

The University of Manitoba

**Possible Implications of Increased
Government Funding on Independent Schools
in Winnipeg**

By

Beth-Caren Goldberg

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POSSIBLE IMPLICATIONS OF INCREASED GOVERNMENT FUNDING
ON INDEPENDENT SCHOOLS IN WINNIPEG

BY

BETH-CAREN GOLDBERG

A Thesis submitted to the Faculty of Graduate Studies of the University of Manitoba
in partial fulfillment of the requirements of the degree of

MASTER OF EDUCATION

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Table of Contents

Chapter	Page
1. The Issue in Question	8
Significance of Study	8
Working Definition of Terms & Abbreviations	9
Statement of Problem	12
Background of the Problem	12
2. The Review of the Literature	18
The Focus of the Literature	18
The Public Funding of Independent Schools: Rationale	18
The Character of the Independent School	21
The Implications of Government Funding on Independent Schools	25
Competition Between Public and Independent Schools	26
The Question of Quality	29
Homogeneity versus Heterogeneity	30
The Autonomy of Independent Schools	33
The Media's Reaction to the Funding of Independent Schools	37
3. Methodology	38
The Research Problem Restated	38
The Nature of the Study	38
Data Collection	39
Interview Questions	41
Data Gathering	42
Limitations	45
Availability of Completed Thesis	45

Chapter	Page
4. Data Analysis	46
• The Background of "School #One"	46
• The Background of "School #Two"	47
• The Right to Choose	52
• Why are Independent Schools Chosen	54
• An Explanation of 80 Per Cent Funding	58
• Position of the NDP	63
• Enrolments	64
• Competition	69
• Admissions and Subsidies	71
• Community Politics	75
• BJE Campus	79
• Fundraising	80
• Parents	82
• Balance of Support	85
• Staff	87
• Religion	90
• School Philosophy and Objectives	92
• Media	95
• Elitism	96
• Government Restrictions and Scrutiny	100
• Accountability	102
• Special Needs	105
• Culture	109
• What Keeps the Independent School Independent	113
• The Effects on Independent schools and Public Schools	117
5. Summary and Conclusions	124

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ABSTRACT

The purpose of this study was to examine two Winnipeg independent schools, each operational well before the inception of provincial funding to independent schools, and to analyze the effects if any indeed exist, of such funding.

Finances, staffing, programming, student admission policies, school cultures and autonomy were considered integral aspects of each school, thus were considered in determining conclusions regarding increased government funding.

Most of the data for this study were collected by interviewing "key people" within each school. These included Board members, principals, teachers, parents, alumni and other individuals considered to be influential in the school communities.

The researcher also conducted interviews with a number of individuals who had attended these schools at various intervals in the funding process and who were therefore able to provide valuable insights into the complete picture of school culture.

Other data were collected from relevant documents, pertinent correspondence and school records.

The research essentially revealed that while changes have occurred and are apparently occurring in independent schools, many of these are due to forces other than increased government funding. While the government funding is undoubtedly welcome and is proving to aid many of Winnipeg's independent schools, it is unlikely that it will have a tremendous impact on the independent school system in general.

LIST OF TABLES

MANITOBA STUDENT ENROLMENT 1976 - 1993	66
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CHAPTER ONE

THE ISSUE IN QUESTION

Significance of Study

The past century has marked significant changes to both the public and independent school systems in Manitoba. One of the most noteworthy may be considered the development of the provincial government's policy regarding public funding to independent schools, which will be traced later in this thesis. In 1895, Manitoba Premier Greenway claimed that resources were simply not available to support what he deemed an inefficient and unnecessary Roman Catholic separate school system. Almost 100 years later, on March 7, 1990, Manitoba Premier Gary Filmon announced through his Minister of Education Len Derkach that the government would increase its funding to the independent schools of the province to 80 percent of the funding given to public schools. While this increase is to be phased in over a period of several years, it is a departure from government policy which up until fairly recently has been not to offer public funding to independent schools.

The issue of public funding to independent schools in Manitoba has been a contentious one since 1890, when funding was initially refused to any independent schools of this province. Although the Roman Catholics have had a legal right to full funding for their schools according to the Remedial Order-in-Council issued by the government of Sir Charles Tupper in 1895, (Appendix 1) they have not received any direct financial support until recently. Further, while a Royal Commission on education undertaken in 1959 under the leadership of Dr. R. O. MacFarlane recommended that all Manitoba independent schools receive government grants in the amount of 80 per cent of that

awarded to public schools, these recommendations were not adopted. It was not until 1978 that independent schools began to receive any direct funding from the provincial government, and it was not until 1990 that a Manitoba government committed itself to support independent schools in the amount of 80 percent of that given to public schools.

This thesis will attempt to clarify the implications of this amount of public funding to independent schools for the citizens of this province, all of whom will feel its effects either directly or indirectly. "Private schools serve an important public purpose of educating a small but not insignificant number of children, and thus contribute to ensuring the public good through an educated citizenry" (Dirks, 1987, p.55). And, if government funding helps ensure the viability of independent schools, some would say that it is in fact in the general public's best interest to offer funding at the level it is being offered, as the cost of doing so is relatively not as high as the consequences of not funding them may be.

If all of the approximately 10,000 children in the independent schools would enter the public school system, the cost would be much greater to the provincial government than the funds which the independent schools receive at this time (Brock, 1991, p.6).

It is therefore in the public's interest to be aware of what is taking place in independent schools, not only because it is helping finance these schools' operation, but because the graduates of these schools will be part of society.

Working Definition of Terms and Abbreviations

These are ostensibly two "orientations to schooling", and these are described in various ways by various educational theorists. Coleman and Hoffer describe these as

public schools, which are "designed to open broad horizons to the child, transcending the limitations of the parents" (1987, p.3), and which serve as "an instrument of society and common culture" (1987, p.23), and private schools, which serve as "an extension of the family and its particular culture" (1987, p.23) and which reinforce the family's values.

The Manitoba Education Administration Act Chapter E 10, part 1 defines private school as "any school, other than a public school, which provides a curriculum and a standard of education equivalent to that provided by the public schools." Dirks (1987, p.55) defines public schools in the following way:

Public schools are distinctive and uniquely different from private schools in that they are accountable to the public through trustees elected by the citizenry at large and they are universally accessible to the public. Public schools are the means chosen by society to ensure that all children, with no exceptions, will receive adequate education and will have an equal opportunity to that education.

The term "independent" will be used throughout this thesis (except in direct quotes) to refer to a school which has been formed and is used by people who, for whatever reason do not wish have their children attend the public school system. Although the term "independent" is essentially interchangeable with the term "private", the former carries less of an elitist connotation than does the latter. In fact,

private schools should not be called private schools, according to the Roy White committee on revisions to Manitoba school law. Private schools should, instead, be called independent schools (Dafoe, 1993, p.A8).

Government funding may include per capita grants, subsidized tuition fees,

operating, building, renovation or salary grants and property tax exemptions.

The following is a list of terms which may appear frequently and which are therefore abbreviated:

- BH Balmoral Hall School: independent girls' school, located in downtown Winnipeg, considered exclusive by many due to high tuitions in grades kindergarten through 12.
- BJE Board of Jewish education: Sub-board of the Winnipeg Jewish Community Council, responsible for overseeing the operation of Winnipeg's Jewish/Hebrew parochial schools.
- BNA Act British North America Act of 1867
- MACST Manitoba Association of Catholic School Trustees: body made up of representatives of Manitoba's Catholic schools.
- MAST Manitoba Association of School Trustees: Representative organization for Manitoba's elected public school trustees.
- MFIS Manitoba Federation of Independent Schools: Umbrella organization for a number of Manitoba's independent schools.
- NDP New Democratic Party: One of Manitoba's three largest political parties.
- SJR Saint Johns Ravenscourt: independent school located in Fort Garry; boys grades one through 12, girls grades eight through twelve; considered exclusive by many due to high tuitions; under patronage of Her Majesty, Queen Elizabeth.
- SNC Special Needs Committee: sub-committee of the Winnipeg Jewish Community Council, struck for the purpose of examining the situation of Winnipeg's special needs Jewry, including all aspects of its education.

WJCC Winnipeg Jewish Community Council: central body responsible for the management of the affairs of Winnipeg's Jewish Community.

Statement of Problem

Independent schools have traditionally functioned according to the particular philosophies upon which they were founded. Of the 95 independent schools operating in Manitoba in 1993 - 94, 40 have opted not to accept government funding, as they prefer to continue to operate as they wish. They believe that "When you're given grant money, the government expects to exert some control ... so [they] don't accept government money" (Santin, 1992, p.B18). These schools may choose not to employ provincially certified teachers exclusively, and may not follow provincially approved curriculum. The other 55 independent schools have accepted external regulations as a consequence of the 80 percent funding. This thesis will examine the changes which those involved with government-funded independent schools may anticipate over the next several years as the funding is phased in. It will look at the possible impacts of substantial, direct government assistance on the operational practices and cultures of some Winnipeg independent schools.

Background of the Problem

"At the time of Canada's Confederation in 1867, a pattern of publicly supported denominational (Protestant and Roman Catholic) schools was firmly in place and was given constitutional protection." (Erickson, 1986, p.99) The British North America Act of 1867, section 93, provided stipulations to the Provincial Legislatures such that laws made in relation to education must be subject to specific provisions. Among these provisions was one which essentially protected school systems as they were prior to 1867.

Section 93, part one, states that "nothing in any such law shall prejudicially affect the Right or Privilege with respect to Denominational Schools which any class of Persons have by Law in the Province at the Union." (BNA Act. 1867). The same provision appeared in the Manitoba Act of 1870, section 22.

Although the educational system in Manitoba was originally denominational or confessional, with both Protestant and Roman Catholic public schools in operation prior to confederation, the minority Catholic schools were not legally guaranteed provincial funding. Following the passage of the Manitoba Act of 1870, the practicality of the two systems was challenged by the government, largely due to the fact that an increasing majority of the population was Protestant (Giles and Proudfoot, 1984, p.18). Changes were gradually implemented in the educational system, eventually resulting in the allocation of school grants on a proportion of population basis, leaving the Roman Catholics with less and less, as Protestant immigrants increased in number.

By 1890, there were only 91 Roman Catholic separate public schools as opposed to 628 Protestant and/or non-sectarian schools in the province. As Johnson (1968, p.94) explains, the government of the day began to favor a single, non-sectarian school system for several reasons. Among these were the government's desire to build a more economical and unified system, to assimilate new immigrants more successfully and to separate church and state further. As a result of the passage of the Act Respecting the Department of Education and the Act Respecting Public Schools of May, 1890, the dual system was abandoned and replaced by a single public system.

The effect of these acts was to repeal all of the previous acts respecting education in Manitoba; to totally deprive the Roman Catholics of their

separate condition in regard to education; to merge their schools with those of the Protestant denominations and to require all members of the Province of Manitoba, whether Roman Catholic, Protestant or other denomination to contribute through taxation to the support of what were therein called public schools, but which were in reality a continuation of the Protestant schools which existed prior to Union in 1870 and thereafter from 1870 - 1890. (MacInnes, 1986).

Following a failed attempt on the part of the Roman Catholic community to save its school system through the Manitoba courts, it sent a petition to the Governor General of Canada (see Petition #5727, 1892, Appendix 1) in accordance with section 93, part three of the BNA Act, which placed the education rights of religious minorities under the protection of the Federal authorities (Johnson, 1968, p.118). The issue created much controversy in the government, and following hearings at both the Supreme Court and British Privy Council levels, and in accordance with section 93 part four of the BNA Act, the government of Sir Charles Tupper issued Remedial Order-in-Council #PC834 to the government of Manitoba (Appendix 1). This Order-in-Council allowed the Roman Catholic community the "right to share proportionately in any grant made out of public funds for the purpose of education." (Remedial Order-in-Council, 1895).

Had the government of Manitoba adopted the Remedial Order, it would have immediately reintroduced a Roman Catholic separate public school system which would have entitled Manitoba Catholics not only to share in available funds, but to be exempt from paying school taxes in addition to tuition fees. However, Manitoba Premier Greenway ignored the Order, claiming that resources were simply not available to support

what he deemed an inefficient and unnecessary Roman Catholic Separate school system. Following years of controversy over the issue, Greenway's government reached an accord with the Laurier government in 1897. Under the Laurier - Greenway (or Laurier - Sifton) agreement three main conditions were set out: a) if sufficient numbers wished it, religious teaching would be given in public schools between three-thirty and four o'clock by clergymen or authorized teachers; b) a proportion of Roman Catholic teachers equal to that of Roman Catholic children would be employed; and c) (a condition which when repealed in 1916 had a significant impact on the education system in Manitoba) when ten of the pupils in any school spoke the French language or any language other than English as their native language, the teaching of said pupils would be conducted in French or such other language, and English upon the bilingual system (cited in Johnson, 1968, p.95). This meant that instruction would be delivered partially in English and partially in either French or the other native language. The school system continued in this manner for many years.

In 1959, Dr. R.O. MacFarlane was commissioned to examine the situation of schooling in Manitoba. Among his recommendations was one which stated that "private and parochial schools should receive government grants in the amount of 80 per cent of that which public schools received, through a Private School Grants Commission which would receive the grants and dispense them " (cited in Johnson, 1968, p.173). While this amount of funding did not immediately materialize, the Act to Amend the Education Department Act and the Public Schools Act of 1965 were proclaimed. In essence, these Acts provided for what was referred to as 'shared services privileges', which initially enabled independent schools to share facilities and instructors for various programs.

These privileges eventually evolved into direct payments to independent schools to enable them to provide such programs in their own schools, with their own staffs.

The law was formally amended in 1978 to allow direct payment of per student grants to independent schools, contingent upon teachers having current provincial teacher certification and upon the curriculum meeting Department of Education standards. A sum which initially began at \$480.00 per student is set in 1993 at \$2,141, or approximately 63.5 percent of the grant awarded to public schools per student. This sum will continue to increase until it reaches a figure equal to 80 per cent of the amount the provincial government grants to public schools. The initial plan for implementation called for increments of four and one half per cent to be given over each of the following three years, and three per cent thereafter until 80 per cent funding is reached. This plan has temporarily been put on hold, with funding frozen at 63.5 percent due to the recession and the lack of money available for education in general. In a compensatory move, the government is allowing a grant of \$63.50 per pupil in independent schools to provide access to high incidence programs (i.e. aides, enrichment etc.). (See Appendix 2 for complete text of the Shared Services Regulation 149/90 and the Private Schools Grants Regulation 150/90).

Manitoba's funded independent schools educate approximately five per cent of Manitoba's students. Of these, 9,773 attend the 45 schools which belong to the Manitoba Federation of Independent Schools (MFIS) (See Appendix 3 for a complete list of funded independent schools). The MFIS, incorporated on December 11, 1974, is an umbrella organization for those Manitoba independent schools which offer "any portion of the provincially approved program kindergarten through grade 12, and which subscribe to

the Mission statement, goals and objectives of the MFIS Inc." Membership in the MFIS is five dollars per student, for which the independent schools gain a formal association and a lobby to the provincial government. The MFIS encourages its member schools to meet Department of Education standards in curriculum, to employ provincially certified teachers, and to establish communication with public school Boards of Education.

The MFIS, which essentially had no legal basis for requesting increased public funding for its schools, had to approach and lobby the government tactfully. An affiliate of the MFIS, the Manitoba Association of Catholic School Trustees (MACST), working toward the same end as the MFIS, was in a different position due to the Remedial Order-in-council of 1895 which gave it more of a legal advantage. The MACST was not seeking the establishment of a separate Catholic school system in Manitoba, to which it was entitled according to the Remedial Order-in-Council, but the 80 per cent funding for all independent schools recommended by the MacFarlane Commission. This position expedited the offer of 80 per cent funding to all independent schools in the province which qualified, which likely would have otherwise had little chance of materializing as quickly as it did. The latter is indeed the policy adopted most recently by the Manitoba government in regard to education. Now all independent schools, regardless of religious orientation, can look forward to receiving 80 per cent funding before the end of the decade, if that is indeed their wish.

The provincial government's decision to increase funding is very likely to bring significant changes to Manitoba's independent schools over the next few years. These potential changes are the focus and subject of this thesis.

CHAPTER TWO

REVIEW OF THE LITERATURE

The Focus of the Literature

There is an abundance of literature dealing with many aspects of independent schools worldwide. The issue of public funding of independent schools is widely debated, but for the most part in terms of whether or not such funding is justified and in terms of the pros and cons of both the public and independent school systems. Literature reviewed for the purpose of this thesis centers mainly on the elements of independent schools which are most likely to be affected by the increase in provincial government funding to 80 per cent. In Manitoba's case, 80 per cent funding for independent schools has been promised, and should be fully in effect by the end of the decade. As the purpose in this literature review is not to delve into the debate about funding Manitoba's independent schools, the rationale for beginning to do so initially will be dealt with briefly as a matter of background, and the main focus will be on the implications and effects of such government funding on these schools.

Additionally, a lot of the literature deals with the mechanics of dealing with funding independent schools in a very broad sense as opposed to on the level of the individual school. However, because this thesis focuses on the long and short term implications of increased funding on the internal operations of individual independent schools, it is important not only to review the literature on the macro level, but also to attempt to do so on the micro level.

The Public Funding of Independent Schools: Rationale

Where independent schools receive public funding, it may take any one of a

number of different forms, such as concessions on certain government charges; exemptions, rebates or deductions on taxes; or special grants and subsidies (Durstun, 1989, p.239). Currently in Canada, five of ten provinces offer some form of public grant to independent schools (Bezeau, 1989, p.194). These include British Columbia, Alberta, Saskatchewan, Manitoba and Quebec.

Traditionally, schools which operated independently of the publicly operated school system have found funding to operate through independent means such as school tuitions, privately set up foundations or bequests, or fundraising campaigns. The notion of using public monies to augment independent school funding is based on the underlying belief that parents have a right to choose the type of education they give their children, and that the "state should support this right" (Shapiro, 1985, p.9).

Alternative forms of schooling must be provided to the parents so that freedom of choice may be exercised with respect to the varying views about the nature of human beings and the meaning and purpose of life. However, there is no freedom and there are no rights in a democracy when there is a penalty attached to exercise that freedom and those rights. What is the penalty? Simply stated — pay your educational tax dollars to the province; pay your educational property tax dollars to the school division, but you have no right to a single dollar of your tax money to operate your independent schools (Doornbos, 1989, p.7).

Boyd and Cibulka (1989, p.1) argue that individuals cannot be coerced into accepting "the state's orthodoxy" in matters so closely related to the well-being and happiness of their children and family. They point out that many have come to see private schools as

legitimate providers of social requirements that are public in purpose and which therefore can legitimately be funded. Brown (1989, p.64) summarizes the importance of choice in education:

The rapid growth of private schools at a time when public school enrolments have been declining and the growth in public funding of private schools when funds for public education are being curtailed is evidence of the rising importance of the goal of free choice in education. The goal of publicly funded school systems in a democratic society should be to give each person, regardless of any condition which causes variation in their individual needs, an equal chance to develop their potential through education.

The MFIS (1984, p.6) further states that "freedom requires alternatives from which to choose, including the alternative of one's commitment that offers excellence through competition among students and schools as an alternative to a monolithic system."

In the Report of the Commission on Private Schools in Ontario (1985, p.9), Shapiro summarizes what he perceives as three other main reasons for the public funding of independent schools. He cites the fact that these schools provide an important public service by schooling the students enrolled. Shapiro continues to explain that independent schools often offer high quality education at relatively low cost per student. This notion is further explained by Erickson, et al. (1979, p.13), who state that greater cost-effectiveness can be achieved through the selective admission process and thus the weeding out of potential problems before they occur. Finally, Shapiro delves into the issue of the "double taxation" experienced by parents who choose to send their children

to independent schools, and who must pay both independent school tuition fees and education taxes in support of publicly funded schools. Shapiro contends that this is an unfair burden for parents who make a choice of one school system over another, and suggests that "while education should be public in its finance and opportunity structure, it need not be exclusively public in its organization" (Shapiro, 1986, p.267). In this province, the MFIS (1984, P.6) has asserted that

the parents and students of independent schools are also part of the Manitoba public - are also part of the Manitoba population - and as such have an equal entitlement to the benefits of their education tax dollars. Further, parents of children in independent schools pay their full share in support of education in Manitoba.

The Character of the Independent School

Apart from the conventionally accepted differences between the two types of schooling described, there are some underlying principles which merit particular attention in the discussion of independent schools, to facilitate comprehension of what truly may be affected in an individual school as a result of increased government funding. In order to clarify how the initial list of such possible implications of increased government funding on independent schools was derived, it would be useful to provide a basic model of the independent school, to explain how it is generally organized, and therefore how it may be affected by changes to the system.

To begin, it is important to note that not all independent schools are organized along religious lines, and that of those which are, many are not connected directly to a particular parish or religious group. Equally, not all students attending religious

independent schools are of the faith to which their school adheres. What then attracts parents to choose independent schools? Coleman and Hoffer (1987, p.9) assert that it is both an agreement with the educational philosophies and values projected, as well an attraction to belong not to an impersonal building from which knowledge is transmitted, but to a "functional community" from which the philosophies, values and cultures exuded complement the consequent knowledge transmitted, and at times even surpass it in importance, as they spill over into the daily lives of the school clientele.

The school is based on a certain value system established initially according to the philosophies of its founders, and the particular and unique culture it transmits to the students and families it services is reinforced and reciprocated by the families outside the school. Independent school supporters contend that there has traditionally existed a consistency in the value system for this reason and that therefore there is often less conflict than in the public school system. The notion of the independent school as a functional community is of great importance to this study, as the very essence of that community may be one of the things at stake when 80 per cent funding is implemented fully.

Coleman and Hoffer outline three constraining factors facing independent schools as "type of student enrolled, financial resources and expenditures, and school size. The type of student deals with variables such as "family income, parental education, race and ethnicity, family structure, and parental and student educational aspirations", which all have been shown to have important consequences on the organization of schools (1987, p.29). The financial resources have "strong implications for how the school is staffed and on the programs the school is able to offer" (1987, p.37). "One consequence of

school size is the set of constraints on curricular and extracurricular diversity" (1987, p.37). This includes influences on programs offered, student-teacher relationships, extracurricular activities and parental involvement.

A main focus of independent schools is the notion of values or ethos and community. While dealing neither with the question of funding directly nor specifically with the question of independent schools, Grant's The World We Created at Hamilton High (1988) provides some valuable insights into what indeed sets many independent schools apart and what may therefore have the potential to change. One of the major foci of Grant's book is on the ethos of a school, which he describes as "the sharing of attitudes, values, and beliefs that separate individuals into a community" (1988, p.117). Grant continues that "it is the way that the teachers and staff exercise their intellectual and moral authority that critically shapes the ethos of the school" (1988, p.121), but raises the concern that "increased accountability could mean a shift of traditional forms of authority to more bureaucratic forms of control within the school" (1988, p.128). This is something which could most definitely cause change in an independent school, particularly in light of calls for greater accountability to both the government and the public by these schools.

Grant points out that "The private school differs from the public school in that it is less regulated by the policy matrix that restricts public school officials" (1988, p.180). He describes the policy matrix as that which "establishes the official world within which a school exists" (1988, p.125). It is the official world of the independent school which prior to government funding was created and maintained solely by those in control of the independent school (and which therefore was completely unique to any particular school)

that seems most likely to be affected on a micro level in each individual independent school.

An interesting observation is that "only the private school has a public - that is, in order to survive and to draw in tuition, it must be in dialogue with its public about the nature of both the moral and the intellectual life of the school." (Grant 1988, p.4). If independent schools are to be affected by increased government funding in the sense that they will no longer be as reliant on tuition to remain functional, what will happen to this dialogue? It would seem that one of the features which makes the independent school unique may be in jeopardy. If one considers that a possible breakdown of communication with parents may in turn lead to a possible breakdown of communication with students, then the likelihood of a breakdown of the school community becomes imminent. "If you never communicate expectations to students, and you never give them a chance to practice them, you aren't going to have much of a community". (Grant, 1988, p.108). Additionally, attracting students (and thus tuition dollars) has been dependent upon the formation of bonds between the school leadership and "those who share the tradition or value orientation the school represents". Once it becomes less crucial to find dollars, will the strength or the importance of these ties also become less crucial?

The other thing on which Grant focuses in great detail is the ethos of a school which indeed is what shapes the school community, and which can be decidedly different from one school to another. He explains that "the ethos represents the enduring values or character of the school community" and that "in the case of private school, it is the ideals represented by the parents and founders of the school or of the agency, (for example, the church), that took the leading role in its funding". (Grant, 1988, p.172).

Finally, Grant claims that a school with a strong positive ethos is one which "affirms the ideals and imparts the intellectual and moral virtues proper to the functioning of an educational community." (1988, p.188), where intellectual refers to "skills, concepts, and knowledge taught to students" and where moral refers to "the impact the school has on their conduct, character, and moral beliefs". (1987, p.179). The ethos of a school is shaped by numerous things, including: discipline (effectiveness and fairness); teacher interest and expectations; student attendance, attitudes to teachers and peers; homework; pride of school community in the school.

IMPLICATIONS OF GOVERNMENT FUNDING ON INDEPENDENT SCHOOLS

The policy of publicly funding independent schools raises many valid questions for both parents and those in the community at large. While several of these concerns are dealt with at length in the literature, it should be noted that much of the literature addresses the issues from the point of view of the negative effects they may have on independent schools as opposed to the general effects they may have. While each concern raised undoubtedly points to the possibility of change of some kind, both in the independent school system as a whole, and in the individual world of each independent school, these changes need not necessarily be negative ones. This section will look at how some of the issues may affect independent schools in general. Following this general discussion, specific questions regarding the effects on individual independent schools will be raised.

There are several possible ways in which 80 per cent funding might affect

independent schools, and due to the evolving nature of this study, these became increasingly evident as the data collection proceeded. There are the very obvious influences which 80 per cent funding will have on independent schools, about which much has been written and which have received a great deal of attention. These deal with the available resources and externally imposed regulatory elements. On another level, there are the short and long-term effects which the increased funding will have on the internal operation and ethos of individual independent schools.

Competition between Public and Independent Schools

It is unlikely that the predicted competition for resources that education would undergo (MTS, 1982, p.28) was meant to have included competition between public and independent schools. This concern was raised by Edwards, Fitz and Whitty (1989, p.107) in their case study of public funding to independent schools in Britain. They claim that a controversy arose about state aid to private schools there because of the perceived contradiction of using government money to help maintain schools which compete with those already provided out of public funds. If, as some believe, 80 per cent funding to Manitoba's independent schools will cause either an increase in the number of these schools or in the number of students attending these schools, competition between the public and independent systems may become an issue of greater importance. Dirks (1987, p.62) point out that while the provision of additional funds to private schools could result in some immediate shift in enrolment from public to private schools ... " it is highly unlikely that any shift would be very significant." He goes on to explain that "it is reasonable to conclude that any increase in public funding to private schools... will likely not result in reduced public school enrolments."

A somewhat different picture is painted by Lawton (1985, p. 9-10) who cites one of the major implications of funding to independent schools to be the possibility of fewer public schools. He qualifies this by stating that "as a rule, the greater the subsidy, the greater will be the demand for private schooling, though this relationship may be affected by regulations that could accompany funding." Barman (1990, p. 12) concurs, explaining that "the provision of funding (to B.C.'s independent schools) accelerated the trend of increasing numbers of non-public school students and falling numbers of public school students." Will the shift toward privatization, spurred by an increase in government funding of independent schools, ultimately pose a threat to the existence of the public school system? Ensing (1984, p.5) suggests that this is not the case. Fowler (1987, p.356), who has studied the situation in France, explains that a drop in enrolment due to the public financing of independent schools is a possibility, but not a necessity. The MFIS (1984, p.7) addresses this issue in terms of what has taken place over the past two decades, and claims that there is little evidence to support fears of the proliferation of independent schools which could drain funds, personnel and students from public schools.

The fact is that 95 percent of Manitoba youth is educated in the public school system. As such, the argument that independent schools are instrumental in the declining enrolments in some school divisions and responsible for possible rural closings is without basis. It just is not so. Statistics will show that the enrolment numbers reflect similar fluctuations as the public schools have experienced in the 1970s and 1980s (Doornbos, 1989, p.2).

It remains to be seen, of course, whether the experience of independent schools over the past 20 years will continue to be the experience of these schools in the future, as the government funding they receive continues to increase.

The question of competition also includes competition for government money. Particularly in recessionary times, and as government funding to public education and other social services continues to remain static or to be reduced, the controversy over the funding of independent schools in this province will undoubtedly increase even further. The following typify the feelings of many who feel that increased government funding is perhaps not justifiable. "There's only so much money to go around - whatever of that left for education is being fought over by the two systems - this is really unfortunate for education in Manitoba." (Teachers Fear Layoffs, 1991). Brenda Leslie, 1990 president of the Manitoba Association of School Trustees (MAST), expressed the concern that the income received by the public schools through their grants could essentially be surpassed by the income received by independent schools, since the latter can augment its grants through tuitions and other contributions (Mackenzie, 1990). Gary Doer, leader of the Manitoba New Democratic Party (NDP), has called the increase in funding "immoral, unnecessary and implausible" (Santin & Campbell, 1991). Sel Burrows, spokesman for Choices, a coalition of several special interest groups, referred to the funding as "welfare for the rich" (Santin et al., 1991). Roman Yereniuk, a Winnipeg School Division trustee, claimed that the funding given to just one of Winnipeg's independent schools could pay either the salaries of 40 - 45 division staff members or for repairs and upgrading of division schools and facilities (Santin et al., 1991).

We don't appreciate the kinds of increases [the private schools] have seen in the last couple of years when Winnipeg School Division One saw a zero-per cent increase.

We're asking them to turn the money back so it can help inner-city children. They don't need it as much as the inner-city children (Rollason, 1991, p.5).

Letters to the editor of one of Winnipeg's daily newspapers voice the concerns of many taxpayers, represent the growing discontent of many of Manitoba's citizens and statements such as: "To starve the public school system in order to divert public money to private schools is not carrying out the government's mandate" (Woolston, 1990); ... "to express my dismay and grave concern over recent funding decisions... I find it incomprehensible that private schools ... will be receiving more than \$1 million ..." (Cassidy, 1991).

The Question of Quality

There is a sense that the growing public interest in independent schools has more to do with the public's concern about the quality, standards and reputation of education than with the increase in funding being given to independent schools. Concerns over the high costs of public school education in relation to quality and efficiency, coupled with growing demands for excellence, diversity and choice have fostered new interest in alternative systems (Boyd, 1987, p.183). Boyd (1989, p.149-158) states that one of the problems is that too many public schools seem to have "erred in the direction of excessive egalitarianism" thereby undercutting their academic standards and reputations. James (1989, p.229) concurs to an extent when she says that while the public system is more equal, it is *perceived* to be of lower quality than the independent system. However, she also states (1989, p.217) that while some independent schools may accommodate tastes for higher quality, average quality in the private sector *cannot* generally be considered higher than in the public sector, and that the main benefits actually enjoyed include status and prestige. Durston points out (1989, p.241) that

private schools are seen as establishing a bench mark against which standards in the public schools can be assessed and monitored. They challenge the public schools to be better. Whether justified or not, there is a public perception of declining standards of education and behavior in public schools, of drab uniformity in public education, of disenchantment and loss of confidence.

Other authors would argue that there is strong evidence to show that independent schools do in fact produce better cognitive outcomes than public schools, and that independent schools offer safer and more disciplined environments than do public schools (Coleman, Hoffer & Kilgore, 1982, p.179).

The debate over quality of education will likely continue. However, while there remains the possibility that any increase in independent school enrolment may be due to the extension of provincial government funding, it may actually be attributed to society's desire to maximize the results of schooling by utilizing schools which it perceives to be of better quality.

Homogeneity Versus Heterogeneity

In a study of this nature, which is concerned with the direct effects of funding on individual independent schools, certain questions should be looked at. A first, and perhaps apparently obvious question is whether or not the school does indeed have a homogeneous population to begin with now, and did it ever? If so, in what terms can this homogeneity be described? How may it potentially be altered, and how and why has it been altered in the past? Is the school's homogeneous (or heterogeneous as the case may be) nature a vital aspect of the school's character and existence? How will the

nature of the school community change if the makeup of the community/communities it services changes?

In looking at the culture of many independent schools, it is likely that one would find a certain degree of homogeneity within each school. This is not surprising due to the fact that the basis on which many independent schools are formed to begin with is a certain philosophy, ideology, ethnic or religious value system. It often follows that those who choose to send their children to a particular school do so because they adhere to the basic premises on which the school is founded. Therefore, the population of a school of this nature is often comprised of children whose families follow much the same thinking, beliefs or values.

The notion of homogeneous schools is dealt with by Erickson et al. (1979, p.38), who describe them as being "dramatically different from heterogeneous ones" in terms of: the goals which are set (which are usually more consistent); greater productivity due to less conflict over fundamental issues; more cohesive parent groups due to a greater commonality of interests; and greater motivation for self-actualization due to shared theories and philosophies. They also point out (1979, p.50) that aid to independent schools could cause a shift toward greater homogeneity in the public schools by virtue of the fact that those with common beliefs may gravitate toward more easily accessible independent schools.

Shapiro (1985, p.23) agrees that this situation may occur, but raises a concern that it may result in the public school system losing its capability to promote a pluralistic society. This could potentially turn into a situation where public schools, which according to some have a mandate to teach tolerance of those from different backgrounds

and origins and with different languages and customs, will no longer be able to achieve this particular goal (Berthelot, 1988, p.23). Dirks (1987, p.59) explains that "there is an assumption that private schools inadvertently or otherwise may invite intolerance, misunderstanding and prejudice, and that public schools lessen prejudices and tensions which may be precipitated through segregation." Dirks (1987, p.55) takes this notion one step further when he says that the trend to homogeneity may cause intolerance by students of those who are different in any way, and may ultimately lead to the segregation of various communities and cultures from each other. Shapiro (1986, p.266) concurs with this theory, and points out that rather than acting in the best interest of society, the homogeneity which may potentially be created by the independent school system may simply exacerbate the divisions already present in society. The proliferation of independent schools, which is a possibility due to increased government funding (Lawton, 1985, p.10) may erode what some view as the opportunity of the state to create "a sense of community through the diversity which is found in schools" (Breitkreutz, 1984, p.9). There has been evidence of this problem in Australia, where independent schools receive a very high amount of government funding. Boyd (1987, p.188) discusses this in a recent study, where he states that the present system of funding Australian schools tends to reinforce the problems of elitism and social class distinctions. This, he says, makes state aid controversial despite acceptance of the principle of funding sectarian or independent schools. Coleman et al. (1982, p.182) reinforce this theory when they claim that independent schools are divisive along religious, ethnic, and racial lines. James (1989, p.227) raises the fear that an increase in privatization will lead to an increase in the segregation of socio-economic classes. Weiss (1989, p.201), who has studied the

financing of independent schools in what was formerly West Germany, has also found that segregation may be a possible repercussion of such policies. The MFIS (1984, p.7) has taken the position that "structured diversity is a clear recognition that our society is pluralistic and that our education system should be structured accordingly." It believes that Manitoba's independent schools are "no more divisive than one public school is from another".

The Autonomy of Independent Schools

Is the receipt of aid actually the best alternative for independent schools, or will it be accompanied by too many consequences which may be considered to be negative to offset the positive monetary gains?

What, if anything, will ensure the independence of the independent schools? It is very likely, particularly in light of current recessionary trends and in the light of current budget cuts in the public school system, that the Manitoba government's decision to increase funding to the province's independent schools will cause a call for added scrutiny of independent schools. As Boyd (1987, p.193) points out, as state aid increases, state regulation tends to increase, and in time the differences between public and private schools begin to disappear. Boyd et al (1989, p.1) observe that with government funding of independent schools, it will be difficult not only to draw what will be the invisible line between public and independent schools, but whether even to acknowledge that it exists. This, they say, will depend largely on social interests and ideologies. Erickson, et al (1979, p.104) go as far as to speculate that any existing differences may be diminished or may in fact completely disappear with public funding. Barman (1990, p.3), in describing the implications of public funding of British Columbia's independent schools,

states that "independent schools are no longer independent. Funding, and the respectability thereby obtained comes with a price tag."

While these concerns may not affect all parents, they may deeply affect those who have chosen the alternate school system for ideological, value-laden reasons. It would also seem that those running the independent schools should be concerned about their potential loss of control over school philosophy and programs, selection of staff, and policies on the admission and/or expulsion of students (Shapiro, 1985, p.10). In fact, "elite schools' enrolment policies toward visible minorities may likely be prohibited" (Barman, 1990 p.31). Shapiro (1985, p.70) continues to suggest that the loss of autonomy of independent schools will also likely be felt in the areas of teacher qualifications, academic standards and evaluation. Fowler (1987, p.357) goes as far as to say that government aid to independent schools in France has led to the progressive secularization of Catholic schools, and the regulation of things such as curriculum, textbook choice, schedules, financial records and teacher evaluations. Barman (1990, p.20) discusses how an increase in government funding to independent schools could depend on "individual schools adhering to specific standards as to curriculum, teachers' credentials and student assessment." She goes on to describe how the British Columbia government "has gone much further than it need do in exercising its oversight of non-public education" (Barman, 1990, p.20). Further, the notion that the future of independent schools is no longer theirs alone to determine becomes an issue. "By virtue of accepting funding, private schools have committed themselves in advance to whatever new regulations the Ministry of Education may implement for the system as a whole". (Barman, 1990, p.25). In short, aid might not always be welcomed because of the

realization that some elements of control would be "injected into a setting where schools had free rein." (Brown, 1982, p.448).

"Present day proponents of aid for private school... want aid but with few or no strings attached" (Boyd, 1989, p.162). This scenario is unlikely to be realized since there are principles and conditions which most often accompany funding. Independent schools have to weigh the cost in terms of the effects of controls, limitations and calls for accountability (which are a natural outcome of accepting funding) on their autonomy.

Not only would public financial assistance seem to undermine the independence of independent schools, but it may also prove to cut holes in what has, over time, developed into the very fabric of these schools. In a study of the implementation of funding for independent schools in British Columbia (1979), Erickson, et al. pay close attention to what they refer to as the issue of "Gemeinschaft", or the sense of community which often exists in independent schools. They explain how, in times prior to public funding, the slight but ever-present hint of jeopardy of survival provided the parents, or the paying clients, with a great incentive to bond together and work for the common good of the school. Where funds were not available to staff a school adequately, those employed there were doubly valued and committed to performing at an optimum level. Students, aware that schools had the right to selective admissions and expulsions, valued their positions in the school more highly. However, on a more positive note, public funding could prove to be a boon to some independent schools which have faced severe financial difficulties. Barman (1990, p.13) explains that such schools could use the extra income to keep fees down "while making the schools more attractive through improvement of deteriorating facilities and employment of paid teachers."

The regulations and policy changes which will necessarily accompany high levels of government funding will undoubtedly have a great influence on the way the attitudes of parents, teachers and students are formed. They may also cause a shift in values, with external, extrinsic monetary incentives enhanced by the influx of public funds suppressing the more intrinsic ones. Shapiro (1985, p.10) voices many of the same concerns, and it seems likely that these will also present themselves in the Manitoba context. The MFIS (1984, p.2) believes that because funding by the government will still fall short of the full amount afforded to public schools, parents will still have a certain degree of financial involvement. This, the MFIS hopes, will influence parents in a positive way to maintain a degree of commitment and support for their respective independent schools.

The issue of the autonomy of independent schools raises some interesting questions which could have extremely different answers depending on the schools to which they are posed. For example, a school based entirely upon certain religious values may well be concerned that its 'raison d'être' may be dramatically affected by a sudden influx of non-religious students or of students of different religions. A small secular school may be delighted to receive extra funding in order to be able to offer better programs, and may welcome added guidance in the form of government regulations, whereas a large, well established school may feel little effect in either area.

A question which must be asked of all participants in the study is what in their view makes their school independent, and how if at all, they feel that this independence may be altered for better or worse.

The Media's Reaction to the Funding of Independent Schools

Not only will increased funding to independent schools cause a demand for increased accountability to the government, but also "in the court of public opinion" (Barman, 1990, p.22). Barman explains how in British Columbia, increased funding to independent schools has encouraged the press to further monitor and critique a school system which prior to funding functioned largely without being the target of much attention. Not only have independent schools there become news, but "the press has encouraged an image of private education as a panacea sadly inaccessible to ordinary British Columbians" (Barman, 1990, p.22). This is something Manitoba's independent schools will have to consider, and which seems to be beginning already in this province.

Reports of cuts in government funding to the public school system, contrasted repeatedly in the press with reports of increases in government funding to the independent school system serve to raise public awareness of the situation and may serve to both heighten public sympathy to the plight of public schools and to increase public scrutiny of independent schools.

Whether added media attention will be of any consequence at all, or whether it may in fact be used in a positive manner by redirecting the focus which has often been negative to one which individual schools can attempt to make more positive through positive media relations remains to be seen. There is the possibility that independent schools do not care how they are described in the media, and therefore will not channel any energy into creating a more positive profile that way.

CHAPTER THREE

METHODOLOGY

Research Problem Restated

The purpose of this study was to investigate perceptions of how selected aspects of certain independent schools in Manitoba might be affected by the increase in provincial government funding to 80 per cent of that given to public schools, which is being phased in over the next several years. Part of the study involved a look at how these aspects have changed since direct funding was started and part involved a look at how they may continue to change. It must be restated that the study was speculative as the full amount of funding promised has not yet been awarded. Additionally, the questions which may have been pertinent to one school may not be to another, and responses to the same questions in some cases varied from one school to another.

It is likely that in relatively short order, much more will be written about the effects of increased funding to independent schools not only on the global level, but also about the effects on individual schools and their particular internal operations. Much more will be learned about these effects as the funding is phased in and indeed once it has been fully in place for some time.

The Nature of the Study

This thesis was exploratory in nature. Through the examination and description of events and phenomena, results and hypotheses were presented as the study proceeded. The anticipated changes initiated by public funding of independent schools were examined through the study of two independent schools in Winnipeg, and the main focus centered on both the short and long-term effects on the internal operation of these schools. While

the study, strictly speaking, focused on only two independent schools in Winnipeg, it may provide a perspective on many of the common issues which have faced, which currently face and which may in future face Winnipeg independent schools.

The study involved more than one school in an attempt to paint a picture of what is occurring in some of Winnipeg's independent schools, and in order to look at how processes and outcomes are influenced by local contextual variables. The results have the potential to be extremely diverse, due to the diverse natures of Manitoba's independent schools. For the same reason, it is likely that the same aspects of different schools will be affected differently as a result of 80 per cent funding.

A preliminary examination of independent schools suggested that there were many important criteria which contribute to form the essence of these schools and which therefore may be affected by any change to the system (including an increase in funding). Only two schools were chosen in the interest of keeping the study manageable.

Elements such as size and age of school, religious orientation, availability of financial resources and community service may each in some way influence the impact that 80 per cent funding will have on a particular school. Equally, the elements which may be affected will likely vary from school to school. These may include things such as tuitions, school budgets, programs offered, enrolments, staffing, school characteristics, cultures, and ethos.

DATA COLLECTION

Basic historical school information for each of the two studies conducted was assembled from the study of relevant documents, reports, correspondence, and secondary sources. This information includes things such as school background and logistics,

information about teaching staff, programming, and school policies. Each of the two schools was identified through the use of pseudonyms, in order to protect the interests of both the school and the interview subjects.

Following the establishment of the initial framework, the aspects of independent schools which seem likely to change as a result of 80 per cent government funding were examined through unstructured interviews of nine people directly involved with independent schools.

These people were chosen on the basis of the nature of their involvement with either of the particular independent schools in question, or with the independent school system in general. The choice of whom to approach for interviews became evident as the study of each school progressed. In most cases, requests for interviews which were sent by mail were not as successful as requests made by telephone, and a number of potential respondents ignored both attempts and were therefore not interviewed.

The nine people ultimately chosen for interviews included: one chairperson of the board of directors of one religion's school system; one dean of a university faculty, who was an MLA who also served as Minister of Education and who has children in the independent school system; one school principal who, prior to becoming principal, taught in the public school system; one alumnus of an independent school who currently plays a major role in that school's fundraising operations; one teacher and former principal, one alumnus, whose child is also an alumnus and who is currently an MLA involved in government decision making; one vice principal; one former president of the MAST, who later had tremendous involvement with the fundraising aspect of one independent school and then tremendous involvement in the negotiations between the MFIS and the Manitoba

government; one former chairman of the board of directors of one religion's independent system, whose children attended an independent school and who later formed part of the negotiating team of the MFIS to the Manitoba government. All participants were familiar with the independent school system and were therefore well equipped to respond to questions posed. Because the issue being addressed dealt with change, it did not prove to be an overly sensitive one in terms of voicing opinions and was not one which provoked any kind of competition or malaise for participants.

The interviews conducted included questions about both the history and the future of the schools in question, and respondents were asked to speculate in both qualitative and quantitative terms. The initial questionnaire was based on information obtained from the preliminary background studies. The answers to these questions were used to determine some of the ways in which independent schools have changed since the inception of direct public funding in 1978. It was clarified that the intent of these questions was to determine how the issues raised may change immediately and over time as a consequence of funding, as will the short and long term effects they will have on the individual school in question, and therefore were to be answered in that light.

Initial Interview Questions for Participants in the Study

The following list represents the skeleton of questions used, and was intended to serve as a point of departure to other questions which emerged as a result of answers given. As a result, questions varied from interview to interview.

- It was explained to all participants that the questions posed were meant to elicit their own views and opinions about certain issues.
- Questions were posed in the context of whether or not changes experienced

should be attributed solely to government funding, or whether they are due to other issues.

1. Describe the evolution of the financial situation of the school since the beginning of direct government funding.
2. How has/will a) the size and b) the makeup of the student body and staff be affected by direct government funding?
3. What have been the major changes in programming in the school, and to what are these due? Is added funding even an issue?
4. How has/will the added government regulation which accompanies funding affect the school?
5. How and why have/will school objectives and/or philosophies change?
6. Has there been any marked change in school-parent relations in the past number of years?
7. Describe in your experience, how school culture has been affected by the increase in funding. Is this a good thing or a bad thing?
8. Why is your school chosen over a public school? Will the increase in government funding make it an even more attractive choice for parents?
9. What will keep the independent school independent?

Data Gathering

The following section will provide an outline of the data which were gathered.

Historical Data / Background

- Founders of School
- Motivating Factors of School Founding

- Initial Enrolment
- Enrolment at Beginning of Funding
- Events Leading up to the Funding
- Student admission/policies

The historical data was not difficult to collect, as the administrations of both schools proved to be most open and helpful in terms of providing suggestions regarding where to search for information.

The interviews, while not difficult to conduct, were somewhat difficult to orchestrate. Some preliminary requests for interviews, which were carried out by mail and followed up by telephone, were unanswered. In some cases, where phone contact was made, promises of appointments went unfulfilled. Even with concrete times scheduled, some respondents forgot or had to re-schedule due to unexpected conflict. In many cases, the respondents were somewhat reluctant, felt that they were being of little help to the study, and were therefore somewhat anxious to get through the interview quickly. In some cases, interviews were not used due to mechanical difficulties.

Because that being discussed was not of an overly sensitive nature, the interviews were conducted in a very comfortable fashion and all of the respondents answered questions candidly and without hesitation. In some cases, the respondents felt the need to talk at length about things not completely related to the questions posed.

It was from the interviews that the categories of change in independent schools were derived. Following the interviews, each were examined carefully for possible issues related to change, and those issues which appeared repeatedly were classified as sections.

In all, 23 different sections or areas of interest were apparent, and these are represented in the following list:

- The right to choose
- Why are independent schools chosen
- An explanation of 80 percent funding
- Position of the NDP
- Enrolments
- Competition
- Admissions and subsidies
- Community Politics
- BJE Campus
- Fundraising
- Parents
- Balance of Support
- Staff
- Religion
- School Philosophy and Objectives
- Media
- Elitism
- Government Restrictions and Scrutiny
- Accountability
- Special Needs

- Culture
- What keeps the independent schools independent
- The effects on independent schools and public schools
- Attitudes and Relationships (administration, staff, parents, students)
- Analyses and Conclusions

Limitations

Due to the qualitative nature of this thesis, attempts at objectivity on the part of both the interviewer and interviewees may give way to subjective answers and analyses. Although efforts were made by the author to remain open-minded at all times, the possibility of bias exists, due to having attended and taught at independent schools exclusively and due to current involvement at a board level and through children who attend a Winnipeg independent school. Further limitations exist simply due to the speculative nature of the answers given, and due to the inevitable biases of the people interviewed.

Availability of Completed Thesis

Provisions were made to make the data collected available for the perusal of participants following the completion of the thesis. They were informed following the interviews that the thesis will be available in the Department of Educational Administration and the D.S. Woods Library, and that should any clarifications be required, the author may be contacted. Further specific requests for results will be accommodated.

CHAPTER FOUR

DATA ANALYSIS

History

The Background of School Number One

The history of Catholic schools for lay students dates back hundreds of years, when the first school of this nature was founded. Although Catholic schools have undergone many changes in policy, structure and method, their chief aim then and now remains "the religious, moral and intellectual formation of youth".

School Number One, serves just over 500 students in grades nine through twelve. Approximately one quarter of the student body is non-Catholic, made up of a variety of backgrounds and faiths. School Number One was founded in the 1920s, at the initiation and encouragement of the Archbishop of Winnipeg.

In the 1930s, the school moved twice, and at the time staff included twelve clergy and four lay teachers for approximately 200 students.

In the 1960s, another move was made, and in the 1980s the school's first lay principal was appointed. This appointment followed a publication which challenged the school to attempt further collaboration with the laity in the school regarding policy-making and administration, and essentially opened the door for change at the school.

In the mid 1980s, the religious community at the school, which had up until then occupied 18,000 square feet of space for living quarters, moved from the school site to a smaller residence close by. The newly available space was renovated to house new classrooms and facilities for music, computers and counselling, and shortly after, renovations were made to the Cafetorium.

The program at School Number One is based on religion, respect and responsibility and exists around four key components. While there is undoubtedly a strong commitment to excellence in education, the process of learning and formation of the student is equally important as the final recordable outcome. The spiritual and moral aspects of the school's agenda are dealt with in consideration of the fact that a percentage of the student body is not Catholic. What is expected is not a conversion to the Catholic faith, but an understanding of it, coupled with an examination of the personal values and religious commitment of each student and family involved with School Number One.

While academics are certainly important at School Number One, so too are the numerous extra-curricular clubs and activities. It is intended and hoped that the combination of these two aspects of "education" will afford the students the opportunity to develop in leadership roles, to work with others and to maximize the use of free time. Athletics in general play a major role in the life of the school, and visitors to School Number One will undoubtedly remark on the apparent reverence which the history of sport in the school is paid.

Finally, of paramount importance at School Number One is the notion of community service, which is indeed part of the school's program. It is hoped that the knowledge imparted will be used not only for the advancement of the individual students who are fortunate enough to have the opportunity to reap its benefits, but also for the betterment of others.

The Background of School Number Two

School Number Two, as it stands today, has been in existence only since the 1960s, when it was decided to amalgamate a Synagogue School with an existing one, both

of which had been independently operational for several years prior. This merger lasted only one brief year, after which time the ultimate responsibility for the school's operation was assumed by the Synagogue due to the decision of factions from the previously existing school to separate. In order to better comprehend the true roots of the current School Number Two, the prior history of the Synagogue's Hebrew School will be traced.

Winnipeg's Jewish community has existed for just over 100 years. In 1882, the first influx of 400 Jews arrived from Europe. By 1891 Marcus Tessler was hired as the first teacher for the first Hebrew School in Winnipeg (called the Talmud Torah).

The Synagogue, established in 1889, opened its first Sunday School in 1894. In 1912, a school, which had been established initially in 1902 next to the synagogue with four small classrooms, was moved into the actual synagogue building. The commitment of the synagogue to Jewish education was apparent early, as it offered the use of its property to the Jewish community at large in the interest of providing education to all — not only its members. Charity boxes placed in the homes of all parents helped collect the money necessary to pay the teachers. The establishment of the synagogue Sunday School was with the aim of inculcating "some ideas of religion, beyond the mere matter of Hebrew reading" (Isaacs, 1914, n.p.)

By the early 1920s, the School served 200 students, and by the 1930s there were ten classes for students, beginning with those of kindergarten age. In the 1950s, a day school was opened in the synagogue's basement, with 15 classrooms and 275 children, followed shortly by the abandonment of the Sunday school program. By the mid 1950s, plans were underway to build a new major school facility for the synagogue.

The school, opened officially in the late 1950s as the Synagogue Religious School, was supported financially as well as spiritually by the synagogue. Its objectives were to promote... religious, ethical, and cultural traditions of Judaism... to equip the child with knowledge of the Hebrew language, to impart a knowledge of Jewish history, literature and culture and an understanding of the contribution of the Jews and Judaism to world civilization (Herstein, 1964, p.37).

The establishment of this type of school, and indeed the objectives laid by the Synagogue in its foundation appealed to a broad portion of Winnipeg's Jewish population, including those with more of a Zionist as opposed to religious bent. Resolutions drafted at the Zionist General Council in 1961 in Jerusalem, Israel regarding Jewish education, outlined that "education activities among the young generation should protect and strengthen it against assimilation, deepen its Jewish consciousness and feeling of responsibility for the future of the Jewish people and its culture ... " (Fenson).

In 1963, the Synagogue School amalgamated with the Herzlia Academy. The negotiations for this amalgamation were spearheaded by the Jewish Welfare Fund (which is known today as the Winnipeg Jewish Community Council or WJCC, and which is the central organizational and fundraising body of Winnipeg's Jewish community), "because of its concern with the total program of Jewish education in Winnipeg" (High Standards, 1963, p.1, 3).

The merger saw the formation of a Board of Directors with equal representation from both synagogues (five each) in addition to three members from the Jewish Welfare Fund (JWF), which was undertaking its first commitment to fund a Hebrew day school

in the city.

[It] was an attempt to solve the problem of escalating school costs, coupled with the desire not only to retain but to constantly improve standards. However, while parents would realize savings in some areas, they would be asked to bear a larger share of tuition costs (High Standards, 1963, p.1, 3).

At this juncture, at the request of the Jewish Welfare Fund, the Shaarey Zedek Synagogue agreed to eliminate the tuition differential which was previously in place to distinguish between synagogue members and the Jewish community at large, making the school more accessible and attractive to the general Jewish community.

School Number Two was named after

one of the first Hebrew schools in the United States, and the name exemplified the aspirations at the new school to match its achievement in standards of staff, programming, and general quality of learning (High Standards, 1963, p.3).

Total registration in the first year of operation at the two facilities was over 900 students, with the Hebrew Principal appointed by the Synagogue, and the Educational Director, appointed by the Academy.

In spite of all attempts to ensure the viability of the merger, it dissolved in short order when the Synagogue made the decision to create an independent Jewish community school. As such, while fiscal responsibility actually remained with the Synagogue, the school was eligible and actively lobbied for funding by the Jewish Welfare Fund and the Canadian Jewish Congress.

In accepting this funding the school truly became a community one. While most in the Jewish community eagerly welcomed this, it became a somewhat contentious issue for avid Zionists in the community who, while supporting Jewish Education in principle, balked at the notion of funding for it being supplied out of funds ostensibly raised for Israel through the United Jewish Appeal (Fenson, p.961). Nonetheless, these two organizations proceeded with their operation and established a Coordinating Committee for Jewish Education, which served to improve educational standards and which sought to encourage and promote Jewish education for both young people and adults (Staff, 1964, p.40).

Accountability and excellence have always been important at School Number Two and shortly after its establishment it invited Deputy Minister of Education, to the school to observe the program and "to see first hand how the students at [School Number Two] [benefit] from the fruits of two cultures" (Deputy, 1968, p.9)

In 1970, the Coordinating Committee for Jewish Education was replaced by the Winnipeg Board of Jewish Education (WBJE). While the intent of the WBJE, and indeed the Jewish community as a whole was to keep the Jewish Day Schools (including School Number Two) operational for the foreseeable future, huge deficits began to accumulate, enrolments began to decline, and such was the pattern through the 1970s. By mid-decade, the president of the WJCC addressed this dilemma in a letter of appeal to parents of school-aged children in which he underscored the paramount importance of a Jewish education, even at some measure of personal sacrifice to parents. In his letter (Aug. 28, 1974), he beseeched parents to support the school program. Without the support of parents and all members of the community there existed the possibility of a serious

curtailment or the outright loss of schools in the Jewish school system. The letter was however concluded with a reminder of the WJCC's policy that "no Jewish child in Winnipeg [would] be denied a Jewish education due to parents' inability to pay the full costs of education" (a policy still in force today). That being said, enrolment in the system fell from 1,134 in 1978 to 807 in 1985, a phenomenon attributed to both a decline in Winnipeg's Jewish population and to the fact that the public school system began, during that time, to offer Hebrew as part of its program.

Today the situation appears to be improving. The dramatic increase in enrolment at School Number Two, beginning in the early 1990s may be due largely to the continued shift in the Jewish population from one area of the city to another, as well as to the influx of Russian, South African, and other Jewish immigrant families (Bellan, 1991, p.23). Additionally the closure of the Academy, injected several new students, a fact which, when combined with the aforementioned ones, may account for why School Number Two is currently spared the declining enrolment difficulties facing other schools of its nature (Weatherhead, 1990, p.49).

Data Derived From Interviews

The Right to Choose

While much has been written in the literature about a parent's right to provide his/her child with the type of education he/she deems most appropriate, this remains a widely debated issue. "Education should be open for parents to choose in whatever direction they feel their children might want to go, or they should urge their children to go" (Interview #8). The question arises as to whether the choice of an independent schools is in fact a right or a privilege, and the answer varies depending on who is giving it.

Opponents of government funding for independent schools claim that those who choose independent schools do so of their own free will and thus ought to pay for that privilege regardless of the state of the school which they choose, and regardless of the fact that they continue to pay taxes to support a system which they are not utilizing.

Proponents of government funding for independent schools claim that those who choose independent schools ought to be able to do so without facing the impediment of the cost of doing so. They also claim that because all parents pay taxes, they should be able to direct their tax dollars.

Parents have a right to choose how they want to educate their kids and that right of choice, you know is impeded by their ability to make that choice financially. They are taxpayers. Parents are still probably paying more in taxes to public education than is going back for their kids in private education, if that's where their kids are going. And I think that that fact can be proven (Interview #9).

This argument may be strengthened by the Manitoba government's answer to the ruling it received on French-language education from the Supreme Court of Canada, Bill 34, which

provides that provincial per capita grants, and a share of each provider board's special levy follow the pupils to the new francophone board. This board will have no taxing power of its own but will have the right to spend the money it gets as it sees fit. Any system that identifies the public contribution to education and sends that amount to a group of like-minded parents to spend as they think best is, simply, the kind of voucher education

financing private schools have long called for (Cleverley, 1993, p.A6).

Finally, proponents of independent school funding argue that parents will, without doubt, continue to choose independent schools, as they have done throughout the history of Manitoba education. The funding of these schools, and the conditions thereto attached, will undoubtedly ensure that the quality of education provided by them will be acceptable to the standards set forth by the province, and will thus ensure that the choice of an independent school education can be made without an added concern regarding the quality of education provided therein.

Why are independent schools chosen?

There is a curiosity on the part of the general public as to why independent schools are chosen over public schools, and the answer to this seems clear cut in the minds of many involved with independent education. While most of the respondents avoided these particular reasons, the media reports that "Parents cite a lack of moral direction, increasing violence, uncaring teachers, and an indifferent and unresponsive administration as factors that drove them away from the public schools" (Santin, 1992, p.1). "Many parents are disenchanted with the public school system for a variety of reasons, so they're looking for some kind of alternative" (Interview #7).

There is a perception that independent schools often provide a better education in a shorter amount of time than do their public counterparts. "My perception is that today people choose private schooling for a better education" (Interview #4); "generally, the drive for excellence spills over into all aspects of our school life, it can't not, and it's very evident that it does" (Interview #5). Although not always the case, the academic standards tend to be advertised as being of high calibre. Perhaps due to limited resources, many of these schools are forced to make choices regarding which course to

offer. The choices tend to be toward university entrance courses as opposed to toward occupational entrance courses. So for those looking to what a school can provide in terms of post-secondary opportunities and possibilities, independent schools may appear to offer more.

Some of the best educational systems were probably some of the worst funded. Under the worst circumstances kids learned and they learned really well. But obviously, it was due to the quality of the people delivering the product, their dedication and the infrastructure in which they worked. I think — you ask what's going to be the effect of 80% funding. You see, the thing about most private schools or independent schools, because they've been kept down by the funding, they can only provide limited programs — usually programs that are heading toward a post-secondary education, whereas in the public schools only some of the schools may be heading that way. So they've had to be more limited. So they see these kids being able to come out and maybe be in a better position to get jobs and so on (Interview #9).

Additionally, some believe that the network of alumni, or "old boys/girls network" which is extremely strong in some independent schools, can be very advantageous in later life. The bonds and connections can be very valuable and opportunities for success can potentially be increased.

The [old boys/old girls network] is extremely extensive, especially at this school. That's very advantageous. Don't forget, you're attracting really the top 50% of people, who have better than average opportunities for

success if we want to be honest. The "network" gives them the ability to interact and interconnect with those people sheerly on the basis that they're graduates of the same high school. That pulls a lot of weight with a lot of people. Let's face it. When you finish with your world of education, a lot of people go into the world of business and connections like that can be very valuable (Interview #6).

Independent schools offer a form of alternative education, with a different focus from that which is available in the public schools. While at times this could mean a difference only in language or culture, it often means the inclusion of religion as a fundamental reason for existing. "They choose our schools because in this order: we have a good school for their kids to go to. The second reason they send their kids is the religious side of it (Interview #1). "I attended School Number One mainly because in those days, my parents thought that as a good Catholic boy, it was only right that I attend a good Catholic school. I guess that would have been the same for a lot of people who attended" (Interview #6). The popularity of such independent schools may be increased with the abolition of prayer in public schools, because many people still search for some sense of religion. "Now there are reasons why some people are leaving [the public school]. I think Winnipeg has played into the hands of independent schools recently, when they took prayer out of the schools, for instance (Interview #8). As one independent school principal stated,

We look at education from God's point of view and that is what our parents are concerned about ... that God, and religion in general, has been left out of public education (Santin, 1992, p.B18).

On the same note, some religiously-based schools have parent populations who are increasingly secular in nature, but who choose to send their children to these schools because they wish them to get a sense of religion which they do not get at home. "It would be great if they were all coming to the school for the religious values. But, let's be honest. I think that is why a percentage of the people come. But perhaps that's why half the people come — the sound religious education for their sons in this case" (Interview #5). Additionally, some parents choose schools of religions other than their own for much the same reason, and because they may perhaps be disenchanted with the public system. There are some who say that choosing a school of a different religion may broaden a student's horizons further and reduce the chance of students becoming ghettoized with their own.

Some people of other religious denominations or affiliations will say that they're very committed to their religious denomination but they sort of don't want their son "ghettoized". They want their [child] to see the broader picture, the wider horizons. They trust and they believe that the school is not trying to proselytize, and it isn't. But, that their [child], whether [he/she] is Muslim, Sikh, Jewish, some Protestant denomination, or whatever [he/she] is, is going to see is what makes the other elements of this — that have other religious viewpoints, kind of what makes them tick. Particularly for some religious denominations, Farsi groups in particular, and especially for Jewish people, this is actually kind of their connectedness to this, because our religion program, and it's Catholic and

Christian, has come from the Jewish roots and they feel, even people that are quite orthodox in their outlook, feel that it's good for their sons to see, you know, what other people are thinking about, and that it's not that far away. So, you're going to get elements like that, you're going to get elements about the similarities in their own religion (Interview #5).

Independent schools have a different mission than do public schools. They offer a high standard of discipline, and command a certain attitude from their students toward staff, studies and fellow students. "School Number One offered an all together different focus on education. Here, education is absolutely primary" (Interview #6). There is a strong sense of community, in which staff seems to take a genuine interest in its students and its jobs. This is important to parents, who say that the bottom line is that what they want is that sense of "haimish", that sense of place and community (Interview #1). Generally smaller numbers offer a better student-teacher ratio than one might find in the public system, thus there is the perception of a more caring environment and more overall concern. There is "certainly a difference in style, more overall concern, a difference in the ratio of students to teachers" (Interview #2). Because they have a stake and genuine ownership in the school, parents tend to be extremely committed.

An Explanation of 80 Per Cent Funding

When the general public hears or reads that independent schools in Manitoba are to receive 80 percent government funding, it has a lot of misconceptions about what that really means. Therefore, there are often attacks on a system which in reality is not receiving as much as many people think it is. The way in which information about this

appears in the press is largely of the nature of the following:

Mr. Derkach promises grants to the private schools equal to 80 per cent of the per pupil amount provided to the public school divisions that educate the other 95 percent of Manitoba's primary and secondary pupils. The extremely effective private school lobby dictated 80 percent of public school funding as their demand and Mr. Derkach has agreed.

Private schools will still not be fully accountable for the public funds given to them. (An IOU, 1990, p.6)

What independent schools will ultimately receive from the government will amount to 80 percent of that which the provincial government pays to public schools on account of their operating costs. To clarify further, it does not include monies raised through civic taxes, and it is not 80 percent of the total tax levy, because that includes money for capital use. (However, although the money is not supposed to be used for capital projects, because independent schools are not audited as to exactly what they use the money for, it is difficult to actually know whether it is or not). Additionally, the provincial government only pays the school divisions between 60 and 80 percent of the cost of educating students. So, the figure of 80 percent for independent schools gets whittled down to 80 percent of 60 to 80 percent, less capital grants, less money for special needs use, which must be claimed separately. The final sum therefore, does not really come anywhere near the actual cost of educating students and actually currently makes up less than half of operating costs. The amount of money received by independent schools, while certainly helpful, is not as significant as people seem to think,

and in order to maximize the benefits reaped from it, it will have to be managed very prudently.

[80%] realistically is not a huge amount, so they have their work cut out for them in terms of how they're going to manage that money. They have to determine how they're going to best do that, and of course that will vary, I would say greatly, depending on which school you talk to, because every school has its own agenda and its own circumstances (Interview #6).

The figure of 80 percent was arrived at for a number of reasons. As explained earlier, the Catholic community in Manitoba, which felt that it was legally entitled to full funding according to the Manitoba Act, decided not to pursue the issue in the courts, but to negotiate with the government for a lesser percentage of funding for all independent schools, which it felt was a more equitable deal for all involved.

The government knows that the Catholic schools and again not the other independent schools are in a somewhat different position. Basically, because of the Manitoba Act, we are actually in a position to request full funding for our schools, to run them as we choose. In fact, after the first phase of the current agreement is over in five years, we still have the option of going to court once again to secure that right. Now, it's unlikely that we will do that if we're satisfied that both sides are living up to their sides of the agreement (Interview #7).

The negotiators on the side of government adopted 80 percent in keeping with recommendations made to that effect by the MacFarlane Commission in 1959.

The government arrived at this settlement on the basis of the rights and principles it believed Manitobans felt were fair — the rights of parents to choose their children's education and receive a fair share of public funds to provide for that right (Brock, 1991, p.6).

The negotiators on the side of the independent schools accepted 80 percent, because it was felt that anything higher would mean a certain loss of control.

I guess the feeling was that 100% funding, which the Catholics say they were entitled to according to the Remedial Order Petition, would mean a loss of control. Now, I think when you talk about what are the implications of 80% funding, there's already some evidence that more and more regulations are being imposed on the schools, even at the current I think 63.4%. It's not something that they haven't been able to accept, so the idea of the 80% came as a result of that report and secondly, I guess, the Catholic initiative was that it would be better to have it all — have it available for everybody, that it would be less discriminating, unlike in other provinces where they have a separate Catholic school system, Alberta, Ontario and Saskatchewan (Interview #9).

The negotiations went smoothly because people on both sides of the table were committed to arriving at a mutually acceptable agreement.

In retrospect, members of the MFIS negotiating committee feel that perhaps the figure of 80 percent will not do what it was initially intended to do.

I don't know now that the 80% is going to kind of do everything that we

wanted it to do, and I'll tell you why. Because it's 80% of the average per pupil grant that the provincial government provides the public schools on account of operating costs. And, if you looked into it in any detail, when we first started the process, that was very close to 80%, so that's 80% of public school funding from the provincial government. On average. But 80% on average. So, we were looking at 80% of 80%, which would be 64%, — all right? — of the basic amount of the cost. Well, in the last few years, with the freezes on education grants and that sort of thing, money to education, it's getting closer to 70% so we may have not been as far as we thought we were, because now 80% of 70% is only 56% (Interview #9).

So at the time of negotiation, the government grant to public schools was higher than it currently is, and it must be remembered that as the government contribution to public schools is frozen or reduced, so too is the amount of money given to independent schools.

This year,

... as well as taking the same two percent funding cut that the public schools will be taking, private school funding will be frozen at 63.5 percent of public school funding for at least one year. The two-percent cut and the failure to reach the agreed target of 68 percent of public school funding this year means the independent schools get hit with a double blow (Wild, 1993, p.B3).

And, because some independent schools' costs are even higher than those of public schools, this may affect the former to a greater extent.

The Position of the NDP

It seems that the position of the NDP, is similar to that taken by the MTS, and MAST, both of which oppose significantly increased funding (Appendix 5).

you have an unusual sort of coalition between the Manitoba Association of School Trustees (MAST) and the Manitoba Teachers Society (MTS). Both of course are concerned with the government's running of the public school system, and both oppose significantly increased funding for the private schools. And you have a fairly substantial group there. The extent to which they have political power remains to be tested. The current government has proceeded to vastly increase expenditures in the private school area despite the opposition of MAST and the MTS (Interview #2).

At one point, the NDP when in power promised to increase the provincial grant to public education to 90 percent. Realistically, the money was simply not there to do that, but what it did do was gain popularity for a government apparently trying to do all it could for public school education.

There are some who say that should the NDP regain power in this province they would likely attempt to cap funding to independent schools at whatever figure it had reached before the 80 percent was achieved. "Should an NDP government come into power in the next while, that it may well reverse the decision to increase independent school funding to 80% of the public school grant before it has a chance to be fully implemented" (Interview #2). While the NDP position is that of dissolution of funding, there are those in the Catholic community who would be fully prepared to proceed with

their case in the courts, and who believe that at this juncture, such a move by a Manitoba government would be extremely difficult.

Enrolments

While some are concerned that the infusion of public money to independent schools may cause a mass migration of students from public to independent schools, most associated with the independent schools are not convinced that this will be the case.

I don't think anybody's going to send their kids — I mean half the day is spent in Hebrew — unless there's at least some sort of attachment to Judaism. You know, it's not necessarily language, but they want their kids in a Jewish environment. And it is, it's a more caring environment. I guess I shouldn't really say that, because I'm sure there are lots of caring environments at public schools in certain places, but they deal with much larger numbers than we do. It's a sense of community (Interview #3).

Over the past 40 years, enrolments in Manitoba's independent schools have experienced slight increases and decreases, but enrolment has remained fairly static.

Now, in the country, unlike the city, there are some particular or peculiar problems, where there has been a perception that they've started a private school and it has taken away kids from the public school because the public schools themselves are not that large. And they provide some of the shared services, etc. But that's few and far between (Interview #9).

Government contributions to independent schools may not be an issue in terms of increasing enrolments unless capital costs and an even greater percentage of operating costs are introduced.

Ontario did get a sudden surge when they got funding for the higher levels and that's levelled off. Throughout Canada you will find that there have been ups and downs but they're moderate ups and downs. In 1989-1990, the Manitoba Federation of Independent Schools [MFIS] had 8,250 full-time equivalent students. In 1990-91 8,579; in 1991-92 8,770. And we've had a moderate increase. But that's cyclical. And if you look at statistics going back for forty years in Canada on private schools — they've got the ups and the downs — you've got valleys and peaks. It's just not a reality, and in Manitoba, it'll hardly ever be a reality unless we get funding that will give us the complete capital and operating costs (Interview #8).

According to Statistics Canada, based on recent trends in education, enrolment is expected to increase by one percent in public schools, three percent in federal schools and three percent in independent schools (September 1992). In the fall of 1992 there were 5,287,700 students in school in Canada, 219,859 of whom were in school in Manitoba. The following table illustrates the demographics of these students (Minister, 1992 - 1993, p.18, 19):

MANITOBA STUDENT ENROLMENT 1976 - 1993

Year	Total number of students enrolled in Manitoba	Number of public school students enrolled	Percentage of total that public school students comprise	Change in Percentage	Number of independent school students enrolled	Percentage of total that independent school students comprise	Change in Percentage	Number of federal* school students enrolled	Percentage total that federal school students comprise	Change in Percentage
1976 - 1977	240,740	225,698	93.9		7,642	3.1		7,400	3.0	
1977 - 1978	236,994	221,408	93.5	-.4	7,890	3.3	+.2	7,696	3.2	+.2
1978 - 1979	232,308	215,663	93.8	-.5	8,324	3.5	+.2	8,321	3.5	+.3
1979 - 1980	225,289	208,770	92.8	-.2	8,041	3.5		8,478	3.7	+.2
1980 - 1981	221,900	204,395	92.2	-.6	8,446	3.8	+.3	9,059	4.0	+.3
1981 - 1982	219,008	200,619	91.7	-.5	8,832	4.0	+.2	9,557	4.3	+.3
1982 - 1983	220,066	200,453	91.2	-.5	9,576	4.3	+.3	10,037	4.5	+.2
1983 - 1984	219,107	199,743	91.2		9,159	4.2	-.1	10,205	4.6	+.1
1984 - 1985	218,696	199,013	91.1	-.1	9,222	4.2		10,461	4.7	+.1
1985 - 1986	218,764	198,937	91.0	-.1	9,512	4.3	+.1	10,315	4.7	
1986 - 1987	219,064	199,037	90.9	-.1	9,726	4.4	+.1	10,301	4.7	
1987 - 1988	220,068	199,389	90.7	-.2	10,009	4.5	+.1	10,670	4.8	+.1
1988 - 1989	219,766	198,788	90.5	-.2	10,002	4.6	+.1	10,976	4.9	+.1
1989 - 1990	219,108	197,724	90.3	-.2	10,161	4.6		11,223	5.1	+.2
1990 - 1991	219,726	197,586	90.0	-.3	10,551	4.8	+.2	11,589	5.2	+.1
1991 - 1992	219,675	196,894	89.7	-.3	11,021	5.0	+.2	11,760	5.3	+.1
1992 - 1993	219,900	196,300	89.4	-.3	11,550	5.2	+.2	12,050	5.4	+.1

* Federal schools refer to those under the auspices of the Federal government as opposed to under the auspices of the Provincial government, as are most schools.

Fluctuations in enrolment have indeed occurred sporadically, but these seem to be attributed to other reasons. For example, one school attributes its recent increase in enrolment to four main things. First, the demographics of this particular community show a definite shift from one area of the city to the area in which the school is located. Second, another school in the area, which would have served a number of students recently closed, leaving the other school as a viable option. Third, a recent wave of immigrants to the city has contributed a number of students. Finally, the calibre of the school is credited with attracting students who may otherwise have not attended.

Part of that is due to the influx of people who are moving; part of it is, the decline of [the] Academy, and that there isn't another place for those kids to go, and part of it is related to the fact that the school is good — it's a good school. We have quite a number of newly arrived Russian and South African Jewish students (Interview #3).

The administration believes that any increase in enrolment is in no way related to government funding, perhaps due to the school's religious/parochial nature and the very specific clientele to whom it would therefore appeal.

In a second school, where there has been a 25 percent increase in enrolment over the past ten years, the increase is due mainly to an increase in physical space and therefore an increase in the number of students which the school can accommodate.

If we take a time period like ten years, over that time we've had quite a substantial enrolment increase, about 25% actually. But, I would attribute that to this space that we're sitting in right now. The history of this school is that the [religious] used to live here and so this wing that we're sitting in

used to be the residence. At one point this was the dormitory area, the living rooms, etc. As the population of [religious] went down, there were only about seven [religious] living in this whole wing, and that was silly. So what the school did or the school corporation did, is it bought the Jesuits out. It said, we'll pick up a house near the school, and we'll put seven bedrooms in it, and you will go live in that home. We will then renovate the space that used to be your home. So, we've acquired this wing from the [religious], renovated it to be classrooms, a music room, a computer lab, faculty space, things like that, and that has allowed us to increase the population of the school by 25%. It was a one time expansion, made available by this wing coming open (Interview #5).

While applications to this school increase yearly, with some years being heavier than others, the enrolment has been voluntarily capped at 500. The decision to do this was in part due to the fact that the available physical space cannot comfortably accommodate more, "No, there won't be any increase in enrolment because we can't take any more students (Interview #5), but mainly because there is a feeling that the sense of community, which is such an integral part of the school, is crucial to maintain, and can only be done successfully with certain numbers.

There has been a consistent increase in application from year to year for a variety of reasons. The most significant increase in numbers was probably in the early 1980s. But we do set a cap on our student body at 500 students, firstly, because physically that is the number that we can most optimally accommodate and secondly, because it is extremely important to

us to be able to maintain a sense of community. If the number were to go much above that, I would imagine it would be extremely difficult to maintain the same atmosphere and feeling that we currently have (Interview #7).

Growing dissatisfaction with the public school system has fuelled a small but steady increase in private school enrolment. However, the traditional "elite" and parochial schools are not responsible for the increase — about 20 smaller, evangelical and Christian schools [some of which are not even government-funded] are luring converts (Santin, 1992, p.1).

Competition

Will increased government funding to independent schools create a greater sense of competition between them and their public counterparts? There are those who say that such an effect would be minimal, even in the case of schools which offer similar programs. For example, independent Jewish schools experience slight competition with the publicly funded Hebrew bilingual programs in terms of both students and staff.

For a long time the biggest challenge was the bilingual program. In a way we were fortunate. [One] bilingual program was never as strong as the [other] bilingual program, so that the impact for us was not as great. It had a really, really bad effect on [some of] our schools (Interview #1).

However, there remains the feeling that in all likelihood, parents who choose the Hebrew bilingual program for their children are not interested in the religious aspect of the Jewish parochial schools, and would therefore not have sent their children there even in the absence of the public school program. For them, the Hebrew bilingual public program

is simply another alternative to the regular public program. "The people that are making the choice to send their kids to bilingual would have made that choice for a whole lot of reasons. It's not necessarily taking away — it's a different option" (Interview #1).

At one time it was viewed as competition. Some of [our] teachers have gone to teach there and we've exchanged students — some of our kids go there, some of their kids come here, and a greater number of children from Brock-Corydon are going to [School Number Three] now. A far greater number. At one time, never. I think we cater to a different kind of parent, and you know, what the parent expects from the school differs. Also, there's the financial aspect — you don't pay there, you pay here. They have a daycare attached to the school, so you can bring your kid early and we don't. So, a lot of these considerations come into play (Interview #3).

Those who feel that increased government funding to independent schools may make them more easily accessible to some who otherwise could not have afforded them, feel that this can work to the benefit of both public and independent schools, as it may force public schools to make an even greater effort to ensure that the highest standards and best programs and staff are offered.

Whether or not competition between public and independent schools continues to mount remains to be seen. There is a consensus among many in the independent system that any such competition should be healthy — as is competition among businesses.

What I do think will come out of it all is something called competition, which educators don't like to talk about. And that, maybe by allowing the independent schools to function in an effective way and be able to maintain

themselves, will make for a better public school system (Interview #9).

The important issue at hand should not be who is getting government money, or who is getting more government money because to a certain extent, this is something over which the majority of people have little control. Rather, it should be what those receiving it are choosing to do with it because this ultimately is what may prove to have the greatest effect on all aspects of the educational system.

Admissions and Subsidies

There is unquestionably a certain mystique or aura surrounding independent schools in general. "One of the big myths about private schools in Canada is that they're hard to get into" (Currie, 1993, p.5). Another of the theories is that independent schools are only for the wealthy. However,

there are more single parents, working couples and middle-income families who are willing to sacrifice a great deal to buy their children a better education than they perceive is coming from the public sector (Currie, 1983, p.5).

That seems to apply in this province as well, yet it seems to be a little-discussed issue. Theoretically, if schools receive government funding to assist in their operation, they are not supposed to turn anyone away. Statements such as the following which appear occasionally in the media voice this sentiment publicly.

The private schools retain the right to select students in their own way, maintaining the religious, ethnic or sex quotas that happen to suit their views. All the people, however — including people whose children would not be allowed into the schools — are taxed to pay for the operation of

those schools. Manitoba's publicly funded university had to abandon ethnic, religious and sex limitations on enrolment because discrimination of that sort is hard to square with Manitoba's democratic values. In accepting public funds, the private schools will also have to learn to accept public values. They will have to accept all comers and offer an education acceptable to Manitobans of all races and religions (More, 1989, np.).

The prerogative of choosing students however, remains that of the independent schools. When questioned about this, some independent school administrators maintain that the general public is simply not interested in their schools, for the exact reasons of ethnic, religious and sex limitations. Further, while some may feel excluded from these schools on the basis of prohibitive tuitions, administrators are quick to point out that many schools, including those considered to be the city's elite, have among their student body many who attend either on scholarship or on some form of bursary.

I know that SJR has bursaries. I don't know how they go about assessing that access. Clearly they would not, I don't think, turn away a kid who was academically so sound that they'd want the child at their school. We don't make those choices, those differentiations (Interview #1).

Funding will help because so many of our parents don't pay full tuition. You know, it's according to ability to pay. I would say that half the people sending their kids to this school are not paying the full shot. Increased funding will certainly help (Interview #3).

They are also anxious to point out that many of the parochial schools today do accept students from outside their own religious denomination even though this is, in some

schools, a somewhat contentious practice.

This year we have a Christian boy in kindergarten. The mother decided that this is what she wanted. Some people think that there will be more of that because of the condition of the public schools. And, this is certainly less expensive than SJR or BH (Interview #3).

There is a definite sense that religiously-based schools at least have adopted a policy of not refusing "their own" due to an inability to pay tuitions. While increased government funding has by no means initiated this policy, what it has done and will continue to do is ease the burden on particular communities when it comes to subsidizing students for that reason.

The Jewish schools, with support from their community, have always worked on the basis that no Jewish child should be denied a Jewish education because of inability to pay so that there has always been subsidy availability and access for all members of the community; if the kid can handle the program the kid can come to the school (Interview #1).

This in turn frees up money that would have been used for subsidies, for other things.

It's the policy of this school, as I would imagine it may be in other schools of our nature, to accept, — that is — not to refuse any of our own simply because of inability to pay. The increased funding therefore, has not enabled us, because we were doing it prior to and would unquestionably continue to do it, but it has enabled us to make it somewhat easier for ourselves to offers places to those who may otherwise not afford it. Now, that is not insignificant because it often frees up money that would have had

to be used for that, for other things. That to me is primary (Interview #7).

Other schools make choices to subsidize students by virtue of their achievement. While a more restrictive policy by nature, it still allows people to attend who may otherwise not have had the opportunity. These schools may apply increased government funding in addition to funds raised through their own efforts to those kinds of scholarships, or tuition in general, in order to keep that from increasing at an overly quick rate.

Last year we raised \$85,000. It's my understanding that about 50-50 went to bursaries, last year they met all the requests for bursaries and after that it went to general funds, and therefore reduced the tuition. So I mean, it was kind of an indirect bursary. First it went to people that asked and then it went to people that didn't (Interview #4).

Some schools have as many as one in five students on some kind of bursary.

I'm sure that it's helped to keep the tuition down a bit. And that in itself would make the school much more available to other people. Even though our school has a policy that no boy — I suppose implicitly no Catholic boy who really wanted to come to the school but couldn't for financial reasons, would ever be turned away, and hence the bursary fund. And so, the Board, in its wisdom, has in better years, when we had some pretty successful fundraising campaigns, put chunks of money aside, so that students who really couldn't afford it, would get some sort of assistance. I used to keep track of some of that stuff and I remember one year it seemed to me that almost one in five boys was getting something

(Interview #5).

Community Politics

As every organization has its own set of politics, so too do independent schools. However, in the case of many of these institutions, the politics with which all involved must contend become more intricate due to the fact that many of them are affiliated with some sort of church, synagogue, mosque or religious group, or with some sort of special interest group. So, rather than dealing with only the politics normally associated with a school, independent schools must also deal with community related politics. Depending on which community is involved, the problems schools face can vary. In the case of schools which are not directly affiliated with a religious body, the politics of dealing with the parent body becomes an issue. And, although they consciously choose a particular school, not all parents agree with the way things are done.

In the case of the Catholic community, there are some basic issues. As explained earlier, members of the Catholic community were instrumental in negotiating with the provincial government to strike a deal regarding funding for all of Manitoba's independent schools. Although the Catholic community felt that it should be entitled to full funding according to old legislation, and that it could win that should it decide to take its case to court, it was decided instead to request 80 percent funding of operating costs for all of Manitoba's independent schools. The decision to do this created a split in the Catholic community, with some believing that 100 percent funding was the better approach, and others believing that in fact the best approach had been taken.

The Catholic community has been in a bit of a split. Some people have said "Let's go for the whole ball of wax — it's owed to us". Other people

are saying "Let's just take the 80% and leave us a certain amount of autonomy (Interview #5).

On the issue of fundraising, one may think that the bottom line of raising the dollars necessary for the successful operation of a school is paramount. However, the way in which the funds are raised has, on occasion, presented problems in the Catholic community. While things like lotteries in the past, and bingos currently provide much needed resources, the Catholic community feels at once thankful and uneasy, as the practice of gambling is not one which is condoned by that faith.

Can you imagine a Jesuit-Catholic institution involved in gambling? It was unheard of, but we needed money in the worst way. In just three weeks we were able to raise almost \$12,000. So, how could we not take advantage of this resource? (Interview #8).

There is also discomfort felt by some in the Catholic community regarding recruitment and admission policies to some of its schools. While nobody wishes to offend those of other faiths who choose to attend Catholic schools, the question arises as to whether the percentage of non-Catholics is as high as it is simply to fill spaces and create revenue. There is a sense that some feel slightly threatened, or indeed that they feel that the basis on which the schools were initially founded becomes threatened if too many non-Catholics attend their schools. While this does not appear to be an outwardly great concern, it certainly is one which is underlying among the school community members.

It has too much of a mix [of religions]. It eventually affects your whole environment and ambience if you continue in that direction. I'm being

realistic and very pragmatic about it. With all due respect to other people, and I don't mean to denigrate anybody, but the very basis of the school if you go below 80% Catholic, you start getting a problem in the mix because then you're not getting the commitment for which the school was funded. And they're down to about 60% at this point.

Is that to fill spaces?

Yes. When the wing where the religious used to live was opened and all of a sudden you had four classrooms, you needed to fill four classrooms. We went out and people came along, and then it gets into the stream and it'll take quite a while to make a change. I have a concern that School Number Two is perhaps going to have to look to some changes in the area. I wouldn't say limiting it or restricting but they have to think about what the school was founded for (Interview #8).

The situation in the Jewish community is slightly different, because rather than each of the BJE schools being affiliated with a particular church or synagogue, they are all controlled by the central BJE which in turn is ultimately controlled by the WJCC. Their common ground is Judaism as opposed to a specific denomination of that faith. This arrangement creates a different set of issues with which the schools must contend. For example, whereas public schools and some independent schools are vying for their share of government money, BJE schools must also plead their case and lobby for their share of WJCC, money as well. "It becomes very difficult, and sometimes it's very political — especially with the different schools waiting for different needs and different realities" (Interview #1).

Political and public relations problems arise in a situation such as this, where "the community" funds its schools. In the case of the BJE, monies which it accumulates as a surplus are taken back by the WJCC to be used in the common pot. The BJE at times ends up with more money than initially anticipated due to an unexpected rise in enrolment, and due to certain extra government grants and/or increases in government funding. Although not a new phenomenon, it continues to be a contentious issue, and a sensitive point with some BJE members and parents who believe that the extra money, rather than being "clawed back" by the WJCC, ought to remain in the schools for their use.

The give-back [last year to WJCC] had more to do with specifics of our budgeting. What they took back were excesses over and above the budget that they had approved. That excess to a certain extent came from two different sources — students that we didn't expect and hadn't budgeted for coming into the system and a source of money that came from government that we hadn't anticipated. So WJCC took that back on the basis that the budget that you gave us and the budget that was formalized ... you didn't need the extra money so it comes back to the common pot. There was a year when there was a crossover and the clawback that year was... substantial, really substantial, and that again presented some political problems... public relations problems partly because our parent population doesn't usually pay a whole lot of attention to our budgeting process, and so the details — all they heard was like this year, that there was a "clawback" — the reasons for the clawback, very few people paid attention

to or even bothered to inform themselves of and that becomes a political/public relations issue for us (Interview #1).

BJE Campus

Although not an issue entirely related to government funding one which must be addressed is the Jewish Community Campus project. School Number Two is now on the verge of dealing with the proposed construction of an all inclusive Jewish community campus, which would house not only the WJCC and BJE offices, which are currently located downtown, but also a host of other Jewish organizations, a recreation center and the Jewish elementary and high schools. Because the schools are currently separate entities, with separate administrations, staffs and boards of directors, this will undoubtedly have numerous implications for each institution. In all likelihood, the names of the schools will change to reflect the amalgamation, so for all intents and purposes, School Number Two as it is known today, may have only a short time left to exist. Questions arise as to how administrations, governing boards, staffs, parent teacher associations and parent bodies will meld and be organized.

What's the school going to be called, will it be kindergarten through grade twelve? It can't be called School Number Three [which is planning to relocate to the same site] and it can't be called School Number Two. Will there be one board, one principal, etc. It's an interesting question, and it's one that will have to be looked at later on, because traditionally, the collegiate's ties have been more orthodox (Interview #3).

Additionally, there is the question of how enrolment will be affected. There is no doubt that in its current location, School Number Two is at its limit in terms of numbers.

While a change of venue may offer the opportunity for expansion, one must wonder how such an expansion may affect the school, and whether these effects will all be positive.

Fundraising

Since their beginnings, independent schools have had to come up with innovative ways to raise funds in order to survive. Some have been partially or fully supported by a religious institution, while others have had to rely on parental contributions/tuition and the generosity of other people. In most cases, while students are not refused due to their parents' inability to pay, parents are required to contribute some amount to the school in return for their children's education.

With the addition of government funding, fundraising through capital campaigns has enabled some schools to upgrade physical facilities and programs. Other schools have raised funds through large yearly endeavours and through smaller efforts throughout the school year. Parent-teacher associations are also responsible for the infusion of much needed extras in schools through their hard work.

There are some concerns that the money raised is spent most prudently, and in the case of independent schools, there are often many opinions as to how that ought to happen.

I must tell you that when it comes to finances and fundraising, I, and I'm sure that I'm not unique in this — I don't agree with everything that they do or have done at School Number One with regards to finances. For example, a couple of years ago, they undertook a capital campaign to enable them to renovate space that essentially wouldn't generate any income. Now to me, that makes very little sense economically speaking.

It seems that that money may have been better spent otherwise. However, that notwithstanding, they must of course continue with their own fundraising efforts (Interview #6).

Additionally, there is always a concern that parents and school alumni are turned to so often for financial and physical assistance in so many forms, that the well of resources from them may at some point run dry.

You have to realize that parents and alumni, and even parents of alumni for that matter, can be called on for only so long. They can't be called upon to be doing it all the time, on a continuous basis. If that ends up happening, you really run the risk of burning out your resources in terms of both dollars and manpower (Interview #6).

To that end, some fundraisers in independent schools are recognizing the potential of outside sources of income.

You almost hate to go to the parents because they are just hit up with every single fundraiser from student council on up. Again, the idea of the [Fundraising Group] is unique because it doesn't fish in the three usual ponds, which are fished by the other fundraisers — the alumni, the parents, and the Catholic community, aren't the main targets of the [Fundraising Group]. As I said, last year I sold 24 tickets — 1 alumnus, no parents, and I don't ask people what religion they are when I sell them tickets. But the issue is that I'm not in the regular pools — it's a new source of funds (Interview #4).

So, some events and methods of fundraising are targeted at people who have no real

connection with the particular school, but who may be interested in the gamble of a lottery ticket or the attraction of a social function.

I sold twenty-four tickets last year. I sold one alumnus and no parents. The reason people buy tickets is primarily because Mr. X approached them, secondly, because the money does go to bursaries, which, once you explain the concept of the bursary program, it's something that people can identify with. Thirdly, there's the event. I mean, you know, there's a lot of events that go on, but none of them are tied with the lottery ticket, and none of them, you know, like it is a package. You can sell the charity, you can sell the event, or you can sell the lottery ticket. These are saleable features. And by packaging them together, you can find what rings a person's bell and talk about it (Interview #4).

What these fundraisers have found is that success in fundraising need not be attributed only to the target group's commitment to a school, but to other things as well. It has been found that direct pressure works well. That is, much of the success depends greatly on who is approaching whom. Schools have also found success by appealing to people's sense of intrinsic good. That is, the fundraiser can be portrayed as a charitable contribution. Finally, great success occurs as a result of the hype surrounding a particular fundraising event.

Parents

Parents are a fundamental resource for independent schools, not only in terms of the dollars they infuse, but also in terms of their commitment in other areas. Perhaps because parents make a conscious decision to choose a specific school for a variety of

reasons, they tend to be greatly involved and committed. "Even if you had full funding, denominational schools have a commitment — they have an involvement with the school. As long as you have that kind of involvement, I just don't expect to see any change" (Interview #8). The notion of "helping out" is not a new one, and for the most part, parents of independent schools students rise to the occasion. "The other thing is that people are choosing the school, so that tends to give you a bit more committed parent anyway. They've chosen the school — it's not like they're just sending their kids to the school because they have to" (Interview #5).

A question which arises is whether parents will view the increase in government funding to their schools as an opportunity to become more laid back. Will they feel that their efforts are perhaps no longer as crucial as they once were?

That's not at all the case. They go and do bingos, the PTA raises money.

There is total parental commitment here, and I do mean total. Really, nobody's even questioned why tuition goes up even though our government grant goes up. People understand that the tuition has to go up to keep up with the increase in services (Interview #3).

While this may occur at some point, the feeling is that currently, there is neither increased nor decreased involvement. "I don't think our parents are more or less involved than they ever were. When it has to do with their kids, they are in there like a cheap suit — that hasn't changed" (Interview #1). Parent-teacher associations remain active, and parents generally respond to requests for assistance. There remains a feeling of ownership, perhaps because of the obligation to pay tuitions, and parents for the most part try to help ensure the delivery of the best possible quality within each school's

particular financial limitations.

We find no lack of parental commitment or involvement. Also I think that partially because parents still do and will always have to pay a tuition or essentially pay for the education their children receive, that they still feel not only the responsibility to but the ownership in the school. That's a very crucial point, because in many ways, our parents, who have a direct stake in the operation of things, want to be quite involved. And for us, that's a good thing and a positive thing (Interview #7).

In order to ensure the continuation of optimal parental involvement, it is crucial to retain open lines of communication at all times.

Something that I think will be of utmost importance will be to explain to these parents, who may believe that the boon of the extra money will make their work unnecessary, that in fact, because there is no provision at all for capital funding, and because the 80% refers only to the operating costs — well, to put it bluntly, if they ever want to be able, or for their school to be able, to expand course offerings, expand or renovate the physical plant and things of that nature, then they will absolutely have to continue to work extra for it (Interview #6).

Parents must be made aware of why their tuitions are increasing, where their money is going, and how their contributions to their children's education compares with that of the government. Additionally, the terms of increased government funding must be explained, as must the need for their continued efforts in terms of its ability to provide resources necessary for renovations, expansions, and changes in course offerings.

All I'm seeing is more involvement because we're going out and asking. The issue is, that if you don't ask somebody, they think that somebody else is handling it. And it could be the government, it could be the tuition, it could be whoever (Interview #4).

While the sense is that parental involvement continues, there is also a sense that the parent body itself is evolving. While this has nothing to do with increased government funding, it bears noting. Possibly due to changing times, some schools are finding that parent groups are not as "clubby" as they once were. Given society's demands on people's time, and the changes in the family unit which are taking place, this is not surprising.

People have different needs, and have to do different things with their time than they once did. Having said that, I'll reiterate that we still have an extremely devoted core of parents, and of very involved parents in many areas and aspects of school life (Interview #7).

It seems that the composition of the parent body is changing as well, and that the parents involved now have more of an interest in real issues and real quality and more of a sensitivity to other issues in the particular communities as well as globally than they perhaps once did.

Balance of Support

In the case of some independent schools, existence prior to government funding depended largely upon support from the particular communities they were serving. The 'community' therefore had not only a great stake in the schools, but also a great deal of control and say about how they were run.

Additionally, certain independent schools operate under a policy of not refusing entry to students because of an inability to pay the requested tuition/parental contribution. Prior to government funding, that meant that the community undertook to subsidize the less financially able students in addition to its commitment to assisting in the viability and continuation of the school. With the advent of government funding, there has been a noticeable shift in the balance of support. Some of the independent schools have welcomed the extra government money as a means of lightening the financial burden on their particular communities, and some have consciously decided to utilize the money, before all else, for subventions for the less fortunate. What this essentially means, is that in some cases, the balance of support has done a complete turnaround.

The balance has now shifted so that the three components of funding for our students are: government grants, parental contribution and community council [WJCC] grants, which represent the contribution from the community. The pecking order from those three sources has flipped. The community council's impact on our budget was three times what it is now (Interview #1).

Where once schools were financed mainly by the community, then by parental contributions and lastly, by government money, they are now financed mainly by government money, then by parental contribution, and lastly by the community.

Over the long term, this could have a tremendous impact on individual schools in the independent system. While perhaps unlikely, it is possible that principals and staff will no longer feel as compelled to be accountable directly to the communities which are employing them. Conversely, the community may feel that because its schools can now

depend annually on a certain amount of government money, its obligation to continue its hard work and fundraising may not be as crucial as it once was.

Staff

There is a definite sense that one of the most major things on which government money is and will be spent is teacher salaries. Since this is likely the largest budget item, this should come as no surprise. While there are some independent schools which have paid their staff at par with Winnipeg's public school divisions, there are many in which teacher salaries lag behind.

As far as staff salaries go, ours have been on par with the salaries offered by Winnipeg One since the 1960s. I would hope that other private schools who don't currently pay their staff as much as they perhaps ought to may consider using the increased availability of money to offer better compensation to staff. It's our belief that this helps attract a higher calibre of staff and I would imagine that this might prove to be a significant change for some independent schools (Interview #7).

Administrators are well aware of the fact that in order to attract well qualified staff, adequate salaries must be offered, (if indeed not superior salaries) particularly since the demands placed on independent school teachers may be even greater than those placed on their public school colleagues. To cite an example, in some parochial schools, teachers must teach two separate grades, which means double preparation, double marking, double reporting.

In this school, it's not only the financial difference but if you're teaching here full-time, you have to teach two separate grades, as you teach one

class in the morning and one in the afternoon. So, in reality, you really ought to be paid more than Winnipeg #1 scale (Interview #3).

Additionally, independent schools sometimes require staff members by means of contract to commit to undertaking several extra-curricular supervisory roles. However, in many instances, teachers come to teach in these schools largely for the intangibles, as opposed to for the salaries

even though we are not paying yet on a par with Winnipeg #1, we're certainly within close enough striking distance, and people come to our schools for something other than just a salary. They're not going for the big buck - it's for the intangibles (Interview #1).

Some independent schools currently find that there has been an evolution of sorts in terms of staffing over the past number of years. Some began originally with staffs comprised largely of members of the clergy, some of whom were certified as teachers, and some of whom were not. Today, not only are the great majority of staff members not members of the clergy, most are provincially certified.

There has been quite a change in the makeup of our staff over, say the past thirty years, something not due at all to funding. In the 1960s, of 25 staff members, perhaps five were not religious. In the 1990s, of 30 staff members, perhaps five are [religious]. Now, that change is largely due to a change in the direction of the ministry in general, and of ministerial duties (Interview #7).

And, while some staff members are graduates of the system who feel a deep-rooted commitment to it, some schools are finding it difficult to find a high calibre of person

able to teach what is required.

There is a tremendous difference in the staffing of the school. In the 1950s for example, there were maybe two lay staff members, and the rest were [religious]. Today, if I'm not mistaken, that situation has almost reversed itself — maybe not completely, but I'm sure that it would be quite safe to say that the greater part of the staff today is not made up of [religious]. Actually, if you look at the makeup of the staff, I'm sure that while you won't find many [religious], what you will find is a good number of teachers who were graduates of the system who have a long-term commitment to the school that average teachers just may not have (Interview #6).

This is particularly the case in the religious areas of the program, and there is a concern that greater efforts will have to be made to find the best people to staff them. "I don't know how many people are going into this area of study in the first place. Plus, we require them to be certified, and they have to have the certain something special that we're looking for. It's very difficult" (Interview #1).

I want to be sure that I'm getting the best of what's available, but it's hard to make people understand that not everybody wants to come teach here, that your choices here are limited by the nature of the job. If you can get a job teaching one class, you're not going to take a job teaching two unless you're dedicated to Jewish education, because it's a lot harder and a lot more demanding (Interview #3).

It is hoped that the increase in government funding will enable the schools to attract these

people with salaries which can compete with the public school system.

Religion

Although not all of Manitoba's government funded independent schools are religiously affiliated, many are. At a time when it is being deleted from the great majority of public schools, the issue of religion becomes quite pertinent.

Allowances for the inclusion of religious teaching in government funded schools were made initially only before or after school hours. However, some independent schools get around that provision by referring to their religiously based courses in terms acceptable to the government. In some cases, where parochial schools openly dedicate parts of their day to religious teaching, they receive funding only for the government-approved secular portion of their curricula.

Religion, like many other controversial things, seems to be highly subjective. Depending on who asks, and to whom one speaks, opinion regarding the value, the importance, and the presence and method of delivery of religion varies greatly. Some feel that religion is an underlying current in the school's essence and that it is not prevalent.

[The religious aspect] wasn't there when I was there [in the 1960s]. It was there but it wasn't primary. It wasn't as if... when I was there, it was 100% Catholic kids and now it isn't. When I was there, I would say that a good 25 to 30% or probably 60% were non-Catholic. There was a large Jewish contingent — about 30%. The way that the school accepts kids is that they want there to be a religious component in their life, and they have to get a letter or something from their pastor, rabbi or priest, to show that

they're part of a parish or whatever. And then, from a non-denominational point of view, they do things — like the community service side of things, and learning to give. So I mean, that side of it is there subtly, not the "let's pull out the Bible and memorize the Book of Exodus" or anything like that (Interview #4).

Others involved with the same school feel that without question, it plays a major role in the school's existence. "The orientation of the school is that of a religious school. That is our fundamental goal. And, we would always say that as our reason for existing" (Interview #5).

Some feel that the popularity of independent schools has been and will continue to be increased due to the absence of religion in the public school system. There is a feeling that even though parents in general may well be becoming more secular in their day to day lives, they do retain their interest in tradition, and feel that school is the ideal place for their children to learn about it.

Certainly, there are religious values in the school. The parent body is more secular — there's no question, although it's interesting. At the board level, we discuss philosophy and so on and the parents all say that they can't care if the kids don't speak Hebrew but they do want their kids to know what goes on in shul [synagogue], want them to know that "shiva" is [seven day observance following a death in the immediate family]. You know, they want them to know all of those things — to be able to come in and to "daven" [pray], to be called up to the Torah and so on. So that it's kind of a paradox. They're not interested in "kashrut", they're not interested in

the observation of "shabbat", and the holidays and "pesach" [Passover] and so on, and fasting on "Yom Kippur" [most solemn fast day following Jewish New Year]. But they are interested in retaining the tradition and even the religious/synagogue skills, which have really kept us together (Interview #3).

Not only are parents becoming more secular in nature, so too it seems, is society in general. This is reflected in the staffs of religiously-based schools. The presence of trained clergy as teachers and administrators is unquestionably less than it was even 20 years ago, partially due to the fact that so few people today compared to then are even interested in entering the clergy. So, while the values, traditions and rites associated with religion remain important, the responsibility for imparting them appears to be being shifted more and more to others.

School Philosophy and Objectives

The philosophies and objectives of independent schools essentially form the ground upon which they are based, and their "raison d'être". For that reason, most believe that an increase in government funding will not have any effect on this particular aspect of independent schools. "Apart from that, I think that probably the principles and the philosophies behind the type of education offered at School #1 remain the same as always — or at least much the same" (Interview #6).

If it did, they contend that the independent schools may as well cease to exist.

I don't think that the BJE (Board of Jewish Education) would ever accept the notion that the government would dictate — with regards to religion. That's what this school is. That's what the big difference is. Religion is...

it's not just a language school, and not just a culture school. Kids pray here every single day. The courts just declared that you don't have to pray. Well, that's an integral part of our program. There would be no reason to exist if we couldn't, if there were no difference, and if we couldn't do that. We close, [the Hebrew Bilingual school] doesn't close on Jewish holidays. We close on Fridays in the winter before Shabbat and so on. So that, the BJE would never — those kinds of strings could never be attached. Otherwise there really would be no basis for existing (Interview #3).

The government is only dictating what they have to do in terms of the core curriculum. What they do in terms of the philosophy of the school, and the nature of the education that they provide should not change at 80% (Interview #9).

As with many issues surrounding independent schools, there is some disagreement with regards to the evolution of school philosophies. However, while some feel that things remain basically as they were forty years ago, there seems to be some consensus that some changes have occurred over the years. What has, without question, remained the same, is that many of the religiously-affiliated independent schools are based upon the education of the complete child. That is, the spiritual and moral and material aspects of a child's education and life are addressed, and religion is not only integrated into the school program, but permeates its heart and soul.

Where changes have occurred in school philosophies and objectives, they seem to have to do with the leadership of the school at any given time, and with the world outside of the school and the changes it is experiencing at any given time. The direction which

a school takes depends largely on the leadership (or lack thereof) of its principal and governing board. The extent to which leadership is itself more religious or more academic/intellectual can influence the feeling in a school. In the case of religiously-based schools, an issue such as the role of women in the church or synagogue can have a tremendous impact on what takes place in terms of education. The effect of something like this can prove to be divisive in a community and can therefore cause problems in an educational setting.

X's strength and leadership has made an incredible difference. The times have changed, the requirements have changed. I think there is a change to the extent that we have a Director of Education who is more religious in the old-fashioned sense and is more drawn to that side of what we are doing than the previous superintendent, who was much more of an intellectual and an academic. That has had an impact on the change in the Judaic studies and some of the other things that have happened. One other thing that I think has had a tremendous change is women doing the services [in the synagogue] on an equal footing. I think that's had a tremendous impact for a lot of reasons. Just the sheer intellectual one of how can you argue for second class status in this day and age for more than half of your students. I think that that shift has had a very positive effect. I strongly support that although it didn't do down well with a lot of people and we still have a lot of problems with it. But ... trying to revise the Judaic curriculum has really forced us to look at it. I don't know that we've always made the best choices but we've certainly made choices with the right idea in mind

(Interview #1).

In efforts to keep up with a changing world and changing times, courses offered may change occasionally, as may changes in the perspective taken on things such as discipline, staffing, and philosophical expectations.

A school like any other situation, is constantly adapting to society and to the situation that it finds itself in. And so our school would be like that also. The other changes were changes in courses and things like that, changes in the perspective of the school that have been brought about just because we're in the 80s and 90s. We've brought in all kinds of programs, that weren't here ten years ago. Biology programs, computer programs, things of that sort, keyboarding programs, so there have been changes like that. There have been changes in our discipline, philosophy and things of that sort. Obviously, all schools ten years ago dealt with students very differently than today. So, we've kept up with the times (Interview #5).

Media

While the issue of increased government funding to independent schools is perhaps not as prevalent an issue as it was at one time, it is still one which surfaces occasionally in the media. If one pays attention to that which is reported and that which appears on editorial pages or letters to the editor, one will likely garner the assumption that increased funding is not something which is advantageous to the general public of Manitoba. "Media, first of all, has generally it would seem, taken or been very much opposed to what the government's been doing" (Interview #9). In fact, if one were not fully cognizant of all of the details concerning the background and terms of this funding, one

may believe that it is highly detrimental to the health of the province's public school system.

The image put forth of the independent school, most often referred to in the media as the "private school" is, for the most part, an image of the elite, well-to-do institution, which in reality, is not the case for the majority of Manitoba's independent schools (Doornbos, 1989, p.7). The average newspaper reader is not aware of the small, church affiliated schools, which truly endure a struggle to continue operating.

What the media also neglects to do, for the most part, is fully explain the terms of government funding of independent schools. While articles report that "the province had committed itself to increasing private school funding to 80 percent of public school funding by 1997" (Wild, 1993, p.B3), they do not reflect the true nature of government funding, which has been previously outlined. However, they do not report that

Really, independent schools don't do as well as it appears to the public. So actually, for example a three percent increase for the public schools would amount to a greater number of dollars than would a nine percent increase for the independent schools (Interview #8).

Elitism

The great majority of people still refer to independent schools as private schools, a term which carries the connotation of elitism. For example,

When you walk through the doors of Balmoral Hall, the place looks like everyone's idea of an elite private school — it's new, it's shiny and there are computers everywhere.

Balmoral Hall isn't typical of the province's 95 independent schools — it's

just what everyone thinks they are all like (Balmoral, 1992, p.B1).

Additionally, the term private

evokes the image that independent schools are being academically and economically elitist. The truth, however, is that on the whole, the independent schools in Manitoba serve the same wide ability range of students served by the public school system. There are independent schools in the inner city as well as in the suburbs (Doornbos, 1989, p.7)

As the terminology is changed, so too may the perceptions surrounding the institutions, particularly if added information accompanies the change in terminology.

We don't exclude if people want to come. So we're not restrictive or restricted in that sense. That's where people have trouble. And we're not elitist in the sense that you can only come if you can afford to come. Those are the kinds of things that seem to get people's backs up about independent/private/public — whatever you want to call them — "other schools" (Interview #1).

In the meantime, there remain the perceptions that those who choose independent schooling for their children can well afford it, and that while there are only approximately 10,000 students in Manitoba's independent school system as opposed to 200,000 in its public school system, that the smaller number represents the elite in society, or a group of very powerful and influential people which has the capacity to capture the attention of the government much more readily than its public school counterparts.

It doesn't take long to translate that out, except that it's again looking at it

politically, a case of most of those who send their kids to private schools would be regarded among the elite in society, i.e. the more influential (Interview #2).

The high tuitions at many independent schools are seen as a barrier to the majority of people in society, who feel that in any case, they are well-served by the public system. What is perhaps not as clearly understood, is that even schools deemed to be in a different class by independent school members and supporters offer and hand out a substantial amount of scholarship and bursary money.

Schools like Balmoral Hall and St. Johns Ravenscourt may have higher costs per pupil. However, those schools are really not as elitist as people tend to think because I know that they give a lot of money out in the form of scholarships and bursaries (Interview #8).

This enables those with the intellectual, if not the financial ability, to attend. "It's the policy of the school to select the kids and accept the kids first and then provide the finances, and so that's why the bursary program is so important" (Interview #4).

Those more well-known schools aside, there is the assertion by some that in fact, independent schools can be less elitist than certain public schools, if one considers the fact that they cater to a far wider ranging group of people with a greater socio-economic mix than would public schools located in Tuxedo, Charleswood or Linden Woods for example.

The clientele at the exclusive St. John's Ravenscourt may rank higher than average on the socioeconomic scale, but is little different than the community served by Shaftsbury High School in Tuxedo. Ravenscourt's

strong academic program is comparable to the International Baccalaureate offered at a handful of public high schools — for which students also go through a selection process (Pindera, 1989, p.25)

Finally, some of the independent schools feel that they are in a no-win situation. Because some independent schools are deemed elitist, some say that they ought not be funded. However, it is the feeling, at least of school administrations, that government funding is enabling many independent schools to charge less money for tuition than they would have to in the absence of funding, thus making them more accessible in general and less elitist.

I don't think these schools have nor will they ever have the complete exclusivity that some people think they do, simply because I think you'll find that a good 20 to 25 percent of students attending go on bursaries, scholarships, or subventions of some kind (Interview #6).

Without this funding, the contention that independent schools are elitist may well become a self-fulfilling prophecy.

I think it makes the school a little more available to people obviously. I always thought the government put us in a kind of 'catch 22' position. You have critics saying that the school is elitist and shouldn't be funded, but by denying funding, you force the school to charge even more for its services and for what it's doing. And, instead of making it so that the school is available to the average person, in a sense, by withholding money they create the situation that they then accuse the school of being in, which I don't think is very fair (Interview #5).

Government Restrictions and Scrutiny

A question often posed when increased government funding to independent schools is discussed, is how this will affect the schools in terms of their autonomy, and how the schools in general will react to this. The answer seems quite clearly to be that the majority of independent schools in this province welcome the government's input and guidance in most matters of school operation. "I don't think it's an intrusion of any kind whatsoever. That eventually you've got to pay the piper, but right now I don't see that" (Interview #3). In fact, there is a feeling that most schools already comply with certain requirements/regulations, and that those who do not do so should be. In that sense, the "restrictions" and scrutiny may indeed be positive for all, as they force schools which were not operating according to conventional norms and standards to do so, and it forces all independent schools which receive funding to be responsible.

There are certain compliance requirements that we would be doing anyway — the reporting requirements. We have a duty to follow the Manitoba Public Schools Act, which we were doing anyway, so I'm not aware of any restrictions except in the most positive ways — it causes us, no forces us, to be financially responsible. I think we were financially responsible before but having sat on the board of the MFIS I know that not all schools were reporting at the same level as we were, and for the same period of time, so that public money has forced a more reliable standard and usage and I think that's positive. I think the public is entitled to know where the money is spent and to oversee it in that sense, so I think it's brought those schools that have not been — I'm not saying that they were doing anything wrong,

but they hadn't necessarily been complying in a particularly businesslike way to come up to a different standard (Interview #1).

That being said, there are very few government inspectors, so rather than visits by these "liaison officers" being threatening, they have become more cordial, and most schools feel that the things they would be checking for ought to be in schools regardless.

The negotiating team of the MFIS, in outlining the terms of increased government funding to independent schools called for several things which it felt would increase the credibility and viability of its member schools. Things such as administrative and financial accountability were of course of prime importance, as the government and in turn the public has the right to know where its money is going. The schools were required to set up proper boards of directors, to elect advisory boards and to become legally incorporated. They were also required to keep and file proper student records. Finally, a three year waiting period was implemented before funding would be given to new schools, in order to ensure their stability.

The government in turn required several things of the independent schools. Provincially certified teachers must cover provincially approved curricula, using provincially prescribed textbooks, and the school year must be made up of a certain minimum number of school days. These are things which parents and patrons hope that independent schools would do regardless of government funding. The increased money should therefore simply help provide the sound education in the safe environment that most of these schools were providing prior to it.

To me the funding means that you have to teach the Manitoba curriculum
— the money is to help provide sound education to the students that are

coming to you for education. To me that means that you will follow the Manitoba curriculum which we do scrupulously, and then go beyond it. It means that you will use certified teachers, which we do — all our teachers are certified. And it means that you will provide education in a safe environment — everything that you would expect in a public school (Interview #5).

The final outcome of the negotiations was the co-called "letter of comfort" from the government of Manitoba to the MFIS, in which all of the terms of funding are clearly outlined (See Appendix 4 "Letter of Comfort").

While a slight loss of autonomy is inevitable, it is understood that the government would never intervene in terms of dictating who will teach, who will attend, and how certain things, such as religion, are covered.

While it was a long time coming, and while the funding agreed to by both parties will in perspective not be the bonanza some think it to be, there is a sense of satisfaction. What seems to be most important is that the lines of communication between the government and the independent schools which it helps fund are kept open, and that the dialogue is ongoing.

Accountability

Whenever money in general, or public money in particular is given out, there are usually calls for increased accountability. "For certain grants you have to be able to account for the use of funds in a very specific way" (Interview #3). The public wants, and has the right to question where its money is going and how it is being used. When articles appear in the press, they often raise the issue. For example,

When private schools were financed by the tuition fees paid by the parents, the policy and administrative methods of the schools were a private matter between the school and its customers — so long as the rudimentary requirements of school law were met. With each passing year, however, the once-private schools are brought more into the public domain. The government is paying for those schools and the government must answer for what goes on in them. The government is extracting money from the taxpayers and giving it to those private institutions and it should be able to show that the money has been well spent and has achieved a public purpose (More, 1988, np).

At the insistence of both the government and the negotiating team of the Manitoba Federation of Independent Schools, provisions for the reporting of administrative, educational and financial accountability formed part of the agreement forged regarding increased government funding.

The executive of the MFIS supported accountability. There was no way in justice, that anybody should get public money without being accountable. We went to the government, and proposed a set of regulations, apart from what they had thought of and they said, you want that? And we said, you'll be criticized, we'll be criticized, why don't we set up some regulations, and part of the June 12 agreement set up administrative accountability, financial accountability, student records, we asked that all these schools be legally incorporated. And that the Board of Directors be set up as a body corporate and politic, duly incorporated according to the laws of Manitoba

and Canada, and governed by their proper constituted Board of Directors. We also looked after newly established independent schools. We required a waiting period so they could prove themselves — like three years. We also covered independent schools in existence as of 1990, and how they would fit. We also developed a policy or a regulation in relation with non-resident schools. So no, those regulations are there, and I don't think they're hard to live with.

The other thing we asked for is an audit. We not only asked for and got an audit that schools will have to do now, but we also have — what they call an administrative audit which is a supplementary auditor's report, and what it does is it audits the administration of the school — the effectiveness of the administration of the school and how they live accountably (Interview #8).

This will undoubtedly be something positive for all involved, as it will help ensure that minimum standards are adhered to, and that the public is assured that government money is being used responsibly by those who receive it.

They now have to be accountable, administratively, educationally and financially. And, just as there are good and bad public schools there were some really good and some maybe not so good independent schools, because they were smaller schools, you know, smaller communities. They kind of can, sort of go their own way, they didn't have to meet any standards. And what has happened as a result is that now they've had to make sure that they meet certain standards (Interview #9).

Special Needs

It certainly seems that Manitoba's independent schools, for the most part, do not particularly cater to children with special needs. Before proceeding, it should be clarified that the term "special needs children" need not apply to those with mental disabilities, but to those with physical disabilities such as hearing or sight impairments as well. When asked about provisions for special needs children, more than one person interviewed responded mainly in terms of programs for gifted and talented students, and only secondarily in terms of students deficient in some area.

While the issue of special needs children is by no means a new one, it is one which is beginning to be of greater consequence in the independent school system, and one which will continue to gain attention in years to come. The question posed by the editor of the Anglo-Jewish press, of "how quickly and how far should the Board of Jewish Education move, when it comes to accepting mentally handicapped students in its schools" (Proceed, 1993, p.4) typifies the question in the minds of many supporters of independent schools.

What is largely at issue is that parents of special needs children have the same right to choose the type of education they give their children as any parent has, but that for the most part, the choice of the independent school has essentially not been a choice at all.

This is currently a hotly debated issue in the Jewish community, wherein two definite and distinct factions have formed. Those on the side of the BJE and its position state that the BJE has had a policy on special needs children in place since 1986, when a profoundly handicapped child attended one of its schools. They recognize that they are

at odds with the WJCC, but feel that they are handling the situation adequately.

It's become a big political issues. We have been at logger heads, I will tell you, with their Special Needs Committee and some other people, who felt that they spoke for the whole community, but in my opinion didn't necessarily speak for the whole community. So there have been some political problems, and I hope that it will not get in the way of the process, but in fact, we've been handling special needs kids on an ad hoc basis all along (Interview #1).

The BJE welcomes government money as a method of bridging the gap between funds available from the WJCC and what is needed to address the needs of its special needs, including disabled students. Government funds, which were previously very student-specific, will as of the 1993-94 school year be able to be used generally where needed.

We will be eligible for the block grant which will give us a pot of money that will enable us to back staff resource, assist gifted and talented, because that's also a special need on the other side (Interview #1).

The BJE may in fact use the funds earmarked for special needs for gifted students if it so chooses, which presents the added concern that once again, students at the other end of the spectrum will be slighted. Indeed, in discussing the special needs category, some are quick to point out that almost 20 percent of the approximately 630 BJE students received specialized instruction for the gifted, while the system accommodates fewer than 5 students who are mentally disabled.

There are concerns on the part of the BJE, that the inclusion of disabled students in its system may place added strains on an already stretched budget, as staff and physical

facilities must be adequately prepared.

Part of that was that society in general didn't know how to meet these needs. Part of what we're trying to develop in our application is that we need a needs assessment to find out who we have to help, what needs to be helped, what kinds of things are we talking about, and how do we go about creating the course to inservice our teachers and then get our teacher inserviced and up to speed so that they can deal with this and that's time consuming and expensive (Interview #1).

There are further concerns about the reactions of parents of students currently enrolled in the system, and about the correct way of handling the integration of special needs students.

Although the BJE wishes to handle the issue of special needs students in its own way and its own time frame, it is not entirely free to do so. Despite the fact that the balance of support for BJE schools may be shifting with increased government funding, they are still greatly supported by the WJCC, and are, as such, obligated to take a certain amount of direction from that body. In 1992, in response to requests by a lobby group, the WJCC struck a Special Needs Committee (SNC) to look into all areas of Special Needs in the Jewish community, one of them being education.

The SNC, in early 1993, proposed that a policy regarding the integration of all special needs children in the Jewish community be struck, and this proposal, accepted by the WJCC, suggested that a pilot project for integration be in place by the fall of 1993, with full implementation by 1994. It is the position of the SNC that "it is an absolute right of every Jewish child to receive an education appropriate to their particular needs

(including their need as Jewish persons) by the Jewish school system" (Henteleff, 1993, p.4), and it is on this basis that the SNC makes its case. In a strongly-worded letter, the co-chair of the SNC states that

Everyone knows that the Jewish parochial school system has neither the will nor the capacity to deal with special needs children other than the gifted. The fact is that it has long been the policy of the Jewish school system to try and be equivalent of SJR/BH. Those in charge of our Jewish educational system are of the view that in order to continue to attract, the ...system had to be elitist. That was and is the policy. [The BJE must be] made to recognize that the gifted have no greater priority to receive a Jewish education than other special needs children. The WJCC and BJE will have to make difficult decisions. The Jewish community will have to take a hard look at its priorities. But trying one's best to accommodate children with special needs should not ... be one which continues to exclude Jewish special needs children from receiving the same right of equal opportunity as the gifted" (Henteleff, 1993, p.7).

There is quite obviously a great difference of opinion between the two sides as to how the BJE ought to proceed. What seems clear is that each side has definite ideas, and that the issue will have to be dealt with quite cautiously.

While government funding to independent schools for special needs children is less than it is for public schools, part of the problem seems to be the government's awareness of the majority of independent schools' policies of exclusion of special needs children. Some suggest that if independent schools changed their policies and actively sought to

integrate special needs children, their requests for additional government funding to assist in this endeavour would not be turned down "the money for special needs children the independent schools can claim directly from the provincial government" (Interview #8).

It is entirely possible that the situation which is occurring in the Jewish community with regards to the education of its special needs students is not unique, and that this issue may prove, if not divisive, at least of great concern to other communities and other independent schools.

Culture

It is somewhat difficult to define exactly what the culture of a school is unless one lives the school's life daily. Even then, change in a school is not always evident, as change which takes place over time is not readily felt. Having said that, there is little dispute over the fact that the culture of independent schools varies from that of public schools, and that the culture of independent schools has evolved over the past number of years.

There is a feeling that independent schools are completely different from public schools in several ways. Aside from obvious things like religion and student gender, there seems to be a sense that the independent schools differ from public schools in terms of their generally prevalent attitude that education is revered and in terms of the fact that doing well in all aspects of school and school life is not only accepted but applauded. That is a notion generally agreed upon.

You aren't frowned upon for being or for wanting to be a good student, in fact the opposite, you're revered for it. For that matter, many of the jocks are also excellent students and that is definitely a strength (Interview #6).

More specifically, there is little doubt that the culture of certain independent schools has changed over the years, however there is not really consensus as to whether that is a good thing or not. There does however, seem to be definite consensus about the fact that whatever changes have occurred or will take place with regards to the culture of the independent schools have not and will not occur due to increased government funding. Rather, it is felt that change in this area occurs due to other reasons.

For example, for one Catholic school, a move from a downtown campus to one in the suburbs generated all sorts of change. Changes in the demographics of communities also affect their school's culture. For instance, a major shift in a community's populations from one area of the city to another causes an increase in enrolment superficially. Underlying that, it would likely be safe to say that such a shift in demographics may also mean a change in the socio-economic status of families and therefore of students attending a school. Accompanying that, there is a feeling that many members of this community are becoming increasingly secular, so while the religious aspect of what is taught in school remains important, it becomes evident that the values of students and parents are shifting from what they once were, and that the parent and student bodies are less and less interested in practising what is preached, so to speak, at school. Along the same lines, whereas at one time a good percentage of staff was religious, it becomes increasingly difficult today not only to find qualified people to teach, but to find people interested in entering the field of Judaic education. The shift in the nature of the staff has a direct effect on the culture of the school.

There are mixed feelings in a Catholic independent school as to whether the definite change in its culture is good or detrimental to the school. The increased

availability of bursary money has, in the past number of years, made it easier for those of lesser means, such as new immigrants to the country, to attend the school. This changes the ethnic mix at the school, and certainly causes it to be more highly visible.

You know the ethnic mix in our school today is much more visible than it was perhaps twenty years ago — but again, that reflects the changing population here in the city in general and in the Catholic community in particular. You'll see many more Filipino students, students of Eastern cultures, Vietnamese and so on. And I think that that's really been great for the school because I believe that it brings it closer to a realistic ethnic mix. I mean, let's face it — not everyone in the world is white, Anglo-Saxon, so, yes, that's changed (Interview #5).

Some say that this is a good thing, because it mirrors what is actually occurring in society today, and because it affords the opportunity for excellence in education to some who may otherwise not have had it.

I think that the change in our school's culture has definitely been a good thing — it promotes the position of the school in society because it shows that we are in a sense mirroring the real world. For example, I would say that 15 years ago we probably had two Filipino [students]. Now about 10 to 15% of our student body is made up of Filipinos. Keeping in mind that we have a fairly large amount of bursary money available, which eases the financial burden on new immigrants and so on (Interview #7).

Additionally, it seems that the notion of excellence in education is part of what draws those of other faiths to this particular school. Therefore, as opposed to having a

student body which is 100 percent Catholic, it has one which is approximately 70 percent Catholic and 30 percent "other" (including Hindu, Jewish, Muslim, Protestant and Sikh). This disturbs some.

What could happen with [School Number One] if they don't change the mix — the culture could change. It would be a normal process because other people are there, and they're mixing. That's not bad, but it's not the right kind of thing for that school (Interview #8).

Some again, believe that this is a good thing, as it helps Catholics deal more realistically with ethnicity and other religions, and as it helps those of other faiths deal with and form their own religious values.

Of course, we don't for a minute think or should I say, forget that this is a Catholic school. But, by virtue of the fact that there is a larger mix of ethnicity and race, I think that our Catholic [students] learn to deal with their own feelings about that and actually the reality of the world outside before leaving the confines of the school. So perhaps in a sense that makes them somewhat better rounded and adjusted individuals than they may have been should they have been, should I say ghettoized with their own. Now, having said that, we are still a Catholic school, and therefore all students and parents who choose to attend here must be open to the teachings of our religion. While we don't hope or expect or attempt in any way to convert them to our way of thinking, we believe that the study of it can help them in the formation of their own religious beliefs and values (Interview #7).

While it is made clear that all attending the school must be open to learning about the

teachings of Catholicism, there are some who believe that the religious mix goes against the very nature of the reason the school was established to begin with. These are problems which will not easily be resolved, but which do not seem to be affecting the day to day operation of the school in any significant way because those choosing to attend recognize and accept the nature of the school, and to that end behave respectfully.

What Keeps the Independent School Independent

A common question which arises during the discussion about increased government funding to independent schools is what in fact will keep them independent. Prior to addressing that question, the issue of terminology should be clarified. Schools which are not part of the public mainstream used to be called private schools and are still referred to that way by many people. The term of preference today is independent schools. However, as those involved with these schools are often quick to point out, they are actually only really independent of the public sector.

I think that schools such as ours are not actually private, nor are they actually independent. What they are, in reality, is independent of the public sector, and we must always bear that in mind. There is no question that schools are certainly losing some of their autonomy. They couldn't possibly expect not to and receive public funds at the same time (Interview #5).

"Many of them are controlled by religious denominations and most of them are financially dependent on the government. That makes them dependent on both church and state ..." (Dafoe, 1993, p.A8). However, these schools offer some kind of alternative to public schools:

For people who require religious content in their children's education beyond what can be asked of the public schools, the private schools are an important aspect of their freedom of religious belief. For people who wonder whether the public school divisions are sufficiently creative, efficient, innovative or attentive to students, the private schools provide a basis for comparison (Dafoe, 1993, p.A8).

While students are not supposed to be turned away if schools accept government money, the reality is that independent schools "reserve the right to exclude teachers or pupils who do not match the character, usually the religious character, that the sponsors wish for their school" (Dafoe, 1993, p.A8). Additionally, it is the case that while independent schools must adhere to the provincially prescribed secular core curricula, they retain complete control over how their religious curricula and components are integrated and delivered during the school day.

Now, I would draw the line when the government says we're going to give you this money and we're going to dictate who's going to teach in your school and even who you can accept because obviously, if we are a Catholic school, our reason for existing is to educate Catholic students — the same thing would be true of the Mennonite Schools and the Jewish Schools and so on. And, if you tell those schools if you take this money you have to take anybody who knocks at the door, well, then you're just another public school, in which case, thank you but no thanks, because that's not what the deal was. We have a right to this education — to our own particular religion, our own particular language, what have you.

(Interview #5).

Existing philosophies, programs, standards, class size and structure are also retained.

I think we're independent — I think we still have a say, certainly in our Judaic curriculum — we set that — nobody else sets that. How we run our schools in the integration of Judaism into the school day. What we teach our kids in that area — nobody's going to say anything about that except us.

But are we independent? I think so. The changes that we've been making on the Judaic studies program over the last few years started with discussions with the parents. Nobody else has an impact on that unless we bring in some experts to advise us as to the technical ways of going about doing something, or how best to generate a consensus on certain issues. But, nobody tells us what to do. The synagogues do not, the rabbis do not, they have an impact, they have input (Interview #1).

Some people involved with independent schools tie the notion of independence to money. For them, the idea of accepting government funding is unattractive. However, even those of this opinion must agree that the amount of money received from the government by independent schools is not significant enough to influence what occurs to any major extent. This is particularly the case since not only are government grants not increasing at a very quick rate, but money to education in general is actually being reduced. Therefore, there is still a great need for parental involvement to ensure that the financial support for independent schools' existence is ensured.

There's two reasons why they won't [lose their independent nature]. One is they're not getting enough money, and that God knows will be forever,

I suppose. The other reason is parental involvement, and that's critical (Interview #8).

As well, the government money does not necessarily have to be used for any one thing. How it is spent and how it is best spent varies greatly from school to school depending on each school's agenda and circumstance, which in turn vary greatly. It would seem therefore that government money will only enhance what is already in existence in the schools by ensuring that certain uniform standards are adhered to.

Many people who patronize independent schools believe that independence is not tied to money, but to the moral beliefs and underlying philosophies on which many independent schools are based, and that nothing, including government money, will cause that to diminish in any way.

Philosophically, independence is not always tied to money, although I must tell you that some in the Catholic community were opposed to accepting government money because some believe that it is. But, there are more of us who believe that independence is based on moral beliefs and underlying philosophies.

Government money will not cause the disappearance of those things — it will likely only enhance what is already there by ensuring that certain standards are adhered to (Interview #7).

It is believed that most schools' history of exemplary education will be maintained, and that the self-discipline, manners and solid education which comprise their essence will continue to be at their forefront.

They'll still be run by the people who are running them now. They won't

be run by the government or by people hired by the government. They will still have independent school boards, much different than public school boards. Then too, these schools all have some sort of history that makes them unique. They have goals and objectives and they stick by them. The school will still maintain its standards, it will still maintain its programs, after all, that's the value of it. If it for some reason fails to do that, then it does become the same as any other school. But generally, private schools have a history of exemplary education and I'm relatively certain that they will maintain that. These schools are essentially all offering some kind of alternative to the public schools, and so will likely continue to do that. Things like self-discipline, good manners, good, solid education, these all seem, to me at least, to be a large part of what these schools are all about (Interview #6).

The Effects on Independent and Public Schools

It is questionable whether those uninvolved with the independent school system will be at all affected by increased government funding. "I just don't know — it just doesn't seem to me that other than a few of the politicians that for most people it's really a big issue. Because it hasn't affected the public schools" (Interview #9). There are of course those who say that because of the government's funding of independent schools, the public school system, which is already in financial difficulty, will be further starved. This argument is fuelled publicly by the direct opposition of MAST and MTS to the funding of independent schools.

In a submission to the Premier and Cabinet of the Province of Manitoba by the

MTS in January of 1989, the MTS put forth its positions:

The Society is not opposed to the existence of private schools but believes that where formed they be under the Legislation of the Minister of Education and that they not be publicly funded.

In a brief prepared by MAST in January of 1989, MAST put forth its position: Manitoba school trustees are extremely concerned about the accelerated pace at which successive governments have diverted education funds from public schools to the private school system. (See Appendix 5 for full text).

Some say though, that just because a system is given more money it won't necessarily be better, so that public schools should learn how to optimize the results of the money they have.

However, direct independent school funding may have positive effects for the public. Direct delivery of grant money in the early 1980s did not change finances per se, but it did lessen the politics involved since the distribution of money no longer had to be done through respective school divisions. This funding may also enable independent schools to provide some amount of competition for the public system, and force the latter to maintain high standards in order to deal with this competition.

Actually, it's also not such a bad thing for the public sector, because it now means that public schools no longer have a complete monopoly over education. New choices mean that public schools also have to shape up. Private schools also do many innovative things, and maybe the public schools could actually learn a thing or two from the way we operate. Yes, the more I think about it, it might put a little needed heat on public schools

to improve their own programs (Interview #5).

The initial reaction to the question of how increased government money will affect independent schools is that there really won't be much of an effect because the funding is being phased in over time and therefore any changes will be subtle and largely intangible.

I really don't think that that funding will have any kind of dramatic impact on the independent schools, for the simple reason that it's being phased in so slowly, and it will be occurring only incrementally over a period of time. Therefore, it's like when you live with something every day, you don't really notice changes that are subtle or slight. It's the same thing here (Interview #6).

I don't see a big effect. I think there's a greater concern, in my mind, about the reduction in government funding to public schools — that the percentage keeps going down, and more and more is being loaded onto the property taxes. Because then the 80% won't achieve the financial objective we thought it would at the time we started this. I'd prefer to have gone back to negotiate percentage of cost instead but it's too late for that (Interview #9).

In fact, in British Columbia, important shifts sometimes attributed to the legislation on increased government funding were already underway prior to its implementation (Barman, 1991, p.16). So, it is questionable whether funding necessarily causes changes or whether these things would in fact have changed without the increased money simply as a result of changing times and changing school clientele. Those directly involved feel

that while a small amount of autonomy may naturally be given up due to government funding it, in turn may force accountability and thus legitimize what these schools are doing. It is difficult to attribute many of the changes which have taken place due to the increased money. As do many things in society, independent schools experience change constantly as they try to adapt to society and to their own set of circumstances. However, there do seem to be some things which can be attributed to increased government funding.

Perhaps foremost is that regardless of the actual amount, government money is proving to be a reliable and dependable source of income, which is making both the budgeting process and the decision-making process somewhat easier.

The reliability of the government grant really makes a big difference. This year it was horrible because our grant was cut and the comfort letter under which we are operating was put on hold, so we got hit twice and that made it very difficult to budget this year. The comfort letter will bring us up to 80% of the public school grant in a certain period of time. That timetable has been shifted - it was stopped/frozen for a year, so not only did we not get the increase in the grant that we had anticipated, but in addition we were cut back 2% on other funds because of economics in the community at this time. So we got a double hit and had to adjust for that. But, even with that, knowing that this is a reliable source makes it easier for us to budget, to predict and to make the kinds of choices that we need to make (Interview #1).

Because schools no longer have to rely solely on their own sources of funding,

fluctuations in enrolment are easier to deal with. While some believe that enrolments will increase dramatically as a result of increased government funding, it seems unlikely that this will be the case. Independent schools may become more available to people because increased funding may enable them to keep tuitions, if not down, at least steady.

The increase in the government grant is coming fairly slowly, and so all that it's really allowing us to do is to kind of hold tuition steady. I suppose that what that could do over the years is it could make the school into the price range of more people. What would have been out of somebody's price range ten years ago, today would be quite cheap. So I think it might provide some advantages that way, but that's about all. I think people have a sense that with more government funding tuition will drop right off, but the government funding doesn't come anywhere near to providing the cost of educating the students (Interview #5).

However, there is a belief that this will not greatly affect enrolment because people choose schools for other intrinsic and specific reasons.

What else does increased government funding do for independent schools? It enables them to improve teachers' salaries which for the most part lag behind those of public schools. In British Columbia,

rather than reducing fees and so encouraging families to consider attendance, institutions used provincial funds primarily to raise teachers' salaries toward provincial norms in the public system (Barman, 1991, p.18).

There's two things, obviously, that they could do with the found money.

One is to hold the line on tuition, which they're not doing, and the other is to improve the salaries, because as you know, there is a lower salary paid to many teachers in private schools (Interview #2).

It helps to account for operating costs which inevitably increase yearly, such as salaries, taxes, etc. This in turn may at some point allow a hold on outrageous tuition increases which otherwise would have had to be implemented in order to cover costs.

I think that the public money has had a tremendous impact on our school system in the most positive way — it has made it easier for the community to make sure that nobody gets turned away for financial reasons (Interview #1).

The most major change which we have experienced is undoubtedly (and I would add will most likely continue to be) the ability to keep tuition fees down, in relative terms of course (Interview #7).

Money from government to private schools may at least offset or prevent big bulges in tuition possibly (Interview #2).

Government funding allows for the improvement of programs and services such as guidance, resource, gifted and talented, art and teacher librarians. It allows for the modification of existing programs for individual students who for myriad reasons need modifications. It forces administrative and financial accountability which ultimately benefits everyone.

Additionally, government funding may make the difference to some schools of whether or not they even exist.

A lack of resources and funds prompted an evangelical school to abandon

its identification with a particular denomination. In five years, its enrolment increase [from 40 to 190 students] has exceeded more than all 18 Roman Catholic schools combined. The school's acting principal says growth has largely resulted from agreeing to receive provincial support (Santin, 1992, p.B18).

There is a definite sense that the independent schools which receive government funding are not interested in doing superficial things with the money. Rather, the money is used in specific areas intentionally to implement changes in programming which are based on quality and on efforts to put together, given financial limitations, the best program possible.

CHAPTER FIVE

SUMMARY and CONCLUSIONS

Some admit that government funding has indeed helped in many areas. Others point out that the amount of help is debatable since the amount of money is not truly as great as some think. The findings of the research carried out for this thesis are essentially contrary to the initial hypothesis outlined. It was tacitly assumed that an increase in government funding to independent schools would be accompanied by noticeable effects to the independent system. However, this was not always the case, as illustrated by the following chart.

AREA	ANTICIPATED EFFECTS	REPORTED EFFECTS	EXPLANATION
1. Right to Choose	Made easier by infusion of extra government money	<ul style="list-style-type: none"> • Feeling remains that the right to choose is not entirely realistic 	Infusion of government money has not changed double burden of tuition and taxes.
2. Why Independent Schools are Chosen	Schools may be chosen because of perception that government money will make a superior education more affordable	<ul style="list-style-type: none"> • No significant change in reason for choice of independent schools 	Reasons for choosing independent schools are largely intrinsic, based on things other than money, such as religion, ethnicity and sex limitations.
3. Enrolment	To increase	<ul style="list-style-type: none"> • No significant change 	In some cases, tuitions remain prohibitive; some schools voluntarily cap enrolment at a specific number due to physical space constriction and due to desire to maintain sense of community.

AREA	ANTICIPATED EFFECTS	REPORTED EFFECTS	EXPLANATION
4. Competition	Government money will increase competition between public and independent schools	<ul style="list-style-type: none"> • No significant effect 	Parents continue to choose public or independent schools for intrinsic reasons. Presence of religion plays a large role in choice.
5. Admission/ Subsidies	Admission policies will be somewhat relaxed — not as restrictive subsidies will become easier to dole out.	<ul style="list-style-type: none"> • Admissions remain selective to an extent • Subsidies become easier to offer to those in need 	Admission criteria remain firmly and clearly outlined policy of religious schools to accept their own regardless of ability to pay. Requires money to fulfill.
6. Community Politics	Existing politics will increase	<ul style="list-style-type: none"> • Some communities divided on issue of whether or not to accept government funding; other communities unaffected • Some schools feel somewhat cheated of money they would otherwise have received from their own community 	<ul style="list-style-type: none"> • While some communities feel that the acceptance of government funding will lead to a certain loss of autonomy,* other communities feel that this funding will only prove to be of great benefit. <p>*in several areas, money in excess of that budgeted must be returned to community pool.</p>
7. Fundraising	Schools will have to put less effort into this area due to availability of government funds	<ul style="list-style-type: none"> • Fundraising efforts must continue to raise money for capital expenditures, upgrading, programming • Efforts channelled toward people other than those directly involved in school community 	<ul style="list-style-type: none"> • Government money is not to be used for capital costs • It is feared that the well of resources will soon run dry.

AREA	ANTICIPATED EFFECTS	REPORTED EFFECTS	EXPLANATION
8. Parents	Parental involvement may decrease	Parental involvement has stayed constant, if not increased	<ul style="list-style-type: none"> • Parental commitment continues to play a major role in the schools • Comprehension of financial constraints and necessity of providing the best programs within these limitations • Feeling of ownership, responsibility and pride
9. Balance of Support	May change	Has changed in some cases	<ul style="list-style-type: none"> • Primary financial support no longer comes from community (from which it once came)
10. Staff	Salaries will increase, thus making it easier to attract and keep staff	<ul style="list-style-type: none"> • Some independent school salaries are already at par with those of the public system; others are gradually increasing • Staff still difficult to attract 	<ul style="list-style-type: none"> • Still difficult to attract staff, as some independent school teachers must handle a double teaching load • Fewer religious people are available to teach in general
11. Religion	May become less prominent in independent schools	<ul style="list-style-type: none"> • Presence of religion has increased; plays a major role 	<ul style="list-style-type: none"> • Reason for existing is religion • Parents choose schools for religious purposes • Secular parents demand religious training and education as background for children
12. School Philosophy and Objectives	May be altered to fit into government regulations	<ul style="list-style-type: none"> • No change, other than the changes attributed to the need to keep up with changing times 	<ul style="list-style-type: none"> • Feeling that change would undermine basis upon which schools were founded • Change attributed to leadership

AREA	ANTICIPATED EFFECTS	REPORTED EFFECTS	EXPLANATION
13. Elitism	Perception of elitism of independent schools may decrease	<ul style="list-style-type: none"> • Schools more easily available due to increase in availability of bursary money • Public's perception of independent schools remains that they are elitist 	<ul style="list-style-type: none"> • All independent schools lumped into same category as the most exclusive and expensive schools
14. Government Restrictions/ Scrutiny	Will greatly increase	Effect not greatly noticeable	<ul style="list-style-type: none"> • Many independent schools already complying with government regulations prior to their being set • Government not requesting anything of independent schools which MFIS does not sanction • Inspections not regular
15. Accountability	Will greatly increase	Some schools had to increase accountability; others were already accountable according to the terms set out by the government and the MFIS	<ul style="list-style-type: none"> • MFIS supports accountability and requested certain regulations. • Schools which had to increase accountability will benefit from same.
16. Special Needs	Will be accommodated on a larger scale	<ul style="list-style-type: none"> • Profile of special needs has been raised • Number of special needs students still very small 	<ul style="list-style-type: none"> • Some independent schools seem to cater to students of above average ability
17. Culture	Will change	Hard to attribute change in culture to funding	Change attributed to change in staffing patterns, change in makeup of student and parent bodies; change in society as a whole

AREA	ANTICIPATED EFFECTS	REPORTED EFFECTS	EXPLANATION
18. Independence of Schools	Degree of independence will decrease	Independence not greatly affected	<ul style="list-style-type: none"> • Independent schools not truly independent — only independent of public sector • Admissions still selective • Religion plays integral part • Basic school structure remains as it was prior to funding • Beliefs and philosophies are what establish independence
19. Effects of Funding on Independent Schools	Deprivatization of independent schools	<ul style="list-style-type: none"> • Strong independent system • Improved programs • Easier to subsidize students • Tuitions held at bay • Improved salaries • Improved standards • Accountability • Reliable source of funds 	<ul style="list-style-type: none"> • Better quality education

It is possible that a greater amount of money infused would yield greater and more noticeable effects. It is also possible that more stringent government involvement and controls may cause more obvious effects. The system currently in place poses no significant challenges to the basic premises of independent schools.

Having said that, it should be pointed out that there seems to be a consensus that while change is indeed occurring in the independent schools of this province, it is not clear whether this change is truly attributable to government funding or whether it is occurring for any number of other reasons.

Because 80 percent government funding to independent schools will not be fully implemented until 1997 at the very earliest (and depending upon the condition of the economy, perhaps later), it is very difficult to determine what its full effects will ultimately be. If the status quo is maintained, it may be safe to say that the implications of government funding on independent schools will not be tremendously significant. If, however, the situation changes dramatically, then the impact of government money may indeed end up being of great concern. It may therefore be interesting to follow this study with a similar one in three to four years, at which time that which has been reported in this thesis can be challenged or supported.

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APPENDIX 1

Petition Number 5757

- "1. That your Excellency the governor General-in-Council may entertain the said appeal and may consider the same, and may make such provisions and give such directions for the hearing and consideration of the said appeal as may be thought proper.
2. That it may be declared that the said Acts (53 Vic., Caps. 37 and 38) do prejudicially affect the rights and privileges with regard to denominational schools, which Roman Catholics had by law or practice in the Province at the union.
3. That it may be declared that the said last mentioned Acts do affect the rights and privileges of the Roman Catholic minority of the queen's subjects in relation to education.
4. That it may be declared that to Your Excellency the Governor General-in-Council, it seems requisite that the provisions of the statutes in force in the Province of Manitoba, prior to the passage of the said Acts, should be reenacted insofar at least as may be necessary to secure to the Roman Catholics in the said province the right to build, maintain, equip, manage, conduct and support their schools in the manner provided for by the said Statutes, to secure to them their proportionate share of any grant made out of the public funds for the purpose of education, and to relieve such members of the Roman Catholic church as contribute to such Roman Catholic schools from

all payment or contribution to the support of any other schools, or that the said Act of 1890 should be so modified or amended as to effect such purposes.

5. And that such further or other declaration in order may be made as to Your Excellency the Governor General-in-Council shall, under the circumstances, seem proper, and that such directions may be given, provisions made and all things done in the premises for the purpose of affording relief to the said Roman Catholic minority in the said province as to Your Excellency-in-Council may seem meet."

REMEDIAL ORDER-IN-COUNCIL PC834

By remedial Order-in-Council PC834 dated March 21, 1895 His Excellency the Governor General-in-Council allowed the appeal of Her Majesty's Roman Catholic Subjects in Manitoba, and His Excellency did order, adjudge and declare:

"That by the two acts passed by the legislature of the Province of Manitoba on the 1st day of May, 1890, entitled respectively "An Act Respecting the Department of Education: and "an Act Respecting Public Schools", the rights and privileges of the Roman Catholic minority of the said province, in relation to education, prior to the 1st day of May, 1890, have been affected by depriving the Roman Catholic minority of the following rights and privileges, which, previous to and until the 1st day of May, 1890 such minority had:

- (a) the right to build, maintain, equip, manage, conduct and support Roman Catholic schools, in the manner provided for by the said statutes which were repealed by the two acts of 1890 aforesaid.
- (b) the right to share proportionately in any grant made out of the public funds for the purposes of education.
- (c) the right of exemption of such Roman Catholics, as contribute to the Roman Catholic schools, from all payment or contribution to the support of any other schools.

His Excellency did further declare and decide that:

"It seems requisite that the system of education embodied in the two acts of 1890 aforesaid, shall be supplemented by a Provincial Act or Acts which will restore to the Roman Catholic minority the said rights and privileges of which such minority has been so deprived as aforesaid, and which will modify the said Acts of 1890, so far and so far only as may be necessary to give effect to the provisions restoring the rights and privileges in paragraphs (a), (b), (c) hereinbefore mentioned.

Whereof the Lieutenant Governor of the Province of Manitoba for the time being, and the legislature of the said province, and all persons whom it may concern, are to take notice and govern themselves accordingly.

APPENDIX 2

THE PUBLIC SCHOOLS ACT
(C.C.S.M. c. P250)

Shared Services Regulation (1990/1991)

Regulation 149/90
Registered June 29, 1990

Definitions

1 In this regulation,

"Act" means The Public Schools Act;

"eligible enrolment: has the meaning given to it in section 171 of the Act;

"full time equivalent pupils" means the number of pupils multiplied by the percentage of the instructional day that the pupils are provided with public school instruction by a certified teacher in a public school;

"number of pupils" means the total number of pupils enrolled in a private school on September 30th of the school year, with kindergarten pupils counted as one-half a pupil;

"private school" means a private school as defined in The Education Administration Act;

"school year" means the period from July 1 to June 30th of the following year;

"transported pupil" means a child

- (a) who is enrolled in a private school,
- (b) who qualifies as a transported pupil under the support to School Divisions Regulation, and

- (c) who, under an agreement under subsection 60(1) of the Act, is transported from a point on a regular school bus route operated by the board of a school division to another point on the same route.

Transportation

- 2(1) Where a school division has entered into an agreement under subsection 60(1) of the Act to transport pupils enrolled in a private school, the number of transported pupils may be added to the pupils transported by the school division for the purpose of calculating support for transportation under the Support to School Divisions Regulation.
- 2(2) In no case shall the transportation support under subsection (1) exceed the rates set out in the Support to School Divisions Regulation for public school pupils.

Facilities and Resources

- 3 Where a school division has entered into an agreement with a private school under subsection 60(2) of the act, the minister of Finance shall, for the year to which the agreement relates, pay to the school division in respect of pupils who are provided with facilities and resources, a full time equivalent pupil grant calculated in accordance with the following formula:

FORMULA

$$\text{F.T.E. Pupil Grant} = G \times H$$

WHERE:

"G" is 40% of the 1989 block equalization and guaranteed support and 100% of the January 1, 1990 to June 30, 1990 block equalization and guaranteed support for the school division, as determined under the Support to School Divisions Regulation, divided by the eligible enrolment of the school division as of September 30, 1989;

"H" is the number of full time equivalent pupils provided with instruction by the school division on September 30th of the school year.

Clinicians

4 Where a school division has entered into an agreement with a private school under subsection 60(2) of the Act, the Minister of Finance shall, for the school year to which the agreement relates, pay to the school division in respect of private school pupils who are provided with clinician services by a qualified clinician, a pupil grant calculated in accordance with the following formula:

FORMULA

$$\text{Pupil Grant} = I \times J$$

WHERE:

"I" is 40% of the 1989 total clinician support and 100% of the January 1, 1990 to June 30, 1990 total clinician support for the school division, as determined under the Support to School Divisions Regulation, divided by the eligible enrolment of the school division as of September 30, 1989;

"J" is the number or pupils in the private school as of September 30th of the school year.

Limitation on grants

- 5 No grant is payable under section 3 or 4 unless a statement that meets the following requirements is first submitted to the minister:
- (a) it is in a form approved by the minister and contains such information as the minister considers necessary to properly calculate the grant;
 - (b) it is certified by the chairman and secretary-treasurer of the school division; and
 - (c) it is certified by an authorized signing officer and principal of the private school.

When grants payable

- 6 The grants calculated under sections 3 and 4 shall be paid to the school division as follows:
- (a) 40% of the total amount in January of the school year; and
 - (b) 60% of the total amount in July of the next following school year, or as soon thereafter as the information required to calculate the amount is available to the minister.

Coming into force

- 7 This regulation comes into force on July 1, 1990.

June 27, 1990

Len Derkach

Minister of Education and Training

THE PUBLIC SCHOOLS ACT
(C.C.S.M. c. P250)

Private Schools Grants Regulation (1990/1991)

Regulation 150/90
Registered June 29, 1990

Definitions

1(1) In this regulation,

"Act" means The Public Schools Act;

"eligible pupil" means, subject to subsection (2), a pupil enrolled full time in a private school

(a) whose parent or legal guardian with whom the pupil resides, lives in Manitoba; or

(b) who has attained the age of 18 years and is a Canadian citizen or landed immigrant and resides in Manitoba;

but does not include

(c) a nursery pupil;

(d) an Indian pupil in respect of whose education an Indian Band or the Government of Canada will be required to make a contribution to the private school;

(e) a pupil who resides on land owned or administered by the Government of Canada will be required to make a contribution to the private school;

or

(f) a pupil the cost of whose education is paid by an organization, school division or institution.

"private school" means a private school as defined in The Education Administration Act;

"school year" means the period from July 1 of one year to June 30 of the following year;

1(2) For the purposes of the definition of "eligible pupil", a kindergarten pupil counts as one-half an eligible pupil.

PART 1

INSTRUCTION AND SERVICES GRANTS

Eligibility for grants

2 A private school is eligible for a grant under this Part only if the private school was in operation with pupils in attendance during the 1989/90 school year and received a grant under section 8 of the Private Schools Grants Regulation, Manitoba regulation 124/89, all or a portion of that school year.

Calculation of grant for 1990/91 school year

3(1) Subject to the provisions of this Part, the minister shall pay to a private school, for the 1990/91 school year, for each full time eligible pupil enrolled in the private school, a grant in respect of instruction and services, calculated in accordance with the following formula:

FORMULA

$$\text{GRANT} = \frac{A \times B + C}{D}$$

WHERE:

- A = .545
- B = the total categorical support payable to all school divisions less curricular material support and special services support as determined under the Support to School Divisions Regulation, for the period July 1, 1990 to June 30, 1991;
- C = total block, equalization and guaranteed support payable to all school divisions as determined under the Support to School Divisions Regulation for the period July 1, 1990 to June 30, 1991;
- D = the total eligible enrolment, as defined in section 171 of the Act, for all school divisions as of September 30, 1990.
- 3(2)** In no case shall the grant calculated under subsection (1) exceed the total operating expenditures of the private school other than expenditures for curricular materials and special services.

Adjustment to grants for estimated data

- 4(1)** A grant made under section 3, initially shall be based on estimated date of the finance board only and shall be subject to upward or downward adjustment as may be required by a final calculation.

- 4(2) A final calculation of a grant made under section 3 shall be based on data reported in the annual report of the finance board and the grant shall be adjusted in accordance with subsection 13(2).

Adjustment to grants for days closed

- 5 If a private school does not operate the number of days prescribed under the School Days, Hours and Vacations Regulation, the grant calculated under section 3, shall be reduced in accordance with the following formula:

FORMULA

$$X \times \frac{Y}{Z}$$

WHERE:

- X = the grant calculated under section 3;
 Y = the number of days that the school is closed in the school year, over and above the prescribed number;
 Z = the total number of days prescribed for the school year.

Adjustment to grant for non-certified teachers

- 6 If a teacher employed by a private school does not hold a valid and subsisting teaching certificate issued under The Education Administration Act, the grant calculated under section 3 shall be reduced by an amount calculated using the following formula:

FORMULA

$$\text{Amount} = E \times F \times G$$

WHERE:

- E = percentage of approved instructional time that the non-certified teacher teaches approved courses;
- F = the number of eligible pupils taught by the non-certified teacher;
- G = the grant for eligible pupil calculated under section 3.

Low incidence support**7(1)** In this section,

- (a) "low incidence I pupil" means an eligible pupil who is trainable mentally handicapped, moderately multi-handicapped, severely physically handicapped, severely hearing impaired, severely visually impaired, very severely learning disabled or very severely emotionally disturbed;
- (b) "low incidence II pupil" means an eligible pupil who is severely multi-handicapped, severely psychotic or autistic, or profoundly deaf;
- (c) "low incidence III pupil" means an eligible pupil who is profoundly multi-handicapped.

7(2) In addition to the grants for which provision is made in section 3, if a private school provides special assistance for low incidence pupils who are enrolled in the school on September 30 or January 1 of the school year, the amount of support which may be provided to the private school in each school year shall be:

- (a) \$3,300. for each low incidence I pupil;
- (b) \$7,100. for each low incidence II pupil;

(c) \$15,800. for each low incidence III pupil; which shall be calculated at 40% of the amount for those pupils enrolled on September 30 and 60% of the amount for those pupils enrolled on January 1.

7(3) The decision of the minister as to the classification of a pupil as a low incidence I, low incidence II or a low incidence III pupil is final for the purpose of this regulation.

7(4) In no case shall the amount paid to a private school under subsection (2) exceed the actual cost to the private school of salaries, fringe benefits, supplies and equipment for the provision of services to low incidence pupils.

Requirements for grants

8(1) Subject to subsection (2), no grant is payable under this Part unless the private school complies with the provisions of clauses 60(5)(a) to (e) of the Act and sections 9 to 12 of this Part.

8(2) A private school shall comply

(a) with clauses 60(5)(a) to (e) of the Act and sections 9 and 10, subsections 11(1) to (5) of this Part by October 31, 1990; and (b) with subsections 11(6) to (9) and section 12 of this Part by October 31, 1991.

Certification required

9(1) A private school shall submit to the minister a statement certified by an officer authorized by the minister and the principal of the private school that the requirements of the Act and this regulation have been met.

9(2) The statement referred to in subsection (1) shall be in a form approved by the minister.

Administrative accountability

10(1) The private school shall comply with the following sections of the "Administrative Handbook for Manitoba Schools":

- (a) Goals of Learning
- (b) School Program
- (c) Time Allotments
- (d) Provincial and Local Programs;
- (e) Program Requirements K-9
- (f) Electives;
- (g) High School Program Requirements;
- (h) Mature Students.

10(2) With the approval of the minister, the private school may make modifications in applying the provisions set out in subsection (1) to reflect the unique religious perspectives, cultural objectives, or values of the private school.

10(3) With the approval of the minister, the private school may vary the hours of instruction as set out in the Time Allotments section of the Administrative Handbook.

Financial accountability

11(1) The private school shall annually appoint an auditor and advise the minister of the auditor's name and address.

- 11(2)** A financial statement or report required to be audited under this section shall be audited by a professional accountant who is a registered member in good standing of an institute, association or society of accountants established by an Act of the Legislature, or by a firm of professional accountants, all the partners of which are so registered.
- 11(3)** The auditor of the private school shall annually make an examination of the financial affairs, books, accounts, records, and transactions of the private school.
- 11(4)** The financial statement required under this section shall be in a form approved by the minister.
- 11(5)** An examination made under subsection (3) shall be in accordance with generally accepted auditing practices, and shall include a general review of the adequacy of the accounting procedures and system of internal control employed to preserve and protect the assets.
- 11(6)** The auditor shall, not later than October 31 in each year, make a report to the private school on the annual financial statements examined by the auditor as at the close of the immediately preceding school year; and the report shall state
- (a) whether the examination included
 - (i) a general review of the accounting procedures of the private school, and

(ii) such tests of accounting records, and examination of other supporting evidence,

as the auditor considers necessary in the circumstances; and

- (b) whether, in the auditor's opinion, the balance sheet, statement of revenue and expenditure, statement of surplus and statement of changes in financial position present fairly the financial position of the private school at the end of the immediately preceding school year, and the results of its operations for the immediately preceding school year, in accordance with generally accepted accounting principles.

11(7) The auditor shall submit to the private school a supplementary report on his or her examination not later than October 31 in each year in which the auditor shall state

- (a) whether, in the auditor's opinion the accounting procedures or systems of control employed by the private school are adequate to preserve and protect its assets;
- (b) whether there are any other matters which the auditor considers should be brought to the attention of the private school or the minister; and in the report, the auditor shall make such recommendations as seem necessary regarding the proper performance of duties, and keeping of records, by the officers and employees of the private school; and

- (c) whether any irregularity or discrepancy in the administration of the affairs of the private school came to the auditor's notice in the course of his or her examination.

11(8) The auditor shall furnish one copy of each report to the minister.

11(9) Not later than October 31 in each year, each private school shall furnish to the minister a duly audited financial statement showing the revenues, expenditures and other financial information relating to the private school for the immediately preceding school year, and the financial position of the school at the close of the immediately preceding school year.

Student records

12 Not later than September 1 of the current school year, the private school shall submit to the minister a record of final academic standing achieved by each student in grades 10, 11 and 12 in the private school for the preceding school year in a form approved by the minister.

When grants payable

13(1) The grants calculated under sections 3 and 7 shall be paid to the private school as follows:

- (a) 40% in November of the school year;
- (b) 30% in January of the school year;
- (c) 20% in May of the school year; and
- (d) 10% in July of the next following school year.

- 13(2)** Where a grant is adjusted under section 4, the adjustment shall be made to the grant on the first payment date referred to in subsection (1) of the finance board in the Legislature.
- 13(3)** Where a grant is adjusted under section 5 or 6, the adjustment shall be made to the grant on the July payment date referred to in clause 13(1)(d).

PART 2

CURRICULAR MATERIALS GRANTS

Definitions

14(1) In this Part,

"curricular materials: means textbooks, library books, reference books, workbooks, film strips, slides, charts, maps, notion pictures, phonodiscs, audio tapes, recordings and other such instructional materials that are or may be available through the Manitoba Text Book Bureau, and includes the costs repair of textbooks and such other costs as may be approved by the minister, but does not include instructional equipment or hardware;

"private school pupil" means a pupil enrolled in a private school on September 30 of the school year, where the pupils are provided with authorized textbooks free of charge.

14(2) For the purposes of calculating a grant under this Part, a kindergarten pupil is counted as one-half a "private school pupil".

Amount of grant

15 A private school may make expenditures for curricular materials through the Manitoba Text Book Bureau, and for that purpose the minister may pay a grant of \$40. in each school year for each private school pupil.

Grant payable to Text Book Bureau

16 The Minister of Finance, on the requisition of the minister, shall pay to the Manitoba Text Book Bureau at such time as may be required, such amounts as may be necessary for curricular materials ordered by the private school and supplied by the Manitoba Text Book Bureau, but the total of those amounts shall not exceed the total support to the private school determined under section 15.

Unexpended balance as credit

- 17** Where in any school year the amount expended by a private school for curricular materials through the Manitoba Text Book Bureau is less than the amount determined under section 15, the unexpended balance shall remain as a credit to be used by the private school for purchase of curricular materials in subsequent school years, and any unexpended balance shall be added to the grant determined for the private school under section 15 for the next school year.

Coming into force

18(1) This regulation, except subsections 11(6) to (9) and section 12, comes into force on July 1, 1990.

18(2) Subsections 11(6) to (9) and section 12 come into force on July 1, 1991.

June 27, 1990

Len Derkach

Minister of Education and Training

APPENDIX 3

Independent Schools by School Division
(Schools' Finance Branch, 1991)

No. 0001	Total
School Division: Winnipeg	Enrolment
Balmoral Hall 630 Westminster Avenue Winnipeg Manitoba R3C3S1	454
Faith Academy 1039 Pritchard Avenue Winnipeg Manitoba R2XOG3	105
Holy Ghost School 333 Selkirk Avenue Winnipeg Manitoba R2W2L8	218
Immaculate Heart of Mary School 650 Flora Avenue Winnipeg Manitoba R2W2S5	203
Indian Metis Holiness School 333 Alexander Avenue Winnipeg Manitoba R3AON1	8
Joseph Wolinsky Collegiate 437 Matheson Avenue Winnipeg Manitoba R2WOE1	260
Linden Christian School 877 Wilkes Avenue Winnipeg Manitoba R3P1B8	82
Mennonite Brethren Collegiate Institute 180 Riverton Avenue Winnipeg Manitoba R2L2E8	503
Montessori Learning Centres Inc. 170 Ashland Avenue Winnipeg Manitoba R3L1L1	65
Msgr. James K. MacIsaac School 249 Arnold Avenue Winnipeg Manitoba R3LOW4	125
Ramah Hebrew School 705 Lanark Street Winnipeg Manitoba R3N1M4	305

No. 0001 School Division: Winnipeg	Total Enrolment
Red River Valley Junior Academy 56 Grey Street Winnipeg Manitoba R2L1V3	83
St. Raphael's Academy 478 McKenzie Street Winnipeg Manitoba R2W5B9	6
St. Edward's School 836 Arlington Street Winnipeg Manitoba R3E2E4	173
St. Gerard's School 40 Foster Street Winnipeg Manitoba R2L1V7	104
St. Ignatius' School 239 Harrow Street Winnipeg Manitoba R3M2Y3	265
St. John Brebeuf School 605 Renfrew Street Winnipeg Manitoba R2N1J8	226
St. Mary's Academy 550 Wellington Crescent Winnipeg Manitoba R3MOC1	523
St. Mary's Montessori School (Children's House) 150 Pacific Avenue Winnipeg Manitoba R3B3K8	85
Talmud Torah/I.L. Pertz School 427 Matheson Avenue Winnipeg Manitoba R2WOE1	163
Torah Academy 620 Brock Street Winnipeg Manitoba R3NOZ4	86
University of Winnipeg, Collegiate Division Room 2W04 515 Portage Avenue Winnipeg Manitoba R3B2E9	507
Westgate Mennonite Collegiate 86 West Gate Winnipeg Manitoba R3C2E1	283
Zion Christian Academy 305 Machray Avenue Winnipeg Manitoba R2W1A3	26
Division Total	4,858

No. 0002 School Division: St. James-Assiniboia	Total Enrolment
Kirkfield Park Christian Academy 618 Muriel Street Winnipeg Manitoba R2YOY2	38
St. Charles Academy 331 St. Charles Street Winnipeg Manitoba R3K1T6	179
The Laureate Academy 367 Hampton Street Winnipeg Manitoba R3J1P7	40
Winnipeg Mennonite Elementary 26 Columbus Crescent Winnipeg Manitoba R3KOC6	285
Division Total	542
No. 0003 School Division: Assiniboine South	Total Enrolment
Early Childhood Education Centre 3630 Batchelor Avenue Winnipeg Manitoba R3ROP1	7
St. Paul's High School 2200 Grant Avenue Winnipeg Manitoba R3POP8	515
Victorious Faith Christian Academy 50 Scurfield Road Winnipeg Manitoba R3Y1G4	17
Division Total	539
No. 0005 School Division: Fort Garry	Total Enrolment
McGillivray Montessori School Box 99 Fort Whyte Manitoba ROGOGO	27
St. John's Ravenscourt School 400 South Drive Winnipeg Manitoba R3T3K5	693
St. Maurice School 1639 Pembina Highway Winnipeg Manitoba R3T2G6	284
Division Total	1,004

No. 0006
School Division: St. Vital **Total**
Enrolment

Christ the King School 135
 8 Lennox Avenue Winnipeg Manitoba R2M1A6

Springs of Living Water 92
 Christian Academy 479 St. Mary's Road
 Winnipeg Manitoba R2M3L1

St. Emile School 212
 552 St. Anne's Road Winnipeg Manitoba R2M3G4

Division Total **439**

No. 0008
School Division: Norwood **Total**
Enrolment

Holy Cross School 242
 300 Dubuc Street Winnipeg Manitoba R2H1E4

St. Boniface Diocesan High 193
 282 Dubuc Street Winnipeg Manitoba R2H1E4

Division Total **435**

No. 0009
School Division: River East **Total**
Enrolment

Calvin Christian School 304
 245 Sutton Avenue Winnipeg Manitoba R2GOT1

St. Alphonsus School 228
 343 Munroe Avenue Winnipeg Manitoba R2K1H2

The King's School 84
 851 Panet Road Winnipeg Manitoba R2K4C9

Division Total **616**

No. 0010
School Division: Seven Oaks **Total**
Enrolment

Oholei Torah School 27
 c/o R.H. Kravetsky
 2095 Sinclair Street Winnipeg Manitoba R2V3K2

Division Total **27**

No. 0012
School Division: Transcona-Springfield **Total**
Enrolment

Immanuel Christian School 103
 215 Rougeau Avenue Winnipeg Manitoba R2C3Z9

St. Joseph The Worker School 108
 505 Brewster Street Winnipeg Manitoba R2C2W6

Division Total **211**

No. 0013
School Division: Agassiz **Total**
Enrolment

Christian Faith Academy 9
 Box 459 Pine Falls Manitoba ROE1MO

Riverside School 49
 Box 136 Elma Manitoba ROEOZO

St. Ouens Christian Academy 27

Box 645 Beausejour Manitoba ROEOCO

Willow Grove School 18
 Box 783 Beausejour Manitoba ROEOCO

Division Total **103**

No. 0014
School Division: Seine River **Total**
Enrolment

New Life Church School 17
 Box 468 Lorette Manitoba ROZOYO

Division Total **17**

No. 0015
School Division: Hanover **Total**
Enrolment

Country View School 20
 Box 390 Steinbach Manitoba ROA2AO

Greenland School 86
 R. R. #1 St. Anne Manitoba ROZ1RO

Kleefeld Christian School 30
 Box 167 Kleefeld Manitoba ROAOVO

New Hope Christian School 30
 Box 188 Kleeleld Manitoba ROAOVO

Steinbach Bible College 86
 Box 1420 Steinbach Manitoba ROA2AO

Zion Fellowship Christian School 16
 Box 3670 Steinbach Manitoba ROA2AO

Division Total **268**

No. 0016
School Division: Boundary **Total**
Enrolment

Greenbank School 16
 General Delivery Rouseau River Manitoba ROA1PO

Division Total **16**

No. 0018 School Division: Rhineland	Total Enrolment
Horndean Christian Day School Box 79 Horndean Manitoba ROGOZO	17
Mennonite Collegiate institute Box 250 Gretna Manitoba ROGOVO	150
Division Total	167

No. 0019 School Division: Morris-MacDonald	Total Enrolment
Morris Christian Day School Box 22 R.R. #2 Morris Manitoba ROG1K0	21
Prairie View School Box 117 Rosenort Manitoba ROG1WO	59
Division Total	80

No. 0022 School Division: Evergreen	Total Enrolment
Interlake Mennonite Fellowship School Box 388 Arborg Manitoba ROCOAO	62
Lake Centre Mennonite Fellowship School Box 417 Arborg Manitoba ROCOAO	12
Living Hope School Box 253 Arborg Manitoba ROCOAO	12
Mennville School Box 448 Riverton Manitoba ROC2RO	59
Morweena Christian School Box 1030 Arborg Manitoba ROCOAO	34
Division Total	179

No. 0024
School Division: Portage la Prairie **Total Enrolment**

Highway Tabernacle School 18
 1680 Saskatchewan Avenue West
 Portage la Prairie Manitoba R1N0N7

Portage Christian Academy 23
 Box 1300 Portage la Prairie Manitoba R1N3L5

Westpark School 94
 Box 91 Portage la Prairie Manitoba R1N3B2

Division Total 135

No. 0025
School Division: Midland **Total Enrolment**

Dufferin Christian School 139
 Box 1450 Carman Manitoba R0G0J0

Division Total 139

No. 0026
School Division: Garden Valley **Total Enrolment**

Prairie Mennonite School 30
 Box 53 Plum Coulee Manitoba R0G1R0

Division Total 30

No. 0029
School Division: Tiger Hills **Total**
Enrolment

Rock Lake Christian Academy 5
 Box 22 Pilot Mound Manitoba ROG1P0

Shady Lane School 11
 Shady Lane Colony Box 117
 Treherne Manitoba ROG2VO

Division Total 16

No. 0030
School Division: Pine Creek **Total**
Enrolment

Austin Christian School 30
 Box 226 Austin Manitoba ROHOCO

Austin Mennonite School 18
 Box 267 Austin Manitoba ROHOCO

Division Total 48

No. 0031
School Division: Beautiful Plains **Total**
Enrolment

Pine Creek School 13
 Pine Creek Colony Box 299
 Austin Manitoba ROHOCO

Shady Oak Christian School 42
 General Delivery Birnie Manitoba ROJOJO

Division Total 55

No. 0033
School Division: Dauphin Ochre Area #1 **Total**
Enrolment

Western Christian College 85
 Box 5000 Dauphin Manitoba R7N2V5

Division Total 85

No. 0035		
School Division: Swan Valley		Total Enrolment
Community Bible Fellowship Christian School Box 1630 Swan River Manitoba ROL1Z0		34
Emmanuel Fellowship Christian School Box 9 Kenville Manitoba ROLOBO		18
Riverdale School R.R. #1 Kenville Manitoba ROLOZO		43
	Division Total	95
No. 0036		
School Division: Intermountain		Total Enrolment
Parkland Christian School Box 480 Roblin Manitoba ROL1P0		45
Poplar Grove School Box 72 Grandview Manitoba ROLOYO		34
St. Vladimar's College Box 789 Roblin Manitoba ROL1P0		51
	Division Total	130
No. 0039		
School Division: Rolling River		Total Enrolment
Potter's Wheel Christian School Box 315 Rapid City Manitoba ROK1WO		10
	Division Total	10
No. 0040		
School Division: Brandon		Total Enrolment
Bethel Christian Academy 440 Richmond Avenue Brandon Manitoba R7A6E9		62
Christian Heritage School Box 1242 Brandon Manitoba R7A6K4		101
	Division Total	163

No. 0041	Total
School Division: Fort la Bosse	Enrolment
Stony Creek School Box 64 Sinclair Manitoba ROM2A0	35
Division Total	35

No. 0044	Total
School Division: Turtle Mountain	Enrolment
Killarney Christian Academy Box 1150 Killarney Manitoba ROK1G0	12
Lakeside Christian School Box 894 Killarney Manitoba ROK1G0	12
Rock Lake School Box 69 Cartwright Manitoba ROKOLO	33
Division Total	57

No. 0047	Total
School Division: Western	Enrolment
Morden College Box 305 Morden Manitoba ROG1J0	40
Division Total	40

No. 2355	Total
School Division: Mystery Lake	Enrolment
Thompson Christian Academy 328 Thompson Drive N. Thompson Manitoba R8NOC4	16
Division Total	16

APPENDIX 4

Subsection 60(5) of The Public Schools Act:

The minister may under the regulations make grants to a private school in respect of instruction and services offered by the private school to children enrolled therein, where the minister is satisfied that:

- (a) the private school teaches a sufficient number of courses approved under The Education Administration Act to ensure that children enrolled in a private school receive an education of a standard equivalent to that received by children in public schools.
- (b) the teachers teaching the approved courses to children enrolled in the private school hold valid and subsisting teaching certificates issued under The Education Administration Act.
- (c) the Department of Education has approved the core curriculum of the school
- (d) the private school has a legally incorporated Board of Directors.
- (e) the private school has an elected advisory board that
 - (i) includes at least three persons who are parents or guardians of children enrolled in the private school.
 - (ii) reports on the private school on a regular basis during the school year and not less often than once in each school term, to the parents or guardians of students enrolled in the private school.
- (f) not proclaimed
- (g) the private school is in compliance with such other requirements as may be prescribed by regulation.

APPENDIX 5

**Submission to the Premier and Cabinet
of
The Province of Manitoba
by
The Manitoba Teacher's Society
January 1989**

The primary object of the Manitoba Teachers' Society since its formation in 1919 has been to promote and advance the cause of education in Manitoba. The Society believes that every child in Manitoba is entitled to an education that meets his or her need and that the most important part of the educational system is the public school. The Society is not opposed to the existence of private schools but believes that where formed they be under the regulation of the Minister of Education and that they not be publicly funded. The Society supports the position adopted almost 20 years ago by the Roblin Government for the provision of some shared services to private schools.

Education delivery for centuries was either religiously based or a matter of privilege dependent upon socio-economic status. The creation of public education systems was an effort to overcome these biases and to provide a measure of equity for all. There has been a recognition by states that the proper functioning of democratic societies is dependent upon the educational development of their populace and hence states' involvement in public education. That recognition has been exemplified by the success of the North American experience and of the so called western countries. To the extent that other nations have been able to follow in the provision of universal education development has occurred and standards of living have improved. It is safe to say that the development of western societies is directly linked to the development of their public education systems.

The provision of public funding to Manitoba's private schools on an ever increasing basis is in fact creating another public system but without concomitant public school accountability and responsibility. The continuation of public funding can do nothing but damage the existing public system and in fact can be seen to be publicly supporting an elitism for which the very creation of a public system of education was to overcome.

The current situation in Manitoba ignores the denominational rights and privileges in existence at the time of Manitoba's entry into confederation, the so-called Manitoba schools question, and now funds all types of private schools. It is setting the stage with a strong potential for a return to a multitude of one-two-three room school districts that we moved away from in the late 60s, but now will be publicly funded private schools. The equality provisions of Section 15 of the Charter may certainly make this potential a reality.

A publicly funded school system is there for all to use. If some choose not to, as is their right, they should do so without an expectation for public funding to do something else. No such public funding is provided in any other sphere nor should it be.

In spite of our opposition and concerns, private schools are being publicly funded in Manitoba. The basis of this funding in itself is flawed and over generous. Its continuation and increase will adversely affect the quality of education in our public schools.

The current formula for funding private schools is a per pupil grant based on 40% of the average per pupil provincial support inclusive of block, categorical, equalization and guarantees in the GSEP. The government is committed to raise this to 50%. What is the rationale for basing support to private schools on programs they do not provide (i.e. the incentive grants in categorical funding)? Why base funding to

private schools on the need of public school divisions for guarantees and equalization?

One of the most glaring anomalies of support to private schools in the current system is that private schools receive the full amount of per pupil support for curricular materials and then, in addition, received 40% of this amount since categorical grants are included in the provincial support upon which private school grants are now calculated.

Questions may also be raised about support to those private schools that have high tuition fees. The combination of these fees plus support from other sources such as endowment funds, lottery grants and now a significant level of provincial support allow such institutions to provide their services with a support level as much as double that available to public schools. Some offset of provincial support should occur in cases of this kind.

The present system commits a significant level of public money into private schools without recipients being governed by the regulations and laws imposed on public schools. At what stage do publicly funded private schools cease to be private and become public? There is need to recognize that a second publicly supported system is being created. Having done this, the government has a responsibility to regulate this system and enact laws of governance consistent with a publicly funded education system.

Respectfully submitted

Judy Balabas

President

The Manitoba Teachers' Society

1988 Manitoba Teachers' Society Policy Handbook

C 4 THE ADMINISTRATION OF PRIVATE SCHOOLS IN MANITOBA

C4.01 Basic Principles with Respect to the Operation of Private Schools

The Society advocates:

- .1 That all teachers engaged in private schools be certified in accordance with the Statutes and Regulations of Manitoba.
- .2 That the establishment of private schools be subject to the approval of the Minister.
- .3 That private schools offer a curriculum and a standard of education comparable to that offered by the public schools.
- .4 That the physical characteristics of private schools reflect the health, comfort and safety of all children.

C4.01

- .5 That all private schools be subject to inspection by Manitoba Education at the request of the Minister, or the school board of the area in which they are located, or the authorities of the private school.
- .6 That all private schools be governed by the same attendance requirements as are stated by law for public schools.
- .7 That all private schools be considered ineligible for funding from the Provincial Treasury.
(Reaffirmed, AGM, 1987)

C4.02 Shared Services - Basic Principles

The Society advocates:

- .1 That services be offered to private school students on a part-time basis by the public school teachers in the public school system.
- .2 That the interests of the public school system and of the children within the public school system be fully preserved.
- .3 That the authority of the public school administration be recognized.
(AGM, 1984, p. 55)

C1.03 Teacher, Pupil, and Program Funding in Manitoba

The Society advocates:

- .1 **General Principles Underlying the Society's Policy on Education Finance**
 - (a) That every child in Manitoba is entitled to an education that meets his or her needs.
 - (b) The most important part of the education system is the public school. Therefore, when economies are being effected, the last to be considered shall be those which might adversely affect the quality of education in the public schools.
(AGM, 1984, p. 56)

Excerpt from the Manitoba Teachers' Society Act

OBJECTS

4. The objects of the society are (a) to promote and advance the cause of education in Manitoba; (b) to advance and safeguard the welfare of teacher in Manitoba; (c) to enhance the teaching profession in Manitoba; (d) to address social issues that affect the teaching profession in Manitoba; (e) to cooperate with other organizations in Canada or elsewhere having the same or like aims and objects; and (f) to take measures that are not inconsistent with this Act or any Act of the Legislature which the Society considers necessary or advisable to give effect to any policy adopted by it with respect to any question directly or indirectly affecting teaching, teachers or education.

**FUNDING PRIVATE SCHOOLS:
VIEWS OF PUBLIC SCHOOL TRUSTEES**

A Brief Prepared by:
The Manitoba Association of School Trustees
191 Provencher Blvd.
Winnipeg

Presented to:
Members of the Legislative Assembly
Government of Manitoba
January 26, 1989

**Funding Private Schools:
Views of Public School Trustees**

The Manitoba Association of School Trustees is a voluntary association representing all public school boards in Manitoba. MAST serves as a vehicle through which boards unite in order to pursue common educational objectives. Our organization's mission is to ensure that the public voice in education is effectively expressed through the 500 locally elected school trustees who are responsible for the education of approximately 200,000 students in the public schools of our province.

In Manitoba, political responsibility for education is shared exclusively by Members of the Legislature and locally elected school trustees. Historically, provincial government have understood that this responsibility requires it to make an uncompromised commitment to its public school system.

During the 1988 provincial election campaign, all three provincial parties promised increased support to private schools, disagreeing only on the rate of increase and upper limit of support. In this respect, Members of the Legislative Assembly do not represent the voters of the province. Most Manitobans do not support provincial funding of private schools. The 1986-87 Survey of Public Attitudes prepared for the Manitoba Cabinet found that 59 per cent of Manitobans are opposed to provincial funding of private schools; only 36 per cent support the idea.

Manitoba school trustees are extremely concerned about the accelerated pace at which successive governments have diverted education funds from public schools to the private school system. Trustees are duty-bound to point out the implications of this decision by members of the provincial legislature to increase funding to private schools. The objective of this presentation is to inform you of these concerns, and to recommend to you some alternative courses of action.

Public Schools are Underfunded

Successive provincial governments have consistently failed to fulfil their commitments to adequately fund the public school system. For example, the province's 1989 funding package fails to provide any increase to the inadequate level of grant support provided for special needs (handicapped) students. In many cases, these grants now cover less than half the cost of educating handicapped students.

Increased government support for alternatives to public schools should not be provided at the expense of the public school system. The provincial government increased funding to private schools by \$3.7 million in 1988, but could not find an extra dollar for the handicapped students of the province. This is unacceptable to Manitoba's school trustees, and to the parents and students we represent.

MAST therefore urges the provincial government to refrain from further increasing the percentage of funding provided to private schools until the government fulfils its commitment to fund adequately the province's public school system.

Private Schools Lack Accountability

School trustees recognize the right of parents to exercise choice in matters of education. Parents choose among the programs offered by their public school division, and through the election process they choose the trustees who represent them on the local school board. They may also choose to send their child to a private school, or to educate their child at home. We support the right of parents to make these choices.

The constitutional responsibility of the provincial government to ensure that all children receive a quality education exists whether the student is being educated in a public school, in a private school, or in the home. However, in the case of private schools, the provincial government has abandoned this responsibility. The Department of Education makes no serious attempt to monitor the quality of education provided by private schools; in 1988, the Department had only one part-time employee assigned to "liaise" with the 85 private schools representing almost 10,000 students.

Forty-five of these private schools received \$11.1 million in provincial funding in 1988. To be eligible, they employ certified teachers and agree to teach the Manitoba curriculum. The Department of Education does not monitor, license or certify private schools in any way. Private schools need not be non-profit, they need not prepare or submit financial statements, and they need not have elected boards.

Contrast this situation with the province's regulations governing child day care. Whether or not the day care receives government funding, the centres must comply with regulations governing program, staff training, parent participation, policy manuals, behavior management, pupil-teacher ratios, equipment and nutrition.

To address the lack of accountability of private schools in Manitoba, MAST urges the provincial government to require annual certification of private schools which receive public funds, to ensure that quality education is provided for all students attending such schools.

Basis of Funding Unfair

Private schools should not receive public funds which were intended to support education services which they do not deliver

The province's grants to private schools are calculated as a percentage of the province's total per pupil expenditure on public schools. This fails to recognize the fact that the range of education services provide by these two systems is fundamentally different.

Public schools exist to provide an appropriate range of education services to all students within a division. This requires a variety of specialized services. The province encourages provision of these services by providing categorical grants to support extensive transportation and special needs systems, psychological and clinician services (which the public schools also extend to private school students), compensatory programs, a variety of language programs, and many others.

Private schools are not required to provide these high-cost services. However, because their grants are based on a percentage of total per pupil expenditures, they now receive 40 per cent of the funding without delivering many of the services.

Similarly, private schools receive a percentage of equalization funds distributed by the province to compensate school divisions which have a low tax base. They also receive a percentage of the monies paid by the province to guarantee that school divisions with declining enrolments do not lose revenue.

The only fair basis for determining the grant level to private schools is the per pupil block grant set by the province. Last year, private schools received 71.3 per cent of the per pupil block grant provided to public schools (\$1240 compared to \$1740). As the 1989 block grant has been set at \$2240, the current private schools grant is equal to 55.4 per cent.

MAST therefore recommends that the percentage of provincial funding to private schools be calculated on the basis of the per pupil block grant only.

Conclusion:

Manitoba's school trustees have serious concerns about the provincial government's decision to dramatically increase funding of private schools while continuing to underfund the public school system. We urge you, as the elected officials with whom we share the responsibility for education, to take the following steps:

- fulfil your commitment to adequately fund public schools,
- require annual certification of private schools, and
- base grants to private schools on the block grant only.

By bringing these concerns to you directly, we trust that you will act promptly to reaffirm your commitment to public education, and to ensure that all Manitoba students will continue to have access to a quality education.

Verne Kulyk

President

Manitoba Association of School Trustees