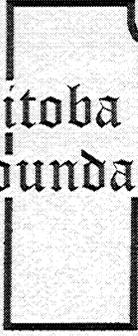


Final Report
&
Recommendations

November
1994



Manitoba School Divisions/Districts
Boundaries Review Commission

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Ce document existe également en français.



Manitoba School Divisions/Districts Boundaries Review Commission

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November 30, 1994

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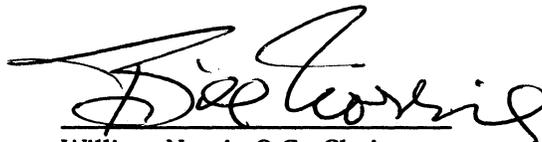
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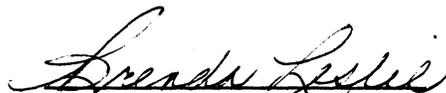
Dear Mr. Minister:

It is our pleasure to submit to you the final report of the Manitoba School Divisions/Districts Boundaries Review Commission. The recommendations represent our conclusions reached after more than a year of study, consultation with more than 2,500 Manitobans and research of systems in other parts of Canada and abroad. We believe that adoption of these recommendations will provide the best opportunity for available education funding to be most appropriately focussed toward the provision of quality education for the children and young people of Manitoba. The process we adopted and the people we have met throughout the province have been most memorable and have provided pleasant experiences for us. We trust the recommendations submitted will help your government achieve excellence in education, a goal for which we all strive.

Yours sincerely,



William Norrie Q.C., Chairman



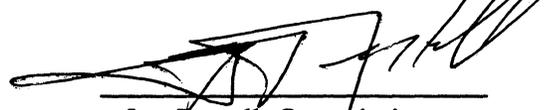
Brenda Leslie, Commissioner



Joan Wright, Commissioner



Manson Moir, Commissioner



Ian Restall, Commissioner

ACKNOWLEDGEMENT

In these times, the tasks before any major public commission are likely to call for significant administrative support; in the case of the present Commission, these requirements were truly daunting. In view of this, it was an extremely happy circumstance that Mr. Earl Backman agreed to accept appointment as the Commission's Executive Director. Seconded from his position as City Manager of Brandon, Manitoba and with prior administrative experience at the Public Schools' Finance Board, he brought to the Commission invaluable knowledge, wise counsel, and a strong belief in the value of education; these he combined with boundless energy and a fine sense of humour.

Ms. Joan Moore served ably and tirelessly as the Commission's administrative officer and research analyst. Her seemingly effortless efficiency helped ensure that Commission members found their way to their numerous public hearings, duly equipped with agendas, briefing notes and the other requirements necessary for informed and inquiring discussions with those making presentations and with other members of the public. Her knowledge of cartography and her determination to acquire the fullest possible information on pertinent educational developments elsewhere in Canada served the Commission extremely well.

The third member of the Commission's staff, Mrs. Louise Gauthier, also rendered splendid services. A recent graduate of the Faculty of Education at the "Collège universitaire de Saint-Boniface", she brought to the Commission's labours a full range of modern skills in computers and their associated mysteries, whilst possessing the ability, courteously and graciously, to provide answers - in both official languages as needed - to the hundreds of enquiries that were directed to the Commission's office. Fortunate will be those students who come to know her in her future role in the teaching profession.

We are deeply indebted to all three of these able and conscientious persons: without them the work of the Commission would have been impossible.

The Commission has also been singularly fortunate in receiving the most extensive cooperation possible from a great number of educational organizations and knowledgeable individuals. We are particularly grateful for the assistance of the Manitoba Teachers' Society and the Manitoba Association of School Trustees: both willingly shared with the Commission, publicly and

privately, their valuable insight and experience. They also shared with us important research data assembled over many years of serving the students and public of Manitoba.

The Manitoba Association of School Business Officials, The Manitoba Association of School Superintendents, officials of the Department of Education and Training and the Schools' Finance Branch, together with the Assessment Branch of the Department of Rural Development and the Land Information Centre of the Department of Natural Resources were most supportive. All were available when called upon and provided helpful commentary and data which was illuminating and important to the work of the Commission.

Presentations were received from local school boards and local teachers' associations, the Home and School Parent-Teacher Federation of Manitoba Inc. and from the "Fédération provinciale des comités de parents inc". These were most helpful since they, along with numerous local parent-teacher councils, focused the Commission's deliberations on the fundamental component of our education system - the interaction between supportive parents and dedicated classroom teachers.

Business and labour organizations and municipal governments all reminded the Commission of the importance, to society as a whole, of a strong and effective school system extending well beyond the classroom: thereby, they reminded us that education requires ongoing involvement and financial support from all segments of society. We found these submissions refreshing, insightful, and positive.

The Commission visited schools throughout the Province. These visits, whether on a Hutterite Colony, in a small rural town, in the North, or to a large urban high school or a special needs centre, were amongst the most memorable and rewarding hours spent by the Commission members. It was there, in the faces, attitudes and strivings of the young people we met and talked with, that our tasks ceased to be abstract and became real, alive and immediate. It was there that we were reinforced in our view that the most important and influential person in the education system is the classroom teacher. As society has changed and there is often diminished support from home, government and the community in general, the task of the teacher has become increasingly difficult and challenging. This social reality means that understanding and supportive policies are even more necessary than in the past. We were impressed by and grateful for the dedication exhibited on many occasions, and in so many ways, by those into whose hands we place the future of our province.

THE COMMISSION

CHAIRMAN

William Norrie, Q.C.

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The public submissions from and the private consultations with members of the Faculty of Education, University of Manitoba and the Bachelor of Education Programme, University of Winnipeg were well informed, thought provoking and extremely useful.

Finally, may I express my boundless gratitude to my fellow Commissioners who endured me for fifty-eight public meetings and countless hours of discussion as consensus was gradually achieved. Coming from different regions of Manitoba, with varied backgrounds – and many varied talents – they all brought one thing in common to the task of the Commission: a deep and abiding concern for the young people of this province and a commitment to enhancing their educational opportunities.

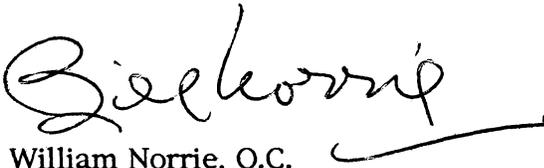

William Norrie, Q.C.
Chairman

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I. INTRODUCTION

1. PREFACE

Local schools and school districts represent one of the first public services organized by our pioneers. They recognized the importance of education as an integral part of the early community. By 1959, when the last major transformation of school division boundaries was initiated there were 1,777 districts in operation in Manitoba. Thirty-five years later, in September of 1994, there were 57 school divisions and districts functioning in the Province.

In the summer of 1993, the government of the Province of Manitoba decided to commission a review of school division/district boundaries as an integral part of a comprehensive renewal of education in Manitoba. The majority of existing school division boundaries have been in place for more than 30 years. While all other aspects of education and indeed society have undergone substantial change in the interim, school division boundaries and the school board/administrative structures designed to operate within these educational jurisdictions have changed very little.

School division/district boundaries, as lines on a map, delineate the geographical areas of responsibility of school divisions and districts for administrative and tax collection purposes. They are, however, much more than lines on a map. In order for anyone to gain an appropriate understanding of the role and importance of boundaries in our province, it is necessary to study the theory behind their existence, the physical and cultural factors that shaped early settlement and growth in Manitoba, and the dynamics of change that have taken place since the last review was undertaken.

This report addresses all aspects of school division and school district boundaries. It examines the theory of boundaries, the history of Manitoba's boundaries, and all factors that influence and are influenced by those boundaries. This information forms the basis for a solution suitable to Manitoba's needs. The objective was to create a system that would build on the past, yet work for the future. The Commission hopes that the information will help all Manitobans understand how we arrived at the present situation. It explains why and how decisions were made. Finally it provides information and mechanisms for delivery of education to all Manitoba students in the future.

2. MANDATE AND TERMS OF REFERENCE

MANDATE

The mandate of the Manitoba School Divisions/Districts Boundaries Review Commission is to study, consult and make recommendations to the Minister of Education and Training on any adjustments in school division/district boundaries for the Province of Manitoba.

TERMS OF REFERENCE

- I** Develop and release a consultation paper.
- II** Consult with the citizens and associations/organizations of Manitoba to examine the following areas, determining their impact on, and resulting consequences of, boundary alterations in furtherance of educational excellence in Manitoba:
1. Education legislation reform
 2. Demographics
 3. Patterns of transportation
 4. Economic activity in various parts of the Province
 5. Pupil enrollment patterns and program offerings
 6. Tax assessments
 7. Cost efficiency and effectiveness
 8. Governance of francophone schools
 9. School/division/district/department roles and responsibilities
 10. Policy-making structures (role of advisory committees, elected officials, mechanisms for parental input, etc.)
 11. Technology, including distance education, and its impact on, and possibilities for, program development and delivery
 12. Municipal boundaries
 13. Current trends in education reform
 14. Administrative and personnel matters, including employment contracts and the transfer of assets and liabilities
- III** Consult with appropriate authorities to ascertain regulations and practices associated with boundary establishment.
- IV** Determine and recommend the best governance structure which will:
- (a) further educational excellence
 - (b) facilitate effective and efficient program delivery and development in the public school system
 - (c) facilitate the goals of education of the province and ensure that education reflects principles such as equity, openness, responsiveness, excellence, choice, relevance and accountability
 - (d) ensure flexibility in student movement between and among divisions
 - (e) acknowledge the increasing applicability of technology to facilitate program delivery
 - (f) foster partnership between/among government, community, parents, labour, business and industry
 - (g) receive public acceptance

3. BOUNDARY REVIEW - ONE OF A SERIES

A review of boundaries is one part of a comprehensive review of education components ordered by the Government. Each of the components is substantial in its own right, but the Boundaries Review Commission believes that the greatest importance must be placed on an integration of all components. Winston Churchill said that conflicts are never resolved until there is agreement on the territory. It is inappropriate and virtually impossible to conduct a boundaries review without encountering certain aspects of each of the other reviews. In turn, any recommendations that come from our review must be evaluated in the context of each of the others. Only an integrated approach will result in understandable, coherent and comprehensive improvements to education delivery in Manitoba.

The six components of the most recent education reviews are as follows:

1. Public Schools' Finance Model - A new model was implemented for the 1992-1993 school year and is presently operational.
2. High School Reform - Implementation of the intentions summarized in the Departmental document *Answering the Challenge* is presently underway. These initiatives were designed to provide a framework for change to the high school curriculum in order to meet the needs of today's modern changing global society.
3. Francophone Schools Governance - A new non-geographically based school division consisting of francophone schools began operation in September of 1994. The Boundaries Review Commission challenge was to be aware of the genesis of this school division and to determine the most appropriate disposition of the residual components of school divisions affected by removal of the francophone schools.
4. Distance Education - A task force report was released in August of 1993 and the Department is working on the implementation methodology of that report at the present time. The Boundaries Review Commission investigated this area considerably during its activities since we are well into the technological era and we need to ensure we are taking the best advantage of potentials available to us.
5. Review of Public Schools Act - An extensive review of legislation was undertaken via consultations with many Manitobans and a paper was released in April of 1993. Review and implementation is ongoing at the present time. Many of the changes to be recommended later in this report will dictate either administrative, regulatory or legislative changes to enact their intent. Again it is important that efforts in each of the aforementioned arenas be coordinated in order to achieve the most positive consequential impact.
6. School Divisions/Districts Boundaries Review - An extensive review was undertaken and the issues are addressed in this document.

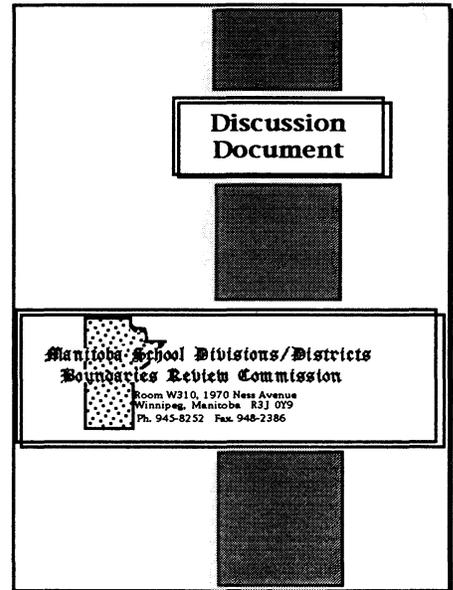
4. THE REVIEW PROCESS

APPOINTMENT AND EXPECTED LIFE SPAN OF THE COMMISSION

The Commission was announced by former Minister of Education and Training the Honourable Rosemary Vodrey on July 20, 1993 and actual work commenced in late August. The Commission's first meeting was held on September 16, 1993. The expected sixteen month life of the Commission was projected to last until the end of November, 1994.

DISCUSSION DOCUMENT

The initial challenge was to produce a discussion document for distribution throughout the province in order to promote discussion and elicit responses from all those who are affected by the education system or who, through their taxes, contribute to the education process. A discussion paper was completed and distributed in late November, 1993. Over 7,000 copies of the document were provided to all segments of the education system, local governments, associations and interested individuals. Substantial interest was generated and it provided a basis for debate on pertinent issues surrounding governance of the education system and school division/district boundaries.



CONSULTATION PROCESS

The Commission chose to consult and listen to the public first rather than require responses to specific proposals. This is a more democratic approach, but there are drawbacks. It leads to speculation on possible outcomes because people tend to defend the *status quo* rather than take chances with a new approach. Better the devil you know..! The Commission decided unbridled public consultation was better than limiting or directing the discussion with specific proposals. A concurrent process of research and review of other jurisdictions was carried out. The final report would then blend the advice received with theory and the experience of others.

The public consultation process included formal and informal sessions both of which proved beneficial. Between January 4, 1994 and April 26, 1994 the Commission held 58 public hearings at 25 different locations throughout the Province. For one hour prior to each hearing an "open

house" session was conducted to facilitate personal interaction between Commission members and the public. This was valuable because it allowed people who were interested, but unwilling to make public or formal presentations, an opportunity to present their views. The approach also created a less formal, less intimidating atmosphere than that usually associated with public hearings.

ATTENDANCE AND PUBLIC PARTICIPATION

Total attendance at the hearings exceeded 2,500 ranging from a small group of 10 to a large group of 193. A total of 318 formal presentations were made at the public hearings and a further 150 written presentations were submitted. There was a concern that the period after the Christmas break was not a good time to begin the process. These concerns proved to be unfounded as the people responded with an enthusiasm that impressed the Commission.

Figure 1 below and Figure 2 on the following page show the public participation breakdown. Following precedent of all public hearings, the majority of responses were from those directly involved with the education system. This pattern was expected but the Commission was obligated to take a comprehensive approach. It had to provide balanced recommendations which considered the concerns of all segments of the population.

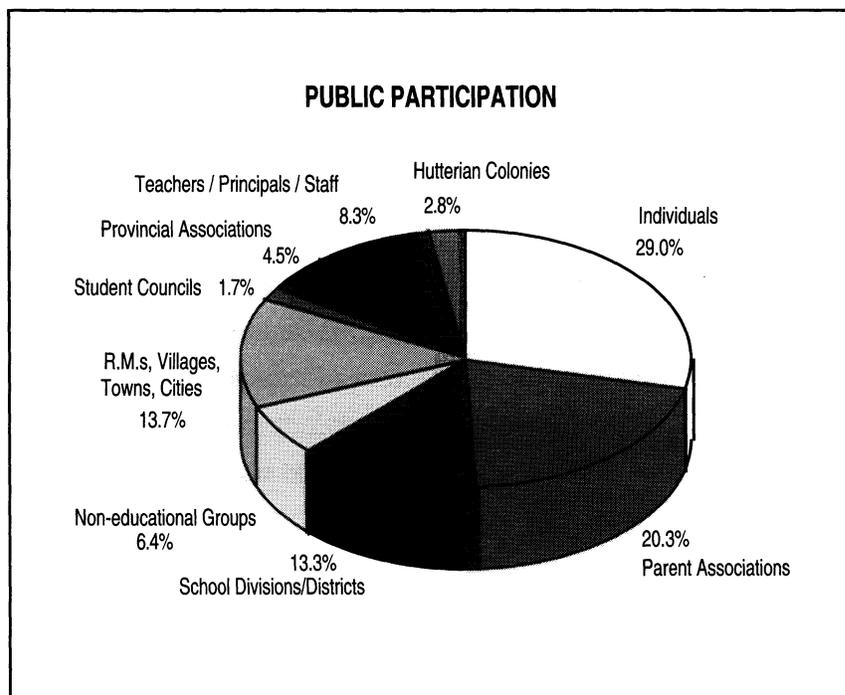


Figure 1

PUBLIC PARTICIPATION						
Category	<i>formal presentations</i>	<i>written submissions</i>	<i>total</i>	<i>% of formal presentations</i>	<i>% of written submissions</i>	<i>% of total</i>
Individuals	74	62	136	23.3%	41.3%	29.0%
Parent Associations	67	28	95	21.1%	18.7%	20.3%
School Divisions/Districts	58	4	62	18.2%	2.6%	13.3%
Non-educational Groups	20	10	30	6.3%	6.7%	6.4%
R.M.s, Villages, Towns, Cities	42	22	64	13.2%	14.7%	13.7%
Student Councils	6	2	8	1.9%	1.3%	1.7%
Prov. Assoc. (Ed. related)	19	2	21	6.0%	1.3%	4.5%
Teachers/Principals/Staff	32	7	39	10.0%	4.7%	8.3%
Hutterian Colonies	0	13	13	0.0%	8.7%	2.8%
Total	318	150	468	100.0%	100.0%	100.0%

Figure 2

CONCURRENT STUDIES

Following publication of the Discussion Document, the Commission undertook to research educational models in other parts of Canada and relevant areas of the world. There is considerable activity in the field of educational reform across the country and it was important for the Commission to understand the background in each area. Concurrent studies were undertaken of the history and evolution of school division boundaries in Manitoba. A review of similar activities worldwide was initiated to relate the Manitoba experience to the rest of the world. Political Geographer, Dr. Tim Ball of the University of Winnipeg was enlisted to provide knowledge of the theory dictating boundaries and the relationship of theory and worldwide research to the cultural and geographic peculiarities of Manitoba. The major concern was the quality of education within Manitoba. However, it is impossible to ignore the Canadian or global situation. Dr. Ball also assisted the Commission in the editing of the final report.

Interwoven with the public consultations were continuous interactions with education associations representing members in all the sectors of education. This included staff of the Department of Education and Training and others knowledgeable in education. These ongoing consultations were invaluable in developing the knowledge necessary to decipher the masses of information.

TESTING FOR CONSEQUENCES

The Commission wanted to ensure that it was aware of the consequences of any options it was considering. It embarked on a further analytical portion of its review by subjecting options to detailed scrutiny by knowledgeable individuals in the field. The urban area of Winnipeg was separated from other areas of the Province. The Commission was fully aware of the perception

and concern that Winnipeg receives different treatment than the rest of the Province. Separation was necessary because of the substantially different characteristics of education delivery in a concentrated setting versus less densely populated rural areas. The concepts of equity and equality defined later in this report were applied.

Former teacher, superintendent, assistant deputy minister and deputy minister of education, Dr. Glenn Nicholls, was commissioned to review the Commission's Winnipeg options. Dr. Richard Rounds of the Rural Development Institute at Brandon University was commissioned to review a set of rural division options. Former superintendent, Mr. J. Leslie Milne, assisted Dr. Rounds in his review. Their detailed studies provided the educational, financial and socio-economic impacts of hypothetical options posed by the Commission.

With its knowledge augmented by professional advice, it was possible for the Commission to weigh all possibilities, both hypothetically and practically, with a much higher level of comfort about the potential impact of each option. Finally, the Commission evaluated the potential impact of minimal systematic changes or maintenance of the *status quo*. This also became an integral part of the final deliberations.

By the time decisions were reached, members of the Commission had absorbed large amounts of information and a great many opinions. The recommendations represent the culmination of thousands of hours of work, not just by the Commission and its staff, but also by the hundreds of people throughout Manitoba who participated in the process. The entire exercise was a thoughtful and dedicated search for patterns of education within workable boundaries that will enhance the education of our children. The challenges they face are daunting. The best thing we can do is equip them for satisfying and productive lives in our ever-changing world.

II. BOUNDARIES - THEORY AND HISTORY

1. THEORETICAL KNOWLEDGE ABOUT BOUNDARIES

Boundaries can be merely lines drawn on a map with no obvious reason for their location or they can be natural physiographic boundaries such as rivers, lakes and mountains. Humans and animals are very territorial and in the absence of natural boundaries they create their own. They outline their space in gradations of sensitivity depending upon the purpose and importance of that space. Generally, we are most conscious of territory that is defined for family or financial reasons. Because they relate to our most precious possessions, our children, schools and school division boundaries are among the most sensitive in our society.

The best and most obvious boundary is known as the physiographic political boundary. These are created when physical features such as rivers, lakes, mountains or the oceans coincide with cultural distinctions. The Pyrenees Mountains separating France and Spain are a good example. Some boundaries can be in this category even if they are not clearly defined physiographic boundaries. They are reinforced and stabilized by acting as functional boundaries definitively separating two cultural groups.

Contrary to most people's perceptions, state boundaries change surprisingly often. In Europe only four boundaries have lasted more than one hundred years. These are 1. France/Spain; 2. Switzerland; 3. Portugal/Spain; 4. Netherlands. All are physiographic political boundaries that have successfully separated people very effectively in the past. Today's engineering capabilities including the construction of roads, passes through mountains and technological connections diminish the physical boundaries. They remain effective because their long time existence has resulted in distinctive cultural divisions.

In Western Canada the most notable boundary is the 49th parallel separating us from the United States. This is certainly not a natural boundary. Were it not for the Customs Offices and road signs, one would never realize that a very important cultural boundary was being crossed.

Within the Western provinces, the Rocky Mountains are a distinctive natural boundary and form the southern portion of the provincial boundary between Alberta and British Columbia. The boundary between Manitoba and Saskatchewan has no natural distinctions. It is noticeable

because of signs on the major highways indicating passage from one province to another. Within Manitoba we have some major rivers and several large fresh water lakes which form natural boundaries. In earlier years ferries were the only means for crossing the rivers which were formidable barriers. Extensive bridge construction has reduced this problem in the last fifty years.

GENERAL BOUNDARY CLASSIFICATIONS

In order to understand school division boundaries in Manitoba it is essential to know about two general classifications of boundaries, genetic and legal. There are other classifications such as morphologic or geometric, but they relate more to physical characteristics of boundaries. The Commission is concerned about how boundaries are drawn, however, the greater concern is how the boundaries work and influence the lives of people. Lines drawn for administrative purposes should not become lines that separate people. Lines drawn to make society work should not become hindrances to communication and learning. School district boundaries should exist simply to make the system manageable and thus more effective in achieving its objective.

Genetic boundaries, as the name implies, are classified by the conditions that existed at the time those boundaries were initially established. Briefly, these are categorized as follows:

1. Pioneer.....are drawn through totally unoccupied territory
2. Antecedent.....are drawn in occupied territory but before intense settlement
3. Subsequent.....are drawn after occupation of a territory by similar cultures but preceding settlement of people of different cultures
4. Superimposed..... are boundaries drawn over a well established cultural pattern
5. Relict.....are boundaries that no longer exist except in people's minds

Rarely does any boundary fit clearly and individually into one category. Classification systems are models used to simplify reality for easier understanding. They are made up of average conditions. Cultural patterns change and what was a *superimposed* boundary can become a *subsequent* one. When school districts consisted of one school and provided service to small areas of cultural homogeneity they were primarily *subsequent*. The 57 school divisions/districts presently in effect are *superimposed* since they were put in place following the 1959 Review Commission findings after new cultural patterns had been established. Continuous adjustments to these boundaries through applications to the Board of Reference have reflected the changing cultures in some areas. Examples include the boundaries between the Seine River,

Transcona-Springfield, and Hanover school divisions. Changes of land ownership along these boundaries have precipitated requests for transfers of land from one division to another.

In Winnipeg the logic of the school division boundaries as cultural boundaries has been largely eroded over the years as neighbourhoods experienced an out-movement of one ethnic group and the influx of others. School divisions such as Seine River, Red River, Mountain, White Horse Plain and St. Boniface were designed mostly on the basis of ethnic origin. They have experienced considerable change in the last thirty years due, primarily to intermingling of diverse groups and growth of bedroom communities. The establishment of a francophone school division in 1994 is the result of an aggregation of twenty schools across the province which transcend all geographical boundaries.

Legal boundaries can be real or fictitious. They are legally defined both on the map and in the real world or they exist legally on the map but are effectively ignored. While school division/district boundaries are legally constituted and are defined on maps, they can in some cases be fictitious if they are effectively ignored. In many cases, especially where good cooperation exists, boundaries are ignored. They exist legally, but only for administrative or tax collection purposes.

BOUNDARIES FOR ADMINISTRATIVE PURPOSES

Boundaries other than those of physiographic origin exist purely for administrative purposes. Administrative structures are necessary as support for systems and ideas but they can also become impediments. Many of the problems associated with boundaries come from the rigidity of administrative structures which operate by policies and defined rules. An irony in this situation is that rules are designed to make a system work, yet when a group decides to "work to rule", it usually means that the system slows down and in some cases stops functioning.

Boundaries can either keep people in or keep them out. School division/district boundaries as administrative lines apparently do both. School divisions are reluctant to lose students to a neighbouring division because they also lose the provincial grant available on a per student basis. Divisions are sometimes reluctant to accept students from a neighbouring division without the payment of residual fees since the special levy taxation on the home property is paid to the home division. The provision of education without the supporting tax base is, correctly, seen as costly to the receiving division. There are numerous instances where good relations exist between divisions and cross-border issues are of limited consequence. The Commission heard of situations where lack of cooperation between divisions worked to the detriment of students.

IDEAL BOUNDARIES

Ideal boundaries are ones that have evolved from or are based on human behaviour. For example, an eastern Canadian university built new buildings on its campus but did not construct sidewalks between them the first year. Instead, they waited until winter and then staked out the pathways that students created in the snow. The following summer they built the sidewalks in accordance with the natural pedestrian patterns. Obviously these pathways avoided natural barriers and connected most directly the points of interaction on campus. If one had the ideal circumstances, we would be able to construct highways and superimpose school division boundaries in the same way - i.e., totally in accordance with natural transportation patterns. However, the ideal is not possible since many boundaries that already exist have both recognized natural interactions and some forced unnatural interactions which, over time, have become accepted. People respond and adjust to these existing boundaries and though they may have protested when the boundaries were first established, they usually fight to prevent change at some point in the future.

VAGUENESS OF CULTURAL BOUNDARIES

In today's society, there are very few situations where a line can be clearly defined as a cultural divider. In most cases a transition zone is more appropriate. For example, there is no point at which a boundary could be drawn that separates French speaking Quebecers from English speaking Ontarians. Moving in either direction you find a gradual change in the percentage of English or French speaking residents. The same applies here in Manitoba where the interface of singular ethnic areas has become blurred substantially through the years. The Norwood/St. Boniface area and the francophone communities along the Red River south of Winnipeg and the Mennonite communities in the Southeast area present good cases in point. Originally settled by distinct ethnic groups, the boundaries between these areas have become blurred over the years. The ethnic boundary lines are now more difficult to define and even more difficult to place on a map.

PROLIFERATION OF BOUNDARIES

In the hierarchical administrative system that exists in Manitoba, as in most other jurisdictions, it is necessary to have boundaries for administrative and taxation purposes. There are many sets of boundaries and they overlap in surprisingly complex ways. Dozens of sets of boundaries exist in the Province and the majority of them are based on groupings of municipalities. There are 202 municipalities which form the smallest building blocks of administration.

Even if we consider only the regions defined by the Federal, Provincial and Municipal governments, we find layer upon layer, area upon area, all operating in the same space and for the same people. Actually, only a few of these multiple sets of boundaries directly affect the citizens. Most boundaries are crossed daily by people without knowing that the boundaries exist. For example, most people would be unaware of the zones defined by the Highways Department and were it not for signs at the borders of municipalities, most would not know that they were changing municipal jurisdictions. It is not essential that the boundaries of any of these many regions coincide, but in many cases it would be logical because they all deliver services to the same people. The more knowledge people have about governing infrastructures, the more they will know about those forces that influence their lives. With a multiplicity of boundaries incorporating the delivery of a variety of services, the public can be excused if they are often unsure about where responsibility lies.

PHYSICAL MAPS AND MENTAL MAPS - Physical maps detail the boundaries of actual jurisdiction and these boundaries have either a physiographic or a political base. Mental maps have no physical basis and are formed by mental images of our world, country, region, town or any other space that actually determines how we behave and think. Usually these images do not reflect the real situation. They are based exclusively on individual perceptions that are strongly influenced by culture and location. A typical mental map exists for people who live in the so-called "north end" of Winnipeg. This area has no specific geographical limit with which everyone agrees, and thus it has different boundaries and dimensions for different people. It is, however, a recognized mental map and is used frequently in conversations and has a diverse, distinct cultural history of its own.

DISTANCE - ABSOLUTE AND COGNITIVE

Distance is a major factor in influencing our mental maps. It is also a major factor in size of school divisions in large, thinly populated regions of rural Manitoba. Familiar road or topographic maps have scales that indicate distance in absolute terms and we usually use actual kilometers or miles as a measurement of distance. However, in our lives we more often speak of distance as it relates to time and ease of travel. Ask a Winnipegger how far they live from work and they will invariably give you a time response. Ask rural students how long their bus route is and they will likely tell you how long they spend on the bus rather than the distance travelled. In fact, most would not even know the actual distance of the route. Of course, the time in both instances varies depending upon the mode of transportation but each answer will be based on the individual's commonly used mode.

PRESENT SIGNIFICANCE OF BOUNDARIES

Trends in technology are tending to reduce the significance of boundaries. Better transportation and communications move and connect people more quickly and bring them together much more easily than in the past. This trend will continue. Distance and boundaries can be overcome in many ways but boundaries themselves will likely always exist. The challenge is to make them as unobtrusive as possible.

CONCLUSIONS ON THEORETICAL KNOWLEDGE ABOUT BOUNDARIES

- Boundaries are essential lines that facilitate administration. However, they can also become a hindrance. Often the structure becomes more important than the goal.
- Goals, functions, needs and composition of societies change inside and outside the boundaries. A system must have the flexibility to accommodate these changes without losing sight of the objective.
- The goal of the Commission was to design administrative boundaries and systems which create the least resistance to the provision of a good education.
- The Commission wants to remove or weaken boundaries as barriers that impede rather than enhance educational opportunities.

2. HISTORY OF SCHOOL DIVISIONS/DISTRICTS IN MANITOBA

Education in Manitoba has seen many changes in the composition and the number of school districts across the Province despite the fact that school divisions have changed very little since 1959. The over-riding factors in the expansion and contraction of school divisions/districts have been the expansion and movement of population within the province. To fully understand the configuration of the actual 57 divisions and districts, one must go back to the early origins of education in this province.

In the fall of 1871, only one year after Manitoba became a province, the Government passed an act establishing a denominational public school system. This meant that education within the 24 school districts at that time was to be carried out by elected members at the local level. A Board of Education was established for the whole province. This Board was divided into two sections: one section was responsible for the Catholics who were predominantly French speaking and the other was responsible for Protestants who were predominantly English speaking. The Government funded each sector equally.

A large influx of immigrants rapidly changed Manitoba's population causing a shift in the demographic equilibrium between English speaking Protestants, and French speaking Catholics. Equal funding for both sectarian groups was no longer appropriate and in 1875 a pro rata (student population based) funding formula was introduced. In eight short years, 1871 to 1879, the Manitoba Education system had grown to include 99 Protestant schools with 3,614 students and 27 Catholic schools with 1,658 students.

The Public Schools Act of 1890 abolished the denominational public school system. The Act was strongly contested by the Catholic and French population in Manitoba. In two instances, litigation against the Act reached the Privy Council in Great Britain. Following the federal election of 1896, a compromise known as the Laurier-Greenway agreement was reached between Manitoba and the Federal Government which permitted the establishment of bilingual schools. The system of small school districts continued throughout this period although attempts at consolidating smaller districts were promoted by the Government of the day.

Reacting to a certain amount of opposition to bilingual schools, the Provincial Government of Premier Norris abolished this system in 1916. In essence, English became the only language of instruction in Manitoba schools. In a period of 25 years, Francophones lost both the right to

control their schools and the use of their language in the classroom, not only as a language of instruction but also as a language of studies.

Following this change in legislation, the Francophones decided to form a provincial education association ("Association d'Éducation des Canadiens-Français du Manitoba") to help preserve the French language in their schools. Although clandestine, this association had the role of a provincial department of education for French instruction. It developed the curriculum for French instruction for all grade levels, held yearly exams from grades 4 to 12 and published results in the local French newspaper.

There were no radical changes in education between 1916 and 1944. The two predominant features of this period were the single room school and the expansion in the number of school districts. The districts averaged roughly 20 square miles in area. Their number reached a remarkable high of 2,094 in 1924. The fact that most school districts were comprised of only one school reflects the problems of travel in the early days. As transportation improved and the demands of society increased beyond the capabilities of the single room school, small school districts began to consolidate. In 1945, there were 1,875 small school districts in operation, administering the affairs of 2,098 small schools across Manitoba.

In 1944, a committee on education called the "Special Select Committee of the Legislative Assembly on Education" was established. Its mandate was to enquire and report on:

1. Administration and financing of the public school system;
2. Equalization of educational opportunity throughout the province;
3. Technical education in light of the present-day and post-war needs;
4. Provision for and control of admission of students to various faculties at the University of Manitoba; and
5. Any and all matters relating to the above, including curriculum, training of teachers and post-war education.

In its final report, the committee recommended the creation of larger school administration units. It considered that such units could provide a greater degree of equality and educational opportunity, particularly at the secondary level. Following these recommendations, the Public Schools Act was amended to permit the establishment of larger administrative units. In 1947, the first 'large area', Dauphin-Ochre, was created. The pilot project was not imitated by other small school districts for fear of losing local autonomy and due to the cost of implementing such a system. Most francophone school districts were opposed to the idea of consolidation because they feared the loss of control over the curriculum, the instruction of religion and language which

they could quite easily ensure through the small local districts and through their own provincial education association.

Various attempts at consolidation and change continued over the years but local resistance essentially ensured that the status quo was maintained until the late 1950s. Increasing pressure for educational changes led to the establishment of the "Manitoba Royal Commission on Education" in 1957. This Commission, also known as the McFarlane Commission, whose mandate was to examine education in its entirety, submitted its preliminary report in August, 1958. The Commission recommended that the Province be divided into 50 to 60 school divisions. A commission was to be created for the establishment of the boundaries for the administrative units. These divisions were to have jurisdiction over secondary education while the small school districts were to retain the responsibility for elementary education. Legislation amending the Public Schools Act was passed in the fall of 1958, part of which created the School Boundaries Commission, which became known as the Monnin Commission.

The Boundaries Commission's mandate was to delineate the boundaries of the new administrative units and indicate the wards within each of these divisions. In creating these divisions, the Commission considered division size, assessment, population, student population, transportation and communication. Social and religious customs were also important factors in the delineation of boundaries.

In January of 1959, the Commission recommended 46 school divisions. Major francophone communities were grouped into five divisions: White Horse Plain, Mountain, Seine River, Red River and St. Boniface. Areas with large German populations were also grouped, e.g., Hanover School Division. Although the Government accepted the recommended divisions, the electors of each division had to deliver a positive majority vote in order for each division to be organized. In February of the same year, referendums were held in most of the proposed divisions and were successful in all but four (Stanley, Rhineland, Boundary, Hanover). Thirty-seven of the recommended rural school divisions together with all urban divisions were formed by April, 1959.

An adjustment period followed between 1959 and 1966. Subsequently, all 46 divisions would become part of the new system. Although the creation of the new administrative units only gave jurisdiction over the secondary level of education, efforts were made to encourage small districts to consolidate. The major reasons for consolidation at the elementary level included hopes for

better quality education, increased opportunity for elementary students, better educational facilities and the benefits of a larger tax base.

In 1963, the Michener Commission presented its report on the organization and financing of municipal governments. One chapter of the final report was reserved for the organization and administration of the public school system as well as its financing. The report indicated that one of the most important problems that local governments were facing was the cost of education. The Commission suggested that costs be spread as generally as benefits throughout the province in contrast with the old system by which costs were borne only by the property taxpayers of each locality. The financing of education by a public school levy and a special levy as we presently know it originated from these recommendations.

The Government did not act immediately on the recommendations made by the Michener Commission. After consultation with various education associations, the Government amended the Public Schools Act in the spring of 1966. The amendments called for the nomination of a superintendent, a stronger financial input by the Provincial Government in the funding of education as well as the dissolution of small districts and their integration into larger administrative units.

Of the 48 existing divisions at the time, ten already conformed to the requirements of the amendment and the fate of the other small districts was to be determined by ballot. The referendums held in March 1967 showed a vote in favor of the dissolution of the small school districts in a majority of school divisions. A second round of referendums in December of the same year led to the inclusion of 11 more school divisions into the unitary family. Although consolidation had been accepted by the public in general, many small rural areas opposed such changes in fear of losing their small local school. The francophone communities were divided on this issue. Many feared losing their small elementary schools and local autonomy. In December 1966, the Minister of Education proposed amendments to the Public Schools Act to permit French as a language of instruction under conditions. Francophones had lost this right in 1916 and over the years had gained the right to teach French as a subject at all levels. Only six days after the referendum was held the Government passed a bill permitting instruction in French for social sciences and the Français course and other minor courses to a maximum of 50% of instruction time. It wasn't until later in 1970, that the francophones were given the right to teach in French up to 75% of the school day.

During 1966, the Government also established a Boundaries Review Commission (Smellie Commission) to review the viability of small school divisions. This Commission concluded that

regionalization would provide improvements for education. Its plans to meet the long-term needs included a broadened economic resource base and more control by elected officials. The Commission prepared a provisional plan which was released to the public in August 1969. In its proposals, the Smellie Commission suggested increased standards as to the minimum number of students for schools. Based on an inventory of facilities, building conditions, school capacities, locations and transportation time, the Commission selected sites where viable schools should exist and where schools should be phased out.

In October and November 1969, the Commission held public hearings throughout the province. The responses to the Commission's proposals were not favorable. There was considerable opposition in communities with strong French or German ethnic concentrations which were at risk of losing their schools and communities. The new proposals would have destroyed divisions that had been created based on ethnic homogeneity and threatened the capability of maintaining certain language programs if small areas were engulfed by larger divisions.

In its final report, the Commission concluded that only a regional system built around existing school divisions would offer the best combination of pooling of resources and retention of local planning control over the education system. It therefore recommended that regional boards be formed with elected representatives from the boards of the constituent school divisions. The recommendations put forth by the Smellie Commission were never implemented due to the controversy that accompanied them.

There have been very few changes in division boundaries since the Monnin Commission boundaries were implemented in 1959. Changes have mostly been made through transfers of land along division boundary lines via application to the Board of Reference. The only recent significant change that has had an effect on other divisions has been the newly formed Francophone School Division.

A Supreme Court of Canada decision in March 1990, which applied to all provinces, interpreted Section 23 of the Charter of Rights as granting official minorities the right to manage and control their own schools, where numbers warrant. In March 1993, the Supreme Court of Canada confirmed and extended its 1990 ruling to Manitoba. In May of the same year legislation was introduced setting in motion the process for the establishment of the newest division. The Francophone School Division No. 49 initiated its operations in September 1994, as one of the 57 existing school divisions and districts that form the basis of the 1994 Boundaries Commission review. Thus 34 years have passed since the majority of existing school division and district boundaries were established.

3. THE PRESENT DIVISION/DISTRICT CONFIGURATION

The Commission Discussion Document published in November, 1993 listed the following school division/district configuration:

47	School Divisions
6	Remote School Districts (Churchill, Lynn Lake, Leaf Rapids, Mystery Lake, Snow Lake, Sprague)
3	Special Revenue School Districts (Pine Falls, Camp Shilo, Whiteshell)
56	Total Divisions and Districts as of November, 1993

Since November, 1993 there have been three alterations to that configuration:

1. Pointe du Bois - It was discovered that although the special revenue district of Pointe du Bois No. 1696 had not appeared on Departmental listings for several years and although the school had not been operated since 1983, it did in fact still legally exist as it had never been dissolved. The town site is owned and operated by Winnipeg Hydro and 21 children are transported by Winnipeg Hydro bus to Lac du Bonnet within Agassiz School Division No. 13, which in turn educates the children and bills Winnipeg Hydro for the service.
2. Camp Shilo - This was a special revenue district operated by the Department of National Defense on the military base at Shilo, 10 miles east of Brandon. Effective August 29, 1994 Shilo schools, 435 students and land assessment were transferred to the Brandon School Division No. 40 and the district was dissolved.
3. Francophone School Division - A new school division began operating on September 1, 1994 including 4,268 students at twenty schools across the province which had elected to join this new division governed by a new Francophone School Board.

After the above changes, the division/district configuration as of September 1, 1994 is as follows:

48	School Divisions
6	Remote School Districts (Churchill, Lynn Lake, Leaf Rapids, Mystery Lake, Snow Lake, Sprague)
3	Special Revenue School Districts (Pine Falls, Whiteshell, Pointe du Bois)
57	Total Divisions and Districts as of September, 1994

EXISTING SCHOOL DIVISIONS/DISTRICTS & HEADQUARTERS

No.	Division Name	Division Headquarters	No.	Division Name	Division Headquarters	
1	Winnipeg	Winnipeg	29	Tiger Hills	Glenboro	
2	St. James-Assiniboia		30	Pine Creek	Gladstone	
3	Assiniboine South		31	Beautiful Plains	Neepawa	
4	St. Boniface		32	Turtle River	McCreary	
5	Fort Garry		33	Dauphin-Ochre	Dauphin	
6	St. Vital		34	Duck Mountain	Winnipegosis	
8	Norwood		35	Swan Valley	Swan River	
9	River East		36	Intermountain	Grandview	
10	Seven Oaks		37	Pelly Trail	Russell	
12	Transcona-Springfield		38	Birdtail River	Crandall	
48	Frontier		39	Rolling River	Minnedosa	
49	Division scolaire franco-manitobaine		40	Brandon	Brandon	
			41	Fort la Bosse	Virden	
11	Lord Selkirk		Selkirk	42	Souris Valley	Souris
13	Agassiz		Beausejour	43	Antler River	Melita
14	Seine River	Ste. Anne	44	Turtle Mountain	Killarney	
15	Hanover	Steinbach	45	Kelsey	The Pas	
16	Boundary	Dominion City	46	Flin Flon	Flin Flon	
17	Red River	St. Pierre-Jolys	47	Western	Morden	
18	Rhineland	Altona	No.	Remote District	Headquarters	
19	Morris-Macdonald	Morris	2264	Churchill	Churchill	
20	White Horse Plain	Elie	2309	Snow Lake	Snow Lake	
21	Interlake	Stonewall	2312	Lynn Lake	Lynn Lake	
22	Evergreen	Gimli	2355	Mystery Lake	Thompson	
23	Lakeshore	Eriksdale	2439	Sprague	Sprague	
24	Portage la Prairie	Portage la Prairie	2460	Leaf Rapids	Leaf Rapids	
25	Midland	Carman	No.	Special Revenue District	Headquarters	
26	Garden Valley	Winkler				
27	Pembina Valley	Manitou	1696	Pointe du Bois	Winnipeg	
28	Mountain	Notre Dame de Lourdes	2155	Pine Falls	Pine Falls	
			2408	Whiteshell	Pinawa	

Figure 3

Maps of Divisions and Districts as they presently exist can be found later in the report on the following pages:

Winnipeg divisions.....	Page 136
Southern divisions.....	Page 138
Remote and Special Revenue districts.....	Page 140
Frontier School Division.....	Page 142
Division scolaire franco-manitobaine.....	Page 91

III. ELSEWHERE IN CANADA

The education system in Canada has developed and evolved throughout history. Just as historical changes have affected education in the classroom, change has also affected the delivery or administrative system for education and the boundaries of these administrative units. During the period from 1981 to the present all provinces and territories have conducted reviews of their division/district boundaries. Since 1990 ten provinces and territories have been reviewing or have reviewed and are now in the process of implementing changes to their division / district boundaries. While researching the Canadian situation, it was discovered that the ongoing review processes are generating a continuously changing scene. The following is a synopsis of the present status of the Canadian situation as of October, 1994. It is inevitable that, due to ongoing review activity in several provinces, the information will be slightly out of date by the time publication of this final report occurs. Some comparative statistics on each province/territory are detailed in Figure 4 at the end of this section.

1. PROVINCIAL AND TERRITORIAL SYNOPSES

NEWFOUNDLAND

Newfoundland has delivered education services via a publicly funded denominational system since 1843. Currently, the Province operates four education systems divided into 27 school districts administered by the recognized religions. Their present boundaries were established by each denominational group dividing its area into a manageable size considering the number of schools, population and geography. Two denominations each have one district serving the entire province.

A Royal Commission of Inquiry into the Delivery of Programs and Services in Primary, Elementary, Secondary Education was established in 1990. Included in its review were the denominational delivery systems and the boundaries under which they operate. The Commission's 1992 report contained 212 recommendations covering both structural and substantive reform. A reduction in the number of school districts from the present 27 to 8 - 10 and the adoption of fully publicly elected school boards was recommended. The continued presence of the churches in education was recommended but in a much reduced capacity, focussing primarily in the areas of religious education, pastoral care, and family life programs. The Commission also heard the desire of citizens, parents, teachers and the community to be

involved in schooling and local school decisions. As a consequence, School Councils were recommended to be established by legislation. Although present legislation allows for reimbursement of certain expenses, elected trustees do not receive a stipend.

The Newfoundland Government has proceeded with implementation planning for a majority of the substantive education reforms. Dialogue between the government and the recognized denominations has continued regarding the proposed structural changes. However, as of October, 1994 the Government announced that legislation to reorganize the system will not proceed immediately. This decision was due to the declared intent expressed by two religious groups to initiate a constitutional challenge.

PRINCE EDWARD ISLAND

Prince Edward Island previously had 5 educational units (or divisions), 4 anglophone and 1 francophone. The Department of Education and Human Resources has recently reviewed the number of jurisdictions in the province. Legislation was passed in May, 1994 reducing the number of units to 2 anglophone boards and 1 francophone board. The anglophone boards virtually divide the province in half producing an eastern unit with a population of 7,783 students and a western unit with a population of 15,832 students. The francophone unit is a province-wide jurisdiction with 627 students governed by 9 elected trustees, while the anglophone boards each have 15 trustees.

NOVA SCOTIA

Nova Scotia conducted a review of its education financing system in 1981. The review recommended that school divisions reduce their numbers from 77 to a suggested 21. Those that amalgamated were funded to the maximum unified provincial funding level. Those that elected to remain independent were funded at 90% of the eligible level. The number of school boards was reduced to 21 anglophone boards and 1 francophone board. A second separate francophone board funded primarily by the Federal Government has since been established. District boundary lines were established roughly along county lines. Trustee representation was adjusted upon amalgamation as determined by the Minister of Education and the local municipality.

The Provincial Government established the Select Review Committee on Education in 1991 to consult the public on matters relating to the education system which included taxation authority, school board members and their responsibilities, school trustees (local school councils which are elected every three years), payment of administration and teaching staff, classroom related matters and public involvement in education. School board members receive an annual stipend

and reimbursement for specific related expenses. Trustees in Nova Scotia are equivalent to members of local school councils in other jurisdictions. They are optional in every school district, but where they exist, trustees receive an annual stipend and reimbursement for specific expenses as legislated.

The newly elected Nova Scotia Government is in the process of reviewing its education system with the probability of further restructuring education including reductions in the number of school boards. During the summer of 1994 school boards were surveyed and provided feedback. A white paper is expected to be presented to school boards in January, 1995.

NEW BRUNSWICK

New Brunswick previously had 42 school districts in operation. The government recently decided to reduce the number of school districts by amalgamation. As a result, in 1992 the number of school districts was reduced from 42 to 18. The Province established boundaries for the 12 anglophone school boards and different boundaries for the 6 francophone school boards. Each set of boundaries covers virtually the entire province.

All school boards have 11 elected trustees. In addition, the province has 6 community boards which are minority boards. A minority board is responsible for all aspects of school operation and is responsible to a school district board. Community boards have either 7 or 9 elected trustees with two members from the community board serving on the school district board. An example of this is the francophone school in Fredericton which is operated by a community board and is responsible to the Moncton Francophone School District Board. Elected trustees do not receive remuneration. Amalgamation of school districts required reassignment of employees to other offices in other areas of the province including the return of some supervisory employees to teaching positions.

QUEBEC

The Province of Quebec previously had over 200 school districts in operation. The Department of Education reviewed the number of districts in 1992 and reduced the number to 165 by integrating elementary and secondary panels to form one school board and subsequently to 158 by integrating its regional boards. The province has 101 francophone boards, 49 bilingual boards and 8 anglophone Boards. School boards are presently drawn along denominational lines. Montreal is divided into a number of school districts. The student population varies in each district.

The number of trustees elected to the school board is based on the student population. A district with a student population of 2,000 elects 9 trustees, while one with a student population of 25,000 or more elects 21 trustees.

The Department is again reviewing the boundaries with a view to restructuring along linguistic lines, with the exception of Montreal and Quebec City areas. Implementation is targeted for July 1996.

ONTARIO

The Province of Ontario has 169 school boards, consisting of public, Catholic, county, district, francophone, school area and treatment centre boards. In densely populated areas boundary lines follow county lines. In Northern Ontario and remote areas where the population is spread out, boundaries approximate groupings of county lines. Students must attend school within the county to which their parents pay taxes.

Metropolitan Toronto includes the boroughs of East York, Etobicoke, North York, Scarborough, Toronto and York each with its own school board. The Metropolitan Separate School Board, a Roman Catholic board, is responsible for English and French education delivery to the largest student population for the entire metropolitan Toronto area. Conseil des ecoles francaises de la communaute urbaine de Toronto also has jurisdiction over the metropolitan area serving 1,519 francophone students. There is also a Hospital and Treatment Centre Board serving 101 students in various medical centres throughout the metropolitan area.

The Toronto school boards vary in student size. The following non-inclusive list indicates these size variations.

East York Board of Education	14,557	North York Board of Education	62,946
Etobicoke Board of Education	35,647	Scarborough Board of Education	78,790
Metropolitan Separate School Board	104,068	Toronto Board of Education	77,800

The Metropolitan Toronto School Board, as primarily a funding agency, is responsible for all taxation within the metropolitan area and the education of all special needs students. That board dispurses revenue to the funded public school boards within the metropolitan Toronto area.

There are presently nearly 2,000 trustees in Ontario. The Ministry in 1988 passed legislation amending the Education Act, effecting a formula for calculating the number of trustees in each school board. A divisional board, which is a public or Roman Catholic board, serving a voting population of 5,000 would have 8 trustees, while one serving 483,000 voters and over qualifies

for 21 trustees. The number of members of a board that is not a divisional board is calculated at 8 trustees for less than 140,000 electors and up to 19 trustees for 425,000 electors or more. The boards that are not divisional boards include separate school boards, school districts, counties, school areas or isolated boards. The Minister of Education and Training has received requests from over 50 divisions to reduce their trustee numbers to fewer than required by the formula.

The Ontario Ministry of Education and Training established a Royal Commission on Learning in May, 1993. One area of its mandate is a review of the governance system. The report is to be completed by December, 1994.

SASKATCHEWAN

The Saskatchewan public school system consists of 92 Protestant divisions and 22 Roman Catholic divisions. There are 8 comprehensive school boards comprised of elected members from participating school boards which operate jointly funded Comprehensive Schools. A number of school boards do not have school facilities. They administer their funding and pay neighbouring school divisions to educate their children. The Minister of Education has legislative authority to change any division boundary, but if the change affects the boundary of a Roman Catholic school division that board must approve the change.

The Saskatchewan and Manitoba Governments have had agreements to educate students living close to a major border centre in the neighbouring province. The sending province must pay a non-resident fee. A good example exists at Creighton, Saskatchewan/Flin Flon, Manitoba. Residents of Whitebeech, Saskatchewan, an area west of Swan River would like to send their children to schools in Swan River, their closest "home town" for other purposes. This arrangement could be accomplished by inter-provincial agreement. At the present time, however, this has not been negotiated.

The Department of Education, Training and Employment conducted a School Finance and Governance Review in 1990. The review included examination of boundaries as they impact on both finance and governance. A further review of local government and education by the Saskatchewan School Trustees Association and educational partners recommended a reduction of 92 public divisions to 35 with a suggested Boundaries Commission to determine specifics. School Division sizing attempts were made with a base suggested at 2,500 - 5,000 students subject to several modifying factors. The Minister made funds available for 3 to 5 amalgamation pilot projects and school divisions were invited to apply for these incentive grants. The applications are being reviewed.

The number of trustees on each school board is legislated at a minimum of 5, with a maximum of 10. In addition to elected school boards, legislation allows for the appointment of advisory councils in urban centres and the election of local district boards of trustees in rural areas.

ALBERTA

Following round table discussions, the Alberta Government passed legislation in August, 1993 to reduce 181 school divisions and districts to 142 effective February, 1994 by amalgamation of non-operating public school districts. The districts were those which had few or no resident students and did not operate schools. Their students attended schools in neighbouring jurisdictions. The amalgamation saw 8 public districts disappear and 27 public districts joined with the jurisdiction in which their students attended school. Five remote districts remained unaffected due to their isolated nature.

The Government announced in January, 1994 a further reorganization and review of its school jurisdictions would take place. Boards were given until August, 1994 to voluntarily restructure. In October, 1994 the government announced the amalgamation of school boards to 57 divisions, districts and regional divisions.

The public school system includes Protestant and Roman Catholic or separate school boards. Major cities in Alberta had two school divisions/districts - one Protestant and one Roman Catholic. The following non-inclusive list shows the varying sizes of student populations the school boards administer.

Calgary School District	95,161	Grande Prairie School District	4,547
Edmonton Roman Catholic Separate S.D.	29,717	Lethbridge School District	8,081
Edmonton School District	72,721	Medicine Hat School District	6,106

Several major cities still have a Roman Catholic Separate School Board. However, the recent reorganization amalgamated most of these separate school boards with nearby rural Roman Catholic boards. An example is the Calgary Roman Catholic Separate School Division which is now comprised of 30,678 students: 29,986 from the City of Calgary and 692 from two rural Roman Catholic Separate School Divisions.

Along with amalgamation of school jurisdictions, trustee representation has been reviewed resulting in a reduction from over 1,000 to 435 elected trustees. Larger trustee representation, of 10, 16 or 25 occurs in jurisdictions responsible for large geographic areas, some with sparse population. School Advisory Councils are legislated in the The School Act. The legislation

specifies the eligible council members as well as the duties and responsibilities of the advisory council.

The provincial government will collect and redistribute all property taxes to fund education commencing in September, 1994 and will phase in uniform mill rates for all properties by 1997.

BRITISH COLUMBIA

The Province of British Columbia operates 75 school districts. The number of school districts in major cities varies from one in each suburb of Vancouver to one district responsible for a city such as Kelowna and the surrounding area. The greater Vancouver area includes the suburbs of Burnaby, Delta, Langley, Maple-Ridge, New Westminister, North Vancouver, Port Coquitlam, Port Moody, Richmond, Surrey, Vancouver, West Vancouver and White Rock. They are each governed by a school district which varies in student population. The following non-inclusive list provides a sample of sizes including the largest and smallest divisions in the Vancouver area.

Coquitlam	27,865	North Vancouver	16,800	Vancouver	54,800
New Westminister	4,098	Surrey	48,235	West Vancouver	6,162

Legislation permits a school board size of 3, 5, 7 or 9 trustees, depending on division size. They may be elected at large or by electoral area as determined by the Minister. The School Act permits the establishment of Parents' Advisory Councils by application to the board or to the Minister. The Ministry of Education is discussing the need for a review of its school district boundaries as part of a larger examination of governance and administration of the public education system.

YUKON

The education system in the Yukon is administered by the Department of Education. A division or district governance system has not been established. The Department of Education employs 3 area superintendents, each responsible for an educational area. These areas may be adjusted at the discretion of the Minister. A director of French education is responsible for 5 schools where French is taught as a first language. The Yukon Government has developed a new Education Act which became law in 1990. Its implementation will allow gradual transfer of responsibilities to school boards.

The Education Act provides for establishment of school boards and school councils. Legislation allows for the establishment of a school board upon application to the Minister. It sets the number of school trustees at a minimum of 5 and a maximum of 9 members. School councils

have a minimum of 3 and a maximum of 7 members. The act also guarantees representation from Yukon First Nations on school boards and councils. Elections of school trustees are for a three year term and are held simultaneously with general elections for municipal councillors.

Funding of education is managed and disbursed by the Department of Education to ensure equitable access regardless of tax base.

NORTHWEST TERRITORIES

The Northwest Territorial Government previously operated 11 school boards. The boundaries are drawn along linguistic lines. The Department of Education, Culture and Employment reviewed the school board boundaries in 1994 and effective July, 1994 they reduced the number of boards to 10. Several jurisdictions cover large geographic areas which include extremely remote sparsely populated island communities. The number of trustees varies based on the number of communities included in the education jurisdiction. Each school has a Community Education Council which has one representative on the Division Board of Education.

CROSS-CANADA INFORMATION
1993

Province or Territory	Provincial population 1991 Census	Student population public system 1993	Number of school divisions or districts	Students per Division / District			Divisions in major cities	School Board Members			School Advisory Councils Legislated
				min.	max.	avg.		min.	max.	avg.	
Newfoundland	568,474	114,558	27	263	18,275	4,243	1-3	13	19	16	No
Prince Edward Island	129,765	24,242	3	627	15,832	8,081	*1 -	9	15	13	No
Nova Scotia	899,942	165,890	22	655	31,551	7,541	1	5	14	9	Yes
New Brunswick	723,900	138,686	18	2,912	15,530	7,705	*1 -	9	11	10	No
Quebec	6,895,963	574,361	158	2,000	25,000	3,635	1-6	9	21	15	Yes
Ontario	10,084,885	2,015,468	169	50	104,068	11,908	5-7	8	*326	12	Pilot
Manitoba	1,091,942	196,195	57	21	34,764	3,442	1-10	5	12	9	2 divisions
Saskatchewan	988,928	195,967	*5 114	13	24,342	1,719	1-2	5	10	7	Yes
Alberta	2,545,553	479,000	*4 57	66	98,399	8,404	2	6	17	8	Yes
British Columbia	3,282,061	568,668	75	387	54,800	7,582	*1 2-13	7	11	9	Yes
Yukon	27,797	5,761	None	781	2,318	1,587	*2 -	1 per school		-	Yes
Northwest Territories	57,649	15,107	11	554	3,478	1,510	1	5	15	11	No

Figure 4

1. All school divisions and districts in Prince Edward Island and New Brunswick include major cities and surrounding areas. Some jurisdictions in other provinces and territories have both administrative combinations of major cities and cities /rural areas.
2. Yukon does not have school districts/divisions but is divided into educational areas administered by the Department of Education. Student population is given by area. Elected officers are school based. Gradual transfer of responsibilities to boards of trustees is proceeding.
3. Trustee numbers in Ontario exceed legislated maximum until the end of this elected term of office.
4. Alberta figures reflect the January, 1995 structure announced in October, 1994.
5. Saskatchewan has 114 districts consisting of 92 public and 22 Roman Catholic school districts.

IV. WHAT'S WORKING WELL? / CONCERNS HEARD BY THE COMMISSION

1. WHAT'S WORKING WELL?

The Commission was asked to review the existing system and to make recommendations which would result in furthering educational excellence. During the many visitations to all areas of the province, Commission members were consistently struck by the sincerity of the vast majority of people within the education system. While this vocation, as in others, has its share of individuals who are contributing less than positively to the desired end product, it is very evident that the large majority of participants in the system are doing the best they can under the present circumstances.

The Commission was especially encouraged to see the level of effort, ingenuity and devotion displayed by classroom teachers who, in spite of reducing resources, increasing class sizes and concern about violence in schools, continue to forge ahead with that for which they were trained - aiding in the development and education of young people. All too frequently, the spotlight of public service shines on the political and administrative levels rather than the classroom where the majority of education activities take place. It is imperative that all available future resources be channeled in such a way as to maximize and reinforce the efforts at the classroom level. Similarly the support functions to education must be organized as efficiently as possible in order to maximize resources available to students and families thereby complimenting the efforts of the classroom teachers.

Many administrators and educational leaders are succeeding in spite of the limitations they work with. This is due to a combination of professional training, ingenuity and enthusiasm complimented by generous portions of common sense. It is, however, inescapable that these professions will include some who are simply not appropriate to serve in those roles. The increased trend towards individualized accountability and accountability of the system as a whole will necessitate improved training prior to assumption of these roles. This, together with continuous accountability, will ensure that the community is receiving value for its financial investment.

The Commission was in contact with hundreds of school trustees during the process and while the roles ranged from basic volunteer to almost full-time salaried positions, the one underlying constant was the desire to provide the best possible education for the young people of Manitoba. It is unfortunate, however, that on occasion we see politics and turf protection intervening between what is actually best for the students and what local special interests appear to be dictating. It was encouraging to receive positive advice from many who approached us on an individual basis urging the Commission to do what's right for the future, rather than what is politically expedient at the present time.

The Commission viewed numerous examples of things that were working well around the province. The cooperative venture amongst three school divisions in south Winnipeg to operate the South Winnipeg Technical Centre is worthy of commendation. It is apparent to the Commission that this solution which crosses the boundaries of three separate school divisions has avoided duplication and waste by nonproliferation of smaller facilities and at the same time has provided an innovative approach to a much needed sector of the educational spectrum. The pioneering approach of a guaranteed education level shows promise of bridging an apparent credibility gap between our education system and industry.

Divisional cooperation, while sorely lacking in many areas, is very positively evident in others. Most recently, a few regional efforts were initiated to introduce and take advantage of distance education. Originating in the Wawanesa/Souris Valley area, positive manifestations have now emerged in the Evergreen/Lakeshore school divisions and a northwest consortium is making progress in the Swan River/Dauphin area. Hutterian colonies are also setting up electronic links to enhance their students access to broader educational opportunities. The integration of technology as a useful tool into our delivery structure for education is not optional; it is mandatory. Our children's capability of using modern technology exceeds substantially the mental horizons that most adults typically place on themselves.

The services provided by the Winnipeg based Child Guidance Clinic across numerous divisional boundaries appeared to the Commission to be a most appropriate response to much needed services thus avoiding duplication by each individual area attempting to create its own programs in these areas. In a service area demanding highly educated and specialized staff, it is important that overlaps be avoided as much as possible, for both professional and financial reasons.

The Commission was pleased to see initiatives, especially in rural divisions, of sharing of resources such as clinicians and specialists who are primarily concentrated in urban areas.

2. CONCERNS HEARD BY THE COMMISSION

The majority of presentations to the Commission were originated by proponents within the education system itself. As one would expect, there was a heavy emphasis on defending the positive features of the existing system coupled with a fear of what potential change could do to the existing structures. Some of this fear was generated by the unknown since the Commission was seeking and entertaining advice in the absence of specific proposals for change. Nonetheless, there were proponents for change and complaints about the existing system that need to be addressed. On many occasions, the Commission was made aware of problems in the informal sessions or on a private basis by individuals out of either exasperation or fear of condemnation in their own community.

The Commission heard complaints from parents about inflexible administrations and boards on a number of issues. On a few occasions it was apparent to members of the Commission that some decisions were being made in the interest of administrative convenience and tenacity in clinging to a previously adopted policy rather than applying individual common sense and action which would actually be in the best interest of the student and family.

Some examples of intransigency were evident in the administration of some divisions' transportation policies. There are numerous situations where bussing is the source of disputes between parents and school boards and there are several examples where parents are being forced to drive their children several kilometers to access an existing bus route - mostly to the route of a bus from a neighbouring division. In some cases, this brings the child to within a few kilometers of the destination school. There are other examples of children being bussed many kilometers to a school within their divisional boundaries as opposed to being allowed to attend a much closer school which happens to be across a school division boundary.

The apparent imperviousness of existing boundaries is the source of much anxiety for parents. In Winnipeg especially, the Commission received numerous complaints about inability to access programs across borders within the City. Newcomers to Winnipeg were especially surprised to find ten different city-based school divisions, each with its own policies, procedures, programs and methodology. The whole issue of residual fees for non-residents of individual divisions is an arena fraught with problems. There are great disparities between and amongst divisions as to whether or not fees are charged, how much they are and who pays them.

While there are numerous examples of positive parental involvement, the Commission heard on many occasions that parents want to be included on an informational basis in the operation of their schools. Generally they do not seek dictatorial powers but rather want to be a contributing partner with the teachers, principals and others involved with school management. It was evident that the present participation level ranges from hot-dog sales and fundraising to democratic advisory councils.

There was considerable anguish surrounding the reduction in assistance available from the Department in the curriculum area. Many divisions used strong terms in describing their feeling of abandonment during a period of frequent curriculum changes. Many divisions felt they were incapable of providing appropriate curriculum implementation without the necessary support staff.

The Department's decision to eliminate centrally based clinicians was the topic of many presentations - most of a critical nature. In fairness there were some who subsequently supported the move due to an increased ability to have direct influence over the activity of clinicians shared between divisions. However, all deplored the 'down-loading' by the Department to local boards generally resulting in an increased special levy to divisional taxpayers, when allowed.

It was apparent to the Commission that there is a lack of coordination between departments and agencies providing services to children. This is especially evident in the specialist/clinician field where there appears to be potential for great improvement. There is need for greater coordination amongst the departments responsible for Health, Justice, Family Services, Rural Development, Recreation and Education and Training.

One of the most common concerns that the Commission heard was that the public school system was falling heir to all of society's problems. It was argued that the education system has become the surrogate parent without the financial ability or the authority to perform that task. The classroom teacher is now expected to perform functions well beyond normal expectations. A major complaint was that teachers are not able to concentrate on the mainstream of knowledge, as their attention is diverted from their primary role.

A frustration was frequently expressed that educators are now expected to solve societal ills neglected or deliberately ignored by other segments of society. Most educators will not let children become victims of the situation and cope as best they can. In an era of substantially reduced resources, these expectations are rapidly exceeding the role and capability of educators.

V. ISSUES FOR CONSIDERATION

1. EQUALITY VERSUS EQUITY

In any discussion of education delivery systems it was inevitable that the Commission would encounter the terms equality and equity. It was essential that an attempt be made to define those terms at the outset of this review since they are so significant to both the availability of education throughout Manitoba and any attempts to enhance it in the future.

If Manitobans are to achieve understanding and solutions to problems, it is important that similar definitions of terminology be used. We frequently hear the comment that "everyone should be equal" or "everyone should have an equal opportunity for education" or "every student should have an opportunity to obtain an equal education". While the term equal is most often used in these situations equality itself is extremely difficult to achieve. Equality of opportunity is a fundamental objective but that does not mean that the same mechanisms, administrative or educational, must or can exist in all regions.

DEFINITION OF EQUALITY AND EQUITY

In this context, equality is primarily defined as balance, symmetry and evenness or "the same in all respects". Equity on the other hand, has a variety of meanings. Amongst these equity can mean impartiality or fairness. Like equality, it is sometimes used as a form of equivalence. Equality in education would mean that all students would have the same access to and receive exactly the same education in all parts of the province. Considering the incredible diversity within Manitoba, equality is an impossible goal. However, it is mandatory that we strive to achieve equity - in this case defined as "fairness under the circumstances". It is unrealistic to expect that the same number of course offerings or programs could be provided in areas of lower density student population where bussing distances prohibit the assembly of sufficient numbers of pupils to warrant the same options as can be offered in Winnipeg or other urban centres. Rural Manitobans are painfully aware of these choices and many see equality of opportunity for education as only a dream. The reality is that it is physically and fiscally impossible to attain total equality. The best we can strive for is equity - fairness under given circumstances.

DO CHOICES EQUATE TO QUALITY?

Frequently during public hearings, the Commission was told that in smaller communities multiplicity of choice does not in itself guaranty educational excellence. In many cases smaller rural schools can provide only core subjects but in spite of this limitation there are substantial numbers of very successful graduates from those schools. On the other hand, many educators would argue that a very limited exposure to curriculum and program choices is restricting. Still others would argue that only "full service" school divisions with a multiplicity of course offerings, special needs services, academic and vocational choices, and a complete range of support systems, can deliver an "excellent" education to today's student. As well, some maintain that a proliferation of available choices can sometimes work to the detriment of students if they make course selections without realizing the consequences of those choices until later in life. As can be seen from these differing opinions, one can not legitimately argue that every school and every division must, should or could provide absolute equality in terms of opportunity. Nonetheless, although there are many opinions as to the definition of what is a "basic education" today, it is generally agreed that it should be provided to all.

QUALITY OF SERVICE VERSUS EQUALITY OF SERVICE

People have the freedom to live in any area of the province that they choose. This does not mean that society must provide exactly the same services to all people in all places. It does mean, however, that society should make all reasonable efforts to provide the best quality of service possible under the prevailing circumstances. Societies tend to zone their territory according to physical and cultural characteristics for a variety of services. Society also provides some services by averaging the costs. Examples of these are primarily in publicly provided services such as health, education and utilities such as water, sewer, gas and electricity. Within the public water systems, there are numerous varieties of plants and processes utilized to produce a healthy end product. It is neither necessary nor practical for all systems to be identical in order to achieve similarity of the end product. Equity of a quality end product relative to the circumstances is the goal rather than an equality of all parts of the system. This principle is equally applicable to education.

Students who ride a school bus for one hour each way to and from school every day would certainly argue that they do not have equality with the student who lives only a block from the school. In Manitoba at the present time, there are many rural students who spend close to one hour (and sometimes more) on a bus to get to school. This is considered to be the elastic limit for bus routes. Ironically, because it is the limit, most bus routes end up being close to one hour in length, when economies in transportation are forced by fiscal restraint. The numbers of bus

routes are minimized and thus the time on the bus for each student approaches the imposed limit itself. Urban residents who live within the "no bussing" limit would not consider their situation to be equitable to those receiving bus service especially if they are just inside the present 1.6 kilometer limit.

Areas of low density in population simply do not produce the numbers of children to warrant class sizes to justify all available options within reasonable bussing times. Transportation limitations and density factors are two of the largest impediments to equality of opportunity in education. Rural residents know this all too well and are anxious to ensure that at least their elementary school children are educated close to home and they knowingly accept the fact that total equality in the form of equivalent facilities and choices may be sacrificed. In most cases this is deemed acceptable as long as a good basic education is available within reasonable bussing distance.

In the urban areas, while transportation limitations are not the same, there are still arguments about equity and equality. In Winnipeg where there are ten separate school divisions there are variations of program offerings in the divisions. Some divisions have developed specialties that non-resident students wish to access and they can not understand why boundaries within the city prevent that access. The charging of non-resident fees where access is allowed gives cause to claims of "double taxation" and inequitable treatment.

In the northern and remote districts and divisions people live with major restrictions as a fact of life. They know better than anyone the limitations that distance and isolation impose on attempts to achieve equality. They readily acknowledge that equality is impossible to achieve - but they do expect equity - fairness under the circumstances.

2. MANITOBA - PHYSICAL AND CULTURAL GEOGRAPHY

PHYSICAL PATTERNS

The physical environment has a critical effect on the lives of Manitobans. Natural resources, especially minerals, soils and forests shape the economy and the patterns of life. The existence of one of the most extreme climates in the world dictates behavior and accommodations to nature and each other that is not necessary in many other regions. It is important to have a good understanding of this environment as a framework for any long-term planning. It is the stage upon which life in Manitoba is acted out.

School division/district boundaries are generally artificial lines superimposed on the physical landscape. However, they should reflect the settlement patterns which in turn were originally determined by the physiography of the land. The physical landscape itself changes very slowly and thus we can to some extent determine future settlement potential by determining the nature of that landscape. Vast areas of the province are likely to remain sparsely populated, while others will see fluctuating populations as the economy changes.

The Province of Manitoba is the seventh largest of the provinces and territories in Canada which in turn is the second largest country in the world. The provincial area consists of the following:

Province of Manitoba	
Land area	548,360 km ²
Fresh water	101,590 km ²
Total area	649,950 km²

More than 50% of the province (349,000 km²) is classified as forest.

TOPOGRAPHIC PATTERNS

The topographic pattern of the province is established by one of the most distinct geological boundaries in the entire world i.e., the contact line between the granite of the Canadian Shield and the sedimentary rocks of the interior to the southwest of the Canadian Shield. This line extends in a northwest to southeast fashion and is most noticeable in the eastern half of the province. A portion of the line is less distinct because it coincides with the eastern shore of Lake Winnipeg. It is unlikely that the shield area to the northeast of this line will ever carry a large population and will continue as it has in the past – sparsely populated with very small settlement centres primarily geared to mining or forestry industries.

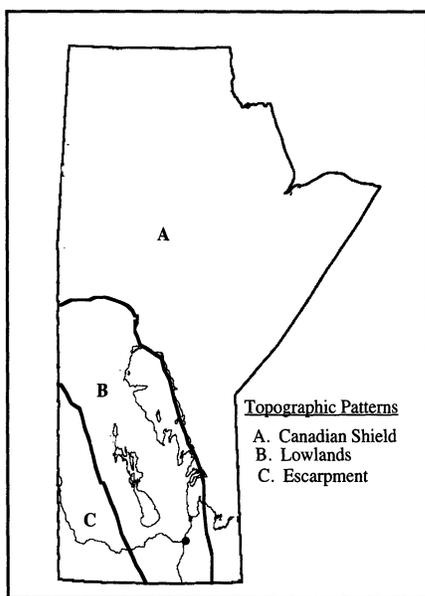


Figure 5

Abutting the shield and running down the centre of the province are the Manitoba lowlands which were occupied by glacial Lake Agassiz for much of the last ten thousand years. Lake Winnipeg, as the thirteenth largest lake in the world, is the largest remnant of Lake Agassiz which, in turn, was reputedly the largest fresh water lake on earth. Together with Lake Winnipeg, Lake Manitoba and thousands of others dominate the landscape especially in the central portion of the province where they dictate patterns of settlement and transportation. In some ways this makes it easier to draw boundaries but it also makes it more difficult to create efficient administrations and contributes to difficult and expensive transportation patterns.

The southern end of this region is occupied by the Red River Valley, the most prosperous agricultural area built on the clay deposits of Lake Agassiz. This region will continue to be the main centre of settlement and development. The focal point of this region is the City of Winnipeg, located at the confluence of the Red and Assiniboine Rivers. While the importance of the rivers as transportation and trade arteries has disappeared, the dominant role of the City of Winnipeg is guaranteed to continue. On the West side, the Red River Valley is bounded by the Manitoba Escarpment stretching from the Pembina Hills in the south to the Duck Mountains in the northwest. Although only some four hundred meters in elevation this escarpment has considerable influence over the cultural patterns. Soil and climate patterns are quite different and thus there are differences in both the economy and the inhabitants of those areas. The Red River Valley is the first of three prairie levels with the second level running from the Manitoba Escarpment west to the foothills of the Rockies which form the third level. Some people refer to the second level as the only true prairie level and in terms of climate they are technically correct.

VEGETATION ZONES

The geological footprint of the province gives us three distinct regions with northwest to southeast boundaries. However, the climate creates vegetation zones that cut across the northwest/southeast topographic lines. We can identify four basic regions:

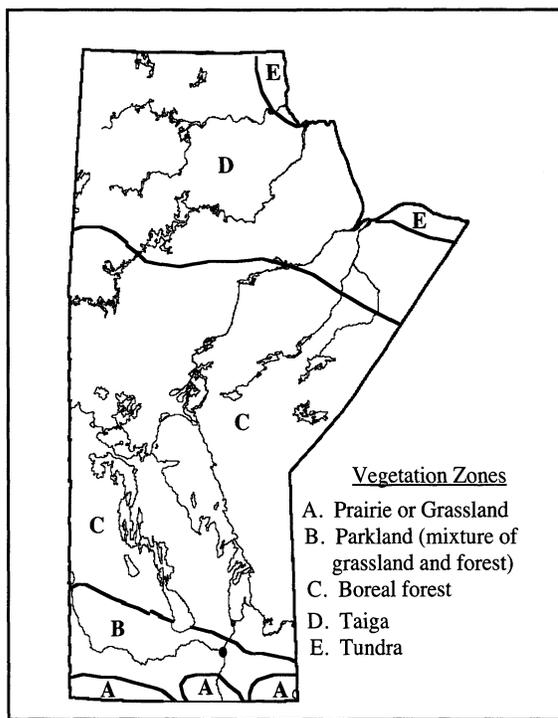


Figure 6

Vegetation Zones

- A. Prairie or Grasslands
- B. Parkland (a mixture of grassland and forest)
- C. Boreal or Great Coniferous Forest
- D. Taiga

A fifth region, the Tundra, just touches the northeast corner of the province but is not significant to our discussion. The first three-specified regions very distinctly determine cultural and economic patterns and these patterns have and will continue to form the basis of settlement, transportation and economic activity which in turn will be utilized in forming the recommendations later in this report.

POPULATION PATTERNS

The Dominion of Canada census of 1871, the year after Manitoba became a province, showed a total population of 25,268 for an area 18 times smaller than is now Manitoba. One hundred and twenty years later, in 1991, after having expanded twice (1881 and 1912) from its original "postage stamp" size, the population statistics show 1,091,945 which is a forty-three fold increase. This means the population has increased by an average of 8,889 persons per year or 3.19% annually (compounded) since the province was created. The actual rate of increase has slowed markedly in the last few years and is predicted to be only 0.3% over the next several years. In addition, the rate of increase will vary substantially from region to region with many areas experiencing a decline.

The population density varies widely from the highest in Winnipeg to the lowest in the vast northern regions. A simple average equates to a population density of 1.7 persons per square kilometer. A quick look at a Manitoba map will show that we effectively use less than one-third of our province and the large majority of the population is southwest of the Canadian Shield boundary line. In fact more than 60% is concentrated in the City of Winnipeg area.

DOMINANCE OF THE CITY OF WINNIPEG

Only British Columbia has a provincial demography similar to Manitoba with a single dominating urban centre. A rank-size study of Manitoba and the prairie provinces creates some interesting results. If all the communities from the largest to the smallest are listed they would normally create a distinctive "J" curve. (See normal "J" curve Figure 7.) A rank-size pattern for Manitoba (Figure 8) shows the extent to which the City of Winnipeg dominates the province as you plummet from Winnipeg's 616,790 population to Brandon with 38,567. Saskatchewan has similar but equally distinctive patterns with two dominant cities before the plunge to the next largest. Interestingly, if the prairies are considered as one political unit, then the rank size pattern tends to approach the normal "J" curve. Notwithstanding, the provincial imbalance of urban centres

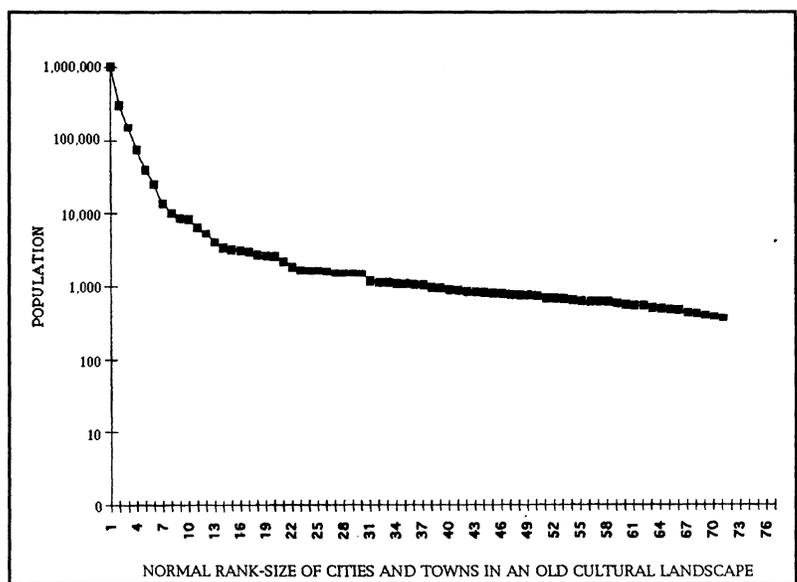


Figure 7

creates great problems when trying to create equity in service delivery irrespective of area of residence. This applies to both municipal and educational services.

The dominance of Winnipeg has increased over the years despite attempts by various governments to offset the trend. In 1921, approximately 65% of the population of Manitoba lived in rural areas. By 1991, this had reduced to 40%. Considering the growth of bedroom communities the real figures present an even more dramatic story:

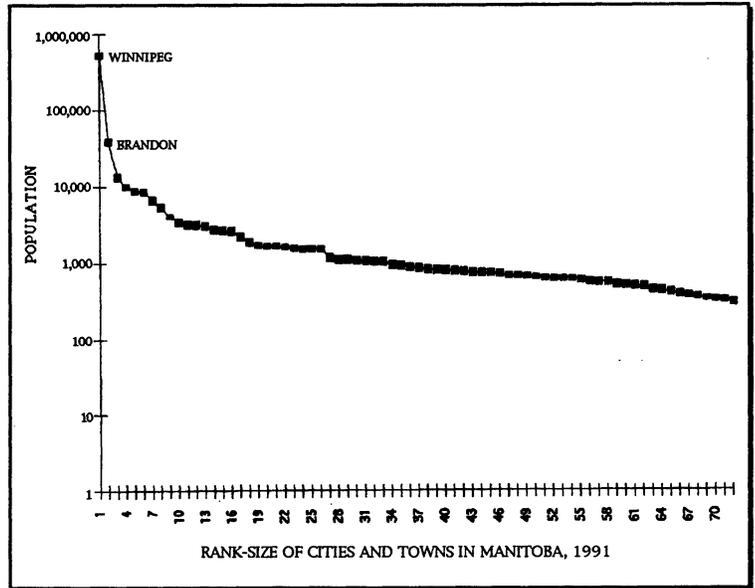


Figure 8

"Recent estimates of Winnipeg's population 'under-count' the true scope of the metropolitan area in view of the growth of 'ex-urban' centres such as Oakbank, Niverville and Stonewall. In these communities ringing Winnipeg, a high portion of households have at least one head of the household working in Winnipeg. Even a city such as Portage la Prairie, one hour away by car has many residents who commute daily to Winnipeg." (Greg Mason, Prairie Research Associates Inc., in *The Manitoba Economy in the World and National Context*, July 1993)

There is no evidence that this trend will cease as more and more bedroom communities develop around the city. It is possible that the trend will slow although it has been a steady one over the last 90 years. One change that might slow the trend is the movement of retired people to small rural communities.

RURAL - URBAN INEQUITIES

It would be very easy to ignore the perceived inequities that exist in rural Manitoba. Real or imagined, the perceptions exist and must be considered. Additionally, urban residents must become more aware of the extent to which their economy and survival is dependent upon the health of rural Manitoba. The phrase "perimeter vision" is often heard outside of Winnipeg and is a real issue that needs addressing. While not malicious or intentional in its origin, it is, nonetheless, a factor in the culture of rural Manitobans as they relate to their major urban centre.

25 Year Population Projections 1991 to 2016	
Winnipeg	+12.7%
South Interlake	+16.9%
Southeast	+30.8%
South Central	+9.7%
Southwest	-17.0%
Parklands	-18.5%
North Central	-2.4%
North	-1.2%

Figure 9

FUTURE POPULATION TRENDS

In a 1993 report, Greg Mason of Prairie Research Associates Inc., identified population trends in Manitoba. The Commission must consider these when determining future school division/district boundaries. He reviewed five groupings of population change as outlined in Figures 12 to 16 headed High Growth, Medium Growth, Low Growth, Slow Decline and Rapid Decline Centres. Translation of areas of decline and growth to regional categories results in projections for the period 1991 to 2016 as shown in Figure 9. (Projections performed by Manitoba Bureau of

Statistics, September, 1992)

As Mason noted, this means Winnipeg's share of the total population will increase from 56% in 1991 to 59% in 2016. He further identified three distinctive patterns emerging from studies of population projections and these patterns have been utilized by the Commission in formulating the final recommendations:

1. Southwest and Parklands regions will continue to decline dramatically in population.
2. The high growth region will be "...primarily in the triangle formed by highways 59, 3 and the United States border, and secondarily in the Interlake and the eastern regions."
3. "Winnipeg will continue to comprise an increasing share of the provincial population and will exert an increasing influence on all forms of political and economic activity."

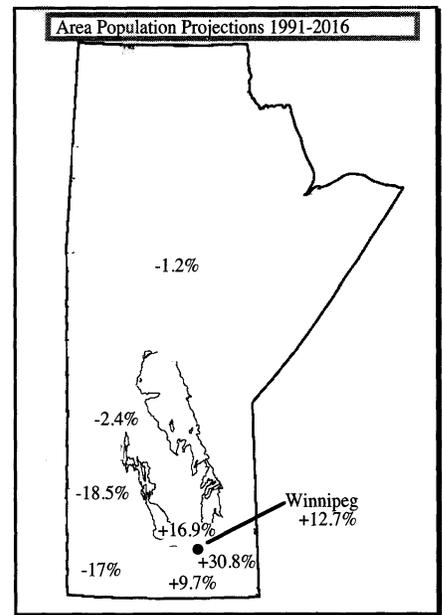


Figure 10

Dr. Ball, in his comments to the Commission, noted that: "The last point is important because it means that whatever actions are recommended by the Commission, consideration must be given to hedging against the increasing dominance of Winnipeg."

RATE OF POPULATION CHANGE

A second aspect of population trends is significant and was highlighted in the Manitoba Teachers' Society brief where they noted that "The rate of natural population increase will be lower than in preceding decades." (Manitoba Teachers' Society, 1994, p.8) This agrees with Mason's predictions of

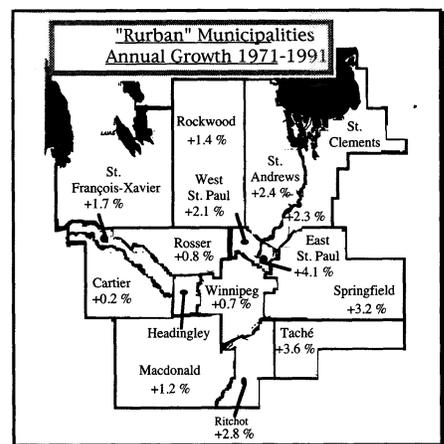


Figure 11

0.3% as a rate for the immediate future. This will result in an aging population with a diminishing number of people making direct demands on the education system via their children but also changes in their contributions to the tax base. The population distribution will vary from region to region and although some regions will experience population increase, that will likely be due more to migration than the reproduction rate. Some regions will be severely pressed. For example, northern regions will likely experience a net out migration but a higher birth rate would compensate for the loss and result in a higher demand for elementary education. At the same time they will experience a reducing work force and tax base. The Southwest and Parklands areas create one of the greatest challenges because the infrastructure is in place for much greater numbers and the future predicts only continued reduction.

The Manitoba Teachers' Society Research Department Review tends to concur with Mason's conclusions as they pointed out in their brief: "Regional demographic trends show slight increases in opening enrollment figures for the City of Winnipeg, the Southeast and South Central; decreases in the Interlake and Northern regions; and more serious decreases in Parklands and the West."

The Commission notes that Mason's reference to growth in the Interlake refers to the southern portion of Interlake, especially in the Stonewall area while the decreasing student population statistics are primarily related to the northern Interlake area.

GOVERNMENT POLICY AND POPULATION DISTRIBUTION

In recent years, government policy has become increasingly influential in determining the survival of communities. Decisions surrounding construction of schools or hospitals can have a great influence on the viability of individual areas. Recent government initiatives regarding decentralization of government services have been made in attempting to augment the viability of towns throughout the province. The centralization – decentralization tug-of-war evident in all aspects of the public service is an issue that the Commission had to wrestle with. It was necessary, however, to remain focused on its primary concern, that of making recommendations to provide for the best possible system for delivery of education to Manitoba children within the public school system. Nonetheless, the Commission could not lose sight of the fact that the educational delivery system is inextricably linked with the survival of communities. Thus socio-economic impact of any changes within the system was an integral part of our educational and financial considerations. Socio-economic impacts of potential change will be discussed in further detail in Section VI of this report.

High Growth Centres 1971-1991

City / Town / Village / R.M.	1971	1991	% Change	Average Annual growth %
*R.M. of East St. Paul	2,616	5,820	122.5	4.08
Winkler	3,009	6,397	112.6	3.84
*R.M. of Taché	3,749	7,576	102.1	3.58
Stonewall	1,583	2,997	89.3	3.24
*R.M. of Springfield	5,955	11,102	86.4	3.16
*R.M. of Ritchot	2,945	5,146	74.7	2.83
Morden	3,266	5,273	61.5	2.42
Niverville	938	1,514	61.4	2.42
*R.M. of St. Andrews	5,865	9,461	61.3	2.42
Steinbach	5,265	8,213	56.0	2.25
*R.M. of St. Clements	5,047	7,870	55.9	2.25
*R.M. of West St. Paul	2,429	3,658	50.6	2.07
Altona	2,122	3,060	44.2	1.85
Plum Coulee	480	676	40.8	1.73
*R.M. of St. François-Xavier	645	898	39.2	1.67
Ste. Anne	1,062	1,477	39.1	1.66
*R.M. of Rockwood	5,341	6,990	30.9	1.35
Carman	2,030	2,567	26.5	1.18
*R.M. of Macdonald	3,169	3,999	26.2	1.17
Ste. Rose	818	1,008	23.2	1.05
Teulon	828	1,016	22.7	1.03

Figure 12

Medium Growth Centres 1971-1991

City / Town / Village / R.M.	1971	1991	% Change	Average Annual growth %
Gretna	522	620	18.8	0.86
Arborg	879	1,039	18.2	0.84
Brandon	32,713	38,567	17.9	0.83
Waskada	247	289	17.0	0.79
Beausejour	2,255	2,633	16.8	0.78
*R.M. of Rosser	1,171	1,364	16.5	0.77
Morris	1,408	1,616	14.8	0.69
MacGregor	744	852	14.5	0.68
*Winnipeg	540,262	616,790	14.2	0.66
Carberry	1,305	1,481	13.5	0.63
Lac du Bonnet	952	1,076	13.0	0.61
Swan River	3,522	3,917	11.2	0.53
Powerview	667	736	10.3	0.49
Province of Manitoba	988,247	1,091,942	10.5	0.50

Figure 13

Low Growth Centres 1971-1991

City / Town / Village / R.M.	1971	1991	% Change	Average Annual Growth %
Deloraine	961	1,045	8.7	0.42
Rapid City	374	406	8.6	0.41
St. Pierre-Jolys	846	907	7.2	0.35
Garson	301	320	6.3	0.31
Russell	1,526	1,616	5.9	0.29
Killarney	2,047	2,163	5.7	0.28
Treherne	628	661	5.3	0.26
Selkirk	9,331	9,815	5.2	0.25
Roblin	1,753	1,838	4.8	0.24
*R.M. of Cartier	2,987	3,115	4.3	0.21
Virden	2,823	2,894	2.5	0.12
Erickson	531	544	2.4	0.12
Oak Lake	342	350	2.3	0.12
Portage la Prairie	12,950	13,186	1.8	0.09
*The Pas	6,062	6,166	1.7	0.09
McCreary	545	554	1.7	0.08
Neepawa	3,215	3,258	1.3	0.07
*Snow Lake	1,582	1,598	1.0	0.05
Wawanesa	478	482	0.8	0.04
Melita	1,132	1,134	0.2	0.01
Notre Dame de Lourdes	613	614	0.2	0.01
Hamiota	822	823	0.1	0.01

Figure 14

Slow Decline Centres 1971-1991

City / Town / Village / R.M.	1971	1991	% Change	Average Annual Growth %
Gladstone	933	928	-0.5	-0.03
Souris	1,674	1,662	-0.7	-0.04
*Gillam	1,921	1,893	-1.5	-0.07
Boissevain	1,506	1,484	-1.5	-0.07
Pilot Mound	763	747	-2.1	-0.11
Cartwright	340	329	-3.2	-0.16
Glenboro	698	674	-3.4	-0.17
Minnedosa	2,621	2,526	-3.6	-0.18
Rosburn	638	609	-4.7	-0.23
Dauphin	8,891	8,453	-4.9	-0.25
Shoal Lake	833	784	-5.2	-0.30
Winnipeg Beach	687	641	-6.7	-0.35
Manitou	871	811	-6.9	-0.36
Rivers	1,175	1,076	-8.4	-0.44
Birtle	882	802	-9.1	-0.47
St. Claude	679	613	-9.7	-0.51

Figure 15

Rapid Decline Centres 1971-1991

City / Town / Village / R.M.	1971	1991	% Change	Average Annual Growth %
Grandview	967	870	-10.0	-0.53
Minitonas	610	544	-10.8	-0.57
Benito	479	427	-10.9	-0.57
Elkhorn	569	505	-11.2	-0.59
Winnipegosis	887	771	-13.1	-0.7
Emerson	830	721	-13.1	-0.7
Gilbert Plains	854	741	-13.2	-0.71
Bowsman	443	382	-13.8	-0.74
Hartney	579	477	-17.6	-0.96
*Flin Flon	8,873	7,119	-19.8	-1.10
*Thompson	19,001	14,997	-21.2	-1.18
Crystal City	555	437	-21.3	-1.19
*Grand Rapids	653	506	-22.5	-1.27
Gimli	2,041	1,579	-22.6	-1.28
Somerset	646	496	-23.2	-1.31
Riverton	797	584	-26.7	-1.54
St. Lazare	431	315	-26.9	-1.56
Ethelbert	526	364	-30.8	-1.82
*Churchill	1,604	1,106	-31.1	-1.84

Figure 16

Source: Manitoba Bureau of Statistics base information as analyzed by Greg Mason, Prairie Research Associates Inc., in *The Manitoba Economy in the World and National Context*, July 1993, with added information (*) and analysis by the Boundaries Review Commission.

PROVINCIAL SCHOOL POPULATION

Enrollment in Manitoba public schools has declined 21% from 247,452 in 1970 to 196,195 in September, 1993. Overall this trend is expected to continue but it will vary regionally in approximately the same manner as the general population trends. In total, provincial student numbers are expected to plateau or drop slightly in the near future. The Winnipeg area will see a slight increase with most rural and northern numbers continuing to drop.

PUBLIC SCHOOLS IN MANITOBA

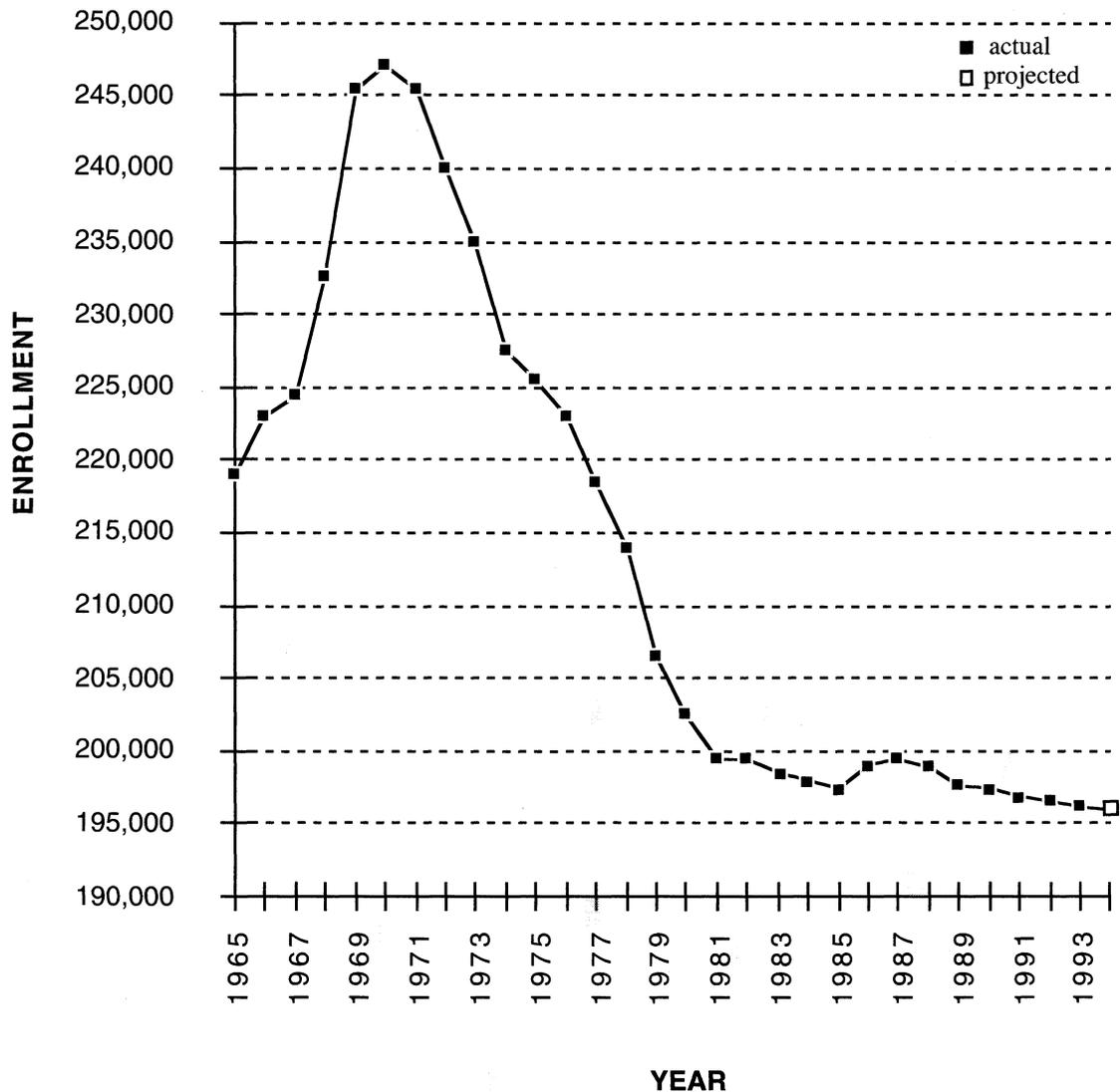


Figure 17

Source: FRAME reports, Schools' Finance Branch with analysis by the Boundaries Review Commission

PROVINCIAL ENROLLMENT & NUMBER OF SCHOOLS
SEPTEMBER 30, 1993

	School Divisions	Remote School Districts	Special Revenue Districts	Total Public Schools	Private Schools	Home Schools	Grand Total (Public, Private & Home)
Number of Schools	688	12	4	704	93	331	1,128

Grade Level	School Divisions	Remote School Districts	Special Revenue Districts	Total Public Schools	Private Schools	Home Schools	Grand Total (Public, Private Home)
Special Education	1,215	23	9	1,247	4	-	1,251
N	2,591	-	-	2,591	347	1	2,939
K	13,911	393	95	14,399	762	17	15,178
I	14,222	387	79	14,688	896	47	15,631
II	14,286	378	93	14,757	873	69	15,699
III	14,271	364	94	14,729	850	76	15,655
IV	14,114	394	105	14,613	884	82	15,579
V	14,038	363	84	14,485	827	65	15,377
VI	13,802	377	87	14,266	857	84	15,207
VII	13,790	379	72	14,241	948	62	15,251
VIII	13,523	318	65	13,906	921	63	14,890
IX	14,022	390	60	14,472	946	53	15,471
X	14,568	386	39	14,993	848	30	15,871
XI	13,765	389	39	14,193	857	12	15,062
XII	18,066	500	49	18,615	1,166	5	19,786
Total Enrollment	190,184*	5,041	970*	196,195	11,986	666	208,847

Figure 18

*Note: Pointe du Bois Special Revenue District students are included with Agassiz School Division No. 13 in the 190,184 total, since they are bussed to Lac du Bonnet.

Source: Enrollment and Transported Pupils Report, September 30, 1993 (Schools' Finance Branch) with analysis by the Boundaries Review Commission

PUBLIC SCHOOL ENROLLMENT BY REGION

YEAR	GREATER WINNIPEG (1)	RURAL (2)	NORTH (3)	TOTAL PROVINCE
Actuals				
1986/87	106,363	76,912	15,783	199,037
1987/88	107,151	76,776	15,463	199,434
1988/89	107,312	76,155	15,315	198,782
1989/90	107,034	75,637	15,053	197,724
1990/91	107,172	75,384	14,883	197,439
1991/92	107,300	75,318	14,276	196,894
1992/93	107,622	74,905	14,092	196,619
1993/94	107,365	74,805	14,025	196,195
Estimates				
1994/95	107,793	74,750	13,850	196,393
1995/96	107,880	74,667	13,791	196,338
1996/97	107,930	74,561	13,844	196,335
1997/98	107,916	74,520	13,789	196,225
Between				
1990/91 & 1997/98	+744 +0.69%	-864 -1.15%	-1,094 -7.35%	-1,214 -0.61%

* Projections are expected to be slightly over estimated based on most recently available actual statistics.

(1) GREATER WINNIPEG			
1	Winnipeg	6	St. Vital
2	St. James-Assiniboia	8	Norwood
3	Assiniboine South	9	River East
4	St. Boniface	10	Seven Oaks
5	Fort Garry	12	Transcona-Springfield
(2) RURAL DIVISIONS/DISTRICTS (including urban areas beyond Winnipeg)			
11	Lord Selkirk	25	Midland
13	Agassiz	26	Garden Valley
14	Seine River	27	Pembina Valley
15	Hanover	28	Mountain
16	Boundary	29	Tiger Hills
17	Red River	30	Pine Creek
18	Rhineland	31	Beautiful Plains
19	Morris-Macdonald	32	Turtle River
20	White Horse Plain	33	Dauphin-Ochre Area 1
21	Interlake	34	Duck Mountain
22	Evergreen	35	Swan Valley
23	Lakeshore	36	Intermountain
24	Portage la Prairie	37	Pelly Trail
38	Birdtail River		
39	Rolling River		
40	Brandon		
41	Fort la Bosse		
42	Souris Valley		
43	Antler River		
44	Turtle Mountain		
47	Western		
1696	Pointe du Bois		
2155	Pine Falls		
2316	Camp Shilo		
2408	Whiteshell		
2439	Sprague		
(3) NORTHERN DIVISIONS/DISTRICTS			
2309	Snow Lake		
2312	Lynn Lake		
2355	Mystery Lake		
2264	Churchill	2460	Leaf Rapids

Figure 19

Source: Manitoba Education and Training, Schools' Finance Branch

DIVISION/DISTRICT ENROLLMENT CHANGES

The tables on the following pages detail the changes in student population and schools for each division and district from the peak year of 1970 when students totaled almost 247,500 through 23 years to September 30, 1993 when the total was 196,195.

Please note that adjustments have been made to incorporate districts which have disappeared since 1970, into the appropriate subsequent divisions in order to make comparisons as accurate as possible.

Evaluation of student enrollment statistics for individual school divisions summarized in Figure 20 shows that only 11 divisions and districts experienced an increase in enrollment between 1970 and 1993. The other 46 all experienced net decreases.

Divisions/Districts that have increased enrollment from 1970 to 1993: (11)

Assiniboine South No. 3	71%	Fort Garry No. 5	13%
Seven Oaks No. 10	39%	Interlake No. 21	*11%
St. Vital No. 6	35%	Western No. 47	7%
Garden Valley No. 26	31%	River East No. 9	5%
Hanover No. 15	24%	Leaf Rapids No. 2460 (0 - 410) **	-
Seine River No. 14	*22%		

* The Seine River and Interlake increases are due primarily to the communities directly adjacent to Winnipeg.

** Leaf Rapids was a newly formed mining community in 1972.

Divisions/Districts that have declined 50% or more from 1970 to 1993: (12)

Churchill No. 2264	-75%	Intermountain No. 36	-56%
Shilo No. 2316	-66%	Duck Mountain No. 34	-55%
Lynn Lake No. 2312	-65%	Boundary No. 16	-53%
Pine Falls No. 2155	-63%	St. James-Assiniboia No. 2	-51%
Norwood No. 8	-57%	Sprague No. 2439	-51%
Pelly Trail No. 37	-56%	Turtle Mountain No. 44	-50%

Number of divisions/districts with increases/decreases 1970 - 1993

Enrollment Inc. or Dec.	NUMBER OF DIVISIONS / DISTRICTS						Total
	50%+	40 - 49%	30 - 39%	20 - 29%	10 - 19%	0 - 9%	
Increases	2	0	3	2	2	2	11
Decreases	12	12	13	3	3	3	46

Figure 20

NUMBER OF SCHOOLS AND ENROLLMENT COMPARISONS

1970 - 1993

School Division/District	Enrollment		Change %	Number of Schools		Change
	1970	1993		1970	1993	
Winnipeg No. 1	47,907	34,764	-27%	83	80	-3
St. James-Assiniboia No. 2	20,425	9,913	-51%	36	26	-10
Assiniboine South No. 3	4,010	6,847	+71%	10	16	+6
St. Boniface No. 4	8,958	6,051	-32%	14	16	+2
Fort Garry No. 5	6,291	7,085	+13%	12	17	+5
St. Vital No. 6	7,588	10,278	+35%	15	25	+10
Norwood No. 8	3,110	1,326	-57%	7	6	-1
River East No. 9	12,730	13,343	+5%	25	28	+3
Seven Oaks No. 10	6,731	9,363	+39%	17	22	+5
Lord Selkirk No. 11	5,189	4,731	-9%	13	13	0
Transcona-Springfield No. 12	8,569	8,395	-2%	17	23	+6
Agassiz No. 13	4,400	*1 2,943	-33%	18	13	-5
Seine River No. 14	4,223	5,144	+22%	12	18	+6
Hanover No. 15	4,531	5,608	+24%	24	15	-9
Boundary No. 16	1,632	764	-53%	9	6	-3
Red River No. 17	2,140	1,199	-44%	8	10	+2
Rhineland No. 18	1,910	1,435	-25%	13	8	-5
Morris-Macdonald No. 19	2,026	1,651	-19%	16	10	-6
White Horse Plain No. 20	1,854	1,102	-41%	19	17	-2
Interlake No. 21	3,246	3,601	+11%	18	19	+1
Evergreen No. 22	*2 3,466	1,820	-47%	10	6	-4
Lakeshore No. 23	2,747	1,544	-44%	14	9	-5
Portage la Prairie No. 24	*3 5,520	3,792	-31%	19	24	+5
Midland No. 25	2,357	1,648	-30%	14	13	-1
Garden Valley No. 26	2,130	2,798	+31%	22	11	-11
Pembina Valley No. 27	1,479	921	-38%	12	8	-4
Mountain No. 28	2,070	1,198	-42%	13	14	+1
Tiger Hills No. 29	2,052	1,257	-39%	15	13	-2
Pine Creek No. 30	2,398	1,470	-39%	14	14	0
Beautiful Plains No. 31	2,461	1,733	-30%	11	11	0
Turtle River No. 32	2,248	1,171	-48%	18	9	-9
Dauphin-Ochre No. 33	3,571	2,180	-39%	11	8	-3
Duck Mountain No. 34	2,058	930	-55%	8	6	-2
Swan Valley No. 35	3,425	2,108	-38%	10	9	-1
Intermountain No. 36	2,950	1,311	-56%	9	5	-4
Pelly Trail No. 37	2,592	1,139	-56%	10	7	-3
Birdtail River No. 38	2,873	1,520	-47%	12	11	-1
Rolling River No. 39	*4 4,016	2,302	-43%	16	16	0
Brandon No. 40	8,605	7,913	-8%	23	23	0
Fort la Bosse No. 41	3,165	1,875	-41%	19	13	-6
Souris Valley No. 42	1,700	1,181	-31%	8	8	0
Antler River No. 43	1,870	964	-48%	14	5	-9
Turtle Mountain No. 44	2,609	1,292	-50%	12	8	-4

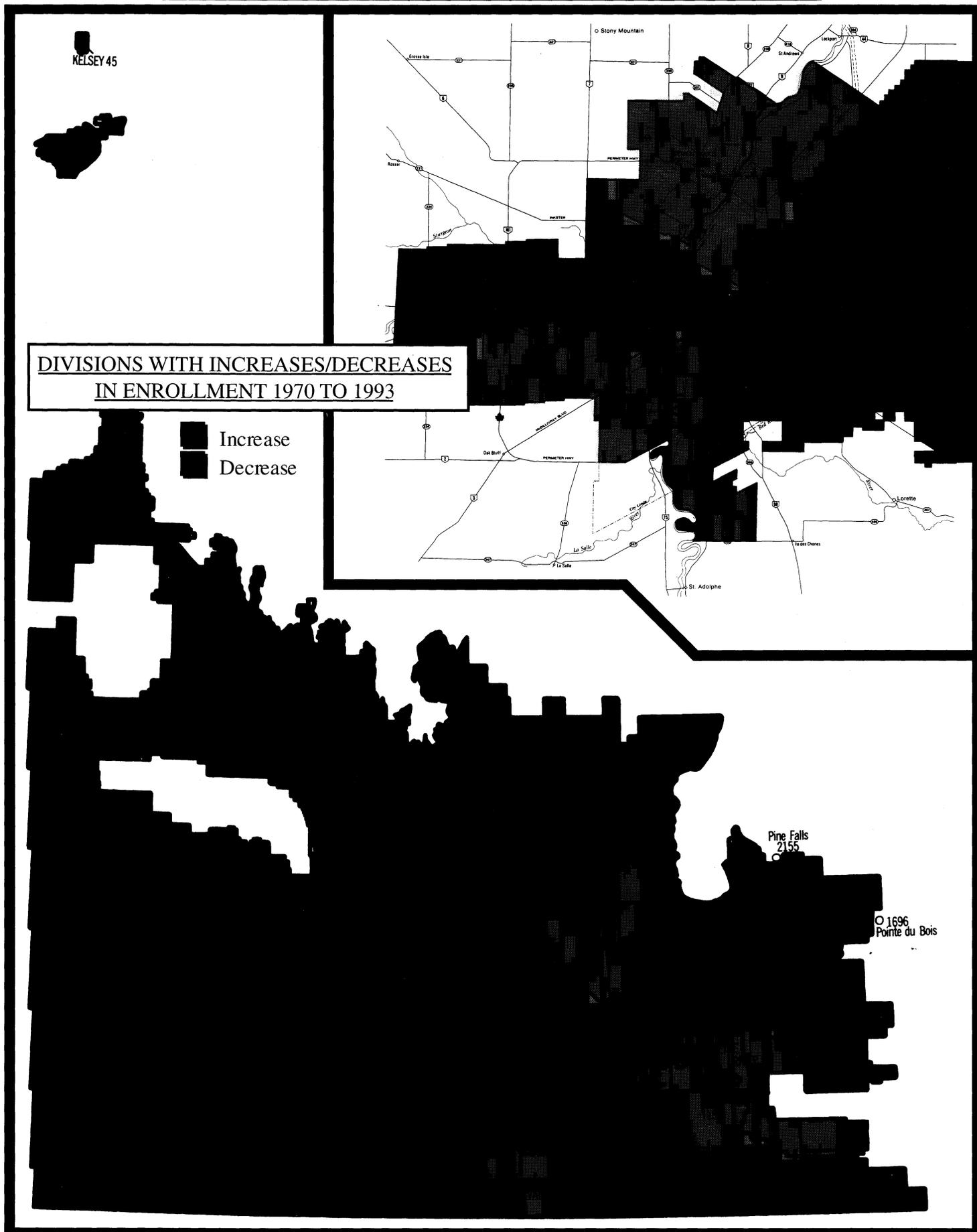
School Division/District	Enrollment		Change %	Number of Schools		Change
	1970	1993		1970	1993	
Kelsey No. 45	2,643	1,982	-25%	5	5	0
Flin Flon No. 46	2,686	1,808	-33%	9	5	-4
Western No. 47	1,321	1,413	+7%	7	5	-2
Frontier No. 48	* ⁵ 5,969	5,350	-10%	44	34	-10
SUB-TOTAL	238,399	190,163	-20%	765	688	-77
Remote School Districts						
Churchill No. 2264	* ⁶ 917	230	-75%	3	1	-2
Snow Lake No. 2309	508	268	-47%	1	1	0
Lynn Lake No. 2312	792	276	-65%	1	1	0
Mystery Lake No. 2355	4,156	3,701	-11%	5	7	+2
Sprague No. 2439	319	156	-51%	1	1	0
Leaf Rapids No. 2460	0	410	* ⁷ -	0	1	+1
SUB-TOTAL	6,692	5,041	-25%	11	12	+1
Special Revenue Schools						
Pointe du Bois No. 1696	34	* ¹ 21	-38%	1	0	-1
Pine Falls No. 2155	384	142	-63%	2	1	-1
Camp Shilo No. 2316	1,292	435	-66%	3	1	-2
Whiteshell No. 2408	651	393	-40%	4	2	-2
SUB-TOTAL	2,361	991	-58%	10	4	-6
GRAND TOTAL	247,452	196,195	-21%	786	*⁸704	*⁹-82

Figure 21

Source Documents: Superintendents' Reports, 1970; Enrollment and Transported Pupils Report, September 30, 1993 with analysis by the Boundaries Review Commission

- *1 Pointe du Bois No. 1696 is a special revenue district still technically in existence, operated by Winnipeg Hydro which pays Agassiz School Division No. 13 to educate its 21 children (1993). The students are bussed to Lac du Bonnet and the school is no longer operated at Pointe du Bois.
- *2 Goulding No. 2337 (285), a special revenue school in 1970, has been included with Evergreen School Division No. 22 for comparison purposes.
- *3 Harold Edwards No. 2340 (227), a special revenue school in 1970, has been included with Portage la Prairie School Division No. 24 for comparison purposes.
- *4 Brooke No. 2319 (202), a special revenue school in 1970, has been included with Rolling River School Division No. 39 for comparison purposes.
- *5 For comparison purposes Gypsumville No. 2461 (158), Karpaty No. 1751 (39), Fairford No. 1796 (14) and Pinemuta No. 2416 (144) which were districts in 1970 and Hillridge (264), Falcon Beach (52), Stedman (226) which were special schools in 1970 have been included in the Frontier School Division No. 48 total.
- *6 Fort Churchill No. 2317 (285) a special revenue school in 1970 has been included with Churchill District No. 2264 for comparison purposes.
- *7 Leaf Rapids was a newly formed mining community in 1972.
- *8 Total schools does not include facilities such as the Child Guidance Clinic, Prince Charles Resource Centre and Summer School in Winnipeg School Division No. 1; Educational Support Services in St. James-Assiniboia School Division No. 2; Knowles Centre Inc. and River East Continuing Education in River East School Division No. 9; and Seven Oaks Centre for Youth in Seven Oaks School Division No. 10.
- *9 Taking into account new facilities and school closures gives a net reduction of 82 schools.

DIVISIONS WITH INCREASES/DECREASES IN ENROLLMENT 1970 TO 1993



* The actual growth areas in Interlake and Seine River school divisions are primarily in centres closest to Winnipeg (e.g. Stonewall, Lorette)

Figure 22

**DIVISIONS/DISTRICTS WITH
INCREASES/DECREASES
IN ENROLLMENT 1970-1993**

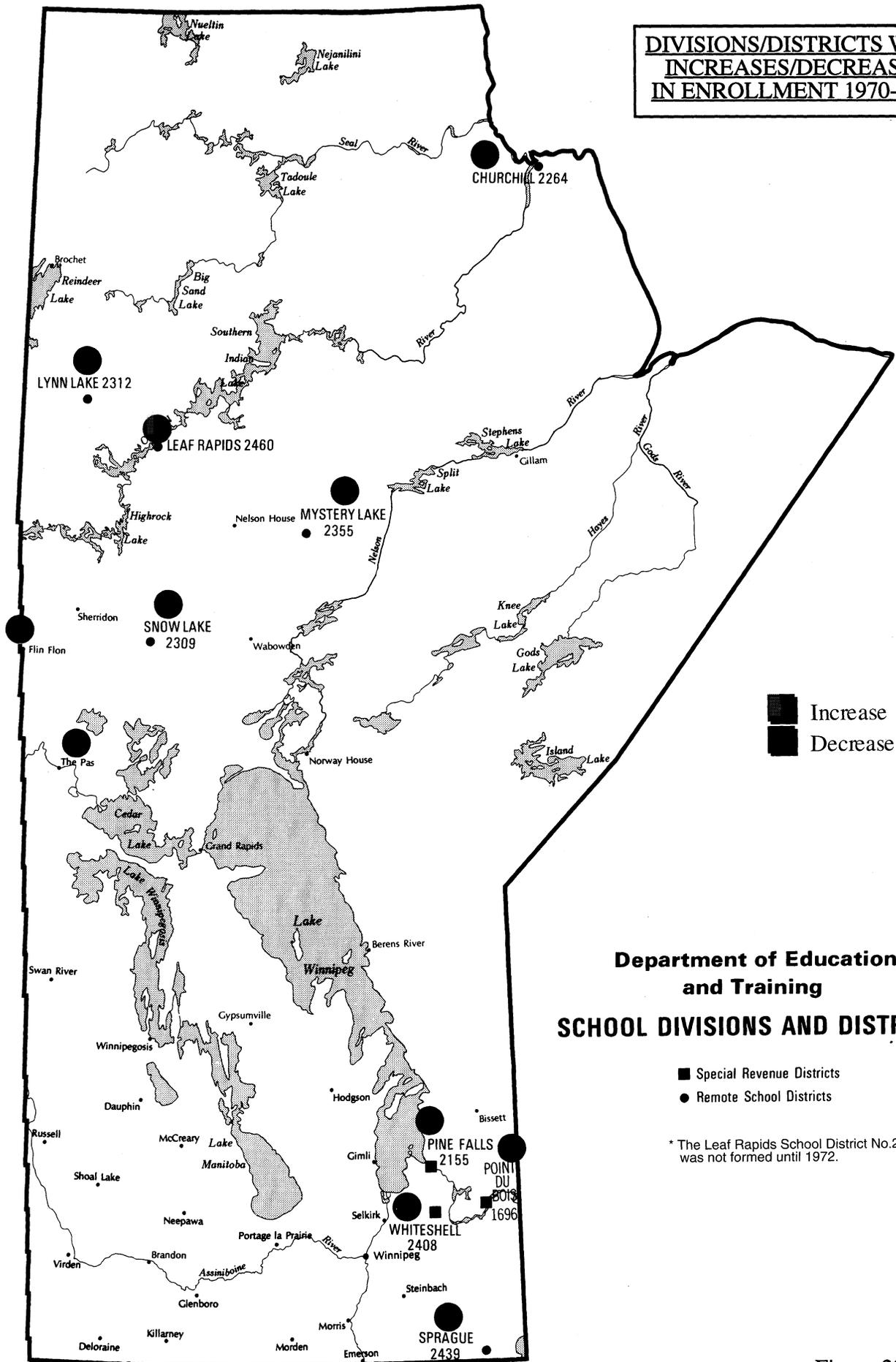


Figure 23

OBSERVATIONS ON ENROLLMENT AND SCHOOL GROWTH

Enrollment

- Student enrollment has dropped almost 21% since the peak year in 1970.
- Only 11 of 57 divisions have experienced an increase since 1970.
- 12 divisions and districts have dropped by more than 50% since 1970.
- 19 divisions /districts experienced enrollment growth in 1992 and 29 in 1993.
- 10 of the above 29 divisions/districts also experienced growth in 1992 i.e., 19 were different divisions or districts.
- 8 of the 10 above and 20 of the 29 above were divisions or districts which experienced a net decline from 1970 to 1993.

Number of schools

- The number of schools reduced from 786 in 1970 to 704 in 1993, representing a net loss of 82.
- 14 divisions/districts have more schools than they did in 1970.
- 6 of the above 14, that have more schools, have less students than they did in 1970 (St. Boniface, Transcona-Springfield, Red River, Portage la Prairie, Mountain, Mystery Lake).
- 10 divisions/districts have the same number of schools as they did in 1970.
- 33 divisions/districts have less schools than they did in 1970.
- 3 of the above 33 that have less schools, nonetheless, have more students than they did in 1970 (Hanover, Garden Valley and Western).

CONCLUSIONS ON ENROLLMENT AND SCHOOL GROWTH

- There has been substantial change in student numbers and schools since the present school divisions and districts were formulated. During the period 1970 to 1993, enrollment has dropped by 21%. There are 82 less schools, 51,257 less students, yet we have almost the same number of school divisions and districts 23 years later.
- The rate of reducing enrollment has slowed and appears to be plateauing. Only the Winnipeg area is expected to grow slightly with almost all other areas to experience varying rates of decline.
- One must use caution in utilizing any individual statistics in the absence of mitigating or complementing factors. Other such factors will be discussed in the following pages of the report.

3. SCHOOL DIVISION SIZE

Is there an optimal size for a school division?

Many have researched the topic of school division size. Most of those who have, also attempted to answer the above question. It was important for the Commission to address this apparently simple question directly since it is at the very core of a boundaries review of the existing 57 school divisions and districts in Manitoba.

When we refer to school division size, the usual measurement is the number of students enrolled. However, size must also be influenced by factors of distance, density, topography and location. These additional influencing factors are extremely important in Manitoba due to our massive geographical area, our limited and imbalanced areas of population concentration, low density factors and varied terrain.

Size is a very relative term. In heavily populated areas school divisions can be "small" at 10,000 students whereas in some rural areas "small" can mean as low as a few hundred students. A division can be very large geographically but if it has low density ratios it may still have small student numbers. Widely spaced farms mean long distances for bus routes and a greater portion of budgets spent on transportation. The difficulty in gathering reasonable numbers of students at an education centre creates programming dilemmas in many rural areas.

In seeking to address the issue of appropriate school division size, the Commission reviewed recent history throughout Canadian school divisions, with special emphasis on recent activity in Saskatchewan and Alberta due to their similarities to Manitoba. Additionally, a major component of research commissioned to Dr. Ball included a literature review of appropriate areas in Canada, the United States and beyond, to ascertain the extent, validity and pertinency of previously completed studies.

Our reviews uncovered pertinent work done in several areas of the world on the sizing topic and the Commission found the research done in Illinois, Kentucky, Minnesota and some parts of Canada to be very useful in approaching this issue. Unfortunately, Canadian research is not plentiful and there is room for future focus on this topic for Canadian universities and educational researchers.

Respecting the State of Illinois, A. Ramirez provides pertinent comments in *Size, Cost and Quality of Schools and School Districts: A Question of Context* published in: *Source Book on School and District Size, Cost and Quality*. He concluded that any type of school (small or large, urban, suburban, or rural) can achieve successful outcomes. Noting that a school is not just a building but a learning community, he pointed out that the organization within the building is more of a key element than size. School district or division size is an even more elusive variable when judging educational outcomes since the nature, will and mission of each division/district can be quite distinct. The Commission found this to be the same in Manitoba. Some divisions have the assessment base to be able to provide wider opportunities to their students; others have the assessment base but choose not to. In other cases, divisions stretch themselves to the outer limit of their financial capability in order to provide what they feel is an appropriate level of education.

New technology has the potential to reduce the significance of size but size for administrative groupings is different than size for student groupings especially when the bussing issue is considered. The Commission heard frequently and observed on a number of occasions that the bussing times and distances in rural Manitoba appear to be at their maximum limits now and that major attempts to further consolidate students and increase bussing are questionable. The optimum size for educational institutions (both schools and school divisions) must be an elastic concept related to the educational mission of the Department of Education and local boards tempered by local factors and available resources. It is also important to recognize that rationalization at the administration/school board level does not necessarily translate to major changes at the school level and certainly not necessarily to school closures.

Ramirez advised researchers and policy makers to consult with those affected by size decisions to gain perspective on the historical, cultural and political context of the affected communities. The 58 public meetings achieved this objective for the Commission - the consultation and interaction gave all members a valuable context within which to weigh all of the potential options.

In a submission to the Commission on March 15, 1994, Faculty of Education members from the University of Manitoba, Dr. Benjamin Levin and Dr. J. A. Riffel related the results of their experience and review of both the American and Canadian research on size of schools and school divisions. Quoting research performed by David Monk (United States) and Peter Coleman (Canada) to support their contention that it is difficult to find economies of scale

connected with school division size, Riffel and Levin advanced the opinion that both schools and districts should be relatively small in the interests of student achievement and well-being.

The Manitoba Teachers' Society has reviewed extensive research on this topic and presented a different view to the Commission in its brief:

"Scale greatly influences scope of education program and service delivery by Manitoba public school divisions and districts. Today, divisions which benefit from economies of scale can provide more enriched learning conditions for students, and offer more stable and enabling teaching environments for their teachers. Divisions which have lost economies of scale are unable to provide more enriched learning conditions for their students, and offer a less stable, more difficult teaching environment for teachers.

The diseconomies of scale present in most Manitoba school divisions/districts in the opening years of the 1990s have raised barriers to uniform student access to education programs and services throughout the province, and a burden on teachers striving to maintain the equality of education. Each new education jurisdiction should be viable both educationally and economically."

American examples of opposing views vis-à-vis school division size are advanced by B. Berlin in a paper presented to the annual meeting of the American Educational Association in 1989 promoting "smaller is better" and Robert F. Hall in a paper presented at the annual conference of the National Rural Education Association in 1993 supporting the move towards amalgamation and integration of school districts.

Berlin and others maintain that "people seem to learn, change, and grow in situations where they have some control, some personal influence and some efficacy". They claim that small size of both school and school districts produces superior graduates.

Hall argued the opposite view following a review of recent school district consolidation in Illinois. His literature search summarized: (1) evidence that lead the State of Illinois to offer financial incentives for school and school district consolidation; (2) research on strengths and weaknesses of large and small schools and school districts; (3) attitudes towards consolidation expressed by State Departments of Education in Minnesota, Iowa, Missouri, Kentucky, Indiana and Michigan. In Illinois, where state financial incentives are pushing small rural districts to reorganize, extensive on-site interviews were conducted with administrators, board members, teachers and others in nine school districts that had been reorganized since 1983. Hall suggested that the results point towards the advantages of reorganization and consolidation greatly outweighing the disadvantages. His review concluded that reorganized districts have provided students with a broader curriculum; teachers with increased salaries, benefits, and opportunities

to focus on fields of interest; and taxpayers with a more efficient school system. He also cautioned, however, that in some cases consolidation increased travel time and did not appear in itself to have solved financial difficulties.

Herbert J. Walberg in his publication *On Local Control: Is Bigger Better?* advanced the opinion that increasing division/district size was producing negative education indicators. He noted that from 1940 to 1990: (1) the number of U.S. school districts decreased 87% from 117,108 to 15,367 while average district enrollment increased over ten times from 217 students to 2,637; (2) the number of public schools decreased 69% from approximately 200,000 to 62,037, while average enrollment increased over 4 times from 127 students to 653; (3) the percentage of school revenues from state funding increased from 30% to 48%. During all of these changes, average state scores for grade 8 mathematics proficiency were significantly and negatively related to average school size, average district size, and percentage of educational funding paid by the state. Walberg believed that this finding was supported by other literature reviews covering research on economies and diseconomies of scale, the relationship of organizational size to efficiency in productivity, the growth of state educational bureaucracies, the influence of school size and educational outcomes, and the effects of "remote" educational funding on local control and accountability.

The foregoing examples of opinions on opposite sides of the optimal size issue are but a few of many. Even their opinions and research have been criticized and challenged subsequently by others who disagree. These are only to display the variation of opinion that exists on this matter and to provide context for the Commission's own conclusions to be discussed later.

In the section entitled *Elsewhere in Canada*, found in Chapter III of this report, details of major change evolving in almost all provinces and territories of Canada were reviewed. Virtually all changes involve reducing the number of divisions and trustees with varying emphasis on local school advisory councils and parental involvement.

Not only is the extent of change variable throughout Canada, but the methodology for achieving change also ranges from one of participatory democracy to autocratic imposition. In Alberta, we see major change being imposed by a government that campaigned on a platform of major change, was elected, and feels it has a mandate to implement substantial change directly. In Saskatchewan, we see a modified approach to achieve some changes voluntarily by utilizing financial incentives.

During the public hearing process, the Commission heard numerous opinions as to appropriate school division sizes. The majority of these opinions related to the current size of the division or district making that presentation. There was a reluctance on the part of most to being definitive in their opinions as to the non-viability of the smallest divisions. However, there was an underlying feeling that there is a need to rationalize the smallest divisions due primarily to their inability to provide a comprehensive range of educational services and the apparent inefficiencies of having school boards and administrations for very small numbers of students.

A difficulty in the research found on division/district sizes emanates from the question "How small is small?". In much of the literature and research publications, the term small is used in reference to high schools where the student population is under 500, graduating less than 100 per year. When comparing research, one must be careful in ensuring that it is applicable. The term small as used in some American research would refer to sizes of schools that in Manitoba would be deemed large. The same comparisons can be made with district and division sizes.

The most recent activity in any province of Canada that is particularly pertinent to sizing Manitoba divisions is that which has taken place in Saskatchewan over the past two years. Our westerly neighbour is very comparable in that we have a similar number of students. Although Saskatchewan is able to make much more use of its provincial land area than does Manitoba, there are comparable distance, density, climatic and rural depopulation problems.

Following publication of a consultants report on school division governance, commissioned by the Provincial Government, that did not meet with a high level of favor, the Saskatchewan School Trustees Association was challenged to articulate its own set of recommendations. A task force was established in November, 1992 and reported to the full membership in November of 1993. The task force included representation from all areas of Saskatchewan at the trustee level together with representatives from other educational groups such as teachers, school business officials, educational leaders, and the provincial department. Its core recommendations which were adopted at the November, 1993 convention included very specific references to number and size of school divisions. The summary provided at the Saskatchewan School Trustees Association convention reads in part:

"The task force recommended that there be approximately 35 public school divisions in Saskatchewan, each with a minimum enrollment of between 2,500 and 5,000 students. Exceptions to these enrollment guidelines might occur in areas where the population is sparse or dense. School divisions of this size would allow economies of scale to be realized, administrative expenses to be rationalized and a full range of services to be offered to students. They would have budgets that are large enough to provide some flexibility and enough students so that the

ongoing declining enrollment predicted for the future would not reduce them to an inefficient size. Each of these school divisions would be governed by an elected board of education responsible for educational outcomes and system operations."

The task force in recommending the reduction from 92 public boards to 35, argued that it was difficult to justify the existence of a full complement of trustees and administrators for school divisions with less than 2,500 students. Thus, they recommended that, subject to local anomalies, division minimums be between 2,500 and 5,000.

In summary then, it is obvious that there is wide ranging opinion on the merits and demerits of increasing school division size and integrating school division administrations. There are arguments well advanced on both sides of the issue. The difficulty in distilling the myriad of positions and arguments vis-à-vis school division size was evident in Dr. Ball's comments to the Commission when he said: "Is the lack of a trend a trend, or is the lack of a definitive answer a definitive answer? There are no clear answers that define the most efficient or effective school district size."

The accompanying Figure 24 depicts groupings of existing Manitoba school divisions and districts by September 30, 1993 student enrollments.

Manitoba's school divisions range in size of student enrollment from 764 to 34,764 (September 1993). The 6 remote school districts range from a low of 156 to a high of 3,701. Special revenue school districts range from 21 to 435.

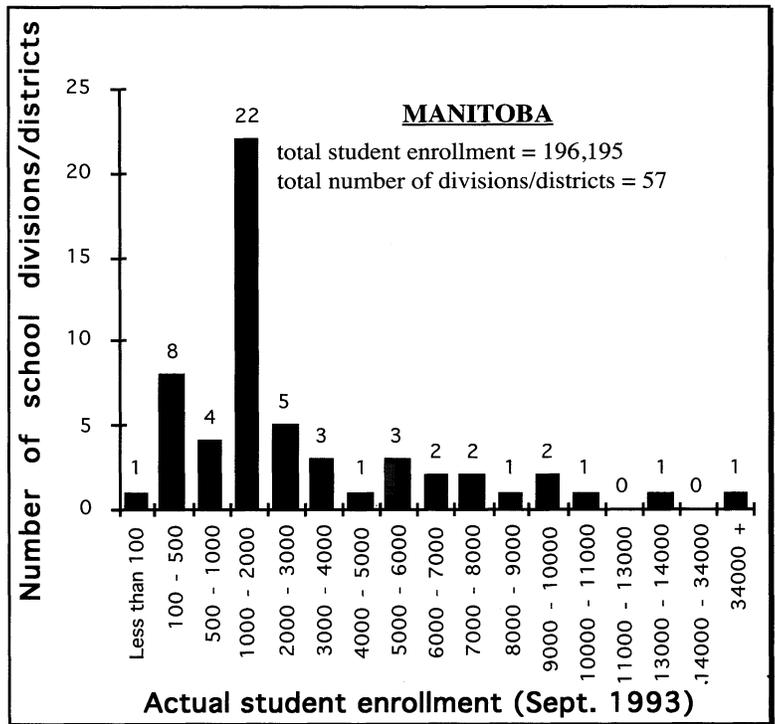


Figure 24

OBSERVATIONS ON DIVISION SIZE

- 13 out of 57 Manitoba divisions/districts have less than 1,000 students. All except Pointe du Bois have their own administration and elected school trustees.

- 38 out of 57 divisions/districts have less than 2,500 students representing 22.9% of total provincial enrollment.
- 67% (38) of the divisions/districts account for less than 23% of the students.
- 33% (19) of the divisions/districts provide for more than 77% of students.
- Research does not appear to prove conclusively the existence of optimally sized school divisions. Exclusive of numerous other factors, size alone is not a good predictor of either educational or financial effectiveness.
- The major thrust of change, especially in North America in the last ten years, has been to reduce the number of school divisions, thus increasing the size of divisions both in terms of area and enrollment.
- The research most pertinent to Manitoba on attempted optimal sizing is that of Saskatchewan where minimums of between 2,500 and 5,000 students in each division were recommended.

CONCLUSIONS ON DIVISION SIZE

- There is no optimal division size. Manitoba needs to design its divisions taking into account numerous factors inclusive of student population, number of schools, population density, community of interest, trading areas, normal transportation patterns and resources available.
- Change in the number and size of divisions does not mandate school closures. Rationalization of administration at the school board and senior management levels may change the numbers of students administered by each but should not be seen as dictating a change in the schools children attend or whether individual schools continue to exist. Students will continue to live in the same place and their most logical school choice should not be directly affected by a change in size of the division.
- Rationalization of the number of divisions and redeployment of some administrators could help the continued existence of smaller schools as opposed to closing them, by ensuring that available resources are focussed closer to the classroom level.
- Bussing in rural areas is stretched to its elastic limit. The one hour maximum used as a guideline by most divisions appears to be appropriate under the circumstances. Consideration of enlarging school divisions should be entertained only in the context of potentially consolidating or integrating administration and school boards - not in the context of increased bussing or school closures.
- It is very difficult to rationalize a board and full administration for less than 2,500 students. In fact, that minimum should range closer to the 5,000 figure were it not for distance, density and transportation limitation factors in rural areas. In urban areas, where distance is not a major consideration, division size could be much larger (in terms of enrollment) with other factors such as balance, symmetry and simplicity being more consequential in dictating eventual size and boundary locations.
- Other implications on school division size will be dealt with later under sections pertaining to cost of operation, property assessment, taxation and distance education.

4. COST OF OPERATING SCHOOL DIVISIONS/DISTRICTS

On an annual basis, Manitobans invest more than \$1.1 billion in the public school system.

The adjacent Figure 25 displays graphically that over 82.3% of expenditures are for salaries and benefits. The education system of necessity is primarily staff related and this accounts directly for over \$900 million of the \$1.1 billion in total expenditures.

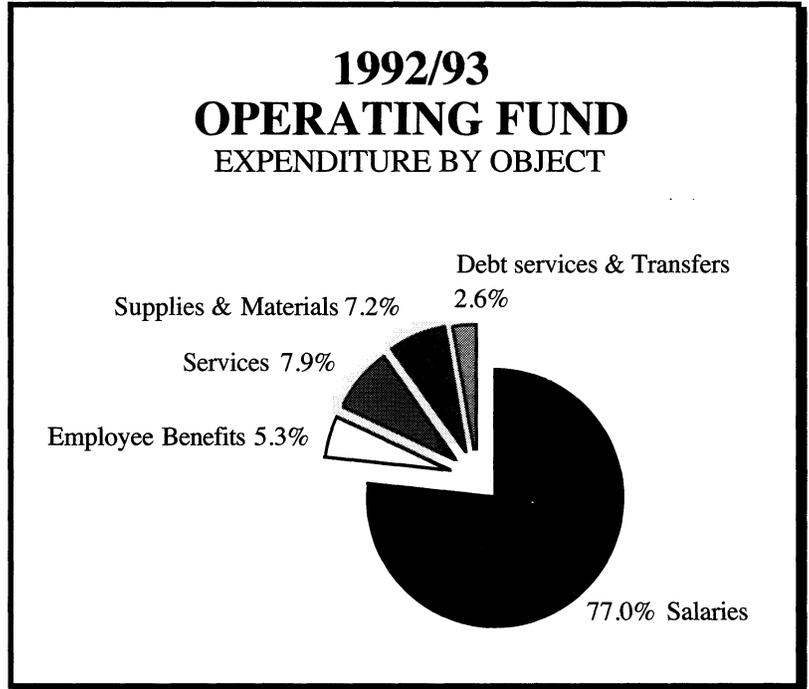


Figure 25

Figure 26 on the right displays the distribution of expenditures by function. Regular instruction consumed less than 57% of the budget; exceptional services (special needs and support services) has grown to almost 12%; transportation accounts for 4.3%; and administration 4.0%.

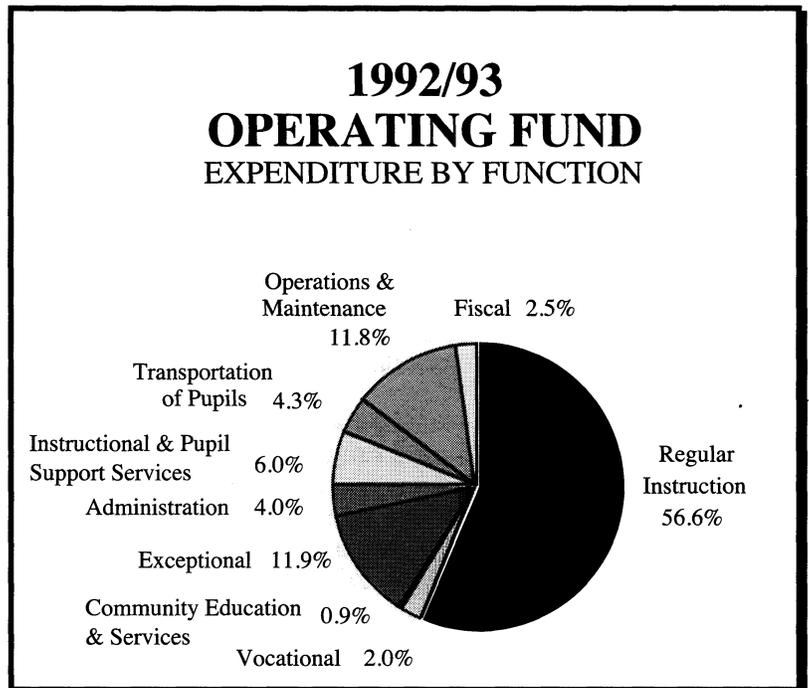


Figure 26

Source: FRAME reports, Schools' Finance Branch

1992/93 ENROLLMENTS, EXPENDITURES AND SELECTED CATEGORIES

Division / District	F.T.E.*		1992/93		Regular		Transportation		Administration	
	Enrollment	K-12	Actual		Instruction		of Pupils			
			Total**	Per Pupil	%	Per Pupil	%	Per Pupil	%	Per Pupil
Winnipeg No. 1	31,262.0		204,182,623	6,531	52.2	3,677	1.6	105	3.4	222
St. James-Assiniboia No. 2	9,636.7		55,086,617	5,716	57.9	3,689	1.3	72	3.6	204
Assiniboine South No. 3	6,640.0		37,477,997	5,644	59.5	3,361	1.7	95	4.1	229
St. Boniface No. 4	5,830.5		33,225,700	5,699	61.1	3,542	2.2	124	4.5	258
Fort Garry No. 5	6,712.0		40,608,998	6,050	56.6	3,487	1.6	95	3.7	223
St. Vital No. 6	9,859.5		51,017,496	5,174	58.7	3,074	2.3	121	3.5	180
Norwood No. 8	1,329.5		8,308,844	6,250	60.6	3,821	2.0	125	5.5	344
River East No. 9	12,811.5		68,625,643	5,357	59.4	3,306	3.2	169	3.2	172
Seven Oaks No. 10	9,152.6		51,383,232	5,614	63.0	3,597	3.6	203	3.5	195
Lord Selkirk No. 11	4,537.0		24,768,039	5,459	55.7	3,397	6.2	336	3.4	185
Transcona-Springfield No. 12	8,139.0		42,763,558	5,254	59.4	3,240	4.6	244	3.2	168
Agassiz No. 13	2,806.7		15,188,908	5,412	64.9	3,542	8.2	446	3.8	205
Seine River No. 14	4,833.9		24,394,229	5,046	62.7	3,197	7.3	369	3.2	159
Hanover No. 15	5,388.9		22,421,175	4,161	62.0	2,869	6.1	255	3.2	133
Boundary No. 16	767.1		4,908,818	6,399	52.5	3,609	11.3	724	5.5	354
Red River No. 17	1,147.0		6,359,423	5,544	57.4	3,196	8.0	446	4.9	272
Rhineland No. 18	1,361.0		6,746,340	4,957	59.4	3,121	7.3	362	5.5	275
Morris-Macdonald No. 19	1,568.7		8,209,787	5,233	59.4	3,106	9.8	512	3.7	192
White Horse Plain No. 20	1,060.0		6,155,101	5,807	61.2	3,586	7.9	461	5.7	334
Interlake No. 21	3,383.0		15,652,682	4,627	62.3	2,884	8.8	407	3.4	158
Evergreen No. 22	1,816.0		9,885,889	5,444	58.0	3,203	8.0	435	4.4	240
Lakeshore No. 23	1,511.5		8,066,598	5,337	55.0	3,305	12.6	672	4.2	224
Portage la Prairie No. 24	3,669.9		18,584,062	5,064	61.8	3,223	3.9	200	3.1	157
Midland No. 25	1,629.5		8,547,721	5,246	63.4	3,370	8.8	459	4.2	223
Garden Valley No. 26	2,684.5		12,125,609	4,517	63.3	2,993	4.2	189	4.2	189
Pembina Valley No. 27	877.7		5,343,895	6,089	59.8	3,642	11.6	706	5.3	321
Mountain No. 28	1,150.5		6,992,537	6,078	66.5	4,042	8.2	499	3.7	225
Tiger Hills No. 29	1,195.5		7,494,514	6,269	60.2	3,775	9.3	582	4.8	298
Pine Creek No. 30	1,421.0		7,314,957	5,148	62.7	3,261	11.2	577	4.3	222
Beautiful Plains No. 31	1,692.0		8,458,829	4,999	62.9	3,231	7.5	375	4.4	221
Turtle River No. 32	1,175.5		7,032,487	5,983	59.6	3,588	10.2	612	5.2	309
Dauphin-Ochre No. 33	2,198.5		11,509,485	5,235	51.3	3,185	5.3	276	4.1	217
Duck Mountain No. 34	900.5		5,344,527	5,935	59.3	3,556	9.4	558	5.3	316
Swan Valley No. 35	2,053.5		12,159,654	5,921	55.0	3,711	9.0	531	4.3	255
Intermountain No. 36	1,331.5		6,938,787	5,211	57.8	3,011	11.2	583	4.8	251
Pelly Trail No. 37	1,104.5		6,304,999	5,708	59.9	3,422	13.4	764	4.6	264
Birdtail River No. 38	1,454.0		7,817,456	5,377	58.8	3,159	11.9	641	5.3	287
Rolling River No. 39	2,223.0		12,479,804	5,614	60.1	3,408	8.3	468	5.1	289
Brandon No. 40	7,727.0		35,962,066	4,654	60.3	3,067	2.6	121	3.4	158
Fort la Bosse No. 41	1,785.0		10,540,728	5,905	57.9	3,611	9.3	548	3.7	217
Souris Valley No. 42	1,130.5		6,248,897	5,528	61.0	3,373	9.1	505	5.9	324
Antler River No. 43	981.0		5,642,373	5,752	60.3	3,470	11.2	644	6.0	343
Turtle Mountain No. 44	1,231.0		7,101,990	5,769	58.1	3,382	9.2	531	5.1	295
Kelsey No. 45	1,935.2		10,169,668	5,255	62.7	3,354	3.6	191	5.5	288
Flin Flon No. 46	1,733.5		10,101,880	5,827	61.8	3,646	1.7	97	6.3	368
Western No. 47	1,334.5		6,649,141	4,982	61.1	3,093	4.7	235	5.2	261
Frontier No. 48	4,613.0		47,707,886	10,342	40.0	4,174	8.6	889	7.4	764
Churchill No. 2264	223.0		1,661,576	7,451	59.5	4,874	3.8	281	6.7	498
Snow Lake No. 2309	292.5		2,103,272	7,191	66.2	4,759	2.1	150	7.3	524
Lynn Lake No. 2312	223.2		1,604,156	7,348	59.9	4,402	0.4	26	7.8	570
Mystery Lake No. 2355	3,706.5		21,487,392	5,797	54.6	3,338	0.4	24	5.5	321
Sprague No. 2439	126.5		1,072,924	8,482	50.9	4,316	9.0	761	7.7	657
Leaf Rapids No. 2460	379.0		2,724,148	7,188	64.3	4,624	0.7	50	6.0	434
South Wpg Technical Institute	497.0		3,261,577	6,563	-	-	-	-	12.7	835
PROVINCE	186,233.2		1,063,962,693	5,713	56.6	3,422	4.3	248	4.0	232

Figure 27

*Note: Full-time equivalent enrollment is lower than opening enrollment since kindergarten students are counted as 0.5.

**Note: Excludes Community Education and Service costs

Source: FRAME Report 1992/93 Financials - Schools' Finance Branch with analysis by Boundaries Review Commission (Portions of tables have been combined for display purposes).

SCHOOL DIVISION/DISTRICT ADMINISTRATION COSTS
1992/93 ACTUAL

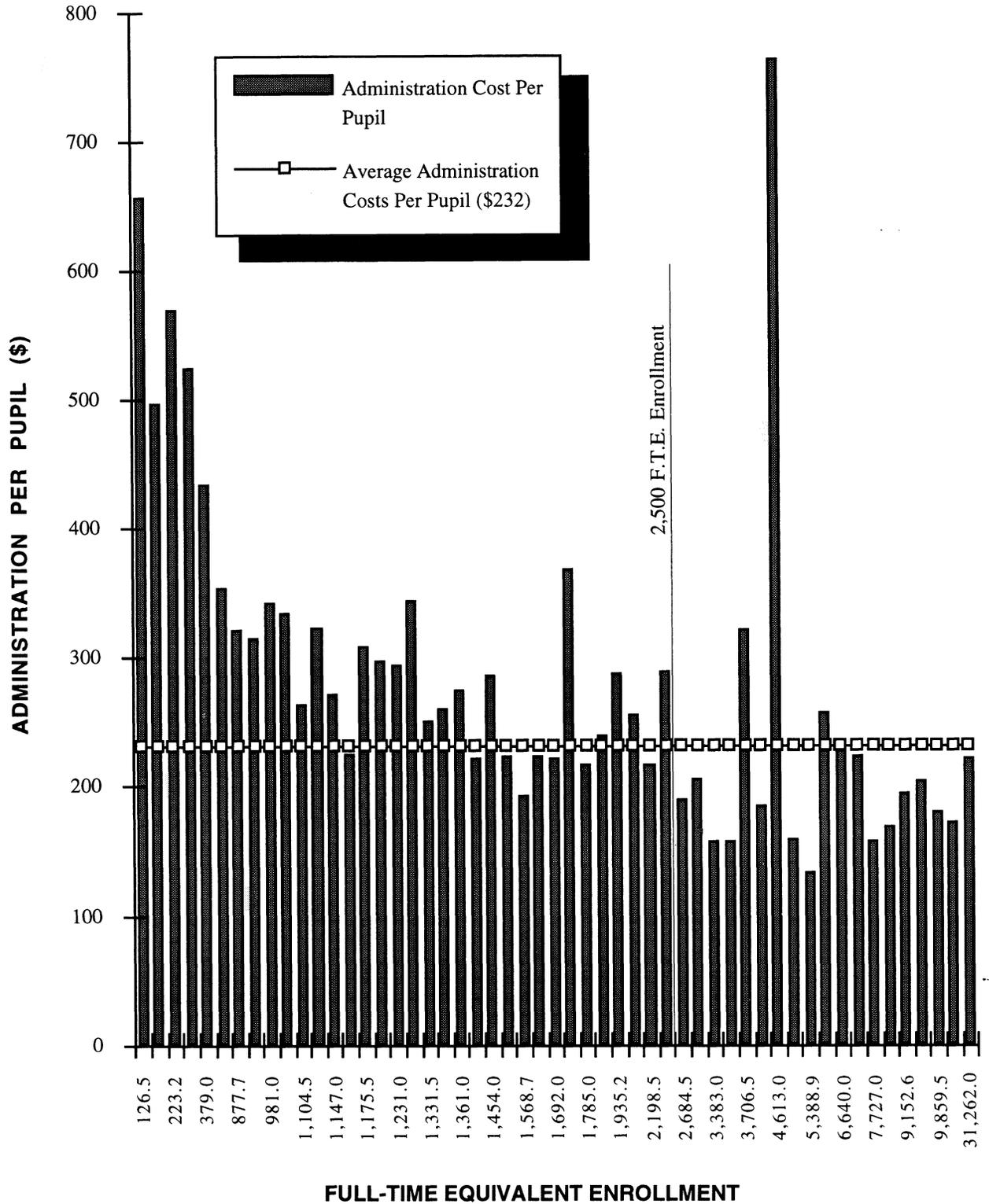


Figure 28

Source: Frame 1992/93 Financials with analysis by Boundaries Review Commission

OBSERVATIONS ON COST OF OPERATION

Based on 1992/93 school division/district actual expenditures and Figures 27 and 28 on the two preceding pages:

- School division/district budgets total approximately \$1.1 billion.
- 82.3% of total budgets were personnel costs (salaries and benefits).
- 56.6% of total budgets were directed to regular instruction.
- 4.0% of total budgets were expended on administration.
- 4.3% of total budgets were used for transportation.
- Total per pupil costs ranged from a low of \$4,161 in Hanover School Division No. 15 to \$6,531 in Winnipeg School Division No. 1 in divisions south of 53°.
- Total per pupil costs for divisions/districts north of 53°, remote districts and Frontier School Division No. 48 ranged from \$5,255 in Kelsey School Division No. 45 to \$10,342 in Frontier School Division.
- Administration costs averaged 4.0% of budgets and ranged from 3.1% in Portage la Prairie School Division No. 24 to 7.8% in Lynn Lake School District No. 2312.
- Transportation costs averaged 4.3% of budgets and ranged from 0.4% in Lynn Lake and Mystery Lake No. 2355 (Thompson) school districts to 13.4% in Pelly Trail School Division No. 37.

The desire to avoid further reductions in services causes many people to focus on administration costs in any review of public service organizations. Many in the private sector chose to rationalize management levels during the last recession. The public service including the school system, has not been immune to this process although it has appeared later in the schedule of introspection.

The Commission heard often from proponents within the system that administration accounts for less than 4% of the budget so one should not look for economies in this area. However, 4.0% of \$1.1 billion amounts to nearly \$44 million in annual costs. When the service end of an organization is suffering from fiscal pressures, it is equally important to examine the administrative costs. The majority of "people" reductions that have already taken place in the education system, are at the classroom level. As this is the primary site at which education takes place, care must be taken to provide adequate financial and professional resources to meet the

needs. Although committed educational leadership will always be required at the administrative level, there must be a balanced approach to rationalization.

When evaluating the "Administration" component of the FRAME reporting system, one must be cognizant of the fact that this is an assimilation of individual reports from divisions and districts. There is definitely potential for variations in reporting methodology and in some cases other categories of the budget need to be examined for expenditures which could be seen as administration costs, in order to address the entire administration issue.

Figure 27 displays the relationship between size of school divisions/districts (full-time equivalent enrollment) and the cost per pupil for administration (listed as category 500 in the FRAME report). It is evident that the highest costs are most concentrated in the smallest divisions and districts. Most with less than 2,500 students are above average in administration costs and the scale tends to rise the smaller the student population.

Research reviews show that cost of operation alone, whether in total or expressed as a per pupil amount is not a good predictor of either educational outcome or fiscal efficiency. It is mandatory that research go beyond mere cost per pupil statistics in evaluating size of divisions or districts. Program offering, distance and density factors, political choices of school boards, amongst other factors all directly affect operating costs. Divisions such as Pelly Trail No. 37 that are forced to spend 13.4% of their budgets on transportation alone should not be compared directly to districts that spend 0.4% on bussing. Winnipeg School Division No. 1 with the highest cost per pupil in southern Manitoba must be evaluated in the context of the unique circumstances under which it operates.

CONCLUSIONS ON COST OF OPERATION

- Cost per pupil alone is not a good predictor of either fiscal efficiency or educational outcome.
- There is no consistent empirical relationship between the size of division in terms of enrollment and cost of operation. However the largest concentration of higher administration costs expressed on a per pupil basis is in divisions and districts with less than 2,500 students.
- Generally speaking, administration costs are higher in the smallest divisions and districts, but there are exceptions that require individual investigation.

5. PROPERTY ASSESSMENT AND TAXATION

Public education is financed primarily by a combination of property tax and general provincial revenues. Property tax is collected via municipal tax bills and consists of two portions:

- (1) Education Support Levy (ESL) - A general province-wide mill rate assessed on all taxable property excluding farmland. It is specified on each property tax bill issued by a municipality, collected by the municipality and paid to the Province.
- (2) Special Levy (SL) - A school division/district specific levy determined by the local school board after considering its primary sources of revenue (provincial grants) compared to its approved budget. It is assessed on all taxable property including farmland, detailed on the municipal tax bill, collected by the municipality and paid directly to the school division/district.

The following figure details the sources of revenue for the 1993/94 school year:

SOURCES OF FUNDING FOR PUBLIC SCHOOLS		
1993/94 SCHOOL YEAR OPERATING EXPENDITURES		
Property taxes		%
Prov. Education Support Levy	<u>\$188,700,000</u>	
Local Special Levy	<u>\$309,200,000</u>	
Subtotal from property taxation	<u>\$497,900,000</u>	45%
Provincial government general revenue	<u>\$486,800,000</u>	44%
Use of school division surpluses	<u>\$11,700,000</u>	1%
Other provincial revenue	<u>\$44,700,000</u>	4%
Other non-provincial revenue	<u>\$58,600,000</u>	6%
		<hr/>
FUNDING FOR 1993/94 SCHOOL YEAR*	<u>\$1,099,700,000</u>	100%

Figure 29

*Note: Excludes capital support of \$60.6 million. Figures have been rounded.

Source: 1993/94 preliminary school division financial statements

SPECIAL REVENUE DISTRICTS

There are three districts remaining where operation and funding reflect unique circumstances. In each case it is due to the existence of a company or utility which funds education rather than the traditional assessment base and taxation structure. For example, in Pine Falls School District No. 2155 funding came from Abitibi-Price Inc. as the major employer in the community. With the sale of the mill to local interests there may be an opportunity to entertain new options in this area. In Pinawa, the primary employer is Atomic Energy of Canada Ltd. and the town site forms the base of the Whiteshell Special Revenue District No. 2408. Winnipeg Hydro owns and operates a dam site at Pointe du Bois and is responsible for education of local children. While the school is no longer operated, Winnipeg Hydro provides transportation via its own bus to Lac du Bonnet in neighbouring Agassiz School Division No. 13. A residual fee charge, calculated by the Agassiz School Division is paid directly by Winnipeg Hydro. Agassiz School Division receives regular grants from the province on behalf of all students. In the cases of Pine Falls and Pinawa, the Schools' Finance Branch of the Department of Education and Training computes modified grants based on the special financial arrangements with the major employers.

OTHER SPECIAL FINANCIAL ARRANGEMENTS

There are specially negotiated agreements with mining companies in some northern communities where regular school divisions or districts exist.

Examples of these include:

- International Nickel Company in Thompson
- Hudson's Bay Mining and Smelting in Flin Flon and Snow Lake.

Any changes to the delivery system for education must be sensitive to these existing agreements and it will be necessary to review them if such changes implicate financial matters.

TOTAL ASSESSMENT PER DIVISION/DISTRICT

The smallest divisions or districts with very low assessment have extreme difficulty raising sufficient funds to establish a budget if they want to provide a reasonable range of education services.

Portioned assessment* totals range from just over \$2 million in Lynn Lake to over \$4 billion in Winnipeg School Division No. 1. The local special levy mill rates range from a low of 9.84 to a

* Portioned assessment is the fraction of total market value assessment of property used for taxation purposes, established by the Provincial Government as a method of buffering the effects of implementing the market value based assessment system.

high of 90.80. Obviously, absolute comparisons are difficult and a more appropriate system is needed to evaluate this issue.

Some knowledgeable people in the field of education finance argued that a school division with less than \$100 million in available portioned assessment is not in a position to provide a full range of education services. In Manitoba, 12 regular divisions/districts have less than \$100 million in assessment. (see Figure 30) Additionally, the Francophone School Division does not have its own assessment - it depends on the assessment of contributing home divisions; Pine Falls and Pointe du Bois have no assessment; Whiteshell (Pinawa) Special Revenue District has \$20,994,280.

<u>DIVISIONS/DISTRICTS WITH 1994 ASSESSMENT UNDER \$100 MILLION</u> (portioned and including farmland)			
<u>DIVISION/DISTRICT</u>	<u>ASSESSMENT</u>	<u>DIVISION/DISTRICT</u>	<u>ASSESSMENT</u>
Boundary No. 16	\$84,224,450	Frontier No. 48	\$46,865,830
Pembina Valley No. 27	\$84,399,000	Churchill No. 2264	\$17,022,870
Mountain No. 28	\$88,231,690	Snow Lake No. 2309	\$6,035,400
Turtle River No. 32	\$72,308,930	Lynn Lake No. 2312	\$2,198,010
Duck Mountain No. 34	\$40,241,300	Sprague No. 2439	\$10,667,010
Flin Flon No. 46	\$75,569,210	Leaf Rapids No. 2460	\$15,485,020

Figure 30

ASSESSMENT PER PUPIL

As long as property tax is used as a basis for a part of education funding, a system is needed to compare and contrast the ability of divisions/districts to pay education taxes. One of the better methods is to use a factor of available market value assessment per pupil. At least this gives an indication of the relative wealth of each area, measured against the number of students they are educating. However, it has its faults too, since one can be asset rich and cash poor. A highly assessed property that does not generate cash flow does not help the owner pay taxes. This underlines one of the detriments of property tax as a source of education funding. Nonetheless, the following Figure 31 shows the available (portioned) market value assessment per pupil listed by existing school division/district in descending order. It ranges from a low of \$8,496 to a high of \$157,872. It is very easy to see why school divisions at the low end of the scale would have difficulty competing with any of its neighbours at the high end of the scale. Because of pressure to keep mill rates 'in line', the majority are in the 10 to 20 range but the ability to raise revenue and the widely varying amounts that can be raised by each mill in different areas makes it very difficult for equity to be achieved.

1994 PORTIONED ASSESSMENT PER PUPIL
(Sorted in descending order of assessment per pupil)

DIVISION/DISTRICT	1994 PORTIONED ASSESSMENT	1993/94 ELIGIBLE STUDENT ENROLLMENT*	ASSESSMENT PER PUPIL
Fort Garry No. 5	\$1,070,609,990	6,781.5	\$157,872
St. James - Assiniboia No. 2	1,479,992,370	9,390.1	157,612
Norwood No. 8	193,514,840	1,238.1	156,300
Evergreen No. 22	258,893,970	1,742.2	148,602
Winnipeg No. 1	4,183,491,940	30,582.5	136,794
Antler River No. 43	125,156,270	931.0	134,432
Assiniboine South No. 3	859,796,470	6,591.9	130,432
Fort la Bosse No. 41	207,979,920	1,727.6	120,387
Agassiz No. 13	327,339,290	2,728.4	119,975
Morris-Macdonald No. 19	190,218,180	1,585.7	119,958
Lord Selkirk No. 11	538,077,970	4,506.8	119,392
Boundary No. 16	84,224,450	715.4	117,731
White Horse Plain No. 20	120,328,060	1,044.2	115,235
St. Boniface No. 4	665,687,250	5,782.5	115,121
Portage la Prairie No. 24	379,496,670	3,578.1	106,061
Red River No. 17	120,895,900	1,140.8	105,975
Birdtail River No. 38	144,339,030	1,366.7	105,611
Souris Valley No. 42	119,170,970	1,132.5	105,228
Midland No. 25	162,893,240	1,587.4	102,616
Beautiful Plains No. 31	168,765,220	1,666.4	101,275
Pelly Trail No. 37	103,140,440	1,023.1	100,812
Brandon No. 40	747,026,840	7,424.2	100,621
Rolling River No. 39	209,523,670	2,119.0	98,879
St. Vital No. 6	932,044,010	9,710.6	95,982
Tiger Hills No. 29	114,797,850	1,203.7	95,371
Pembina Valley No. 27	84,399,000	886.1	95,248
Transcona-Springfield No. 12	764,682,830	8,093.5	94,481
Seven Oaks No. 10	838,793,070	9,033.1	92,858
Interlake No. 21	306,318,680	3,345.6	91,559
River East No. 9	1,167,385,960	12,792.7	91,254
Intermountain No. 36	115,309,170	1,268.5	90,902
Turtle Mountain No. 44	111,174,180	1,244.2	89,354
Rhineland No. 18	123,221,580	1,382.5	89,130
Western No. 47	114,980,950	1,353.2	84,970
Pine Creek No. 30	119,505,090	1,408.5	84,846
Dauphin-Ochre Area No. 1	171,255,090	2,083.8	82,184
Mountain No. 28	88,231,690	1,148.0	76,857
Churchill No. 2264	17,022,870	221.5	76,853
Kelsey No. 45	137,785,790	1,884.3	73,123
Swan Valley No. 35	140,971,580	1,940.8	72,636
Sprague Consolidated No. 2439	10,667,010	147.0	72,565
Lakeshore No. 23	103,862,080	1,456.6	71,304
Seine River No. 14	347,376,780	4,921.0	70,591
Garden Valley No. 26	189,192,980	2,714.4	69,700
Hanover No. 15	368,343,910	5,386.7	68,380
Turtle River No. 32	72,308,930	1,134.9	63,714
Mystery Lake No. 2355	176,636,150	3,476.5	50,809
Flin Flon No. 46	75,569,210	1,582.0	47,768
Duck Mountain No. 34	40,241,300	847.5	47,482
Leaf Rapids No. 2460	15,485,020	394.2	39,282
Snow Lake No. 2309	6,035,400	252.6	23,893
Frontier No. 48	46,865,830	2,467.2	18,996
Lynn Lake No. 2312	2,198,010	258.7	8,496
PROVINCIAL TOTAL	19,263,224,950	180,426.0	106,765

Figure 31

*Note: 1993/94 Eligible Enrollment is actual at September 30, 1993; Eligible Enrollment excludes special revenue districts, nursery students, federally funded students and counts kindergarten as 0.5.

Source: Schools' Finance Branch

1994 PORTIONED ASSESSMENT BY SCHOOL DIVISION

DIVISION/DISTRICT	RESIDENTIAL	FARM	OTHER	TOTAL
Winnipeg No. 1	\$2,098,157,430	\$1,811,360	\$2,083,523,150	\$4,183,491,940
St. James - Assiniboia No. 2	840,094,860	6,544,110	633,353,400	1,479,992,370
Assiniboine South No. 3	759,095,410	7,090,720	93,610,340	859,796,470
St. Boniface No. 4	448,319,800	3,956,800	213,410,650	665,687,250
Fort Garry No. 5	642,600,220	3,224,310	424,785,460	1,070,609,990
St. Vital No. 6	774,614,700	8,511,100	148,918,210	932,044,010
Norwood No. 8	126,158,920	0	67,355,920	193,514,840
River East No. 9	1,017,245,660	8,315,730	141,824,570	1,167,385,960
Seven Oaks No. 10	686,716,450	8,878,580	143,198,040	838,793,070
Lord Selkirk No. 11	411,963,970	33,389,620	92,724,380	538,077,970
Transcona-Springfield No. 12	487,088,160	42,944,310	234,650,360	764,682,830
Agassiz No. 13	207,058,390	51,027,210	69,253,690	327,339,290
Seine River No. 14	246,779,470	44,728,680	55,868,630	347,376,780
Hanover No. 15	210,913,120	62,292,920	95,137,870	368,343,910
Boundary No. 16	27,973,680	42,073,740	14,177,030	84,224,450
Red River No. 17	44,453,840	53,530,170	22,911,890	120,895,900
Rhineland No. 18	49,330,510	43,914,540	29,976,530	123,221,580
Morris-Macdonald No. 19	64,922,750	77,926,920	47,368,510	190,218,180
White Horse Plain No. 20	57,041,000	41,003,100	22,283,960	120,328,060
Interlake No. 21	164,362,130	77,438,300	64,518,250	306,318,680
Evergreen No. 22	174,760,470	32,420,130	51,713,370	258,893,970
Lakeshore No. 23	49,161,480	39,814,980	14,885,620	103,862,080
Portage la Prairie No. 24	180,466,740	70,818,050	128,211,880	379,496,670
Midland No. 25	56,448,050	89,268,930	17,176,260	162,893,240
Garden Valley No. 26	92,069,080	48,499,800	48,624,100	189,192,980
Pembina Valley No. 27	23,406,620	48,354,930	12,637,450	84,399,000
Mountain No. 28	25,435,850	44,803,380	17,992,460	88,231,690
Tiger Hills No. 29	35,465,540	57,445,590	21,886,720	114,797,850
Pine Creek No. 30	37,541,170	48,274,320	22,689,600	119,505,090
Beautiful Plains No. 31	62,347,860	51,336,150	55,081,210	168,765,220
Turtle River No. 32	29,770,170	33,521,910	9,016,850	72,308,930
Dauphin-Ochre Area No. 1	99,931,110	27,269,430	44,054,550	171,255,090
Duck Mountain No. 34	18,553,470	18,857,280	2,830,550	40,241,300
Swan Valley No. 35	67,528,510	45,713,250	27,729,820	140,971,580
Intermountain No. 36	44,190,820	53,348,010	17,770,340	115,309,170
Pelly Trail No. 37	37,582,220	45,487,980	20,070,240	103,140,440
Birdtail River No. 38	35,831,110	61,309,710	47,198,210	144,339,030
Rolling River No. 39	89,069,340	60,748,690	59,705,640	209,523,670
Brandon No. 40	439,638,020	20,577,300	286,811,520	747,026,840
Fort la Bosse No. 41	54,109,400	64,016,950	89,853,570	207,979,920
Souris Valley No. 42	33,088,060	54,220,920	31,861,990	119,170,970
Antler River No. 43	30,537,800	66,324,420	28,294,050	125,156,270
Turtle Mountain No. 44	45,482,530	48,447,420	17,244,230	111,174,180
Kelsey No. 45	77,042,930	7,901,820	52,841,040	137,785,790
Flin Flon No. 46	54,977,600	0	20,591,610	75,569,210
Western No. 47	66,119,470	20,235,360	28,626,120	114,980,950
Frontier No. 48	26,958,770	5,224,560	14,682,500	46,865,830
Churchill No. 2264	7,101,700	4,020	9,917,150	17,022,870
Snow Lake No. 2309	4,609,490	3,900	1,422,010	6,035,400
Lynn Lake No. 2312	1,168,170	0	1,029,840	2,198,010
Mystery Lake No. 2355	123,945,770	0	52,690,380	176,636,150
Sprague Consolidated No. 2439	4,553,760	2,621,970	3,491,280	10,667,010
Leaf Rapids No. 2460	6,591,990	8,550	8,884,480	15,485,020
PROVINCIAL TOTAL	11,500,375,540	1,785,481,930	5,977,367,480	19,263,224,950
NL - L.G.D. of Pinawa	19,283,660	222,750	1,487,870	20,994,280
NL - Not in any division	4,423,030	6,821,850	19,956,000	31,200,880
Including L.G.D. of Pinawa	11,524,082,230	1,792,526,530	5,998,811,350	19,315,420,110
Excluding L.G.D. of Pinawa	11,504,798,570	1,792,303,780	5,997,323,480	19,294,425,830

Figure 32

Source: Schools' Finance Branch

1994 EDUCATION SUPPORT LEVY BY SCHOOL DIVISION

DIVISION/DISTRICT	RESIDENTIAL 7.920 MILLS	FARM 0.00 MILLS	OTHER 18.060 MILLS	TOTAL
Winnipeg No. 1	\$16,617,407	0	\$37,628,428	\$54,245,835
St. James - Assiniboia No. 2	6,653,551	0	11,438,362	18,091,914
Assiniboine South No. 3	6,012,036	0	1,690,603	7,702,638
St. Boniface No. 4	3,550,693	0	3,854,196	7,404,889
Fort Garry No. 5	5,089,394	0	7,671,625	12,761,019
St. Vital No. 6	6,134,948	0	2,689,463	8,824,411
Norwood No. 8	999,179	0	1,216,448	2,215,627
River East No. 9	8,056,586	0	2,561,352	10,617,937
Seven Oaks No. 10	5,438,794	0	2,586,157	8,024,951
Lord Selkirk No. 11	3,262,755	0	1,674,602	4,937,357
Transcona-Springfield No. 12	3,857,738	0	4,237,786	8,095,524
Agassiz No. 13	1,639,902	0	1,250,722	2,890,624
Seine River No. 14	1,954,493	0	1,008,987	2,963,481
Hanover No. 15	1,670,432	0	1,718,190	3,388,622
Boundary No. 16	221,552	0	256,037	477,589
Red River No. 17	352,074	0	413,789	765,863
Rhineland No. 18	390,698	0	541,376	932,074
Morris-Macdonald No. 19	514,188	0	855,475	1,369,663
White Horse Plain No. 20	451,765	0	402,448	854,213
Interlake No. 21	1,301,748	0	1,165,200	2,466,948
Evergreen No. 22	1,384,103	0	933,943	2,318,046
Lakeshore No. 23	389,359	0	268,834	658,193
Portage la Prairie No. 24	1,429,297	0	2,315,507	3,744,803
Midland No. 25	447,069	0	310,203	757,272
Garden Valley No. 26	729,187	0	878,151	1,607,338
Pembina Valley No. 27	185,380	0	228,232	413,613
Mountain No. 28	201,452	0	324,944	526,396
Tiger Hills No. 29	280,887	0	395,274	676,161
Pine Creek No. 30	297,326	0	608,434	905,760
Beautiful Plains No. 31	493,795	0	994,767	1,488,562
Turtle River No. 32	235,780	0	162,844	398,624
Dauphin-Ochre Area No. 1	791,454	0	795,625	1,587,080
Duck Mountain No. 34	146,943	0	51,120	198,063
Swan Valley No. 35	534,826	0	500,801	1,035,626
Intermountain No. 36	349,991	0	320,932	670,924
Pelly Trail No. 37	297,651	0	362,469	660,120
Birdtail River No. 38	283,782	0	852,400	1,136,182
Rolling River No. 39	705,429	0	1,078,284	1,783,713
Brandon No. 40	3,481,933	0	5,179,816	8,661,749
Fort la Bosse No. 41	428,546	0	1,622,755	2,051,302
Souris Valley No. 42	262,057	0	575,428	837,485
Antler River No. 43	241,859	0	510,991	752,850
Turtle Mountain No. 44	360,222	0	311,431	671,652
Kelsey No. 45	610,180	0	954,309	1,564,489
Flin Flon No. 46	435,423	0	371,884	807,307
Western No. 47	523,666	0	516,988	1,040,654
Frontier No. 48	213,513	0	265,166	478,679
Churchill No. 2264	56,245	0	179,104	235,349
Snow Lake No. 2309	36,507	0	25,682	62,189
Lynn Lake No. 2312	9,252	0	18,599	27,851
Mystery Lake No. 2355	981,650	0	951,588	1,933,239
Sprague Consolidated No. 2439	36,066	0	63,053	99,118
Leaf Rapids No. 2460	52,209	0	160,454	212,662
PROVINCIAL TOTAL	91,082,974	0	107,951,257	*199,034,231
NL - L.G.D. of Pinawa	0	0	0	0
NL - Not in any division	35,030	0	360,405	395,436
Including L.G.D. of Pinawa	91,118,001	0	108,311,660	199,429,661
Excluding L.G.D. of Pinawa	91,118,001	0	108,311,660	199,429,661

Figure 33

*Note: This represents calendar year 1994. A school year bridges 2 calendar years and mill rates.
Source: Schools' Finance Branch

1994 PORTIONED ASSESSMENT, SPECIAL LEVY, AND MILL RATES
(includes assessment for farm land and outbuildings)

DIVISION/DISTRICT	ASSESSMENT	SPECIAL LEVY	MILL RATE
Winnipeg No. 1	\$4,183,491,940	\$84,964,600	20.31
St. James - Assiniboia No. 2	1,479,992,370	19,995,261	13.51
Assiniboine South No. 3	859,796,470	14,389,055	16.74
St. Boniface No. 4	665,687,250	10,001,431	15.02
Fort Garry No. 5	1,070,609,990	17,520,444	16.36
St. Vital No. 6	932,044,010	14,940,991	16.03
Norwood No. 8	193,514,840	2,841,095	14.68
River East No. 9	1,167,385,960	18,483,867	15.83
Seven Oaks No. 10	838,793,070	14,686,847	17.51
Lord Selkirk No. 11	538,077,970	5,851,001	10.87
Transcona-Springfield No. 12	764,682,830	11,010,997	14.40
Agassiz No. 13	327,339,290	3,903,957	11.93
Seine River No. 14	347,376,780	5,113,850	14.72
Hanover No. 15	368,343,910	3,625,484	9.84
Boundary No. 16	84,224,450	1,354,758	16.09
Red River No. 17	120,895,900	1,463,285	12.10
Rhineland No. 18	123,221,580	1,342,872	10.90
Morris-Macdonald No. 19	190,218,180	2,335,893	12.28
White Horse Plain No. 20	120,328,060	1,759,574	14.62
Interlake No. 21	306,318,680	3,342,801	10.91
Evergreen No. 22	258,893,970	3,182,401	12.29
Lakeshore No. 23	103,862,080	1,252,317	12.06
Portage la Prairie No. 24	379,496,670	4,838,679	12.75
Midland No. 25	162,893,240	2,496,300	15.32
Garden Valley No. 26	189,192,980	2,312,583	12.22
Pembina Valley No. 27	84,399,000	1,700,399	20.15
Mountain No. 28	88,231,690	1,676,402	19.00
Tiger Hills No. 29	114,797,850	2,177,315	18.97
Pine Creek No. 30	119,505,090	1,683,000	14.08
Beautiful Plains No. 31	168,765,220	2,302,585	13.64
Turtle River No. 32	72,308,930	1,078,126	14.91
Dauphin-Ochre Area No. 1	171,255,090	2,405,147	14.04
Duck Mountain No. 34	40,241,300	814,151	20.23
Swan Valley No. 35	140,971,580	2,529,203	17.94
Intermountain No. 36	115,309,170	1,640,849	14.23
Pelly Trail No. 37	103,140,440	1,863,855	18.07
Birdtail River No. 38	144,339,030	2,318,523	16.06
Rolling River No. 39	209,523,670	3,205,019	15.30
Brandon No. 40	747,026,840	8,795,300	11.77
Fort la Bosse No. 41	207,979,920	3,430,322	16.49
Souris Valley No. 42	119,170,970	2,010,031	16.87
Antler River No. 43	125,156,270	2,225,539	17.78
Turtle Mountain No. 44	111,174,180	2,542,576	22.87
Kelsey No. 45	137,785,790	2,095,574	15.21
Flin Flon No. 46	75,569,210	2,298,707	30.42
Western No. 47	114,980,950	2,015,900	17.53
Frontier No. 48	46,865,830	692,646	14.78
Churchill No. 2264	17,022,870	375,000	22.03
Snow Lake No. 2309	6,035,400	548,010	90.80
Lynn Lake No. 2312	2,198,010	87,259	39.70
Mystery Lake No. 2355	176,636,150	3,560,796	20.16
Sprague Consolidated No. 2439	10,667,010	178,772	16.76
Leaf Rapids No. 2460	15,485,020	795,713	51.39
SCHOOL DIVISION TOTAL	19,263,224,950	310,057,062	16.10
NL - Not in any school division	31,200,880	-	-
PROVINCIAL TOTAL	19,294,425,830	-	-

Figure 34

Source: Schools' Finance Branch

OBSERVATIONS ON PROPERTY ASSESSMENT AND TAXATION

- For the 1993/94 school year, 45% of funding for school divisions and districts was raised by property taxes with 44% of funding emanating from consolidated provincial revenue. The remaining 11% came from other provincial, non-provincial sources and school division surpluses.
- The Education Support Levy, applicable to all but farm property, is collected uniformly at a rate of 7.920 mills on residential, 18.060 mills on other (commercial) and raised \$199.4 million in calendar 1994.
- The Special Levy is applied to all assessment including farmland. It is division/district specific, ranging from 9.84 to 90.80 mills and raised \$310.0 million in calendar 1994. The majority of rates fall between 10 and 20 mills.
- There is \$31,200,880 worth of assessed property that is not in any school division at the present time and no special levy is collected on those properties (although the provincial education support levy is collected). At the average mill rate of 16.10 in 1994 this translates to over \$502,000 in potential revenue for school divisions and is an inequity in taxation.
- Residents and owners of property within parks do not pay education taxes on an equal basis with other property owners. This anomaly is particularly troublesome to residents in a municipality paying full education taxes with neighbours paying only a rental or park fee.

CONCLUSIONS ON PROPERTY ASSESSMENT AND TAXATION

- If property tax continues to be a basis for partial education funding then application should be made more uniform i.e., all property should be allocated to school divisions and property within parks should be assessed and taxed on a similar basis.
- At least 12 existing school divisions and districts have low assessments (under \$100 million) and pupil counts (8 with under 1,000) that make it very difficult to provide a full range of education services economically unless there is a disproportionate infusion of provincial funds or a very high special levy.
- Contemplation of any change of division/district groupings or boundaries must respect the unique financial arrangements found in locations where major employers have local arrangements e.g., Pinawa, Pine Falls, Pointe du Bois, Thompson, Snow Lake, Flin Flon.
- Any attempts to rationalize school divisions and districts should contemplate narrowing the present wide disparity in available assessment per pupil, assuming property tax remains as a funding source.
- Property assessment as a source for education funding has been questioned on the basis of a general social service being financed by property taxes. The replacement of property tax as a source for education funding would require a sales tax increase of more than 5%, a personal income tax rate increase of over 16% or some other combination. The Commission respects the difficult dilemma this creates for any government in determining its taxation policy.

6. SCHOOL DIVISION / MUNICIPAL BOUNDARIES

At the present time there are 57 school divisions and districts and 202 municipalities in the province of Manitoba. Only portions of existing school division boundaries match those of municipalities. In fact, there are literally dozens of sets of boundaries in Manitoba, each designed for their own purpose, but providing services to or affecting the same people. An evaluation of the multiplicity of boundaries results in only one commonality - that is the majority of existing sets of service boundaries are built on the smallest of building blocks - municipalities. However, very few match sufficiently to minimize confusion.

If more attention were paid to attempting to match service boundaries, they would become more recognizable and frustration would be reduced. It is not uncommon at the present time to converse with a property owner who questions the logic of different tax levels on pieces of similarly assessed property directly adjacent to each other. This happens frequently because school divisions contain or bridge an average of four municipalities, and since school division boundaries also dissect municipalities, there is a multiplicity of tax levels, even within the same municipality.

Municipal and education services are two of the most evident public services for Manitobans. The disparate boundaries are evident not only in taxation areas but also at election time. Since the outer boundaries do not match, it follows that it is impossible for individual ward boundaries to match (if the division and municipality use a ward system - which most do). Even if outer boundaries were coincident, it is not automatic that wards would be the same. However, at least the potential for greater similarities and understanding could be augmented by maximizing matching of major boundaries.

In most instances, school board and municipal elections now take place in the same year. However, there are still a few school divisions that hold 'off-year' elections. Maintaining different areas of jurisdiction and off year elections can force duplication of several electoral processes inclusive of preparation of lists of voters, and the conduct of elections themselves. These processes can be expensive and experience has shown that elections in 'off-years' have generated little interest in the absence of a pressing local issue.

OBSERVATIONS ON MUNICIPAL/EDUCATION BOUNDARIES

- There are 202 municipalities and 57 school divisions/districts in the Province of Manitoba.
- Only small portions of existing municipal and education boundaries are coincidental.
- Proliferation of different sets of boundaries can be costly and confusing.
- Not all school trustees and municipal councillors, reeves and mayors are elected at the same time.

CONCLUSIONS ON MUNICIPAL/EDUCATION BOUNDARIES

- The importance of school division boundaries following individual property lines would be reduced, if the majority of problems created by impervious boundaries could be addressed through operational principles. The choice of the most appropriate school for individual students should be based more on common sense and practicality rather than being dictated by the existence of a school division boundary line. Thus, the potential of matching municipal and education boundaries would be increased and the ensuing benefits of such coincidental boundaries would also rise substantially.
- Matching of education and municipal boundaries wherever possible can contribute to simplicity and understanding by taxpayers and electors and economies in preparations of lists of eligible voters and the conduct of elections themselves.
- Conducting municipal and school board elections simultaneously appears to provide considerable advantages.

7. PERMEABILITY OF BOUNDARIES

Without a doubt, the most common complaint heard by the Commission at its public meetings and through calls to the Commission office related to the impervious nature of our existing school division/district boundaries. There are many situations where, through good cooperation and cross border relationships, the effect of school division boundaries is minimal. However, there are examples where parents and students have been frustrated by the formidable nature of these apparently unscalable and impenetrable walls where boards and administrations have chosen to interpret these lines on a map to be fences or barriers.

In Winnipeg where there are ten city based school divisions, some parents are overwhelmed at the number of boundaries and the apparent impenetrability when it comes to making choices; choice of courses and choice of schools. In rural areas the problems emanate primarily from the fact that students represent statistics that generate grants. Divisions in attempting to protect their grant base try hard not to lose students. In some instances, it was apparent to the Commission that decisions relating to this topic were made more on the basis of protecting the financial base of the division than what was in the best interest of the student and the parents.

Transportation of students is a major source of problems, primarily in rural areas. While some divisions cooperate extensively and busses are allowed to cross boundaries for practical reasons, there are too many instances where impractical arrangements are created by protectionism developed along boundaries. On many occasions the Commission heard of specific arrangements where parents were forced to drive children to existing school bus routes, usually that of a neighbouring school division, so that home division students would not be inconvenienced by non residents. This whole issue of resident versus non-resident creates problems both fiscally and socially. Students labeled as non-residents and parents of non-resident students can be made to feel like outsiders and as such their interests tend to become subservient to those of the receiving division. On several occasions the Commission heard of situations where students were being treated as pawns with little respect for them or their parents' feelings or well-being. These cases represented the extreme of a graduated scale created by the present system. Parental and student choice is totally dependent upon the goodwill of the divisions involved.

Research into jurisdictions where choice has been improved have focused primarily on the State of Minnesota which was the first state to adopt legislation in the area of school choice. Typical

research findings on school choice tend to quote only 2 to 3 percent movement following implementation of choice. This usually relates to choice between districts. Minnesota's experience shows that choice can be as high as 14% when choice of school within the district is also included in the statistics.

Dr. Joe Nathan, Director for the Centre for School Change at the Hubert H. Humphrey Institute of Public Affairs, University of Minnesota, Minneapolis and Professor James Ysseldyke, writing in the Phi Delta Kappan on the topic *What Minnesota Has Learned About School Choice* states:

"Minnesota's choice plans have helped thousands of students and have garnered widespread public support. Many of the choice programs also have strong support from professional educators. However, no one in Minnesota suggests that these plans have solved all the state's problems. They are widely viewed as part of our approach to improving education."

Nathan and Ysseldyke forewarn us however, that:

"Choice, like electricity is a powerful tool that must be handled with care. Some choice programs including some public school choice programs, create more problems than they solve. Educators need to create new options and help families understand them."

In a paper entitled *Organizational Change at the Local School Level Under Minnesota's Open Enrollment Program* which was presented at the annual meeting of the American Educational Research Association in Atlanta in April, 1993, James Tenbusch and Garet Michael concluded that open enrollment:

"Increased competition and collaboration between school districts; stimulated improvements to school curricula and support services; promoted greater parent and teacher involvement in school planning and decision making; fostered a more equitable distribution of school resources and student access to educational services, and increased the ethnic and cultural diversity of schools."

The Commission can see some positive advantages to allowing improved choice for parents and students in selecting the schools they attend. Of course, there are some practical limitations to the exercising of such choices. For example, the receiving school would obviously need to have sufficient space to accept those from beyond the local area and especially in rural areas, the limitations of bussing must be taken into consideration. Freedom to choose a school can not predicate the right to be bussed to any school of choice. It would create an unmanageable situation for transportation coordinators if they were expected to respond to the individual wishes of everyone. Consequently it would appear reasonable to limit bussing guarantees to the closest practical school for the course choices of a student within his/her own school division or to the

nearest school in a neighbouring school division if indeed that neighbouring school is even closer. It is apparent to the Commission that the choice of school should be based more on common sense, distance, bus route practicality, and availability of program choices pertinent to the individual rather than the mere existence of a line on the map as a school division boundary.

Choice of the closest local school within a division or a closer school in the neighbouring division, complete with school division bussing where applicable, would appear to be an achievable goal. The receiving school division would need to have reasonable notice of such choice and time to incorporate the student residential locations into the bussing patterns, regardless of whether or not boundary crossing was required. The receiving division should receive the regular education grant along with any appropriate transportation grant for the transported students. A practical system for dealing with residual or non-resident fees would need to be established and this is discussed in the next section of this report.

Parents and students could exercise choice beyond the closest local schools inside or outside of the division but the parents should be expected to provide their own method of transporting the children or the students themselves should find their own way to the more distant schools. This would be applicable in both urban and rural situations. The receiving division would need sufficient notice to plan for staffing, programs and other budgetary considerations. This assumes there is sufficient space at the school of choice.

OBSERVATIONS ON PERMEABILITY OF BOUNDARIES

- Boundaries which were designed primarily for taxation and administrative purposes, have, in some instances been transformed into fences or barriers to keep students in and/or to keep students out.
- Impermeable boundaries are one of the greatest sources of parental and student frustration with the present system.
- Solutions to these issues could result in much greater satisfaction for students and parents and would allow precious resources to be focused on education rather than the administrative hassles that ensue.

CONCLUSIONS ON PERMEABILITY OF BOUNDARIES

- Improved permeability of school division boundaries should be a high priority in the Department of Education and Training's reform of education in Manitoba.
- Barriers to school and school division choice must be reduced to allow for more parental and student capability of exercising that choice.
- Freedom of choice of school to be attended must be tempered with practical limitations:
 1. There must be sufficient space available at the school of choice.
 2. If eligible for transportation it should be provided to the closest practical school in the home division or after proper serving of reasonable notice, to a closer school in an adjacent division.
- Transportation to schools beyond the aforementioned choices should be the responsibility of the students and/or parent.
- A simplified system of dealing with residual or non-resident fees must be designed.
- With improved freedom of choice exercised in the aforementioned fashion, the need for school division boundaries to be property specific will reduce. This in turn would allow for boundaries to be more permanent and would enable the creation of more coincident boundaries. This could substantially reduce confusion and costs surrounding the assessment, taxation and electoral processes.

8. RESIDUAL FEES (TUITION FEES FOR NON-RESIDENT STUDENTS)

Students who attend a school beyond the home school division boundary are referred to as non-resident students. Although records are incomplete, statistics available show that in 1993 there were at least 3,300 students crossing school division boundaries to obtain education in neighbouring divisions. It is also apparent from similar limited records for 1992/93 that more than \$6.6 million is involved in the cross-division transfers. Because records are incomplete, and because the Commission is aware of numerous instances where students cross boundaries with no fees charged by the receiving divisions, it is reasonable to predict that actual numbers exceed 3,300. The magnitude of the issue is not quantifiable in the absence of complete records.

Most non-resident students cross divisional boundaries to obtain education that is not available in their home division. Good examples of this include vocational education offered at regional centres and specialty courses and programs that some divisions have not been able to offer either due to insufficient numbers or school division choice.

Residual fees for non-resident students are not uniform amongst school divisions as they are determined individually by the division charging for the services. Typically the fees are meant to cover the portion of the cost of provision of the service beyond the regular grants received directly from the Department of Education and Training. If the student is included in the September 30 count for the receiving division, then the regular grants are applicable to the receiving division. Since the regular grants do not cover the entire cost of education services, the receiving division would be penalized if it were expected to provide the services without the funding. There is no automatic provision for transfer of applicable special levies and consequently the primary method used at the present time to balance these situations is the charging of a residual or non-resident fee.

Many divisions have either formal or informal policies with respect to the acceptance of non-resident students without charging fees. Some have no policy at all. Where good working relationships exist and where no major consequential imbalance results, arrangements may be made with little fanfare and sometimes with no formality. It was not uncommon for the Commission to learn of substantially differing arrangements among neighbouring divisions. Occasionally fees are charged to one neighbour; effectively ignored for another, and differing amounts charged to yet another because of unique circumstances.

PUPILS RECEIVED FROM/SENT TO ANOTHER SCHOOL DIVISION – SEPT. 30, 1993

DIVISION/DISTRICT	PUPILS RECEIVED INTO DIVISION	RANGE OF FEES RECEIVED	PUPILS SENT OUT OF DIVISION	RANGE OF FEES PAID
Winnipeg No. 1	218	NR	208	\$650 – \$4,000
St. James - Assiniboia No. 2	127	\$296 – \$9,030	89	\$835 – \$5,140
Assiniboine South No. 3	68	\$972 – \$1,700	82	\$1,670 – \$9,030
St. Boniface No. 4	395	\$835 – \$4,140	57	\$650 – \$3,100
Fort Garry No. 5	61	\$1,150 – \$4,200	49	\$700 – \$4,140
St. Vital No. 6	60	\$715 – \$3,785	233	\$291 – \$3,000
Norwood No. 8	115	\$291 – \$1,750	113	\$743 – \$11,292
River East No. 9	199	\$650 – \$4,500	97	\$418 – \$3,000
Seven Oaks No. 10	63	\$312 – \$1,792	110	\$650 – \$31,010
Lord Selkirk No. 11	140	\$638 – \$1,400	37	\$726 – \$6,785
Transcona-Springfield No. 12	49	\$987 – \$6,765	92	\$676 – \$2,973
Agassiz No. 13	60	NR	123	NR
Seine River No. 14	116	\$366 – \$3,200	240	\$600 – \$26,300
Hanover No. 15	275	NR	94	NR
Boundary No. 16	32	NR	47	NR
Red River No. 17	77	\$787 – \$1,575	193	\$280 – \$3,300
Rhineland No. 18	33	\$0 – \$1,510	23	\$0 – \$1,510
Morris-Macdonald No. 19	157	\$0 – \$1,300	69	NR
White Horse Plain No. 20	25	NIL	73	\$0 – \$5,224
Interlake No. 21	40	\$0 – \$936	59	\$1,600 – \$18,000
Evergreen No. 22	20	NR	21	\$0 – \$1,400
Lakeshore No. 23	37	\$0 – \$960	44	NIL
Portage la Prairie No. 24	18	NIL	31	NIL
Midland No. 25	7	NR	27	NR
Garden Valley No. 26	54	NIL	22	NR
Pembina Valley No. 27	17	\$0 – \$1,460	22	\$0 – \$1,460
Mountain No. 28	38	NR	4	NR
Tiger Hills No. 29	13	NR	53	NR
Pine Creek No. 30	23	NIL	23	NIL
Beautiful Plains No. 31	23	\$0 – \$2,282	28	\$0 – \$1,850
Turtle River No. 32	30	\$0 – \$1,200	17	\$0 – \$1,200
Dauphin-Ochre Area No. 1	58	NR	14	NR
Duck Mountain No. 34	66	\$960	10	\$1,051 – \$1,102
Swan Valley No. 35	61	\$170	0	NR
Intermountain No. 36	0	NR	34	NR
Pelly Trail No. 37	10	NR	18	NR
Birdtail River No. 38	22	NR	19	NR
Rolling River No. 39	41	NR	62	NR
Brandon No. 40	176	\$0 – \$12,300	73	\$0 – \$1,500
Fort la Bosse No. 41	19	NR	9	NR
Souris Valley No. 42	12	NIL	18	NR
Antler River No. 43	7	NR	35	NR
Turtle Mountain No. 44	20	NR	34	\$4,000
Kelsey No. 45	51	NR	3	\$1,600
Flin Flon No. 46	61	NR	3	NR
Western No. 47	33	\$0 – \$1,460	38	\$0 – \$1,460
Frontier No. 48	3	NIL	503	\$0 – \$300
Churchill No. 2264	0	NR	0	NR
Snow Lake No. 2309	0	NR	3	NR
Lynn Lake No. 2312	0	NR	0	NR
Mystery Lake No. 2355	29	NR	2	\$1,850
Sprague Consolidated No. 2439	0	NR	1	NR
Leaf Rapids No. 2460	15	\$1,993	0	NR
Pine Falls Special Revenue No. 2155	18	NR	2	NR
Camp Shilo Special Revenue No. 2316	0	NR	27	\$3,900 – \$31,260
Whitshell Special Revenue No. 2408	0	NR	1	NR
TOTAL	3,292	-	3,289	-

Figure 35

NR – This information was not reported

Source: Schools' Finance Branch forms FB121 and FB121A

Figure 35 on the previous page was drawn from the computer files in the Schools' Finance Branch and displays the information that was reported by divisions and districts. It is evident that reported fees charged or paid range from 0 to \$31,260 per student. Obviously, the highest amounts refer to special needs situations. Because these arrangements are inter-divisional there is not a high priority placed on reporting these arrangements. The home division is obligated to pay residual fees for a student attending an approved program or course in another division when these are not offered by the home division. In any other scenario, the parents are responsible for payment of these fees.

If there is to be improved freedom of choice for parents and students as to schools they will attend, there is a need for a much more simplified and consistent system to deal with residual fees. The Commission is grateful to the major education associations and especially the Manitoba Association of School Business Officials for advice on this topic. Members of these associations deal with this area daily and consequently their advice was most helpful to members of the Commission. It is apparent from these discussions that a more uniform and effective system for residual fees is possible. It can simplify the process; remove an acute source of aggravation for parents, school administrations and school boards; ensure that divisions providing the service are appropriately compensated; and provide a consistent understandable system.

OBSERVATIONS ON RESIDUAL FEES

- More than 3,300 students crossed division/district boundaries in 1993 to obtain education.
- The primary reasons for boundary crossing include vocational education, special needs programs and education in a language not available in the home division.
- Residual fees reported range from 0 to \$31,260.
- More than \$6.6 million changed hands between divisions/districts in 1993.
- There are no consistent policies governing whether fees are charged, how much they are, or who pays them, other than the following requirement.
- The home division is obligated to pay for approved courses not offered in the home division. For other choices, the parents are responsible.

CONCLUSIONS ON RESIDUAL FEES

- A rational simplified system of funding transferral must be designed to accompany cross border movement generated both by necessity and improved school choice.
- The finite details of such an improved system ought to be worked out by collaboration between departmental officials from the Schools' Finance Branch, the Minister's Advisory Committee on Education Finance and Manitoba Association of School Business Officials since they are most qualified to address the issue.
- Consideration should be given to a new system including:
 - (1) elimination of residual fees as we know them now.
 - (2) determination of appropriate regional levels for transferral of funding between divisions based on categories such as regular instruction, vocational and special needs.
 - (3) transferral of such funds electronically at the Schools' Finance Branch based on enrollment statistics of divisions as of September 30 each year.
 - (4) retention of special levies raised in the home division.
 - (5) payment of transportation grants to the division providing the bussing. (If the school of choice is the closest practical school, irrespective of whether or not a boundary must be crossed to get there, then the division responsible for bussing would be the receiving division, assuming the distance and provincial policy make that student eligible).

9. DISTANCE EDUCATION AND TECHNOLOGY

A Manitoba task force commissioned by the Minister of Education and Training in April, 1992 spent a full year studying the future role for distance education programs and types of technologies to be employed from kindergarten to post-secondary levels of education. The final report was published in October, 1993. It would be very useful for readers of this report to familiarize themselves with the distance education document as it deals with the topic in far greater depth than space and time allows for here. The Boundaries Review Commission approach was in the context of how distance education could or would be affected by boundary revisions and in turn how distance education could assist with any contemplated changes.

Earlier in this document under the heading "What's Working Well" credit was given to a few very positive examples of distance education initiatives. Utilization of interactive technology is at the infancy stage of integration as a delivery tool for education in our province. Utilized appropriately, interactive television can play a very positive role in filling gaps in the present delivery structure. In many locations, there are insufficient numbers of students to warrant the local provision of teaching staff for all courses. As an alternative to students leaving home and transferring to distant schools, and as an alternative to no instruction being offered at all, distance education presents a very positive potential.

Most people would agree that there is no true substitute for personal instruction by qualified teaching staff on a direct interaction basis. Consequently, distance education should not be viewed in the context of a cost saving measure to replace teaching staff. It should be viewed as a delivery medium for education where other alternatives are either prohibitively costly or totally unavailable.

Some of the fears expressed to the Commission during the public meetings emanated from suspicion that allowing distance education to get a foothold may lead to replacement of personnel. It was evident that some fears also arose from genuine ignorance of the capabilities that present day technology offers. The generation gap between today's students and some parents, administrators and school trustees was very evident. Today's youth are so exposed to computers and television that their technological horizons far exceed those of most adults. In fact, some of the anxiety in the adult population stems from computer illiteracy since most of the advances in computer technology have taken place in the last twenty years. Many children are now teaching their parents how to use computers complete with modems which allow them to

interact worldwide. Thousands of home owners throughout Manitoba utilize satellite dishes for entertainment, educational and business purposes and we now have examples of interactive cable operations. Manitoba's growing fiber optic distribution network is improving the capability for quality dependable communications in many parts of the province. There are however, areas of northern Manitoba where communication links are still suspect in terms of dependability. The recent problem with the Anik Satellite displayed how vulnerable distance education can be if it is totally dependent on earth-satellite linkages.

While the Commission recognizes the potential advantages from the use of distance education being in the field of delivery of education itself to areas in need and to small student numbers, there are further benefits which should not be overlooked. Professional development for staff at all levels is critical, yet difficult to achieve due to time and budget constraints. Use of interactive television could reduce the time, travel and cost factors of delivering and accessing these services. It could also improve the opportunities for wider distribution of presentations by top quality speakers and education leaders in selected fields which may otherwise be prohibitive due to cost.

If school divisions were to be enlarged, one of the issues would be driving distances for trustees to attend school board meetings. While personal contact can not be replaced totally by interactive television, some school board meetings could be conducted without everybody driving to one location. If interactive television suites were located strategically at schools throughout the province, it would be possible for some meetings to be conducted utilizing that electronic medium. In fact, it would probably be very helpful for the entire system if school trustees and staff became more knowledgeable of the operation of such systems by hands-on usage. As with any topic, it is much easier to understand and make decisions if one has first hand experience. This is especially pertinent to understanding both the advantages and limitations machines and technology place on the information highway.

Several times during the public meetings, the Commission was forewarned about "road-kill on the information highway". Distance education has great potential as an education delivery tool, as a methodology for reducing prohibitive distances, and as a provider for services not otherwise available. It can be expensive however, and should not be regarded as a universal solution or as an acceptable replacement for personalized teaching. Unrealistically high expectations exist in some areas and these may create negative reinforcement if implementation of distance education is not approached in a judicious manner.

CONCLUSIONS ON DISTANCE EDUCATION

- Distance Education is already providing answers to some of Manitoba's education delivery problems and shows great promise for the future. However, it is not a panacea. It can be costly to implement and in some cases this may be prohibitive, but it has the potential to solve several education delivery problems for Manitoba, especially due to Manitoba's size and sparse population.
- Distance education should be regarded as an education delivery tool when other forms of personal education are unavailable either due to distance, density or other limiting factors.
- Distance education should not be approached on the basis of wholesale replacement of teachers with interactive television. Not all students can benefit from this mode of delivery and thus education by qualified teachers should remain as the top priority delivery model wherever physically and fiscally possible.
- Without strong leadership from the provincial Department of Education and Training, distance education is unlikely to proceed far beyond the few initiatives already in place. The Commission is concerned that excessive dependence upon the initiative of regional consortiums developing on their own will doom the process to premature failure. There are too many bridging issues involving provincial and interprovincial corporations such as Manitoba Telephone System that create negotiating problems for individual groups. The Commission believes that the provincial Department of Education and Training must take an active leadership role if the full benefits of distance education are to be realized.

10. FRANCOPHONE SCHOOLS GOVERNANCE

The new Francophone School Division (Division scolaire franco-manitobaine No. 49) initiated operations in September, 1994. It consists of 20 individual schools (or portions thereof), ranging from St. Lazare at the western extremity to La Broquerie in the southeastern part of the province. The most northerly locations are St. Laurent and Powerview and the most southerly is St. Jean-Baptiste. There are 6 schools in Winnipeg and 14 schools beyond the metropolitan area.

These twenty schools joined the new division as a result of a vote of parents of eligible students. Although management is handled totally by the new divisional administration, the funding for its operation is slightly different from other school divisions. Regular provincial grants are paid on a per student basis as in other divisions but no special levy taxing powers are available. The new division will be dependent upon transfer of proportional amounts of special levies from the home divisions based on student counts.

The new division has mandated advisory councils for each school. Parents elect 33 regional representatives from which the 11 member school board is formed via internal nominations from each region. Bussing is achieved through arrangements with existing and remaining school divisions in order to avoid duplicating bus fleets and routes.

From the Boundaries Commission review perspective, the important aspect of the new division was its effect on existing divisions. Since divisions effectively lose the schools, the student count and the grants that accompany them, there is a direct effect on the residual operations. In some cases where only one school in the division has been transferred, the effect may be minimal. However, in some divisions such as Red River School Division No. 17, the effect is in the range of 45%.

Figure 36 on the next page displays the divisions which were affected by the formation of the new division, the projected change in student numbers and the magnitude of down-sizing. Because of the timing of this report, verified numbers were not available. Consequently divisional figures represent 1993 numbers and the school populations for transferred students were 1994 preliminary figures. Nonetheless, the relativity in the statistics remains significant.

**PROJECTED EFFECT OF THE FRANCOPHONE SCHOOL DIVISION
ON EXISTING DIVISION SIZES**

Existing Division	September 30, 1993 Divisional opening enrollment	September 30, 1994 Preliminary student transfers	Approximate number of students remaining	Enrollment change %
St. Boniface No. 4	6,051	1,172	4,879	-19.4%
St. Vital No. 6	10,278	510	9,768	-5.0%
Norwood No. 8	1,326	262	1,064	-19.8%
Agassiz No. 13	2,964	43	2,921	-1.5%
Seine River No. 14	5,144	1,229	3,915	-23.9%
Red River No. 17	1,199	532	667	-44.4%
White Horse Plain No. 20	1,102	64	1,038	-5.8%
Mountain No. 28	1,198	318	880	-26.5%
Birdtail River No. 38	1,520	138	1,382	-9.1%
Total	30,782	4,268	26,514	-13.9%

Figure 36

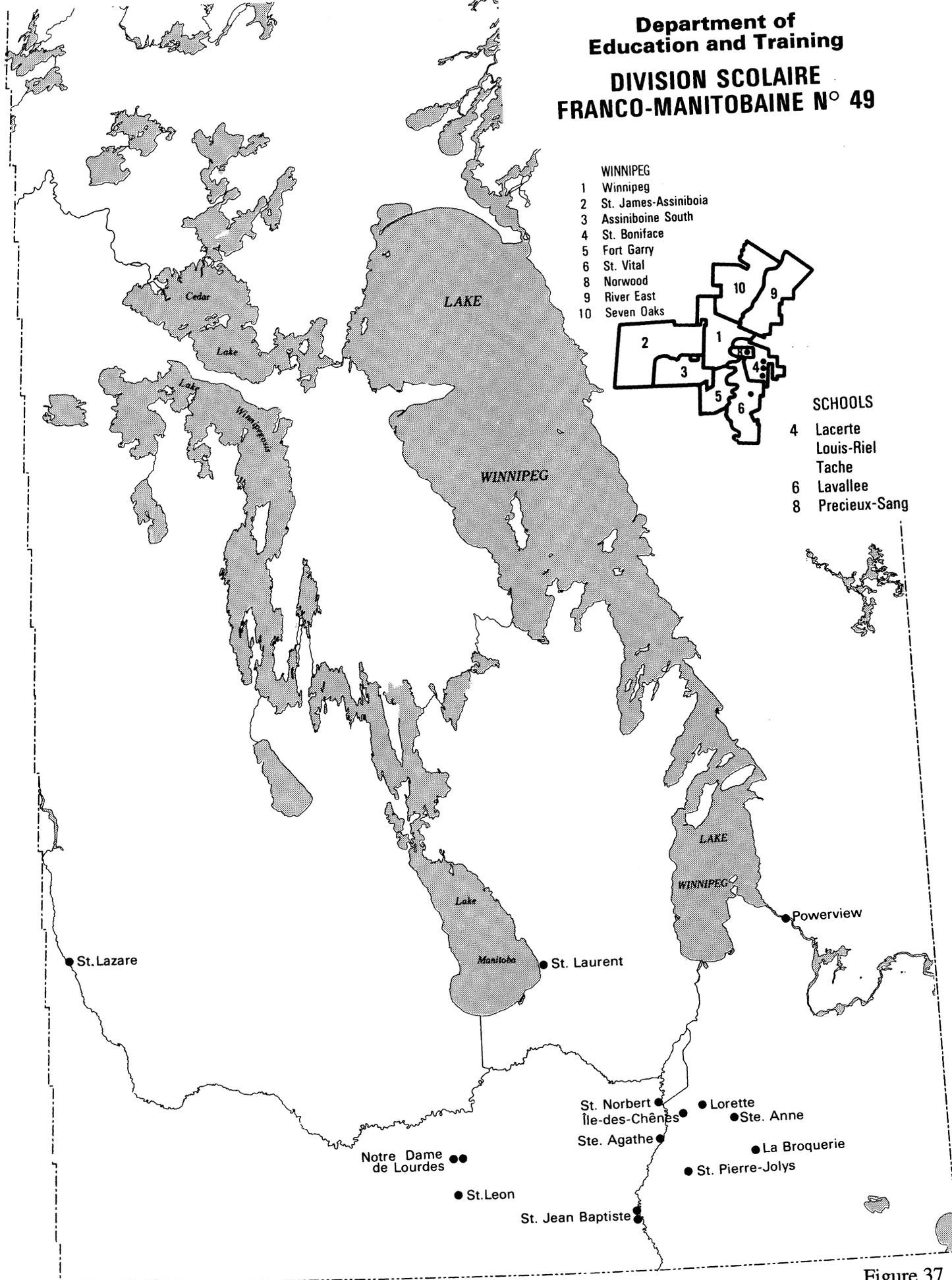
OBSERVATIONS ON FRANCOPHONE SCHOOLS GOVERNANCE

- 9 existing school divisions have been affected by the formation of the new Francophone School Division.
- 20 schools (or portions thereof) have been transferred from existing jurisdictions.
- Approximately 4,300 students are involved in the transfers to the new division.
- The effect on existing divisions ranges from a low of 43 students in the Agassiz School Division representing less than 2% to almost a 45% reduction in Red River School Division where 532 of its original enrollment have been transferred.
- Other major effects are seen in Mountain School Division with a loss of approximately 27% of its students, Seine River School Division with a loss of approximately 24%, Norwood School Division with a loss of approximately 20%, and St. Boniface which has experienced a loss of over 19%.
- Of the 9 divisions affected:
 - (1) 5 now have less than 1,400 students
 - (2) 2 now have less than 900
 - (3) Only 1 is over 5,000 students
- Removal of the francophone schools and programs may adversely affect resources previously available to French Immersion programs.

CONCLUSIONS ON FRANCOPHONE SCHOOLS GOVERNANCE

- The creation of the new Francophone School Division has seriously affected the viability of the residual portions of at least 5 of the 9 contributing divisions which have lost as much as 45% of their students to the new division.
- When combined with other demographic and socio-economic changes, the cumulative effect of the loss of approximately 4,300 students from the nine divisions necessitates a review of each of them - some because they are no longer viable as individual entities and others in the context of programming and relationships with adjacent areas.
- Immersion programs remain the responsibility of existing divisions. Français will also continue in many schools that did not vote to join the new francophone division. Therefore, French services will still be required beyond the 'Division scolaire franco-manitobaine' and care will be needed to avoid duplication of resources.
- New partnerships may be required to support Immersion programming in the remaining divisions.

**Department of
Education and Training**
**DIVISION SCOLAIRE
FRANCO-MANITOBAINE N° 49**



- WINNIPEG
- 1 Winnipeg
 - 2 St. James-Assiniboia
 - 3 Assiniboine South
 - 4 St. Boniface
 - 5 Fort Garry
 - 6 St. Vital
 - 8 Norwood
 - 9 River East
 - 10 Seven Oaks

- SCHOOLS
- 4 Lacerte
Louis-Riel
Tache
 - 6 Lavallee
 - 8 Precieux-Sang

Figure 37

11. STRUCTURE OF EDUCATION GOVERNANCE

As part of its terms of reference, the Boundaries Review Commission was requested to determine and recommend the best governance structure which would:

- (a) further educational excellence
- (b) facilitate effective and efficient program delivery and development in the public school system
- (c) facilitate the goals of education of the province and ensure that education reflects principles such as equity, openness, responsiveness, excellence, choice, relevance and accountability
- (d) ensure flexibility in student movement between and among divisions
- (e) acknowledge the increasing applicability of technology to facilitate program delivery
- (f) foster partnership between/among government, community, parents, labour, business and industry
- (g) receive public acceptance

In determining its recommendations for the best governance model, the Commission was mandated to review the roles and responsibilities of schools, divisions/districts, the Department of Education and Training, advisory committees, elected officials and mechanisms to allow for parental input. At the present time the Minister presides over a Department of Education and Training which is intended to provide central provincial direction for public education. Education at the local level is governed by school divisions. There are 57 school divisions/districts in Manitoba at the present time and all but Pointe du Bois School District have a board of elected school trustees. Including the new francophone division, there are now 493 elected officials. The number of school board members per district or division ranges from 5 to 12 with the most common being 9 and 11. The Public Schools Act of Manitoba limits the number of trustees to 11. Two divisions actually exceed the legal maximum for school trustees.

Most school boards operate on a ward basis with each trustee elected to represent a specific geographical area. However, most special revenue and remote school districts as well as St. Boniface, Norwood, and St. Vital school divisions elect their trustees at large. There is a very wide range in representation ratios amongst divisions. For example, St. Boniface School Division No. 4 which has approximately 6,000 students* is governed by 5 trustees. Churchill School District No. 2264 with less than 250 students has 5 trustees. Winnipeg School Division No. 1 has nearly 35,000 students and is governed by 9 trustees. Antler River School Division No. 43, Pembina Valley School Division No. 27 and Boundary School Division No. 16 each have 11 trustees and less than 1,000 students.

* St. Boniface drops to approximately 4,900 after the creation of the francophone school division.

The role of trustees also varies amongst jurisdictions. In many rural areas where the stipend paid to trustees is very low, the locally elected official is basically a volunteer devoting time in addition to other responsibilities. In some urban school divisions, the positions are compensated on a much higher basis and for some the role borders on a full-time commitment. In smaller rural areas, the trustee is usually accessible throughout the community and is constantly accountable in places like the local coffee shop, curling club or arena. In the major urban centres, the number of electors is much greater and personal contact with trustees is, by necessity, on a more formal basis.

The following figure displays the number of divisions and districts at each board size expressed in numbers of elected officials.

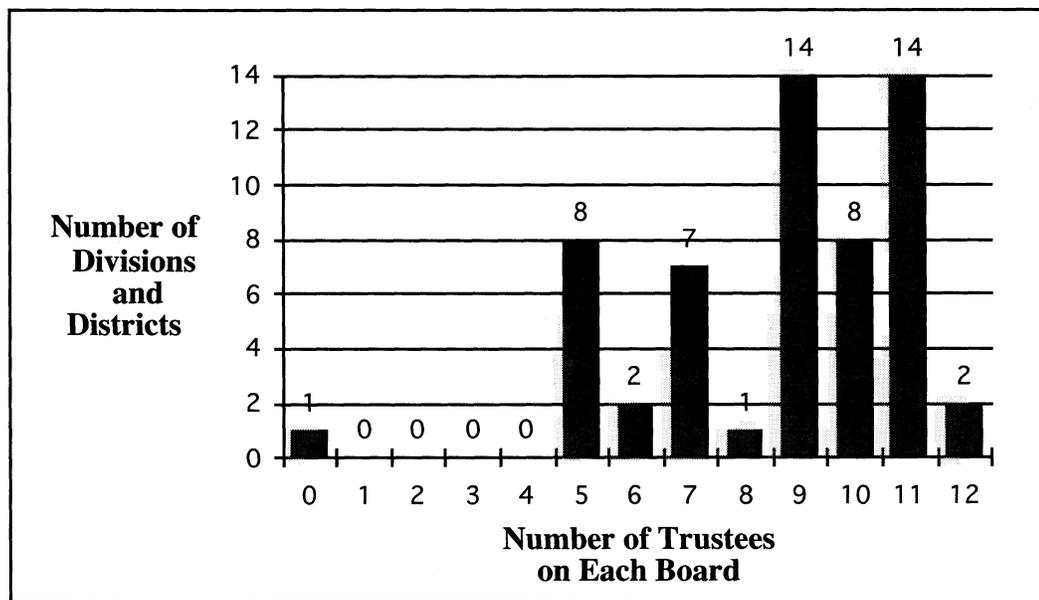


Figure 38

There is no requirement for a superintendent set out in the present Public Schools Act. It does, however, require that a secretary-treasurer be appointed by the board. This is presumably a carryover from the early days when school trustees were expected to be very 'hands-on' and effectively manage the local education system. The secretary-treasurer to the board handled both the secretarial functions of the board itself and all of the business and financial related issues. Throughout the years, the role of the educational leader or superintendent has evolved to take the primary leadership role. In 10 school divisions, the roles of the secretary-treasurer and superintendent are now filled by the same person. In most cases, the superintendent is recognized as the primary education and administrative leader in school divisions and districts.

However, there are still some instances where the roles of superintendent and secretary-treasurer are considered equivalent and where both report directly to the school board.

While wanting to respect the autonomy of school boards in their role as an employer, it is the Commission's view that the evolution of management structure within school divisions should move towards the superintendent being the chief executive officer. In this age of increased accountability, it is important that one person be in charge of the entire administrative organization. It is not uncommon in any business or governmental structure to have areas of responsibility headed by individual competent staff. However, the administration should be accountable to the board through one individual only. Minimum accounting capability requirements should be established for the individual in charge of the business side of the operation.

There has been substantial discussion in the past few years concerning the role of parents in schools and their participation in school advisory councils or some other form of home and school committees. Throughout the Commission hearings, it was evident that parents want to play a more active role in the education of their children. However, this did not translate to a demand for managerial powers over the education process. On the contrary, parents appear to want to be involved and informed but they respect the role of teachers and principals as being the primary source of education and administration in their schools. Elected school boards are recognized as having overall divisional responsibility and accountability to the taxpayer.

From an October, 1994 survey performed by the Manitoba Association of School Trustees, it was reported that 86% of all schools have some form of parental involvement. The roles of these committees range widely from that of fundraising to full participation in establishing local school policies. The existence of such committees, their roles, responsibilities and limitations are not clearly identified provincially, thus there is a myriad of approaches. There is a high level of desire for a more uniform process that will delineate roles more effectively.

The Commission noted during its tours that there is now a higher level of parent and guardian participation in the classroom than in previous years. Divisions related numerous instances where parents are volunteering not just for extracurricular activities, but for assistance in the classrooms. While this is happening on a positive basis in most places, many other parents expressed the desire to participate but did not yet feel welcome either by administration or teachers who appeared skeptical about the real reasons for the parents desire to be involved. A fear expressed on a number of occasions by teacher associations related to the potential for

parent councils to become involved in hiring, evaluation and dismissal of staff. While the majority of teachers expressed the desire for parents to become more involved, they felt that evaluation, hiring and dismissal should be left in the domain of divisional administration, the school principal and the boards of trustees.

Most principals and the Manitoba Association of Principals, as expressed in its presentation to the Commission, welcomed the advent of more active parent advisory councils. They too indicated a desire for more precise guidelines relating to the make-up and jurisdiction for such councils. Most school boards and the Manitoba Association of School Trustees supported the existence of advisory councils but cautioned that the role should be purely advisory and not circumvent or displace any authority of the elected school board.

The Commission reviewed information on advisory councils from across North America through its research of previous publications and through its direct contact with all other provinces and territories. Across Canada, 6 of 12 provinces and territories have legislated school councils. Two others are introducing legislation or are implementing them at the present time. Manitoba legislation requires local school committees for Frontier School Division and school advisory councils for the newest division, the 'Division scolaire franco-manitobaine No. 49'. Traditionally schools providing Français or French Immersion have enjoyed strong parental involvement.

Some rural areas that have no local school committee expressed fear of being required to put one in place since the small number of local volunteers were already extremely committed in terms of time. It was stated that due to the accessibility of elected officials, there appeared to be less need for a local school council in these areas. This opinion was not shared by all but did appear in a number of presentations.

It was argued in some presentations that the role of the principal should be amplified in the future, not only as an educational leader but as a manager of the entire school facility in conjunction with his/her staff at the school and supplemented by the advice of a local advisory council. It was further suggested that school boards need to be less fearful of slight variations within their jurisdiction. The point was made that creativity and excellence are sometimes stifled by policies which are designed to make everyone the same i.e., how often one hears the reason for denial of a proposal summarized as "if we do it for you, we'll have to do it for everybody!". This position reaffirms the Commission's definition of equity and equality. With more freedom of choice within the system, individual schools would need to become more competitive.

Schools may also need more autonomy to develop their own identity and thus, while there needs to be homogeneity with respect to core curricula, the freedom to excel must be nurtured.

Regardless of its size, a school division should be under the jurisdiction of locally elected school trustees. However, the role of the school board must be policy related and they must not get involved in the daily administrative functions of the superintendent and other educational and support personnel. With the potential for larger geographical school divisions encompassing greater numbers of both students and electors, elections should be based on a ward structure to ensure a reasonable distribution of representation. Wards should be created such that the numbers of electors in each ward are relatively equal although there may have to be exceptions to this principle if geographic separation and density issues make this impractical. The minimum and maximum number of trustees per division should be legislated with the local jurisdiction determining the actual number and ward distribution.

The Minister and Department of Education and Training need to assume a stronger role as the provincial policy making body for education in Manitoba inclusive of standard provincial curricula, standards of achievement and standards for teaching staff. The Department's role in recent years with respect to curricula was criticized frequently during public meetings and there were many suggestions that a more supportive approach is needed.

The Commission applauds the recent cooperative efforts of Manitoba and the Western provinces in developing joint curricula. It appears very wasteful of both time and resources for each to develop its own when a more standardized approach can be obtained jointly. A desire expressed frequently has been to reach the point where Manitoba students can compete internationally. Obviously, if we have multiple sets of curricula across Canada, it is virtually impossible to make any national, let alone international comparisons. It is also important to recognize that true standardization is impossible at the classroom level if we continue to force educators to deal with all levels of capability simultaneously.

Occasionally, there were claims that the Department has not articulated clear goals and pathways to achieve those goals. These claims must be viewed in the context of local jurisdictions resenting centralist intervention in school division operation. However, it is apparent that the will of most parents, educators, administrators and trustees is that the Department must chart a clear, understandable course for the future of education in Manitoba. The expectations are high and Manitobans are demanding and anticipating standards and accountability, at all levels in our education system.

OBSERVATIONS ON EDUCATION GOVERNANCE

- 57 school divisions and districts exist in Manitoba as of November, 1994, 56 of which have elected school boards.
- 493 elected school trustees govern those divisions and districts.
- The number of trustees per division/district ranges from 5 to 12 with the most popular sizes being 9 and 11.
- There has been very little change in board make-up since their creation following the 1959 boundary commission.
- All divisions and districts have a secretary-treasurer which is required by the Public Schools Act.
- 10 school divisions have a joint superintendent/secretary-treasurer to fill both roles.
- Some small districts have the principal of their only school acting as the superintendent as well.
- In Canada, 8 of 12 provinces and territories either have or are installing legislatively based school advisory councils.
- In Manitoba, 86% of schools have some form of advisory committee involving parents.
- 96% of urban schools in Manitoba have a form of parental involvement.
- Schools that do not have a parent council are:
 - a) usually a junior or senior high school
 - b) usually in smaller rural areas where community volunteer leaders already have numerous other methods of contact as a part of their regular lives.

CONCLUSIONS ON EDUCATION GOVERNANCE

DEPARTMENT OF EDUCATION AND TRAINING

- The Minister and Department of Education and Training must provide a strong leadership role in setting educational policy for the province focussing on but not restricted to the following major areas:
 - a) establishing approved curricula
 - b) setting acceptable standards of achievement
 - c) qualification and certification of teachers
 - d) providing the majority of funding for approved public education

SCHOOL BOARDS

- A governance structure including elected local school boards should be reconfirmed.
- School boards should have local autonomy within the limitations of provincial curricula and standards to provide and be accountable for operation of their school divisions.
- School boards should continue to have local taxing powers as long as property is used as a source for education funding – to aid in local accountability.
- School boards should maintain the right to select and employ their senior staff.
- School boards should be elected on the basis of a ward system with no less than 5 and no more than 9 trustees per school board.
- Wards should have similar numbers of electors with exceptions only due to very disjointed or separated portions of a division where numbers may be lower to ensure representation from that area. This would apply primarily to Northern areas.

SUPERINTENDENT/SECRETARY-TREASURER

- Each division should have a single chief executive officer appointed by and responsible directly to the board of school trustees and accountable for the entire operation of the division. Key requirements for this position will include the ability to blend strong educational leadership with modern day business practices of managing a complex public organization.
- Standards respecting the minimum qualifications of the individual responsible for the accounting/business management should be set by the Department after consultation with the Manitoba Association of School Business Officials, the Manitoba Association of School Superintendents, and the Manitoba Association of School Trustees.

CONCLUSIONS ON EDUCATION GOVERNANCE CNTD.

SCHOOLS (PRINCIPALS, TEACHING STAFF, ADVISORY COUNCILS)

- School principals should be responsible and accountable for their schools in both educational and business management terms. As such, they should be allowed to work closely with their staff and their local school advisory council in determining the direction of their school.
- Improved training options and requirements need to be established for individuals seeking to aspire to educational administration positions.
- Schools need to be recognized as community facilities incorporating primarily education but also some appropriate health and social services where such services can be delivered on site more effectively and economically. School and public libraries should be much more integrated and preferably jointly located at schools where individual viability of each is questionable.
- Vertical integration of services to the child must be improved together with rationalization of the funding in order to avoid the "education versus health" arguments. In some instances it makes more sense to bring the providers of service to the school than to transport all the students at different times to these other services. However, the funding across provincial department lines must be rationalized so that the schools and school divisions do not fall heir to funding multiple services from an "education budget". The goal should be to provide appropriate services at the appropriate site with integration of services and matching funding.
- School advisory councils should be authorized by enabling legislation as opposed to being dictated by legislation. If there is no local interest or need then a council should not be imposed. However, if there is local interest, then the principal, superintendent and school board should be required to initiate its inception.
- The school advisory council should typically consist of:
 - a) principal
 - b) teaching staff
 - c) support staff
 - d) student (where appropriate)
 - e) parents
 - f) community members

The number of parents should at least equal the total of the other members of the committee.

- The school advisory council's role should be advisory to the principal including the following responsibilities:
 1. to promote communication and coordination among people with an interest in the school.
 2. to review and make recommendations regarding school objectives, educational priorities, courses of study and other matters required for the effective functioning of the school.
 3. to make recommendations regarding the local school budget and its subsequent use and distribution.

CONCLUSIONS ON EDUCATION GOVERNANCE CNTD.

4. to advise the principal and through him/her the school board respecting any matter relating to the school itself such as:
 - curricula and programs offered
 - scheduling, school calendar, school opening and closing hours
 - before and after school and noon hour operational policies
 - timing of exams, extra-curricular activities, field trips, etc.
 - student discipline and behaviour
 - attendance and truancy policies
 - fundraising priorities and approaches
 - community access to school facilities
 - school based non-educational services (such as social, recreational, health and nutritional)
 - parent-school communication and parental access to information on their children
 - reporting methodology of student achievements and standards
 - effectiveness of the school in meeting its objectives
 5. to participate in an advisory capacity only, in staff selection if board policy allows for and encourages such participation.
 6. to provide advice on any other matter that has a significant impact on the day to day life or financial resources of the family, or the child's quality of life in the school environment.
- Teachers, as the single most important element in the delivery of education, must be allowed and encouraged to play a strong role in the operation of the school and especially as participating members of the aforementioned school advisory council. The original educational team involving parents and teachers for the benefit of the student must be rejuvenated and nurtured.

12. ADMINISTRATION AND PERSONNEL MATTERS AND DISTRIBUTION OF ASSETS

The most sensitive issues involved with any type of organizational change are those pertaining to the individual concerns of staff and employees. This is true both in anticipation of and during periods of restructuring.

The Commission noted in its *Discussion Document* that anxiety extracts an expensive toll from people in systems anticipating change. It was very evident to the Commission during its 58 public meetings that anticipation without knowledge can be more taxing than working through change itself. The dynamics of successful change incorporate timely consultation, decision-making and expeditious implementation.

A major aspect of school division administration relates to employment contracts. The Manitoba Teachers' Society (MTS) represents the majority of professionals in the education system via individual contracts between teaching staff and school divisions or districts. In addition to MTS, there are at least 22 groups representing other sections of unionized employees including the following:

Assiniboine South Association of Non-Teaching Employees	Manitoba Food and Commercial Workers
Association of Commercial Technical Employees	Manitoba Government Employees Union
Canadian Union of Public Employees	River East Library Technicians Association
Fort Garry Library Technicians	River East Paraprofessional Association
Fort Garry School Secretaries Association	Service Employees International Union
Interlake Association of Non-Teaching Employees	Seven Oaks Paraprofessional Association
Interlake Bus Drivers Association	Transcona-Springfield Bus Drivers Association
International Brotherhood of Electrical Workers	United Association of Plumbing & Pipe Fitting Industry
Lord Selkirk Board Office Association	United Brotherhood of Carpenters and Joiners
Lord Selkirk Bus Drivers Association	United Steelworkers of America
Manitoba Association of Non-Teaching Employees	Winnipeg Association of Non-Teaching Employees

Of the 57 existing school divisions and districts, 15 have no unionized workers beyond the teaching staff. School divisions and districts with non-union support and service staff include the following:

Rhineland No 18	Mountain No. 28	Antler River No. 43
Morris-Macdonald No. 19	Tiger Hills No. 29	Western No. 47
Midland No. 25	Beautiful Plains No. 31	Frontier No. 48
Garden Valley No. 26	Pelly Trail No. 37	Churchill No. 2264
Pembina Valley No. 27	Souris Valley No. 42	Sprague No. 2439

While there are not major differences in compensation levels among contracts, there are individual contracts with each school division which incorporate a variety of benefits packages. It is important that any contemplation of change involving integration of operations must be sensitive to these variations. Integration of unionized organizations presents one set of challenges whereas integration of union and non-union organizations presents a different set of challenges.

The expiry date of the majority of contracts for teaching staff throughout the province is December 31, 1994. While several contracts are still in the final stages of negotiation and/or arbitration, it is anticipated that virtually all will terminate at the end of 1994.

There are 75 existing collective agreements for non-teaching employees spread amongst 42 divisions and districts. Of those agreements 53 terminate on December 31, 1994. Only 13 of the remaining 22 others extend into 1995 and the majority of those terminate at the end of April, 1995.

All school boards, unionized and non-unionized employee groups have been monitoring the progress of the Boundaries Review Commission carefully since they are cognizant of the implications of potential change. It is anticipated that forthcoming negotiations will be very mindful of the Commission's recommendations especially as they pertain to the integration of existing units.

In addition to the differences in compensation and existing benefits, there are also differences in pension plans. For example, there are currently three different pension plans covering Canadian Union of Public Employees (CUPE) members: the St. James-Assiniboia plan, the Winnipeg School Division plan and the Manitoba Association of School Trustees (MAST) plan. The first two are defined benefit plans similar to those applicable to the vast majority of public sector workers in Manitoba. The MAST plan is a money purchase pension plan and is available to the remaining school divisions in the province. There are 44 divisions participating in these plans at the present time, which means that more than 10 divisions have no pension plan at all. The plans for Winnipeg and St. James-Assiniboia are available to all employees, full-time and part-time. All employees may voluntarily enroll even if they do not meet the mandatory enrollment criteria. In the MAST plan, some classes of employees are not able to enroll on a voluntary basis.

This myriad of contracts, representative associations and unions, together with the variety of compensation, benefits and pension packages is unique among Manitoba's public services. In

each of the provincial health care sector, municipal sector, provincial government employees and crown corporation sectors, there is more uniformity in both employee representation and in pay and benefit plans. In each of these sectors, public employees are covered by a single defined benefit pension plan with the exception of the large Winnipeg urban hospitals where two separate health care plans exist. Teachers also are covered by a single defined benefit plan insured by provincial legislation.

The question is, what happens to salaries and benefits of individuals involved in any change of jurisdiction or integration of school divisions brought about by changes in boundaries? The most practical approach to this dilemma would appear to incorporate the following major components:

1. Adequate notice by the Minister of Education and Training as to implementation dates for any proposed changes.
2. Consideration by negotiation teams of future implementation dates for change and attempts to match contract dates as much as possible in order to minimize future problems.
3. Employees should be allowed to carry their existing contracts with them into any new organization with all rights honoured until the expiration of that existing contract.
4. Free and uninhibited negotiation of a new collective agreement between the new employer and employees included under the jurisdiction of the new employer.

The Commission noted that there was virtual unanimity amongst both union representation and school division management and trustees on the methodology for ensuring that an orderly transfer takes place should there be changes. Due to their personal involvement, it is strongly recommended that details of such arrangements be consummated inclusive of the advice of the educational associations, unions representing organized employees and some representation from non-unionized employees.

Special consideration must be given to non-union staff who do not have collective agreements. This is especially applicable to superintendents and secretary-treasurers who enjoy very senior positions in existing school divisions and who potentially could be affected by rationalization of the number of school divisions. Again, the Commission must emphasize the need for substantial notice respecting the implementation dates of any proposed changes. Individuals in the senior management roles have usually expended considerable time, effort and cost to achieve the educational and experiential repertoire to fill these important roles. Since there will likely be less requirement for senior management roles in rationalized education governance, ample opportunity for preplanning of changes is necessary. It would also be advisable for any divisions

which are contemplating changes at their senior management level to make such appointments in anticipation of the potential for future change. By a combination of proper planning, reasonable notice and participation, the anxiety and cost of change can be minimized.

Another issue that arises out of contemplation of organizational changes respects assets presently owned by individual divisions and financial reserves that may have accumulated. During the formation of the new francophone school division, debates have arisen as to the ownership of reserve funds accumulated by school divisions. The Commission is aware that there are differences of opinion respecting actual ownership and expected distribution methodology. It is impossible to isolate the source of accumulated surpluses since they are the result of combination budgets financed from provincial funding and local special levies together with any other sources of income such as residual fees or tuition fees. The Commission believes that the actual ownership of any surplus belongs to all the taxpayers in each school division. The Commission further believes that the existing school board has the right to utilize its surplus as it sees fit prior to any proposed changes in divisional organization, that is the division could choose to utilize all of its reserve to minimize the requirement for local special levy or it could use its reserves to buy equipment or to finance programs or any other legitimate educational purpose. The Commission does not believe, however, that it would be wise for school divisions to spend any of its surplus money on administration offices or any other administrative facilities until such time as the Minister of Education and Training and the Provincial Cabinet have determined the future direction subsequent to the Boundary Commission recommendations. Due to the potential for changes and in order to ensure that all participants in any new proposed organizational structure have an opportunity to participate, it is imperative that no new non-educational structures be initiated in the interim.

Any assets owned by divisions at the time they become part of a new organization should merely be brought with them to that new organization. Any reserve funds remaining at that time and school facilities would be integrated into the new division. The simplest approach involves assets being transferred in accordance with new geographical boundaries approved. Where a division does not join a new configuration relatively intact, for example, if it is substantially severed or dissected, then the distribution of any surplus should be made on the basis of the relative, portioned assessment used for the special levy in the original division prior to transfer. In this way, the taxpayers in each portion should benefit on an equal basis.

OBSERVATIONS ON ADMINISTRATION AND PERSONNEL MATTERS

- Senior staff of school divisions/districts are hired individually and are not collectively represented.
- Professional teachers are represented by locals of the Manitoba Teachers' Society and are employed via contracts with individual divisions/districts.
- Non-teaching staff are represented by at least 22 different associations or unions in 42 divisions/districts incorporating 75 separate collective agreements.
- Fifteen divisions/districts have non-unionized non-teaching staff.
- Virtually all teacher contracts and most other collective agreements terminate at the end of 1994.
- Contracts contain variations in pay levels, benefits packages and pension plans.

CONCLUSIONS ON ADMINISTRATION AND PERSONNEL MATTERS

- Any changes to school divisions and districts which will affect staff must be approached respecting the cost of anxiety such change will precipitate.
- Intended changes adopted by the Province should be communicated well in advance of actual change to allow for appropriate planning and preparation, such reasonable notice to be expressed preferably in years or school terms rather than in a matter of months.
- Negotiators of future contracts should be knowledgeable of and give consideration to planned change dates and attempt to correlate expiry dates of contracts in order to minimize future problems.
- If contracts extend beyond the change implementation dates then the provisions of those contracts should remain in effect until their expiry. Subsequently a new collective agreement should be negotiated between the new school division and its employees.
- Assets including schools and any surplus funds at the time of implementation of change should simply accompany divisions or districts into the new division. Any subdivision of assets required by changes that involve dissection of an existing division to the extent that schools are involved, should be done on the basis of fractionating the pertinent, portioned, special levy assessment. This will ensure fair treatment of all taxpayers in the previously existing divisions or districts.

VI. FUTURE EDUCATIONAL AND FINANCIAL IMPLICATIONS OF CHANGE

As an integral part of its review, the Commission undertook to evaluate the consequences of possible options for educational governance. These options ranged from maintaining status quo through minor tinkering to major surgery or total reconstruction of the system. It was deemed very important that the Commission have a sensitivity to the implications of its potential recommendations before drawing its final conclusions. In order to achieve this, numerous options were reviewed and the most plausible proposals were studied in detail in order to evaluate both the educational and financial implications.

Following the public hearing process and subsequent to a review of pertinent provincial data it became evident to the Commission that there were considerable differences between the urban areas (especially Winnipeg), rural Manitoba and Northern Manitoba. Consequently each of these areas was addressed slightly differently. In the case of the Winnipeg based school divisions, Dr. Glenn Nicholls was commissioned to review several options posed by the Commission. In the rural area, the Rural Development Institute based at Brandon University was requested to review a set of options involving four school divisions in the southwest corner of the province. With respect to northern Manitoba, consideration was given to a range of options. These included linkages of existing units, either together or with Frontier School Division or not making any changes.

1. FUTURE IMPLICATIONS OF CHANGE IN THE URBAN AREA

There are presently ten school divisions based in Winnipeg which incorporate all of the city and in several cases extend beyond into the rural area. About the only unanimous position the Commission heard at all of its public hearings was that there are too many school divisions in Winnipeg. There was not unanimity, however, in the number of divisions that should exist.

After considerable distillation of information, the Commission concluded that detailed reviews should be conducted on a range of options from one to five school divisions. There appeared to be no benefit and indeed very little practical reason to consider six, seven, eight or nine divisions

as opposed to the existing ten. Consequently, Dr. Nicholls was commissioned to conduct a detailed review of the urban options posed by the Commission. In order to compare the Winnipeg situation with other similar sized cities where there was only one non-parochial public division, comparisons were also made with the City of Calgary. Many of the benefits and negative features of a reduced number of school divisions are evident in all options but in differing degrees. It is apparent that the greatest opportunity for rationalization would take place if all Winnipeg based divisions were assimilated into one. However, there is also the greatest opportunity for a massive, unresponsive and distant bureaucracy. The primary benefits and problems with reducing the number of school divisions in the urban area are as follows:

- Greater opportunity for students to attend schools of their choice. This opportunity would rise with any reduction in the number of divisions and boundaries between them. The greatest level of choice, would of course, result from one large school division and no interceding boundaries. The effect at the primary and middle school levels would likely be limited but could be more significant at the senior school level. While there is considerable freedom of choice within divisions now, that choice is not as extensive across divisional boundaries. A simplification or removal of the non-resident fee system coincident with a reduction in the number of divisions would provide for the greatest choice by parents and students.
- Greater rationalization of teacher, administrator and facility use. A reduced number of divisions would allow such rationalization for: French Immersion programs; Ukrainian, German and Hebrew bilingual programs; native language and culture programs; the International Baccalaureate Program; and the move to programming for the primary, middle and senior school concept that the Department of Education and Training is implementing. There could be aggregations of more appropriate numbers of both students and staff for many special programs, and an elimination or reduction of overcrowded, underutilized or empty facilities.
- Rationalization of the nursery school program. Some educators advocate an extension of the nursery program beyond the boundaries of the current Winnipeg School Division No. 1. Others argue that it is already offered in areas of Winnipeg No. 1 where it is not necessary. The cost of providing such a program universally would appear to be prohibitive. The nursery school program should be provided on the basis of individual area needs rather than simply within school division boundary lines.

- Improved availability of consultant services and teacher in-service. In recent years, the Department of Education and Training has downsized curricular assistance, and suburban divisions have eliminated or reduced time allotments for directors and consultants. A smaller number of divisions would allow for improved availability and coordination of consultant services. A few divisions have excellent in-service facilities and more concentrated and comprehensive use should be made of these.
- Enhanced opportunity for teacher effectiveness. Fewer and larger divisions in the urban area would permit greater teacher mobility than is now possible with ten divisions and a multiplicity of boundaries. While there will obviously be concern for teacher tenure, a potential for increased innovation and creativity could be present.
- Extension of or increased access to specialty programs. Winnipeg School Division No. 1 has developed considerable expertise in dealing with specialty issues. This unique situation arises from a heavy concentration of specific problems in the core area. Other divisions presently face these issues in smaller numbers and because of this, the resources to deal with them are not as well developed. There is an opportunity for improved sharing of such programs and facilities in order to benefit children of the entire urban area by reducing the number and effects of boundaries and bureaucracies. Some of these benefits could be obtained by increased cooperation between divisions without reducing their numbers or increasing their size. However, it is apparent that whenever boundaries are involved, difficulties arise.
- Rationalization of the special levy. At the present time, the special levy mill rate ranges from 12.1 to 22.3 within the city. One school division would provide the highest level of rationalization of the levy and would result in only one special levy rate. Actually, any form of reduction in school division numbers would aid in the creation of more uniform rates. Not everyone would regard this as an advantage, however, because existing rates reflect the choices of school divisions in terms of the program offerings, special services and unique circumstances. There would also be objections to a rationalization of rates if it were perceived that someone's rates were rising in order to help subsidize programs available only in other areas, for example, nursery school programs.
- Reduction or elimination of overlap and duplication. With ten sets of school trustees, ten sets of administration and all of the support services that are provided by divisions, there is an apparent opportunity for rationalization. Clearly there is an opportunity for some cost saving

measures in avoidance of duplication of services. Since each division has its own human resources and purchasing components to its administrations, there are even greater opportunities for economies of scale. Some of these savings could also be achieved through improved divisional cooperation. Some joint purchasing is already taking place, but generally each division has its own resources.

- Reduction of school trustee costs. The average cost per trustee in the ten urban divisions was approximately \$20,800, according to statistics in the 1992/93 Frame Report Financials. The per pupil cost for the 78 trustees ranges from \$9 in Winnipeg to \$66 in Norwood. The ratio of trustees to students ranges from 1:265 in Norwood to 1:3,473 in Winnipeg School Division No. 1. Norwood School Division's ratio will drop further as a result of transferral of students to the new francophone division.

If one division were created and the ratio and compensation plan that exists in Winnipeg School Division No. 1 were utilized, then 30 trustees instead of 78 would be elected. Savings of approximately \$16,000 per trustee for 48 trustees would amount to \$768,000. If only 15 trustees served the new division, savings could exceed \$1 million. If the same ratio as Calgary were utilized and only 9 trustees were elected, the reduction in expenditures would be in excess of \$1.1 million (Calgary has 9 trustees for 95,000 students). Similarly, if the 10 divisions were reduced to only 4 divisions with a maximum of 9 trustees each, then the savings in trustee expenses would be approximately \$672,000. Note that not all trustee expenses could be reduced proportionately and thus a savings factor of \$16,000 is used in place of the average cost of \$20,800.

There are differences of opinion as to the capability of representing electors at these different levels. However, each school board appearing before the Commission related its capability of adequately representing the electors in its division. This applied equally to Winnipeg School Division No. 1 and the smallest divisions. Wide variations of ratios exist when comparing trustees to numbers of electors. For example, one trustee in Norwood represents 1,551 resident electors and one trustee in Ward 3 of Winnipeg School Division No. 1 represents 15,182 resident electors. If one were to use the same representation level as Ward 3 of Winnipeg, 27 trustees would be elected for the entire ten city based divisions and savings would amount to over \$816,000. If there were 9 trustees in one division, each trustee would represent approximately 45,500 resident electors which is about the same number that now elect 3 trustees in Ward 3 of Winnipeg. If there were 4 divisions each with 9 trustees, then the ratio throughout would be approximately 11,390 to 1, which is 3,800 lower than the

present ratio in Ward 3 of Winnipeg No. 1. This means that all parts of the city would be represented at a ratio lower than that of the Winnipeg School Division No. 1 ratio at the present time.

- Reduction in senior administrator costs. A review of executive, managerial and supervisory positions as projected in the 1993/94 budget year shows that there were 76.9 senior administration positions in total for the ten urban based divisions. The ratio of senior administrators to students ranged from 1:526.6 in Norwood to 1:2,020.72 in Winnipeg No. 1. The average cost of the administrators excluding benefits was approximately \$78,600. Per pupil costs for superintendents varied from \$33 in Transcona-Springfield to \$97 in Norwood while per pupil costs for secretary-treasurers ranged from \$67 in River East to \$161 in St. Boniface. Combined costs of \$252 per pupil in Norwood were double those of River East at \$125 per pupil. Total costs for central office administration (trustees, superintendents, secretary-treasurers, data processing and professional development) ranged from \$157 in Transcona-Springfield to \$317 in Norwood on a per pupil basis. The percentage of budget spent on administration varied from 2.9% in River East to 5.3% in Norwood and averaged 3.3% across the ten divisions.

If senior administrators were responsible for the same number of students as is currently the case in Winnipeg No. 1, only 50 persons would be required for all ten divisions, 22 fewer than the 72.9 senior administrators projected in the 1994/95 budgets. This would translate to a savings of more than \$1,840,000. Calgary in 1993/94 had 27 personnel in comparable positions administering 95,000 students. If a single Winnipeg division were administered on a comparable basis to that of Calgary, only 30 senior administrators would be hired, 42.9 fewer than currently employed. In this case, savings of over \$3,432,000 could be realized.

Caution must be used in the extent to which such absolute comparisons are made. In the City of Calgary there has been only one non parochial public division whereas the Winnipeg area has developed ten divisions. It would be impossible to achieve the same type of ratio in a short period of time, even if it were deemed desirable. It should also be pointed out that rationalization of senior level positions creates implications for junior level administrative positions and components of the instructional administration areas as well.

- Transportation and operational costs. It is difficult to project potential savings in transportation simply as a result of reducing the number of school divisions. For example, rationalization of French Immersion Programs might reduce bussing needs while

consolidation of Ukrainian, German and Hebrew bilingual programs could lead to increased transportation demands. There will be a need for a uniform definition of transported pupils. Centralized transportation supervision and routing could result in some small economies but it is not expected that this area of jurisdiction would produce much overall change in financial requirements. Operation and maintenance costs of school facilities would not change drastically as long as the same number of buildings remain functional. The largest potential for savings in this area will come from joint purchasing, and other shared services some of which is already being done through divisional cooperation.

- Central office building rationalization. There are presently ten sets of administration and service buildings. There is certainly room for rationalization here. Elimination of several of these from the present structure could result in a recovery of capital funding and reduction in operating costs for years to come. Most structures are either marketable or useful for other purposes.
- School level administration and staffing. There should be little or no change required at the school level due to rationalization of divisional administrations and school boards. The only possible change would be an improvement if additional resources were made available at the school level due to economies at the administration and school board levels. Moving scarce resources closer to the classroom would be beneficial to the students.
- Potential for increased centralization and bureaucracy. The greatest negative consequence of reduction in the number of existing school divisions could emanate from increased centralization and bureaucracy if allowed to develop. More centralized administration could increase the distance between parent/student and senior administrator/trustee. Proponents within the smaller urban divisions would argue that case but proponents from within Winnipeg School Division No. 1 also make a strong case for their capability with present numbers, especially with more active school advisory councils.
- Alteration of local representation. Parents who typically take a strong interest in their local school may feel that they would be losing a level of representation if trustees had larger areas and numbers of electors to represent. However, parental involvement through advisory councils and increased freedom for schools to operate as units could mitigate these fears. The Commission heard little criticism of the ratio of trustees to electors in the Winnipeg School Division No. 1. Parents are more concerned about the school their children attend, and the programs offered there, than the division in which the school is located.

- Coordinators and clinicians. Under current funding arrangements, a reduction in school divisions would result in reduced coordinator and clinician grants. This is due to an apportioning formula whereby divisions benefit from residual student counts. If there are less divisions, there would be fewer residuals and the clinician positions eligible for grants would drop. A revised formula would need to be designed to ensure that a reduced number of school divisions does not create a penalty in terms of specialist positions.

CONCLUSIONS ON IMPLICATIONS OF URBAN CHANGE

In summary, within the ten urban based school divisions, there is potential for obtaining net educational gain and net financial savings. The magnitude of both factors is proportional to the extent of down-sizing. The largest financial savings and greatest potential educational rationalization could take place at the single school division level. However, the potential for diseconomies of scale is also the highest. In Manitoba we already have the problem of imbalance due to the fact that the City of Winnipeg contains nearly 60% of the population. This imbalance and Winnipeg dominance issue is one that prevails especially in the education, health and municipal fields. Earlier in this report we focused on the dominance factor of Winnipeg and suggested that whatever recommendations were made should mitigate against the dominance. Winnipeg School Division No. 1 is already the largest division in the Province and many feel that this too is a form of dominance that should be addressed. Consequently, it would appear most advisable to reduce the number of school divisions from ten to a more reasonable number, but not to one large division.

2. FUTURE IMPLICATIONS OF CHANGE IN THE RURAL AREA

The previous discussions pertaining to the urban area are partially applicable to the rural areas, however, there are major differences including density, distance and transportation. As was discussed earlier in this report, these factors are the greatest impediments to achieving equality of education around the Province.

There is another issue that is not evident in Winnipeg that is very important to rural Manitoba – the socio-economic impact of school divisions. In commissioning its review of the potential for changes to rural school divisions, the Boundaries Commission asked the Rural

Development Institute (RDI) to evaluate all the same factors that Dr. Nicholls reviewed in the Winnipeg area. Additionally, RDI was requested to detail the socio-economic effect that school division administration and boards of trustees had in each area. It was noted that a school division office could be eliminated within the City of Winnipeg with little net overall effect. However, the potential closure of a school board office in a much less populated area could have a much greater impact.

The primary benefits and problems with reducing the number of school divisions in the rural areas are as follows:

- Rationalization of program offerings. Integration or consolidation of existing divisions would tend to rationalize program offerings since differences between areas would be much more evident, especially if local special levy rates were rationalized. The demands for equity within the new divisional areas would drive the process towards more standardization. In some cases, educators would see this as an improvement because there are areas where program choices are not available now due to insufficient student numbers or individual choices of divisions and districts. While some would see this as an improvement, others may see it as erosion of local autonomy. Overall, students would benefit if the program costs could be met.
- Rationalization of educational leadership. At the present time, superintendents of small divisions are struggling to be all things to all people. This is not a healthy situation as it frequently results in their inability to do any one part of the job well. Even if the overall number of senior administrative positions were not reduced, integration and amalgamation of divisions could provide for improved educational responses through better distribution of the educational leadership. As mentioned in previous sections, curriculum implementation is severely stressed in the present system. Special needs requirements are expanding yearly yet provisions for professional development have been severely curtailed. Rationalization of the numbers of divisions could help this situation. Funding provided for superintendent positions could be utilized to provide the services in a more effective manner.

Within the rural area studied in detail, there are 4 divisions (in southwest Manitoba) - Fort la Bosse No. 41, Souris Valley No. 42, Antler River No. 43, and Turtle Mountain No. 44. Each division has a superintendent and one has an assistant superintendent. It would be possible under a combined divisional organization structure to manage the division with one superintendent and one assistant superintendent. The other two positions could be utilized to

provide curriculum leadership and special services that none of the divisions can afford individually at the present time. Incumbents in these positions would not have to be paid at the superintendent level. In order for administrators to cover the larger areas, travel costs may increase slightly and delegation of authority to principals to operate their schools in conjunction with their teaching and non-teaching staff and local advisory councils would become more prominent. This could provide educational improvements for students in those areas.

- Rationalization of trustee representation. The current number of trustees was established when regional populations were much higher. Many trustees now represent only a few hundred people. Most wards have strong political sentiments about representation for home schools because of local democratic control issues. The Rural Development Institute's study suggested that both the role and function of trustees and their number need to be reviewed since few divisions currently adhere to regulations on representation. This appears due to the fact that most divisions have continued in their same format since they were formed shortly after the 1959 boundaries review.

Trustee representation in our four sample divisions ranged from 9 to 11 and totalled 41. Trustee costs for the four divisions totalled \$282,534 based on 1993/94 budgets. This represents less than 1% of the total operating budgets. The average cost per trustee was thus \$6,891.

Population declined between 1961 and 1991 so that the representation ratio for each trustee changed significantly as noted in the following figure.

DIVISION	CITIZENS PER TRUSTEE		% CHANGE
	1961	1991	
Fort la Bosse	1,142	956	-16.3%
Souris Valley	802	672	-16.2%
Antler River	751	527	-29.8%
Turtle Mountain	960	775	-19.3%

Figure 39

The overall ratios are extremely low, but they have also reduced substantially since their original formation. Even if all existing boards were retained, the number of trustees would have to be reduced from the present 9 to 11 configuration to 7 to 8 in each division merely to reestablish the proportional representation that existed in 1961. Among all four divisions, approximately 30 trustees would represent the 1961 ratio. This would represent a reduction

of 11 from the current level. At an average cost of under \$7,000 this would represent a savings of approximately \$77,000. For some, this would be seen as a small financial saving for a loss of representation. For others, it would be seen as elimination of an unnecessary expense preferable to further reductions at the classroom level. If one division were to be created with only 9 trustees, the savings could amount to \$224,000 annually. This money could help fill some of the education gaps in this area and move more resources closer to the classroom. Extended provincially the savings could be over \$2 million.

- Rationalization of business services. Of all areas within school division administration, it is the business management area that stands to benefit most from integration and rationalization. In our sample area, each division employs a secretary-treasurer who is supported by accounts and/or payroll clerks. Each has clerical or secretarial support staff as well. The Rural Development Institute addressed the basic question of whether or not it may be better to have the same number of central office administrators serving more specialized functions over the larger area of a consolidated division. Because they are less school related, the secretary-treasurer positions lend themselves to the specialized function more than do those of superintendents. Secretary-treasurers must, in addition to their business management requirements, provide secretarial functions to their school board. If there was only one school board in the area encompassing 3 or 4 previous divisions this collective role would be substantially reduced. It would not be necessary to have secretary-treasurers in each of the previous areas. A secretary-treasurer and assistant secretary-treasurer would be responsible for the new division. Some of the functions could be delegated directly to the schools which, in turn, would be connected by computer linkages to the administration offices. In fact, by having more of the work performed at the school level, it would help emphasize the importance of school secretaries who are an integral and valuable part of school operations. Many divisions have reduced the provision of school based administrative support due to the overall budget squeeze. Distribution of some of the present salary allocation from centralized locations to the school secretarial level would be beneficial to educators and, in turn, to the students.

Many divisions use similar or identical computer-based packages and networking of these can be accomplished by telephone line linkages. Purchasing and other areas such as payroll, budgeting and contract negotiations could certainly benefit from further cooperation and rationalization. The expense, time and effort devoted to negotiation of contracts could be reduced from 50 - 75% simply due to a similar reduction in the number of contracts required.

- Rationalization of clinical services. The sharing of clinical services between and among divisions is common and increasing at the present time. This has developed out of necessity. Individual divisions are frequently incapable of financing such specialty services and cross border agreements have been consummated. However, the existence of borders and proliferation of divisions necessitates the negotiation and operation of such contracts in order to provide local services. With a rationalization of school division numbers, the amounts of cross border contracts could be reduced.
- Union and non-union non-teaching staff. In the urban divisions, the majority of all staff are unionized and the complications surrounding integration of divisions would involve the integration of different union groups. A further complication that exists in rural Manitoba is one of integrating union and non-union workplaces. In our rural sample, Fort la Bosse and Turtle Mountain school divisions have some unionized support staff, and Souris Valley and Antler River school divisions have no unionized non-teaching staff. Where there are union contracts within the two divisions, the issue is further complicated by varying levels of coverage. In Fort la Bosse, The Manitoba Food and Commercial Workers represent custodians and instructional assistants. In Turtle Mountain, The Canadian Union of Public Employees represents clerical staff, library clerks, teacher-assistants, secretaries, caretakers, bus drivers, trades and food service lunch room assistants. If the 4 divisions were consolidated, a new contract might have to be negotiated with one union which may result in support staff from all divisions being unionized and probable additional costs to the non-unionized divisions. It could also result in a different workplace depending on organizational efforts, succession rights, and Labour Board rulings. It is difficult to assess the overall economic implications of unionization, for current contract differences would likely be standardized. While it is not mandatory that all standardization need be at the maximum of all scales, there is usually an upward trend to the standardization of both unionized contracts and assimilation of union and non-union workplaces.
- Teacher salaries. There is a considerable variation in average teacher salary and benefit costs across the Province because some divisions retain long-term experienced and more highly classified teachers and others do not. If the variations in average teacher salaries in these divisions were caused primarily by experience and classification, consolidating divisions would not create significant additional teacher salary costs. However, it appears from information provided by MAST that the variations in average salaries are caused by differences in the actual salary scales and benefits. Each division has its own current salary schedule and classifications. If consolidated, negotiators would likely attempt to move the

scales towards the higher end. This means that teachers salaries in some instances could increase. Others may be faced with frozen salaries during phase in periods. Similar differences exist in benefits, administration allowances and special contract clauses.

Based on a review of teacher salary grids for the 4 sample divisions, Turtle Mountain has the highest salary schedule for a minimum and maximum of class 4 and maximum of class 5 (most teachers in all divisions are in these two classes). Turtle Mountain and Antler River school divisions both recognize class 7 within the schedule while Fort la Bosse and Souris Valley divisions do not. These are some of the factors that would have to be rationalized in negotiations if school division consolidations were to occur.

During the negotiation of new contracts, attempts are usually made to average salaries upward and to include the more attractive benefits from each of the contracts. If the contract resulting from consolidation went beyond the average or moved up to a higher average, there could be additional salary costs to the taxpayers of the consolidated division. This factor alone could nullify any potential savings from integration or reduction of existing rural school divisions. Reductions in the number of divisions would reduce the number of contracts and thus also reduce the time and cost of numerous sets of negotiations.

- Rationalization of Special Levy. This would be regarded both positively and negatively depending upon which side of a blended rate a division's levy falls presently. There is a vast range of special levy rates amongst divisions and districts around Manitoba. From a low of 9.84 to a high of 90.80, the special levy also raises different amounts in each area. As discussed earlier in Section VI on Property Assessment and Taxation, the assessment available for taxation per student ranges from \$8,496 to \$157,872. One mill of special levy raises \$2,200 in Lynn Lake, \$10,700 in Sprague, \$40,245 in Duck Mountain, \$125,170 in Antler River, \$208,025 in Fort la Bosse, \$538,270 in Lord Selkirk, \$1,070,930 in Fort Garry and over \$4,183,387 in Winnipeg No. 1 school divisions.

It is very difficult to achieve equity in financing education when the ability to raise local revenue varies so significantly. The alternative is for all education funding to be provided by senior governments, and more general taxation. Obviously, this is why governments have attempted to balance the inequities through funding formulae and by providing a majority of the funding for education from collective sources.

In our sample rural study area, the 4 rural divisions have differing property assessment availability and special levy mill rates as displayed in Figure 40 below.

DIVISION	TOTAL ASSESSMENT	ASSESSMENT PER PUPIL	SPECIAL LEVY MILL RATE	AMOUNT RAISED BY 1 MILL
Fort la Bosse No. 41	\$207,979,920	\$120,387	16.49	\$208,024
Souris Valley No. 42	\$119,170,970	\$105,228	16.87	\$119,148
Antler River No. 43	\$125,156,270	\$134,432	17.78	\$125,170
Turtle Mountain No. 44	\$111,174,180	\$89,354	22.87	\$111,175

Figure 40

If assimilated into one division, the blended mill rate would equate to approximately 18.46 resulting in slightly increased costs of between 0.68 to 1.97 mills for 3 areas and a larger reduction of 4.41 mills for the fourth. The effects of these changes are similar in other areas of the Province when new options are tested. If only 2 divisions were formed from these 4, the effect on Fort la Bosse and one neighbouring division would be negligible since their mill rates are similar, but Souris Valley or Antler River would increase much more dramatically since one of them would be balancing the higher Turtle Mountain rate on its own depending on the configuration of the 2 divisions. This too is typical of other areas. The consequence of blending mill rates of different divisions reduces as more divisions are integrated. In terms of potential gain for education of students in our sample study area, more could be gained by assimilation of the 4 divisions than by reduction to only 2 of them. These divisions already work together for joint benefit in some areas and further gains would require expansion of that cooperation beyond 2 divisions.

- **Socio-economic impact.** Any significant changes in the number of staff persons in smaller rural based economies could have reasonably serious socio-economic consequences in the headquarter communities of the existing school divisions. The total payrolls in all rural divisions are significant within the economies of the home based towns. Divisions constitute major businesses within smaller towns and are significant in the larger towns. In many instances, the professional personnel are valued community leaders. If several school divisions were assimilated it is likely that not all the divisional offices would be required. Some personnel dislocations could result. In many cases in rural Manitoba, employees are spouses in farm families that rely on external income and many are long-term residents of the communities. Some would not be able to relocate and thus the income could be lost to that community if the assimilated division's head office location was moved.

The most complete estimates of local expenditures in our sample area are from Fort la Bosse and Turtle Mountain. In both cases, total local expenditures on goods and services easily exceeds \$100,000 per year. The variety of expenditures suggest that many different businesses, as well as local governments, benefit significantly from the presence of a school division office. The variety of services used locally (accounting, legal, insurance, advertising, etc.) indicates a wide distribution of public funds. Original expenditures such as these generate multiplier effects in small rural communities where manufacturing often is lacking and the service industries dominate non-farm employment in primary production economies. The overall estimate of more than \$2 million injected into the economies of the four centres with school division offices constitutes a major rural business system.

In a 1993 report, Rounds and Shamanski analyzed the trade centre network of rural Manitoba. Using a six-level classification, Winnipeg alone occupies Level 1 and Brandon alone occupies Level 2. Levels 3 and 4 are "shopping centres" and serve as major and minor regional centres. Using 1991 data, Killarney and Virden were two of only three (with Neepawa) communities in southwestern Manitoba that are leading regional centres (e.g., partial shopping centres) (Figure 41). Similarly, Melita and Souris were minor regional centres (e.g., smaller partial shopping centres). In spite of these designations, all four centres actually lost population between 1986 and 1991 (Killarney, -6.7%; Melita, -9.1%; Souris, -5.1%; and Virden, -5.2%). According to Dr. Rounds, this most unusual circumstance has never been recorded in the literature available. Regional shopping centres are normally growth nodes within the trade centre system. The fact that Manitoba's "growth nodes" are not growing reveals the vulnerability of even major rural communities. No level 3 (major regional centre) communities exist in southwestern Manitoba, so these communities are the major trade centres.

The loss of major businesses, such as school division offices, could have long range deleterious effects far beyond the absolute dollars or number of persons involved. The loss of five or six families, for example, places an equal number of houses on the real estate market in communities that are declining, possibly adding to exponential decline by driving property values down. The loss of families means fewer consumers of goods and services, and weaker businesses. In the largest division (Fort la Bosse) the division office staff totals 13 people, which translates to 40 persons in families. Ten school age children are included, so school enrollments could decrease. These cumulative effects are far-reaching in smaller communities, none of which can afford to lose additional employment, especially in the higher paying professions.

WHOLESALE-RETAIL SHOPPING CENTRES IN MANITOBA, 1991

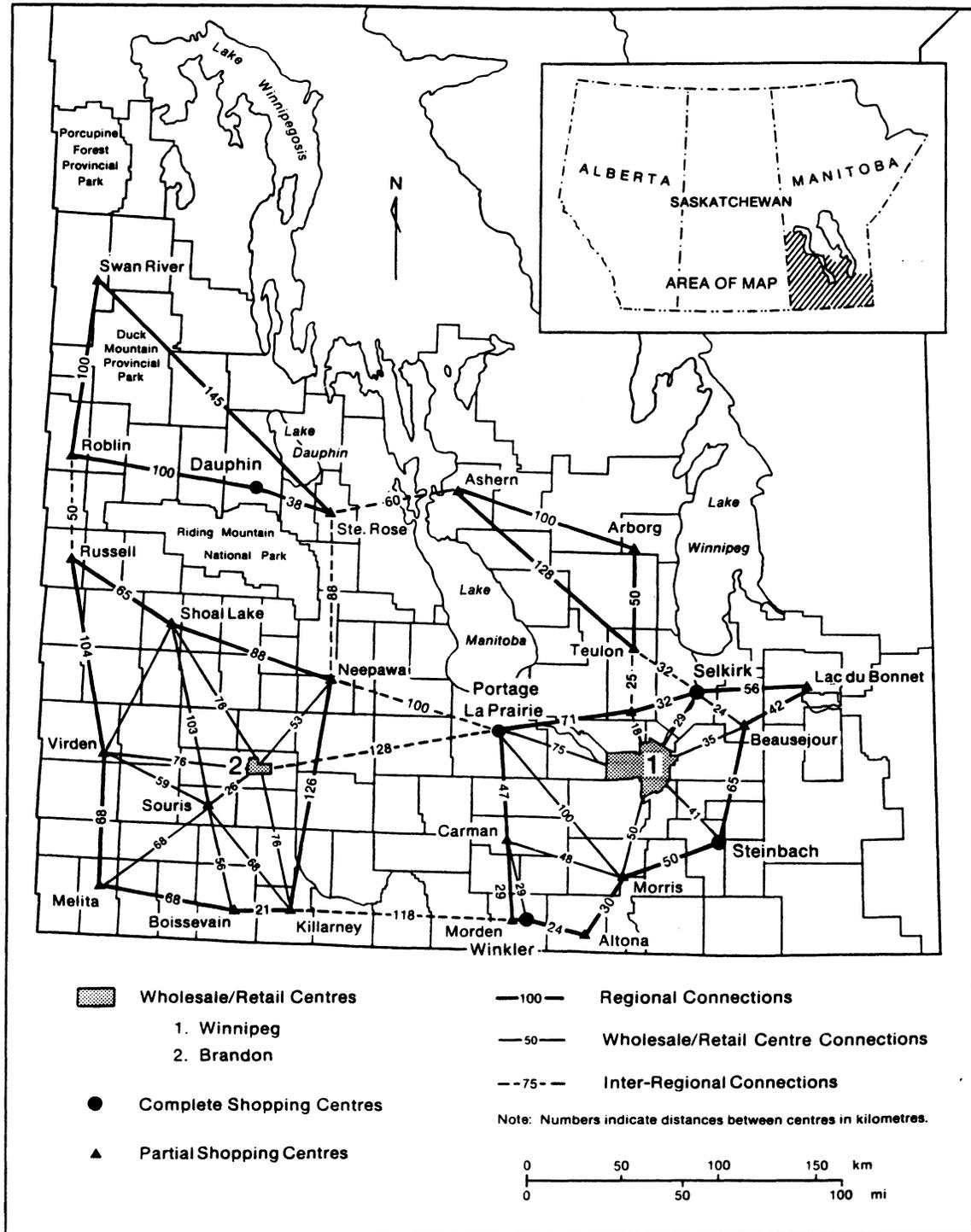


Figure 41

Source: Rural Development Institute, 1993

P.L. Cherneski, 1993

CONCLUSIONS ON IMPLICATIONS OF RURAL CHANGE

In summary, it would appear that there is not a lot of money to be saved from assimilation of rural school divisions. There is even a possibility that some portions of integrations could end up being more costly. Integration of divisions with a common special levy would balance costs in a region and would be received positively where the rate drops and negatively where it increases. There is, however, an opportunity through rationalization of school trustees, superintendents and secretary-treasurers to direct a greater portion of available resources closer to the classroom and consequently to provide improvements on the education side of the issue. A fringe benefit from rationalization could evolve from the ability of divisions to maintain smaller schools in operation. If all existing school boards and school administrations are maintained and student numbers continue to drop as they are presently doing in most rural areas, then the resulting reduced funding will eventually force further cuts at the classroom level. This would have tragic repercussions. In these instances, the consequence of status quo would likely be more negative than the consequence of change. The depopulating areas of rural Manitoba are all in this same predicament. There are only a few growth areas in rural Manitoba and they could enjoy the benefit of economies of scale that growing numbers can provide. Economies of scale in depopulating areas are not achievable without increased bussing. Neither increased bussing nor closure of schools are advocated by the Commission and are not necessitated by any of the recommendations made later in this report.

3. FUTURE IMPLICATIONS OF CHANGE IN THE NORTHERN DIVISIONS, REMOTE AND SPECIAL REVENUE DISTRICTS

Many of the points made in both previous sections (urban and rural) are applicable to more distant areas. However, Northern and Eastern remote areas of Manitoba present some different sets of variables and circumstances from urban or rural Manitoba. Population concentrations are separated by substantial distances and many places have only air or rail linkages to other centres. Frontier School Division is responsible for massive areas of the province and many of its locations are accessible only by air. It has a total portioned property assessment of only \$46.8 million which raises only \$692,646 in special levy. This necessitates provincial and other sources funding the remainder of its \$48 million budget. Its cost of delivering services is the highest of any division in the province at \$10,342 per pupil, almost double the average of \$5,713 in 1992/93. This is due primarily to its very decentralized locations and heavy staff, transportation and operations costs.

Northern communities such as Churchill, Lynn Lake, Snow Lake and Leaf Rapids operate individual schools complete with local school boards and administration although the administration is extremely limited. In fact, in some cases the school principal acts in nearly all administrative capacities. While most of the smaller communities want and need educational help, they are frequently reluctant to integrate with either Frontier School Division or their closest neighbours to formulate larger divisions. There is a fear of loss of control to larger centres if this were to happen.

As mentioned earlier in this report, several northern communities have special agreements with major employers such as Hudson's Bay Mining and Smelting and INCO and thus there must be separate considerations for the financial arrangements. There is no question that there could be educational gain by linking some of the more isolated communities either together or to larger centres where sufficient numbers would help justify the provision of additional services. The key to success in northern communities involves not destroying the singularity of each of those communities even if they are linked in order to achieve educational benefits. If several widely separated communities were to form a new division, there would have to be special consideration given to trustee representation. If a small, isolated centre were to be linked to one or two larger centres there may need to be an extension of the Public Schools Act provisions with respect to proportional representation to ensure that the smaller centre has elected trustees. While some southern and rural Manitobans may take issue with this principle, it would be necessary to ensure reasonable representation in areas widely separated by distance. This underlines the necessity of

responding to regional differences with appropriate solutions rather than attempting to solve all problems with the same approaches.

At the present time, there are few opportunities for professional staff development in the isolated communities primarily because there is nobody else in the area. Crossing of boundaries for such purposes has not been sufficiently encouraged in recent years and thus many staff are even more isolated than they need to be. Formulation of partnerships and integration of smaller components into larger groupings could improve staff development and provide some opportunities for movement of staff. At present, there is simply no place to go without starting over in a new division once one leaves the small existing district or division. This problem prevents some teachers from accepting roles in isolated locations in the first place.

In 1992/93 the 7 Northern divisions and districts reported the total costs of their 42 trustees to be \$367,783 for an average of \$8,756. Frontier School Division reported \$526,752 as the cost of its 10 trustees for an average of \$52,675. Sprague's cost of \$19,065 was for 5 trustees so their average was \$3,813. Assimilation of divisions could reduce these costs, although not directly proportionally since some costs remain for a board irrespective of its numbers of trustees. However, if the 7 Northern districts (excluding Frontier) were reduced to 2 and each had a maximum of 9 trustees, then the costs of 24 trustees could be eliminated or the funds channelled towards education services not presently available. At an average of \$7,000 this would translate to \$168,000. Frontier's trustee cost is very high, with base compensation set at \$15,000 each compared to the average \$2,967 for the other Northern school boards. The roles and travel costs are also different.

Senior administration costs could be reduced somewhat, but such reductions would not be large. Some economies could be obtained on the business management side and educational leadership could be shared with benefits accruing mostly to the smaller areas.

It is extremely difficult for administrators in some of the northern areas to be all things to all people. They could certainly benefit from being part of a larger more integrated system. In turn, the students could benefit educationally if more support services were available to them. In most cases these services are simply unavailable now because of the prohibitive cost and diseconomy of very small scales of operation.

Frontier School Division is presently responsible for Falcon Beach School. This is more by default than by design, since Falcon Lake is outside any school division. While elementary

students attend here, high school students are bussed over 118 kilometers to Steinbach. Frontier School Division was intended to service the remote areas of the province. Falcon Beach is directly on the Trans-Canada Highway and would be more appropriately included in a southern school division with Steinbach as its high school location.

Pine Falls, Pinawa and Pointe du Bois are locations for Special Revenue Districts not included in the mainstream with other divisions/districts. This is due to the role of the major employer in each case and existence of different methods of financing both municipal and education services. The students of these small operations could benefit from co-operative interaction at the staff, administration and school board levels. It is not necessary, however, that integration of these into school divisions need also dictate identical treatment by the Department. Funding arrangements should be tailored to suit the unique circumstances. Each location could still operate its schools on a locally-managed basis within a broader based regional school division.

Sprague is presently a remote district struggling to survive with one school and 156 children and a very low assessment base. It could benefit educationally by linkage with its neighbours and would also benefit substantially from equalization of mill rates in a larger school division.

**CONCLUSIONS ON IMPLICATIONS OF CHANGE IN NORTHERN DIVISIONS,
REMOTE AND SPECIAL REVENUE DISTRICTS**

In summary, smaller Northern, remote and special revenue districts and divisions could benefit educationally from integration with some of their neighbours. Staff would benefit from increased opportunities for interaction, professional development and improved mobility without tenure problems. Some economies could be exercised in the business management aspects of these small operations and help could be obtained by sharing with the larger centres. Reduction in trustee costs could result in directing badly needed resources to education services at the classroom level.

Care would need to be taken to recognize the uniqueness of these communities and the individual financial arrangements. In contrast to southern and urban areas, mill rates would need to be maintained on an individual community basis. The important role of the school principals and school advisory councils should be elevated since operation of single school remote locations would approach school based management within an integrated grouping of neighbouring districts and divisions.

VII. RECOMMENDATIONS

Readers are encouraged to refer to specific chapters of this report for background and details on each category of recommendations. Brief notes on the rationale for each recommendation are provided. However, in order to comprehend the full context and intent, it is necessary to understand the history and dynamics of societal change. This must include physical and political geography of Manitoba and other factors that contribute to the formulation of recommendations regarding the size and number of divisions and the governance system that will manage them in the future.

A. PRINCIPLES USED IN FORMULATING RECOMMENDATIONS

Throughout its deliberations the Commission was cognizant of its primary principles and these will be evident in the specifics and intent of every recommendation. The goal was to recommend the best governance structure which would:

- (a) further education excellence;
- (b) facilitate effective and efficient program delivery and development in the public school system;
- (c) facilitate the goals of education of the Province and ensure that education reflects principles such as equity, openness, responsiveness, excellence, choice, relevance and accountability;
- (d) ensure flexibility in student movement between and among divisions and districts;
- (e) acknowledge the increasing applicability of technology to facilitate program delivery;
- (f) foster partnership between/among government, community, parents, labour, business and industry; and
- (g) receive public acceptance.

Recommendations totalling 43 are numbered consecutively and are grouped by category. The numbers in parenthesis at the end of each are the page numbers in this report, to which reference can be made to find further details on that topic.

B. STRUCTURE OF EDUCATION GOVERNANCE

Department of Education and Training

1. The Commission recommends that the Minister and the Department of Education and Training adopt a strong leadership role in articulating a vision for the future and

establishing education policy for the Province. These should be communicated to all citizens of Manitoba and followed up to ensure that the necessary and desirable standards included in those policies are achieved (P. 87, 96, 98)

The primary, but not exclusive focus should be to:

- (a) establish jointly approved curricula with the Western Canadian Provinces and others;
- (b) assist Manitoba school divisions with implementation of these curricula;
- (c) set acceptable standards of achievement for students and require accountability on the part of the school divisions and staff in assisting students to achieve those standards;
- (d) ensure the viability of appropriate training for, and subsequent certification of public school teachers;
- (e) provide sufficient funding to finance the provision of an equitable level of education to all students in the Manitoba public school system.

Manitobans are expecting the Minister and the Department to provide visionary leadership that will allow all sectors of the public school system to work towards common goals that place the welfare of students as top priority. There is public support and demand for improved standards and accountability at all levels in the system.

There is an urgent requirement for the Department to provide this form of leadership in the organization and implementation of distance education. The Commission is concerned that, without a dynamic coordinated approach, the small number of devoted individuals attempting to integrate available technology into the education delivery system may not succeed.

School Boards

2. The Commission recommends that governance of public education by boards of publicly elected school trustees be reaffirmed. (P. 92, 93, 96, 98)
3. The Commission recommends that school boards be elected on the basis of a ward system. (P. 92, 93, 96, 98)
4. The Commission recommends that wards have similar numbers of electors as presently set out in the Public Schools Act inclusive of the maximum 25% deviation rule with exceptions approvable by the appropriate authority for Northern and remote locations where strict application of the rule would eliminate the possibility of local representation on the school board. (P. 92, 93, 98)
5. The Commission recommends that school boards have a minimum of 5 and a maximum of 9 trustees, except for Frontier School Division and the new Francophone School Division

which should continue with 10 and 11 trustees respectively, due to their extensive geographic areas. (P. 92, 93, 98)

6. The Commission recommends that school boards have local autonomy, within the limitations of provincially approved curricula and standards, and be responsible and accountable for operation of their school divisions. (P. 96, 98)
7. The Commission recommends that school boards continue to have local special levy taxing authority as long as property is used as a source of education funding. (P. 98)
8. The Commission recommends that school boards maintain the right to select and employ their senior staff. (P. 93, 94, 98)
9. The Commission recommends that school boards restrict their role to one of establishing local educational and administrative policy and allow professional administrators to manage the system. (P. 96)

The Commission believes the best form of governance accountability can be achieved through democratic election of local representatives. To be effective in providing its choice of education programs within provincially approved curricula, the board should have special levy taxing powers to finance those things it feels are appropriate to its area. A key element in local responsibility is the ability to select, hire and remove, if necessary, its educational and administrative leadership. However, boards must be careful to set policy, and once set, allow its staff to manage the system and implement the policy. Trustees must avoid being drawn in to the daily administration of divisions.

Superintendents/Secretary-Treasurers

10. The Commission recommends that the Public Schools Act be amended to require each school division to have a single Chief Executive Officer, appointed by and responsible to the board of trustees. (P. 93, 94, 98)
11. The Commission recommends that the Chief Executive Officer be accountable for the entire operation of the school division including both educational and financial matters. (P. 93, 94, 98)
12. The Commission recommends that the staff member directly responsible for the business management/accounting function be subject to minimum standards of qualifications to be set by the Minister after consultation with and recommendations from MASBO, MASS and MAST. (P. 93, 94, 98)

Today's school divisions are complex public organizations and it is important that modern management structures be utilized. The Commission suggests that accountability can best be achieved by having one individual responsible to the school board for all operations. This does not mean that they need be the educational leader and business manager simultaneously. However, the individual appointed by the board to fill this role should account for all school

division operations. The staff member providing the business management, accounting or secretary-treasurer expertise should have minimum accounting credentials to be able to assure the trustees and the public of his/her competence to perform the required job. Training programs should be established to allow existing staff to acquire these standards and new appointments should be made based on those minimum qualifications either existing or being obtained within a reasonable period of time.

Schools (Principals, Teaching Staff, Advisory Councils)

13. The Commission recommends that school principals be responsible and accountable for the operation of their schools including both educational and financial matters. (P. 95, 99)
14. The Commission recommends that improved training options and requirements be established for individuals aspiring to education administration positions, to ensure that management skills are appropriately blended with educational leadership. (P. 30, 95, 99)
15. The Commission recommends that schools be recognized as community facilities providing primarily education services, but also appropriate health, recreational and social services where such services can be delivered effectively and economically in schools. (P. 99)
16. The Commission recommends that services to Manitoba students be integrated across provincial department lines together with rationalization of provincial funding to ensure that all services to children of school age are delivered at the most appropriate site and at the most efficient cost. (P. 33, 99)
17. The Commission recommends that school advisory councils be authorized by enabling legislation which would allow for their establishment if requested by parents of school children. (P. 94, 95, 99)
18. The Commission recommends that the school advisory council, when formally constituted, to be composed of: parents and community members, the school principal, representatives of the teaching staff, support staff, students (where appropriate) with the number of parents at least equalling the total number of the other members of the council. (P. 94, 95, 99)
19. The Commission recommends that the role of the school advisory council be primarily advisory to the principal and through him/her to the board respecting any issue related to the operation of the school. Topics that should be included within its scope are:
 - communication and coordination among all people related to the school
 - creation and distribution of the local school budget
 - school objectives and educational priorities
 - curriculum and program offerings
 - scheduling, school calendar, school opening and closing hours
 - before and after school and noon hour operational practices
 - timing of exams, extra-curricular activities and field trips
 - student discipline and behavior
 - attendance and truancy enforcement policy
 - fund-raising priorities and approaches
 - community access to school facilities
 - school based non-educational services such as health, recreational, social and nutritional

- parent-school interaction and parental access to information
 - reporting methodology of student achievements and standards
 - effectiveness of the school in meeting its objectives
 - staff selection if board policy encourages same
 - other issues referred by the board or principal. (P. 94, 95, 99, 100)
20. The Commission recommends that teachers, as the single most important component in the delivery of education, be encouraged to participate in the operation of the school and as full members of the school advisory council. (P. 99, 100)

For students and their parents the local school and what happens therein is their highest priority. Principals must have the opportunity and obligation to be more accountable for their entire school operation. This requires administrative skills beyond that expected of classroom teachers. Qualities that make a teacher effective are not always the same as the qualities required of a good principal. Parents, teachers, students, support staff and the principal must, and must be allowed to, take a more active role in determining the operation of the school. A collegial approach is seen as the most appropriate. Schools should be focal points of community activity. It is appropriate to consider delivery of non-educational services in conjunction with, but not as a replacement of, basic education. The key to this will be the rationalization of funding and staffing in order to prevent the expectation that school divisions and teachers provide all services with only an education budget.

C. PERMEABILITY OF BOUNDARIES

21. The Commission recommends that school division boundaries no longer be the primary factor in determining student/parent choice of schools. (P. 77-80)
22. The Commission recommends that school division boundaries be used only for administrative and tax collection purposes. (P. 77-80)
23. The Commission recommends that parents and students be allowed to exercise increased freedom to choose the school to be attended, such increased choice to be restricted only by the following limitations:
- parents/students to serve notice of desired school choice by at least March 30 for the following September school term, in order that both the home and the receiving divisions may plan for staffing, space, bussing, and any other requirements;
 - proposed receiving division to determine if space is available at the proposed school;
 - home division to be responsible for transportation if the school of choice is the closest appropriate school in that division;
 - the receiving neighboring division to be responsible for transportation if the school of choice in the neighboring division is closer than the closest appropriate school in the home division;
 - the parent/student to be responsible for transportation if the choice of school is any other than the closest in the home division or a closer school in a neighboring division;

- allocation of regular and transportation grants and residual fees as set forth in recommendation no. 25. (P. 77-80)
24. The Commission recommends that negotiations be undertaken at the Minister/Deputy Minister level between Manitoba and Saskatchewan initially, and Ontario subsequently, for the purpose of reducing the barriers to education caused by the existence of provincial borders. The intent is to ensure that the same permeability of provincial boundaries is achieved as these recommendations would provide relative to Manitoba school division boundaries. (P. 25)

One of the major improvements that can be made to the present system is to remove the impediments that boundaries constitute in their present form. As fences that keep students in and brick walls that keep students out, they present one of the most frustrating and antagonizing aspects of education governance. By simplifying and expanding school choice and minimizing the negative effects of divisional boundaries, the boundaries themselves can be made more permanent and more coincident with other service confines such as municipal boundaries. This could make property taxation more understandable. It can also simplify and reduce the costs of preparation for and conduct of both municipal and school board elections.

D. RESIDUAL FEES (Tuition Fees for Non-Resident Students)

25. The Commission recommends that a simplified system of residual fees be implemented to complement the improved freedom of choice of schools and reduced impediments in crossing school division boundaries, including the following components:
- the division which educates a student would receive the base grant from the Department of Education and Training;
 - the division responsible for and actually transporting an eligible student would receive the transportation grant, regardless of the student's home division;
 - regionally established residual fees to be determined in consultation with MASBO and the Minister's Advisory Committee on Education Finance would be electronically transferred between divisions at the Schools' Finance Branch;
 - special levies raised in the home division would be retained. (P. 81-84)

This simplified form of transferring resources from generating source location to the division that provides the education will remove even more of the impediments that existing boundaries create. There would be no debate about whether or not residual fees are charged or paid, how much they are and who pays them. It would improve equity and ensure that the division making the effort to educate the student is appropriately funded, without proliferation of inter-divisional accounting or negotiations at the borders themselves. These changes, in tandem with the improved permeability of boundaries would help remove many of the antagonisms in the existing delivery system.

E. ADMINISTRATION, PERSONNEL MATTERS AND DISTRIBUTION OF ASSETS

26. The Commission recommends that any changes to school division/district boundaries be undertaken with great respect for the anxiety such changes will create. Actions to be taken to minimize that anxiety and respect the rights of individuals in the system should include:
- long term notice by the Minister of intended changes allowing for appropriate planning by affected parties;
 - negotiation of future collective agreements, mindful of planned change dates and a need to correlate expiry dates of new contracts;
 - allowance for contracts which extend beyond the implementation dates of the creation of new divisions to accompany their members into the new division. The new employer should respect the provisions of the contracts until their expiration at which time new agreements should be achieved through collective bargaining;
 - assurances that divisions with non-union, non-teaching staff treat those staff members fairly in the absence of collective agreements;
 - recognition that senior staff, who may be most affected by change, have not themselves initiated the changes and that special considerations may be required during transition periods. (P. 101-105)
27. The Commission recommends that the pension benefits of non-teaching employees not be adversely affected as a result of any change to division boundaries and that consideration be given by all new divisions to the establishment of a single defined benefit pension plan for all non-teaching employees. (P. 101-105)
28. The Commission recommends that assets including schools and any surplus funds at the time of implementation of a new division accompany divisions and districts into the new division. Where existing divisions are dissected such that schools change divisional affiliations, then portioning of assets will be required. This should be accomplished by fractionating the portioned special levy assessment in accordance with the areas being realigned. This should apply as well to revenue received from the sale of administration or service buildings which are rendered surplus by the formation of new school divisions. A 5 year limitation should be placed on this arrangement. (P. 104, 105)

Any form of change will cause disruption and anxiety. Change handled insensitively will only amplify the problems. Long term notice and clear statements of intents will help minimize the problems and allow individuals to participate constructively in the process.

F. TAXATION AND ASSESSMENT

29. The Commission recommends that as long as property continues to be a source of education funding, then all property, including that within parks, should be assessed, included within school division boundaries and taxed for both the education support levy and the local special levy. (P. 67-74)

An inequity exists now since property in parks is not assessed and taxed on the same basis as other property. The Commission is not commenting on the appropriateness of property as a source for education funding in making this recommendation. This relates only to the innate unfairness of the existing application. This recommendation would also incorporate over \$31,000,000 worth of assessed property into school divisions. These properties are presently subject to the provincial education support levy but escape the special levy for local school divisions. Eliminating these anomalies would render the system more equitable.

G. SCHOOL CLOSURES

30. The Commission recommends that regulations be passed requiring school boards to have a 2/3 majority vote in order to close any school during the implementation period of the Boundaries Review Commission's recommendations and for a further period of 3 years following the date of inauguration of the new divisions. (P. 61, 121)

The Commission is concerned that some may incorrectly interpret that integration and reduction of school division administrations and school boards will necessitate or directly cause school closures. This is not the case and the Commission is definitely not advocating either school closures or increased bussing of students. Such decisions should be made by local school boards based on sound logic pertaining to each situation individually. Rationalization of senior management and school trustees is possible without negatively affecting schools. In fact, all of the Commission's recommendations are designed to help maintain viable schools and the valuable student/teacher relationships that form the basis of our education system. Properly implemented, the recommendations can lead to maintenance of more students closer to home than would be possible by perpetuating the present system.

H. SCHOOL DIVISION RESTRUCTURING

31. The Commission recommends that over a 3 year period, the 57 existing school divisions and districts in Manitoba be reduced to 21 as detailed on the maps immediately following this section and in accordance with the implementation plan included in section VIII. (P. 106-124)
32. The Commission recommends that the 10 Winnipeg area school divisions be reduced to 4 using primarily the Red and Assiniboine Rivers as natural boundaries, and integrating St. Norbert, St. Adolphe, Ile-des-Chênes and Lorette areas within the 4 new divisions (P. 106-112)
33. The Commission recommends that the 34 divisions and districts beyond Winnipeg (excluding the new Francophone Division, Frontier and Northern divisions) be reduced to

13, these new divisions to follow as closely as possible groupings of municipal boundaries and to incorporate whole existing divisions wherever practical. (P. 112-121)

34. The Commission recommends that the 7 northern and remote divisions and districts be integrated to form 2 new divisions, with separate financial arrangements and special levy rates in each community, recognizing special contracts that exist with major employers in some centers. (P. 122-124)
35. The Commission recommends that Frontier School Division remain basically unchanged with the exception that Falcon Beach School be transferred to the new South-East School Division. (P. 122-124)
36. The Commission recommends that the Special Revenue Districts of Pine Falls, Pointe du Bois and Whiteshell be integrated into the new Agassiz-Lord Selkirk School Division with recognition of the special financial arrangements existing at each location. (P. 122-124)
37. The Commission recommends that the remote school district of Sprague be integrated into the new South-East School Division. (P. 124)
38. The Commission recommends that the new Francophone School Division continue in the format legislated in 1994. (P. 88-90)

The implications of changes to the number of school divisions were discussed at length in Chapter VI entitled *Future Educational and Financial Implications of Change*. In the Winnipeg case the Commission recommends 4 divisions using mostly natural boundaries in order to achieve simplicity, balance and symmetry. While reduction to one division had the highest potential for both educational improvements and financial savings, the overriding need to provide balance and to mitigate the negative results of dominance became paramount.

With the exception of Elmwood, Ward 1 of Winnipeg No. 1 (South of the Assiniboine River), Brooklands and St. Norbert, divisions would be integrated as whole divisions. St. Norbert is a part of Seine River School Division No. 14 although it is an integral portion of the City of Winnipeg. The other 3 areas would be integrated with more logical neighborhoods. Additionally, St. Adolphe, Ile-des-Chênes and Lorette would be incorporated as an integral part of the new Winnipeg South-East School Division. Their relationship with St. Vital and St. Boniface is seen as more appropriate than with the South-East School Division (incorporating Hanover, Boundary, Sprague, and rural portions of Seine River and Red River) due to their proximity to the City, strong French Immersion programming and the fact that many elementary students from this area attend Winnipeg high schools (most of St. Adolphe).

In the rural area the consequences of status quo will be very negative educationally if allowed to continue. While the socio-economic impacts of change would also be negative in areas of reducing population, the Commission is recommending the choices that have the best

educational promise for students, who all agree, must be the primary focus in this process. The few rural areas that are growing can benefit from the economies of scale that accompany growth. In most cases, divisions would be integrated relatively intact as was suggested by many presenters. However, boundary lines have been straightened and wherever possible are coincident with municipal boundaries in order to achieve a higher level of understanding, rationalization of taxation and increased simplicity in preparation for and conduct of elections.

In Northern Manitoba, smaller districts could benefit from integration with larger centers, as part of a larger school division. Each community would be allowed to maintain its individuality through separate financial arrangements and a variation of school-based management, utilizing a strong local school advisory council. The Commission did not see merit in extending the Frontier School Division to other areas, especially to those with a local assessment and tax base, since Frontier serves primarily areas without such a base.

I. IMPLEMENTATION PLAN

39. The Commission recommends that the Minister initiate the creation of a multi-disciplinary Implementation Committee immediately after the decision to proceed with implementation of the recommendations made respecting division restructuring. (P. 156-159)
40. The Commission recommends that, upon activation, the Implementation Committee consist of a small group of full-time staff with effective, knowledgeable leadership to be based in the Department of Education and Training, supplemented by representation from the major education associations, together with advice from other pertinent unions and associations representing non-teaching staff at appropriate times during the implementation period. (P. 156-159)
41. The Commission recommends that the implementation plan, as detailed in Section VIII of this report, be adopted including a 3 year phase-in period in order to allow for appropriate planning to take place and in order to accomplish the changes at the lowest possible cost, both in terms of human anxiety and financial resources. (P. 156-159)
42. The Commission recommends that the Board of Reference be reactivated in its present form immediately upon dissolution of the Boundaries Review Commission and that it continue to perform its functions relating to transfer of lands between and among school divisions until and unless it is no longer required. (P. 159)
43. The Commission recommends that regular reviews of school division boundaries be legislated so that they are automatically required and conducted every 10 years.

J. RECOMMENDED SCHOOL DIVISIONS

<u>ESTIMATED ENROLLMENTS, ASSESSMENT AND SPECIAL LEVY MILL RATES</u>			
NEW SCHOOL DIVISION	STUDENT ENROLLMENT ¹	1994 PORTIONED ASSESSMENT	ESTIMATED SPECIAL LEVY MILL RATE
1. Winnipeg North-West	34,971	3,939,378,467	19.46
2. Winnipeg South-West	32,301	4,475,791,220	15.89
3. Winnipeg South-East	19,616	1,849,674,219	16.04
4. Winnipeg North-East	23,892	2,096,917,075	16.55
5. South-East	9,241	² 684,343,839	11.90
6. South-Central	9,208	828,177,634	13.02
7. South-West-Central	3,418	308,020,916	18.28
8. South-West	5,270	548,794,630	18.46
9. Brandon	8,348	³ 752,214,559	11.69
10. Yellowhead	4,961	465,033,291	15.88
11. Beautiful Plains-Pine Creek	3,900	327,550,270	14.17
12. Portage la Prairie	3,758	376,213,510	12.87
13. Interlake-Whitehorse Plain	4,699	416,791,090	12.11
14. Agassiz-Lord Selkirk	8,230	⁴ 865,980,820	11.26
15. Lakeshore-Evergreen	3,364	371,276,180	11.94
16. Parklands	4,897	349,670,510	15.15
17. Swan Valley	2,144	147,023,840	17.44
18. Norman	4,058	219,390,400	30.42, 15.21, 90.80
19. Northern Lights	4,617	211,342,050	22.03, 51.39, 39.70, 20.16
20. Frontier	5,302	60,841,310	⁵ NA
21. Francophone	⁶ 4,268	-	NA
TOTALS	196,195	19,294,425,830	

Figure 42

Following the maps of existing and recommended school divisions which appear on the next 8 pages, comprehensive information can be found detailing the make up of each new division, the old and new mill rates for each component, and the tax effect translated to residential property value.

¹ This column details the September, 1993 opening enrollments rearranged into the recommended divisional format. (Verified 1994 statistics were not available at time of publication.)

² Students from the Falcon Beach area have been included in the enrollment figure but assessment is not included in the portioned assessment listing because it is part of Whiteshell Provincial Park and has not been assessed.

³ Students from the Shilo area have been included in the enrollment figure but assessment is not included in the portioned assessment listing due to the fact it is only now being assessed.

⁴ Students from the Pinawa area have been included in the enrollment figure but assessment is not included in the portioned assessment listing due to its special financial arrangements.

⁵ Frontier mill rate will have to be decided later based on its approved budget and revised assessment.

⁶ Francophone students are included in their home based division and are thus not counted twice in the total.

WINNIPEG SCHOOL DIVISIONS EXISTING

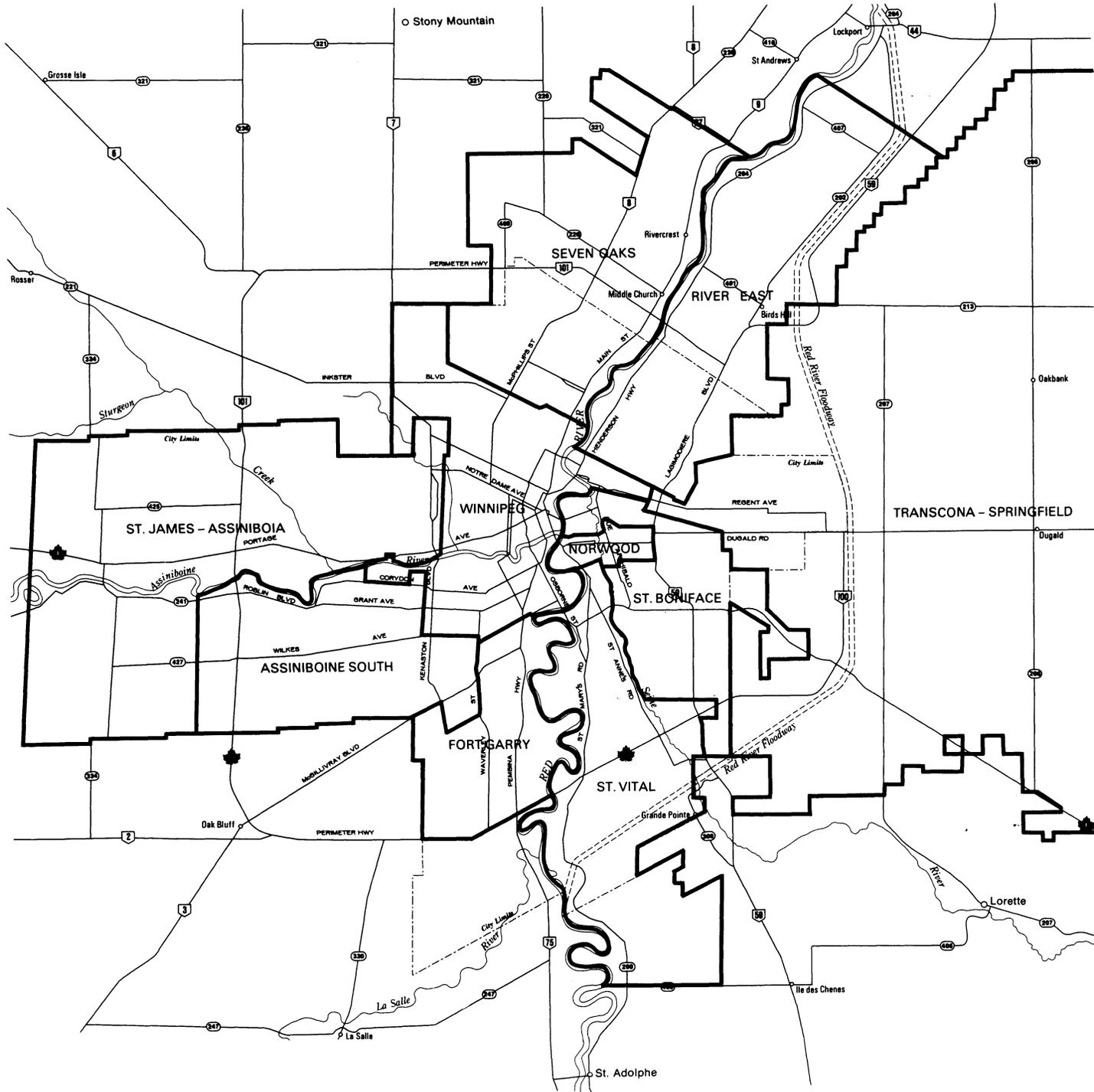


Figure 43

Department of
Education and Training
**WINNIPEG AREA SCHOOL DIVISIONS
RECOMMENDED**



Figure 44

Department of Education
and Training
SCHOOL DIVISIONS
EXISTING

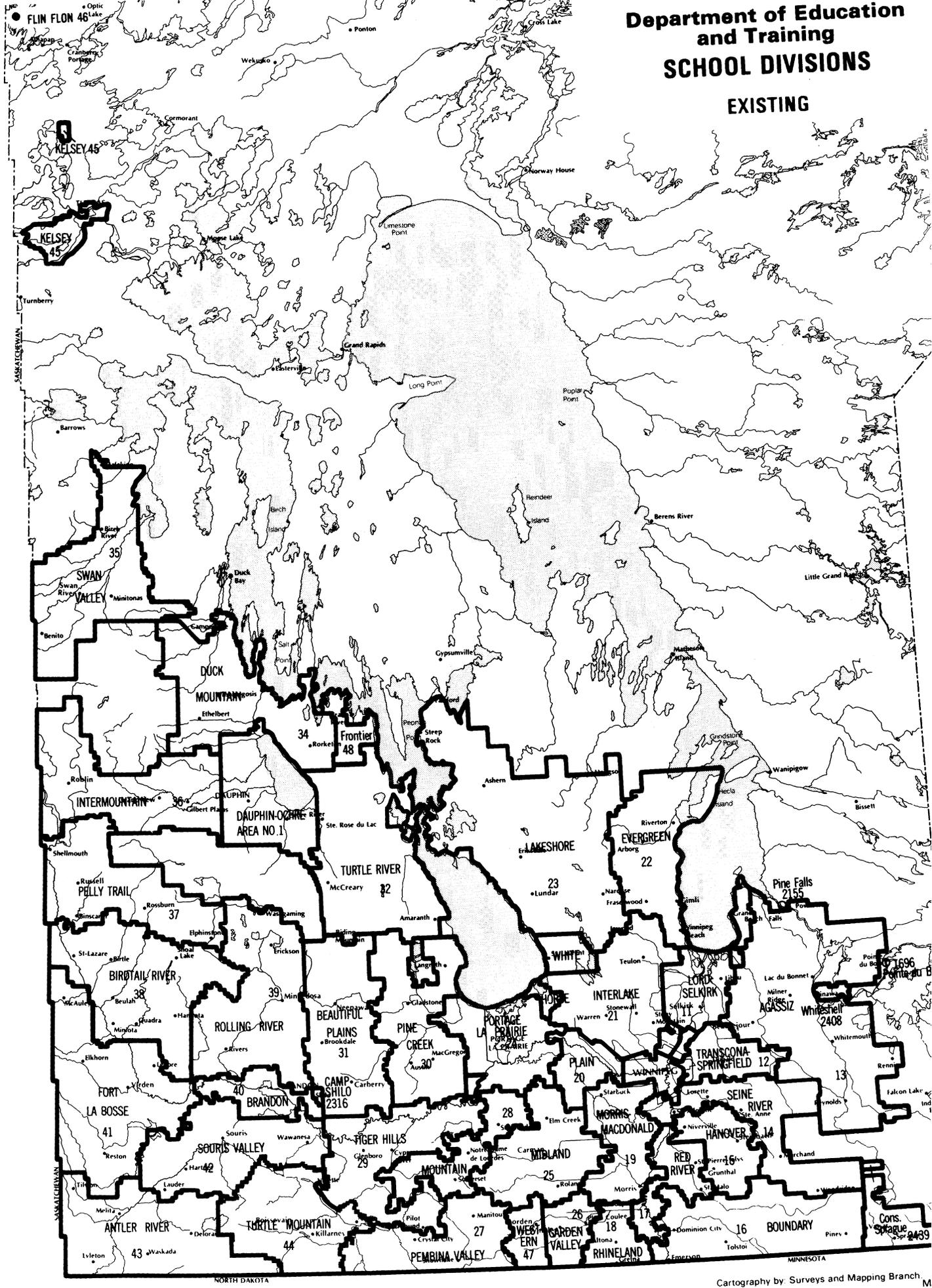
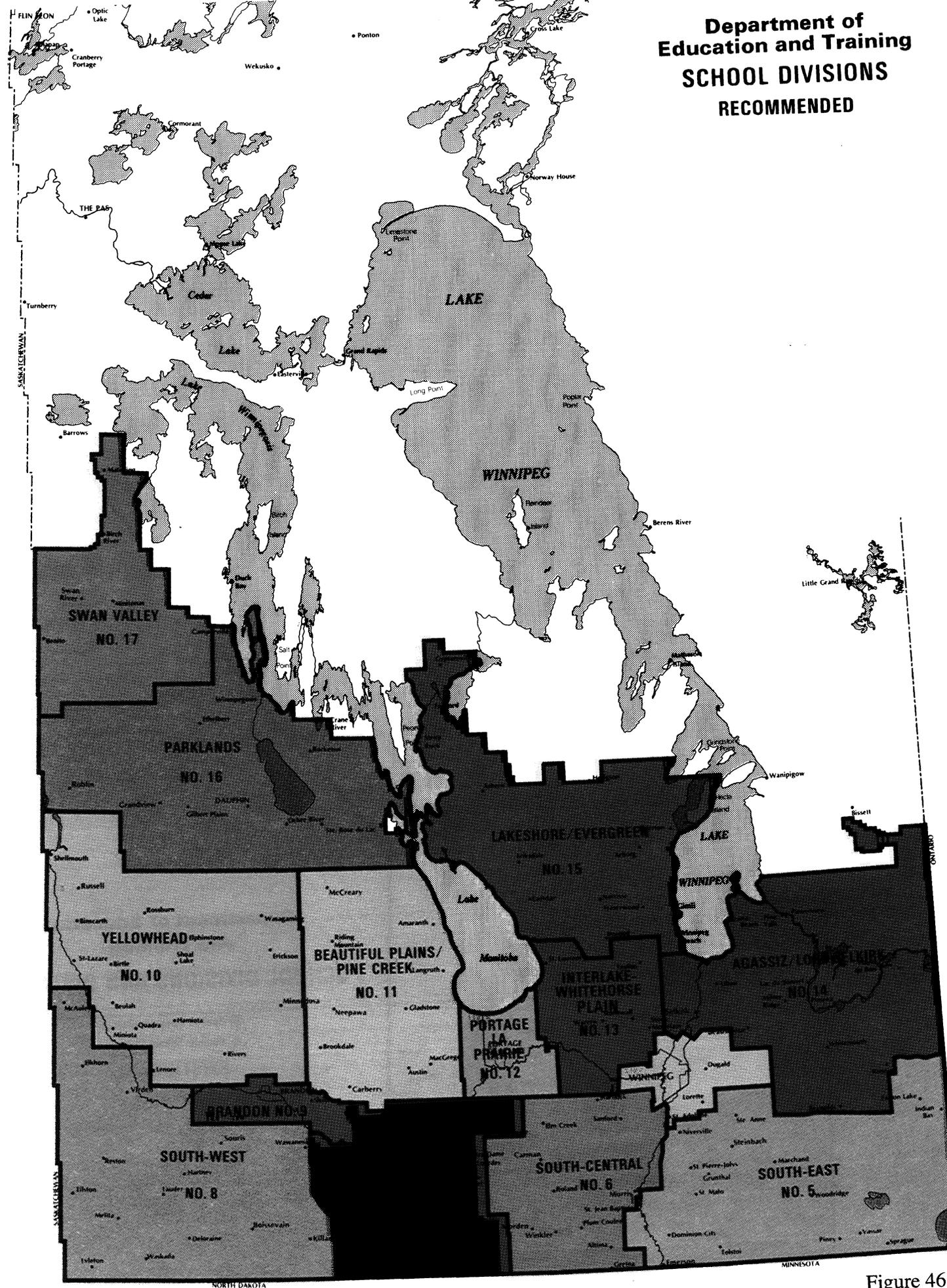


Figure 45

**Department of
Education and Training
SCHOOL DIVISIONS
RECOMMENDED**



Cartography by: Surveys and Mapping Branch.
© Province of Manitoba 1986.

Figure 46

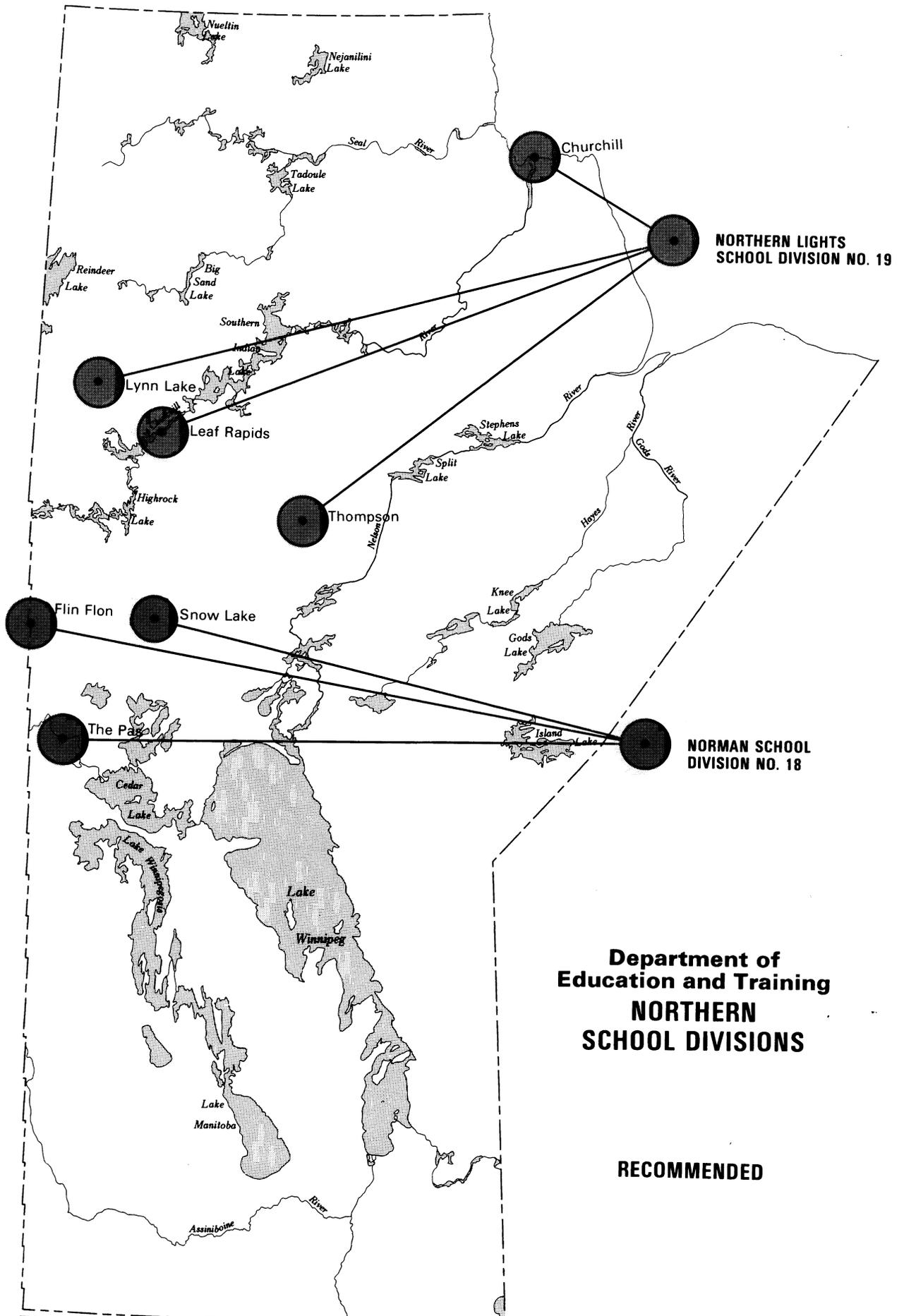
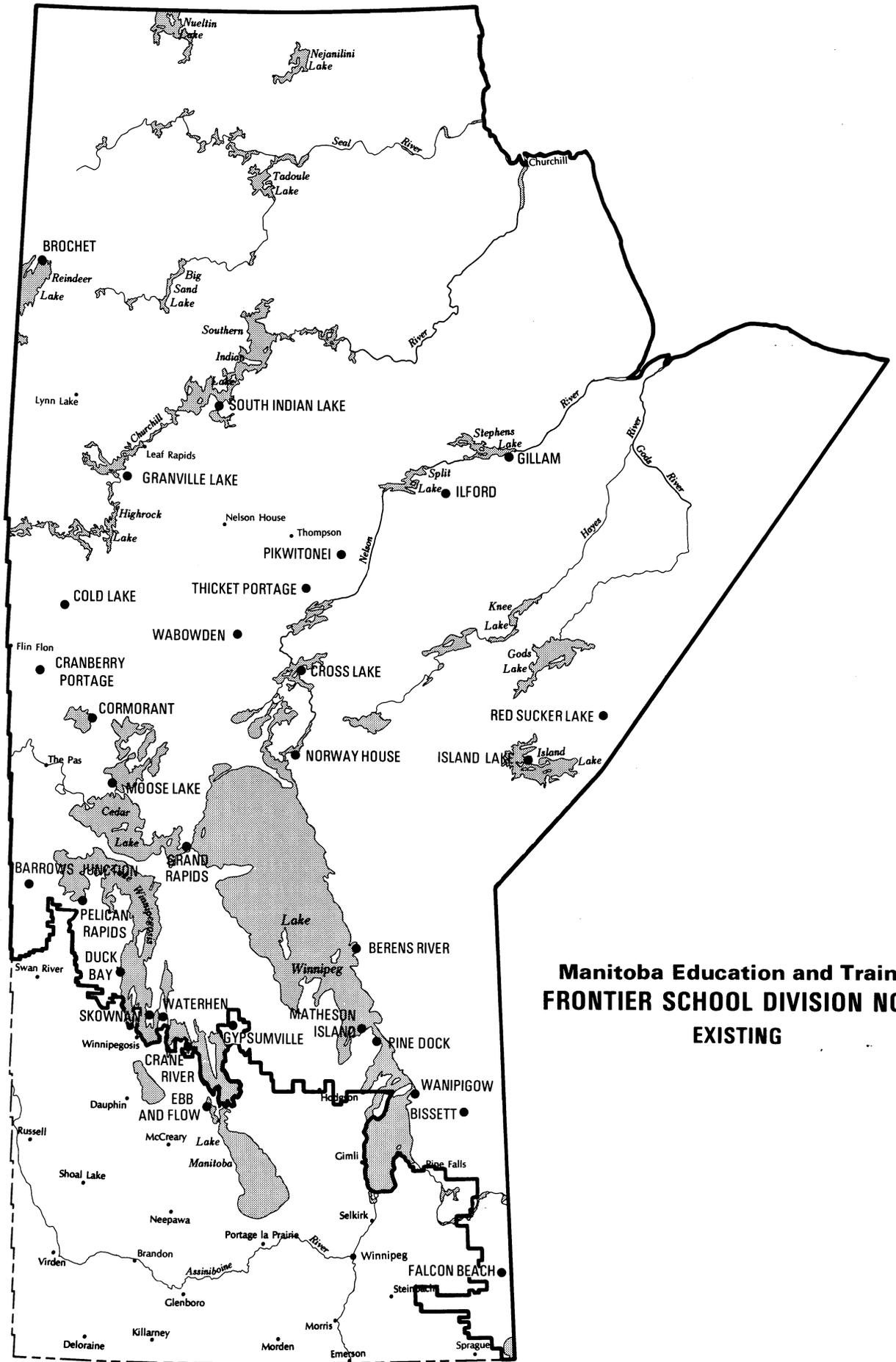
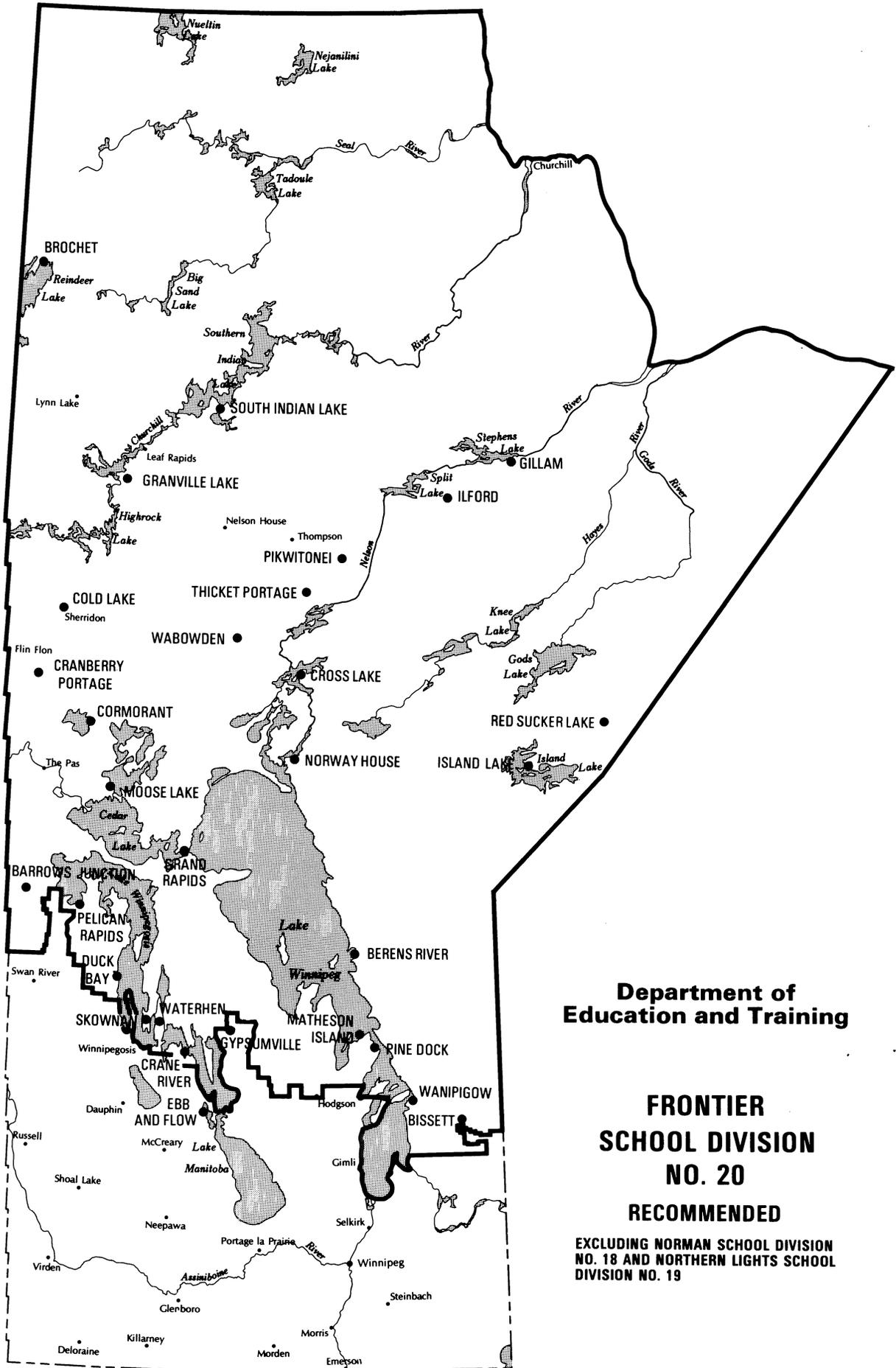


Figure 48



**Manitoba Education and Training
FRONTIER SCHOOL DIVISION NO. 48
EXISTING**

Figure 49



**Department of
Education and Training**

**FRONTIER
SCHOOL DIVISION
NO. 20**

RECOMMENDED

**EXCLUDING NORMAN SCHOOL DIVISION
NO. 18 AND NORTHERN LIGHTS SCHOOL
DIVISION NO. 19**

Figure 50

**K. RECOMMENDED SCHOOL DIVISION COMPONENTS, ELIGIBLE ENROLLMENT,
ESTIMATED NEW MILL RATE AND EFFECT ON TAXATION**

This section will provide details of the constituent components of each of the recommended 21 school divisions. Listings of the municipal entities, school divisions or portions thereof, which form the new school divisions are listed first. These are grouped by local government districts, rural municipalities, villages, towns, cities and school divisions where appropriate. In the rural areas, the new school divisions follow as closely as possible municipal boundaries in order to provide the simplicity and benefits of such configurations. Where municipalities or school divisions are included in their entirety the name appears without an asterisk. Partial municipalities or school divisions are indicated by an asterisk (*) and will thus appear in at least two new divisional groupings. Municipalities were fractionated only in a few cases where it was necessary to recognize logical affiliations or to maintain long-standing relationships.

In the tables themselves, listings of the existing affected school divisions or districts are detailed together with the portion of their eligible enrollment that would be assembled in the new school divisions. In order to determine an estimated effect on special levy mill rates, we have combined the appropriate special levy portions of the divisions affected. Where less than entire school divisions are being integrated, it was necessary to apportion the special levy. This estimating was done on the basis of student numbers i.e., if 50% of the students from an existing division were being incorporated into the new division, then 50% of the special levy raised in the existing division was also used in accumulating the total special levy requirement for the new division.

The special levy mill rates for each of the former school divisions or portions thereof are listed in the table together with an estimated mill rate for the new integrated division. It is important to note that this mill rate assumes aggregation of the costs of all the existing divisions. There is no factor built in for economies that could be achieved through integration.

In the rural areas it is expected that the actual blended rate would be similar to the estimated rate since most savings generated by reduction in the number of school divisions are expected to be redirected towards education services, rather than absolute savings. With respect to the Winnipeg recommendations, the estimated new mill rate should be high since it incorporates all existing expenditures. Clearly there is real potential for both educational gain and financial savings from reductions in Winnipeg school divisions. Consequently, if implementation of the

recommendations is managed expeditiously, the resultant mill rates should actually be lower than the blended rates shown for the 4 realigned divisions. How much lower the special levy rate will become would depend totally on the success and magnitude of rationalization and the will of those responsible to achieve success.

The special levy rates of divisions and districts being integrated to form the 2 new Northern divisions are not equalized. Due to the unique financial arrangements in each location, they should continue to be computed and charged separately. The same will apply to Pine Falls and Pinawa where they would be integrated as part of Agassiz-Lord Selkirk School Division but would have separate financial arrangements. Taxes are not collected in these communities on the same basis as the rest of the Province.

Falcon Beach School would be transferred from Frontier School Division to the South-East School Division. Since property in this area is in the Whiteshell Provincial Park and regular assessment and taxation do not yet apply, separate financial arrangements would be necessary. Although listed, their student count has not been included in South-East's eligible enrollment to avoid skewing the mill rate. Similarly, Shilo is already integrated with Brandon School Division but assessment is just being completed and is not yet available. Thus, neither assessment nor eligible enrollment numbers are included in the Brandon figures, to avoid creating misleading estimates.

The final two columns in each table display the mill rate change for the special levy in each of the previous components and an estimate of the effect on \$10,000 of residential property value. This is provided to translate the impact in taxation terms for any individual attempting to evaluate the consequence of the changes. A figure of \$10,000 in property value was chosen rather than an average home since property values vary throughout Manitoba. Any person wishing to translate the effect on their tax bill need only multiply the factor in the last column by the market value assessment of their home divided by 10.

The Commission cautions that, while the best available information was used in these computations, considerable estimation and interpolation were required when areas and special levies had to be portioned. Thus variations are possible, but it is not expected that they would substantially affect the estimated mill rates.

Winnipeg North-West School Division No. 1

The recommended division would consist of:

- all of Seven Oaks School Division No. 10;
- that portion of Winnipeg School Division No. 1 exclusive of Elmwood and the portion South of the Assiniboine River (Ward 1);
- that portion of St. James-Assiniboia commonly known as Brooklands;
- the two portions of the Rural Municipality of West St. Paul presently in Interlake School Division No. 21.

Total Available Assessment: \$3,939,378,467

Existing School Division or District Affected (*Portion of)	Portion of 1993 Eligible Enrollment	Actual 1994		Estimated New Mill Rate	Estimated Change in Mill Rate	Estimated Tax Change per \$10,000 Residential Property Value
		Special Levy	Mill Rate			
*Winnipeg No. 1	22,102.6	\$61,405,658	20.31	19.46	-0.85	-\$3.82
Brooklands area only of *St. James-Assiniboia No. 2	260.5	\$554,706	13.51		+5.95	+\$26.78
Seven Oaks No. 10	9,033.1	\$14,686,847	17.51		+1.95	+\$8.77
Total	31,396.2	\$76,647,211	-	-	-	-

Winnipeg South-West School Division No. 2

The recommended division would consist of:

- St. James-Assiniboia School Division No. 2 exclusive of Brooklands;
- all of Assiniboine South School Division No. 3;
- all of Fort Garry School Division No. 5;
- that portion of Winnipeg School Division No. 1 South of the Assiniboine River (Ward 1);
- that portion of the City of Winnipeg presently in Interlake School Division No. 21;
- St. Norbert portion of Seine River School Division No. 14.

Total Available Assessment: \$4,475,791,220

Existing School Division or District Affected (*Portion of)	Portion of 1993 Eligible Enrollment	Actual 1994		Estimated New Mill Rate	Estimated Change in Mill Rate	Estimated Tax Change per \$10,000 Residential Property Value
		Special Levy	Mill Rate			
*Winnipeg No. 1	6,605.4	\$18,351,188	20.31	15.89	-4.42	-\$19.89
*St. James-Assiniboia No. 2	9,129.6	\$19,440,555	13.51		+2.38	+\$10.71
Assiniboine South No. 3	6,591.9	\$14,389,055	16.74		-0.85	-\$3.82
Fort Garry No. 5	6,781.5	\$17,520,444	16.36		-0.47	-\$2.11
*Seine River No. 14	1,372.3	\$1,426,080	14.72		+1.17	+\$5.26
Total	30,480.7	\$71,127,322	-	-	-	-

Winnipeg South-East School Division No. 3

The recommended division would consist of:

- all of Norwood School Division No. 8;
- all of St. Vital School Division No. 6;
- that portion of St. Boniface School Division No. 4 within the City of Winnipeg;
- that portion of the Rural Municipality of Springfield southwest of Highway No. 1 presently in either Transcona-Springfield School Division No. 12 or St. Boniface School Division No. 4;
- the northern portion of the Rural Municipality of Ritchot east of the Red River inclusive of the towns of Ile-des-Chênes and St. Adolphe presently in Seine River School Division No. 14;
- the northwestern portion of the Rural Municipality of Taché including the town of Lorette presently in Seine River School Division No. 14.

Total Available Assessment: \$1,849,674,219

Existing School Division or District Affected (*Portion of)	Portion of 1993 Eligible Enrollment	Actual 1994		Estimated New Mill Rate	Estimated Change in Mill Rate	Estimated Tax Change per \$10,000 Residential Property Value
		Special Levy	Mill Rate			
*St. Boniface No. 4	5,782.5	\$10,001,431	15.02	16.04	+1.02	+\$4.59
St. Vital No. 6	9,710.6	\$14,940,991	16.03		+0.01	+\$0.04
Norwood No. 8	1,238.1	\$2,841,095	14.68		+1.36	+\$6.12
*Seine River No. 14	1,815.1	\$1,886,234	14.72		+1.32	+\$5.94
Total	18,546.3	\$29,669,751	-	-	-	-

Winnipeg North-East School Division No. 4

The recommended division would consist of:

- all of River East School Division No. 9 (City of Winnipeg portion, the Rural Municipality of East St. Paul and the southern portion of the Rural Municipality of St. Clements);
- Elmwood (from Winnipeg School Division No. 1);
- that portion of Transcona-Springfield School Division No. 12 within the City of Winnipeg;
- that part of the Rural Municipality of Springfield northeast of Highway No. 1 presently in either Transcona-Springfield School Division No. 12 or St. Boniface School Division No. 4.

Total Available Assessment: \$2,096,917,075

Existing School Division or District Affected (*Portion of)	Portion of 1993 Eligible Enrollment	Actual 1994		Estimated New Mill Rate	Estimated Change in Mill Rate	Estimated Tax Change per \$10,000 Residential Property Value
		Special Levy	Mill Rate			
*Winnipeg No. 1	1,874.5	\$5,207,754	20.31	16.55	-3.76	-\$16.92
River East No. 9	12,792.7	\$18,483,867	15.83		+0.72	+\$3.24
*Transcona-Springfield No. 12	8,093.5	\$11,010,997	14.40		+2.15	+\$9.67
Total	22,760.7	\$34,702,618	-	-	-	-

South-East School Division No. 5

Local Gov. District: Piney, *Reynolds, Stuartburn

Rural Municipalities: De Salaberry, Franklin, Hanover, La Broquerie, Montcalm, *Ritchot, Ste. Anne, *Taché

Villages: Niverville, St. Pierre-Jolys, Ste. Anne

Towns: Emerson, Steinbach

Total Available Assessment: **\$684,343,839**

Existing School Division or District Affected (* Portion of)	Portion of 1993 Eligible Enrollment	Actual 1994		Estimated New Mill Rate	Estimated Change in Mill Rate	Estimated Tax Change per \$10,000 Residential Property Value
		Special Levy	Mill Rate			
*Seine River No. 14	1,574.4	\$1,636,101	14.72	11.90	-2.82	-\$12.69
Hanover No. 15	5,386.7	\$3,625,484	9.84		+2.06	+\$9.27
Boundary No. 16	715.4	\$1,354,758	16.09		-4.19	-\$18.85
*Red River No. 17	1,053.3	\$1,351,047	12.10		-0.20	-\$0.90
Sprague No. 2439	147.0	\$178,722	16.76		-4.86	-\$21.87
Total	8,876.8	\$8,146,112	-	-	-	-
*Frontier (Falcon Beach Sch)	42.0	-	-	-	-	-

South-Central School Division No. 6

Rural Municipalities: *Grey, *Ritchot, Dufferin, Macdonald, Morris, Rhineland, Roland, Stanley, Thompson

Villages: Gretna, Plum Coulee

Towns: Altona, Carman, Morden, Morris, Winkler

Total Available Assessment: **\$828,117,634**

Existing School Division or District Affected (*Portion of)	Portion of 1993 Eligible Enrollment	Actual 1994		Estimated New Mill Rate	Estimated Change in Mill Rate	Estimated Tax Change per \$10,000 Residential Property Value
		Special Levy	Mill Rate			
*Seine River No. 14	159.5	\$165,750	14.72	13.02	-1.70	-\$7.65
*Red River No. 17	87.5	\$112,235	12.10		+0.92	+\$4.14
Rhineland No. 18	1,382.5	\$1,342,872	10.90		+2.12	+\$9.54
Morris-Macdonald No. 19	1,585.7	\$2,335,893	12.28		+0.74	+\$3.33
Midland No. 25	1,587.4	\$2,496,300	15.32		-2.30	-\$10.35
Garden Valley No. 26	2,714.4	\$2,312,583	12.22		+0.80	+\$3.60
Western No. 47	1,353.2	\$2,015,900	17.53		-4.51	-\$20.29
Total	8,870.2	\$10,781,533	-	-	-	-

South-West-Central School Division No. 7

Rural Municipalities: Argyle, *Grey, Lorne, Louise, Pembina, Roblin, *South Cypress, South Norfolk, Strathcona, Victoria

Villages: Cartwright, Crystal City, Glenboro, Manitou, Notre-Dame-de-Lourdes, Pilot Mound, Somerset, St. Claude, Treherne

Total Available Assessment: **\$308,020,916**

Existing School Division or District Affected (*Portion of)	Portion of 1993 Eligible Enrollment	Actual 1994		Estimated New Mill Rate	Estimated Change in Mill Rate	Estimated Tax Change per \$10,000 Residential Property Value
		Special Levy	Mill Rate			
Tiger Hills No. 29	1,203.7	\$2,177,315	18.97	18.28	-0.69	-\$3.10
Mountain No. 28	1,148.0	\$1,676,402	19.00		-0.72	-\$3.24
Pembina Valley No. 27	886.1	\$1,700,399	20.15		-1.87	-\$8.41
*Turtle Mountain No. 44	23.5	\$48,023	22.87		-4.59	-\$20.65
*Souris Valley No. 42	16.0	\$28,398	16.87		+1.41	+\$6.34
Total	3,277.3	\$5,630,537	-	-	-	-

South-West School Division No. 8

Rural Municipalities: Albert, Archie, Arthur, Brenda, Cameron, Edward, Glenwood, Morton, Oakland, Pipestone, Riverside, Sifton, Turtle Mountain, Wallace, Whitewater, Winchester, *Woodworth

Villages: Elkhorn, Waskada, Wawanesa

Towns: Boissevain, Deloraine, Hartney, Killarney, Melita, Oak Lake, Souris, Virden

Total Available Assessment: **\$548,794,630**

Existing School Division or District Affected (*Portion of)	Portion of 1993 Eligible Enrollment	Actual 1994		Estimated New Mill Rate	Estimated Change in Mill Rate	Estimated Tax Change per \$10,000 Residential Property Value
		Special Levy	Mill Rate			
Fort la Bosse No. 41	1,727.6	\$3,430,322	16.49	18.46	+1.97	+\$8.86
*Souris Valley No. 42	1,116.5	\$1,981,633	16.87		+1.59	+\$7.15
Antler River No. 43	931.0	\$2,225,539	17.78		+0.68	+\$3.06
*Turtle Mountain No. 44	1,220.7	\$2,494,553	22.87		-4.41	-\$19.84
Total	4,995.8	\$10,132,047	-	-	-	-

Brandon School Division No. 9

Rural Municipalities: Cornwallis, *Elton, *North Cypress, *South Cypress, Whitehead

City: Brandon

Total Available Assessment: **\$752,214,559** (excludes Shilo area presently being assessed)

(Eligible enrollment excludes Shilo students)

Existing School Division or District Affected (*Portion of)	Portion of 1993 Eligible Enrollment	Actual 1994		Estimated New Mill Rate	Estimated Change in Mill Rate	Estimated Tax Change per \$10,000 Residential Property Value
		Special Levy	Mill Rate			
Brandon No. 40	7,424.2	\$8,795,300	11.77	11.69	-0.08	-\$0.36
Total	7,424.2	\$8,795,300	-	-	-	-

Yellowhead School Division No. 10

Local Gov. District: Park (South)

Rural Municipalities: Birtle, Blanshard, Boulton, Clanwilliam, Daly, Ellice, *Elton, Hamiota, Harrison, Miniota, Minto, Odanah, Rossburn, Russell, Saskatchewan, Shellmouth, Shoal Lake, Silver Creek, Strathclair, *Woodworth

Villages: Binscarth, Erickson, Hamiota, Rossburn, Shoal Lake, St. Lazare

Towns: Birtle, Minnedosa, Rapid City, Rivers, Russell

Total Available Assessment: **\$465,033,291**

Existing School Division or District Affected (*Portion of)	Portion of 1993 Eligible Enrollment	Actual 1994		Estimated New Mill Rate	Estimated Change in Mill Rate	Estimated Tax Change per \$10,000 Residential Property Value
		Special Levy	Mill Rate			
Pelly Trail No. 37	1,023.1	\$1,863,855	18.07	15.88	-2.91	-\$9.85
Birdtail River No. 38	1,366.7	\$2,318,523	16.06		-0.18	-\$0.81
Rolling River No. 39	2,119.0	\$3,205,019	15.30		+0.58	+\$2.61
Total	4,508.8	\$7,387,397	-	-	-	-

Beautiful Plains-Pine Creek School Division No. 11Local Gov. District: *AlonsaRural Municipalities: Glenella, Lakeview, Langford, Lansdowne, McCreary, *North Cypress, North Norfolk, Rosedale, WestbourneVillages: MacGregor, McCrearyTowns: Carberry, Gladstone, NeepawaTotal Available Assessment: **\$327,550,270**

Existing School Division or District Affected (*Portion of)	Portion of 1993 Eligible Enrollment	Actual 1994		Estimated New Mill Rate	Estimated Change in Mill Rate	Estimated Tax Change per \$10,000 Residential Property Value
		Special Levy	Mill Rate			
*Portage la Prairie No. 24	36.5	\$49,359	12.75	14.17	+1.42	+\$6.39
Pine Creek No. 30	1,408.5	\$1,683,000	14.08		+0.09	+\$0.40
Beautiful Plains No. 31	1,666.4	\$2,302,585	13.64		+0.53	+\$2.38
*Turtle River No. 32	638.4	\$606,464	14.91		-0.74	-\$3.33
Total	3,749.8	\$4,641,408	-	-	-	-

Portage la Prairie School Division No. 12Rural Municipality: Portage la PrairieCity: Portage la PrairieTotal Available Assessment: **\$376,213,510**

Existing School Division or District Affected (*Portion of)	Portion of 1993 Eligible Enrollment	Actual 1994		Estimated New Mill Rate	Estimated Change in Mill Rate	Estimated Tax Change per \$10,000 Residential Property Value
		Special Levy	Mill Rate			
*White Horse Plain No. 20	31.5	\$53,080	14.62	12.87	-1.75	-\$7.87
*Portage la Prairie No. 24	3,541.6	\$4,789,320	12.75		+0.12	+\$0.54
Total	3,573.1	\$4,842,400	-	-	-	-

Interlake-White Horse Plain School Division No. 13

Rural Municipalities: Cartier, Rockwood, Rosser, St. François-Xavier, *St. Laurent, Woodlands

Villages: Teulon

Towns: Stonewall

Total Available Assessment: **\$416,791,090**

Existing School Division or District Affected (*Portion of)	Portion of 1993 Eligible Enrollment	Actual 1994		Estimated New Mill Rate	Estimated Change in Mill Rate	Estimated Tax Change per \$10,000 Residential Property Value
		Special Levy	Mill Rate			
*White Horse Plain No. 20	1,012.7	\$1,706,494	14.62	12.11	-2.51	-\$11.29
Interlake No. 21	3,345.6	\$3,342,801	10.91		+1.20	+\$5.40
Total	4,358.3	\$5,049,295	-	-	-	-

Agassiz-Lord Selkirk School Division No. 14

Local Gov. Districts: Alexander, Pinawa, *Reynolds

Rural Municipalities: Brokenhead, Lac du Bonnet, *St. Andrews, *St. Clements, Victoria Beach, Whitemouth

Villages: Garson, Lac du Bonnet, Powerview

Towns: Beausejour, Selkirk

Total Available Assessment: **\$865,980,820** (excludes Pinawa and Pine Falls)

Existing School Division or District Affected (*Portion of)	Portion of 1993 Eligible Enrollment	Actual 1994		Estimated New Mill Rate	Estimated Change in Mill Rate	Estimated Tax Change per \$10,000 Residential Property Value
		Special Levy	Mill Rate			
Lord Selkirk No. 11	4,506.8	\$5,851,001	10.87	11.26	+0.39	+\$1.75
Agassiz No. 13	2,728.4	\$3,903,957	11.93		-0.67	-\$3.01
Total	7,235.2	\$9,754,958	-	-	-	-
Pine Falls No. 2155	155.5	-	-	-	-	-
Whiteshell No. 2408	378.0	\$928,999	45.68	45.68	-	-

Lakeshore-Evergreen School Division No. 15

Local Gov. Districts: Armstrong, Fisher, Grahamdale

Rural Municipalities: Bifrost, Coldwell, Eriksdale, Gimli, Siglunes, *St. Andrews

Villages: Arborg, Dunnottar, Riverton

Towns: Gimli, Winnipeg Beach

Total Available Assessment: **\$371,276,180**

Existing School Division or District Affected (*Portion of)	Portion of 1993 Eligible Enrollment	Actual 1994		Estimated New Mill Rate	Estimated Change in Mill Rate	Estimated Tax Change per \$10,000 Residential Property Value
		Special Levy	Mill Rate			
Evergreen No. 22	1,742.2	\$3,182,401	12.29	11.94	-0.35	-\$1.57
Lakeshore No. 23	1,456.6	\$1,252,317	12.06		-0.12	-\$0.54
Total	3,198.8	\$4,434,718	-	-	-	-

Parklands School Division No. 16

Local Gov. Districts: *Alonsa, *Mountain (South), Park

Rural Municipalities: Dauphin, Ethelbert, Gilbert Plains, Grandview, Hillsburg, Lawrence, Mossey River, Ochre River, Shell River, Ste. Rose

Villages: Ethelbert, Gilbert Plains, Ste. Rose du Lac, Winnipegosis

Towns: Dauphin, Grandview, Roblin

Unorganized Territory: Camperville area

Total Available Assessment: **\$349,670,510**

Existing School Division or District Affected (*Portion of)	Portion of 1993 Eligible Enrollment	Actual 1994		Estimated New Mill Rate	Estimated Change in Mill Rate	Estimated Tax Change per \$10,000 Residential Property Value
		Special Levy	Mill Rate			
*Turtle River No. 32	496.5	\$471,660	14.91	15.15	+0.24	+\$1.08
Dauphin-Ochre No. 33	2,083.8	\$2,405,147	14.04		+1.11	+\$4.99
*Duck Mountain No.34	811.5	\$779,567	20.23		-5.08	-\$22.86
Intermountain No. 36	1,268.5	\$1,640,849	14.23		+0.92	+\$4.14
Total	4,660.3	\$5,297,223	-	-	-	-

Swan Valley School Division No. 17

Local Gov. Districts: Mountain (North), *Mountain (South)

Rural Municipalities: Minitonas, Swan River

Villages: Benito, Bowsman, Minitonas

Town: Swan River

Total Available Assessment: **\$147,023,840**

Existing School Division or District Affected (*Portion of)	Portion of 1993 Eligible Enrollment	Actual 1994		Estimated New Mill Rate	Estimated Change in Mill Rate	Estimated Tax Change per \$10,000 Residential Property Value
		Special Levy	Mill Rate			
*Duck Mountain No. 34	36.0	\$34,583	20.23	17.44	-2.79	-\$12.55
Swan Valley No. 35	1,940.8	\$2,529,203	17.94		-0.50	-\$2.25
Total	1,976.8	\$2,563,786	-	-	-	-

Norman School Division No. 18

The Norman School Division consists of three existing school divisions and districts based at The Pas, Flin Flon and Snow Lake.

Existing School Division or District Affected (*Portion of)	Total Portioned Assessment	Portion of 1993 Eligible Enrollment	Actual 1994		Estimated New Mill Rate	Estimated Tax Change per \$10,000 Residential Property Value
			Special Levy	Mill Rate		
Flin Flon No. 46	\$75,569,210	1,582.0	\$2,298,707	30.42	30.42	\$0.00
Kelsey No. 45	\$137,785,790	1,884.3	\$2,095,574	15.21	15.21	\$0.00
Snow Lake No. 2309	\$6,035,400	252.6	\$548,010	90.80	90.80	\$0.00
Total	\$219,390,400	3,718.9	\$4,942,291	-	-	-

Northern Lights School Division No. 19

The Northern Lights School Division consists of school divisions and districts based at Thompson, Leaf Rapids, Lynn Lake and Churchill.

Existing School Division or District Affected (*Portion of)	Total Portioned Assessment	Portion of 1993 Eligible Enrollment	Actual 1994		Estimated New Mill Rate	Estimated Tax Change per \$10,000 Residential Property Value
			Special Levy	Mill Rate		
Churchill No. 2264	\$17,022,870	221.5	\$375,000	22.03	22.03	\$0.00
Leaf Rapids No. 2460	\$15,485,020	394.2	\$795,713	51.39	51.39	\$0.00
Lynn Lake No. 2312	\$2,198,010	258.7	\$87,259	39.70	39.70	\$0.00
Mystery Lake No. 2355	\$176,636,150	3,476.5	\$3,560,796	20.16	20.16	\$0.00
Total	\$211,342,050	4,350.9	\$4,818,768	—	—	—

Frontier School Division No. 20

Total Available Assessment: **\$60,841,310**

Eligible enrollment: **2425.2**

Due to the allocation of assessment not previously included in any school division, Frontier's assessment would change considerably. However, governments fund the majority of Frontier's budget, so a new mill rate would be determined in accordance with its budget submissions.

Division scolaire franco-manitobaine No. 21

This division began operations in September, 1994 and is not directly affected by these recommendations. The Francophone School Division does not set its own mill rates or collect special levies. The special levy rates are those set by the home division in which the francophone schools are located. See the Francophone Schools Governance (Chapter V, 10) on page 88 of this report for further details.

VIII. IMPLEMENTATION PLAN

Change of any kind can create anxiety and change without proper planning can be traumatic. The Commission has given considerable thought to the methodology for achieving change with a minimum of disruption and the highest opportunity for success.

IMPLEMENTATION COMMITTEE

The most critical component of this implementation plan involves the immediate creation of a multi-disciplinary Implementation Committee. Due to the magnitude of the task, it will be necessary to have a small group of permanent staff throughout the implementation period supplemented by appropriate departmental staff and representation from the major education associations. The Commission has consulted with the associations concerning an implementation plan for whatever changes are approved and they are not only supportive of such a plan but they are most anxious to participate in a constructive way. Due to its important role, the Schools' Finance Branch of the Department should have high level representation on the Implementation Committee.

The major education associations (MAST, MASS, MASBO and MTS) should be invited to have full participation membership on the Implementation Committee. They have provided the Commission with valuable advice and cooperation throughout the review and a continuing cooperative approach to future changes will result in success. At various appropriate times advice should also be sought from other non-union school division staff and from unions or associations which represent many non-teaching staff around the Province.

DIVISIONAL WORKING GROUPS

As soon as the Minister of Education and Training announces the intentions with respect to implementation of changes that involve existing school divisions and districts, working groups should be formed at the division level incorporating elected and administrative representatives from each of the affected divisions or districts. For example, if three existing divisions or districts were slated to become one division, then a working group consisting of a trustee and administrator from each of those three divisions should constitute a planning committee to work towards the forthcoming changes. If this is done early in the process, many of the problems that change engenders could be minimized. There would be a requirement for the creation of new ward boundaries within the new division and it is suggested that this process should be initiated

immediately upon announcement of direction by the Minister. There are numerous other planning issues that will need to be addressed prior to inauguration of the new divisional school board. These working groups should work in close conjunction with the provincial implementation committee in planning for orderly transition.

PHASE IN OF RECOMMENDATIONS

While the Boundaries Commission Review process has been an incredibly concentrated, comprehensive and taxing process, it is actually the easiest part of the transition period. It is always the implementation phase of proposed change that is the most difficult to accomplish. Change in the education system will be made more difficult by the fact that most divisions and districts are now struggling to maintain their present operations. There is little time and resources available to devote to the dynamics of change itself. The Department of Education and Training will be severely taxed to provide the necessary leadership and support for this process as well. There is no doubt that in order to achieve success, additional interim resources will need to be assigned to this process. It is not achievable by part-time work of individuals with other higher priorities.

In order to achieve success, the Commission is recommending that the process be broken down into manageable portions. This should involve a 3 year phase in period with the major components delineated as follows:

- Phase 1. Administrative and regulatory changes relating to making boundaries more permeable, simplifying the residual fee system, and increasing choice of schools for students and parents. These regulations should be implemented in year 1 irrespective of whether or not the changes recommended in phases 2 and 3 proceed immediately.
- Phase 2. Reduction of the 10 Winnipeg school divisions to 4 should be implemented at year 2 in the process. It would be physically impossible to approach changes throughout the entire province simultaneously considering the resources available to accomplish the change and the magnitude of the job. It is therefore recommended that the Implementation Committee's efforts be focussed firstly in the Winnipeg area. Depending upon the timing of a Government decision in this regard, year 2 will likely fall between the normal 1995 and 1998 election years. If year 2 is in the fall of 1996 then it is suggested that Winnipeg based school division trustees be extended for one year and that election of trustees for the new division be held just prior to initiation of the new divisional operations. If year 2 becomes the fall of 1997 then it is suggested that trustees elected in 1995 be elected for two year terms only, followed by election of the new board.
- Phase 3. Changes in areas of the province beyond the Winnipeg based school divisions should be implemented in year 3 of the process. This will allow for a longer planning period in areas where complications and consequences are greatest. It will also allow for the Implementation Committee to have developed its

knowledge and processes in a concentrated zone within the Winnipeg area prior to addressing the more complicated problems of assimilating rural divisions and districts. Rural and northern jurisdictions will have more opportunity to determine how changes to educational governance are accomplished in their areas and also how potential negative socio-economic impacts can be minimized.

If year 3 were to be the fall of 1997 then it is suggested that the trustees elected in 1995 be in office for two year terms followed by an election of the trustees for the new divisions just prior to initiation of operations. If the process is delayed at the front end, it is conceivable that elections for the new rural and northern boards could coincide with the 1998 elections.

The review process has already extracted a toll in personal anxiety. Many people in the education system are waiting with great anticipation for the results of this review and the Government's response to it. It is recommended that the Minister of Education and Training and Cabinet determine the future direction as soon as is practically possible and announce those intentions with timelines attached. Change itself creates problems. Anticipation of change without direction creates even worse problems. The time is right for expeditious and clear leadership in this context.

VOLUNTARY CHANGE

During the review process, the Commission encountered advice with respect to allowing change to take place by itself i.e., voluntary rationalization. While this type of process is more democratic and participatory, it is even more evident that voluntary change very seldom happens. There are no major impediments at the present time preventing divisions from rationalizing on their own. However, stationary inertia and turf protection has preempted any logical rationalizations. This experience is evident across Canada and indeed across North America. It is therefore important for the Minister to adopt a process whereby the goals are clearly stated and those most affected be allowed to participate in management of the process by which change is achieved. Goals complete with timelines are likely to be the most successful.

ACCELERATED RATIONALIZATION

Within the implementation plan consideration should be given to allowing acceleration of integration in advance of the primary 3 year plan. It is likely that some areas will recognize the benefits and necessity of integration and will want to move more quickly than the plan schedule. This can be accomplished by inter-divisional cooperation, shared service agreements and joint staffing arrangements even in advance of the formal integration process. The Commission has seen evidence of this already and forward thinking should be encouraged. Some complications could precipitate creative tasks for sections of the Department such as the Schools' Finance Branch if they are required to work with several variations of the system simultaneously.

However, use of a positive proactive attitude by competent staff can overcome these problems in the interest of the ultimate goal of ensuring that all possible resources are channelled as closely to the classroom level as is achievable.

DISPUTE RESOLUTION COMMITTEE

It is inevitable that throughout a 3 or 4 year implementation period a number of issues will arise which will require resolution beyond the capability of the participants. Experience during the implementation of the new Francophone School Division in Manitoba has shown that there are a number of issues that can cause considerable problems. It would be expeditious if resolution of these issues could be accomplished without resorting to the legal process. It is therefore recommended that a special Dispute Resolution Committee be formulated to resolve disputes between and among divisions and districts leading up to the implementation of the new divisions and districts and for one year following the final phase. Under the present legislation, such disputes would have to be settled by the Minister of Education and Training. The Minister's role should be reserved for extremely serious situations and the majority of issues should be dealt with by a Dispute Resolution Committee.

BOARD OF REFERENCE

The Board of Reference has been suspended throughout the period of operation of the Boundaries Review Commission. Implementation of changes to school division boundaries as recommended by the Commission will require at least 3 years to implement properly. In the meantime, there are numerous situations where individual property owners wish to achieve changes that can only be accommodated by a functional Board of Reference. As of November, 1994 there were at least 15 pending applications for the Board of Reference. Each of these situations is very important to the property owners and their children and they should be dealt with expeditiously. It is therefore recommended that the Board of Reference be reconstituted immediately upon the termination of the Boundaries Review Commission. If the Boundaries Review recommendations are adopted, the necessity of moving boundaries will be reduced in the future. Boundaries will become more permanent and choices of school location will be based more on common sense than the actual existence of a line on a map. The role of the Board of Reference will thus be substantially reduced and there may be very little requirement for continued existence in its present format after implementation of the recommendations contained in this report. There will, however, always be a requirement for a mechanism for achieving desired alterations to boundaries.

IX. EPILOGUE

For the past sixteen months members and staff of the Boundaries Review Commission have been listening, absorbing, studying and evaluating reams of information and opinions in attempting to design the most appropriate governance structure and school division boundaries for delivering education to the students of Manitoba. Evaluation of research and systems from around the world has caused the Commission to conclude that the most appropriate solutions must be designed right here at home. While it is beneficial that we evaluate other areas for options, it is especially important that we avoid repeating the mistakes of others. It is very evident that the best remedies to our problems can be found by recognition of our own circumstances and designing appropriate responses. Direct application of the approaches followed by others will not necessarily work in Manitoba.

The Commission has carefully avoided recommending change for change sake only. All of the recommendations are the result of thousands of hours of deliberation, advice and evaluation and they are made in the belief that those changes are necessary if our children are to reap the benefits of the best possible system. The Commission is aware that some of its recommendations may not be immediately popular. However, the Commission is equally confident that, upon reflection and evaluation of the data and background utilized to formulate the recommendations, most Manitobans will eventually reach similar conclusions.

Fear of change is a natural response. We can not, however, allow that fear to prevent us from making improvements to our systems. We must be bold enough to display strong leadership at a time when ambivalence and stationary inertia are preventing progress. Improvements are necessary and the Commission is confident that its recommendations will achieve many of those improvements. Manitobans have frequently displayed their adaptability and resourcefulness in the past and when given an opportunity to participate in the management of changes recommended here, the results will be positive for our students.

The Commission is grateful to the thousands of Manitobans and others who assisted us throughout this process. We are optimistic that their efforts have been positively reflected in this report. Manitoba will benefit from the collective work of many when the recommendations have been implemented.

X. APPENDICES

1. RELATED ISSUES

During its review process, the Commission encountered several issues which were beyond the main focus of its mandate, but were deemed significant enough, to warrant comments. These are listed in the following.

MAINSTREAMING

On numerous occasions, the Commission heard comments on the extent and effects of mainstreaming. There were very few who presented arguments against the principle but there were a respectable number who felt that the implementation of it had been carried too far. Classroom teachers bear the brunt of the consequences of extended mainstreaming. While pressured on one side to maintain and upgrade standards, they are pressured on the other side to deal with all levels of competencies in the same classroom at the same time. Even with the assistance of teachers aids this would appear to be almost impossible.

This topic is a very sensitive one and also relates to the human rights of individuals. The Commission is concerned that in the zeal to guard human rights of individuals, our system may have proceeded to the point that it is beginning to displace the rights of others (teachers and other students). It appears that teachers are being asked to perform functions that are beyond their training and capability when measured against the requirements of all members of their classes. As mentioned above, this issue is beyond the jurisdiction of the Boundaries Review Commission but since it was mentioned so frequently, members felt it was important that their observations be communicated to the Minister of Education and Training.

HUTTERIAN COLONIES

There are 88 Hutterian colonies located within the jurisdiction of 23 school divisions. Traditionally, education is provided within a school on the colony site and the school division's interaction has been primarily through the provision of limited teaching staff. It was disconcerting to the Commission to discover the low level of priority that many divisions give to interaction with colony elders and schools. In attempting to obtain detailed financial information pertaining to the costs of operations on colonies, it became evident that many divisions do not keep their records in such a fashion that these answers could be easily and accurately provided. The Commission also encountered considerable frustration expressed by and on behalf of the

colonies and other small schools in their attempts to obtain information from divisions. It is evident that there needs to be an improvement in the treatment afforded to Hutterian colonies by school divisions. It is not expected that they be granted special treatment; they should be afforded the same information, service and interaction that other small schools receive or should receive.

LIBRARIES

In larger urban areas public libraries exist for the general public and school libraries exist for students only. In smaller urban and rural areas the school library is frequently the only library in a town. There are however, some towns in which the school library and public library struggle to exist. The Commission learned that there is little support from provincial library associations for the joint operation of such facilities in smaller and rural communities. The practical side of this issue dictates that libraries should be operated jointly wherever possible. Communities can no longer afford to proliferate such facilities in competition with each other. Much more could be achieved by mutual use of scarce resources for the benefit of both students and adults.

2. LIST OF PRESENTERS

FORMAL PRESENTATIONS BY LOCATION

STONEWALL

January 4, 1994

Brant-Argyle Home & School Association &
Balmoral Home & School Association
Grosse Isle/Rosser Parents
Interlake Bus Drivers' Association
Interlake School Division No. 21
Krawec, Alex
Rural Municipality of Rosser
Rural Municipality of Woodlands
Teulon Residences Inc.

LUNDAR

January 5, 1994

Bernier, Ray
Johnson, Tom
Johnson, W. John
Lakeshore School Division - Principals & Vice-
Principals & Special Education Coordinator
Lakeshore School Division No. 23
Sigurdson, Hugh

PORTAGE LA PRAIRIE

January 6, 1994

Colony Educators of Manitoba
High Bluff Home & School Association
Last, Terry
White Horse Plain School Division No. 20

DAUPHIN

January 11, 1994

Dauphin-Ochre School Area No. 1
Duck Mountain School Division No. 34
Grandview High School Student Council
Grextan, Barbara
Intermountain School Division No. 36
Johannson, Jim
Matheson Eric / Kinney-Matheson, Cheryl
Rubeniuk, Paula
Storey, Kathy
Town of Dauphin
Turtle River School Division - In-school
Administrators
Turtle River School Division No. 32

RUSSELL

January 12, 1994

Group of Rural Municipalities (Shellmouth,
Russell, Boulton, Shoal Lake, Silver Creek,
Strathclair, Ellice, Village of Binscarth)
Inglis - Community members
Pelly Trail School Division No. 37
Pelly Trail Teachers' Association
Rural Municipality of Russell
Rosnoski, Vern
Town of Russell
Village of Rossburn/Rural Municipality of
Rossburn
Yeo, Dale

SWAN RIVER

January 13, 1994

Arran (Saskatchewan) - Community members
Benito Home & School Association
Kastrukoff, John
Swan River Chamber of Commerce
Swan Valley School Division No. 35
Swan Valley Teachers' Association

STEINBACH

January 18, 1994

Hanover School Division No. 15
McLean, Barry / Goertzen, George
Rural Municipality of La Broquerie
Sprague School District No. 2439
Ste. Agathe - Parents
Winther, Kai

SELKIRK

January 19, 1994

Alexander, Kent
Bernier, Ray
Canadian Parents for French - Interlake Region
Canadian Union of Public Employees - Interlake
grouping
Evergreen School Division No. 22
Lord Selkirk School Division No. 11
Lord Selkirk Teachers' Association
Robert Smith Elementary French Immersion
Parent Council
Smerchanski, Dennis
Town of Selkirk
Wilkinson, Owen

BEAUSEJOUR

January 20, 1994

Brokenhead River Recreation Commission
Canadian Parents for French - Agassiz Region
Eastman Recreation Directors
Garson/Tyndall Replacement School
Committee

VIRDEN

January 25, 1994

Armitage, Don
Fort la Bosse School Division No. 41
Hamiota Western Boundary Delegation
Hodson, Innes
Miniota Home & School Association
Town of Virden
Virden Home & School Association

BRANDON

January 26, 1994

Brandon Chamber of Commerce
Brandon Hills Estates (mobile home park)
Brandon School Division No. 40
Campbell's Trailer Court - Residents
City of Brandon
Douglas Home & School Parent Council
Elton Collegiate Teachers
Forrest/Elton Parent Group
Gruhn, Norman
Reimer, Wally & Lucy
Riley, Tony
Rolling River School Division No. 39
Rural Municipality of Clanwilliam/Village of
Erickson
Rural Municipality of Elton
Rural Municipality of Hamiota
Sandy Lake Parent Council
Shilo School District

NEEPAWA

January 27, 1994

Arden Home & School Association
Beautiful Plains School Division No. 31
Beautiful Plains Teachers' Association
Birdtail River School Division No. 38
Brookdale School - Concerned parents
Davar, Celes
Dzan, Bonnie
Eden (J. M. Young School) Parent Council
Fletcher, Wally
Gingera, Steve
Lee, Debbie & Robertson, Floyd
McCreary School Student Council
Onanole Community School Council
Rural Municipality of McCreary
Strathclair Home & School Organization/
Strathclair & Area Round Table Association
& Rural Municipality of Strathclair
Tereck, Marie
Waddell, Ken

THOMPSON

March 9, 1994

Churchill School District No. 2264
City of Thompson
Council for Exceptional Children - Northeast
Chapter No. 323
Leaf Rapids School District No. 2460
Lynn Lake School District No. 2312
Mystery Lake School District No. 2355
Thompson Teachers' Association
United Steelworkers of America - Thompson &
District Labour Coordinating Committee

TELECONFERENCE LINK TO FLIN FLON

City of Flin Flon
Flin Flon Teachers' Association

THE PAS

March 10, 1994

Creighton School Division No. 111 (Sask.)
Frontier School Division No. 48
Intermountain School Division No. 36
Kelsey School Division No. 45
Kelsey Teachers' Association
Snow Lake School District No. 2309
Snow Lake Teachers' Association
Town of The Pas

WINNIPEG - WEST**March 15, 1994**

Assiniboine South School Division No. 3
 Child Guidance Clinic - Staff
 Huebert, Laura
 Jonasson, Eric
 Levin, Benjamin / Riffel, J. A.
 Mauthe, Bob
 Phoenix School Parent Council
 Portage la Prairie School Division No. 24
 River East Teachers' Association
 Royal School Parent Council
 Rural Municipality of Cartier
 St. James-Assiniboia School Division No. 2

WINNIPEG - NORTH**March 16, 1994**

Arborg-Bifrost Community Round Table
 Davies, Derwyn
 East St. Paul & St. Clements Citizen Committee
 Heather, Sharon
 King Edward Parent Group
 Liberal Party (Kevin Lamoureux, MLA)
 Manitoba Physical Education Supervisors'
 Association
 'Neighbours on the go'
 'Open Door Literacy'
 River East School Division No. 9
 Rural Municipality of West St. Paul
 Seven Oaks School Division No. 10
 Whiteshell School District No. 2408
 William Whyte Community Council
 William Whyte School Staff
 Winnipeg School Division No. 1

MELITA**March 21, 1994**

Antler River School Division - Student Councils
 Baldur Community Development Association
 Baldur Home & School Association
 Baldur School - Students
 Fort la Bosse School Division No. 41
 Fort la Bosse Teachers' Association
 Melita School Parent Council
 Pierson School Parent Support Group
 Rural Municipality of Edward
 Rural Municipality of Pipestone
 Sterling, Brian
 Town of Melita/Melita & District Chamber of
 Commerce

DELORAINÉ**March 22, 1994**

Antler River School Division No. 43
 Antler River Teachers' Association
 Delorainé & District Chamber of Commerce
 Delorainé Collegiate & Delorainé Elementary
 Principals
 Delorainé Collegiate Student Council
 Delorainé Parent Council
 Gislason, B.
 Kroecker, Ben
 Porter, Glen
 Rural Municipality of Arthur
 Rural Municipality of Winchester
 Souris Valley School Division No. 42
 Tiger Hills School Division No. 29
 Town of Delorainé
 Town of Hartney
 Turtle Mountain School Division No. 44
 Turtle Mountain Teachers' Association
 Waskada & District Chamber of Commerce
 Waskada Parent Council
 Wawanessa School - Students

SOMERSET**March 23, 1994**

Bruxelles Parent Advisory Group
 Cartwright Community Independent School
 Board
 Cartwright Community School Advisory Council
 Crystal City Elementary & Thomas Greenway
 Collegiate Parent Association
 Geddes, Earl
 Hogman, Rev. John
 Kemp, Kim
 Langton, Robert Glen
 Mariapolis - Concerned citizens
 Mountain School Division No. 28
 Mountain Teachers' Association
 Pembina Valley School Division No. 27
 Pine Creek School Division No. 30
 Robinson, Jeanette
 Rural Municipality of Roblin/Village of
 Cartwright
 Somerset Parent Committee
 St. Claude School Complex Parent Association
 Westmount School Complex Parent Advisory
 Group

WINKLER
March 24, 1994

Carman Elementary Parent Advisory Council
Elm Creek Home & School Association
Garden Valley School Division No. 26
Garden Valley Teachers' Association
Midland School Division No. 25
Morris Parent Council
Rasmussen, Bradley
Rhineland School Division No. 18
Rhineland Teachers' Association
Roland Home & School Association
Rural Municipality of Roland
Western School Division No. 47
Western Teachers' Association
White Horse Plain School Division
Parents (Ward 4)
White Horse Plain School Division
Parents (Ward 6)
White Horse Plain School Division No. 20
Winkler Elementary Parent-Teacher Association

WINNIPEG - SOUTH
April 5, 1994

Agassiz Teachers' Association
Computer Education Co-ordinators of Manitoba
Dueck, William
Fort Garry School Division No. 5
Fort Garry Teachers' Association
Lavallée, Roland
Manitoba Association of School Psychologists
Inc.
South Winnipeg Technical Centre
St. Vital School Division No. 6

WINNIPEG - EAST
April 6, 1994

Agassiz School Division No. 13
École LaVérendrye Parent Council
École Provencher Parent Association
Éducatrices et Éducateurs francophones du
Manitoba
Fédération provinciale des comités de parents
inc.
Norwood School Division No. 8
Norwood School Division Parent Committee
Norwood Teachers' Association
Société franco-manitobaine

St. Boniface French Immersion Parent
Associations
St. Boniface School Division No. 4
St. Vital French Immersion Parent Association
Transcona-Springfield School Division No. 12
Transcona-Springfield Teachers' Association
Winnipeg Teachers' Association

ST. MALO
April 7, 1994

Boundary School Division No. 16
Cornish, Rhonda
Doyle, Dawne/ Dunn-Robbins, Maureen/
Baudry, Richard
Friesen, Vern & Cornelius
Local Government District of Piney
Loeppky, Gerald
Marcotte, Donald
Naylor, Ivan
Red River School Division No. 17
Schreyer, Theo
Schwabl, Susan
Town of Altona

WINNIPEG - CENTRE
April 18, 1994

Brock Corydon School Parent Council
Community Education & Development
Association
Dauphin-Ochre School Area No. 1
Ellen Douglass Parent Association
J. B. Mitchell Parent Council
J. H. Bruns Parent Association
Kutryk, Al
Lakeshore Teachers' Association
Mulvey School Parent Group
Seine River School Division No. 14
St. Boniface Teachers' Association

WINNIPEG - CENTRE**April 19, 1994**

Collège Jeanne Sauvé Parent Committee
 Manitoba Association of Principals
 Manitoba Association of School Business
 Officials
 People in Equal Participation Inc.
 Ryerson Parent-Teacher Association
 School Library Administrators of Manitoba
 Small Schools Association of Manitoba
 Strathcona Recreation and School Community
 Group Inc.
 Union of Manitoba Municipalities
 Winnipeg Hydro - Pointe du Bois School District
 No. 1696

WINNIPEG - CENTRE**April 20, 1994**

Canadian Union of Public Employees
 Home and School Parent-Teacher Federation of
 Manitoba Inc.
 Manitoba Association of School Superintendents
 Manitoba Association of School Trustees
 Manitoba Teachers' Society - Boundaries
 Review Task Force

WINNIPEG - CENTRE**April 21, 1994**

Brandon School Division No. 40
 Lerm, Christopher C.
 Lord Roberts Parent Council
 Manitoba School Library Association
 McCarthy, Maureen
 Morris-Macdonald School Division No. 19
 Nicholls, Glenn H.
 Oak Bluff Boundary Review Committee
 Teachers of English as a Second Language
 Village of Dunnottar

WINNIPEG - CENTRE**April 25, 1994**

Hazelridge School Parent Group
 Janzen, Paul D.
 John M. King School - Staff & Parents
 Lehotsky, Harry
 Luxton School Parent Council
 Orlikow, Lionel
 Seven Oaks Teachers' Association

Sister MacNamara Community School
 Association
 Wachniak, Doraine
 Westview Parent Council
 Winnipeg School Division No. 1 - Inner City
 Advisory Committee

WINNIPEG - CENTRE**April 26, 1994**

Aboriginal Council of Winnipeg Inc.
 Canadian Parents for French
 Fannystelle - Parents
 Goossen, Bob
 LaSalle Community Centre
 Rural Municipality of East St. Paul
 Sale, Tim
 Sisters of Sion
 Student Services Administrators' Association
 of Manitoba
 Springstein - Residents

WRITTEN SUBMISSIONS

Allan, Mildred C.
 Arksey, Chris
 Baldur Village Committee
 Barrickman Colony
 Beausejour Home & School & Parent-Teacher Association
 Beaverlodge Home & School Association
 Beddome, Gordon / Green, Patti A.
 Bergner, Cindy
 Bialkoski, Joe & Marie
 Blouw, Richard & Penny
 BonHomme Colony
 Bonnycastle Elementary School Parent-Teacher Group
 Brewer, Michael & Kerry
 Broten, Ann
 Buchanan, Grant
 Canadian Union of Public Employees No. 1596
 Carlisle, Michael, Christina, Darrel & Darcy
 Caryk, B.
 Champagne, Donna & Jean
 Charleswood Junior High Parent Connection
 Chipman, Kim & Joeff
 Churchill School District No. 2264
 City of Portage la Prairie
 City of Winnipeg - Parks & Recreation Department
 City of Winnipeg - Streets & Transportation Department
 Cruse, Neil & Carolyn
 Domain Home & School Association
 Donahue, Evelyn
 Duck Mountain School Division No. 34
 École Guyot Parent Council
 École Tuxedo Park Parent Council
 Eissner, Detlef
 Enns Brothers Limited
 Erb, L.
 Erickson & District Parent & School Council
 Finnson, Sybil
 Flin Flon School Division No. 46
 Forrest Elementary School - Staff
 Fort la Bosse School Division No. 41 - Employee Advisory Committee
 Fossay, Heather
 Frontier Teachers' Association
 Gilbert Plains Home & School Association
 Glaseman, Darcie & Blaine
 Glenella School - Grade 8 class
 Glenelm Parent Advisory Council Inc.
 Goose Lake High - Students

Griffith, David W.
 Hales, Linda
 Henderson, Yvonne
 Hiebert, Calvin & Lori
 Hildebrand, Art
 Halabisky, Morris & Gladys
 Humeny, Paul
 Humeny, Sharon
 Huron Colony
 Hutterian Brethren
 Iberville Colony
 Interlake Teachers' Association
 Intermountain Teachers' Association
 Jackson, Glen C.
 James Valley Colony
 Jenke, Stuart G.
 Keller, Bob & Pat
 Keller, Martin & Carol
 Keystone Agricultural Producers
 Kieper, Bob
 Klassen, Rudy & Myrna
 Kola Home & School & Parents
 Koroscil, Edwin & Elizabeth
 Krushelinsky, M.
 Lakeside Colony
 Leaf Rapids Chamber of Commerce
 Little, Alice
 Lloyd, Patricia / Byiers, Scott
 Local Government District of Park
 Machray School Parent Council
 Maiden, Chris & Trevor
 Manitoba Council for Exceptional Children - Public Policy Committee
 Manitoba Division for Early Childhood - Council for Exceptional Children
 Manitoba Parents for German Education Inc.
 Maxwell Colony
 McCurdy, Ken
 McGill, Dale & Diane
 McManus, Jean
 Milltown Colony
 Minto Parent Association
 Morningstar, Bill & Judy
 Mushaluk, J.
 NEICOM Developments
 Newton, Russell
 Niakwa Place School Parent Association
 Norton, Sue-Ann
 Omichinski, Florence
 Pacific Junction Parent Council
 Pankiw, John W.

Pinkham School Community Council
 Plawucki, Joe
 Plum Coulee Parent Teacher Association
 Poplar Point Colony
 Psooy, Joe
 Rasmussen, Bradley & Diane
 Red River School Division - Rate-payers
 River West Park Parent Council
 Rivers Collegiate - Staff
 Rivers Home & School Association
 Riverview School Parent Council
 Rogers, Kenneth M.
 Rosedale Colony
 Rural Municipality of Argyle
 Rural Municipality of Blanshard
 Rural Municipality of Brenda
 Rural Municipality of Coldwell
 Rural Municipality of Eriksdale
 Rural Municipality of Gilbert Plains
 Rural Municipality of Grandview
 Rural Municipality of Saskatchewan
 Rural Municipality of St. Clements
 Rural Municipality of Wallace
 Sandy Lake Co-op - Board of Directors
 Schroeder, Tracy & Stan
 Shideler, E. J.
 Shirliff, Tamara & Collin
 Shoal Lake Economic Development Board
 Shoal Lake Home & School Association
 St. James-Assiniboia Teachers' Association
 St. Johns Constituency Association
 St. Malo Parents' Committee
 Starbuck-Springstein Home & School
 Starlite Colony
 Stayner, Sandy
 Stewart, Ethyl
 Sun Valley Parent Association
 Swan River Valley Hospital
 Sylvia Recreational Company Ltd.
 Tarr, Clare
 Teulon Home & School
 Town of Gimli
 Town of Leaf Rapids
 Town of Minnedosa
 Town of Rivers
 Town of Souris
 Triple S Business Development Corporation
 Tuningley, S.
 Unincorporated Village District of Cranberry
 Portage
 Village of McCreary
 Village of Minitonas
 Waldheim Colony
 Wells, Heather M.

Westdale Junior High Parent Council
 Winnipeg Chamber of Commerce
 Woods, Gwen
 Yellowquill Home & School Association

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