

THE UNIVERSITY OF MANITOBA

ADMINISTRATIVE DECISION MAKING  
IN THE FACULTY OF EDUCATION OF THE  
UNIVERSITY OF MANITOBA

BY

ANNE THORP

A Thesis

Submitted to The Faculty of Graduate Studies  
In Partial Fulfilment of the Requirements for the  
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## Chapter 1

### INTRODUCTION TO THE STUDY

Throughout the 1960s and early 1970s, teacher education in the Western world expanded rapidly. Postwar increases in birthrates and a confidence in the ability of education to bring about social change caused an unprecedented demand for trained teachers. The situation in Manitoba was no exception. In January 1976, the Faculty of Education at the University of Manitoba had sixty-four students enrolled in degree courses, and about two hundred in the certificate programme.<sup>1</sup>

Amalgamation of the Faculty and the Manitoba Teachers' College took place in September 1965, and brought all potential teachers together on the University campus. Expansion during the subsequent eight years was such that by the winter session of 1973-74, the Faculty was teaching a thousand full-time and fourteen hundred part-time undergraduates in addition to a total of over four hundred graduate students.<sup>2</sup>

This period in the history of the Faculty was marked by developments in both its organisational structure and in the programmes which it offered. Much of the change appears to have been a response to the rapid growth of 1965 and to a role redefinition which followed. However, in common with other areas of the University, the Faculty of Education

was also influenced by the expansion of post-secondary education and by pressure for increased staff and student participation in decision making.

By 1973, the Faculty was moving into a time of consolidation, and is now, in 1980, into a period of decline, having cut programmes and reduced staff. The decisions which will be taken at this time would appear to be of a very different nature from those related to expansion. But, closer examination of the decision-making processes of the eight years of expansion may reveal some factors relevant to the present situation.

#### Definition of the Problem

The purpose of this study is to answer the question: what were the processes of administrative decision making and their results during the period of expansion in the Faculty of Education at the University of Manitoba?

To address this problem, it will be necessary to answer a number of sub-questions:

1. What were the processes of decision making in the Faculty of Education?
2. To what extent were members of the Faculty involved in the decision-making process?
3. To what extent were decisions and plans implemented?
4. What relationships can be found between decision making in a period of expansion and decision theory?

While the general history of the Faculty will be traced for the years 1965-73, detailed analysis will be concentrated upon four major decisions from the period, the processes of decision making and the outcomes of these decisions;

1. The re-organisation of the Faculty after amalgamation with the Teachers' College.
2. The development of the Doctor of Philosophy (Ph.D) programme.
3. The attempt to introduce a Master of Continuing Education (M.Cont.Ed.) programme.
4. The design and introduction of the four-year undergraduate (B.Ed.) programme.

#### Significance of the Problem

One of the principal reasons for carrying out this study, at this time, is historical. The rapid expansion of the Faculty is outlined in the official University records of the period. However, such documents show the final decisions or the accomplishment of plans and give no details about the processes which took place to reach these outcomes. This type of information can come only from the people who took part in the events and, as more staff members approach retirement or leave the Faculty to take jobs elsewhere, the sources of detailed accounts are beginning to be dispersed.

Examination of past processes and their results not

only helps to define the present position, but can elucidate the possible outcomes of future processes. Seemingly simple decisions can have far-reaching implications, and these can better be traced over a few years of high activity than on a longer, but less active time-scale. Such an investigation seems appropriate as the Faculty moves into another period of change and faces a new experience in the management of contraction.

Another reason for undertaking the investigation was an apparent dearth of studies of the processes of administration in universities. Caplow and McGee's 1958 classic The Academic Marketplace<sup>3</sup> was one of the first, and although there have been others in the intervening twenty years, the number is still small for institutions which have a primary function of conducting research.

### Research Methodology

The investigation took the form of an historical study which aimed to examine a set of individual situations and to extract particularised information for reassembly on a broader canvas. Therefore, it contained two major elements, the systematic search for information, and an analysis and synthesis of that information.

#### The Search

The information which forms the basis of this study came from two sources, people and documents. Heeding

Kerlinger's<sup>4</sup> advice "to always use primary sources" when doing historical research, the documents consulted were, for the most part, official records such as the minutes of meetings or copies of proposed programmes, and the people interviewed had all been involved in the events under investigation. The interviews were also secondary sources, at times providing information about events and opinions of which the interviewees did not have first-hand knowledge. However, these details were often valuable for background or for indicating new directions of inquiry.

Normal concerns in historical research about the authenticity of sources<sup>5</sup> did not apply in this study. The elapsed time was short, staff members were available in person and documents had remained in the files of the University. However, internal criticisms dealing with the quality of information could not be discounted especially since consideration of personal feelings and present circumstances placed some limitations upon aspects of the account.

The use of official documents to provide dates, an outline of events and to verify oral evidence was unlikely to introduce error into the study. The Minutes of Faculty Council, which were a major source, were compiled by Dr. Keith Wilson, a principal actor, but, generally, are brief for the period under examination, and consist of little more than records of motions proposed and passed,

and reports of enrolments and examination results. It is therefore unlikely that any significant bias has been introduced from this source. The Minutes of the Board of Graduate Studies and of Senate, although more detailed and containing reports of the discussion of motions, are more remote from the events under investigation. Other documents used, such as copies of proposed programmes, university calendars and legal agreements were equally unlikely to introduce bias. However, as Good points out:

internal criticism is concerned with questions of the real meaning as distinguished from the literal meaning, the competence of the observer for careful and accurate reporting, and the good faith of the observer in making statements without bias or prejudice.<sup>6</sup>

Thus, dealing with the people who were sources presented more problems.

It was first of all necessary to decide who to ask for information. A reputational approach was used, the network of those people considered influential in decision making fanned out from the Dean, John Brown, until it became virtually a closed system. Because of the limits specified for the study, the number of people named was sufficiently small for it to be possible to approach many of them and to interview them, if they were willing.

However, it must not be supposed that the sample represented a single point of view. Some of those who provided information were from other areas within the University,

and even amongst members of the Faculty of Education there were numerous points of view. Members of staff had widely differing backgrounds, and therefore widely differing opinions. Not all of those who stayed in the Faculty agreed fully with decisions and policies.

There were some concerns related to the accuracy of recall of the informants. Checking between accounts and with documentary evidence was possible, and it appeared that those most closely involved had a very clear picture of events. Thompson writing in The Voice of the Past: Oral History suggests some reason why this should be so.

The memory process thus depends, not only upon individual comprehension, but also upon interest. . . Reliability depends partly on whether the question interests an informant. . . . A willingness to remember is also essential: a feature of memory which is especially relevant to interviewing.<sup>7</sup>

Some of the people interviewed expressed concern that they might not remember because of the elapsed time since the events, or because they had retired or were getting older, but again this did not seem to be the case. This latter phenomenon is described by Thompson as:

A major compensation for the objectivity of the memory process, is an increased willingness to remember, and commonly, too, a diminished concern with fitting the story to the social norms of the audience. Thus bias from both repression and distortion becomes a less inhibiting difficulty, for both teller and historian.<sup>8</sup>

Throughout the investigation a willingness to remember

was very evident. The determined efforts of those interviewed to remember accurately and identify gaps in their recollections may have been a result of their experiences and understanding of carrying out similar studies.

The interviews which were used to gather information were based on the schedules in Appendix B. These were adapted to suit each informant's involvement. The interviews which resulted, had a common basis but were largely unstructured so that considerable probing could take place and unexpected information could be followed up.

Interviews were arranged in surroundings which were familiar to the respondents and were all carried out by the writer. Although some took over an hour, it was sometimes possible to use a tape recorder with the result that reporting was not difficult. The decision about whether or not to record was made by the informant. Many felt comfortable about the presence of a microphone, but, if they expressed unease, short notes were made of key phrases or names as the interview proceeded. A written account of the interview was made afterwards, either from notes or from the tape.

#### Analysis and Synthesis

The information in the written reports was sorted into categories which were broad and related to the four decision areas in the study, the historical background and the perceptions of principal actors and their positions. Some data

pertained to more than one category and had to be included in all relevant areas or cross-referenced.

The factual framework of the study was not difficult to construct. The dates of meetings, the names of people who took part, official documents and, in some cases, the reports of the actors themselves, were available. From these the chronological account of the development of the Faculty was constructed and the decisions under investigation detailed.

In order to clarify what J. F. Kennedy called "the dark and tangled stretches in the decision-making process", two models were used for the synthesis of the principal decisions. These were drawn from Allison's Essence of Decision<sup>9</sup> and from Baldrige's Power and Conflict in the University<sup>10</sup> and attempt to show the decision-making process as rational action and as the resultant of political actions respectively. Thus this dual approach can be seen as an attempt to address the problem of oversimplification against which Mouly warns:

causation is a troublesome concept in science; it is doubly so in historical research where 'causes' are in the nature of antecedents, or precipitating factors, rather than causes in the restricted scientific sense. Historical causes are invariably complex, and a common error in interpretation is oversimplification.<sup>11</sup>

Notes for Chapter 1

- <sup>1</sup>Faculty of Education, University of Manitoba, Minutes of Faculty Council Meeting, January 18th, 1965.
- <sup>2</sup>University of Manitoba, I. S. Book, 1978, pp. 7,8.
- <sup>3</sup>Theodore Caplow and Reece J. McGee, The Academic Marketplace, (New York: John Wiley and Sons, 1958).
- <sup>4</sup>Fred N. Kerlinger, Foundations and Behavioral Research (2nd ed; New York: Holt, Rinehart and Winston, 1973), p. 702.
- <sup>5</sup>George J. Mouly, The Science of Educational Research, (2nd.ed; New York: Van Nostrand Reinhold, 1970), p.214.
- <sup>6</sup>Carter V. Good, Essentials of Educational Research: Methodology and Design, (New York: Appleton-Century-Crofts, 1972).
- <sup>7</sup>Paul Thompson, The Voice of the Past: Oral History (Oxford: Oxford University Press, 1978) pp.103, 104.
- <sup>8</sup>Ibid, p.113.
- <sup>9</sup>Graham T. Allison, Essence of Decision: Explaining the Cuban Missile Crisis, (Boston: Little, Brown and Company, 1971).
- <sup>10</sup>J. Victor Baldrige, Power and Conflict in the University (New York: John Wiley & Sons, 1971).
- <sup>11</sup>Mouly, op.cit., p. 221.

## Chapter 2

### THE BACKDROP TO DECISION MAKING

This chapter deals with the growth of teacher education in Manitoba up to, and including, the amalgamation of two of the main training establishments, the Teachers' College and the Faculty of Education at the University of Manitoba. Information about the early history of teacher education was taken mainly from unpublished documents.<sup>1</sup>

#### Early Developments

Teacher education in Manitoba became established in September, 1882, with the opening of a Protestant Normal School, and, in the following year, a short-lived Catholic institution. Three classes of non-professional certificates were awarded by the Board of Education at this time, on the basis of academic achievement, and these could only be made permanent by conversion to professional certificates following Normal School training. Collegiate and Special certificates were awarded to graduates, but for most teachers first and second-class awards, at the end of five months of training, or a third-class certificate, given on completion of four weeks at the Normal School, were sufficient goals. Not only did many of the eighteen-year old boys and sixteen-year old girls receive their professional training at the School, but they acquired a good portion of their academic

background at the same time.

Gradually, standards for teacher education were raised. By 1905, pressure was growing for loopholes in the regulations to be closed so that attendance at Normal School could become a compulsory requisite for licensing. In 1906, permanent accommodation was found for the School, to replace the rented quarters used until then, and in 1921, entrance requirements were increased to Grade XI. At this time too, plans began to form to make the minimum course ten months long.

This continuous up-grading of standards at the Provincial Normal School was paralleled by the expansion of the Manitoba Summer School, which was started in 1910 by the Department of Education. Although initially intended to offer practical and recreational subjects, it soon began to provide courses of a more professional nature, on topics such as playground supervision, and for specific groups of teachers, like those dealing with children from non-Anglo-Saxon homes in Strathcona. By 1921, the Summer School was offering courses which were recognised as suitable preparation for first-class certificates, and 1924 saw the start of an augmented Summer School run jointly with the University of Manitoba under the direction of D. S. Woods.

Towards the end of the 1920's, other needs for teacher education were emerging. Graduates intending to teach at the

secondary level were being trained in a Normal School course similar in content to that for potential elementary school teachers with Grade XII, with the result that many graduates avoided professional training. Nor did any opportunities exist for advanced study in education. In order to take courses at the Master's level, students had to travel to Toronto or Chicago at least. A solution to these two problems seemed to lie in the promotion of a School of Education at the University, and this opened in the autumn of 1933, with D. S. Woods as its Dean.

The School began to operate a programme to give professional training to new graduates, but was by no means an independent organisation. The control of licensing lay with the Department of Education; the Advisory Board of the Department set course requirements; some lecturers were members of the Normal School staff while some came from other parts of the University. However, during the summer session of 1934, a number of graduate students, together with D. S. Woods, began to investigate the possibility of an autonomous Faculty. This step could not be taken easily for a number of reasons. The University was concerned about the academic standards of a Faculty whose principal task was training teachers; it was also desperately short of funds. On the other hand, the Department of Education was doubtful about losing its complete control over teacher education.

However, agreement was finally reached and the Faculty of Education was established in 1935 with the help of Dr. Robert Fletcher, the Deputy Minister and Dr. Sidney Smith, the new President of the University.

The Normal School continued to function in its William Avenue premises until 1946, when it was moved to Tuxedo into the former School for the Deaf. By 1938 it had become possible to raise entry requirements to a partial grade XII and to make all training courses ten months long. Enrollments had been very low during World War II, but soon after the move to Tuxedo a six-week emergency programme came into existence in addition to the regular programme. This was designed to ease the wartime shortage and during the seventeen years that followed the School worked steadily to help to solve the desperate teacher supply situation. Beds were removed from the residences and replaced by cots in an attempt to accommodate more students; courses were subsidised to keep down the costs to students; and in some years five hundred students were admitted to the regular session and as many as eight hundred to the Summer School.<sup>2</sup>

The emphasis of the course at the Teachers' College, as it was renamed in the late 1950's, continued to be mainly on the preparation of teachers for elementary schools. The programme offered by the Faculty of Education, on the other hand, prepared its students for work in secondary schools.

At the time of its foundation, the Faculty made available three levels of study, a first year programme to prepare graduates with no teaching experience for certification, second year courses leading to the Bachelor of Education degree and third year courses for candidates working toward a Master of Education degree. New courses were added as the needs of different groups became apparent. Elementary teachers were showing interest in improving their professional standing and therefore, in 1948, admission was opened to a new Bachelor of Pedagogy degree. The programme, designed for students with a good Grade XII and a permanent First Class Professional Certificate, consisted of academic and professional courses and took three years to complete. Another programme, which became available at this time, was that leading to the Doctor of Philosophy. Some courses had been available for a number of years at this level, but students had to travel to Chicago or Minneapolis to complete their degree. However, in 1949 and 1950, two Ph.D's were awarded in Education by the University of Manitoba.

During the first thirty years of its life, the Faculty had functioned in a variety of physical environments. At first it was housed on the second floor of the Administration building. In 1951 it moved to Hut "J", a temporary building, constructed as a cafeteria during the War, and, in 1962, to its present home, a new building which was enlarged considerably

in 1965 and again in 1969.<sup>3</sup>

Other developments also took place in the maturing Faculty. To supplement the courses offered in Summer School, provision for advanced study during the winter months was first made in 1936, and this led to the organization of off-campus courses. At this time, too, a Child Guidance Centre, organised by members of the Faculty, began to fulfil its two-fold function of helping children by helping their teachers and social workers. By 1941, this experiment proved so successful that the City Health Department and Winnipeg School Board took over joint sponsorship of the Centre.

In 1956, the Faculty lost its Dean and four professors to another western university, and the steady progress which had been taking place, even through the changing enrollments during and after the war, came to a halt. New staff had to be recruited and one of these was Dr. John Melville Brown. Before his appointment to the Faculty in 1956, he had worked at the Teachers' College, and in the Department of Education, and, after three years as a member of staff at the University, he became Dean of Education in 1959.

Thus, teacher education in Manitoba in the early years of the sixties, contained two major elements, - The Teachers' College under the principalship of G. W. F. Brisbin, providing a ten month training for prospective elementary

teachers with Grade XII, and the Faculty of Education at the University, providing diploma programmes for the certification of graduates, B.Paed. and B.Ed. work, preparation for Master's degrees and courses at the doctoral level, although the Ph.D. programme was itself temporarily suspended.

#### Amalgamation

Despite the discussion and speculation of twenty years, the decision to join the Faculty and the Teachers' College on the University campus seemed very sudden to those involved. The first indication that change was imminent seems to have been a telephone conversation between the Premier of the Province, Hon. Dufferin Roblin, and the President of the University, Dr. Hugh Sanderson, during the summer of 1964. The Premier asked if the University could accommodate an extra six hundred students if the College were moved, and how soon such a move could take place. September of that year was considered, but 1965 seemed more feasible as a building programme would be involved. The President then arranged a meeting for the following morning with the Dean, J. M. Brown<sup>4</sup>, to begin planning.

Principal amongst the factors which influenced the decision to amalgamate the two institutions, was the Government's need to re-open the School for the Deaf on the Tuxedo site. Local provision for children with hearing difficulties was based in Isbister School, but the facilities were

limited. Some deaf children were in residential places in Ontario and Saskatchewan, places increasingly needed by those provinces for their own children, and this state of affairs was not very satisfactory from the parents' point of view.<sup>5</sup> Discontent with these arrangements had been growing for a number of years, as had feelings within the Manitoba Teachers' Society that, regardless of the quality of their training, teachers from the College were considered 'second-class'. This feeling had increased as other western provinces closed their normal schools and moved teacher education into their universities. Thus the suggestion of the Premier effectively solved two problems, it enabled the upgrading of teacher education to begin while freeing facilities for the reconstitution of the School for the Deaf.

However, the solution of these two problems generated other difficulties, the most pressing being that of a shortage of space in the Faculty of Education. The 1962 building at the University was designed for not more than two hundred Certificate (Education I) students and a few graduate students, and it was therefore necessary to investigate the needs of an anticipated seven hundred students and their staff. The agreement between the University and the Government was signed in November, 1964, and laid out the decisions in major areas such as funding, the life expectancy of the programme,

admission requirements, staff salaries and pensions (Appendix C). The architects were involved during the summer of 1964 and, in 1965, the first extension to the building was complete. While this did not provide completely satisfactory accommodation, it improved what would have been an impossible situation.

It was felt that there was not enough time to make any significant changes to courses and so the programme known as Education IA was moved into the Faculty intact, with its own staff under G. W. F. Brisbin. Thus, initially, the two institutions functioned virtually separately although under the same roof. However, for the staff and students involved in Education IA, this meant a longer working year and a later convocation than for the rest of the Faculty.

The arrangements which were made for the staff of the Teachers' College were complex. The staffing structure belonged to the civil service, and many of the appointments had been made on the basis of experience and recognised competence in the classroom, rather than academic qualifications. This fact suggested that assimilation by the University would not be straightforward. Salaries were guaranteed and continued to be paid by the Department of Education, through the University, until each individual member who remained under civil service benefits left, or was transferred to the University payroll. The final payment made under this plan

occurred in the middle of the seventies.<sup>6</sup> In addition, the Teachers' College staff were offered the option to return to the Department of Education, an alternative which none took. In fact, no members of staff left at the end of the year 1964-65, which gave continuity in the teaching of the Education IA programme.<sup>7</sup>

The total cost of the amalgamation was borne by the Government, who faced the bill for a two-stage building programme because of a further extension to the Faculty in 1969, and for all the expenses incurred in the running of the Education IA courses. While the terms of the agreement made certain that funds were available to meet capital costs, for the Dean it created a budgeting 'headache' since the Certificate and degree programmes were paid for from University sources.<sup>8</sup>

However, some difficult aspects of the amalgamation could not be resolved during the year of planning. These differences had their roots in the philosophies of the two staffs. Historically, the Teachers' College had trained eighteen-year olds, who were often away from their homes outside the city for the first time. Their experiences in residence were regarded by many of their staff as a valuable part of their training.<sup>9</sup> The move to the University was seen as taking this away and submerging the students in the larger body. Not only were the staff uneasy about the

position of the students, some, such as the Physical Education lecturers, were having to leave their own specialist teaching facilities to join in accommodation at the University. Others were apprehensive that they would be required to work for further academic qualifications in order to be acceptable as University staff.

The members of the Faculty were not without concerns either. Some had the advantage of having worked at the Teachers' College, but for all there were worries because they were to be joined by a group much larger than themselves, which did not share their priorities. At the time of the amalgamation, in September, 1965, the staff of the college were not expected to have any understanding of the needs of the Faculty as part of the University, of the problems of teaching 'simple' basic methods courses to sophisticated graduates, or of the academic standards required for higher degrees in Education.

To these two groups can be added yet another, composed of those members of staff who were destined to join the Faculty in September, 1965, but who belonged historically to neither the College nor the University. Having been appointed by the new Faculty of Education, however, they were more likely to identify with the University staff.

Therefore, initially, the new Faculty of Education faced the academic year 1965-66 with an enlarged staff and

student body. Workloads were often heavy, physical conditions difficult for some, and because no attempt had been made to mesh the programmes, there was a certainty of change in the future.

Notes for Chapter 2

<sup>1</sup>Information for the section "Early Developments" was drawn from two sources which contain considerable detail:

Fanny Maude Davis, "The History of the Growth of the Faculty of Education within the University of Manitoba" (M.Ed. thesis, University of Manitoba, 1958).

William Peters, "A Historical Survey of some Major Aspects of Pre-Service Teacher Education in Manitoba" (M.Ed. thesis, University of Manitoba, 1963).

<sup>2</sup>Interview with R. W. Lightly, July 30th, 1979.

<sup>3</sup>From Rural Parkland to Urban Centre, Hyperion Press for the University of Manitoba, 1978.

<sup>4</sup>Interview with J. M. Brown, June 19th, 1979.

<sup>5</sup>Interview with W. C. Lorimer, July 31st, 1979.

<sup>6</sup>Interview with E. D. MacPherson, August 2nd, 1979.

<sup>7</sup>Interview with G. W. F. Brisbin, August 16th, 1979.

<sup>8</sup>Interview with J. M. Brown, June 19th, 1979.

<sup>9</sup>Interview with E. Boyce, July 25th, 1979.

## Chapter 3

### THE YEARS AFTER AMALGAMATION

This chapter traces the development of the Faculty in the first four years after amalgamation. Within this context it also focuses on the making of decisions in two areas of change, the provision of a new organisational structure and the development of a doctoral programme in Educational Administration.

#### The Year 1965-66

In September 1965, a new Faculty of Education was born at the University of Manitoba, of the Teachers' College and the old Faculty. It was large in size, hurriedly put together in buildings not spacious enough to house all the activities associated with its programmes. The unbalance in its composition led one staff member from the University to describe the amalgamation as similar to "swallowing an elephant".

The year was to be the start of what is remembered as a very busy time. For a while, all efforts were concentrated on the day-to-day running of the Faculty and the practical problems which arose. During the first months, changes to academic programmes were avoided. The one-year elementary programme from the Teachers' College was continuing to function with its own staff, under the direction of G. W. F.

Brisbin, while R. L. Hedley held a parallel position for the Education I group.

However, by the start of the second term, members of staff were beginning to get to know each other better, and longer term interests began to emerge. For example, in January, 1966, Faculty Council<sup>1</sup> discussed a report by a committee, set up to examine the design of a two-year programme for elementary teachers, a move anticipated in the 1964 agreement between the University and the Provincial Government (Appendix C).

At this time, it became apparent that one of the major difficulties facing the Faculty was its lack of a cohesive, administrative structure. During the early sixties, information and opinions were exchanged in an informal way in the hallways and "around the coffee pot"<sup>2</sup> in the staff-room. A high level of participation had been possible with a very small staff, but it was soon clear that such an approach to decision making was unsuitable in the new situation. On the other hand, the structure of the Teachers' College, with a Principal and Vice-Principal and a civil service hierarchy appeared to be equally inappropriate in an established university.

Another problem facing the Faculty was its lack of identity within the University. It was regarded with suspicion by many on campus, and its standing was generally

low because it was doing very little research or scholarly writing, appearing to be a 'second-rate teachers' college'.<sup>3</sup>

Therefore, by the spring of 1966 it was becoming very necessary to begin to mesh together the two elements of the new Faculty and to lay the foundations for its further growth.

#### The Re-organisation of the Faculty

During the spring of 1966 the Dean, J. M. Brown, invited R. I. Hudson, J. W. Peach and C. C. Wood to join him at his cottage at West Hawk Lake, to begin to put together a plan for organising the Faculty. Although there had been no formal staff participation in decision making in the early sixties, the Dean sought staff opinion meticulously on matters which he considered to be relevant to them. He is reported by some who worked both for and with him, to have approached decision making in the careful, painstaking and thoughtful way in which he did all his work. Therefore, on this occasion, he chose three colleagues who he felt "could be objective about the personalities who had to be considered".

R. I. Hudson, from the Student Counselling Service, was 'on loan' to the Faculty, and it was partly because of his dual role as counsellor and teacher, and partly because of his personal qualities, that J. M. Brown felt confidence in him. The two other participants were men who had joined the Faculty during the previous two years. J. W. Peach had come from the superintendent's department of the Winnipeg School

Division to be Director of Graduate Studies and Research, and C. C. Wood had joined to teach classroom organisation, having had contact with the Dean over many years through the Manitoba Teachers' Society and provincial conventions and conferences.

The discussion which took place were described by one of the participants as a "kind of brainstorming" during which the restraints were defined, the options and opportunities considered and a 'blue-print' outlined.

The restraints. Any new structure for the Faculty had to accommodate a number of differences amongst the staff, so that all were employed in positions equivalent to those which they occupied before amalgamation. Many of the faculty had a great deal of valuable experience in the field, but their academic qualifications covered a wide range, with very few holding research degrees.

There were, also, some sharply contrasting philosophies of teacher education. The College staff were used to providing a residential programme for eighteen-year olds, while the Faculty had, in the past, dealt with students who had completed their first degree and were at ease in the setting of a university campus and understood the demands of academic work.

In addition, it was necessary for a new administrative structure to be sensitive to the Faculty's unusual control

arrangements. Unlike most areas within the University, Education was responsible to two agencies, to the governing bodies of the University for some students and to the Department of Education for others. Nor did the Faculty have complete control of its standards, for, while academic work was monitored by the University, certification authority was, and is, vested in the provincial government.

Options and Opportunities. A number of alternatives were available for the restructuring of the Faculty. One which had been used elsewhere in Canada was to make the elementary/secondary division the basis for organisation. One advantage of this option was its approximation to a College/Faculty division, and the resultant ease with which the interests of the Teachers' College could be protected. It would have allowed G. W. F. Brisbin to have continued his responsibility for elementary programmes and would have facilitated the complicated timetabling requirements of Education IA. On the other hand, there was a disadvantage in such an arrangement because an increasing number of graduates was expressing interest in professional training in elementary education. In addition, concern was expressed, particularly by J. M. Brown,<sup>4</sup> that such a scheme was not developing well in Saskatchewan and Ontario. In the latter province, the rift in the profession between elementary and secondary school teachers was so deep that they belonged to

different unions and were paid at different rates.

To organise the Faculty by allocating staff to graduate and non-graduate areas would have resulted in a roughly similar structure to the one previously mentioned. However, it had the additional disadvantage of deepening any animosity felt by non-graduate students and their professors. The feeling of being 'second-class citizens' was not strong in 1965<sup>5</sup> and was not to be encouraged, since this would negate part of the rationale behind the amalgamation.

A further possibility was that the Faculty should be organised into departments of subject area staff. Such a structure would form appropriately sized sub-groups, and would be in line with the organisational structure of other faculties on campus. Since it was possible in this way to cut across the two elements of the Faculty, it brought the probability of healing, in time, the discontinuity which existed.

In the discussions, there were other considerations to be made. It was necessary to decide upon the amount of formality desirable in the new structure, since, the more formal the plan, the greater the control that the University governing bodies could exercise. A fully departmentalised Faculty required the blessing of the President and the Board of Governors and appointments to departmental headships would

be permanent.

The timing of reorganisation also had to be examined. Staff were in urgent need of some type of information and reporting network, but to rush to some ill-considered scheme, before people got to know each other, could increase feelings of suspicion rather than unite the Faculty.

The Choice. The plan which was formulated at West Hawk Lake was based on a two-dimensional matrix (Figure 1). One reporting system used age group as its basis, with G. W. F. Brisbin as Director of Elementary Education and R. L. Hedley as Director of Secondary Education. C. C. Wood became the Director of Student Teaching and J. W. Peach, the Director of Graduate Studies and Professional Development. The second dimension was provided by subject committees which were headed by chairmen.

This scheme had a number of advantages. It enabled the College staff to maintain contact with G. W. F. Brisbin and, hence, some continuity in the Education IA programme, while, at the same time, using a single Director of Student Teaching as a unifying influence. The subject area structure, which was set up as the second dimension, cut across faculty origins and was also designed with careful consideration of staff competencies. It was not formal in the sense that departments would have been and, in fact, some negotiation later took place resulting in the movement of some speciali-

Director: Elementary Education      Director: Secondary Education

Educational Foundations	
Educational Psychology	
Educational Administration	
Humanities & Social Sciences	
Mathematics & Natural Sciences	

Director:  
Graduate Studies & Professional Development

Director: Student Teaching

Figure 1: The Proposed Structure of the Faculty, 1966.

ties from one area to another. Subject area committees also made it possible for faculty to teach students in both elementary and secondary programmes.

In theory, the total design had the characteristics, common to all matrix designs, that each staff member reported to, or received from, two sources, and was therefore able to turn to one or both for help and guidance. However, by the autumn of 1966, many members of the Faculty were feeling that they had been working in a semi-vacuum for a year,<sup>6</sup> and would have accepted something much less subtle.

Implementation. When the Dean returned to the city from West Hawk Lake, he began to hold discussions with the people who would be most involved in the setting up of the structure. Vice-President Duckworth<sup>7</sup> advised the use of subject area committees rather than departments since introduction of the latter would have involved a formal approach to Senate. With the designated Directors who had not been involved in the retreat, G. W. F. Brisbin and R. L. Hedley,<sup>8</sup> a member of the Faculty since 1960, he discussed the appointment of subject area chairmen. Only then did he seek the agreement of M. A. Bonneau, a member of the Teachers' College staff since 1961, A. M. McPherson who had worked in the Faculty before amalgamation and K. Wilson who had joined in 1960, to fill these posts.

There was very little opposition to the plan, although

a few report having had reservations at the time.<sup>9</sup>  
Certainly no-one felt strongly enough to raise objections  
either with J. M. Brown or in Faculty Council.<sup>10</sup>

#### The Year 1966-67

The new structure of the Faculty came into use early in the academic year, and seemed to work well. Faculty members were pleased to have a reporting structure and subject area committees began to meet. As staff members became increasingly involved with students at both elementary and secondary levels, and as the development of new programmes got underway, identification with the subject area increased, the committees grew in importance and their chairmen became more influential.

The first programme development to gather momentum was the preparation of a two-year programme which would replace Education IA when teacher supply permitted. The 1965 agreement with the Provincial Government (Appendix C) had outlined the provisions which would be made, and two committees were involved in the design. One of these was composed of members of the Faculty under M. A. Bonneau, assistant to G. W. F. Brisbin and also chairman of the Committee on Instructional Methods: Humanities and Social Sciences, and the other was a group representing jointly the University and the Department of Education. By early

1967 the programme planning was complete. The first year section of the programme, to be known as Education IB, consisted of four academic and one professional course, and the second year, Education IIB, was four-fifths professional and one-fifth academic. The new programme was offered for the first time in September, 1967, and, at the same time an option to train in the area of Early Childhood. This alternative form of Education IB replaced the Nursery School programme taught previously by the Manitoba Institute of Technology.<sup>11</sup>

During the spring of that year, another subject came to Faculty Council for discussion. Raised by J. W. Peach and K. Wilson, the problem of non-certificated entry to graduate programmes<sup>12</sup> in education was to be considered many times during the years that followed, and did not reach a satisfactory solution until the second half of the next decade.

#### The Year 1967-68

This period of time appears to have been a particularly active one for the Faculty. Some of the early suspicions and uneasiness between the University and the College staffs were disappearing and the committee structure grew stronger and new members of staff were appointed. Some of these new faculty members had different backgrounds which seemed to stimulate those who were more established. One such addition was R. R. Pippert, who joined the Faculty from

Massachusetts University, to be Chairman of Educational Psychology. He brought with him considerable expertise as a counsellor and teacher and some unusual ideas, by Manitoba standards, about university governance.

In December of 1967, a new agreement between the Government, the University of Manitoba and Brandon University was presented to Faculty Council. When it was signed on February 20th, 1968, it not only laid out the details of funding arrangements and length of courses for the new two-year programme, but also made provision for the formation of the Board of Teacher Education and Certification. This advisory body consisted of representation from the Universities of Brandon, Manitoba and Winnipeg, from the Manitoba Teachers' Society, the Manitoba Association of School Trustees and the Department of Education. Initially, it was to make recommendations about the one and two-year programmes and about certification and while, over the years, its terms of reference were adjusted, it has remained a major part of the decision-making machinery on teacher education, outside of the Universities.

One of the major pre-occupations during the year was the complexity of the programme structure within the Faculty. Discussions were beginning about the standing of Summer School, and adjustments were to be made to the Early Childhood section of Education IB. Therefore, in February, when

J. M. Brown told the Faculty of Senate's intention to establish an ad hoc committee to study integrated programmes in Education,<sup>13</sup> a group under R. L. Hedley began work immediately to review programmes in the Faculty.

During this year interest in programme development gave rise to discussions among a group within the Faculty about the feasibility of reactivating the Ph.D. programme which theoretically existed but had not been used for more than fifteen years. While not involving many members of staff, the programme could offer opportunities from which the whole Faculty could benefit.

#### The Development of the Doctorate

Early discussions about the expansion of graduate work took place between the Dean, J. M. Brown and his Director of Graduate Studies and Professional Development, J. W. Peach. Both were enthusiastic about the idea because it seemed to have the potential for solving some of the problems which the Faculty faced in relation to quality of programmes and status on campus.

Since the amalgamation of the Faculty and the College, some staff were aware of a vague sense that a 'dilution' had taken place. Most were not able to define the problem clearly at the time but expressed it as a need to establish a new 'identity' within the University. Any scheme to upgrade the training programmes or design an undergraduate

degree was hampered by such restraints as maintaining the teacher supply, lack of space or the remnants of a lack of consensus about the goals of teacher education. Since all the programmes which were offered by the Faculty were part of a network, changes to one often necessitated changes to others. However, the Ph.D. programme, at the end of the sequence, was less entangled.

The Dean saw very clearly that within the University community, possession of a doctoral programme was prestigious and was often quoted as being attractive to able staff and, hence, to good calibre students.<sup>14</sup>

However, J. W. Peach was also very conscious of the potential for the Faculty of Education. In that year he was co-author of a report on post-secondary educational needs which had been submitted to the Manitoba Department of Education and Winnipeg School Division, Number 1.<sup>15</sup> On campus he was a member of the Executive Council of Graduate Studies, which in September 1968, was to become the Board of Studies. Nor is it irrelevant that the subject area of which he was chairman contained a concentration of staff qualified to prepare doctoral students in answer to a demand from the field for well-trained administrators.

Influences on Planning. During early discussions between J. M. Brown and J. W. Peach, it was decided that a doctoral programme in Educational Administration be designed

to provide an example to other areas of the Faculty.<sup>16</sup>  
An opportunity to do this arose when two members of the subject area, H. E. May and C. Bjarnason, went with J. W. Peach to spend a rural weekend discussing programmes and courses at all levels. Both were new to the Faculty, enthusiastic and also very busy, especially C. Bjarnason, who was completing his own doctorate,<sup>17</sup> but together they were able to put together a suitable programme.

Outside the area of Educational Administration, some faculty were interested in the establishment of a research degree. R. R. Pippert, chairman of Education Psychology, P. Taylor, who had come to the Faculty with a distinguished background of scholarship, and K. Wilson, were all involved in the early stages of planning.

Discussion was also taking place in the Faculty of Graduate Studies, particularly with J. C. Gilson who had recently become Dean. While the need for a general doctorate in Education was recognised, J. W. Peach was advised to have caution. Staff resources such as qualifications and time were limited and, except for one or two areas, the Faculty of Education was not seen to have any tradition of research.

Procedures for reactivating the Ph.D. programme also had to be decided because it existed in theory and had been fully approved at the time of its design, and because its suspension had been by the Faculty of Education, not Graduate

Studies, it was felt that reinstatement would not take as long as the setting up of a new programme.

### The Year 1968-69

#### The Development of the Doctorate

Implementation. On October 10th, 1968, J. W. Peach presented two motions to Faculty Council.<sup>19</sup> The first outlined a general Ph.D. programme and asked for the opinion of the Faculty on the reactivation of the Ph.D. in Education. The second gave details of the proposed programme in Educational Administration. After some discussion both motions were carried and J. W. Peach was able to take the plans for the Ph.D. in Educational Administration to the next stage of the approval procedure.

His presentation to the Board of Studies of the Faculty of Graduate Studies was made on November 28th.<sup>20</sup> J. C. Gilson, as Dean of Graduate Studies, asked questions to clarify the status of the original programme. J. W. Peach answered some queries about sources of funding, student supply and course requirements above those of the Faculty of Graduate Studies. There was also discussion of the appropriateness of the Ph.D. degree, some members of the Board favouring the Doctor of Education instead, and an amendment to this effect was tabled, but defeated, before the original motion was carried.

As a result of the discussion in the Board of Studies, two minor changes were made to course titles before the programme was presented by Dean Gilson to Senate in February of the following year.<sup>21</sup> There initial discussion centred around the new procedures for the approval of programmes within the Faculty of Graduate Studies.

J. M. Brown, as Dean of Education, answered some questions relating to the provisions for work on counselling in the Faculty, and some concern was expressed about the purpose of the Ph.D. in Educational Administration before J. C. Gilson's report was adopted.

With the approval of Senate, the procedures for accepting the programme were complete. Its development had been rapid by later standards and, although procedures at the time were simpler than they were to become, some members of the Faculty of Education have commented that the speed of passage was a result of the thorough 'home-work' done by J. W. Peach in Graduate Studies.

#### Other Developments

Aspects of other programmes were causing concern at this time too. In November, 1968, the growing discontent about the Special Summer Session, its high enrollments and uncertain quality, brought a motion before Faculty Council to discontinue the programme after the 1969 session,<sup>22</sup> and also to limit the places available in that session.

The Education IA programme was also coming under scrutiny. A committee of Faculty Council was set up in the autumn under G. W. F. Brisbin to consider the problems involved in phasing it out and the group's recommendations were presented in February, 1969. It was recommended that enrollment in the next intake be limited to four hundred and that necessary changes in certification requirements be made in two stages, a two-year programme being needed for permanent certification in September, 1969, and for interim certification in September, 1971.<sup>23</sup> It was envisaged that the numbers of students entering other programmes offered by the Faculty would increase, and there were concerns about the teaching load of many members of staff.

By May of 1969, the policy committees of Faculty Council began to have a more formal structure and to include student representation. At this time there were four groups, Audio Visual, Student Teaching, Library and Graduate Studies.<sup>24</sup> This last committee, under J. W. Peach, turned its attention to the Master's programme with the intention of clarifying admission requirements and procedures in the two patterns of study available.

Thus by the end of the year 1968-69 considerable changes had already taken place. The Faculty was working increasingly through the subject area committees, the doctoral programme was in place, certification programmes were developing and

some committees of Faculty Council were being formed and being found useful.



Notes for Chapter 3

- <sup>1</sup>Minutes of Faculty Council, January 31st, 1966.
- <sup>2</sup>This type of communication network was mentioned by a number of people who were connected with the Faculty at this time, including L. D. Baker, R. I. Hudson and C. C. Wood.
- <sup>3</sup>A number of those interviewed expressed this opinion, based on their observations inside and outside the Faculty.
- <sup>4</sup>Interview with J. M. Brown, June 19th, 1979.
- <sup>5</sup>Members of staff mentioned being aware of tension between the two major elements of the new Faculty and it was discussed in some detail by M. A. Bonneau, R. I. Hudson and J. M. Brown.
- <sup>6</sup>Interview with M. A. Bonneau, June 28th, 1979.
- <sup>7</sup>Interview with J. M. Brown, June 19th, 1979.
- <sup>8</sup>Interview with R. L. Hedley, September 27th, 1979.
- <sup>9</sup>This point was raised by a couple of staff members but may reflect their later difficulties with the scheme.
- <sup>10</sup>Minutes of Faculty Council, October 3rd, 1966.
- <sup>11</sup>Minutes of Faculty Council, May 12th, 1967.
- <sup>12</sup>Minutes of Faculty Council, January 23rd, 1967.
- <sup>13</sup>Minutes of Faculty Council, February 15th, 1968.
- <sup>14</sup>Interview with J. M. Brown, June 19th, 1979.
- <sup>15</sup>J. W. Peach, R. I. Hudson, G. T. MacDonell, and Emmett Mulvaney, Report on Post-Secondary Education Needs and Training in Manitoba, (Winnipeg: Manitoba Educational Research Council, 1967).

- <sup>16</sup>Interview with J. W. Peach, June 19th, 1979.
- <sup>17</sup>Interview with H. E. May, August 8th, 1979.
- <sup>18</sup>Interview with J. C. Gilson, September 6th, 1979.
- <sup>19</sup>Minutes of Faculty Council, October 10th, 1968.
- <sup>20</sup>Minutes of the Board of Studies, Faculty of Graduate Studies, November 28th, 1968.
- <sup>21</sup>Minutes of Senate, February 24th, 1969.
- <sup>22</sup>Minutes of Faculty Council, November 7th, 1968.
- <sup>23</sup>Minutes of Faculty Council, February 10th, 1969.
- <sup>24</sup>Minutes of Faculty Council, May 12th, 1969.

## CHAPTER 4

### THE FINAL FOUR YEARS

In the last four years of J. M. Brown's Deanship, enrollment in the Faculty of Education reached a peak and levelled off. This chapter examines the major changes which took place during this time, particularly the development of two new programmes, the four year Bachelor of Education and a master's degree in continuing education. At the beginning of this period a further step was taken in the reorganisation of the administrative structure of the Faculty, which formalised some of the changes made four years previously.

#### The Year 1969-1970

The momentum of decision making continued to gather at the start of the academic year. Faculty Council meetings were held frequently with heavily loaded agendas which dealt with changes to programmes, new designs for policy and administrative structures and student representation on policy-making bodies.

At the start of the year, J. M. Brown was able to report that the Board of Teacher Education and Certification favoured ending the one-year programme at the end of that year, and in November a slightly adjusted final date was fixed so that the last programme of this kind would be offered during 1970-1971. This decision seemed to act as a catalyst in the development

of the undergraduate Bachelor's degree which had been discussed more informally for a number of years.<sup>1</sup> In December, 1969, agreement was reached about the composition of the Undergraduate Curriculum Committee<sup>2</sup> which was to be an important instrument in the design of the new programme.

At the graduate level, discussion continued about the need to allow non-certificated entry into the Master's programme,<sup>3</sup> and in March of 1970 the first proposals for the Master of Continuing Education (M.Cont.Ed.) were brought to Faculty Council to gauge support for the concepts involved.<sup>4</sup>

The development of policy-making committees of Faculty Council brought an alteration in the composition of the Audio-visual committee which had been set up during the previous year,<sup>5</sup> and the formation of the Undergraduate Curriculum Committee, mentioned above. Towards the end of the winter session the policy making structure was expanded still further with the addition of a Faculty Council Executive, committees for Undergraduate Admissions, Micro-teaching Services and Student Services and also a House committee.<sup>6</sup>

#### The Reorganisation of the Faculty

By late 1969 it had become apparent that the initial plan, introduced in 1966, had become modified through use. Staff members increasingly taught at both elementary and secondary levels, and as a result had less contact with a

single Director. The cooperative efforts involved in the two-year programme, the Ph.D. and the programme for the master's degree in counselling, which was being discussed, strengthened the subject committees. New members of staff often had no special historical connection with either the College or the Faculty and identified with their subject area from the time of their appointment. And so the subject committees grew in importance while the elementary-secondary division waned.

Thus, by late 1969, in addition to some practical problems caused by the overlap of Directors' and Chairmen's roles and to increasing difficulties because of the size of the expanding Faculty, J. M. Brown faced two types of indirect pressure. The first was a growing expectation of participation in decision making. A small group of staff brought to the Faculty of Education concerns which were being expressed across the western world at this time. That such ideas were attractive to the staff was demonstrated by the campus-wide change of climate and, in particular, by the growth of the committee structure of Faculty Council. The second pressure on the Dean came from the group of subject area committee chairmen who were gaining confidence and leadership skills through experience and advanced study, and who were indulging in "a degree of empire-building."<sup>7</sup>

It was in these circumstances that J. M. Brown decided

to appoint R. L. Hedley and K. Wilson as Assistant Deans to deal with administrative and academic matters. The post of Director of Student Teaching was to remain, as was G. W. F. Brisbin's position as Director of Elementary Education, until his retirement the following year, and the subject area committees were strengthened into formal Departments. The Dean approached those directly concerned with his decision, first the men chosen as his Assistants and then those people who were to be Heads of Department, M. A. Bonneau, J. W. Peach, A. M. McPherson, K. Wilson and L. D. Baker, who became Head of Educational Psychology when R. R. Pippert left the Faculty. Thus by spring 1970, the Board of Governors had approved the appointment of the Assistant Deans and Senate had accepted the 'departmental structure.'<sup>8</sup>

#### The Year 1970-71

In the early part of the academic year, the Faculty of Education turned its attention to a new programme which had originated outside the Faculty. The Master of Continuing Education had been designed by a group which cut across faculties and departments and, though inter-disciplinary, was to be based in Education.

#### The Master of Continuing Education

For a number of years there had been a growing awareness that programmes were needed at the graduate level for

people who were teaching adults in a number of fields. These teachers were specialists in such areas as nursing, social work, agriculture and home economics, and although graduates, were without education training, since the majority of education courses placed an emphasis on child learning which would have been inappropriate.<sup>9</sup> Changes in the responsibility of people within the school system with a shift towards community education also indicated that some certificated teachers would need support as they moved into adult education.<sup>10</sup>

In Canada, the University of Saskatchewan and the Ontario Institute for Studies in Education had begun to address these needs with their programmes in Continuing Education. At the University of Manitoba some members of the Extension Division and of the Faculty of Education were aware of these programmes and of their potential and, in November 1968, had started to meet as an informal committee with representation of the Winnipeg School Division and the Manitoba Association of Adult Education. One member of the group, G. W. Leckie, had been through the programme in Saskatchewan and knew the programme at the Ontario Institute for Studies in Education in Toronto. He was an assistant to H. E. Duckworth, Academic Vice-President, with responsibility for special projects such as the development of the programme in Continuing Education, and in addition, an associate professor

in the Faculty of Education working under K. Wilson in Educational Foundations.<sup>11</sup>

Others who were involved in this early work included A. S. R. Tweedie, who had joined the University in 1949 as the Director of the Extension Division and professor of Adult Education.<sup>12</sup> E. Shapiro of the Extension Division, J. W. Peach of Education and L. B. Siemens of Plant Science and Director of the Centre for Settlement Studies were also present at these early informal meetings which discussed a memorandum prepared by G. W. Leckie as a "first-look" survey.

Further informal meetings were held in the autumn of the following year, 1969.<sup>13</sup> These were called by A. S. R. Tweedie to consider a master's programme in Adult Education,<sup>14</sup> and at these meetings it was decided to begin to prepare a draft for discussion with R. R. Pippert of Educational Psychology.

The planning of the new programme took about a year and, although it was mainly the work of G. W. Leckie and A. S. R. Tweedie, it involved many others from across the campus. E. Shapiro and L. B. Siemens who had been present at the 1968 meetings joined the committee together with K. Wilson, Chairman, and later, Head, of Educational Foundations. Consultations were held with representatives of the Schools of Agriculture, Home Economics, Nursing, Physical Education and Social Work.<sup>15</sup> R. R. Pippert also gave help because he saw the programme as an

alternative to the doctorate which it was impossible for Educational Psychology to support,<sup>16</sup> but encouragement from this section of the Faculty ceased when he left.

One of the major difficulties involved in the design of the new programme concerned non-certificated entry. The Faculty of Education, which was to be the base for the degree, had been divided for a number of years about the admission of students to graduate courses who did not meet the requirements for certification. Many members saw the M.Ed. as exclusively a teacher's qualification, a view also held by the Manitoba Teachers' Society, for use in a narrowly defined, K-12 school system.<sup>17</sup> Because of these objections it was necessary to frame the Master's degree in Continuing Education as a new programme, not an extension of the existing M.Ed. While this was by no means impossible for the committee it resulted in a longer period of formal acceptance than would have been required by an extension.

By March 1970, the Graduate Studies Committee of Education was able to recommend to Faculty Council that the new degree be known as the Master of Continuing Education (M.Cont. Ed.),<sup>18</sup> be instituted and by October of 1970 the Graduate Studies Committee received a detailed programme which it presented to Faculty Council on November 2nd.<sup>19</sup>

On December 11th, 1970, G. W. Leckie spoke to the Board of Studies of the Faculty of Graduate Studies about the new

programme.<sup>20</sup> He answered many questions about aspects of its structure, the value of the practicum and the number of credit hours required. Discussion also took place about the balance of part-time and full-time students and the needs of some people who had already expressed interest in enrolling in the programme. In accepting it, the Board recommended the inclusion of a comprehensive examination for candidates doing a practicum.

Approval for the programme in the Faculty Council of Graduate Studies in January 1971 was given quickly<sup>21</sup> and it was forwarded to Senate. It was with Senate Executive that the first procedural difficulties began. At their meeting of February 23rd, they raised a number of questions which J. M. Brown answered through the Board of Graduate Studies, as it had now become, but the queries caused the Board to approach J. R. Kidd, Chairman of the Department of Adult Education at O.I.S.E. to appraise the programme.<sup>22</sup>

Other problems were beginning to appear at this time. The Deputy Minister of Education, W. C. Lorimer, having been persuaded of the need for the programme, suggested that support of the Saskatchewan programmes would be a suitable step and that the University of Saskatchewan would have to be consulted before final approval could be given to the University of Manitoba's M.Cont.Ed.<sup>23</sup>

When the Board of Graduate Studies met on April 2nd, it

had just received J. R. Kidd's favourable appraisal and was able to address Senate Executive's questions using J. M. Brown's replies. It also attempted to answer W. C. Lorimer's concerns by discussing the difficulties caused by having only one programme relatively near, and that in Saskatoon.<sup>24</sup> Approval was finally given by Senate on May 12th, 1971.<sup>25</sup>

### The Bachelor of Education

At the same time that the new graduate programme was taking shape outside the Faculty, the design of a new undergraduate programme was being completed inside.

Preparations for extending the basic training programme had been taking place since the mid-sixties in a number of ways. The subject was discussed in 1965 when teacher education in Winnipeg was reorganised,<sup>26</sup> with the development of the two-year programme seen as a first stage. While this was being designed under the guidance of M. A. Bonneau, J. M. Brown, the Committee Chairmen and the Directors had discussions in their regular meetings and at one stage held a two-day seminar<sup>27</sup> on the establishment of a four-year undergraduate degree. In another attempt to come to terms with the problems involved, a committee was set up under R. L. Hedley, but, like previous exercises, it became enmeshed in philosophical discussion and made little progress.

At the end of 1969, the position of K. Wilson within the

Faculty was changing. At the beginning of December, J. M. Brown asked him to be chairman of the Undergraduate Curriculum Committee and at the end of the month recommended his appointment as Assistant Dean to be effective from March 1st, 1970.<sup>29</sup>

Work on the new programme started informally when K. Wilson met one evening with two members of the Faculty, E. Motheral and L. D. Baker and sketched out a proposal. K. Wilson felt that previous attempts had run into difficulties because they had been philosophical in their approach and that progress might be faster if committees were dealing with a concrete scheme.<sup>30</sup>

In the months that followed, there was a great deal of planning activity. The draft proposal was taken to the Undergraduate Curriculum Committee, groups of the Faculty met to plan sections of the programme and discussions took place with bodies such as the Manitoba Teachers' Society, the Manitoba Association of School Superintendents and the Department of Education.<sup>31</sup> For some members of the Faculty this meant meetings one or two evenings a week.<sup>32</sup>

At the heart of the discussions was the balance between professional and academic courses in the programme. K. Wilson, writing in 1973, explained that the objectives of the new programme included the opportunity for an early commitment to teaching and ease of transfer for those students who

FIRST YEAR	SECOND YEAR	THIRD YEAR	FOURTH YEAR
Educational Foundations	Educational Psychology	Educational Administration	Curriculum & Instruction - Elementary & Early Childhood
Seminar and School Experience I	Seminar and School Experience II	Microteaching Practicum	A. Humanities & Social Sciences
Academic	Education Elective	Education Elective	Curriculum & Instruction - Elementary & Early
Academic	Education Elective	Education Elective	B. Mathematics & Natural Sciences
Academic	Academic	Academic	Student Teaching
Academic	Academic	Academic	Student Teaching
Academic	Academic	Academic	Student Teaching
Academic	Academic	Academic	Education Elective
Academic	Academic	Academic	Education Elective
Academic	Academic	Academic	Education Elective

Figure 2: The Proposed B.Ed. - Elementary, February 1971.

FIRST YEAR	SECOND YEAR	THIRD YEAR	FOURTH YEAR
Educational Foundations	Educational Psychology	Educational Administration	Curriculum & Instruction - Secondary I
Seminar and School Experience I	Seminar and School Experience II	Micro Teaching Practicum	Curriculum & Instruction Secondary II
Academic	Education Elective	Education Elective	Student Teaching
	Education Elective	Education Elective	Student Teaching
Academic	Academic	Academic	Student Teaching
			Education Elective
Academic	Academic	Academic	Academic
			Academic
Academic	Academic	Academic	Academic
			Academic

Figure 3: The Proposed B.Ed.-Secondary, February, 1971.

wished to withdraw from Education early in their training. This was an apparent contradiction since one objective implied the importance of professional work in the first years of the programme while another emphasised early academic work. There were also problems related to the actual size of the two components, since some members of staff thought that programmes should be three quarters academic while others were in favour of a half and half split.<sup>34</sup>

The final touches were put to the programme at the beginning of the winter of 1970, and in February, 1971,<sup>35</sup> it was brought to Faculty Council for approval.

(Appendix C). At this stage there was a change in normal University procedure in an attempt to speed the passage of the programme, when it was approved first by the Executive of Senate and then by the Curriculum and Course Change committee<sup>36</sup> before being brought to Senate on March 2nd, and the Board of Teacher Education and Certification on March 19th.<sup>37</sup>

The integrated degree programme was finally referred to the University Grants Commission who invited comments from the Universities of Winnipeg and Brandon, and it was at this late stage that any hopes of implementing it in the year 1971-72 were dashed. The University of Winnipeg, fearing for its enrollment when the four-year programme began to

attract students from its Faculty of Arts and Science, objected on institutional grounds and the discussions that followed, under the chairmanship provided by the University Grants Commission, lasted throughout the summer.<sup>38</sup>

#### Other Developments

In spite of the heavy load which the design of the four year B.Ed. programme placed on the Faculty, there were other concerns at this time. At the start of the year the undergraduate enrollment had reached over one thousand; and students in Education like their colleagues elsewhere, were demanding a louder voice in decision making. The desire for participation resulted in their having seats on all relevant Faculty committees and the necessary changes to committee composition were made in the autumn of 1970.<sup>39</sup>

#### The Year 1971-1972

This year saw a change in the leadership of the Faculty of Education as J. M. Brown took a sabbatical in Europe and R. L. Hedley became Acting Dean. As could be expected, there were some changes in the way the Faculty was managed, in who was considered influential and in how decisions were made.

However, some innovations continued in directions which had already been determined. The new administrative structure had been functioning for a year and the policy-making

committees of Faculty Council were allowing greater input by members of staff and students. It seemed as if the planning of the four-year undergraduate B.Ed. had healed the few breaches remaining between the staff of the Teachers' College and the old Faculty and thus the events of the year were the adjustments of a period of consolidation, the amendment of courses,<sup>40</sup> discussions about tenure<sup>41</sup> and the monitoring of the new programmes as they reached the final stages of their passage through acceptance procedure.

#### The Acceptance of the Bachelor of Education Programme

It was not until November 24th, 1971, that a joint proposal for this degree programme, from representatives of the Universities of Manitoba and Winnipeg was submitted to the University Grants Commission. It was brought before Senate on December 7th, 1971,<sup>42</sup> and because of delay at the Ministerial level following its submission to the Board of Teacher Education and Certification<sup>43</sup> it did not receive final approval until December 1972.<sup>44</sup>

#### The Master of Continuing Education

The progress of the graduate programme was no less frustrating. Acceptance by the University Appraisals Committee on Graduate Studies required two appraisals by outside examiners, and it was for this reason that M. S. Knowles of Boston University and A. M. Thomas of O.I.S.E. visited the University of Manitoba in January, 1972. The Committee °

approved the programme in April, 1972, and referred it to the University Grants Commission,<sup>45</sup> and here it was to remain.

Initially, the University Grants Commission deferred decisions in July, 1972, and July, 1973, until the Report<sup>46</sup> of the Task Force on Post-Secondary Education was received, but as time went by, it became apparent that a decision would not be made quickly by the Government. The other two provincial universities were expressing interest in continuing education<sup>47</sup> but this was by no means the only reason for the death of the programme. J. C. Gilson, Vice-President of the University at the time, suggested that the poor financial state of the University was also working against the approval of new programmes by the University Grants Commission,<sup>48</sup> and therefore the required approval was never given.

#### The Year 1972-1973

The return of J. M. Brown did not greatly affect the tenor of decision-making. The time of far-reaching organisational change appeared to be over and faculty concerns had shifted to matters of tenure and representation. Discussion continued about non-certificated entry to the M.Ed. programme, a controversy which was to last many years. Some alterations were made in the composition of some committees of Faculty Council and a Research Committee was

established in September, 1972. Meanwhile, the Faculty continued to wait for its new programmes.

For the Dean, this year marked a watershed. He returned from his sabbatical to find that the Faculty had changed during his absence and that he had changed too, that he had discovered there were other things in life which he wanted to do.<sup>49</sup> And so he decided to retire, to leave the Faculty of Education which he had fostered since 1959.

Notes for Chapter 4

- <sup>1</sup>Interviews with R. R. Pippert, August 27th, 1979, and A. M. McPherson, June 26th, 1979.
- <sup>2</sup>Minutes of Faculty Council, December 3rd, 1969.
- <sup>3</sup>Minutes of Faculty Council, November 6th, 1969.
- <sup>4</sup>Minutes of Faculty Council, March 16th, 1970.
- <sup>5</sup>Minutes of Faculty Council, December 3rd, 1969.
- <sup>6</sup>Minutes of Faculty Council, April 14th, 1970.
- <sup>7</sup>This phrase originated from the observations of one member of the Faculty, but expresses a phenomenon mentioned by a number.
- <sup>8</sup>Interview with K. Wilson, October 15th, 1979, and Minutes of Faculty Council, March 16th, 1970.
- <sup>9</sup>Internal memorandum from G. W. Leckie to H. E. Duckworth, December 11th, 1968.
- <sup>10</sup>Interview with M. A. Bonneau, June 28th, 1979.
- <sup>11</sup>Interview with G. W. Leckie, August 13th, 1979.
- <sup>12</sup>Interview with A. S. R. Tweedie, August 7th, 1979.
- <sup>13</sup>Letter from A. S. R. Tweedie, October 29th, 1969.
- <sup>14</sup>Notes by G. W. Leckie, November 5th, 1969.
- <sup>15</sup>Report of October 1970, presented to Faculty Council of Education, November 2nd, 1970.
- <sup>16</sup>Interview with R. R. Pippert, August 27th, 1979.
- <sup>17</sup>Interview with O. Trosky, July 10th, 1979.

- 18 Minutes of Faculty Council, March 16th, 1970.
- 19 Abstract of proposal, Faculty of Graduate Studies, January 11th, 1971.
- 20 Minutes of Board of Studies, Faculty of Graduate Studies, December 11th, 1970.
- 21 Minutes of Faculty Council of Faculty of Graduate Studies, January 11th, 1971.
- 22 Minutes of Board of Graduate Studies, April 2nd, 1971.
- 23 Letter from W. C. Lorimer to G. W. Leckie, March 22nd, 1971.
- 24 Internal memorandum from Acting Dean B. G. Hogg, Faculty of Graduate Studies to R. C. Armatage, Secretary of Senate, April 8th, 1971.
- 25 Minutes of Senate, May 12th, 1971.
- 26 Interview with J. M. Brown, June 19th, 1979.
- 27 Interview with A. M. McPherson, June 26th, 1979.
- 28 Interview with K. Wilson, June 6th, 1979.
- 29 Copy of Staff Recommendation Form for K. Wilson, December 29th, 1969.
- 30 Interview with K. Wilson, June 6th, 1979.
- 31 Interview with M. A. Bonneau, June 28th, 1979, and K. Wilson "Resistance to Change in Teacher Education", Options: Reforms and Alternatives for Canadian Education, ed., Terrence Morrison and Anthony Burton, (Toronto: Holt, Rinehart and Winston, 1973) p.141.
- 32 Interview with A. M. McPherson, June 26th, 1979.
- 33 K. Wilson, op.cit., p.140.

<sup>34</sup>Interview with H. E. May, August 8th, 1979.

<sup>35</sup>Minutes of Faculty Council, February 18th, 1971.

<sup>36</sup>K. Wilson, op.cit., p.141.

<sup>37</sup>Notes attached to Minutes of Senate, December 7th, 1971.

<sup>38</sup>Ibid.

<sup>39</sup>Minutes of Faculty Council, September 30th, 1970.

<sup>40</sup>Minutes of Faculty Council, November 3rd, 1971.

<sup>41</sup>Minutes of Faculty Council, October 7th, 1971.

<sup>42</sup>Minutes of Senate, December 7th, 1971.

<sup>43</sup>Interview with R. Lee, July 31st, 1979.

<sup>44</sup>K. Wilson, op.cit., p.139.

<sup>45</sup>Letter from R. A. Lebrun, Associate Dean of the Faculty of Graduate Studies to S. Standil, Dean of the Faculty of Graduate Studies, September 13th, 1973.

<sup>46</sup>Letter from E. Sirluck, President, to Dr. Douglas Chevrier, University Grants Commission, December 3rd, 1973.

<sup>47</sup>Open letter from G. W. Leckie, May 28th, 1974.

<sup>48</sup>Interview with J. C. Gilson, September 6th, 1979.

<sup>49</sup>Interview with R. L. Hedley, September 27th, 1979.

## CHAPTER 5

### ANALYSIS AND SYNTHESIS

The attempt to identify patterns of development and extract meaning from the information collected was, as expected, not straightforward. Detailed examination and interpretation bore out Kerlinger's warning that:

the historical method. . . differs from other scholarly activity only in its elusive subject matter, the past, and the peculiarly difficult interpretive task imposed by the elusive nature of its subject matter.<sup>1</sup>

Every telling of events had a different emphasis and presented a different perspective.

Therefore, it seemed appropriate to put the pieces of the jigsaw together in two ways, to construct two pictures. The use of two conceptual lenses underlines the complexity of the events of decision making. They guard against any implication that the synthesis is an 'absolute' truth or that, as Baldrige states, models 'reconstruct reality on a miniature scale.'<sup>2</sup> Rather, they confirm Silverman's explanation of Kuhn's view that "the history of science. . . . becomes the history of competition between different paradigms."<sup>3</sup> The use of two different models stresses that interpretation is only a 'relative truth'.

If writers regard their models as sets of personal hypotheses, it would be logical to assume that the use of

two will present some difficulties, since advocates will be more at ease with one than the other. Graham Allison addresses this problem in Essence of Decision, when he points out that:

the argument that most analysts tend to rely on a single conceptual model sounds crudely reductionist. . . . Few analysts proceed exclusively and single-mindedly within a pure conceptual model. Instead they think predominantly in terms of one model, occasionally shifting from one variant of it to another.<sup>4</sup>

Therefore, in order to minimise these difficulties, two models must be chosen which complement each other rather than conflict.

For this study, models were developed from two sources. The first was the paradigms of university governance, which Baldrige published during the early seventies, which saw North American universities as bureaucracies, as collegia or as political systems.<sup>5, 6</sup> The second source was the models of decision making which Allison used in Essence of Decision<sup>7</sup> and which he described as "rational actor", "organizational process" and "governmental politics" models. Because of the rapid expansion of the Faculty of Education neither Baldrige's collegium nor Allison's organisational process models could be applied. Allison's model required a highly sophisticated organisation which had not been thought of in 1965, and Baldrige's collegium implied a lack of hierarchy which perhaps existed during the first year after amalgamation but had gone

by 1970.

The first paradigm, called Model A, is a combination of Allison's "rational actor" decision-making model set in an academic bureaucracy, a combination which Baldrige himself suggests:

The bureaucratic model of organizational structure is accompanied by a rational model of decision-making. It is usually assumed that in a bureaucracy the structure is hierarchical and well organized, and that decisions are made through clear-cut, predetermined steps.<sup>8</sup>

He goes on to report Allison's model for rational decision making as having four components:

1. goals and objectives
2. alternatives
3. consequences
4. choice<sup>9</sup>

and these components will form the basis for one analysis of the decisions in this study.

The second model, B. was developed from Allison's "political model" in which decision making was examined as a process involving:

1. players in positions
2. their goals and interests
3. their power
4. the resultant action<sup>10</sup>

Such a characterisation of decision making fits well into the

type of political system that Baldrige proposes:

The political model assumes that complex organizations can be studied as miniature political systems. There are interest group dynamics and conflicts. . . . The political model focuses on policy-making processes. . . . Policy decisions are critical decisions. They have a major impact on an organization's future.<sup>11</sup>

However, although two models are suggested, they must not be considered exclusive. Both can be used to analyse one decision, but the appropriateness of the decision-making model will suggest the organisational model which is most relevant at that stage in the growth of the Faculty.

### The Re-organisation of the Faculty

#### Model A

In considering the events surrounding the re-organisation of the Faculty of Education as an example of rational decision making, the objectives of the Faculty are of prime importance. The first of these was the wish to facilitate the meshing of personnel from the old Faculty with those from Teachers' College to form a cohesive group, so that the development of new programmes for teacher education could begin. At the same time, the external image of the Faculty needed clarification across the University campus, a task which could be carried out more easily by a united Faculty, busily engaged in the development of new undergraduate and graduate programmes. And, thirdly, the suddenly expanded group had a very pragmatic

need for an administrative structure to handle its information processing.

There were a number of ways in which the Faculty could have been structured to provide channels of communication and authority, and simplify the task of management. It could have been divided into elementary and secondary areas of specialisation, or members of staff could have been allocated to graduate and non-graduate programmes and this used as a basis for a reporting structure. Another possibility, which provided a very different organisational framework from the two above, was to divide the staff amongst departments on the basis of their subject area.

Because of the differences in academic qualifications, philosophy and experience between the College staff and members of the old Faculty, any structure which tended to perpetuate the division seemed likely to create problems. This applied particularly to the possibility of organising around graduate and non-graduate programmes. It also applied to a lesser extent to the idea of using elementary and secondary programme affiliations to structure the new Faculty, since most College students were in elementary programmes and most Faculty students were training for secondary teaching. The elementary/secondary division had been made use of in other provinces'schemes for teacher education and had been found to have the additional disadvantage of perpetuating

such a distinction amongst teachers in the field, even to the extent of the creation of separate teachers' associations.

To organise on the basis of subject areas would appear to avoid such difficulties and would, in fact, encourage the mixing of the two staffs. This plan had the additional advantage of being congruent with other Faculties on campus which were divided into departments. Thus, it seemed very suitable and was adopted, with the slight modification of an overlying elementary/secondary structure to ensure the continuity of the Teachers' College programme. And when the plan was implemented in 1966 it was possible to provide positions of responsibility for some members of both staffs as well as for new faculty members.

By 1970, when the plan was formalised, the division between elementary and secondary programmes was becoming much less clear, and use was strengthening the subject area divisions. Thus, the formal structure was based on subject area Departments with appointed Heads, while two new Assistant Deans were chosen to help J. M. Brown in academic and administrative affairs, respectively.

#### Model B

In examining the restructuring of the Faculty as an example of political decision making, it is necessary to identify the principal players, their formal positions, their interests and their power. Initially, only four people were

involved and the central figure was the Dean, J. M. Brown. During the years at the head of the Faculty of Education, he had developed a style of decision making which involved asking for the opinions of those he trusted, listening and reaching his own conclusions. Persuasion and lobbying took place quietly, but, by the time decisions were announced, consensus had often been reached and he appeared, as a very close colleague explained, "to have the gift --one of many-- to bring things together with very little conflict."

In this case, he had a number of concerns that any structure for the Faculty should take account of the personalities and expertise available, and should be unifying but yet protect the continuity of the Education IA programme. J. M. Brown also felt strongly that any plan which was based on an elementary/secondary framework would be divisive, as he perceived it to be in Ontario and Saskatchewan.

At the Dean's request, another principal player was R. I. Hudson. Although a member of the Student Counselling Service, his teaching in the Faculty had increased his interest in Education. He enjoyed being, as J. M. Brown described him, "detached while involved" and he served as a "sounding board" for the Dean, a role of which few members of the Faculty were aware.

The Dean also invited two new members of staff to take part in the early planning. One was J. W. Peach, who had

agreed to join the Faculty when amalgamation with the Teachers' College was assured. He was seen, both inside and outside the Faculty, as capable and ambitious, and he was very highly regarded by J. M. Brown, being "always objective" and "completely trustworthy." The other member of staff, C. C. Wood, had been known to the Dean for a number of years. J. M. Brown felt able to talk to him freely and, because of his past association with the Manitoba Teachers' Society, he brought a knowledge of the personalities involved to the meeting, unbiased by any personal agenda.

The small group of the Dean's confidants met away from the Faculty, at West Hawk Lake, produced an organisational structure and suggested appointees for the positions it created. This plan changed very little before it was implemented, although the advice of Vice-President Duckworth suggesting informality by using area chairmen instead of Heads of Departments, was accepted.

The structure which emerged in 1970 seems to have developed from the original 'blue-print' and to have been influenced only by the approaching retirement of G. W. F. Brisbin and by discussions, in general terms, with subject area Chairmen. In fact, although the Assistant Deans were appointed before the Heads of Department, there was little consultation between the Dean and his assistants before he approached those whom he wished to fill the new positions.

## The Development of the Doctorate

### Model A

When the Faculty of Education began to develop new programmes following its reorganisation, one of the main objectives was to raise the quality, in academic terms, of the training which it offered for teachers. The improvement of any of the graduate programmes would represent progress towards this goal, but the development of a doctoral programme in Education carried the most prestige in the academic community.

Consideration of the programmes, which could be expanded at either the masters' or the doctoral levels, suggested that the resurrection of the then defunct Ph.D. programme would bring the largest benefits in terms of prestige and attraction to high calibre staff, while being least disruptive to the pattern of baccalaureate and masters' programmes already in place. In addition, since the programme had been approved in the late forties, it seemed likely that official sanction would be more easily obtained than for a new programme.

The final choice of a doctorate in Educational Administration was dictated in part by the demands of a rapidly expanding administrative corps associated with the new school divisions in Manitoba. It was also a result of the availability of qualified faculty in that area, in contrast to Educational

Psychology which had potential clients but insufficient experienced staff-members.

#### Model B

From the description in Chapter 3, it is apparent that the principal actor in decision making was J. W. Peach, with support and encouragement from the Dean of Education, J. M. Brown. At the start of planning, J. W. Peach was a member of the Executive Council of the Faculty of Graduate Studies and Director of Graduate Studies and Professional Development within the Faculty of Education. In addition, he was Chairman of the Committee on Educational Administration, an area containing a concentration of staff with high academic qualifications

The preparation of an example doctoral programme in Educational Administration involved other members of the subject area staff, H. E. May and C. Bjarnason. It also stimulated the interest of R. R. Pippert, Chairman of Educational Psychology. However, considerable early influence on the development of the programme came from members of the Faculty of Graduate Studies, whom J. W. Peach consulted informally.

The decision to develop only the doctorate in Educational Administration resulted from two sets of circumstances. The first was advice from the Faculty of Graduate Studies, to proceed with caution towards the more general Ph.D. in

Education. The second was the absence of other programme proposals and the decision of R. R. Pippert not to pursue a programme in Educational Psychology because of lack of faculty expertise.

In the formal stages of approval, the doctorate encountered very little opposition. Earlier discussions with members of the Board of Studies seemed to have ensured that the aims of the Faculty of Education in making the proposal were quite closely understood in the Faculty of Graduate Studies, and that support for the programme existed. Similarly, in Senate, opposition was very limited, most attention focussing, not on the programme, but on new procedures in the Faculty of Graduate Studies and on the preparation of counsellors by the Faculty of Education.

### The Master of Continuing Education

#### Model A

The use of the rational decision model is again useful for identifying the objectives behind the design of the M.Cont.Ed. programme. A desire for training on the part of a number of people involved in the education of adults, a recognition that this need would increase and the geographic unsuitability of the nearest available course, were sufficient reasons to develop an alternative programme at the University of Manitoba.

The alternatives which were available ranged from encouraging the use of the Saskatchewan programme, with financial assistance for students, through adapting the Master of Education programme, to the design of a completely new programme. Although the first alternative had some support outside the University, it was not seen as a viable solution from within, since it was unable to meet the needs of a considerable number of potential clients who wished to study on a part-time basis. The second possibility, of adapting the M.Ed. programme also involved a problem which it would be difficult to overcome, namely, the opposition of many of the Faculty of Education and, indirectly, of the Manitoba Teachers' Society to the admission of uncertificated graduates to programmes in Education. The third option, the design of a new, interdisciplinary programme, while time consuming, therefore seemed to present problems which were soluble.

Once the choice had been made amongst the available options, events moved outside the control of the decision-making group. While these cannot be considered as an integral part of the decision-making process, they were relevant to the outcome and cannot be accommodated by Model A.

#### Model B

In the development of the programme for the Master of

Continuing Education, the principal actors were G. W. Leckie and A. S. R. Tweedie, neither of whom worked from the Faculty of Education in the main. G. W. Leckie was an assistant to Vice-President Duckworth and had been appointed, in part, to develop a programme in Continuing Education. To this mandate he brought expertise and experience gained in Saskatchewan and knowledge of the O.I.S.E. programme in Continuing Education. He was also an associate professor in the Faculty of Education and worked under K. Wilson in the Department of Educational Foundations. A. S. R. Tweedie provided considerable experience in Adult Education, having been with the Extension Division of the University for twenty years.

Initially, these two men called together groups of interested members of staff from across the campus and most of the design work on the Master of Continuing Education programme was done informally. Tentative suggestions were put to the ad hoc committee, opinions were solicited from Schools of the University which might provide clients, interested faculty members in Education made contributions and provided a channel for communication with the Manitoba Teachers' Society. G. W. Leckie was particularly aware of the concerns within the Faculty of Education about 'opening-up' the existing Masters' programme because of his work in the Faculty under K. Wilson.

Thus, by the time the programme was ready to be brought

by the Committee of Graduate Studies to the Faculty Council of Education, and later to the Board of Studies of the Faculty of Graduate Studies, a form of consensus had been reached and approval was given quickly. The events which followed, in the formal approval stages, moved outside the influence of the principal actors, K. Wilson and the Dean, J. M. Brown. External appraisals had to be carried out, and the University Grants Commission deferred making decisions, pending the Report of the Task Force on Post-Secondary Education. The passing of time brought interest in Continuing Education from the other provincial universities and worsening financial circumstances at the University of Manitoba and the final approval was never obtained.

### The Undergraduate Bachelor of Education

#### Model A

The need to raise the standard of teacher education had been recognised at the time of the amalgamation of the Teachers' College and the Faculty of Education, and the means to carry out the improvement had been identified as a four-year undergraduate degree programme. Therefore, the problem to be solved was that of the design of such a programme.

Early attempts to design a programme from a philosophical starting point had failed and once the Assistant Dean, K. Wilson, had provided a concrete example as outline for dis-

cussion, the Undergraduate Curriculum Committee and the Faculty, at large, were faced with a number of alternatives. Some of these were centred around the relative sizes of the professional and academic components at both secondary and elementary levels, and some were concerned with the timing of the components during the four years. Also, the wish to have students committed to their chosen profession early in their training and the desirability of making it possible for them to learn Education and continue their studies in another Faculty if they found their career choice to have been faulty, tended to be antithetical.

The process by which a decision was reached appears to have been the summation of a number of small rational decisions by many groups within the Faculty rather than a major decision made by either individual or a group such as the Undergraduate Curriculum Committee led by K. Wilson.

#### Model B

Although the decisions surrounding the design of the Bachelor of Education programme are different from the others included in this study because of the large number of people involved, there still exists a small group who are particularly influential. The Dean was present at the meetings which took place, but it was K. Wilson who was leader of the group which put together the working draft and provided the impetus for further work. Because of his positions as Assistant Dean

(Academic) and Chairman of the Undergraduate Curriculum Committee, he was involved in all stages of the development of the programme.

Other individuals also had influence at various stages of planning, L. D. Baker and E. Motheral in the initial draft, the Heads of Departments in the design of courses in their area, the representatives of external bodies such as the Manitoba Teachers' Society and members of the Department of Education. However, for any single faculty member, their contribution was a relatively small part of a larger combined effort.

As with the Master of Continuing Education, the events which caused delays in the implementation of the programmes were outside the control of the Faculty of Education and, indeed, of the University of Manitoba.

#### Some Implications from the Use of Models

The preceding analyses have underlined the complexity of the decision-making process, which the use of models has only partially illuminated. Greenwood, writing in 1969, addresses this problem and comments that:

it is conceivable but improbable that a comprehensive decision theory can emerge in the present chaos of organizational theory.<sup>12</sup>

Ten years later, such a decision theory is just as improbable; both organisational theory and the understanding of decision

making are no less chaotic. However, the application of a model seems to clarify the decision-making process and bring into focus some aspects which are not obvious in a narrative account.

In this study, Model A has underlined the rationale behind the four decisions in a way which is logical and reasonable. However, the picture which it presents is not peopled by human beings. It examines in detail the alternatives and the final choice but it does not show that these considerations would be incomplete, nor that the choice may be being influenced by personal opinions or desires.

It is left to the second model, Model B, to bring to the account suggestions that Vice-President Duckworth may have been influential in the creation of the committee structure of the Faculty of Education, that the doctoral programme was the work, in the main, of one man, and that the Manitoba Teachers' Society had some effect, directly and indirectly, on the design of the B.Ed. and the M.Cont.Ed. programmes. Because it highlights patterns of influence and principal actors, this model is more useful than Model A for identifying changes in the decision-making process.

However, this is not to suggest that either model is ideal or even that they are more than helpful. The analysis of the design process for the Bachelor of Education illustrates their limitations. Because there were many decisions of

comparable magnitude, involving many small interest groups, professional decisions which were made by professionals, the models proved too simplistic to unravel the complicated network. Indeed, it may be that this type of complex decision was what Baldrige had in mind when he suggested a collegial model of decision making in Power and Conflict in the University,<sup>13</sup> a model he mentions but does not develop.

In spite of the models' limitations, however, some factors do emerge from consideration of the four decisions through two conceptual lenses. The first is the way in which actual behaviour falls short of objective rationality, or what Herbert Simon describes as "limited rationality."<sup>14</sup> In none of the decisions was it possible to consider every possible alternative or anticipate all consequences fully. Thus, in restructuring the Faculty in 1966, J. M. Brown's choice of companions probably restricted the range of alternatives, since he is unlikely to have chosen colleagues with radically different ideas from his own. Similarly in his approach to the design of the four year B.Ed., K. Wilson intentionally restricted consideration of some alternatives in order to avoid discussion floundering in philosophical arguments. In addition, all decisions show evidence of failure to anticipate consequences fully, however carefully discussion and planning had proceeded, perhaps the most significant being the lack of acceptance of the M.Cont.Ed.

programme.

A second characteristic which is common to all four decisions, and which emerges mainly in the use of Model B, is the extent to which decision making in the Faculty was influenced and controlled by bodies outside the Faculty. The advice of a Vice-President, the recommendations of the Board of Graduate Studies and the votes of Senate apply to all faculties, but Education was also affected by the Department of Education, including the Board of Teacher Education and Certification, and by the professional associations.

However, it is not only commonalities which emerge; the study shows that a change took place, during the years from 1965 to 1973, both in decision making and, in a wider sense, in the governance of the Faculty of Education. Both before the amalgamation of the Faculty and the Teachers' College, and during the reorganisation of the Faculty, decision making centred around the Dean. He solicited opinions, considered them and reached a decision. Although no formal hierarchy existed at this time, a small number of faculty were seen to be particularly influential, and most of this elite group moved into senior posts with the reorganisation.

When the doctoral programme was developed, J. M. Brown's direct involvement was much less, although he provided encouragement and showed great interest at all stages of the

work the major responsibility was borne by J. W. Peach, a member of the Faculty, highly regarded by the Dean and holding a senior position. A small number of staff were also involved, particularly those in Educational Administration.

However, by the time the subject area committee became Departments, the Department Heads were becoming more powerful and formal staff involvement in decision making was increasingly common. At this time too, policy-making committees of the Faculty were being established. Pressure and direct influence from the Dean were also decreasing. Thus, he attended meetings of the Undergraduate Curriculum Committee while it was working on the four year B.Ed. programme, but said little to alter the trend of early planning. Nor is there evidence of his intervention in the design stages of the M.Cont.Ed. He left this decision making to the committees and to K. Wilson and G. W. Leckie respectively.

Therefore, there is evidence to suggest a significant change in the style of decision making during the eight years under consideration. At the start of the period, J. M. Brown's leadership was benevolently autocratic, and his decision making was "a painful responsibility" according to those who worked most closely with him, involving a meticulous search for opinions before he weighed the alternatives and reached an uneasy choice. By the time he retired, he had gradually

involved others in the process of decision making and had established a structured, more democratic Faculty.

Notes for Chapter 5

1. Fred N. Kerlinger, Foundations of Behavioral Research (2nd Edition, New York: Holt, Rinehart and Winston, 1973), p.702.
2. J. Victor Baldrige, ed., Academic Governance (Berkeley: McCutchan Publishing, 1971), p.2.
3. David Silverman, The Theory of Organisations (London: Heinemann, 1970), p.4.
4. Graham T. Allison, Essence of Decision (Boston: Little, Brown and Company, 1971), p.7.
5. Baldrige, op.cit.
6. J. Victor Baldrige, Power and Conflict in the University, (New York: John Wiley & Sons, 1971).
7. Allison, op.cit.
8. J. Victor Baldrige et al., "Alternative Models of Governance for Higher Education" in Gary L. Riley and J. Victor Baldrige, editors, Governing Academic Organizations (Berkeley: McCutchan Publishing, 1977), p.15.
9. Allison, op.cit., p.29-30.
10. Ibid., p.256.
11. Baldrige et al., op.cit., p.14.
12. William T. Greenwood, Decision Theory and Information Systems, (Cincinnati: South Western Publishing Co., 1969), p.37.
13. Baldrige, Power and Conflict in the University
14. Herbert A. Simon, Administrative Behaviour, (3rd ed., New York: The Free Press, 1976) p.81.

## Chapter 6

### SUMMARY AND CONCLUSIONS

The main purpose of this study has been to examine the development of decision making in the Faculty of Education at the University of Manitoba during a period of expansion, and, to this end, the study has investigated the decision process, the involvement of members of staff and outside agencies, and the implementation of the decisions taken. However, a secondary, less explicit, aim of the study was to document the years from 1965 to 1973 using the recollections of the principal actors, before they became scattered across Canada in new positions or for their years of retirement.

In order to reduce the problem to manageable proportions, detailed examination was limited to four decision-making areas. The first of those was the reorganisation following amalgamation with the Teachers' College, a process which was spread over a number of years and which provided the skeleton for the new Faculty. The second was the design of the doctoral programme, essentially the work of one man, and a very rapidly completed change. The remaining two decisions were also concerned with programme design, for the Master of Continuing Education which was conceived outside the Faculty, and for the four-year Bachelor of Education degree.

The information for the study was collected, in part,

from a series of interviews with people who were directly involved with the changes in the Faculty (Appendix A).

Some interviews were conducted by telephone, but the majority took place, face-to-face, in the respondent's home or office, and all were only loosely structured (Appendix B).

Documentary evidence was also used, and most of this came from the official records of the Faculty of Education and the University of Manitoba governing bodies.

In order to present this information logically, the early part of the study provided an outline history of the Faculty up to 1965, which was drawn from both primary and secondary sources. The next aspect focused on the years 1965-73, and, against a general chronological background, examined the four decisions of the study in detail.

Analysis of relevant data was carried out using two models of decision making. The first of these assumed the rationality of decision making and owed much to Allison's Model I in Essence of Decision.<sup>1</sup> The second focused on the political influences which surround the decision process and drew on Allison's Model III<sup>2</sup> and Baldrige's political model of university decision making.<sup>3</sup>

### Findings

It was found that the application of two models provided some useful insights into decision making but was not com-

pletely adequate. For example, in considering the design of the undergraduate B.Ed. programme, neither model was able to unravel the details of the many decisions which were being taken simultaneously. On the other hand, with the relatively uncomplicated decisions about the Ph.D. programme, both models provided feasible constructions and highlighted different aspects of the decision-making process, and thus illustrated its complexity.

In addition to demonstrating, to some extent, the complexity of decision making, the use of models helped in the identification of other factors common to the four decisions under investigation. One of these was the way in which actual behaviour does not include complete searches for alternatives or complete consideration of the consequences of decision making, a phenomenon called "limited rationality" by Simon.<sup>4</sup> Another factor, common to the four decisions, which the analysis identifies, is the considerable amount of external influence on decision making in the Faculty of Education.

The models were also able to provide answers to the questions raised at the beginning of the study about the involvement of staff members and the processes of decision making and, in so doing, identified significant changes which took place during the period. Initially, decision making centred around the Dean, involved a small number of people and

spanned a short time from early planning to implementation. By the end of the period under consideration, participation was more widespread, the process was slower and the existence of an informal elite group less obvious. The shift had apparently been from a benevolent autocracy to a more democratic system.

### Conclusions

Because the study set out to explore the processes of decision-making in a small number of diverse examples, much of the data gathered is not generalisable. It was noted in Chapter 1 that "the peculiarly difficult interpretive task (was) imposed by the elusive nature of (the) subject matter"<sup>5</sup> and that "'causes' (were) in the nature of antecedents, or precipitating factors".<sup>6</sup> However, without being able to 'prove' conclusions in the scientific sense, and, remaining aware that other interpretations of the findings could well be made, there are some areas in which inferences can be drawn.

With respect of the methodology, it would seem that a fifteen year time interval is not unreasonable for a study of this type, if the participants were highly involved in the events they are being asked to recall. The recollections of members of staff who were at the centre of events in 1965 were often more detailed and accurate than those of some who were part of the large group working on the design of the under-

graduate degree.

A second conclusion regarding the methodology is that decision-making models can be useful if their limitations are recognised. The use of a single model, probably chosen on the basis of the researcher's preferences and interests, will result in a blinkered view, and this study has shown that even using two models, with widely divergent frameworks, is not sufficient to handle a situation with many participants.

Inferences about the decision-making process itself do not follow easily because of the specific nature of the study. The decisions examined were varied but took place in a specialised setting, amongst groups of professionals. However there is no reason to suspect that the very complex decision-making process which was found, in all cases, would not exist in another organisation.

Similarly, it would be expected that the style of decision making in other complex organisations would change over an eight year period, as it did in the Faculty of Education. However, the study has not identified any single cause for this change, rather the existence of a number of other variables with which there might be a relationship.

The rapid change in size may have been a major factor in the change of decision-making style. Haire<sup>7</sup> maintained that there is an interdependence between organisational size, shape

and function, so that as the organisation grows, its internal shape changes. Thus, in this case, the growth following amalgamation brought about a change in shape, the development of the Departments, and, in time, a change in function, the gradual democratisation of decision-making.

Gardner would suggest a different reason for the change in decision-making style. In Self-Renewal, he draws a parallel between the development of an organisation and human growth, using age, rather than size, as a variable, and he suggests that:

when organizations and societies are young they are flexible, fluid, not yet paralyzed by rigid specialization and willing to try anything once. As the organization or society ages, vitality diminishes, flexibility gives way to rigidity, vitality fades.<sup>8</sup>

Such flexibility was demonstrated in the 'young' Faculty as it designed its structure and its doctoral programme. These innovations were quickly planned and implemented; members of staff were full of enthusiasm and optimism, too busy to be upset about unsatisfactory details; morale was high. In decision-making four years later the rigidity of a more mature organisation was beginning to show, staff expected to play a part, formal committees had been set up and procedures agreed.

It is also possible to hypothesise that the change in decision-making style was the result of a change in the

character of the Faculty. At first it was a group which came together to plan an institution. With the development of a structure, that institution came into being and its processes were formalised.

Changes had also taken place over the eight year period in the composition of the Faculty which could be seen as affecting the decision-making style. The Teachers' College had been hierarchical in organisation and had, like the old Faculty, expected decisions to be made by the senior members of the staff. As the 'young' Faculty expanded, professors joined who had experience of other methods of decision making, and older members of staff retired. Time wrought changes too on the Dean. Personal tragedy, ill-health and a growing confidence in those he had promoted could be seen as contributing factors in the shift of style.

Nor were all influences for change within the Faculty. The sixties marked a time of adjustment in university decision making across North America. The demand of students for a part in the governance of higher education is well documented, and faculty demands intensified at the same time. At the University of Manitoba considerable encouragement was given to Faculties to begin to organise committees for policy making and advice was offered about their composition. It can therefore be suggested that the changes in the Faculty of

Education were nothing more than a reflection of much wider developments.

#### Implications

The uncertainty surrounding the cause or causes of change in decision-making style during expansion has implications for any consideration of decision making during the present period of contraction. From the findings of this study, it seems likely that a decrease in size will be accompanied by some change in decision making. One possibility is that the change in size will bring about a change in structure, which in turn will affect the way in which decisions will be made. Another possibility is that the effects of increasing maturity, which alone could cause rigidity, will be intensified by a static and aging faculty.

The study also raises questions about the making of decisions in other parts of universities. While there is no evidence to the contrary, it is by no means certain that the development of the decision-making processes in the Faculty of Education was unique. Further investigation would be necessary to isolate and identify characteristics. The changing nature of decision making in terms of participation, the amount of external influence, the effects of structure on the development of academic programmes could be characteristics of the Faculty of Education in particular, of all

semi-professional schools or of any expanding academic organisation.

A number of issues concerning the analysis of the processes of decision-making have also been raised by the study. With the complexity of the process, even at its most straight-forward, and the current penchant for participatory decision making, some improved methods, which are able to handle a wider canvas, seem necessary. Allison<sup>9</sup> suggests that some models are more suited to some situations than others. This study has shown that the use of more than one model can be helpful, and it may be that researchers should consider using four or five models simultaneously. The paradigm should not be a cage but a lens and perhaps new or multiple models could bring about a situation where it is no longer necessary to accept J. F. Kennedy's view that:

there will always be the dark and tangled stretches in the decision-making process - mysterious even to those who may be most intimately involved.

Notes for Chapter 6

1. Graham T. Allison, Essence of Decision: Explaining the Cuban Missile Crisis, (Boston: Little, Brown and Company, 1971).
2. Ibid.
3. J. Victor Baldridge, Power and Conflict in the University, (New York: John Wiley and Sons, 1971).
4. Herbert A. Simon, Administrative Behavior (3rd ed., New York: Free Press, 1976).
5. Fred N. Kerlinger, Foundations of Behavioral Research (2nd ed., New York: Holt Rinehart and Winston, 1973) p.701.
6. George J. Mouly, The Science of Educational Research (2nd ed., New York: Van Nostrand Reinhold, 1970) p.221.
7. Mason Haire "Biological Models and Empirical Histories of the Growth of Organizations" Modern Organization Theory (New York: John Wiley and Sons, 1959).
8. John W. Gardner, Self-Renewal: The Individual and the Innovative Society, (New York: Harper and Row, 1963) p.3.
9. Allison, op.cit., p.275.

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APPENDICES

## APPENDIX A

## PARTICIPANTS IN THE STUDY

The following people\* shared their recollections in personal interviews or telephone conversations.

## L. Doris Baker:

Professor in the Faculty of Education since 1956 and Head of Department, Educational Psychology between 1970 and 1975.

## C. Bjarnason:

Professor in the Faculty of Education from 1967 until his retirement in 1979 and during that period Head of Educational Administration and acting Associate Dean for a time.

## M. A. Bonneau:

Staff member who joined the Teachers' College in 1961. He became a professor in the Faculty of Education at the time of amalgamation in 1965. In addition, he was assistant to the Director of Elementary Education between 1966 and 1971, and was Chairman and later Head of Department in Curriculum: Humanities and Social Sciences for ten years beginning 1966.

## Eleanor Boyce:

One of the Faculty's first doctorates in 1949-50 and a long serving professor until her retirement in 1967.

\*Professors are from the University of Manitoba unless otherwise stated.

G. W. F. Brisbin:

Principal of the Teachers' College from 1957 until amalgamation, when he became a professor in the Faculty of Education and Director of Elementary Education, a post he held until he retired in 1971.

J. M. Brown:

Professor in the Faculty of Education since 1956 and Dean from 1959 until his retirement in 1973.

F. H. Drewe:

Associate professor in the Faculty of Education from 1969.

J. C. Gilson:

Professor in the Faculty of Agriculture. He was Dean of the Faculty of Graduate Studies from 1968 until 1971 when he became Vice-President (Academic), a post he held until 1979.

R. L. Hedley:

Professor in Faculty of Education since 1960. He was Director of Secondary Education from 1966 to 1970. He then held the post of Assistant Dean (Administration) until 1973 and became Associate Dean at that time.

R. I. Hudson:

Member and former Director of the Student Counselling Service. He was acting chairman of Educational Psychology in the year 1966-67.

J. W. Peach:

Professor in the Faculty of Education since 1965.

He was Director of Graduate Studies and Professional Development between 1966 and 1970 and Chairman and, later, Head of Educational Administration.

R. R. Pippert:

Professor in the Faculty of Education and Chairman of Educational Psychology from 1967 to 1970, when he left to become Dean of Education at the University of Brandon.

G. W. Leckie:

Associate professor in the Faculty of Education and Assistant to the Vice-President until he retired in 1976.

R. Lee:

Director of Teacher Certification and Records, Manitoba Department of Education from 1968 to 1979.

R. W. Lightly:

Principal of the Normal School from 1951 to 1957.

He then became Chief Inspector of Schools before being assistant to the Deputy Minister of Education, a post he held until his retirement.

W. C. Lorimer:

Deputy Minister of Education until his retirement in 1979.

E. D. MacPherson:

Dean of the Faculty of Education since 1974.

A. M. McPherson:

Professor in the Faculty of Education since 1963 and  
Chairman and Head of Department, Curriculum:  
Mathematics and Natural Sciences since 1966.

H. E. May:

Professor in the Faculty of Education since 1967 and  
Head of Department, Curriculum: Humanities and Social  
Sciences since 1976.

T. R. Morrison:

Dean of Continuing Education since 1978.

O. Trosky:

Professor in the Faculty of Education since 1965.

A. S. R. Tweedie:

Professor of Adult Education and Director of the  
Extension Division from 1949 to 1974.

K. Wilson:

Professor in the Faculty of Education since 1960.  
He was Chairman and Head of Educational Foundations from  
1966 to 1976 and Assistant Dean (Academic) between 1970  
and 1973.

C. C. Wood:

Professor in the Faculty of Education from 1964 until  
his retirement in 1977. He was also Director of Student  
Teaching for ten years beginning in 1966.

## APPENDIX B

## SAMPLE INTERVIEW SCHEDULES

1. Interview Schedule on the Re-organisation of the Faculty

1. What position did you hold in the Faculty in 1966 when suggestions were made to organise the administration by committees?
2. Were you in the same position in 1970 when formal Departments were created? If not, what position did you hold at this time?

The Formation of Committees

3. Who were the influentials in suggesting that the Faculty be organised into committees?
4. Why was there a need to reorganise?
5. What part did you play in the planning for committees?
6. Who else was involved?  
Probes: faculty members, advisory committees, central administration, outside agencies.
7. The way in which the Faculty was divided was a little unusual, i.e., elementary and secondary, and also into areas like psychology, administration and two curriculum areas. Why was this?
8. What formal processes had to be gone through to set up the committees?
9. Did the change affect the allocation of funds within the Faculty?
10. How were the chairmen chosen?

The Working of the Committees

11. Did the committees allow for participation by Faculty members in major decision-making?
12. Who were the powerful (influential) members of staff at this time?

13. In what ways did the creation of the committees affect the development of the Faculty?

#### The Formation of Departments

14. What were the major influences that led to the creation of Departments in the Faculty of Education?
15. What formal processes had to be completed to bring about the change?
16. Who was involved in these?
17. Why was the subject formal used instead of the age based division?
18. How were decisions made about the allocation of resources?
19. There was a lot of innovative activity in the Faculty about this time. Do you think that there might be some connection with the change in administrative structure? In what way?
20. Are there any other ways in which the development of the administrative structure affected the future development of programmes?
21. In your opinion, who were the most influential members of the Faculty during the period 1966-70?

2. Interview Schedule on the Development of the Ph.D. Programme

1. What position in the Faculty did you occupy in the academic year 1967-68?
2. There had been provision for a doctoral programme for a number of years, what, do you think, caused the renewed interest?
3. Who initiated the move to bring the programme into use?
4. Who was influential in the development of plans to resurrect the programme?
5. How did planning take place? Was there a committee; were outside agencies involved?
6. What formal steps had to be taken to make it possible to admit students to the programme?
7. How long did it take for the first students to be admitted to the programme?
8. Do you think that the existence of a Ph.D. programme in just one subject area has affected:
  - a) the administrative structure of the Faculty?
  - b) the programmes at other levels?

3. Interview Schedule on the Decision of a Master of Continuing Education programme.

1. What position in the Faculty of Education did you hold in 1970 when the Master of Continuing Education was first discussed?
2. Who initiated the discussion about such a degree?
3. Which members of staff were particularly involved in the formulation of programmes for a degree of M.Cont.Ed.?
4. Were any other people involved in the planning stages?  
Probe: committees, consultants, outside agencies?
5. What formal processes had to be completed before the programme could be introduced?
6. How much internal opposition was there to the plans?
7. What re-allocation of resources was going to be necessary?
8. At what stage in the formal acceptance process did the plan for M.Cont.Ed. flounder?
9. In your opinion, what were the reasons for the failure to bring M.Cont.Ed. into being?

4. Interview Schedule on the Development of the 4-year Undergraduate B.Ed.

1. What position in the Faculty did you hold when discussion began about the 4-year B.Ed. programme?
2. In your opinion, what caused the awareness of a need for a four year programme in 1970?
3. Did discussion begin because of the actions of a single person or small group? Who?
4. What course did the decision-making follow, what time scale was involved?
5. Who took part in discussions?  
Probes: Faculty  
Outside agencies  
Other universities  
University Grants Commission?
6. In what ways were plans amended during the discussions?
7. What differences were there in the groups of influentials at the planning stage and during the implementation process?
8. In what ways would a different Faculty organisational structure have altered the B.Ed. programme?

## APPENDIX C

MEMORANDUM OF AGREEMENT dated the 19th day of November,

A.D. 1964

BETWEEN

HER MAJESTY THE QUEEN IN  
RIGHT OF THE PROVINCE OF  
MANITOBA, represented by  
the Honourable the Minister  
of Education (hereinafter  
called "the Government"),

OF THE FIRST PART,

- and -

THE UNIVERSITY OF MANITOBA  
(hereinafter called "the  
University"),

OF THE SECOND PART

WHEREAS the Government is presently providing teacher training at an institution known as the Manitoba Teachers' College;

AND WHEREAS the Government is desirous of closing the said institution and transferring to the campus of the University all teacher training activities now conducted at the said institution;

AND WHEREAS the University has agreed to establish and operate an elementary teacher training course on the campus of the University;

NOW THIS AGREEMENT WITNESSETH as follows:

1. Course in Elementary Teacher Training

The University agrees to establish and operate on the

campus of the University a one-year course in elementary teacher training commencing in the fall of 1965 and to continue to offer such course until the supply of teachers can be assured adequately by other courses.

2. Entrance Requirements

(a) It is agreed that high entrance standards are desirable and that present standards should be raised as quickly as possible without unduly restricting the flow of new trainees. The University will retain the standards of admission now in effect at Manitoba Teachers College until it can raise them without decreasing the number of candidates below the numerical requirements of the schools as set by the Minister.

(b) A Committee of Admissions will be established to include two members appointed by the Senate of the University, and four members appointed by the Minister of Education, of whom one shall be a teacher and one a trustee. Its function will be to select suitable candidates for admission to the course. It shall take into account of the qualifications of applicants and the numerical requirements of the schools.

3. Enrolment and Length of Course

The cost estimates and space requirements already submitted are based on an enrolment of about 700 in a course of about the same length as the present Manitoba Teachers College course.

The University will endeavour to maintain enrolment at a figure which will satisfy the requirements of the public schools for elementary teachers, and will begin classes not later than mid-September and terminate them not earlier than mid-June.

4. Practise Teaching

The University with the co-operation of the Department of Education and the public schools, will arrange and supervise practise teaching each year for a time at least as long as that which now prevails at Manitoba Teachers College.

5. Course Content

(a) There shall be a Committee on Teacher Education composed of five persons appointed by the Senate of the University and ten appointed by the Minister of Education. Three of those appointed by the Minister shall be teachers in the schools of the Province and two shall be trustees.

(b) The Committee on Teacher Education shall recommend to the Minister and to the Senate the content of the course.

(c) The Minister shall name the chairman of the Committee and the Minister and the President shall determine jointly the terms of office of the members and shall set the terms of reference of the Committee.

6. Capital Cost of Building

The University, subject to the approval of the Government, shall plan and construct an addition to the present Education

Building sufficient to accommodate an additional 700 students. The cost of the addition will be borne wholly by the Government.

7. Current Costs

The Government agrees to pay to the University the net cost of operating the one-year course either

(a) by advancing to the University annually in one or more instalments, the estimated net cost for the year with a balancing payment to or from the Government when the actual net cost is known, or

(b) by including the estimated cost and estimated revenue in the University's annual estimates and so treating this course for grant purposes as an integral part of the Faculty of Education.

8. Fees

The University shall determine the fees to be charged for the course, but they shall not exceed the fees charged from time to time for Education I.

9. Staff

The University will take over, employ, and pay all teaching members of the staff of Manitoba Teachers College including the Principal and Vice-Principal, at salaries not less than their salaries at the date of takeover, and will make arrangements satisfactory to the Minister of Education for their integration into the salary schedule of the University at the earliest reasonable date. The parties will also

endeavour to arrange the retention without loss of pension rights accumulated for service as teachers and civil servants.

10. Two-Year Course

The University and the Government recognize the desirability of an increased period of training for teachers and agree that as soon as it is practicable to do so without restricting the supply of trained teachers necessary to fulfill the numerical requirements set by the Minister, the University will offer a two-year course concurrently with the one-year course. The enrolment in the one-year course may be reduced as enrolment increases in the two-year course, provided always that the annual combined production of trainees will satisfy the numerical requirements set out above. Minimum standards of admission to the two-year course should be equivalent to those for admission to the Faculty of Arts and Science, the Committee on Admissions referred to in Section 2 and the Committee on Teacher Education referred to in Section 5 should assume similar functions for the two-year course, and all classes of the program shall if approved by the Senate, carry credit toward an under-graduate degree.

11. Summer Schools

(a) The University will continue to offer the special summer sessions of twelve weeks and six weeks respectively for the training of secondary school teachers until the Minister of Education is satisfied that the regular

Faculty courses will provide the numbers of secondary teachers needed to staff the secondary schools of the Province.

(b) The Minister of Education will determine the professional summer courses to be offered to teachers for the improvement of their professional skills or for permanent certification, and he may either offer the courses under his own direction or arrange to have the University offer them.

(c) The University will continue to offer at summer school, academic courses under the appropriate Faculty of the University, and professional courses for post-graduate credit under the Faculty of Education.

(d) Where the University offers professional summer courses for teachers by arrangement with the Minister

- (i) it shall have complete control of content, length of course and standard required for credit for either professional or academic purposes;
- (ii) it shall set the rates of tuition fees;
- (iii) it shall not be required to conduct any course if there are fewer than fifteen applicants, unless the Minister agrees to reimburse the University for the amount by which salaries paid to instructors in the course exceeds fees collected for the course.

12. Certification of Teachers

The issue of certificates will continue to be the responsibility solely of the Minister but he shall not issue a certificate based on a teacher training course at the University until the appropriate University authority informs him that the student has successfully completed his course.

13. Brandon College

Brandon College may continue to offer the courses it presently offers under its Faculty of Education, i.e. one-year courses for elementary teachers paralleling the current Manitoba Teachers College courses and courses under the Faculty of Education programs for degree credit. Courses for professional credit only will be similar in content, length, fees and standards of admission and attainment to those to be offered at the University. Courses for degree credit will continue to be subject to Senate control. Transfer from the one-year elementary course to a two-year program will be an objective but the timing of the change will be determined by consultation between the College and the Minister of Education. Similarly, determination of all financial arrangements, both capital and current, with respect to provision of elementary training courses, degree courses, and summer, evening, upgrading and refresher courses shall be determined by consultation between the College and the Minister.

14. Residence Rights

Students in teacher training courses shall have the same rights as other students to accommodation in the University residences.

15. Technical and Vocational Teacher Training

The training of technical and vocational teachers shall not be included in this transfer agreement.

16. Right to Re-open

The Government reserves the right to re-open the Manitoba Teachers College at any time in the future if the Minister of Education deems it in the public interest to do so.

IN WITNESS WHEREOF the parties hereto have executed this Agreement the day and year first above written.

University of Manitoba:

(signed): \_\_\_\_\_  
Chairman, Board of Governors

(signed): W. J. Condo  
Comptroller

Province of Manitoba:

(signed): C. Johnson  
Minister of Education