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The Chancellor's Role in Policy Issues at the University of Alberta (1978 to 1982 and 1990 to 1994)

by

Eva M. Cherniavsky 

A thesis submitted to the Faculty of Graduate Studies and Research

in partial fulfillment of the requirements for the degree of

Master of Education

in

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ABSTRACT

This study deals with the Chancellor's role in policy issues at the University of Alberta. The research examines the hypothesis that the Chancellor's influence on policy issues is non-existent because the University Senate, over which the Chancellor presides, holds no decision-making power under Alberta legislation.

The researcher conducted four in-depth interviews with two former University of Alberta Chancellors (Jean B. Forest and Sandy A. Mactaggart) and selected two contrasting periods in terms of political, economic, and administrative environments in order to investigate which, if any, influence on policy issues the Chancellor exerts—directly or indirectly. The study also examines whether there is a correlation between the biographical background of an incumbent and his or her specific interest in policy.

Furthermore, the study explores the complex interactions of internal, external, and historical forces impacting on policy issues at the University of Alberta. It also describes how the two Chancellors dealt with such issues.

The research resulted in six specific conclusions and four recommendations concerning the Chancellor's role vis-à-vis policy issues and associated influences at the University of Alberta.

UNIVERSITY OF ALBERTA

FACULTY OF GRADUATE STUDIES AND RESEARCH

The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies and Research for acceptance, a thesis titled

The Chancellor's Role in Policy Issues at the

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(1978 to 1982 and 1990 to 1994)

submitted by Eva M. Cherniavsky in partial fulfillment of the requirements for the degree of Master of Education in Adult and Higher Education.

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Carolin Kreber, Committee Member

Date: 29 September, 2000

THIS THESIS IS DEDICATED TO

my son BEN, without whose persistent prodding I would never have finished this project;

NATASHA AND ALEX, who did not quite understand why their old Mom would want to undertake this project but were very good-natured (though perhaps a little embarrassed?) about it;

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I am equally grateful to the two former University of Alberta Chancellors, who so readily agreed to collaborate with me on this project. The Honourable Dr. Jean B. Forest, who now lives in Victoria, had only recently begun her well-deserved and long overdue retirement from the Senate of Canada when I approached her. I can only assume that she would have preferred to relax in her enchanting seaside paradise with her beloved husband, Rocky, and her large family, instead of reliving the pressures and frustrations of her years as University of Alberta Chancellor.

Dr. Sandy A. Mactaggart had also withdrawn from public life when I contacted him about my project. He spends many months of the year with his wife Cecile in other parts of the world and devotes much of his pastime to special projects, such as the Loyal Edmonton Regiment, of which he was recently made an Honourary Lieutenant Colonel. I believe that he, too, would have preferred to leave the aggravations of his Chancellor years in a far corner of his memory bank rather than revive them in his mind.

Both Dr. Forest and Dr. Mactaggart shy away from publicity and have never, to the best of my knowledge, participated in a similar project about their past experiences at the University of Alberta. I cannot sufficiently express my gratitude to both of them, but I want them to know that I will never forget their kindness, wisdom, and generosity in helping me complete this study.

A sincere thank-you also goes to the six professors who helped me design my Interview Guide last year (Drs. Brook, Collett, Greenwood, Hodysh, Kreber, and Scott) as well as former University of Alberta President, Dr. Myer Horowitz, and former Vice-

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Last but not least, I thank my family—especially my beloved grandchildren—for putting up with my pre-occupation during this past year. Though I thoroughly enjoyed writing this thesis, my only regret was that I had to give up countless hours with all of you. I promise I will spend more time with you again from now on because time spent with you is the most precious of all! I secretly hope that my darling Amanda, who at eight years is an avid reader of books, will read this thesis some day, as will my other grandchildren. Then, when they enter university, they will know a little about policy and politics in academia.

Little Jamie, I include you, too. Study hard, and never give up!

Thank you all, and God Bless!

Contents

CHAPTER I

INTRODUCTION

Project Background

During my twenty-five years of employment at the University of Alberta, I was fortunate to interact with, and observe, many senior administrators in office. I became intrigued with the ability of most of these dedicated men and women to adopt drastically new lifestyles and take on challenging tasks in areas with which they had previously been unfamiliar. Scholarly scientists and academic educators turned into formidable administrators as university presidents; hard-pressed business executives and community leaders volunteered their time to chair the Board of Governors; and lawyers, politicians, and entrepreneurs made significant contributions to the world of higher education as chancellors of a large post-secondary institution.

In particular, I admired the ability of many of these individuals to remain humble and caring. I remember a bag full of juicy, red apples on my desk one September morning, handpicked by the President in his own backyard. I recall many a personal note during an illness or at some other time of stress, and I cherish the memory of a relaxed staff picnic on a serene summer's day at a vice-president's country home. My fondest recollection is of the time when I received a two-page handwritten letter from the university chancellor congratulating me on a recent article I had written for our staff newspaper. It had been a very busy day, and I was extremely discouraged with my seemingly endless workload. On reading that caring note, I felt humbled by the thoughtfulness of someone much busier than I who had taken the time to share his vision with me and comment reassuringly on my modest contribution to journalism. Suddenly,

I felt challenged to tackle even more arduous assignments. I had received encouragement and inspiration from a great leader.

When the time came to select a thesis topic, I decided that it might be rewarding, both academically and personally, to examine and analyze the accomplishments of two Chancellors Emeriti from the University of Alberta, with special attention to their involvement in policy issues. Both individuals have had extremely distinguished careers before, during, and after their University appointments, and both have proven themselves as leaders in higher education.

Another reason for choosing this topic was that though I had been constantly exposed to the end results of policy issues during my employment at the University of Alberta, the relevant process had remained an enigma to me. Consequently, I saw it as a challenge to select a research topic that would allow me to explore the complexities of policy issues in higher education.

Finally, my analysis will focus on two periods at the University of Alberta, which belong to contrasting eras—politically, economically, and organizationally. Government relationships shifted; university funding underwent drastic changes; and the image of the University became redefined. An analysis of the relevant periods, highlighted by the experiences of the two selected chancellors, will reveal whether, and to which degree, these external developments influenced policy issues at the University of Alberta.

Research Problem

In the context of their individual biographical backgrounds, the historical and institutional influences, and the different political and economic climates of the periods

under discussion, what role in policy issues did the selected chancellors play during their terms of office at the University of Alberta?

Subproblem 1

What were the internal motivations that influenced these two individuals in their decisions to become pro-active in higher education and promote its causes through their roles as university chancellors?

-- Was the decision related to family background?

-- Was it related to their educational paths?

-- Did it derive from a career pattern or previous involvement in education-based committees?

-- Was it a conscientious decision based on intellectual deliberations?

-- Was it an emotional reaction to personal experiences?

-- Did they experience a gradual growth toward activism rooted in personality traits?

Subproblem 2

Which forces from within, and external to, the University affected specific policy issues at the University of Alberta during the years 1978 to 1982 and 1990 to 1994, that is, during the chancellorships of these two leaders in higher education?

-- Did historical influences affect policy issues during those periods?

-- Which roles did the various levels of University governance play in policy issues?

-- Did students have any influence on policy issues?

-- Did the political backgrounds of the era impact on policy issues?

-- Did policy issues arise from economic developments?

Subproblem 3

What were the challenges the two chancellors encountered concerning their personal objectives on policy issues during their terms in office at the University of Alberta?

-- Which policy-related challenges did they encounter?

-- How did they deal with these challenges?

-- What were the results of dealing with these challenges?

Significance of the Research

The primary significance of this thesis lies in providing an understanding of the involvement in policy issues at the University of Alberta by the two selected leaders in higher education during their terms in office (1978 to1982 and 1990 to1994). Simultaneously, the research highlights major policy issues at the University of Alberta in which the two chancellors were involved during the two periods under discussion.

The secondary significance of this research relates to its potential for future project expansion. Should it become desirable and practical, at a later stage, to document the involvement at policy level by other chancellors at the University of Alberta, a larger study may be undertaken.

Assumptions

The thesis is based on the following assumptions:

-- the position of University Chancellor generally enjoys a high level of prestige both within the university community and the public-at-large;

-- notwithstanding the considerable prestige attached to the position, the

public commonly regards the Chancellor's influence on policy issues as insignificant;

-- there is widespread confusion among the public-at-large about university governance and policy issues, as well as the Chancellor's role therein;

-- the periods during which the two respondents served as University Chancellors (1978 to 1982 and 1990 to 1994) differ significantly in terms of political and economic environments, both federally and provincially.

Delimitations

This thesis does not:

-- examine the contributions, at policy level, by other chancellors or officers at the University of Alberta, except where such contributions relate directly to the discussions with, or are referred to by, the two participants;

-- analyze the level of government intervention in policy formulation at the University of Alberta except where it interacts directly with the policy issues during the periods under discussion;

-- provide a detailed biographical treatise about the two subjects involved, except in relation to their positions as chancellors at the University of Alberta, and/or to aspects which had an effect on their leadership roles and styles.

Limitations

The following limitations exist in relation to the thesis:

-- this study analyzes the responses of only two former University Chancellors;

-- secondary sources on the two subjects are scant: biographies about them have

never been published, and very little other material about or by them is available;

-- the depth of the study is related to the willingness of the two participants, who had never before granted similar interviews, to share relevant information with the researcher;

-- the research did not include interviews or discussions with other members of the university community or public-at-large—except in connection with the preparation of the Interview Guide.

Definitions

Adult Education

The terms "Adult Learner" and "Mature Learner" are often used interchangeably in adult education literature. Cookson (1989) distinguishes between "traditional-age" students—below 25, and "students older than average"—25 and over (p. 50). For this study, the term "Adult Education" will refer to students in higher education.

Board of Governors (BOG)

The Governors of the University of Alberta are an incorporated body which manages and controls the University and its property, revenue, and business affairs, except as otherwise provided in the Universities Act (Province of Alberta, 1999).

Chair, Board of Governors

The Chairman of the Board is appointed by the Lieutenant Governor in Council.

Educational Policy

This policy constitutes procedures and regulations relating to formal educational programs.

Ethics Review Committee (ERC)

The ERC is a departmental committee which ensures that all human research conducted within the department adheres to regulated standards.

General Faculties Council (GFC)

At the University of Alberta, the General Faculties Council (GFC) is a body of *ex officio*, elected, appointed, and (in the case of students) nominated members, responsible for the academic affairs of the University. (Province of Alberta, Universities Act, 1999)

Global Economy

The global economy, created through modern technology, communication, and the information highways, minimizes geographic and national borders, restrictions, and regulations; it encourages competition, knowledge sharing, labour exchange, and scales of production.

Gross Domestic Product (GDP)

Gross Domestic Product is calculated by deducting a country's imports from its expenditures producing an estimate of total goods and services produced. When spending falls, unemployment rises—a combination that results in a recession. A reverse situation leads to an expansion. These ups and downs in the economy constitute the business cycle, of which GDP is the best measure. Though it should not to be taken as a measure of wellbeing of society, it is used to show how the economy performs. (Statistics Canada, 1991, p. 472)

Higher Education

This term refers to post-secondary education, such as university and college education.

Leadership

According to Kouzes and Posner (1987), a leader challenges the process; inspires a shared vision; enables others to act; models the way; and encourages the heart. Leadership is a process, not a place. In answer to the question: "Are leaders born or created?" there is research evidence in favour of either side.

National Energy Program (NEP)

Nikiforuk, *et al.* (1987) explain that the NEP was created in 1980 under Prime Minister Trudeau by the Honourable Marc Lalonde, Minister of Energy, Mines and Resources, whom Clarkson & McCall (1994) call Trudeau's "efficacious cardinal," and "conscience, goad, and ally" (pp. 162, 164). The Program "strove to keep the oil-patch in Canadian hands and to prevent foreign firms from making obscene profits on booming oil prices" (Nikiforuk et al., p. 37). The Program ended in 1985.

Policy Formulation

Policy formulation is the process between "initiation" and "implementation" of policy, as defined by de Clerc (1997, p. 129).

Policy Implementation

Policy implementation is the process between "formulation" and "evaluation" of policy, as defined by de Clerc (1997, p. 129).

Policy Issues

Policy issues deal with inquiries into the initiation, formulation, implementation, or evaluation of policy (de Clerc, 1997, p. 129).

President

The University of Alberta Calendar 2000/2001 defines the position of President as follows:

> The University of Alberta President is the chief executive officer of the University. He is entrusted with the general supervision of the academic work and the business affairs of the University and may recommend to the Board of Governors on any matter affecting the University. (p. 694)

University Chancellor

> The University of Alberta Chancellor is titular head of the University, and represents the public interest in the University. Elected for a four-year term of office by the Senate, the Chancellor is chair of the Senate, an *ex officio* member of the Board of Governors, confers all degrees and represents the University at ceremonial occasions. (University of Alberta, Calendar, p. 694)

University Senate

> The University of Alberta Senate is an advisory body, which acts as a bridge between the University and the public. . . . It is the mandate of the Senate to inquire into any matter that might tend to enhance the usefulness of the University. It is specifically authorized to interpret the University to the public, to require reports from faculty councils, the Students' Council, and any members of the academic staff; to receive and consider submissions from anyone interested in the University; to arrange for public meetings, radio and television programs and other means of providing and

acquiring information on the University; as a consequence, to make reports and recommendations to the Board or the General Faculties Council or other appropriate body. In addition, the Senate may authorize the conferring of Honorary Degrees.

The Senate brings together the University and the public. Although it has little formal decision-making power, it seeks to stimulate discussion on issues of concern and to aid in their resolution. It is a two-way link between the public and the University. (University of Alberta, Calendar, p. 695)

Acronyms

AHFMR:	Alberta Heritage Fund for Medical Research
AOE:	Alberta Order of Excellence
AUB:	American University of Beirut
BOG:	Board of Governors
CEO:	Chief Executive Officer
CPI:	Consumer Price Index
DD:	Divinitatis Doctor (Doctor of Divinity)
ERC:	Ethics Review Committee
GDP:	Gross Domestic Product
GFC:	General Faculties Council
GST:	Goods and Services Tax
LLD:	Legum Doctor (Doctor of Laws)
MBA:	Master of Business Administration
MLA:	Member of Legislative Assembly

NEP:	National Energy Program
OC:	Order of Canada
OECD:	Organization for Economic Cooperation and Development
OPEC:	Organization of Petroleum Exporting Companies
PACCR:	President's Advisory Committee on Campus Reviews

CHAPTER II

A REVIEW OF RELATED LITERATURE

Policy Formulation and Implementation in Higher Education

De Clerc (1997) has described the policy process as consisting of four explicit stages: "initiation, formulation, implementation and evaluation" (p. 129), of which "formulation" and "implementation" are considered as two separate entities that need to be identified independently. Policy formulation, then, is the "responsibility of politicians and their representative institutions," whereas policy implementation is the "rational, technical and administrative activity of a politically neutral bureaucracy whose activities are directed at the achievement of the policy objectives or directives of the politicians" (p. 129). The author argues that this definition of a traditional model implies that the transformation of policy formulation to implementation is an "unproblematic and smooth process which requires strong controls to ensure that the bureaucracy executes faithfully the directives of their political bosses" (p. 129). De Clerc concedes that in reality this transformation is not always a smooth process and that, more recently, it has been conceptualized as "loosely coupled and impossible to control tightly" (p. 129).

Indeed, the transition from policy formulation to policy implementation is rarely unproblematic—especially in the university community, which Heyns (1977) sees as a "pluralistic democracy" (p. 63), where power is distributed widely among various constituents. He maintains that "the dispersion of authority and power in colleges and universities makes the pluralistic democracy a more realistic model than traditional models" (p. 64).

Bauer (1968) defines policy as decisions and actions which "have the widest ramifications and the longest time perspectives, and which generally require the most information and contemplation" (p. 2), as opposed to "routine actions" and "tactical decisions," which are "trivial" and "somewhat more complex," respectively. He sees policy making as "the setting of courses of action designed to implement the values, usually of a fairly large group of persons, on a given issue without unduly compromising other values on other issues" (p. 3). However, Bauer (1968) points out, policy making should refrain from "moralizing."

Small (1980) has defined policy as a "definite course of action selected by government from among alternatives and adopted as advantageous or expedient" (p. 84). Though somewhat restrictive, this definition may be applied to other organizations, including universities, if "government" is replaced by the term "governing body."

Governance at the University of Alberta

Michael L. Tierney notes that, during the early part of the nineteenth century, academic governance became increasingly defined "in terms of a joint effort between the administration and the faculty" (in Riley and Baldridge, 1977, p. 224). Unfortunately, Tierney observes, there has been, of late, a "growing apathy of academicians toward participation in governance, an apathy reinforced by the increasing complexity in campus management" (p. 262).

J. Victor Baldridge and Frank R. Kemerer (in Riley and Baldridge, 1977) refer to traditional academic governance as "a complex and tangled web of decision making that translates scholarly goals and values into college and university policies and action" (p. 255). The authors explain academic governance through two models. First, they

describe the bureaucratic model, which consists of five stages: formal hierarchy with bylaws and organizational charts; formal lines of communication; authority relationships; specific policies and rules; and deadlines to be met. Second, there is the political model, which assumes that universities are like political systems "with interest group dynamics and conflicts similar to those in cities, states, or other political environments" (p. 256).

Similarly, Arnal (1999) describes universities as "complex organizations with complex governance structures" (p. 214). The University of Alberta is no exception. Arnal interviewed twenty-five key informants in 1991 at the University of Alberta and fifteen subjects (of whom thirteen had also been interviewed in 1991) six years later (p. 64). He reports that "governance was presented as very diffuse with a strong reliance on a complex network of formal committees and administrative policies" (p. 77).

For the University of Alberta, as for other provincial universities designated by the Lieutenant Governor in Council, the Universities Act (Province of Alberta, 1999) determines university governance. Johns (1981) reports that

> The first University Act had been rather hastily drawn and modeled on a previous ordinance designed for a university in the Northwest Territories. It was obvious that a new act of particular relevance to the Province of Alberta was required. A draft had been prepared and was given careful consideration and approval by the Senate at a meeting held on 18 February 1910 (p. 34).

Johns (1981) further reports that the original "University Act of 1910, which had served with relatively minor amendments for over thirty years, had undergone drastic revision in 1942, with subsequent amendments, again of a minor nature, through the 1940s and 1950s" (p. 357).

By the early 1960s, the structure and need of the University had changed significantly with a new campus opening in Calgary. However, the Report of Joint Committee (1965) explains that the "need for reform of university government is not a problem that is peculiar to the University of Alberta" and that many publications "have stressed the need for radical alterations in present systems of university government—mostly set up many years ago for smaller institutions in simpler and less complex times" (p. 1). Johns (1981) records that the new Universities Act "was assented to on 15 April 1966 and went into effect as of 1 April 1966" (p. 368). Several amendments have been added since that time.

The most recent Universities Act (Province of Alberta, 1999) has designated the "board of governors" and the "general faculties council" as the "2 separate bodies" of the "governing authority" for the University of Alberta (pp. 5-7). However, for purposes of discussion, this paper includes the Senate as an arm of governance at the University.

The General Faculties Council (GFC) – The Role of the President

The Universities Act (Province of Alberta, 1999) stipulates that a general faculties council will consist of

(a) the following *ex officio* members:

(i) the president, who shall be chairman;

(ii) the vice-presidents;

(iii) the dean of each faculty;

(iv) the director of each school;

(v) the chief librarian;

(vi) the director of extension, or if none, the officer exercising

comparable functions;

(vii) the registrar;

(b) the elected members representing the faculties and the schools that have school councils;

(c) the following student members:

(i) 2 students nominated by the council of the students' union;

(ii) if there is a graduate students association, one student nominated by the council of the association;

(d) the appointed members (p. 34).

The Universities Act (Province of Alberta, 1999) also determines that, "subject to the authority of the board, a general faculties council is responsible for the academic affairs of the university" (p. 35). That responsibility had not always been with GFC. Prior to 1942, it had rested primarily with the Senate. Johns (1981) reports that a special committee was set up in 1941 to "conduct a survey of the affairs of the University" (p. 178), which filed an interim report on 30 January, 1942. One of its recommendations was "that the General Faculties Council take over most of the purely academic functions presently discharged by the Senate" (Johns, 1981, p. 179). Subsequently, the Report of Joint Committee (1965) of the Edmonton and Calgary campuses of the University of Alberta endorsed that change:

> In our opinion the General Faculty Council as established by the 1942 University Act represents an important and gratifying recognition of the contribution to be made by academic staff in the smooth functioning of a modern Canadian university. (p. 6)

The University President chairs GFC and is the University's chief executive officer who, according to Campbell (1977), "must act to co-ordinate and implement decisions of the several deliberate bodies of the university as quickly and as effectively as possible" (p. 40). In the Review of the Universities Act, the Joint Committee (1965) comments that the President is, "in a unique way, . . . the servant of both Board and General Faculty Council, who are jointly involved in his appointment, and on whose joint behalf he supervises and directs the operation of his University" (p. 8).

Campbell (1977) describes the President as "the principal spokesman of his institution" (p. 21). He continues to say that the President is

> . . . the nexus of communication among its parts and its focus to the external community. His is the task of acting as the University's advanced listening post in the community. He is the officer who channels to his institution an impression of society's needs, opinions and uncertainties. His principal responsibility is to articulate the aspirations, intentions and concerns of the University to its constituencies. More than any other faculty member, and perhaps solely among his colleagues, his concern is for the institution as *a whole*. (p. 21)

If Campbell was correct with his claim that the University President, in 1977, was "the University's advanced listening post in the community," then a shift in that role seems to have occurred during the past 20 years. It appears that the University Chancellor has increasingly assumed the task of acting as "advanced listening post" in the community.

The Board of Governors—The Role of the Chair

The Universities Act (Province of Alberta, 1999) stipulates that membership on

the Board of Governors shall consist, in essence, of the following:

(a) a chairman of the board appointed by the Lieutenant Governor in Council;

(b) the chancellor of the university;

(c) the president of the university;

(d) the following members appointed by the Minister:

(i) 2 alumni of the university nominated by the alumni association;

(ii) one member of the senate nominated from its members who have been appointed . . . ;

(iii) 2 members of the academic staff of the university nominated by the general faculties council;

(iv) 2 students nominated by the council of the students' union;

(v) if the university has a graduate students' association, one graduate student nominated by the council of the association;

(e) 8 additional members representative of the general public appointed by the Lieutenant Governor in Council. (pp. 13-14)

The Universities Act (Province of Alberta, 1999) designates to the Board of Governors the general powers of "management and control of the university and of its property, revenue, business and affairs . . . (p. 16). Johns (1981) reports that the first Board of Governors, rather hastily organized in 1911, had

> vested in it all the property of the university, together with broad powers with respect to the university's operation. It was to consist of the Chancellor and the President *ex officio* and nine members appointed by the Lieutenant-Governor-in-Council, one of whom would be given the post of chairman. (pp. 34-35)

Student membership on the Board was not created until an amendment was made to the Universities Act in 1969 (Johns, 1981, p. 477).

Relationships between the Board Chair and the University President have not always been harmonious. Many academics, in the past, have subscribed to the notion that the Board was, as described by Arnal (1999), "an arm of government bent on imposing private-sector-style management within the institution" (p. 180). This relationship seems to have changed for the better as of late. Arnal (1999) reports in his study, during which he interviewed, in 1991and 1997, key personnel at the University of Alberta, that by 1997 "the open hostility between the Board and the President was replaced by a high level of cooperation in all aspects of their relationship" (p. 180).

The Universities Act (Province of Alberta, 1999) does not refer specifically to the role of the Board Chair, except to say that "the chairman of the board [shall be] appointed by the Lieutenant Governor in Council" (p. 13), that "the chairman is always eligible for reappointment on the conclusion of his term of office" (p. 15), and that "any member of a board is eligible for appointment as chairman though he has, at the time of his appointment, concluded 2 terms of 3 years each as a member of the board" (p. 15).

The Senate – The Role of the Chancellor

The Universities Act (Province of Alberta, 1999) decrees that each university senate in the Province of Alberta shall consist of

(a) the following *ex officio* members:

(i) the chancellor, who shall be chairman;

(ii) the president;

(iii) the vice-president or, when there is more than one, the senior vice-president;

(iv) the chief academic officer for student affairs;

(v) the director of extension, or if none, the officer exercising comparable functions;

(vi) the president and vice-president of the alumni association;

(b) the following appointed members:

(i) 2 deans, to be appointed by the deans' council;

(ii) 2 members of the board, to be appointed by the board;

(iii) 3 members of the general faculties council, to be appointed by the general faculties council;

(iv) 2 members of the alumni association, to be appointed by the association;

(v) 9 members of the public, to be appointed by the Minister;

(vi) 4 students to be appointed by the council of the students' union;

(vii) if there is a graduate students association, one member of the association appointed by the council of the association;

(viii) 2 non-academic staff members to be appointed by the Minister;

(c) 30 representative members, to be elected by the members of the senate to represent affiliated colleges or institutions, geographical areas and groups and organizations with an interest in the university including, at the discretion of the members of the senate, representatives of staff organizations within the university. (p. 10)

Johns's (1981) treatise refers to the first Senate meeting, which was held in 1908 with five University-elected representatives, ten government appointees, and four *ex officio* members: the Chancellor, the President, the Minister of Education, and the Premier (pp. 1-19). At that time, the Senate was expected to determine "the educational policy and the financial management of the new university" (p. 2). Johns (1981) points out that the University Act of 1910, however, transferred the financial management to the newly established Board of Governors, leaving the Senate to deal

> chiefly in academic matters such as the granting of degrees, including honorary degrees, the provision of scholarships and prizes, the determination of courses of study, the conduct of examinations, the publication of the university calendar, arranging for the affiliation of colleges or other institutions with the university, and jurisdiction over most student affairs including student discipline. (p. 35)

In 1941, controversy arose over the results of a Senate vote, which had defeated a motion by the Senate Honorary Degrees Committee to grant honorary degrees to Francis Gilbert Roe, a renown amateur historian of Western Canada, and to Premier William Aberhart, who had shown himself as a friend of the educational system for many years. Largely arising from this controversy, additional revisions to the 1942 University Act stripped the Senate of its academic functions, transferring them to the General Faculties Council. (Johns, 1981, pp. 163-179)

Johns (1981) quotes the determination of the new Act:

> It shall be the duty of the Senate and it shall have power to inquire into all matters that might tend to enhance the usefulness of the University and to report upon and take recommendations in respect of the same to the Board and to the appropriate

Faculty Councils (p. 183).

The Senate was also entrusted with the responsibility to recommend honorary degrees, organize exhibitions, create scholarships and prizes, and cancel academic degrees (Johns, p. 183). These provisions in the Universities Act (Province of Alberta, 1999) have created university senates in Alberta that differ significantly from those in other Canadian provinces and the United States, where senates have retained significant academic functions.

The Universities Act (Province of Alberta, 1999) provides that "a joint committee may nominate one or more persons, as directed by the senate, for the office of chancellor. . . . A chancellor holds office for a term of 4 years and is not eligible for re-election as chancellor" (pp. 8-9). The Act also specifies the role of the chancellor as follows:

> The chancellor shall be the representative of the university at ceremonial occasions and, in addition to his other functions under this Act, the chancellor shall preside over all degree conferring ceremonies of the university and shall confer the degrees.
>
> The chancellor shall represent the public interest in the university and is the chairman of the senate and an *ex officio* member of the board. (p. 8)

Thus, according to the Act, the University Chancellor performs largely a ceremonial role. However, through membership on the Board, the Chancellor has direct input in policy issues. Furthermore, through the position's high level of prestige, an incumbent may be informally consulted in policy matters. An example of the high regard in which the position of chancellor is generally held, is the Joint Committee's (1965) reference to "the dignity of the position and the inevitable quality of the person appointed

to it" (p. 17).

Furthermore, the Chancellor's role as an intermediary between academia and the community provides an opportunity for channelling information to the University's governing bodies that may impact on policy. Given that the University Chancellor has relatively little direct impact on policy issues, the leadership qualities of the incumbent through which indirect impact may occur become all the more critical. Numerous definitions of leadership have been provided in recent literature. Kouzes and Posner (1987) associate five fundamental practices with leadership qualities:

1. challenging the process;
2. inspiring a shared vision;
3. enabling others to act;
4. modelling the way; and
5. encouraging the heart.

According to Kouzes and Posner (1987), "leadership is not a place, it is a process [which] involves skills and abilities that are useful" (p. xvii). A chancellor who has leadership qualities can make a difference—albeit indirectly—on many levels, including policy formulation.

Whereas the university president and the board chair are expected to show leadership, having a chancellor who has leadership qualities is considered a pleasant bonus. However, as Sanford (in Heyns, 1977) points out, "leaders can surface in unexpected places, and they often assume the role as a matter of chance" (p. 11). Sanford explains that "we need leadership in higher education to combat the growing

apprehension that we do not know where we are going" (p. 12), and a chancellor with leadership skills will help to eradicate this image among the community.

A good understanding of campus climate and student culture are other important criteria for achieving leadership skills and exerting informal impact on policy in higher education. Baird (1990) points out that knowledge of campus climate "can be used to identify areas of agreement and disagreement among an institution's significant subgroups and subenvironments about policies, goals, facilities, and priorities" (pp. 35-36). A university chancellor is frequently expected to address groups of students at ceremonial functions, convocations, and social events. To lean on Kuh's (1990) theories on Student Culture, by identifying student "values or issues that conflict with, or support, an institution's educational objectives," the Chancellor can exert a major influence on students through interaction with student representatives on Senate and the Board of Governors. Kuh (1990) believes that only through understanding the student culture, "can policies and practices be fashioned . . . that are consistent with the educational purposes of the institution . . ." (p. 58).

The Effect of External Forces on Policy Formulation at the University of Alberta

Government Intervention

Most Canadian universities relied heavily, from the beginning, on government grants or private donations. Ross (1979) reports that, after 1867, education became a provincial responsibility (p. 39). However, the federal government made the massive growth of Canadian universities possible after the second World War through three developments: "the federal grants to returning veterans . . .; the report of . . . the Massey

commission; and the growing interest in research by many federal government departments" (Ross, 1979, p. 131). For the next few decades, government funding became relatively generous. The grants accruing from the Massey report alone totalled $7 million in 1951, doubled in 1956, and increased further until they reached $100 million in 1966-67 (Ross, 1979, p. 232).

Small (1980) has described the Social Credit Government in Alberta during the sixties, and especially its 1971 Cabinet, as "perhaps overly idealistic, but nevertheless favourably inclined towards promoting education in the province" (p. 128). For example, the author cites the Cabinet's promotion of the establishment of a fourth university in the province (Athabasca) and the appointment of three hundred new staff members at the University of Alberta during the sixties (p. 128). "It was a period," Small (1980) reports, "characterized by a social climate that was favourable to post-secondary expansion and development" (p. 127).

However, as Ross (1979) reports, during the seventies the benign phase in Canada of government-university relations seemed to weaken when, in Ontario,

> a series of unilateral decisions made by the government—particularly one to raise substantially the fees for graduate students—made it abundantly clear that it was going to act directly and decisively in areas in which it considered action essential. (p. 235)

Small (1980) relates that, after the election of a new Progressive Conservative Government in Alberta, on August 31, 1971, "the new minister of the newly created Department of Advanced Education . . . , The Honourable J. L. Foster, was quoted as

saying: 'This is not quite a budget freeze, but you might call it a very heavy chill' " (p. 130).

During the seventies and eighties, growing government intervention in university affairs resulted in steadily increasing concerns at the University. By 1991, Arnal's (1999) interviews with key University of Alberta personnel revealed that "a majority of those interviewed faulted the provincial government for inappropriate involvement in sector and institutional governance. It was noted that government had ultimate control over universities 'because they control the Act'" (p. 116). By 1997, Arnal (1999) reports: "Although there was still much evidence of suspicion by faculty of government motives, comments were much more positive overall . . . [but] it still appeared as an exaggeration to say that [the relationship with the government] was good" (pp. 166-167).

Political Factors

Political events and elections appear to have considerable impact on university policy issues. For example, when World War II veterans returned to Canada, the federal government gave them generous grants for university study resulting in a significant increase in student enrollment at Canadian universities and colleges (Ross, 1979, p. 131). Johns (1981) describes the "very careful planning" at the University of Alberta in anticipation of the significant influx of students in the fall session of 1945: competent staff had to be selected; the construction of new classrooms was required; and additional living accommodations needed to be secured (pp. 208-213). Long- and short-term planning became extremely difficult, especially since the provincial government, when asked for assistance, initially declared that it "wished to keep the university 'at its present

size and at its present budget'" (Johns, 1981, p. 212). However, after repeated urgings by the University administration, the Government of Alberta provided help.

On the other hand, Small (1980) explains that, when the Social Credit Government was defeated in Alberta in 1971, the newly installed Progressive Conservative Cabinet swiftly decided "that there would be no [more] plans for educational expansion; . . . and that there would be strict budgetary controls, cutbacks in the post-secondary educational system and a freeze on all educational construction" (p. 130). Alberta universities had to adapt to the warnings and make swift adjustments to internal policies.

Economic Influences

Ross (1979) argues that the medieval university flourished, despite hostile conditions such as violence and superstition, because of economic development: "All material indexes moved upward from the eleventh century on" (p. 5). Later, during the nineteenth century, the industrial revolution created new social classes through urbanization. There emerged "a vast new middle class of workers and a new elite of scientists and managers—that profoundly affected social structure and social attitudes" (Ross, 1979, p. 33). People began to reject unusual phenomena in religious terms and to embrace "rational-empirical" attitudes instead, which paved the way for scholarly inquiry inside and outside universities. These developments "provided a congenial environment for a reawakening of the university," which "not only rose to the challenge but contributed mightily to the shaping of the new society" (Ross, 1979, p. 35). Thus, a changed economic era provided a strong impetus to academic institutions.

Curiously, universities often seem to have to struggle to keep up with economic expansion but are hit almost instantaneously when a recession takes place. Johns (1981) describes the effects of the expansive post-war years 1947–1951. The consumer price index as measured by the cost-of-living index had risen from 127 in 1947 to 181 in 1951. With enrollments increasing dramatically, the position of universities had become "precarious," and the National Conference of Canadian Universities appealed to the federal government for help. Finally, in 1952, federal grants were made to universities in response to this appeal (pp. 245-46). On the other hand, when a recessional period hit Alberta during the late eighties, government tightened its control on universities immediately with disastrous results, as Arnal (1999) relates:

> Evidence of greater control was provided by several respondents [in 1991], for example, in the provincial government's control of board appointments, in its control of tuition fees and its propensity to control priorities within universities through targeted funding, and in recent years legislative changes (p. 116).

Historical Influences on Policy Formulation

When examining the history of universities for the purpose of isolating certain developments that may have influenced subsequent policy formulation, the researcher must beware of presentism. Hodysh (1987) explains that "presentism occurs when present-day meanings, principles of reasoning and empirical knowledge are read back into earlier periods of time" (p. 140). The author argues, however, that "in the study of educational change the application of concepts and the meanings which they convey are subject to an unavoidable presentist orientation" (Hodysh, 1987, p. 141).

Universities are highly traditional institutions. Protagonists still fiercely defend many traditions in post-secondary institutions which were valuable and useful centuries ago today. On the other hand, modern constituents clamor for radical change in today's university. Ross (1979) argues that "to follow either course is dangerous: one leads to gradual decay, the other to chaos" (p. 3).

The origins of today's university are rooted in the Middle Ages in Europe. Earlier forms of higher learning that had been established in China, India, and the Middle East did not survive. Several events occurred in those early years which introduced something of a knowledge explosion: "The discovery of medical knowledge from Arabia, the rediscovery of Roman law, and the translation of Aristotelian logic" (Ross, 1979, p. 5). The medieval university did not physically resemble our modern-day university; rather, it consisted of a group of young men circling a learned sage in the hope of acquiring some of his knowledge. Gradually, this informal "learning organization" became a formal organization of learning, and as it grew, it became more complex. "Intellectual discovery and excitement" ruled, but some of the vitality diminished as the institution grew and became more formalized. (Ross, 1979, pp. 6-9)

The academic freedom still fiercely defended by academics today was firmly entrenched in the medieval university. Ross (1979) cites the example of the teaching of Aristotle, which was forbidden in universities in the early part of the thirteenth century: "Various popes warned the university of the consequences of using the forbidden books, but with little effect. In 1240, Roger Bacon openly flouted the prohibition by lecturing on these very books" (p. 10). The Carnegie Foundation's (1982) Report on the Governance of Higher Education aptly summarizes the situation of the great medieval

universities: "Although institutional autonomy was often challenged by church and state, and although the freedom of individual teachers was often internally restricted by petty regulations, the corporate authority of the university protected scholars from outside control" (p. 5).

This academic freedom is still at the heart and core of academia today. It rules many a policy debate and is pivotal to the opposition by academics to government intervention in university affairs. Like other hallowed university concepts, such as "objectivity" and "autonomy," it is vigorously defended by traditionalists and fiercely attacked by revolutionaries today.

Biographical Issues

Reconciling Sources and Objectivity

Parts of this study deal with biographical research relating to the two chancellors who participated. Garaty (1957) describes biography as "the record of a life" (p. 3) and goes on to explain that a biographer cannot separate the subject from his or her "background," which makes accurate description difficult. The author cites Goethe, who called the individual a "reflection of his times," (p. 5) implying that had that individual lived in a different period, a totally different person might have emerged. To extricate these relationships between the individual and his or her times in an unbiased manner presents an extraordinary challenge to the biographer.

Baron (in Baron & Pletsch, 1985) points out that, most often though not always, a "biographer will select a subject whom he [or she] admires and identifies with" (p. 3). The author rejects the popular notion that "all biography is autobiography" as much as the "contrary proposition that biography is strictly objective" (p. 16).

Writing biographical material requires a delicate balancing act between shedding preconceived notions and concepts about the background related to the subject and describing the subject as an integral part of this background. Moraitis (in Baron and Pletsch, 1985), a psychoanalyst, considers biography a "psychological exploration of history," during which the biographer "must feel accountable not only for data but also for his own psychological reactions" (p. 73). Moraitis discovered that a biographer who investigated Nietzsche's life, for example, set out to deal with the subject from a highly "framed" viewpoint—he injected preconceived ideas and prejudices about the person, became defensive when challenged on objectivity, and behaved in a highly emotional manner when discussing his viewpoint. Moraitis points out that, a biographer must first undergo a process of self-discovery and self-analysis to see where he or she "comes from" before being able to conceive, in an unbiased and objective manner, "where he is going." A neutral collaborator can be helpful in this process of self-discovery. (Moraitis, in Baron & Pletsch, 1985, pp. 74-105)

Biography as a Form of History

Garraty (1957) calls biography "the history of a human life" and, as such, "a branch of history" (p. 3). The biographer must draw on "mountains of evidence" to "extract the essence of his subject" (p. 10).

Ludwig (1936) writes that poetic talent in writing a biography is as much of a danger to the historian as it is an opportunity, and success depends on the right mixture. However, careless research resulting in "imaginative" representation of facts, while permissible for a poet, is a crime for a biographer or an historian.

The Enigma of Personality

Garaty (1957) believes that "a man's character is always so complex and variable that it can be understood only imperfectly, and that with great effort" (p. 215). The author maintains that "traditional methods of studying historical personalities are wholly satisfactory only in so far as they relate to facts and specific actions" (p. 218).

Garaty (1957) further argues that both, content and value analysis, can be of help to a biographer who attempts to penetrate an enigmatic personality. The author warns that content analysis presents certain difficulties from the historian's viewpoint because autobiographies and speeches, for example, are often prepared by paid writers rather than by the individual who is being described. However, Garaty concedes that

> careful, imaginative use of the [content] method ought to reduce the biographer's dependence upon subjective judgments, enable him to resolve doubts rising from conflicting evidence, and, in general, add confidence to his conclusions by reducing them to measurable limits (p. 237).

For the purposes of this study, there was little danger of the researcher being misled by subjective content analysis because hardly any biographical material exists on the two participating Chancellors Emeriti.

CHAPTER III

METHODOLOGY DESIGN

Selection of Subjects

In order to examine the potential effects of changing political, economic, and organizational developments on policy issues and policy formulation at the University of Alberta, two former University Chancellors were selected as participants for this study: Dr. Jean B. Forest and Dr. Sandy A. Mactaggart. These two individuals were in office during 1978 to 1982, and 1990 to 1994, respectively—two periods which, the researcher contends, differed considerably from each other in terms of their political, economic, and organizational environments.

Politically, the period 1978 – 1982 was influenced by the vigorous and research-friendly Lougheed government (1971-85), as opposed to the 1990 - 1994 era, which was ruled by less amicable university-government relations and the financially suffocating expectations of the Getty and Klein governments in Alberta. Taft (1997) describes how Premier Lougheed, early during his term in office, had "revamped the petroleum royalty and marketing system in Alberta" (p. 42). While the price of oil increased more than five-fold (from US $3 to 17 per barrel), spending on industrialized development skyrocketed through the seventies and into the eighties (pp. 42-43). The price of oil peaked in 1981 at US $40 per barrel. After Don Getty became Premier (1985), it fell to US $10 per barrel in 1986, and per capita government spending declined sharply to 15 per cent, adjusted for inflation (p. 19). Taft explains that, "by fiscal 1991/92, Alberta had dropped from the highest spending of the ten provinces in the early and mid-1980s, to below the Canadian average" (p. 22).

Another change occurred between 1981-82 and 1991-92 in the area of federal transfer payments for post-secondary education to the provinces. These payments declined from $1,820.2 millions in the earlier period (Canadian Tax Foundation, 1981, p. 173) to $1,731.0 millions ten years later (Canadian Tax Foundation, 1991, p. 13:3), despite continuing growth in post-secondary education. For example, total student (FTE) enrollments at the University of Alberta increased from 20,544 in 1979-80 to 27,721 in 1991-92 (Strategic Planning Force, 1993, p. 20).

Nationwide, the political scene as well as the economy had also changed drastically between the two four-year periods, 1978-82 and 1990-94. Clarkson & McCall (1994) reveal that at the start of the earlier period, "Canada's annual deficits were proportionally among the lowest in the industrialized economies; its inflation rate was close to and its growth rate a shade better than the OECD averages" (p. 132). Despite persistent criticism of arrogance, Prime Minister Trudeau dominated the political scene in Canada from 1968-84 (except for a brief interruption in 1979-80) pursuing his dream of a Just Society (p. 92). When the fifteenth Prime Minister of Canada stepped down in 1984, "it was not just [that] the Trudeau years were over, . . . the confident Liberalism of the prosperous post-war era was over, too" (p. 415).

During the period 1978-82, the University of Alberta enjoyed traditional organizational structures with supportive leadership and a generous layer of faculty and administration—largely a carry-over from the appointment of over 300 new staff members in the previous decade (Small, 1980, p. 128). The period 1990-94, on the other hand, followed a decade of disastrous downsizing, incentive-induced waves of early retirements among academics, and a dwindling number of support staff—all caused by

the severe allocation cuts to universities of the Getty and Klein governments. By 1987, Premier Getty (1985-92) had frozen educational spending, and reduced public spending to the extent that "newspapers were discussing 'cutback hysteria'" (Taft, 1997, p. 19). Dr. Mactaggart (1994), in a speech to the Faculty of Graduate Studies and Research, pointed out that the 1989 increase in educational grants to Alberta universities, at 3 per cent, was the lowest among all provinces in Canada (p. 35).

As for University leadership during the 1990-94 period, Arnal's (1999) interviews in 1991 with key University of Alberta personnel revealed that the incumbent President was seen as "heavy-handed and arbitrary" and as a "somewhat ruthless technocrat doggedly pursuing his goals" (pp. 159-160). Those goals were largely unpopular because they were based on the precarious financial situation at the University. After all, the President was an astute economist as well as an academician.

By selecting two chancellors who served during such politically, economically, and organizationally contrasting eras the researcher was able to examine whether these external influences may have impacted on policy issues at the University of Alberta.

Letter of Intent

On April 18, 1999, a letter was mailed (Appendices A.1 and A.2) to the two selected chancellors explaining the project in basic terms and seeking their interest in becoming research participants. The letter informed the prospective interviewees that their estimated involvement would be approximately three hours and fifteen minutes and explained the breakdown of this time frame. The individuals were advised that the project would have to be submitted to, and approved by, the Ethics Review Committee of

the Department of Educational Policy Studies, Faculty of Education, at the University of Alberta.

Both selected candidates accepted the invitation to participate in the project. Dr. Sandy A. Mactaggart responded promptly via telephone through his Edmonton office, and The Honourable Jean B. Forest replied via a faxed message. Whereas The Honourable Jean Forest agreed to meet with the researcher during the summer of 1999, Dr. Sandy A. Mactaggart requested that the interview be deferred until October 1999, due to his extended absence from Canada until that time.

Ethics Issues

During follow-up correspondence, the researcher thanked both chancellors for their expression of interest in participating in the research and forwarded additional material explaining the nature and purpose of the project. Both subjects were advised that the researcher would like to record the interviews on audiotapes. They were assured that deception would not be used in any way and that they had the right to opt out of the project whenever they wished. The researcher promised to maintain strict confidentiality (though not necessarily anonymity—unless specifically requested) throughout the project and to refer to them any quotations attributed to them for approval before completion of the thesis. The respondents were assured that copies of the transcripts would be sent to them for endorsement before being used for the study, and that, following the thesis defense, all tapes and transcripts would be destroyed.

In conducting qualitative research, assurances of confidentiality to respondents are of the utmost importance in order to secure the highest level of feedback. Borg and Gall (1989) report that such measures also "increase [the respondents'] willingness to

answer threatening questions" (p. 451)—though "threatening questions" should never be asked in an interview.

At the beginning of each interview, the researcher reminded the respondents that strict confidentiality (though not necessarily anonymity), discretion, and non-bias would be assured. Specific measures to maintain confidentiality, especially with regard to the transcription of interviews, such as the destruction of audiotapes following thesis defense, were explained. An open-ended question introduced each interview, but leading questions and non-verbal cues were omitted because "the interviewer must maintain a neutral stance on all questions to avoid biasing the responses" (Borg & Gall, 1989, p. 453).

Interview Guide—Testing Process

After the two selected chancellors forwarded their intent to participate in the interviews, the researcher designed an Interview Guide, which contained eight major questions and several sub-questions. To test the appropriateness and validity of the questions to the research topic, the researcher then synthesized the questions into a matrix/worksheet (Appendix B) and mailed it to six University of Alberta professors (Drs. Paula A. Brook, Education; Dave J. Collett, Education; Royston Greenwood, Business; Henry Hodysh, Education; Carolin Kreber, Education; and Sue Scott, Education) who were considered to be experts in related areas, such as qualitative research design, historical research, questionnaire design, and interview format. The researcher received numerous insightful suggestions, which were integrated in the revised Interview Guide. For example, several respondents suggested that one of the questions lacked definition and might be prone to misinterpretation without additional clarification. Another respondent proposed rephrasing a rather narrow question in a more open-ended

form. As Borg and Gall (1989) observed, "open-ended questions . . . obtained much higher levels of reporting and smaller response effects than short, closed-form, standard questions" (p. 451).

The researcher forwarded the amended Guide, together with the adjusted matrix, to two (former) senior University of Alberta administrators (President Myer Horowitz and Vice-President [Academic] Peter Meekison), who had been in office during the periods under discussion. Their consent for reviewing the Guide had been obtained in advance by telephone and their valuable feedback was used to prepare the final version of the Interview Guide for the initial interviews (Appendix C).

Approval by Ethics Review Committee

Prior to conducting the interviews with the two Chancellors, the researcher obtained approval for proceeding with the project from the Ethics Review Committee in the Department of Educational Policy Studies. The relevant application forms were completed and submitted to the Committee, together with preliminary Chapters I, II, and III of the thesis and the proposed Interview Guide, by mid-July, and approval was granted by the end of that month.

First Interview of Subjects

The first interviews with the selected subjects were scheduled as follows:

(1) with The Honourable Jean B. Forest, August 9, 1999, in Victoria, BC;

(2) with Dr. Sandy A. Mactaggart, October 26, 1999, in Edmonton, AB.

An Interview Guide had been sent to each participant prior to the interview. A few minutes before each interview, the researcher set up the tape-recording equipment, tested it, and ensured that it was placed discreetly so that the respondent was not

disturbed or distracted by its presence.

Following the interview, the researcher sent a thank-you note to each respondent and promised to send the transcripts at the earliest possible date.

Transcription of First Interview Tapes

A third party was contracted to transcribe the tapes of the interviews *verbatim*. The researcher trained the individual in all matters concerning confidentiality and discretion. For example, neither the tapes nor the transcripts were to be left in a public area where others could have access to them; when not in use, they were to be kept in a locked file cabinet. Furthermore, the individual was not to discuss the contents of the tapes with anyone other than the researcher and was not to retain any copies of the transcripts or tapes at the conclusion of the project. The researcher listened to the original tapes to ensure that the transcript accurately reflected the recordings, and proofread the transcript for spelling, punctuation, and grammatical errors. Extreme care was taken to protect the accuracy of the taped information. Finally, two copies of each edited transcript were forwarded to the respondents—one to keep for their own use and the other to be returned to the researcher, with comments, in self-addressed, stamped envelopes that were enclosed.

Approval of First Interview Transcripts by Subjects

Continuation of the project was conditional upon approval by both respondents of the first interview transcripts. Revisions requested by the respondents were completed promptly and the relevant pages were returned to each respondent for approval. Copies of the transcripts were left for the participants to keep for their own use.

Following final approval of the transcripts by the respondents, the researcher prepared a second Interview Guide based on the information obtained during the first interview.

Second Interview of Subjects

The second interviews with the subjects were scheduled for December 9, 1999 (Dr. Mactaggart) and January 30, 2000 (Dr. Forest). The researcher prepared two new Interview Guides (Appendices D.1 and D.2), which specifically addressed each participant and related to incomplete or uncertain information received during the first interview. This Guide was sent to the participants a few days before the interview. Prior to each interview, the researcher arranged the recording equipment as for the first interview and, where necessary, made appropriate changes. The researcher re-iterated the terms of discretion and confidentiality and emphasized the sensitivity of the topic under discussion.

Each of the second interviews, like the previous ones, lasted approximately one (1) hour.

Following the interviews, the researcher sent another thank-you note to the participants.

Transcription and Approval of Second Interview Tapes

The transcription of tape recordings following the second interviews proceeded along the same lines as those for the first interviews, with a third party transcribing the tapes. The researcher reminded the transcriber of the confidential nature of the project and the related commitments. Since a different transcriber was contracted for one of the second interviews, the researcher again trained her in matters of procedure and

confidentiality. The researcher also edited these tapes for accuracy of content, grammar, and spelling.

The completed transcripts were again forwarded to the respondents for approval. Revisions requested by the respondents were made promptly and accurately.

Analysis

After the respondents approved both interview transcripts, the researcher began to analyze the material. The biographical backgrounds of both chancellors were compared to investigate whether their upbringings, education, lifestyles, and careers had influenced their move into, and judgment of, the world of higher education. In describing policy issues and formulation at the University of Alberta, the respondents acted as witnesses and observers to historical events. In reporting these events, the researcher had to ensure that the observers had been free of bias and prejudice. Borg and Gall (1989) caution that historical researchers "must often delve to a considerable degree into the race, political party, religious group, and social status of the observer in an effort to appraise the likelihood of prejudice or bias" (p. 824).

Similarly, researchers must be aware of their own interpretive framework and bias in relation to the topic or the characters involved because "biases, values, and personal interests allow [them] to 'see' certain aspects of past events, but not others" (Borg and Gall, 1989, p. 825).

The researcher also compared the two chancellors' views of university governance in relation to policy formulation and implementation. The study further examined whether changing relationships among various levels of university governance can affect policy formulation. Ross (1976) has cautioned that "failure to establish stable

government in the university by the 1970s led numerous competent writers to conclude that 'perhaps higher education had become ungovernable and was well on its way to obsolescence'" (p.159).

In addition to any internal influences observed by the two respondents, external forces during the two periods that may have affected university culture and climate (impacting on related policy issues) were examined. Peterson and Spencer (1990) have remarked that "both concepts . . . are still among the most complex and confusing in the array of tools we use to research the dynamics of institutional behavior" (p. 3). External forces include government intervention, the political arena, and economic conditions.

Finally, the researcher reviewed the personal goals and achievements of the two chancellors in regard to policy formulation and implementation during their terms of office.

Based, therefore, on the information provided by the two subjects and on related literary research conducted by the researcher, this study attempts to analyze

(1) which role—if any—the Chancellor at the University of Alberta plays in policy issues;

(2) whether or not this role is correlated to a chancellor's personality, interests, or priorities;

(3) to which degree—if at all—internal, external, and historical forces (such as university governance, the political era, economics, and earlier decisions) affect policy issues at the University of Alberta; and

(4) which particular challenges the two Chancellors Emeriti faced in relation to policy and how they handled these challenges as leaders in higher education.

Endorsement of Information and Quotations Provided by Subjects

The researcher obtained permission, in writing, from both subjects to use the specific information and quotations, as cited in the relevant chapters and provided by them during the interviews, before submitting the thesis to the examining committee and the Faculty of Graduate Studies and Research (Appendices E.1 and E.2).

All direct quotations in this study which are not specifically ascribed to another source are taken from the personal interviews with the two subjects. Each quotation is clearly attributed to one of the two individuals. These quotations without references occur in Chapters V and VI.

CHAPTER IV

ISSUES OF UNIVERSITY POLICY—THE EXPERIENCES OF TWO LEADERS IN HIGHER EDUCATION

Please note: All quotations in Chapters IV and V, which are not otherwise referenced, are taken from one of the four interviews with the two subjects.

The Honourable Jean B. Forest, OC, LLD, DD

Biographical Background

Senator Forest's interest in education dates back to her childhood. She recalls growing up, as one of five children, on a farm in northern Manitoba and being introduced to formal learning in a one-room rural school. Her father, Archie Janz, was chairman of the school board and her mother, Beatrice, the school's secretary. Her paternal roots in Canada date back three generations; her maternal grandparents had come to Canada from England. Most settlers in the area were recent immigrants who were reluctant to accept leadership roles in education, but the Janz children, the Senator relates, "grew up with the idea of participation in education." As a young elementary student, she became president of the Junior Red Cross. Later, in high school, she was involved with the student executive, and—while attending Winnipeg Normal School—she was president of the student body there. Not surprisingly, Jean chose to become a teacher and, later, was elected as a school trustee.

Senator Forest grew up in a deeply religious family. Her devout Roman Catholic faith instilled in her an unfailing strength to cope with personal trials; a true sense of commitment to family, work, and duty; and genuine dedication to humanitarian causes.

In 1946, Jean Janz married Joseph (Rocky) Forest, whose family—of French and Cree background—was, like her own, actively involved in educational issues. They eventually settled in Edmonton, Alberta, where Rocky built a successful business in the construction industry. All their seven children attended university, which continued to keep both parents closely involved in the educational process. During those years, education became a more personal concern to Jean Forest "for their [the children's] future as well as the future of other children." She began to serve on the Edmonton Catholic School Board (1968-77); was President of the Alberta Catholic School Trustees Association (1970-72); and—through the latter position—became a member of the Canadian Catholic School Trustees Association, the Alberta School Trustees Association, and the Canadian School Trustees Association. She also served on the Alberta Appeal Board—an educational appeal board which examined disputes between parents who wanted the schools to provide special services for their, perhaps educationally challenged, children, and the school board involved, which was prepared to make a somewhat more restrictive offer.

In 1978, after having served six years as a member on the University of Alberta Senate and its Board of Governors, the University invited Mrs. Forest to allow her name to stand in nomination for the position of University Chancellor. Jean Forest accepted the invitation after giving it some serious rational thought. However, she conceded that her decision was also based on an emotional experience: "I felt close to education and had ties to the University because we had children attending the institution before then." The Senator recalls: "It was the most painless election I had ever been involved in because you did nothing [to campaign]." In those days, "only one name was put forward

by the [University's] selection committee in nomination for election to the position of University Chancellor." She also confessed: "My motives weren't completely altruistic. I thought I would be in a position that would give me a forum for promoting other things in which I was involved—for example, human rights."

However, she was concerned that, as a woman without a university degree, the faculty might not accept her in her new role, yet she hoped that a strategy of human approach might counter this risk. She resolved that, prior to her installation as Chancellor, she "would meet with each Dean on his or her own 'turf' in their own faculty, as well as the Presidents of St. Joseph's and St. Stephen's Colleges on campus" (Forest, in Association of Professors Emeriti of the University of Alberta, 1999, pp. 154-155). She made her rounds and "was warmly welcomed by all" (p. 155).

After completing her term as Chancellor at the University of Alberta (1978-1982), Dr. Forest acted as Chair of the Senate of St. Stephen's Theological College, an Anglican college on the University of Alberta campus (1985–1988). In the early seventies, she served a six-year term on the Board of Governors of Newman Theological College in Edmonton and, from 1993 to 1998, served another term as Board Member and Vice Chancellor of the College. From 1995 to 1996, she was a Member on the Board of Directors of Canadian National Railways. (Lumley, 1999, pp. 414-415)

In 1996, the former University Chancellor was appointed to The Senate of Canada, where she served on the Senate's Committee on Post-Secondary Education. That committee travelled across Canada to hear the views of stakeholders in post-secondary education and present them to the Senate and the federal government. Senator Forest takes pride in the fact that the government subsequently implemented many of the

recommendations, which the committee had made, "with respect to problems of students with accessibility, with financial capability, and so on."

Senator Forest was inducted as an Officer to the Order of Canada in 1987 and has received numerous honours and awards, including honorary doctorates from the University of Alberta (LLD, 1983), the University of Waterloo (LLD, 1996), and St. Stephen's College (DD, 1996) (Lumley, 1999, pp. 414-415).

In August 1998, Senator Forest resigned from the Senate in Ottawa to retire to Victoria, British Columbia, with her ailing husband.

Political and Economic Conditions during Term of Office (1978–1982)

During the fifties and early sixties, the University of Alberta had experienced a cautious, yet benevolent relationship with then Premier Ernest Manning. Dr. George Baldwin, former Vice-President (Academic) at the University of Alberta, reports that "the University certainly did not have anything to fear from Ernest Manning's government. . . . Manning himself never interfered. Though not university-educated, he seemed to understand perfectly what a university was" (Baldwin in Association of Professors Emeriti, 1999, p. 62).

However, the Social Credit government did pursue "ultra-conservative practices (as distinct from its theories)" and "paid for what it built as it went along," which negatively affected the growth of the University. This policy became particularly evident with respect to the building of physical facilities resulting in the erection "through Public Works [of] some of the dreariest buildings imaginable" (Baldwin in Association of Professors Emeriti, 1999, p. 63).

Student enrolment rose from 4,500 in the late fifties (Gunning in Association of

Professors Emeriti, 1999, p. 207) to 18,336 in 1970-71 (Budget and Statistics, p. 5)—despite dire predictions by University President Andrew Stewart (1950-1959) (Johns, 1981, p. 489) that "the University would never be allowed to exceed 5000 students" (Gunning in Association of Professors Emeriti, 1999, p. 207). Similarly, the number of full-time faculty, which had numbered 230 in 1951, increased to 1500 (academic full-time-equivalent) by 1970-71, while the University's operating budget—$3.2 million in 1951—had changed to $62 million in operating expenditures during the same period (Budget and Statistics, p.5).

During the sixties and early seventies, the University began to strengthen, and add to, its graduate and research programs, thus evolving from a seemingly small-scale undergraduate campus to a fledgling institution recognized nationally and even internationally. This development may be credited, in large part, to such visionaries as Dr. Walter H. Johns, University of Alberta President (1959–1969); Dr. Max Wyman, President (1969-74) (University of Alberta, Calendar, p. 693); and Dr. Harry Gunning, Chair of the Department of Chemistry, University of Alberta (1957–74) (President's Advisory Committee on Campus Reviews, 1984, p. 5) and from 1974–79, University President (University of Alberta, Calendar, p. 693).

In 1970, Alberta Premier Harry Strom, in his throne speech, had outlined proposals for the decade, which included a total health care package, the formation of a new housing corporation, and "tighter controls on education spending" (McKenna in Saywell, 1971, p. 291). Yet, when the budget came down in February 1970, the government introduced the first billion-dollar budget in the province's history—despite widespread inflation. The budget called for record expenditures of $1.146 billion, a 17

per cent increase over 1969 (McKenna in Saywell, 1971, p. 295). Amongst other allocations, the budget provided for a $17 million increase to Alberta's three universities (the Universities of Alberta, Calgary, and Lethbridge), for both, capital and operating expenditures (McKenna in Saywell, 1971, p. 297)). A sixth junior college in Alberta, Grant MacEwan Community College, was scheduled to open in 1971, and a fourth university (for distance learning), Athabasca University, was projected to commence operations in 1973 (McKenna in Saywell, 1971, p. 453).

By 1971, the Province of Alberta had elected a Conservative government under Premier Peter Lougheed. Soon thereafter, oil prices rose sharply world-wide as a result of the OPEC oil crisis which, in turn, led to a dramatic increase in provincial oil royalties. The government, eager "to claim a share of the windfall" (Geddes in Association of Professors Emeriti, 1999, p. 229), decided to place a significant portion of the resulting revenues into a Heritage Savings Trust Fund. As the Fund grew, public pressure on the government for increases in many areas, including higher education, increased (Geddes in Association of Professors Emeriti, 1999, p. 229). In particular, medical scientists, who had seen federal research funding significantly erode between 1970 and 1975, began to voice their increasing concerns. On March 20, 1978, Premier Lougheed announced the establishment of a non-profit public foundation for medical research, which would operate "at arm's length from the government." The Alberta Heritage Foundation for Medical Research (AHFMR) began operations on April 1, 1980 (Geddes in Association of Professors Emeriti, 1999, pp. 229-231).

On the federal scene, Prime Minister Pierre Trudeau (1968-79 and 1980-84) (Statistics Canada, 1991, p. 215) had enjoyed unparalleled popular support during his

second year in office, despite high levels of unemployment and restrictive economic policies (Stevens & Saywell in Saywell, 1971, p. 175). In his 1970 Speech from the Throne, the Prime Minister boosted the pride of Canadians by calling upon them to remember that "they were a people with unique qualities and an opportunity to share in world leadership" (Stevens & Saywell, in Saywell, 1971, p. 163). The federal budget for 1970, for the first time since 1913, contained no tax increases. In regard to education, fiscal transfers for 1970-71 to the provinces (to assist them in meeting rising costs of post-secondary education) were estimated at $769 million—a 23 per cent increase over 1969-70 (Mitchener in Saywell, 1971, p. 451). "It was a period," Small (1979) reports, "characterized by a social climate that was favourable to post-secondary expansion and development" (p. 127).

Nationally, prosperity burgeoned until, in the late seventies, inflation became a concern to Trudeau's government. At 4 per cent, the annual rise in the consumer price index (CPI) was double the rate it had been in the sixties (Clarkson & McCall, 1994, p. 91). The newly created Prices and Incomes Commission endeavoured to persuade business and labour to restrain prices and wages voluntarily. Even though Canada's annual deficits, during the second half of the seventies, were proportionately among the lowest in the industrialized countries, its productivity performance and unemployment rates were among the worst (Clarkson & McCall, 1994, p. 132).

Nevertheless, throughout the seventies and early eighties, despite inflation and cautious fiscal policies both at provincial and federal levels, the University of Alberta—in retrospect—enjoyed relatively generous government funding. Enrollments continued to grow, despite predictions that "it was expected that the number of full-time post-

secondary students [in Canada] would be stable between 1977 and 1982, and then decline for a decade" (Ipp in McMillan, 1991, p. 46).

Policy Issues: Goals, Challenges, Influences, and Results during Chancellorship

Upon commencing her term as Chancellor of the University of Alberta, Senator Forest saw her role vis-à-vis policy formulation as a "very important one" which was to link "Town and Gown" by bringing to the discussions "the experience of the community so that university policies are not made in isolation." The new Universities Act, which had become effective on April 1, 1966, recommended that the Senate would "serve as the 'public conscience' of its university, providing for the explanation of public needs to the university, and of university needs to the public" (Johns, 1981, p. 367). Senator Forest believed that the role of the Chancellor was evolving in importance from its earlier days "when it was strictly a ceremonial role where the Chancellor simply presided over convocations and represented the university as its titular head at public functions." In Dr. Forest's view, the Chancellor's role began to change with Chancellor Louis Desrochers, "a very dynamic person," who set up the first task force during his term (1970-74) for the purpose of inquiring into the role of the Senate. Dr. Forest speculates that the Chancellor, in order to present the community's concerns to the university successfully, must have "broad experience in the community, not just in education, but in business and other areas" and "must also be very involved in the community, listening to what the community leaders are saying." The Senator further believed that every Chancellor added a new dimension and drew a particular influence group to the University, which was related to his or her own background. To demonstrate, she cited Louis Desrochers' inclusion of legal circles; the expansion of the University of Alberta's physical facilities

for Senate during the term of Ron Dalby—an engineer; Tevie Miller's close contacts with the judiciary; Peter Savaryn's Ukrainian background, which brought to the University the ethnic, multi-cultural dimension; Sandy Mactaggart's strong interactions with the business community; Lou Hyndman's aptitude in strengthening government liaison; and Lois Hole's wide contacts with the community which "attracted a very broad group of people."

Senator Forest explained the considerable influence of the Chancellor's position—despite an absence of executive power—as

> the power of persuasion, the kind of persuasion that is based on good research, sound arguments, and lots of common sense. In addition, the Chancellor's influence can be explained by the Senate having built up a solid ongoing relationship with administration, with faculty, with students, and with a good cross-section of citizens from the community.

Senator Forest believed that a chancellor's relatively short term of office (four years) benefitted the University in that it "gives a chance for more people to be involved and bring their differing views to the university." She also maintained that the University Chancellor must display leadership which, in her view, required first of all being a good listener and follower.

The Chancellor Emeritus recalled policy changes during her term which related to entrance requirements for mature students; changes with respect to quotas in certain faculties; and changes regarding tuition fees and international student involvement at the University. Though Dr. Forest did not elaborate on these issues, library records show that the University of Alberta Senate released a Task Force Report in 1978 on "Native

Students," one in 1979 on "Visiting International Students in Alberta," another (a follow-up report) in 1980 on "Children and Others with Learning Disabilities," a fourth in 1981 on "Second Languages," and one in 1983 (initiated in 1981) on "Mature Students." All these topics are related to what Dr. Forest singled out during the interview as one of her predominant areas of interest: human rights and minority groups. With justifiable pride, she pointed out that many of the recommendations submitted in the reports had now been implemented. To cite a few examples of recommendations that have been implemented: the Report on Native Studies recommended that "A program in Native Studies be developed" (University of Alberta Senate, 1978, p. 3); the Report on Children and Others with Learning Disabilities included a proposal to develop an "interdisciplinary Centre for the study of Learning Disabilities" at the University of Alberta (University of Alberta Senate, 1980, p. 14); the Report on Second Languages urged the faculties to "examine the merits of introducing (or reintroducing) a second language entrance requirement" (University of Alberta Senate, 1981, p. 49); and the Report on Mature Students encouraged a "non-program route [of] up to five full course equivalents" for mature students, which has turned into the now popular "non-classified" route.

An area of policy discussions in which Senator Forest was particularly interested dealt with the changing relationship between the University and the community colleges. The Senator recalled that "the University, in those days, was really the Ivory Tower and was protecting its turf." The Government of Alberta began to put some pressure on the University to relinquish this stand. By the late seventies, colleges were starting, enabled through government legislation, to offer university courses—first one-year and later two-

year programs culminating in degree granting status. This legislation required policy changes at university level to achieve closer collaboration among the institutions. A meeting at the Chancellor's office between University of Alberta President Myer Horowitz and the Presidents of various community colleges paved the road to better, closer working relationships. The Senator believed that this collaboration led, in fact, to today's "excellent post-secondary education system within the province in which each college and each university plays its own unique role, yet forms an integral part of a system which is geared to meet the needs of all the post-secondary students." Dr. Forest explained that the forays into outlying communities, which the Senate had started to undertake, were truly helping to bring the different players together. They moved the University closer to the people, diminishing its negative image as an "Ivory Tower" and promoting the idea that the institution could communicate with the outside world and be open to it. As a result of the increased role assumed by the community colleges, the University was able to expand its focus on graduate studies and research.

Senator Forest recalled policy discussions that introduced changes with respect to the academic pension plan. The public often saw the plan as exorbitant and insupportable. Dr. Forest cited a prominent community member's comment on the academic pension plan: "There is no way that this is as it should be; [it] is either not going to be funded adequately, or we are going to go broke trying to have it fully funded." In 1978, the academic pension plan became absorbed into the government plan--a decision that proved highly controversial.

Other policy discussions in which the Chancellor Emeritus was involved as a representative on the Board of Governors dealt with the changes to physical facilities on

campus, such as the restoration of older buildings, in particular the three older residences and the old Arts Building that housed the original Convocation Hall. The proponents of restorations had to make a plausible case for their cause especially when it was seen to involve more financing than the demolition of the buildings and the construction of new ones. Senator Forest recalled with pride her special role in the case of the renovation of Assiniboia Hall. Whereas there had been relatively little opposition to the renovation of Pembina and Athabasca Halls—two of the three old residences on the West side of the Quad on campus—the restoration of Assiniboia Hall was to cost more than its removal and reconstruction. Chancellor Forest, who believed that the building should be saved in the interest of heritage preservation, faced the challenge of presenting a rational argument in favour of restoration to the opponents of the cause. Her instincts told her to talk to the architect directly. He explained that, apart from preserving the historical value of the building, restoration would save some $200,000 worth of mature trees and landscaping around the building. The acutely fiscal-minded members of the Board were swayed by this argument, and the restoration of the three residences resulted in a Heritage Award to the University!

By the late seventies, policy changes were also required as a result of the creation of the Faculté Saint-Jean (formerly Collège Saint-Jean) as a fully-fledged Faculty, which became operational in May 1978 (University of Alberta, n.d., La mission de Saint-Jean, p. 2.1), and followed the earlier integration of the Collège into the University of Alberta on November 27, 1970 (University of Alberta, Calendar, p. 691). Senator Forest recalled how the University of Alberta, the Oblate Fathers (the former owners of the Collège), and the provincial and federal governments collaborated closely in developing appropriate

policies that would create the best opportunities for the new Faculté. As an example, the teaching of programs in French, the maintenance of a separate campus, and other issues required the formulation of new policies. The Chancellor Emeritus strongly supported this change since it dealt with one of her special areas of interest: linguistic rights. She fervently believed that students of French-Canadian heritage had the fundamental right to receive education in their own language anywhere in Canada—including Alberta. Today, she looks with considerable gratification at the Faculté's success. Significant federal grants and the addition of a business program through a grant of half a million dollars from Bombardier—the first which that organization has made to any institution outside of Quebec—have helped to promote the former Collège as a fully-fledged University faculty of high repute.

Another area that required policy adjustments based on historical developments was the process of university governance itself; for example, in the early seventies students were appointed to all major decision-making committees during President Max Wyman's term (1969-1974). Senator Forest recalled that students "really influenced what was happening during discussions [and] made a valuable contribution." She also believed that allowing the students to participate in the decision-making process proved highly beneficial to the University of Alberta in that it headed off the widespread student unrest prevalent at other Canadian campuses in the late sixties and early seventies. According to Dr. Forest, the students took their new role very seriously: "It was remarkable how they would passionately put forward their views and debated them, but then, most often, would support the general view of what was good for the University."

During policy discussions among General Faculties Council (GFC), the Board of Governors, and the Senate, Dr. Forest noted that GFC and the Board often were at odds over finances. Although GFC's task was to bring forward academic concerns and the views of the faculty, its proposals—often related to the establishment of new programs or institutes—would result in significant financial implications for the University. Finances, however, were the responsibility of the Board, whose members (predominantly from the business community) regarded many of the standard perks in academia, such as sabbaticals and tenure, as frivolous and extravagant. (The Senator noted with candour that, ironically, the business community has, since then, gradually come to realize the value of sabbaticals!) Often lengthy—and sometimes heated—discussions would ensue during committee meetings. As a case in point, Dr. Forest cited the Board's initial reluctance to approve the establishment of an Institute for Ukrainian Studies, which was supported by a large lobby from the community. The Institute has, today, become a highly respected institution.

The Senator also remembered differences of opinion among members of the Board and GFC over such age-old controversies as admission standards, quotas, tuition fees, and the academic pension plan. Within the faculty, there were disagreements on the need for market supplements to professors in selected disciplines. When appropriate, the Senate would set up a task force, which undertook serious research into the pros and cons of those proposals, usually resulting in excellent reports and a better understanding of the issues involved. Here, the Senate's task was to act as a catalyst between differing factions within the University, just as it was expected to provide a bridge between "Town and Gown" at large. The Senator remarked that a special challenge arose for the Senate

members who were also members of the Board: "They were able to offer unique perspectives in that they had one foot in the university and one foot in the community [and] their contribution to the decision-making was invaluable."

As for convocation's role vis-à-vis policy, the Chancellor Emeritus believed that convocation was not only a beautiful, ceremonial function, but that it also performed an important role by instilling in graduates, faculty, administration, parents, and community leaders a pride of ownership in the University. Furthermore, through the conferral of honorary degrees, convocations brought to the University intellectual and humanitarian leaders from around the world. Through their thought-provoking addresses, they significantly raised the significance of convocation and would sometimes provide the seeds for future policy discussions. In addition, the President's Report during convocation represented an important accounting tool to the community. This report also had a political value in that it disclosed the University's needs to the political leaders who might be on the platform. As long as this objective was handled discreetly and did not permeate the entire ceremony, it served an appropriate purpose, maintained the Senator. Thus, convocations were highly valuable to the University in that they brought all stakeholders together. They might even affect policy, Dr. Forest suggested, by providing a "showcase for the community with positive effects upon campus and beyond."

Asked about the influence of external forces upon policy issues during her term at the University, the Senator responded cautiously. After some deliberation, she concluded that the relative era of peace in the world during her term influenced a large number of policy decisions which the University made at that time. For example, she cited the University's increasing participation at the international level and the growing number of

international students. These moves required additional or revised policies, such as those for admissions, to accommodate the new direction taken by the University. Furthermore, the federal policies on bilingualism probably influenced the University's decision to establish the Faculté Saint-Jean. Canada's federal emphasis on multiculturalism during that period probably affected the creation of new units at the University, such as the Institute for Ukrainian Studies, the Boreal Institute, and others. Such decisions, in turn, tended to exert major influences on other policies, frequently related to Graduate Studies and Research. Provincial and federal governments financially supported many of the University's new initiatives, with those of particular interest to the government receiving special funding. Thus, Dr. Forest believed that the external social and economic realities of an era did affect, to a considerable degree, the policy decisions and directions taken by the University during her term in office.

Similarly, the Senator recalled that provincial political forces affected some University policies during her term. For example, the growth of the Faculty of Education before and during the sixties and seventies was linked to the fact that many of the MLAs and Cabinet Ministers during the Manning era had come from the field of education. Those political influences unquestionably helped to build the highly respected Education Faculty at the University of Alberta, with particular strength in the field of Educational Administration.

The Senator went on to discuss Premier Lougheed's decision to establish the Alberta Heritage Fund for Medical Research (AHFMR). This trust fund, born out of a surplus in provincial coffers emanating from an unprecedented increase in oil revenues in the late seventies, had been created in part because many MLAs, including the Premier,

had been concerned about Alberta's state of medical research. By 1985, the AHFMR constituted a research endowment of $300 million (Wood, 1985, p. 104). The Fund significantly impacted on University policies, especially with respect to graduate studies and medical research. Dr. Forest concluded that

> policy decisions were influenced by, or in some way related to, external forces, including political ones, and the economic climate of the day. In the seventies, there was an abundance of funding. In the eighties, there were fewer resources and the University had to cut its pattern to fit the cloth.

Asked about historical influences, the Senator mused that "many policy decisions related to Alberta's post-secondary system may have resulted from, or come as a reaction to, previous decisions or traditions of the past related to its previous isolation as an 'Ivory Tower.'" Traditional University policies seemed to have been established without concern for the community. The newer policies, which aimed at developing a closer relationship between university and community, and business and the university, might well have evolved in reaction to the earlier isolation policies. Secondly, as financial resources became scarce and government grants diminished, the University began to turn to the community for support. As a result, the University had to adopt policies which would bring "Town and Gown" closer together—again in reaction to previously held attitudes. Thirdly, Dr. Forest reflected that the new policies permitting and, indeed, encouraging student participation in university governance probably resulted "as a reaction to the days when children were seen but not heard."

As for policy decisions made in support of previous developments, Senator Forest reasoned that in areas where the University attempted to improve on some of its earlier

decisions, changes were made "not out of reaction to the past but because of a desire to build up on the good work of the past." She conceded that "it proved much easier to implement such policies than to implement those which involved a change in direction." Policy formulation in support of previous developments, for example, included new strategies, which had to be developed as a result of the University's changing relationship with the community colleges. The University had to set up admission standards for students coming from the colleges; it "had to deal with the numbers to be allowed to enter each program, and with policies on how to interrelate with the colleges in many ways." As well, when the University began to set up new institutes, some of its faculty had to work in Europe, Asia, or elsewhere. As a result, Dr. Forest explained, "you have an historical development where policies have to be adjusted or new ones implemented to deal with such changes."

Upon taking up her new office as Chancellor of the University of Alberta in 1978, Dr. Forest gave much thought to what she hoped to achieve in her new role. Her principal goal was to "bring the university closer to the community." She had long been concerned about the University's "Ivory Tower" image among the people and resolved that the institution would have to become more closely integrated into the community in order to achieve a rapprochement. The Chancellor took an innovative step never before contemplated: the entire Senate would go into the community once a year to hold a meeting in various parts of the province. During Dr. Forest's tenure, the Senate met in Red Deer, Fort McMurray, Jasper, and Grande Prairie, where the community was invited to participate and put forth both concerns and kudos concerning the University. The Chancellor and the Senators learned a great deal through these meetings. Again and

again, community members raised concerns about the isolation of the University. As a member of the Catholic School Board, Dr. Forest had visited the Keehewin Reserve to help the residents set up a new school. Now, as Chancellor of the University, she went to the Hobbema Reserve and was amazed to hear from its people that this was the first time a senior University official had ever visited them.

The Chancellor became increasingly aware of a problem particularly close to her heart: the tragic under-representation of Native students at post-secondary institutions. During the first year of her term, the Senator recalls, only fourteen Native students were enrolled at the University of Alberta. She knew from her involvement on the School Board that extremely few Native students graduated from high schools to qualify for university. In order to bridge this gap, the University of Alberta introduced the Morning Star program. This project took University teachers to reserves to prepare students for university admission even if they lacked the official entrance requirements. Dr. Forest was a keen proponent of this program and, during the off-campus Senate meetings, seized every opportunity to promote the immeasurable value of post-secondary education for students from the Native community. Her efforts, and those of her colleagues at the Senate and the University-at-large, have born fruit. In 1998-99, there were 848 Native students registered at the University of Alberta (Native Student Services, 1999, p. 18), and the School of Native Studies teaches a complete program to aboriginal and non-aboriginal students alike.

During her term at the University, Dr. Forest encountered another policy that touched her humanitarian instincts. Her efforts to overcome the problem left her with some tangible results—but little overall improvement. As a member of the Catholic

School Board, Dr. Forest had observed a close working relationship between teachers and support staff. Custodians and secretaries, teachers and administrative staff were all honoured at a joint function each year. At the University, the Senator was surprised to see a pronounced social division between "academic" and "non-academic" staff. When she made a suggestion to hold at least one annual function in honour of people from both groups, one academic cautioned that "it would be an embarrassment to someone who worked in a parking kiosk" to have his or her credentials lauded vis-à-vis a professor of many years of distinguished service! While she did not necessarily concur with these sentiments, Dr. Forest swiftly dealt with them by suggesting that a small booklet be put on each table, which gave a person's background, while publicly introducing each individual by name and position only. Thus a successful and popular annual recognition party honouring both academic and non-academic staff was born at the University of Alberta.

Despite some excellent role models amongst senior administration who demonstrated sincere and continuous appreciation of their support staff, Dr. Forest felt that the day-to-day community spirit among academics and support staff needed to improve. She felt that, in order to create a sense of pride among all staff, it would be necessary for support staff to be acknowledged as an important and integral part of a working team throughout the University. The Senator was concerned that, for example, non-academic representatives in General Faculties Council who made important and sensible suggestions with respect to policy decisions, saw their proposals often downplayed or quashed. Dr. Forest also felt that honorary degrees should be conferred upon meritorious support staff who had given outstanding service to the University. She

would have liked to see a change in this area because she believed that such a practice would not only bestow well deserved recognition upon commendable support staff, but would also inspire others in that group to strive for excellence. Unfortunately, as Chair of the Nomination Committee for Honorary Degrees, she was unable to promote this concept during her tenure as Chancellor, and subsequent attempts have met with little success.

The Senator suggested that, if policy issues could not be resolved through regular channels, leaders in higher education should attempt to influence policy through responsible role modelling, which might lead to attitudinal changes in the future. She mentioned she had always hoped, after commencing her chancellorship, that she could inspire other women—particularly those without post-secondary degrees—to aim at similar levels of achievements, such as she had experienced (and would continue to experience) despite her lack of a university degree. She also believed that good leadership "involved working well with other people and bringing out the best in them" because no leader could work in isolation and cope with the task alone. By encouraging others to grow, "you are preparing for good leadership to follow you, and that is very important."

As for the process of policy implementation, Dr. Forest conceded that the complex committee structure at a university as well as the democratic principles upon which this structure rests rendered smooth implementation extremely difficult. The Senator recalled incidents on campus when a task force was set up to investigate a particular problem, but by the time the report was concluded, the problem itself had virtually disappeared. The Chancellor Emeritus reported that people from the business

community, especially members of the Board, would lament in disbelief: "If it took me that long to make a decision, I would be out of business!" On the other hand, the Senator considered that, though cumbersome and occasionally frustrating, this hurdle of "too much democracy" also had advantages in that it provided "ample time for scrutiny" before a decision was reached. Besides, the structure was built on the premise that academic freedom must be preserved at all cost—an age-old and worthy cause staunchly upheld by university scholars, even if people coming from business disagreed.

When invited to submit proposals for changes in policy formulation and implementation at the University of Alberta, the skilled diplomat in the Senator's persona refrained from making specific suggestions. Rather, she reverted to her overriding goal to create good working relationships among all staff in order to create a harmonious working team that could "understand the other's point of view and then, together, reach a good policy decision." The Senator concluded that without good working relationships an organization could not function efficiently and expertise was poorly utilized: "That is the answer to it."

Sandy A. Mactaggart, OC, AOE, MBA, LLD

Biographical Background

Intensely private and forever shunning publicity, Alastair (Sandy) A. Mactaggart prefers not to delve into his personal background. He steadfastly heeds his father's advice: "You should be in the newspaper only three times in your life—when you are born, when you marry, and when you die!" Yet frequent references to his kin and a fondness for quoting his father or grandfather reveal a caring, sensitive individual with strong ancestral ties and a profound love of family. His speeches and remarks reveal a

universal wealth of knowledge, a keen sense of humour, and a strong belief that a single service to the community will result in a chain reaction of returns to mankind.

In a speech made "On the Occasion of the Donation of the Book of Kells" to the University of Alberta Library (Mactaggart, S.A., 1994, pp. 69-73), Dr. Mactaggart explains that his ancestors were Celts from the Scottish highlands. He traces his first forebear to "a man named Farqhuar Mac in Saiggart, or Farqhuar 'the son of the Priest,' who was Abbot of Appplecross about the year 1200" (Mactaggart, 1994, p. 69). Sandy A. Mactaggart was born in Glasgow, Scotland, as the second son to second baronet and managing director (owner) of Scotland's largest homebuilder, Sir John. Evacuated to Canada as a twelve-year-old sea cadet during World War II (Mactaggart, C., n.d., p. 10), he showed an early interest in the world of commerce when he enrolled, he recalls, at Harvard College. Later, he entered the distinguished Business School at Harvard University, where he obtained a Master's degree in Business Administration (MBA). Today, he credits his venerable *alma mater* not only with having provided him with the necessary tools to become the respected businessman he is today, but also with having taught him many valuable lessons in leadership and university governance.

After completing his studies at Harvard, Dr. Mactaggart chose, in 1952, to settle in Edmonton. Together with a classmate of university days, French-born Jean Henri Brion Chopin de la Bruyère, he founded Maclab Enterprises, a property development company that turned into a multi-million dollar business. (Rough Guide, Edmonton Journal, 1995, p. F2) In the late fifties, he married Cécile Erickson, a talented young student from New England. Both the Mactaggart and the Erickson families owned property in the Bahamas. During their sojourns there, the young people learned to adjust,

at an early age, to local customs and, at times, a rugged environment. Cécile Mactaggart recalled that her mother loved the adventure of the Bahamas, which frequently included cockroaches, mosquitoes and marauding ants (Lees, 1996, p. F1). Life on those tropical islands instilled in both, Sandy and Cécile, a love of nature as well as a keen sense of self-reliance and adventure. Cécile became an avid seashell collector and is the author of a book, among others, on seashells; Sandy's hobbies included ballooning, racecar driving, and sailing. Together with their three young children, they sailed the world for two years, during the early seventies, in their 108-foot sailboat Zolana. (Lees, 1996, p. F1)

While raising their family, the Mactaggarts took a keen interest in the educational system. Dr. Mactaggart witnessed the shortcomings of Alberta schools when, as a local interviewer of students who had applied to Harvard College, he met a highly talented young man whose Edmonton education had not equipped him with the minimum academic levels to be accepted directly into Harvard. For twelve months, he had to attend a preparatory school in New Hampshire (albeit on a scholarship from Harvard alumni) in order to make up for the deficiencies. When Dr. Mactaggart was unable to find a challenging enough academic school for his children in Edmonton, he founded Tempo School, together with a few friends who shared his concerns. While becoming actively involved in, and knowledgeable about fund-raising for the new school, he was made a governor of the institution.

He continued to follow his children's educational path into university and became actively involved with his *alma mater* Harvard (from which his son, Alastair, graduated *magna cum laude*). There, he was a member of two visiting committees—and still

remains a member on one of them today. These committees consist of groups of alumni—predominantly leaders in their fields of endeavour—who visit the college, the library, and many other parts of the University in order to learn about state-of-the-art operations, specific requirements, and ongoing issues. Committee members are also invited to attend an annual dinner with the University President, who provides them with additional information on areas of current needs. Dr. Mactaggart believes that these committees at Harvard, whose members are spread over a wide geographic area, provide a very effective "way to assist people to do better."

Dr. Mactaggart also served on a committee for the Chinese Centre at Harvard and, for a period of time, became deeply involved with the Alumni Association. As a Vice-President and, he says jokingly, "token foreigner" on the Board of Directors of the Association, he became closely exposed to, and interested in, university governance. He considered that businessmen, who work with universities without understanding their culture, "tend to think how inefficient and how wrong everything is. That is the usual belief of a businessman going onto a university board." He was grateful that he was able to gain a solid understanding of academia by actively being involved not only in his own but also in his children's post-secondary education.

Later, Dr. Mactaggart served simultaneously on the Board of Governors of the American University of Beirut (AUB) and the University of Alberta. At the former institution, he served as chair of the finance committee and eventually as treasurer of the University. As for the University of Alberta, Premier Lougheed invited Dr. Mactaggart to his office one day in 1984 to ask what he had done for the community lately. Dr. Mactaggart had to concede that, as a businessman who was fiercely opposed to publicity,

he had not spent a great deal of time on local community affairs. Soon after this conversation, he was appointed as a Member to the Board of Governors at the University of Alberta.

In 1990, the position of University Chancellor became vacant when Mr. Tevie Miller completed his four-year term. A long-standing Senate colleague and highly respected Board member, Janet Bentley, urged Sandy Mactaggart to let his name stand in nomination. Although he only had a few days to make a decision, he contemplated this step thoroughly. Through his personal inclination, he abhorred the publicity that would be associated with the position: "I didn't mind doing things behind closed doors," but "I was never a person who wanted to be in the public gaze; in particular the media scared me to death." He also disliked the prospect of having to make public speeches, for which there had been little need in his private company and other previous appointments. On the other hand, the timing was right to move into a new direction. His son had graduated from Harvard and was ready to manage Maclab Enterprises. Dr. Mactaggart was a firm believer in the dictum that, in a family business, there is no room for two chiefs. An energetic, young son was also succeeding his original business partner, who had recently died. Dr. Mactaggart was ready to ease out of his role as CEO in the family firm, and the University's chancellorship would provide an ideal opportunity to do so. He had accumulated considerable experience in university governance from his volunteer work at Harvard and AUB during the previous two decades and looked forward to a new challenge.

After deliberating his options carefully, Dr. Mactaggart decided to let his name stand in nomination for the election of Chancellor. He subsequently commented that, had

he had more time to think about it, he might have said "no" because he was a little afraid of the task ahead of him and the inevitable publicity that would come with the position. However, once again he followed one of his grandfather's mottoes: "If you are afraid of doing something, do it immediately." By 1990, the selection committee had turned into a search committee of the University Senate, and there were three candidates "running" for the position. Soon, the choice had narrowed down to two candidates from the Senate itself. Each was asked to make a five-minute speech, after which the Senate voted. It was no easy choice for the decision-makers. Dr. Mactaggart graciously acknowledges that the other candidate would have made an equally good Chancellor. However, the choice fell on Dr. Mactaggart and, on June 12, 1990, he was installed as the fourteenth Chancellor of the University of Alberta.

During the last year of his term in office, he also served, for a six-month period, as Acting Chairman of the Board of Governors while continuing to hold his position as University Chancellor—a unique occurrence in University of Alberta history. Though he saw no conflict in holding these two positions simultaneously, balancing the interests of both, the Board and the Senate vis-à-vis GFC, at times required the wisdom of a Solomon and the diplomacy of a Kissinger.

In 1990, Sandy Mactaggart received an honorary doctorate (LLD) from the University of Alberta. In 1999, Dr. Mactaggart was made Honorary Lieutenant Colonel of the Loyal Edmonton Regiment, an involvement in which he is still active and which he enjoys greatly. He is also an Officer of the Order of Canada (OC) and has received the Alberta Order of Excellence (AOE).

Dr. Mactaggart has now retired from public service as well as from his family business. Though he continues to be involved in several business and philanthropic ventures, he and his wife Cécile—a writer and poet in her own right—share their time among their seven-acre estate in Edmonton, his ancestral home in Scotland, and their winter retreat in the Bahamas.

Political and Economic Conditions during Term of Office (1990 – 1994)

The eighties started with a recession during 1981-82, to be followed by seven years of sustained economic growth. However, by 1989, the growth in Gross Domestic Product (GDP) had slowed to 3 per cent—the lowest increase since the early eighties. By the early nineties, the economic boom was over. By the mid-nineties, a weak US economy and consumer and business expenditures had led to a decline in GDP and sharply rising unemployment rates. (Statistics Canada, 1991, p. 471)

By 1990, the decline of consumer spending—the first decrease since the 1981-82 recession—arose from increasing concerns over unemployment and rising interest rates. Furthermore, five years of extremely high growth in demand for housing ended abruptly in that year. Actual investment spending declined in 1990 and was accompanied by a sharp drop in corporate profits. Along with a decrease in output, labour market conditions deteriorated and labour disputes rose drastically. (Statistics Canada, 1991, pp. 472-475)

In early 1990, the annual rate of increase of the Consumer Price Index (CPI) rose to 5.5 per cent—reflecting a disconcerting rate of inflation. It eased to 4.2 per cent in mid-year and closed at 5 per cent by year-end. High wage settlements and a sharp increase in oil prices on world markets following Iraq's invasion of Kuwait resulted in speculations about further inflation. (Statistics Canada, 1991, p. 477)

The entire Canadian economy had arrived at a dismal state by the early nineties—despite Prime Minister Mulroney's introduction of the Goods and Services Tax (GST) in 1989, which was touted as a unique boost to Canada's economy.

In the early 1980s, the economy in Alberta had been hit by a succession of major external shocks and "plunged into a major downturn" (Tupper & Gibbins, 1992, p. 32). GDP at market prices, based on a per cent of Canada's GDP, had fallen from 13.9 in 1980 to 10.3 in 1989, while unemployment rates had risen from 3.9 per cent in 1979 to 7.2 per cent in 1989 (or, expressed in figures, from 41,000 to 94,000, respectively). (Statistics Canada, 1991, p.158)

Politically, the eighties in Canada also failed to show the stability and buoyancy that had prevailed during the seventies, when Prime Minister Pierre Elliott Trudeau (1968 – 1979) had enjoyed a high degree of popularity (Statistics Canada, 1991, p. 214). After a disappointing one-year term for Charles Joseph (Joe) Clark as Prime Minister (1979-80), Trudeau returned to lead the country for another four-year term but encountered a more critical and less enthusiastic constituency. His retirement from political life in 1984 was received with mixed feelings, and his successor, John Napier Turner, turned out to be a failure as Prime Minister. Within a few months, a new election brought the Conservatives back to power (1984) under Martin Brian Mulroney as Prime Minister. (Statistics Canada, 1991, pp. 214-215) His policies (such as the GST) were controversial, but he was re-elected four years later, to be succeeded, in 1992, by another short-lived Progressive Conservative government, headed by Prime Minister Kim Campbell. When a new election was called several months later, the electorate, with a resounding majority, voted the Liberals back into power. Jean Chretien took over as Prime Minister of Canada.

In Alberta, the political scene had also changed. Premier Peter Lougheed, who was a graduate of the University of Alberta and had made available generous research grants through the Alberta Heritage Fund for Medical Research (AHFMR), was succeeded by The Honourable Don Getty (1985-92) (Taft, 1997, pp. 15-19). Within a few years, Alberta changed from being the only democracy in the world without debt and with a positive bank account into a province with severe financial problems. By 1990, the provincial debt stood at $7.7 billion and was increasing by a rate of $1.53 billion annually (Mactaggart, 1994, p. 34). University-government relations began to deteriorate as the Province aggressively cut post-secondary allocations. In 1989, under Premier Don Getty, "the percentage of increase in educational grant funds to Alberta universities was the lowest in the country, 3%. . . . This [was] below the current inflation rate of 4%" (Mactaggart, 1994, p. 35) and considerably lower than those in most other provinces.

Ralph Klein took over as Premier of Alberta on December 14, 1991. One of his first projects consisted of unceremoniously purging nine ministries, among them the Ministry of Technology, Research and Science (Dalby, 1995, p. 100). He was determined to eliminate the public deficit as soon as possible without increasing taxes—at the expense, no less, of health care, education, and other public services. In reality, public spending was already on the decline. Through the determined efforts of the Getty government, "in real per capita spending the Province had reduced programs by $2.8 billion . . . in six years" (Taft, 1997, p. 23).

As the last decade of the century began, the political and economic situation, both at federal and provincial levels was, to say the least, discouraging. The 1990 Canadian Annual Review of Politics and Public Affairs sums it up well: "For Canadians, 1990 was

a year of increasing political and economic disaffection" (Leyton, 1994, p. 3). This disaffection carried over into the universities, where federal and provincial funding was being cut to the bare bone.

Policy Issues: Goals, Challenges, Influences, and Results during Chancellorship

Dr. Mactaggart, while serving on the Board of Governors, had carefully observed his predecessor, Chancellor Tevie Miller, whom he considered "a very wise man: he tended to hold a neutral position which I rather admired." However, it was not until he became the Chancellor that Dr. Mactaggart began to sense the mysterious prestige of this position: the very combination of "great dignity and no power" resulted in considerable "influence at the University that you never would have had in a more formal structure." Deans, who would not discuss their problems with the Chairman of the Board, would use the Chancellor as a sounding board—if only, in Dr. Mactaggart's words, because he "could not do anything to anybody." While the President had a relationship with the Chairman of the Board that was "not always easy," the Chancellor posed no threat to the Chairman and, therefore, was often called in to mediate. Consequently, "you learned a lot in that position that I don't think any other person in the University can learn." Dr. Mactaggart acknowledged that chancellorships at universities outside Alberta do not provide such an opportunity. The Chancellor at most British universities, for example, may be head of the Academic Senate but has no involvement with the institution except for handing out degrees and making a speech once a year. Dr. Mactaggart concluded that the position of Chancellor, under Alberta legislation, is very important because it serves as a bridge not only between the University and the community—its overriding function—but also within the University itself.

Dr. Mactaggart believed that the high calibre of earlier incumbents who had held the position of Chancellor at the University of Alberta have greatly influenced his own performance. He considered that the role could change with a Chancellor's skills and personality: "It is what you make of it." He also felt that current external influences and the internal situation at the University impacted on the position. As an example he cited the friction between the University President and the Chairman of the Board during his term in office, which arose largely from the difficult economic situation across the country and the province at that time. Dr. Mactaggart felt privileged that he was asked and was, to a degree, able to assist in the resolution of many issues during his term.

As for policy formulation during his term of office, Dr. Mactaggart recalled that most policy discussions arose from a major transformation within the University. The institution was changing "from a provincial university into an international university by the infusion of a tremendous amount of money during Peter Lougheed's time." During the late seventies and early eighties, the University of Alberta had been the major benefactor of research funds from the province and had been expanding rapidly. This expansion was later rivalled by the University of Calgary, which had first been a branch of the University of Alberta but had, in 1966, changed into an independent institution (Johns, 1981, p. 368). The University of Alberta's growth differed from those of other universities in that it had not occurred as a result of community demand but through an unprecedented infusion of government money. Not only had the campus grown, the administration had also attracted a large number of excellent staff from other post-secondary institutions with promises of high salaries, generous research funding, and

state-of-the-art research equipment—all of which the government, at that time, continued to finance freely.

The problem arose when, during the late eighties and into the nineties, the public deficit had risen to towering heights and the government was drastically reducing post-secondary allocations, and other public services, across the board. Initially, the academics believed these measures would only be temporary. When they realized the cuts were permanent, the academics became angry and demanded more. They saw it as their right to get what they had been given before and could not think of an alternative. The Chairman of the Board, who is responsible for the financial control of the University, began to contemplate steps to cut expenditures, which made him unpopular in academia. The immediate initiative, which the Board proposed, required a radical change in University policy: the institution was to approach the community for financial help in order to make up, at least in part, for the declining government support. Dr. Mactaggart recalls that most of the policy changes in which he became involved were related to this new direction.

However, the community was, at that time, unresponsive to the University's new approach. Parents saw the institution primarily as a job factory for their children and believed that taxes and tuition fees should cover the costs. The students agreed. There would be no meeting of minds until the University adopted a new approach targeted at convincing the public that the institution was one of the greatest assets the community had, especially in relation to the city's size and location. Dr. Mactaggart believed that the University needed to introduce major policy modifications to change the existing public attitude and solve the University's financial problems in the interest of all parties

involved. For example, he was concerned about the University's practice of spending the entire interest income from a small endowment fund, which was continuously decreasing in market value. Internal measures would need to be taken to ensure that University fund-raisers could approach potential donors with a pledge to see their future donations increase rather than decrease in purchasing power over time. These expectations were built on solid business practices to which the University had not ever been exposed before.

Dr. Mactaggart was also deeply concerned about the University's steadfast refusal to think in business-like terms in order to generate additional funding. One of his major recommendations had been that the University move its agricultural activities from the valuable land at the University Farm to Ellerslie and develop West 240 (that is, University Farm land). In addition, efforts should be made to have the Alberta Government donate the Ellerslie land to the University. (This land, Dr. Mactaggart noted, is currently leased to the University for $1.00 a year.) Apparently, the University refused to consider such a move because it was not interested in interrupting the agricultural research that was being conducted at the Farm and feared that such action might be detrimental to the researchers involved.

Dr. Mactaggart summed up the General Faculties Council's reaction to such proposed policy changes as: "No change, and keep out of our business!" A few academics that served on the Board understood the necessity for change, but most did not. The Chancellor was, however, sympathetic to their different attitudes. He knew that academics—in contrast to business people—are trained to believe that their long and arduous apprenticeship to become research academics entitles them to constant research

funding, even during times of low productivity and financial difficulty. On the other hand, business people, such as most members on the Board, expect rewards only for production and efficiency. In essence, Dr. Mactaggart believed, the Board was determined to increase efficiency, whereas GFC was concerned about jeopardizing academic freedom and cohesion. This discrepancy and mutual lack of understanding threatened to lead to a total breakdown in relations between the two units and had to be resolved expeditiously before the University's reputation suffered.

The Chancellor's role in regard to proposed policy changes and confrontations regarding such changes, Dr. Mactaggart suggested, lay then—as it does now—in promoting the Senate's overriding task to "bridge in all directions." The Senate could also influence policy changes through the recommendations in its task force reports, many of which have been adopted as policies. They have included new directions on technology management, distance learning, and the international dimensions of the University. The Senate Reports inject innovative ideas into a conservative academic community, which is normally subjected to little change. Yet, Dr. Mactaggart reiterated repeatedly, the Senate's foremost role lay in its unique task to function as a bridge between the university and the public and as an interface within the university community itself. The Senate goes out to the community to explain the value of the institution and returns to bring back crucial information to the University.

Dr. Mactaggart viewed the students' involvement in policy making as very important, particularly as full members of the Board (though they are also represented on Senate). He was extremely impressed, during his term, with the quality of the undergraduate presidents, whom he considered mostly "exceptional." Among the

graduate student representatives, on the other hand, he found that some were very uncompromising and "difficult to get along with." Nevertheless, the Chancellor concedes that they had to represent their own constituents and that they learned some valuable practices while serving their terms, especially on the Board. They were,

> within the parameters of what they had to do—to represent the real feeling of the students—very sensible in bringing up the points of view of how far they could go and how far they could not. The involvement of the students . . . was very useful. They understood the need for change probably better than the faculty did.

Dr. Mactaggart also tried to engage students as volunteer ambassadors for the University. He encouraged the student members on Senate to go into the community in order to tell people face-to-face about the University and to bring the public's concerns back to the Senate. He told them that they would help not only the University but also themselves in that they would meet many prospective employers through these contacts. Unfortunately, his efforts in that area bore little fruit: apart from a lack of continuity among the student body, only a few students were willing to commit themselves to this task. Dr. Mactaggart believed that the much greater student involvement in volunteerism at Harvard is related to its "resident" component—all freshmen students must live a year at Harvard Yard, where they develop a better understanding of, and a deep loyalty to, "their" institution.

As for convocation, Dr. Mactaggart believed that, though it had little direct impact on policy formulation, it could have considerable indirect influence. He felt strongly that it performed an important role for the University in that it conveyed to students, who had worked hard, that they had reached their goal. Their efforts were

rewarded in that they could now "put some initials behind [their] names, which are recognized by other people." The ceremony was also meaningful to young people and their families because it marked the point where they entered the real job market for the first time. Furthermore, it showed heroes and role models through the acknowledgement of special accomplishments, the bestowal of honorary degrees, and the delivery of motivational speeches. Thus, the different components of convocation provided an insight into academic life and might contribute to a better understanding of the University within the community.

When asked to describe the chief effects of external forces on University policy during his term, Dr. Mactaggart remembered the drastic downsizing strategies by the provincial government. He believed that these measures were largely the result of Ottawa's National Energy Program, which had cut deeply into Alberta's oil revenues. Dr. Mactaggart believed that this Program, which had been introduced in 1980 (Clarkson & McCall, 1994, p. 166), had caused Alberta's economic decline). Premier Ralph Klein was determined to eliminate the resulting deficit at any cost, and massive cutbacks in grants to education (as well as health and other public services) would undoubtedly help him achieve this goal. Calgary's greater political clout and desire for independence resulted in more generous allocations to that university vis-à-vis the University of Alberta. Dr. Mactaggart believed that this partiality would remain: "You will always have the difference that Edmonton is a liberal city, and Calgary is a conservative one. There is more political clout in Calgary than there is in Edmonton; that will continue. A Conservative provincial government is likely to favour those who vote for it."

However, Dr. Mactaggart acknowledged that the provincial government had also been "extraordinarily generous to the University [of Alberta]" during his term in office: "They gave single matching for buildings and double matching for endowments for about two years." Nevertheless, the drastic reduction in government funding during the early nineties had a profound effect on University of Alberta policy: it forced the institution to look for alternative sources of support, such as the community. Henceforth, the concept of professional fund-raising—until then a totally foreign notion at the University of Alberta—emerged, and on July 1, 1991, a Vice President (Development) was appointed. Unfortunately, this position has proven to be a problematic one and has undergone a myriad of changes—each one with the intent of further improving its effectiveness.

In focusing on the effects of federal politics on policy issues at the University of Alberta, Dr. Mactaggart singled out Prime Minister Trudeau's introduction of the National Energy Program in 1980. Though this event had occurred a full decade prior to his own term in office, Dr. Mactaggart believed that it profoundly affected the subsequent economic climate of the Western provinces, particularly Alberta, and contributed to major fiscal policy changes at the University of Alberta. In Dr. Mactaggart's words,

> A lot stems from that policy. When Mr. Trudeau said to everyone's surprise, almost against history, that energy is now a national resource, not a provincial one. . . . It did more than just take away the money—it took away the hope [in the West]. . . . Until that time there had been the feeling that the West was the place of the future.

Dr. Mactaggart reasoned that the National Energy Program made the political power stay in the East, which caused a "feeling of resentment, deep resentment, but no

concept of separation 'a la Quebec.'" In the Western provinces, investment, "that driving force that made us so prosperous for so long, went down and we have never recovered from it." Thus, Dr. Mactaggart believes that, what happened in Alberta's universities in the nineties during his term, was substantially influenced by a federal policy decision made ten years previously.

Asked about the introduction of the Goods and Services Tax (GST) by Prime Minister Mulroney (1984-1992), Dr. Mactaggart thought that it did not noticeably affect policy issues at the University of Alberta, though it would have impacted on financial procedures.

As for economic influences on University policy, Dr. Mactaggart remembered his involvement in setting up the University of Alberta Foundation. It was an incentive to donors because, according to provincial regulation, "without a limit of 20 per cent of your income through the Foundation, you could give whatever proportion of income you wanted to the University and deduct it at the end of the year."

The economic conditions during that era contributed to Dr. Mactaggart's determination to introduce Visiting Committees at the University of Alberta—a concept which he borrowed (albeit in a modified version) from Harvard. The Chancellor Emeritus is a strong supporter of these committees, which he first proposed to the deans at a professional retreat on November 8, 1990 (Mactaggart, 1994, p. 47). His overriding objective was, from the beginning, to create a mutual understanding between the University and the community. Dr. Mactaggart believed that this understanding would be greatly helped by inviting prominent members of the community to visit a faculty annually. They

> meet with members of the faculty and are encouraged not only to discuss the views of the community with the faculty, but to bring faculty members into contact with their own circle of friends within the larger community. In this way, fresh ideas are exchanged, relationships are established, and understanding is improved. (Mactaggart, 1994, p. 50)

Visiting Committees were not created for the purpose of raising funds for faculties; in fact, deans were warned not to ask visitors for money: "That's a bad mistake; you'll just alienate people." However, while funds should never be solicited, visitors may occasionally offer to contribute a sum of money to help improve a particular situation. On the other hand, committee members should be encouraged, and often will be able, to help improve the performance of the faculty they are visiting:

> The visiting function is a delicate balance of mutual respect, on non-interference, of idea exchange, and of support between the members of the committee, and the members of the Faculty visited. Visiting Committees have no powers, and are warned against intruding where they are not welcome. On the other hand, no Faculty should apply for a Visiting Committee unless it is prepared to assist members of that committee to perform the visiting function. (Mactaggart, 1994, p. 51)

The objective to improve performance through innovation becomes particularly urgent when financial support decreases because it is the best option for survival at such times. Whereas the business community had long recognized this concept when money became tight in the eighties, the University had not yet been seriously exposed to it. The Visiting Committees provided a source of invaluable help toward innovation and doing

"more with less." These committees continue to operate actively at the University of Alberta today, and Dr. Mactaggart is rightfully pleased with their success.

Another important change in University policy during Dr. Mactaggart's term resulted from sociological and historical developments beyond the walls of the "very insular" Ivory Tower (which were gradually crumbling by then). The concept of the "Global Economy" was fast becoming established during the early nineties, and the University had to take urgent measures to keep pace with it. Consequently, a policy of internationalization began to evolve rapidly, with a pronounced preference for a closer association with Asia. The University recognized the increasing importance of developing a mutual understanding with those countries not only "by giving them service but by bringing them in to support us, too." A series of Asian scholarships was introduced, including the first one that went to Japan. Dr. Mactaggart's parting gift to the University was a scholarship for a student to study in China or another part of Asia.

Dr. Mactaggart referred to a significant change in policy at the University of Alberta during his term that evolved as a result of previous developments in the seventies and eighties. The University had grown from a small, provincial campus during the mid-twentieth century to a respected, nationally recognized institution through the addition of graduate schools and research centres. It had also attracted a significant number of internationally renowned academics. Now, at the beginning of the nineties, it made a deliberate, concerted effort to become established as a reputable research university of international status. That development, in turn, required an attitudinal change within the community.

The community, which is prone to misunderstand the significance of "academic," is clearly "more interested in teaching than in research," notes Dr. Mactaggart. It evaluates professors primarily in accordance with their teaching abilities. However, academics know "that the most prestigious people are the researchers" because they impact on "the formation of new knowledge." While a research university usually conducts both kinds of research, basic as well as applied, businessmen prefer the latter "because the effects are more immediately evident." Dr. Mactaggart estimates that the distribution of prestige and effort among the three components of research, teaching, and community service (inherent in academic work and reminiscent of "a three-legged stool"), should be 60 per cent, 30 per cent, and a full 10 per cent, respectively. In reality, he thinks that the distribution, as seen by the academic community, approximates more closely 70 per cent for research, 25 per cent for teaching, and a mere 5 per cent, or so, for community service. Dr. Mactaggart emphasized that he spoke in general terms. He believes that the desire of extraordinary teachers to spend 100 per cent of their time in teaching should be respected as much as the preference of gifted researchers for spending their entire time in research.

The Chancellor would have liked to see an effective Teaching and Learning Centre—patterned after the Harvard model—evolve at the University of Alberta during his term. He feels strongly that such a centre "could improve the teaching and learning [functions] fantastically over what they are now." The Bok Centre at Harvard, named after a prestigious president, is a vital and respected resource. Its classes are attended not only by junior staff but also by very prestigious professors. Indeed, every academic who wants to teach a graduate course must first enrol in a three-day course at the Centre. It

also instructs all graduate students how to teach. Though the University of Alberta does have a University Teaching Services office, Dr. Mactaggart believed that it constituted, during his term, little more than a mentoring service to those who asked for help—mostly junior staff instead of actively improving the skills of the entire academic community.

Dr. Mactaggart discussed another new direction in policy at the University of Alberta, which arose from an historical development. The explosive expansion of the University during the sixties had led to the hiring of massive numbers of academic staff, most of whom reached retirement age, more-or-less simultaneously, during Dr. Mactaggart's term. This situation provided a unique opportunity to the University of Alberta to introduce a faculty renewal program, since the institution was able to replace approximately 30 per cent of the faculty simultaneously. It offered the "President a chance to reorganize . . . departments, perhaps improve some departments, and refocus the University." Traditionally, at the University of Alberta,

> departments choose their own successors. Bad departments tend to choose bad successors because good people don't want to go into a bad department. . . . Good departments get themselves better, and the bad ones get worse. It is a very difficult thing to turn around.

In contrast, Harvard has a graduated system which "slots people in" so that the staff composition changes very slowly over time. In addition, Dr. Mactaggart prefers the Harvard concept "of the President creating the faculty or his [own] successor." There, search committees (which are composed of one person from the Faculty, one from another Faculty, and one "who is the most respected practitioner in that field" from the

outside) can only recommend an appointment to the President, who has the sole right to make the final appointment.

The unique situation at the University of Alberta with regard to high rates of retirements in the early nineties provided an excellent opportunity to turn the *status quo* around. New policies had to be developed to seize this opportunity. Unfortunately, this project (and with it, its policy changes) had not been completed by the end of Dr. Mactaggart's term.

When asked to define his goals regarding policy issues upon taking up the post of Chancellor, Dr. Mactaggart recalled that his paramount desire was to provide a "bridging function" between the University and the community. He knew that the University, in order to survive, had to work more closely with and for the community. In turn, the public would have to learn to understand the University, support it, and take pride in it. Dr. Mactaggart had discovered a special "vibrancy" in Alberta. He knew that if this vibrancy, "which does not exist in many parts in the world," could be brought to the University of Alberta, it would benefit both—the institution and the community. He felt so strongly about his goal of bringing the University and the community closer to each other that all the speeches that he delivered as Chancellor focused, in one way or another, on this topic. Indeed, when the Senate published his speeches in 1994, Dr. Mactaggart chose the title "A View from the Bridge" for the book. He hoped that this title would convey his fervent belief that the "bridging function" had to be his point of destination during his journey as Chancellor of the University of Alberta.

The main policies which he hoped would help him achieve this goal were those affecting the creation of Visiting Committees and "the founding of a volunteer

organization that would be permanently trying to have students and faculty work . . . as volunteers in the Edmonton community." He had borrowed both ideas from Harvard, where they had worked very well. He succeeded with the Visiting Committees, but he believes that he failed in regard to a volunteer service in the community, mainly because the high student turnover created a lack of continuity and because both students and faculty were apathetic to his proposals.

Another change in policy that he had hoped to target related to the soon-to-be rejuvenated fund-raising activities at the University of Alberta, which had languished unneeded during the years of expanding provincial funding. Again looking at Harvard, he felt that the Alumni Association should not be involved in fund-raising at all but that all such activities should be handled, in a very professional and diplomatic manner, through the Development Office. Dr. Mactaggart would have liked to see more emphasis on endowments for securing a larger percentage of non-tenured academic appointments. He considered the University of Alberta's rate of 80 per cent in tenured appointments as very high in comparison with a rate of 50 per cent at many other universities. In his opinion, it made for an overly rigid, self-perpetuating system, where the President has little input in the selection of appointees and thus in improving the quality of the University. (In discussing this ratio, Dr. Mactaggart referred to continuing appointments, excluding sessionals.) Unfortunately, here was another area in which Dr. Mactaggart believed he "did not have much success." The ratio of tenured to non-tenured appointments did not change noticeably during his term.

Perhaps the greatest challenge presented itself to Dr. Mactaggart, as he saw it, in the controversy over choosing a new President for the University of Alberta during his

term in office. As was the practice, a committee was struck to review the President's performance in 1994: "Historically, such committees tend to recommend a second term. This time, the committee was split down in the middle." It was no secret within the committee that Dr. Mactaggart supported the President, whereas the Chairman of the Board (Mr. Stan Milner), who was heading the committee, was opposed—for what Dr. Mactaggart considered "very honest reasons." The Chancellor went away for the summer before the committee voted again. During his absence, there was a second secret ballot, during which the Chairman, to his credit, announced that he would not cast a deciding vote, should it become necessary, since the Chancellor was not present. The result was that, "by one vote, the President was not offered a second term." The University responded with an uproar, and Dr. Mactaggart was asked to return to assist in resolving the controversy. A new committee was struck, and the whole process was to be repeated. The internal issue resolved itself through an unexpected turn of events. Dr. Mactaggart reports: "In the meantime, Dr. Davenport, who felt very uncertain about his future, had accepted a position as President of Western University, where he has been very successful."

Although the immediate crisis was over, Dr. Mactaggart became involved in the selection of a new President. Meanwhile, he had been appointed as Acting Chair of the Board of Governors, while retaining his position as Chancellor—unprecedented in the University's history. He felt that his paramount task was, even more so during his dual appointment, to "calm things down and balance alternatives." Dr. Mactaggart did not see any conflict in holding both positions simultaneously because, as Chancellor, he was not a policy maker. As Acting Chairman of the Board, on the other hand, he was dealing

with policy and the controversies that arose from the day-to-day problems at the institution. There was, however, in that position, more potential for conflict with the President who represents the academic staff. The greatest challenge Dr. Mactaggart encountered as Acting Chair of the Board was through his involvement in the process of finding a new President:

> You would be the person searching out who the candidates are in the country capable of administering a university. There are not very many of them. Who are the best ones? How do you find out about them? How do you influence, as much as you can, the outcome of that search process in the way that you think is going to benefit the University?

Dr. Mactaggart was pleased with the results of the search for a new President. He considers Dr. Roderick Fraser an outstanding choice: "He had done such a tremendously good job at Queen's. I felt certain that he would be much more involved with the internationalization of the University, which I thought was important."

As for the process of policy implementation at the University, Dr. Mactaggart found it difficult to define whether or not it should be judged "efficient." He believed the answer would vary with the respondent. A business representative on the Board might begin a "long tirade about how inefficient they are and how things don't get done properly." On the other hand, an academic whom the Chancellor approached on that topic one day, replied in the composed manner of a resigned sage: "Will you name me, please, a business that is one hundred years old?" Dr. Mactaggart had to concede that there were few businesses that had weathered a century, but that there were many universities that

had survived five hundred years. Considering that the basic function of universities is research, he concluded that academics must do something right.

In Dr. Mactaggart's view, one barrier to "efficient" (he weighs this term carefully) policy making at the University of Alberta is the fact that the institution has not yet determined its main function: "In more sophisticated and older societies you tend to get a differentiation of functions—you have a graduate school with specific research areas, or an undergraduate college. The former enhances research—the latter teaching and learning." In contrast, the University of Alberta is,

> historically speaking, a strange thing. . . . it was a professional university that catered to the needs of a pioneer community, to which anyone in Alberta who wanted a higher education had to come. Then it became an international university much more leaning toward research. At the same time, it still was a university for people coming right out of high school. It became two things: a research university and also a job enhancing process. It still is.

Dr. Mactaggart recommended for the future that "what Alberta ought to have is one much more research-oriented university and three much more undergraduate-oriented universities." He would like to see the undergraduate institutions in Edmonton, Calgary, and Lethbridge, with the University of Alberta concentrating on graduate research. He realized that his proposal would face steep political hurdles and that Calgary would be strongly opposed to it. He thought, however, that such specialization would be the best way to operate the post-secondary system profitably and efficiently in Alberta.

Another recommendation for the future—one that probably could not be solved through policy modification but would require an attitudinal change in society—was for

students to gain a better comprehension of what a university was all about. As Chancellor, he enjoyed walking across campus asking students why they were there. To his disappointment, about 90 per cent would answer: "To get a better job." He thought that this attitude was "very bad for the University. That is not what a university is about." In Dr. Mactaggart's opinion, a university should be considered a place where people go "to understand more about life." To achieve such an attitudinal change, the University should re-examine its total curriculum. At the University of Alberta, professional faculties expect students to take courses almost entirely in their respective fields. Once more, Dr. Mactaggart compared this situation with Harvard. There, only 50 per cent of the curriculum relates to a chosen field of concentration, another 25 per cent is taken from a broad spectrum of courses that have nothing to do with the concentration, and 25 per cent may be freely selected by the student. Dr. Mactaggart was convinced that "this broadening experience pays off handsomely later in life—in many more ways than just a better job."

As for his overriding goal to bring the University and community closer together, Dr. Mactaggart believed that the situation had improved today, but not enough: "I think there is still a long way to go. But I do think it is very positive. The whole trend [of a meeting of the minds] is continuing strongly."

CHAPTER V

COMPARISON OF FINDINGS

In comparing the results of the interviews, the researcher remains cognizant that no statistical conclusions can be drawn in light of the small sample of subjects used for the interviews (two). In this study, which deals with qualitative research, the findings result primarily from personal interactions between the researcher and the interviewees. Borg and Gall (1989) point out that "the research data arise out of these interactions in the form of what people reveal to the researcher and the researcher's impressions" (p. 24). In qualitative research,

> each individual, each school, each culture is likely to have an idiosyncratic set of values, feelings, and beliefs that can only be discovered through intensive, interactive study of that individual, school, and culture. The way in which these internal states affect behaviour may vary from one case to the next and from one historical period to another. (Borg and Gall, 1989, p. 24)

The questions, which the researcher asked the subjects during the initial interviews, were identical (Appendix C); the responses can, therefore, be compared with a fair degree of accuracy. However, the questions which the researcher posed in the subsequent interviews (Appendices D.1 & D.2) were derived from inconclusive or incomplete information obtained from the respondents earlier and, therefore, differed. Consequently, the information received during the second meetings is less suitable for comparative analysis than that obtained during the initial interviews, except where it relates to the key questions.

Nevertheless, it is appropriate to examine the responses of the two former University of Alberta Chancellors for phenomena that are common to both—and therefore, perhaps, relate to the position. On the other hand, characteristics that show a marked difference may be attributable to the personalities of the individuals or to the specific circumstances of the eras during which they served, such as economic or political conditions. This chapter will analyze the similarities and differences between the responses provided by the two subjects primarily, but not exclusively, during the initial interviews.

Similarities

The first set of questions which the two subjects were asked dealt with the circumstances that lead to the appointment as Chancellor of the University of Alberta. Is it destiny or an accident that paves the way? What prepares a person for such a distinguished position? Which qualifications does this post require?

Both Senator Forest and Dr. Mactaggart reported that they were invited by the University to have their names stand in nomination for the position of Chancellor when it became vacant. Both were initially hesitant to accept, albeit for different reasons: Dr. Forest was concerned about her effectiveness within academia because of her own lack of a university education, whereas Dr. Mactaggart abhorred the publicity inherent in the position. Characteristically, both dealt with this challenge by facing their fears head-on: Dr. Forest, relying on her human relations instincts, went to meet each dean personally; Dr. Mactaggart decided to follow his grandfather's practice of conquering fear by doing the dreaded thing quickly. Emotionally, both were drawn to the idea of serving as Chancellor because of their long-standing interest in education dating back to their own

and their children's schooling. Rationally, both knew that they had accumulated a wealth of experience and knowledge in university governance through their previous experience as Members of the Board of Governors and/or the University Senate. In addition, both had served for many years on other educational boards and organizations. Born into a highly education-conscious family and having been trained as a teacher, Senator Forest had been involved for many years in the Catholic School Board of Edmonton and other education-related associations. Dr. Mactaggart, dissatisfied with the existing public school system, had co-founded a very academic-oriented private school for his children (together with similarly concerned parents) and had been active on the Board of Directors of the Harvard Alumni Association and the Board of Governors of the American University of Beirut.

Interestingly, both Chancellors stated they had become involved in school and university governance by closely following their children's post-secondary education. Both had become increasingly active in post-secondary educational issues. When they agreed to have their names stand in nomination for the position of University Chancellor, they both looked forward, albeit with some trepidation, to meeting the challenges involved in this appointment.

Senator Forest as well as Dr. Mactaggart soon recognized that, despite a lack of executive power, the Chancellor's position reflected extraordinary prestige within the University and in the community-at-large. It was exactly this combination of no power and a high level of dignity which both individuals knew could lead to a great deal of influence on policy issues, if only in an indirect way. As long as the Chancellor remained informed and astute, he or she would be able to act as bridge builder, conciliator, and

intermediary within the University and between it and the community. Dr. Mactaggart clearly defined the Chancellor's role by describing it as a position that "smoothens out, acts as compromisor, and somebody who will defuse." Both Dr. Forest and Dr. Mactaggart stressed repeatedly that the University Chancellor had no direct role in policy formulation or implementation, but that indirectly, through mediation, negotiation, and persuasion, and—perhaps more tangibly—the Senate Task Force Reports, the position could exert considerable influence on policy issues.

Both interviewees believed that the specific policy areas on which a Chancellor would focus might be noticeably linked to the individual's professional background, skills, and personality. Both cited specific examples, such as Chancellor Miller's strong interest in legal issues and Dr. Hyndman's aptitude in smoothening out university-government relations. Dr. Forest, in fact, defined a special connection between policy interests and professional backgrounds for each of the past eight University of Alberta Chancellors. Dr. Mactaggart explained these variations succinctly: "Different people have different things they try and contribute to the University in their own way." The respondents agreed that the "View from the Bridge" (as Dr. Mactaggart so appropriately titled his published collection of speeches) might be directed at different parts of the scenery depending on a Chancellor's preferences as well as the circumstances of the times. However, both respondents believed that the Chancellor's overriding task was to function as an intermediary within the University of Alberta and between the University and the community.

Both former Chancellors had looked to their predecessors for inspiration. Senator Forest, who particularly admired the two previous incumbents in the position, believed

that the Chancellor's role had evolved over the years. It had changed from a strictly ceremonial function to a position of considerable indirect policy influence. Dr. Mactaggart explained that he had derived courage from the performance of his predecessors. He had found them to be exceptional role models who had inspired him profoundly. Thus, if the Chancellor's role has indeed evolved over the years, this development may have been reinforced by a progression of distinguished role models.

Asked to discuss the effects of the three main arms of university governance vis-à-vis policy issues, Senator Forest and Mr. Mactaggart provided identical definitions. They agreed that the General Faculties Council, steered by the President, represented the academic concerns of the institution; the Board of Governors, directed by its Chair, was responsible for financial decision-making; and the Senate, headed by the Chancellor, acted as a "bridge" between the University and the community. Both respondents reported that differences of opinion occasionally prevailed between the academics, represented by GFC, and business people on the Board, especially with regard to decisions that had financial implications. The former Chancellors, however, agreed that the viewpoints of both sides were defensible. As Dr. Mactaggart reasoned:

> Businessmen are trained to say: "How can you produce at the least cost with the greatest effect?" and: "How can you get that output more efficiently?" But I don't think you can expect academics to be business people. . . If you are going to produce a new medicine, how do you judge the most efficient way of doing that?"

Senator Forest explained that, for example, the General Faculties Council "wanted to set up new programs and new courses—and quite rightly so," whereas "the Board,

being responsible for the financial operations of the University, had to look at the other side—the financial implications."

Both individuals further agreed that these differences were inevitable but that, in the long term, they balanced out. The two respondents felt that the Chancellor had a unique opportunity to act as a mediator between GFC and the Board by trying to make both parties understand the other's viewpoint. There was also agreement that the Senate's Task Force Reports made major contributions toward a better understanding of the underlying issues in policy disputes. Dr. Mactaggart expressed his belief that these reports stimulated innovation by encouraging discussions about future developments, such as distance learning, managing technology, and the internationalization of the University. "I think the Senate is able to gather and decide ideas that the academy does not think of as quickly because they are much more conservative," he remarked. Senator Forest expressed similar thoughts about these Reports: "The Senate came out with excellent reports, which helped members of the Board of Governors understand the Faculty's position but also helped the Faculty to understand the Board."

As for the involvement of students in policy issues, the respondents were again in complete accord about its usefulness. "They were able to make valuable contributions," Dr. Forest reports, "they really contributed a great deal." Dr. Mactaggart expressed equal respect for the student members on the Board of Governors (as well as for those on the Senate): "I felt the involvement of the students on the Board and on the Senate was very useful." However, Dr. Mactaggart was somewhat critical of one or two graduate student members, whom he considered, during his period on the Board, to be more "impractical"

and "difficult to get along with" than the undergraduate student representatives on the Board.

Senator Forest and Dr. Mactaggart also agreed on the primary significance of convocation which, Dr. Forest suggested,

> is most valuable in bringing together all the stakeholders of the university community. The alumni become more visible during convocation, the students acquire a sense of belonging, and the President provides an accounting to the community while using the opportunity to inform the political leaders on the platform of the University's needs.

Dr. Mactaggart expressed similar sentiments: "I believe that convocation is very important. The whole process of convocation is a good one." He surmised that the speakers at convocation ceremonies, as outstanding role models, have an opportunity to exert an underlying influence on future policy discussions. They are able to bring to the attention of policy makers, who may be on the platform, important issues that ought to be considered in the future.

When discussing external influences on policy issues, both respondents reported that major political and economic factors had impacted on policy formulation during their terms of office. Dr. Mactaggart believed that the Government of Alberta fully recognized the importance of the University of Alberta to the Province, especially in terms of job creation and innovation: "I think they really do value this intellectual treasure which they have here." However, the government, Dr. Mactaggart believed, was subject to political pressure to favour the University of Calgary over the University of Alberta. Paradoxically, this favouritism became a challenge to the University of Alberta: it began

to develop its own (already strong) research activities as well as its professional fund-raising prowess, thus further strengthening its advantages. These changes, of course, required major policy adjustments in both areas.

As for Dr. Forest's thoughts on how external forces affected university policy during her term as Chancellor, she believed that most were related to "an era of relative peace in the world." This phenomenon contributed greatly to the University's fledgling, though enthusiastic, attempts to participate at international levels (such as the Universiade in 1982 and the Commonwealth Games in 1978) and its increasing interest in attracting international students. The national emphasis on bilingualism and multiculturalism, Dr. Forest believed, helped to achieve the full integration of the Faculté Saint-Jean into the University as well as the establishment of the Ukrainian Institute and other outward-looking initiatives. On a provincial level, Senator Forest remembered that many political leaders in the Province were concerned about state-of-the-art medical research in Alberta; their support contributed to the creation of the Alberta Heritage Fund for Medical Research.

Thus, both Dr. Forest and Dr. Mactaggart recalled fitting examples of how political and economic forces, of provincial as well as of national origins, affected university policies.

The Chancellors Emeriti also agreed that historical forces had influenced policy formulation and implementation during their terms in office. Dr. Forest referred to the increasing encouragement for student participation in University governance during the seventies which, she believed, occurred "as a reaction to the days when children were seen but not heard." Dr. Mactaggart, in this context, referred to the Faculty Renewal

Program created in the early nineties, which was made possible, in an historical development, as a result of the massive hiring of academics during the sixties.

Both respondents thought the most pivotal example for policy changes occurring as a reaction to earlier attitudes, was the strong desire by the University of Alberta to obliterate its traditional image as an Ivory Tower. Dr. Forest referred to this movement (which was beginning to gain momentum during her tenure) as "bringing Town and Gown together," whereas Dr. Mactaggart called it, "bridging the University with the community." Senator Forest recalls that

> the University had been quite aloof from the community in the earlier days and acted accordingly in its policy decisions without a great deal of concern for the community. . . . there was a parochial attitude that the University was a world unto itself—a small city within a city.

Though the University was relatively prosperous when Dr. Forest was in office, the Province had started to watch its spending patterns closely and funding began to decline. Consequently, it became necessary to look to the community for support. However, before this move could promise success, the two constituents had to become acquainted with each other. "Therefore, we had to adopt policies which brought the Town and Gown closer together. That was a big, big change which the University underwent," reported the Senator.

The University continued to struggle with this challenge throughout the eighties—with only mediocre success. When Dr. Mactaggart became Chancellor in 1990, the need to reach a mutual understanding between Town and Gown had become critical. Government cutbacks had become severe, and the University had to discard many of its

programs and courses. In Dr. Mactaggart's opinion, there were only two options for the University: (1) to become more "efficient," and (2) to turn to the community for help. (The "efficiency" option will be discussed in Section 2 of Chapter V because it reflects differences between the two respondents.) As a prerequisite for approaching the community for help, in Dr. Mactaggart's view, the University first had to create a better image of itself within the community. The community, Dr. Mactaggart explained, considered the University mostly a job factory for its children and, being accustomed to free schooling, saw no need to support the institution. Most parents and students erroneously assumed that tuition fees were sufficient for covering the cost of a student's education. In return, they expected dedicated teaching from university professors. The community was not interested in, or informed about, the University's numerous valuable research projects (many of which might come to affect their own lives, sooner or later).

The task of bringing the University and community closer together had been the paramount goal for both respondents when they were installed as Chancellors, and it would remain the foremost challenge throughout their terms in office. Although they may have pursued their goals in different ways, they never lost sight of this unifying task. Dr. Mactaggart unambiguously stated that what he wanted to do more than anything else was "linking the community with the University and *vice versa.*" Dr. Forest expressed that her "hope was to bring the University closer to the community in order to get more interest, more involvement, and a closer working relationship. I think that was my real interest." Clearly, the two respondents shared and inspired the same vision.

Both Senator Forest and Dr. Mactaggart had to overcome attitudinal as well as procedural barriers during the pursuit of their goals. Dr. Forest cited the occasion when

Assiniboia Hall was to be demolished rather than renovated. She also talked about her desire to have more recognition paid to the support staff at the University who, she felt, were greatly under-rated. Dr. Mactaggart considered that he met his greatest challenge during the controversy that arose over choosing a new University President in 1994. He also considered the position in which he found himself as Chancellor and Acting Chairman of the Board "very interesting"—probably a gigantic understatement characteristic of this level-headed pragmatist. Although their approaches in confronting these challenges differed, they both dealt with them expeditiously by applying strong leadership skills. (Their different approaches will be discussed in the next section of this chapter.)

Though the respondents talked about different goals that evolved later during their term in office, these goals were uncannily related to their predominant objective of bringing the community closer to the University. Senator Forest mentioned her efforts to introduce a joint retirement function for academic and support staff at the University. This plan was originally opposed because of fears (among the academic staff) that it may be embarrassing for a parking attendant to be honoured publicly side-by-side with a distinguished professor. Dr. Forest resolved the dilemma by arranging for booklets to be prepared and put out on tables, which listed the retirees' backgrounds rather than having them read aloud in front of the entire assembly. The retiring members of the support staff were delighted with the joint function.

Always the philosopher, Dr. Mactaggart became concerned, during his tenure, over the utilitarian attitude of students who expected nothing of their University education but "to find a good job." Ardent in his belief that the University should teach

people to "understand more about life," he searched for ways to change this deeply entrenched mentality, and proposed a very pragmatic (though hard to implement) solution. He suggested a broadening of the existing curriculum which, at the University of Alberta, is heavily weighted toward a student's concentration rather than composed of a wide range of different subjects. Both Chancellors systematically pursued their goals by tenaciously searching for solutions until they found a feasible answer, even if implementation was not within their reach (as, for example, in connection with Dr. Mactaggart's proposal to change the composition of the curriculum or his desire to change student mentality).

Both Senator Forest and Dr. Mactaggart reported that the transition from policy formulation to implementation was not always smooth because it was lengthy and, as a rule, needed to pass through several layers of governance and committees. However, they agreed that, though this cumbersome process was frequently frustrating to the decision-makers (especially members of the Board), it had its strengths in that it safeguarded the democratic process and encouraged careful scrutiny of a proposal before a decision was made. Asked whether they believed that policy implementation was, in essence, "efficient" (albeit cumbersome), both Chancellors further agreed that this was a difficult question to answer because it depended on the respondent's viewpoint. Businesspersons, such as most Board members, defined "efficiency" in terms of "output" versus "input." Most business people found this process inefficient at the University. On the other hand, academics—intent about upholding their right to academic freedom through in-depth discussion of any issue—would label the process "efficient." Thus, the respondents agreed, "efficiency" was entirely in the eyes of the beholder.

Clearly, both respondents showed a high degree of leadership. To use Kouzes and Posner's (1987) model, they "challenged the process" by introducing innovative ideas, such as having the Senate hold its meeting in the outlying areas or creating Visiting Committees at the University. They inspired a shared vision by stressing the need to bring the community and the University closer together. They enabled others to act through bestowing trust in their associates and assistants in the Senate, who rose to the task. As Senator Forest pointed out, leaders cannot work in isolation and must "prepare for good leadership to follow by encouraging others to grow." Both Chancellors, like many of their predecessors, exhibited inspiring performances as role models, which future incumbents of this position will, no doubt, try to emulate. Last but not least, both individuals were genuine humanitarians, who were known and loved throughout the University for "encouraging the heart." Both attempted continuously to make the institution more "human"—be it through setting up a student fellowship, writing letters of encouragement, promoting a better relationship between academic and non-academic staff, or unfailingly displaying personal warmth and the utmost respect in dealing with even the "lowliest" University staff member.

Differences

Notwithstanding the numerous similarities between the two respondents, the researcher detected deep-rooted differences in their individual approaches with which they had pursued their goals in office. Senator Forest, a very people-oriented individual, consistently preferred to take action through personal contact. She would approach individuals directly when she sought counsel, examined an issue, or used her powers of persuasion. She listened, empathized, and appraised her options. This approach

appeared to work well for her most of the time: she won over the deans at the commencement of her tenure, obtained the needed argument from the architect to save Assiniboia Hall, and learned a great deal about the educational needs of aboriginal students when she visited their reserves. Some of her objectives, however, remained unfinished: for example, her desire to achieve a closer relationship between support staff and academics, and the recognition of support staff through the bestowal of honorary degrees.

Dr. Mactaggart, on the other hand, preferred the more pragmatic approach of rational argument—either through correspondence or in person. He built his proposals on the evidence of other successful models, such as Harvard's Visiting Committees, fund-raising techniques, and volunteer involvement with the community. He used his sound business expertise in recommending policy changes regarding investment and development practices at the University, for example, as they concerned the handling of the interest from an endowment fund and the relocation of the University Farm. He reasoned with students to get involved in volunteer work in the community because it would improve their future chances in the job market. His arguments, though well founded, were often—but not always—successful. In an academic community, which is used to rational arguments, this approach is welcomed by many—only to be met with endless counter-arguments on the battlefield of intellectual debate. Sometimes, those who are most tenacious, rather than the ones who offer the most rational argument, survive. At other times, there are environmental or historical considerations, which impede the implementation of a proposal—no matter how rational and promising it may be. For example, Dr. Mactaggart's attempts to get students involved in community work

may have failed because the students here did not display a strong loyalty to their university as did those at Harvard, where all first-year students develop an intimate allegiance to their alma mater because they live in residence.

Furthermore, there were differences in the specific direction of some of the goals by the two Chancellors, although the major focus—the bridging of university and community—remained the same. While Senator Forest appeared to be drawn to policies that dealt with people's needs, Dr. Mactaggart's predominant interest lay in helping the University improve its critical financial status. Dr. Forest, for example, was strongly involved in promoting the integration of the Faculte Saint-Jean into the University, which she saw as a basic right for French-speaking students in Alberta. She was equally interested in raising the ratio of Native students at the University and in providing for them an environment that was receptive to their culture. Thirdly, she vigorously worked to raise the status of support staff at the University of Alberta, whom she considered vastly underrated and overlooked. All three areas are clearly related to human rights as well as educational and social issues—the very concepts on which she had been raised and to which she has devoted her entire life.

The Senate Reports produced during Dr. Forest's time dealt with such areas as admission standards and conditions for disabled, mature, and Native students, as well as the study of second languages—all topics which fell into the "humanitarian" and "human rights" categories. On the other hand, the Senate Reports prepared during Dr. Mactaggart's term concerned the internationalization of the University and student finance—the latter, for example, dealing with such topics as fee schedules, student

budgets, and the student finance board (University of Alberta Senate, 1993, pp. 8-23)—clearly more business-related issues.

Dr. Mactaggart was primarily interested in making the University more astute in business practices. The timing was highly appropriate: enrolments were continuing to grow, while government grants—traditionally the largest source of support for the University of Alberta—were dwindling drastically. Dr. Mactaggart's previous experience with post-secondary institutions had been primarily through Harvard, which had a long-standing history of being generously supported by alumni, parents of students, and other private donors in the community. Furthermore, his affiliation with the American University of Beirut had taught him that it is important for an institution to be self-reliant in the face of adversity. There, Dr. Mactaggart reported, hostile factions put aside their differences on campus in the interest of intellectual pursuits. As a result, he had learned to turn challenges into opportunities for improvement rather than seeing them as obstacles, and he saw the financial problems which the University of Alberta faced as a similar challenge. In the business community—Dr. Mactaggart's home turf—the downturn of the Alberta and Canadian economies had already led to a commitment to "do more with less" through processes of continuous improvement, but the academic community was still oblivious of this concept. Dr. Mactaggart's Visiting Committees, largely based on the Harvard model, were intended to achieve this very goal: interested committee members from outside the University community would bring fresh ideas to institutional processes on a continuous basis and suggest ideas for improvements which would make the campus machinery more efficient.

Dr. Mactaggart saw the "efficiency" factor of the University's operations from a businessman's viewpoint; that is, he considered it as the ratio of output over input. However, he understood that efficiency was not interpreted in the same way by academics, who considered time an investment rather than an expense and defended their academic freedom to spend time in deliberation, discussion, and experimentation until a satisfactory solution was achieved. Setting the definition of efficiency aside, the Chancellor firmly believed specialization would make the University more efficient—as it has done in business on the assembly line. He therefore suggested, though he knew his proposal would meet political opposition, that the most efficient educational system for Alberta would be to have the University of Alberta emphasize graduate education and research, leaving other Alberta colleges and universities to concentrate on undergraduate programs.

Senator Forest perceived the University's "inefficiency" mostly in relation to the "overly democracized" influence and confusing structure of its committees. She, too, recognized that people from the business community would fail to understand the time it took a university committee to reach a decision, but she defended the "ample time for scrutiny" that must be preserved in the interest of academic freedom. Here again, her life-long devotion to human rights took precedence over her astute business sense, for which she is also known.

The different emphasis on specific areas of policy with which these two former University Chancellors dealt support the assumption that there is indeed a relationship between an individual's background and his or her particular interests in policy.

However, there was clearly another reason for the different focus on specific policy issues between the two Chancellors. There had been major changes in the political and economic environments during the two periods, which, in turn, affected the organizational climate and structure at the University. Whereas the earlier period had been a time of plenty, the later era had been subjected to recession, relative instability, and severe financial cutbacks. The intervening time had also added new historical influences: students had become more directly involved in university governance, the economy was turning "global," and there was growing conflict among university leaders.

Both Chancellors agreed that external influences, such as the political and economic environments, affected policy issues, but Dr. Mactaggart had one particularly negative recollection of political impact. He remembered the aftermath of the National Energy Program, which proclaimed, "against previous national understanding and agreement," that energy was no longer a provincial but a national resource. Alberta had had ownership of its resources since 1930, when it had wrangled the energy rights from Ottawa (Wood, 1985, p.157). Dr. Mactaggart felt that the NEP "took away more than money; it took away hope of Western political and financial power." Though he did not say so, he seemed to imply that the NEP affected the University of Alberta by interfering with its development through a reduction in funding that would otherwise have been available to it in a continuing prosperous economy. Dr. Mactaggart later elaborated:

> I was, and still am, of the opinion that if energy were considered to be a provincial not a national resource, then the Province would not have turned a cash surplus, such as the Heritage Fund, into a deficit but would have been able to add to the surplus from assets (energy) formerly acknowledged to belong to Albertans. The

prosperity of the Province would have resulted in accumulating benefits not only to business, but also to every institution in Alberta, including the University of Alberta.

Interestingly, Dr. Mactaggart, in his conviction that, in 1990, the University of Alberta still suffered significantly from the ill effects of the NEP, may have become prey to a case of "reverse presentism"; that is, he used historical judgements to interpret the present. The NEP had been introduced in 1980, at which time Alberta businessmen were understandably outraged over its effects. The Program cost the Alberta economy about $50 billion between 1981 and 1986 by keeping domestic oil and natural gas prices artificially—that is, through federal subsidies, regulated prices, and heavy taxes—below world market levels. The oilpatch generally saw the NEP as a "vile government intrusion in the marketplace which deprived companies of their rightful profits" (Nikiforuk, Pratt, & Wanagas, 1987, p. 37). Alberta businessmen forgot, however, that the chief determinant of oil prices was the Organization of Petroleum Exporting Countries (OPEC). In 1985, OPEC dropped oil prices on the world market. At that point, Alberta's boom would have ended anyway. Besides, Peter Lougheed had long had considerable input in the negotiations toward the NEP and had won two major points: Ottawa had agreed to (1) forego a proposed export tax on natural gas, and (2) accelerate Canadian oil and gas price rises toward world market levels. On September 1, 1980, Premier Lougheed co-signed this "'balanced agreement' and posed with Trudeau for the cameras" (Clarkson & McCall, 1997, p. 180). Whatever the effects of the NEP were on Alberta's businesses in the early eighties, it is questionable whether the economic situation in 1990, especially as it concerned the University of Alberta, was significantly affected by the then

extinct Program. Dr. Mactaggart's strong feelings on this issue, as they relate to his term as University Chancellor, may well be traced to his legitimate disappointment over the NEP in the early eighties, when he was an independent Alberta businessman.

CHAPTER VI

REVIEW AND SUMMARY

Conclusions

Ten specific conclusions are drawn from this research, as outlined below.

As for the biographical backgrounds of the two former Chancellors, both had come from families that encouraged education as well as family values. Though their career paths had differed, both Dr. Mactaggart and Dr. Forest had become closely involved with educational boards, committees, and associations prior to their participation in University of Alberta governance. Both had been strongly interested, and become active, in post-secondary educational issues through their children's university education. Both had served as Members of the Board of Governors and the Senate before they became Chancellors. Both had been invited to have their names stand in nomination for the position of University Chancellor.

Conclusion 1: The position of University Chancellor appears to attract individuals with similar biographical backgrounds who may, however, have had different professional careers.

Both Chancellors Emeriti believed that while the University Chancellor has little direct influence on policy, the position could, in fact, exert significant indirect influence on policy through the very combination of a lack of power and a high level of prestige. Both respondents also believed that there was a relationship between a Chancellor's professional and personal background and his or her predominant impact on specific areas of University policy.

Conclusion 2: Though the position of University Chancellor has no overt power, an incumbent may exert considerable indirect influence on policy—frequently in areas of particular interest to, or expertise by, the individual.

The two individuals clearly defined the important roles played by General Faculties Council, the Board of Governors, and the Senate in relation to University policy formulation and implementation. They agreed that participation by students in policy making was important, and that convocations may play an indirect role in policy innovation by raising issues that need attention.

Conclusion 3: Internal forces, such as the various arms of University governance, including student participation, may significantly affect University policy.

Both Chancellors believed that convocations, in addition to being popular ceremonial functions, offered opportunities for indirect influence on future policy issues through such media as the President's Report and the speeches by distinguished honorary degree recipients.

Conclusion 4: Convocations, though largely ceremonial, may have an indirect influence on policy.

Dr. Forest as well as Dr. Mactaggart cited numerous examples of external influences, including political, and economic, which played a role in policy development. Whereas economically and politically stable eras often produce policies that focus on "people" issues, recessional periods with political turmoil seem to raise policy issues related to fiscal matters and "efficiency" of output.

Conclusion 5: External forces of political and economic origins significantly affect University policy during any particular period in time.

The interviewees agreed, and cited examples, that policy issues were influenced by earlier historical developments. Policy issues which evolved in support of historical developments were believed to be easier to deal with than those which involved a change in direction.

Conclusion 6: Historical forces exert considerable influence on policy issues.

Both respondents maintained that the main barriers to expedient policy implementation were anchored in the complex and expansive committee structure at the University, but that there were also advantages to this laborious process. They further agreed that these barriers could best be overcome by dealing with them as opportunities rather than obstacles.

Conclusion 7: Though the complex committee structure at the University may impede speedy implementation of policy, its thoroughness normally compensates for delays in the process and assures fair consideration of all aspects of the issues.

There were three main policy mandates for the Chancellor on which both respondents strongly agreed:

1. The Chancellor was accountable for providing a link between the University and the community.
2. The Chancellor was to act as intermediary within the University community.
3. The Chancellor, with the help of the Senate, was to work diligently to eliminate the University's image as an "Ivory Tower."

Conclusion 8: A University Chancellor's chief mandate is to (1) interface with the community-at-large; (2) act as intermediary within the University community; and (3) work, in unison with the Senate, toward bringing the University and community closer together.

In essence, the role of the University Chancellor has remained stable for the past forty years. However, the incumbents have become increasingly active in specific interest-related policy issues, such as the improvement of campus facilities, the wellbeing of support staff, fund development, or multicultural dimensions.

Conclusion 9: The role of the Chancellor in policy issues is informally broadening and evolving, though it is formally limited by its definition under the Universities Act (Province of Alberta, 1999).

Both Chancellors reported encountering numerous challenges during their terms of office. They dealt with these challenges, though perhaps through different approaches, by building, and sharing, a clear vision for the future and applying strong leadership skills.

Conclusion 10: The University Chancellor requires strong leadership skills to deal with the formidable challenges inherent in the position.

Recommendations

Four recommendations are respectfully submitted.

Given Garaty's (1957) argument that a person is a reflection of his or her times (p. 5) as well as Conclusion 2 above (which states that individuals tend to influence policy according to their own interests and expertise), it follows that a good match between a University Chancellor's skills and personality and the particular era during which he or

she serves is of crucial consequence. In other words, careful selection of an individual for the position is extremely important. If a predominantly human-rights-oriented person is appointed during a period of extreme budgetary constraints, it can be safely assumed that there will be less influence on policy issues than if that individual had been appointed during an era of expansion. Conversely, if a financially astute businessman were to be Chancellor during a period of recession, the influence on policy will be greater.

Recommendation 1: It is recommended that, whenever possible, only such persons be invited to stand in nomination for the position of University Chancellor whose skills, interests, and expertise closely match the environmental conditions of that particular era.

The researcher supports the strong recommendations by both former Chancellors that policies be developed to bring the University and community closer together and to discard the University's image in the community as an "Ivory Tower." This rapprochement can best be achieved through facilitating a mutual understanding of such areas as teaching versus research, student and faculty volunteerism in the community; existing University services to the community; and community expectations of the University. The Senate did, in fact, publish a Report of the Task Force on Public Relations in March 1990, which resulted in 17 recommendations and a total of 44 specific suggestions for implementation of measures to improve relations between the University of Alberta and the community (University of Alberta Senate, 1990). Some of these suggestions have been implemented, but many have not.

Recommendations 2: It is recommended that the Senate commission a new Task Force to review the 1990 Report on Public Relations and provide a follow-up report on how to bring Town and Gown closer together in light of the developments during the past decade.

Many of the recommendations by the two former Chancellors appear to have great merit. For example, Senator Forest's hopes to achieve a closer collaboration between academic and support staff and the granting of honorary degrees to deserving support staff deserve further consideration. Her efforts to support the Native student population are as topical today as they were then. Dr. Mactaggart's endeavours to alert students to the true purpose of university studies are equally commendable. Similarly, the University should actively continue to promote the Visiting Committees which he introduced because of their highly effective end results. His recommendation to establish an effective Teaching and Learning Centre modelled after Harvard has similar merit. His proposals in connection with the University Farm and the handling of interest from endowment funds warrant serious review. If such worthwhile projects end with the closure of a Chancellor's term, an immeasurable wealth of information, inspiration, and energy is potentially lost to the University.

Recommendation 3: It is recommended that the University review all recommendations by its Chancellors Emeriti of the past 25 years with a view to selecting those that may merit continuation or revival, for further consideration.

This study has been relatively restricted in scope in that it only dealt with two former University Chancellors. Nevertheless, even the interviews with these two individuals produced a wealth of information. It may be valuable to the University of

Alberta as well as the Government of Alberta to expand this study at some later stage by interviewing all living Chancellors Emeriti of the University of Alberta who have held this office during the past twenty-five years. There are currently five individuals, in addition to the two people in this study, who have been University Chancellor between 1975 and 2000: Mr. Ron Dalby, Mr. Louis Desrochers, Mr. Peter Savarin, Dr. Louis Hyndman, and Lieutenant Governor Lois Hole. Another, Judge Tevie Miller, unfortunately died, but close associates and family members could be interviewed to make this study complete. This number of available Chancellors Emeriti is probably unprecedented and provides a unique opportunity for producing a piece of millennium history for the University of Alberta.

Recommendation 4: It is recommended that this study be expanded to cover the period 1975 to 2000 and to include all University of Alberta Chancellors during that era.

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Appendix A.1

Letter of Intent to Dr. Jean B. Forest

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Mrs. Jean Forest
2997 Seaview Road
Victoria, B.C. V8N 1L2

April 18, 1999

Dear Mrs. Forest:

Please accept my very best wishes on the occasion of your recently announced, well deserved, and long overdue retirement! Though I was sorry to hear that you had decided to leave the Senate (creating a void that can only be replenished with great difficulty), I was happy for you: at long last, you will be able to enjoy, with leisure, the rich blessings of your extended family and can indulge without guilt in hobbies which have had to be neglected for so long. After your illustrious career in public service, you have certainly earned the right to enjoy a more relaxed pace!

One of my own "hobbies" in retirement is the writing of a Master's thesis in Adult Education. My preliminary topic is: "Promoting Adult Education in Alberta: Challenges of Policy Formulation at the University of Alberta." I have completed my course program in the Department of Policy Studies in the Faculty of Education, University of Alberta, and am now commencing the writing of my thesis. My academic supervisor is Professor Art Deane. He has suggested that I compare and contrast the contributions by two leaders from the U of A who have been intimately involved in policy formulation. The short-term goal is to undertake this study of two contributors for the completion of my Master's degree; in the long term, there is a potential for expanding this project by including the contributions of other individuals.

You will, by now, surmise that I am approaching you in the hope that you may agree to be one of the two individuals in my initial study. The other one will, I hope, be Mr. Sandy Mactaggart, to whom I am writing simultaneously. I have always admired both your and Mr. Mactaggart's accomplishments during your terms as Chancellors at the University of Alberta, not to mention your commitments to higher education in general. In addition, I have been deeply moved by the caring and sensitive manners, which you have, both consistently employed in dealings with the people around you despite crushing workloads and formidable challenges. I cannot think of two more appropriate people to interview for my study.

Allow me to provide you with an overview of approximate time commitments that may ensure on your part, should you agree to my proposal. Initially, I would need to interview you, in person, for approximately one (1) hour. Following the interview, I would send you a transcript (about 15 pages) for your perusal. Your approximate reading time is estimated at 45 minutes. The approved transcript will provide the basis for questions (to be prepared by me) during a second interview of approximately one (1) hour's duration. Finally, your reading of the second transcript is estimated to take 30 minutes. Consequently, apart from a few verifications and specific questions that may arise during the writing of my dissertation, a total time commitment of approximately 3 hrs., 15 min. will be required on your part.

All interview dates, of course, will be arranged at times convenient to you. It is suggested that the entire procedure will spread over three months, or so, with the two interviews to be conducted approximately six weeks apart. It is my hope that the first meeting may be arranged sometime in June—to be staggered between the two parties who will be interviewed. Prior to our meetings, your permission for taping the interviews will need to be secured.

At the beginning of my project, my proposal will have to be submitted to, and approved by, the Ethics Review Committee in the Department of Policy Studies, Faculty of Education.

I realize that my proposal represents an unplanned intrusion into your busy life, for which I offer my apologies. However, I do believe that an analysis of your experiences as Chancellor of the University of Alberta would form a valuable tool toward developing an understanding of the challenges of policy formulation in higher education during the period under examination.

I would be most grateful if you choose to consider my proposal positively.

Yours sincerely,

Eva Cherniavsky

cc.: Professor Art Deane

Appendix A.2

Letter of Intent to Dr. Sandy A. Mactaggart

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Mr. Sandy A. Mactaggart
P. O. Box 3160
Edmonton, AB T5J 2E7

April 18, 1999

Dear Mr. Mactaggart

Several years ago, during the occasion of Mrs. Mactaggart's book signing party at Audrey's Bookstore on Jasper Avenue in Edmonton, I mentioned to you that I may wish to write a Master's thesis in Adult Education. My plan was to analyze the contributions of several individuals to policy formulation in higher education in Alberta. You encouraged me to pursue my goal and invited me to contact you when I was ready. At that time, I was employed in the Office of the Vice-President (Academic) as an Administrative Officer.

I have now retired from the University of Alberta and am about to commence my thesis. My preliminary topic is: "Promoting Adult Education in Alberta: Challenges of Policy Formulation at the University of Alberta." I have completed my course program in the Department of Policy Studies in the Faculty of Education, University of Alberta, and am now commencing the writing of my thesis. My academic supervisor is Professor Art Deane. He has suggested that I compare and contrast the contributions by two leaders from the U of A who have been intimately involved in policy formulation. The short-term goal is to undertake this study of two contributors for the completion of my Master's degree; in the long term, there is a potential for expanding this project by including the contributions of other individuals.

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At the beginning of my project, my proposal will have to be submitted to, and approved by, the Ethics Review Committee in the Department of Policy Studies, Faculty of Education.

I realize that my proposal represents an unplanned intrusion into your busy life, for which I offer my apologies. However, I do believe that an analysis of your experiences as Chancellor of the University of Alberta would form a valuable tool toward developing an understanding of the challenges of policy formulation in higher education during the period under examination.

I would be most grateful if you choose to consider my proposal positively.

Yours sincerely,

Eva Cherniavsky

cc.: Professor Art Deane

Appendix B

Survey Matrix—Worksheet

Interview Guide Survey

(Please comment freely, edit liberally, and elaborate frankly. You may attach additional sheet(s) if necessary.)

Interview Guide Questions	Is Content of Question Appropriate to Research Problem?	Your Comments and Suggested Changes
1. Why did you enter the world of higher education as Chancellor of the University of Alberta and how did it happen? -- Was the decision related to your family background or educational path? -- Did it evolve from a career pattern? -- Was it a conscientious decision based on intellectual deliberations or an emotional reaction to personal experiences? -- Did you experience a gradual growth toward activism rooted in your personality traits? -- What attracted you to the role of Chancellor? -- Were you approached to run?		
2. How did you view the Chancellor's role *vis-à-vis* policy formulation at the University of Alberta? -- Were there any changes in the role compared to your predecessor?		

Additional Questions:

Interview Guide Questions	Is Content of Question Appropriate to Research Problem?	Your Comments and Suggested Changes
3. Could you describe (a) the major policy issues in which you were involved during your term of office and (b) how those issues were handled by the various levels of university governance? -- What was the role of Central Administration? -- What was the role of the Board of Governors? -- What was the role of the Senate?		
4.How did external forces affect the major policy issues at the University of Alberta during your term of office? -- Which role did the government play, both at provincial and federal levels? -- Which policy issues, if any, were conditioned by the political background of the era? -- Which policy issues, if any, were related to the economic situation of the period under discussion?		

Additional Questions:

Interview Guide Questions	Is Content of Question Appropriate to Research Problem?	Your Comments and Suggested Changes
5. Which historical forces affected the major policy issues during your term of office? -- Which policy changes evolved as a reaction against decisions made in the past? -- Which changes evolved in support of previous developments?		
6. What were your own goals in relation to policy formulation upon taking the position of Chancellor, and which additional goals evolved during your term of office? -- What did you hope to accomplish? -- Which policy-related challenges did you encounter personally? -- How did you deal with those challenges? -- What were the results of your actions in dealing with those challenges? -- Were your goals accomplished? -- Why? Why not?		

Additional Questions:

Interview Guide Questions	Is Content of Question Appropriate to Research Problem?	Your Comments and Suggested Changes
7. In your view, was the transition from policy formulation to policy implementation conducted in an efficient and effective manner? -- Was policy implementation always smooth? -- If not, why not? -- What were some of the barriers to implementation?		
8. In your view, which changes could or should be implemented in the future regarding policy formulation at the University of Alberta?		

Additional Questions:

Appendix C

Interview Guide (First Interview)

(07/20/99)

Interview Guide

1. Why did you decide to become pro-active in higher education as Chancellor of the University of Alberta, and how did it happen?

a) Were you approached to run?
b) Was your decision related to your family background or educational/career path?
c) Was it a decision based on intellectual deliberations or an emotional reaction to personal experiences?
d) Did you have earlier affiliations with education-based committees or boards? Which ones?
e) Did you experience a gradual growth toward activism rooted in your personality traits?
f) What attracted you to the role of Chancellor?

2. How did you perceive the Chancellor's role *vis-à-vis* policy formulation at the University of Alberta?

-- Were there any changes in the role compared to your predecessors?

3. Could you describe (i) the major policy issues in which you were involved during your term of office and (ii) to which internal influences policy formulation was subjected (e.g., various levels of university governance)?

a) What was the role of General Faculties Council?
b) What was the role of the Board of Governors?
c) What was the role of Senate?
d) How did you view the student role in policy formulation?
e) Does Convocation have any role in policy or is it strictly ceremonial?

4. How did external forces affect the major policy issues at the University of Alberta during your term of office?

a) Which role did the government play, both at provincial and federal levels?
b) Which policy issues, if any, were conditioned by the political background of the era?
c) Which policy issues, if any, were related to the economic situation during your term of office?

5. Which historical forces affected the major policy issues during your term of office?

a) Which policy changes evolved as a reaction against decisions made in the past?
b) Which changes evolved in support of previous developments?

6. Though it may be difficult to separate your term as University Chancellor from your other connections with the Senate, the Board, or the University in general, could you try to define your policy objectives upon taking the position of Chancellor?

a) What did you hope to achieve?
b) Which policy-related challenges did you encounter personally?
c) How did you deal with them?
d) What were the results of your actions in dealing with those challenges?
e) Which additional goals evolved during your term of office?
f) Were your goals accomplished? Why? Why not?

7. In your view, was the transition from policy formulation to policy implementation conducted in an efficient and effective manner?

a) Was policy implementation always smooth?
b) If not, why not?
c) What were some of the barriers to implementation?

8. In your view, which changes could or should be implemented in the future regarding policy formulation and implementation at the University of Alberta?

Appendix D.1

Interview Guide (Second Interview: Dr. Jean B. Forest)

Eva M. Cherniavsky
8919 – 146 Street
Edmonton, AB
T5R 0V7
Tel. (780) 483-9308
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Interview Guide #2
(The Hon. Jean B. Forest)

1. During the first interview you mentioned that, in regard to accepting the nomination to the chancellorship at the University of Alberta, your "motives weren't completely altruistic" because the position would give you "a forum for promoting other things in which [you were] involved, for example, Human Rights" (p. 6 of transcript). Later you indicated that you had been involved in promoting, through the Senate, the cause of support staff working at the University of Alberta. Were there other areas of Human Rights which you were able to promote during your term of office? If so, which were they and did you succeed?

2. During your term of office, did you perceive a certain "non-meeting of the minds" regarding policy formulation and implementation between General Faculties Council and the Board of Governors? If so, could you explain the different positions and give a specific example? What role did the Senate play in this relationship?

3. What, in your opinion, made the University give up some of its turf as an "ivory tower"? Recognizing the Senate's contributions to this cause through its newly introduced off-campus meetings during your term, did the Senate play any other role in this transformation?

4. In providing a "bridge" to the community through the Senate, the Chancellor is expected

to be sensitive to the community's attitudes toward the University. How did you interpret, during your term, the community's view of teaching versus research?

5. During our first interview, we talked about policy formulation that evolved in support of previous developments at the University (p. 15 of transcript). You indicated that many policy changes were "made . . . because of a desire to build up on the good work in the past" (p. 15). Could you cite any specific example(s)?

6. Although the position of Chancellor at the University of Alberta holds very little executive power, it appears to carry considerable influence. How do you explain this phenomenon?

7. You mentioned during our first interview that you felt the University administration, in general has consistently underrated the contributions of support staff and that this was an area of major concern to you (pp. 21-22). You indicated that, despite your continued efforts, not much progress was made in this regard. Do you have any suggestions on how to change the relationship between academic and non-academic staff?

8. Can you think of any additional comments in relation to policy formulation and implementation and the Chancellor's role regarding policy issues at the University of Alberta?

January 20, 2000

Appendix D.2

Interview Guide (Second Interview: Dr. Sandy A. Mactaggart)

Interview Guide #2

1. When you agreed to "run" for the position of Chancellor at the University of Alberta, at that time, were there other nominees, or—as it had been twelve years earlier when Mrs. Forest became Chancellor—once you allowed your name to stand, were you the only candidate on the "list"?

2. You talked about the "visiting committees" at Harvard and your continuing involvement in one of them. You also mentioned that you had been instrumental in introducing such committees at the University of Alberta. Would you care to elaborate a little on the purpose of these "visiting committees" and on their effect on universities?

3. You mentioned the critical ways in which businessmen on university boards tend to judge the cost-efficiency of university policies, particularly with regard to "admissions." Could you perhaps cite two or three specific policies, which were viewed as "inefficient" or "wrong"—to use your terms—by businessmen on the board during your term in office? Looking at these policies through the eyes of a university administrator, would you have rated (and did you rate) these policies differently?

4. You have served on the boards of three different universities: Harvard, The American University of Beirut, and the University of Alberta. Did you observe any substantial differences among the ways the boards at these three institutions operated?

5. You have indicated that university teaching has not "changed in years and years" and that, therefore, academics tend to think conservatively making them, in general, opposed to change. Do you believe that the rapid development of technology during the last ten years, with its potential effect on teaching, as well as the increasing importance of research in major universities, will force the academy to become more innovative and change its traditional teaching role?

6. Could an increasing reliance on technology-assisted instruction weaken the influence of faculty and General Faculties Council on policy formulation and implementation at the University?

7. You referred to "the west 2-40 acres of the University Farm." Could you elaborate a little on that concept? How does it generate income to the University? Was its intention only to generate income? Why did it fail?

8. Why do you think your efforts to involve the professors and students in the Edmonton community did not lead to success? You mentioned that the missing "continuity" factor among U of A students was a major reason for failure, but was that factor not also present at Harvard? Why is it so difficult to introduce the concept of "community service" among U of A faculty?

9. You mentioned that—in contrast to the University of Alberta--Harvard is a "residential" university and that this factor may promote the "community spirit" among students. Do, in fact, all Harvard students live "in residence" on campus?

10. Would you care to comment a bit more on your efforts to introduce a teaching/learning centre at the University of Alberta? Why do you think it did it not succeed here when there was a good, highly successful model to emulate at Harvard?

11. It appears that one question we did not fully explore in our first interview was "What [in your experience] were some of the barriers to policy implementation during your term in office at the University of Alberta? Would you care to comment on that question, perhaps giving some specific examples?

12. Can you think of any additional comments in relation to policy formulation and implementation and the Chancellor's role regarding policy issues at the University of Alberta?

December 6, 1999

Appendix E.1

Permission to Use Quotations (from Dr. Jean B. Forest)

I suppose all the quotes attributed to me & have made a few suggestions on other areas to better reflect my meaning. Please feel free to use them as disregard them.

Best wishes

P.S. I did wonder if the use of "Senator" and then "Doctor" with respect to my name might be found confusing by some readers - but a small point. J.

Aug 22, 2000

Dear Bea

I'm sorry that "time out" for a holiday has resulted in an entirely delay in my response to your request to review [illegible] paper. Having done so, let me congratulate you on accurate reporting & commend you on your writing style.

Appendix E.2

Permission to Use Quotations (from Dr. Sandy A. Mactaggart)

P. O. Box 3160
Edmonton, Alberta
Canada T5J 2G7

August 11, 2000

Ms. Eva Cherniavsky
8919 – 146 Street
Edmonton, Alberta
T5R 0V7

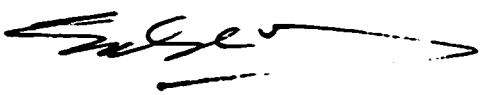
Dear Ms. Cherniavsky:

I send you back your thesis with corrections which I hope will be acceptable to you – if any are not, please let me know.

If there is anything further I can do to assist you with your interesting thesis, please let me know. It was intriguing to read of the few contrasts and many similarities in the Terms of Office of Senator Forest and myself.

Thank you!

Sincerely,



Sandy A. Mactaggart