

THE UNIVERSITY OF MANITOBA

AN ANALYSIS OF FUNDING OF CURRICULAR AND EXTRA-CURRICULAR
TRANSPORTATION IN SELECTED SCHOOL DIVISIONS IN MANITOBA

BY

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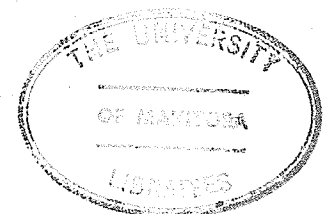
A THESIS

SUBMITTED TO THE FACULTY OF GRADUATE STUDIES
IN PARTIAL FULFILLMENT OF THE REQUIREMENTS
FOR THE DEGREE OF MASTER OF EDUCATION

DEPARTMENT OF EDUCATIONAL ADMINISTRATION

WINNIPEG, MANITOBA

AUGUST, 1978



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A dissertation submitted to the Faculty of Graduate Studies of
the University of Manitoba in partial fulfillment of the requirements
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ACKNOWLEDGEMENTS

The writer wishes to express his appreciation for the generous assistance he received from his advisor, Dr. P. J. Husby. He is further indebted to Dr. C. Bjornason and Dr. M. McPherson who served on his committee.

The writer wishes to express gratitude also for the assistance of Miss D. Ott who typed both the proposal and the thesis. Special gratitude is expressed to the writer's family for their patience and encouragement.

ABSTRACT

The purpose of this study was to examine the costs incurred by schools in the province of Manitoba for the provision of extra-service transportation, to determine the extent to which school boards subsidize these expenditures and to determine the average per pupil expenditures for these services in the six school divisions. Also an estimate was to be made of the affect of placing the entire cost for extra-service transportation on the school board. A similar estimate was to be made of the costs of having the provincial authorities provide the funding for the extra-service transportation programs.

The six school divisions were chosen so as to reflect as many of the different circumstances that affect transportation costs as possible. Sixty seven schools were involved in the sample.

Five research questions were proposed for the study and two questionnaires were designed to collect the required data. One questionnaire was sent to each principal and one to the secretary-treasurer in each of the school divisions involved.

It was found that the extent to which school boards provide funding for extra-service transportation depends on four factors.

First the proportion of the student population in a school division that can be classed as transported pupils and for which the school division receives a grant determines the size of the total transportation budget and therefore the amount of money available for extra-service transportation.

Secondly, in school divisions that are situated in more prosperous areas and therefore have higher assessments are able to raise money for extra-service transportation by means of the local tax levy more easily than other divisions in less prosperous areas.

School board attitude toward extra-service transportation appeared to be an important factor.

Lastly the sophistication of the operation of the school division was a very noticeable factor. School divisions that had definitive policies on extra-service transportation had accurate records of expenditures as well as consistent expenditures across the schools. Schools with no policies had poor or no records of expenditures as well as inconsistent expenditures across the schools.

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CHAPTER I

THE PROBLEM

INTRODUCTION

In recent years, the formation of unitary school divisions and the consolidation of schools in Manitoba have enabled school boards to provide a more varied and comprehensive curriculum to the students than had been possible before. With the larger and improved facilities and larger school populations resulting from this consolidation, schools have been able to introduce Industrial Vocational, Business Education, Home Economics, Industrial Arts as well as numerous options in the regular program. Also this consolidation of schools has meant that the transportation system for students has become an important part of the administration of the school divisions' affairs as well as a substantial part of the operating budget.

Worldwide transportation and communication systems have become increasingly efficient and sophisticated during this same period of time and because of the increased awareness of the public of what other communities and areas have to offer, educators, students, and ratepayers have become more appreciative of the value of utilizing community resources in instruction. The result has been an increasing demand on schools to participate in sports programs and to utilize the talents and resources available at Community Colleges, Universities, theatre centres, research stations, larger corporations, law courts, zoos, museums, etc. There is increasing recognition that because of the tremendous growth of knowledge schools can not duplicate this type of learning experience in the classroom.

Evidence of this attitude was shown in the results of a survey conducted in 1976 in a Manitoba school division which showed that 86 per cent

of the parent respondents approved of field trips as a valuable educational experience. The results for teachers and pupil respondents in the same survey were higher.¹

Other examples of the increasing positive attitude toward the value of non-home-school-home or extra-service transportation in instruction are available. The State of New Mexico states specifically in its pupil transportation criteria that school boards are to "encourage schools to broaden and extend the school programs through the use of school buses."²

J. M. Parsons (1976), when given the task of developing a system of regional transportation for the schools in the State of Ohio listed one of the responsibilities of the transportation coordinator as "#6 Assist in establishing and maintaining proper relations between the operation of school transportation and the total educational program . . . School transportation is an integral part of the educational program and has a direct bearing on the quality of education."³

In 1965, E. G. Featherston and D. P. Culp recognizing the potential of the school bus as an educational tool strongly recommended its use as an extension of the classroom.

Presently the funding for pupil transportation in the province of Manitoba is provided by the provincial Department of Education with the

¹Summary of Results of Goals and Objectives Survey conducted in Portage la Prairie School Division #24, Portage la Prairie, Manitoba, Canada, 1976 - unpublished report.

²Stollor, Dewey H. Pupil Transportation, Planning to Finance Education, Vol. III, Chapter 9 (Gainesville, Florida: National Education Finance Project, 1970) pp. 358, 9, citing "Proposal for Financing School Transportation in New Mexico", Department of Education, State of New Mexico, 1964.

³Parsons, J. M. "Ohio's System of Regional Coordination for Pupil Transportation", National Educational Association, Washington, D.C. June, 1967.

school divisions receiving a grant of \$240.00 per transported pupil of the actual cost of the transportation program, whichever is the lesser*.

School divisions which are unable to operate within the financial limits of the grant are required to raise the extra funding by including it in their tax levy which is usually referred to as the "special levy".

Since school divisions in the province vary considerably in size, population density, geographical terrain, climactic conditions, assessment and road conditions, the costs of operating the transportation programs also vary. It would appear that those school divisions which have the advantages of high assessment, compact size, high population density and good roads and which are situated in the southern portion of the province would find it easier to operate within or close to the grant than those divisions not having these same circumstances. It would also appear that these same divisions would be able to fund extra-service transportation for field trips or sports programs much more easily than others. Even if a division had to raise such extra funds through the special tax levy, this extra tax would not be as punitive to the ratepayer in a more heavily populated and highly assessed school division.

Consequently if less advantaged school divisions wish to provide their students with the same extra-service transportation that is available in other divisions the local ratepayer must bear the burden. If this is not possible or expedient then usually students and their parents have to raise the necessary funds.

*The data solicited from the school divisions in the study related to expenditures incurred during the calendar year 1976 when the grant was \$190.00 per transported pupil. This figure was revised upward to \$225.00 in 1977 and to \$240.00 in 1978.

The result is an inconsistency of opportunity for students with some schools having a decided advantage over others. This inconsistency suggests that an examination should be undertaken of the amount of monies expended on extra-service transportation in Manitoba school divisions to determine the extent to which these expenditures do vary from one division to another. It also suggests that an alternate procedure for funding be developed so that all divisions could provide a more uniform program of extra-service transportation.

STATEMENT OF THE PROBLEM

The purpose of this study was to examine the costs incurred by schools in six selected school divisions in Manitoba for the provision of extra-service transportation, to determine the extent to which school boards subsidize these expenditures and to determine the average per-pupil expenditures for these services in the six school divisions.

In particular this study set out to answer the following research questions.

1. What are the expenditures for extra-service transportation in the schools in the six selected school divisions in Manitoba?
2. What are the sources of funds required for this transportation?
3. What is the per-pupil expenditure for extra-service transportation in each of the school divisions?
4. What would be the financial burden on the local ratepayers of the school divisions if total funding of extra-service transportation were provided?
5. What would be the additional financial burden on the provincial Department of Education if total funding of extra-service transportation were provided by the province?

SIGNIFICANCE OF THE STUDY

The Foundation Program that was established in 1968 with the formation of the Unitary school division was to help equalize the opportunities given to students in all parts of the province. The program of funding student transportation on a flat grant per transported pupil basis was part of the Foundation Program and this study is intended to determine some of the consequences of funding student transportation on that basis.

One factor determining the degree to which school divisions can underwrite the costs for extra-service transportation would depend on the funds left surplus from the regular transportation program. As was mentioned earlier in this chapter, this amount would vary from one division to another.

If a school division has a high proportion of transported pupils as compared to its total enrolment then it would be in a more advantageous financial position to fund the extra-service transportation program because it is receiving transportation grants for such a larger proportion of students than another division might be.

Some school divisions are able to maintain a lower per-pupil-mile cost for the regular transportation program than others are because of some special circumstances of that division. A division may have good roads, high population density and short routes that allow for a very efficient transportation system. Another division having the opposite circumstances would have higher per-pupil-mile costs and therefore less surplus with which to fund extra-service transportation.

Another consequence of funding all pupil transportation on the per transported pupil basis lies in the proportion that transported pupils are of the entire pupil population. The cost of extra-service transportation is a function of the total enrolment within a school division; however school divisions are required to provide funding from a source of revenue that is a function only of the number of transported pupils. When one considers that less than 24 per cent of the pupils enrolled in Manitoba schools in 1976 were classed as "transported pupils"³ for grant purposes there arises a question as to whether there should be an alternative funding scheme specifically for extra-service transportation.

Another concern is the effect of the local special levy on the ratepayer. Some of the school divisions having difficulty providing funding for extra-service transportation from the regular transportation budget would probably have low assessments as well. Therefore the extra costs would have a greater effect on the ratepayer than if the same amount of money had to be raised in a higher assessed, more heavily populated school division.

A need for reconsideration of the present funding scheme may be justified in another area. Costs for extra-service transportation have had added growth because of a reluctance on the part of teachers and parents to volunteer their time and vehicles. This reluctance is due to the growing number of litigation cases involving education in malpractice suits and there is an increasing consciousness on the part of teachers and administrators to avoid situations that could result in an accusation of negligence.

³Department of Education Annual Report 1976. Province of Manitoba

Finally the extent to which a school board will fund extra-service transportation will depend largely upon the attitude of the school board members towards field trips and extra-curricular sports programs. Revising the current funding scheme or developing a formula for funding extra-service transportation would remove inequities resulting from the variance of school board attitudes.

DELIMITATIONS

This study was restricted to the schools within six rural school divisions in Manitoba. These divisions were chosen to reflect as many of the different factors that affect transportation costs as possible such as size, population density and proximity to a larger urban centre. The sample consisted of school divisions which had either operated close to the 1976 transportation grant or had overexpended their 1976 grant. Since most of the school divisions in Manitoba had operated overgrant an effort was made to choose divisions in such a manner that the degree of over-expenditure varied.

It was observed that some of the school divisions had a number of Hutterite schools. Because these schools are not permitted by doctrine to embark on field trips, care had to be exercised to attempt to delete their statistics from the study.

LIMITATIONS

There are several factors which make it difficult to generalize about the findings of the study and one can only assume that the conclusions as they apply to the six school divisions may also apply to the rest of the province.

Firstly the study is restricted to a small fraction of the school divisions in the province of Manitoba and even though these divisions were chosen to reflect as many variables as possible the sample was not exhaustive in this regard.

Secondly, it was observed that some school divisions had definitive policies governing extra-service transportation and therefore the schools as well as the secretary-treasurer had quite accurate records of expenditures. In other school divisions where there were no apparant controlling policies school records of expenditures were frequently approximations and occasionally incomplete.

The third factor was the budget year. Because school divisions' budgets operate on the calendar year and because individual schools may have records based on the calendar year and the academic year, it was impossible to exactly reconcile the school returns with those from the secretary-treasurer.

A fourth limitation lies in the completeness of the school records. Some school divisions are not able to provide buses for all extra-service transportation. Consequently schools may hire more expensive charter buses and these expenses would not appear on division ledgers. If these bus costs are paid in cash collected from students, then the expenditure would not appear on any ledger.

A fifth limitation is the variance of school board attitudes. A significant factor in the extent of school division financial support for extra-service transportation is the attitude of the school board members toward the program. The assumption must be made that the collective attitudes of the school boards of the six school divisions in the study are typical for the province.

DEFINITION OF TERMS

Curricular Transportation: The transport of pupils on field trips or study trips where the excursions are an extension of the classroom curriculum.

Extra-Curricular Transportation: The transport of pupils on excursions not directly related to the classroom curriculum such as to theatre-centres, athletic events, musicals, etc.

Extra-Service Transportation: The program of transporting pupils for field trips, athletic events, etc. or for any purpose other than for home-school-home purposes. This term is used when referring to curricular and extra-curricular transportation.

Per Pupil Grant: The grant paid by the Department of Education to school divisions for transportation purposes based on the number of pupils eligible for that grant as set out in the Public Schools Act. This grant is paid to school divisions only in respect to "transported pupils".

Regular Transportation Program: The transport of pupils from their homes or residences to school for the purpose of attending classes and the return trip.

Special Tax Levy: The property tax levy imposed by a school division on its own ratepayers to raise money to defray the costs of operating the school division that are in excess of the amounts covered by the grants received from the provincial authorities.

Transported Student: Any student for whom the school division receives a grant for transportation from the Department of Education. Public Schools Act Sec. 287 (2) "where a school district is required to provide transportation, the board of trustees shall make and carry out suitable arrangements for transporting to and from school, once a day, all resident pupils of the district who would have more than one mile to walk in order to reach school."

CHAPTER II

REVIEW OF THE LITERATURE

INTRODUCTION

A search of the literature revealed that, although school transportation has been extensively studied, the area of extra-service transportation funding had not been studied previously. The task has been therefore to search out some of the different funding schemes being used, and of the changing public attitudes towards extra-service transportation.

Numerous studies have been carried out over the years and determine the most valid predictors of transportation costs. These will be summarized and compared with some of the formulae that have been used or are in use in Canada now. Finally some of the arguments for and against the use of buses for curricular purposes as summarized by Featherston and Culp will be presented.

LOCAL VS. STATE (PROVINCIAL) FINANCING OF EXTRA-SERVICE TRANSPORTATION

In searching the literature it is difficult to determine the extent to which extra-service transportation is funded by the state or province or indeed if it is funded. It is more difficult to determine the extent to which school divisions subsidize this form of transportation.

Budget guidelines for the province of New Brunswick for 1975-1976 show an allocation of a budget number for school districts or divisions to record expenditures for extra-service transportation. It also states specifically that all costs in that category are to be covered by the user.¹

¹Background Paper on Financing Public Education in New Brunswick. Government Publication.

In his study W. E. Lavery found that the school systems in the three provinces Alberta, Saskatchewan and Manitoba tended to spend approximately four per cent of their transportation budgets on extra-service programs. The urban systems in Alberta and Manitoba were exceptions in that they tended to spend up to eight per cent of their transportation budgets on such purposes.²

In a study conducted for the Ontario Institute for Studies in Education, Bryan C. Elwood commented on the phenomenal growth of pupil transportation services in Ontario, saying, "Enrichment and excursion programs have radically increased. The new emphasis on equalizing educational opportunity entails more transportation as well as more schools."³ Elwood's suggested procedures for estimating the cost of extra-service transportation programs would suggest that these programs have provincial support to some degree.

J. L. McGee included in his proposed formula for the allocation of funds for the Educational foundation program in the State of Florida a category - "\$ for Non-Home-School-Home Transportation" indicating a start in the funding of extra-service transportation in that state.⁴

The trend toward school division support for extra-service transportation was summarized by Featherston and Culp; "Today such use (extra-service transportation) has become quite common. There are some states in

²Lavery, W. E. A Survey of Pupil Transportation in the Prairie Provinces, Masters Thesis, University of Manitoba 1973, p. 169.

³Elwood, Bryan C. Student Transportation - Comparing Alternative Methods of Providing the Service, OISE - 1970.

⁴McGee, James L. Reformulation of the Minimum Program for Allocation of School Bus Transportation Funds in Florida, Doctoral Thesis, Florida State University, 1972.

which transportation costs in which the state will share may include some transportation for instructional purposes. Many local units now pay the costs for a large part of the transportation for instructional purposes, and many of them are beginning to render this service as a well-planned and well-organized basis ... there is little doubt that we will see school buses utilized to promote the educational programs much more than we have in the past."⁵

CHANGING PUBLIC ATTITUDES TOWARDS EXTRA-SERVICE TRANSPORTATION

As the previous quotation indicates, Featherston and Culp could see in 1965 that the use of school buses for extra-service transportation was going to be more readily accepted by the public. In recent years there has been an increasing concern over the quality of Education being provided in the schools. The value of student involvement in field trips and in extra-curricular sports trips has become more appreciated by educators, parents and students. The realization that there are out-of-school educational resources available that are difficult if not impossible to duplicate within the classroom or school has made ratepayers more willing to accept the costs involved in extra-service transportation.

As early as 1967, school policies were being written that encouraged the use of buses in the instructional programs. J. M. Parsons (1967) listing the responsibilities of the transportation coordinators for the State of Ohio gave one responsibility as: "#6 Assist in establishing and maintaining proper relations between the operation of school transportation

⁵Featherston, E. G. and Culp, D. P., Pupil Transportation - State And Local Programs, New York: Harper and Row, 1965, p. 10.

and the total educational program . . . School transportation is an integral part of the educational program and has a direct bearing on the quality of education."⁶

The State of New Mexico states specifically in its pupil transportation criteria that Boards are to "encourage schools to broaden and extend the school programs through the use of school buses."⁷

A survey conducted and reported in the American School Board Journal in 1965 indicated that, although there was some negative feeling toward the amount of money spent on extra-curricular sports, 63 per cent of the respondents felt that the expenditure was worth it provided an appropriate amount was also expended for the benefit of the non-athletic student.⁸

A Manitoba school division conducting a goals and objectives survey in 1976 found that 86 per cent of the parent respondents approved of field trips as an educational experience. The results for students and for teachers were higher.

An interesting corollary to their results is that while a very high percentage of all of the respondents approved of field trips as an educational experience a relatively low percentage of the respondents indicated a concern about how the educational dollar was expended.

⁶Parsons, J. M. "Ohio's System of Regional Coordinators for Pupil Transportation", National Education Association, Washington, D.C. June, 1967.

⁷Stollor, Dewey H., Pupil Transportation, Planning to Finance Education, Vol. III, Chapter 9 (Gainesville, Florida: National Education Finance Project, 1971) pp. 358, 9 (ERIC ED052515), citing "Proposal for Financing School Transportation in New Mexico", Department of Education, State of New Mexico, 1964.

⁸What Are Interscholastic Sports Really Costing You? American School Board Journal, June, 1975, p. 19.

TRANSPORTATION GRANTS

The extent to which school districts and divisions provide funding for curricular and extra-curricular transportation is dependent to a large extent on the formula that is in use in that province or state to fund the regular transportation program. Investigation into the policies in various provinces and states reveals that a variety of formulae are in use or have been in use and that none of these formula are similar to that currently in use in Manitoba.

In the province of Manitoba, school divisions receive from the provincial funding authorities a flat grant of \$240.00 per transported pupil - a transported pupil being defined as any pupil who fits into any one of the specified criteria for pupils requiring transportation to and from school.

Saskatchewan in 1972 was also using a flat grant scheme; however, the grant was based on total route mileage. School boards in Alberta were receiving from their provincial finance board grants amounting to 90 per cent of the recognized expenditures for pupil transportation.

Alberta has changed its funding scheme several times since 1950; however a study conducted in that province concluded that route mileage is the most important factor in determining transportation costs.⁹

In the province of Nova Scotia the amount of government subsidy for pupil transportation varies according to the tax assessment strength of the school district and could range from 25 per cent of the costs in urban centres to 85 per cent in some rural areas.

⁹Progress Report on A Study of Rural School Transportation, Province of Alberta - unpublished report.

School boards in Newfoundland are reimbursed 95 per cent of the cost of transportation for all pupils who live more than one mile from a school.

Both British Columbia and Ontario have funding schemes based on pupil distance from school.

It appears that the funding schemes for providing grants for pupil transportation in the provinces investigated are based on either total route mileage or total transportation costs. Manitoba is the exception with the ~~per~~-transported-pupil grant.

STUDIES ON TRANSPORTATION COSTS

A number of studies have been conducted over the years to determine which factors can be regarded as the most valid predictors of transportation costs.

In his study on school transportation in Alberta in 1960 and 1961, Skuba found that the following were the four best predictors of pupil transportation costs. In order of importance they are:

1. pupil district distance
2. bus miles per statutory transported pupil
3. bus miles per transported pupil
4. statutory transported pupils per square mile¹⁰

Mr. Skuba set up a formula using these predictors and found that only 2 school divisions of the 59 in the study were sufficiently out of

¹⁰ Skuba, M. "Population Density and Pupil Transportation Costs in Alberta", Doctoral Thesis, University of Alberta, Lethbridge, Alberta, 1965.

range of the formula so that they would have had to impose a mill rate in excess of 5 mills to cover remaining expenditures.

Aron Sawatsky conducted a study of factors related to transportation costs in school divisions in Manitoba in 1968 and found that the following were the four best predictors of pupil transportation costs:

1. pupil-average distance
2. number of transported pupils per square mile
3. assessed valuation per transported pupil
4. bus mileage per square mile of organized area¹¹

Mr. Sawatsky also derived an equation that could be used as a predictor of transportation costs.

James J. Doglio in his cost analysis of pupil transportation in Illinois found that costs varied with the number of student and with the density of school population.

He found that as the number of students increased the costs per pupil decreased and as the density of school population increased the costs per pupil decreased.¹²

C. M. Bernd was given the task of developing a state-aid plan for funding pupil transportation in Colorado and he concluded that only one of the five plans he had studied should be considered--the pupil mile plan.¹³

¹¹Sawatsky, Aron, "An Interpretive Study of Factors Related to Transportation Costs in The School Divisions of Manitoba." Master's Thesis, University of Manitoba, 1968.

¹²Doglio, J. J. "Illinois Pupil Transportation Cost Analysis", ED.D. Illinois State University, 1974 - abstract.

¹³Bernd, C. M. "A Study of State Aided Pupil Transportation Programs for Colorado", Doctoral Thesis, University of Colorado, 1975, Abstract.

None of the foregoing studies had found that the flat grant per transported pupil had any significance as a predictor of pupil transportation costs. In fact, another study by K. W. Palmer, who had studied the distribution of transportation funds in Utah, found that the flat grant schedule failed every test of equity that she put to it and she also found that some divisions were enjoying an unwarranted advantage over others with the flat grant monies received.¹⁴

Ernest Farmer suggested that any formula for funding student transportation should be based on the actual costs of operation. Unless it did, he said it could not be equitable.¹⁵

It may be concluded that the per-transported-pupil formula has not found to be a valid predictor of pupil transportation costs and that the use of this formula for providing funding to school divisions results in inequities that could be avoided with the use of a different formula. These inequities are carried over into the extra-service transportation program and have become more noticeable in that area.

ARGUMENTS FOR AND AGAINST EXTRA-SERVICE TRANSPORTATION

The practice of funding extra-service transportation has had its opponents and although these opponents appear to be declining in number the following arguments against extra-service transportation as compiled by Featherston and Culp are still used. They are as follows:

¹⁴Palmer, Kay W., A Plan for the Equitable Distribution of Pupil Transportation Funds In Utah, University of Utah, Doctoral Thesis, 1969, Abstract.

¹⁵Farmer, E. M., Pupil Transportation: The Essentials of Program Service, Dunville, Illinois, The Interstate Publishers, 1975, p. 57.

1. School buses were originally provided by the American public to make education available to boys and girls who lived beyond a reasonable walking distance from school.
2. Field trips generally, and school bus trips specifically, are frills and are not legitimately a part of the hard work of education.
3. The limited financial support given most public schools does not permit the use of school buses for instructional purposes.
4. The use of school buses for instructional purposes represents unfair competition for commercial bus lines.
5. The use of school buses for instructional purposes conflicts with their regularly scheduled use for transporting pupils to and from school.
6. School bus trips are actually ineffective as instructional activities.
7. The use of school buses for instruction purposes, even if effective, is limited to relatively few class groups for special projects, and is consequently discriminating and therefore unworthy of approval.
8. Other media such as radio, television, and films can and should be used to supplement vicarious learning when necessary, at less cost than school bus operation and with greater coordination with classroom activities.

Opponents of these arguments put their case as follows:

1. The fact that school buses were originally provided to make educational opportunities available to pupils argues not against but for the use of school buses for instruction enrichment.
2. The argument that school bus trips are "fads and frills" is part of a general conviction that learning is achieved only through constant, arduous study; that the best learning is least pleasant; that understanding evolves from stoicism; and that strength springs from endurance of adversity.
3. The limitation of funds for public school support is a good reason for seeking effective teaching tools, rather than an argument against instructional use of buses.
4. The argument that instructional use of school buses is unfair competition for commercial bus operations is inapplicable.

5. The argument that instructional use of school buses conflict with their use to transport children to and from school is rejected because the regular schedule for bus service to and from school uses but a small fraction of the day.

6. If school bus trips are ineffective in instruction and result in mere entertainment, the fault lies with the teacher and administrator and not with the principle of the bus use.

7. The argument that there is discrimination in the use of school buses for instructional purposes is invalid because many school activities do not provide participation for all students.

8. The argument that such media as radio, television, and films should be the means to provide concrete experience¹⁶ does not invalidate the use of buses as instructional tools.

CONCLUSION

Very little literature appears available dealing with extra-service transportation funding schemes; however there is sufficient literature and evidence of studies to conclude that curricular and extra-curricular transportation programs are regarded as valuable educational experiences and that these programs have the approval of the majority of the taxpayers. There are also a number of studies that indicate which factors are the most valid in predicting transportation costs so that extra-service transportation funds as well as regular transportation funds can be more equitably dispersed.

¹⁶Featherston, E. G. and Culp, D. P., op. cit. pp. 30 - 32.

CHAPTER III

RESEARCH PROCEDURES

INTRODUCTION

Five research questions were prepared for the study. The data to answer these questions were collected by sending questionnaires to all of the principals and to the secretary-treasurer in each of the six selected school divisions in Manitoba.

SELECTION OF SURVEY SAMPLE

The six school divisions in the study were selected on the basis of proximity and special circumstances within each division.

All of the school divisions were within commuting distance of the writer. Because the information required was factual in nature, the original intent was to visit all of the schools and each of the secretary-treasurers to ensure as complete a return of data as possible. All of the schools were within a 90 mile radius of the writer's residence.

A second advantage to choosing school divisions within commuting distance was that the special circumstances of geography, assessment, funding procedures, condition of roads were known. Some of these special circumstances are summarized as follows:

Division A - was situated in a prosperous agricultural area with high assessment and good roads. It was the only school division in the sample to operate its transportation program "at grant" in 1976.

Division B - had the same advantages as A; however operated considerably over-grant with respect to transportation in 1976. This division was also known to have a funding formula for extra-service transportation.

Division C - similar to A and B in terms of economic situation, but severely overspent its transportation budget in 1976. This division was also known to have a funding formula for extra-service transportation.

Division D - was farther from the urban centres than A, B, or C, had a lower assessment and was situated in a poorer agricultural area. This division overspent its transportation budget to a greater degree than B in 1976.

Division E - adjacent to D; however a more economically advantaged area. This division was known to have a funding formula for extra-service transportation. This school division overspent its transportation budget considerably in 1976.

Division F - had the lowest proportion of transported pupils, the highest assessment and the largest enrolment. This division was known to have a funding formula for extra-service transportation and had only slightly overspent its transportation budget in 1976.

THE QUESTIONNAIRES

In order to answer the research questions properly it was deemed necessary to construct a questionnaire that would solicit data specifically from school principals¹ and another questionnaire to collect data specifically from secretary-treasurers.²

There was information required that would be readily available only at the office of the secretary-treasurer of each school division. This would include total school division enrolments, transportation budget, numbers of transported students and assessments.

There was also information that would only be available at each school such as expenditures for extra-service transportation for which funding was not provided by the school board as well as the use of volunteer vehicles and drivers. Schools, it was hoped, would be able to break-down the extra-service transportation costs into curricular costs and extra-curricular costs.

¹Appendix A

²Appendix B

Some of the information, it was felt, could have been available at either source; however, the questionnaires were set up in such a manner to assure as complete results as possible even if it meant a certain degree of duplication in some cases.

The last portion of each of the questionnaires sought opinions and attitudes towards extra-service transportation funding by asking for problems encountered with the program in that division.

Before actual solicitation of data could proceed a letter of introduction³ was sent to the Superintendent of Schools in each of the six selected school divisions. The letter set out the problem that was to be studied and requested permission to visit the schools in that school division to collect the data. Also permission to visit the secretary-treasurer was requested. Copies of both the questionnaires were attached to the letter.

Permission to proceed having been granted, letters of introduction⁴ were sent to all of the principals in the school divisions as well as to each divisional secretary-treasurer.⁵ These letters also set out the problem to be studied and included a copy of the appropriate questionnaire and a self-addressed return envelope. The principals and secretary-treasurers were informed that they could complete the form at their pleasure and return it rather than wait for a visitation.

³Appendix C

⁴Appendix D

⁵Appendix E

All superintendents, secretary-treasurers and principals were assured that the identity of school divisions and of schools would be disguised so as to maintain anonymity.

RESPONSES TO THE QUESTIONNAIRES

TABLE I - THE DISTRIBUTION AND RETURN OF THE QUESTIONNAIRES

Questionnaires Sent To	Number Sent	Number Returned	Percent Returned
Secretary-Treasurer	6	6	100 %
Principals:			
School Division A	15	13	86.67%
B	11	11	100 %
C	10	10	100 %
D	10	10	100 %
E	8	8	100 %
F	13	13	100 %
Totals	67	65	97.01%

Over eighty per cent of the respondents chose to complete the questionnaire and return it immediately. After one round of telephone reminders the response rate was as shown on Table I. All of the secretary-treasurers returned their questionnaires and five out of six school divisions had a one hundred per cent response rate. The response rate for the sixth school division was 86.67 per cent with thirteen out of fifteen returning their questionnaires. The net response rate for all of the schools was 97.01 per cent.

The two schools which did not respond were known to be small rural schools with one or two classrooms and since the other respondents in that division had indicated that records of expenditures were kept only at the division office, it was concluded that the information required would be contained in the questionnaire from the secretary-treasurer.

It appeared that the response rate was the highest in those divisions which used accurate and efficient accounting procedures in the schools and which had policies on extra-service transportation.

SUMMARY

All of the data required for the study were obtained by mailing a one-page questionnaire to each school principal and another one-page questionnaire to the secretary-treasurer in each of the six school divisions selected for the study.

The response rate was sufficiently high so that a telephone follow-up was all that was required to bring the response rate up to 100 per cent for the secretary-treasurers as well as for the schools in five out of six of the divisions. The response rate for the sixth school division was 86.67 per cent and the total response rate for all of the schools was 97.01 per cent.

CHAPTER IV

DATA PRESENTATION AND ANALYSIS

INTRODUCTION

The data collected using the questionnaires and the analysis of that data will be presented and organized in subsections, each subsection dealing with one of the research questions.

SUMMARY OF EXPENDITURES FOR EXTRA-SERVICE TRANSPORTATION

The first research question dealt with determining the expenditures in each of the six school divisions for extra-service transportation in 1976. The data displayed in each of Tables II to VII deals with the enrolments and expenditures for extra-service transportation in a school division as well as with the degree to which each school in that division utilized the services of volunteer drivers and vehicles. The expenditures for the extra-service transportation are further broken down into two categories - curricular referring to field trips and extra-curricular transportation referring to trips not directly related to course curricula such as athletic events, theatre centre, musicals, etc. Table VIII will summarize the totals for the divisions and compare them with the totals as reported by the secretary-treasurers.

School Division A - Table II - page 27 . Completed questionnaires indicated that aside from the high school (#12) there didn't seem to be a policy for extra-service transportation for the division. For example a school with an enrolment of 190 students (#1) had spent \$600.00 on extra-service transportation and had not used volunteers. Three other schools (#4, 6 and 13) also had not used volunteers and had spent lesser amounts per student on transportation. Two schools however (#'s 2 and 5) used volunteers exclusively.

TABLE II - ENROLMENTS AND TRANSPORTATION EXPENDITURES IN SCHOOL DIVISION A

School	Enrolments				Expenditures		Trips by Volunteers	
	K-3	4-6	7-9	10-12	\$ Curricular	\$ Extra-Curricular	Number	Cost
1	70	60	60	-	\$ 500.00	\$ 100.00	-	\$ -
2	27	24	14	-	-	-	3	120.00
3	44	10	-	-	125.00	-	5	30.00
4	15	17	7	-	-	390.00	-	-
5	9	6	5	-	?	-	3	30.00
6	16	24	20	-	250.00	-	-	-
7	17	27	9	-	?	?	4	?
8	15	23	13	-	-	350.00	1	4.50
9	5	6	4	-	-	40.00	1	40.00
10	-	11	19	-	-	70.00	300 mi	225.00
11	12	16	14	-	150.00	30.00	6	50.00
12	-	-	150	396	3000.00	6150.00	6	180.00
13	357	263	185	-	600.00	300.00	-	-
Subtotals	587	487	500	396	\$4625.00	\$7430.00	29+	\$679.50
Totals	1970				\$12,735.00		(\$12,734.50)	

Five of the thirteen schools spent most of their funds on curricular type trips and four schools spent their funds exclusively on extra-curricular trips.

All of the schools except the high school (#12) indicated that every student was given a field trip every year. Yet the high school spent almost 72 per cent of all the money spent on extra-service transportation in that division on less than 28 per cent of the students.

All of the schools indicated that they did not keep accurate records of expenditures in the schools and this is the reason for the question marks (?) on the data table. Some of the schools were able to approximate costs; others had no ideas of the costs.

When asked about problems within the division with regard to extra-service transportation, the school's replies indicated a lack of common practice. One school (#4) indicated that money and transportation were no problem. Another (#2) indicated that buses were available only during school hours on week days and on Saturdays. Another (#10) said that the cost of trips was a burden on the school budget and that they used volunteers as much as possible. This school said that students pay for most of the activities.

School Division B - Table III - page 29. This school division is a contrast to division A in that all of the schools (except #1) had definite statistics with regard to expenditures and all of the schools indicated that they have a budget for extra-service transportation. One school (#4) said that the school division did have a policy in its administrative handbook that dealt with extra-service transportation. This would account for the apparent consistency of bookkeeping procedures

TABLE III - DISPLAY OF ENROLMENTS AND EXPENDITURES IN SCHOOL DIVISION B

School	Enrolments				Expenditures		Trips by Volunteers	
	K-3	4-6	7-9	10-12	\$ Curricular	\$ Extra-Curricular	Number	\$ Cost
1	43	42	-	-	\$?	\$?	-	\$ -
2	19	20	-	-	45.00	-	3	30.00
3	228	133	-	-	660.00	-	-	-
4	?	?	-	-	300.00	-	1	30.00
5	79	83	-	-	225.00	-	2	19.50
6	11	15	-	-	150.00	-	-	-
7	43	44	-	-	150.00	-	-	-
8	-	-	85	75	752.00	965.00	1845 mi	184.50
9	-	-	92	83	<div style="display: flex; align-items: center; justify-content: center;"> ↔ 1375.00 </div>		-	-
10	-	-	351	329	2500.00	2500.00	20	200.00
11	16	11	-	-	150.00	-	-	-
Subtotals	439	348	528	487	\$9772.00		26+	\$464.00
Totals	1862				\$10,236.00			

as well as the proportionate expenditures from school to school.

Schools in this division are either Kindergarten to Grade six schools or grades 7 through 12 schools. It is interesting to note that all of the K to 6 schools spent their entire budget allocation on curricular trips and the senior schools spent at least one-half of their budget on extra-curricular rather than curricular transportation.

Most of the schools in this division said that the budget allocation was sufficient. Three schools (#8, 9 and 10) indicated that additional funding came from within the school.

It appeared to be general that schools in this division had to make field trips within the confines of the schedules of the regular transportation program.

School Division C - Table IV - page 31 . All of the schools in this division reported that expenditures were estimates or were not available. They indicated that the school division had a policy whereby schools were allocated transportation for field trips as well as for extra-curricular trips on a quota of one trip for every eight students enrolled in the school. Schools indicated that if they exceeded the quota then the additional funding had to come from the school. However, if a school did not use up its quota, the surplus could be "loaned" to another school or carried forward to the next budget year.

School Division D - Table V - page 32 . There didn't appear to be any policy in this school division that governed extra-service transportation. Expenditures were not proportionate with enrolments particularly at the elementary level. Also the high schools (#'s 9 and 10) monopolized the expenditures by spending over 76 per cent of the total spent in the

TABLE IV - DISPLAY OF ENROLMENTS AND EXPENDITURES IN SCHOOL DIVISION C

School	Enrolments				Expenditures		Trips by Volunteers	
	K-3	4-6	7-9	10-12	\$ Curricular	\$ Extra-Curricular	Number	\$ Cost
1	134	93	-	-	\$ 650.00	\$ 75.00	-	\$ -
2	26	42	-	-	?	?	-	-
3	89	62	-	-	?	-	-	-
4	20	20	-	-	200.00	-	-	-
5	13	10	-	-	?	-	-	-
6	81	72	71	61	-	-	-	-
7	-	-	144	182	1020.00	1428.00	-	-
8	-	-	140	155	-	-	1	20.00
9	76	48	56	-	1000.00	200.00	-	-
10	62	40	70	-	1037.00	700.00	-	-
Subtotals	501	387	481	398	?	?	1	\$20.00
Totals	1767				?			

TABLE V - DISPLAY OF ENROLMENTS AND EXPENDITURES IN SCHOOL DIVISION D

School	Enrolments				Expenditures		Trips by Volunteer	
	K-3	4-6	7-9	10-12	\$ Curricular	\$ Extra-Curricular	Number	\$ Cost
1	70	61	-	-	\$ 200.00	\$ -	-	\$ -
2	?	?	-	-	?	?	-	-
3	18	17	16	-	290.00		-	-
4	29	19	19	-	165.00	14.00	4	24.00
5	29	35	32	-	330.00	-	-	-
6	26	33	29	-	232.00	-	5	30.00
7	23	22	19	-	170.00	-	-	-
8	40	28	22	-	-	75.00	18	55.00
9	105	96	115	114	1516.00	2000.00	2	100.00
10	-	-	110	110	1500.00	-	-	-
Subtotals	340	311	362	224	\$6492.00		29	\$209.00
Totals	1237(+)				\$6701.00			

division on less than 40 per cent of the students. Of the schools not enrolling high school students, all but one (#8) spent practically all of their funds on curricular trips. Oddly this school spent all of its money on extra-curricular trips.

Two schools (#3 and 8) indicated that the transportation budget was too restrictive. Two schools (#4 and 8) said that they were not able to provide a field trip for every student every year.

Other inconsistencies were shown in the comments from the schools. Two schools indicated that buses were not always available whereas two other schools said this was no problem. Some schools made considerable use of volunteer drivers and vehicles while others made no use of volunteers and incurred comparatively high costs with the use of buses.

There is a discrepancy in the division enrolment as reported by the secretary-treasurer and the sum of school reported enrolments. The fact that the division has two Hutterite schools and that one school could not provide data may explain this.

Also since one school could not provide data, perhaps the individual school records are not as accurate as they could be.

School Division E - Table VI - page 34. All of the schools in this school division replied promptly and all questionnaires indicated that they had been given serious and efficient consideration. Responses indicated that there is a definite policy in this division with respect to extra-service transportation.

Four of the eight schools made no distinction between expenditures for curricular and extra-curricular trips. The high schools, as in the previous divisions, spent the largest amounts. Otherwise the reported

TABLE VI - DISPLAY OF ENROLMENTS AND EXPENDITURES IN SCHOOL DIVISION E

School	Enrolments				Expenditures		Trips by Volunteers	
	K-3	4-6	7-9	10-12	\$ Curricular	\$ Extra-Curricular	Number	\$Cost
1	87	99	74	-	\$500.00	\$ 250.00	4	\$ 40.00
2	56	47	26	-		562.00	-	-
3	47	42	36	-		519.00		
4	71	66	73	-	550.00	250.00	4-5	50.00
5	100	102	100	-	240.00	340.00	6	?
6	-	-	55	180		1800.00	-	-
7	-	-	62	210	350.00	1500.00	2	40.00
8	141	102	94	-	791.00	-	-	-
Subtotals	502	458	520	390	\$7652.00		14-15	\$130.00(+)
Totals	1870				\$7782.00			

expenditures were proportionate with student population.

This was the only division where data from the schools seemed to have more credibility than those of the secretary-treasurer. The latter had been less prompt and had indicated that the questionnaire was completed by a third party.

All but two of the schools indicated that money and availability of buses were a problem. Only two schools indicated that every student in the school was given a field trip every year.

Schools indicated that the division policy was to provide a sum of money to each school, presumably on a per-pupil basis, and that schools were required to cover any expenditures over and above the school board contribution provided the school did not exceed the school board figure. This would account for the high degree of consistency in expenditure from one school to the next as well as the apparent efficiency of bookkeeping within the schools.

School Division F - Table VII - page 36. This was the largest division in the sample in terms of enrolment and it had the lowest percentage of transported students as it was mixed urban-rural.

Responses indicated that there was a divisional policy on extra-service transportation. Responses also indicated that although the school board made a definite contribution to each school for the purposes of extra-service transportation this amount was not sufficient as the schools raised over 70 per cent of the necessary funds. This is also shown in the number of trips made by volunteer drivers. Schools in this division made use of volunteers for over 200 trips-more than all of the other five divisions in total.

TABLE VII -- DISPLAY OF ENROLMENTS AND EXPENDITURES IN SCHOOL DIVISION F

School	Enrolment				Expenditures		Trips by Volunteers	
	K-3	4-6	7-9	10-12	\$ Curricular	\$ Extra-Curricular	Number	\$ Cost
1	37	31	20	-	\$ -	\$ 265.00	3	\$ 30.00
2	115	71	297	-	500.00	1000.00	62	180.00
3	89	66	71	-	1700.00	-	34	160.00
4	85	30	-	-	214.00	-	5	5.00
5	156	132	271	-	2220.00	210.00	50	50.00
6	18	8	-	-	15.00	-	-	-
7	126	112	-	-	2137.00	100.00	50	100.00
8	157	112	-	-	538.00	125.00	-	-
9	179	184	230	-	550.00	625.00	100 mi	15.00
10	19	13	-	-	125.00	-	5	-
11	126	135	298	-	830.00	460.00	10-12	50.00-60.00
12	-	-	-	502	1685.00	800.00	5	75.00
13	-	-	-	440	1500.00	1000.00	-	-
Subtotals	1107	894	1187	942	\$12,014.00	\$4585.00	?	\$670.00
Totals	4130				\$17,269.00			

Whereas all schools showed that they spent a considerable sum of money on extra-service transportation, expenditures were not proportionate with student enrolment. One school (#3) with an enrolment of 226 pupils spent \$1,700.00 on curricular transportation only whereas another school in the same category (#2) spent \$1,500.00 on 483 students, two-thirds of that amount being spent on extra-curricular travel. Also this school (#2) used volunteers for 62 trips or one-third of all of the volunteer trips in the division.

Schools said that buses were frequently difficult to obtain when needed and a large number were concerned about the use of volunteer drivers and the problem of liability.

There appeared to be a high degree of efficiency in accounting procedures in the schools as well as at the secretary-treasurer's office.

This was the only school division where the secretary-treasurer volunteered a comment about the problems of extra-service transportation. He explained that the costs of extra-service transportation had to be covered by funds left over from the regular transportation costs. He added that grants were not covering the regular program and that extra-service funding had to come through the special levy. He did say that the degree to which extra-service transportation is subsidized depends largely on school board attitude.

The reported enrolments shown on Table VIII page 38 have large discrepancies between the school reports and what the secretary-treasurer reported for three divisions - A, B and D.

TABLE VIII - SUMMARY OF SCHOOL BASED TOTALS
AND SECRETARY-TREASURER TOTALS FOR
DIVISION ENROLMENTS AND EXPENDITURES
FOR EXTRA-SERVICE TRANSPORTATION

School Division	School Board Totals		Secretary-Treasurer Total	
	Enrolment	Expenditure	Enrolment	Expenditure
A	1970	\$12,735.00	2113	\$ 4,334.60
B	1862	10,236.00	2038	8,500.00
C	1767	?	1768	10,296.00
D	1237	6,701.00	1785	5,200.00
E	1870	7,782.00	1839	2,053.00
F	4130	17,269.00	4290	5,000.00

In the case of division A, this can be attributed to the two schools that did not respond and possibly some error in reporting by other schools. In each of divisions B and D, one school did not report enrolments for 1976. Also division B has one Hutterite school and division D has two. The enrolments in Hutterite schools would have been included in the secretary-treasurer totals.

The expenditures for school division C were estimated by the secretary-treasurer to be \$10,296.00. Because of the nature of the policy of this particular division whereby each school is allotted a number of trips, it is impossible and unnecessary for schools to keep records. It would be also not necessary that the secretary-treasurer to keep accurate account of expenditures for extra-service transportation.

Table VIII page 38 also shows that all of the school boards made some contribution toward extra-service transportation. However the proportion of the total extra-service costs covered by the school boards vary from very high to fairly small in the case of division F.

THE SOURCES OF FUNDS FOR EXTRA-SERVICE TRANSPORTATION
IN THE SIX SCHOOL DIVISIONS

The second research question dealt with determining the sources of funds used for extra-service transportation in each of the school divisions.

This data is displayed in Table IX page 40 so as to indicate the divisional totals for each category of fund source as well as percentages that these totals are of the total expenditures for extra-service transportation in that division.

Table IX on page 40 shows the divisional totals of expenditures to be different from those shown in Tables II to VII. These differences arose because of the difference between the school reported contribution from the school board and the figure given by the secretary-treasurer. The very large discrepancies for divisions A (\$5,000 approximately) and D (\$700 approximately) are due to the fact that schools indicated that they did not have complete records and that they were estimating.

The sources of funds were divided into six categories - School Board, Student Council, Individual students, Student fee, Volunteers and

TABLE IX - SOURCES OF FUNDS FOR EXTRA SERVICE TRANSPORTATION

School Division	School Board		Student Council		Individual Students		Student Fee		Volunteers		Fund Raising School Funds		Division Total
	Total	%	Total	%	Total	%	Total	%	Total	%	Total	%	
A	\$ 4334.60	55.15	\$ 1570.00	19.97	\$ 1150.00	14.63	\$ 15.00	.19	\$ 679.00	8.64	\$ 110.00	1.40	\$ 7,858.00
B	8599.00	75.83	1017.00	8.97	620.00	5.48	640.00	5.64	464.00	4.09	-	-	\$ 11,340.00
C	10296.00	91.80	200.00	1.78	700.00	6.24	-	-	20.00	.19	-	-	\$ 11,216.00
D	5200.00	86.19	-	-	625.00	10.36	-	-	209.00	3.46	-	-	\$ 6,034.00
E	5516.00	68.34	2221.00	27.48	215.00	2.66	-	-	130.00	1.61	-	-	\$ 8,083.00
F	5000.00	29.44	1715.00	10.10	6797.00	40.02	1374.00	8.09	670.00	3.95	1427.00	8.40	\$ 16,983.00

* - % - transported - This figure for each division is the percentage of the enrolment that is transported in the regular transportation system and for which the division receives a grant.

** School division E is the only division for which the information schools indicating school board contributions toward extra-service transportation was accepted over the information from the secretary-treasurer.

Fund raising. A distinction was made between the sources "Individual Students" and "Student Fee". Some schools assess an activity fee on students at the beginning of the school year, these fees being designated for various student activities throughout the year. The source "Individual Students" refers to money collected from students who are participating in a particular trip.

With reference to Table IX, school divisions B, C, D, and E made significant contributions toward the extra-service transportation programs in their divisions in 1976. School division A made up over one-half (55.15 per cent) of the amount expended. The school board in division F made the least commitment with 29.44 per cent of the total expended in that division.

Taking into consideration the percentage of transported pupils of total division enrolment and comparing these figures with the individual school board contributions, it appears that the divisions that have the lowest school board contribution (A and F) also have the lowest percentage of transported students.

TABLE X - COMPARISON OF SCHOOL BOARD CONTRIBUTION AND PROPORTION OF TRANSPORTED PUPILS WITHIN DIVISION

School Division	School Board Contribution (%)	Transported Pupils (%)
A	55.15	39.99
B	75.83	75.81
C	91.80	71.32
D	86.19	65.27
E	68.24	75.69
F	29.44	32.26

These were the school divisions in which schools relied heavily on student councils and individual students for funds - A - 34.67 per cent and F - 50.12 per cent.

In school division E schools raised money through the student councils to cover 27.48 per cent; however in this division it was policy to have student councils contribute to the costs of extra-service transportation.

In school divisions B, C and D the school boards almost exclusively covered the cost of extra-service transportation with division C being the highest at 91.80 per cent of the total costs of the extra-service program for that year.

PER PUPIL EXPENDITURES FOR EXTRA-SERVICE TRANSPORTATION

The third research question dealt with calculating and examining the per pupil costs for extra-service transportation in each of the school divisions.

Two calculations were made - one to determine the costs per transported pupil in the division and one to determine the cost per enrolled pupil in the division.

The costs per transported pupil for extra-service transportation varied considerably, from a low of \$5.81 per transported pupil (Division C) to a high of \$12.27 per transported pupil (Division F). The costs per enrolled student varied less from division to division with division D being the lowest at \$3.38 to a high of \$6.34 for division C.

In school divisions B, C, D and E there was not a great deal of difference between the cost per transported pupil and the cost per enrolled

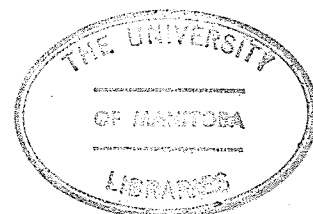


TABLE XI - PER PUPIL COSTS FOR EXTRA-SERVICE TRANSPORTATION

School Division	Total Cost	No. of transported students	Cost per transported student	No. of students enrolled	Cost per enrolled student
A	\$ 7,858.00	845 (39.99%)	\$ 9.30	2113	\$3.72
B	\$11,340.00	1545 (75.81%)	\$ 7.34	2038	\$5.44
C	\$11,215.00	1261 (71.32%)	\$ 8.89	1768	\$6.34
D	\$ 6,034.00	1165 (65.27%)	\$ 5.18	1785	\$3.38
E	\$ 8,083.00	1392 (75.69%)	\$ 5.81	1839	\$4.40
F	\$16,983.00	1384 (32.26%)	\$12.27	4290	\$3.96

Average cost per pupil \$4.54

pupil because of the high proportion of transported pupils in each of the divisions. There was however a very large difference between the two cost figures for each of divisions A and F because of the low proportion of transported pupils in those divisions. The average cost per enrolled pupil for extra-service transportation across all six divisions was \$4.54.

THE EFFECT OF TOTAL DIVISION SUPPORT FOR EXTRA-SERVICE TRANSPORTATION

The fourth research question dealt with the financial consequence of total school division support for extra-service transportation. This was calculated in two ways.

First the effect of total cost of extra-service transportation on the mill rate of each division was calculated. Secondly the effect of adding the costs of extra-service transportation over and above the school board contribution was determined.

The first calculation had more consistency than the second. The effect on the mill rate of adding on the total cost of the extra-service transportation ranged from a low of .37 mills for school divisions B and F to a high of .44 mills for division D. The reader will note that school divisions B and F had the highest assessments and division D the lowest.

Calculation of the average effect across all six school divisions yields .40 mills. In simpler terms this would mean that a school division that is an average of the six studied could probably provide free extra-service transportation by increasing the special levy by .40 mills. To the taxpayer this would mean a \$4.00 increase in the tax bill on a home assessed at \$10,000.00 for taxation purposes.

The second calculation proved to be ineffective in terms of yielding a predictor that could be applied to an "average" school division.

TABLE XII - EFFECTS OF SCHOOL DIVISION SUPPORT FOR EXTRA-SERVICE TRANSPORTATION ON MILL RATES

School Division	A	B	C	D	E	F
Total Transportation Budget	\$ 157,195.00	\$344,000.00	\$310,000.00	\$281,000.00	\$350,200.00	\$325,479.00
Total Transportation Grant	\$ 157,195.00	\$293,550.00	\$239,761.00	\$224,086.00	\$264,480.00	\$269,230.00
Percentage Over-grant	0%	17.19%	29.30%	25.40%	32.41%	20.89%
Division assessment	\$20,250,030.00	\$31,024,160	\$26,626,120	\$13,617,740	\$19,382,670	\$45,980,640
Total Cost of Extra-Service Transportation	\$ 7,858.00	\$ 11,340.00	\$ 11,216.00	\$ 6,034.00	\$ 8,083.00	\$ 16,983.00
Percentage of Total Transportation Budget	5.0%	3.30%	3.62%	2.15%	2.31%	5.22%
# of mills on special levy	.39	.37	.42	.44	.42	.37
Total Cost of Extra-Service Transportation above allocation	\$ 3,524.00	\$ 2,741.00	\$ 920.00	\$ 834.00	\$ 2,567.00	\$ 11,983.00
Percentage of Total Transportation Budget	2.24%	.80%	.30%	.30%	.73%	3.68%
# of mills on Special levy	.17	.09	.03	.06	.13	.26

It did, however, provide some information as to what each of the individual school divisions would have to do to provide free extra-service transportation.

School division C for all intents and purposes covered the costs of extra-service transportation in 1976 as the additional \$920.00 represents a .20 per cent of the total expended for that purpose.

In fact school divisions C and D were both operating their regular transportation system at levels so far above grant (29.30 per cent and 25.40 per cent respectively) that the additional amounts required (less than \$1,000.00) was minimal.

School divisions B and E would have had to increase their transportation budgets by \$2,741.00 and \$2,567.00 respectively, but again both divisions were already over-grant by much more than that amount.

School division F would have had to increase its transportation budget by a large amount \$11,983.00, but to cover this would have had to increase its special levy by only .26 mills. The effect is minimized considerably by the large assessment.

School division A was the only division of the six to be operating its transportation system at grant in 1976. Had the division board elected to add the extra \$3,524.00 to the transportation budget, for all intents and purposes, the school division would have still been at grant.

THE FINANCIAL CONSEQUENCE OF TOTAL PROVINCIAL FUNDING FOR EXTRA-SERVICE TRANSPORTATION

The last research question to be dealt with is to consider the burden that would be placed on the provincial authorities if the funding of extra-service transportation were to become a responsibility of the Department of Education.

Table XI on page 43 shows the range of costs per enrolled student for each of the school divisions studied. Calculating the average of these costs yields a value of \$4.54 per student. In other words, in the six school divisions an average of \$4.54 was expended on each enrolled student for the purpose of extra-service transportation.

If one were to assume that this figure would be applicable across the province of Manitoba then a possible expenditure of \$1,036,831.58 is obtained by simple multiplication of \$4.54 and the total school enrolment for the province in 1976.¹

This figure is 8.4 per cent of the total funds given for transportation grants that year.² However this figure is deceptive because of the fact that transportation grants are issued on a per transported pupil basis and that the transported students only made up 27.58 per cent of the total student population in Manitoba in 1976.³

Also it must be remembered that most of the school divisions in Manitoba were operating considerably over-grant in the area of transportation in 1976 and that the expenditures for extra-service transportation was really only an average of 3.6 per cent of the total transportation budgets in the six school divisions studied.

Finally it must also be remembered that these funds (\$1,036,831.58) are currently being spent within the schools divisions by the ratepayers and students in differing proportions. Placing the responsibility for those funds at the provincial level would be spreading the costs of extra-service transportation programs more evenly throughout the province.

¹Department of Education Annual Report - Province of Manitoba, 1976.

²Ibid.

³Ibid.

CHAPTER V

SUMMARY AND CONCLUSIONS

THE PROBLEM

The purpose of this study was to examine the costs incurred by schools in six selected school divisions in Manitoba for extra-service transportation, to determine the extent to which school boards subsidize these expenditures as well as to determine the average per pupil costs for these purposes across all six school divisions. Using these statistics another purpose was to determine the financial consequence of either total division support or total provincial support for all extra-service transportation.

THE DESIGN OF THE STUDY

Five research questions were prepared to study the problem. Two questionnaires were designed to gather the statistical information deemed necessary to answer these questions. One questionnaire was mailed to each school and the other to each secretary-treasurer in each of the six school divisions selected for the study. These divisions were chosen so as to reflect a variety of circumstances that affect transportation costs such as size, population, geographical location, topography, etc.

A review of the relevant literature was carried out. There was no evidence of any previous study in this particular area.

MAJOR FINDINGS

These conclusions will be presented as they apply to each of the research questions.

The reader is reminded that these conclusions are based on the findings in a small sample of Manitoba school divisions. Although the school divisions were chosen so as to reflect as many different circumstances as possible, they were not exhaustive in this regard and it would be difficult to expect these conclusions to apply to all of the school divisions in the province.

The first research question dealt with assessing the total costs for extra-service transportation in each of the six school divisions. This figure was determined by simple summation of all data from the individual schools. In those cases where information was not available at the school, information from the questionnaire completed by the secretary-treasurer was used. This information is displayed on Table XIII on page 50.

Expenditures varied considerably from a low of \$6,034.00 to a high of \$16,983.00; however, these figures have very little meaning unless they are assessed in context with the enrolment of the school division and number of transported pupils.

There didn't appear to be any consistency from division to division in terms of the policies governing extra-service transportation. Two of the divisions did not appear to have any policies and the other four had policies that varied in nature. Expenditures were seen to be more predictable in divisions where schools had larger enrolments and where there were policies. There didn't seem to be any consistency of expenditure from school to school in those divisions where there was no policy.

In all six school divisions high schools tended to be the largest consumer of extra-service transportation funds.

TABLE XIII- TOTAL COSTS FOR EXTRA-SERVICE TRANSPORTATION IN THE SIX SCHOOL DIVISIONS

School Division	A	B	C	D	E	F
Total Cost for Extra-Service Transportation	\$7858.00	\$11,340.00	\$11,216.00	\$6034.00	\$8083.00	\$16,983.00

Accounting procedures practiced in schools varied in sophistication from low in some schools to high in others. Again, if there was a division policy on extra-service transportation, then there was evidence of good bookkeeping in the schools.

The second research question dealt with examining the sources of funds for extra-service transportation in the six school divisions.

In five of the six school divisions school boards contributed over 50 per cent of the funds required, the remainder having to come from student councils or individual students. In one division the school board's contribution was 91.8 per cent of the total expended for extra-service transportation. In the sixth division the school board contributed only 29.44 per cent of the total, with individual students having to pay for 40.02 per cent of the total.

School divisions having the highest proportion of transported pupils for transportation grant purposes appear to be better able to fund the extra-service transportation program than are divisions with low proportions of transported pupils.

In dealing with Research question #3 the per pupil expenditure for extra-service transportation was determined for each school division. This figure varied from the lowest of \$3.38 per pupil in division D to \$6.34 per pupil in division C.

TABLE XIV - PER PUPIL EXPENDITURES FOR EXTRA-SERVICE TRANSPORTATION

School Division	A	B	C	D	E	F
Expenditure/pupil	\$3.72	\$5.44	\$6.34	\$3.38	\$4.40	\$3.96

However, these extreme values are not without reason. School division C has a high assessment and high proportion of transported

pupils. It also funds over 91 per cent of all extra-service transportation. School division D has low assessment and a lower proportion of transported pupils and no apparent policy on extra-service transportation.

The average cost per pupil for extra-service transportation in all six school divisions in 1976 was \$4.54.

The fourth research question examined the financial burden resulting from total division support for all extra-service transportation.

TABLE XV - MILL RATE INCREASES RESULTING FROM TOTAL DIVISION FUNDING

School Division	A	B	C	D	E	F
Mills on Special Levy	.39	.37	.42	.44	.42	.37

These figures represent the increase that would have had to be placed on the local school division "special levy" to raise the total amount on money that was spent on extra-service transportation in that division in 1976.

The variation in projected mill rate increases between divisions that was so obvious in Table XII is not as pronounced on Table XV. There is only a difference of .07 mills between the highest mill rate increase and the lowest. These differences between Tables XIV and XV are due mainly to the variation in assessments.

For example school division D had the lowest per pupil expenditure in Table XIV, yet because of the low assessment in that division the projected mill rate increase is the highest. School divisions B and F had the lowest mill rates because of the high assessment in each of the divisions.

It should be remembered that the calculations involved in Table XV ignored the fact that for most of the divisions a large proportion of the extra-service transportation funding was already on the special levy. School division C for example, already contributing 91 per cent of the extra-service budget would have only to add 3/100 of a mill to its special levy to cover the entire program.

The last research question dealt with determining the financial ramifications of total provincial support for extra-service transportation in the province.

The figure of \$1,036,831.58 was determined by multiplying the average cost per pupil for extra-service transportation in all six school divisions by the total number of pupils enrolled in Manitoba schools in 1976.

It must be remembered that this figure represents funds already being spent within the school division of Manitoba but as was shown earlier these expenditures are not currently evenly distributed throughout the province.

CONCLUSION

The amount of money spent on extra-service transportation is not the same across the school divisions in Manitoba and it is apparent from the study that school divisions do not share a common attitude toward this service. The varieties in school board policies and financial contribution to extra-service transportation are evidences of this.

School divisions with the highest proportion of transported pupils appear better able to provide funding for extra-service transportation; however, the actual allocation of funds seems to be more a

function of school board attitude.

Some schools are very much aware of how much money they are spending on extra-service transportation, while others have very little idea. Book-keeping could be more uniform across the province than they are now.

It is apparent that with a range from \$3.38 to \$6.34 per pupil expenditures for extra-service transportation in the six school divisions and with the school board contribution for these purposes ranging from 29.44 per cent to 91.80 per cent that curricular and extra-curricular transportation services are not being equitably provided throughout the province. To have the total cost of extra-service transportation made a responsibility of the school board would also not be equitable as the added expenditure would vary considerably. For example, the effect of having division C cover the entire cost of extra-service transportation over and above the Board allocation in 1976 would have been .03 mill on the tax rate. The effect in division F would have been over eight times as great or .26 mills.

It would seem logical to suggest that if the provincial funding authority were to provide grants specifically for extra-service transportation then school divisions currently providing only a minimum of funds for these purposes would be able to increase their budget allocation. If school divisions then wished to provide the service at less or no cost to the schools than it could do so with a minimal effect on the mill rate.

It may be argued that some of the school divisions in Manitoba are very generous in terms of extra-service transportation; however, the situation also exists that some school divisions could provide more assistance to their schools. A provincial per-enrolled-student grant that would

provide funding to a maximum of 50 per cent of what was determined to be a provincial per-student total expenditure would help remove some of the inequities that currently exist.

RECOMMENDATIONS

While the purpose of this study was to examine extra-service transportation funding in Manitoba schools, the survey was limited to the schools in six school divisions and therefore the conclusions related to funding can only be applied to these particular divisions. It is therefore advisable that further studies be conducted so that less tentative conclusions may be made for the province.

There are also, however, two areas to which school boards and the provincial Department of Education may address themselves without further study.

RECOMMENDATIONS FOR FURTHER STUDY

1. This study found that there were varying degrees of efficiency of record keeping in different schools and in different school divisions. Some schools appeared to be very efficient in the manner in which they kept records; while others indicated that records were minimal.

It may prove useful to the school divisions in Manitoba to assess the methods being used now across the province with a view to suggesting a system that can be used throughout the province.

2. This study found that the average per pupil expenditure for extra-service transportation in the six selected school divisions was \$4.54. It is suggested that an exhaustive study be done to determine the

per pupil expenditure for the same purposes in the whole province. That figure could then be used to recommend a funding scheme for extra-service transportation on the provincial level.

3. This study also found that some school divisions appear to have developed elaborate policies to control school division operation while others do not appear to have done so. An assessment could be made of the extent to which this condition exists so that provincial authorities may provide some leadership to assist school divisions in establishing good comprehensive policies.

RECOMMENDATIONS FOR PRACTICE

1. It would appear that those school divisions which have the advantages of high assessment, compact size, high population density and good roads and which are situated in the southern portion of the province would find it easier to operate within or close to the grant than those divisions not having these same circumstances. It would also appear that these same divisions would be able to fund extra-service transportation for field trips or sports programs much more easily than others.

It is therefore recommended that the provincial authorities give serious consideration to providing a specific grant for the purposes of extra-service transportation so as to help alleviate the inequities caused by the present funding scheme.

2. There is clear evidence from this study that policies governing extra-service transportation vary across the school divisions and in some cases are non-existent. It is recommended therefore that school divisions that do not have policies develop definitive policies so that schools are

given some direction in the provision of extra-service transportation to their students. It is also recommended that school boards establish a procedure for the periodic assessment of the effectiveness of these policies.

APPENDIX A

INTERVIEW SCHEDULE "A"

- A. *Information in this section will be kept confidential and will only be used for reporting to the respondent and for ensuring complete and unduplicated results.

Name of School _____ Phone No. _____

Address _____

School Division _____ No. _____

Name of Principal _____ Phone No. _____

B.

- 1) Enrolments by grades for 1976 - 77 (from December reports)

Grades K-3 _____ 4-6 _____ 7-9 _____ 10-12 _____

- 2) What was the total expenditure in your school in 1976-77 for:

a) Curricular Travel (Field Trips)? \$ _____

b) Extra-Curricular Travel? \$ _____

- 3) What was the source of the funds for:

	a) Curricular Travel	b) Extra-Curricular Travel
i) School Board	\$ _____	\$ _____
ii) Student Council	\$ _____	\$ _____
iii) Individual Students	\$ _____	\$ _____
iv) Student Fee	\$ _____	\$ _____
v) Other (please specify)	\$ _____	\$ _____

- 4) How many trips were made last year by volunteer drivers using their own vehicles for:

a) Curricular Travel _____ Approx. cost _____

b) Extra-Curricular Travel _____ Approx. cost _____

*Based on a cost of 15¢ per mile travelled.

- 5) Does every student in your school have the opportunity of a field trip each year? _____ If not, what would be the approximate cost of such a program? \$ _____

- C. Please list any problems you as an administrator encounter or your school encounters in providing transportation for curricular and extra-curricular activities.

APPENDIX B

INTERVIEW SCHEDULE "B"

INTERVIEW SCHEDULE "B"

-
- A. *Information in this section will be kept confidential and will be used only for reporting to the respondent and for ensuring complete and unduplicated data.

Name of School Division _____

Address _____

Phone No. _____

Name of Respondent _____

Title _____

B.

- | | |
|--|----------|
| 1. Total Assessment of School Division | \$ _____ |
| 2. Total Transportation Budget for 1976 | \$ _____ |
| 3. Total number of transported students for 1976 | \$ _____ |
| 4. Total Transportation Grant for 1976 | \$ _____ |
| 5. Total Cost of Curricular (Field Trips and
Extra-Curricular Transportation for 1976 | \$ _____ |
| 6. Total number of students in Division (December, 1976) | \$ _____ |
-

- C. Please list any problems you feel that occur in providing funds for curricular and extra-curricular transportation.

APPENDIX C

LETTER TO SUPERINTENDENT

September 14, 1977

The Superintendent
Each School Division

Dear Superintendent:

I am conducting, under the supervision of the Department of Educational Administration, Faculty of Education, a study in the area of school transportation to fulfill the requirements for Masters of Education.

The problem I have become interested in is to assess the extent to which schools participate in curricular (field trips) and extra-curricular (sports, etc.) travel and to determine if there is a relationship between the extent of this travel program and the size of the grants received by the Division for regular transportation of pupils.

I hope to conduct this study in six school divisions in Manitoba and request that I be granted permission to visit your school and Division office to obtain the information I require.

I assure you that any information obtained in the six divisions involved will be treated with professional ethics in mind and the identity of the six divisions will be held in strict confidence.

I enclose copies of interview schedules, - "A" for schools, "B" for central administration, for your information. I am also enclosing a self-addressed envelope for your reply at your convenience.

Yours very truly,

G. Ray Johnson

Enclosures (3)

APPENDIX D

LETTER TO PRINCIPAL

September 19, 1977

The Principal
Each School

Dear Sir:

I am conducting, under the supervision of the Department of Educational Administration, Faculty of Education, a study in the area of school transportation to fulfill the requirements for Master of Education.

The problem I have become interested in is to assess the extent to which schools participate in curricular (field trips) and extra-curricular (sports, etc.) travel and to determine if there is a relationship between the extent of this travel program and the size of the grants received by the Division for regular transportation of pupils.

I am endeavouring to conduct this study in six school divisions in Manitoba. I have contacted your superintendent and he is agreeable to my visiting your school.

Because the questionnaire is so brief I have enclosed a copy of it in the event that you may prefer to complete it at your convenience and return by mail in the enclosed envelope.

I assure you that any information obtained will be treated with professional ethics in mind and the identity of all schools and divisions will be held in strict confidence.

Thank you in advance for your cooperation.

Yours truly,

G. Ray Johnson

Enclosure (2)

APPENDIX E

LETTER TO SECRETARY-TREASURER

September 19, 1977

The Secretary-Treasurer
Any School Division

Dear Sir:

I am conducting, under the supervision of the Department of Educational Administration, Faculty of Education, a study in the area of school transportation to fulfill the requirements for Master of Education.

The problem I have become interested in is to assess the extent to which schools participate in curricular (field trips) and extra-curricular (sports, etc.) travel and to determine if there is a relationship between the extent of this travel program and the size of the grants received by the Division for regular transportation of pupils.

I am endeavouring to conduct this study in six school divisions in Manitoba. I have contacted your superintendent and he is agreeable to my visiting your office.

Because the questionnaire is so brief I have enclosed a copy of it in the event that you may prefer to complete it at your convenience and return by mail in the enclosed envelope.

I assure you that any information obtained will be treated with professional ethics in mind and the identity of all schools and divisions will be held in strict confidence.

Thank you in advance for your cooperation.

Yours truly,

G. Ray Johnson

Enclosure (2)

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