

# Manitoba's Commission on Kindergarten to Grade 12 Education

A Comprehensive, Independent Review  
of the Kindergarten to 12 Education System

**Public Consultation Discussion Paper**

**April 2019**



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## Message from Manitoba Education and Training

Education is the foundation of social and economic growth and development. Manitoba students and their families deserve excellence in education so they can succeed in the workforce after graduation or advance to post-secondary education; and generally excel in in life.

As the commission on Kindergarten to Grade 12 Education embarks on its review, Manitobans are invited to participate. This is an opportunity for people to share their views on the provincial education system and to help shape the future of education.

The commission's mandate is broad, while focusing on improving student outcomes, closing achievement gaps, creating long-term sustainability and enhancing public confidence.

The department trusts that the commission will reflect the voices of Manitobans as it makes sustainable policy recommendations and establishes a new footing on which Manitoba will build a bright future for education in the province.

Thank you



# A Comprehensive Review of Manitoba's Kindergarten to Grade 12 Education System

This paper sets the context for a comprehensive review of the Kindergarten to Grade 12 education system and introduces Manitoba's Commission on Kindergarten to Grade 12 Education. It also provides an overview of the commission's mandate and the processes it will undertake to engage Manitobans in improving student achievement and student outcomes. It presents contextual information about the current K to 12 education landscape and frames the issues that are at the core of the review.

The full **Terms of Reference** for the commission, detailing its mandate, areas of focus, guiding principles, deliverables and timelines, is included in **Appendix A**.

## Background

It has been decades since the last comprehensive review of K to 12 education in Manitoba. In that time, Manitoba has seen an unprecedented number of demographic, technological, environmental, economic and societal transformations. However, at the same time these immense changes have been occurring, the structures underpinning K to 12 education have remained basically unchanged.

During the past 15 years, Manitoba's K to 12 students have not kept pace with students in other jurisdictions in reading, math and science on pan-Canadian and international assessments. These results, among other educational indicators, suggest that many students are not adequately prepared to

compete and succeed after Grade 12 as they transition to work or post-secondary education and training. This trend is concerning and the time has come for an in-depth, system-wide examination of what is working, and what is needed to change the trajectory for Manitoba's K to 12 system.

K to 12 education does not exist in a vacuum, but rather as part of a lifelong learning continuum, from early childhood through to adulthood. Therefore, when examining the system for the purpose of improvement, the full continuum of learning, from early childhood through to post-secondary education and transitions to the workforce, must be considered.



## The Review

This review is about improving student outcomes, ensuring long-term sustainability and enhancing public confidence in Manitoba's K to 12 education system. Consulting broadly across the province, the commission will propose recommendations to ignite change and inspire excellence in six areas of focus:



**Long-term vision** – What should the goals and purpose of K to 12 education be in a rapidly changing world?



**Student learning** – What are the conditions required to achieve excellence in student achievement and outcomes in Manitoba?



**Teaching** – How can teachers and school leaders become most effective?



**Accountability for student learning** – How can the education system develop a stronger sense of shared accountability for student learning?



**Governance** – What type of governance structures are needed to create a coordinated and relevant education system?



**Funding** – What actions are required to ensure that the education system is sustainable and provides equitable learning opportunities for all children and youth?

## The Commission

Manitoba's Commission on Kindergarten to Grade 12 Education includes nine highly-qualified individuals who were selected for their skill and experience, as well as the communities and regions they represent. The commission will deliver its recommendations to the minister of education and training in February 2020.

The commission members are:

- Janice MacKinnon, co-chair
- Clayton Manness, co-chair
- Terry Brown
- Mark Frison
- John Daniel (JD) Lees
- Jill Quilty
- Laurel Repski
- Denis Robert
- Ian Wishart

Additional information about the commissioners is included in **Appendix B**.

# Manitoba's Elementary- Secondary Education Landscape

## Students

Manitoba's K to 12 student population is vastly diverse, with dozens of languages spoken by students in some schools.

Schools and classrooms across the province welcome students from the full socio-economic spectrum – from privilege to poverty; those with exceptional needs – gifted or challenged; from stable homes and those who move in and out of foster care; and students who have experienced

disrupted learning or trauma on their journey to becoming a new Canadian.

Personal circumstances can either privilege or put students at risk in terms of learning and educational outcomes, which significantly impacts planning and resource decisions at the school and school division level. In recent years, the following distributions of student attributes apply to Manitoba's K-12 student population:

Student attribute:	Percentage
Female	49
Male	51
Indigenous (voluntary self-declaration)	18
Receive services for English as an Additional language (EAL) <sup>1</sup>	13
In the care of Child and Family Services (CFS)	3
Attends a school with a low socio-economic indicator	24
Enrolled in the Français program	3
Enrolled in the French Immersion program	12

<sup>1</sup> Public schools only

## Educators

Across Manitoba's public and funded independent schools, just under 15,000 full- and part-time teachers are employed. Teachers, along with more than 950 administrators and 660 pedagogical support staff (including clinicians, school counsellors, resource teachers and specialist teachers) face the daily, complex

challenge of balancing the vast array of external influences on students' readiness to learn with teaching practice and assessment of student learning. School divisions also employ approximately 6,000 education assistants to support educators in meeting the exceptional and diverse needs of students in their schools.

## Schools

Education is compulsory for children in Manitoba from age 7 to 18, or to graduation. Students in Manitoba may attend:

- **Public schools** – which are governed by The Public Schools Act and The Education Administration Act, as well as regulations made under both acts. The rights and responsibilities of the minister and rights and responsibilities of school boards, principals, teachers, parents and students are described in legislation. The responsibility for the delivery of education is delegated to elected school boards.

- **Independent schools** – which include funded independent schools, non-funded independent schools and homeschooling options.

The province's most recent provincial enrolment report shows that the vast majority (90 per cent) of students attend public schools.<sup>2</sup> Seven per cent attend funded independent schools. One per cent attend non-funded independent schools. And two per cent are homeschooled.

Type of school	Enrolment (September 30, 2018) <sup>3</sup>	Percentage of Enrolment
<b>School boards:</b>		
Public schools	188,744	90
<b>Independent schools:</b>		
Funded independent schools	14,474	7
Non-funded independent schools	1,870	1
Homeschools	3,708	2
<b>Total K-12 enrolment</b>	<b>208,796</b>	<b>100</b>

<sup>2</sup> This includes students attending school division administered First Nations schools.

<sup>3</sup> [https://www.edu.gov.mb.ca/k12/finance/sch\\_enrol/enrolment\\_2018.pdf](https://www.edu.gov.mb.ca/k12/finance/sch_enrol/enrolment_2018.pdf)

## Governance and Administrative Structures

Manitoba's 37 public school boards govern a total of 699 public schools. School boards range from covering vast rural and northern geographic areas to more concentrated urban centres. Their enrolments vary, from fewer than 1,000 students to more than 33,000. Each school board has a number of elected trustees, ranging from five to 11 per school board, for a provincial total of 297 school board trustees. Trustee elections are held every four years in October.

In addition, a current snapshot of senior school division administration shows that there are approximately 110 superintendents, assistant superintendents and directors across public school divisions.

Funded independent schools are required to comply with provincial regulations and policies.

## Funding

Financing of K to 12 education in Manitoba is a shared responsibility between the provincial government and school boards. Other provinces are, or have, moved away from dual level funding of education. It is an approach that has drawn some criticism and has been characterized as uneven in application and inequitable.

In 2019–20, the province is investing:

- \$1.4 billion in K to 12 education
- \$1.329 billion in public school divisions
- approximately \$80 million in funded independent schools

There are currently 62 funded independent schools and 49 non-funded independent schools.<sup>4</sup> Students registered as homeschoolers total 3,708.

### French language education

Section 23 of the Canadian Charter of Rights and Freedoms guarantees minority educational rights to French-speaking communities outside Québec and English-speaking communities in Québec. In Manitoba, the *Division scolaire franco-manitobaine* (DSFM) is the provincial school division responsible for the delivery of French as a first language programming, also referred to as the Français program. French immersion programming does not fall within the mandate of the DSFM. The French immersion program is offered by 23 school divisions across the province.

Total operating costs for the public system (2018–19) budget, which are also covered by education property taxes levied by school divisions, exceeds \$2.4 billion.

A recently published report by Statistics Canada<sup>5</sup> shows the K to 12 per student expenditure in Manitoba – in public and private schools – to be more than \$12,200 (US dollars), which is second only to Alberta among provinces.

While the paramount purpose driving the review is improving educational outcomes, financial accountability and sustainability are essential to system improvement.

<sup>4</sup> [https://www.edu.gov.mb.ca/k12/finance/sch\\_enrol/enrolment\\_2018.pdf](https://www.edu.gov.mb.ca/k12/finance/sch_enrol/enrolment_2018.pdf)

<sup>5</sup> Pan-Canadian Education Indicators: An International Perspective 2018  
<https://www150.statcan.gc.ca/n1/pub/81-604-x/2018001/ch/chb-eng.htm>



# How are Manitoba's K to 12 students performing?

While there are some indicators showing that the provincial K to 12 system is improving, such as the steadily increasing student-tracked high school graduation rate<sup>6</sup>, there are still persistent trends that indicate little or no improvement

over time. Also, achievement gaps are widening between Indigenous and non-Indigenous students, and a high degree of variability in student achievement is observed when data is analyzed geographically.

<b>Readiness for Kindergarten</b>	Many children entering Kindergarten are found to be “not ready” <sup>7</sup> in key areas of development. These early gaps often result in persistent achievement gaps that do not close as children progress through school.
<b>Early and Middle Years</b>	Trends show that only around 50 per cent of early- and middle-years students meet expectations in all areas of provincial assessments related to reading and writing. In addition, fewer than 40 per cent of early- and middle-years students meet expectations in all areas of provincial assessments related to mathematics.
<b>Compared to Canada</b>	The performance of Manitoban students on pan-Canadian (Grade 8 students) and international assessments (of 15-year-old students) consistently shows larger proportions of Manitoban students at lower levels of performance and smaller proportions of students at higher levels of performance, when compared to Canadian averages.
<b>Grade 9 Credit Attainment</b>	Successful Grade 9 credit attainment in mathematics and language arts is a strong predictor of on-time high school graduation.  While approximately 90 per cent of students pass Grade 9 math and language arts courses, only 40 per cent of students do so with marks of at least 80 per cent.

<sup>6</sup> High School Graduation Rates and Student Achievement Statistics [https://www.edu.gov.mb.ca/k12/grad\\_rates/index.html](https://www.edu.gov.mb.ca/k12/grad_rates/index.html)

<sup>7</sup> Early Childhood Development Instrument <https://www.gov.mb.ca/healthychild/edi/index.html>

<b>High School Graduation</b>	<p>Overall, the proportion of high school students in Manitoba that graduate high school on-time, within four years of entering Grade 9, is approaching 80 per cent.</p> <p>However, when the numbers are disaggregated for Indigenous and non-Indigenous students, the outcomes are quite different. Fewer than 50 per cent of Indigenous students graduate high school within four years of entering Grade 9.</p>
<b>Highest Level of Education</b>	<p>According to the 2016 Census, 14 per cent of Manitobans aged 25 to 64 have less than a high school education. Twenty-eight per cent have high school completion as their highest level of education, while 58 per cent have post-secondary education qualifications (trades, college or university).</p>

When students are not doing well, educational leaders must make it known that improvement is needed and act, with a sense of urgency, to organize the system and implement strategies that result in improvement.

Perhaps the most important educational challenge Manitoba is facing today is the persistent gap in achievement between Indigenous and non-Indigenous students. The historical, moral and economic imperatives to close this gap are critical. It is essential that these be addressed.



# Focus Areas of the Review

As noted in the commission's terms of reference, the review will concentrate on six comprehensive areas of focus. Each area is introduced below by a broad, open-ended question, followed by some general contextual information to stimulate thought, conversation and input.

## Focus area 1: Long-term vision

**What should the goals and purpose of K to 12 education be in a rapidly changing world?**

It has been decades since Manitoba has taken a comprehensive look at its K to 12 education system. Amid unprecedented societal, economic and demographic changes, and in the context of continuing globalization, rapidly emerging technologies, the explosion of the Internet and the emergence of new literacies, the provincial education system has remained largely anchored in its industrial model roots.

The daily demands on today's students and classrooms are more complex than ever before. In today's reality of ongoing and rapid change, new technologies and social challenges often emerge before our very eyes. A renewed vision

for education will need to reflect an enduring relevance that will ensure the best possible educational outcomes now and into the future. When thinking about this focus area, you may wish to consider:

- what students need to know and be able to do
- the skills, knowledge and competencies they need to succeed in life after high school graduation
- the elements of the existing system that remain relevant
- the elements of the existing system that are no longer relevant
- the interconnections between education and the array of external factors that impact student learning and teaching
- education equity and fairness for all



## Focus area 2: Student learning

### What are the conditions required to achieve excellence in student achievement and outcomes in Manitoba?

Many factors, such as teaching quality, principal leadership, parent engagement, socio-economic status, personal attributes, well-being, and school culture can influence individual student's readiness to learn.

When thinking about this focus area, you may wish to consider:

- What does excellence in student achievement look like?
- What engages students in their own learning?
- the relevance of the core Manitoba curriculum for today's students
- the relationships between mental and physical health, well-being, safe environments and student learning
- the role of technology in student learning
- critical thinking and personal/interpersonal competencies
- class size and class composition
- the knowledge, capacity and attitudes within the system to respond to the full spectrum of learning needs and abilities
- the relationship between early learning and future educational success
- the impact of learning pathways and transitions on student success
- the traditional structure of the school calendar and school day





## Focus area 3: Teaching

### How can teachers and school leaders become most effective?

Highly effective teachers and school leaders are among the most significant factors to impact student learning. Teachers are the true change agents in education, and their preparation, competencies and ongoing professional development are key to improving student outcomes. For this reason, it is critical to ensure that teachers are not only highly trained before they enter a classroom for the first time, but to ensure ongoing and sustained professional learning and growth throughout their careers.

Teachers who are educated and trained in Manitoba either complete an undergraduate degree, prior to completing a two-year after-degree Bachelor of Education, or an integrated program, in which an undergraduate degree and an education degree are completed concurrently. Generally, the teacher education programs are organized by early-, middle-, and senior-years streams.

The teaching profession in Manitoba, as in most provinces and territories, is not regulated by professional standards or by a professional body, such as a college of teachers. Teachers must hold a valid Manitoba teaching certificate to be employed by a school board or a funded independent school. Whether trained in Manitoba or elsewhere, teachers must fulfill the requirements of Manitoba Education and Training to be certified.

Once certified, teachers may be hired and assigned by their employer. As the employing authority, school boards and funded independent schools are responsible for monitoring and assessing teacher performance and providing professional learning opportunities to teachers. Provincial legislation provides ten non-instructional days per school year in Manitoba. Of these, a minimum of five must be used

for teacher professional development. The remainder can be used for teacher in-service, parent-teacher conferences, administration and student evaluation.

Manitoba's Certificate in School Leadership is optional for those interested in becoming a school principal or vice-principal. It covers five areas on knowledge and skills that are important for school leadership:

- cultural and educational context
- educational leadership
- instructional leadership
- personnel leadership
- school administration

When thinking about this focus area, you may wish to consider:

- the relationships among Manitoba's teacher training programs, teacher certification requirements and what teachers need to be well prepared for today's students and classrooms
- teacher recruitment and retention
- the roles, responsibilities, autonomy and authority of teachers in the context of diverse and complex classrooms
- the roles and responsibilities of the principal
- home and school relationships
- the role of teachers' associations and professional bodies in the teaching profession
- professional regulations or standards for the teaching profession
- the role of technology in teaching and leadership
- the role of pedagogical, clinical and social supports in education

## Focus area 4: Accountability for student learning

### How can the education system develop a stronger sense of shared accountability for student learning?

The question of who is accountable for student learning and achievement is one that is being asked as school systems engage in educational reform. Cries for higher expectations, increased accountability, transparency, effectiveness and efficiency are reverberating across the globe and the question of who is responsible for student achievement has generated much debate.

What we know is that when parents send their children to school they expect that professionals will use all their knowledge, skills and expertise to help all children, regardless of background and characteristics, to learn, and achieve and reach their potential.

Michael Fullan, a Canadian leader in education system improvement and reform, says that “The new mission of schools is to achieve 100% and to have specific explanations and strategies for addressing any figure that falls short of full success,”<sup>8</sup> suggesting that there can be no more excuses for low performance. Schools are expected to put strategies in place to address underperformance.

One way to look at the issue of responsibility is to acknowledge that a primary function of an education system is student learning, achievement and well-being. Schools, therefore, have a primary role in organizing themselves and their resources to make this happen.



At the same time, the roles that others play can be described as secondary roles in supporting the education system. Research shows, for example, that when parents read to their children, it makes a difference in their literacy acquisition. But school systems cannot depend on this, as the time, skills and availability of parents vary. Parents may respond differently, based on their resources, skills or levels of comfort, with what schools ask of them. Schools therefore have a key role to address the inequities that socio-economic status and other factors place on students.

When all of the players do their part, there is greater likelihood that students will be successful.

Manitoba's Public Schools Act states that students also have some responsibilities. They are expected to:

- attend school and classes regularly and punctually
- comply with student discipline policies and the school's code of conduct
- complete assignments and related work
- treat school property and the property of others at the school with respect

Students also have the right to regular testing and evaluation of their academic performance and achievement.

The act also states that parents are responsible to ensure their child complies with discipline policies and codes of conduct, and to ensure their child attends school regularly. Parents also have the right to be kept informed of their

<sup>8</sup> Fullan, personal communication with Avis Glaze, 2015

student's attendance, behaviour and academic performance at school.

Teachers' legislated duties include teaching diligently and faithfully. Ongoing assessment of student learning is an inherent part of effective teaching. Principals, who act as both administrators and instructional leaders in schools, are ultimately responsible for the assessment and promotion of students in the school.

Faculties of education are responsible for preparing teacher candidates with both the theoretical knowledge and classroom practice they need to pursue a professional teaching career. Manitoba Education and Training is responsible for certifying teachers to work in public and independent schools in Manitoba.

The minister is responsible for approving provincial curriculum for public and funded independent schools. The minister is also responsible for releasing information relating to student achievement and the effectiveness of programs.

School boards are in charge of hiring and assigning teachers, and for providing professional learning to teachers, including areas related to student assessment.

When thinking about this focus area, you may wish to consider:

- what stronger accountability looks like
- alignment and synergies within the system
- the role of measurement and student assessment in teaching and learning
- the purpose and use of formative<sup>9</sup> and summative<sup>10</sup> assessment practices
- the use of student achievement data by students, teachers, administrators and policy makers
- home-school communication about student learning
- policies regarding student promotion and placement
- increasing accountability and public expectations for access to student achievement data

<sup>9</sup> Formative assessment – takes place during teaching to make adjustments to teaching process  
<https://www.edu.gov.mb.ca/k12/assess/wncp/index.html>

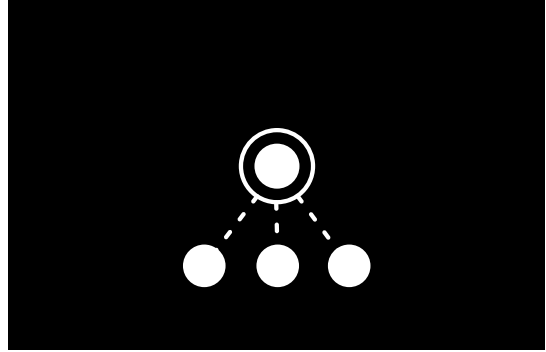
<sup>10</sup> Summative assessment – assessment at the end of a unit or term to convey student progress  
<https://www.edu.gov.mb.ca/k12/assess/wncp/index.html>

## Focus area 5: Governance

### What type of governance structures are needed to create a coordinated and relevant education system?

Manitoba's K to 12 education system is characterized by a division of powers and responsibilities between the provincial government (through the minister of education and training) and locally elected school boards.

The role of the government is to provide direction and allocate resources in support of K to 12 programming in the province's public and funded independent schools. The Public Schools Act and the Education Administration Act outline the rights and the responsibilities of the minister, school boards, principals, teachers, parents and students. The structure of school boards is also stipulated in legislation and regulations.



Local engagement in education also occurs at the school level through school-based parent groups such as Parent Advisory Councils and Parent Councils.

When thinking about this focus area, you may wish to consider:

- the role of government in K to 12 education
- the role of student, parent and community engagement in the education system – at the school and school division level
- the elements of the existing governance structures that remain relevant
- the elements of the existing governance structures that are no longer relevant
- How do we better encourage and facilitate local input and engagement in the education system?



## Focus area 6: Funding

**What actions are required to ensure that the education system is sustainable and provides equitable learning opportunities for all children and youth?**

Manitobans deserve a high quality K to 12 education system at a reasonable cost to taxpayers, who expect that financial resources invested in the education are strategically allocated to provide the best possible learning outcomes for all children and youth. Despite regular increases in funding, the overall system is not yielding desired levels of student achievement and outcomes.

This review will not delve into technical details on topics such as funding models, local taxation, teacher compensation, teacher pensions and benefits. However, what the K to 12 education system should look like in the future cannot be de-coupled from how it is funded and paid for. While the review primarily focuses on improving educational outcomes,

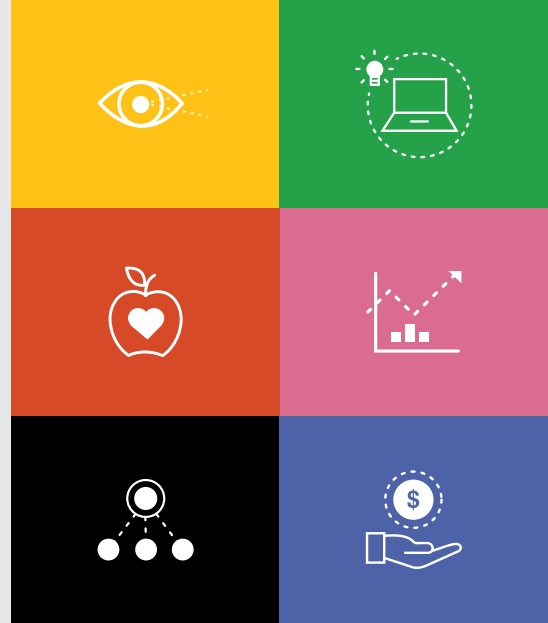
financial accountability and sustainability will undoubtedly be part of the conversation.

When thinking about this focus area, you may wish to consider:

- system characteristics that contribute to sustainability
- unique regional needs, priorities, strengths and challenges
- equitable funding
- achieving both equity and excellence
- Indigenous education and students who are underachieving
- geographic considerations
- underperforming schools
- facilities management, operations and maintenance
- transportation of students
- overall system costs



# The Process



Manitobans are invited to provide their input to the commission in a variety of ways:

- completing **online surveys**
- providing **written submissions**
- participating in **interactive public meetings**
- providing a **formal brief**, including specific recommendations for possible presentation at a public **hearing**

## Online surveys

Two online surveys are available for Manitobans to provide their input on the education issues that are important to them.

The commission will also schedule meetings with **stakeholder organizations** and host at least one full-day **student forum**.

Up-to-date information about consultation locations and dates can be found online at <https://www.edu.gov.mb.ca/educationreview/consultation.html>.

- **Survey 1: General public**  
<https://www.edu.gov.mb.ca/educationreview/consultation.html>
- **Survey 2: Teachers**  
<https://www.edu.gov.mb.ca/educationreview/consultation.html>

## Written submissions

Those who prefer to provide their input to the commission in writing, are invited to do so by email, fax or regular mail. To ensure the commission considers your submission, please include:

- Your name and contact information, so we may contact you for clarification if necessary. In addition, please indicate and provide appropriate contact information if you are writing on behalf of an organization.

## Public meetings

Two types of public meetings – **interactive public meetings** and **public hearings** – will be held in locations across the province in spring 2019. Information regarding locations, times and registration can be found at <https://www.edu.gov.mb.ca/educationreview/consultation.html> or by calling 204-945-4135 or toll free at 877-491-2657.

French/English and sign-language interpretation will be provided for select public meetings.

### Interactive Public Meetings

These events will invite participants to engage in conversations around the six areas of focus, within an informal atmosphere that encourages open discussion and community dialogue.

### Public hearings

Individuals or organizations that would like to present their perspectives and recommendations at a public hearing are invited to submit a formal brief to the commission. Briefs must:

- be submitted using the provided template and be no longer than 2,000 words  
<https://www.edu.gov.mb.ca/educationreview/consultation.html>

Please send your written submission to:

**Email:** K12educationcommission@gov.mb.ca

**Fax:** 204-945-0221

**Mail:** Manitoba's Commission on  
Kindergarten to Grade 12 Education  
470 - 800 Portage Avenue  
Winnipeg MB R3G 0N4

- address one or more of the six areas of focus as described on pages 9 to 15
- include specific recommendations

Only one formal brief per individual or organization will be accepted.

All briefs received will be considered to be a request to present at a public hearing, and in the spirit of transparency, they will be posted on the commission's website.

Selected groups and individuals will be invited to present to the commission. Priority will be given to those who offer bold recommendations and innovative solutions, and those who have not already been heard from through other public engagement opportunities.

Please send your brief to:

**Email:** K12educationcommission@gov.mb.ca

**Fax:** 204-945-0221

**Mail:** Manitoba's Commission on  
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470 - 800 Portage Avenue  
Winnipeg MB R3G 0N4

## Meetings with Stakeholders

### Students

In addition to having the opportunity to provide their input through the website and at the interactive public consultations, at least one full-day student engagement forum will be held to bring students together from diverse backgrounds and from across the province, to provide their direct input.

The commission will also reach out to schedule additional consultations as needed, to ensure that the critical voices of children and youth, particularly those living in vulnerable or marginalized circumstances, are heard.

### Other stakeholder groups

The commission urges all interested individuals and stakeholder organizations to participate in the interactive public meetings and public hearings opportunities described above.

Requests for meetings with the commission will be considered and accommodated as time and scheduling permit, and as the commission deems necessary.

As the consultation process progresses, if additional information is needed, the commission will identify groups or individuals to meet with to ensure that the issues related to these populations or organizations are addressed.

### Collection of Exemplary Practices

As part of the information gathering to inform the review, the commission is inviting Manitoba teachers, those currently teaching and those who are retired, to share exemplary practices they have implemented and that have resulted in increased student achievement and outcomes. In 200 words or less, you are invited to provide a brief description of your exemplary practice, outlining what you did and the results that were achieved. Please be sure to include your name and contact information, so we may contact you for additional details and clarification if necessary.

Click here <https://www.edu.gov.mb.ca/educationreview/consultation.html> to submit an exemplary practice, or send to:

**Fax:** 204-945-0221

**Mail:** Manitoba's Commission on  
Kindergarten to Grade 12 Education  
470 - 800 Portage Avenue  
Winnipeg MB R3G 0N4



## Appendix A: Terms of Reference

### Manitoba's Commission on Kindergarten to Grade 12 Education

An Independent Review of the K to 12 Education System

Terms of Reference

#### Context

- The education system in Manitoba covers a vast geographical area and serves a wide range of communities that are linguistically and culturally rich and diverse:
  - First Nations, Métis and Inuit communities
  - Francophone and other linguistic and ethnic communities
  - newcomers from across the globe
- Public education is a fundamental element of a democratic society and is integral to the fabric and character of Canadian society. Its purpose is to serve the best educational interest of all students, regardless of their abilities, personal or family circumstances, or where they live.
- The Manitoba government is committed to improving student outcomes by creating an education system that has high standards for educators, high expectations for student learning, relevant curriculum, excellence in governance and a sustainable fiscal framework.
- Students and excellence in student outcomes must be the central focus.

Establishing a commission to undertake a comprehensive review of Kindergarten to Grade 12 (K to 12) education represents a long overdue opportunity to build on strengths, but also to identify the changes needed in creating a system that can achieve better outcomes for students and reflect the economic and societal needs of Manitobans.

#### Mandate

The commission will carry out an independent review of the K to 12 education system to improve outcomes for students, ensure long-term sustainability and enhance public confidence. The commission will:

- propose a renewed vision for K–12 education
- make bold recommendations to ignite change within existing systems, structures and programs, which inspire excellence in teaching and learning
- consider the continuum of early learning, post-secondary education and labour market needs as part of an integrated lifelong learning approach

The review will be informed through extensive and transparent public consultations, supported by research and learning from best practices. The commission will seek the input of students, parents, educators, school boards, academics, Indigenous organizations, la francophonie, municipal councils, professional organizations, the business community and members of the public.

#### Areas of Focus

1. **Long-term vision** – What should the goals and purpose of K to 12 education be in a rapidly changing world?
2. **Student learning** – What are the conditions required to achieve excellence in student achievement and outcomes in Manitoba?

3. **Teaching** – How can teachers and school leaders become most effective?
  4. **Accountability for student learning** – How can the education system develop a stronger sense of shared accountability for student learning?
  5. **Governance** – What type of governance structures are needed to create a coordinated and relevant education system?
  6. **Funding** – What actions are required to ensure that the education system is sustainable and provides equitable learning opportunities for all children and youth?
- **Open, engaging and accessible** – All sectors of society will be encouraged to participate and provided with opportunities to have their voices heard.
  - **Evidence-informed** – In addition to the voices and perspectives of Manitobans, the commission will ground its recommendations in research and evidence of successful educational reform initiatives in other jurisdictions.
  - **Excellence** – Recommendations will be developed with the intention of achieving a high quality education system and opportunities for all to aspire to excellence.

### Guiding Principles

The work of the commission will be guided by the following principles:

- **Student centred** – As a key focus of this review is to improve student achievement and student outcomes, the work of the commission is to be centred on children and youth and on the conditions necessary to support their educational success.
- **Culturally responsive** – It will respect diverse First Nations, Inuit and Métis communities, *la francophonie* and newcomers, and value the critical relationships between language and culture.
- **Building on success** – The work of the commission will build on the strengths of the existing system and will identify the areas requiring attention, improvement and change.

### Deliverables and timelines

The commission will develop a discussion paper to frame the consultation process. A wide variety of public engagement approaches will be utilized, including public meetings, online surveys and social media to solicit broad and inclusive participation.

The preparatory work of the commission began in December 2018. Public engagement activities are anticipated to begin in early 2019. The commission is to submit a final report to the minister in February 2020. The report will include key findings and recommendations and is to be released publicly in March 2020.

This initiative will be supported by a small secretariat (director, senior policy analyst and administrative support), as well as by external consultants and researchers, to be hired on contract on an as-needed basis.

## Appendix B: Membership and Bios of Manitoba's Commission on Kindergarten to Grade 12 Education

### Co-Chairs

**Dr. Janice MacKinnon** – (Canmore, Alberta) served as a Saskatchewan cabinet minister from 1991 to 2001. She is a Fellow of the Royal Society of Canada and member of the Order of Canada. She holds a Ph.D. and Master of Arts degree from Queen's University and is an executive fellow at the University of Calgary School of Public Policy and Professor of Fiscal Policy at the University of Saskatchewan School of Public Health. She has authored three books and many articles on public policy issues. She served as chair of the Institute for Research on Public Policy board, chair of Canada's Economic Advisory Council, a board member of the Canada West Foundation, a member of the National Task Force on Financial Literacy and is currently the Chair of the Ombudservice for Life and Health Insurance (OLHI).

**Mr. Clayton Manness** – (La Salle, Manitoba) is a former MLA representing the constituency of Morris. He earned his M.Sc. in agricultural economics and worked in the grain industry before entering public life. During his time in office, he served as minister of finance, minister of education and training and government house leader. He later served as chair of Prairie Flax Products Inc. and president of Man Agra Capital Inc.

Manness has led previous commissions dealing with taxation (provincial government) and searching for alternative revenue sources (Winnipeg). Presently he is a public director of the Mutual Funds Dealers Association, Investment Protection Corporation, and president and CEO of Prairie Flour Mills at Elie. He continues to farm as part of Manness Farms Joint Venture.

### Commissioners

**Mr. Terry Brown** – (Winnipeg, Manitoba) is an owner and partner of Legacy Bowes Group and leads the business advisory practice. Terry advises business entities, Indigenous communities and Indigenous entities on policy initiatives, corporate setups, joint ventures, mergers and acquisitions. He currently serves as on the BUILD and Mother Earth Recycling boards, is the past chair for the Aboriginal Chamber of Commerce and is a past policy committee member for the Manitoba Chamber of Commerce. He holds a Bachelor of Commerce and is currently a mentor for the MBA students in the Asper School of Business.

**Mr. Mark Frison** – (Winnipeg, Manitoba) Mark Frison was named President of Assiniboine Community College in 2010. Prior to that position, Frison was the founding president of Great Plains College in Saskatchewan, which was formed by the voluntary merger of Prairie West Regional College and Cypress Hills College (of which Mark was also president).

Mark began his career working as a policy advisor in the Nova Scotia Department of Education. Following that, Frison worked in a number of roles in economic development for the Government of Canada.

Frison has served as a member of Nova Scotia Council on Higher Education and Maritime Provinces Higher Education Commission.

**Mr. J.D. Lees** – (Steinbach, Manitoba) is a former science teacher at Steinbach Regional Secondary School, and has also taught English overseas. He holds a Bachelor of Science in Zoology and Bachelor of Arts in Political Science from the University of Manitoba. He is the editor and publisher of G-FAN Magazine.

**Ms. Jill Quilty** – (Thompson, Manitoba) is a lawyer with Law North Law Corporation and practices criminal, divorce and family law. She previously worked as an instructor and coordinator at College of the North Atlantic in Newfoundland and Labrador. She holds a Juris Doctorate from Dalhousie University's Schulich School of Law and a Master of Education from Mount Saint Vincent University. She has volunteered with the Juniper Centre in Thompson and served as a member of the Truth and Reconciliation Academic Working Group, the Ad Hoc Response Committee for Gender Discrimination and the Indigenous, Black and Mi'kmaq Standing Committee.

**Ms. Laurel Repski** – (Winnipeg, Manitoba) is a former vice president (human resources, sustainability and audit) at the University of Winnipeg (2006 to December 2018). She previously served as vice president (human resources) for the Canadian Wheat Board (2000 to 2006). She holds a certificate in human resource management from the University of Manitoba and has completed numerous related professional and leadership development programs. Her community involvement includes serving as a director for the All Charities Campaign, serving on the board of directors for the Manitoba Children's Museum and serving as chair and a member of the executive of the Manitoba Theatre for Young People.

**Mr. Denis Robert** – (St. Adolphe, Manitoba) has taught a variety of Grade 5 to 12 subjects, both in English and French immersion schools, including K to 12 physical education. He was a full-time teaching vice-principal in a K to 8 school, a full-time Directeur-adjoint at Collège Béliveau for two years, and Directeur of Collège Béliveau in the last eight years of his 32-year teaching career. Collège Béliveau was the first total French immersion high school in Manitoba. He holds a Bachelor of Arts degree and a pre-Masters in Educational Administration from l'Université de Saint-Boniface and a Bachelor of Education degree from the University of Manitoba. After his teaching career, he owned and operated (Les serres) Robert Greenhouses, volunteered with the 1999 Pan-Am Games, the 2017 Canada Games, Meals on Wheels, Christmas Cheer Board and Winnipeg Harvest. He has carried out humanitarian work with Red River Mission (Rivière Rouge) in the Dominican Republic, Haiti, Peru, Malawi and Bolivia.

**Mr. Ian Wishart** – (Portage la Prairie, Manitoba) was first elected as the Member of the Legislative Assembly for Portage la Prairie in 2011 and appointed to cabinet as minister of education and training from 2016 to 2018. Wishart holds a Bachelor of Science in Agriculture from the University of Manitoba, worked as a cattle producer and served as president and vice-president of Keystone Agricultural Producers. In addition, he was on the Canadian Federation of Agriculture executive and the Manitoba Crop Insurance Board and Manitoba Water Council. He received the Agri Food Award of Excellence for his environmental work on the Alternate Land Use Services (ALUS) program and has volunteered with several boards, including the Portage Fair, Delta Agricultural Conservation Co-op and Centennial Community Club.







**Manitoba's Commission on  
Kindergarten to Grade 12 Education  
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