section 31 of The Colleges Act, establishes  
a college board for Lakeland College with the name "The  
Board of Governors of Lakeland College";

effective April 1, 1978.



ACTING CHAIRMAN

important. The third section of the questionnaire attempted to provide a thumbnail sketch of how effectively the board was perceived to function.

#### EFFECTIVENESS

Another aspect of the study of governance changeover was to determine how the new board was performing and how it handled particular issues. Completion of this study might serve as an appropriate base line for conducting a longitudinal study of how these colleges are operating 3 or 5 years from now. How the board behaved was of particular interest because it established a base for examining progress and change over a period of time. This section provides an overview of how the board was seen to be functioning. The questions were of a general nature and allowed one to develop a "feel" for the board and how it tended to operate.

The process of changing the governance structure could be a traumatic experience for the college staff. The types of reactions by college employees on an individual basis prior to April 1978 indicated potential difficulties for the various boards. Almost all board members had only limited board experience and although several had experience as instructors none had served on the board of an educational institution. It is not implied that board members were not competent, but merely to point out that with their lack of experience the potential for problems to arise in the early stages of their tenure was high.

One question in the questionnaire related to possible problems, and asked whether the board had experienced or dealt with any "crisis" in the past year. A crisis was defined as a situation of serious consequence for, or threat to, the institution or functioning of the board, involving issues that were of persistent concern, and that required unusual effort to resolve. The respondents were also asked to rate, on a four-point scale, how well the crisis was handled by the board. Table 5 summarizes the type of crises the colleges encountered the first year, the number of respondents who listed the crises, and the mean rating of how effectively the boards dealt with them (Poor = 1, Excellent = 4).

TABLE 5  
Colleges' Crises in First Year

Type of Crisis	# of Respondents	Mean Rating*
Staff Contract Negotiations	3	2.6
Staff Housing	3	4.0
Deficit Budget	2	2.0
Land Transfer	2	2.0
Location of Head Office	1	3.0
Organizational Plan	1	2.0
Personnel	1	3.0
Faculty Communication	1	2.0
Petition for Board Resignation	1	2.0
Hiring of President	1	3.0
TOTAL	16	2.6

\* When a crisis was identified by only one respondent the score became the mean rating.

Not all of the colleges cited a crisis or crises. However, three noted that the negotiation of a support staff contract was a crisis for them. As was pointed out in the section on process, this was the first time new contracts were to be negotiated between the board and its support staff and for some of the boards it proved to be a very difficult process.

Two respondents categorized their first year deficit budget as a crisis. Others cited instances such as development of an organizational plan and lack of adequate staff housing as crises. The questionnaire did not ask for further elaboration since the intent was to get an indication of how the board handled these problems. Because each situation was probably unique, the way in which a board handled it was unique as well. The results showed that the ratings that different boards received for the same crisis were not the same. A total of sixteen crises were cited and the rating for the way in which the board handled them averaged 2.6 (between fair and good).

Another question in this section asked the respondents to indicate the board's strength and weaknesses. On the strength side, the majority of boards were seen to represent a wide cross-section of the population or region. Other strengths mentioned were decisiveness, firmness, and lack of interference with administration.

The weaknesses were outlined as lack of insight into complexities and too much representation on behalf of agriculture. Two individuals from different colleges felt there was a lack of commitment and that board members didn't participate actively. Only one person indicated that the newness of the board was a weakness. One would have expected that response to have appeared more frequently, but either that was not considered as a detriment or it wasn't an obvious weakness.

The next series of questions asked for a rating on a four-point scale from poor to excellent on how effective the board was in areas of structure, knowledgeability, rapport, sense of priorities, sensitivity, strength, financial support and board/president relationships. Responses were cumulated and the mean ratings were derived to provide an effectiveness rating for each characteristic. Table 6 lists the characteristics in descending order of effectiveness.

TABLE 6

## Rating of Board Effectiveness

Characteristics	Mean Rating
Rapport	3.4
Priorities	3.3
Board/President Relationship	3.2
Sensitivity	3.0
Strength	3.0
Structure	2.8
Financial Support	2.8
Knowledge	2.2



It was notable that the range of board ratings was so broad. Of a possible maximum average of 4.0, the boards were rated with means of 3.6, 3.1, 2.6 and 1.9, respectively. Such a wide diversity, in the way boards were rated, was not expected.

The one single item all colleges rated highly was the rapport that members of the boards had with each other. That characteristic was rated either good (3.0) or excellent (4.0) by all respondents.

Another characteristic that was rated highly at three out of four colleges was "sense of priorities." "The Boards tend to be concerned with important and long range issues rather than with trivial matters," was the way one respondent phrased his answer.

The characteristic that was rated low by three out of four colleges, either poor or fair was board knowledge; the members were not well-informed about the college, its place in the higher education system and in the currents of society affecting higher education. A low rating might have been anticipated since all board members were new to their positions and their backgrounds tended to be agricultural. It would take several years before board members could become fully knowledgeable of the college's role in higher education, and hence the role it plays.

The way in which boards were rated in respect of each characteristic tended to be borne out by the responses to the open-ended questions on board strengths and weaknesses.

While the responses to this portion of the questionnaire did not provide definitive answers to how well the new boards were carrying out their responsibilities, they indicated that the boards had established good working relationships amongst themselves and the colleges.

After having completed most of the questionnaire, the respondents were asked, "If given the opportunity to make the decision to convert the college from a provincially administered institution to a board-governed institution again, what would you recommend and why?" Each individual replied that they would recommend to change the governance structure to that of an independent board. One president responded, "Local governance provides a sense of belonging." Other responses indicated that local decisions had more meaning to those involved and the community tended to consider the college as "their college."

Several institutions also offered suggestions with respect to some changes they would recommend if the conversion process were to be undertaken by other provincially-administered institutions such as the Institutes of Technology. It was widely felt that more lead time should have been given before the actual conversion took place. From the comments received it appeared that insufficient attention had been

given to the details of implementing such systems as personnel, finance and purchasing.

The suggestion was also made that college administrators should have spent some time at established public colleges to observe first hand how procedures were followed. Several college officials expressed the view that the new administrators did not have sufficient experience in handling the operations of an independent institution since they had been under government control and procedures.

Another point raised by one college president referred to the part of The Colleges Act that had been invoked in order to effect the changeover. As was pointed out in Chapter Four, the government had the option of using either Section 19 or Section 20 of The Colleges Act. The government chose to invoke Section 19 which permitted the college to continue as usual until an appropriate changeover date was determined and reached. A college president suggested that it would have been better to use Section 20, which empowered the Minister to appoint an interim administrator for each college who had all the authority of a college board. It was further suggested that such administrators should have been in place for two years while the colleges were weaned from government administration.

Most of the suggestions made were positive and were based on the experience of those who had gone through the very difficult process of

governance change. Serious consideration should be given to all the suggestions if the remaining provincially administered institutions were to become board-governed.

#### SUMMARY

This chapter outlined the process followed by the colleges and the short-term effect the change in governance had on the personnel and operations of the colleges. Although each college had to overcome considerable difficulties during the transition period, the mechanisms the college staffs and boards established during the process made it a success. Some of the problems that arose during the transition process were not resolved, but through the joint efforts of the boards and the Ministry, an early resolution will probably be seen.

The colleges' response to the questions related to process indicated that the decision to establish local independent boards was considered to be a very positive move by faculty, students, and particularly the surrounding community.

One of the mechanisms the colleges used in effecting a smooth transition was the establishment of Transitional Advisory Committees that made recommendations to government officials and kept college staffs informed. Some colleges exchanged information with established colleges and thereby avoided some of the problems they might have had if they had not used this consultative approach.

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The most common problem that arose during the transition was the lack of experience each college had in operating its own accounting system.

Because most of the individuals working in this area had little or no previous experience in managing an independent system, they encountered considerable difficulties when the colleges became self-governing. This particular problem was resolved in part through the engagement of a financial consultant by all four colleges.

Almost all colleges mentioned that the lead time should have been longer before the changeover was actually effective. This would have provided time for more effective planning.

The major effects of the governance change were significant changes to the budgeting and resource allocation process; better and more positive response from the Department of Advanced Education and Manpower respecting the proposals for new courses; increased involvement by faculty, students and community in the affairs of the college.

The board chairmen and presidents' views regarding their board's effectiveness can be summarized by the following: the strength of the new boards lay in their representation of a wide cross-section of the population; the weaknesses of the boards were considered to be a lack of insight into the complexities of a college and an over-representation on some boards of agricultural interests; a wide diversity of board effectiveness was perceived in the areas of structure, knowledgeability,

rapport, sense of priorities, sensitivity, strength, financial support and board/president relationships; all boards received a high rating for rapport that board members had with each other; board knowledge received a low rating at three of the four colleges.

Generally, the tone of the responses suggested that the process of transition could and should have been handled differently, i.e. more involvement by the colleges. The chairmen and presidents indicated that the transition to self-governance was generally well accepted by staff and community. Chairmen and presidents were positive about the structure and competencies of their respective boards. Naturally, there were problems at each college that were unique but these had been resolved or were in the process of being resolved.

Finally, several suggestions were made respecting the improvements that could be made if other provincial institutions were to become board governed. It was suggested that more lead time should be given in preparation for independent status and that new institutions should spend more time with established ones so that obvious pitfalls could be avoided.

## CHAPTER VI

### SUMMARY AND RECOMMENDATIONS

#### AN OVERVIEW OF THE STUDY

This study described and examined the process of governance change as it occurred in four colleges that were provincially administered by a government department. The four colleges, Fairview, Keyano, Lakeland and Olds, became board governed institutions on April 1, 1978. The study examined the many factors that had to be considered by those charged with the responsibility of effecting the transfer from direct government administration to board governance.

The study also examined the perceived effect of governance change on such college activities as instructional goal setting, resource allocation, program development and program approval. The effect of the change on faculty, students and community were determined as well. A third aspect investigated by the study was to determine how the new boards were performing and how well they dealt with particular issues.

The basis for the change in governance lay in the legislation, namely The Colleges Act. The only vehicle through which a government can act is through legislation and The Colleges Act makes provision for establishing a new college. The establishment can take the form of starting from "scratch," or designating a provincially administered institution as a public college. The Minister can designate a college

by either naming a board immediately or appointing a Department official to act as the college board. The Minister of Advanced Education and Manpower chose the option of naming a full board to assume full responsibilities on April 1, 1978. By invoking this portion of The Colleges Act rather than appointing an administrator, very little time was available to acquaint board members with their role, responsibilities and potential problem areas.

#### Methodology

The methodology used in the study was a descriptive case study approach. The main portion of the study was divided into two sections. The first section dealt with the process of governance change, that is, the steps that were followed by the Department of Advanced Education and Manpower and the respective colleges. The primary source of data for this aspect of the study were the notes and reports of the various committees that were involved in the process, as well as other available government documents.

The second section, that dealt with the perceived effect of change on each college, made use of a questionnaire which solicited the opinions of the chairman of each board and the president at each college. The questions were designed to gain insight into the process and problems that accompanied the change and to measure the impact that the new governance structures had on college staff and the immediate community.

It was assumed that the chairmen and presidents would have the best



knowledge of the process of governance change that was followed at their college, the problems that had to be resolved, and the effect that board governance had on the college and the community.

#### Limitations and Delimitations of the Study

The questionnaire items were open-ended and invited respondents to provide a subjective reply rather than one of categorical or forced-choice nature. For questions that asked for an opinion, the response may have been limited by the respondent's perceptions. The perceptual responses may have been skewed because of the biases that the respondents may have had toward particular matters.

In order to follow closely the governance change and to determine the immediate or short-term effect of such a change, the study was restricted to the time the Minister of Advanced Education and Manpower announced that boards would be appointed, May 1977, to the fall of 1979. This time period was chosen because the memories of those involved would be most clear and the changes that occurred, both in fact and attitude, would be most obvious.

### STUDY FINDINGS

#### Establishment of Boards

The process of board appointment included the determination of regional college boundaries, soliciting nominations through public advertising, alumni organizations and other known interest groups. Over 200

nominations were received, although only 28 individuals could be chosen. This response indicated a high degree of community support and interest in public governance.

#### Employee Relations

The success of the governance change was determined to a large extent by the attitude of the college employees. They were provided with prompt and accurate information through internal college committees which were established to provide a link to the project task force and point out to college officials areas of employee concern.

Organizational changes were made at each of the colleges to accommodate new functional responsibilities that had to be assumed. By and large the colleges tended to have similar organizational structures although two indicated that, as future growth warranted, reorganization would be considered.

#### Administration and Finance

A budget plan was developed by the Department task force which considered the various operations that were carried out by government departments and were to be assumed by the colleges. The hidden costs of such matters as caretaking, pension contributions and cost of living adjustments were taken into account when determining the additional budgetary requirements for each of the colleges.

Another aspect that had to be dealt with was that of implementing an accounting system that would enable each college to administer and record all their financial transactions. The four new colleges established accounting systems which were similar to those being used by the six existing colleges.

#### Interdepartmental Involvement

Many central government departments were involved in the operations of each college. Services such as those provided by Treasury (banking and payroll), Attorney General (legal), Public Service Commission (hiring, training and collective bargaining) were incorporated into the college function.

In addition to the government departments already mentioned, the Department of Government Services had a number of employees at each college site who looked after the maintenance of the buildings and grounds. It was expected by government and the colleges that most of these employees would stay with the colleges since all of their responsibilities were with the colleges. By January 15, 1978 over 95 per cent (87 from a possible 91) had chosen to stay with their respective college.

Although the process of governance change was complicated and fraught with potential problems, on April 1, 1978 each college had a new governing board that would set new directions or expand existing mandates.

### Effects

The effect of the change to board governance at each college was a matter of degree. Some had more noticeable effects than did those who had a stronger community base. While it was expected by the task force and the colleges that the establishment of a board would have little or no effect on instructional goals the study indicated that it indeed had an effect on instructional goals.

The colleges also experienced significant changes to their resource allocation practices. In response to the question whether there were major changes to budgeting practices, the mean response on a four-point scale was 3.4, which indicated that all the colleges underwent significant changes to their internal resource allocations practices. Colleges now had much more freedom in deciding how the grant funds were to be spent; in personnel policy, because the colleges now were not subject to government restrictions and regulations; and in community involvement, because the surrounding communities could now have a voice and be involved in the development of their college. Comments made by the respondents pointed to a strong feeling of being in control of their own destiny and determining, through their board's planning, how funds would be spent.

The establishment of boards appeared to have provided increased incentive to develop new programs. College boards encouraged the development of specialized program areas. Two of the four colleges

indicated their new program proposals were now given more favourable responses by the Department of Advanced Education and Manpower.

Faculty's role in college affairs also seemed to change markedly. The fact that there was a legislative requirement to establish an academic council and that a faculty member was on the board would naturally result in increased involvement. It was difficult to determine whether the mean rating of 3.1 reflected a change because of the legislation or that faculty were more interested in conversion than prior to board governance and therefore had taken a more active role in college affairs. It might be expected that as public governance matures, faculty will demand an increasingly stronger role in college affairs.

The questions relating to community involvement indicated that on the average, the change to public governance had a very positive effect on community/college relations.

#### Effectiveness

How a board operates, makes its decisions, and deals with problems determines, to a large extent, how well a college will grow and improve. The respondents were asked to name three serious problems or crises with which the board had to deal. From the eight respondents, a total of thirteen crises were listed. How well they were resolved or handled averaged 2.4 (between fair and good) on a four-point scale. It was difficult to interpret this result since each problem was unique

and, given the circumstances at the time, the particular solution to a problem may have been the best choice. However, it might be expected that as the boards mature they would have fewer problems or respond to them differently. The answers indicated that the respondents didn't choose only those problems which the boards resolved in an exemplary fashion.

The chairmen and the presidents tended to rate the board's effectiveness much the same in three out of four colleges. The ratings the board chairmen and presidents gave their boards averaged 3.6, 3.1, 2.6 and 1.9. It is very difficult to draw a conclusion from these data except to make note of the diversity in the range. The college with the lowest board effectiveness rating also had the lowest average response to all questions in the questionnaire. Results of this nature could simply mean a difference in outlook, or that the respondents had a more critical evaluation of particular issues.

Board characteristics that were rated highly by all respondents were rapport and a sense of priorities. A board characteristic that was rated either poor (1) or fair (2) by three colleges was board knowledge. It should be pointed out that all board members were new to this type of position and the majority had backgrounds which were primarily in agriculture. It would be premature and unfair to the college governors to speculate what the future might be for the colleges based on the responses of this questionnaire.

However, the responses indicated an overall interest, a determination to become more effective, and to contribute to the growth of postsecondary education.

The final question asked, "If given the opportunity to make the decision to convert the college from a provincially administered institution to a board-governed institution again, what would you recommend and why?"; the responses were unanimously in favour of board governance. The "why" could be summarized by the following. Local decisions were more acceptable and gained more support by those who had to live with the decisions. There was not the feeling by the local community of a "we" and "they" relationship. The college and the community tended to support each other which could and has resulted in some synergistic effects, e.g., the building of joint-use facilities.

The chairmen and presidents also made suggestions for institutions that, in the future, might become board-governed. The suggestions were: that more lead time be provided before a new board takes over the responsibility; that all financial, purchasing and personnel systems be in place; and that college administrators spend time at established public colleges to gain first-hand public college administration experience.

The responses to the questions dealing with process had the tenor that although the change to board governance was well accepted, there should

have been more involvement by the colleges before the ~~change-over~~ date. It was felt by some colleges that most of the decisions regarding their future were made in Edmonton by people not familiar with or sensitive to local concerns. One of the common sentiments expressed was that decisions were made without college input although it was the colleges that had to live with the decisions.

The change process colleges followed in the transition was, by definition, at a more micro level as compared to that which the government task force had followed. Two colleges formed working committees that were responsible for examining the college needs in functional areas. The mechanism for resolving potential problems considered to be the most useful was interacting with established colleges.

The most prevalent problem identified by a respondent of each college, was the college staffs' lack of experience in handling their own financial affairs. Because the Department of Advanced Education and Manpower had previously done the actual processing, recording and payment of accounts, the colleges didn't have to be concerned about revenue, cash flow, financial statements and the like. The colleges discovered that once they became responsible for all of their own financial matters, their staff did not have the necessary expertise to assume full responsibilities. This shortcoming was eventually resolved through perseverance and the utilization of a consultant.



### CONCLUSION

This study examined the process and effects of change to board governance. There was little doubt that the governance change was successful at all four colleges. Success in this instance was defined as the willing acceptance of staff and community of the change and the direct involvement of staff and community in setting the future directions of the college. The support of the colleges by their communities had grown. This was evidenced by the fact that at least two colleges had begun plans for joint-use facilities, and one college had established a local advisory committee.

From the data collected in the study it was possible to provide the following responses to the questions posed in Chapter One:

1. What event or series of events prompted the decision to alter the governance structure? No specific event was identified that led to the decision to change the governance structure. The Minister's statement in announcing the change probably provided the best indication. "These colleges have reached the stage of development whereby it is desirable to encourage greater participation in instructional policy-making, and responsibility and accountability for decision-making."
2. What were some of the most difficult problems with which the college or government had to contend? One of the most difficult problems

appeared to be to provide college staff with assurances of continued employment without knowing the precise date of transfer. A second problem for the colleges was the establishment of appropriate financial systems and controls.

3. What were some of the major accomplishments under a public governing board? For all colleges it appeared that receiving the support and commitment of the staff and communities were initially the greatest accomplishments.
4. To what extent has board governance improved or been detrimental to the management of the institution? Each college indicated that board governance had improved the participation of the colleges' constituents. Board governance had a positive effect on the development and approval of new programs. In addition, staff and community were taking a more active role in college affairs.
5. What was the effect on the colleges in terms of institutional goals or directions since boards were appointed? Preliminary indications showed that there were some changes in college goals. The data, however, did not indicate that the colleges' program directions were changed.
6. To what extent does local governance affect the local or regional community? It appeared to have generated greater community interest

and involvement in college affairs and, in one instance, a community advisory committee meets regularly with the board to discuss community needs.

7. To what extent did local input affect the direction or goals of the institution? It was not clear from the data the extent of the local input on the colleges. One could speculate, however, that increased community involvement would eventually affect the colleges' programs emphasis.

8. How has the college structure changed since boards were appointed? The major decision-making structures changed from the Department of Advanced Education and Manpower to the board. In most instances the internal college structures appeared not to have changed except in areas where additional responsibilities were assumed such as in purchasing and personnel.

9. How has faculty input into the decision-making process changed? Faculty had become more involved through their representation on the board and through more active participation in board committees.

#### RECOMMENDATIONS

One of the purposes of this study was to provide a mechanism or learning tool that could be utilized for any future governance changes. The recommendations following are based on the data gathered and the

suggestions made by the chairmen and presidents of the four colleges, and Department officials.

Recommendation #1:

That a master plan for governance change be developed prior to implementing a change process. The plan should set out the roles of boards, faculty associations and staff, as well as provide guidelines for implementing the conversion process.

Recommendation #2

That future governance changes provide for more involvement of the college staff and, if possible, of prospective board members. The four colleges were left to fend for themselves after April 1, 1978 with insufficient guidance in the development of personnel and financial systems. Board members did not have sufficient time between their appointment and the change-over date to become fully familiar with college processes, commitments and problems. More and earlier involvement by those who have to carry out the decisions after a change-over date would alleviate a lot of problems.

Recommendation #3:

That more time be allotted to make the change. Almost all college officials felt that more time should have been provided to ensure proper planning and all required systems are in place.

Recommendation #4:

That all administrative staff be trained and be fully familiar with any new systems that they have to administer.

Recommendation #5:

That all contracts with faculty and administrative support staff be in place prior to the conversion date. It is extremely difficult for a new board to provide adequate guidance to its negotiators when it is not familiar with historical difficulties and past practices.

Recommendation #6:

That the experience of existing colleges be exploited as a learning tool for boards, staff and administrators. Colleges regarded the information that they received from existing systems as the most valuable tool in facilitating the conversion.

Recommendation #7:

That the boards be representative of a variety of interests and different backgrounds. Board members that tend to have similar backgrounds, such as agriculture, may not be adequately equipped to deal with matters such as finance, contract negotiations, and long range planning.

Recommendation #8:

That all other provincially administered institutions become board governed or aligned with existing colleges. Institutions such as N.A.I.T. and S.A.I.T. should have their own boards, and are certainly capable of handling their administrative structures.

#### FURTHER STUDY

This study was limited in its scope to the process of governance change and the short-term effects that the change had on the colleges. There are other areas that would be particularly interesting to explore further. One might replicate some of the studies conducted by Konrad, Paltridge and Hartnett, to determine whether there are any differences between newly established boards and existing boards.

Further study could examine in detail the growth of the new colleges in terms of budgets, enrolment, and programs as compared to already established colleges and hypothesize about the difference.

This study provided an overview of the changes that occurred at the new colleges; a more comprehensive study of program changes resulting from the governance change could examine the degree of specialization that followed. An examination of development plans prior to and following self-governance could provide the basis for such a study.

It was suggested in the study that proposals for new programs were given more positive consideration by the Department. Further study could be conducted to determine whether the success ratio of program approval differs from provincially-administered institutions and board-governed institutions.

An in-depth survey of community attitudes could be conducted that would measure the effect that college board governance has on the community. One of a college's biggest assets is the support of its community. This study noted the positive change in community involvement at each of the colleges. The impact of community views could be assessed more adequately.

A study of contract settlements of the new colleges as compared to those of established colleges could provide a prediction model about the future costs of staff contracts, the impact on college budgets and consequent program impacts on all colleges.

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**APPENDICES**

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**APPENDIX A****Questionnaire for College Leaders**

QUESTIONNAIRE FOR COLLEGE LEADERS:

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PRESIDENTS, CHAIRMEN OF BOARDS, (OR ALTERNATES)

Please answer the following questions using your knowledge of and experience with the changed governing structure from provincially administered to public college status. Please feel free to add any comments you think relevant that would help me in understanding your perceptions of the governance of your college.

**SECTION I PROCESS:** THIS SECTION OF THE SURVEY IS INTENDED TO PROVIDE INSIGHT INTO THE PROCESS OF GOVERNANCE CHANGE AS IT OCCURRED AT THE COLLEGE.

1. How was the decision to establish a public governing board at your college perceived by a majority of:

	POOR	FAIR	GOOD	EXCELLENT
Faculty	—	—	—	—
Students	—	—	—	—
Community	—	—	—	—

COMMENTS: \_\_\_\_\_

2. How would you rate the time provided for the college to make the adjustment to independent status?

TOO SHORT	BARELY ADEQUATE	SUFFICIENT	TOO MUCH
—	—	—	—

COMMENTS: \_\_\_\_\_

3. To what extent were college officials involved with the conversion process?

NOT AT ALL	TOO LITTLE	SUFFICIENT	TOO MUCH
—	—	—	—

COMMENTS: \_\_\_\_\_

4. Identify some of the mechanisms the college used to facilitate the conversion process and rate their usefulness.

	NOT USEFUL	SLIGHTLY USEFUL	MODERATELY USEFUL	VERY USEFUL
1) _____	_____	_____	_____	_____
2) _____	_____	_____	_____	_____
3) _____	_____	_____	_____	_____
4) _____	_____	_____	_____	_____

COMMENTS: \_\_\_\_\_

5. During the changeover process what were two of the most difficult problems with which the college had to contend?

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

6. How were these problems resolved?

\_\_\_\_\_

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7. If one could begin the conversion process again, what would be some of the changes in the process that you would recommend?

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**SECTION II EFFECTS:** THIS SECTION OF THE SURVEY ATTEMPTS TO DETERMINE THE SHORT-TERM OUTCOMES OF THE CHANGE IN GOVERNANCE FOLLOWING MARCH 31, 1978 TO APPROXIMATELY FALL OF 1979. ✓

8. What have been some of the major effects at the college as a result of the change to Board governance?

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9. Has the establishment of a board resulted in any major changes at the college in terms of:

	NO CHANGE	SOME CHANGE	MODERATE CHANGE	MANY CHANGES
a) <u>Instructional goals</u>	_____	_____	_____	_____
b) College Administrative structure	_____	_____	_____	_____
c) Faculty involvement in decision-making	_____	_____	_____	_____
d) Budget development	_____	_____	_____	_____
e) Budget allocation	_____	_____	_____	_____
f) Program review and development	_____	_____	_____	_____
g) Personnel policies	_____	_____	_____	_____
h) Instruction process	_____	_____	_____	_____
i) Student	_____	_____	_____	_____
j) Community involvement	_____	_____	_____	_____

Please elaborate on any of the above. (reply on separate page if required)

10. Has the Board developed a long range plan projecting college goals?

YES \_\_\_\_\_ NO \_\_\_\_\_

If yes, how was the board principally involved in the development of this plan?

- : by formulating and deciding on plan \_\_\_\_\_  
 : by advising on and reviewing plan \_\_\_\_\_  
 : by approving and confirming plan \_\_\_\_\_

11. What has been the effect of the change in college governance on:

	NO EFFECT	SOME EFFECT	MODERATE EFFECT	LARGE EFFECT
a) faculty/administration relations	_____	_____	_____	_____
b) support staff relations	_____	_____	_____	_____
c) students concern	_____	_____	_____	_____
d) Dept. of Advanced Education	_____	_____	_____	_____
e) program and manpower approval process	_____	_____	_____	_____
f) budget planning	_____	_____	_____	_____
g) resource allocation	_____	_____	_____	_____
h) community service	_____	_____	_____	_____

Please elaborate on any of the above where necessary. (on separate page)

12. Overall, how satisfied are faculty with working in a board-governed institution than for a government department?

LESS SATISFIED      NO CHANGE      SLIGHTLY MORE      SIGNIFICANTLY MORE

13. How has faculty become involved in the decision making process?

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14. How has the community become involved in the support of the college?

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15. A "crisis" for a Board may be defined as a situation of serious consequence for or threat to the institution or functioning of the Board, involving issues that are of persistent concern, and that requires unusual effort to resolve. What, if any such "crisis" has the Board experienced or dealt with in the last year. If more than three, list only the most critical. And, how satisfied are you with the way the Board handled (or is handling) these "crises"?

Nature of Crises

Rating of Board Handling

POOR      FAIR      GOOD      EXCELLENT

a)	<hr/>	<hr/>	<hr/>	<hr/>
b)	<hr/>	<hr/>	<hr/>	<hr/>
c)	<hr/>	<hr/>	<hr/>	<hr/>

16. What do you believe is the most outstanding asset or strength of your Board as it is presently constituted and functions?

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17. Conversely, what is its major shortcoming or inadequacy?
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**SECTION III EFFECTIVENESS:** BELOW ARE SOME CHARACTERISTICS THAT DESCRIBE DIFFERENT AREAS OF BOARD EFFECTIVENESS. HOW WOULD YOU RATE YOUR BOARD AS A WHOLE ON EACH?

How do you rate your board?

POOR      FAIR      GOOD      EXCELLENT

18. **Structure:** The board is structured in such a way that individuals and/or committees assume a proper, active and effective role in the operation and activities of the board.
19. **Knowledgeability:** The members are well-informed about the college, its place in the higher ed system and in the currents of society affecting higher education.
20. **Rapport:** The members of the Board maintain an effective working relationship with each other.
21. **Sense of Priorities:** The Board tend to be concerned with important and long range issues rather than with trivial matters.
22. **Sensitivity:** The Board is representative of, or sensitive to, different constituencies and viewpoints.
23. **Strength:** The Board is strong enough to achieve effective educational policy decisions in the face of extraneous political or other outside pressures.
24. **Financial Support:** The Board is more effective in achieving financial support.
25. **Board/President Relationship:** There is an effective working relationship between the Board and the president and his staff.

	POOR	FAIR	GOOD	EXCELLENT
18. Structure:	_____	_____	_____	_____
19. Knowledgeability:	_____	_____	_____	_____
20. Rapport:	_____	_____	_____	_____
21. Sense of Priorities:	_____	_____	_____	_____
22. Sensitivity:	_____	_____	_____	_____
23. Strength:	_____	_____	_____	_____
24. Financial Support:	_____	_____	_____	_____
25. Board/President Relationship:	_____	_____	_____	_____

26. If given the opportunity to make the decision to convert the college from provincially administered institutions to board-governed institutions again, what would you recommend? Why?

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**APPENDIX B****News Release:****Announcement of Government's****Intention to Establish Boards of Governors**

**ADVANCED EDUCATION  
AND MANPOWER****FOR IMMEDIATE RELEASE  
MAY 2, 1977**

Dr. A.E. Hohol, Minister of Alberta Advanced Education and Manpower, today advised the heads of four provincially administered colleges that the institutions would become self-governing prior to the intake of students in September 1978.

The Minister announced the Government's intention to establish boards of governors as governing authorities for Fairview College, Keyano College, Lakeland College and Olds College.

"The establishment of boards of governors is a progressive and significant event directly affecting the communities in which each of these institutions is located. These are not newly created institutions, but colleges of long standing with ongoing administrative concerns, well established staffs and a history of providing an educational service to the public," Dr. Hohol said.

"These colleges have reached the stage of development whereby it is desirable to encourage greater public participation in institutional policy-making, and responsibility and accountability for decision-making. These principles are consistent with institutional objectives, which stress the need for responsiveness in meeting changing educational needs, for self-determination, and for autonomy," he continued.

Enabling legislation is provided in the Colleges Act which forms the statutory authority for proceeding with the change in governance. It is the first time in the history of Alberta education that such a change will be implemented.

As the colleges assume functions now carried out by the department, the new boards will find it necessary to increase local administrative support, and provide for operating services such as finance operations, personnel administration, payroll

accounting and public affairs. Anticipating that they will have to address several difficult issues requiring considerable expertise, Alberta Advanced Education and Manpower will provide maximum assistance during the planned transition phase.

Dr. Hohol will appoint members to each board following receipt of nominations from the public. It is hoped that appointments can be made early this fall, at which time members will begin a program of familiarizing themselves with their new responsibility.

The four colleges affected by the change will continue to respond to the agricultural, or vocational and technical needs of people in their areas.

Fairview College, in operation for more than 25 years, offers career-oriented and practical day programs in agriculture, business, trades, biological science technology, academic upgrading, apprenticeship fields and vocational areas. Located 350 miles northwest of Edmonton, it serves close to 300 day and 1000 evening students per year.

Keyano College in Fort McMurray was originally established as an Alberta Vocational Centre in 1965. It became a college in 1975 to provide short courses directly related to tar-sands development, apprenticeship training, and business, vocational and pre-employment programs. Day-time enrolments surpass 1500 students per year, with an equal number of residents participating in further education evening courses.

Lakeland College, founded in 1913 as the Vermilion School of Agriculture, is the only interprovincial college in Canada and has a service area covering more than 20,000 square miles. The College is administered and primarily funded by Alberta Advanced Education and Manpower, with the Saskatchewan Department of Continuing Education providing additional funding based on resident participation. It operates out of a central administrative office in Lloydminster, with a residential campus in Vermilion.

plus five regional offices. Catering to specific needs, Lakeland offers technical, vocational and occupational skills programs, academic upgrading, and a wide variety of general interest courses.

Dr. Hohol has contacted the Saskatchewan government to assure it that Lakeland will honour all commitments and continue under the same agreement to serve residents of that province.

Olds College, also established in 1913, offers technical programs in agriculture, fashion merchandising and secretarial arts, specialized short courses and general interest evening courses. The College farm is used on a co-operative basis by provincial and federal government agencies, and by private industry for applied research. The College serves more than 500 day and 2000 evening students per year.

Upon completion of the transition, Alberta will have 10 public colleges, governed by boards of local citizens.

"The enthusiasm and support of the communities in which these colleges are located ensures me that this change will be a major success.

"The new boards of governors will act as the crucial linkage between government and institutions," Dr. Hohol concluded.

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Mrs. Barb Deters, Director  
Communications  
Alberta Advanced Education and Manpower  
427-7160

**APPENDIX C****News Release:****Fairview College Board****Keyano College Board****Lakeland College Board****Olds College Board**

### ADVANCED EDUCATION AND MANPOWER

RELEASE DATE: FEBRUARY 22, 1978

Dr. A.E. Hohol, Minister of Alberta Advanced Education and Manpower, today named seven Albertans as public members to the board of governors of Fairview College.

"On April 1, 1978, the newly appointed board of governors will assume responsibility for the operation and administration of Fairview College," Dr. Hohol said.

Ian Macdonald of Fairview has been appointed chairman of the board. Other public members are Harold E. Peterson, Merose M. Woronuk and Leone Robertson, Fairview; John S. Krall, Nampa; Rae G. Erickson, Tangent; and Peter Polukoshko, Hines Creek.

Mr. Macdonald, a graduate of the Fairview School of Agriculture, has been farming in the Fairview district for almost 25 years. Active in the agricultural community, Mr. Macdonald organized several artificial insemination courses with Fairview College for local cattlemen, and played a major role in the establishment of the Fairview Veterinary Hospital and the local auction market. He also studied personnel and business administration in Saskatchewan. He is a member of the local chamber of commerce, Legion and Masonic Lodge.

Mr. Peterson, elevator manager with United Grain Growers since 1949, was born in Fairview. He has been operating a part-time general insurance agency for 20 years. As a member of the municipal hospital board, Mr. Peterson served for three years as vice-chairman. He is treasurer and past president of the Dunvegan Fish and Game Association, and a life member and past president of the local Kinsmen Club.



RELEASE DATE: FEBRUARY 22, 1978

Dr. Woronuk has had a dental practice in Fairview for 29 years. He graduated from the University of Alberta with a degree in dental surgery in 1947, and additionally holds an honorary degree from the International College of Dentistry. Over the years, Dr. Woronuk has been involved in many community activities. He is past president of the chamber of commerce, Rycroft board of trade, Alberta Dental Association, the local Rotary club and Peace River District Dental Society. He also served on the Fairview town council.

Mrs. Robertson, mother of four, has been a community-oriented resident of Northern Alberta for a number of years. A native of the Peace River district, she has been active as president of the Minor Hockey Mother's Association, figure skating club, Home and School Association and Hospital board in Fairview. Mrs. Robertson is a leader in many activities of the United Church.

Mr. Krall, municipal secretary for the village of Nampa, graduated from the University of Alberta with a bachelor of commerce in 1959. As a farmer, he has been involved in numerous agricultural organizations over the years. Mr. Krall's community involvement includes past executive positions with the Nampa separate school board and the Peace River Regional Planning Commission. He is the director of the local disaster services committee and a hospital trustee.

Mr. Erickson is a successful Tangent farmer. He served with the RCAF as a licensed mechanic in 1941. The past president and secretary of the local board of trade, has held positions with Unifarm, the Peace River Livestock Co-op and the Smoky West Rural Electrification Association. He is a delegate to the Alberta Wheat Pool.

Mr. Polukoshko operates a farm near Hines Creek. He was formerly employed in a supervisory capacity with Shell Oil. Active in the community, Mr. Polukoshko is a member of the board of the North Peace Gas Co-op, St. John's United Church, and

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belongs to the local Elks lodge.

Student and faculty representatives will be appointed when the new public board members have officially taken on their duties at Fairview College in April, Dr. Hohol noted.

"The responsibility entrusted to these outstanding men and women is the culmination of our decision to move Fairview College toward self-governance. Together they bring a strong variety of capabilities, and I am confident that they will be a competent governing body," Dr. Hohol said.

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Barb Deters, Director of Communications  
Jan Bauman, Public Affairs Officer  
ALBERTA ADVANCED EDUCATION AND MANPOWER  
427-7160

**ADVANCED EDUCATION  
AND MANPOWER****RELEASE DATE: FEBRUARY 22, 1978**

Seven prominent Albertans from Fort McMurray were appointed today to the board of governors of Keyano College by Dr. A.E. Hohol, Minister of Alberta Advanced Education and Manpower.

"On April 1, 1978 the newly constituted board will become responsible for the administration and operations of Keyano College," Dr. Hohol said.

The Minister named Roger A. Bernatzki of Fort McMurray as chairman of the board. Other public representatives are Lynda Costello, Rodney E. Soholt, Allan J.B. Nicholson, Adam W. Germain, Kenneth R.L. Hill and Georgina Mason of Fort McMurray.

Mr. Bernatzki is the executive director of the Fort McMurray hospital. In 1970, he graduated from the University of Calgary with a bachelor of commerce degree. He received his masters degree in health services administration from the University of Alberta. Actively involved in a number of professional and business organizations, Mr. Bernatzki is a member of various hospital planning associations, and the local chamber of commerce, Legion and Rotary club.

Mrs. Costello is the coordinator of public affairs for Great Canadian Oil Sands Limited. She has been with the company since 1969. A graduate of the Municipal College of Commerce in England, Mrs. Costello immigrated to Canada in 1967, and became a Canadian citizen five years ago. She is a member of the local toastmistress club and president of the tennis club.

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Mr. Sohlt, vice-principal of Fort McMurray Composite High School, received his bachelor and master of education degrees from the University of Alberta. Over the past 10 years, he has taught in Alberta and the Yukon. Mr. Sohlt, a physical education major, has been involved in coaching positions and active on various recreation boards, curriculum committees and teachers' associations. He has served on an advisory committee for Keyano College, and currently sits on the Minister's Advisory Committee on Student Affairs.

Dr. Nicholson has been a senior associate in the Fort McMurray Medical Clinic since 1966. He received his medical degree from the University of Alberta. The chief of staff at the Fort McMurray General Hospital is a provincial medical examiner (coroner) and a medical officer for the local health unit. Active in various medical associations, Dr. Nicholson has served on a number of advisory committees on mental health and social services. Over the years, he has been influential as a member of the town's board of administration involved in transportation, public health, finance and personnel.

Mr. Germain, a partner in the law firm of Campbell and Germain in Fort McMurray, earned his bachelor of science and law degree from the universities of Saskatchewan and Alberta, respectively. He has been a sessional instructor in business law at the University of San Francisco (Golden Gate), Keyano College and the University of Alberta, and was active on the advisory committee for business courses at Keyano. Mr. Germain is a member of various law associations, the local chamber of commerce, Kinsmen and Rotary clubs.

Mr. Hill, a pharmacist, joined the family pharmacy business in 1955 when he graduated from the University of Alberta with a B.Sc. in pharmacy. Over the years, Mr. Hill has been involved in various community activities including having been on the town's

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first board of school trustees. The Hills are a well-known family of established Fort McMurray pioneers.

Mrs. Mason has worked for Alberta Power for the past three years. She has served on the board of directors of the Slave Lake Friendship Centre. Before she moved to Alberta, Mrs. Mason worked with retarded children and lead Brownie and Guide groups in British Columbia. She is active in Anglican Church women's groups.

Student and faculty representatives will be appointed when the new public board members have officially taken on their duties at Keyano College in April, Dr. Hohol noted.

Remarking on the movement toward public governance, Dr. Hohol said, "Keyano College has an important role to play in the future of our province. I am pleased to entrust this institution to seven such capable and dedicated men and women. I am confident that their successful management of Keyano College will prove the effectiveness of public governance of advanced education institutions."

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Barb Deters, Director of Communications  
Jan Bauman, Public Affairs Officer  
ALBERTA ADVANCED EDUCATION AND MANPOWER  
427-7160

### ADVANCED EDUCATION AND MANPOWER

RELEASE DATE: FEBRUARY 15, 1978

Dr. A.E. Hohol, Minister of Alberta Advanced Education and Manpower, named seven Albertans to the board of governors of Lakeland College today.

"The newly constituted board of governors will, on April 1, 1978, become fully responsible for the operation and administration of Lakeland College," Dr. Hohol said.

Lakeland College is the only interprovincial college in Canada. With a central administration office in Lloydminster, the college serves the educational needs of adult residents of east central Alberta and west central Saskatchewan.

Dr. Hohol named George J. Daugela of Vermilion as chairman. Other public representatives are Kathleen G. Matheson, Lloydminster; Oscar Peterson, Harwayne, Germain (Gerry) Desaulniers, St. Paul; Kathleen (Kay) McKenzie, Vegreville; William R. Fowle, Bonnyville; and Jack Morgan, Wainwright.

Mr. Daugela, owner, president and general manager of Vertec Industries Ltd. in Vermilion, is an agricultural engineer. In the past, he has been self-employed as a farmer and an earth-moving contractor. Mr. Daugela has been involved in instruction and administration at the regional office of Lakeland College in Vermilion. As the department head of physical sciences, he was instrumental in organizing courses in aviation, earth-moving and systems engineering development. He is active in numerous professional societies and service organizations, and sits on the Vermilion Airport Operating Committee.

Mrs. Matheson has been an alderman in Lloydminster for the past seven years. The former school teacher has always shown great interest in post-secondary education

RELEASE DATE: FEBRUARY 15, 1978

needs in Northern Alberta. She was a member of the local further education council, and now serves as a city representative on the council. Over the years, Mrs. Matheson was a school trustee of the local Catholic school board, and a member of the advisory board of the Lloydminster Comprehensive High School.

Mr. Peterson is a successful Marwayne rancher, cattle breeder and promoter. As an active member of the agricultural community, he has served in various capacities on local and provincial cattle associations, and has received many awards for leadership. In the past, Mr. Peterson has been president and director of the Marwayne Chamber of Commerce, a North Park school trustee and a member of the Lloydminster Exhibition Association.

Mr. Desaulniers is the manager of Caisse Populaire de St. Paul. He is involved with the Credit Union at the local, provincial and national levels. As a member of the Northern Alberta community, Mr. Desaulniers has served on the chamber of commerce in Bonnyville and St. Paul. He is the provincial director-at-large for the Association Canadienne Francaise de l'Alberta. Mr. Desaulniers has been a school trustee for a number of years.

Mrs. McKenzie has served as a town councillor, a director of the chamber of commerce and president of the cultural association in Vegreville over the years. Representing the Alberta Urban Municipalities Association, she has been appointed as a director of Alberta Blue Cross. Mrs. McKenzie has held various offices with the local hospital auxiliaries, and has been actively involved in the Canadian Cancer Society.

Mr. Fowle has been practising law in the Bonnyville and Grand Centre area since 1972. He received his law degree from the University of Alberta. Active in the Northern Alberta community, Mr. Fowle is charter president of the local Jaycees, and a member of the Chamber of Commerce and the Lions Club. He is involved in numerous boards

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and committees in the Lakeland area.

Mr. Morgan is the owner and manager of Robinson Stores in Wainwright. The community-oriented businessman is active in the Chamber of Commerce, the Business Men's Association and the Battle River Tourist Association. •

Student and staff representatives will be appointed when the new public board members have officially taken on their duties at Lakeland College on the first of April, Dr. Hohol noted.

"The responsibility entrusted to these seven top individuals from seven different parts of the Lakeland region, is well deserved.

"Each one in his or her individual capacity has done outstanding work, and together they bring the strong variety essential to the governance of an institution such as Lakeland College," Dr. Hohol said.

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ALBERTA ADVANCED EDUCATION AND MANPOWER  
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### ADVANCED EDUCATION AND MANPOWER

RELEASE DATE: FEBRUARY 15, 1978

Seven Albertans were appointed as public members to the board of governors of Olds College by Dr. A.E. Hohol, Minister of Alberta Advanced Education and Manpower.

"On April 1, 1978 the newly appointed board will become responsible for the administration and operations of Olds College," Dr. Hohol said.

Donald J. Robertson of Carstairs has been appointed chairman of the board. Other public representatives are Richard G. Wray and Edna Clarke, Olds; Marilyn Sharp, Lacombe; C. Gordon Church, Balzac; Connor L. Edwards, Three Hills; and Keith McKinnon Carseland.

Mr. Robertson has operated the family farm near Carstairs for 22 years. He graduated with a B.Sc. in agriculture from the University of Alberta in 1956. For a number of years, Mr. Robertson has been a guest lecturer on farm management courses sponsored by Canada Manpower. In the past, he has been appointed to various provincial and municipal advisory committees on agriculture, and served on the board of agricultural education for Olds College.

Dr. Wray has been a physician at the Olds Associated Clinic for the past 22 years. He received his M.D. at the University of Alberta in 1954. Professionally, Dr. Wray is a member of the Canadian and Alberta Medical Associations, and the Aero Space Medical Association. He is a member of the Olds Art Club and president of the Kiwanis Club.

**APPENDIX D****Orders-in-Council Establishing the Four Colleges**



ORDER IN COUNCIL

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APPROVED AND ORDERED,

O.C. 217/78

LIEUTENANT GOVERNOR

February 22, 1978

EDMONTON, ALBERTA

5

Upon the recommendation of the Honourable the Minister of Advanced Education and Manpower, the Lieutenant Governor in Council,

1. pursuant to section 19 of The Colleges Act, establishes the provincially-owned institution named Keyano College as a public college and designates the name by which it is to be known as "Keyano College";
2. pursuant to section 31 of The Colleges Act, establishes a college board for Keyano College with the name "The Board of Governors of Keyano College";

effective April 1, 1978.

CLERK

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