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**BY**

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**LEOPARDS IN THE TEMPLE: NOMINATED PUBLIC  
REPRESENTATIVES ON THE BOARDS OF PROFESSIONAL  
ORDERS IN QUEBEC**

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## ABSTRACT

The objective of the research was to describe the attitudes of the presidents of professional orders in Quebec towards the role of the nominated public representatives on the boards of professional orders. The goals were: first, to investigate this specific factor, which was described as a “precursor factor” in a decision-making process; and second, to explore the possibility of identifying other factors or criteria, which could be incorporated into a model of evaluation of a participatory process.

The literature of public participation on the boards of professional orders in Quebec is extremely limited and contains no references to the evaluation of the participation. The design of the study was exploratory, qualitative, to a large extent, in nature, and characterized by the flexibility and “eclecticism” in the data collection methods and analyses. During the period between December 2001 and February 2002, thirty-two presidents of professional orders were interviewed using a questionnaire developed for the purpose.

Generally, the presidents perceive the role of the nominated public representatives as instrumental or functional in relation to the administration of the order. In this perspective, the attitudes of the majority (27 or 84.38%) of the presidents participating in the study are characterized as positive. Three (9.38%) of the presidents perceive the role of the nominated public representatives as decision maker, while nineteen (59.38%) believe the nominated public representatives influence the decisions of the board but not in a decisional capacity. A further five (15.62%) believe the nominated public representatives influence the decision of the board, but the influence is mostly from the symbolic function of their presence. Conversely, three (9.38%) presidents see the role of the nominated public representative as “adding noise to the decision-making process without, however, affecting it.” Finally, two (6.25%) of the 32 presidents believe the nominated public representatives have no influence in the administration of the board or in decisions making.

Although there would appear to be no systematic approach for process evaluation, the results of the study would indicate two possible “precursor factors” worthy of investigation: the stage of development of the participatory process; and, the expectations of the individuals involved in the process.

## RÉSUMÉ

L'objectif de cette recherche était de décrire les attitudes des présidents des ordres professionnels du Québec envers le rôle des représentants du public nommés au Bureau des ordres professionnels. Les buts étaient, premièrement, d'investiguer ce facteur spécifique, envisagé comme un élément important. En deuxième lieu, il était question d'explorer et d'identifier d'autres facteurs ou critères susceptibles d'être incorporés à un modèle d'évaluation du processus participatif.

Ce double but se veut une rampe de lancement propre à orienter la recherche. Tels quels, ces buts sont établis en dépit du fait que le recensement des écrits concernant la participation du public au Bureau des ordres professionnels est très limité. En dépit du fait, également, que ce recensement ne contient aucune référence relative à l'évaluation de ladite participation du public.

La méthodologie de cette étude était surtout exploratoire et en grande partie qualitative, à même une collecte de données et une analyse aussi flexibles qu'éclectiques. Dans cette perspective, de décembre 2001 à janvier 2002, 32 présidents d'ordres professionnels ont été interviewés à même un questionnaire préparé à cette fin.

En général, les présidents perçoivent le rôle du représentant nommé comme celui d'un administrateur fonctionnel et « instrumental. » Ainsi, la majorité des présidents (27 sur 32) peut être vue comme ayant une attitude positive. Mais c'est une minorité (3 sur 32) qui perçoit ce rôle comme vraiment décisionnel. Aussi, 19 le perçoivent comme susceptible d'influencer les décisions du Bureau sans être décisionnel pour autant. Ajoutons que cinq croient que le représentant du public peut influencer les décisions dudit Bureau, mais estiment que cette influence est tout au plus symbolique. À l'opposé, trois présidents voient le rôle de ce représentant comme celui d'un « faiseur de bruit » sans influence manifeste. Enfin, deux de ces 32 présidents estiment que le représentant en question n'a aucune influence sur le processus administratif ni sur les décisions qui s'ensuivent.

Aussi, malgré qu'il n'y ait aucune approche systématique de l'évaluation du processus en cause, les résultats de la présente étude indiquent deux facteurs qui méritent une attention particulière. Le premier concerne l'étape de développement du processus participatif. Et le deuxième porte sur les attentes des individus impliqués dans ledit processus. Enfin, fortes de conclusions déjà significatives, les recherches valent d'être poursuivies.

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## **LIST OF ABBREVIATIONS**

<b>CLSC</b>	Centre local des services communautaires
<b>DEC</b>	Diplôme d'Études Collégiales
<b>EPA</b>	Environmental Protection Agency (US)
<b>LCSCs</b>	Local community service centers
<b>NPR</b>	Nominated public representatives
<b>OPQ</b>	Office des Professions
<b>QIC</b>	Québec Interprofessional Council
<b>US</b>	United States
<b>UQAC</b>	Université du Québec à Chicoutimi

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## **INTRODUCTION**

It was within the reforms of the Quiet Revolution that the government of Quebec undertook to modify the organization and power of professional corporations. The *Code des Professions*,<sup>1</sup> which came into force on February 1, 1974, legislated the participation of the public in the decision-making processes of professional corporations. The presence of nominated representatives of the public on the boards of professional orders was intended to result in an opening up of professional corporations to the public needs and interests and to assuage corporatism.

René Dussault, the legal advisor on the Commission of Enquiry on Health and Social Welfare<sup>2</sup> and subsequently the first president of the Office des Professions du Québec, made the following reservation concerning the mechanism of public participation on the boards of professional orders (Dussault, 1974a, p. 4):

Le succès de ce mécanisme de participation du public à la direction des corporations professionnelles dépend en bonne partie de l'accueil que réserveront les corporations professionnelles aux administrateurs "externes". Car, il faut bien le rappeler, ce n'est pas tout de modifier les lois et les structures, encore faut-il que ces modifications s'accompagnent de changements correspondants dans les attitudes et mentalités.

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<sup>1</sup> L.R.Q., c. C-26

<sup>2</sup> Castonguay-Nepveu Commission

The objective of the research was to describe the attitudes of the presidents of professional orders in Quebec towards the role of the nominated public representative on the boards of professional orders. The attitudes of the individuals involved in a decision-making process are assumed to be one of a number of different “precursor factors” that influence the process. The intent of the research was first, to investigate this specific factor and second, to explore the possibility of identifying other factors or criteria that could be incorporated into a model of evaluation of a participatory process.

In order to situate the reader, it is important to note that the research is exploratory in nature. The decision to center the research on the attitudes of the presidents of the professional orders, rather than the attitudes of the public representatives, or the attitudes of the public administrators, was made with this in mind.

The present research, which is exploratory and qualitative in nature, is characterized by the flexibility and “eclecticism” in the data collection methods and analyses. Several literatures were relevant to the research: evaluation, social psychology, sociology, the history of the profession, and participation. The literature pertaining to public participation on the boards<sup>3</sup> of professional orders in Quebec is extremely limited, however, and contains no references directly to the evaluation of the participation of the public on the boards.

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<sup>3</sup> The board is called “Bureau” in French. The board is not the same as the executive council or the administrative committee. The board is composed of: (1) a majority of directors, members of the order, elected from different administrative regions; and, (2) a fixed number of public representatives, nominated by the Office des Professions.

In the first chapter, the rationale of the research is exposed, the research problem is stated, and the different concepts of the research, namely, participation and attitude, are defined. The problems of an evaluation of the participatory process on the boards of professional orders are discussed. A limited number of examples of empirical research and of evaluation of public participation in the fields of health care and social services in Quebec and professional regulatory boards in the US are presented.

In the second chapter, the socio-political context in which the emergence of the mechanism of participation of the public on professional boards took place is discussed from the perspective of state expansion, changes in civil society, and the emergence of popular movements. In the second section of the chapter, the role of the public representative is outlined and a limited profile of the nominated public representatives on the boards of professional orders is detailed.

In the third chapter, the methodology of the research is outlined and the results of the data collection are presented.

Finally, in the fourth chapter, the results of the research are discussed and avenues for continuing research are considered.

Throughout this thesis there are numerous references attributed to M. René Dussault. It is with respect for a man who dedicated his professional life to the service of the people of Quebec that his speeches and texts were taken as a valuable and reliable source of information.



## **CHAPTER 1**

# **PUBLIC PARTICIPATION ON THE BOARDS OF PROFESSIONAL ORDERS IN QUEBEC**

## **1.1 Introduction**

The first chapter exposes the reflection made on the subject of evaluation of public participation on the boards of professional orders in Quebec that led to the formulation of the research question. The question to be answered by the research, including the limitations and relevance of the research, is stated. In the second part of the chapter the definition of the different concepts, specifically, participation and attitudes are provided. Finally, the many problems inherent in an evaluation of the participation of the nominated representatives on the boards of professional orders are discussed with the intention of bringing together the different concepts of this research.

## **1.2 Reflection on the Subject of Evaluation of the Participation of the Nominated Public Representatives on the Boards of Professional Orders**

On February 11, 1975, René Dussault, the first president of the Office des Professions du Québec, gave a speech entitled “La participation des citoyens à l’administration publique: une réussite ou un mythe?” to the nominated public representatives. Dussault remarked that a new word had been added to the “québécois” vocabulary: participation. He noted that participation, although more than a slogan, had not yet become a habit in the Quebec culture (Dussault, 1975a). What did participation mean?

(NPR)<sup>4</sup> on the boards of professional orders<sup>5</sup>. The report of the Castonguay-Nepveu Commission (Québec (Province), 1970, p. 38) stated:

Si les ordres professionnels doivent devenir les mandataires de la société (services publics), il n'est que normal que des représentants de la collectivité (les usagers des services, si possible, ou du moins la population en général) et des pouvoirs publics (administration de l'État) siègent au conseil de ces ordres. La délégation de pouvoirs politiques postule évidemment un tel élargissement de leur composition.

Anyone proposing an evaluation of public participation on the boards of professional orders is confronted with a number of questions: Why evaluate? What must be evaluated? How is the evaluation to be accomplished? By what criteria should it be evaluated? The fact that evaluation of the process of participation on professional regulatory boards is difficult is apparent by the paucity of documented empirical examples.

Evaluation of social programs may be categorized into three primary forms: summative, formative, and impact. The form of an evaluation is determined by the purpose of the evaluation itself: assessing satisfaction, improving programs, or measuring long-term results. Various types of measurements used in the evaluation are usually divided into five classes: inputs, process, outputs, outcomes, and impacts. Evaluation of a participatory process would logically concentrate on how the participation takes place (process evaluation) or assess the results of the process (outcomes).

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<sup>4</sup> Nominated public representatives are also called "external members," "nominated administrators," "public representatives," and "directors." In this thesis the term "nominated public representatives" (NPR) is employed.

<sup>5</sup> In a number of references the word "corporation" is used. Since 1990 the term "order" has been adopted.

Because there appeared to have been few attempts to evaluate this specific process of participation (nomination of directors to professional regulatory boards in Quebec), the decision was made to focus the research on how participation takes place (process evaluation), or more precisely, factors that influence process. According to Thomas Webler<sup>6</sup> there are preconditions that shape the performance of process (e.g. preexisting level of conflict, attitudes, beliefs). He advised considering how precursor factors come into play when evaluating the process.

If attitudes were assumed to be a precursor factor that affects process, it would be reasonable, first of all, to determine the nature of the attitudes of the individuals involved in the process. A further aspect to be addressed concerns the population to be studied; or more to the point, whose attitudes are to be examined? The different groups involved directly on professional boards in Quebec can be identified as the NPR and the elected professional members. The attitudes of the presidents of the boards were examined for two reasons: first, for simple economy, since the number of presidents represents a smaller group to study, making it possible to include all the presidents of professional boards in the study, thus eliminating any need to determine a sample population; and second, because it was believed that the presidents were representative of the larger group of elected members on professional boards.

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<sup>6</sup> Personal communication (electronic correspondence) with Thomas Webler 6/12/2001. See references in Bibliography: Renn, O., Webler, T. A. and Wiedemann, P. (eds.); (1995) Tuler, S. and Webler, T. (1995); Webler, T. (1995); Webler, T., Kastenholz, H. and Renn, O. (1995); Webler, T. and Tuler, S. (2000)

### **1.3 Research Question, Objective, and Relevance of the Research**

#### **1.3.1 The Research Question**

The research presented in this thesis focuses on the following question: What are the attitudes of the presidents of professional orders in Quebec towards the role of the nominated public representatives on the boards of professional orders?

#### **1.3.2 Objectives of the Research**

The objective of the research was to describe the attitudes of the presidents of professional orders in Quebec towards the role of nominated public representatives on the boards of professional orders. Since there have been few, if any, attempts to evaluate public participation on the boards of professional orders in Quebec and it would appear that a model of evaluation of the process does not exist, the goals were: first, to investigate this specific factor; and second, to explore the possibility of identifying other factors or criteria that could be incorporated into a model of evaluation of a participatory process.

#### **1.3.3 Relevance of the Research**

A strong culture of public participation has developed in the environment, health care, communication, energy, and transportation sectors. Although there is a vast literature on the subject of public participation, much of it is concentrated on environmental risks and the health care sector. Public participation in the environmental sector does not necessarily mean the same as participation in the education, health, or financial sectors. Public participation in the environmental sector has increasingly been associated with the concepts of conflict resolution and alternative dispute resolution (Renn, Webler & Wiedemann,

1995). In the health care sector, however, participation is often coined with the notion of “empowerment” (Charles & DeMaio, 1993). The goals of participation are not necessarily identical in different sectors, and various models of participation have been presented for different purposes.

Although there is a large literature of the theoretical considerations of participation and mechanisms of participation, little research has been done in order to provide a method of evaluation of the participatory process itself. According to a report from the National Research Council (1996, p. 76) in the US, “There is little systematic knowledge about what works in public participation. Governments, having created specific public participative processes, rarely report the results of their efforts.”

Nominated public representatives on professional boards are non-elected, remunerated individuals. The presence of NPR on the boards of professional orders is presented as a means of ensuring “public protection” and an “opening-up” of a milieu that had, until the 1960s, functioned behind closed doors (Dussault, 1975, p. 12). How effective are public representatives in their role? What mechanisms of accountability exist? What exactly are the expectations and attitudes of individuals involved in the process of participation? These questions need to be answered in order to develop a theory of participation.

The overall relevance of this research can be summarized by the comments made by Webler and Tuler (2000, p. 591):

Further study of people's normative beliefs concerning participatory decisions making in different case contexts is badly needed. Bringing expectations of actual participants of public participation processes to light is an important step forward in the development of a general theory of public participation.

From a practical point of view, if increasing public participation in planning and policy making is to be advocated, studying the means (e.g. nomination) and structural organization necessary to ensure effective and efficient participation processes becomes necessary. There is a growing conviction that measuring efficiency and effectiveness is one way to improve performance (Pratchett, 1999; Straight, 2000; Rowe and Frewer, 2000; Renn, Webler and Wiedemann, 1995; Chess, 2000).

Participatory democracy, if considered more than an abstract theoretical concept, necessitates a concrete and practical model of application. D. Vindasius (1976, p. 23) described the dilemma confronting administrators:

Au cours des dernières années, on a écrit beaucoup de choses sur le «pourquoi» de la participation du public. La plupart des planificateurs et de ceux qui prennent les décisions ont à cet égard des convictions si profondes, que les déclarations sur l'intégration de la participation du public au processus de la planification sont devenues aussi communes que la maternité et les tartes aux pommes. Mais le «comment» donne lieu à beaucoup de déceptions.

George Bernard Shaw's much often quoted remark that "all professions are conspiracies against the laity" exemplifies the perspective of much of the sociological studies of professions. The sociology of the professions has been dominated by a conspiracy view that professions were powerful, self-interested, economic cartels (Hurd,

1973; Johnson, 1972; Larson, 1977). Since the 1980s, this view has been questioned (Evetts, 1998; Burrage & Torstendahl, 1990). According to Evetts (1998), the sociology of the professions of the period prior to the 1980s is flawed in that the demand-led theory of professionalism needs to be complemented by an understanding of the supply side.

Finally, comprehension of the dynamics of the professional system of Quebec relies on an in-depth study of each individual unit of the system. Nominated public representatives, although perhaps the smallest unit in the system is an important element in understanding the whole system.

#### **1.4 Public Participation**

A litany of authors, from Aristotle, Hobbes, Locke, Rousseau, Burke, to Tocqueville have used the term “public participation” in spite of a lack of consensus as to its meaning. Public participation has been defined as a tripartite communication process (Roy, 1998), as involvement (Wang, 2001), and even as one of the key administrative issues confronting decision makers (Stern & Fineberg, 1996).

Any consensus as to the meaning of participation is as likely in one case as it is in the other. Public participation has been promoted as being in the public interest or for public protection. It has been theorized that public participation is a means of reflecting public will and ensuring public order. Both functional and dialectic views of systems of government and social order only add to the impression that differentiation in explanations of the purpose of public participation is a game of double jeopardy.



The concept of public participation is paradoxical, contradictory, and perhaps even defies any consensus as to its meaning. Cole (1974) discussed participation from the point of view of its philosophical origins:

In fact, as a philosophical idea, citizen participation is a product of two schools of academic thought: the sociological view concerned primarily with the effect of the loss of community on society as a whole; and the political science view concerned mainly with the effects of nonparticipation on the individual's psychological and educational development.

The next section of this chapter gives the definition of participation to be accepted in this research. Following the discussion of the goals of public participation on the boards of professional orders, the theorized advantages and disadvantages of the presence of public representatives on professional regulatory boards are enumerated.

#### **1.4.1 Definition of Public Participation**

Public participation is considered by participatory (or direct) democratic theories as being the very core of democracy, thus the much often coined term “participatory democracy.” However, the term “public participation” could be considered as somewhat paradoxical, perhaps Kafkaesque. Tocqueville, (1862, p. 341-342) noted the following paradox:

It must not be forgotten that it is especially dangerous to enslave men in minor details of life. For my own part, I should be inclined to think freedom less necessary in great things than in little ones, if it were possible to be secure of the one without possessing the other... The democratic nations which have introduced freedom into their political constitutions, at the very time when they were augmenting the despotism of their administrative constitution, have been led into strange paradoxes. To manage those minor affairs in which good sense is all that is wanted - - the people are held to be unequal to the task; but when the government of the country is at

stake, the people are invested with immense powers; they are alternately made the playthings of their ruler, and his master - - more than kings, and less than men.

The paradox described by Tocqueville closely approaches contradiction. The contradictions and inherent paradox of democracy have been discussed by a number of authors. Mouffe (2000, p. 5) perhaps came close to explaining the paradox: "...liberal democracy results from the articulation of two logics which are incompatible in the last instance and that there is no way in which they could be perfectly reconciled." In a liberal democracy, the idea that it is legitimate to establish limits to popular sovereignty in the name of liberty cannot be contestable. Hence, its paradoxical nature.

Perhaps nowhere else are the multiple facets of this democratic paradox better exemplified than professional licensing boards. The paradox is that on the one hand the public is seen as being in need of protection from the professional, and, on the other hand, the same public is given the role of director or administrator on licensing boards and considered to have the ability to regulate the practice of the professionals.

Rouder (2000) examined the role of the public in professional regulation and asked why, and under what conditions, the "feeble" (the public) should be allowed to construct the system of the more capable (professionals). He suggested that it is not necessarily disjunctive that on the one hand the citizen is considered an "idiot" in need of protection from his or her professional and, on the other hand, is considered capable enough to be a "linchpin" in the professional system. Rouder believes it is highly possible that individually a person may be incapable of competent and rational behavior in order to protect himself or herself and at the same time be able to contribute positively to sound - and, at times,

inspired - group decision-making. Roudier postulated this thesis as the “aggregate idiot phenomenon,” and supports it in the work of Condorcet, social choice theory, and group behavior theory.

A number of authors have proposed various classifications and typologies of participation including “pseudo-participation,” “mere tokenism,” to “collaborative partnerships” (Arnstein, 1971; Pateman, 1970; Rowe & Frewer, 2000; Renn, Webler & Wiedemann, 1995; Fischer, 2000; Cole, 1974; Chess, 2000). Dussault (1975, p. 3) distinguished three mechanisms for public participation in the field of public administration: representation by election, consultation, and direct participation. Public participation in the modern western societies has come to mean usually nothing more than voting in elections. Direct participation is often synonymous with consultation, and, frequently, there is no distinction made between the two.

The research paper prepared for the Task Force on the Future of the Canadian Financial Services Sector, presented by Jean Roy in 1998, *Mechanisms for Public Participation in Economic Decision-making*, offered a definition of public participation given by the United States Environmental Protection Agency (EPA) (Roy, 1998, p. 8):

Officially speaking, EPA uses the term “public participation” to denote the activities where permitting agencies and permittees encourage public input and feedback, conduct a dialogue with the public, provide access to decision-makers, assimilate public viewpoints and preferences, and demonstrate that those viewpoints and preferences have been considered by the decision-makers (see 40 CFR 25.3 (b)).

“The public” in this case refers not only to private citizens, but also representatives of consumer, environmental, and minority associations; trade, industrial, agricultural, and labour organizations; public health, scientific, and professional societies; civic associations; public officials; and governmental and educational associations (see 40 CFR 25.3 (a)). When one considers “the public” in this broad sense, *public participation can mean any stakeholder activity carried out to increase the public’s ability to understand and influence the RCA permitting process.*

In this definition, there is a distinction made between the “public” and the “decision makers.” Roy (1998, p. 8) subsequently used “consultation” as a synonym for participation and claimed, “There is an awareness and a positive and proactive attitude within the public sector in general towards public participation in collective decisions.” As to the scope of public participation, Roy (1998, p. 10) asked, “Should the public also participate in individual decisions which involve applying policies to specific cases?”

According to Webler (1995), although participation is valued, presently it is more of a “watchdog” activity rather than a means to liberate citizens from poverty, exploitation, and injustice. In a similar line of thought, Fischer (2000) observed, “Although democracy remains an ideal, the prospects of meaningful citizen participation in an age dominated by complexity and expertise are neither clear nor obvious.” Among a number of other authors with similar concerns, John Dewey (1927) and Jürgen Habermas (1987) questioned the reliance on expert and professional knowledge to solve problems. Dewey’s concern was the increase in number of public policy experts who seemingly were increasingly becoming less and less accountable to the ordinary public.

In a somewhat different perspective, Abraham and Sheppard (1997) argued that the acceptance of the merits of public participation is not universal and participation is often more used as a symbol of an expanded democracy, e.g. for optics, than for the real purpose of contributing to the decision-making process. The rational-administrative perspective considers the goals of consultation and participation more as an educational process of the public in order to legitimize and to gain acceptance of decisions, policies and programs.

A number of other authors are more blunt in their evaluation of public participation in decision and policy-making processes. For example, White (1998, p.2) maintained that, "Participation as a form for democratic administration can appropriately be seen only as a defunct ideal." His argument was: "If we are to move beyond the fruitless melodrama of political participation, attention must be paid to more than just admitting people to the governance process and letting them talk about normative issues." According to the argument made by White, attention must be paid also to *how* people talk.

Ortin Renn, Thomas Webler and Peter Weidemann (Renn, Webler & Wiedemann, 1995, p. 2) defined public participation as "...forums for exchange that are organized for the purpose of facilitating communication between government, citizens, stakeholders and interest groups, and businesses regarding a specific decision or problem." This definition excludes activities such as serving as governmental officials.

The definitions provided by Ethier and Castonguay would seem to approach the context of participation by the mechanism of nomination. Ethier (1977, p. 121) defined participation as:

Participer, c'est prendre part au pouvoir; c'est avoir son mot à dire dans les décisions, dans les actions à entreprendre, dans la réalisation de ces actions.

Castonguay (1983, p. 73) defined participation as:

Participer, c'est avoir la possibilité d'influencer la prise de décision et le déroulement de l'action dans une organisation.

In order to reflect the nature of the proposed relationship between the different elements of the theoretical framework in the present research, the definition provided by Ethier will be adopted. Participation is defined as:

Taking part in the power; it is to have a say in the decisions, in the actions to be taken, and in the realization of these actions.

The suggestion is that the normative significance of public participation is not to be found in its mechanical application for policy formation but more in its transformative implications.

#### **1.4.2 Goals of Public Participation on Professional Boards**

There was little direction about what the term “public participation” should actually mean on professional boards in Quebec, and there would appear to be no framework given for describing its key dimensions. The role of the NPR on professional boards was loosely cloaked in a rather esoteric language: to temper the autonomy, from the inside, of professional orders (Dussault, 1974c); to expose to some examination and discussion the decision-making of professional bodies (Dussault, 1974c); to participate in the decisions made by professional agencies (Dussault, 1976c); to represent and promote the interests of the public (Dussault, 1975; 1976b; 1976c).

Dussault (1974a, p. 5) presented the role as collaboration:

Il est tout aussi important, par ailleurs, que le public ne conçoive pas le rapport entre ses représentants et la corporation professionnelle comme une épreuve de force mais plutôt comme une collaboration visant une direction plus équilibrée des corporations afin que les services professionnels répondent le mieux possible aux besoins de la collectivité.

Generally, the role of a public member on a licensing board is to regulate in the public interest rather than in the interest of the profession being regulated. According to Smith (1999), although all members of a professional board have this responsibility, public members have this as their sole purpose. However, as Gyslaine Desrosiers, (1997, p. 1) president of the Order of Nurses, admitted in an editorial in, *L'infirmière du Québec*, protecting monopolies is an important concern for professional orders, one that is often camouflaged behind the goal of protecting the public.

Licensing boards have been described as being anachronistic legacies of medieval guilds and as representing the worst form of paternalism. The assumption made is that the public does not possess the knowledge to judge the quality of professional services and is in need of protection by professional licensing boards. Furthermore, professional licensing boards are often presented as a non-democratic element in a political system founded on democratic principles. Cagle, Martinez and Richardson (1999, p. 736) described licensing boards as "...nonelected, state-sanctioned entities that are given the near exclusive political powers to define, to nurture, and to control not only how millions of citizens pursue their chosen livelihoods but even if they will be permitted to do so." Taken from this perspective, the presence of public members on licensing boards is nothing more than an attempt at increasing legitimacy of the boards.

In the past, some NPR on the boards of professional orders in Quebec have expressed the belief that their presence on the boards legitimizes and gives credibility to the regulatory practices of the boards. In 1984 the OPQ consulted a number of different groups concerning the functioning of the professional system. According to a number of the NPR consulted, their presence on the boards of professional orders gives meaning to the principle of autonomous administration of the orders and confers credibility on the entire professional system (OPQ, 1984, p. 20).

Smith (1999, p. 4) outlined the advantages and disadvantages of the presence of public members on professional regulatory boards.

Advantages :

- Reduces the potential for decisions that favour the profession.
- Reduces the potential for decisions that favour one faction of the profession over another.
- Institutionalizes public participation in decision-making.
- Decreases public suspicion and increases confidence and trust in the professional board.
- Expands the range of skills and perspectives for higher quality and more creative action.
- Achieves a balanced discussion, including an examination of the “givens” of a profession.
- Enables the average citizen to address the board.
- Enhances credibility respecting decisions and public advocacy.



Disadvantages:

- Public members may be intimidated by professional members' experience in the field.
- Public members may impede governing activity if technical issues are not understood.
- Split public/profession votes or conflicts may polarize decision making to the detriment of the entity.
- There may be fewer motives for participation because professional self-interest motives are lacking.

A number of authors have discussed the goals of public participation on a more general level. Fischer (2000, p. 2) claimed that participation contributes to three important goals: first, participation and its normative rationale, deliberation, give meaning to democracy: second, participation contributes normatively to the legitimization of policy development and implementation; and third, participation contributes to professional inquiry by providing knowledge that is inaccessible to more abstract empirical methods. Fischer provides an original argument, based on epistemology, for increased public participation.

According to Wilpert (1984), the importance of public participation can be considered on three different levels: individual, organizational and societal. On the individual level, participation is an essential factor in the formation of the personality and self-identity. On the organizational level, participation is presented as either a fundamental principle of any organization or as a means to an end (e.g. social technology). On a societal level, both democratic and conflict theories present participation in its transformative role.

There is some disagreement about whether public participation should be seen as a means to other goals or as an end in itself. Charles and DeMaio (1993) discuss at length the implication of this disagreement for the adoption of an evaluation model of participation. If public participation were accepted as an end in itself, "...decisions made by lay individuals through this participatory process would be regarded as legitimate, because such decisions emanate from a participatory process which is valued in and of itself, regardless of the particular policy outcome." (p. 897) On the other hand, if participation were seen as a means of achieving other policy goals, participation "...should be evaluated according to whether it helps achieve these goals." (p. 897)

Renn, Webler and Wiedemann (1995, p. 19) perhaps best describe the consequences of the lack of consensus and divergence in understanding concerning the meaning and goals of participation:

What is the purpose of public participation? Is it to provide a means by which the collective conscience is revealed? Or is it a means to facilitate conflict and power redistribution? Not surprising, there are supporters of both views. Locked into an irreconcilable debate that extends at least as far back to differences between Plato and Aristotle, agreeing on the way to evaluate public participation seems impossible.

The following section will discuss the different problems inherent in the evaluation of public participation on the boards of professional orders.

## **1.5 Evaluation of the Presence of the Public on Professional Boards**

### **1.5.1 The Problems of Evaluating Public Participation on the Boards of Professional Orders**

The evaluation of public participation in the environment of professional regulation is problematical for a number of reasons. A difficulty in evaluation arises from the subject of evaluation itself. Efforts to evaluate participatory processes are met with a number of difficult methodological questions (Chess, 2000; Renn, Webler & Wiedemann, 1995; Fiorino, 1990; Rowe & Frewer, 2000; Charles & DeMaio, 1993). There is an obvious difference between evaluation of a professional regulatory board and the evaluation of the effect of the presence of public members on the same boards. The greatest obstacle to overcome is the lack of appropriate benchmarks against which a participatory process on regulatory boards could be compared.

Problems of evaluation arise in the choice of method of data collection. The selection and measurement of variables that are easy to measure by quantitative methods, such as number of participants or number of interventions, or what Chess (2000, p. 772) calls “bean counting,” is useful, but may be somewhat reductionist. Furthermore, the selected variables may not necessarily be the most important variables to measure and applying “weights” to the measures is a difficult process. According to Straight (2000, p. 1), “Although measures usually are given identical weights, which in certain situations may be optimum, in most cases some measures should weigh more heavily than others.” Qualitative research is more difficult to generalize, but does possibly give an understanding of attitudes, perceptions and values.

Program evaluation is a term that is somewhat ambiguous and, much like public participation and attitude, a single definition has never been accepted unanimously. For example, in the evaluation of public participation in the environmental sector many researchers have taken a perspective other than classic evaluation theory: critical theory (Webler, 1995; Creighton, 1983); risk communication (Rowe & Frewer, 2000); public participation (Fiorino, 1990; Webler, 1995; Rowe & Frewer, 2000); democratic theory (Fiorino, 1990); pluralist democracy (Laird, 1993); and, consensus theory (Checkoway & Van Til, 1978; Mazmanian, 1976). Furthermore, evaluators have tried a variety of approaches in evaluating programs that suffer from “contradictory, fuzzy, or shifting goals,” including “user-based,” theory-based,” and “goal-free” evaluation (Chess, 2000, p. 775).

The field of professional activity itself adds to the difficulty of evaluation of participation. That the literature on professions and the history of social changes surrounding the professions, particularly the role of the state and the public, is seemingly inexhaustible does little to facilitate the task. The literature on professionalism generally presents professions collectively as constituting part of the regulating system of industrial society (Hurd, 1973; Abbott, 1988; Johnson, 1972; Larson, 1977). The functionalist approach towards professionals does not question the image of competence and impartiality of professionals. On the contrary, this approach makes specialized knowledge, altruism, and public interest (mission) criteria of professionalization (Legault, 2000). Given these assumptions, evaluation of professional practices and regulation becomes somewhat redundant.

The evaluation of a model of participation based on processes that produce effective outcomes requires clearly stated objectives or goals of participation. In order to avoid many of the pitfalls of performance measurement, Straight (2000) advised that one of the first things to do is to identify these goals or objectives. However, if participation were understood as an end in itself, evaluation would logically concentrate on the process of participation itself. Public participation is interaction among individuals. It can be deduced that models of public participation would be expected to involve a pattern of communication or information exchange and a set of power relationships between the different individuals involved. Recently scholars have focused on a discursive perspective by focusing on the way people talk to each other as a means of evaluating the participation (Webler, 1995; Webler & Tuler, 2000; Abraham & Sheppard, 1997).

Thomas Webler (Renn, Webler & Wiedemann, 1995; Webler, 1995; Webler & Tuler, 2000) has proposed a normative theory of public participation in the environment sector, which requires specific conditions to produce an ideal kind of discourse. The proposed theory is based on a revision of Jürgen Habermas's concepts of the ideal speech situation and communicative competence. The theory of Webler emphasizes meta-principles: first, fairness (refers to what people are permitted to do: e.g. attend, initiate discourse, participate in the discussion, participate in the decision making); and second, competence (conceptualized as having two basic necessities: access to information and its interpretation; and, use of the best available procedures for knowledge selection).

The conditions necessary for the fair and competent ideal speech situation, according to the theory proposed by Webler, are summarized in Figure I.

**Figure I:** Conditions for the fair and competent ideal speech situation (Webler, 1995, p. 60)

<b>Fairness</b>	<b>Competence</b>
Anyone may participate	Minimal standards for cognitive and lingual competence
Assert validity claims	Access to the knowledge
Challenge validity claims	Consensually-approved translation scheme
Influence final determination of validity	Most reliable methodological technique available

The theory of communication action proposed by Habermas asserts that there are universal standards that can be used in making judgments. However, this theoretical approach is not without critics. Cooreen (2000, p. 21) argued, “It is impossible to find in language the ultimate way to resolve any ethical or epistemological controversy.” Kaufman (1999, p. 2) likewise noted the limitations and argued: “...the theory of communicative rationality relies strongly on notions of common sense and, more seriously, cannot stand without the notion of Western superiority on which it is founded. ”

How can authentic discourse be recognized as such? Individuals may not articulate why they are acting in a particular manner; and, therefore, there may be a difference between what they think should be done, what they think is achievable and what they voice.

According to Webler (1995, p. 61); “Conditions of the ideal speech situation only state the general presuppositions that actors who wish to cooperate must hold.” Can these “presuppositions” be understood as being the same as attitudes or beliefs? And what is to

be understood of a participatory process if the different individuals involved in the process do not hold these presuppositions? Would identifying the actual presuppositions or attitudes of the different participants be helpful in an evaluation of the process? Furthermore, how could the presuppositions or attitudes be incorporated into a model of evaluation?

There is a large literature on the subject of evaluation itself and evaluation of public participation, specifically in environmental risks and health care. In the next section, evaluation of public participation in the field of professional services and regulation is discussed.

### **1.5.2 Evaluation of Public Participation in the Field of Professional Service and Regulation**

Evaluation of public participation in the field of professional activity and regulation has been accomplished using a variety of approaches. Different criteria and methods have been utilized: trends in public member appointments, activity of boards (e.g. licensing, complaints, number of members) and influence in decisions. Generally, these evaluations could be considered “outcome” measures. However, evaluations of the actual “process” have rarely been accomplished.

Many researchers in Quebec have concentrated their efforts specifically on the health care sector (e.g. local community service centers (LCSCs), hospital boards, community health care planning). This is perhaps only natural considering that, according to Charles and DeMaio (1993, p. 887), “...the motives for the reorganization of the professions stemmed from the uncoordinated development of health care services and a desire on the

governments part to rationalize the system through various bureaucratic structures in order to create an integrated system where no system existed before.” The same authors suggested that generally the results of published studies of public participation in the health care field in Quebec indicate “...community participation and community empowerment were “two different things indeed,” and that consumer control often ended up consolidating the power of professionals and bureaucrats rather than empowering citizens.”(p. 887)

Michel Brunet and Alain Vinet (1979, p. 178) studied the functioning of multidisciplinary groups, newly implanted in a number of LCSCs in Quebec (Province), in the period between 1973 and 1976. In the context of their study, the authors concluded:

L'idée d'un contrôle des consommateurs sur les services professionnels ne peut que cheminer difficilement dans une société qui adhère généralement à une vision fonctionnaliste des professions. Le professionnel n'est guère incité à écouter un point de vue profane, tandis que l'utilisateur est trop facilement enclin à se taire et à faire confiance. La création de structures de participation n'a pas suffi à modifier des habitudes profondément ancrées.

In another article published on the same research, Brunet (1978, p. 264) stated that the participation of the public in the LCSCs “...n'a été qu'un vœu pieux.” Furthermore, the results from the research led Brunet (1978, p. 269) to the following conclusions: “En ce sens, le professionnalisme apparaît comme un obstacle à l'implantation souhaitée d'un modèle social nouveau pour le système de santé.”

Although the health care sector is an important part of all the professional activity in Quebec, limiting research of public participation to this sector of professional activity is somewhat reductive. Can results of research of public participation in the health care sector



be generalized to other sectors of professional activity such as law and administration, and specifically to professional regulation?

The literature concerning public participation on the boards of professional orders in Quebec is extremely limited. The literature contains no references directly to the evaluation of the participation of the public on the boards of professional orders in Quebec. However, research from the US generally demonstrates the limitations and failures of this mechanism of participation.

Cagle, Martinez and Richardson (1999) examined the legal and medical licensing boards of three states in the US in order to determine trends towards appointing citizen members to boards. The authors concluded that appointing citizen members to professional licensing boards is no more than a “cosmetic change” and does not necessarily ensure that the public interest is protected.

Schutz (1983) examined the effects of increased citizen participation on occupational licensing boards in California (USA). Schutz utilized statistical data of a variety of measures including applications, exams, percentage passes, complaints. This study revealed little differences in the statistical measures comparing before and after increased public membership on the boards.

As stated previously, evaluation is performed using various types of measurements that are usually divided into five classes: inputs, process, outputs, outcomes, and impacts. According to Patton, (1978, p. 152) “Evaluation research has been dominated by an

emphasis on measuring outcomes. Outcomes evaluation is the comparison of actual programs outcomes with desired outcomes (goals). One of the major reasons goals clarification has received so much attention from evaluators is because applied social science research has been preoccupied with outcome evaluation.”

An interesting example of the preoccupation with outcome evaluation is the research of Poulin (1993). The method used by Poulin to study the influence of different groups in strategic planning in the hospital setting consisted of outcome evaluation. The research demonstrates that certain groups, such as the members of the administrative boards of the hospitals in the study, have little influence in strategic planning, compared with groups such as medical doctors and unionized health care workers. Poulin concluded from the research that participation by certain groups in strategic planning is “*not useful*” because it is not effective (e.g. influential in decision-making) as measured by outcomes. However, the results of this research are far from clear. Although the objectives of the participation of different groups in strategic planning are never clearly detailed, it would appear Poulin assumes that the goal of participation of the different groups is a means to other ends (e.g. effective policy formation, increased acceptance of policies and decisions). Although this type of research is impressive in its statistical sophistication, the results give few indications of the actual process.

Is public participation to be accepted as a means to other goals or an end in itself? Did the legislators of Quebec, in making the presence of the public on the boards of professional orders statutory, intend “participation” as defined in this research as an end in

itself or did they mean participation to be a means to other goals? Did the legislators of the *Code des Professions* intend merely to provide a “proof of participation?”

The previous discussion of the definition, the typologies, the objectives or goals, and the evaluation of participation perhaps could be summarized best by an observation made by Richard Cole (1974, p. 16) almost thirty years ago. He observed that there were two crucial deficiencies in the attempts to evaluate the effectiveness of citizen participation activities: (1) the lack of an acceptable scheme of categorization; and, (2) the lack of empirical data upon which success or failure may be determined.” These deficiencies, seemingly, have not been overcome.

In the following section of the chapter, the concept of attitude will be discussed. Following the discussion of this concept, the relationship of the different concepts in the framework of the research will be outlined.

## **1.6 Attitudes**

The concept of attitude is confused with, to name a few, the concepts of belief, opinion, mentality, perception, ideology, preconception, judgement, or disposition.

The present discussion of attitudes is limited and presented summarily. The objective is: first, to provide a definition of attitude; second, to outline briefly the theoretical approaches to the study of attitudes; third, to specify the classification of attitudes; and fourth, to present the advantages and disadvantages of different measurement procedures.

### **1.6.1 Definition of Attitude**

Arnold (1937, p. 180) wrote: "A definition is ordinarily supposed to produce clarity in thinking. It is not generally recognized that the more we define our terms the less descriptive they become and the more difficulty we have in using them." This is particularly true of the term "attitude." Fishbein (1967, p. 7-8) provided no less than 15 different definitions of attitude.

Many definitions of attitude are in terms of measurement. For example, according to Petty and Cacioppo (1996, p. 7) the term attitude should be used to refer to a general and enduring positive or negative feeling about some person, object, or issue. Attitudes are considered by many researchers to be distinguished by their evaluative or affective nature. As such, affect is thought to be the most essential part of the attitude concept and measures employed therefore place an individual on a bipolar affective dimension (Fishbein & Ajzen, 1975).

There are a number of basic approaches to the definition of attitudes based on the strategies that are involved in the research: positivist, paradigmatic, mediational, and conceptual. Therefore, most definitions of attitude can be characterized in terms of: (1) which of three functions (the conditioned, discriminative, and reinforcing stimulus functions) are attributed to attitude objects; and (2) what restrictions there are on the types of responses or stimuli considered to be attitudinal (generally divided into three components - affects (emotions), cognitions (beliefs or opinions), and action tendencies).

For the purpose of the present research, the approach in providing a definition suggested by Greenwald (1968, p. 362) is accepted. He suggested translating various definitions of attitudes into a common language to establish directions of convergence among the definitions. Greenwald (1968, p. 386) defined attitudes as:

A complex psychological construct, built up from the theoretical subordinate constructs, habit, cognition, and emotion.

Fishbein (1967, p. 8) defined attitude as:

A mental and neural state of readiness, organized through experience, exerting a directive or dynamic influence upon the individual's response to all objects and situations with which it is related.

The definition for attitudes to be used in the present research is:

A trichotomy consisting of cognitions, emotions, and action tendencies, organized through experience, exerting a directive or dynamic influence upon the individual's response to all objects and situations with which it is related.

### **1.6.2 Theoretical Approaches to the Study of Attitudes**

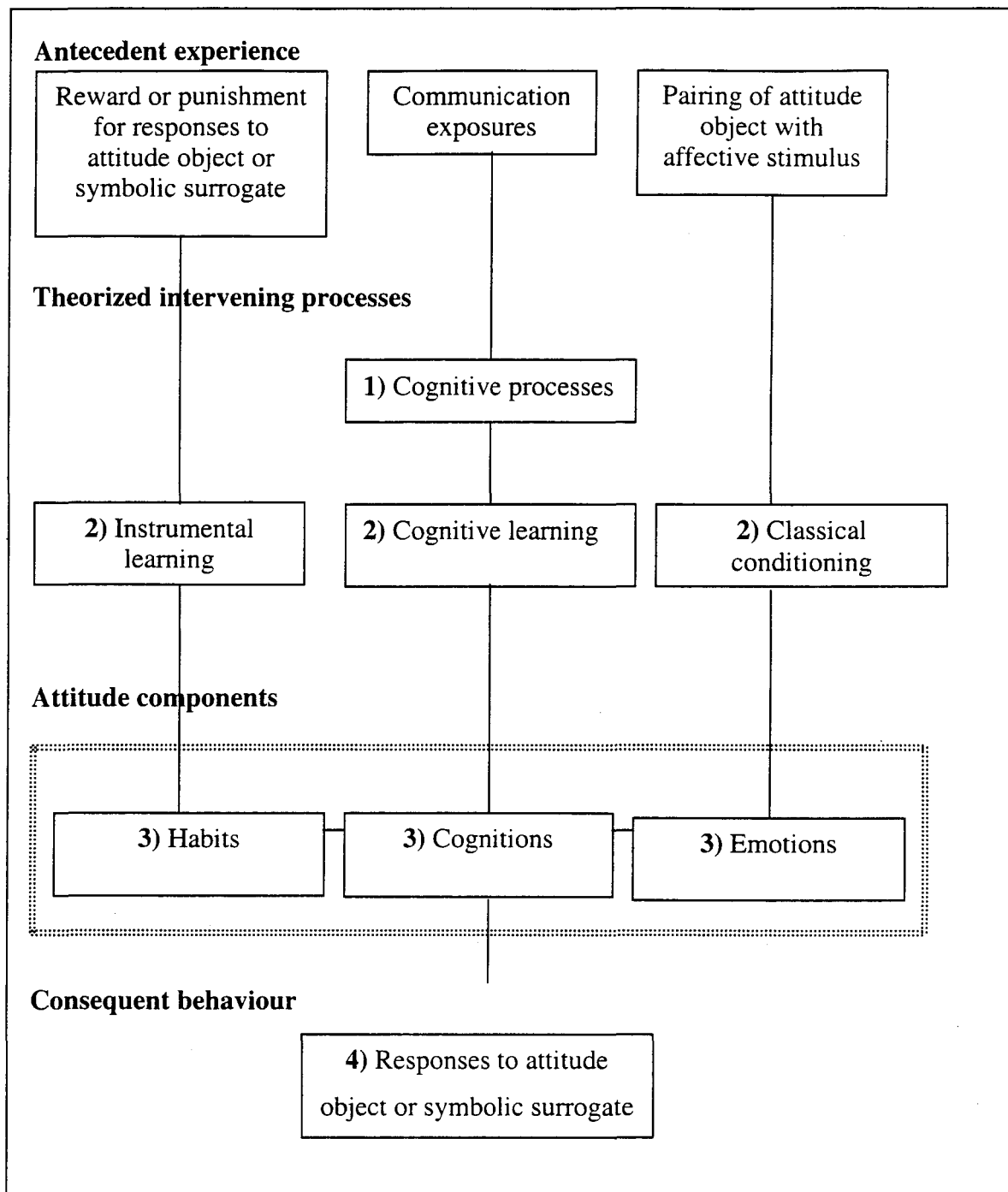
Figure II, adapted from Greenwald (1968, p. 366) offers a schematic framework for the analysis of different attitude theories.

- One represents the theory of cognitive information processing.
- Two represents learning theory.
- Three represents theory of component interaction.
- Four represents behaviour theory.

Attitudes are represented as a complex consisting of cognitions, emotions, and action tendencies (habits). These components are acquired through learning processes from

different categories of antecedent experience and, in combination, determine subsequent performance relating to the attitude object. Greenwald reduced these four theories to two-learning-behavior theory and cognitive-integration theory. Attitudes are formed through a stimulus-response paradigm according to learning theorists. Cognitive integration theory is expressed in terms of cognitive structures and attempts to establish the mechanisms linking elements within structures.

**Figure II:** Schematic framework for analysis of attitude theory (Adapted from Greenwald, 1968, p. 366)



### **1.6.3 Classification of Attitudes**

A number of approaches have been proposed to classify attitudes (Mostyn, 1978, p. 14-20; Lemon, 1973, p. 20-22):

- Positioning attitudes in physics terms- direction, degree, intensity, consistency, and salience
- Positioning attitudes in terms of group dynamics- compliance, identification, and internalization
- Positioning attitudes as they are organized within the personality- cognitive, affective, and conative
- Positioning attitudes between opinions and beliefs- beliefs/attitudes/opinions
- Positioning attitudes according to functions- utilitarian-adaptive, ego-defensive or externalization, value-expressive, and knowledge

### **1.6.4 Measurement Procedures**

A number of authors make note of the gap between theories of attitudes and measurement (Lemon, 1973; Keisler, Collins & Miller, 1969; Allport, 1967; Foddy, 1994). The fast progress in technical sophistication of measurement techniques on the one hand and the comparatively slow progress in attitude theory on the other hand has not resulted in a narrowing of this gap (Krebs & Schmidt, 1993). Most texts on the subject of attitude measurement present the various methods of evaluation as if all are equally valid. Even though the number of devices that have been invented to measure attitudes is impressive, rating scales are used more often than other procedures. Direct procedures usually involve these scale measurement (e.g. Thurnstone, Likert, semantic differential, one-item rating scale, etc.) in which participants self-report attitudes.



According to Lemon (1973, p. 26), the crucial question of measurement is whether a specific technique constitutes an adequate operational definition of the underlying theoretical assumptions. Therefore, attitude measures can be discussed in relation to two general criteria: technical efficiency and the nature of the underlying conception of attitude.

The measurement of attitudes can generally be divided into two categories - direct and indirect. Direct measurements are generally termed self-reporting, while indirect are termed disguised. The technical efficiency, that is to say, the validity and reliability of both direct and indirect measurement, has been the subject of much debate. Most researchers, however, rely on direct techniques, which are generally thought to be more reliable, valid and precise than indirect measures. Direct measures have been found to provide the best prediction of behaviour. Yet, as Foody (1994, p. 159) observed, scores on summated, multi-item rating scales (e.g. Likert), which imply the least precise definition of attitude, generate scores that correlate most strongly with behaviour outcomes. Foody (1994, p. 169) maintained that summated rating scales, despite their widespread and popular usage, run into a number of serious problems which make the scores derived from them far from clear. An alternative to these types of scales is magnitude scales, which have the drawback of being more complex and of taking more time to administer.

The alternatives to the direct measurement procedures are the indirect methods. Lemon (1973, p. 139) argued that the role of indirect or disguised measures is to broaden the conceptual basis of attitude measurement, and their value lies not in the ability to deceive the respondent but in their potential to tap other aspects of attitudinal behavior.

Similarly, Mostyn (1978, p. 19) mentioned that more indirect, in-depth or projective techniques are necessary to reveal certain types of attitudes.

The literature on attitude measurement is extensive and there would appear to be no consensus as to the superiority of any single method of measurement. All methods have serious questions as to their validity, precision, and reliability. Reliance on a method of measurement obviously depends on the overall context of the research and the definition of attitude accepted.

#### **1.6.5 Characteristics of Attitudes**

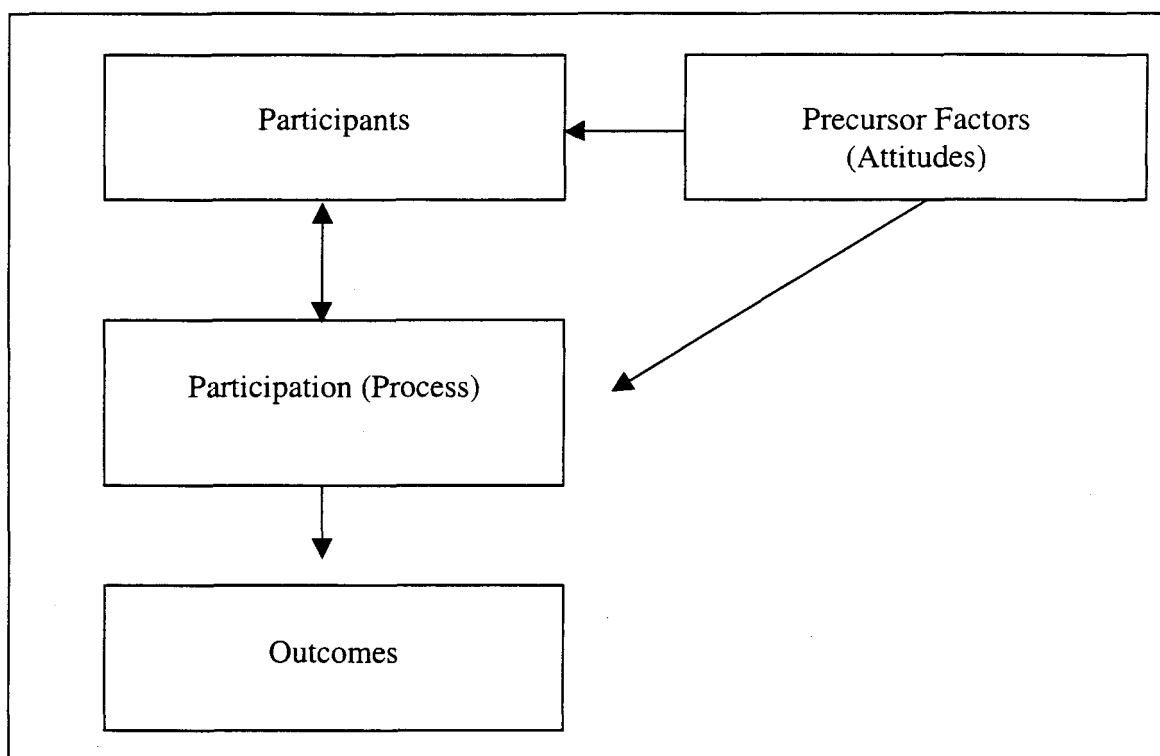
Attitudes are characterized as:

- A trichotomy consisting of cognitions, emotions, and action tendencies
- Learned
- Less securely attached to the basic personality although they always incorporate the belief system (beliefs do not always incorporate the attitude system)
- Influenced by the opinion network of the individual and subject to change
- Different from beliefs (which are neutral) primarily because they have direction (negative or positive valence)
- Not always verbalized (in contrast to opinions)

### 1.7 Concepts in the Theoretical Framework

Figure III illustrates the relationship of the two concepts, participation and attitude, in the theoretical framework of the research.

**Figure III:** Schematic representation of the conceptual framework



### 1.8 Summary

The objective of the research was to describe the attitudes of the presidents of professional orders in Quebec towards the role of nominated public representatives on the boards of professional orders. The goals were: first, to investigate this specific factor,

which was described as a “precursor factor” in a decision-making process; and second, to explore the possibility of identifying other factors or criteria, which could be incorporated into a model of evaluation of a participatory process. The literature concerning public participation on the boards of professional orders in Quebec is extremely limited and contains no references directly to the evaluation of the participation of the public on the boards.

Participation is defined as: Taking part in the power; it is to have a say in the decisions, in the actions to be taken, and in the realization of these actions.

The definition for attitudes is: A trichotomy consisting of cognitions, emotions, and action tendencies, organized through experience, exerting a directive or dynamic influence upon the individual’s response to all objects and situations with which it is related.

Although there are many methodological concerns involving the evaluation of a participatory process, the results of the research and evaluation of the participatory processes in the field of health care and professional regulatory boards are discussed. Much of the research in Quebec has focused on the health care sector, and generally the results suggest limited success of the different mechanisms of participation. Similarly, research in the US reports disappointing results of public participation on professional licensing boards.

## **CHAPTER 2**

### **THE NOMINATED PUBLIC REPRESENTATIVE**

## 2.1 Introduction

Wiebe, Mackean, and Thurston (1998) identified five interacting categories of factors that determine if there is actual decision-making during participation:

- Characteristics of the setting (e.g. organizational culture, history of participation)
- Characteristics and support of public participants (e.g. mandate and mechanisms of accountability)
- Characteristics of change (e.g. speed and extent of change, funding)
- The goals and objectives of participation
- Characteristics of participatory mechanisms (e.g. nomination, consultation)

The present chapter attempts to situate the preceding factors in the specific context of professional regulation in Quebec. First, the socio-political context in which the emergence of the mechanism of the participation of the public on professional boards took place is outlined. A declining civic culture, a growing democratic deficit, and organizational expediency have all been provided as explanation for the increase in the interest of public participation during the period of the Quiet Revolution. As such, the reorganization of the health and social services, state expansion, the changes in civil society, and the emergence of different movements during the period of the Quiet Revolution are discussed. Following this discussion the process of nomination and profile of the nominated administrators are detailed.

## 2.2 The Quiet Revolution, the Castonguay-Nepveu Commission, and the *Code des Professions*

In 1965, the federal government announced the decision to establish a program of universal health insurance across Canada. The provincial government of Quebec immediately created a committee to examine the modalities of application of this program. In 1966, the Johnson government of Quebec, according to the practice of the period, mandated the Commission of Enquiry on Health and Social Welfare (Castonguay-Nepveu Commission) to elaborate principles on which a reorganization of the entire health and social services sectors could be made.

The Castonguay-Nepveu Commission elaborated a number of principles for the reorganization of health and social services that can be summarized as: global medical care, decentralization of decision-making, equality of access to health and social services, parity of status between different professional groups, inclusion of both users and providers in decision-making processes.

The reorganization of the health and social services had as objectives: first, to improve the health of the population; and second, to improve accessibility to the services. It was postulated that the realization of these objectives was based on the principle of multidisciplinary. Therefore, the Castonguay-Nepveu Commission undertook an examination of professional law, and the results were published in the report, *Les professions et la société* (Québec (Province), 1970).

The history of the changes in professional practice and regulation in Quebec has been well documented by a number of authors. In order to present the reasons for the reforms summarily, the references are almost all taken from speeches and articles written by René Dussault. Although there are some contradictions between the reasons cited by Dussault and other authors, generally the reasons given for the reform and reorganization of the professional system can be categorized as being administrative, social, legal, or pragmatic.

Dussault (1977) maintained that the fundamental objective of the reform of the professional services was to ensure the protection of the public “consumer.” However, the reasons given by most other authors for the commission that investigated the health and social services was the over-riding concern of the fragmented, uncoordinated development of health and social services. The major objective of the reform was to rationalize the professional system through bureaucratic structures and to create an integrated health care system (Charles and DeMaio, 1993).

The rapid industrialization of Quebec society and the technological revolution following the Second World War had considerably modified work conditions and manpower characteristics. The evolution of the economy of production during the first half of the twentieth century towards one of service and the development of practical knowledge had resulted in a movement of professionalism. Health and education services, traditionally associated within the sphere of Christian charity, had been transformed to professional activities and were seen as objects of salary negotiations (Legault, 1999).



The specialization of work activities resulting from the tremendous increase in the fields of knowledge meant that professional practice had become fragmented and specialized. A large number of the members of professional corporations had become salaried worker, were less isolated, less independent, often members of a union, and subject to control by employers. The control exercised by professional corporations was seen to be in need of adjustment to these new conditions (Dussault, 1976, p. 12).

Independent professional corporations had, until the 1960s constituted the major mechanism of control of professional activity and had been delegated the responsibility of safeguarding the interests of consumers. The corporations' dual function of protection of the public and protection of the members of the corporation was considered to have become unacceptable because of the public nature of professional activity (Dussault, 1974c, p. 6).

The existing professional organizations were seen as representing an important form of decentralized public administration in urgent need of modernization. Furthermore, the nature of the relationship that existed between professionals and the state was considered to constitute a significant factor leading to the distribution of adequate services to the public (Dussault, 1974c, p. 1). Increasing state intervention in the production of essential services, such as education and health, meant that coordination between services was seen as essential for rational policy-making and administration (Dussault, 1976, p. 22).

In the late 1960s there were also concrete and urgent problems that called for a reform of the professional system: the diversity of formation resulting in difficulties in legalizing different professions, notably chiropractic and osteopathy; the pressure to

regulate the situations of dental technicians (future denturologists), who were practicing in violation of the Law of Dentistry; the Régime d'Assurance Médicale became law in 1966 and for the first time negotiations with health care professionals (salaried personal, not regulated by the *Code du Travail*) resulted in questions as to the legal vacuum surrounding the negotiations; and, the first general strike in the hospitals in 1966 had created a climate of uncertainty and a call for changes from professionals groups (OPQ, 1986b, p. 14).

The Castonguay-Nepveu Commission report was made public in the summer of 1970 and recommended a reorganization of, not only the health and social service sector, but also the entire professional field of Quebec. Apparently, to some observers, the recommended reforms to groups outside the health and social sectors created genuine surprise within the targeted professional groups (OPQ, 1986b, p. 16).

In the fall of 1971, the government tabled before the National Assembly 21 bills relating to particular professions and the *Code des Professions*. In the fall of 1972, after the hearings of the Parliamentary Commission, a revised version of all the bills was tabled in the National Assembly. These bills and the *Code des Professions* were passed in the summer of 1973. The new legislation came into force on February 1, 1974.

René Dussault (1976c, p. 2) summarized the changes:

The new legislation governing professions, which came into force on February 1, 1974, clearly demonstrates the Government's confidence in the professional corporation as an instrument for managing the professions and protecting the public, and it upholds the principle of self-governing professions. However, it also contributes two important modifications to the system: the presence of representatives of the public within the professional bodies, and the creation of the Office des Professions du Québec, a supervisory body whose main function is to ensure that each professional corporation fulfills its role in protecting the public.

Article 23 of the *Code des Professions* states: "The principal function of each order shall be to ensure the protection of the public. For this purpose it must in particular supervise the practice of the profession by its members." Legault (1999, p. 44) gave a possible explanation for this change of regulation and control:

La perte des références religieuses, la revendication de l'autonomie personnelle au regard des contraintes sociales, la critique des modèles de la bourgeoisie dont font partie les professionnels sont des facteurs qui amenuisent l'éthos professionnel. Il n'est donc pas étonnant qu'avec le Code des professions la société soit passée d'un modèle moral à un modèle légal.

Max Weber, at the turn of the century, foresaw the growth and influence of the rational-legal form of social organization, that is to say, bureaucracy. He metaphorically described bureaucracy as a growing iron cage, and, rather pessimistically, stated, "Once it is fully established, bureaucracy is among those social structures which are the hardest to destroy... And when the bureaucratization of administration has been completely carried through, a form of power relations is established that is practically unshatterable." (Quoted in Kerbo, 1983, p. 102)

From their research on the changes in the health and social services following the reforms, Brunet and Vinet (1978, p. 178) concluded, “La réforme québécoise de la santé, malgré la stratégie très souple adoptée par le gouvernement, peut être considérée comme une atteinte au pouvoir professionnel.” The transformation of power in Quebec in the 1960s and 1970s is not the subject of this paper; however, it is relevant to the understanding of the inclusion of nominated public representatives on professional boards. The following discussion of state expansion, changes in civil society, and popular movements describes the socio-political context in which the inclusion of the public on the boards of professional orders was initiated.

### **2.3 State Expansion**

One of the major characteristics of Quebec’s Quiet Revolution was the expansion of the state’s power. Two goals of this expansion were: to provoke economic growth of the province and to ensure that the growth would profit the French-Canadian majority (Couton & Cormier, 2001, p. 7). Although only 18 public organisms were created between 1867 and 1959, 34 were added from 1960 to 1969. From 1970 to 1976, 32 organisms were added, from 1977 to 1981 another 32 were added; and, between then and 1985 still another 32 were added. Between 1960 and 1966 five government ministries were created, and between 1960 and 1978 an estimated 176 commissions examined everything from agriculture to education. With the foundations of public administrative institutions in place, the bureaucratic state needed... bureaucrats. The civil service nearly doubled between 1960 and 1970, and state spending increased from the 1960s onwards to the 1990s.

The “iron cage” was rather large! The unparalleled state expansion during this period defies a clear classification. The report, *Groupe de travail sur l'examen des organismes gouvernementaux*, (Québec (Province), 1997, p. 29) offered the following description of the expansion in state organization during this period:

La pléthore d'organismes créés échappe à une classification rigoureuse. Les régies, les offices et les sociétés doivent plus leur nom à l'inspiration du moment qu'à un classement rigoureux. Ces créations d'organismes illustrent surtout que l'État québécois a désormais les ressources pour se développer et qu'il est perçu comme le principal instrument d'intervention collective pour résoudre certains problèmes de société.

Labrot (1973, p. 40) made the following connection between authority, bureaucracy and technocracy:

Il se produit en effet, à notre époque, une espèce d'amalgame entre Autorité et compétence et il se trouve que ce sont les gens «qui savent» qui ont des diplômes, qui sont aussi la direction des affaires et des collectivités. Ils justifient leurs Pouvoirs par leurs compétences et leurs diplômes et la bureaucratie devient une technocratie, c'est-à-dire une domination fondée sur les capacités techniques.

In a technocratic system public participation would be superfluous because the experts make the decisions. The State, possessing the necessary instruments of intervention (i.e. technical expertise) in order to address specific problems, is expanded and this expansion is seen as legitimate. It would appear somehow paradoxical that within this centralization and expansion of state power public participation was institutionalized.

It is within the historical specific condition of patriarchal capitalism, the dominant form of social and economic organization in twentieth-century Canada, that this state expansion can be examined in relation to professional regulation. Paternalism involves a

supervisory approach. It could not be assumed that professionals were able to discipline themselves, and legislation that includes supervision and penalties was seen to produce better results. This is also true of the public, who could not be “forced to be free” as Rousseau would like, but at least, they could be educated and forced to be responsible. Once they were, they would act more rational.

In this sense, the statutory presence of nominated public representatives on professional boards can be understood as an educational process of the public. Is institutionalized public participation a case of the public simply being accommodated in the ritual of bureaucracy? Seen in this light, the role of nominated public representatives on professional boards has a negative effect; it legitimatizes domination and control in a democracy.

## **2.4 Civic Culture and Associational Life in Quebec**

What were the consequences of this rapid state expansion on civic culture and associational life in Quebec? Although there is a substantial literature on the subject of the political importance of volunteer groups, only the research of Couton and Cormier (2001) is discussed briefly. This research is of interest in the present discussion in that it studied the changes of the number of associations specifically during the period of the Quiet Revolution in Quebec.

Couton and Cormier (2001, p. 8), using the numbers of associations created annually as an indicator of civil society, because it “...demonstrates the willingness of individuals and groups to come together to form a voluntary association outside government and

bureaucratic initiatives,” researched the effects of the rapid state expansion during the period of the Quiet revolution on the number of volunteer associations. They proposed two hypotheses based on the theoretical framework of Gellner and Habermas. Theoretically, Gellner and Habermas agree that state expansion initiates changes within civil society but disagree on the direction of change. According to the theory of Habermas, as the state expands, groups are depoliticized and neutralized by the growth; consequently, a decrease in the number of associations and organizations fostering collective interests should be evidenced. Contrary to Habermas, Gellner proposed that state expansion encourages groups to interact and negotiate with the state structure and, therefore, civil society expands.

The number of newly registered associations in 1955 was 288; in 1970, the number was 848. From 1955 to 1959, 1583 new associations were created, and from 1961 to 1965, another 3441 associations were created. The Quebec public sphere remained diversified, and volunteer groups became more vocal and numerous during the Quiet Revolution. Couton and Cormier concluded that volunteer groups opened up multiple channels of communication with political authorities. The Quiet Revolution, traditionally considered an elite-driven phenomenon, is also marked by the emergence of a stronger, more diverse, and more autonomous civil society in which a growth in active, grassroots urban citizenship is evidenced. (Turgeon, 1999; Lustiger-Thaler, 1993; Hasson & Ley, 1997; Gagnon, C., 1986)

The theories of Habermas and Gellner are theories of communication, and although Couton and Cormier concluded that volunteer groups opened multiple channels of

communication with political authorities during Quebec's Quiet Revolution, the quality of the resulting communication was not examined.

During the 1950s and 1960s there was also an enormous interest in public participation by the academic community. Cole (1974) argued that during this period, academics had extraordinary access to power, which they put to use to promote social change in directions they deemed desirable. The interest of these academics in promoting community and individual participation was not only theoretical. Public participation in decision-making was thought to have practical application in reducing the increasing problems associated with urbanization, social and race conflict, and inner-city poverty.

## **2.5 Popular Movements**

Parallel with the increase of well-structured organizations, a number of movements emerged in the 1950s and 1960s. Different characteristics distinguish an organization and movement. When an organization, however, is constructed, it is identified by a structure, membership, politics, norms, and goals. A movement, on the other hand, is more ideological in nature and often emphasis consciousness-raising and "grass-roots" collective organizing.

The growth of different movements during the period of the Quiet Revolution corresponded with an increasingly educated and informed populace, improvement of standard of living, urbanization, and an increased secularization of services. The growth of the peace, environmental, civil-rights, nationalist, consumer protection, and the gay and



feminist movements reflected the experience of many as that of powerless, of being distracted from goals by organizational structure. The different movements turned to culturally oriented politics and offered a new metacritique of existing institutions and practices (Fischer, 2000, p. 27). The movements gave a voice to groups who had previously been mute. During the period of the Quiet Revolution, in Quebec as well as in the rest of Canada, consumer, environmentalist, gay and women's groups, to name a few, demanded increased participation in policy-making and state administration (Adamson, Briskin & McPhail, 1988).

Popular movements are frequently measured in "public opinion" or "mood." Is public opinion founded on rational principles? How rational is the public? Skeptics of direct involvement of citizens in decision-making question the rational capabilities of the ordinary citizen and make note of the general lack of interest and apathy of the general population in the political process. The dilemma is that even if citizens are thought not to possess enough knowledge to participate meaningfully in technically oriented policy decisions, how can politicians and administrators legitimately deny citizens a place at the decision-making table in a democracy?

In spite of the reasons given by different theories explaining the social function of the lack of participation and reservations made by skeptics of the ability and desire of the general public to participate in meaningful decision-making, the 1960s was a period in which politicians and institutions were under pressure from citizen groups and academics demanding change, increased participation and involvement in decisions. Pierre Trudeau, in a speech in 1974, noted the pressure for change (Quoted in Chapin & Deneau, 1978, p. 4):

Dans tous les domaines, ce n'est pas la volonté de participer qui manque chez les individus comme chez les groupes de citoyens et, que cela nous plaise ou non, ce genre de participation est un fait irréversible dans les sociétés modernes. La seule alternative des gouvernements à tous les niveaux est d'inviter cette participation à toutes les étapes du processus décisionnel, dans une atmosphère de coopération, ou de subir la participation plus tard dans une atmosphère d'hostilité. En réalité, le choix est tout fait.

## **2.6 The Secondary Consideration of Public Participation in the Reforms of the Quiet Revolution**

The major objectives of the proposed reforms in the health and social services were to rationalize the system through bureaucratic structures and to create an integrated health care system. According to DeMaio and Charles (1993, p. 887), "...greater public participation in health care facilities played a central role in the report's (report of the Catonguay-Nepveu Commission) recommendation, and the emphasis placed on sociodemocratic ideas and goals was unparalleled in scope in Canada." In order to open up the professional corporations to the public and to public interest, the government proposed the nomination of public representatives to the boards of professional orders.

Instead of giving the professional orders the mandate to ensure the protection of the public, the government of Quebec could have considered professional corporations as pressure groups and refused to delegate control of professional activity to them. According to Brunet and Vinet (1978, p. 178), given the uncritical perspective towards the professions at the time, the government had little choice but to adopt a strategy of change based on the voluntary and free participation of professionals.

Dussault (1975b, p. 8) referred to the government's expectations of the professionals in the proposed changes when he wrote:

Il n'y a pas de solution technique ou juridique véritable assurant le développement de relations interprofessionnelles harmonieuses. La seule possibilité d'amélioration réside dans un changement des attitudes et des mentalités des professionnels. Ceux-ci demeurent, en effet, les principaux artisans d'une solution à ce difficile problème. Aucune exhortation, aucune réglementation ne saurait imposer la collaboration à des personnes qui n'y sont pas préparées ou qui ne la souhaitent pas.

Public participation was probably seen as being somewhat secondary in the proposed reforms. Dussault (1974a, p. 4) described the objectives of the government in legislating the presence of nominated administrators on the boards of professional orders:

En définissant sans ambiguïté le rôle des corporations professionnelles comme un rôle de services publics, le législateur leur pose un défi de taille. La nomination des "membres externes" leur fournit une excellente occasion de montrer à la société qu'elles acceptent vraiment de le relever.

The decision of the government to legislate the presence of the public on the professional boards represents a shift in the power between the government and the professional corporations. However, it is not clear if the intention was to empower the public or remove power from the professional corporations. Morone (1990, p. 253) made the following conclusions from his research on public participation in the health care sector: "The call for lay participation (has not only been one of) empowering an oppressed group but subordinating a dominant one."

In the following section of this chapter, the nomination process of the NPR and a brief description of the role of the NPR are described. Following, a rather limited social profile of the NPR is presented.

## 2.7 Nomination, Role, and Profile of Nominated Public Representatives

### 2.7.1 Nomination of the Public Representative

The report of the Castonguay-Nepveu Commission recommended the presence of NPR on the boards of professional orders (Québec (Province), 1970, p. 54):

Que le conseil des ordres soit formé à la majorité absolue de membres élus par leurs confrères et pour le reste, de membres nommés par le lieutenant-gouverneur en conseil sur la recommandation des milieux d'enseignement concernés, des associations concernées, du public consommateur et des fonctionnaires des ministères intéressés. Les membres nommés par le lieutenant-gouverneur en conseil ne doivent pas tous exercer l'activité professionnelle en question.

However, the *Code des Professions* is not precise about how and by what means the consultation with different groups should take place, nor does it provide the criteria of selection to be employed in the nomination of the candidates. The Office des Professions<sup>7</sup> was given the mandate to determine the means and modalities of nomination of the NPR. Presently, individuals are invited to present their candidatures to the OPQ with a recommendation from a socio-economic group. As such, the OPQ, after consultation with the Interprofessional Council, possesses a great deal of latitude in the nomination process.

In the report, *Les Administrateurs Nommés Aux Bureaux Des Corporations professionnelles*, (Office des Professions, 1982b, p. 5-8) published by the OPQ in 1982, the different criteria of selection and nomination of the NPR are enumerated: age, sex, level of education, residence, occupation, experience in administration, potential conflict of interest, preferences expressed by the candidates, harmony between the characteristics of the

candidate and the order (e.g. handicapped individuals to the order of architects), motivation, and complementary characteristics of the administrators nominated to the same order. According to the same report (p. 3), although the *Code des Professions* did not give a precise indication of the qualities of the individuals apt to represent the public on the boards, it would be possible to conclude, without digressing from the spirit of the *Code des Professions*, that it looked for individuals representative of the population of Quebec and potentially apt to assume an effective role.

According to the authors of the document, *L'Administrateur nommé par l'office au Bureau des corporations professionnelles*, (Office des Professions du Québec, 1986a) the criterion to be taken into consideration for the nomination of the NPR was the aptitude and interest manifested by the candidates to promote the public interest within different groups, associations, or organization.

The NPR are nominated for the same period (1 to 4 years) as that of the elected members of a board and receive the same remuneration as the elected members.

### **2.7.2 Remuneration of the NPR**

The nominated public representatives are remunerated by the Office des Professions. Since 1995, the funding of the OPQ has its source from the members of the professional

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<sup>7</sup> The OPQ is an autonomous and extra-budgetary organization under the auspices of the minister responsible for the application of professional laws. Article 12 of the *Code des Professions* states: The function of the Office shall be to see that each order ensures the protection of the public.

orders. In the annual report of the OPQ of 2000-2001, the cost of the services of the NPR was listed as \$332,406.00.<sup>8</sup>

### 2.7.3 Role of the Nominated Public Representative

Article 78<sup>9</sup> of the *Code des Professions* stipulates that the NPR be in minority on the boards of the different orders. Article 78 of the *Code des Professions* states the NPR “...shall perform the same duties, have the same powers and be subject to the same obligations...” as the elected members. The documentation on the subject of NPR is extremely limited; however, it can be noted that in the period of 1974 to 2002, the discourse concerning the role of the NPR has altered somewhat.

The role of the NPR is described in a report (Office des Professions, 1982b, p. 63), published by the OPQ, in 1982:

Étant donné qu'ils n'ont pas à rendre compte de leurs activités, leurs fonctions consistent essentiellement à exprimer des points de vue personnels.

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<sup>8</sup> Office des professions du Québec (2001) Rapport annuel 2000-2001. Québec (Province); Les Publications du Québec

<sup>9</sup> Article 78 states: Where the Bureau consists of eight directors, two directors of whom at least one is not a member of a professional order shall be appointed by the Office after consultation with the Interprofessional Council and the different socio-economic groups.

Appointment by the Office. Where the Bureau consists of sixteen directors, three directors of whom at least two are not members of a professional order shall be appointed by the Office after a similar consultation.

Appointment by the Office. Where the Bureau consists of twenty-four directors, four directors of whom at least two are not members of a professional order shall be appointed by the Office after similar consultation.

Term, remuneration, powers. The directors appointed by the Office by virtue of this Code or of the constituting act of an order shall be appointed for the same term as the elected directors and shall perform the same duties, have the same powers and be subject to the same obligations as the latter. The directors appointed by the Office shall be entitled, to the extent and on the conditions determined by the Government, to an attendance allowance and to the reimbursement of reasonable expenses incurred by them in the performance of their duties. The allowance and the amount of reimbursement shall be payable by the Office. Integral part of the Bureau. Notwithstanding any inconsistent provision, the directors appointed by the Office shall form an integral part of the Bureau as and when they take office. (1973, c. 43, s. 77; 1974, c. 65, s. 16, s. 109; 1977, c. 66, s. 6.; 1983, c. 54, s. 21.; 1994, c. 40, s. 68.; 1995, c. 50, s. 4.; 1999, c. 40, s. 58.)

The document, *L'administrateur Nommé* (Office des professions du Québec, 1986a, p. 2), published by the OPQ in 1986, details the role of the NPR in the following manner:

...permettre à des citoyens de faire valoir leur point de vue, d'exprimer leurs besoins et de promouvoir les objectifs sociaux qui sont les leurs. Ces administrateurs ne représentent ni le Gouvernement, ni l'Office des professions, ni les intérêts d'un groupe en particulier.

The present electronic site of the OPQ on the Internet<sup>10</sup> describes the role of the NPR:

Les administrateurs nommés exercent les mêmes fonctions et ont les mêmes pouvoirs et obligations, à quelques exceptions près, que les administrateurs élus par les membres de l'ordre et ont pour rôle de faire valoir le point de vue du public utilisateur de services professionnels.

In the last description of the role of the NPR, the “public utilisateur de services professionnels” is considered the same as “the consumer interest.” There is no difference identified between the public interest and consumer interest. However, as many authors make note, consumer interest, as much as professional interest, is a special interest and should not be confused with the public interest. Smith (1999, p. 2) made a distinction between the public interest and consumer interest: “Working in the public interest means looking at the interests before the regulatory entity from the point of view of public protection, rather than from the point of view of the profession or of any one of the special interest groups.”

Nominated public representatives do not participate in the election of the president of the orders or in the election of the elected administrators. They may attend the general

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<sup>10</sup> Available from World Wide Web @ <http://www.opq.gouv.qc.ca/> (April 2002)

assembly, but do not have the right to vote. They may participate in different committees, but are generally excluded from the following committees: professional inspection, discipline, formation, and arbitration of professional fees. The justification of the exclusion from participation on these committees is that NPR are not members of the professional order.

#### **2.7.4 The Relationship of the NPR with the Orders**

Although there are few references in the literature to the relationship between the orders and the NPR, two reports produced by the OPQ refer directly to this relationship. The report, *Le système professionnel québécois 1974 – 1984* (OPQ, 1984) was published by the OPQ, following a consultation of different groups (orders, NPR Interprofessional Council, clients of professionals). The report lists the following comments, made by the different orders, concerning the role and mandate of the NPR (p. 49-51):

- The NPR constitutes a positive aspect of the professional system.
- The NPR' lack of knowledge of the professional system, the order, and their mandate causes problems in their participation.
- Often the NPR are not available, are relatively inactive, lack interest and some are incompetent.
- The nomination and selection process is inadequate.

A second report, *Actes du Colloque sur Le système professionnel québécois tenu à Montréal les 26 et 27 novembre 1984 par l'Office des professions du Québec*, (OPQ, 1986b) was published in 1986 following a conference on the professional system in



November, 1984. The report lists the following observations made by the professional orders concerning the role and mandate of the NPR:

- All the orders that commented agreed with the presence of the public via the NPR, however, there were reservations concerning the capacity of the NPR to fulfill this role (p. 42).
- There develops a certain mimesis of the part of the NPR in relation to the order (p.62).
- The rotation of the NPR obstructs their efficient functioning and the rotation level is too high. When the NPR get “moulded in the system,” the OPQ changes them (p. 62).
- The OPQ should choose candidates for nomination from structured organizations (p. 62).
- The OPQ should ensure an initial training of NPR and a “following” during the period of their mandate (p. 63).

### **2.7.5 Profile of the Nominated Public Representative**

In total, there were 144 NPR on the boards of the different professional orders in the period of 2001/2002. The following tables<sup>11</sup> present the different social and personal characteristics of the NPR.

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<sup>11</sup> The statistics presented in Table I, II, III, and IV were obtained from the OPQ on March 22, 2002

Table I presents the percentage of administrators from the different administrative regions in Quebec. Sixty-six percent (66.0%) of the NPR reside in the Quebec City area or Montreal.

**Table I:** Residence of the NPR in the different administrative regions in Quebec

<b>Region</b>	<b>Percentage of Total (%)</b>
Abitibi-Témiscamingue	1.4%
Bas-Saint-Laurent	2.8%
Capitale Nationale	42.4%
Chaudière-Appalaches	3.5%
Estrie	1.4%
Gaspésie-Iles-de-la-Madeleine	0.7%
Launaudière	0.7%
Laurentides	2.8%
Laval	3.5%
Mauricie	4.2%
Montréal	23.6%
Outaouais	0.7%
Saguenay-Lac-St-Jean	3.5%
Total	%=100.2

Note: "Capitale Nationale" refers to the Quebec City Area

Table II presents the percentage of nominated administrators, categorized by sex, who are members of a professional order. A summation of the different categories reveals that of the total of NPR, 32.6% are members of a professional order and that 45.1% of NPR are female (of which 13.2% of the total are members of an order) and 54.8% are male (of which 19.4% of the total are members of an order).

**Table II:** Percentage of the NPR, categorized by sex, members of a professional order

	Percentage of Total (%)
Female not member of order	31.9%
Female, member of order	13.2%
Male, not member of order	35.4%
Male, member of order	19.4%
Total	%=99.9

Table III presents the percentage of the NPR in the different categories of number of mandates. A summation of the different categories indicates that 55.6% of the NPR have been nominated for one or two mandates; 27.1% of the NPR have been nominated for three or four mandates; and 17.4% of the NPR have been given five or more mandates (renominations).

**Table III:** Number of mandates of the NPR

Number of mandates		Percentage of Total (%)	
1	27.1%	55,6%	27.1%
2	28.5%		
3	16.7%		
4	10.4%		
5	6.9%		
6	6.3%		
7	2.1%		
8	1.4%		
9	0.7%		
Total	%=100.1%	%=100.1%	

**Note:** Nominated public representatives are appointed to the board of an order for the same period as elected members. The period varies from one to four years.

Table IV presents, in percentage, the level of education of the NPR in different categories: A summation of the different categories indicated that 54.5% of the NPR have a BA or higher education level.

**Table IV:** Level of education of the NPR

Diploma	Percentage of Total (%)	
D.E.S. (high school diploma)	5.2%	32.3%
A.E.C.	0.6%	
D.E.C. (college diploma)	11.4%	
Certificate	15.1%	
Bachelor's degree (BA)	37.0%	54.5%
Master's degree (MA)	13.6%	
Doctorate Degree	3.9%	
Total	%=86.8%	%=86,8%

**Note:** The total does not reach 100%. The information given by the OPQ was incomplete

Table V presents the age of the NPR, in number and percentage, in the different categories. A summation of the different categories indicates that 70.82% of the NPR are 50 years of age or older.

**Table V:** Age of the NPR

Age group	Number (N)	Percentage of Total (%)	
30-39	5	3.47%	29.16%
40-49	37	25.69%	
50-59	55	38.19%	70.82%
60-69	41	28.47%	
70 - +	6	4.16%	
Total	N=144	%=99.98	%=99.98%

### 2.7.6 Characteristics of the NPR

A rather limited social and personal profile of the NPR can be characterized from the preceding information:

- 70.82% are 50 years of age or older.
- 54.8% are male.
- 54.5% have a bachelor's degree or higher education.
- 17.4% have been given 5 or more mandates (renominations).
- 66.0% reside in Quebec City area or Montreal (23.6% reside in Montreal).
- 32.6% are members of a professional order.

## 2.8 Summary

The present chapter presents the historical context in which the mechanism of the participation of the public on the boards of professional orders was created. The period of the Quiet Revolution was discussed, including the importance of the rapid state expansion, the influence of the state expansion on the growth in civil associations and voluntary groups, and the emergence of different popular movements.

In order to open up the professional corporations to the public and to the public interest, the government proposed the nomination of public representatives to the boards of professional orders. In spite of the emphasis placed on sociodemocratic ideas and goals, public participation was probably seen by the government of the time as being somewhat of secondary importance in the proposed reforms of the health and social services.

The nomination and the role of the NPR are also discussed. The profile of the NPR is characterized: 70.82% are 50 years of age or older; 54.8% are male; 54.5% have a bachelor's degree (BA) or higher education; 17.4% have been given five or more mandates (renominations); 66.0% reside in Quebec or Montreal; and 32.6% are members of a professional order.

In the third chapter the methodology of the research is discussed and the data collected are presented.

## **CHAPTER 3**

### **RESEARCH DESIGN, DATA COLLECTION, AND RESULTS**



### **3.1 Introduction**

The present chapter presents the methodology of the research including the research design and the results of the collected data. Design can be considered as simply planning how to answer the research problem. According to Leedy (1993, p. 127), basic to design are four fundamental questions that must be resolved with respect to the data: first, what are the data needed; second, where are the data located; third, how will the data be secured; and fourth, how will the data be interpreted? The present chapter answers these questions. Specifically, the nature of the data to be collected, data collection procedures, data analyses, and results of data collection are presented.

### **3.2 Design of the Research**

An exploratory design was chosen for the research. Polansky (1960, p. 51) describes the purpose of an exploratory research:

From the pre-research random observation phase we move to the type of study which is an essential early step in the development of knowledge... the systematic exploration or the formulative study. Here, the objective is the identification of sound questions, promising concepts, and preliminary hypotheses in a field which as yet has had limited development and, therefore, is not prepared for elaborate experimental designs to test complex, abstract hypotheses...

The exploratory study is often called “descriptive” because it attempts to describe phenomena in detail, in contrast to explanatory studies, which attempt to explain a social phenomenon.

The interview, which is used in both quantitative and qualitative methodologies, is a common method of the descriptive study and according to Baily (1982, p. 216), in comparison with a simple questionnaire, “*must* be used at the exploratory stages” of research. The interview can be structured, semi-structured, focused, open, or unstructured, to name a few typologies. In the structured type of interview, questions can be “fixed-choice” or “open-ended”; in the semi-structured or focused interview the interviewer asks further questions according to responses given.

The interview can be considered in terms of the reliability and validity of the data collected. The issue with the quantitative approach (“fixed-choice” type of questions) centers around questions of reliability of the interview schedule and the representativity of the interviewees. The issue in the qualitative approach (“open-ended” type of questions or interviews) centers around the question of authenticity. There would appear to be no consensus about the advantages or superiority of any specific interview technique or question type and it is evident that the specific form of the interview would depend on the objectives of the interview itself.

The method of the semi-structured focused interview, adopted in the present research, is a compromise between the structured question survey and the unscheduled interview. Its

usefulness is that it permits the researcher to compare and put into perspective different responses.

### **3.3 Nature of Collected Data**

#### **3.3.1 Measurement of Attitudes**

Measuring attitudes can be divided into two major categories - direct and indirect. According to Lemon (1973, p. 118), in the measurement of attitudes "...what is required is a battery of different measures, all with their own distinctive sources of bias, but all sharing some common variance reflecting the underlying attitude." The indirect method is believed to be more appropriate in the overall design of the present research, which is exploratory. The reasons given for the use of indirect measures are twofold. First, it appeared unreasonable to assume that respondents would appreciate a more direct and time-consuming method of evaluation. The objective was to obtain data of which a more in-depth analysis of the responses could be made than was judged possible by a classic self-report scale response. Second, although direct measures are thought to be more reliable, valid, and a better indicator of behavior, indirect measures were utilized to permit respondents to express more fully their opinions, beliefs, and attitudes. The semi-structured interview ensured an active participation of the respondents. Furthermore, because an interview was conducted, respondents were able to qualify answers or provide information other than directly solicited.

Perhaps Whyte (1980, p. 117) best explains the perspective to the measurement of the attitudes taken in the research when he stated:

In dealing with subjective material, the interviewer is, of course, not trying to discover the *true attitude or sentiment* of the informant. He should recognise that ambivalence is a fairly common condition of man – that men can and do hold conflicting sentiments at any given time.

### **3.3.2 Interview Questionnaire**

The design of the questionnaire was perhaps the most difficult aspect of the research to resolve. In order to avoid obtaining answers that simply stated regulations or policies, a number of questions were designed to ask opinions or what respondents thought an ideal situation would be. A questionnaire was designed with a variety of question forms or types (e.g. “fixed-alternative,” “open-ended,” “countercheck,” “probe”). Many of the questions asked for comments, which allowed respondents to elaborate, or give an explanation of their answers. It was considered that the questions specified a response framework and that the responses could be compared with one another.

A final concern was the length of the questionnaire. A concerted effort was made to abridge the form of the questions and to formulate the questions in a manner that would not require explanation or directives.

The first section of the questionnaire contained four questions requesting personal information (sex, age, education, and residence) of the presidents. Although the presidents of all the orders, with the exception of the Order of Geologists, were included in the

research, it was necessary to verify if a bias existed in the group of presidents participating in the research.

The second section of the questionnaire contained forty-nine questions requesting information on the subject of the NPR. The different questions relate to different categories that have their source in the theoretical framework of participatory democracy: representativity of participants, objectives of participation, access to participatory process, effectiveness, and accountability.

These five categories in turn relate to the two meta principles outlined by Webler: first, fairness (these criteria refer to what people are permitted to do, e.g. attend, initiate discourse, participate in the discussion, participate in the decision making); and second, competence (it is conceptualized as a basic necessity; this criteria refers to access to information and its interpretation). Figure IV illustrates the relationship of the questions, categories, and metaprinciples.

**Figure IV:** Relationship of questions, categories, and principles

Question	Category	Principle
Q11 Q12 Q13 Q14 Q20 Q23 Q24 Q25 Q26 Q27 Q28	- representativity	Fairness
Q8 Q9 Q10	- objectives	Fairness and Competence
Q1 Q2 Q3 Q4 Q5 Q6 Q7 Q29 Q30 Q31 Q32 Q33 Q34 Q35 Q36 Q37 Q38	- access	Fairness
Q15 Q16 Q17 Q18 Q19 Q21	- effectiveness	Competence
Q22 Q39	- accountability	Fairness and Competence

The questionnaire was pretested in an interview with two administrators (elected regional representatives) of the boards of two different professional orders. The form of a number of questions was changed to ensure the understanding of questions and the directives to follow. A number of questions considered to be repetitive or not relative to the objectives of the research were eliminated.

The final questionnaire (Appendix 1) consists of 43 questions in two sections. The first section (4 questions) requests personal information of the presidents; the questions in the second section (39 questions) refer to the role of the NPR.

### **3.3.3 The Metaphor of the NPR: “The NPR are...”**

Following the completion of the questionnaire the respondents were asked to give a metaphor of the role of the NPR.

An in-depth analysis of qualitative data extends from the content of the data to the form. The manner in which people communicate can be examined from a number of perspectives or semiotic approaches including how language is used figuratively to the use of specialized vocabularies. Symbols are any object to which people have attached some shared meaning and value. Language embodies values and is perhaps the most important system of symbols. Himelfarb and Richardson (1979, p. 47) claimed, “Language provides the categories through which people come to conceptualize their world, think about it and therefore experience it...” They concluded, “...our perceptions of others, then, is filtered through the linguistic symbols we have learned.” (p. 49)

Coffey and Atkinson (1996, p. 84) used metaphor “...to include all figurative tropes; analogies, similes, and other kinds of imagery...” Metaphors and terms that have metaphorical properties deserve analytic attention in that they can reveal values, collective identities, shared knowledge, and common vocabularies. A number of authors have discussed the analysis of metaphors in qualitative studies (Denzin, 1994; Coffey & Atkinson, 1996; Lakoff and Johnson, 1980; Huberman & Miles, 1984) and the use of metaphors as an analytic device (Huberman & Miles, 1984, Glaser, 1978). According to Coffey & Atkinson (1996) in terms of data analysis, metaphors can be considered in respect to their intent (or function), cultural context, or semantic mode. The specific terms that are

used in a metaphorical statement and shared characteristics that are implied reveal sets of assumptions of the speaker. Although this linguistic device is frequently found in discourse, it was considered useful to provoke its usage by asking the interviewees for a metaphor.

### **3.4 Data Collection Procedures**

In November 2001 there were 45 professional orders (Appendix 2). Because the Order of Geologists was created in 2001, it was not included in the study. In November 2001, a letter was mailed to all the presidents of the remaining 44 orders requesting an interview (Appendix 3). The presidents of the different orders were contacted by telephone to establish an interview date.

Following the telephone confirmation of the interview, a message was sent, via the Internet, confirming the time, date, and location of the interview. Finally, in the week of the scheduled interview, a final confirmation or recall was made either by telephone or via the Internet.

The interviews were conducted in the period between December 14, 2001 and February 7, 2002. The time period was changed from the original time period indicated in the letter to the presidents requesting an interview because of the limited availability of the respondents.

In order to ensure confidentiality and anonymity, the presidents were given a respondent number, which appeared on the questionnaire form instead of the name of the president or the name of the order.



All the interviews were conducted in French.

The interviews were semi-structured following the written questionnaire. Respondents were asked to reply to questions by indicating responses on the questionnaire form. In order to economize the time of the interview, responses to the open-ended questions and the comments were noted by the interviewer and not written on the questionnaire form by the respondents. Respondents were asked to clarify or elaborate different points in the open-ended questions and comments and this often took on a conversational form.

Following the completion of the questionnaire, respondents were asked to provide a metaphor of the role of the public representatives.

The duration of the interviews was from forty-five minutes to two hours and fifteen minutes with an average length of one hour and thirty-five minutes.

The presidents were thanked at the conclusion of the interview and were presented with a letter of appreciation (Appendix 4).

### **3.5 Analysis of Data from Questionnaire**

Huberman and Miles (1984, p. 21) consider that analysis "...consists of three concurrent flows of activity: data reduction, data display, and conclusion drawing/verification." As such, the discussion of the analysis of the data will be approached from the point of view of these three activities.

The statistical analyses of the data were rather elementary and consisted of the calculation of the frequency (number) and percentage of the total of the responses in a category to each question. A summation of the responses in different categories in a number of questions was made. The responses to the questions with a mention of “Other” were categorized and the number of responses was noted in each category. The presentation of the answers of a number of questions (Q14, Q17, Q30, Q33, Q38) simply required the creation of an inclusive list and a notation of the number of responses in each category in the list. These rather rudimentary calculations permitted a preliminary general overview of the attitudes of the presidents.

The descriptive analyses consisted of a number of operations and proceeded from global categorization of the respondents’ answers to detailed assessments of the responses. The first operation was the categorization of responses. The responses in the open questions and comments were coded in the manner of grounded theory or what is called the “constant comparison method” (Glaser & Strauss, 1967). By coding responses that exhibit similar characteristics, categories emerge and the number of respondents making comments in each category can be noted. This procedure was basically attaching labels to “data chunks” and provided a superficial description.

The second operation dealt with the problem of “display.” Display, according to Huberman and Miles (1994, p. 91), is “...a visual format that presents information systematically, so the user can draw valid conclusions and take needed action.” According to the same authors, in qualitative studies, unreduced texts are a “...weak and cumbersome form of display.” The responses to most of the questions were displayed in table format.

A number of grills or matrix were developed to analyze the data collected from the open questions and comments.

The different responses given for the metaphors were categorized and entered in a grill developed for this purpose.

### **3.6 Data Presentation**

#### **3.6.1 Results of Request for Interview**

Table VI presents the results of the request for an interview with the presidents of the orders. The percentage of the total of the non-response (including the president absent due to illness) and refusal was 13.62%. Thirty-eight (86.35%) presidents accepted to participate in the study. Because the time period of the study was limited, it was impossible to schedule all the interviews in the allocated time. The final results were taken from the interviews with 32 presidents, indicating a participation rate of 72.72%.

**Table VI:** Results of request for interview

<b>Response</b>	<b>Number (N)</b>	<b>Percentage of Total (%)</b>
No response	2	4.54%
Refused request for interview	3	6.81%
Absent due to illness	1	2.27%
Accepted request, unable to schedule in time period of study	6	13.63%
Accepted request and scheduled interview	32	72.72%
Total	N=44	%=99.97

### **3.6.2 Section 1 of Questionnaire: Question 1 to 4**

In the first section of the questionnaire, the questions request personal information of the respondents: sex, age, education and residence.

#### **Question 1**

Table VII presents the response to Question 1: "You are male or female?" Of the total number (N=32) of presidents participating in the research, 18 are male (56.25%) and 14 are female (43.75%). In the time period of the study (December 2001-February 2002), of the total of the presidents of all the orders, 50.0% were male and 50.0% were female.

**Table VII:** Sex of the presidents

	Number (N)	Percentage of Total (%)
Male	18	56.25%
Female	14	43.75%
Total	N=32	%=100

**Question 2**

Table VII presents the response to Question 2: “Your age is...?” The table presents the number of presidents and percentage of the total in different categories of age. Of the 32 presidents participating in the study, one (3.12%) is between 25 and 34 years of age; 12 (37.5%) are between 35 and 44 years of age; 14 (43.75%) are between 45 and 54 years of age; and, five (15.62%) are 55 years of age or older. A summation of the categories indicates that 59.37% of the presidents participating in the study are 45 years of age or older.

**Table VIII:** Age of the presidents

Age	Number (N)	Percentage of Total (%)	
18-24	0	0%	40.62%
25-34	1	3.12%	
35-44	12	37.5%	
45-54	14	43.75%	59.37%
55 years or older	5	15.62%	
Total	N=32	%=99.99%	%=99.99%

### **Question 3**

Table IX presents the responses to Question 3: “Your highest level of education is...?” The table presents the number of presidents and percentage of the total in different categories of education. Of the 32 presidents participating in the study, one (3.12%) reported the highest level of education with diploma is secondary five (Quebec high school); seven (21.87%) reported the highest level of education with diploma is a DEC (CEGEP); eight (25.0%) reported the highest level of education with diploma is a BA (bachelor’s degree); twelve (37.5%) reported the highest level of education with diploma is MA (master’s degree); three (9.37%) reported the highest level of education with diploma is a doctorate (1<sup>st</sup> cycle); and one (3.12%) reported the highest level of education with diploma is a Ph.D. (2<sup>nd</sup> cycle).

The range of the level of education of the presidents, which extends from a high school diploma to a Ph.D. degree, reflects the diversity of the educational requirements of membership in the different orders.

Gyslaine Desrosiers (1997, p. 1), president of the Order of Nurses, perhaps best described the diversity of professional orders in Quebec when she wrote in an editorial:

The problem with the professional system is that over the years it has become a veritable tower of Babel, consisting of varied and disparate groups, some of them with fields of practice centred on one activity, and others covering a whole profession. Some of the groups have been together for 150 years, others a few years at most. Some represent a few hundred members, others tens of thousands. Further, the levels of training of their members vary enormously, from college graduates to PhDs. There is no training available in Quebec for one of these groups, while another requires only a high school education.

The diversity of the different orders is not only evident from the educational requirement of membership. The professional activity of the members of the different orders includes translation, chiropractic, accountancy, midwifery, to medicine and law. Although the literature refers to a “professional system,” it would, perhaps, be more accurate to refer to a “system of regulation” of professional activity in Quebec.

**Table IX:** Level of education of the presidents

Diploma	Number (N)	Percentage of Total (%)	
Secondary 5	1	3.12%	24.99%
CEGEP (DEC)	7	21.87%	
Bachelor's degree (BA)	8	25.0%	74.99%
Master's degree (MA)	12	37.5%	
Doctorate degree (1 <sup>st</sup> cycle)	3	9.37%	
Doctorate degree (2 <sup>nd</sup> cycle)	1	3.12%	% = 99.98%
Total	N=32	% = 99.98	

#### **Question 4**

Table X presents the responses to Question 4: “Your residence is...?” A summation of the categories indicates that 68.79% of respondents state their residence as either in Montreal or Quebec (56.25% state their residence as Montreal). The offices of the orders are almost all (42 of the 44) located in Montreal, and the practical problems of traveling from other regions to Montreal were mentioned by a number (5 or 15.62%) of presidents.

**Table X:** Residence of the presidents

<b>Administrative Zone</b>	<b>Number (N)</b>	<b>Percentage of Total (%)</b>
Saguenay-Lac-Saint-Jean	2	6.25%
Capitale Nationale (Quebec)	4	12.50%
Mauricie	1	3.12%
Estrie	1	3.12%
Montréal	18	56.25%
Abitibi-Témiscamingue	1	3.12%
Lanaudière	1	3.12%
Laurentides	1	3.12%
Montréal	3	9.38%
Total	N=32	%=99.98

### 3.6.3 The Characteristics of the Presidents

The general profile of the presidents participating in the research is characterized as:

- 56.25% are male.
- 59.37% are 45 years of age or older.
- 74.99% of respondents reported their level of education is a BA or higher.
- 68.79% reside either in Montreal or the Quebec City region (56.25% state their residence as Montreal).



### **3.6.4 Section 2 of Questionnaire: Question 1 to 39**

In Section 2 of the questionnaire, the 39 questions refer to the NPR. The collected data are displayed in a manner that facilitates lecture. Tables and categorized lists display the responses to the questions where “fixed alternatives” were given.

#### **Question 1**

Table XI presents the responses to Question 1: “The number (average) of board meetings per year is...?” The average number of board meetings each year varies from four to twelve; 62.49% of the respondents reported that the number of meetings is four or five a year; 25.0% of the respondents reported that the number of meetings is six or seven a year; 9.37% of the respondents reported that the number of meetings is eight a year; and 3.12% of the respondents reported that the number of meetings is twelve a year.

The number of meetings per year can be discussed as related to “work environment” and in reference to the overall administration of the order. A number (23 or 71.88%) of presidents described the administration of the order as similar to the administration of a small to medium enterprise and the administration of the order was discussed in terms of “strategic planning,” “rationalization,” “sound and acceptable administrative practice,” and “interpersonal conflicts of directors and administrative staff.” In discussing the importance of sound administrative practices, ten presidents (31.25%) underlined the over-regulation of the administration of the orders, evident by the size of their boards (overall too great a number of directors). Furthermore, six presidents (18.75%) mentioned the fact that many of the decisions are taken at a committee level, and that the overall function of the board is more “directive” or “political.” This was not meant to say the board is figurative. Perhaps

one president best summarized the view of a number of respondents towards the role of the board in the administration of the order when he described the function of the board as the “supreme decisional instance in the administration.”

Sound administrative practices were also discussed by a number (5 or 15.62%) of the presidents from the point of view of “micro-management” and “macro-management.” These presidents see the function of the board as “macro-management” in that “direction” or policies are decided at this level. For these presidents, the “micro-management” tasks, such as hiring staff, accounting, or office management, are not considered to be part of the mandate of the NPR.

All the presidents discussed the inherent problems of administration of a professional order. Three (9.38%) of the presidents said the NPR are “administrators” with the same responsibilities and obligations as elected administrators of performing sound administrative. For these presidents the primary role of the NPR is “to administer” the affairs of the order, which in turn ensures the protection of the public. As such, according to these three presidents, the NPR are “decision-makers.”

From the point of view of the role of NPR on the board, the small number of meetings of the board each year could be an indication of a rather limited influence of the NPR in the decisions taken.

**Table XI:** Number of board meetings each year (Average)

Number of Meetings	Number (N)	Percentage of Total (%)
4	9	28.12%
5	11	34.37%
6	6	18.75%
7	2	6.25%
8	3	9.37%
12	1	3.12%
Total	N=32	%=99.98%

**Question 2**

Table XII presents the responses to Question 2: “The total number of members on your board is...” The table presents the number of responses and percentage of the total in different categories. The number of members on the boards of the different orders varies from eight to 37.

The range in the number of members on the different boards gives an indication of the diversity in the administration of the different orders. The total number of members in professional orders is 271,858, and the number of members in the different orders ranges from 62 to 64,941.<sup>12</sup> Some of the professional groups have been together for more than 150 years, others only a few years. The revenue of the different orders varies from \$131,562.00 to \$15,742,229.00.

<sup>12</sup> Statistics taken from: Office des professions du Québec (2001) Rapport annuel 2000-2001. Québec (Province): Les Publications du Québec

Four of the presidents (12.5%) questioned the capacity of certain orders to ensure the protection of the public. On the other hand, four (12.5%) other respondents said the number of directors (too great a number) on the boards represents an over-bureaucratization and over-regulation of professional activity.

**Table XII:** Total number of members on board

<b>Number of Members on Board</b>	<b>Number (N)</b>	<b>Percentage of Total (%)</b>
8	3	9.37%
9	1	3.12%
10	1	3.12%
16	8	25%
17	3	9.37%
21	1	3.12%
22	1	3.12%
24	6	18.75%
25	3	9.37%
28	3	9.37%
29	1	3.12%
37	1	3.12%
<b>Total</b>	<b>N=32</b>	<b>%=99.95</b>

### **Question 3**

Table XIII presents the responses to Question 3: “On your board, the total number of administrators nominated by the OPQ is...?” The table presents the number of responses and percentage of the total in different categories.

A professional order with few members (e.g. Order of Midwives with 62 members) still has a board of at least eight directors (with two NPR); and, an order that has thousands of members (e.g. Order of Nurses with 64,941 members) may have 24 directors (with four NPR) on the board.<sup>13</sup> Three (9.38%) presidents believe the public is “over-represented” compared with the total number of administrators on their board. Three other presidents stated that, although the number of NPR on the different boards is established by the *Code des Professions*, the statutory number does not reflect the diversity, needs, and “administrative reality” of the different orders.

**Table XIII:** Number of NPR on the board

Number of NPR on Board	Number (N)	Percentage of Total (%)
2	5	15.62%
3	16	50.0%
4	11	34.37%
Total	N=32	%=99.99

<sup>13</sup> Statistics taken from: Office des professions du Québec (2001) Rapport annuel 2000-2001. Québec (Province): Les Publications du Québec

#### **Question 4**

Table XIV presents the responses to Question 4: “In your opinion, the ideal number of members nominated by the OPQ on your board would be...” Again, the responses demonstrate the diversity of opinion among the respondents, from one who thinks the public should not be represented on the boards, to one who believes the number of NPR on the boards should be increased.

**Table XIV:** The ideal number of NPR

<b>Ideal Number of NPR</b>	<b>Number (N)</b>	<b>Percentage of Total (%)</b>
0	1	3.12%
1	3	9.37%
2	8	25.0%
3	11	34.37%
4	8	25%
5 and more	1	3.12%
Total	N=32	%=99.98

The comments made by the presidents are grouped into two categories: effectiveness of the NPR, and autonomy of the boards:

#### **Effectiveness of the NPR**

- An increase in the number of the NPR could slow down and even impede the administrative process. Often, the NPR do not understand the implications of certain decisions for the profession. (4 or 12.5%)
- The NPR are mostly symbolic and are reminders of the mandate to protect the public. Therefore, one is enough. (1 or 3.12%)

- Presently the number of NPR is adequate. There is a certain rotation of NPR, which means that NPR, who are not familiar with the administration of the order, will join other NPR who have been sitting on the board for a time and have more experience. (19 or 59.38%)
- The mandate of the NPR is to represent the public. Increasing the number of NPR would not mean that the public is represented any more effectively. (6 or 18.75%)
- The public does not have the capacity to judge the professional act and decide for professionals. (1 or 3.12%)

#### **Autonomy of the boards**

- Increasing the number of administrators who are not members of the order would reduce the capacity to administer the order autonomously. (2 or 6.25%)

#### **Question 5**

Table XV presents the responses to Question 5: “In your opinion, the ideal percentage of administrators nominated by the OPQ in comparison with the total number of administrators on your board would be...” One president did not answer the question and said the ideal situation would be one person nominated permanently to the board. A number of respondents protested that the categories provided on the questionnaire did not provide an adequate range of categories (the range was too large). In spite of the problems concerning the form of the question, it should be noted that none of the presidents believe the NPR should represent 50% or more of the administrators.

**Table XV:** The ideal percentage of administrators nominated by the OPQ in comparison with the total number of administrators

Ideal Percentage	Number (N)	Percentage of Total (%)
0%	1	3.22%
5%	4	12.90%
10%	5	16.12%
15%	12	38.70%
25%	9	29.03%
50%	0	0%
51% and more	0	0%
Total	N=31	%=99.97

### **Question 6**

Table XVI presents the responses to Question 6: “On your board, what is the duration of the mandate of the administrators nominated by the OPQ?” Three respondents were unable to answer the question. The *Code des Professions* establishes the length of the mandate of the NPR as the same as that of the elected administrators, which varies between one and four years. Five of the presidents listed this regulation to justify the length of the mandate.



**Table XVI:** Duration of the mandate of the administrators nominated by the OPQ

<b>Duration of Mandate</b>	<b>Number (N)</b>	<b>Percentage of Total (%)</b>
1 year	2	6.89%
2 years	9	31.03%
3 years	12	41.37%
4 years	6	20.68%
Total	N=29	%=99.97

**Question 7**

Table XVII presents the responses to Question 7: “Do you believe the duration of the mandate of the nominated administrators on your board should be modified?” The three respondents who were unable to state the length of the mandate in Question 6 replied to this question. The three said the length of the mandate is adequate.

Twenty-eight presidents believe the mandate of the NPR should not be modified. The comments given by these respondents are classified into three categories: parity with elected members, familiarization and orientation, and renomination.

**Parity with elected members**

- The duration of the mandate of the NPR should be the same as that of elected members (that is, if the mandate of the elected members is one, two, three or four years, the mandate of the NPR should be the same). (23 or 71.88%)

### **Familiarization and orientation**

- A certain amount of time is necessary to acquire knowledge about the administrative procedure, field of practice, and expertise of the members of the order (e.g. staff, legal aspects of field of practice, strategic plan). The period of nomination appears adequate and renomination is always possible. (28 or 87.50%)
- Probably two mandates would be ideal; however, a longer period may incur the risk of the NPR becoming overly familiar and influenced by the other members of the board. (4 or 12.5%)

### **Renomination**

- The renewal of the mandate is possible, but the OPQ does not always respect the wishes of the orders concerning the renewal (e.g. sometimes renomination occurs despite a negative appreciation). (3 or 9.38%)

Four respondents believe the length of mandate of the NPR should be modified. The comments given by these respondents are classified into two categories: familiarization and orientation, and length of mandate.

### **Familiarization and orientation**

- The NPR are effective and contribute to the discussions after a certain period of adaptation. They should be nominated to the board for a longer period. (1 or 3.12%)

### **Length of mandate**

- The NPR should be nominated permanently to the board. (1 or 3.12%)
- The NPR should have a maximum length or number of mandates. Elected members, such as the president, should also have a maximum number of mandates (or, perhaps a maximum period of time to serve e.g. a period of eight years). This would prevent the phenomenon of “empire building.” (4 or 12.50%)

A number of authors have noted that in the health care and social service sectors, alignment of public members with different professional groups has been problematic

(Checkoway, 1982; Godbout, 1981; O'Neil, 1992; Percarchik, 1976; Feingold, 1977; Morone, 1984).

**Table XVII:** Number and percentage of the presidents who believe the duration of the mandate of the NPR should be modified?

	Number (N)	Percentage of Total (%)
Yes	4	12.5%
No	28	87.5%
Total	N=32	%=100

### **Question 8**

The responses to Question 8, which asked the presidents to describe the role of the NPR, reveal that the presidents perceive the role of the NPR in many different ways; from three who view the NPR mainly as a decision-maker; four who view the NPR as technical experts in administration (e.g. legal or administrative expertise); to five who view the role of the NPR as symbolic. One president perceives the role of the NPR as a “counter weight or balance between the interests and power of the state on the one hand and the interests of professional groups on the other.” That is to say, the ordinary citizen cannot have confidence in either the state or professional groups to ensure that his/her interests are protected, and the presence of the NPR forces both to consider the citizen’s interest.

The responses to this question all refer to the instrumental or functional characteristics of the role of the NPR. Five (15.62%) presidents think the NPR have no influence in the decisions made on the board; however, 27 (84.38%) of the presidents

referred to the positive value of the NPR in the administration of the board and said they believe the NPR influence the decisions of the board at least some of the time. Five (15.62%) presidents see the role of the NPR as mostly symbolic; however, they also believe the presence of the NPR influences the decisions in a positive manner (described as a “conscience” or “having to take a second look at decisions”).

The Figure V is the result of an attempt to place on a scale the types of responses obtained from Question 8. From the total of responses to this question, three (9.38%) of the presidents referred to the role of the NPR in a positive manner, referring to the positive value in the function of decision-making, whereas two (6.25%) referred to the same value in a negative manner, stating that the NPR have no or little influence on decisions of the board. A further 19 (59.38%) presidents referred to the role of the NPR in a positive manner in reference to the administrative role of the NPR. On the other end of the scale, three (9.38%) reported a negative appreciation of the role of the NPR in the administration of the board. Roy (1998, p. 11) described this influence as, “adding noise to the decision-making process without, however, affecting it.” Five (15.62%) presidents see the influence of the NPR in the decision-making processes of the board as positive but mostly symbolic. It should be noted that none of the presidents referred to a negative symbolic value of the NPR.

The presidents of the professional orders perceive the role of the NPR as instrumental or functional in relation to the administration of the order. The attitudes of the majority (27 or 84.38%) of the presidents are characterized as being positive. Conversely, the



### **Question 9**

Question 9 asked: “How do the NPR accomplish their role?” The responses to Question 9 corresponded to the same categorization of the responses to Question 8.

#### **Positive:**

##### **Function decisional**

- Addition of items to be discussed at the meetings of the board
- Voting on decisions to be made

##### **Function administrative**

- Participation and intervention in the discussion concerning the administration of the order
- Participation on different committees
- Technical capacity or expertise in a specific area of administration
- Bring to the attention of the board the needs and concerns of the public

##### **Function symbolic**

- Notify the OPQ of any irregularities or problems in the administration of the order
- Forces the board to take a “second look at decisions made”

#### **Negative:**

##### **Function decisional**

- The NPR have no influence on the decisions made because it is the professionals themselves who decide
- The idea of public representation is admirable but the means is a “has been”

### **Function administrative**

- The presence of the NPR slows down the administrative process generally
- Disagreement with the presence or participation of NPR on different committees because a non-professional should respect the autonomy of the professional in administration
- The NPR do not possess the technical capacity or expertise in the area of administration of a professional order

Overall, the presidents did not discuss the central element of the role of the NPR, which is to represent the public in the decisions-making process, and instead, referred to qualities and skills applicable to any administrative effort, from running a restaurant to a factory; that is to say, vision and management skills will somehow lead to success.

### **Question 10**

Table XVIII presents the responses to Question 10: “In your opinion, is the role of the nominated administrator different from the role of administrators elected by the members of the order?” One president did not indicate the response on the response form. One president did not answer the question and preferred to describe the roles as being “complementary.”

Again, the responses demonstrate the diversity of opinions, perceptions, and attitudes of the presidents towards the role of the NPR. Thirteen presidents consider the role of the NPR to be different from that of the elected administrators. Conversely, 17 of the presidents believe the role is not different. Of the number who reported the role of the NPR is the same as the role of elected administrators, 11 said the role of both the NPR and the elected members is to ensure the sound administration of the order. Of the number

of respondents who believe the role of the NPR is not the same as the role of the elected administrator, 14 believe the primary role of the NPR is to ensure that the mandate of the order, that is to say, the mandate to ensure the protection of the public, is respected. Four respondents in the group who believe the role is not the same used a colloquial expression to clarify their responses: “Où il y a l’homme, il y a l’hommerie.” For these four presidents the role of the NPR is distinguished from the role of the elected administrators in its symbolic function.

**Table XVIII:** Number and percentage of respondents who consider the role of the NPR as different from the role of the elected administrators

	Number (N)	Percentage of Total (%)
Yes (different)	13	43.33%
No (not different)	17	56.66%
Total	N=30	%=99.99

### **Question 11**

The responses to Question 11: “What are the indications that guide the OPQ in the choice of candidates for nomination of administrator on your Board?” indicate, to a certain extent, the attitudes (e.g. accommodation) of the presidents towards the role of the NPR. One president admitted that he did not know the exact criteria and mechanisms of nomination and expressed surprise at the interest in the subject. He commented, “If it’s not broken, why try to fix it?” Eight (25.0%) of the presidents said they were not aware of the criteria or indications that guided the OPQ in the choice of individuals to be nominated as administrator. Three (9.38%) of the presidents stated they have the impression that the NPR



“are parachuted in” and that no specific guidelines are used in the nomination. One president believes a criterion is “a certain number must not be a member of an order.”

The indications or criteria of nomination suggested by the respondents include:

- Basically anyone can present his/her candidature (5 or 15.62%)
- Experience in administration (6 or 18.75%)
- Political compensation (2 or 6.25%)
- Different groups refer candidates (7 or 21.88%)
- Interest in public service or by the participation in different groups (8 or 25.0%)
- Knowledge of professional system (1 or 3.12%)
- Personal qualities (1 or 3.12%)

Four (12.5%) presidents believe the OPQ considers the needs of the order as a criterion of nomination. Specifically, two of these presidents believe the OPQ nominates an individual with specific experience or professional abilities (e.g. accountant, administrator, lawyer) to the board of orders in need of these services. One president feels the OPQ occasionally nominates certain individuals to an order as a means to regulate, from the inside, the practices of the administration of the order.

### **Question 12**

Table XIX presents the responses to Question 12: “In your opinion, should other criteria of selection be taken into consideration in the nomination of administrators?” Eight respondents did not answer the question since they were unable to answer Question 11. The wording of this question proved to be problematic. Since many (28) of the respondents

indicated they were not sure of the indications used by the OPQ in the nomination process, it was difficult to consider other “criteria.” For the 24 respondents who answered the question, the understanding of the question was a number of criteria should be used in addition to the criteria utilized. Three of the presidents consider the criteria and nomination practices of the OPQ as adequate.

**Table XIX:** Number and percentage of respondents who consider other criteria of selection should be taken into consideration in the nomination of the NPR

	<b>Number (N)</b>	<b>Percentage of Total (%)</b>
Yes	21	87.5%
No	3	12.5%
Total	N=24	%=100

### **Question 13**

Question 13 asked the presidents (N=21), who responded to Question 12 with a “Yes,” “What criteria should be used?” The following list presents the criteria suggested by the different respondents:

- Demonstration of an interest in the quality of professional services by experience on different committees or administrative boards
- Knowledge of the professional system or the order
- Experience in the field of administration (understanding the procedures of administration, the role of a board, and the role of the director on a board)
- Demonstration of sound judgment (e.g. ability to ask questions, sense of criticism, capacity to make decisions)
- Common sense

- Availability
- Desire to serve in the public interest

Although this list appears somewhat vague, it should be noted, in comparison with the responses to Question 8, the criteria suggested by the presidents generally refer to the abilities of the NPR as administrator. None of the presidents suggested representativeness of the NPR to the general population or a mandate from or affiliation with a consumer protection group to be used as criteria of the selection process. The ability of the NPR to defend the public interest was more or less integrated into the ability to administer the affairs of the board, which three presidents stated as being the same thing.

#### **Question 14**

Question 14: "In your opinion, what is the most important criterion for the selection of the nominated administrator on the board of your order?" The following list indicates the criteria the presidents judge to be the most important:

- Social conscience (2 or 6.25%)
- Judgement (7 or 21.88%)
- Common sense (4 or 12.5%)
- Interest in social and community affairs (2 or 6.25%)
- Honesty (1 or 3.12%)
- Experience and capacity as administrator (9 or 28.12%)
- Decision-making capacity (7 or 21.88%)

According to the responses to this question, representativeness of the NPR to the general population is not considered to be a criterion of nomination. Most of the responses refer to the abilities of the NPR to administer.

### **Question 15**

Table XX presents the responses to Question 15: “Do you consider it very important, important, of little importance, of no importance, that the nominated administrators on your board have experience in the following fields?” The table presents the number of responses and percentage of the total in different categories.

The presidents judge the experience or participation of the NPR in the domain of public services to be important or very important. Conversely, the presidents judge the relationship of the NPR with the academic community to be relatively unimportant or of no importance. The NPR’ association with a consumer protection group or public interest group was given importance by 15 (46.88%) of the presidents, in contrast with 17 (53.12%) of the presidents who indicated the NPR’ association with a consumer protection group or public interest group of little or no importance.

Wiebe, Mackean, and Thurston (1998) identified the characteristics and support of public participants (e.g. mandate and mechanisms of accountability) as factors that determine if there is actual decision-making during participation. In the health care field, it is considered, if a public representative has no constituency to draw upon for ideas and support, the probability of being effective is generally reduced (Checkoway, 1982; O’Neil, 1992).

The responses to this question again indicate the diversity of opinions and attitudes concerning the importance given to the NPR' association with a consumer protection group. Relative importance, however, is given to experience or participation in the area of public service.

**Table XX:** Importance of experience in different fields

	<b>Very Important</b>	<b>Important</b>	<b>Of Little Importance</b>	<b>Of No Importance</b>	<b>Number Percentage</b>
Participation or experience in the domain of public service	5 %=15.62%	17 %=53.12	8 %=25.0	2 %=6.25	N=32 %=99.99
Association with consumer protection group or public interest group	5 %=15.62	10 %=31.25	15 %=46.87	2 %=6.25	N=32 %=99.99
Relationship with the academic community	0 %=0	11 %=34.37	13 %=40.62	8 %=25.0	N=32 %=99.99

### **Question 16**

Table XXI presents the responses to Question 16: "If you were to put in order of importance the following criteria of nomination, what would be the classification, 1 being the most important, 6 the least?" Of the three criteria listed, 24 (75.0%) of the presidents

indicated they believe participation or experience in the domain of public service to be the most important criterion of selection. Conversely, 19 (59.38%) of the presidents judge the NPR' relationship with the educational community to be the least important criterion.

**Table XXI:** Order of importance of criteria of selection

	1	2	3
Participation or experience in the domain of public service	24 %=75.0	7 %=21.87	1 %=3.12
Association with a consumer protection group or public interest group	7 %=21.87	13 %=40.62	12 %=37.5
Relationship with the academic community	1 %=3.12	12 %=37.50	19 %=59.38

### **Question 17**

The responses to Question 17: "In your opinion, what should be the personal qualities of the nominated administrators on the board of your order?" resulted in a rather long list of the desired qualities of the NPR. The qualities mentioned by the presidents are grouped into three categories: (1) values, (2) intellectual abilities, and (3) experience.

#### **Values:**

Integrity; Respect (able to respect the decisions made by consensus); Diplomacy; Vision; Sense of responsibility; Objectivity; Punctuality; Discretion; Impartiality; and Disinterest.

**Intellectual Abilities:**

Capacity to listen and learn; Decision-making ability; Intelligence; Curiosity; Knowledge (of the professional system); Capacity to express his/her ideas; Objectivity; and Analytical skills

**Experience:**

Understanding (of the professional system); Experience (the board could benefit from the experience, both personal and professional, of the NPR); and Ability in human relations.

**Question 18**

Table XXII presents the responses to Question 18: “Do you consider very important, important, of little importance, of no importance, the following personal qualities of the nominated administrators?”

The responses to this question indicate the presidents consider the communicational and decisional abilities of the NPR to be very important or a least important. The revelation in Table XXII, despite reservations concerning any interpretation of the indicated responses, is the relative unimportance respondents give to the NPR’ ability for negotiation and lobbying. Because NPR represent the public on professional boards, it would be reasonable to assume the importance of the aptitude of the NPR in negotiating decisions to be made in the interest of the public. It would also be reasonable to assume the importance of the capacity of the NPR to lobby in the public interest relative to the policies and decisions made that could affect the public.

Some of the skills identified to maximize the impact of public participation, specifically in the health care field, include mediating and negotiating skills (Percarchik, Ricci & Nelson, 1976), analytical skills such as decision-making and problem-solving (Morrison, Holdridge-Crane & Smith, 1978; Zimmerman, 1990), leadership skills (Checkoway, 1982; Morrison, Holdridge-Crane & Smith, 1978), and knowledge of the system and of the political process (Checkoway, 1982).

**Table XXII:** Importance of personal qualities of the NPR

	<b>Very Important</b>	<b>Important</b>	<b>Of Little Importance</b>	<b>Of No Importance</b>	<b>Number Percentage</b>
Aptitude for communication	21 %=65.62	10 %=31.25	1 %=3.12	0 %=0	N=32 %=99.99
Aptitude for public relations	4 %=12.50	16 %=50.0	7 %=21.88	5 %=15.62	N=32 %=100
Aptitude for negotiation	4 %=12.50	13 %=40.62	13 %=40.62	2 %=6.25	N=32 %=99.99
Lobbying	1 %=3.12	6 %=18.75	17 %=53.12	8 %=25.0	N=32 %=99.99
Leadership	5 %=15.62	20 %=62.50	6 %=18.75	1 %=3.12	N=32 %=99.99
Capacity for decision-making	23 %=71.88	9 %=28.12	0 %=0	0 %=0	N=32 %=100



**Question 19**

Table XXIII presents the responses to Question 19: "If you were to put in order of importance the following personal qualities, what would be the classification, 1 being the most important, 6 the least?" The table indicates the relative importance the presidents give to the NPR' aptitudes in communication and decision-making abilities. The quality or capacity of the NPR to lobby was indicated as the ability of least importance.

**Table XXIII:** Order of importance of personal qualities of the NPR

	1	2	3	4	5	6
Aptitude for communication	15 %=46.88	11 %=34.38	5 %=15.62	1 %=3.12	0 %=0	0 %=0
Aptitude for public relations	0 %=0	3 %=9.38	6 %=18.75	11 %=34.38	13 %=31.25	2 %=6.25
Aptitude for negotiation	1 %=3.12	2 %=6.25	7 %=21.88	9 %=28.12	9 %=28.12	4 %=12.50
Lobbying	1 %=3.12	0 %=0	1 %=3.12	2 %=6.25	5 %=15.62	23 %=71.88
Leadership	1 %=3.12	6 %=18.75	10 %=31.25	7 %=21.88	6 %=18.75	2 %=6.25
Capacity for decision-making	14 %=43.75	10 %=31.25	3 %=9.38	2 %=6.25	2 %=6.25	1 %=3.12

### **Question 20**

Table XXIV presents the responses to Question 20: “In your opinion, what would be the ideal level of education of nominated administrators on the board of your order?” Five (15.62%) of the presidents objected to the wording of the question, specifically to the word “ideal.” These five presidents said there is no “ideal” level of education and did not indicate a response on the form. Conversely, one president believes the NPR ideally should have the highest level of education possible or a Ph.D. degree. One president suggested the minimum level of education of the NPR would be a bachelor’s degree (BA).

**Table XXIV:** Ideal level of education of the nominated administrators

	<b>Number (N)</b>	<b>Percentage of Total (%)</b>
Secondary 5	2	7.40%
CEGEP (DEC)	2	7.40%
Bachelor’s degree (BA)	15	55.55%
Master’s degree (MA)	7	25.92%
Doctorate degree (1 <sup>st</sup> cycle)	0	0%
Doctorate degree (2 <sup>nd</sup> cycle)	1	3.70%
Total	N=27	%=99.97

### **Question 21**

Table XXV presents the responses to Question 21: “Do you believe nominated administrators need an appropriate training for the function of nominated administrator on the board of your order?” Almost all the presidents (31 or 96.87%) believe the NPR need some training in order to adequately fulfill the role of administrator. Fourteen presidents

believe the NPR does not clearly understand the role of the NPR. Twenty-four (75.0%) presidents believe the NPR need a certain training or, at the minimum, information on the administrative procedures and different regulations of the order.

Despite the fact that most of the presidents said the NPR would profit from some training, it was not made evident who should be responsible for the formation (OPQ, QIC, the order). One respondent believes that since the role of the NPR is completely symbolic, no training is necessary.

In the health care field, it is generally recognized that if public participants are going to have the skills and knowledge necessary to be effective, orientation and training are necessary (Berlin, 1981; Halloran, Ross & Huffman, 1996; Bracht, 1991; Windle & Cibulka, 1981).

**Table XXV:** Number and percentage of presidents who believe the NPR need an appropriate training for their function

	Number (N)	Percentage of Total (%)
Yes	31	96.87%
No	1	3.12%
Total	N=32	%=99.99

### **Question 22**

Table XXVI presents the responses to Question 22: "Do you believe nominated administrators should be supervised (e.g. concerning their effectiveness, presence)?" Three presidents did not indicate their answers on the form because they objected to the word

“supervised.” The notion of accountability<sup>14</sup> was common in all the responses given to this question. As well, the mechanisms of accountability were discussed.

The responses can be categorized into three distinct categories: (1) three presidents who believe the NPR are accountable and who believe there are sufficient mechanisms to ensure the accountability; (2) nineteen presidents who believe the NPR should be accountable, but who are not sure mechanisms to ensure accountability exist; and, (3) ten presidents who believe the NPR are unaccountable. This last viewpoint can perhaps best be exemplified by one president’s remark that the NPR express the opinions of “no one in particular.”

The discussion concerning the accountability of the NPR resulted in more questions than answers. The subject of accountability raised the question of the mechanism of accountability. Seven of the presidents feel the NPR should not be accountable to the OPQ directly, as this could give the impression that NPR were nothing more than “stool pigeons.” However, seventeen presidents reported that there is a certain type of accountability in the fact that: (1) the OPQ calls the order to ensure the active participation of the NPR; (2) the OPQ requires signed requests for remuneration of expenses; and, (3) there is a certain degree of accountability to the other administrators (if there are specific problems concerning a NPR e.g. absence, lack of interest, the other members of the board will discuss the problem with the NPR).

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<sup>14</sup> The word used in French was “imputabilité”.

A number of questions were raised in the conversations with the presidents without any clear answers: Who is accountable to whom? Who defines accountability? Who should control who is or is not defined as a community or socio-economic group (e.g. Is a professional order considered a community or socio-economic group)?

Dussault noted the basic difficulties in the mechanism of participation by nomination (Dussault, 1976b, p. 9):

En effet, ces administrateurs ont été nommés par L'Office au nom d'un public qui ne les a pas élus, qui ne leur a pas donné mandat et qui ne leur demande aucun compte. Cette situation est perçue par plusieurs d'entre eux comme une anomalie. Promouvoir les intérêts des usagers des services professionnels aux bureaux des corporations, sans avoir été mandaté par ces usagers, n'est certes pas une tâche facile.

**Table XXVI:** Number and percentage of respondents who believe the NPR should be supervised (concerning their effectiveness, presence, etc.)

	Number (N)	Percentage of Total (%)
Yes	19	65.51%
No	10	34.48%
Total	N=29	%=99.99

### **Question 23**

Table XXVII presents the responses to Question 23: "For the nomination of administrator, indicate the level of importance that you would give to the following elements." Twenty-seven presidents (84.38%) stated that they believe it is not necessary to resemble the general population in order to represent the public. Three (9.38%) presidents said it probably would be an error if the NPR resembled the general population.

**Table XXVII:** Level of importance of the elements in the selection of the NPR:

	<b>Very Important</b>	<b>Important</b>	<b>Of Little Importance</b>	<b>Not at all Important</b>	<b>Number Percentage</b>
Knowledge and/or experience in administration	6 %=18.75	21 %=65.62%	5 %=15.62%	0 %=0%	N=32 %=99.99
Knowledge of the field of professional activity of the members of the order	4 %=12.50	13 %=40.62	12 %=37.50	3 %=9.38	N=32 %=100
Representation of cultural communities and ethnic groups	1 %=3.12	10 %=31.25	13 %=40.62	8 %=25.0	N=32 %=99.99
Representation of an equality of the sexes	3 %=9.38	8 %=25.0	13 %=40.62	8 %=25.0	N=32 %=100
Regional representation	2 %=6.25	8 %=25.0	12 %=37.50	10 %=31.25	N=32 %=100
Linguistic representation	1 %=3.12	10 %=31.25	9 %=28.12	12 %=37.50	N=32 %=99.99
Representation of different groups of age	1 %=3.12	12 %=37.50	13 %=40.62	6 %=18.75	N=32 %=99.99
Representation of a level of education corresponding to the general population	0 %=0	7 %=21.88	16 %=50.0	9 %=28.12	N=32 %=100

The information in the following six tables (Table XXVIII, Table XXVIX, Table XXX, Table XXXI, Table XXXII, Table XXXIII) gives an indication of the presidents' perception of the representativeness of the NPR on the boards. It is evident that absolute representativeness of the NPR on a single board would be impossible. However, the responses to these questions (Q24, Q25, Q26, Q27, Q28, Q29) indicate that overall, the presidents do not consider the NPR representative of the characteristics of the general population. When specifically asked if they thought the NPR should be representative of the general population in profile, all the presidents said it is not necessary to resemble the population in order to represent the public on the board.

#### **Question 24**

Table XXVIII presents the responses to Question 24: "In your opinion, are the nominated administrators on the board of your order representative of cultural communities and ethnic groups?"

**Table XXVIII:** Are the NPR representative of cultural communities and ethnic groups?

	<b>Number (N)</b>	<b>Percentage of Total (%)</b>
Yes	5	15.62%
No	27	84.37%
Total	N=32	%=99.99

**Question 25**

Table XXVIX presents the responses to Question 25: “In your opinion, are the nominated administrators on the board of your order representative of the equality of the two sexes? ”

**Table XXIX:** Are the NPR representative of the equality of the two sexes?

	Number (N)	Percentage of Total (%)
Yes	22	68.75%
No	10	31.25%
Total	N=32	%=100

**Question 26**

Table XXX presents the responses to Question 26: “In your opinion, are the nominated administrators on the board of your order representative of the different geographic regions?”

**Table XXX:** Are the NPR representative of the different geographic regions?

	Number (N)	Percentage of Total (%)
Yes	16	50.0%
No	16	50.0%
Total	N=32	%=100



**Question 27**

Table XXXI presents the responses to Question 27: “In your opinion, are the nominated administrators on the board of your order representative of different linguistic groups?”

**Table XXXI:** Are the NPR representative of different linguistic groups?

	Number (N)	Percentage of Total (%)
Yes	7	21.87%
No	25	78.12%
Total	N=32	%=99.99

**Question 28**

Table XXXII presents the responses to Question 28: “In your opinion, are the nominated administrators on the board of your order representative of different age groups?”

**Table XXXII:** Are the NPR representative of different age groups?

	Number (N)	Percentage of Total (%)
Yes	7	21.87%
No	25	78.12%
Total	N=32	%=99.99

**Question 29**

Table XXXIII presents the responses to Question 29: “Can the NPR participate on all the committees of the order?” The regulations of the orders generally restrict the presence of the NPR on certain committees. However, 17 (53.12%) of the presidents said the NPR could participate on all the committees.

**Table XXXIII:** Participation of the NPR on all committees

	Number (N)	Percentage of Total (%)
Yes	17	53.12%
No	15	46.87%
Total	N=32	%=99.99

**Question 30**

The presidents (N=15) who answered Question 29 with a “No” responded to Question 30. According to the different respondents, the NPR are excluded from the following committees:

- One (1) respondent reported that the NPR are excluded from all committees
- Education
- Professional inspection
- Complaints
- Finance
- Discipline
- Administrative committee

- Admission
- Scientific
- Strategic planning

### **Question 31**

Fifteen (15) presidents responded to Question 29 with 'No' and responded to this question. Table XXXIV presents the responses to Question 31: "Would you agree or disagree with the presence of nominated administrators on the excluded committees?" Ten presidents disagree with the presence of the NPR on the excluded committees and gave the following reasons:

- The presence of the NPR would slow down the process.
- The NPR do not possess the necessary knowledge or expertise to contribute.

Five presidents agree to the presence of the NPR on the excluded committees and gave the following reason for their opinions:

- The NPR could contribute on these committees by bringing an outside point of view.
- The added "manpower" would be appreciated, as the resources of the order are limited.

The presence, or rather, the absence, of the NPR on certain committees, e.g. professional inspection, has been a source of criticism of professional orders. The examination of the exercise of the practitioner, of the professional training, and of the complaints made by the public continues to be performed behind closed doors. Professionals generally refer to the lack of ability of the non-professional to judge the

professional act as rationale for the exclusion. According to the responses given to this question, this view appears to have support.

**Table XXXIV:** Number and percentage of respondents who agree or disagree with the presence of the NPR on the excluded committees?

	Number (N)	Percentage of Total (%)
Agree	5	33.33%
Disagree	10	66.66%
Total	N=15	%=99.99

### **Question 32**

Table XXXV presents the responses to Question 32: “Do nominated administrators have the right to vote in the elections for the executive council of your order?” Again the responses to this question indicate some confusion about the role of the NPR. The NPR do not participate in elections for the elected administrators or for the president of the order. Almost half (15 or 46.87%) of the presidents reported that the NPR have the right to vote in the election for the members of the executive council.

**Table XXXV:** Number and percentage of presidents who state the NPR have the right to vote in the elections for the executive council of the order

	Number (N)	Percentage of Total (%)
Yes	15	46.87%
No	17	53.12%
Total	N=32	%=99.99

**Question 33**

The presidents (N=17) who indicated a response of “No” to Question 32 gave the following reasons for the exclusion of the NPR in the elections for the executive council

- Tradition.
- The process of election of the members of the executive council is an extension of the democratic process of election of members from different regions. The NPR are appointed and are not part of this electoral process.

**Question 34**

Table XXXVI presents the responses to Question 34: “Do you believe nominated administrators have sufficient access to the information, resource persons and documents necessary for their functions on the board of your order?” Almost all the presidents (31 or 96.87%) believe NPR have sufficient access to information, resource persons, and documents. One president believes the NPR do not have access to the information necessary to make decisions on the board. This president reasoned that an individual who is not directly involved as a professional member of the order could not have access to the information necessary to make a reasoned decision.

**Table XXXVI:** Number and percentage of presidents who believe the NPR have sufficient access to information, resource persons, and documents

	Number (N)	Percentage of Total (%)
Yes	31	96.87
No	1	3.12%
Total	N=32	%=99.99

**Question 35**

Table XXXVII presents the responses to Question 35: “Are there communications, verbal or other, between you and the nominated administrators other than during the regular meetings of the board?”

**Table XXXVII:** Number and percentage of presidents who report communications with the NPR other than regular meetings of the board

	Number (N)	Percentage of Total (%)
Yes	27	84.37%
No	5	15.62%
Total	N=32	%=99.99

**Question 36**

The presidents (N=27) who reported communication with the NPR other than the regular meetings of the board were asked to indicate the type of communications. Table XXXVIII presents the responses to Question 36.

**Table XXXVIII:** Type of communication with the NPR other than regular meetings of the board

	Number (N)	Percentage of Total (%)
In person	17	62.96%
Postal	13	48.14%
Telephone	27	100%
Electronic correspondence	19	70.37%
Other	5	18.51%

**Other:**

- Social occasions (banquets, cocktail parties)
- Conferences

**Question 37**

Table XXXIX presents the responses to Question 37: “Do the nominated administrators regularly attend the meetings of the board of your order?” The majority (28 or 87.5%) of the presidents reported that the NPR regularly attend the meetings of the board. However, a minority (4 or 12.5%) reported that the NPR are not always diligent in their attendance, and frequently either arrive late, leave early, or “are present more in body than in spirit.”

**Table XXXIX:** Number and percentage of presidents who report the NPR assist regularly at the meetings of the board

	Number (N)	Percentage of Total (%)
Yes	28	87.5%
No	4	12.5%
Total	N=32	%=100

**Question 38**

The respondents (N=4) who responded with a “No” to Question 37 provided the following reasons for the absenteeism of the NPR:

- Conflict with other priorities (often professional constraints, such as travel, business meetings, or other voluntary activities)
- Lack of interest

**Question 39**

Table XL presents the responses to Question 39: “In your opinion, nominated administrators express the opinions of...?”

The responses to this question again indicate the diversity of understanding and attitudes of the presidents towards the role of the NPR. More than half (18 or 56.25%) of the presidents believe the NPR express the opinions of clients or consumers of professional services. Eight (25.0%) presidents believe the NPR express their own personal opinion. Three (9.38%) presidents believe the NPR express the views of the OPQ.



**Table XL:** The number and percentage of presidents who state the opinions expressed by the NPR represent the opinions of the following groups: OPQ, Government, Clients, Other

	Number (N)	Percentage of Total (%)
Office des Professions	3	9.37%
Government	0	0%
Clients of professionals	18	56.25%
Other	11	34.37%
Total	N=32	%=99.99

**Other:**

- Personal opinion (8 or 25.0%)
- No one in particular (1 or 3.12%)
- Both the OPQ and clients in that they have the same interest in protecting the public (2 or 6.25%)

### **3.7 Metaphor of the Nominated Public Representative**

After the completion of the questionnaire, the presidents were asked to give a metaphor of the role of the NPR. The analysis of the metaphor could focus on what the speaker is trying to express, information given, or even how the speaker's interests are being served by the use of the metaphor. Lakoff and Johnson (1980, p. 5) argued: "The essence of metaphor is understanding and experiencing one kind of thing in terms of another." As such, the analysis of the metaphors given by the presidents concentrated on what the speaker was trying to express concerning the role and relationship with the NPR.

The metaphors were categorized in a grill developed for the purpose of analysis (Figure VI).

A surprisingly large number (N=21) of the metaphors relate to the “animal,” “mirror,” and the “wise man.” The theme of these metaphors is the supervisory aspect of the relationship: eye, watchdog, spy, witnessing, reflection, mirror, and second look. That is, they use physical terms to refer to intellectual constructs about the nature of the relationship. It is perhaps not surprising that the relationship with the NPR be represented in a “vision” theme, considering the supervisory approach taken towards professional regulation by the government.

A second set of metaphors relating to the supervisory relationship is the “second look,” “reflection,” and the “mirror.” When questioned concerning these metaphors, four presidents reported that the metaphor of the “watchdog” did not accurately describe the role of the NPR in that this image is too aggressive or hostile. One president offered a rather compelling metaphor: “It’s looking in a mirror with the nose right up against the glass; you are no longer able to see clearly. The public representative is on the other side of the mirror, seeing the same thing but from a different perspective.” Two other presidents referred to the role of the NPR as a “reflection” or “a second look.” This “reflection” aspect of the metaphor is difficult to analyze. One interpretation that could be put forward is that the NPR are a mirror-image of the presidents; that is to say, the profile of the NPR is more representative of the characteristics of the presidents than of the general public. A comparison of the profile of the NPR and the profile of the presidents participating in the research would tend to support this interpretation (Table XLI). It would be possible to

investigate this hypothesis by simply comparing the individual profiles of the NPR on specific boards to the individual profiles of presidents on the same board.

Another set of metaphors, not related to the supervisory relationship but rather relating to the role of the NPR itself was expressed. A number of terms having metaphorical properties were used to describe the role of the NPR. For example, the public representative is: an administrator, an added value, a guardian of the public interest, a means to an end, a spokesperson, an idea that is past its time, a necessary evil. The majority of these terms refer to the instrumental or functional characteristics of the role of the NPR. The three terms used to describe the positive decisional function of the NPR were: the council of the wise, ombudsman, and clout. All three refer to the decisional capacity of the NPR. The terms used to describe the negative decisional function of the NPR were: knick knack; and an animal at a veterinarian clinic that is concerned with the results but doesn't influence them. Both of these metaphors refer to a passive role of the NPR.

The variety of metaphors given by the presidents again underlines the diversity of attitudes towards the role of the NPR. Generally, the metaphors refer to the functional or instrumental characteristics of the NPR.

**Figure VI:** Matrix comparing the relation symbolic president/role of the NPR

Object of Comparison		Type of function						
		Decisional		Administrative		Symbolic		N =
		(+)	(-)	(+)	(-)	(+)	(-)	
<b>Animal</b>	Watchdog					5		8
	Eye of an eagle			1				
	Animal at a veterinarian clinic		1					
	Bird sent by Office des Professions			1				
<b>Accessory</b>	Empty chair				1			2
	Knick knack		1					
<b>Cohesion (glue in system)</b>	Cement			1				2
	Piece of puzzle			1				
<b>Mirror</b>	Reflection			1				4
	Other side of mirror			1				
	Second look			2				
<b>Wise man</b>	Ombudsman	1						9
	Politician			1				
	Actor			1				
	Agent			1				
	Technician			1				
	Conscience			2				
	Council of wise	1						
<b>Balance</b>	Moral guaranty			1				2
	Counter-weight			1				
<b>Other objects</b>	Ship's keel			1				2
	Car horn			1				
<b>Absence of object of comparison</b>	Fire wall			1				3
	Clout	1						
<b>Necessary evil</b>					2			3
<b>N=</b>		N=3	N=2	N=19	N=3	N=5	N=0	32

**Table XLI:** Comparison of profile of the NPR and the presidents

	<b>NPR</b>	<b>Presidents of Orders Participating in the Research</b>
Age	<ul style="list-style-type: none"> <li>• 70.82% are 50 years of age or older</li> </ul>	<ul style="list-style-type: none"> <li>• 59.37% are 45 years of age or older</li> </ul>
Sex	<ul style="list-style-type: none"> <li>• 54.8% are male</li> </ul>	<ul style="list-style-type: none"> <li>• 56.25% are male</li> </ul>
Education (Highest level completed with diploma)	<ul style="list-style-type: none"> <li>• 5.2% have a high school diploma</li> <li>• 11.4% have a DEC</li> <li>• 15.1% have a certificate</li> <li>• 37% have a BA</li> <li>• 13.6% have a MA</li> <li>• 3.9% have a doctorate</li> </ul>	<ul style="list-style-type: none"> <li>• 3.12% have a high school diploma</li> <li>• 20.87% have a DEC</li> <li>• 25% have a BA</li> <li>• 37.5% have a MA</li> <li>• 3.12% have a doctorate (Ph.D.)</li> <li>• 9.37% have a doctorate (1<sup>st</sup> cycle)</li> </ul>
Residence	<ul style="list-style-type: none"> <li>• 66.0% state their residence as Quebec or Montreal</li> </ul>	<ul style="list-style-type: none"> <li>• 68.79% state their residence as Quebec or Montreal</li> </ul>

### **3.8 Summary**

The design of the study is exploratory, for the major part qualitative in nature, and is characterized by the flexibility and “eclecticism” in the data collection methods and analyses. During the period of December 2001 to February 2002, thirty-two presidents of professional orders were interviewed using a questionnaire constructed for the purpose. The qualitative data collected were codified and categorized according to the manner of grounded theory. The results of the data collected are presented in this chapter. Furthermore, the metaphors of the role of the NPR given by the presidents are analyzed.

In the following chapter, the results of the data collection are discussed and following this discussion, the conclusion of the study is presented.

## **CHAPTER 4**

### **DISCUSSION**

#### **4.1 Introduction**

The objective of the research was to describe the attitudes of the presidents of professional orders in Quebec towards the role of the nominated public representative on the boards of professional orders. The goals were: first, to investigate this specific factor, which was described as a “precursor factor” in a decision-making process; and second, to explore the possibility of identifying other factors or criteria, which could be incorporated into a model of evaluation of a participatory process. The design of the study was exploratory, qualitative, for the major part, in nature, and characterized by the flexibility and “eclecticism” in the data collection methods and analyses.

This final chapter discusses the findings of the collected data and evaluates the extent to which the overall objective and goals of the research were reached. It is divided into three sections: in the first, the methodology of the research is considered; in the second, the results of the collected data are discussed; and finally, in the last, a metaphor of the NPR is presented.

#### **4.2 Research Design and Interpretation of Data**

The adequacy of the methods utilized in the research can be considered from a number of perspectives: (1) the research design itself; (2) the population or individuals



included in the study; (3) the data collection tools and procedures; and, (4) the analysis of the collected data. Although this discussion is euphemistically described as “a consideration of the adequacy of methods,” specifically, the task is one of evaluation. Straight (2000) advised that one of the first things to do is to identify goals and objectives in order to avoid many of the pitfalls of evaluation. Therefore, the present discussion will frequently refer to the objective and goals of the research.

A major consideration in this research is the manner in which qualitative data is collected, analyzed, and considered in evaluation or what is termed performance metrics. Silverman (1993, p. 171) suggested the following advantages or overall value of ethnography in the context of policy-making and process evaluation:

- It is relatively flexible.
- It studies what people are doing in their natural context.
- It is well placed to study processes as well as outcomes.
- It studies meanings as well as causes.

The objective of the research was to describe the presidents’ attitudes towards the role of the NPR and, to this end, the strategy was to study the “meanings” given by the presidents to the role of the NPR. The study was descriptive, not explanatory, and the qualitative “open” approach, which generated data in which the participants themselves defined the features of their experience, is considered to be useful and appropriate for the purpose of the study.

The exploratory design was chosen for a number of reasons. The literature of public participation on the boards of professional orders in Quebec contains no references to the evaluation of the participation of the public on the boards. The semi-structured interview, including both fixed and open-ended questions, is considered to be an appropriate method to obtain the data necessary to describe the attitudes of the presidents. The questionnaire developed for the interview is considered a platform around which an interactive dialogue could be conducted. In this line of thought, Silverman (1993, p. 107) suggested, according to the interactionist tradition, which contains a way of looking at respondents' accounts that goes beyond categorizing, "we need not hear interview responses simply as true or false reports on reality. Instead, we can treat such responses as displays of perspectives and moral forms."

The population in the study was predefined; it included the presidents of the forty-five orders with the exception of the president of the Order of Geologists. A respectful number (N=32) of the presidents agreed to be interviewed. It was within the function of the role of president that the individual's responses were collected and analyzed. One reason for limiting the study to the presidents was the assumption that they are representative of the larger group of elected members on professional boards. This assumption would have to be verified by confirming the results of the study with results from a study with a random sample of elected members. The high percentage (%=72.72) of the total number of presidents included in the study assured, to a degree, a representative group.

However, there was a bias discovered in the group of respondents. The presidents of the orders with a small number of members and fewer financial and personnel resources are

not proportionately represented in the study. To correct this lacuna, the time period of the study should have been extended in order to include a larger number of presidents, or a representative number of the different orders, according to size and sector of activity, should have been established.

The questionnaire proved to suffer in both face and criterion validity. The definitions of the terms about which statements were made and respondents addressed are not provided. A number of respondents specifically contested the wording of certain questions (e.g. “supervised” in Question 22; “appropriate formation” in Question 21; “participation or experience in the field of public service” in Question 15 and 16 were not defined). A second problem in the formulation of the questions stemmed from the assumption that respondents would have the knowledge to reply to certain questions (e.g. Question 7 required the respondents to know the length of the mandate; Question 12 and Question 13 required the respondents to know the criteria of nomination). A number of presidents were unable to answer questions because they did not have the necessary information. Furthermore, Question 5 did not indicate a range of categories of responses that was considered adequate for the responses offered.

Simon (1978, p. 45) cautioned that descriptive research designs are “harder to do well and easier to do atrociously than are other types of research.” The major problem in developing a descriptive research design is the lack of a limited number of well-defined variables. However, texts on research methodology often advise against the early specification of definitions in open-ended or “unscheduled” interviews (Silverman, 1993; Layder, 1994; Huberman & Miles, 1984, 1994; Baily, 1982; Denzin & Lincoln, 1994). It is

considered that operational definitions made prematurely deflect attention away from the manner in which participants themselves define features of their experience. As such, a qualitative approach utilizing an open-ended type of interview would hesitate to define “participation” before beginning the research. Instead, this approach would attempt to examine, in the specific context of the participants, how “participation” comes to be defined. In this sense, the wording of a number of questions proved to be serendipitous. The presidents were obliged to state their understanding of the words and, although somewhat time-consuming, this process resulted in the provision of information that probably would not have been given otherwise.

The questionnaire suffered to a certain degree in criterion validity in that (1) questions addressing the same issues were not worded in different ways (e.g. positive and negative), and (2), responses to questions on similar issues were not correlated and were not evaluated for consistency.

A further reservation in drawing conclusions from the findings of the study concerns the importance of the diversity of the responses. It became evident that the method employed to analyze the data quantitatively (e.g. simple calculations of frequency and percentage of responses in a category) was perhaps not adequate to reflect this diversity. It would perhaps have been useful to create crosstabs tables to look for differences in responses corresponding to age, education, gender, and most important, sector of activity of the order. However, the research was exploratory, and the objective of the study was limited to the description of the attitudes of the presidents taken as a group. The quantitative data obtained, although extremely limited in their analysis, were seen as the

means of putting into perspective the responses and corroborating data collected by qualitative methods.

A large amount of the data collected was qualitative in nature. The presidents were asked to clarify or elaborate on their comments or explain their responses, and this often took on a conversational form. The objective of the study was to describe the attitudes of the presidents and to identify other possible factors, which could be incorporated into a model of evaluation. In this sense, the open questions provided a valid forum in which it was possible to examine the attitudes of the presidents and explore possible factors that influence participation. The analysis of these data was based on the “constant comparison method” (Glaser & Strauss, 1967), and this method is generally considered to be reliable. However, the interviews were not taped and the interviewer was obliged to take notes. This severely compromised the quality of some of the data collected and limited the choice of method of analysis. The decision to not tape the interviews was perhaps an error. However, the respondents were assured of the anonymity and the confidentiality of their responses.

The analyses of the qualitative data extended from the content of the data to the form. The analyses of the metaphors given by the respondents were somewhat superficial. Generally, the information in the data was not extracted to its full extent. Obviously, the amount of data collected from the interviews resulted in an “information overload.” It was necessary to constantly keep the objective of the study in mind, which was to describe the attitudes of the presidents towards the role of the NPR. As such, the analyses of the data were limited with this objective in mind.

The attitudes of the respondents are described without verifying if the attitudes expressed correspond to behavior. It would be necessary to utilize another methodology in order to observe the behavior of the respondents during sessions of the boards.

There would appear to be a number of questions concerning the validity, reliability, and precision of some of the methods employed in the collection and the analyses of the data. However, before concluding the results to be invalid, the overall objective of the research was considered. Polansky (1960, p. 51) described the objectives of an exploratory research: "...the objective is the identification of sound questions, promising concepts, and preliminary hypotheses..."

In the next section of this chapter, the results of the collected data are discussed in consideration of the overall objective of the research as described by Polansky.

#### **4.3 Discussion of the Results of the Collected Data**

Despite reservations concerning the validity of some of the methods used to collect the data, the reliability of the data collected, and the overall value of the results obtained, a number of questions can be formulated.

The findings of the research were somewhat unexpected. Generally, the presidents perceive the role of the NPR as instrumental or functional in relation to the administration of the order. Overall, in this perspective, the attitudes of the majority (27 or 84.38%) of the presidents are characterized as positive. Three presidents (3 or 9.38%) perceive the role of the NPR as decision maker, while nineteen (19 or 59.38%) perceive the NPR as influencing

the decisions of the board but not influencing them in a decisional capacity. Five presidents (5 or 15.62%) believe that the NPR influence the decisions of the board, but the influence is mostly from the symbolic function of their presence. Conversely, three (3 or 9.38%) presidents see the role of the NPR as influential in the administrative process, but of no contribution to decision-making. Roy (1998, p. 11) described this as, “adding noise to the decision-making process without, however, affecting it.” Finally, two (2 or 6.25%) of the presidents interviewed believe the NPR have no influence in the administrative process or in decision-making.

To synthesize, the presidents perceive the role of the nominated public representatives as instrumental or functional in relation to the administration of the order. Although the majority of the presidents appear to have a relatively positive attitude towards the role of the NPR and believe the NPR influence decisions, does this indicate that the NPR do influence the decisions made on the boards? With regard to effectiveness, at least three hypotheses may be formulated concerning the influence of the NPR in decision-making:

- (1) No contribution to decisions
- (2) Negative contribution to decisions (e.g. the NPR only perceive their own interest and exert undue and negative influence on certain decisions)
- (3) Positive contribution to decisions (e.g. the NPR provide information and input on options)

From the results of the research, it would be reasonable to assume that the third hypothesis could be put forth, e.g. positive contribution of the NPR in decisions by

participating in discussions and providing information and input on options. This hypothesis could easily be tested by classical statistical analysis of outcome measures. However, it would not appear probable, considering that evaluations of public participation in decision-making in many other contexts (hospital boards, LCSCs) have produced generally negative or mixed results.

What is the influence of the NPR in the decisions-making process on the boards of professional orders in Quebec?

This form of outcome evaluation, however, would not answer the questions: What in the process led to participation or lack of participation in decision-making? What in the process led to specific decisions or outcomes? A further question concerns the subject of evaluation itself. Do various methods of evaluation identify a period of time to adequately evaluate the process and outcome of participation? That is to say: (1) do they pay attention to specific contexts of particular processes; and, (2) do they overcome ideological biases?

Recently certain authors have raised similar questions concerning the issue of evaluation and lack of documented achievements in participation or forms of public-private partnerships. Shortell and colleagues (2002) argued that although many programs developed to involve communities may be defective, it is also likely that the previous evaluations of the programs were defective. According to their argument, the evaluations were flawed in at least three ways: (1) absence of a “well-articulated commonly defined vision of what is to be accomplished”; (2) evaluators “underestimate or choose to ignore the degree of difficulty in encouraging diverse groups to work together to achieve a



significant impact on relatively intractable problems”; and, (3) “insufficient time is allowed to tract these interventions over many years” (Shortell et al, 2002, p. 51).

On the same topic, Emanuel and Titlow (2002, p. 107) argued, “...initiatives that have long-term aims that entail changing patterns of behaviors and community institutions cannot properly be evaluated after just a few years.” Techniques for evaluation usually do not span the different stages of participation, nor do they take account of the evolution and changes in the culture of an organization. According to Chess (2000) in the environmental sector, formative evaluations, which must be planned in advance, are often overlooked, and impact studies, which require investments of greater resources and time, are difficult to conduct.

A number of different authors have also referred to the significance of the specific context of particular processes (Wiebe, Mackean & Thurston, 1998; Shortell et al, 2002; O’Neil, 1992; DeMaio & Charles, 1993; Chess, 2000; Tuler & Webler, 1995; Checkoway, 1982). The culture of an organization and its history is believed to affect the attitudes towards participation and the behaviour of the individuals in the organization. For example, the stages in health program development may have an effect on the readiness and receptivity of the organization to public participation. The fact that, in Quebec, the public would appear to have more influence in the LCSCs than in the hospital system, and the public had more power when the LCSCs were being developed than after they were functioning, would support this idea.

In 1980, Maheu (1980, p. 113-114) described the context of participation of the NPR on the boards of professional orders, which, according to the results of this study, has not changed significantly:

Parmi ces difficultés et ambiguïtés, on note: la proportion nettement minoritaire des administrateurs nommés aux bureaux des corporations, l'absence de ces personnes au sein des principaux comités statutaires de protection du public (inspection, discipline, arbitrage), un certain pouvoir discrétionnaire de l'Office en matière de consultation et de nomination, l'imprécision du rôle de l'administrateur nommé dans la législation professionnelle, la faible représentation des groupes de consommation au niveau de la consultation, le caractère peu représentatif des personnes nommées et enfin un contexte de travail corporatiste particulièrement intégrateur.

Process evaluation according to Patton (1978, p. 165) is "...developmental, descriptive, continuous, flexible, and inductive" and is neither "inherently ancillary" nor "inherently integral" to evaluation. However, as an optional approach, process evaluation has been given relatively little attention.

What form, or combination of forms of evaluation, would evaluation of the participatory process on professional licensing boards take - summative, formative, or impact?

The last question concerns ideological biases in evaluation. Evaluation is a sufficiently broad concept that the "...now classic answer is that evaluation is about determining merit or worth" (Chelimsky & Shadish, 1997, P. xii quoted in Chess, 2000, p. 770). Tuler and Webler (1995, p.63) maintained, "A successful process is not simply one which leads to acceptable outcomes, nor is a process necessarily unsuccessful if no agreement is reached." However, the value of many processes is seemingly determined by

outcome measurement. Little research has been accomplished to develop a systematic approach to process evaluation, and there is little acknowledgement about what different individuals or groups expect from public participation processes. From the diversity of opinions and attitudes of the presidents in the present study towards the role of the NPR, it is assumed that their expectations of the process may vary to the same extent.

What are the expectations of the individuals involved on the boards of professional orders towards the participatory process?

Expectation of the process is not the same as objective or goals. Expectation refers to the values and principles that guide the process: fairness, accountability, equity, and competence, to name a few. According to Webler (Renn, Webler & Wiedemann, p. 61) the principles of fairness and competence "...only state the general presuppositions that actors who wish to cooperate must hold." It is proposed, that, expectations of a process, if accepted as a precursory factor, would deserve attention in developing a model of evaluation of the process.

#### **4.4 The Attitudes of the Presidents Towards the Role of the NPR: "The NPR are..."**

The objective of the research was to describe the attitudes of the presidents of professional orders in Quebec towards the role of the nominated public representatives. The practical problem to overcome before beginning the research was to determine how to generate adequate description of what was observed. Was "adequate description" statistical description? Was a metaphor an adequate description? Leaving philosophical concerns

aside, from a practical point of view, what appeared to be necessary was to accept a theoretical perspective and, after, choose methods and data that would provide an adequate description within the perspective.

Huberman & Miles (1984, p. 221) consider the use of metaphors to be a valid analytic device from a number of points of view. The metaphor as an analytic device: (1) is richer, more complete than simple description; (2) is data-reducing; (3) is pattern-making; (4) is decentering; (5) is a means of connecting findings to theory; and, (6) permits a shift from fact to processes; and, those processes are likely to account for the phenomenon being studied at the most inferential level. According to the same authors, the trick in finding an adequate metaphor is to move from the denotative to the connotative.

It was stated in Chapter 1 that the concept of participatory democracy was paradoxical, contradictory, and somewhat Kafkaesque. The suggestion made is that a metaphor, constructed to describe the attitudes of the presidents towards the role of the NPR, would also appropriately be Kafkaesque. Kafka's parable, *Leopards in the Temple*, (i 1883-1924, p, 88) says:

Leopards break into the temple and drink to the dregs what is in the sacrificial pitchers; this is repeated over and over again; finally, it can be calculated in advance, and it becomes part of the ceremony.

Phillips's (1996) interpretation of this parable is: we are to assume that what once was a violation becomes a transformation; and, it cannot be known if the leopards enrich the ceremony or are simply something the ceremony has to accommodate. The NPR are leopards in the temple.

## **CONCLUSION**

In 1974, the *Code des Professions* legislated the presence of the public on the boards of professional orders. It would be reasonable to assume, considering the emphasis placed on sociodemocratic ideas and goals, the legislators of the *Code de Professions* intended “participation,” not merely to provide a “proof of participation.” According to the definition given previously, participation is taking part in the power; it is to have a say in the decisions, in the actions to be taken, and in the realization of these actions.

A number of factors are believed to influence participatory processes and decision-making: attitudes, objectives and goals of participation, culture and history of organizations, and participatory mechanisms. In spite of certain reservations concerning the interpretation and the results of the present research, the attitudes of the presidents of the professional orders in Quebec towards the role of the nominated public representatives are described as positive. Generally, the presidents perceive the role of the NPR as functional or instrumental in the administrative process of the board. In fact, twenty-seven of the thirty-two presidents interviewed believe the NPR influence the decisions of the board. However, a different methodology from that used in the present study would need to be employed to determine the extent of the NPR’ influence on the decisions made by the administrators on the boards.

Although there would appear to be no systematic approach for process evaluation, the results of the study indicate two possible “precursor factors” worthy of investigation. The first factor is the stage of development of the participatory process; the second is the expectations of the individuals involved in the process. Expectations refer to the individual’s normative beliefs; that is to say: values and principles such as, fairness, accountability, equity, and competence, to name a few, which guide them in the process. Further study would need to be conducted to describe the expectations of the presidents of professional orders in reference to the participatory process.

In the same speech mentioned at the beginning of the first chapter, *La participation des citoyens à l’administration publique: une réussite ou un mythe?*, René Dussault advocated the participation of the public on the boards of professional orders (Dussault, 1975a, p. 16):

La participation du public aux affaires professionnelles ne doit pas s’arrêter à la présence de quelques citoyens aux bureaux des corporations. Encore faut-il que les corporations accueillent favorablement les représentants du public et tiennent compte des opinions qu’ils expriment...

Were the reservations Dussault may have had concerning the effects of the incantation of the *Code des Professions* on the attitudes and mentalities of the members of professional corporations justified? If the results of this study are accepted, that is to say, to a certain degree attitudes have changed, further study would be necessary to determine the influence the attitudes have on the process of participation on the boards of professional orders.

## **APPENDIX 1**

### **QUESTIONNAIRE**



## **Recherche sur la participation du public aux Bureaux des ordres professionnels du Québec**

### **Questionnaire destiné aux présidents des 44 ordres professionnels du Québec**

À titre d'étudiante à la maîtrise en Études régionales de l'Université du Québec à Chicoutimi, je fais appel à votre collaboration pour que puisse être mené à bonne fin le travail de recherche exigé pour l'obtention de mon diplôme de maîtrise.

Cette recherche porte sur les mécanismes de participation du public au Bureau de l'ordre pour l'ensemble des ordres professionnels.

**Les renseignements que vous pourriez me fournir resteront tout à fait confidentiels et anonymes. Vous pouvez être assuré que je suis encadrée de même que soumise à un code de déontologie de la recherche universitaire et que, en conséquence, les données recueillies serviront exclusivement aux fins de la recherche en cours.**

Si je fais appel à votre collaboration, c'est que vos connaissances et votre expérience au sein d'un ordre professionnel sont particulièrement exceptionnelles et précieuses. Elles assurent le sérieux de ma recherche et telles quelles pourraient contribuer à une valable réflexion sur le sujet en cause.

Merci pour cette collaboration.

Date : .....

Numéro du répondant : .....

<b>Section 1.</b>	<b>Informations générales</b>
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1) Vous êtes :

(1) Homme ☐

(2) Femme ☐

2) Votre âge :

(1) 18-24 ans ☐

(2) 25-34 ans ☐

(3) 35-44 ans ☐

(4) 45-54 ans ☐

(5) 55 ans et plus ☐

3) Quel est votre plus haut niveau de scolarité complété (avec diplôme) :

(1) Secondaire V ☐

(2) CEGEP ☐

(3) Baccalauréat ☐

(4) Maîtrise ☐

(5) Doctorat 1<sup>er</sup> cycle ☐

(6) Doctorat 2<sup>e</sup> cycle ☐

4) Votre lieu de résidence habituelle :

(1) Ville : .....

(2) Zone administrative : .....

## Section 2. Renseignements sur la participation du public

- 1) Nombre de réunions du Bureau de votre ordre par année (moyenne) ? -----
  
- 2) Nombre total de membres au Bureau de votre ordre ? -----
  
- 3) Nombre d'administrateurs nommés par l'Office des Professions du Québec au Bureau de votre ordre ? -----
  
- 4) À votre avis, le nombre idéal d'administrateurs nommés par l'Office des Professions du Québec au Bureau de votre ordre serait :
 

(1)	0	<input type="checkbox"/>
(2)	1	<input type="checkbox"/>
(3)	2	<input type="checkbox"/>
(4)	3	<input type="checkbox"/>
(5)	4	<input type="checkbox"/>
(6)	5 et plus	<input type="checkbox"/>
  
- 5) À votre avis, le pourcentage idéal d'administrateurs nommés par l'Office des Professions par rapport au nombre total d'administrateurs au Bureau de votre ordre serait :
 

(1)	0%	<input type="checkbox"/>
(2)	5%	<input type="checkbox"/>
(3)	10%	<input type="checkbox"/>
(4)	15%	<input type="checkbox"/>
(5)	25%	<input type="checkbox"/>
(6)	50%	<input type="checkbox"/>
(7)	51% et plus	<input type="checkbox"/>

6) Quelle est la durée du mandat des administrateurs nommés au Bureau de votre ordre ?

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7) Croyez-vous que la durée du mandat des administrateurs nommés au Bureau de votre ordre doit être modifiée ?

(1) Oui ☐

(2) Non ☐

Commentaires :

[illegible]

8) Décrivez le rôle de l'administrateur nommé (Indicateurs et descriptives qui correspondent le mieux).

[illegible]

9) Comment les administrateurs nommés accomplissent-ils ce rôle ?

[illegible]

10) A votre avis, est-ce que le rôle de l'administrateur nommé est différent du rôle de l'administrateur élu par les membres de l'ordre ?

(1) Oui ☐

(2) Non ☐

Commentaires :

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11) Quelles sont les indications actuelles qui guident l'Office des Professions dans le choix des personnes pour la nomination d'administrateurs au Bureau de votre ordre professionnel ?

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12) À votre avis, est ce que d'autres critères de sélections devraient être pris en considération dans la sélection des administrateurs nommés ?

(1) Oui ☐

(2) Non ☐

13) Si oui, lesquels ?

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14) À votre avis, quel est le critère de sélection **le plus important** pour la sélection des administrateurs nommés au Bureau de votre ordre ?

Commentaires :

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- 15) Considérez-vous, très important, important, peu important, pas du tout important que les administrateurs nommés à votre ordre aient de l'expérience dans les domaines suivants :

	1	2	3	4
	<u>Très important</u>	<u>Important</u>	<u>Peu important</u>	<u>Pas du tout important</u>
Participation ou expérience dans le domaine des services publics	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Association avec un groupe de protection des consommateurs ou d'intérêt public	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Rapports avec la communauté scolaire	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>



16) Si vous avez à mettre par ordre d'importance les critères précédents, quelle serait la classification de ces critères, 1 étant le plus important et 3 le moins important ?

	1	2	3
(1) Participation à une société d'intérêt public	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(2) Association avec un groupe de protection des consommateurs	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(3) Rapports avec la communauté scolaire	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

17) À votre avis, quelles devraient être les qualités personnelles des administrateurs nommés au Bureau à votre ordre ?

[illegible]

18) Considérez-vous, très importantes, importantes, peu importantes, pas du tout importantes les qualités personnelles suivantes pour des administrateurs nommés :

	1	2	3	4
	<u>Très importantes</u>	<u>Importantes</u>	<u>Peu importantes</u>	<u>Pas du tout importantes</u>
(1) <u>Aptitudes pour la communication</u>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(2) <u>Aptitudes pour les relations publiques</u>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(3) <u>Aptitudes pour négociation</u>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(4) <u>Lobbying</u>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5) <u>Leadership</u>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
(6) <u>Capacité de décision</u>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

- 19) Si vous avez à mettre par ordre d'importance les qualités personnelles précédentes, quelle serait la classification de ces qualités, 1 étant les plus importantes et 6 les moins importantes (par gradation) :

(1) Aptitudes pour la communication	1	2	3	4	5	6
(2) Aptitudes pour les relations publiques	1	2	3	4	5	6
(3) Aptitudes pour la négociation	1	2	3	4	5	6
(4) Aptitudes pour le lobbying	1	2	3	4	5	6
(5) Leadership	1	2	3	4	5	6
(6) Capacité de décision	1	2	3	4	5	6

- 20) À votre avis, quel serait le niveau de scolarité idéal pour les administrateurs nommés à votre ordre :

- |     |                                |                          |
|-----|--------------------------------|--------------------------|
| (1) | Secondaire V                   | <input type="checkbox"/> |
| (2) | Cégep                          | <input type="checkbox"/> |
| (3) | Baccalauréat                   | <input type="checkbox"/> |
| (4) | Maîtrise                       | <input type="checkbox"/> |
| (5) | Doctorat 1 <sup>er</sup> cycle | <input type="checkbox"/> |
| (6) | Doctorat 2 <sup>e</sup> cycle  | <input type="checkbox"/> |

21) Croyez-vous que les administrateurs nommés ont besoin d'une formation appropriée pour les fonctions d'administrateur nommé à votre ordre ?

(1) Oui ☐

(2) Non ☐

Commentaires :

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22) Croyez-vous que les administrateurs nommés doivent être supervisés (concernant leur efficacité, assiduité, etc.) ?

(1) Oui ☐

(2) Non ☐

Commentaires :

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23) Pour la nomination des administrateurs nommés à votre ordre, indiquez le niveau d'importance que vous donnez aux éléments suivants :

**(1) la connaissance et/ou l'expérience en administration**

1	2	3	4
Très important	Important	Peu important	Pas du tout important

**(2) la connaissance du champ professionnel des membres de l'ordre**

1	2	3	4
Très important	Important	Peu important	Pas du tout important

**(3) la représentativité des communautés culturelles et des groupes ethniques chez les administrateurs nommés**

1	2	3	4
Très important	Important	Peu important	Pas du tout important

**(4) l'égalité entre les sexes des administrateurs nommés**

1	2	3	4
Très important	Important	Peu important	Pas du tout important

**(5) la représentativité régionale des administrateurs nommés**

1	2	3	4
Très important	Important	Peu important	Pas du tout important

**(6) la représentativité des groupes linguistiques**

1	2	3	4
Très important	Important	Peu important	Pas du tout important

**(7) la représentativité des différents groupes d'âge**

1	2	3	4
Très important	Important	Peu important	Pas du tout important

**(8) la représentativité d'un niveau de scolarité le plus près possible de celui de la population**

1	2	3	4
Très important	Important	Peu important	Pas du tout important

24) À votre avis, est-ce que les administrateurs nommés au Bureau de votre ordre sont représentatifs des communautés culturelles et des groupes ethniques ?

(1) Oui ☐

(2) Non ☐

25) À votre avis, est-ce que les administrateurs nommés au Bureau de votre ordre sont représentatifs de l'égalité entre les sexes ?

(1) Oui ☐

(2) Non ☐

26) À votre avis, est-ce que les administrateurs nommés au Bureau de votre ordre sont représentatifs des différentes régions géographiques ?

(1) Oui ☐

(2) Non ☐

27) À votre avis, est-ce que les administrateurs nommés au Bureau de votre ordre sont représentatifs des différents groupes linguistiques ?

(1) Oui ☐

(2) Non ☐

28) À votre avis, est-ce que les administrateurs nommés au Bureau de votre ordre sont représentatifs des différents groupes d'âge ?

(1) Oui ☐

(2) Non ☐

29) Est-ce que les administrateurs nommés peuvent siéger à tous les comités à votre ordre ?

(1) Oui ☐

(2) Non ☐

30) Si non, nommez les comités exclus

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31) Seriez-vous en accord ou en désaccord avec la présence des administrateurs nommés à ces comités exclus ?

(1) En accord ☐

(2) En désaccord ☐

Commentaires :

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32) Est-ce que les administrateurs nommés ont un droit de vote aux élections pour les membres du conseil exécutif de votre ordre ?

(1) Oui ☐

(2) Non ☐

33) Si non, pourquoi (à l'exception des restrictions réglementaires)

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34) Croyez-vous que les administrateurs nommés ont suffisamment accès aux informations, personnes ressources et documents inhérents à leur fonction au sein du Bureau de votre ordre ?

1) Oui ☐

(2) Non ☐

Commentaires :-----

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35) Est-ce qu'il y a des communications verbales ou autres entre vous et les administrateurs nommés à part celles des sessions régulières du Bureau de votre ordre ?

- (1) Oui ☐
- (2) Non ☐

36) Si Oui

- (1) rencontres en personne
- (2) par la poste
- (3) par le téléphone
- (4) par le courrier électronique
- (5) d'autres (précisez)

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39) À votre avis, les administrateurs nommés à votre ordre expriment les opinions :

- (1) de l'Office des Professions du Québec ☐
- (2) du Gouvernement ☐
- (3) des usagers des services professionnels ☐
- (4) d'autres (précisez) ☐

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Commentaires :

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## **APPENDIX 2**

### **LIST OF PROFESSIONAL ORDERS**

**ACUPUNCTEURS**

Présidente : Lise Tousignant  
1001, boulevard de Maisonneuve Est, bureau 585  
Montréal (Québec) H2L 4P9  
Téléphone : (514) 523-2882  
Ligne sans frais : 1 (800) 474-5914  
Courriel : [info@ordredesacupuncteurs.qc.ca](mailto:info@ordredesacupuncteurs.qc.ca)  
Site Web :

**ADMINISTRATEURS AGRÉÉS**

Président : Michel Côté  
680, rue Sherbrooke Ouest, bureau 640  
Montréal (Québec) H3A 2M7  
Téléphone : (514) 499-0880  
Ligne sans frais : 1 (800) 465-0880  
Courriel : [info@adma.qc.ca](mailto:info@adma.qc.ca)  
Site Web : <http://www.adma.qc.ca>

**AGRONOMES**

Présidente : Claire Bolduc  
1001, rue Sherbrooke Est, bureau 810  
Montréal (Québec) H2L 1L3  
Téléphone : (514) 596-3833  
Ligne sans frais : 1 (800) 361-3833  
Courriel : [agronome@oaq.qc.ca](mailto:agronome@oaq.qc.ca)  
Site Web : <http://www.oaq.qc.ca>

**ARCHITECTES**

Président : Claude Hamelin-Lalonde  
1825, boulevard René-Lévesque Ouest  
Montréal (Québec) H3H 1R4  
Téléphone : (514) 937-6168  
Ligne sans frais : 1 (800) 599-6168  
Courriel : [info@oaq.com](mailto:info@oaq.com)  
Site Web : <http://www.oaq.com>

**ARPENTEURS-GÉOMÈTRES**

Président : François Tremblay  
 2954, boulevard Laurier, bureau 350  
 Sainte-Foy (Québec) G1V 4T2  
 Téléphone : (418) 656-0730  
 Ligne sans frais : accepte les frais  
 Courriel : [oagq@oagq.qc.ca](mailto:oagq@oagq.qc.ca)  
 Site Web : <http://www.oagq.qc.ca>

**AUDIOPROTHÉSISTES**

Président : Patrice Pelletier  
 11305, rue Notre-Dame Est, bureau 102  
 Montréal-Est (Québec) H1B 2W4  
 Téléphone : (514) 640-5117  
 Ligne sans frais :  
 Courriel : [oaq@ordreaudio.qc.ca](mailto:oaq@ordreaudio.qc.ca)  
 Site Web : <http://www.ordreaudio.qc.ca>

**AVOCATS**

Bâtonnier : Francis Gervais  
 445, boulevard Saint-Laurent  
 Montréal (Québec) H2Y 3T8  
 Téléphone : (514) 954-3400  
 Ligne sans frais : 1 (800) 361-8495  
 Courriel : [infos@barreau.qc.ca](mailto:infos@barreau.qc.ca)  
 Site Web : <http://www.barreau.qc.ca>

**CHIMISTES**

Président : Luc Séguin  
 300, rue Léo-Pariseau, bureau 1010  
 C.P. 1089, succursale Place-du-Parc  
 Montréal (Québec) H2W 2P4  
 Téléphone : (514) 844-3644  
 Ligne sans frais :  
 Courriel : [information@ocq.qc.ca](mailto:information@ocq.qc.ca)  
 Site Web : <http://www.ocq.qc.ca>

**CHIROPRACTIENS**

Président : Normand Danis  
7950, boulevard Métropolitain Est  
Anjou (Québec) H1K 1A1  
Téléphone : (514) 355-8540  
Ligne sans frais :  
Courriel : [ocq@videotron.ca](mailto:ocq@videotron.ca)  
Site Web :

**COMPTABLES AGRÉÉS**

Présidente : Lucette Poliquin  
680, rue Sherbrooke Ouest, 18e étage  
Montréal (Québec) H3A 2S3  
Téléphone : (514) 288-3256  
Ligne sans frais : 1 (800) 363-4688  
Courriel : [info@ocaq.qc.ca](mailto:info@ocaq.qc.ca)  
Site Web : <http://www.ocaq.qc.ca>

**COMPTABLES EN MANAGEMENT ACCRÉDITÉS**

Présidente : Andrée Perreault  
715, rue du Square-Victoria, 3e étage  
Montréal (Québec) H2Y 2H7  
Téléphone : (514) 849-1155  
Ligne sans frais : 1 (800) 263-5390  
Courriel : [direction.generale@cma-quebec.org](mailto:direction.generale@cma-quebec.org)  
Site Web : <http://www.cma-quebec.org>

**COMPTABLES GÉNÉRAUX LICENCIÉS**

Président : Dany Girard  
445, boulevard Saint-Laurent, bureau 450  
Montréal (Québec) H2Y 2Y7  
Téléphone : (514) 861-1823  
Ligne sans frais : 1 (800) 463-0163  
Courriel : [ordre@cga-quebec.org](mailto:ordre@cga-quebec.org)  
Site Web : <http://www.cga-quebec.org>

## **CONSEILLERS EN RESSOURCES HUMAINES ET EN RELATIONS INDUSTRIELLES AGRÉÉS**

Présidente : Geneviève Fortier  
 1253, avenue McGill College, bureau 820  
 Montréal (Québec) H3B 2Y5  
 Téléphone : (514) 879-1636  
 Ligne sans frais : 1 (800) 214-1609  
 Courriel : [info@rhri.org](mailto:info@rhri.org)  
 Site Web : <http://www.rhri.org>

## **CONSEILLERS ET CONSEILLÈRES D'ORIENTATION ET DES PSYCHOÉDUCATEURS ET PSYCHOÉDUCATRICES**

Présidente : Louise Landry  
 1600, boulevard Henri-Bourassa Ouest, bureau 520  
 Montréal (Québec) H3M 3E2  
 Téléphone : (514) 737-4717  
 Ligne sans frais : 1 (800) 363-2643  
 Courriel : [ordre@occoppq.qc.ca](mailto:ordre@occoppq.qc.ca)  
 Site Web : <http://www.occoppq.qc.ca>

## **DENTISTES**

Président : Robert Salois  
 625, boulevard René-Lévesque Ouest, 15e étage  
 Montréal (Québec) H3B 1R2  
 Téléphone : (514) 875-8511  
 Ligne sans frais : 1 (800) 361-4887  
 Courriel : [pres@odq.qc.ca](mailto:pres@odq.qc.ca)  
 Site Web : <http://www.odq.qc.ca>

## **DENTUROLOGISTES**

Présidente : Suzanne Fiset  
 45, place Charles-LeMoyne, bureau 106  
 Longueuil (Québec) J4K 5G5  
 Téléphone : (450) 646-7922  
 Ligne sans frais : 1 (800) 567-2251  
 Courriel : [info@odq.com](mailto:info@odq.com)  
 Site Web : <http://www.odq.com>



**DIÉTÉTISTES**

Présidente : Louise Lamoureux  
1425, boulevard René-Lévesque Ouest, bureau 703  
Montréal (Québec) H3G 1T7  
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## **APPENDIX 3**

### **REQUEST FOR INTERVIEW**

Jonquière, le 30 novembre 2001

Madame -----, présidente  
L'Ordre professionnel des -----  
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À titre d'étudiante à la maîtrise en études régionales à l'Université du Québec à Chicoutimi, je fais appel à votre collaboration pour que puisse être mené à bonne fin le sujet de recherches dans lequel je me suis engagée au niveau de la Maîtrise universitaire.

L'intérêt qui m'amène à solliciter votre collaboration se comprendra aisément puisque ma recherche porte précisément sur les mécanismes de participation du public aux bureaux de l'ensemble des ordres professionnels.

La collaboration qui vous est demandée n'exigera pas plus de trente minutes de disponibilité de votre part, entre le 10 janvier et le 28 février prochains. Il s'agit de répondre à quelques questions, ouvertes (réponses à formuler brièvement) ou fermées (suggestions de réponses à pointer parmi un choix qui peut se réduire à « vrai » ou « faux »). Et pour que le tout soit en mesure de s'ajuster à votre convenance, je vous contacterai par téléphone pour que soient fixés avec vous le lieu, la date, ainsi que l'heure du rendez-vous.

Il va de soi que les renseignements que vous pourriez me fournir resteront tout à fait confidentiels, anonymes et vous pouvez être assurée qu'ils serviront exclusivement aux fins de la recherche en cours.

Enfin, vous comprendrez que si je fais appel à votre collaboration, c'est que vos connaissances et votre expérience en matières administratives, au sein d'un ordre professionnel, sont particulièrement exceptionnelles. Elles assurent le sérieux de ma recherche et, éventuellement, pourraient rejoindre les intérêts de votre organisme.

Là-dessus, Madame la Présidente, en supposant que je n'abuse pas outre mesure de votre disponibilité, j'attends votre réponse incessamment et vous prie d'agréer l'expression de mes meilleurs sentiments comme celle de ma totale reconnaissance.

Joan O'Malley

Adresse postale : 1959, rue Powell, Jonquière (Québec), G7S 2E2

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## **APPENDIX 4**

### **LETTER OF APPRECIATION ADDRESSED TO PRESIDENTS**

Montréal, le 17 janvier 2002

Madame -----, présidente  
L'Ordre professionnel des -----  
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Madame -----,

La présente est pour vous remercier de la précieuse collaboration que vous avez daigné m'accorder. Vous pouvez être assurée que les réponses particulièrement pertinentes que vous avez apportées à mes questions seront utilisées à bon escient. Grâce à une telle aide, il ne fait aucun doute que ma recherche sera menée à bonne fin. Aussi, je tiens à vous exprimer ma totale gratitude pour cet apport qui constitue le terreau sur lequel repose le succès de mon projet.

Je vous sais gré, Madame la Présidente, d'accepter l'expression de mes sentiments reconnaissants.

Joan O'Malley

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