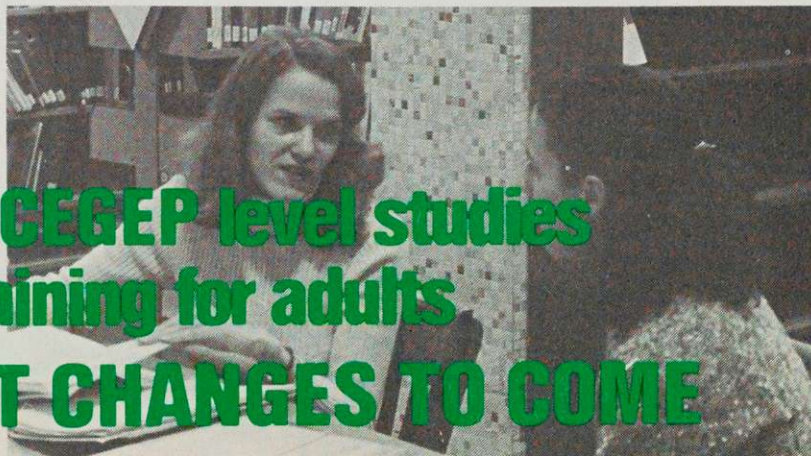
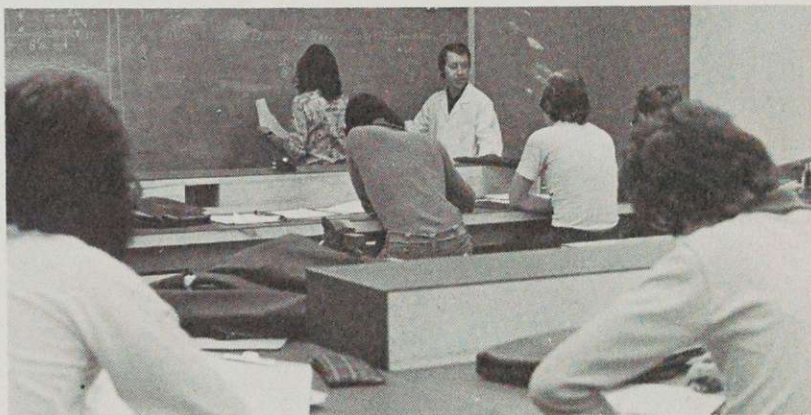


# nouveau pouvoir



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1601 rue Delorimier, Montréal H2K 4M5

May 1981



regulation of CEGEP level studies  
vocational training for adults  
**IMPORTANT CHANGES TO COME**







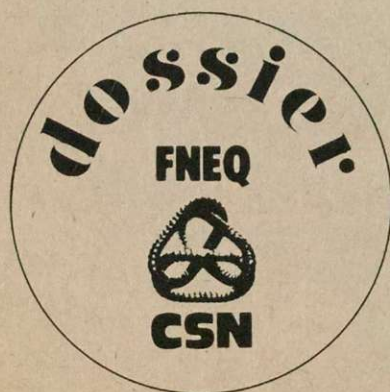
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# regulation of CEGEP level studies: AN ISOLATED ACTION?

In October, 1978, the Quebec Government published its White Paper on CEGEP level studies. As we recall, it announced a whole series of measures to reorganize CEGEP teaching. As we read in the text, "After ten years, it is time to make an evaluation of this experience and proceed with a few adjustments in terms of the students' needs and economic considerations."

**We have become aware, over the past few months through the documents they send us, that a more thorough reorganization than we had anticipated is in the offing.**

## LOOKING BACKWARD

— In June, 1979, the government passed laws 24 and 25 in record time, and without real consultation with the groups involved. These laws amended Law 21 and gave broader powers to the Department of Education, especially in terms of passing general regulations for study programmes, student admissions, examinations and diplomas. (article 18 of Law 25).

In January, 1980, the same administration set up the Jean Commission. Commission of Inquiry on professional and sociocultural adult education. This commission has not completed its work, which has not prevented the MEQ from wanting to have a study regulation passed which would affect part of the adult education programme. As a federation and as part of the CSN, we have taken part in the consultation organized by the Jean Commission. Is this Commission a mere smokescreen? If not how can regulations be made in this sector

before the work it was asked to do is finished? Is this consultation serious? These are all questions the MEQ does not want to answer and which raise serious doubts on our part as to its stated intentions.

In September 81, at the same time as the consultations began on the plan for CEGEP studies regulations, the Department of Education published a second report on occupational training which could shortcircuit the Jean Commission's work as it was intended as a plan to set policy for occupational education. Which of these two documents is the more important? Which of these two reports will have to be adjusted to fit the other? Will the policy statement on occupational training take priority over the regulations on CEGEP studies, since a great emphasis was put on it by the White Paper? How can we believe otherwise? In fact, there are so many grey areas in the way the Minister of Education is trying to reorganize CEGEP teaching that we have good reason to be suspicious. We will have to be watchful indeed, and attempt to understand this issue in its entirety if we are to be in a position to make the most intelligent decisions possible.

## DOES CHANGING THE MINISTER OF EDUCATION MEAN ANYTHING NEW?

Last December, the FNEQ met with the new Education Minister, Camille Laurin. As soon as he was nominated, he had asked to meet with the major groups playing a role in the educational field. The infor-

mation we had then led us to believe that with respect to occupational education for young people in Quebec, we must continue to reflect on it before making policy decisions on this topic.

## THE MACHINE KEEPS ON GOING

However, the planned regulation of CEGEP studies drawn up in June 1980 by the MEQ and submitted for consultation with the principal groups involved will respect the planned schedule. This means that the Department intends to submit its new plan to the Conseil des collèges in the first two weeks of February, the Council will make its opinion public in the first two weeks of March and the Department will make its decision as to the new educational system at the end of March or the beginning of April. Now it's certain that the process will continue as planned!

The new plan for regulation of CEGEP studies which will be submitted to the Conseil des collèges in February "took the briefs and opinions heard into account, and was reformulated in the spirit of these", as a Department representative pointed out. So what does this new plan for CEGEP studies regulations entail?

## THE FNEQ SUBMITS A BRIEF ON THE PREC

The fall of 1980 was a very fruitful period in terms of work on educational issues for the FNEQ. The CEGEP studies regulations planned by the MEQ provided us with an opportunity to continue to reflect as



a group on the kind of programmes and training we would like to see for all students. Although we have not yet made answer to all these questions or a thoroughly completed blueprint for education, the major points of these are already drawn and are one of the most important gains we have made in terms of union contributions to education.

So, after consultation with all the unions in the Federation on the subject of the planned regulations for CEGEP studies, the FNEQ wrote up a brief which was debated in its Federal Bureau. Following these discussions, the FNEQ presented its brief to the Minister and the Deputy Minister of Education, last December.

The Federation brief summarized the findings of the local consultations and attempted to explain the underlying reasons behind our rejection of the plan. We considered it important that all the members of our Federation can have their say in the analysis and positions put forth by the FNEQ on the subject of CEGEP studies regulations. So we are including the entire FNEQ brief in this publication. The entire reasoning behind our position is explained therein.

## **THE MAIN STAKES: A SETTLEMENT**

In the thirteen years the CEGEPS have been in existence, the educational system has always been broadly agreed upon by the various groups in the educational field. But now things have stopped working! Through its regulations, the Department wants to "clarify" the way

powers are assigned to the local administration and the Department. However, what the Department has not mentioned is that it also reserves the its right to take sanctions against CEGEPS which do not conform to its wishes. These powers are granted it by Law 25.

In our opinion, this is an attempt to take control in an authoritarian and centralized manner which is counter to the interests of education, to creativity in teaching methods, and to student needs. At the same time, it is extremely disturbing to see the government legislate in areas which are already covered by our contract negotiations and which were negotiated in good faith (at least on our part). By marking regulations on such subjects as departmental responsibility, correction responsibilities of grades, definition of the academic year, the DSP's responsibilities the MEQ is attempting to remove these subjects from our contracts to govern them by a decree disguised as a regulation. **And even if the contents of the new MEQ plan were completely changed, the regulation question remains on the agenda!** The present pedagogical system, if it were passed as a regulation, would in any case increase the MEQ's control over the CEGEPS and the teaching practiced in each.

## **DEPARTMENTAL AUTONOMY AND RESPECT FOR ACADEMIC FREEDOM**

Our past struggles for better quality education enabled us to identify the department as the level responsible for this quality. Our pre-

sent contract guarantees our rights as to this. Subject to the CEGEP's authority, the department sets academic regulations, ensures that the teaching programmes are coherent and settles the problems raised by alternative forms of teaching. Within this structure, the teachers obviously are entitled to their own outlooks and methods. So it is clear that we have to oppose any system which uses the pretext of uniformity to put an end to the relative autonomy enjoyed by departments and teachers and which is above all to the student's advantage.

## **THE NEED FOR FLEXIBILITY**

Students' lives do not only include school and the job market demands more and more flexible manpower. Our teaching goals are above all intended to see that students learn the basis skills from which they can better start out and eventually specialize in the sector of their choice.

With this outlook, CEGEP teaching must be based on the flexibility needed for:

- learning to be critical in spirit
- independence and adaptability in the job market
- adequate understanding of the society in which the student lives.

## **THE AVAILABILITY OF ADEQUATE EDUCATION FOR WORKERS WHILE RESPECTING THEIR CHOICES AND TAKING THEIR CONCRETE NEEDS INTO ACCOUNT**

The centralization needed by the



CEGEP system and without which there would be superfluous duplication of programmes, must not be seen as an attempt to make it uniform, for the risks would be much greater. Any initiatives designed to meet the specific need of a given group of students would be inevitably jeopardized.

### **THE SAME QUALITY TEACHING FOR ALL STUDENTS, REGULAR AND ADULT**

This principal is all the more important to recall when the adult education situation is, as we know, extremely confused. The teaching staff assigned to this education is

hired as extra employees, with no direct relation to the departments. The consequences of this situation are a wide variety of teaching methods and goals. Furthermore, on the pretext of adapting teaching to the job market, business can decide to take control over this sector of CEGEP activity. The FNEQ insists that adults not be treated like second-class citizens in the educational field and the "continuing education" must be "teaching" and not "specialization".

### **WE MUST TAKE ACTION**

The CEGEP studies regulations will be drawn up in the coming months. You will find details of the reasons why all labour organizations

in the teaching field reject these planned regulations for CEGEP studies in the brief issued by the FNEQ.

In each CEGEP, we must build links between the various groups and arrive at similar positions. We must be aware that everybody will be affected by the changes advocated by the MEQ and it is obvious at the present time that the government plan does not take teachers' other people's or students' interests into account. We cannot do without everyone's solidarity in this struggle! If we don't want the government to jeopardize the foundations and the attainments of CEGEP teaching we need broad support and must take action!



**PRESENTATION  
TO THE  
MINISTER OF EDUCATION  
REGARDING  
PROPOSED  
REGULATIONS  
ON COLLEGE EDUCATION**

**— December 15, 1980**



Dear Sir,

Last fall, FNEQ initiated a wide consultation of its membership. Teachers are concerned about changes in the educational system for several reasons. Above all, of course, because any modifications affect their day-to-day work. In addition, however, they have for some time wanted, through their local unions and the federation to which they belong, to push further the initiatives of the Parent report, and to assist in all changes which promote greater access to higher education and improved quality of teaching.

Neither the daily routine nor the absence of formal replies from the ministry have affected their determination to furnish students with a more complete and effective education. Even if most teachers believe that it is not up to them alone to define the content of academic programs, nor that they should be the only ones to determine the standards of education, they are nevertheless convinced that all decisions in this area must take their perspective into account. Could a plan of reform proposed without their agreement or without protracted consultation respond to pedagogical concerns? Isn't there a danger of accepting requirements set outside the educational world that are quite inimical to the concerns of educators?



The proposed regulations have been carefully studied by each local general assembly of the CEGEPs. Delegates mandated by these assemblies attended the Federal Council, November 20-23, 1980, and agreed that the order-in-council as proposed by the Minister of Education was unacceptable. This submission will explain our rejection in detail. At the start, it is appropriate to explain why, on the whole, the proposal fails totally to satisfy our major aims.

#### WHAT WE FAVOR IN THE PROPOSALS

We share the guidelines which motivate the document: for example, we too believe that the democratization of teaching is a necessity; greater coherence in the programs is also our objective; furthermore we agree that students in the careers sector should benefit from a liberal education, while at the same time acquiring a more thorough technical background. In this context, we note with satisfaction certain modifications to the proposed regulations. We are pleased with the possibility that students with a secondary diploma (DES) from the careers sector will have access to college studies. Nevertheless, we note that the major barriers to college admission are still not removed. How can we ignore - the proposal is silent on this point - the fact that college access is subject to quotas which may not be at all justified? How can we not take into account the intense influence, especially at this stage of studies, of social background and ideological constraints? We approve of any change in these conditions, however small:



for example, the standardisation of student workloads. The disproportion between the schedules of career students and those of the pre-university group frequently correspond to social differences. The future technician is submitted to strict requirements and a rigorous schedule, while the future engineer is allowed to wander beyond the limits of his particular discipline. Certainly, the "academic" students' programs are already extremely heavy, and seem to obey some very particular aims. Happily, however, they are not yet as rigorous as some of the career programs. Equalizing the workload of students corresponds with our outlook, in as much as it is not merely the result of a simple change in the course weighting procedure. Nor should such standardisation be based on the overloaded schedules that exist at the present time.

Finally, the document provides some evidence of a desire to rationalize and simplify the description of the certification. The minister prefers a more structured, simplified arrangement to the confused diversity of procedures which lead at present to the problem of multiple certification. We favor such a simplification if it will improve regular day education. However, it may merely be an effort to force disproportionate growth in continuing education. Its purpose may not be improved co-ordination, In preventing effective participation by academic departments, this would lead to a dissipation of efforts. The major beneficiaries would not be the students, but instead those



who want short term training and a reduction in regular day education. We prefer to point out that the interests of the students dictate that the DEC remain the pre-eminent diploma.

#### THE AMBIGUITIES IN THE PROPOSAL

You are aware, then, that we are sensitive to those parts of the proposal which promise to improve the quality of teaching in the CEGEPs. Consequently we are forced to recognize the inadequacy of the proposals, when taken in their entirety. There is a considerable gap between the objectives of the ministry and the reality of the concrete proposals. Frequently, these objectives seem to have been forgotten completely. The document, viewed as a whole, suffers from ambiguity and incoherence. It lends itself to almost any interpretation, and thus makes us anxious about its consequences.

The first of these ambiguities is the very subject of the order-in-council: with which students is the proposal concerned? Those presently in the CEGEPs, or adult students. The definition of "adult" that we find in the document leaves considerable doubt about the answer.

This ambiguity persists when we read that the proposal is presented as the master document dealing with the reorientation of college teaching. What does this mean, exactly?



Such a formulation justifies all of our fears. For example, does it mean that the document is nothing more than the first part of a complete entity (or are we say a turning point) which would lead to a reform of career training? Is it already the application of what recently-published documents call the "career training of young people"? If this is true, our reticence becomes an unequivocal refusal. Specifically, is it correct to interpret changes to certain certifications as a veiled beginning to direct control of schools by business? Would the AEC become the diploma requested by and reserved for business, then granted by the school? For technicians of the future it would replace the DEC, which you insist will still maintain its worth. In this context, what are we to make of the change from the course to the credit system? If the switch were aimed solely at a simplification of accreditation, it could be a positive step. But its copying of the American system is so evident that we fear introduction of the credit system to be nothing more than a palliative which will guarantee the gradual imposition of a system of cumulative units. We must remind you of our firm opposition to any move which would break our courses into units, permitting their acquisition in a milieu outside the college.

Furthermore, the institutional programs, whose presentation could well satisfy the requirements of many small businesses, risk becoming areas which will sidetrack students. Although



satisfying the immediate and highly varying requirements of the business world, the overspecialization which they would provide would sooner or later lead to an increase in unemployment.

The ambiguity becomes full-blown when the proposal is defined as a ministerial regulation, or order-in-council with force of law. The CEGEPs have never, since their creation, had their regime pedagogique or academic structure defined by such a decree. Why, then, make use of such a procedure? If the modifications introduce only small changes, then an order-in-council is hardly justifiable. But if, on the other hand, as we believe, it is a question of serious changes, the outlines of which are already visible, such a procedure becomes thoroughly unacceptable. Were an order-in-council able to guarantee more democracy in the process of change and consultation, then it would find its justification. But this is evidently not the case. In no way can we accept a strengthening of the centralization already imposed by Bill 25, by tolerating the implementation of the regime pedagogique by order-in-council. Relations between the MEQ and the CEGEPs can't be conducted in such a fashion. Obviously, we can't permit any change whatsoever which defines our working conditions in the authoritarian form of an order-in-council. This could jeopardize our acquired rights, and make changes impossible to the already-frozen text of such an order-in-council. Finally, when we observe that the document



increases abusively the responsibilities of the DSP, not only giving him the right to grant many types of equivalences but also giving him the powers of a censor with regard to the departments and the teachers, we must oppose the form in which the proposed regime is presented.

#### PRECISELY WHAT IS THE DOCUMENT'S PERSPECTIVE

Thus, even if we gladly endorse the aims of the document, we have to say that the incoherence of the propositions that result make it completely unacceptable. What is the real perspective on education that emerges from the document? At the very least, if such a perspective exists at all, it is nebulous and hesitant. Unless, that is, the document is implicitly based on what have been, for the past 10 years, the preoccupations of the business world and of capitalist economic organizations. In that case, the document would have to be interpreted in another fashion: the training of upper-level technicians, with terms like "rationalisation" and "standardization" being used as simple pretexts for reduction of costs of teaching and training of a servile work force. The simplification of work would be the equivalent, more or less, of the loss of control of the production process, a phenomenon well known in industry and the service sector. Such schools would conform to the aims of OCDE - "profitability, efficiency" - in coping with the immediate needs of production and with the effects of the crisis. How else can we explain why the proposal isolates the CEGEPs from



the rest of the educational system? How can we envisage reforms in the colleges without linking them to other levels of education? We have already emphasized how little attention is paid to the move from secondary school to CEGEP. The proposals are also silent concerning the links between CEGEP and university, although the content of the programs depends heavily on the requirements set by the latter.

We suspect, in reading the document, that school is considered less as a place for an apprenticeship in life in general, and more as a necessary institution for the limited knowledge of certain skills. Also we have concluded that the proposals, far from permitting a general enrichment of the student's training, lead on the contrary, to a generalized "detraining" (precisely because of the possibilities created by the new types of certification). We even observe that, instead of favoring broader access to CEGEP and a more comprehensive education, the proposal could lead to a further widening of the dichotomy between students in career and pre-university streams and to the reinforcement of exaggerated specialization. We are forced to conclude that the proposal, in its present form, pursues aims other than those stated. Therefore, as educators, we have no choice but to firmly oppose its implementation.



## CRITIQUE OF THE CONTENT

### A BROAD DEFINITION OF "ADULT"

The broadened definition of "adult" proposed by the minister seems aimed at inciting young people to work their way through post-secondary studies in a way other than what we would call the regular route. The ease with which a student could register for "short" programs at the college level (AEC, CEC) while staying at home or working creates the impression of greater access. But this is only an illusion. The "normal" certification for youth at the college level is the DEC, and should remain so.

We would gladly endorse the idea of increasing access (and the rate of access) to regular college education. This is, in fact, one of our objectives. But broadening of the definition of "adult" threatens to hinder access of young people to the thorough education a student needs in order to accept fully his role in society and to enrich his private life. Unless the minister insists that the DEC should be the normal route for post-secondary education, we may well see more young adults in the CEGEPS, but subject to a substandard education - at least, relative to an "elite" which would have access to "learning". This is not what we would call democratization of education.

La Commission sur la Formation professionnelle et socio-culturelle des Adultes is presently studying the general



problem of adult education. Doesn't the minister first need to see the results of this study before making a decision in this area? Or is the commission, which has cost the population \$15 million, only a façade?

#### THE ADMINISTRATION OF PROGRAMS AND COURSES

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One particularly debatable point is the noticeable increase in responsibility of the academic administration. This new burden doesn't add to local autonomy, because the duties lie only in the areas of verification and recording of data, contrary to traditions established by several collective agreements which guarantee departmental autonomy in these fields. Return visits of former students testify to a high degree of satisfaction with teachers and teaching methods. We can't see why the minister needs to centralize those powers which have been successfully delegated to other levels within the colleges.

The academic regulations now in force give authority to the DSP in the question of course outlines. This means that, in accordance with our collective agreements, the departments are responsible for course outlines under the authority of the college. A new subsection in article 25 of the proposal adds the distribution to students of course outlines to the responsibilities of the DSP. In our opinion, this can only have a negative effect on the department's exercise of its responsibility in educational matters. We must stress that the preparation of course



outlines is part of the teaching workload, as defined by the collective agreement.

Continuing in the academic section, article 34 assigns the application of the institutional evaluation policy to the DSP. If this policy were to be applied in the manner described in an earlier document, it would be a serious handicap to the capacity of teachers to adapt teaching methods to the subject matter and the students. Presently, the departments are responsible for determining those principles and methods of evaluation which are most suitable.

How can a single policy of student evaluation answer the varying requirements of technical, philosophy and art courses? These three areas have neither the same objectives nor the same underlying principles. How is a college supposed to decide which discipline will be evaluated in a certain manner, and at such-and-such a pace? The desire to fit methods into a single learning mold turns us back to questionable behaviorist ideas which we consider aberrant. Not only is the autonomy of the departments and the initiative of teachers jeopardized, but the teaching itself is seriously questioned. This standardization of methods amounts to the reintroduction of a system which we unanimously sought to eliminate: the national examination. Methods and content cannot be isolated; a uniform method is tantamount to an atrophied control of pedagogy.



In article 26, the same tendency to centralize everything under the academic administration is evident. The DSP is empowered with a new discretionary authority to grant equivalences.

But the DSP is never required to seek out the opinions of the departments, particularly when the evaluation is a question of experience. How can an academic administrator evaluate the non-academic experience of a student and translate it into academic terms for each subject taught in a college? This is obviously impossible, since an encyclopedic knowledge would be required in order to accomplish such a task. The only way to limit the arbitrary judgement of an individual, the DSP, is to assign such duties to those in the college most concerned and most competent: the departments.

Article 29 of the proposal was a real surprise. Henceforth, the credit, inasmuch as it officially exists, will be granted even if the teacher has not awarded a passing grade. The student will simply be obliged to show that he has fulfilled the course objectives...

This is totally unacceptable. For obvious reasons, the evaluation of the student's program has always been the responsibility of the teacher in his department. Granting credits to a student who has not attained 60% discredits



the competence of the teachers. It invites the student to try and get from the DSP the credits which he has been unable to obtain in his course. Once again, it is a question of honoring the collective agreement. We will never accept the modification by order-in-council of a validly negotiated contract.

And we can only ask what the meaning is of a passing grade, if it's not related somehow to a measure of the student's mastery of course objectives.

We believe, therefore, that it is essential that the two components of student evaluation not be separated, and want to reaffirm that, with the exception of equivalences, credits can only be awarded if the student attains the passing grade.

In general, then, what the minister's White Paper called decentralization really only amounts to more power for the DSP, and not at the expense of the ministry but rather by diminishing the relative autonomy of the instructor. We don't believe that this is going to improve the quality of teaching. On the contrary, in other fields, such coercion has had the simple result of increasing passivity and disinterest in the work.



## THE PROVINCIAL PROGRAMS

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The Federation (FNEQ) has recommended that no compulsory courses be added to the curriculum for the time being. This should not be interpreted as meaning that we are opposed to a history course, a course in the civilization of Quebec, or in its economy, but simply that we don't want to increase the already heavy work load of students, and, furthermore, we believe it is necessary to maintain the present four compulsory core courses - we shall return to this point later.

Teachers are reluctant to accept the principle that these new courses be combined with existing compulsory courses in a new core block. We're not contesting the existence of a core block, but we don't want to increase it. In reality, how can a single history course or a course in economics assure the objectives of the minister, not to mention the inevitable problems in the area of history teaching and the other complementary courses. What's more, we can't close our eyes to the fact that adding more compulsory courses may really be just one more way of eliminating students. We must have a satisfactory answer to these questions before the minister goes any further along the line.

Earlier, we referred to your insistence on the four complementary courses, drawn from outside the area of a student's concentration or specialization. We believe that



the post-secondary characteristics of the CEGEP are paramount, (which is to say that the student is, at least partially, starting to take control of his own training). One course per semester (with the exception of career students - four courses in six semesters) is a bare minimum below which it would be inappropriate to go. We say we want to favor the autonomous development of the student, and at the same time remove this single (relative) source of autonomy from his program. It is a contradiction with the basic principles underlying CEGEP education.

We are therefore opposed to the imposition, among other things, of a compulsory mathematics course. It would likely be drawn from the complementary courses of many students. Besides, just like other compulsory courses, it would be a way to eliminate students. We know that the failure rate in mathematics is relatively high. Forcing this upon students who are not particularly interested in the subject creates a serious handicap to the pursuit of post-secondary education. Nor has it been established that a mathematics course is any more useful today than a course in automobile mechanics, astronomy or constitutional law.

Concerning courses in the area of concentration or specialization, we believe that the present structures respond adequately to current needs. For the area of concentration, the college follows a scheme of courses proposed by the



minister; for the specialized courses, the state plays a more direct role, given that the courses are terminal and it is more necessary to guarantee a national standard (so that there is equality in job opportunities).

We really don't see how the proposals of the minister bring any improvement whatsoever; the autonomy of each college, even in the present structures, can and does, to a certain point, meet the decentralization which is the minister's stated aim. Since it could be a long, arduous debate to try to reach a direct correspondence between the number of credits defined by the state and the number defined by the colleges, we are of the opinion that the present arrangement is preferable to any change which would add unduly to the powers of the colleges.

In our opinion, the general programs without specialization (sans mention), as interesting as they may seem, imply certain risks to the national standards of the DEC. Indeed, if the general DEC without specialization becomes the choice of those who don't get a specialized DEC, the general diploma will amount to a kind of failure. In other respects, the obvious risks of overspecialization and the problems inherent in a scattered and disorganized instruction force us to object to the creation of this type of DEC. We consider that such education is at variance with the type of training that most completely develops the individual.



## INSTITUTIONAL PROGRAMS

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This chapter is the most uncertain, as well as being the shortest in the minister's proposal. It raises a number of questions. First of all, will these programs be open to young students and adults alike? If this is the case, a reduction in real accessibility to regular day education is to be feared. For economic reasons, students would tend to register for shorter programs instead of the regular ones, even if the latter are more valuable in the long run. Secondly, will they be short programs of further job training, or might they even be the equivalent of an institutional DEC, designed to serve strictly local needs, regardless of the individual's development? Finally, if these are programs for job training, who will request that they be set up? And for what purposes? What will be the structure of the academic orientation - the academic council, the departments concerned, or the DSP? We are brought back to our preoccupation with adult education. We repeat: it cannot be separated from the career training of young people, and hence, the question requires further study by the Jean Commission.

We must remind you, however, that few of the many indications of such programs seem to offer any improvement. There are already professional training diplomas, which serve the requirements of job retraining, in the proposal (and in the present academic regulations). If special training is required to operate a particular machine in a specific



factory, we think that the enterprise in question should provide the instruction itself - unless, of course, the government wants to use the educational system to indirectly finance business.

Because of these many questions, we object to such programs, and their dubious implications, in particular what would amount to a detraining of the work force in order to satisfy the particular interests of the business world.

#### CONCLUSION

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The proposal is unacceptable because it replaces the already excessive influence of the Ministry of Education with a new regime pedagogique, imposed by order-in-council. It is also unsatisfactory because it increases the authority of the DSP at the expense of the departments. Furthermore, it is unwise at present to augment the block of core courses and reduce the complementary offerings, even if this is done by adding the courses in history and economics - and this is not to insist on the total contradiction between the aims of the reform and the means proposed to reach them. As teachers, we must be wary of the effects of the multiple certification on college education and also, for the same reason we express serious reservations about the proposed definition of the adult student. The institutional programs and the perspectives of the institutional college diploma (DEC), and the DEC sans mention with its almost unlimited scope, offer too many risks with few apparent benefits.



Finally, all these reasons, added to the present and potential conflicts with the collective process of contract negotiation, force us to reject the proposal as presented to us, even though we are in basic agreement with its alleged objectives and certain of its recommendations.

Even if the present economic crisis, with the high unemployment and resulting budgetary constraints, lead to a reduction in the quality of education and the time spent in school, we can only remind you that a society's best long-term investment is the most thorough education for the greatest number of its youth. For this reason, it would be better to seek means to implement these basic principles concerning the rights of all Quebecers to an education:

- access to education for all who desire it
- a polyvalent education which permits
  - development of a critical approach
  - independence and mobility in the work place
  - adequate understanding of the society in which the student is growing up
- an equal quality of teaching for all

It is our role to propose objectives which, in our opinion, correspond to the interests of those for whom we work: the people of Quebec. It's also our role to speak out in favor of that which will help us reach these objectives, and against that which will hinder these aims.







# WHYS AND WHEREFORES OF THE VOCATIONAL TRAINING ISSUE

## VOCATIONAL TRAINING FOR ADULTS

According to the 1971 statistics, 75% of the adult population had either never taken a vocational training course or had done so for less than a three-month period. For workers—both male and female—technological innovations, the decline of traditional sectors such as the leatherworking, footwear and textile industries, and plant closures result in dwindling job security, the devaluation of their skills, unemployment and generally increased difficulty in making ends meet. Vocational training is one of the ways in which workers can protect themselves against some of the negative effects of economic fluctuations. This is especially true in times of economic crisis (see reports from the Institut canadien d'éducation des adultes).

Vocational training is therefore both a necessity and a right. Although advances in adult education have been made and must be consolidated, it is time to elaborate new demands that will bring us closer to our objective of free access to the kind of educational and training programs that meet the true needs of workers.

## THE JEAN COMMISSION: AN OPPORTUNITY FOR FAR-REACHING DISCUSSION WITHIN THE CSN

In October 1980 the CSN's "Bureau confédéral" (on which all of the CSN's federations and "Conseil centraux" have representatives) decided to make submissions to the Jean Commission and recommended that all affiliates attend the Commission's regional hearings. The "Bureau confédéral" also set up a committee, with one representative from each federation and five representatives from the "conseils centraux", to prepare a preliminary brief and report back in December. These measures have opened up a debate that gives the CSN an opportunity not only to clarify its general principles on this issue, but also to come forward with concrete proposals for implementation.

The CSN committee on vocational training for adults (on which FNEQ has a representative) set to work drafting a position consistent with the needs and interests of the various groups of workers — in construction, steel working, textiles and pulp and paper (industries where manpower and skill requirements are closely linked to technological change); in the education sector (which plays an important role in carrying out training programs) with its non-teaching professionals and support staff, and of course its teachers, whose traditions and status must also be reexamined in the light of this debate.

The CSN committee tabled the draft of its preliminary brief in December as planned. The document dealt only

with the first phase of the committee's mandate — the part relating to the movement's guiding principles and initial thinking on ways to apply them. After a long debate and numerous amendments, the "Bureau confédéral" adopted the draft and asked the committee to complete the second phase of its work by coming up with a more concrete action program.

## CSN BRIEF PRESENTED TO THE JEAN COMMISSION IN JANUARY

When it submitted its preliminary brief to the Jean Commission in mid-January, the CSN explained that discussion was still going on in its ranks as to practical recommendations and that it would present its proposals at a later date.

The brief starts with an appraisal of the evolution of Quebec's education system since the 1960's and goes on to outline a list of demands on the various aspects of vocational training: program objectives, non-institutional community-oriented educational programs, union education, the role of the public school system and research institutes, educational leaves, etc.

## OBSERVATIONS ON THE EDUCATION SYSTEM AS IT NOW EXISTS

The corner stone of the Parent Commission's recommendations in the early 1960's was equal opportunity for all regardless of social background, to be achieved by equal access to educational resources. The reform based on the Commission's report has fallen short of its objectives.

It is true that at the elementary and secondary levels, many more young students complete their studies than was the case in the early 1960's. On the other hand, the selection process continues to stream students on the basis of largely socially acquired differences in intellectual ability and has perpetuated the traditional separation between the technical/vocational and general/scientific programs.

Likewise, the opening of the Cégeps did indeed give a significantly higher number of young students an opportunity to pursue post-secondary studies, but here again, students from middle — and upper — class families continue to outnumber those of working class background by far.

There is no doubt that the educational reforms was a major step forward for adults. The dramatic increase in resources available for education opened the door to rising adult enrollment. Nearly 700,000 adults — 15 percent of Quebec's adult population — take part in some educational activity or another every year. But the same phenomenon of unequal access for lower income



groups that we find for secondary school students applies to adults. The lower levels of education also correlate with higher levels of unemployment.

The reform has almost no effect on discrimination against women. Although adult women students are as numerous as adult males, the former make up 87% of the enrollment in non-credit sociocultural courses. At the Cégep level they are underrepresented in the vocational/technical options than those that are traditionally identified with "women's work".

Finally, the reform made no provision for the more marginal groups — native peoples, immigrants, the mentally and physically handicapped, prisoners, etc.

The economic context of the 1970's and '80's affected government spending priorities and the education system was hit with a series of anti-redundancy measures and cutbacks in budgets and personnel, despite the fact that the democratization process was far from complete. At the same time, the economic crisis brought about organizational changes in industrial labor, and business began demanding that something be done to supply a workforce better suited to its needs. While the reorganization was a source of increased alienation in the workplace, the danger arose that technical and vocational training would be subordinated to the profit motive and otherwise cater to ruling class interests by reproducing the existing social division of labor.

The CSN is seeking to counter these tendencies by fighting for education and training programs based on the individual and collective interests of the producers of social wealth.

For the CSN, one of the purposes of adult education is to compensate for already existing disparities, and programs should be directed toward those who are forced to leave school early. The CSN sees the priority areas as follows: the fight for equality between men and women — remedial efforts to help the undereducated — increased access for older people — in-job training — and — pursuit of the anti-illiteracy campaign.

### **VOCATIONAL TRAINING OBJECTIVES**

Vocational training must provide a general education that is not restricted to occupational requirements. It should include a wide range of subjects and keep abreast of technological and scientific advances. Its goal should be to make workers capable of organizing, taking initiatives, managing their work and their affairs,

reacting effectively to various kinds of constraints, traditional ways of thinking and responding and exploitative situations: of exercising their collective and individual rights and responsibilities, of understanding social and cultural change and of contributing to a more just and humane society.

Vocational training should not be seen as a means of regulating the supply of manpower and thereby limiting access to jobs. Nor should it be tributary to the interests of business or serve to reproduce the existing social division of labor.

The CSN sees the school system as the best place for this training to take place, and calls for the integration of adult education into the public education system along with a broad range of service specially adapted to the particular needs of adults.

### **NON-INSTITUTIONAL COMMUNITY-ORIENTED EDUCATION**

Schools are often too far removed from the daily reality of those who have already been forced to go to work before getting beyond the secondary level. It is not surprising that they cannot reach these same people today and that for many, the unions and community service groups have been the place where that have come to understand, through collective decision-making and action to change their working and living conditions, the workings of the realm of politics in which they had previously been passive spectators.

The role of all levels of the public education system should be first and foremost to support initiatives directed at furthering the process of democratization in education.

### **UNION EDUCATION**

Union education, carried out by union organizations, is both a right for all workers and an essential means for building a more just and democratic society. With this in mind, governments should follow UNESCO's suggestion by giving union organizations condition-free grants to enable them to set up educational programs.

### **THE ROLE OF THE PUBLIC SCHOOL SYSTEM AND RESEARCH INSTITUTES**

The schools, Cégeps, universities and research institutes that make up the education system are ser-



vices paid for by workers, and should logically serve the needs of workers, as should government and industry. If education is a basic right, and that is our premise, workers and their union organizations should have access to resources for educational and research activities that reflect the common problems and needs of workers.

This is the sense of the CSN's call to the public education system to set up education and research programs prepared in collaboration with the union movement.

## **EDUCATIONAL LEAVES**

The major obstacle to a more thorough democratization in education is one of financial means. But time and energy are also very real issues. Access to learning should not be possible only during leisure time or in the evening after work; such an arrangement penalizes most those who are the hardest and least fulfilling jobs and is especially discriminatory toward women, who more often than not face a second day of work at home. In this sense educational leaves would considerably help democratize education by removing some of the obstacles that discriminate against workers.

Educational leave should be a statutory right for all workers without exception. The leaves should apply, during regular working hours, to all types of training (off-the-job training, community-oriented and union education...). Trainees should not lose any of their acquired rights or benefits (seniority, vacation, fringe benefits, the right to return to a previously occupied position...) and be paid their regular salary.

## **RECENT DEVELOPMENTS AT FNEQ**

### **Preadult Vocational Training**

Last May FNEQ sent the Department of Education (MEQ) a brief that both questioned and commented on the MEQ's recently published plans for preadult vocational training.

In late September 1980, the MEQ published a second document on the subject to be used as a working paper for a symposium scheduled for early December. The symposium was supported to be the final step in the drafting of a MEQ policy statement. But the Department had meanwhile been taken to task by a broad spectrum of unions and community service groups claiming that

the MEQ was sidestepping the Jean Commission by drawing up its own vocational training guidelines.

The December Cabinet shuffle gave us a new Education Minister, Camille Laurin, who had been a sponsor of the Jean Commission and apparently intends to let the inquiry run its course before the MEQ defines its policy. It should also be mentioned that the MEQ's September document had not met with unanimous approval within the Department, and didn't, in Laurin's view, constitute a broad enough basis for the ongoing discussion he favors.

During the fall FNEQ sent copies of the MEQ's working paper to the local unions. In November the "Bureau fédéral" gave the "Conseil fédéral" its assessment of the importance of the issue and what kind response to the MEQ position would be appropriate.

Although the question now at hand concerns adult vocational training, it would be useful to keep the preadult dimension in mind so that we can come back to it in the near future.

## **VOCATIONAL TRAINING FOR ADULTS**

FNEQ is participating actively in the present discussion within the CSN on adult vocational training, and our "Bureau fédéral" has agreed that FNEQ will join the other federations in consulting its membership on the basis of the CSN's documents and follow the same timetable.

In November 1980 the "Conseil fédéral" decided to hold general assemblies before its next meeting. The "Conseil" meeting to be held in Quebec City in March 1981 is slated to discuss the adult vocational training question. This meeting should allow FNEQ to work out the positions that it will advance within the CSN. The CSN's "Conseil confédéral" (on which FNEQ has five representatives, including the Executive Committee) is supposed to meet in early May to decide what demands the CSN should put forward to concretize our general principles on the question.

And finally, the Jean Commission will hold three days of national hearings in May during which all interested parties are invited to discuss the Commission's findings. The CSN intends to take this opportunity to defend the positions adopted by the May "Conseil confédéral" meeting. The dossier you are about to read has been



prepared by FNEQ to present the CSN's tentative positions. FNEQ's "Bureau fédéral" studied the documents when it met in mid-February and recommends that our general assemblies discuss and vote on them.

### **A DEBATE OF PARTICULAR IMPORTANCE TO TEACHERS**

During the last round of negotiations we fought for the integration of adult education into regular daytime teaching. The idea was to ensure that adults receive an education of the same quality as that of regular students and have access to the same services and resources. All we succeeded in winning were a few additional guarantees for some adult education professors.

The integration demand caused quite a stir in a lot of assemblies. The response was enthusiastic, and we will undoubtedly be discussing it again when we begin drafting our proposals for the 1982 collective agreement talks.

Professors are not the only ones in the union movement to be interested in the idea of integration. The right to vocational training and union education that effectively meet workers' needs is now becoming an issue for the union and community services movements as a whole.

It is obvious that any working adult who decides to "go back to school" is quite capable of defining his or her needs and course objectives. The needs of young students are quite different. While the latter must acquire a more general education that prepares them for their first job, adults generally start studying again to improve their skills for jobs they already have, or to change careers while building on their past skills and experience. Adults relate to teachers, guidance counsellors and other educational staff on another level altogether.

Workers' demands around their involvement in and the limits to control over the educational process as it affects them raise a number of questions about the traditional teacher-student relationship.

Although we have no intention of relinquishing the hardwon autonomy of the instructor in the various aspects of teaching, we do want to put our heads together with others to find ways of concretizing our long-held principle of an education system that serves the interests of workers.

The debate before us is a challenge to professors to reconcile their interests — and the relative autonomy necessary for quality education — with those of all workers, who have a right to an education that addresses their needs.



# CSN Platform on Adult Education and Vocational training revised by FNEQ and submitted to the membership

1. The CSN defends the principle that adult education should be free and open to all, at all levels of the education system.
2. The CSN maintains that one of the purposes of adult education is compensate for socially determined disparities, and should therefore give priority to adults who were forced to terminate their regular studies prematurely for one reason or another, and to the various disadvantaged groups in society.
3. The CSN sees the following education and training priorities:
  - the fight for equality between men and women
  - remedial efforts to integrate the undereducated, unskilled laborers, the unemployed and the handicapped, native peoples and all those who have been trained only for a specific task.
  - increased access for older people
  - in-job retraining
  - the pursuit of efforts to stamp out illiteracy

Given the numerous factors that restrict access to education for these social groups, training opportunities must be increased and criteria of eligibility for training programs and grants broadened.

4. Once a person qualifies as a potential returning adult student, trade-specific standards and experience must be eliminated as criteria for admittance, formal academic requirements must be relaxed via recognition of work experience, and subsidized further training courses must be opened up to all those who wish to qualify in another trade.

## Vocational Training

5. All adults should be able to acquire the training of their choice. Vocational training must not be used as a means of regulating the job market, without prejudice to such necessary mechanisms as placement, seniority, job security and classification, especially in the government-regulated trades.



6. Training plays too important a function for it to be confined and subordinated to the demands of the existing division of labor in society and in industry, or be considered as a mere technical adjustment to a given job designed to increase productivity.
7. Since training is a means by which workers can collectively and individually gain control over their working and living conditions, they must also be able to exercise some real control over the training they receive. Training must remain completely autonomous from business interests.
8. The CSN supports an all-inclusive approach to training, which it sees as a form of high-quality continuing education centered on the needs of workers and premised on the idea that work is an inseparable component of a worker's living conditions.
9. Training should be all-inclusive in the sense that it embraces both general and technical programs and breaks down the traditional barriers between the two closely interconnected areas of knowledge. In addition to their scientific and technological aspects, jobs have social implications that can only be fully understood through exposure to the social sciences.
10. Training should therefore include a wide range of subjects and be continually updated to keep pace of scientific and technological advances.
11. Beyond potential qualification in a given area, training should fulfill a number of other objectives:
  - to enable workers to organize, take initiatives, manage their work and their affairs, react to various constraints, traditional thinking and exploitative situations they are subjected to;
  - to enable workers to exercise their collective and individual rights and responsibilities;
  - to ensure that the scientific and technological information related to the chosen area is acquired in such a way that the worker is well equipped to carry out his or her duties;
  - to allow workers to understand social and cultural change, not merely so as to be able to cope with events, but also to play an active role in building a more just and humane society.

Vocational training must contribute to improving the quality of life at work.



12. Training programs must recognize and take advantage of the ability of individuals to adapt the knowledge and skills acquired in one area to another (for example, a metal worker would have little difficulty in grasping the use of woodworking tools). Practical training periods can also afford useful experience, provided they remain within the framework of educational programs.
13. Vocational training must address a number of problems common to all workers, and attempt to provide them with means of gaining a collective voice in deciding what is produced and how it is produced.

#### The Role of the Public Education System

14. The school system remains the vehicle most suited to the study of the inner workings and development of society's value systems and know-how. Workers and their organizations should have priority status as associates in planning on the part of public institutions of learning.
15. Adult education should be integrated into the public education system with the provision that services be adapted to the general and specific needs of adults, the unions and community service groups.
16. The government should encourage integration by terminating **adult** education grants to private institutions operating on a profit basis.
17. Adult education personnel in the public education system following integration must enjoy working conditions comparable to those of other educational workers, particularly with respect to hiring, job security, workload, professional development, salary and fringe benefits.
18. Public education must play a predominant role in order to safeguard broader learning objectives; to avoid learning in an isolated context, however, programs must be conducted with the collaboration of the adult students.

#### Non-Institutional Community-Oriented Education

19. Community-oriented education outside of the school system is a means of reaching people who have been unable to complete their regular education, and of allowing community service and union groups to contribute to the democratic development of society.
20. Union and community groups must have exclusive jurisdiction over all all aspects of community-oriented education.



22. The government's role in this area is to ensure that these groups are provided with:
- sufficient financial stability to permit rational planning and consistent program development (which cannot be done if programs are continually at the mercy of one government department or another)
  - full jurisdiction over programs.

#### Union Education

23. Union education is both a right for all workers and an indispensable tool for building a just and democratic society.
24. Unions must have full jurisdiction over the union education courses provided to their members.
25. The government must recognize the right to union education by granting union bodies adequate financial support and respecting the desire of workers to conduct their own educational activities without outside interference.

#### Coordination Between the Union Movement and Public Institutions of Learning and Research

26. The CSN stresses the need for education and research programs conceived for working adults and offered by the public education system in collaboration with the unions.

The CSN also calls upon the public institutions involved to recognize that union education falls under the jurisdiction of the workers' own organizations.

It follows from this that these institutions should be prepared to provide the union movement with teaching and research services for specific projects drawn up and carried out by the unions themselves.

27. The various components of the public education system must agree to the creation of a coordinating body with the CSN that would be solely responsible for administering programs in a way similar to the set-up already in operation at the University of Quebec in Montreal and the IRAT (Institut de recherches appliquées sur le travail).



28. Implementation of these programs should in no way infringe upon the rights or increase the workload of teachers or other employees in the various institutions. The unions concerned should be consulted on the use of personnel.
29. In view of government generosity toward professionals and corporations, these educational programs should definitely be financed by the government or the teaching institution involved. The CSN categorically rejects the idea of self-financed programs that would make workers pay twice for educational services to which they have a basic right.

#### Educational Leave: A Key to Democratizing Adult Education

30. Educational leave should be a statutory right for all workers without exception.
31. It must be possible to have an educational leave during normal working hours.
32. A worker on educational leave must continue to enjoy the rights and benefits of his or her job (seniority, vacation, fringe benefits).
33. A worker on educational leave must have the right to return to his or her previous job.
34. Workers on educational leave must continue to receive their regular salary from their employer. Other expenses should be paid for by the various levels of government.
35. Educational leaves must be available for all types of training (off-the-job training, union and community-oriented education, etc.).



**A  
PROGRAM  
FOR  
ACTION**



## Union Action On Vocational Training For Adults

The unions can begin taking action now by:

- 1) setting up organized educational and training activities in the local unions, federations and "conseils centraux" through the creation or education committees or the consolidation of those that already exist.
- 2) using these union committees to give public institutions input on needs and to submit specific projects.
- 3) attempting to set precedents by negotiating access to training in contracts, while continuing to press for legislation on educational leaves.
- 4) defining and negotiating the terms and conditions of training periods for specific jobs.



## The Importance Of Training

Demands around vocational training have to be directed at several levels as the same time. This is why the CSN not only fights for changes through our collective agreements, but also calls for action from the government and public institutions. Interest in training is hardly new at the CSN, but as the acquisition of new skills takes on more and more importance in our society, we have to redefine our positions and concrete proposals.

Importance  
of training  
for workers

The fast pace at which society is evolving requires a constant updating of knowledge and skills. Hence the importance that we attach to training, which is all the more crucial when we consider that workers should not only be able to understand technological changes, but also be in a position to control their development.

In some circles vocational training is already being viewed as a continuous educational process made necessary by the growing and varied needs of society both on the job and off. One of the indications of this phenomenon is that it has become increasingly difficult to make effective policy decisions without involving the individuals and groups concerned.

Working  
conditions and  
living  
conditions

Few things determine the way a worker lives more than his or her job and working conditions.

We spend a third of our lives at work. Our jobs govern our activities at least eleven months a year, dictate where we will live, set our standard of living, affect the state of our health and in some cases represent a serious threat to life and limb.

The work we do is far too important to the way we live for us to leave it up to management to decide how, when and where we will earn our living.

Training includes  
the study of  
working conditions  
and their  
consequences

One of the ways in which workers can move toward changing their working conditions is to start studying them in an organized fashion.



The study of working conditions is also a useful tool in the bargaining process.

Training based  
on the needs of  
workers

Attitudes on vocational training have to change. We want programs that are no longer defined by management and job requirements alone. When we say that workers must conceive and control their educational activities from beginning to end, we are implying that although the public education system can be used, its organization, methods and ideology should not predominate.

We see training as a collective rather than an individual process, and recommend that all CSN unions carry out an in-depth survey of the training needs of their members.

Because this view implies a global approach to all work-related matters (ranging from the organization of work and the technical understanding of the production process, health and safety, the social consequences of work, etc. to questions such as the situation of disadvantaged groups like women, immigrants, the handicapped...), and because it is centered on the daily experience of workers, several aspects of the educational process are bound to be affected. Among these there are:

- 1) access
- 2) control over the learning process
- 3) teaching methods
- 4) course recognition



## Vocational Training Priorities

In our brief to the Jean Commission, we looked at some of the inherent disparities and outlined what we saw as the priorities in vocational training:

- the fight for equality between men and women
- remedial efforts to integrate unskilled laborers, the unemployed and the handicapped, people who have not received minimal schooling and all those who have been trained only for a specific task
- increased access to training for older people
- in-job retraining
- the pursuit of the anti-illiteracy campaign

The education system should have the necessary resources and flexibility to be able to adapt these priorities to the particular situations of the adults involved.

## ACCESS

At the present time, access to training for adults may be restricted by a number of factors:

- a) financial considerations
- b) overlapping work and course schedules
- c) the absence of sufficient free time after work for most workers
- d) transportation problems between the workplace and training centers
- e) academic requirements



While we continue to press the various levels of government, the school boards, colleges, universities and other public institutions to making training more accessible, we can establish precedents that point in the right direction through our collective agreements.

We want the public education system to offer free courses that are realistically scheduled during working hours, on a province-wide basis.

In addition to these demands, we have to start negotiating contracts with:

Training clauses  
in collective  
agreements

training clauses that specify the conditions in which training will take place, and

make clear provision for educational leave.

And we must continue to campaign for:

Educational  
leave

legislation that sanctions education leaves.

When we speak of specific provisions for educational leave, we mean that:

- 1) This must be a statutory right for all workers without exception.
- 2) It must apply to normal working hours.
- 3) It must not affect the rights and benefits related to the worker's job (seniority, vacation, fringe benefits).
- 4) The worker must have the right to return to his or her previous job.
- 5) The trainee must be paid at his or her usual wage rate.
- 6) Employers should be responsible for paying trainees' salaries; the other costs of training should be underwritten by the various levels of government.



- 7) Educational leave policy should apply not only to all levels of general and vocational courses, but also to union and community-oriented education.
- 8) The involvement of the union federations in defining needs and monitoring programs must be recognized in order to protect the collective interests of workers.
- 9) All general and vocational training programs should be offered through the public education system.
- 10) Union organizations must have exclusive jurisdiction over union education.

Education  
& Training  
Fund

The budget for educational and training activities should be controlled by the union and funded by the employer at the rate of:

2% of the total payroll
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Another aspect of education that should be dealt with is the common experience of workers in the same workplace. Objectives and course content in this area should also be defined by the workers themselves, with the help of resource people if necessary.

Union Education and Training  
Committees

Union  
education  
& training  
committees  
in locals,  
federations  
and "conseils  
centraux"

Union education and training committees should be consolidated or created in the locals, federations and "conseils centraux" in order to:

- increase awareness among workers as to the importance and advantages of training
- get workers to investigate and discuss their working conditions as a step toward greater involvement in future contract negotiations and control over their working and living conditions
- define the terms and conditions of both the training periods preceding probation and in-job training



- draw up a list of priorities for training and educational leaves
- process applications for training and refresher courses
- decide on the uses and allotment of funds at its disposal and administer any grants for training purposes received by the company or institution in question
- relay, in both directions, discussions with the public school system on training needs
- poll the membership on their educational and training activities and needs
- secure resources from public educational services

#### Control Over Education and Training

Training  
controlled  
by workers

Whether it be a matter of programs that are simply seen as desirable or of technological changes that make a better knowledge of the production process necessary, all educational and training activities should remain under the control of workers.

In other words, workers must give themselves the necessary tools to participate in defining:

- objectives (what they want to get out of training)
- subjects and course content
- means and methods
- criteria for program evaluation
- course recognition

Effective control means that all of these points must be discussed whenever an activity is planned.



Input From Workers On  
Teaching Methods

We want the learning process to be centered on the user, and that can only be done if what is taught flows from his or her experience. The idea that the user controls the process inevitably affects:

"Adult  
Educators"

a) the role of the "adult educator"\*\*, who is no longer a professorial authority but a resource person and learning specialist who coordinates activities, participates in defining course objectives and content, suggests methods, takes part in evaluating results and prepares presentations adapted to the needs of the "students";

More Room  
For Discussion  
& Debate

b) the role of discussion and debate, which play a significantly greater part in order to encourage constructive criticism and the ability to relate facts to experience, and to break down the traditional teacher-student relationship so that the users' preoccupations can come to the fore;

c) the involvement of people from outside of the group who can help update and illustrate the ideas and information under discussion.

\*\* "Adult Educator" : Taken here as any person who plays an instructional role in active collaboration with those engaged in training activities.



## The Role Of The Public Education System

The public education system is paid for out of the pockets of workers, and its role should be to provide them with material (classroom space, equipment, etc.) and human (teachers, teaching assistants, documentation and counseling services, etc.) resources.

We will continue to push for a whole range of specific services from the school boards, colleges and universities that meet the needs formulated by adults, community service groups and unions.

We advocate the integration of adult education and training into the public education system

so that these programs will not be overly dependent on private schools, grants to companies that are subject to outside conditions, programs or courses offered by public institutions but under the control of business interests; we also want to make sure that this area is not sidelined, exempted from general requirements as to quality, critical autonomy with respect to the ideology of business, and normal working conditions for staff.

### Recognition

Should adult education and vocational training rely on the same system of course recognition as the one used for regular public education programs?

### Training For A Specific Job

Now that we have distinguished adult education and training as being related not to a given job, but to the working adult and the broader questions that affect him or her, we still have to consider the need for a period of adaptation to a new job or to changes within the same job.



Defining and negotiating conditions for training for a specific job

This period, during which the worker has an opportunity to become familiar with company equipment, organization, special requirements, safety regulations, and so on, should be the financial responsibility of the employer. Clauses in the collective agreement should provide for the practical details (duration, etc.).

The training period should precede the probation period generally recognized in collective agreements, and remain distinct from the latter. Since concrete conditions vary greatly, the collective agreement is the most appropriate tool for establishing workers' rights in this respect.

### CONCLUSION

To reach the overall objectives outlined above, all unions should begin by fighting for contract clauses that:

- provide for educational leaves
- define the union education and training committee, its responsibilities and its resources
- define the conditions for training for a specific job

It goes without saying that concrete means such as these depend on the desire of individual workers to gain control over their working and living conditions. They are nevertheless made necessary by the collective nature of the educational effort without which that goal cannot be attained.



## References

- (1) Mémoire de la CSN à la Commission Jean sur la formation professionnelle et socio-culturelle des adultes (February 1980)
- (2) Le protocole d'entente UQAM-CSN-FTQ sur la formation (brief submitted to the Commission d'étude sur la formation professionnelle et socio-culturelle des adultes)
- (3) L'inflation des diplômes, Daniel Campeau, published by the Conseil supérieur de l'éducation (1980). (A document on the significance of public education certificates and degrees on the job market)
- (4) Activités éducatives tendant à éclairer le jugement des citoyens (published by the World Confederation of Labor and the World Confederation of Teachers' Unions, this document, this document presents a general pedagogical approach based on open discussion and interaction between the classroom and the surrounding social milieu. Mainly directed at secondary schools, but ideas pertinent to other levels as well)
- (5) Pour une démocratisation de l'éducation des adultes, Institut canadien d'éducation des adultes, October 1980 (a collection of dossiers on the major questions in adult education: equal access for adults, public adult education, vocational training, paid educational leave, community-oriented education, literacy drive, etc.) The CSN subscribes to the ICEA.
- (6) Le congé-éducation: éléments d'une politique d'éducation aux adultes dans le contexte de l'éducation permanente, Conseil supérieur de l'éducation (an overall assessment of experiences in other countries. Very general treatment of the question) (1978)

### Management Positions On Vocational Training:

Pour une politique de la formation professionnelle de la main-d'oeuvre dans l'industrie de la construction au Québec, Office de la construction du Québec, October 1980 (section 1 deals with general policy on manpower, section 2 with applications in the construction industry in Quebec)

Developments in Technical and Vocational Training, UNESCO, 1979



# General action program for discussion and vote in local assemblies

## THE IMPORTANCE OF TRAINING

1. Winning access to education and training is one means by which workers can gain a more direct influence over their working conditions.
2. All CSN locals should carry out in-depth surveys of the education and training needs of their membership.
3. The priorities in education and training should be:
  - the fight for equality between men and women
  - remedial efforts to integrate unskilled laborers, the unemployed and the handicapped, immigrants, people who have not received minimal schooling and all those who have been trained only for a specific task
  - increased access to training for older people
  - in-job retraining
  - the pursuit of the anti-illiteracy campaign
4. The education system should have the necessary resources and flexibility to be able to adapt these training priorities to the particular situations of the adults involved.

## ACCESS

5. While continuing to press the various levels of government, the school boards, colleges, universities and other public institutions to make training more accessible, we can set precedents that point in the right direction through our collective agreements. We should therefore draw up standard training clauses that each union can negotiate when its contract comes up for negotiation.
6. The public education network should offer free courses that are realistically scheduled during working hours, on a province-wide basis.
7. Locals should try to negotiate education

nal leave clauses that are as detailed as possible.

8. As a province-wide organization, the CSN should continue to demand legislation sanctioning educational leaves.
9. All locals should try to obtain clauses setting up an education and training fund controlled by the union and financed by the employer to an amount equivalent to 2% of the total payroll.
10. All locals should try to obtain clauses recognizing a union education and training committee and specifying its responsibilities and resources.
11. Workers must give themselves the necessary tools to participate in defining:
  - objectives (what they want to get out of training)
  - subjects and course content
  - means and methods
  - criteria for program evaluation
  - course recognition

## THE ROLE OF THE PUBLIC EDUCATION SYSTEM

12. Vocational training for adults should be completely integrated into the public education system.

## TRAINING FOR A SPECIFIC JOB

13. Locals should try to obtain detailed clauses on conditions for training for a specific job.

## AND MORE GENERALLY

14. FNEQ should work to use teacher's contract negotiations as an opportunity to draw up a list of demands, with particular attention to the problems of access and control over the learning process.
15. The CSN should furnish its locals and federations with standard clauses on all negotiable aspects of the education and training question in order to achieve the highest possible degree of uniformity between collective agreements.



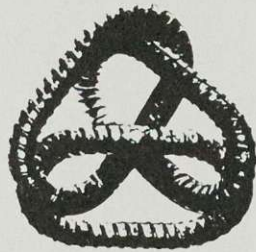








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