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An Analysis of the Written Submissions to Manitoba's Commission on Kindergarten to Grade 12 Education: Identification and Examination of the Major Themes



## March 2020





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# **EXECUTIVE SUMMARY**

Manitoba's Commission on Kindergarten to Grade 12 Education (Commission) offered Manitobans the opportunity to provide input and participate in improving student achievement and student outcomes. One way to facilitate this process was by providing written submissions to the Commission. The Commission received fax, email, regular mail, and form letter submissions.

In all, the Commission received 2,309 written submissions. This included 1,836 form letters and 473 written submissions. These submissions were from individuals, representatives of municipalities, school divisions, and organizations across Manitoba. There was also one letter from a Saskatchewan school division. The written submissions were presented in many formats, including memorandums, reports, school board resolutions, formal institutional papers, as well as personal letters and handwritten correspondences.

Many of the written submissions utilized the six areas of focus outlined in the public consultation paper, A Comprehensive, Independent Review of the Kindergarten to Grade 12 Education System, to present their ideas and recommendations for consideration to the Commission. The six areas of focus are a long-term vision for education, student learning, teaching, accountability for student learning, governance, and funding for Manitoba's Kindergarten to Grade 12 education system.

There are several themes within each of these six areas of focus. In the first area of focus, a long-term vision of education identified the challenges specific to rural and northern Manitoba, changing skills and knowledge, the importance of Indigenous and French-language education, as well as the topic of inclusive education and meeting the needs of newcomers to this province.

Under the focus area of student learning, the written submissions identified both internal and external aspects to the school system that can impact a student's learning. This included conditions such as student poverty and mental health issues that affect student achievement and outcomes. In addition, external aspects such as class size, early learning initiatives, student assessment, and curriculum were also seen as affecting student promotion and retention.

The area of focus related to teaching identified several major themes regarding the importance of teacher preparedness, considerations for teachers from northern and rural school divisions, and the importance of professional development. Other themes under accountability for student learning called for further intersectoral cooperation, as well as collaborative partnerships between and among the school divisions, community organizations, and other government departments. Other themes relating to funding and governance issues advocated for locally elected school boards and proposed revisions to the funding formulas for the sustainability of education in Manitoba.



# INTRODUCTION AND ANALYSIS OF THE SIX AREAS OF FOCUS AND THE MAJOR THEMES

The Commission received a total of 2,309 written submissions. This included 1,836 form letters and 473 written submissions from individuals as well as reports, letters, and recommendations from municipalities, school divisions, and both educational and non-educational groups from across Manitoba. A high-level overview of these form letters has been attached to this report. (See Appendix A).

# Methodology

A review and analysis of the written submissions provided the basis for the identification of the major themes of this report within each of the areas of focus identified in the public discussion paper. The methodology to discern the major themes required a purposeful review and identification of the major ideas and issues.

By reading and analyzing the written submissions for word repetitions and key words, and comparing across and between these written narratives, patterns or themes for each of the areas of focus were identified.

In addition, including the narratives or quotations from these written submissions also provided further support and evidence to the themes that were identified in each of the focus areas. The multiple perspectives gathered from these written submissions offered further meaning, understanding, and support to the identified themes.



# INTRODUCTION TO THE SIX AREAS OF FOCUS AND MAJOR THEMES

A long-term vision for education, student learning, teaching, accountability for student learning, governance, and funding are the six comprehensive areas of focus proposed in Manitoba's Commission on Kindergarten to Grade 12 Education.

Utilizing this framework, the themes under each of these focus areas reflected the issues, concerns, and recommendations identified from the written submissions to the Commission. Following the methodology of this analysis, many of the themes related to broader geographic and societal issues specific to Manitoba's landscape as well as the challenges of rural and northern communities.

The themes of Indigenous education and French-language education are some of the broader topics identified in the written submissions. In addition, several factors influencing student learning were categorized into external influences, such as student poverty and mental health issues. Class size, early learning initiatives, and student assessment were several of the internal factors of a school system that were identified as contributing to student achievement and outcomes.

Key points on teaching and accountability presented additional themes of teacher preparedness and professional development. Other themes within the written submissions expressed opinions about school division governance, funding formulas, and maintaining the current local voice in communities across Manitoba.

### Focus Area 1: Long-Term Vision

The first focus area in the Commission's discussion paper identified the importance of setting a long-term vision for Manitoba's Kindergarten to Grade 12 education system. In a rapidly changing world, a discussion on the goals and purpose of Kindergarten to Grade 12 education involves many factors and considerations. With societal, economic, and demographic changes as well as the impact of technology and globalization, the opportunity to address issues related to the long-term sustainability of Kindergarten to Grade 12 schooling in Manitoba reflected many diverse ideas and considerations in the written submissions.

Several of the written submissions suggested an overall mandate for education. Some general comments proposed that education is "a journey from cradle to career for every learner in Manitoba." This statement, along with the adage "it takes a village to raise a child," was also echoed throughout many of the reports and letters.

"A vision of education that nurtures a journey from cradle to career for every learner in Manitoba, obligates the public education system to invest in: early-years programming by implementing: universal Full-Day Kindergarten and Pre-Kindergarten (such as other high-performing jurisdictions in Canada and abroad) and establish Family Centres in all elementary schools that connect families with their neighbourhood school to create a community learning hub that provides welcoming, inclusive, play-based learning environments and programs for parents and toddlers to thrive and develop strong beginnings for school."

"We must build capacity in areas that promote a resilient and discerning society capable of effectively adapting to rapid change."

"Education has and will continue to be successful only when it is able to adapt to the many changes in society, knowledge, and curriculum, and can accommodate the diverse needs of the students it serves."



In addition, there were specific themes in this focus area relating to the broader concerns of a long-term vision for education. These main themes included the importance of acknowledging rural and northern differences, education issues specific to vocational and post-secondary education, Francophone language and education, Indigenous education, inclusive education, and a recognition and acknowledgement of the challenges in meeting the educational needs of newcomers to the Province of Manitoba.

#### A Focus on Rural and Northern Manitoba

The diversity and richness of Manitoba's regional and economic landscape was identified as a theme to be considered in establishing a long-term vision for Manitoba's education system. Many written submissions expressed concerns specific to Manitoba's rural and northern regional geographic differences with regard to access, equity of services, and increased travel costs.

"That the Commission construct its long-term vision for public education using reliable projections of population growth, by way of supporting the resources necessary to respond, adapt to, and sustain educational demands across urban, rural, and northern communities."

"Efforts to increase and retain clinicians who both work and live and work in the Northern region should be a priority. Increase the funding available for clinicians in the North to a level that considers the additional travel expenses for clinicians to access professional development opportunities that are not available locally/regionally."

"That the Department of Education recognize that the [...] incurs fees for school transportation that are about 300% higher than those of [...] divisions and that, in this respect, that [...] requests compensation from the province to reflect the financial losses incurred."

"We also ask the Commission to pay close attention to the climate, context, and culture within this province when making comparisons to what occurs in other provinces. Our context within Manitoba is unique."

#### **Education Changes and Development**

The skills, knowledge, and competencies required for students today and in the long-term future are changing. The impact of technology, the inter-connections between education and post-secondary education, changes in vocational education, and 21st-century learning initiatives were identified as important in shaping Manitoba's future education system.

"That Manitoba Education and Training develops, implements, and supports a bold new curriculum for education that reflects our rapidly changing world. A curriculum that will transform learning for all students in the province, one with greatly reduced specific learning outcomes, and more focus on the general learning competencies."

"That the Commission's long-term vision recognize the importance of maintaining focus on and response to work relevant experience (through high school apprenticeships, work practica, career preparation and other student experiences), as well as through resources for the expansion of dual credit courses and community connectors. This recognition will help to promote ongoing alignment between secondary and post-secondary sectors of study and training while also providing even greater opportunities for student preparedness beyond high school."

"While there is a role for vocational education in the K-12 system, specifically for developing individual career awareness and even in promoting retention and graduation objectives for some students, this orientation training is insufficient for effective preparation for today's workforce needs. Post-secondary institutions are the most effective providers of specialized professional, career, and vocational education. Employers increasingly require more extensive development of employability skills than the K-12 system can reasonably accommodate, nor is job training consistent with its primary purpose."

"Establish a provincial strategic education council (with voluntary membership) to facilitate coordination between Manitoba K-12 and Post-Secondary Institutions. The establishment of more effective pathways would be a key focus; other specific concerns are teacher education and the integration of adult learning centres within either branch of the system."

"[...] teachers stand by the importance of a long-term vision for education in Manitoba. This vision must include the following: continued equitable funding for all schools, building skills for the 21st Century (including current best practice, and updated and flexible curriculums). The long-term vision must also include a poverty reduction strategy, and opportunities for inclusive education."

"That the Commission recommend to the Manitoba Government that they support the development and implementation of locally developed curriculum that is representative of community cultural values and norms."

"On the matter of impending climate catastrophe ... our youngest learners are pleading with us to confront this reality and to make exploring solutions part of their educational journey. They are also imploring us to help them discuss and discover solutions to the growing wealth gap and ways to champion a more democratic and just world. [...] considers these requests as essential components of a whole-learner and responsive curriculum designed for the 21st century. Creating a learning culture that values relevance as much as rigour will help us move away from an old and unsustainable "industrial model" of education. These are also key goals as part of the global response to creating a better world by 2030. The success of the FI program in [...] strengthens the vitality of Manitoba's minority language community and contributes significantly to the realization of the goals of The Francophone Community Enhancement and Support Act (Government of Manitoba, 2016)."

"A redeveloped, comprehensive, and provincially developed and supported curriculum that accommodates all learners and reflects the most current research about literacy, numeracy, and student learning."

#### **Inclusive Education and Education for Newcomers**

One of the emerging themes in this area of focus identified the importance of responding to the increase in demand for inclusive education programming, as well as the importance of striving to meet the educational needs of newcomers in their communities.

"That the Commission consider the importance of Manitoba's current commitment to integration, inclusion and accessibility for all students, staff and community members by way of promoting the ongoing delivery of equitable, effective and efficient programming, supports and services that serve to meet community needs"

"Education is what equips the next generation to become citizens. It needs investment, now especially, when we have inclusive classrooms that educate all students, taking note that the percentage of at-risk students is increasing."

#### **Indigenous Education**

The Truth and Reconciliation Commission's calls-to-action numbers 62 and 63 advocate for the development and continuing support of Indigenous education and curriculum. Many of the written submissions spoke to the importance of developing and enhancing Manitoba's education system to meet these recommendations.

"That the Commission recognize the need for programming, supports and services that will assist Aboriginal and Indigenous communities, as well as newcomer and refugee communities, to promote their ongoing integration and inclusion within public education and in preparation for labour market entry."

"That [...], with the support of the Province of Manitoba, provide leadership in expanding Indigenous Education programming and initiatives province wide."

"A focus on Indigenous education from the intellectual and cultural traditions of the Indigenous peoples."

"Make age-appropriate curriculum on residential schools, Treaties, and Indigenous peoples' historical and contemporary contributions to Canada relevant to the local community and Nations involved .... Build teacher-student capacity for intercultural understanding, empathy, and mutual respect, using anti-racism curriculum and teaching resources developed by Manitoba Education and Training.... Provide the necessary funding to post-secondary institutions to educate teachers on how to integrate Indigenous knowledge and teaching methods into classrooms .... Provide time for teacher professional development that promotes reconciliation."

"Implementing the education-specific calls-to-action outlined by the Truth and Reconciliation Commission is paramount. [...] has made significant local investments to address these calls-to-action, specifically #62 and #63, that positively impact the success of our Indigenous learners that may inspire the commission's recommendations to government."

#### **French-Language Education**

The importance of the continuance of French-language education is guaranteed in section 23 of *The Canadian Charter of Rights and Freedoms (1982).* The Charter guaranteed official language minorities' access to and management of schools in their chosen mother tongue.

In 1994, the Province of Manitoba authorized the creation of the Division scolaire franco-manitobaine (DSFM), a provincial school division managed by and for Francophones. In 2016, *The Francophone Community Enhancement and Support Act* was adopted by Manitoba's Legislative Assembly. Many of the written submissions also supported and included comments on the importance of French-language education.

"That the Department of Education ensure that French-language education remains a priority and that school curricula not be translated from the English curricula. While French schools operating in a minority setting may share the curriculum piece with English school divisions, the fact remains that they also play a role as a purveyor of culture.

"While French Immersion Program enrolments are growing at a rate greater than that of the overall K to 12 public school population, the French Immersion Program is losing nearly half of its Kindergarten students by the time they reach Grade 12, suggesting a retention problem with French Immersion enrolments. (French Language Education Review 2015–2016) the Bureau de l'éducation française, and all other applicable parties work together to ensure that students enrolled in French Immersion programs are being given the supports they need to succeed, graduating with bilingual capabilities."

"That the Commission's long-term vision for public education embrace the importance of opportunities for continued excellence through provision of FL1 and FL2 programming, supports, and services—both to respond to the constitutional rights of the Francophone minority language community in Manitoba and also to meet parental and student demand for French language education at the FL2 level, including basic and immersion programs."

### **Focus Area 2: Student Learning**

The conditions that promote and enhance student learning involve a myriad of factors, both within and outside the school system. The written submissions under this focus area identified several factors or themes that influence an individual student's readiness to learn.

The question in the public discussion paper asked: "What are the conditions required to achieve excellence in student achievement and outcomes in Manitoba?" The responses from the written submissions to this question can be organized into two major categories: external factors to the school system, such as student poverty and mental health issues that impact a student's success in school, and internal factors that affect student achievement, such as smaller class sizes, the importance of early learning initiatives, and student assessment and curriculum.

#### **External Factors to the School System**

In the individual narratives, organizational recommendations, and school division reports, many of these written submissions acknowledged how a student's personal circumstance, such as socio-economic status, poverty, and general well-being greatly affects their learning outcomes. Although many of these issues are outside the realm of the school system, these themes appeared repeatedly along with some recommendations for the Commission to consider.

#### **Student Poverty**

One of the most predominant and recurring themes across the written submissions was the issue of student poverty and its effect on student learning. In particular, the seriousness of child poverty and its detrimental affects on student learning was reiterated many times throughout the written submissions.

"[..] implores the commission to study and recommend ways the public education system can be a partner in a more community-based, system-wide plan of action for poverty eradication (and in the interim mitigation)."

"That the Commission extend consideration to the establishment of a formal, education focused poverty reduction strategy, led by a working group composed of representatives from the Government of Manitoba, school divisions (school boards, senior administration and teachers), parents and students, to identify and collate promising practices and other initiatives, in order to enhance current response to poverty in the school context .... That the Commission review successful programs that demonstrate evidence-based and proven results in addressing the impacts and risks of student poverty, to determine opportunities for possible expansion of such programs to all school divisions across the province in future."

"Will you make child poverty and the child welfare system a key part of the review?"

Several school divisions and education-focused organizations presented formal recommendations to respond to this major theme of student poverty, specifically advocating for the development of school-based meal programs, public transportation initiatives, as well as a task force to address the issue of student poverty in Manitoba.

"That the Government of Manitoba establish a universal meal program for all school-age children. The program must be available for any school-age student at no cost to the student regardless of perceived need."

"That the Province of Manitoba apply funding and supports for a universal meal program with consideration that food insecurity has significant implications to the physical and emotional well-being of children, and which can impact educational outcomes. We cannot expect optimal student learning and best achievement outcomes if children are hungry at school."

"That the government establish a universal snack and meal program in all schools."

"Facilitate a collaborative approach to addressing a health-promoting, school meal program, involving multiple stakeholders and government departments, with a mandate to improve access to nutritious food for Manitoba students. The [...] should be part of this discussion."

"That the Government of Manitoba work with the City of Winnipeg, other municipal governments in the province and any other applicable parties in establishing a pilot project offering bus tokens to students, so that paying the fare for public transportation is not a barrier to accessing education."

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"That the Provincial Government ensure that the vision includes a commitment to reduce the negative impacts of poverty on children, by establishing a task force that develops a strategy for public education."

"That the Government of Manitoba establish a task force to focus on how socio-economic conditions affect access to education, with a mandate to improve access for the province's most vulnerable students within an appropriate and reasonable timeframe. The [...] should be part of this task force."

"That the Commission recommend to the Manitoba Government that they recognize that child welfare impacts on student success and achievement, and that a system-wide approach to reducing poverty and adverse socio-economic conditions be implemented."

#### **Mental Health Issues**

Student mental health was a consistent theme in the written submissions. This theme examined how student mental health challenged teachers and schools and specifically how it affects student attendance, achievement, and outcomes.

"The challenge to provide timely and supportive mental health support to students must be met for student learning successes to follow."

"Establish Behaviour Coaches – to respond to increasing mental heath challenges."

"That the Province of Manitoba increase spending in mental health promotion and integrated services specifically for K to 12 education.

"That [...] assist the Province of Manitoba to create and implement mental health curriculum for Kindergarten to Grade 12 students. In addition, that mental health promotion and planning be integrated into the curriculum and school activities across the province, to benefit staff and students, as it is benefiting those in [...]."

Several organizations as well as educational associations offered suggestions to respond to the increasing challenge of student mental health issues, suggesting that mental health services need to be both system-wide and offer a holistic approach to respond to student's needs as well as to recommend a new health curriculum.

"That the Government of Manitoba develop a comprehensive mental health curriculum for K-12 students, promote mental wellness and help reduce the stigma associated with mental health issues. Further, that the Government of Manitoba ensure that mental health services are readily accessible in schools and increase the number of school counsellors and other specialist support teachers to address students' mental health issues where necessary."

"...collaborative, using a multi-systems approach, that are efficient and easily accessible to all Manitobans .... Our students are in the best position to learn and succeed when they are supported academically and emotionally."

#### **Internal Factors for Student Learning**

Several predominant themes across the written submissions related to several factors that can affect student learning. These main themes included the importance of class size, early learning initiatives, student achievement and curriculum, student assessment and high school graduation data, and preparedness for future training and employment.

#### **Class Size**

One of the predominant themes throughout the written submissions identified the support for smaller class sizes in order to provide more individualized attention and respond to student mental health challenges as well as other behavioural issues in the classroom.

"By making the classrooms bigger, you are also getting rid of the one on one time between the teachers and the students."

"That the Government of Manitoba reinstate the cap on class size for Kindergarten to Grade 3 to help ensure that teachers are able to give students the individualized attention they need to improve educational outcomes."

"That class composition i.e. students with exceptionalities (defined as those students identified as having behavioural problems or mental or physical disabilities, as well as other special needs students including gifted students), English and French as an additional language learners (defined as students whose first language differs from the school's primary language of instruction, and who may require focused educational supports to assist them in attaining proficiency in that language) be taken into account when determining class size."

"It was unanimous in our table groups that classroom size is a key factor in improving educational outcomes for all children in Manitoba. It needs to be noted that the focus was not on the number of students in each classroom but far more on the complexity of the learning needs that exist in Manitoba classrooms in 2019."

"That the Commission consider that Pupil to Educator Ratios are generally indicative of class size in each province, but that considerable intra-provincial variation does occur, according to class size management choices that reflect autonomy and community context at the local level."

"That the government take into account students with exceptionalities (defined as such with having learning difficulties, behavioural problems, social and emotional distress, trauma induced responses, mental or physical disabilities, mental health difficulties as well as other special needs students such as gifted students and English as second language speakers) when determining class sizes."

"Changes which I would like to see in the future would be smaller class sizes, so that I can better support my students, and continued educational assistant support for funded students. I would appreciate continued specialty programs, such as swimming, skating, and hockey lessons, and low-cost busses for field trips. I would appreciate more professional development opportunities in how to work with diverse needs and children, especially with how to navigate and work with Indigenous children in a colonial system. I would also appreciate continued funding for education resources, that will be easily accessible for myself and others."

#### **Early Learning Initiatives**

Within the broader perspectives of student learning, several written submissions also identified the importance of providing early learning opportunities for students to benefit their long-term academic outcomes.

"That the Commission consider opportunities for province-wide expansion of nursery, pre-Kindergarten and full-day Kindergarten programming for optimal early years impact."

"That the Commission recommend to the Manitoba Government that they fund the entire cost of early childhood education in a manner that involves parents."

"That childcare, Early Childhood Education and K to 12 education be streamlined with appropriate funding. In addition, that the Province of Manitoba consider implementing the work from the Manitoba Early Learning and Childcare Commission."

#### **Student Achievement and Curriculum**

Across many of the written submissions identifying the theme of student achievement and curriculum, several additional issues were also addressed including the importance of a curriculum review (specifically addressing critical thinking skills), an existing curriculum framework review, and a focus on reading instruction.

. . .

"Excellence in student achievement means that our students are respectful people of integrity who are creative, collaborative, critical thinkers, and able to effectively communicate in a changing world."

"That the Government of Manitoba review and update any K-12 curriculum that is older than seven years. Further, that any new curriculum includes representative teacher participation in the development process, be based on a clear multi-year curriculum development implementation plan and be sustainably funded."

"We believe excellence in student achievement and outcomes can be achieved by incorporating Deeper Learning into all facets of instruction and programming. What do we mean when we say Deeper Learning? We mean a clear focus on learning those essential skills, dispositions, values, and knowledge. We mean more relevance, more rigor, more curiosity, more connections, more questions, more clarity, more community, more preparation for a digital environment, and even more adventure. We also mean deeper academic engagement, social engagement, emotional engagement, and intellectual engagement."

"Emphasize creative and critical thinking skills when updating curriculum documents."

"We recommend a review of reading instruction in Manitoba. The review should focus on the imbalances and gaps in reading instruction, as well as the effective, evidence-based practices that should be promoted. Reviewers should consider best practices in early reading prior to school entry for all children, and sustained reading instruction in the middle and senior grades for students who need it; Several provinces (e.g., B.C., Alberta, Quebec) have moved to a competency-based curriculum. We recommend that the commission look at the models of these provinces and consider developing a similar system in Manitoba. This will require updated curricula and more flexibility in the structure of a typical school day."

#### **Student Assessments**

One of the predominant themes within the focus area of student learning is related to standardized testing and report cards.

"That the Government of Manitoba support classroom-based formative assessments that align with existing and new curriculum. Further, that the results of any provincial assessments should be used to access/determine if more resources are needed in certain jurisdictions. Reporting of common provincial assessments and data should be limited to providing a provincial, not an individual school or divisional, snapshot of how the system is performing."

"Minimize the importance of standardized tests as markers of student ability. Consider alterations to the Provincial Report Card to simplify the mechanisms for feedback, particularly with primary grades where students advance regardless of ability level, but also with regard to percentage grades at middle years."

"Provincial report card NEEDS to be reviewed. For example, there are no outcomes any longer in English Language Arts and yet the Provincial Report Card still has them on it. It needs to be more inclusive for all students programming. For example, there is only a box to check off for IEP but now the IEP umbrella term is being changed to SSP (Student Specific Plan) so there should now be both boxes."

"The current learning gaps between Indigenous and non-Indigenous, EAL and non-EAL, male and female achievement must be addressed through continued focus on meeting all students where they are at, providing relevant and rigorous instruction, supporting students using evidence-based strategies in addition to implementing a focused approach to the hiring of staff that reflects the community it serves. Assessment must be authentic, meaningful and relevant to the learner with the focus of student assessment on the growth of the learner."

"Consider moving standardized provincial exams from grade 12 to earlier in their high school life so that feedback on what students needs to continue to learn about and work on can be addressed. If there is going to be a continuation on standardized assessments then other factors need to be weighed into the percentage such as poverty, mental health, etc."

"A multiple measures assessment plan that accommodates all learners and collects and reports information on a broad spectrum of student success."

"That the Commission lend consideration to the establishment of an advisory committee that will be mandated to study alternate and enhanced measurement in student performance and success, in order to ensure that improvement is focused on measures and indicators reflective of both inputs and outputs, while also reflective of both summative and formative learning and evaluation."

"We recommend that standardized tests be introduced at grades 3, 6 and 9. The current Grades 3 and 7 assessments are not "standardized" in that they are teacher interviews, so are subject to teacher bias. A rigorous standardized test should be a sit-down student test that teachers do not see in advance, administered to every student in the province, and taken near the end of the school year after students have completed the year's material. A test is only as good as the curriculum it assesses so it's important that the curriculum be revised as recommended above; Finally, we recommend that average results of standardized tests be made public at the school level, which protects individual student privacy. This is normal practice in other Canadian provinces, such as Ontario, Alberta and Saskatchewan."

"That the Province of Manitoba ensure that the necessary supports are put in place to assist in assessments of students with various learning needs. These supports include credentialed programs in universities and more streamlined services between the province and school divisions."

#### High School Graduation Data and Preparedness for Further Training and Employment

Many written submissions addressed the topic of data management, specifically high school graduation rates and the relationship between high school and post-secondary education and employment.

"...current strategic plans that link division goals to departmental goals and student achievement as well as the following recommendations:

"What gets measured, tracked and reported gets improved. Developing the right measures and collecting the data for the purpose of improvement, as opposed to ranking and sorting, helps to point [the] division in the right direction. Supporting divisions in analyzing and responding to data to drive improvement. Locally elected school board trustees who engage parents and the community in strategic planning that focuses on student learning (Within [...], Parent Advisory Committees from each school are invited to add their voices to our strategic planning process.)"

"That the Commission support current data management strategies focused on achieving balance and identifying relationships between input, output, formative, summative, financial and non-financial measures, indicators and performance drivers, and with encouragement to continue efforts to link key databases relating to social, cultural, economic, academic and other educational indicators towards the establishment of a continuous framework of informed assessment and accountability."

"A potential solution to this issue [vocational education] would be for post-secondary institutions like [...], along with the other community colleges, to offer dual credits, where post-secondary content that is aligned to employer and apprenticeship requirements would be granted credit by the Ministry at the high school level."

"Adopt a common student identifier to increase the capacity for adaptive policy responses across the education system. Ontario and several other provinces use system-wide data on student outcomes and transitions to guide the co-ordination of education policy. PSE Presidents in Manitoba have suggested repurposing the resources currently dedicated to Campus Manitoba to achieve this goal."

"Work experience and apprenticeship programing needs to become the norm not the exception for students wanting and needing hands on learning. Changes like those would benefit the student and resources in schools."

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"Policies regarding student promotion and retention need to be examined and consistently followed across the province; Data collection at the school and divisional level should be triangulated; The use of student achievement data should be discussed. Posting smaller school division data on the Manitoba Education website is a concern as some of the data sources are so small it may compromise privacy and identify certain schools and communities. We have our school division data and it should be up to our senior admin staff and division on how we should communicate data to our stakeholders."

"The relatively low secondary school graduation rate needs to be addressed. Graduation rates need to increase to support the increase needed in the post-secondary participation and attainment rate in the province, commonly regarded as critical to the future economic and social well-being of the province. Non-completers are unprepared for further studies, including trades training, and academic remediation is costly in human and economic terms. Non-completers are also unprepared to form and retain solid attachment to the workforce."

"That the Province of Manitoba consider implementing a learning pathway/transitions framework to assist students in life transitions from K to 12 to postsecondary or college, trades certification or careers. The framework should include skills and competencies carried through all curriculum and streamlined into post-secondary teachings. For examples, look to other Canadian provinces. (i.e., British Columbia and Alberta)."

## **Focus Area 3: Teaching**

This third focus area acknowledged that effective teachers and school leaders can be the most significant factors to impact student learning. Related to this focus are the themes of teacher and leader effectiveness. The written submissions examined this concept of effectiveness through several main themes relating to teacher preparedness, the importance of rural and northern teacher placements, and professional development and learning for teachers.

#### **Teaching Preparedness**

Among the many comments provided on the theme of teaching preparedness, there were many diverse perspectives provided regarding the importance of Indigenous history; the elimination of streaming into early, middle or senior years; and pre-service teacher education in literacy and numeracy.

"That the Commission recommend to the Manitoba Government that pre-service teacher education include comprehensive training in the understanding of Indigenous history and perspectives in order to better serve the youth of Manitoba."

"Provide ongoing professional learning to support flexible, student-focused pedagogical methods; Develop better prepared teachers (new and tenured) through an effective teacher induction process."

"Examine teacher certification and ensure that supply meets the demand, especially in areas requiring specialization in specific courses, etc. Examine on-going certification requirements to maintain certification. The development of standards of practice would support this recommendation."

"Eliminate university streaming into whether becoming a primary or a secondary teacher. In the end, they are all teachers of children and should be ready to teach any grade. More of an emphasis on good instructional/pedagogical practices vs content areas."

"Teacher education programs must continue to focus on the relationship of teaching and learning and the social contexts in which that relationship occurs, and in particular should attend to the effects of poverty on education."

"That the Commission recommend to the Manitoba Government that pre-service teacher education provide a strong foundation in literacy and numeracy instruction."

"Enhanced collaboration with the province and post-secondary institutions to ensure the further development of well-trained and career-ready teachers."

#### **Rural and Northern Considerations for Teachers**

This theme examined the importance of ensuring equity and opportunity for teachers, as well as professional development opportunities in northern communities. Other aspects to this theme related to the priority of promoting and recruiting teachers for these rural and northern communities.

"That the Commission extend consideration to the opportunity for the establishment of a specialized rural and northern technology grant, that will enable delivery of professional development as well as a wider array of secondary courses for pupils, to promote accessibility and equity to expanded learning opportunities."

"Manitoba Education and Training provide equitable professional learning funds to rural school divisions allowing them to keep pace with those of their urban counterparts. These funds would also include monies to support literacy and numeracy coaches to provide deliverable support directly to the classrooms."

"Mandate rural student teacher placements and provide incentives to entice educators to rural divisions, such as housing allowance, pay, benefits, tax incentives."

"That the Commission recommend to the Manitoba Government that they develop, in partnership with remote and northern school divisions, a teacher recruitment strategy, and consider within that strategy offering incentives (such as reduced student loans) to encourage teachers to work in small, non-urban communities."

#### **Professional Development**

The terms professional development and professional learning can be used interchangeably to include all aspects of learning for teacher and leader development. Many of the written submissions identified the importance of professional development for teachers, recognizing the challenges associated with access to and costs of professional development for teachers across the Province of Manitoba.

"That the Commission recommend to the Manitoba Government that they provide greater financial support for teachers and principals in remote and northern communities in order to access the same types of professional learning opportunities as their urban and southern counterparts in a fair and equitable manner."

"Expand the school year to allow for adult learning (teacher PD) to be intensive and intentional prior to the start of school year. This creates the opportunity for purposeful, targeted planning to establish ongoing benchmarks in support of continuously trying to improve student learning."

"That the Government of Manitoba, The Manitoba Teachers' Society and school divisions work together to facilitate appropriate professional development opportunities, accessible to all teachers and reflective of complex and diverse classrooms. Further, that the Government of Manitoba and school divisions work together to ensure that teachers are given more autonomy to choose professional development opportunities that are reflective of their specific classroom needs."

"That [...] with support of the Province of Manitoba take the lead in developing a leadership institute for all Manitoba school divisions."

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### Focus Area 4: Accountability for Student Learning

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The key factors that pertain to accountability are a shared primary responsibility for student learning by students and family members. This sense of shared accountability also relates to teachers and professional in schools, Faculties of Education, and school boards, as well as the Minister of Education.

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Several of the written submissions promoted the overall importance of intentional and purposeful commitment to education by all relevant stakeholders in the education sector.

"I believe the Commission's statement "when all of the players do their part, there is greater likelihood that students will be successful. My hope is that this review will clarify the responsibilities of those with primary roles in education so that educators can be more intentional and allocate appropriate resources to executing those roles well."

"How can the education system develop a stronger sense of shared accountability for student learning? What is the definition of success the education system is striving for? The current data and vision used to measure success does not appear to represent the reality and complexity of a student's success. As an [...], we are passionate about education, so it is important to engage with those who are currently showing up to the table. We are all accountable. A one-size fits all approach will risk the success and well-being of our students, staff and communities. Change doesn't happen overnight so small adjustments and a clear direction is what is needed."

Within this focus area on shared accountability, several themes were identified in the written submissions. These main themes included inter-sectoral support and cooperation, as well as the importance of collaborative relationships among schools and other professional and community organizations.

#### **Intersectoral Support and Cooperation**

With the changing and complex needs of students, many of the written submissions suggested further support and cooperation among the different government departments as well as the community organizations that also support students.

"Our community also requires more wraparound supports for the social/emotional learning of children in the form of breakfast and lunch programs, before-and-after-school programming, childcare, and intersectoral support from health, social services, and justice."

"That Manitoba Education and Training integrates inter-sectoral support and initiatives to address mental health, well-being, and well-becoming of students."

"That the Government of Manitoba ensure that students requiring clinician resources, such as psychology, social work, physiotherapy, occupational therapy, audiology, speech and language pathology, etc. are given access in a manner that is timely, efficient and effective."

"Wrap Around Services: Public schools are the hub of the community in rural Manitoba and classrooms are the equalizer so true wrap around services are vital. Our rural communities need equitable access to health services including Speech Language, Occupational Therapy, Physiotherapy, mental health, counselling, family supports through CFS, RCMP, etc. Quick access to necessary supports is often road blocked by staff turnover, red tape and lack of funding because each of these supports work in silos. [...] and neighboring school divisions have improved efficiency of services to our pre-school children through our partnership with our local RHA called Promise Years."

"Integrate intersectoral support/initiatives, led by education, to ensure student readiness for school; Integrate intersectoral support/initiatives, led by education, to address mental health, well-being; Student learning systems from cradle to careers, even while the legal and regulatory frameworks that govern public education provide for shared responsibilities at every level."

"As part of the ongoing supports provided to families by [...], every school within the division has a School Liaison Worker. These individuals play a vital role in providing various supports to our newcomer families, as well as our most vulnerable students and families.

#### **Collaborative Partnerships**

A focus on collaborative partnerships was reinforced throughout the written submissions. Partnerships and shared resource opportunities across and between the schools and school divisions were identified, as well as support for the existing relationship between teachers and administrators in schools.

"That the Commission acknowledge that accountability and responsibility for student learning is in fact shared when it comes to public education in Manitoba and that therefore, enhancement to public education must appropriately contemplate the individual and interdependent roles and responsibilities of each part within this whole."

"...collaborative and cooperative relationships are the cornerstone for many of the most effective teaching and interventions that happen in schools at this time (keep principals and vice-principals as part of MTS)"

"There are rumblings that there might be a separation between teachers and administrators in regard to the union. It is important to note that administrators are teachers and to have them pulled out of the MTS union would create a divide that would not be healthy for student education. At this time teachers and administrators work together to develop programs that will best serve students within the school. This collaboration between teachers and administrators is vital to the success of education for students in Manitoba. Administrators want to work with teachers and being part of the same union fosters trust to support collaborative efforts"

"That the province assists and encourage school divisions to further develop arrangements with non-profit and public organizations to offer services and programs so that the space is used as a Community Hub during "off" hours or if a closure is determined."

"The condition we would like to focus on to bring to the commission is the importance of maintaining clinical services for our youth in [...]. Clinical services are an essential condition in order to achieve excellence in student achievement."

### Focus Area 5: Governance

The public discussion paper, A Comprehensive Independent Review of the Kindergarten to Grade 12 Education System, asked: "What type of governance structures are needed to create a coordinated and relevant education system?"

This question addressed government's role in providing direction and resources to support Kindergarten to Grade 12 programming in Manitoba. This focus area also identified for consideration the role of the student, parent, and community, as well as how local input and engagement can be facilitated for the education system.

#### **Support of Local Voices**

Many of the written submissions replied to this question in a variety of ways, predominantly citing their preferences for continuing support of local governance structures.

All the Manitoba municipalities and school divisions that submitted written correspondence expressed their support for maintaining the local governance model for school boards. The mantra "local voices, local choices" resonated throughout these submissions and supported the current autonomy that local school boards provide to address local community needs and initiatives.

"That the Commission recognize that the principle of local autonomy remains informative and instructive for the structuration of educational governance in Manitoba, with all community held rights pertaining thereto."

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"That the province carefully reviews the characteristics of rural and urban school boards and ensure that the needs and priorities of the different communities are protected."

"In addition it is essential to: (i) resist the large-scale amalgamation of urban, school boards that has happened elsewhere—such as the Toronto District School Board that serves more students than are in all of Manitoba's provincial system—and which makes a mockery of any notion of local community voice, and, (ii) avoid centralizing actions that so limit the decision-making authority of boards, particularly in the core areas of funding and budget-setting, as to make them no more than the administrative arm of the provincial government. Such developments need to be seen as what they essentially would be—step one of a two-stage path to the abolition of school boards and the commitment to schooling as a truly public endeavor."

"Amalgamation is an expensive option because of the cost to harmonize collective agreements, specialized educational programs, services, and policies. Past amalgamations have shown that overall costs will increase, and the efforts involved in combining School Divisions can take years. Administration costs are less than 2.70% of Metro School Division operating budgets. While amalgamation may lead to a fewer number of senior executives, it is likely that assistant management positions will increase. The workload will still be required, and central office will need to implement a higher level of internal control to manage the increase in sites. Larger School Divisions are more removed from the front operating line and run the risk of not responding to local concerns in a timely and accurate manner. Local representation should be maintained to ensure the local School Division is responsive to the many changing educational needs of its community."

"Local decision making has created unique opportunities for our children and local decision making has kept these programs viable.... locally elected governance ensures that decisions made reflect local priorities."

"We have many unique communities and schools that require individual type of support, depending on the needs of the students in those communities" We are NOT a one size fits all school division ..."

"That the Province of Manitoba continue to support democratically elected trustees that are responsive to the local community and school needs."

"The [...] strongly advocates for elected school board governance and believes students are the heart of the education system and should be the key focus of board members, staff, and the Minister of Education."

"That the Department of Education maintain the principle of local proximity government in education, more specifically the school boards and their elected representatives. In our view, this level of governance promotes citizen participation in decisions that will have an impact on the future of their children and their community, as well as "direct communication with families." As a northern border town, the [...] has unique needs that cannot be adequately addressed within a larger division and must remain independent in order to best accommodate all students within our community."

"The [...] boldly recommends that smaller school divisions allow for higher student and teacher engagement when compared to larger divisions. It would not serve the community, the division, nor the Department of Education as a whole to amalgamate small divisions. Culture, collaboration and a sense of a transparent team approach makes this model successful. Smaller divisions provide the best approach to fiscal responsibility and student learning. Furthermore, consideration should be made for separating divisions that carry multiple layers of administration that can limit divisional responsiveness."

"That the Commission recommend to the Manitoba Government that they recognize the value of the current governance model in [...] and that the Province allow [...] to continue to operate under its current structure, honouring individual communities' cultures and values; That the Commission recommend to the Manitoba Government that they consider endorsing a similar model for other divisions and jurisdictions in order to increase community participation and accountability."



#### **Consultation and Flexibility**

Several submissions proposed that any adjustments or revisions to the existing school board model provide opportunities for consultation as well as support for further research into this issue.

"Maintain locally elected school boards as the main governance structure. Any adjustments to the number of school boards should occur only through consultation with communities about how they want to see their education governed. Provide greater flexibility for innovation to take place through more local rather than provincial initiatives."

"That the Province of Manitoba observe other Canadian provinces and review research for insight on governing school systems before making any major changes."

#### Voting Rights and Electoral Re-organization

Several organizations and school divisions suggested revising the current electoral system to offer electronic voting as an option for Manitobans.

"The Province of Manitoba support a provincial school trustee electoral system that makes voting in a democratic process simple for local taxpayers. Currently, the differences between municipal elections and school division elections make it challenging for voters. Voter turnout and participation would increase dramatically if citizens could vote electronically and if this process was supported provincially coordinating electronic tools for Manitoba voters."

"That the Commission support the introduction of enabling legislation by the Government of Manitoba to establish electronic means of satisfying all candidacy and voting responsibilities during future municipal and school board elections; That the Commission support amendment to The Municipal and School Board Elections Act, in order to mandate placement of election polling stations in population centres that will enable greater proximity and accessibility for voters on each local registry and further, that municipal and school board ballots be consolidated into one single ballot for each community and at each polling station."

"The Province of Manitoba ensures that any changes to division structures recognizes the strength and benefits of smaller agile organizations that are interconnected to a larger provincial system. Building trust, coherence and innovation requires small agile organizations."

### Focus Area 6: Funding

Financial accountability and sustainability for the future of Manitoba's Kindergarten to Grade 12 education system is an important consideration and is addressed in several different themes from the written submissions. Several themes in this area of focus include unique regional needs, equity and equality priorities and strengths, as well as current and future challenges.

Many municipalities expressed their support for maintaining the current number of school boards as well as their hesitation in any perceived or real cost savings with amalgamation. There were many written submissions that suggested that the issue of local mill rates and taxation can lead to the potential for "have" and "have not" school divisions. Further suggestions identified the concept of a unified provincial mill rate for school divisions.



#### **Equity and Equality**

Several individual submissions spoke to the importance of funding and funding arrangements for school boards, with a focus on equity and equality of financing opportunities achieved through collaboration.

"That the Provincial Government must revise the provincial funding model to ensure greater equity throughout the province. Commercial assessment should be shared equally across the province and redistributed to provide greater equity."

"Public education funding policy needs to build from collaboration with local educational stakeholders and within a provincial framework dedicated to equitable educational opportunities for all."

"What actions are required to ensure that the education system is sustainable and provides equitable learning opportunities for all children and youth? Educational funding serves as an investment in the education of children, and their future. While striving to provide the best education possible, [...] has proven to be a model of fiscal responsibility. The average cost to educate one [...] student is [...] whereas the provincial average is \$13,284.\* Our cost to educate is one of the lowest in the province. Even though [...] is the [...] largest school division in Manitoba, administrative costs make up only 2.6% of our overall budget (provincial average is 3.0%). \* This too, ranks [...] among the most cost-efficient in the province. When compared to other school divisions, [...] local taxation (as a percentage of total revenue) is also below the Manitoba provincial average. Local taxes comprise 30.0% of total revenue, whereas the provincial average is 34.7%."

#### **Alternative Proposals for Funding**

Several of the submissions advocated for a tax commission or advisory committee to review and address the issue of education funding.

"The Commission recommend that the Government of Manitoba establish a comprehensive tax commission to study taxation in general in our province, inclusive of representation from school boards, municipal government, and other public interest representatives. It is further recommended that such a tax commission be established at the Government's earliest possible opportunity.... That the Commission consider the importance of school board retention of fiscal autonomy and revenue capacity, in order to address distinctive educational needs at a local level."

"Budgets should also become a 3-4-year plan allowing for program planning over a block of years rather than the current wait and see what the government is allowing for funding this year approach. Shifting to requirement-based funding would mean more accountability because a plan would be required to show why funding is needed rather than the old worn out head count method that is not working to meet specific needs of students. Long term planning would benefit the taxpayers with more accountability. Also, with the change, equity in funding would be realized for students across the province."

"Establish a tax commission to review all taxation in Manitoba including the funding of education, subject to the recommendations that would come from a tax commission:

- Ensure there is local ability to raise revenue to address specific local needs.
- Examine the Funding Formula, in consultation with stakeholders, to devise a model reflecting the diversity in the province as well as providing equity.
- Develop guidelines for partnerships between school boards and communities, including province-wide partnerships.
- Collaborate with the Federal Government to see consistent support for Indigenous students.
- Support appropriate allocation of services to students to the responsible department."

"One Manitoba = one mill rate" Adopting a uniform levy as proposed above would enable the Government of Manitoba to consider historic reforms to the education system in a way that creates better education outcomes, while remaining cost neutral to the Government of Manitoba and revenue-neutral to each school division. Such a system would be more democratic, equitable, and reduce economic distortions. We are one province, so we should have on mill rate. By moving to a uniform, province-wide property tax mill rate we can create a world-class K-12 education system going forward."

"The Provincial Government used to have an active Minister Advisory Committee for Education Finance that provided an important dialogue between the Provincial Government and Education representatives (MASBO, MASS, etc.) on the Education Funding Model. The reactivation of a similar advisory committee would be beneficial in establishing an Education Funding Model that is current, provides adequate resources within a sustainable fiscal framework, and allows for informed input from multiple sources."

"The Provincial Government reviews the possibility of Multi-Year Education Funding Announcements. Currently, Divisions must adjust their planning based on a one-year Provincial Funding Announcement that is provided in January/February. A budget must be approved by March and Divisions are pressured within tight timelines to effectively allocate the Provincial Education Funding and determine tax requirements. iii. The Provincial Government should review the classification of Property and Portioned Values Regulation to determine if the taxable percentage (%) for each property classification still reflects current market conditions."

#### **Additional Considerations for Funding Issues**

Several proposals and recommendations offered additional issues for consideration by the Commission, including shared service agreements and a long-term strategic planning process.

"That the Province of Manitoba explore all applicable areas where shared services could lead to enhanced fiscal responsibility."

"Review Student Services block funding and revisit L2 and L3 funding application process for students transferring into school division during the course of a school year."

"A funding model that is responsive to changing communities and allows for long-term planning and sustained efforts to improve teaching practice and educational outcomes for all students in Manitoba. A provincial plan that requires other agencies (health, childcare, adult services, justice) to have shared responsibility for student learning (e.g. URIS)."

*"Provide funding to allow for timely completion of the requirements of the Accessibility for Manitobans Act (5, 1)."* 

"Our funding model is unique because our tax base constitutes only 3% of our annual budget. [...] combines Federal, Provincial, and private funding in order to achieve our educational goals, which has proven to be an effective model for our school division given our diversity and geographical challenges. The funding of public education cannot be universal in Manitoba, and the Commission needs to understand and appreciate the uniqueness that school divisions bring to the table. An understanding of [...]funding model and governance structure is imperative in making decisions that impact 6600 students in rural and northern Manitoba."

"That the Commission recommend to the Manitoba Government that they take into account the costs associated with providing remote and northern jurisdictions with equitable educational opportunities; that students' access to a quality education is not determined by geographic location, isolation or finances; and that finance doesn't drive the educational agenda; rather, that the appropriate and equitable financial supports are put into place to support all Manitoba students." "That the Government of Manitoba recognize that students' identity-building occurs in the schools. That the Government of Manitoba support and fund opportunities in which students can engage in French and which are recognized as effective tools for learning and maintaining the French language. That the Government of Manitoba support and fund opportunities in which students can develop a sense of belonging and ownership and that these opportunities are recognized as effective tools for learning and maintaining the French language."

"In many cases the wealth of a Municipality can be very arbitrary based on the location of a property, or oil production facilities, or value-added agriculture industries. As municipalities we understand that the assessment helps to pay for differential service levels in the home municipality versus other municipalities. The [...] would suggest that this differential should not exist for education funding. All of the schools in the Province should benefit when we are successful in attracting industry to our province. A single unified Provincial levy would accomplish that parity."

# **CONCLUSION**

This report has identified, analyzed, and examined the major patterns and themes within the written submissions received by Manitoba's Commission on Kindergarten to Grade 12 Education, both across and between the many groups, associations, municipalities, school divisions, and individuals.

Through these narratives, individuals—on behalf of their respective organization, institution, or profession—identified issues and recommendations that responded to or reflected their concerns and aspirations for Manitoba's education system.



# APPENDIX A: SUMMARY OF FORM LETTERS RECEIVED

(1,836 in total)

- [...] School Division; "As a community member in..."; [...] School Division; and Local Voices, Local Choices: received 1406 responses
  - Summary: not in favour of amalgamation due to the relationship they have with their school board; appreciate the voice their community has in programs and services, and in support of their schools; grateful to the school board.
  - [...] School Parent Advisory Council: received 244 responses Summary: not in favor of amalgamation and are concerned about the rising costs of education, thanks to schools now offering services better suited to Health Care. References the "Owens Report" written by Dennis Owens (2005), Frontier Centre for Public Policy.
- [...] Region: received 93 responses

Summary: concerned about amalgamation and what it would do to the geographical area; they appreciate local decision-making and local partnerships with University College of the North (UCN), as they are an isolated community and require shared facilities. They appreciate local people making difficult decisions.

• [...] School Advisory Council: received 34 responses

Summary: amalgamation is not something they want due to the connection and dialogue they have with their school board. They feel fortunate to offer the programming they have to their small school. References the "Owens Report" written by Dennis Owens (2005), Frontier Centre for Public Policy.

- [...] School Division: received 30 responses Summary: the [...] School Division is unique and local communities deserve local representation. The communities benefit from [...] specific programs.
- 3 Fill-in-the-Box Comments: received 16 responses
   Three questions were posed: What I value about my child's education; what I value about our school board being represented locally; and what are my concerns about the school system potentially changing. The responses have been analyzed with the rest of the written submissions.
- LGBTTQ Documents: received 13 responses

Summary: requesting that the Government of Manitoba provide LGBTTQ-inclusive learning materials for all students from K–12. Curriculum documents do not facilitate proper inclusion of LGBTTQ students and families, and defines LGBTTQ topics as "potentially sensitive content," therefore permitting discrimination. These documents included four recommendations specific to the areas of focus identified in the Public Consultation Discussion Paper.

"As a community member in..." with optional additional comments.
 Eighty-two participants elected to add a comment, and these have been analyzed with the rest of the written submissions.

