

CMCC's persistent pursuit of university affiliation Part III: the push for union with the University of Victoria, BC, 1988 to 1992

Douglas M Brown, DC, FICC (Hon)*

The period between 1988 and 1992 is reviewed with respect to the Canadian Memorial Chiropractic College (CMCC) and its attempted affiliation with the University of Victoria in British Columbia.

Part I, published earlier, detailed the period between 1945 and 1969 and the proposals for university affiliation with the University of Alberta and Brandon College in Manitoba. Part II focused on the period between 1969 and 1988 and discussed government inquiries, strategic planning and political intervention. In Part III of this triad, the chronology of events with respect to CMCC's sustained, sophisticated and focused attempt at affiliation with the University of Victoria is discussed and the problems encountered with the Senate are described which lead to the eventual breakdown of any potential union.

(JCCA 1996; 40(2):87-99)

KEY WORDS: chiropractic, university affiliation, CMCC.

Introduction

Part I of this triad of papers on university affiliation, Western Initiatives 1945 to 1969, dealt primarily with proposals to the University of Alberta, Calgary and to Brandon College, which had been launched by the Alberta

La période comprise entre 1988 et 1992 est examinée relativement au Canadian Memorial Chiropractic College (CMCC) et à sa tentative d'affiliation à la Victoria University de la Colombie-Britannique.

La première partie publiée précédemment, étudiait la période comprise entre 1945 et 1969 et les propositions d'affiliation à la Alberta University et au Brandon College du Manitoba. La deuxième partie porte sur la période comprise entre 1969 et 1988 et relate les enquêtes du gouvernement, la planification stratégique et l'intervention politique.

La troisième partie de cette trilogie suit de façon chronologique les événements relatifs à la tentative d'affiliation du CMCC avec l'Université de Victoria, tentative que l'on peut caractériser de persévérante, sophistiquée et ciblée. Cette section aborde également les problèmes rencontrés avec le Sénat, qui mèneront finalement à la rupture de toute union éventuelle.

(JCCA 1996; 40(2):87-99)

MOTS CLÉS : chiropractie, affiliation universitaire, CMCC.

Chiropractic Association and the Manitoba Chiropractor's Association, respectively.¹

Part II: Knocking on Doors and Heads in Ontario 1969 to 1988, detailed the universities approached, the steps CMCC took to prepare for integration, government inquiries and briefs to government, strategic planning and political intervention.²

Part III: The Push for Union with the University of Victoria, British Columbia 1988 to 1992, focuses on the valiant, doomed struggle by the CMCC board and its President to achieve this amalgamation.

Overtures had been made to and received from universities in British Columbia as early as 1968. In this year

* Chairman, CMCC Fund Raising Committee,
Chairman, CMCC Alumni Committee,
President, CMCC Governors' Club,
2191 Victoria Park Avenue, Scarborough, Ontario M1R 1V5.
Phone: (416) 447-9001. Fax: (416) 445-4982.

© JCCA 1996.

Notre Dame University, Nelson BC, offered to teach a 3 year basic science course and to award a BSc degree, to be followed by a 2 year program at CMCC in Toronto culminating in a DC degree. This proposal was thought to be "quite impractical," and was declined.¹ (page 36)

On April 4, 1971, Scott Haldeman, DC, MD, PhD, held an informal discussion with Dr. McCreary, Coordinator, Health Sciences, of the University of British Columbia in Vancouver (UBC), to determine the possibility of establishing a chiropractic faculty there. Dr. Haldeman reported, "Dr. McCreary ... felt there were two major problems which would have to be solved before a faculty could be organized: (a) Chiropractors would have to accept the concept of multiple cause of disease and the current knowledge in the basic sciences, (b) financing from the provincial government would have to be arranged ... Before the University became involved it would be necessary to obtain a commitment from the Provincial Government ... Dr. McCreary was very sincere in his belief that chiropractic should be established within a university which had an established Health Sciences Complex." In his memo regarding Dr. Haldeman's report, Dean Vear states, April 10, 1972, "CMCC recognizes the almost immediate need for another school of chiropractic in Canada with location preferably in Western Canada."

In January 1975, the British Columbia Chiropractic Association (BCCA) presented a 41 page brief to the British Columbia Medical Center in which it recommended on page 29, "That the government of British Columbia in conjunction with the British Columbia Medical Centre (sic) take immediate steps to establish a full time faculty of Chiropractic within the Province of British Columbia." There is no response to this request in the College files.

Chronological events

By 1987 the CMCC Board, stymied by the false promises and deliberate obstructionism of a succession of Ontario governments, reinforced by the smug indifference of the academic community, began to look elsewhere for a new home for the College.² (pages 52-54) Ian D. Coulter, PhD, then President of CMCC, had contacts at Simon Fraser University (SFU) in Vancouver, BC and on December 4, 1987, arranged for an informal meeting to be held at Simon Fraser University between himself and members of the College Board, and the president and executive officers of Simon Fraser University. William G. Saywell, PhD, Presi-

dent, Simon Fraser University, ended this meeting by stating that Simon Fraser University is "... open to explore affiliation if the conditions are right." The CMCC representatives felt the meeting had been positive and that a plan of action should be investigated involving both provincial and federal governments. [Minutes of the Meeting between CMCC and Simon Fraser University, December 4, 1987]

On February 29, 1988, Dr. Coulter wrote to The Honourable Stanley B. Hagan, Minister of Advanced Education and Job Training, British Columbia, informing him of the College's interest in moving to another province and enclosing a CMCC Prospectus. Mr. Hagan responded in a letter to Coulter of March 25, 1988, that he was interested in the clinical research capabilities and the economic impact that CMCC would offer and stated, "Accordingly, I am in favour of a meeting between yourself and Dr. Howard Petch, President of the University of Victoria." Thus began the College's arduous quest for union at the University of Victoria, BC (UVic).

Following an invitation from Howard E. Petch, PhD, President, University of Victoria, Dr. Coulter spent April 11 to 13, 1988, visiting the campus to discuss the possibility of relocating CMCC to Victoria. Here he met with a number of administrative officers and the chairmen of University of Victoria's five faculties. He also met with government officials from The Ministry of Advanced Education and Job Training. Dr. Coulter was overwhelmed by the reception he received. He felt that the University and relevant Ministries had already decided in favour of CMCC and that the ball was now in the College's court. He also learned that the Government would not support CMCC going to Simon Fraser University. [CMCC Internal Memorandum Coulter to the University Affiliation Committee (UAC), April 18, 1988]

On April 22, 1988, "It was MOVED ... that the Board of Governors directs the University Affiliation Committee to develop a joint proposal for incorporation with University of Victoria ..." [Minutes CMCC Board Semi-Annual Meeting, April 22, 1988]

On June 9 to 10, 1988, Professor Howard Wenger, School of Physical Education, Mr. Brian Wharf, Dean of Human and Social Development and Mr. Bill Pfaffenberger, President of the Confederation of Faculty Association of British Columbia, who was responsible for preparing a report to the University of Victoria Senate, toured CMCC. The prime substance of their report of this

visit, dated October 12, 1988, is contained under "I. Overview." It attempts to answer these questions: "What is the body of knowledge of chiropractic? Is this body of knowledge unique? Is it scientific? Are the knowledge and skills of chiropractors effective? Are the knowledge and skills of chiropractors commensurate with a university discipline?" The team agreed with the New Zealand Commission of Inquiry "... that chiropractors are specialized and skilled therapists." However, it found, "the biological science component of chiropractic science is scientific but not unique. The discipline specific component is unique but not entirely scientific. Under "Recommendation" it stated, "... that no action be taken on the CMCC request until a comprehensive study of the potential of University of Victoria as a wellness centre for research and the training of health science is completed." This study was not to include consideration of a medical school or hospital.

On June 16, 1988, Dr. Coulter flew to Ottawa, Ontario, to investigate the possibility of federal funding via the Western Diversification Fund, should CMCC move to Victoria. Mr. R. McKnight, Minister of Indian and Northern Affairs and the Minister in charge of the Western Diversification Fund, was concerned with how the College could be made eligible since the program could not be used to pay for relocation costs.

On page 1 of the Minutes of a Meeting of the CMCC Executive Committee, August 16, 1988, "Dr. Coulter reported that we have been contacted by Mr. Dobson, Assistant Deputy Minister for the Western Diversification Fund, and informed that CMCC does not meet the policy profile established by the fund. However, a response has been sent to Mr. Dobson informing him of the proposal for the establishment of a research centre focusing on musculo-skeletal disorders. Dr. Coulter explained that this may enhance the College's eligibility in meeting the criteria for the Fund."

This Centre for Neuro-Musculo-Skeletal (NMS) Disorders had 3 focuses: basic research; product development; and clinical application. Its goals were: 1. To provide a better understanding of such disorders. 2. To create an information base for the presentation and treatment of such disorders. 3. To encourage economic development through products designed for prophylactic and rehabilitative care. 4. To substantially reduce the cost to industry and government because of Neuro-Musculo-Skeletal disorders.

The Centre would consist of 2 units: 1. The Research

Centre housing laboratories for a range of basic and applied research including ergonomics, biomechanics, physiology, gait, product testing and development, epidemiology, small animal lab and anatomy lab. 2. The Product Development Unit's purpose would be to introduce industry to products for preventive and rehabilitative care and to assist researchers to market their products. It could also conduct market research and respond to the needs for product testing and development of industry itself.

On October 6, 1988, Dr. Coulter received a letter from Mr. Robin Dobson advising him that, "After careful consideration, therefore, we are forced to conclude that the proposal, in its current format, would not likely meet our criteria on commercial viability or industry-wide benefits ... There may, however, be an approach which would enable us to participate, ... CMCC could seek the participation of major private sector sponsors who are potential users/beneficiaries of the Centre's work. For example companies, industry and labour associations and Workers' Compensation Boards ... This would clearly move your activity beyond research, education and training which have not been supported by Western Economic Diversification."

On June 17 to 19, 1988, the CMCC board held its annual retreat at University of Victoria. Here they met a number of University and Government officials and were impressed by the large, pastoral setting of the campus and the pristine grounds and facilities.

On June 19 to 22, 1988, Dr. Coulter and the College legal counsel, Allan M. Freedman, LLB, held numerous meetings with a variety of representatives of the Government, University and chiropractic profession. Dr. Coulter indicated that the following legislative matters would have to be dealt with prior to CMCC entering into an agreement with University of Victoria: Ensuring that the Chiropractic College would be covered within the Anatomy Act of British Columbia; An Academic License would be granted within the British Columbia Chiropractic Act; The scope of practice for chiropractic within British Columbia would be amended to allow for a College curriculum which met the published standards of the Council on Chiropractic Education (Canada); The College would be allowed access to other health care facilities such as hospitals. Discussions were also held regarding: the protection and disposal of CMCC's assets; the transfer and relocation of the College students and faculty; financial repercussions such as bridge

financing and the possibility of receiving grants from the British Columbia Government and the Western Diversification Fund.

On July 6, 1988, Mr. Ian Stewart, Chairman of the Board, University of Victoria, visited CMCC for 2 hours. "Mr. Stewart is clearly in favour of the integration but he is a realist and sees it will come down to economics. [Internal Memo Coulter to the University Affiliation Committee, July 7, 1988]

Dr. Coulter held several telephone conversations with Dr. Petch in August, 1988. From these he concluded that "Dr. Petch has clearly identified that at Victoria, chiropractic must be sold as part of a broader vision – a move by Victoria towards a presence in wellness and 'health' care." [Internal Memo Coulter to University of Alberta File, August 31, 1988]

As requested by Dr. Petch, Dr. Coulter prepared a proposal for "An Alternative Academic Health Centre for Allied Health Sciences, August 1988." In the "Introduction," Dr. Coulter recalls that for several decades "... the Canadian Federal Government has consistently articulated a change in the perspective applied to health and health care" This view "... accepts that the present focus of our health care system is too illness dominated and too reliant on practitioners and tertiary care institutions." and further, "The perspective poses a fundamental challenge to the way we currently educate health professionals."

Under "The Changing Health Care Delivery System," Dr. Coulter discusses the social, political, professional and economic factors within which the education of health professionals must be placed and declares the need for "A Wellness Delivery System" to solve the imposing dilemma raised by these issues.

Here the first problem to be faced is the definition of wellness. In his discussion Dr. Coulter identifies the need for a multidisciplinary approach and argues that chiropractors have served for over a hundred years as primary contact, holistic, or wellness practitioners.

"Matters of Curriculum" looks at the extensive changes necessary for educating wellness practitioners in order for them to provide society with health oriented rather than disease oriented care.

"The Academic Health Centre" examines those in the United States, since Canada does not have any. Dr. Coulter points out that the failure of these centres to achieve interdisciplinary integration of the health sciences was

caused primarily by the dominance imposed by the medical schools within them.

Dr. Coulter offers in their place, "An Alternative Academic Health Centre" (AHC). He states that, "To be successful the faculties/schools comprising an Academic Health Centre must have some philosophical compatibility" and he lists chiropractic, osteopathy, naturopathy, homeopathy, physiotherapy, massage therapy and podiatry as having some affinity for each other. Other well established professions that overlap considerably are the nurse practitioner, industrial nurse, mid-wife and nutritionist.

Under "The Curriculum," Dr. Coulter would have all the disciplines within the Academic Health Centre share the same core basic sciences program. The clinical sciences program would be divided in 2: one for primary contact practitioners; the other for non-primary contact. Outside of the core and clinical sciences each school would maintain its own discipline specific program. Clinical education is another area where Dr. Coulter felt collaborative education and practice could establish a working model of a health care team.

Dr. Coulter advises that an Academic Health Centre at University of Victoria should begin with two existing schools, Nursing and Physical Education, which with Chiropractic, would comprise a community health clinic. "This solution would not lead, initially, to a strong, integrated Academic Health Centre but it would provide the basis around which one could be constructed."

In his "Summary" Dr. Coulter envisions three steps to this process. Step one is the establishment of a school of chiropractic. Step two is to develop cooperative education and research programs between the schools. The final step would be to incorporate the various faculties into an Academic Health Centre.

On September 26 to 28, 1988, a team of 10 CMCC faculty members visited University of Victoria to perform an academic review in an attempt to determine if incorporation with the University would be beneficial to the College. The "Summary Report," December 1988, of this evaluation contains 4 sections.

"Positive Findings" listed are: the favourable reactions of the CMCC team, the University of Victoria administration and its president; the opportunity to develop a strong program; the availability of research funds; accessibility to graduate studies; the beneficial effects of our accredited status, clinical programs and national presence; the

collegiality of the University of Victoria faculty; and the rigorous process involved in integration.

"Negative Findings" include: an insufficient population for the chiropractic faculty to engage in private practice; the implications of reduced funding; University of Victoria's low profile and research productivity; the possibility of isolation from other faculties as well as the mainstream of Canadian life; and the antagonism of some University of Victoria faculty members toward chiropractic.

"Conclusions" are optimistic. "Our overall feeling is that: incorporation is pragmatically achievable, they have enough to offer us; we have enough to offer them."

During this time, September 23–28, 1988, Dr. Coulter attended a series of meetings in British Columbia. On September 23, he attended the convention luncheon of the British Columbia Chiropractic Association in Vancouver, during which Dr. Petch "gave a depressing account of the present lack of funding and their failure to secure funding for several planned buildings. Without these being completed he saw little possibility of adding any new faculties, schools or programs." On September 26–28, 1988, Dr. Coulter attended meetings from morning until night and conversed, among many others, with the UVic Executive Council, several University of Victoria Board members and finally with the Senate Planning Committee.

In the "Summary" of his report to the CMCC University Affiliation Committee, October 18, 1988, President Coulter draws the following conclusions: "1. There will be some opposition but mainly from those who fear it will impact on some personal project of theirs ... 2. Dr. Petch and many of the Senior administrators appear to be positive ... 3. If it is to occur Dr. Petch must be allowed to make the final presentation in his own way and in his own time. 4. The faculty are split over the notion of us as wellness practitioners and whether they want to go in this direction ... 5. While the administrators see us as a Faculty, Dr. Petch is adamant he will not bring us in on those terms, so we have a second dilemma. Overall the project still seems possible."

On December 21, 1988, the CMCC Board Chairman, Brian B. Croft, DC, informed Dr. Petch by mail that University of Victoria would now be the College's top priority.

On April 11, 1989, Dr. Coulter learned that the British Columbia Government had committed 17 million dollars for the University of Victoria building for human development, 9.5 million for chemical engineering, 1.2 million for

equipment and an increase for enrolment expansion. "This is great news since it takes care of numerous economic concerns." [Memo Coulter to University of Alberta File, April 17, 1989]

On May 9, 1989, Dr. Coulter and a CMCC Board lay member, Mr. Francis Brunelle, appeared before the Caucus of the Government of British Columbia to discuss the proposed relocation of CMCC from Toronto to Victoria. He stated that the economic benefit to British Columbia would be approximately 60 million dollars with an initial capital outlay by the government of 10 million and annual costs of about 7 million. In addition the College would need 3 things: a matching grant of 10 million to help fund the construction of a new building at University of Victoria; add-on funding for CMCC's operating costs; and some amendments to the chiropractic legislation in British Columbia to ensure that the College could continue to teach its full program and retain accreditation.

On May 23, 1989, Dr. Petch visited CMCC for 3 hours. He viewed the facilities and property to get some idea of the College's laboratory needs particularly in basic sciences. He also attended a meeting of the CMCC Executive Council, and toured the library.

On June 17, 1989, the CMCC Board retreat in Halifax, Nova Scotia centred on "Planning for the University of Victoria" and focused on 3 major areas: Governance, Academic Affairs and Financial Affairs. Regarding Governance the key question was what will happen to the Board and its corporate identity. Although this question could not be answered, it was recommended that the Board communicate with the profession across Canada via a slide/video presentation. The discussion of Academic Affairs revolved around the issues of accreditation, student access, curriculum relevancy and the degree to be awarded. It was agreed that the DC degree was non-negotiable. The 2 major financial issues were the value of CMCC's current assets and what percentage should be turned over to University of Victoria.

Amendments to the British Columbia Chiropractors Act were passed by the Legislature in June 1989, allowing for an Academic License and a chiropractic curriculum which met the standards of CCE (Canada) and, the Anatomy Act was amended in July 1989. [Letter from Peter A. Dueck, British Columbia Minister of Health, to Coulter, July 28, 1989]

On September 28, 1989 University of Victoria sent a

smaller team of 4 professors to CMCC to evaluate its scientific activities. The team's report, November 1, 1989, covered; Institution, Teaching, Faculty and Research. Under Research, "The lack of outside funding from granting agencies such as MRC is obviously a serious problem ... Without funding from outside sources, it is very doubtful whether the research capacity of the College can be expanded. Under Conclusion, "1. It is evident ... that chiropractors have success with the management (therapy) of musculoskeletal problems ... 2. There is still great concern ... on the subject of subluxation and its influence on the practice of chiropractic ... We ... would welcome a critical scientific evaluation of its claims ... 3. If such a major research investigation ... is to take place ... CMCC should be located in a university, either as part of a medical faculty ... or at least in a university which has a medical school. *It is our feeling that an association with a local hospital would not replace the more intellectually rigorous and research-oriented environment of a medical school.* 4. There is unanimous agreement in our committee that the environment needed for the rapid development of the scientific basis for chiropractic, ... is not available in a university such as Victoria ... We therefore recommend that the University of Victoria *not* consider the addition of a College of Chiropractic at this time."

This same team visited the School of Optometry at the University of Waterloo, Ontario, September 29, 1989. Its report, November 1, 1989, evaluated; Institution, Teaching, Faculty, Research and Clinical Aspects. "We were impressed with the quality of the research which ranged from the physical to the biological. The level of funding in many cases is impressive and reflects, we believe, the quality of the research in the school. Its major conclusion is that, "From our initial impressions we feel a strong case could be made to have a School of Optometry at the University of Victoria. Given the current program structure of the University of Victoria, this School could be located in the Division of Science. This conclusion has been based solely on our impressions of the quality of the teaching and research programs."

David A. Dainty, PhD, then Academic Dean, CMCC, responded to the chairman of this evaluation committee, A.T. Matheson, PhD, Dean of Science, University of Victoria, January 4, 1990. Here Dr. Dainty compares the CMCC report with the School of Optometry report. "Your further conclusion in your first document that '... a strong

case could be made to have a school of Optometry at the University of Victoria' is baffling in light of your conclusion concerning chiropractic. Your further statement that this conclusion was derived '... solely on our *impressions* (emphasis added) of the quality of the teaching and research programs.' is surprising since it does not seem to follow from the facts."

In his letter, January 6, 1990, to Samuel E. Scully, PhD, Vice-President Academic, Chairman, Senate Planning Committee, University of Victoria, Dr. Coulter found that "... the major issue as we see it is the conclusion that we must be in a university with a medical school ... the very achievements CMCC has made vis-a-vis cooperative arrangements with faculties of medicine, both in Toronto and at Saskatoon, and which are acknowledged by your team, would tend to prove strong counter-argument to the team's conclusion ... However, your team wrongly concludes that this requires access to a Faculty of Medicine rather than access to a hospital."

"Dr. Petch expressed his anger over the report which he sees as an unfair evaluation. They have demanded, virtually, that CMCC already matches optometry in research even though the latter has had over 20 years in the university setting. The focus should be on whether chiropractic has the potential to develop a strong research thrust." [Memo Coulter to University of Alberta File re: University of Victoria visit, November 27-30, 1989]

On November 1, 1989, the University of Victoria Senate deferred the question of CMCC's application to affiliate to a meeting of its Planning Committee on November 15, 1989. At that time they were to discuss both a school of chiropractic and the concept of complementary health sciences and to bring a recommendation to the University of Victoria Senate on December 9, 1989. [Memo Coulter to University of Alberta File, November 2, 1989] This November 15 meeting proved difficult with some members proposing studies that would take years. They voted to establish a Subcommittee on Health Care Education to analyze the health delivery system looking at manpower needs. [Memo Coulter to University of Alberta File, November 16, 1989] The sub-committee was to report to the Planning Committee by the end of 1990. The Planning Committee would then forward its recommendations to the Senate for a decision.

In June, 1988 Dr. Coulter had written, "University of Victoria - The Canadian Memorial Chiropractic College,

A Proposal for Integration." This was prepared for the University of Victoria team that inspected CMCC June 9–10, 1988, and covers the History of CMCC, Chiropractic and the Health Care System, Chiropractic Philosophy, The Program, Research, Graduate Studies and the Future. Under Summary, Dr. Coulter observes, "The program at CMCC would we feel harmonize well with University of Victoria's with considerable opportunity for cross fertilization. Both institutions would be enhanced by this integration ... it is the future possibilities that would bring to Victoria the opportunity to take a fundamental step towards a focus on health care. As a clinically based discipline, we offer both service opportunities, and research opportunities that could open up new and exciting areas for Victoria. In addition, there is the potential for developing unique graduate programs, and unique centres for research ... The proposal should be examined therefore not as the adding of a chiropractic college but as the introduction of something much grander and ultimately more important – a new direction in health care education and research."

"An alarming discovery was made by Dr. Coulter just recently that the original proposal for integration with University of Victoria was never circulated to the Senate by Dr. Petch. Dr. Coulter assured the Executive that it will be distributed immediately." [Minutes CMCC Board Executive Committee Meeting, December 12, 1989, page 6]

On June 30, 1990, Dr. Petch retired as President, University of Victoria and on July 1, David F. Strong, PhD, was appointed to succeed him. On September 20, 1990, Dr. Strong sent a letter of "apology" to Acting President of CMCC, Jean A. Moss, DC. "At its meeting on 5 September 1990 the Senate of this University passed a motion that a letter of apology be sent to the President of CMCC ... for the long delay in responding to the proposal for integration. At the same time, members of the Senate emphasized that the letter should not concede any deficiency on the part of the Senate in this matter."

By late 1990, University of Victoria was considering 3 possibilities: a. an Allied or Complementary Health Sciences Faculty; b. a Research Institute examining health issues; c. a 'Think Tank' organization similar to the Rand Corporation, dealing with health issues and working closely with government. [Minutes CMCC Board Executive Committee Meeting, December 12, 1990, page 3]

On September 23, 1991, Dr. Scully wrote to Dr. Moss that, "... at its September meeting the Senate endorsed the

Subcommittee's Report. Thus, for the foreseeable future the Senate Committee on Planning will use the ten criteria set out in the Report to decide which developments in health education at the University it will recommend to the Senate."

The 10 Subcommittee criteria were: 1. Health Promotion, broadly defined to include the study of causes and the determinates of health, the role and the development of public policy, and the promotion of health in the community, provides a distinctive and useful organizing principle for future developments. 2. The University of Victoria should avoid developing programs aimed at producing simply more or new "illness" care professionals. 3. The University of Victoria is both well positioned and suited to emphasize new models and paradigms in health and health education. 4. The concept of interdisciplinary and multidisciplinary research should be encouraged in this area, and the possibility of interdisciplinary elective courses on health should be explored. (This criterion should not be taken to preclude individual and single-discipline research initiatives. 5. Participatory programmes, which are intended to generate action and the advancement of health in the community, should be encouraged. 6. New initiatives should be consistent with contemporary standards of university teaching and research. 7. New initiatives should provide enrichment for the education of graduate as well as undergraduate students. 8. Where possible, new initiatives should serve to consolidate and to enhance existing programmes and initiatives at the University of Victoria. 9. The choice of any new programme initiatives should be based on consideration of the capacity of the University and, where necessary, the local community to support those initiatives. 10. New initiatives should address areas of demonstrated need that are unlikely to be satisfactorily met through programmes available at other universities or in other institutions.

At its meetings, February 12 and March 11, 1992, the University of Victoria Planning Committee examined CMCC relative to these criteria and found it wanting in 5 areas. It then passed this motion: "THAT, after a careful review with reference to the guidelines on health care education, the Senate Committee on Planning recommends to the Senate that the university not proceed with the establishment of a program in Chiropractic." [Memo Scully to the Senate Secretary re: Chiropractic, March 18, 1992] In a letter to Dr. Scully, April 1, 1992, Dr. Moss

commented on those areas where the Planning Committee took a position. "*Chiropractic is practised as a 'primary care' profession (see guideline II): Chiropractic is practised as a primary care health profession in all ten provinces ... If University of Victoria had no interest in 'primary care' professions then both Chiropractic and Optometry have wasted a great deal of time, effort and money pursuing the possibility of affiliation ... research in Chiropractic at this time is not consistent with contemporary standards of university research (see VI): We would greatly appreciate a copy of the document which outlines 'contemporary standards of university research' and especially that used by University of Victoria. We are unaware of such a document and therefore we are unable to determine the accuracy of this comment. We would also appreciate knowing how we were evaluated, compared to these 'standards' ... a program in Chiropractic would not serve to consolidate and to enhance existing UVic programs (see VIII): As pointed out in our reply to the Report on Health Care Education, we feel that we bring several unique enhancements to University of Victoria. Included among these are a School of Anatomy, an occupational health programme and our clinics ... neither the University nor the community has the capacity to support a program in Chiropractic (see IX): This initiative has been well supported by the community and the government in British Columbia. In fact, the government agreed to fund the operating costs of the programme and to provide matching funding for capital costs. It also went as far as changing two legislative acts in order to accommodate our needs ... there is an existing program in Chiropractic at CMCC that is satisfactorily meeting present need (see X): it is true that there is an existing programme at CMCC. However, what is not discussed is the fact that this programme is not publicly funded and, therefore, access is restricted by the ability to pay. Tuition fees are currently approximately \$8,000 which is several times the fees for other health care professionals. This system unfortunately discriminates against the chiropractic student and their families. Not only is the impact financial, it is also educational. No programme can operate as effectively in a vacuum. Cross-fertilisation is essential for growth."*

At its meeting on April 1, 1992, "... the Senate accepted the recommendation of its Planning Committee that the University not proceed with the establishment of a program in chiropractic." [Letter Scully to Moss, May 6, 1992]

This abrupt, terminal rejection of CMCC's tender overtures to the University of Victoria begs the question, What went wrong? Perhaps it would be helpful to examine the College's plan of action. Here it should be recalled that previous attempts to affiliate with the University of Alberta, 1958-1965 and Brandon College, 1966-68, were initiated by the Alberta Chiropractic Association and the Manitoba Chiropractor's Association, respectively. "The CMCC itself, ... other than offering occasional disapproval, was a passive observer of these proposed mergers."¹ (page 36) Between 1969 and 1988, CMCC approached 12 universities in Ontario. Serious planning was begun by William S. Baird, DC, Chairman, CMCC Board, on March 15, 1976, when he struck a Task Force on University Affiliation. The process was formalized by Dr. Coulter shortly after his appointment as Executive Vice-President in the fall of 1981. Dr. Coulter released his first strategic "Planning Initiatives" document in October 1981 and continued to produce these annually until 1990. In December 1992 the CMCC Board University Affiliation Committee was reorganized to include the President, Vice-President and 3 educators from outside the profession. Subsequently this Committee adopted the 3 year plan for affiliation recorded on page 2 of Dr. Coulter's "CMCC Planning Initiatives 1983-1984."² (pages 51-52)

The Strategic University of Victoria Plan

In April 1988 the College developed a 3 pronged scheme for selling CMCC's proposal to amalgamate to the various constituencies in British Columbia. Phase I concentrated on University of Victoria. It started with the University of Victoria President and progressed from its Board of Governors, Senate, Faculty and Senate Planning Committee down to the Local Media and Local Community. Phase II centred on the BC Government. It began with the Premier's Office, followed by the Caucus, Ministries of Advanced Education, Finance, State, Health and Recreation, through to the Opposition Party. Phase III comprised a variety of interested parties including the Victoria Health Project, Greater Victoria Hospital Society, World Health Research Foundation, Victoria Chamber of Commerce and the Arbutus Society for Children Orthotics and Rehabilitation Centre; Mayors of Victoria, Saanich and Oak Bay.

Most of the work of implementing this plan fell onto the shoulders of Dr. Coulter. Since December 1988, Dr. Coulter had begun travelling to University of Victoria on a

monthly basis to dialogue with its administration, faculty, senate and British Columbia Government officials and in May 1989 he received permission from the CMCC Board to relocate his family to Victoria for the months of June, July and August, to work full time on this project. [Memo Coulter to CMCC Faculty and Staff, May 16, 1989] During that time he met with over 100 University of Victoria faculty and staff as well as numerous individuals and groups in the community. A lot of information concerning the implementation of this strategic plan has been obtained from Dr. Coulter's Progress Report to the CMCC Board, October, 1989, which covers the College's activities for the previous 14 previous months.

University of Victoria's upper echelon consisted of a Chancellor, a President and Vice-Chancellor, a Board of Governors, and a Senate. It was the Senate's duty to make a recommendation to the Board. On page 2 of the 1989 Progress Report under "The University Faculty and Staff," Dr. Coulter remarks, "Because it is the senate that will ultimately determine the fate of our proposal, they have formed the focus of our efforts within the University ... The strategy has been to meet individually with every single senator ... to try to ascertain the feeling of the senator ... to try to provide each with the information they felt they needed to make a rational decision." Here President Petch's method was to set up the initial meetings through his secretary and for Dr. Coulter to hold them in the President's offices, without formally declaring his (Dr. Petch's) own position re: CMCC.

Each senator received a CMCC Fact Sheet as well as lists of publications, faculty CVs, materials on CCE (Canada), course outlines and calendars, depending on his/her interests. Between May 15 and 19, 1989, CMCC representatives attended an International Conference on Medical Informatics at University of Victoria and on June 8, 1989, the College organized a seminar titled, "Chiropractic and Medicine as Complementary Forms of Health Care." The program discussed Chiropractic and Orthopaedic Surgery, Chiropractic Roentgenology and Medical Radiology, Chiropractic Education and Medical Education, and Chiropractic and Medical Education in General Practice. This was poorly attended by about 50 people. "However, it was clear that those who came were more interested in discussing the move to University of Victoria than in discussing Chiropractic-Medicine ... Some of the questions were fairly hostile ... it was clear the library at University of

Victoria had absolutely nothing on chiropractic ... those who are either hostile or uncertain are going to go to considerable trouble to check us out ..." [Memo Coulter to University of Alberta File, June 12, 1989] Dr. Coulter rectified this by shipping a set of textbooks by or about chiropractors, examples of faculty publications and chiropractic articles written by social scientists, to the University of Victoria Library.

On September 8, 1989, Dr. Petch sent a letter to the University of Victoria faculty "... to update our thinking with respect to the direction the University might take if it wishes to expand further its educational program in the health area ... University of Victoria should consider taking a new and different approach which complements the efforts of other universities rather than duplicating them ... In other words, the University might establish a Faculty of Complementary Health Professions which might include several professional schools ... As an introduction, attached are copies of a Fact Sheet for the CMCC and of a brochure on the Optometry Programme at the University of Waterloo ... In any case we must take adequate time for an objective study and a thoughtful decision on the matter."

On October 7, 1989, CMCC hosted a one day "Symposium of Chiropractic" at Dunsmuir Lodge, in Victoria. This was opened by the British Columbia Deputy Minister of Health, Stanley P. Dubas. The speakers were social scientists from around the world who had published articles on chiropractic and was part of a broader meeting of the Pacific consortium for Chiropractic Research. The papers presented at this gathering were later published as "Chiropractic Reconsidered: The Sociology of Chiropractic," in the *Journal of Manipulative and Physiological Therapeutics*.³

By October, 1989 Dr. Coulter had met with 50 out of 58 Senators and he assessed the situation as: 30 in favour; 4 opposed; 14 uncertain; and 3 unpredictable.

On page 10 under "The Politicians," Dr. Coulter notes, "The agreement with University of Victoria from the beginning has been that CMCC will interact on its own behalf with the political parties and particularly with the government. In this we have been assisted by the British Columbia Chiropractic Association, and in particular, Dr. Don Nixdorf. The results of our efforts here have been spectacular ... In effect the British Columbia Chiropractic Association put at our disposal their whole political network and not once did this fail to get us a meeting ... The British

Columbia Chiropractic Association has also assisted us in other ways eg. organizing patients to write letters to the university ... From the Premier down, the response has been overwhelmingly positive."

On page 12 under "The Local Community," Coulter remarks, "Again this is an area where the College has pursued its own interests. On page 14, "This strategy has been successful in ascertaining the response of the community – overwhelmingly positive. I have no doubt we will be well received and our clinic(s) successful here. We have been somewhat less successful in the second objective, having this community response expressed to the university."

On page 14 "Media Coverage," Dr. Coulter offers, "The purpose of the media coverage was to bring to the attention of the wider community the fact that we had applied and in particular the impact it would have on the local economy. A secondary objective was to counter any negative attacks that medicine might make on us or University of Victoria in the media. Once again we have been very successful to date ..."

On page 16 "Corporations," Coulter remarks, "... recently we have begun meeting with corporations to solicit their involvement (with building a Centre for Neuro-Musculo-Skeletal Disorders). I have met with senior executives of both Fletcher-Challenge and LaFarge Cement. In both instances there was a very positive reaction to the concept ... the approach to Fletcher Challenge is extremely timely. They ... have already donated to both University of British Columbia and Simon Fraser University (\$1 million and \$500,000 respectively)." However, the overture to Fletcher Challenge was unsuccessful.

On page 17 "Conclusion," Coulter attests, "... I have said nothing in this report about medical opposition and it is perhaps appropriate to make some comment. The opposition is there and has been expressed in editorials (both in medical and physiotherapy journals) and in a letter to the president of University of Victoria by the College of Physicians and Surgeons and the British Columbia Medical Association. We also know that information we have distributed has been sent to the BCCPS and that individuals who have studied chiropractic have been approached for information. In recent days we have been informed that the British Columbia Medical Association has circulated a letter to MDs urging that medicine and physiotherapy must stop this project at University of Victoria.

Observations

Hindsight is usually described as perfect; however, the evidence here is murky and shrouded in mist. Perhaps Sherlock Holmes could help to solve the mystery of who or what killed CMCC's changes to affiliate with University of Victoria.

We do know that the story began with high hopes by President Coulter. On page 2 of the Minutes of the CMCC Executive Committee, August, 16, 1988, Dr. Coulter commented on the proposal to unite with University of Victoria. "It has the potential to achieve everything we set out to achieve through affiliation (funding, a new facility, protection of the degree, full incorporation, protection of our programs, etc." On page 2 of his Internal Memo to the University Affiliation Committee, April 18, 1988, re: his visit to University of Victoria April 11–13, 1988, Dr. Coulter continued, "In the meeting with Dr. Petch, it was clear that Victoria has in effect already decided that affiliation would be a positive step and that the next 12 months offer a political 'window of opportunity.'" On pages 7–8 of the same Memo, under "Summary" Dr. Coulter enthused, "It is very difficult to summarize the rather overwhelming response accorded us. One thing is very clear, the decision is now in our ball court. It would seem the relevant Ministries and the University have already decided on their response. The University clearly sees us as an acceptable program and the Government, as long as the finances and economic impact, and the jobs created make sense, will support it ... Prior to my actual visit I had considerable doubts about the academic wisdom of choosing Victoria. I no longer have these doubts." By March 20, 1990 Dr. Coulter's ardor had cooled. His Memo to the University of Alberta File re: a conversation with Dr. Scully, March 19, 1990, admits, "This was a somewhat disturbing telephone conversation and I increasingly get the feeling that we are being given the "run around."

The first clue we have as to what may have gone wrong could be called commitment. As mentioned before, on April 22, 1988, the CMCC Board directed the University Affiliation Committee "... to develop a joint proposal for incorporation with University of Victoria ..." December 21, 1988, Dr. Croft wrote Dr. Petch "... to confirm that the Board of Governors of CMCC has approved seeking incorporation with the University of Victoria as our immediate priority." Again, page 2 of the Minutes of the CMCC Board Executive Committee meeting, February 13, 1990, it is

recorded that, "Dr. Croft sent another letter to Dr. Petch, dated January 12, 1990, advising him that the Board was somewhat disappointed at the outcome of their December Senate meeting but that CMCC would still maintain University of Victoria as their top priority." Nowhere can any written commitment by University of Victoria be found.

Another problematic area is communication between the Chief Executive Officers of both institutions. On page 3, 1989 Progress Report, Dr. Coulter remarks, "Dr. Petch is the longest serving President of a Canadian University and by consensus ... has been responsible for the growth and development of University of Victoria. Unfortunately for us, he is in the last year of his Presidency and for most individuals, this would lessen his effectiveness ..." In April 1989 the University of Victoria Senate struck a Presidential Search Committee. On page 3 of the Minutes of a Special meeting of the CMCC Board, March 12, 1990, Dr. Coulter advised, "... that with Dr. Petch's upcoming retirement, the instalment of a new President and the changes in composition of the Senate that the time to resolve this matter is now. In response to a question concerning Dr. Petch's support for our proposal, he explained that Dr. Petch will not be able to lobby on our behalf because he serves as Chairman of the Senate."

Dr. Petch's retirement from University of Victoria, June 30, 1990, coincided with the end of Dr. Coulter's contract at CMCC and signalled the termination of an era of open communication between these two institutions. On July 1, 1990, David F. Strong, PhD, was appointed President of University of Victoria and Jean A. Moss, DC, Acting President of CMCC. Although she made several attempts, Dr. Moss was never able to arrange a meeting between herself and Dr. Strong. Following Dr. Strong's reluctant letter of "apology" to Dr. Moss, September 20, 1990, no further correspondence from Dr. Strong to Dr. Moss can be found. On July 1, 1991, Dr. Moss was installed as CMCC's President. Her letter, August 16, 1991, to Dr. Strong re: further dialogue between CMCC and University of Victoria was responded to, on his behalf, by Vice-president Scully. Another letter, April 23, 1992, was penned by Dr. Moss to Dr. Strong re: CMCC's embarrassment at learning of University of Victoria's rejection of the College's proposal via a newspaper article and her contention that "... the Planning Committee seemed to be unaware of all the relevant information." Dr. Scully's letter of May 6, 1992, attempts to explain the University of Victoria Senate's prolonged 2 year process of deliberation, but makes

no reference to Dr. Moss's letter, April 23, to Dr. Strong. CMCC never did receive a formal notice of University of Victoria's decision to totally reject the College's offer of unification.

The University of Victoria faculty appears to have been divided in its support of CMCC's proposal. "Within the science faculty they are split vis-a-vis us, as they are in art and humanities. Interestingly, the greatest support is in fine arts, and probably the least is in humanities." [1989 Progress Report, page 5] In addition, "The Faculty at University of Victoria clearly feel that they are being rushed into this. Although we have been at this for over 18 months, for many of them, the issue has been before them for only a couple of months." [1989 Progress Report, page 19] Dr. Coulter was unable to meet the faculty in groups to engage in general discussion and debate. "I have tried on several occasions to have some of the Deans invite me to their faculty meetings and to meet with some schools or departments. To date none have taken this up." [1989 Progress Report, page 10] "Another negative factor was the feeling of some faculty members, especially in the sciences about chiropractic in general. They are either not well informed or harbour animosity due to negative information." [Summary Report of the CMCC University of Victoria Visitation Team, December 1988, page 8] April 25, 1989, Dr. Coulter wrote to Dr. Petch in response to Dr. Petch's request re: argumentation for chiropractic as a science. On this complex subject Dr. Coulter argues, "... it is not possible at the moment to give a definitive definition of science and ... virtually impossible to distinguish science from art and religion." He then goes on to list six a priori assumptions on which science is based, followed by four practices to which science adheres. These are, "(i) It is empirical ... (ii) It is theoretical ... (iii) It adheres to rules of evidence ... (iv) It attempts to be ethically neutral ..." Next Dr. Coulter examines both medicine and chiropractic relative to these criteria and finds, "At the therapeutic level, chiropractic is obviously in a less favourable position than medicine but no less favourable than the other health sciences ... A more important question therefore, is whether *potentially* chiropractic is amenable to scientific investigation." He summarizes that, "If the body of knowledge on which chiropractic draws is the criterion for a science, the answer is clearly, yes. If it is the extent to which chiropractic therapies are all scientifically derivable, the answer is no. If the criterion is the commitment to scientific

investigation of the theories and practices of chiropractic, as demonstrated by active scholarship, the answer is again yes. Last, but not least, if the criterion is the potentiality for scientific investigation, then the answer is overwhelmingly, yes." Dr. Coulter also penned a "Draft of an Open Letter to the Faculty of University of Victoria" in which he attempts to address three of the faculties' major concerns: "1. Is chiropractic a legitimate discipline meeting all those standards demanded of a university? ... 2. The cost: ... 3. The impact on the prestige of University of Victoria ...".

Dr. Coulter's greatest conundrum was the University of Victoria Senate. Although he spent the summer of 1989 in Victoria specifically to lobby this intractable, fluctuating body, Dr. Coulter did not even manage to meet all its members. On page 9 of the Minutes of the CMCC Board Annual Meeting, October 20, 1989, "Dr. Coulter explained that CMCC is on the Agenda of the University of Victoria Senate for November 1, 1989. However, Dr. Petch has now suggested that the notion of a Complementary Health Sciences Faculty might first be introduced, following which CMCC would then apply for inclusion." At this meeting, "... the question of our application was deferred to the Academic Planning meeting on November 15, 1989 at which time they wish to discuss both the chiropractic school and the notion of complementary health sciences ... following the Senate meeting, a group of Senators expressed annoyance with the way Dr. Petch has presented the issue on Complementary Health. They were barely getting used to the idea of chiropractic when out of the blue this other proposal surfaced." [Memo Coulter to University of Alberta File, November 2, 1989] Dr. Coulter attempted to have CMCC's proposal for integration with University of Victoria placed on the agenda of its Senate meeting on April 4, 1990, and requested that the members of the Senate receive copies of the various visitation reports and the College's original proposal prior to this meeting. [Minutes, CMCC Board Special Meeting, March 12, 1990, page 2] Dr. Coulter felt there might be an opportunity for him to speak to the Senate and prepared a short dissertation for the occasion. [Address to the Senate of University of Victoria, April 1990] However, CMCC was not discussed at this meeting. Next Dr. Coulter wrote to the Secretary of the University of Victoria Senate requesting permission to address this body at its meeting, May 2, 1990. [Letter Coulter to Mr. Ron Ferry, April 4, 1990] This was denied and representatives of CMCC never gained access to a

University of Victoria Senate meeting.

It was noted earlier that in December 1989 Dr. Coulter learned that the original proposal for integration of CMCC with University of Victoria had not been distributed to its Senate but that a revised version dated December 1989, would be circulated forthwith. However, in a letter to Dr. Petch, March 7, 1990, Dr. Coulter again requests that the University of Victoria Senate receive, among other documents which CMCC had repeatedly attempted to deliver, copies of the 1989 proposal. In a letter, May 6, 1992, from University of Victoria Vice-President Scully to CMCC President Moss, Dr. Scully acknowledges receipt of a fax of Dr. Moss's letter to him just prior to the crucial University of Victoria Senate meeting and mentions, "Copies of your letter, but not its attachments, were provided to the members of the University of Victoria Senate at its meeting on the evening of April 1, 1992 ... "To the best of my knowledge, there was very little of significance in your letter that was either unknown or unavailable to the members of the Planning Committee during its deliberations."

When CMCC failed to breach the ramparts of the University of Victoria Senate in order to influence or even inform its members, its last opportunity for union was gone.

Conclusion

Although the approach to University of Victoria was the most focused, sustained, sophisticated and expensive offensive the College had ever mounted, regrettably, the end result was the same. Time, space and circumstance conspired to thwart CMCC's bid to unite with University of Victoria. The College's position was analogous to that of a naive romantic, bravely striving to win the hand of a lovely, self-absorbed, disdainful siren. Because they live 2,000 miles apart, the smitten suitor is able to visit his intended only once a month and to spend a glorious summer in her intoxicating presence. Many of his beloved's friends and acquaintances find him to be most acceptable. However, her non-committal father will not allow the young man to participate in family discussions regarding his suitability for matrimony. All his efforts to consummate the relationship are rebuffed, yet he perseveres. Sadly, after several frustrating years, he reads in the paper that his marriage proposal has been rejected.

On September 18, 1995, CMCC celebrated its golden anniversary. During its first 50 years, the college has been determined and resourceful. Shortly after the breakup with

University of Victoria, CMCC reassessed its position in Ontario and through the use of a consultant, determined to take a new approach. CMCC decided to approach the Ontario universities which had expressed interest with the concept of affiliation but with CMCC remaining a financially independent institution. CMCC's rationale was that it had existed for fifty years without government support, and if worse came to worst, it could not see why it could not continue to do so. After discussions with Windsor, Waterloo, Ottawa, McMaster and York, CMCC returned its attentions to its first love in Ontario, the girl next door whom it has been courting on and off since 1960, York University.² (page 41) On May 30, 1995, Dr. Jean Moss and Susan Mann, PhD, President of York, signed a letter of intent to enter into negotiations with a view to the affiliation of CMCC with York. This step has been reinforced by a recommendation of the Ontario Ministry of Health Chiropractic Services Review Committee that chiropractic education be placed within a university and funded in a similar manner to other health professions. In addition, the Ministry of Education and Training has established a bipartite working group to discuss potential models of government funding for chiropractic education.⁴

To quote Sir Winston Churchill, "Now this is not the end. It is not even the beginning of the end. But it is, perhaps, the end of the beginning."⁵

References

- 1 Brown DM. CMCC's persistent pursuit of university affiliation, Part I: Western initiatives 1945 to 1969. *J Can Chiropr Assoc* 1992; 36(1):33-37.
- 2 Brown DM. CMCC's persistent pursuit, Part II: Knocking on doors and heads in Ontario 1969 to 1988. *J Can Chiropr Assoc* 1994; 38(1):41-54.
- 3 Coulter ID. Sociological studies of the role of the chiropractor: an exercise in ideological hegemony. *JMPT* 1991; 14(1):51-58.
- 4 Special insert newflash. *CMCC Primary Contact Newsletter* 1995; 17(2).
- 5 Churchill WS. *Bartlett's Familiar Quotations* 15th ed. London: MacMillan Press Ltd., 1980:746.