

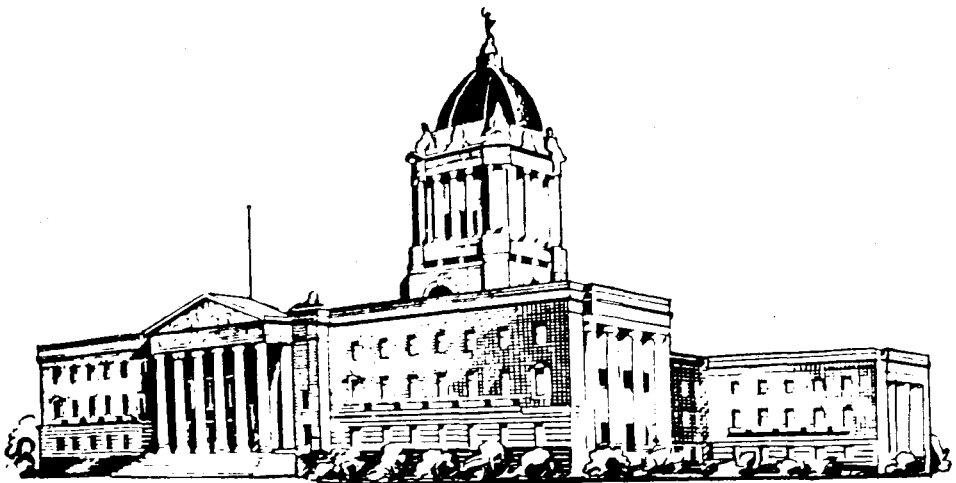


Legislative Assembly of Manitoba

DEBATES
and
PROCEEDINGS

Speaker

The Honourable Peter Fox



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Second Session, 30th Legislature.

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THE LEGISLATIVE ASSEMBLY OF MANITOBA

8:00 o'clock, Monday, April 7, 1975

SUPPLY - EDUCATION

MR. CHAIRMAN: Resolution 46(a). The Honourable Minister of Education.

MR. HANUSCHAK: Well, Mr. Chairman, I did promise the Honourable Leader of the Official Opposition and the Member for Brandon West some information in response to the questions that the Honourable Leader, in particular, put to me just before we broke off for the dinner hour. I regret to say that I do not have the answers at this moment. They should be arriving momentarily.

MR. CHAIRMAN: The Honourable Leader of the Opposition.

MR. SPIVAK: Possibly while we're waiting for the information and there may be in fact some other questions to be asked when the information. . . I want to understand, if I can, that the core area programs that the Honourable Minister referred to, are in essence the programs that we've had outlined to us, not in full detail but that have been summarized in part of the programs that have been mentioned. Is that correct?

MR. HANUSCHAK: Mr. Chairman, I'm still at a loss to know what the honourable member means by the term "core area." I used the term core area with reference to a geographic area of Winnipeg.

MR. SPIVAK: Well I'm talking in terms of what will be the areas of urban renewal number two, the areas in the blighted area around the central business district, which you refer to as the core area. Now I'm asking with respect to planning. . . Sir? Well, again I want to understand correctly that the programs Planning and Research have been involved in, I'm concerned with are they two or three programs that have been mentioned in summary, at least in the global figures, mentioned earlier? Am I correct? Are there any other programs that are involved in which Planning and Research are involved in?

MR. HANUSCHAK: I believe the honourable member is correct, if I understand him correctly.

In response to the honourable member's question: In the REAP Program 2-1/2 SMYs \$23,702; 2-1/2 SMY on contract, \$45,900, for a total of \$69,600. Other expenditures \$29,000. And \$200,000 by way of grants to school divisions, to the eight school divisions which participate in this program.

MR. SPIVAK: I'm assuming you have the details for each program. Is that right, or it just this one program?

MR. HANUSCHAK: I'm attempting to give the information to the honourable member that he asked for.

MR. SPIVAK: No, but let's understand that what I assumed you would do would be to give us the program, the details for each program, for the REAP Program, the Headstart Program, all of the programs that have been. . .

MR. HANUSCHAK: I am attempting to give the information that the honourable member asked. He says he is assuming that I'm giving the details. I could give more details. There are other details also.

MR. SPIVAK: No, but Mr. Chairman, just so that we understand clearly. I asked the Honourable Minister if he could indicate under each specific program undertaking under Planning and Research, whether in addition to the support staff that's indicated in the 30 people who are employed, that each program if it did have additional people involved by way of salary or by way of contract, that the indication be given of how many and the amounts for each separate program. And I gather for the REAP Program he is giving us that information. If I'm correct in summary, he said that there are two people who are on salary and their salaries are such an amount, there are two people on contract and the contracts are for that amount, and he's talking, I assume, on the REAP Program. Is that correct?

MR. HANUSCHAK: Well that was what I said, yes.

MR. SPIVAK: Well, are we going to get information on the other programs? My understanding of the undertaking was that he would deal with each one of the Planning and Research programs and give us an indication of the breakdown on each one of those programs.

MR. HANUSCHAK: Well, Mr. Chairman, I was dealing with one program and, before I was through dealing with it, the honourable member rose to ask a question.

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MR. CHAIRMAN: Order. I thought we established the other day that nobody would gain the floor until the Speaker recognized him. Now it's very difficult for Mr. Sly, it's very difficult for Hansard staff, to record who's speaking and what's happening. If you're not going to co-operate, I'm going to have to ask that the mikes be shut off until the Chair recognizes you. The Honourable Leader of the Opposition.

MR. SPIVAK: Mr. Chairman, all we've asked the Minister is for some simple information that can be furnished by him, and I'm not going to repeat the information. If, in fact, he sat down, I didn't ask the question before he sat down, and I'm asking now. If he's going to deal program by program, that's acceptable to this side. I don't think there's any objection to it. But if we're dealing with the REAP Program and he wants to complete that first, then that's fine, then we'll move to the next one. Or if he wants to give a list of each one that's fine as well. Whatever his wish is, we'll simply wait for the information.

MR. HANUSCHAK: Mr. Chairman, this is the very reason why I asked the honourable member to explain what he meant by details, because if he wants me to give the details of the program, I could handle it in any way he wishes, or whether he merely wishes . . . response from this question.

MR. CHAIRMAN: Order please. Order please. The Honourable Leader of the Opposition.

MR. SPIVAK: Well, Mr. Chairman, the purpose of this examination is to determine, if we can, what the department is doing in the field of Planning and Research, and we are asking for specific information and we want specific answers, and there's no need to try and sort of play a game here. We have asked specifically for each program that has been explained as being under Other Expenditures in Planning and Research, that there will be an indication of the number of people who are employed in the program chargeable to that portion of the program, the number of contracts. And if he has been dealing with the REAP program and he's indicated that that's the information on the REAP program, then we can move on to the next program. The only thing, Mr. Chairman, that I suggest to him is that he's indicated, as far as I can see, based on his information, that there are two people employed in the REAP program and two people . . .

MR. HANUSCHAK: I didn't say that.

MR. SPIVAK: Well then, I would ask a specific question. I don't understand where the difficulty is. Can he not indicate to us how many people are employed under the REAP program. how many people are on contract?

MR. CHAIRMAN: The Honourable Minister of Education.

MR. HANUSCHAK: I will repeat again, and I'm sorry that the honourable member's notes are incorrect - I said 2-1/2 SMY's on REAP plus 2-1/2 on contract. So it is not 2, it's 2-1/2. Headstart, 7 on contract. Administration, 4 SMY's. School Milk, 1 SMY, 1 on contract. Planning Development and Research, 7 SMY's. Community Volunteers, 1/2 SMY. Evaluation, 3-1/2 SMY's, 2-1/2 on contract. Urban Education, 2 SMY's. Community School Nutrition, 1/4 SMY. Schools for Urban Neighborhoods, 1/4 SMY. That, by the way, is for the fiscal year of the estimates which we are debating. The previous year, or the fiscal year just ended, REAP was the same, 2-1/2 each. Headstart was the same. Administration; School Milk; Planning, Development and Research; there was one contract in addition to the 7 SMY's. The rest are the same.

MR. CHAIRMAN: The Honourable Leader of the Opposition.

MR. SPIVAK: Just so that we can establish so there won't be an question of the accuracy of the information - not from the position of the Minister but in our understanding of it. This would mean that the people who are in contract, plus the aggregate of those who are on programs who are not on contract, would be added to the 30 who are employed in Planning and Research, and this would be established . . . the people who were involved . . . that. So in effect, at this point, there would appear to be 12, 13, almost over 30, actually over double the amount, who are involved in these programs, who are not indicated within the research staff of Planning and Research, and I think that's probably a figure that's an approximate. It's probably more. So approximately 60 within the department in the Planning and Research, dealing with the portion of Planning and Research in the Department of Education as opposed to the Department of Colleges and Universities. I'm assuming I'm correct at this point on that. All right.

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(MR. SPIVAK cont'd)

Now I wonder if the Minister is in a position to indicate, with respect to the three new programs, I guess, that were announced that would deal with the urban area, how the Planning and Research Department identified the particular needs that had to be undertaken and the research that they did in coming to the conclusion that these programs should be undertaken.

MR. HANUSCHAK: Well, I just wanted to locate the programs in my Estimates book in the event that there will be other questions asked; but the answer to the honourable member's question: "How are the programs identified?" - by working in liaison with the Winnipeg School Division.

MR. SPIVAK: What are the specific target population groups that these programs are dedicated to?

MR. HANUSCHAK: Primarily the inner core of the City of Winnipeg. The boundaries may vary somewhat from one program to the other.

MR. SPIVAK: I'm almost inclined, Mr. Chairman, to ask the Minister to define what the inner core is because, you know, he didn't understand what the core was, but I'd rather not. I think I understand what the inner core is just as he understands what the core is. Does the Minister really believe that the programs that he has identified truly are the programs that are needed by the specific population targeted in that area called the inner core?

MR. HANUSCHAK: Yes.

MR. SPIVAK: What are the staff man years to be undertaken with respect to the specific programs in the inner core?

MR. HANUSCHAK: I'm sorry, Mr. Chairman.

MR. SPIVAK: What are the staff man years and the program dollars to be taken into consideration in the inner core for those programs that he's mentioned?

MR. HANUSCHAK: Roughly 2.5. And while I'm on my feet, Mr. Chairman, the figures that I have given for the SMY plus contract, I think this would show about 21 SMY's, plus 14 on contract, but in total it works out to about 30 because many of them are for periods shorter than one year. Maybe for 10 months, nine months, something like that, but it may have been shown to the near half or quarter of a year but when you add them up it totals up to 30.

MR. SPIVAK: But in effect, Mr. Chairman - to the Minister - if the answer had been given that there were only 30 employees of Planning and Research and that answer had been left, it would have been fairly misleading, I think, to the House in total, in relation to the real total that's in Planning and Research which is approximately 60. And I think that, from our point of view, and I think this is something that we were interested in this particular area as we would be in every phase of government activity and certainly every phase of the Department of Education, we would like to be in a position to be able to deal with what would be an accurate evaluation of the employment within a particular department. Now...

MR. HANUSCHAK: Mr. Chairman, I can't accept the fact that the actual total is 60. The total in Planning and Research in the Department of Education is 30.

MR. SPIVAK: This is why I want to . . . My understanding was that the individual . . . The Minister said that there are 30 people employed in Planning and Research. With respect to these programs, these people are in addition to the 30, and that is my understanding, so that in effect you're talking really 60. And if I'm wrong, then I stand to be corrected.

MR. HANUSCHAK: Mr. Chairman, this is the total staff.

MR. SPIVAK: Let me then follow through because, then, there's been a misunderstanding on my part. The total staff of 30 is charged to these programs, whose aggregate amounts to less than \$1,330,000 under the Other Expenditures, yet there's a salary item in addition to that of \$333,000 for Planning and Research, and my understanding was, and again I repeat, that there was 30 people employed in Planning and Research, and that in addition there were another 30 employed in programs that have been identified under Other Expenditures.

MR. HANUSCHAK: It may be that the honourable member - I'll just double check this - that we may be including the Native Branch which is responsible to Planning and Research, and there's something in the order of 12 or so SMY, 15 SMY's there. That may account for the difference.

MR. SPIVAK: Well, I would rather wait - if the information is being assembled now, I would rather wait before I deal with the next item.

MR. HANUSCHAK: Yes, the Native Branch is included in this.

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MR. SPIVAK: Well, Mr. Chairman, I wonder if he could now indicate what that means in terms of numbers. In salaries you have \$333,000; of the 30 people who are chargeable to the various programs that you've indicated, some on contract, some on salary, are there any of these people who are chargeable in the salaries of \$333,000?

MR. HANUSCHAK: Yes, there are 11 Native Education, 21 Planning and Research. Yes. That's SMY's.

MR. SPIVAK: We're talking 60 at that point, more or less, then. In this case it would be 61. My point being, Mr. Chairman, and to the Minister, that in effect with respect to Planning and Research, the numbers chargeable to the Department of Education, it would appear that there are 60 people who are involved in either direct employment or by way of contract, and I think that figure is now assumed to be correct. And I say to the Minister that I think that the original statement - and I don't think that that necessarily was his intention - but I think that it's something that we have to consider in relation to this estimate as we have to deal with the others, that it's important that we know numbers, because one of the questions that is continually asked of the members on this side as we travel throughout Manitoba is why Planning and Research is so huge, and what is it supposed to be doing, and why are there so many numbers in terms of people, involved?

Now, Mr. Chairman, I want to make a comment - well I'd like to ask the Minister another question before I make the comment on part of the information. I know the others here will want to say - or ask other questions. Can he indicate to me the method used by planning and research to evaluate the programs, what method is used in evaluation of the programs that have been in operation over the past year?

MR. HANUSCHAK: Yes. Well if the honourable member wished I can go through the programs, program by program, as to the method and outline in the method of evaluation for each, which is what the honourable member asked.

MR. SPIVAK: Yes. Mr. Chairman, I think that would be very helpful. I wonder if he could give us a cost-benefit as he does his evaluation.

MR. HANUSCHAK: A which?

MR. SPIVAK: A cost-benefit.

MR. HANUSCHAK: Yes, I'm sorry I did not catch the word that the Honourable Leader made in his process of sitting down.

One measure of the effectiveness of these programs - this would apply to many, but I think that the Rural Educational Alternative Program is about as good an example to use as any because some of the criteria used there may to a greater or lesser degree to applied to others, and that would be to measure the cost-benefit ratio based on the cost of the program as compared to the over all reduction in education costs in that area, or if not the reduction of costs the slowing down of the cost acceleration or increases. We would look at, in that particular program, at matters such as costs of transportation of rural students, the abandonment of suitable facilities, capital costs of unnecessarily centralized schools, over-specialization of professional staff, unnecessary duplication between school and existing community resources, imbalances between learning needs and curriculum offered, and so forth. So these are some of the criteria that will be applied.

MR. SPIVAK: Well I really want the Minister to indicate how does he, or how does his department, or how does his research branch, go about evaluating the things, the criteria, that he just mentioned. Where do they obtain their information, who do they discuss this matter with, where do they assemble their statistical data, who are they in contact with, and how is that evaluated?

MR. HANUSCHAK: The information can be obtained in a variety of ways. By the attendance of the Planning and Research staff in those places where the projects are under way, interviewing pupils, teachers, parents, school trustees, superintendents and members of the community, whoever may in any way be affected by any of the programs that we have under way.

MR. SPIVAK: You mentioned earlier about eleven native people employed in native programs. With respect to that native program, how much of that native program deals with the core area, or the inner core area?

MR. HANUSCHAK: At the present time, I must say not a great deal because this is its first year of operation and it's concentrating its efforts primarily on Northern Manitoba.

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MR. SPIVAK: Well, Mr. Chairman, there will be others who are going to have a series of questions I'm sure to ask the Minister, but I think it would be appropriate for me to make a comment, and the Minister may want to reply, and this really deals with policy matters and deals with the government's direction, and the direction of Planning and Research. The Minister has announced what I would consider very minimum programs for the inner core area of Winnipeg, programs that are needed but certainly are very piecemeal in terms of the kind of comprehensive program that should deal with the problems of the people in the area, the problems that have been identified over a period of years, the problems which have been recognized in the essential thrust of the government to try and accomplish something in the area which has generally been called Urban Renewal No. 2, and could be called the centre core area or the inner core area, depending on how you want to draw the line. And the thing that is really I think disturbing, Mr. Chairman, and disturbing in the Minister's answers that have been given so far, disturbing in the sense that the government is so alert to try and take credit for new directions in the areas in which there are significant social problems, is that it indicates that when we really examine what the government is doing they're really almost devoid of any understanding of the problems of the area, and they are really inept at dealing with the problems, and if this their identification of the problems and this is their solution, then all one can suggest is that, it will be a continuation of what we have and the same. We've been concerned, and we'll deal with this when we deal with other matters in terms of the Minister of Urban Affairs and probably when we deal with the question of housing, as to what the program of the government really is for the core area.

But, Mr. Chairman, this is, you know, if this is the work of the department, if this is the new direction, then I ask you how does this accomplish the very basic things of dealing with the problems of people in that area. With the problem of the upgrading of the skills and the attempt to try and provide the special educational requirements that are needed for the range of people who make up that area who are the people living in poverty, who are the people living under distress, who have tremendous social problems, and how can these three or four programs be deemed to part of any comprehensive attack on the part of the government of solving the problems in the core area?

You know, Mr. Chairman, the Minister's pronouncements really create a sham for the kind of direction that was expected and should have been forthcoming from the government in this area, and Mr. Chairman, as well, it just gives the lie to the concern that is supposed to have been expressed by the government for the problems of people in the area. It would seem to me that we come back to the fact that over the years and this government, particularly when they were opposition, who expressed concern, and expressed a strong voice for the host of people who would be considered disadvantaged to live in that area, have not been prepared to marshal the forces of government to provide the kinds of programs that should be forthcoming in this area and while we will have other occasions, Mr. Chairman, to deal with the basic question as to whether the government is meeting the needs of the people in that area by a full and complete comprehensive program, I would suggest that what has happened here with the announcements that the Minister has made, with the explanations that he has given, with the sums that are involved, and I say that, and with the more or less detail that is given, that what we have is lip service being given by the government to the programs in the hope that somehow or other they can be credited with some improvement, when in effect they are doing really nothing. And that's really what we are talking about. Nothing. Nothing is being done. Nothing is really planned, and while you may suggest that there is an initiative for which you should be credited, in relation to the total budget of this government, in relation to the highfalutin' words that have been used by the First Minister and others with respect to the dedication that was to be undertaken by government for the people who live in poverty, and who are the disadvantaged in that area, it would seem to me that really what we have is a very hollow and shallow program worthy of very little recognition. Certainly the programs are worthy of support that have been announced, that's not to be criticized, but these programs are meaningless unless they're part and parcel of a far greater direction, and unless there is some leadership that is shown, and that leadership has got to be significant in its attempt to deal with the problems. I wonder really how much consultation took place with the people who work in the area, called the core, inner core, and I do not necessarily mean the people who are the disadvantaged people because I think there is a problem that one has to recognize

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(MR. SPIVAK cont'd) . . . in dealing with many of them whose conditions are so bad and so severe that it makes it very difficult for them to be able to understand the real, the possibilities that exist for them. For many of them their life has been shattered; for many of them they are living under the most intolerable conditions, and for them it's very difficult to understand the full range of what government could be doing. But I really wonder for all those who really seriously have been working in that field, who understand that field, who know that field, who are in all the variety of different organizations, how much consultation there has been from this whole cadre of people who are working on these various programs and the 30 people who are working in Planning and Research, how many of these people have been in consultation with those who are working to determine what kind of programs could be developed for a full comprehensive program rather for the one or two programs that have been announced.

Now, I know there will be some on the other side inclined to pat themselves on the back and say, "We're doing more than has been done before." But, I must say, Mr. Chairman, and I've said this before, this government has given hope to many people, or should have been giving hope to many people, who were the people who believed that they would be identified by the government, would be the target area which the government would direct itself for solution, and who would apply their energy in helping their problems. And all I see in what has been introduced is something very shallow, very just - whatever it is it's better than what it has been before - but ineffective to deal with the fundamental problems that exist. I think, Mr. Chairman, that it really is a testimony to the lack of initiative, to the lack of direction and of not only the Minister, but of the government, who have been prepared to allow the government to continue researching this whole series of programs, and has been satisfied with the announcement of programs on the assumption that the announcement of the program itself means that the solutions have in fact been forthcoming.

The educational needs of the people in that area, I suggest have not really been identified by the Honourable Minister and his department, and certainly by his Planning and Research Branch. The target population group I suggest has not been identified; the programs are not designed to meet their needs. The programs are programs that have been designed as piecemeal programs to satisfy a budget that the Minister would like to introduce that he's capable of dealing with, and the costs are really not evaluated properly, and I suggest, Mr. Chairman, that the Minister and Planning and Research are not in an adequate position to even evaluate whether this will be successful or not, and the problem, Mr. Chairman, that the complete total community impact program that should have been designed by his department as part of its total comprehensive program is lacking, and so the people who should be benefitting from a real and aggressive program at this particular time once again will have lost out, and lost out simply because of the lack of understanding and really the failure on the part of the government and on the part of the Minister.

MR. CHAIRMAN: The Honourable Member for Fort Rouge.

MR. AXWORTHY: Mr. Chairman, if the Minister wants to reply to the comments, I'm prepared to relinquish to the Minister. Did he intend to reply to the Leader of the Opposition?

MR. CHAIRMAN: The Honourable Minister of Education.

MR. HANUSCHAK: Mr. Chairman, the Honourable Leader of the Official Opposition attempted to make a point that very little or in fact, he used the expression, nothing had been done for the people in the core area, and he also made the statement, and particularly by this government, which had given hope to many people, and then he attempted to correct himself by saying should have given hope. Well, I think he was right the first time, that it had given hope to many.

He asked whether there had been consultation with those involved. Well the answer to the question is, yes there has been consultation. There has been consultation not only with the consumers of the programs but with all of those involved in working with them, and my department and this department in particular worked in the schools. There has been consultation with the teachers, with the teachers and with the administrative staffs and the boards; that consultation was there on all the programs.

One of the prime purposes of the programs that we're dealing with tonight - and there are others by the way, Mr. Chairman, which we will not be dealing with in this department but in Colleges and Universities, because they're teacher-training oriented and hence fall more properly within that department.

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(MR. HANUSCHAK cont'd)

But anyway getting back to these programs, the consultation was there, not only with the teachers and the staffs and the boards of the school division, but also with the various organizations which are active, working with the people in this community, the Friendship Centre, the Portuguese group, with Settlement Houses, for example IMPACTE, and with others. Just looking through this on the School Nutrition program, there's been consultation with the teachers and with the volunteers who will be working and determining the type of nutrition program that they wish to offer, whether they wish it to be a breakfast program or a lunch supplement or a midday snack - and this is up to each school to decide what type of nutrition program they wish to offer. So there has been consultation.

Now, the honourable member then concludes by saying that this isn't enough, and I'm sure, Mr. Chairman, that if we were to simply undertake to mount programs of this type, or whatever type, on a universal basis particularly, if they are designed to meet a need, that they be common, they be prevalent all over the province, if we were to mount that program on an universal basis the Honourable Leader of the Official Opposition would be the first to criticize us for going in to it without running a pile of experiments on it and taking a reading on that, evaluating it, and then being guided by the results of it, and in determining the nature and the style of delivery of that type of program if it should be delivered at all.

So, these are pilot projects, they are demonstration projects, which will be reviewed upon the termination of their term, and then on the basis of our findings at that time the decision will be made as to the manner in which, and the extent to which, and the rate at which these programs should be expanded to reach the needs of other communities . . . or to reach other communities which may have similar needs.

MR. CHAIRMAN: The Honourable Member for Fort Rouge.

MR. AXWORTHY: Thank you, Mr. Chairman, I also would like to ask the Minister some questions on this fascinating account of the Research and Planning program of the department, but his statement just provides one point of departure which I think could be interesting to this House and that is, when he is discussing the consultation that he underwent in developing some of these pilot programs in the inner city. Could the Minister tell us to what degree he was able, or invited to consult with his own colleagues in his own colleagues in his own Cabinet when they themselves were developing what I suppose will become the Ed Schreyer "Build a Monument Program for the Inner City," which I think has been well described as a program that is almost purely and directly designed to put up new buildings. Can the Minister tell us whether he was involved, or members of his Research and Planning staff were in any way consulted in any effort to integrate the programs of Manpower Training or Education or Development of Human Resources, and how that this might have been integrated, which it obviously wasn't according to the announcements that we have heard in this House, where there was no indication of any kind of effort or thought or application of providing for a comprehensive attack on problems in the inner city which would involve a range of devices and that \$45 million that was talked about is a fairly hefty sum of money which might have been well applied in terms of a far more important task of developing incentive and initiative for people living in that area to acquire a capacity and ability to cope with a very cold urban system that they have to operate in.

So I find it interesting whether the Minister and the Department of Education, and Colleges and Universities for that matter, but certainly to his own person, were at all invited to submit programs that might have been part of that downtown renewal project that was announced. If they were so invited, why were they not included in such a program? To what degree might we hope that through the efforts of others in this House to provide a reminder to the government that rebuilding is mainly rebuilding of the people not of buildings, that we might expect future developments in that area so that that large amount of money that is presumably going to be committed by the government, will in fact incorporate a major component in the area of the redevelopment of skills and capacities and abilities of young people in that area so they can find decent work and be able to find jobs and employment, and basically begin to secure for themselves their own livelihood as opposed to being dependent upon the government or some other agency for their support.

So, when it comes to consultation, I guess what I'm asking is, why wasn't there more consultation within government itself in terms of what the different departments were attempting

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(MR. AXWORTHY cont'd) . . . to do in providing for a focussed approach to this problem, and if there was consultation, frankly why obviously was it rejected, or at least some part of it not included in the proposals that were announced by the First Minister?

MR. CHAIRMAN: The Honourable Minister of Education,

MR. HANUSCHAK: Mr. Chairman, I rather suspect that some of the points that the Honourable Member for Fort Rouge wishes to deal with would probably be more properly dealt with when we deal with the Estimates of Colleges and Universities Affairs, particularly if we're dealing with the matter of manpower training which happens to be within the area of responsibility of that department and not the public school system. Here we're dealing with a public school system with a program from Kindergarten to Grade 12, and the use of those school facilities, the use of all the resources that we have within our public school system for the benefit of the entire community.

To a degree, yes this does involve some preliminary Manpower Training of course, and our Vocational Training program, and so forth. But, if we're talking about Manpower Training of a post-high school nature, of a post-secondary nature, then that is the area within which it falls to the greatest extent, much more so than within our public school system, with the exception that I made in our Vocational Education program.

Now one of the programs that I had mentioned earlier that will be brought under way is the Schools for Urban Neighbourhoods within that very area, and this is a project designed to cope with the very types of problems and issues and concerns raised by the Honourable Member for Fort Rouge. The Schools for Urban Neighbourhoods, Now, the rationale for the establishment of this program is a question that is in the minds of all of us, whether the schools that we have adequately serve, are adequately relevant to neighbourhood needs. Now, in this sense adequacy is measured by the extent to which a school is recognized as a resource and is used by the residents living in the area adjacent to it. And this program, the Schools for Urban Neighbourhoods, will provide the opportunity for people to play significant roles in creating relevant neighbourhood-oriented educational programs, and as such the Schools for Urban Neighbourhoods is a recognition that the local school is at the heart of the neighbourhood.

And the goal of this, or the goals rather of this program will be twofold. One to provide formal and informal learning opportunities, responsive to needs defined by citizens of the neighbourhood, irrespective of their economic and social status; and secondly, to enhance the role of the local elementary school as a point of contact between the neighbourhood and the educational system within it. And the neighbourhoods are going to be those that have a geographic identity or possess a distinctive culture uniqueness, or have been defined by either administrative boundaries or by participation programs, such as the City of Winnipeg's Neighbourhood Improvement program. So consequently it will involve north Point Douglas in Winnipeg and the Kind Edward area, William Whyte, Keenleyside Public Housing communities and Brandon North.

Now in a design of this program there will be a local advisory committee which will give it the guidance and support, and the committee will be composed of a representative from the school division in which the participating neighbourhood is located, from the Department of Education, Manitoba Home and School Associations, and other agencies that may be active within that particular community. And community education workers will assist residents in articulating their concerns, in organizing the resident committees, and in working with these committees. Each resident committee will serve as a forum for expressing educational concerns and implementing ongoing Schools for Urban Neighbourhood programs.

This phase will probably take about six months or so, and then once that is launched then from that point on the schools should be able to function more independently, more on their own as it were, and with minimal assistance from our department. So, the point that I wanted to make, Mr. Chairman, is, is there consultation, interdepartmental consultation? Is the Department of Education playing its role in any urban renewal programs? And by urban renewal, we can't ignore the human element, the human factor, which is very important. Of course there is. And the type of program that I've just outlined is a demonstration project designed to . . . After it runs its course, then that may be a model that we'd be able to copy and duplicate in other communities for their benefit.

MR. CHAIRMAN: The Honourable Member for Fort Rouge.

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MR. AXWORTHY: Mr. Chairman - yes, I'm just trying to understand what the Minister was saying. The first point of confusion is that somehow he has managed to separate the activity by departmental function, I gather, between Colleges and Universities and Department of Education, of a process which I think cannot be separated. When you talk about the training and education of people to manage and to acquire skills, I don't think that all of sudden you can assume, as the Minister seems to be assuming, that one part of it is in Colleges and Universities and through Community Colleges, the other part is in Education. I think that if that in fact is the form of planning that's going on, then I would say that it begins to explain one of the reasons why we don't have the kind of comprehension and wholeness to an approach that is required, if the Minister himself is splitting his mind up in some schizophrenic way between the two.

And I would take issue, Mr. Chairman, with the point of view put forward by the Minister, that somehow or other the schools themselves are minimally involved in this whole question of developing a job training, skill training capacity for young people in the Inner City. I think that in fact they are one of the primary agencies in that role. And the reason I ask the question is that there has just been a recent study put together in the Ontario system, which was reported in the Globe and Mail of last Saturday, which I think deserves some attention from this House because it indicates the graduates of occupational and vocational schools, which is in the Public School System there, have fewer chances for employment than graduates of composite secondary schools, and that in a fairly intensive assessment of that program, the conclusion was that in fact much of the training that was directed through those kinds of vocational schools up to the Grade 12 level, really had little bearing on the job-gaining ability of the graduates once they came out of the program. Certainly it doesn't take much insight, I suppose, into some of the problems occurring in Inner City, particularly at the junior high level, when we have a dropout rate of close to 40 or 50 percent, many of the students who are native in origin, or otherwise, who simply just don't get past the Grade 9 cutoff because of all kinds of reasons, whether they're just leaving the school system and becoming people in society who aren't able to get employment and often become the source of major social problems in that area, that somehow to say a school system is not involved frankly boggles me a little bit that such a statement would be made.

It also begs the question, Mr. Chairman - I think the Minister successfully begged the question once again as to describing to us how it could be that as part of a major Throne Speech declaration, followed up by press conferences and other forms of appearances of Cabinet Ministers in parts of the downtown area, where a great deal of pride or self-congratulation was taken by the government about its new vista for Unicity, that somehow education was totally ignored in those descriptions; that it somehow was forgotten along the way; that while the Minister says there has been some co-operation between interdepartments, and I take him at his word, then I find it difficult to understand why the very large scale commitment of funds, the \$45 million that had been announced which were put forward for that program, did not include, as far as we can see, one red cent for a major push into this whole field of manpower, training, education, inner resources, etc. And it strikes me, while it may be fine to talk about setting up the odd pilot program, certainly the world is full of all kinds of pilot programs, but the real test of the success of a pilot program is when in fact it becomes a major commitment, where it translates from simply being a demonstration into being an actuality that covers a fairly wide-range base.

So the question I was posing to the Minister, why did we not see in that \$45 million, 5 million or 2 million or 10 million, whatever the sums may be, that would have been committed by this government to a fairly long term reinvigoration of that area through the educational system? That it is simply not sufficient to talk about the pilot approach that he's talking about at this stage. And I agree with his thesis, certainly, that it's very necessary to test out many of the techniques and the methods, but one of the important elements, I think, of any research or policy planning, is simply not to go around planting little petunias in the garden sort of, without any hope that you're going to have a complete and sort of then total crop; that I think what has been happening in Research and Planning, so it seems to me, is that little seedlings have been dropped into the ground and they flourish and then wither, and they are not picked up and implemented into sort of fuller scale programs. And if that's the case, then the million and half dollars that you're spending is frankly wasted, because unless those pilot

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(MR. AXWORTHY cont'd) . . . programs and those demonstrations and those experiments and those investigations have some capacity to continue into a program . . . and the proof of what I'm saying, I think, practically goes back to that announcement, that it was an announcement which was almost exclusively concentrated upon the construction of public works and public housing, and had absolutely no mention, no identification, no slightest inkling or piece of evidence that the government was also prepared to commit a substantial proportion of resources into a broader based social and educational program.

When the Minister of Urban Affairs appeared at a community meeting at the Midland Recreational Hall on Isabel Street and was asked specific pointed questions to this regard, he again claimed that, as far as he was concerned, the program was purely putting up a courthouse and an Autopac building and three or four hundred units of public housing. Again, there was no mention that this was going to involve an educational, social kind of program based upon the pilot work that the Minister says he's been doing.

So it does come back to, I think, a very major omission, or at least a breakdown in communication, either between policy planning in the Department of Education in its fuller structure, or the Department of Education and the rest of the government, when they come to the point of trying to make a maximum strategy and an approach to that problem that we've all identified as being of high priority, and that is to try to turn around the serious decline and deterioration, not just of the physical structures of the Inner City, but primarily of the community structures and in many cases the people themselves. And frankly, Mr. Chairman, the Minister's answer in no way satisfied, at least myself, that his policy planning and research has any further extension beyond simply more policy planning and research and I think that that is one of the major critiques that we must make about his department.

Mr. Chairman, I'd also like to pose, if I might, two or three other questions to the Minister related to a very similar topic, not necessarily concentrated on the Inner City, but to the actual results that have been achieved by the pilot programs that were announced in his Estimates of two years ago and in his Estimates of last year. To begin with, I'd be interested in knowing what results the Minister could provide us in terms of the Headstart Program that was implemented in Northern Manitoba, that the development of nursery training or pre-school training, again for native children in the North, which I gather consumes hundreds of thousands of dollars which I think . . . what kind of results in terms of a program can the Minister indicate - and I think in particular, if he could give us an idea whether such an approach to education providing a headstart or pre-school training in the northern context, is of any value in the longer term academic achievements of young people in that area.

There has been two pieces of evidence that have been produced in the last year. One was a study at the St. Boniface School Division completed this year, which - and I read from it - says: "The simple conclusion is that, attendance at nursery school has little or no effect on academic achievement; that in the particular population study were somewhat below the norm of social economic status and at a mental age one might assume that nursery school would have been an important remedial device for them. This is apparently not the case."

Now that particular piece of evidence that the St. Boniface School Division undertook, I gather, Mr. Chairman, on its own devices or through its own research, has certainly been confirmed by a lot of American evidence of the same kind, that the Headstart programs, pre-school programs, provide only a very short term upgrading or enrichment of education, and the sooner or later, for all kinds of reasons, primarily related to the home situation, the ability of the child who went through it just simply peters out or erodes, and that the ultimate value of such a program has little or no use. And I'm wondering if the Minister could supply us with any results from that research that would show differently, and show us to what degree, then, are we about to use the experience of Headstart programs on a wider basis. Is it about to become a permanent part of the educational program in northern Manitoba? Are we moving into a Headstart arrangement in this province? Or is it simply going to retain its status as another pilot project?

MR. CHAIRMAN: The Minister of Corrections.

HON. J. R. (BUD) BOYCE (Minister for Corrections and Rehabilitation)(Winnipeg Centre): Mr. Chairman, just before the Minister responds, I haven't intended to enter this particular discussion, but nevertheless the Member for Fort Rouge in making reference to the Minister of Urban Affairs, who is attending a meeting in the Midland Community, I would just

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(MR. BOYCE cont'd) . . . like to refresh his memory and point out to him that when someone is talking about, you know, capital expenditures, they're limited perhaps to the conversation relative to capital, and as I recall it, that's what the Minister was pointing out, and he did direct his attention, I would agree, to the NIP area and what would transpire as far as capital costs were concerned.

But nevertheless, I too sometimes would like things to be arranged to suit myself, but I think we have under discussion an item, and this being a new form, we're discussing 46(a), Planning and Research, the Department of Education. Not that the Minister or his staff needs any defence from me, but nevertheless, the Planning and Research capacity in the Department of Education, in my view, has done an excellent job. In fact, I don't blame the staff sometimes for being a little chagrined that some of us in Cabinet can't move faster than we have been able to in implementing some of their plans. And I would ask the member, when he's talking in the way that he just talked, to try and see what is involved, because in the legislative process, we're charged with presenting our estimates to the House, and the Member for Fort Rouge as well as all people in Manitoba are asked to judge the government in its total program. If the member would go back and read the Throne Speech to see the thrust of the government in total for this session, and then review each program as is presented to him rather than to criticize the Minister of Education for not solving all the social problems of the Core area.

I had only intended to draw reference to the remarks of the Minister of Urban Affairs but I would repeat, the announcements so far have been relative to capital costs, and these are contained in the capital bills which will be provided to the House. But, as we progress through the Estimates, including some of my own that I hope to get the approval of the House, some of the programs that are involved in juvenile corrections will be relative to the Core area and will form part of the total program.

MR. CHAIRMAN: The Honourable Minister of Education.

MR. HANUSCHAK: Mr. Chairman, the Honourable Member for Fort Rouge makes the point that education is not something that one could compartmentalize a portion of it into one department and a portion to another, and in a sense he is quite correct. You can't. But for administrative purposes we must do that, as we must do similarly with many other government departments where there may be very close relationship. One could also point to a close relationship between the Department of Education, I suppose, and the Department of Health and Social Development, and Agriculture, and a whole host of departments. So that relationship is there. But when it comes down to the nitty gritty of the administration of a program, then we must set ourselves up into the departments that we have. But I'm not for one moment suggesting that one education program is . . . that we just shut our eyes to it and aren't aware of what's happening and aren't performing our role in terms of preparing students for it, or whatever. That is not the case at all.

The honourable member referred to an article which he read in the Globe and Mail, which I didn't, but from my recollection of what he said, that that article - or it was based on the study or survey on the effectiveness of vocational schools as opposed to the comprehensive high schools. Well, I would like the honourable member to know that in Manitoba we do not have any purely vocational schools as such, as you may find in the Province of Ontario and in some other provinces, because our high schools are in fact comprehensive high schools which offer a mix of vocational, industrial arts training, and academic programs. In fact, one of the --(Interjection)-- Yes, River East is a comprehensive school, as is Lord Selkirk, as is Sturgeon Creek, as is Crocus Plains in Brandon, and Steinbach and Swan Valley and Dauphin. So there is a difference.

Now, the problem that the honourable member raised with respect to the dropouts at the junior high level, well the vocational schools or the comprehensive high schools in Ontario, they wouldn't have reached those children anyway, because they probably commence at Grade 9, or in many cases at the Grade 10 level.

With respect to the 45 million-dollar capital announcement, and he said that there wasn't a shred in there for the operations of the Department of Education, I'm sure that if there was, the honourable member would have been equally critical of us, and very properly so, for having included a portion of our operating expenses in capital where it does not belong.

Now, he wouldn't want to see demonstration programs just being seedlings planted in the community and not given proper nourishment, and eventually wither. I would like to impress

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(MR. HANUSCHAK cont'd) . . . upon the honourable member, Mr. Chairman, that when we initiate a demonstration project of any kind, it is giving effect to a principle that we believe in a principle that we wish to see implemented, but because of its complexity, or for whatever reason, or its newness, and nothing else in a similar situation that we could compare it with, therefore it's necessary to proceed at a slower pace by way of a demonstration program, and evaluating it, and then planning the ways and means of the expansion of it accordingly. So I cannot accept the fact that, just because it's a demonstration project, that this is some indication that we are merely paying lip service to a program without any intention or any commitment on our part to see it through.

The honourable member was also interested in whether or not there was an evaluation of the Headstart program, and he made reference to a study done in St. Boniface on the effects or the benefits of a nursery school training on the students' subsequent performance in the schools. Now the Headstart program, it's neither a day care operation nor is it a nursery school. It's a program designed to acquaint . . . If I could just take a minute of the Committee's time, the program's objectives: to provide an early childhood enrichment program in the form of a drop-in centre for children aged 2 to 7 in selected native headstart communities; to make this program accessible to all eligible children in these communities; to include a nutritional component to the program so the children attending are assured of having some of their daily nutritional requirements; to develop a toy-book lending library, so the children can borrow a toy as they would a book to take to their home. In fact, not part of the Headstart Program, but as another demonstration project, a similar project was also conducted in Brandon very successfully.

Now, as far as evaluation, yes, this program will be in operation in eight communities, and there will be an evaluation done by Professor Brockman of the University of Manitoba and the evaluation is in its final draft, and at the moment the indication is that the Headstart approach has been quite successful, especially the toy-book lending library component of it. That appeared to be even more successful than the other aspects of it. But the evaluation is in its final draft.

MR. CHAIRMAN: The Honourable Member for Fort Rouge.

MR. AXWORTHY: Mr. Chairman, I just have a few more questions for the Minister and I thank him for his information about the Headstart program, which goes back to, in a sense statements or commitments made by the Minister last year in Estimates debate that I would hope he could bring up-to-date for us and determine again the degree of success or failure of different programs.

The first has to do with the REAP program, the Rural Educational Alternative Program. Last year the Minister stated, I believe, that he expected within a two-year period to have some 15 school districts signed in contractual arrangements under the program. I noticed that last year we had eight. This year in the report I believe it's also eight. At the same time, we notice that the expenditure of the program has gone up substantially, and I would like an indication from the Minister what is again the rate of progress being made in this particular area and why it is that, with apparently no further extension of the program, the costs have gone up fairly significantly percentage-wise. Could the Minister, again, also describe for us the kind, what are the increases in expenditures for. Have they been brought about by an alteration in the program, by a change in the program, or are they simply staff costs?

A second question I would have for the Minister he could perhaps answer at the same time, has to do with the Native Education Program, which again was a new venture started last year by the department and which I believe he says now has some 20 staff members comprising the over-all complement. Again, I would be interested in knowing to what degree was that program, the Native Education Program, the funds for it simply a transfer from similar educational programs that had been undertaken by native organizations, particularly the Manitoba Indian Brotherhood, to what degree was the money simply a transfer and why was it felt that the investigation of educational priorities could be better done under the Department of Education in this case, and not by native organizations themselves. And along with that, could the Minister explain to what degree is there working arrangements with the Manitoba Indian Brotherhood and the Manitoba Metis Federation and other native organizations, to determine the utility of the program?

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(MR. AXWORTHY cont'd)

And a third sort of question that I have, Mr. Chairman, I'd like to . . . The questions are really designed to determine what the priorities of the program are, but he could perhaps indicate whether the Research and Planning Division, subsequent to the discussion in this House last year, when very serious concern was raised about the operation of the open area programs and the continuous learning programs, where there was a good deal of criticism I think from both sides of the House to the impact that such experiments again were having upon the ability of children to acquire basic skills in schools, there was a serious public concern in many school divisions about the implementation and execution of those programs, and it was recommended to the Minister last year that it would seem one of the obvious tasks for his department would be to try to come to grips with the degree to which such programs aided or abetted or in fact injured the educational abilities of children, and we would certainly be interested in knowing whether in the intervening year the Policy and Research Branch have been able to provide an analysis for us as to whether the variety of open area and continuous learning programs are having any success, if in fact they are being extended, or in fact being reduced, and what is the exact state or condition of that particular kind of educational experiment.

So if the Minister could supply answers to those three questions, please.

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MR. CHAIRMAN: The Honourable Minister of Education.

MR. HANUSCHAK: Yes, Mr. Chairman, insofar as REAP is concerned, the increase in the cost for this year is \$25,000 on the basis of their budgets; for the cost of the operation of programs it works out to something in the order of, on the average, about \$3,000 per program. Insofar as native education is concerned - and why not some of the native organizations, the MIB, the MMF? - now those organizations are in no way precluded from involving themselves in matters related to education, to education of their people, but there is also a need for a Native Education Branch within our department because, regardless of what may happen in the MMF or the MIB, there is a program of teaching methods, development of teaching materials and so forth, at the level of various school divisions, Frontier school division, in the various curriculum committees within the curriculum branch of the Department of Education and so forth, and hence there is a need for some central office, one address through which all matters related to native education could be co-ordinated, but would enable me, enable the department and others dealing with it, to acquaint themselves with whatever is done in the field of native education.

Now insofar as any analysis of the effectiveness of the open area classroom, I don't know if there was ever an analysis done of the effectiveness of the traditional closed-in classroom, but I think that it's recognized now that some staffs function more effectively in one type of setting than in the other, and this is practically entirely dependent upon your staff. You can't just take a staff out of a traditional setting where you have "X" number of teachers, each one teaching his own class in his own classroom, and put them in an open area situation without any advance training or preparation for it and expect them to function efficiently. That won't happen. But there are schools, many schools in Manitoba, where the proper training and preparation has been undertaken by the Superintendent, by the principal of the school, in preparing his staff to function in an open area situation, and in those areas it's functioning quite well. Now one of the problems, if we were to attempt some sort of a formal . . .

MR. AXWORTHY: Would the Minister accept a question?

MR. CHAIRMAN (MR. WALDING): The Honourable Member for Fort Rouge.

MR. AXWORTHY: I wonder if the Minister could, on that statement where he says it is functioning quite well, could he produce some evidence to show that? Is it his opinion or is it in fact based upon some pretty strong empirical assessment that he can give us, or is it simply intuition or whimsical wish, or does he have some evidence he can provide for us to show that in fact it is working well?

MR. CHAIRMAN: The Honourable Minister of Education.

MR. HANUSCHAK: One of the problems that I was about to indicate to the honourable member is one of defining an open area. It has many labels. You know, no two open area situations are identical. Some, I suppose, are more open than others, and so how do you compare one of those with another? But at this point in time, I suppose the best evidence that we have is the performance of the students, you know, in the same manner as the effectiveness of your school and mine was measured when we went to school: on the basis of our performance, on the basis of our teacher's reaction and attitude to whatever they had to do at that time and the manner in which they had to do it, on the basis of the parents' and the community's acceptance of and reaction to that style of teaching. It's true, in some communities there may have been groups of parents which would have favored the reversal to the traditional type of classroom, but in the vast majority of communities this is being accepted as a satisfactory way of instruction, or a satisfactory setting for instruction.

MR. CHAIRMAN: The Honourable Member for Fort Rouge.

MR. AXWORTHY: Thank you, Mr. Chairman. I have one more, I suppose one could call it statement. I think that one of the things that should derive from this discussion is a new form of dictionary or definitions of things. I think we had a great deal of trouble defining what is a core. Now we're having to define what is more open than open, or openness as a concept, and I only can compliment the Minister on his ability to define his department in only meta-physical terms and I suppose one would require an advanced degree in logic to try and work it out.

The point I'd like to make, Mr. Chairman, based upon particularly the series of answers the Minister has given, is I think that the reading of the role and function of this particular branch of his department, while it is doing many interesting things and also many useful things,

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(MR. AXWORTHY cont'd) is not really addressing itself to fundamental educational concerns in the province; that when he describes to us that some classrooms are more open than others and some parents are less happy or more happy about more or less open classrooms, or whatever it may be, the question is that we don't know, and that there are certainly, without a question of a doubt, a major concern in this province at the present time about the quality and standard of ability that a child or a young person has when they come out of the school system. What kind of basic rudimentary skills do they acquire and to what degree are they able to at least meet some of the most elementary kinds of standards that the rest of the community would put on them in order to be able to read and write and do some arithmetic? And while I'm not a great advocate of necessarily that as the sole function of education, it would seem to me it only makes sense that for the amount of money being spent in research and planning that one of the functions it should have been doing is addressing itself to that kind of issue as to what degree is the range and variety of experiments and so on that are going on in a variety of schools, impairing that capacity of children to learn. Are we simply being dilettante with children's educational careers for the sake of, I guess, curiosity that we may have about how you can sort of manipulate or engineer different kinds of methods?

I think the Minister himself noticed, in his opening remarks, that there has been a great deal of fetishness and almost fopishness sometimes in educational circles about things to be tried, and I would compliment the Minister and his own department that they have kept an open mind, or a more or less open mind, more open or more closed, whatever, on educational reform. So it would seem to me that that puts a real obligation upon them at the same time to find out to what degree do these things work. And the . . . from that, Mr. Chairman, is . . . The thing I find difficult to understand about the presentation that we've heard from the Minister so far in this description of activities of this particular branch of his department, is that there are many errors of omission. It would seem to me that some of the very crucial educational problems facing this province are not being touched upon at all, that there is no research or planning going on in areas which may not have as much sex appeal as some of the things we've talked about, but certainly go very much to the heart and concern of education.

For example, one of the things that is causing a great deal of consternation in a variety of school divisions and teaching circles amongst people who pay taxes for schools, is the problems of declining enrollments. The study done by the Manitoba Association of School Trustees that was issued this summer indicated a decline of close to 50,000 students in Manitoba schools over the next seven or eight years. Now, I don't know whether those figures are totally accurate, but certainly all the projections seem to indicate that there is a fall-off in school enrollment, and it has very serious consequences for the small school divisions who are all of a sudden having and watching their grant base being shrunken away, as a result being able to offer less of an educational base, which has the end result of creating a . . . of disparity in educational quality. And I go back to the Minister's speech last year where he said the first concern as far as he was concerned, in education was to overcome inequalities in the educational system, and yet we now have a situation in Manitoba where, because of changing population patterns and the movement of people and the decline of enrolments, the end result of that is in fact to accentuate the inequities in the school system by simply providing a base of fewer resources for smaller school divisions in rural areas, for small school divisions inside the city, which can no longer keep up, and offer the full range and smorgasbord of educational offerings because they no longer have the tax base to support it. Certainly it's causing a great deal of consternation amongst school teachers, who are saying that there may be a decline of between two or three thousand teaching posts over the next five or six years. And what happens to the whole teaching profession which is a major occupation in this province? And yet where's the research and planning being done to accommodate that change, to respond to it, to try to find ways of resolving those problems so that there is not a serious disruption, or a serious breaking out of major disputes or conflicts in the school system caused by that kind of shake-up in the population base?

I'm surprised for example, Mr. Chairman, that the issue that has bothered this province I guess ever since we've undertaken public education, and understandably is not one that a Minister of Education or a government would like to cope with, but it's still there nonetheless, it's the whole problem of boundaries, that we go back to the recommendations of the Boundaries Commission of several years ago, that simply said that perhaps one of the answers that we

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(MR. AXWORTHY cont'd) must face in dealing with the problem of declining enrollments to look at the realignment of boundaries. And there's no question, Mr. Chairman, that that causes a great deal of anguish in the minds of all kinds of people when you start talking about it. But it would seem to me that the number one priority of any planning group would be to start seeing to what degree we should be looking at the boundary arrangements both inside the City of Winnipeg and in rural areas to find out if there is a way of extending boundaries, or changing boundaries, at least, to provide for a richer tax base so that a better educational offering can be issued. And if that's not the case, how do you define it?

And yet it appears to me, Mr. Chairman, that because it is of some degree of controversy and would cause the Minister many sleepless nights, we are simply not dealing with it and instead we're off, kind of, still talking over in an area which is of interest but compared to the priorities, would not be at the top rung of priorities. I am disturbed, Mr. Chairman, that we are in fact being asked to support an allotment of a million and a half dollars for planning when in fact we're not planning with one of the most crucial questions facing education in the province. And if we simply allow it to continue, if we simply go on year to year simply planning for the . . . putting petunias in the garden patch, which what seems to be perhaps the metaphor we could use for the present activity of Planning and Research, and not looking at really at how we sort of have to rake over the whole garden, then we are going to be in a very serious problem and the school system will begin to slide and slip, and we're going to find ourselves in very short order faced with major problems of reorganization without having done any kind of anticipation towards it. And I may be, Mr. Chairman, being unfair to this Minister. Perhaps back in the catacombs of Portage Avenue, or wherever Planning and Research is presently located, say it's Osborne Barracks, maybe there is some work being done, maybe they are dealing with it. But we have not heard about it. The Minister hasn't talked about it. We've received no press releases from the information machine. We have just simply not seen to what degree is this kind of problem being addressed.

And I would suggest that in particular, Mr. Chairman, that we also must look at another very serious issue that just complements that and, that is the curious kind of ambivalence we now run into in school financing - and I won't get into that topic because we'll have many opportunities later on - but it is this problem that we now have a situation because of the nature of school divisions and everything else, that we have a school division simply saying, this is what our budget is going to be this year, here's the mill rates that you're going to have to impose to achieve it, and it passes that on to a municipality to raise the money. And that goes contrary, in fact, Mr. Chairman, to the basic principle I've heard the Minister of Urban Affairs enunciate on many occasions, that those jurisdictions that spend the money should raise the money. Well, Mr. Chairman, in fact we don't have that any more, we really have a kind of a two-step approach because in fact the school boards within the City of Winnipeg, because we have unified the City of Winnipeg political structure, the school boards are no longer part of it. They simply . . . they have been retained in the same way.

I would be interested to know again if the Minister has directed as part of the priorities of his branch, to begin investigating whether in fact there should be a complete integration of school divisions and municipal divisions. There are many educational authorities who are suggesting that the school itself is a major component of any urban setting, that the planning of an urban area must control, as I was trying to suggest to the Minister earlier on, elements of transportation and housing, and land use, and economic development, and education. And yet we have a system really where educational planning is really quite divorced from the rest of the planning and development that's going on in the municipalities.

And again I don't pretend that that would be an easy thing to come about but certainly it is an issue that should be raised, and should be researched and investigated, and proposals being raised so when the Minister of Education is invited to go off and give his annual address to the Manitoba Teachers' Society or the Manitoba Association of School Trustees, rather than talking about relatively innocuous things, or saying I'm tired of school critics talking about criticism, he should be saying to them, "Here's the hard issues, declining school enrollments of 50,000, shrinkage in the teaching force, a curious and almost irrational system of school financing, a system of boundaries which no longer correspond to population sizes; here are some of the proposals that you're going to have to start thinking about," and use the money, the staff, the 30 people, or 60 people, or whatever it is, which is by far the biggest think tank

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(MR. AXWORTHY cont'd) in education in this province, to pose the alternatives and the directions and ideas that should be considered by educators and school trustees, and students and the general populace.

And yet, Mr. Chairman, there is virtually silence coming from that department, and I wonder then really is this branch of government doing what it should be doing and whether they are simply avoiding the hard issues. Is it taking the easy way out, and is the Minister taking the easy way out by simply not putting that very major commitment of research money and planning money, which I think most members of this House agree is essential, by putting it to work in dealing with the kind of things that really matter, and if there is some funds left over to begin detailing some of the more, you know, exotic plants in the educational garden, that's fine. But until we come to grips with this kind of issue, and not have it dismissed simply by presuming that it's not there, then I think, Mr. Chairman, that we would have to say that we wonder about the kind of governing that is going on.

And that goes back, Mr. Chairman, to the point we are trying to raise and the Minister of Corrections took some exception to, that here again was a major issue of the educational program, a total package of programs in the inner city, and we concede that there is different varieties of things being tried, but surely to goodness we have learned, or should have learned by now, that by having every government department and agency follow a different beat of a drum that it's simply playing out of tune all the time and that what's required is an orchestration, a bringing of the different parts together, educational and social and economic and developmental, and all the rest of it. And that goes back to the issue of to what degree is education becoming the part of the planning process of the City of Winnipeg, and how do we start pulling all these strands, or getting some orchestration of the combined activities of government so that there can be a total impact upon an area. And rather than having little sort of peashooters sort of popping off into different directions and making a limited impact, that it all comes together with one very major approach.

And that again is a task, I think, of the Planning and Research branch to come up with not simple pilots or demonstrations or things, but to come up with a way of doing it. We should be doing far more in the area of institutional innovation, which is I guess the area we are talking about because when we talk about boundaries, and we talk about integrating school divisions with municipalities, we're talking about innovation in the institutional arrangements of this province. And that certainly we are programming ourselves to death and we're spending all kinds of money on all kinds of programs which are simply when you add them up, the parts are far less than the whole. And one reason is, it's because I don't think this government is showing at all any imagination, or any innovation, in terms of providing the institutional ways and means of utilizing its resources and bringing programs to bear upon problems.

You know, I, Mr. Chairman, take some note that after a certain amount of debate in this House of the Throne Speech the Minister of Labour - I hate to bring him into the debate because I know what it's going to bring about, but I'll take that risk - all of a sudden established a Committee of Cabinet on Manpower and Employment, which I applaud him for. It's late but it's at least there, and I think that's certainly, Mr. Chairman, all - now I've done it. I can see it coming. The problem is, Mr. Chairman, is that was simply not enough, because what we were saying when we talked about setting up a manpower council to do that is that the whole problem of taking young people from an inner city and giving them the capacity to make it in this world involves more simply than government, it also involves the business community and labour and wide variety of people who, if were invited, would come together and put their energy and application to work, and again, we're not seeing any indication of that kind of progress being made.

Certainly it's not being expressed by the Minister of Education, and when the Minister of Corrections says, "Well maybe it's not his job to do this," well, all I can say, Mr. Chairman, is that as far as I can see, he's the only one so far who's got a million and a half dollars to spend to do that. No one on this side of the House has got that kind of dough to do it with. He's got it. He should be addressing his allocation of resources, which is not insubstantial, to that kind of planning which is sorely needed, and until we get those kinds of ways and means of identifying the problem and then bringing all the resources together and putting . . . both the educational package in order, and then using it as a way of totalizing it with other parts of government and with the private sector, then simply, Mr. Chairman, we're going to be wasting an awful lot of time.

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MR. CHAIRMAN: The Honourable Member for Fort Garry.

MR. SHERMAN: Thank you, Mr. Chairman. It seems to me, Mr. Chairman, that if we ever needed any tangible evidence of "fat" in the government's spending program that we've got it in this Planning and Research budget item, at least insofar as it has been revealed to us up to this point. What the Minister has said is he's got \$1.7 million to spend on hewing out and carving out new directions, new horizons in education, and for that \$1.7 million we're coming up with a program of milk and cookies, and that is the sum and substance of what he's revealed to us in the Planning and Research area up to this point.

Mr. Chairman, I'd like to ask the Minister to identify for us the personnel involved in this Planning and Research Department, who they are, what they are, what they make in their individual stipends? I'd like to know how qualified they are, and I'd like to know - I think we'd all like to know whether we're getting our money's worth from this operation. We'd like to know what these people are doing, and we would like specifics on that. What kind of planning is being done? What kind of research is being done? The Member for Fort Rouge has referred to some areas.

There are a number of specific areas that I would like to ask the Minister about. One of them I think that deserves very conscientious attention from any planning and research body or any planning and research board in government, is the cost of government programs, the cost of education. What is the Planning and Research group doing about cost of education? These are some of the specifics that we want to zero in on, Mr. Chairman, there are many of them but I would like to invite the Minister to respond at this point as to who these people are, how qualified they are. Is this some kind of esoteric exercise? If it is, this is the kind of a thing that we've been asking for six years for this government to cut out.

A MEMBER: Name the basket weavers.

MR. SHERMAN: This program . . .

A MEMBER: Name the basket weavers.

MR. SHERMAN: We've been asking the government for six years, Mr. Chairman, to try to get a handle on inflation and run-away spending and run-away costs and unless , , ,

A MEMBER: We want to know who makes the baskets.

MR. SHERMAN: . . . and unless this particular group is doing something effective, something worthwhile, something meaningful, and we're getting our money's worth out of it, then it should be very sharply modified. I wonder if the Minister could respond to that, Mr. Chairman.

MR. CHAIRMAN: The Honourable Minister of Education.

A MEMBER: The little old red school house, let's hear from him.

MR. CHAIRMAN: Order please. The Honourable Member for Swan River.

MR. JAMES H. BILTON (Swan River): Mr. Chairman, thank you very much. We have listened to a great deal of detail so far this evening and I intend to ask a few more questions, but earlier on the Minister did mention an item of \$200,000 for nutrition. I would like him to elaborate on that and tell the House exactly what this is for, and whether or not that is divorced from the milk program in Northern Manitoba for some \$200,000, and is this something that is confined to the City of Winnipeg alone? I personally can't see families sending off their children to school in the morning without their breakfast. And is there some sort of segregation that goes on as to what child has had its breakfast and what child has not had his breakfast? I'd like the Minister to tell the House exactly what this is all about, and how important it is.

MR. CHAIRMAN: The Honourable Minister of Education.

MR. HANUSCHAK: Mr. Chairman, firstly, I would wish to respond to the comments made by the Honourable Member for Fort Rouge, and one of his concerns was what evidence do we have, whether the students today are functioning as well in terms of their acquisition of basic skills as they should be. I'm quite certain that I did mention it in my opening remarks this afternoon when I introduced my estimates, when I indicated that on the basis of a standardized test, which is administered in many provinces across Canada, the Canadian test of basic skills, which is administered in Grade 3 and Grade 6, and it was found that the Manitoba students performed better than the Canadian norm, in fact the performance of the students in Manitoba had been increasing over the past number of years.

He also spoke at considerable length with respect to declining enrollments and what are we doing to cope with that problem. Several months ago I established a committee, an

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(MR. HANUSCHAK cont'd) inter-organizational committee with participation of my department, and also involving the Manitoba Association of School Trustees, the Association of School Superintendents, school business officials, and the teachers, in an inter-organizational committee on school finance, which one of its duties of course would be to address itself to the matter of declining enrollments as that in turn relates to the whole question of school finance. That committee is busy working and will be reporting back to me hopefully within the next few months, which in turn would assist me in bringing forth proposals for consideration by myself and my colleagues in Cabinet with a view to any changes in government policy that we may see fit to make at that time with respect to the financing of education - but work on that I would like to assure the honourable member is proceeding, and in the meantime, in the meantime there are other things being done, Mr. Chairman. And as a matter of fact in the Lakeside School Division I believe --(Interjection)-- at Lakeshore School Division, Lakeshore and Lakeside, are - not Lakeside, I'm sorry it's Lakeshore. It's a school division to the north. . .

A MEMBER: There's nothing wrong with Lakeside.

MR. HANUSCHAK: Nothing wrong with Lakeside I know - which is involved in the REAP program, which is a program designed to determine ways and means of coping with declining enrollments in some school divisions, and then there are also school divisions . . . and the school division in which the Honourable Member for Lakeside resides is no doubt one of them where in one part of a school division you may have a declining enrollment and another part, the portion closer to Winnipeg, which is gradually getting built up and there building problems arise which must be coped with.

A few years ago there was considerable discussion about declining enrollments and considerable fear of its consequences; there was considerable fear in the Winnipeg school divisions of the effect of declining enrollments . . . in particular upon the schools in the downtown area, Victoria Albert, Norquay, Hugh John Macdonald, and possibly ten or twelve around there, those in particular, where there was some evidence of a declining enrollment. You know, predictions were that by about this year, or possibly no later than next or the year after there would be all kinds of vacant classrooms in that area. That didn't materialize because of some of the recent influxes of immigration that we have had, many of whom are living within that area; and hence the need for that classroom space is still continuing.

I would just like to . . . now, I mentioned the REAP program. The boundaries question, it's a difficult one to cope with; it's something that would have to receive the approval of the trustees and of others. I would like to . . .

MR. ENNS: It's not so.

MR. PAULLEY: Yes, it is.

MR. ENNS: It's not so.

MR. PAULLEY: You wouldn't know.

MR. ENNS: Mr. Chairman, on a matter of privilege. Just as a matter of correction there was a time when we had a courageous government that decided the boundaries and put them in effect as Order of Council, five of them in the Interlake Area.

MR. CHAIRMAN: The Honourable Minister of Education.

MR. HANUSCHAK: I'm not sure how the Honourable Member for Lakeside would want to run his department if he were Minister . . .

MR. PAULLEY: But never will be.

MR. HANUSCHAK: . . . but I would like to assure the Honourable Member that if any such changes were to be brought about now we would want to make absolutely certain that we have the support and the approval of the community, and namely the school trustees.

In the meantime, well, in the portion of Manitoba represented by the Honourable Member for Rhineland and the Honourable Member for Morris-Macdonald, and Morris-Macdonald School Divisions, Garden Valley, Red River Boundary, are involved in a co-operative program for the operation of a decentralized vocational education program where some of the courses are tied in, are offered their existing facilities, or if anything additional has to be built if it was of a minimal nature, for example, to provide for the agricultural program at Morris, you know, just the Butler type of steel structure was put up to house the necessary equipment for the students, and during the portion of the day that they are involved in their agricultural program, that's where they go to work without going to the expense of having to build a huge, expensive centralized structure. And the same is done in three other localities within those four

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(MR. HANUSCHAK cont'd) school divisions, as well as co-operative arrangements for the provision of other educational support services in the field of child guidance, and so forth. So that is also being done.

Now speaking of declining enrollments, I just want to bring to the honourable members' attention, you know, what our enrollment pattern had been over the past eight years, from 1967 to 1974, and this is the average enrollment for each of those years. In 1967, the average enrollment in the Manitoba Schools was 218,391. Today it's 221,532. It had been higher in between times, yes; it was up at the 230,000 mark, but still the point that is brought to you now is it is somewhat higher than it was eight years ago at which time, and the Honourable Member was concerned about teachers, at which time there were 9,804 teachers employed in the Manitoba School system and today with an increase of 3,000 students from the enrollment of eight years ago, there are 11,819 teachers employed, 2,000 teachers more. Now where are those 2,000 teachers employed? They're employed in the offering of enriched educational programs in our school system by offering a wider range of course options in some of the country high schools, by offering many of the other courses which add to the enrichment of the education program, music, arts, physical education, and so forth. So, it hasn't quite had the, you know, the negative effect on the teaching profession that the Honourable Member for Fort Rouge seemed to imply that it had. The . . .

MR. CHAIRMAN: The Honourable Member for Fort Rouge.

MR. AXWORTHY: Mr. Chairman, based upon the statement just made by the Minister, is he stating that there has been no reduction in the teaching staff for the additional educational programs such as art, drama, music, as a result of the fall-off in enrollment over the past three years? Are you stating that that has not been a problem, that you have no evidence to see that that's a problem, because it certainly works contrary to the evidence that I'm receiving that it is a problem.

MR. HANUSCHAK: This, last year there were - these are the most recent statistics that I have - there are 11,819 teachers. Last year there were 11,759 teachers, so in fact the number employed is even greater. And that's the way it went, 9,804, 10,526, 11,072, 11,443, 11,707, 759, 819.

Now the Honourable Member for Swan River expressed a concern about our school nutrition program, and I regret that he is not in his seat. The Nutrition Program and the School Milk Program are two distinct and separate programs. The Milk Program is in Frontier School Divisions; the Nutrition Program is designed for the Winnipeg Schools. I could list the schools that are participating, that will be participating in the Nutrition Program, Norquay, Pinkham, Shaughnessy Park, Strathcona, Victoria-Albert, Wellington, William Whyte, David Livingstone, Champlain, Dufferin, Fort Rouge, Greenway, John M. King, Kent Road, King Edward, Laura Secord, Lord Roberts, Lord Selkirk, Machray and Margaret Scott. The Honourable Member for Swan River need not fear that there will be any danger of discrimination against any student or any segregation. Each school decides on the type of program they are going to offer - and by the way, I should mention that for the first year this will be limited to students in kindergarten to Grade 3. And on whatever nutrition program is decided upon, be it a breakfast or a lunch supplement, or mid-morning or mid-afternoon snack, then that is what is served in all those grades. And I should also mention another point that is a significant one, and which is not common in many other nutrition programs, and there aren't that many in this country but in other countries in the North American continent or in other countries of the world, but tied in with our Nutrition Program is also a Nutrition Education Program, a Health Program, . . . proper eating habits, the value of different nutrients to the body, and so forth, and that will form part of the educational component of the program. But . . . Pardon? --(Interjection)-- . . . and of course the Honourable Member, I'm sure that he realizes the fact that there are many working mothers, mothers who may have to leave for work before a reasonable hour of the day or morning for the serving of an adequate breakfast for the child, or they're not home for lunch if they are home for breakfast, and there are those problems, which perhaps the Honourable Member isn't aware of the fact that those problems exist, but they do exist in our society, unfortunately, and they have to be coped with the best we can. In the best way we can.

Now the Honourable Member for Fort Garry wanted to know who was employed in planning and research, how qualified are they? And he raised a number of other questions, and to the

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(MR. HANUSCHAK cont'd) best of my recollection, the questions that he raised were contained in an Order for Return filed by the Honourable Member for Brandon-West. That Order for Return is being compiled and as soon as it is complete it will be tabled and no doubt - those were the questions raised by the honourable member - it will contain many of the answers of that type which he had. And then if those questions, or if the answers to those questions should be inadequate, then there'll be an opportunity for the filing of another Order for Return if there would be no other opportunity in the House to respond to the honourable member's questions.

Now, the Honourable Member also wanted me to outline to him the function of Planning and Research and . . .

MR. PAULLEY: Just a minute. Let the Minister finish his remarks . . .

MR. HANUSCHAK: Perhaps I could start off by stating in brief that the functions of Planning and Research, one - these are in broad terms, and I hope I will have the opportunity to elaborate on this. But just briefly I could state that, (1) to decrease, to find ways and means of decreasing inequality in educational opportunity; (2) responding to community needs - we do believe that the community should have an opportunity, and does have an opportunity to state its needs to us, to us as government, and it ought to be our duty to respond to those needs; and the third, the broadening of educational programs, and this I suppose is part of the concept of decreasing inequality of educational opportunity.

Now, perhaps if there are any more specific questions that the honourable member has about the role and function of Planning and Research, he'll have the opportunity to ask further questions and I'll be only too happy to respond.

MR. CHAIRMAN: The Honourable Minister of Labour.

MR. PAULLEY: Mr. Chairman, I wonder whether or not it would meet the convenience of committee, to adjourn at this particular time. I'm sure that honourable members will have some questions to ask my colleague the Minister of Education tomorrow. It's now 10:00 o'clock and I would suggest, Mr. Chairman, committee rise.

MR. CHAIRMAN: Committee rise. Call in the Speaker.

Mr. Speaker, the Committee has considered certain resolutions and reports progress and asks leave to sit again.

IN SESSION

MR. SPEAKER: The Honourable Member for St. Vital.

MR. D. JAMES WALDING (St. Vital): Mr. Speaker, I move, seconded by the Honourable Member for St. Matthews, that the report of the Committee be received.

MOTION presented and carried.

MR. SPEAKER: The Honourable Acting House Leader.

MR. PAULLEY: Mr. Speaker, I beg to move, seconded by the Honourable the Minister of Urban Affairs, that the House do now adjourn.

MOTION presented and carried, and the House adjourned until 2:30 Tuesday afternoon.