

THE UNIVERSITY OF MANITOBA

A CASE STUDY OF DECLINING ENROLLMENT IN ELEMENTARY SCHOOLS  
IN THE RIVER EAST SCHOOL DIVISION WITH RECOMMENDATIONS FOR POLICY FORMATION

BY

HUBERT J. JONASSON

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H. Jonasson



### ABSTRACT

The purpose of this study was to examine the effects of declining enrollments on the elementary section of the River East School Division, to recommend interim policy, and suggest procedures for the development of long term policy to deal with those effects.

A review of the literature provided the framework and rationale for examining enrollment decline. Data on the problem were gathered from School Board records and questionnaires completed by 129 teachers and principals. Eight principals of schools in decline were interviewed to provide additional data.

The data were presented in the form of a case study which was followed by an interpretive chapter setting out the problems and special opportunities presented by enrollment decline. Interim recommendations were suggested as short term measures to deal with the effects observed.

The establishment of a Task Force was recommended as an appropriate strategy for the development of long-term policy with regards to future attendance patterns in the School Division.

## CHAPTER I

### INTRODUCTION

Declining enrollment is a nation-wide phenomenon which started to affect the nations schools in the early 1970's. A report published by the Manitoba Association of School Trustees in 1974 suggests that the total enrollment in Manitoba schools will have dropped from 239,114 in 1970 to 196,186 in 1984.<sup>1</sup> The major reason for this decline is the falling birth rate. However, other significant reasons are population mobility, change in the average age of the community's residents, drop-out rate, and private school enrollments.

Whatever the reason, declining enrollment in most school divisions is a demonstrable fact, and its effects on the school division include financial strain, unused building space, staff reductions, program cuts, uncertainty in communities, boundary changes, transportation problems and even school closings. This uncertain prospect reflects much of what has been said elsewhere about the declining enrollment phenomenon. A closer look at the problem may reveal that falling enrollment may nonetheless create

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<sup>1</sup> Martens Ed. J. & Rajesky Adelen A Study of Declining Student Population in Public Elementary and Secondary Schools in Manitoba School Year 1967/68 to 1983/84, Manitoba Assoc. of School Trustees, Winnipeg, 1974, p.4-5.

a number of unique opportunities for educational planners. The restrictions produced by overcrowded schools of the 1960's may be replaced by a range of new possibilities.

Much has been written and many statistics have been gathered about the declining enrollment phenomenon on a provincial and national level, but there is less information about the problems and opportunities created thereby at the School Division level. This research is a case study dealing with declining enrollment at the School Division level and some of the problems and opportunities resulting from it.

#### STATEMENT OF THE PROBLEM

The study is intended to provide a framework for examining some of the problems and opportunities resulting from declining enrollment in a suburban school district. Declining enrollments certainly present problems but on the other hand they also provide certain opportunities for education planners. This investigation examines in detail the implications of falling enrollment in the River East School Division. It describes the effects on the system of this enrollment decline, and attempts to present a variety of strategies to deal with those shifts in population. It concludes with a number of recommendations for the development of policy regarding the declining enrollment.

### SIGNIFICANCE

This study dealing with decreases in school population is significant to education in Manitoba and to its administrators for a number of reasons.

1. Enrollment decline is a problem facing most school divisions in Manitoba.
2. Current school board practices were developed with assumptions about population trends which have created surplus staff, buildings, and facilities and school boards are confronted with the problem of dealing with these surplus resources.
3. The present decline in school population may be a temporary trend and may be reversed. Therefore, school boards may have to develop long term policies to cope with potential population shifts.
4. School systems are dealing with a fairly new phenomenon in population change and an examination of possible strategies seems necessary if school boards are to evolve rational policies.
5. Certain opportunities may present themselves for positive innovation, experimentation and extended services using surplus resources.

### SETTING OF THE STUDY

The River East School Division is located in suburban Winnipeg, Manitoba. Geographically it encompasses the areas of East and North Kildonan, the rural municipalities of East St. Paul and the Southern part of the Municipality of St. Clements. Thus, the school division is partly urban and partly rural.

During the last eight years there has been a significant population decline in the older, developed sections of the division accompanied by a corresponding population increase in the new, developing areas. The school division has therefore constructed schools in new residential areas, while schools in the developed areas tend to have excess capacity.

Schools originally large enough to offer a wide range of educational services now operate below their student capacity, and since resources are allocated on the basis of registration, the enrollment decline has caused a reduction in the resources available to those affected schools. Thus it appears that as enrollment falls in any school, so too does the school's ability to offer educational services. Furthermore, it is probable that as enrollment falls, the per-capita costs increase since the building services and maintenance charges remain about the same.

The processes of declining and shifting enrollment with the

resulting under-population of certain schools and construction of new facilities in other areas, present questions for the school board that merit consideration: (a) Should small schools be consolidated to create larger, more efficient units? (b) Are there advantages in a small, neighbourhood school that outweigh some of the features of the larger consolidated school? (c) What educational and economic factors must be considered when making decisions with respect to declining enrollment? (d) What policies can school boards develop that will make the most efficient use of facilities and still satisfy the legitimate expectations of parents, students and staff? These and other questions must be weighed when examining the declining enrollment phenomenon. This thesis examines such issues within the context of the River East School Division, but presumably with relevance for other school divisions.

#### THE METHODOLOGY

A review of the literature was carried out in an effort to determine the extent to which declining enrollment has been studied and to determine how the effects of that decline had been dealt with elsewhere. This survey provided much of the basis for the examination of shifting population in the River East School Division. It also provided a background for considering alternative methods

for dealing with the effect of reduced school population.

An examination of enrollment decline in the River East School Division is presented as a case study, which is developed through the presentation of data pertinent to the central issues: enrollment patterns, per pupil costs, teacher experience and qualifications, building capacities and information on combined classes. Much of this detail was obtained from central office records. Data related to the effects of declining enrollment on staff and students were gathered by means of principal and teacher questionnaires. These questionnaires also sought to establish teacher and principal opinions with respect to minimum and optimal sizes of elementary schools. Finally, principals of schools with declining enrollment were interviewed to determine the effects of declining enrollment on the general operation of the school.

This provided information on specific problems as well as opportunities in River East, and stimulated ideas for policy alternatives necessary to cope with these effects.

#### ORGANIZATION OF THE STUDY

The study consists of six chapters. Chapter I presents the statement of the problem and a description of the study. Chapter II contains a Review of the Literature related to

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declining enrollment and its effects. Chapter III is a case study dealing with enrollment in the River East School Division with data to provide a picture of enrollment patterns in the Elementary Schools, but with particular stress on falling registration.

Chapter IV examines the problems and opportunities growing out of the analysis of the River East data and attempts to discover the overall implications of declining enrollment for the elementary schools of that division.

Chapter V offers a series of interim recommendations that may be acted upon in the short term. Chapter VI explores the problems of policy formation as it applies to the situation in River East and suggests a method for generating policy relevant to enrollment decline.

#### DELIMITATIONS AND LIMITATIONS

The following delimitations shall pertain:

1. The analysis, and the recommendations are limited to River East School Division.
2. The area of study is applicable only to Elementary Schools.
3. The time-span is primarily restricted to the period 1976-77 "but with relevance to 1979 and the 80's.

The writer acknowledges the following limitations in the area of research:

1. Insufficient and in part subjective data



significantly restrict the ability to make valid generalizations.

2. The data with regard to River East may be only partly applicable to other divisions.
3. The restriction of time 1976-77 does not consider in detail those special events and circumstances occurring beyond this period.
4. The definition of "small school" is subject to different interpretations.

## CHAPTER II

### REVIEW OF THE LITERATURE

A review of the literature on declining school population indicates that until the early 1970's the majority of the research on the subject dealt with the problem in a rural context. The concern lay with existing small rural schools and those schools created by the population shift to urban centers. Much of this literature is not applicable to the situation under study in the River East School Division. Therefore, this review will concentrate on information derived since 1970 and which deals with declining enrollment in elementary schools in an urban setting.

#### CAUSES OF DECLINING ENROLLMENT

The research indicates that declining enrollment is being experienced in both Canada and the United States and is in large measure the result of a continent-wide decline in birth rate. However, Robert Sealey suggests that there are other factors.

In most districts that are located adjacent to large cities, or the city systems themselves, the changing residential patterns, as well as other geographic and demographic changes that are occurring also effect the enrollment.<sup>2</sup>

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<sup>2</sup>Sealey, Robert D., Declining Enrollment: Implications. A paper presented at the Annual Meeting of the American Association of School Administrators, February, 1975.

Sealey and others explain that enrollment is affected by such factors as changes in zoning, expansion of business or commercial establishments, school drop-out rate, increased private school enrollment and population migration. Another effect that seems characteristic of the urban setting was highlighted in their study.

Another change that can sometimes be overlooked is what has been called the "empty nest" syndrome. Many of the homes located in the pleasant, attractive, and more affluent neighbourhoods are continuing to be lived in by parents who have raised their children and are now comfortable to continue living there alone. This is particularly true in the inflationary economy which now exists.<sup>3</sup>

The factors that effect enrollment become important when school boards begin to make long term plans, and overlooking one or more of the causes of enrollment decline, may lead to serious errors in a school division's long-range population estimates.

#### THE SMALL SCHOOL

The second concern found in the literature is the creation of the "small school" as an effect of declining enrollment. Much of the literature attempts to deal with the questions of minimum and optimum size of school. In a recent study for the Ministry of Education of Ontario, Rideout E. Brock states:

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<sup>3</sup>Ibid., pp.6

Any consideration of the educational implication to school boards of declining enrollment must relate such a decline to the effectiveness of smaller as opposed to larger schools.<sup>4</sup>

The problems associated with determining the effectiveness of the small school seem to be a consequence of a lack of definition of the "small school" and the lack of agreement as to what constitutes "quality education."

Research on the size of schools has generally focused on developing recommendations on an ideal school size. Educational Research Services of Washington reviewed the research on school size to June, 1971 and concluded that there is no universally acceptable and supportable recommendations on school size.<sup>5</sup>

A later study by the Ontario Institute for Studies in Education looked at the minimum acceptable size of an elementary school as opposed to the optimum size. They interviewed 1,578 teachers, principals and supervisors in an effort to find a preferred minimum size of an elementary school. The study concluded:

There is no clear-cut agreement within or among the three groups as to an absolute minimum size for an elementary school—However,

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<sup>4</sup>Rideout E. Brock et al, Educational, Social and Financial Implications to School Boards of Declining Enrollment, Ontario Institute of Studies in Education, Toronto, 1977. pp.27

<sup>5</sup>Size of Schools and School Districts, Educational Research Services Inc., Washington, D.C. 1971

majority opinion in all three groups favoured at least one operating classroom per year or grade level (for K-6 schools, 62.4% of principals, 72.2% of teachers, and 74.8% of supervisory officers picked minimum sizes of 6 or more classrooms;----)6

The lack of agreement as to both optimum and minimum acceptable school size will not facilitate the development of general policy about the small school which results from the declining enrollment phenomenon.

#### QUALITY OF EDUCATION

Although there is no agreement in the literature on what constitutes "quality education", there are a number of factors that are considered indicators of quality. These indicators are examined whenever questions are asked with regards to quality. These usually include: (a) academic achievement of students, (b) breadth of program, (c) cost per pupil, (d) other educational services provided, and sometimes (e) teacher qualification and morale.

#### Academic Achievement

With respect to the academic achievement of students attending small schools as opposed to large schools, the research is conflicting. The following examination of the literature illustrates these conflicting findings even when the same data is examined.

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<sup>6</sup> Rideout E. Brock, Educational, Social and Financial Implications to School Boards of Declining Enrollment, Ontario Institute for Studies in Education, Toronto, 1977. pp.90

Using the Project Talent data, Flanagan found that size of school was not closely related to pupil achievement<sup>7</sup> but Kiesling, also using Project Talent data, concluded that, in term of pupil achievement larger high schools are less efficient than smaller schools.<sup>8</sup> On the other hand Scharf in a study of small rural and large urban schools concluded that there was no relationship between school size and students performance on the Canadian Test of Basic Skills.<sup>9</sup>

The Irish Study reviewed by O'Donoghue found that small schools had a larger proportion of "delayed" pupils than larger schools and that pupils from larger schools won proportionally more scholarships than those from small schools.<sup>10</sup> These conflicting findings point out the necessity of doing local research on the topic.

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<sup>7</sup>American Association of School Administrators, American School Buildings, Twenty-Seventh Yearbook, Washington, D.C. 1949.

<sup>8</sup>American Association of School Administrators, Commission on School District Reorganization, School District Reorganization, Washington, D.C.,

<sup>9</sup>Scharf M.P. A Report on Declining Rural Population and the Implications for Rural Education, Saskatchewan School Trustees Research Centre Report No. 17, Regina, 1974.

<sup>10</sup>O'Donoghue, Martin, Economic Dimensions in Education, Aldine-Atherton Inc., Chicago, 1971.

### Breadth of Program

Research on the breadth of program is more definite.

Eugene W. Ratsoy and Chester S. Bumbarger found that:

The course of study was broader in large schools both extensively and intensively. More courses were available to students as well as more within specific areas and a greater choice of program options.<sup>11</sup>

It is logical to expect that with a larger staff and student body more specialization and a greater variety of programs would be available. However, this greater availability of choice does not necessarily mean greater participation. Barker and Gump found that even though many more extra-curricular options were available to students in large high schools, the level of participation in extra-curricular activities was higher in small schools.<sup>12</sup>

### Per Pupil Costs

The question of cost and its relation to school size has been extensively researched and shows substantial agreement in the findings. There seems no question that in terms of per pupil costs, the small school is more expensive. According to the Montgomery Task Force on Small Schools a school with about 200 students will cost on the average of 20% more per student than

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<sup>11</sup>Ratsoy W. Eugene and Bumbarger Chester, S. School Size, Cost and Quality, The American Administrator Vol. XV. No.5. February, 1976

<sup>12</sup>Barker R.C. and Gump P.V. Big School, Small School, High School Size and Student Behavior, Stanford University Press, 1964.

a school with 300 students, and 25% more than a school with 500 - 600 students.<sup>13</sup> In a study for the Ontario Ministry of Education E. Brock Rideout discovered:

From the 216 schools examined in this study it is concluded that serious increases in cost per pupil do not begin until schools fall below the 200 pupil level. A summary has been prepared from which it can be seen that the average total cost per pupil for all schools with fewer than 99 pupils was 46 percent higher than for schools with over 300 pupils, 52 percent higher than for schools in the 400-499 range and 42 percent higher than for schools with 800 or more pupils. The corresponding figures for schools between 100 and 199 pupils is 23 percent, 28 percent and 20 percent, while for the next higher group, 200-299, the corresponding figures are only 4 percent, 9 percent and 1 percent.<sup>14</sup>

These findings are representative of the findings of numerous other studies with respect to the relationship of costs to school size.

#### Educational Services

As schools decrease in size the provision of educational services becomes more difficult. In its 1965 "Statement on Elementary School Size" the Division of Instruction for the

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<sup>13</sup>Montgomery County Public Schools, Report of the Small Schools Task Force Montgomery County Public Schools, Rockville, Maryland, November, 1974.

<sup>14</sup>Rideout Brock E. Educational, Social and Financial Implications to School Boards of Declining Enrollment, Ontario Institute for Studies in Education, Toronto, 1977. p.162.



Arlington County, Virginia, Public Schools listed factors that "cause the small elementary school to be considered a less effective base for instructional activities and a less effective base for instructional activities and a less effective administrative unit when compared with the elementary school that can offer two or more classroom groups at each grade level."<sup>15</sup> The factors regarding small schools listed were:

1. Problems of instruction—pupil organization
  - a. Grouping. Each class contains a total range of achievement—the opportunity to assess the individual needs of students and reduce the differences in a class is not present. This is true initially and as the year continues; regardless of the change in children, it continues to be true.
  - b. Class size. There may be very large classes or very small classes—combination classes are not readily formed. This is true as the year starts, and if student personnel change during the year and are added to the already large class, there is no possibility for relief.
  - c. Retention. If students are retained they spend the second year in the same grade with the same teacher.
  - d. There is no opportunity for matching student needs with teacher strengths.
  - e. An elementary student is placed in contact with only one teacher. Opportunities for cooperative teaching, which allows teachers to complement each other's strength, are limited in a small school.

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<sup>15</sup> Arlington County School Board. Study of Suburban School Size: Highlights, Arlington Va, 1965.

## 2. Problems of instruction--teaching staff

- a. Each teacher works as the only teacher of the grade to which he is assigned--has no one at the grade level to plan with, to share problems with, etc.
- b. Inservice activities are difficult to plan. The teaching staff is too small to plan for as a unit; they must usually combine with another school.
- c. Although we need to assign the very best teachers to small schools because of the wide range of abilities in each class and the comparative isolation, many good teachers do not like assignments in small schools. Teachers prefer the stimulation of a large daily contact with other professionals.
- d. Teachers are asked to assume more responsibilities--both as representatives of the school to country groups, and as sponsors to co-curriculum activities.

## 3. Problems in providing services

- a. Clerical. The basis for providing secretarial help to teachers is not sufficient for continuous service.
- b. Itinerant services. Art, music, speech therapy, reading, school-based physical education, and school nurse are very difficult to schedule on "like time" basis to a small school. Much travel for helping teachers is required, frequency of contact is reduced, and space for these people to work is usually limited.
- c. Library is not staffed full time.

## 4. Problems in administrative staffing

- a. It is difficult to hold principals. Principals who are assigned to small schools are always hoping to get a larger school. They move when this opportunity arises, creating a higher rate of administrative turnover in the small school.
- b. The principal, if assigned to two schools, is not always at the school in which he is needed.
- c. The principal, if also assigned teaching responsibilities, is not available to talk to parents, teachers, etc., when teaching.
- d. Secretarial services are part-time.
- e. Cafeteria operation presents difficulties of small-unit operation.

5. Problems to school system.

Recognizing the problems listed above, more time, attention, and services are concentrated on the small school than on groups of similar size located in large schools. The small school operates to some extent at the expense of the larger schools.

The Montgomery County Public Schools "Report of the Small School Task Force" listed a number of disadvantages of small schools as perceived by teachers and principals.

- Staffing a small school can sometimes be difficult. When enrollment is declining and pupils are not evenly distributed by grade, allocating staff may result in awkward combinations.
- If there is only one teacher per grade (or grouping), little choice of teacher or teaching method is available to the student.
- A smaller professional staff has proportionally fewer diverse approaches and specialities to offer; staff members have fewer colleagues with whom to share ideas and experiences.
- Children are limited in contacts with others because the student body of a small school is more likely to be homogeneous than that of a larger school, as it may draw from a smaller geographic area.
- In small schools, specialists have less opportunity to group children with related problems. Since the specialist has to divide time between several small schools, time is lost in travel, and there is less opportunity to know the students.
- Since funds for books and materials are supplied of a uniform dollar per pupil formula for all schools, small schools are able to purchase fewer items and thus offer less variety of books, materials, and equipment.<sup>16</sup>

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<sup>16</sup> Montgomery County Public Schools, Report of the Small Schools Task Force, Rockville, Maryland, 1973. p.7

Much of what has been quoted from the literature can be said to be negative toward the small school. However, the small school has been found to possess a number of positive aspects when it comes to providing educational services, and these must be carefully considered before decisions can be made. According to the same study quoted above the following are advantages of the small school:

- The small school, especially one with declining enrollment and uneven distribution of children in grades, is more likely to utilize innovative teaching methods and to encourage individual teaching and open classroom situations with working groups that cut across grades.
- The small school is more likely to develop an "emerging staff" that is, one that reaches out to take administrative responsibilities and has a voice in running the school.
- Small schools provide a "family atmosphere" in which teachers can know all of the children in the school and many of their parents and develop close, supportive relationships with both groups.
- The community has a closer relationship to the school and is likely to provide volunteers and other support to the school, which may serve as a community center.
- The principal knows the staff and can make maximum use of individual talents.
- Staff members are aware of happenings in the entire school and feel a part of it; a child may know students on more grade levels than would be the case in a larger school, thereby contributing to overall social development.
- Present staffing policies allot a full-time principal regardless of school size and an additional teaching position to elementary schools

of less than 300 students with the result that more professional staff is available per pupil.<sup>17</sup>

The literature is very consistent in maintaining that small schools either do not adequately provide educational services such as specialist teachers, libraries and librarians, etc., or do so at additional cost. This additional cost is highlighted in the Ontario Institute for Studies in Education report on declining enrollment:

If we take a typical small school--one in the 80-99 pupil range we have the following picture with respect to the various cost per pupil components, as compared with those of the 93"B" schools with more than 300 pupils: total cost up 29 percent; teaching cost up 16 percent; administrative cost up 56 percent; custodial personnel cost up 64 percent and secretarial personnel cost up 70 percent.<sup>18</sup>

The per capita cost increases for the small school because an attempt is made to continue to provide a reasonable level of service. School Divisions do not wish to sacrifice service to the small school and so continue to provide what is considered an acceptable level of service even when this means additional unit cost.

#### OTHER CONSIDERATIONS

When considering the questions of declining enrollment and small schools the literature contains references to factors other

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<sup>17</sup> Ibid p.7

<sup>18</sup> Rideout E. Brock, Educational, Social and Financial Implication to School Boards of Declining Enrollment, Ontario Institute of Studies in Education, Toronto, 1977, p. 164.

than those already mentioned. A 1976 report What's What in St. James-Assiniboia points to some of the factors not already considered. In a discussion of declining enrollment and its effects on the Division the report states:

The division foresaw this change and moved to deal with it in 1975 with the introduction of unit staffing which provides for a fair and equitable means of assigning staff. "If the future pattern of declining enrollments is uniformly distributed throughout the division, unit staffing and normal attrition would ease the conditions under which staff reductions take place." This prospect is unlikely--decline will be steeper in older areas than in new areas. There will be the trauma of job dislocation and the possibility of alienation and poor morale.---

A second feature of declining enrollments deal with an increasingly stable, aging, teaching force. Since 1970 the median age of St. James-Assiniboia teachers has increased six years. There also has been a corresponding increase in teacher qualifications. A stable, aging, teaching force is a new phenomenon in education and one can only speculate about the effects of such a trend. It may well be that the most productive and creative years for a teacher are between the ages 30 to 45, as some contend. On the other hand, increasing age is often believed to bring conservatism and reaction, leading to rigidity in behavior. This trend might well be reinforced by the lack of significant numbers of new teachers bringing with them new techniques, new approaches and the enthusiasm of youth.

Another factor has the potential for greater professional estrangement. In a growing system young, ambitious teachers can look forward to a variety of challenges through transfers to other levels of the system and, eventually, promotion to administrative positions. Such opportunities are rare in an entrenched system.<sup>19</sup>

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<sup>19</sup>Girard Donald A. What's What in St. James-Assiniboia, St. James-Assiniboia School Division, Winnipeg, 1976. p.40

Similar issues were raised by the Task Force on Declining Enrollment activated by the Manitoba Teachers Society in 1975.

The report states:

With the present school organization patterns, declining enrollment may result in reduced class size, increased class size, multi-grade or multi course situations, reduction in personnel and/or programs.<sup>20</sup>

With respect to multi-grading the report adds:

Multi-grading-

will group in one classroom students of many grades and with different levels of physical, emotional, and intellectual development (the range of skill achievement, interests and maturity levels of the students in the classroom) will be considerably expanded by each additional grade in the classroom. Individualized programs and small group work will become the only desirable form of instruction, yet the number of students in the class and the scope of their needs and interests may render individual attention impossible.<sup>21</sup>

The report goes on to discuss the quality of school life.

Declining enrollment may adversely affect the quality of school life. With fewer teachers available to supervise, instruct or direct school activities, those activities will be limited to areas of expertise of those teachers. With small numbers of students it will be impossible to form special clubs, sports teams, drama groups or choirs.<sup>22</sup>

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<sup>20</sup>Task Force on Declining Enrollment, Report of the Task Force on Declining Enrollment, Manitoba Teachers Society, Winnipeg, 1977. p.4

<sup>21</sup>Ibid pp.7

<sup>22</sup>Ibid pp.10

Teacher qualifications are another area considered in the literature. In a report entitled "Which School Factors Relate to Learning" it was found that a higher level of graduate training was associated with high achievement in students.<sup>23</sup> Other studies have indicated that the level of teacher qualifications are generally lower in small schools than in larger schools.<sup>24</sup> However, all studies reporting lower teacher qualifications in small schools were studies of rural schools. This trend has not been documented in connection with small urban schools. Thus the size of the school cannot be isolated from the factors arising from its urban or rural setting.

Student and teacher morale was examined in one study related to small schools created by declining enrollment. This study by the Ontario Institute for Studies in Education indicates:

Two of the conditions listed--low teacher morale and low student morale--were considered unrelated to small school size in the opinion of most respondents.<sup>25</sup>

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<sup>23</sup>New York State Education Dept., Which School Factors Relate To Learning. New York State Department of Education, New York 1976, pp.11

<sup>24</sup>California State Board of Education, Geographic Distribution of Teacher Talent in California in Citizens for the 21st Century. Sacramento, California, 1969 pp. 203-222

<sup>25</sup>Rideout E. Brock Educational, Social and Financial Implications to School Boards of Declining Enrollment, The Ontario Institute of Studies in Education, Toronto, 1977. p.76



### CONCLUSION

The literature examined in this chapter focused on declining enrollment and its effects on schools. The main goal of the research seemed to have been directed toward examining the small school with respect to its ability to provide quality education. Problems arose as a result of this direction - the lack of agreement on definitions of "small school" and "quality education." The examination of the literature does not resolve the problem for there is no clear agreement on either of these two concepts.

The one common effect of declining enrollment is the reappearance of the small school. Attempts to examine the resultant small schools centered around an examination of student academic achievement, breadth of program offered, per pupil costs, educational services provided and a broad array of effects on staff, students and community.

The only conclusive finding in literature is that as the size of the school decreases (below approximately 200 students) the per pupil costs increase. It appears that small schools have difficulty in offering a program as extensive as larger schools. Other educational services are more expensive if offered. There is no conclusive evidence to indicate that the

small school is qualitatively better or worse than the large school. Also there is the complicating element of the urban or rural setting of the small school. This sociological factor may be as important as a school's size.

It appears that the literature does not provide enough data to use as the basis for developing policy with regard to the declining enrollment phenomenon. Each School Board must examine the local situation and its effects on its own schools. Locally generated data must form the basis for decision making in regards to declining enrollment and the resultant small schools. The factors listed in the review of the literature serve as a guide to the areas in which declining enrollment must be examined and in which policy decisions are necessary, but they supply few generalizations applicable to the unique situation in River East.

The review of the literature pertinent to policy formation is included in Chapter VI.

### CHAPTER III

#### THE SITUATION IN RIVER EAST

This chapter presents a case study with respect to enrollments in the elementary schools of the River East School Division. The enrollments of the twenty elementary schools are analysed in an effort to isolate schools with falling attendance. The schools designated as declining enrollment schools are compared with schools having stable or increasing enrollments in order to discover differences in space utilization, per pupil costs, teacher experience and qualification, proportion of students in multi-graded classes.

The effects of declining enrollment on student morale, teacher moral, pupil-teacher relations and community-school relations are presented through an analysis of questionnaires (Appendix A) administered to teachers and principals in schools experiencing enrollment decline.

Finally, principals of such schools were interviewed in an effort to determine the effects of decreased enrollment on budget, staffing, breadth of program, pupil services, extra-curricular offerings and other unspecified areas.

#### ENROLLMENT

The River East School Division administers the educational

program offered in twenty eight schools. Eighteen of these schools are elementary (K - 6); two are mixed elementary-junior high; five are junior high (7 - 9) and; three are high schools (10 - 12). This study is concerned with the elementary and mixed elementary-junior high schools.

In order to identify schools experiencing declining enrollment, data is assembled in table #1. An examination of this data reveals that a total of eleven schools, all located in the developed area of the division, are experiencing a population decline and are operating at below 80% capacity (table 2). These schools are: Angus McKay, Lord Wolseley, McLeod, Neil Campbell, New Rosewell, Polson,<sup>26</sup> Prince Edward, Princess Margaret, Salisbury, Sherwood, and Springfield Heights.

Although the diminution rate has decreased in the 1976-77 term, all schools with the exception of Polson continue to decline and the projected enrollment data (Appendix B) indicate that all of the schools identified will continue to experience a population decline into the year 1981.

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<sup>26</sup>Polson is operating at 80.7% of capacity. This percentage is artificially high as it is inflated by the presence in the school of 60 special education students who are bussed to the school. The percentage without these pupils would be 62.7%

SCHOOL / YEAR	1967	1968	1969	1970	1971	1972	1973	1974	1975	1976	1977
ANGUS McKAY*	420	412	437	391	379	346	313	296	240	206	198
BERTRUN E. GLAVIN							473	618	601	637	622
BIRDS HILL	82	81	82	80	89	84	93	89	118	131	104
DR. HAMILTON	161	173	216	211	221	224	238	203	222	321	334
DONWOOD				442	552	648	636	577	610	643	657
HAMPSTEAD	306	375	351	405	478	444	434	423	396	398	380
JOHN de GRAFF											474
JOHN PRITCHARD	591	705	779	661	747	816	812	809	854	848	849
LORD WOLSELEY*	365	373	391	369	334	344	351	336	298	233	191
MAPLE LEAF	221	237	265	249	287	335	435	518	598	680	665
McLEOD*	277	280	275	257	260	238	220	213	184	175	170
NEIL CAMPBELL*	548	532	664	654	601	560	525	518	507	499	397
NEW ROSEWELL*	148	144	144	166	181	166	147	128	128	138	114
POLSON*	387	368	460	448	411	402	366	346	311	273	282
PRINCE EDWARD*	489	470	502	463	448	367	324	327	283	273	254
PRINCESS MARGARET*	632	676	774	605	593	640	613	573	591	531	499
ROBERT ANDREWS		259	282	272	297	289	297	373	475	433	444
SALISBURY*	371	390	634	626	670	712	563	563	517	543	514
SHERWOOD*	313	280	313	300	335	350	311	307	279	277	203
SPRINGFIELD HEIGHTS*	824	801	858	814	688	657	631	559	494	456	448
TOTALS	6135	6556	7427	7413	7571	7642	7782	7776	7706	7695	7799

\*Schools operating at less than 80% of capacity and experiencing an enrollment decline.

TABLE 2SPACE UTILIZATION COMPARISON

SCHOOL	MAX. ENROLLMENT ( $K=\frac{1}{2}$ )	1977 ENROLLMENT ( $K=\frac{1}{2}$ )	PERCENT CAPACITY
Angus McKay *	361	185	51.2
Bertrun E. Glavin	610	570	93.4
Bird's Hill	109	92	84.4
Dr. Hamilton	333	312	93.7
Donwood	638	602	94.4
Hampstead	412	354	84.9
John de Graff	564	425	75.4
John Prtichard	824	827	100.4
Lord Wolseley *	333	183	55.00
Maple Leaf	610	608	99.7
McLeod	221	162	73.3
Neil Campbell *	582	371	63.7
New Rosewell *	168	114	67.8
Polson *	333	269	80.7
Prince Edward *	389	231	59.4
Princess Margaret *	666	475	71.3
Robert Andrews	476	444	93.3
Salisbury *	638	478	74.9
Sherwood *	333	190	57.1
Springfield Hieghts *	667	435	65.2
TOTALS	9272	7326	79.0
11. D.E. Schools *	4691	3093	65.9
Others	4581	4234	92.4

\*Declining Enrollment Schools

<sup>1</sup>Without special education students who are bussed to these schools.

Note: Maximum enrollment figures obtained from River East document entitled Notice of Intent dated June, 1977.

Table 2 provides a listing of all schools housing elementary classes; their capacity<sup>27</sup>; their 1977 enrollment and the level at which each is utilized.

It is important to note that since each kindergarten space accomodates two pupils each kindergarten pupil receives a one half student count designation. While the elementary schools across the division are operating at 79.0% of capacity, declining enrollment schools are operating at 65.9% of capacity, and schools with stable or growing populations are operating at 92.4% of capacity. There are 1,946 unused student spaces available in the elementary schools of the division.

In spite of the fact that there has been a drastic decrease in enrollment in individual schools, the total enrollment across the division, albeit with minor fluctuations, has remained relatively constant since 1969 when enrollment decline began in many of the elementary schools. In fact, there has been an increase of three hundred seventy-two elementary pupils between 1969 and 1977.

#### PER PUPIL COSTS

The analysis of the attendance figures clearly established two categories of schools (a) the stable or growing and, (b) the

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<sup>27</sup> Notice of Intent, The River East School Division, Winnipeg, June, 1977.

declining schools. Table 3 represents an analysis of the per pupil costs in each of the elementary schools in the division and a comparison of per pupil costs in the two types of schools.

The table is a compilation of cost figures obtained from the year-end statement of each of the schools and includes the salary of the resource teacher assigned to each school. Extra services, other than the resource program, provided by central office are not included in this analysis.

In an effort to isolate the areas where differences in costs might occur, the analysis include six different cost aspects. These six include: (1) the instructional cost which includes administrators salaries, teacher salaries and the salaries of clerical personnel. (2) The cost of instructional supplies and equipment. (3) The cost of maintenance which includes custodial salaries, custodial supplies and maintenance cost. (4) The capital costs which includes new furnishings, additions and alterations. (5) Total per pupil costs including capital costs. (6) Total per pupil costs excluding capital cost. Capital costs were treated in this manner because they are a one time expense which might have inflated the total per pupil costs in the one year being considered.

The analysis of the 1977 per pupil costs revealed that instructional salaries were one hundred seventy three dollars and



nineteen cents (\$173.19) higher in declining enrollment schools. This may be due to a lower pupil teacher ratio in declining enrollment schools and may reflect the fact that there is a larger percentage of highly qualified teachers with more experience employed in declining enrollment schools.

Declining enrollment schools spent less on instructional supplies by five dollars and seventy three cents (\$5.73) per pupil. This may have resulted from the fact that two schools housing junior high students are included in the other school category. These schools receive a larger budget allocation for their junior high students. Further, new schools with increasing population may receive larger supplementary grants to build up their libraries and equipment supplies.

The declining enrollment schools spent thirty five dollars and fifty one cents (\$35.51) more per pupil than other schools on maintenance. This may be because fewer students are being housed in large buildings that must be totally heated and maintained.

There was a difference of nineteen dollars and fifty two cents (\$19.52) per pupil spent on capital items between the two classes of schools with declining enrollment schools receiving the smaller sum. Presumably this is the result of a reluctance to spend scarce dollars on new furnishings and alterations

TABLE 3

## PER PUPIL COST COMPARISON FOR 1977

SCHOOL	Instructional Salaries	Instructional Supplies	Maintenance Salaries & Supplies	Capital	Total including capital	Total excluding capital
Agus McKay *	\$ 878.25	\$ 37.40	\$ 156.55	\$ 48.20	\$ 1120.41	\$ 1072.20
Artrun E. Glavin	774.30	33.04	93.24	7.96	908.54	900.58
Beds Hill	503.40	26.86	80.09	19.14	629.49	610.35
C. Hamilton	723.15	43.71	97.77	119.85	984.48	864.63
Dunwood	737.67	29.32	88.70	11.14	866.84	855.70
Empstead	827.21	27.15	101.73	37.72	993.81	956.09
John de Graf +	325.53	192.97	54.93	27.09	600.52	573.43
John Pritchard	913	60.16	109.74	36.31	1119.32	1083.00
Lord Wolseley *	886.41	34.40	138.02	4.52	1063.37	1058.84
Maple Leaf	748.11	40.09	82.76	28.93	899.91	870.97
Leod *	913.66	35.93	116.16	12.27	1078.02	1065.75
Neil Campbell *	723.40	28.55	91.14	10.83	853.94	843.10
W. Rosewell *	980.40	35.80	120.33	00 00	1136.54	1136.54
Olson *	1147.27	46.36	147.98	16.79	1358.40	1314.61
Prince Edward *	927.17	40.64	156.77	20.14	1144.74	1124.59
Princess Margaret *	839.54	37.37	90.06	20.99	987.96	966.97
Bert Andrews	829.74	46.53	109.66	20.63	1006.57	985.94
Salisbury *	831.97	29.67	131.76	3.80	997.21	993.41
Terwood *	792.77	42.97	98.23	9.90	943.88	933.97
Springfield Heights*	1024.88	39.26	134.86	17.43	1216.42	1199.00
Average D.E.Schools*	971.50	35.37	133.07	15.95	1155.89	1139.94
Average Others ++	798.31	41.10	97.56	31.47	968.44	936.97
Difference	173.19	5.73	35.51	19.52	187.45	202.97

+ New school, began operation Sept, 1977

++ Excluding John de Graff.

\* Declining enrollment schools.

in declining enrollment schools.

The total spent per pupil excluding the capital cost for declining enrollment schools was one thousand one hundred thirty nine dollars and ninety four cents (\$1,139.94) while other schools spent nine hundred thirty six dollars and ninety-seven cents (\$936.97). This produced a difference of two hundred two dollars and ninety-seven cents. (\$202.97). Declining enrollment schools requiring a substantially larger amount per pupil to operate than other schools.

#### TEACHER QUALIFICATIONS

Table 4 is a summary and comparison of the level of qualifications of teachers in the two classes of schools identified. The table lists the qualifications of teachers according to the class in which they are placed for salaries purposes. Class 1 being the lowest level of qualification ( Grade XII plus teacher training) and class 7 being the highest level of qualification (Phd or two masters degrees, etc.). The percentages listed in the table were determined by totalling the number of teachers at each qualification level for each category of school and then calculating the percentage each total represented of the total number of teachers employed in each category of school.

The results of this analysis indicated that the median level of qualification is class 4 in the two categories of schools.

TABLE 4TEACHER QUALIFICATION COMPARISON

Teacher Qualifications	Declining Enrollment		Other Schools		Difference
	Totals	Percent	Totals	Percent	
Class 1	16	9.6%	22	12.1%	2.5%
Class 2	30	18.1%	19	10.4%	7.7%
Class 3	13	7.8%	19	10.4%	2.6%
Class 4	60	36.1%	78	42.9%	6.8%
Class 5	37	22.3%	37	20.3%	2.0%
Class 6	7	4.2%	5	2.8%	1.4%
Class 7	3	1.8%	2	1.1%	.7%
TOTALS	166	99.9%	182	100%	

	Below Class 4	Above Class 4
Declining Enrollment Schools	35.5%	28.3%
Other Schools	32.3%	24.2%
Difference	2.6%*	4.1%**

Note: Data gathered from school division documents valid as of December 31, 1977.

\* significant at the .05 level

\*\* significant at the .01 level

Declining enrollment schools had a higher percentage of teachers with qualifications above class 4. The percentage of teachers above class 4 in declining enrollment schools was 4.1% higher than in the other schools. However, the percentage of teachers with qualifications below class 4 in declining enrollment schools was 2.6% higher than in the other schools.

#### TEACHER EXPERIENCE

The level of experience of teachers employed in each of the two categories of schools was examined. The total number of teachers in each school is listed along with the cumulative years of experience these teachers represent. The average number of years of experience of the teachers in each category of school was calculated. These calculations were then gathered into two arrays—one for each of the two categories of schools. Overall totals of teachers and the years of experience they represent were calculated for each category of school and the average experience in years for teachers in each category of school was calculated.

The results of this exercise is illustrated in table 5 and indicates that teachers in schools with declining enrollment have an average of two and four tenths years more experience than teachers in the other schools of the division.

TABLE 5TEACHER EXPERIENCE COMPARISON

## DECLINING ENROLLMENT SCHOOLS

Schools	No. of Staff	Total Years Of Experience	Average Years Of Experience
ANGUS McKAY	10	111	11.1
LORD WOLSELEY	10	142	14.2
McLEOD	10	97	9.7
NEIL CAMPBELL	18	215	11.9
NEW ROSEWELL	7	71	10.1
POLSON	16	217	13.6
PRINCE EDWARD	13	73	5.6
PRINCESS MARGARET	24	268	11.2
SALISBURY	23	255	10.8
SHERWOOD	12	122	10.2
SPRINGFIELD HEIGHTS	22	221	10.0
TOTALS	165	1792	10.8

## OTHER SCHOOLS

Schools	No. of Staff	Total Years Of Experience	Average Years Of Experience
BERTRUN E. GLAVIN	26	147	5.6
BIRDS HILL	5	56	11.2
DR. HAMILTON	16	102	6.4
DONWOOD	28	237	8.5
HAMPSTEAD	17	233	13.7
JOHN PRITCHARD	44	443	10.1
JOHN de GRAFF	17	156	9.2
MAPLE LEAF	29	135	4.7
ROBERT ANDREWS	20	186	9.3
TOTALS	202	1695	8.4

Note: Data gathered from school division documents valid as of  
December 31, 1977.

### MULTI-GRADE CLASSES

The elementary schools were surveyed to determine the number of multi-grade classes in existence in the division. The results of this survey were tabulated revealing that of the 262 elementary classes eleven are multi-grade classes and, of this eleven, nine were located in schools experiencing an enrollment decline. Clearly the school with an enrollment decline experiences the necessity of combining grades into single classes at a disproportionately higher rate.

### PUPIL-TEACHER RATIO

An examination of the pupil-teacher ratios in individual schools and in the two school grouping is illustrated in table 6.

The table illustrates that while a staffing formula exists (Appendix D) it is being applied in a flexible manner since the pupil-teacher ratios vary somewhat from school to school. This is due in part to some schools using the staff positions available to hire none-certified personnel. It is also due to the fact that small schools are allowed to exceed their staff allotment in order to provide for programs that could not be offered if they were held strictly to the staffing formula.

The very high ratio for John de Graff school can be attributed to its increasing population. Additional staff could not be obtained until the new fiscal year. The month following

TABLE 6

PUPIL - TEACHER RATIO COMPARISON

## DECLINING ENROLLMENT SCHOOLS

School	Teachers including Administrators	Total No. of Students	Pupil-Teacher Ratio
ANGUS McKAY	9.4	198	21.1/1
LORD WOLSELEY	9.9	191	19.3/1
McLEOD	8.4	170	20.2/1
NEIL CAMPBELL	19.0	397	20.9/1
NEW ROSEWELL	5.9	114	19.3/1
POLSON*	16.5	282	17.1/1
PRINCE EDWARD	12.9	254	19.7/1
PRINCESS MARGARET	23.7	499	21.0/1
SALISBURY	22.6	514	22.7/1
SHERWOOD	10.5	203	19.3/1
SPRINGFIELD HEIGHTS*	22.0	448	20.4/1
TOTAL	160.8	3270	Average 20.5/1

\* Including Special Education Students.

## OTHER SCHOOLS

School	Teachers including Administrators	Total No. of Students	Pupil-Teacher Ratio
BERTRUN E. GLAVIN	27.5	622	22.6/1
BIRDS HILL	4.4	104	23.6/1
DR. HAMILTON	15.3	344	22.3/1
DONWOOD	28.3	657	23.2/1
HAMPSTEAD	17.5	380	21.7/1
JOHN PRITCHARD+	43.4	849	19.5/1
JOHN de GRAFF	18.0	474	26.3/1
MAPLE LEAF	30.0	665	22.2/1
ROBERT ANDREWS+	20.3	444	21.8/1
TOTAL	204.7	4539	Average 22.2/1

Average excluding John de Graff 21.8/1

+Includes Junior High Students.



this tabulation two teachers were hired for this school bringing its ratio down to 23.6 to one.

The table shows that the average pupil teacher ratio is 1.9 lower in declining enrollment schools than in the other schools and 1.5 lower when John de Graff is not considered in the averaging. The implications of this finding are discussed in Chapter 4.

#### MORALE AND RELATIONSHIPS

In an effort to determine the effects of declining enrollment on student morale, teacher morale, pupil-teacher relationships and community-school relationships the questionnaire attached as appendix (A) was developed and administered to one hundred sixty-nine teachers and principals in declining enrollment schools. Of these, one hundred and twenty-nine or, seventy-six percent were returned. The results of the four questions pertinent to this section are summarized below:

##### STUDENT MORALE

As school enrollment declines student morale .....

	<u>Number</u>	<u>Percent</u>
improves.	<u>22</u>	<u>17.1</u>
remains the same.	<u>81</u>	<u>62.8</u>
deteriorates.	<u>10</u>	<u>7.6</u>
No reply.	<u>16</u>	<u>12.4</u>
Total	<u>129</u>	<u>100%</u>

TEACHER MORALE

As school enrollment declines teacher morale .....

	<u>Number</u>	<u>Percent</u>
improves.	<u>15</u>	<u>11.2</u>
remains the same.	<u>24</u>	<u>18.0</u>
deteriorate.	<u>83</u>	<u>62.4</u>
No reply.	<u>11</u>	<u>8.4</u>
Total	<u>133</u> <sup>28</sup>	<u>100%</u>

PUPIL-TEACHER RELATIONS

As school enrollment declines pupil-teacher relations.....

	<u>Number</u>	<u>Percent</u>
improve.	<u>54</u>	<u>41.2</u>
remains the same.	<u>48</u>	<u>36.6</u>
deteriorate.	<u>14</u>	<u>10.7</u>
No reply.	<u>15</u>	<u>11.5</u>
Totals	<u>133</u> <sup>28</sup>	<u>100%</u>

COMMUNITY SCHOOL RELATIONS

As school enrollment declines relations with the community.....

	<u>Number</u>	<u>Percent</u>
improve.	<u>28</u>	<u>21.5</u>
remain the same.	<u>51</u>	<u>39.2</u>
deteriorate.	<u>30</u>	<u>23.1</u>
No reply.	<u>21</u>	<u>16.2</u>
Total	<u>130</u> <sup>28</sup>	<u>100%</u>

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<sup>28</sup> Number is larger than the 129 questionnaire returned because more than one response was checked in some cases.

The response to the questions indicated that the majority of teachers and principals (62.8%) feel declining enrollment has little or no effect on student morale. A majority of teachers (62.4%) feel that teacher morale deteriorates under declining enrollment conditions. A majority of teachers (77.8%) felt that pupil-teacher relations remained the same (36.6%) or improved (41.2%). Teachers and principals appear to be undecided about the effect of declining enrollment on community-school relations.

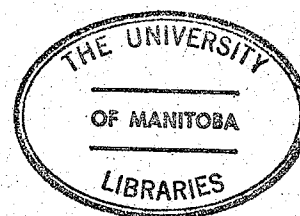
#### PRINCIPALS' INTERVIEWS

In an effort to discover the effects of declining enrollment on budgeting, staffing, breadth of program, special pupil services, extra curricular programs, and other unidentified effects principals of schools experiencing declining enrollment were interviewed using the interview questionnaire attached as appendix (E). The following section reports the results of the eleven interviews conducted.

##### Budgeting

When principals were asked to indicate the effects of declining enrollment on the school's budget and the budget process the following comments were expressed.

Declining enrollment resulted in a budget decrease because budget is tied to student count. This decrease created a number



of problems which can be summed up as the loss of flexibility in assigning money to various budget categories. There are fewer dollars over which the principal and staff have discretionary powers. Two other associated problems mentioned were: the difficulty of finding funds for new programs and for the purchase of large equipment. Most of the budget is required for the consumables (paper & supplies) necessary for the day-to-day operations of the school. Schools tend to rely more heavily on unexpended substitute funds, textbook contingency and supplementary budgets.

The larger of the declining enrollment schools (400+ pupil count) expressed similar sentiments but, did not feel that the enrollment decline had had a very significant effect on the budget and the budgeting process.

A number of principals of schools whose enrollment had dramatically declined indicated that equipment and supplies purchased when enrollment was high had prevented their budgeting situation from becoming a problem.

### Staffing

A number of common comments with respect to staffing were made by the principal's interviewed. The difficulty of deciding which staff member should leave when declining enrollment creates a staffing surplus was often mentioned. The most difficult

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aspect of the staffing in declining enrollment schools seemed to be matching staff competencies with the needs of the program.

Decreasing enrollment results in a decrease of the number of staff members and so a decrease in the availability of talents and competencies that may be called upon to meet program needs. This is further complicated by the fact that no additional staff can be added to provide the specific talents and competencies required. The lack of staff turnover was seen as creating a situation where no "new blood" can be added to the staff.

The principal being assigned teaching duties is seen as additional problem as it removes the principal from the office. The decline in enrollment also results in the reduction of clerical staff leaving the general office of the school unmanned for periods of time.

The staffing formula was said to be excessively restrictive when applied to smaller schools. Specialists cannot be hired in areas like physical education, music or library.

Again the principals of larger declining enrollment schools (400+), although expressing similar concerns, did not feel as great an impact as those in the smaller schools.

#### Breadth of Program

A common theme of principals' comments with regard to the

breadth of the program offered was that the decline decreased their ability to offer a wide range of programs. The inability to provide second language programs, outdoor education, Building the Pieces Together, etc. was mentioned. Where schools opted to continue the same range of program even though enrollment had declined the staff workload increased. It was also noted that, although programs were continued, they could no longer be offered by specialists (ie. library, phys. education, and music).

Once again the principals of the larger schools (400+), although experiencing some of these problems, said that they were not as yet affected in this area.

#### Special Pupil Services

All principals indicated that as the schools' enrollment decreased, the allocation of resource teacher time did not decrease or did so at a slower rate than the enrollment decline would necessitate. There was no indication of a change in the services provided by the child guidance personnel. It appears that these services have not been affected by the declining enrollment phenomenon. Principals of smaller schools indicated that it would be impossible to initiate special programs like a screening program or a gross motor program because

of a lack of staff.

The principals of the larger schools indicated apprehension and anticipated the problems mentioned but had not experienced them to any great extent to date.

#### Extra-Curricular Programs

The principals of all of the small schools (under 400 student count) indicated that the extra-curricular program had suffered as a result of the enrollment decline. Fewer teachers were available to operate the extra-curricular program and fewer pupils were available to participate. School teams are difficult to assemble because of a lack of students at each age or grade level.

The principals of larger schools indicated the enrollment decline had had little or no effect on their school's extra curricular program.

#### Other Effects

Principals were asked to comment on any other effects that could be attributed to declining enrollment. This question produced an interesting array of responses.

They stated that the staff was affected in two ways. Having only one teacher per grade meant that the teacher had no one with whom to share ideas, frustrations, or problems.

Staff were required to perform more duties, to teach a wider course load, and received less preparation time in small declining enrollment schools.

The necessity for the creation of multi-graded classes and the objection of parents was a recurring theme.

Student placement was also cited as a problem. In a school with one teacher per grade, no option exists for alternative student placement.

The availability of more space was cited as a positive aspect of the enrollment decline. Principals were able to convert unused classroom space into libraries, music rooms, science rooms, multi-purpose rooms, etc.

Several other positive aspects of small schools were cited. In a small school everybody knows everybody else. There is a strong feeling of belonging. The generally smaller classes provide for greater individual attention by the teacher and the smallness tends to create a greater feeling of belonging in parents, students and teachers.

A principal stated that the uncertainty as to the status of the school created by declining enrollment, tended to produce a stronger feeling for the school in the community and this new cohesiveness in support of the school within the community creates



a positive relationship.

Finally principals expressed the impressions that teachers and principals alike may lose the feeling of growth and challenge in a school whose population is declining. The indicated inadequacies of the small school may become reality through the operation of a self-fulfilling prophecy.

## CHAPTER IV

### PROBLEMS AND OPPORTUNITIES

Close examination of the enrollment projections for the River East School Division (Appendix B) indicates that, while the overall student population of the division will continue to increase through 1981, enrollment in the schools herein designated 'declining enrollment schools', generally will continue to decline. Close examination of the map attached (Appendix F) reveals that schools experiencing declining enrollment are located in a clearly defined geographical area. It is an area bounded on the South by the boundary with the Winnipeg School Division, the Red River on the West, Springfield Road West of Gateway and Concordia Avenue, East of Gateway on the North, and, Gateway Road from Springfield Road to Concordia Avenue and Louelda from Concordia to CN tracks on the East. The exception is New Rosewell school which is located to the East.

This area is the most mature in the division. Here are located the oldest buildings, and the elementary schools within this neighborhood account for 82% of the unused space in the division. The fact that declining enrollment is confined to a definite section of the division, should facilitate the implementation of strategies to deal with it.

The findings outlined in Chapter III present implications for the delivery of educational services in the division over the next two decades. As stated previously, enrollment will probably continue to decline at least through 1981, and possibly to 1984 if we accept the analysis of the Manitoba Association of School Trustees.<sup>29</sup> This of course presents both problems and opportunities for River East School Division. First, declining enrollment is not merely a passing phenomenon. It will continue to affect the system through the 1990's. Then too, the decline of student population in older areas provides a unique opportunity to rationalize and up-grade the delivery of educational services where much of the system may be outdated. Also it provides an opportunity to examine the use of facilities, the allocation of staff, budgeting procedures and to consider the optimal size for elementary schools. Finally, declining enrollment is an issue around which community involvement in educational policy formation may be achieved, and the level of direct participation raised.

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<sup>29</sup> Martens Ed. J. and Rajesky Adelin, A Study of Declining Student Population in Public Elementary and Secondary Schools in Manitoba-School Years 1967/68 to 1983/84, Manitoba Association of School Trustees, Winnipeg, 1974, p.4-5.

### Per Pupil Costs

The evidence that the small school, created by declining enrollment, substantially increases per pupil costs, has various implications for educational planners. Since the total impact of the enrollment decline will not be experienced until some time in the future, a further increase in per pupil costs can be anticipated. The Montgomery Task Force<sup>30</sup> on small schools found that:

"schools with about 200 students will cost on the average of 20% more per student than a school with 300 students, and 25% more than a school with 500-600 students."

Thus schools like Neil Campbell and Springfield Heights, whose populations will continue to decline, will show substantial increases in per pupil cost by 1981.

What are the potential costs of the under-utilization of such schools? Projecting a continued decline until 1981 and recognizing that students take six years to clear the elementary system, the division is faced with nine more years of depressed enrollments in its elementary schools. The projections indicate an average of 3000 pupils enrolled in the under-utilized schools

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<sup>30</sup>Montgomery County Public Schools, Report of the Small Schools Task Force, Montgomery County Public Schools, Rockville, Maryland, November, 1974.

over the nine year period at an average additional cost of \$200.00 per pupil. This would probably result in a total additional cost to the Division of \$600,000.00 per year or \$5,400,000 over the next nine years.

The situation may be further aggravated by unanticipated enrollment decline and by inflation. The data gathered through interviews with the principals indicate that there is a feeling that smaller schools may not be able to provide educational services comparable to the larger schools even with these additional expenditures. A careful examination of the added costs involved in preserving small schools seems to be warranted.

The reader is cautioned against jumping to conclusions here. Closing small schools may not result in substantial savings as highly qualified and experienced teachers must still be employed within the division. A small saving may be gained by eliminating the low pupil-teacher ratios that accompany the growth of small schools. A comparison of the instructional costs under conditions where teachers of equal qualifications and experience are employed in all schools would yield a small difference in per pupil costs--an amount generated by the discovered 1.5 difference in pupil-teacher ratios. A large part of the increased costs in declining enrollment schools can be attributed to increased administrative and clerical cost.

### Teacher Experience and Qualifications

The analysis of teacher experience indicated that teachers employed in declining enrollment schools had an average of two years and four months more experience than teachers in the other schools. It also indicated that a high proportion of teachers in declining enrollment schools had qualifications above class four. This finding is confirmed again in St. James-Assiniboia School Division.<sup>31</sup> Such a concentration of highly qualified and experienced teachers in one segment of the system may have implications for the system as a whole.

"One can only speculate about the effects of such a trend. It may well be that the most productive and creative years for a teacher are between the ages of 30 to 45, as some contend. On the other hand, increasing age is often believed to bring conservatism and reaction, leading to rigidity in behavior. This trend might well be reinforced by the lack of significant numbers of new teachers bringing with them new techniques, new approaches and the enthusiasm of youth.<sup>32</sup>

### Multi-Grade Classes

The fact that most multi-grade classes are housed in the smaller schools resulting from declining enrollment, and the probability of continued enrollment decline, raises the prospect of the necessity to create many more such classes. The implications of this situation are many and varied.

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<sup>31</sup>Girard Donald A., What's What in St. James-Assiniboia, St. James-Assiniboia School Division, Winnipeg, 1976- p.40.

<sup>32</sup>Ibid., p.40.

It is often argued that students enrolled in multi-graded classes often receive inferior instruction. The extra workload placed on the teacher may result in less individual attention, more large group instruction, and a wider range of student ability within groups may be unavoidable. On the other hand multi-graded classes may well provide greater opportunity for students in the area of social growth and personal development.

#### Pupil-Teacher Ratios

The lower pupil-teacher ratios common in smaller declining enrollment schools, probably reflects a desire on the part of the administration to staff these schools at a level commensurate with offering a comprehensive program. However, comments by principals indicate that even with this extra staffing small schools tend to have a narrow range of services and program offerings. The lower pupil-teacher ratio may provide for greater individual attention for pupils in small schools. However, such benefit may be counter-balanced where teachers have a greater subject load, more duties or a split class. To the present there is insufficient evidence to confirm clear cut advantages for a lower pupil-teacher ratio. Nevertheless, increased cost and any possible benefits arising from the decreased pupil-teacher ratios in small schools, must be examined in relation to other possible delivery systems which may provide more educational benefits at a lower cost.

### Morale and Relationships

The information from the teacher and principal questionnaire on morale and relationships has a number of implications for the division. It appears that teacher morale is affected by declining enrollment. Since there is probably a relationship between performance and morale, low teacher morale may result in deterioration of the quality of instruction.

The apparent strength of the smaller schools in the area of pupil-teacher relations may provide direction on the size of future elementary schools and possibly give direction for administrative organization of existing large schools.

The lack of conclusive evidence that declining enrollment affects community-school relations, may mean that the enrollment decline may or may not be significant in community relations with the school. Other factors, such as the existence of a neighbourhood school or the provision of bussing for students, may be more significant.

### Budgeting

The increased per-pupil costs in the small schools have far-reaching implications for the division. If the division is to operate on the basis that each child will receive equality of educational opportunity as measured by program variety, instruction specialization as well as comparable supplies, equipment and facilities, then special funds may be required for the added expenses of small schools. The present universal formulae for allocating such funds do not provide for the particular problems encountered by small schools.



### Staffing

The data reveals several significant staffing implications. First, the finding that teachers tend to be more experienced and highly qualified in the smaller schools creates the possibility of the tendency toward rigidity. Secondly, the decrease in staff turnover restricts the possibility for the introduction of fresh, new ideas. Thirdly, the fact that teachers are sometimes required to instruct in areas where they may not be appropriately qualified has implications for the quality of instruction being provided in these small schools. Finally, the smaller pool of talent and expertise available for the provision of the academic and extra-curricular programs implies the possibility of a narrower range of offering in both areas.

The existing divisional staffing formula (Appendix D) is based strictly on a student count and provides for staff at a constant ratio regardless of the size of the school. Thus, it does not take into account the particular problems faced by the small school. A further complication arises with the aspirations of teachers to move up the career ladder. These healthy aspirations are affected by enrollment decline as the number of alternate career opportunities decreases. This probably tends to lead to the decline in morale as expressed by teachers through the questionnaire.

### Breadth of Program

A smaller staff and the lack of specialists decrease the ability of a school to offer a wide range of programs. This has implications for the principle of equality for students. Consequently children attending the schools in decline may be penalized by program cuts or other economies. On the other hand, if the staff is decreased and, the quality of program maintained, the workload of each individual staff member undoubtedly increases since each staff member must teach a greater range of subjects. The indication that teachers in small schools tend to have a greater workload than those in large schools has implications for the quality of the education being provided. The frequent inability of small schools to provide a wide range of programs because of insufficient staff implies a lack of equality of educational opportunity for some of the students of the division.

### Special Student Services

Principals of schools in decline indicated that as enrollment declined, the allocated resource teacher time often increased, resulting in more individual assistance being provided for children experiencing difficulty. However, they implied that the number of special programs (gross-motor programs, programs for the gifted, etc.) declined because of the decrease in available staff time and

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teaching skill. To aggravate the situation, the smaller number of pupils may not even justify such a special program. Children with special problems or talents are now receiving instruction through special programs in some schools of the Division while children with similar problems and the gifted go without help or encouragement in other schools.

#### Extra-Curricular Programs

The elementary extra-curricular program, although not adequately funded and not generally considered a part of the formal school program, is an integral part of the offering of elementary schools. Since the only success experienced by some students is through their extra-curricular involvement, it can play a significant part in the social and emotional development of the child. For these reasons schools endeavor to provide varied extra-curricular activities so that the full range of student interests and talents can be met and all students have the opportunity to participate.

The small schools suffer from a shortage of staff necessary for a varied extra-curricular program and from a shortage of numbers of pupils to participate in and justify each activity. Large schools are usually able to field teams

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to compete in extra-mural sporting events. Small schools are generally unable to field such teams and competition in these extra-mural programs is often impracticable.

As before, students in small schools are frequently deprived of opportunities open to those in larger institutions.

#### Other Problems and Opportunities

The frequent lack of teacher colleagues at the same grade level with whom to discuss professional problems and the consequent frustrations require special attention. As the number of declining enrollment schools increases, so does the number of teachers operating 'alone'. This situation may well be a contributing factor to the apparently low morale amongst teachers in schools in decline.

The lack of alternate placement for students also creates difficulties when a clash occurs between student and teacher, when there is a lack of parental support, and whenever a student is required to repeat a grade. In all three situations alternate placement would ease the impact of these problems.

The availability of more space in which to develop libraries, music rooms, science rooms, etc., provides the opportunity to upgrade facilities constructed at a time when these were not

considered necessary or were deemed too expensive to be included during construction. Here may be provided the opportunity to create facilities of equal standard throughout the Division. It may also offer the opportunity to phase out obsolete and uneconomic facilities.

### School Sizes

On the questionnaire teachers and principals were asked to state their preference as to the minimum and optimum size of an elementary school. The following is a summary of the results obtained.

"The minimum size of an elementary (K-6) school should be —"

<u>Grouping</u>	<u>No. of Teachers Selecting Each Grouping</u>	<u>Percentage of Teachers Selecting Each Grouping</u>
1 - 6 classes	<u>10</u>	<u>7.7</u>
7 - 10 classes	<u>63</u>	<u>48.8</u>
11 - 14 classes	<u>27</u>	<u>20.9</u>
15+ and over classes	<u>13</u>	<u>10.1</u>
No reply	<u>16</u>	<u>12.4</u>
Total	<u>129</u>	100%

"The optimal size for an elementary (K-6) school should be —"

<u>Grouping</u>	<u>No. of Teachers Selecting Each Grouping</u>	<u>Percentage of Teachers Selecting Each Grouping</u>
1 - 13 classes	<u>9</u>	<u>6.9</u>
14 - 17 classes	<u>30</u>	<u>23.3</u>
18 - 21 classes	<u>48</u>	<u>37.2</u>
22 and over classes	<u>24</u>	<u>18.6</u>
No reply	<u>18</u>	<u>13.9</u>
Total	<u>129</u>	<u>100%</u>

An examination of these results indicates a 93.1 percent of the principals and teachers believe that schools should provide at least one class per grade, while 69.7 believe that the minimum size of a school should be between seven and fourteen classes. The optimal elementary school size seems to lie between fourteen and twenty-one classes since 60.5% of the sample indicated a preference for this range of school size, with a stronger preference (37.2%) for schools with three classes per grade.

The results of the survey suggest that elementary schools should have not less than one class per grade and should preferably be maintained at either two or three classes per grade. These results can provide direction policy for decisions with respect to school construction and the future operation of small schools resulting from the enrollment decline.

## CHAPTER V

### RECOMMENDATIONS

It appears from the data that the small schools created by enrollment decline are experiencing a number of difficulties. It is also apparent that these problems, as a rule, have not always been addressed through specific policies of the School Board. The general practice of treating all schools as equals in fiscal and staffing matters often has a negative impact on the quality and quantity of educational services in those small schools. It would appear that policy specifically directed at the implications of declining enrollments is imperative if equity, quality and efficiency are concerns of the Board.

The following recommendations are designed as interim strategies to cope with the problems identified in earlier chapters. If implemented they could alleviate some of the problems until such time as the ultimate question of the continued existence of these smaller schools is settled. A recommendation for the formation of long term policy is presented in Chapter VI.

#### Data Gathering

In recognition of the importance of accurate data, it is

recommended that the School Board:

- 1) EMPLOY RELIABLE POPULATION AND ENROLLMENT PROJECTION METHODS, SUCH AS THOSE DEVELOPED BY STANTON LEGGETT<sup>33</sup> AND THE AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS<sup>34</sup>, TO PROVIDE A FIVE TO TEN YEAR ENROLLMENT PROJECTION FOR THE DIVISION AND FOR EACH INDIVIDUAL SCHOOL.
- 2) DEVELOP AN ACCEPTABLE ACCOUNTING METHODOLOGY FOR DETERMINING AND CONVENIENTLY INTERPRETING THE EDUCATIONAL COSTS RELATIVE TO EACH CHILD AND SCHOOL.

#### Personnel

In recognition of the peculiar problems faced by the small school and the special problems created by enrollment decline, it recommended that the School Board:

- 3) AMEND THE EXISTING STAFFING FORMULA TO PROVIDE FOR THE DEMONSTRABLE NEEDS OF THE SMALL SCHOOL.

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<sup>33</sup>This method is described in detail in the NSBA Research Report, No. 1976-1, National School Board Association, Evanston, Illinois, 1976 pp. 12-15

<sup>34</sup>A.A.S.A., Declining Enrollment: What To Do, American Association of School Administrators, Arlington, Virginia, 1974



- 4) IN CONSULTATION WITH THE TEACHERS' PROFESSIONAL ORGANIZATION DEVELOP ALTERNATIVE CAREER OPPORTUNITIES FOR TEACHERS.
- 5) DEVELOP POLICY SUGGESTING THE OPTIMUM PERIOD OF TEACHER SERVICE IN ANY ONE SCHOOL.

#### Professional Development

- 6) ENCOURAGE THE DEVELOPMENT OF ASSOCIATIONS OF TEACHERS BY GRADE LEVEL SIMILAR TO THE EXISTING KINDERGARTEN ASSOCIATION.
- 7) GIVE SPECIAL EMPHASIS AND COORDINATION TO THE PROFESSIONAL DEVELOPMENT OF TEACHERS IN SMALL SCHOOLS BY MEANS OF COMMITTEES OF TEACHERS FROM SUCH SCHOOLS.

#### Budgeting

In view of the small schools special need for additional funds it is recommended that the School Board:

- 8) AMEND THE EXISTING BUDGET FORMULA TO PROVIDE FOR THE ADDITIONAL FUNDING NEEDS OF THE SMALL SCHOOL.
- 9) GIVE COMPENSATORY TREATMENT TO SMALL SCHOOLS WHEN ASSIGNING FUNDS FROM THE DIVISIONAL SUPPLEMENTARY BUDGET.

### Program

Because of the existing variety in the level of school programming it is recommended that the Board:

- 10) DEVELOP A POLICY STATEMENT INDICATING THE EXTENT OF PROGRAMMING TO BE PROVIDED IN ALL SCHOOLS OF THE DIVISION, AND STATING CLEARLY THE MINIMUM NUMBER AND NATURE OF PROGRAMS TO BE OFFERED IN EACH SCHOOL IN THE DIVISION.
- 11) PROVIDE THE FUNDS NECESSARY FOR THE OFFERING OF THIS MINIMUM LEVEL OF PROGRAMMING.

### Extra-Curricular Program

With relevance to their special problems, it is recommended that small schools:

- 12) BE EXPECTED TO CO-OPERATE IN THE FIELDING OF TEAMS TO COMPETE IN EXTRA-MURAL ACTIVITIES.
- 13) CALL UPON PARENTS TO ASSIST IN THE OPERATION OF THEIR EXTRA-CURRICULAR PROGRAMS.

### Pupil Services

Since pupils in small schools do not always receive material and services at the same level as those in larger schools it is recommended that the School Board:

- 14) DEVELOP POLICIES AND PROCEDURES TO ENSURE THAT PUPIL SERVICES ARE EQUALLY AND EQUITABLY PROVIDED

TO ALL SCHOOLS OF THE DIVISION.

Attendance

Because of fluctuation in the numbers of students in each school's attendance area, it is recommended that the Division Board:

- 15) TRANSPORT STUDENTS TO SMALLER SCHOOLS THUS  
ENABLING THEM TO OFFER A COMPREHENSIVE  
PROGRAM.
- 16) ESTABLISH A TASK FORCE TO EXAMINE FULLY THE  
PHENOMENON OF ENROLLMENT DECLINE AND ON THE  
BASIS OF VALID DATA, TO MAKE RECOMMENDATIONS  
FOR LONG RANGE POLICY WITH RESPECT TO THE  
EFFECTS OF THAT DECLINE.<sup>35</sup>
- 17) ADJUST ATTENDANCE BOUNDARIES OR CATCHMENT  
AREAS, AS A METHOD OF AVOIDING THE NECESSITY  
FOR MULTI-GRADED CLASS ROOMS.

General Administration

Recognizing the changes brought about by enrollment decline it is recommended that the superintendent:

- 18) ESTABLISH A COMMITTEE OF TEACHERS AND

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<sup>35</sup>The rationale for the establishment and operation of this Task Force is expanded in Chapter VI.

ADMINISTRATORS FROM SMALL SCHOOLS TO  
ADVISE THE BOARD OF STRATEGIES THAT  
MAY BE EMPLOYED TO ALLEVIATE THE SPECIAL  
PROBLEMS ENCOUNTERED BY SMALL SCHOOLS.

The foregoing recommendations are designed to address the many unique effects discovered in this study of enrollment decline in the River East School Division. The interim nature of the recommendations results from a need for immediate action, but also recognizes that more wide ranging and far reaching policies are necessary to deal with the complex situation created by enrollment fluctuations. Chapter VI addresses the question of long term policy formation and deals in more detail with the recommended establishment of a Task Force to develop such policy.

## CHAPTER VI

### POLICY DEVELOPMENT

The essential element in dealing with enrollment decline is the formation of policy designed to effectively solve the problems generated and to utilize the opportunities afforded. The aspects to be considered when developing policy in this area are numerous. Wilken and Callahan state:

"The literature seldom sets the problem of enrollment decline in the environmental and organizational context as it is perceived by school district decision makers. Instead, limited and particularistic views are often taken. Discussions focus on demographic considerations (eg., the lack of forecasting techniques); or on political constraints (e.g., community opposition to school closings); or on questions of economic concerns (e.g., state aid formulas); or on bureaucratic concerns (e.g., staff reductions). Though all these analyses are relevant, they each diagnose only part of a complex institutional reality. Unless the multiple realities--demographic, political, economic, and organizational--are seen as being inseparably joined, the problems posed by enrollment decline can be misunderstood and either underestimated or overestimated. Neither research nor practical advice based on such narrow views is likely to deal with the significant issues."<sup>35</sup>

This quotation alerts us to the fact that enrollment decline is a complex issue which will require a sophisticated

policy formation technique. Considering the complexity of the situation created by enrollment decline, what is the best method of designing an action plan to deal with it? An examination of policy and its formation in the light of this complexity may provide direction.

### POLICY FORMATION

Webster defines policy as:

"A definite course of action selected from among alternatives and in light of given conditions to guide and determine present and future decisions."<sup>36</sup>

This definition indicates a complex process and implies that the policy formation process must involve a number of considerations. John Thompson believes that many factors influence educational policy.<sup>37</sup> These include; economic factors, social and cultural factors, political and legal factors and social-psychological factors. Clearly these cover the areas cited earlier by Wilken and Callahan as essential considerations in the development of policy related to enrollment decline.

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<sup>36</sup> Woolf H. Bosley (ed.) Webster's New Collegiate Dictionary, Thomas Allan & Son Ltd., Toronto, 1973.

<sup>37</sup> Thompson John Thomas, Policy Making in American Public Schools, Prentice-Hall Inc. Englewood Cliff, New Jersey, 1976, p21.

Donna Kerr in her book entitled "Educational Policy" states:

"The underlying purpose of any policy is to make systematic some enterprise."<sup>38</sup>

This purpose applies to the situations in River East. The critical word in the quotation is "systematic." Policy offers predictability and thus becomes necessary only when one is dealing with a system. It allows us to react in a similar manner whenever certain conditions exist. The enrollment decline in schools in River East has created a situation in which conditions have changed. These conditions are new, therefore, little or no policy exists to direct administrators faced with making decisions under these new conditions. This lack of policy has resulted in an unsystematic approach to enrollment decline.

In the conduct of the educational enterprise Donna Kerr goes on to say:

"When one educates one selects content to be developed, method to be employed, resources to be used, and a distribution of educational benefits.—Specifically, in choosing to conduct education systematically, one makes four categories of policy decisions necessary to the enterprise: curricular policies, methodological policies, resource policies, and distributional policies."<sup>39</sup>

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<sup>38</sup>Kerr, Donna H., Educational Policy: Analysis, Structure and Justification David McKay Co. Inc., New York, 1976 p57.

<sup>39</sup>Ibid p.57.

Education is an integrated enterprise and policy generated in any one of the four stated areas ultimately has an effect on policy or the ability to carry out policy in another area. Curricular policies cannot be carried out in isolation. They must be accompanied by appropriate resource policies. The curricular decision to offer, for example, a Family Life program across the division must be accompanied by the resource decision to provide a budget in order to accomplish the implementation of the program. Similarly a decision to close a school must be accompanied by a number of other decisions. These decisions relate to the redistribution of students, staff and resources. They must also address the problem of the utilization of the building, its furnishings and land.

To this point we have demonstrated that policy formation is complex, involves a wide range of considerations and is essential to systematic management. The following is an attempt at describing the policy formation process to be used in River East.

Bross in his book "Design for Decision"<sup>40</sup> identifies and relates the elements of the decision making process in the

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<sup>40</sup>Bross Irwin D. Design for Decision, Figure 2.08  
"Block Diagram: Decision Maker", Free Press, New York, 1965, p29.



schemata shown as Figure 1 below:

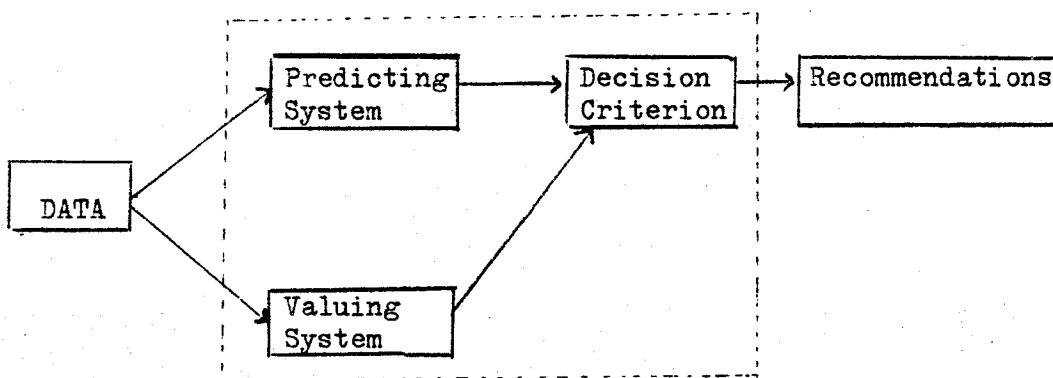


Figure 1

The decision-making process by Bross

In this diagram Bross indicates that any decision begins with some data or information which is processed through a predicting and valuing system. The interaction of the two systems produce a set of criteria on the basis of which decisions are made. The fence around the predicting system the valuing system and the criteria encloses the components brought into the decision making process by the decision maker.

Dale Mann in his book "Policy Decision-Making in Education"<sup>41</sup> amended the Bross diagram to make it conform more to a systems approach to decision making. His interpretation of the decision making process is illustrated here as figure 2.

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<sup>41</sup> Mann Dale, Policy Decision-Making in Education: An Introduction to Calculation and Control, Teachers College Press, Columbia University, New York, 1975. p. 117.

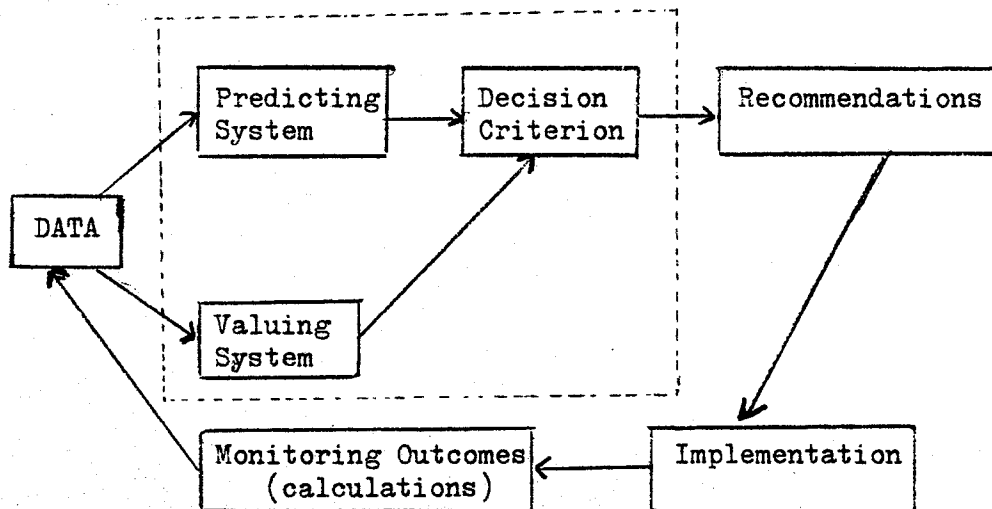


Figure 2  
The decision-making process by Mann

An examination of amended diagram immediately illuminates the shortcomings of the original Bross diagram and illustrates the problem with the policy formation process used by many school divisions. Data changes with time and circumstance. The absence of the monitoring component in the Bross diagram tends to indicate that the policies produced by this process are cast in stone. The process described is not amenable to a dynamic, ever changing system. The Mann diagram provides for the monitoring of recommendation during their implementation to test their effectiveness.

It appears that what is needed in River East with regard to developing policy on enrollment decline is an operational design that takes into account the decision making aspects suggested by Thompson, Kerr and, Mann. The Predicting and

Valuing Systems as identified by Bross are particularly important here because of the complexity of the data being examined.

The Predicting System deals with alternative futures. Here data is analysed; specific action specified and; the results of this action are predicted. This process requires that a wide range of competencies be available in order to generate specific action to be taken and to predict the ultimate results of that action.

The Valuing System deals with the variety of conflicting purposes. The community views the school as having many purposes besides that of educating the children. The existence of a neighbourhood school is seen as a necessary centre around which a community revolves. It is viewed as necessary to the maintenance of property values. Other value issues have to do with the cost of alternative methods of delivering education, the question of bussing students and the quality of education offered.

In light of the fact that many factors influence educational policy and that our political system provides the channels through which these influences can be brought to bear the astute policy-maker should provide for legitimate input into the initial development of policy in potentially trying situations like school closings. Failure to do so may

create a situation where special interest groups will exercise a disproportionate influence through political or legal action. A major aspect of a policy formation process should be to channel the expression of opinion and to utilize the knowledge available in the community to come to well-reasoned solutions to problems. The alternative to the constructive use of these opinions and this knowledge is the growth of hostility toward developed policy and polarization. This leads to confrontation and the disruption of the strong feeling of co-operative problem solving which still exists in the community.

#### TASK FORCE

A TASK FORCE made up of representatives of all of the groups within the community, who may have a legitimate interest in the eventual direction of future policy, appears to be an appropriate device for utilizing existing knowledge and opinion in a constructive manner and the establishment of such a task force is the heart of this proposition.

A Task Force is a carefully constituted body, appointed to perform a clearly-defined function usually within a specific time frame. The problems and opportunities created by enrolment decline is the kind of issue that may be best handled by such a group. The American Association of School

Administrators maintain in their pamphlet "Declining Enrollment: What To Do." that:

"The establishment of a Task Force of lay citizens as an advisory group is an essential ingredient of any school closing effort. In the confrontation over any issue, active parents with a strong point of view will surface and align themselves naturally. It is much wiser to help to guide their actions by providing accurate, up to date information, rather than to have them insisting upon a search of old board of education minutes for statistics which substantiate their own point of view and cast doubt upon seemingly arbitrary board actions."<sup>42</sup>

The pamphlet goes on to say:

"Task Forces provide a direct line into the community. They serve a school system best when they are given opportunities to be involved in the decision-making process. People tend to support what they have had a hand in creating.

A Task Force which is to examine possible school building closings must represent not only parents and geographic areas of the district but must include individuals with expertise in governmental, social service, commercial, real estate and other areas."<sup>43</sup>

The task force has proven to be a vehicle through which policy may be evolved taking into consideration the various factors and data necessary for a school board to establish

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<sup>42</sup> AASA., Declining Enrollment: What To Do. American Association of School Administrators, Arlington, Virginia, 1974 p.16.

<sup>43</sup> Ibid p.16.

rational policy. The following recommendations are made relative to this important aspect of developing long term strategies to deal with the problems of declining enrollment.

It is recommended that the School Board:

- 19) ESTABLISH A TASK FORCE TO EXAMINE IN DEPTH THE VARIOUS RAMIFICATION OF DECLINING ENROLLMENT AND BRING IN SPECIFIC RECOMMENDATIONS FOR THE BOARD TO CONSIDER IN ESTABLISHING LONG TERM POLICIES WITH RESPECT TO FUTURE ATTENDANCE PATTERNS IN THE SCHOOLS OF THE DIVISION.

It is further recommended that:

- 20) THE TASK FORCE BE ESTABLISHED NOT LATER THAN JUNE 1, 1979 AND BE INSTRUCTED TO REPORT ON OR BEFORE JAN. 1ST, 1980

It is also recommended that:

- 21) MEMBERSHIP ON THE TASK FORCE INCLUDE PERSONS WITH A WIDE VARIETY OF PROFESSIONAL EXPERTISE, AND WITH REPRESENTATION FROM THE RIVER EAST PRINCIPALS' ASSOCIATION.

- 22) THAT A CHAIRMAN HAVING PROVEN COMPETANCY  
IN THE FIELDS OF EDUCATION, PLANNING AND  
DEMOGRAPHY AND FINANCE BE APPOINTED.
- 23) THAT THE TASK FORCE BE AUTHORIZED TO MAKE  
NECESSARY EXPENDITURES FOR RESEARCH,  
SECRETARIAL ASSISTANCE AND TRAVEL, TO  
ENABLE IT TO CARRY OUT ITS MANDATE.

#### CONCLUSION

The problems and opportunities of enrollment decline have been generally identified in this study and have been examined specifically as they relate to the River East School Division. It seems apparent that generalizations about enrollment decline are of limited value in specific areas and that each administrative unit must be examined in the context of its unique situation. Nevertheless, it is probably correct to say that declining enrollment is an on-going problem; that it is a problem presenting difficulties but also opportunities: that costs in declining schools are almost inevitably greater, and finally that administrative decisions must be made to minimize cost and disadvantages, while maximizing the possible benefits. It seems apparent

therefore, that interim decisions must be promptly arrived at and acted upon while the necessary long term policy requires detailed data and analyses. This study has presented recommendations covering short-term decisions and long-term policy: interim recommendations to deal with the immediate needs and a Task Force to develop the necessary long term policy.

Since any policy developed may deal with potentially explosive issues such as school closings in sensitive communities, an additional word of caution is necessary. Reactions of interest groups to school closings are predictable and understandable. It has been demonstrated many times over that decisions made in this area, without consultation with interest groups, leads to confrontation, political stress or legal action. In many cases there is an ultimate reversal of the previous decision. This underlines the need for involving and informing all interest groups. This public involvement in policy formation while not ensuring success, will generally result in policy that is widely understood and sometimes improved in the process. The River East School Division faces the opportunity to turn the often traumatic consequences



of enrollment-decline into challenging opportunities for educational renewal. This study has suggested strategies or tactics toward that end and prompt action by the Division School Board is essential on the level of immediate decisions and the level of an extended study as suggested in a Task Force.

Beyond this point the writer respectfully suggests that the entire field of school population - especially populations in decline-as well the area of related costs and efficiency as one in which additional research is overdue and necessary.

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**APPENDIX A**

1079 Simpson Ave.,  
Winnipeg, Manitoba,  
R2K 1S7

May 8, 1978

Dear Colleague,

As partial fulfillment of the requirements of a master's degree I have undertaken to study the effects of declining enrollment in the River East School Division. A major aspect of the study will be development of policy guidelines for dealing with these effects. Carrying out the study requires the gathering of information from a variety of sources. I am requesting your assistance in providing some of that information. The accompanying questionnaire is designed to provide for the gathering of the opinions of teachers and principals in schools actually experiencing the declining enrollment phenomenon.

Please complete the questionnaire and return it to your principal by the end of this week. The information provided on individual questionnaires will be kept completely confidential.

Thank you for your co-operation.

Gratefully,

Hubert J. Jonasson

DECLINING ENROLLMENT QUESTIONNAIRE

1. Position      Teacher \_\_\_\_\_      Principal \_\_\_\_\_  
 Grade taught   K   1   2   3   4   5   6   If specialist please indicate  
 No. of pupils \_\_\_\_\_      area. (librarian, resource, etc.)  
 \_\_\_\_\_

2. Experience

Total Number of years of experience \_\_\_\_\_

Number of Years in this school \_\_\_\_\_

3. Qualifications Please check the item that best describes your academic and professional qualifications.

Grade XI plus teacher training \_\_\_\_\_  
 Grade XII plus teacher training \_\_\_\_\_  
 2nd year University plus teacher training \_\_\_\_\_  
 3rd. year university plus teacher training \_\_\_\_\_  
 B.Paed. or B.Ed. or B.A. plus T.T. or B.Sc. \_\_\_\_\_  
 plus T.T. \_\_\_\_\_  
 B.A. or B.Sc plus B.Ed. \_\_\_\_\_  
 M.A. or M.S.C. plus B.Ed. \_\_\_\_\_  
 B.A. or B.Sc. plus M. Ed. \_\_\_\_\_  
 M.A. or M.S.C. plus M. Ed. \_\_\_\_\_  
 Phd. \_\_\_\_\_  
 Other ( please specify) \_\_\_\_\_

This part of the questionnaire asks for your opinion on a variety of issues related to declining enrollment. The collective wisdom of teachers and principals will be helpful when developing policy with regards to the phenomenon of declining enrollment.

4. Student Morale.

As school enrollment declines student morale

\_\_\_\_\_ improves.  
 \_\_\_\_\_ remains the same.  
 \_\_\_\_\_ deteriorates.

5. Teacher Morale.

As school enrollment declines teacher morale

\_\_\_\_\_ improves.  
 \_\_\_\_\_ remain the same.  
 \_\_\_\_\_ deteriorates.

6. Pupil - Teacher Relations

As school enrollment decline pupil-teacher relations

\_\_\_\_\_ improve.  
 \_\_\_\_\_ remain the same.  
 \_\_\_\_\_ deteriorate.

7. Community-School Relations

As school enrollment declines relations with the community

\_\_\_\_\_ improve.  
 \_\_\_\_\_ remain the same.  
 \_\_\_\_\_ deteriorate.

.....over.....



8. Minimum Elementary School Size

Please respond in terms of the number of classrooms assuming each class contains an average of 25 students.

The minimal size of an elementary (K-6) school should be \_\_\_\_\_ class(es).

9. Optimum Elementary School Size

The optimal size for an elementary (K-6) school should be \_\_\_\_\_ class(es).

## APPENDIX B

RIVER EAST SCHOOL DIVISION NO. 9

NOTICE OF INTENT

Submitted

by

The Board of Trustees

River East School Division No. 9

JUNE 1977

## SECTION I

A STATEMENT OF GENERAL AIMS AND OBJECTIVES1. BASIC PHILOSOPHY

The Division accepts the general aims of education as enunciated by the Department of Education, that is:

the development of broad literacy, and the  
promotion of democratic citizenship.

Our educational system must be centered on the human needs of the students that it is designed to serve. Through the educational process that we provide, each child should be enabled to realize self-respect, self-fulfillment and his relevance in a dynamic society. This central theme provides a frame of reference for the development of educational objectives, curriculum content, methods of instruction, administrative procedures and evaluation programs.

2. AIMS

More specifically the following developmental areas constitute the main threads of elementary and secondary education. The educational program of any school must be centered upon and dedicated to maximum development of the following areas:

Communication

- concerned with the interchange of thought and feelings, particularly through language.

Personal and social development

- concerned with the individual's sense of personal worth, physical and mental development, moral standards and adequacy as a contributing member of society.

Creativity

- concerned with the encouragement of inventiveness and imagination.

Systematic thinking

- used in the broadest sense and concerned with problem solving, decision making and attitudes of inquiry.

Skill Development

- concerned with the development and strengthening of the tools of learning.

NOTE: The above 5 areas are not listed in order of priority.

### 3. OBJECTIVES OF THE FIVE DEVELOPMENTAL AREAS

#### COMMUNICATION

Communication is a basic human activity for the sharing of information, ideas and feelings. Communication is a dynamic process that includes the following:

1. gestures and signals.
2. pictures and symbols.
3. written language.
4. verbal language.

The following objectives should be achieved by keeping in mind the kinds of communication as mentioned above:

1. To develop a confidence in the individual that he may have something to communicate.
2. To develop the skills of communication through language (writing, reading, speaking and listening).
3. To develop the ability to gain satisfaction through communication of thoughts, ideas and feelings.

#### PERSONAL AND SOCIAL DEVELOPMENT

In order to develop an individual's sense of personal worth the school division shall provide opportunities for positive growth in a non-threatening learning environment through:

1. The development of a realistic self concept.
2. The acquisition of an acceptance of self and others.
3. Positive inter-personal relationships.

Personal and social development will be enhanced by providing learning experiences appropriate to the student at each stage of his development and including systematic progress in developing skills and concepts essential both for effective living and for making a living.

The schools in the division shall be responsible for providing learning experiences for students which will create an awareness and understanding of society's norms, values and expectations in relation to the community in which students live.

The school, through its organization, example and curriculum, must provide opportunities for the student to evaluate and to implement his behaviour so that he may be a contributing member of our society.

## CREATIVITY

Concerned with the encouragement of inventiveness and imagination:

1. To develop the attitude that basic knowledge, skills and understanding are necessary for the process of creative development.
2. To develop learning situations that call for independent thinking, self-initiated projects and experimentation.
3. To develop situations where students can sense problems or missing information, make hypotheses about these deficiencies, test the hypotheses, arrive at acceptable solutions and communicate the results.
4. To provide situations where students may develop an appreciation of the aesthetic qualities of our culture.
5. To encourage students to demonstrate their creative talents.
6. To establish a creative climate in all appropriate learning situations.
7. To identify creative talent. (Some indicators being: curiosity, originality, divergent thinking, perception of relationships and flexibility).

## SYSTEMATIC THINKING

The objective of systematic thinking is to develop the following process:

1. To perceive the problem.
2. To focus relevant information on the problem.
3. To organize, analyze and interpret this information.
4. To formulate possible solutions to the problem, recognizing that some may be unsatisfactory.
5. To recognize the consequences of each solution.
6. To test what appears to be the best solution.
7. To draw conclusions.
8. To generalize from this entire experience so that the child can apply his learning to a new situation.

### SKILL DEVELOPMENT

Concerned with the development and strengthening of the tools of learning:

1. To develop reading skills.
2. To develop computational skills.
3. To develop the ability to use reference materials.
4. To develop the ability to think logically and to solve problems.
5. To develop fuller use of the senses, e.g. listening and observing.

#### 4. OUR OBJECTIVES ARE THE PROMOTION OF STUDENT DEVELOPMENT IN THESE FIVE AREAS. IT MUST BE EMPHASIZED:

1. That students should be encouraged to progress at a rate commensurate with their aptitude and abilities and should be evaluated in comparison with themselves and by comparison to others.
2. That attention to the five developmental areas must inevitably serve to place the subject disciplines in a new perspective. This is not to say that these disciplines will become any less important, but rather that they will constitute the vehicles rather than the primary purpose of education and be recognized as such.
3. That, by implication, the traditional disciplines will need to be measured against their capacity to contribute to the developmental areas and the vigorous growth of the total curriculum.
4. That the five developmental areas do not simply represent slots into which specific subject matter courses can be easily fitted, but rather the essential purpose of all the experiences that the school offers.
5. That individual schools have the responsibility to develop programs to fulfill these objectives.

TABLE I  
RIVER EAST SCHOOL DIVISION NO. 9  
PROJECTED ENROLMENT FOR SEPTEMBER, 1978  
(Counting Kindergarten as  $\frac{1}{2}$ )

SCHOOL	K $\frac{1}{2}$	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	OE	DE	TOTAL
Angus McKay	13	29	26	26	24	22	27									167
B.E. Clavin	40	104	106	100	95	82	73									600
Birds Hill	11	26	29	25	25											116
Dr. Hamilton	29	46	73	62	67											277
Donwood	45	92	90	86	100	84	89									586
Emerson Avenue																
Hampstead	22	52	53	54	51	57	62									351
John de Graff	56	112	74	94	72	52	61									521
John Pritchard	17	48	57	39	62	56	57	167	167	135					10	815
Lord Wolseley	8	17	21	29	25	28	25									153
Maple Leaf	60	130	127	142	126	96										681
McLeod	8	17	25	23	18	25	25									141
Neil Campbell	15	58	63	57	61	63	44									361
New Rosewell		9	13	14	24	8	17									85
Polson	12	27	20	37	39	33	30								45	243
Prince Edward	11	44	36	33	30	35	34									223
Princess Margaret	26	57	68	82	73	80	58									444
Robert Andrews						85	94	88	87	82						436
Salisbury	29	76	64	82	74	81	80									486
Sherwood	7	36	25	33	29	36	33									199
Springfield Heights	14	25	48	48	58	46	142								20	401
Chief Peguis								251	254	279						784
John Henderson								125	135	148				10		418
Morse Place								169	135	150				130	10	594
Munroe								98	90	103				40		331
Valley Gardens								149	115	120						384
HERES											649	609	124			1682
Miles Macdonell											201	219	280	110		810
River East											460	463	377			1300
TOTAL	423	1005	1018	1066	1053	969	951	1047	983	1017	1310	1291	1081	290	85	13,589



TABLE 11  
RIVER EAST SCHOOL DIVISION NO. 9  
PROJECTED ENROLMENT FOR SEPTEMBER, 1979  
(Counting Kindergarten as  $\frac{1}{2}$ )

SCHOOL	K $\frac{1}{2}$	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	OE	DE	TOTAL
Angus McKav	13	26	28	26	26	24	22									165
B.E. Glavin	42	82	104	106	100	95	82									611
Birds Hill	12	22	26	30	25											115
Dr. Hamilton	28	58	42	71	58											257
Donwood	35	67	92	90	86	100	84									554
Emerson Avenue	20	40	37	50	70	50	50									317
Hampstead	23	45	52	52	54	51	59									336
John de Graff	56	112	115	77	97	75	55									587
John Pritchard	17	35	48	57	39	62	56	157	160	169					10	810
Lord Wolseley	8	16	17	21	29	25	28									144
Maple Leaf	53	110	109	104	105	106	78									665
McLeod	7	16	17	25	23	18	25									131
Neil Campbell	14	29	58	65	57	61	63									347
New Rosewell		8	9	10	7	20	5									59
Polson	12	24	26	20	37	38	32								45	234
Prince Edward	10	21	42	36	32	29	34									204
Princess Margaret	22	46	57	68	81	72	78									424
Robert Andrews						92	84	95	86	85						442
Salisbury	29	57	76	64	82	74	81									463
Sherwood	7	14	36	25	33	29	36									180
Springfield Heights	14	28	25	48	48	58	46							20		287
Chief Peguis								230	250	250						730
John Henderson								85	121	136				10		355
Morse Place								175	169	135				130	10	619
Munroe								83	93	85				40		301
Valley Gardens								141	149	115						405
KERSS											630	600	433			1663
Miles Macdonell											190	215	230	110		745
River East											450	458	385			1293
TOTAL	422	856	1016	1045	1089	1079	998	966	1031	975	1270	1273	1048	290	85	43,443

TABLE III  
RIVER EAST SCHOOL DIVISION NO. 9  
PROJECTED ENROLMENT FOR SEPTEMBER, 1980  
(Counting Kindergarten as  $\frac{1}{2}$ )

SCHOOL	K $\frac{1}{2}$	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	OE	DE	TOTAL
Angus McKay	13	26	26	29	26	26	24									170
B.E. Glavin	42	84	82	104	106	100	95									613
Birds Hill	13	24	23	26	30											116
Dr. Hamilton	28	56	58	42	71											255
Donwood	34	68	67	92	90	86	100									537
Emerson Avenue	25	50	50	50	60	80	60									375
Hampstead	24	46	45	51	51	54	53									324
John de Graff	56	112	114	115	80	100	78									655
John Pritchard	17	35	35	48	57	39	62	97	150	162					10	812
Lord Wolseley	7	16	16	17	21	29	29									131
Maple Leaf	52	106	110	112	104	105	104									693
McLeod	7	14	16	17	25	23	18									120
Neil Campbell	14	28	29	58	65	57	61									312
New Rosewell		8	8	9	10	7	20									62
Polson	11	23	24	26	19	36	37								45	221
Prince Edward	10	20	20	41	35	31	28									185
Princess Margaret	22	44	46	56	67	81	71									387
Robert Andrews						85	91	85	93	84						438
Salisbury	28	57	57	76	64	82	74									438
Sherwood	7	14	14	36	25	33	29									158
Springfield Heights	14	28	28	25	48	48	58								20	269
Chief Peguis								218	228	246						692
John Henderson								100	84	125				10		319
Morse Place								175	175	169				130	10	659
Munroe								87	80	88				40		295
Valley Gardens								136	141	150						427
KERS											630	600	424			1654
Miles Macdonell											185	205	226	110		726
River East											430	460	380			1270
TOTAL	424	859	868	1030	1054	1102	1088	998	951	1024	1245	1265	1030	290	85	6,324

TABLE IV

RIVER EAST SCHOOL DIVISION NO. 9

PROJECTED ENROLMENT FOR SEPTEMBER, 1981

(Counting Kindergarten as  $\frac{1}{2}$ )

SCHOOL	K $\frac{1}{2}$	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	OE	DE	TOTAL
Angus McKay	13	26	26	26	29	26	26									172
B.E. Glavin	42	84	84	82	104	106	100									602
Birds Hill	13	26	25	23	26											113
Dr. Hamilton	28	56	56	58	42											240
Donwood	33	66	68	67	92	90	86									502
Emerson Avenue	30	60	60	60	60	70	90									430
Hampstead	24	48	46	45	50	50	54									317
John de Graff	56	112	112	114	115	80	100									689
John Pritchard	17	35	35	35	48	57	39	235	190	152					10	853
Lord Wolseley	7	14	16	16	17	21	29									120
Maple Leaf	52	104	105	108	110	102	103									684
McLeod	7	14	14	16	17	25	23									116
Neil Campbell	14	28	28	29	58	65	57									279
New Rosewell		8	8	8	9	10	7									50
Polson	10	22	23	23	25	19	36								45	203
Prince Edward	10	20	19	19	40	34	30									172
Princess Margaret	21	44	44	46	56	67	80									358
Robert Andrews						103	84	92	83	91						453
Salisbury	28	55	57	57	76	64	82									419
Sherwood	7	14	14	14	36	25	33									143
Springfield Heights	14	28	28	28	25	48	48								20	239
Chief Peguis								242	217	228						687
John Henderson								96	99	85				10		290
Morse Place								156	176	175				130	10	647
Munroe								85	84	75				40		284
Valley Gardens								183	136	141						460
MERES											630	600	424			1654
Miles Macdonell											195	210	210	110		725
River East											440	435	382			1257
TOTAL	426	864	868	874	1035	1062	1107	1089	985	947	1265	1245	1016	290	85	13,158

TABLE V  
RIVER EAST SCHOOL DIVISION NO. 9  
PROJECTED ENROLMENT FOR SEPTEMBER, 1982  
(Counting Kindergarten as  $\frac{1}{2}$ )

SCHOOL	K $\frac{1}{2}$	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	OE	DE	TOTAL
Angus McKav	13	26	26	26	26	29	26									172
B.E. Glavin	42	84	84	84	84	104	106									586
Birds Hill	13	26	27	25	24											115
Dr. Hamilton	28	56	56	56	56											254
Donwood	32	64	66	68	67	92	90									479
Emerson Avenue	35	70	70	70	70	70	80									465
Hampstead	24	48	48	46	45	49	50									310
John de Graff	56	112	112	112	114	115	80									701
John Pritchard	17	35	35	35	35	48	57	244	228	192					10	936
Lord Wolseley	7	14	14	16	16	17	21									105
Maple Leaf	51	104	102	104	107	109	101									678
McLeod	7	14	14	14	16	17	25									107
Neil Campbell	14	28	28	28	29	58	65									250
New Rosewell		8	8	8	8	9	10									51
Polson	10	20	21	22	23	25	19								45	185
Prince Edward	10	20	19	18	18	39	33									157
Princess Margaret	20	42	44	44	46	55	66									317
Robert Andrews						70	102	85	90	81						428
Salisbury	28	54	55	57	57	76	64									391
Sherwood	7	14	14	14	14	36	25									124
Springfield Heights	14	28	28	28	28	25	48								20	219
Chief Peguis								225	240	217						682
John Henderson								101	95	100				10		306
Morse Place								169	156	176				130	10	641
Munroe								84	82	79				40		285
Valley Gardens								200	183	136						519
KERSS											630	600	424			1654
Milus Macdonell											130	200	215	110		705
River East											420	442	352			1214
TOTAL	428	867	871	875	883	1043	1068	1108	1074	981	1230	1242	991	290	85	5,036

TABLE VI  
PROJECTED ENROLMENT AND ACCOMODATION AVAILABLE  
( counting K. as  $\frac{1}{2}$  )

	MAX. Enrol.	Actual Enrol April 1978	Space (+) (-)	Pro- jected Enrol. 1978	Space (+) (-)	Pro- jected Enrol. 1979	Space (+) (-)	Pro- jected Enrol. 1980	Space (+) (-)	Pro- jected Enrol. 1981	Space (+) (-)	Pro- jected Enrol 1982	Space (+) (-)
Angus McKay	361	182	+179	167	+194	165	+196	170	+191	172	+189	172	+189
B.E. Glavin	610	566	+ 44	600	+ 10	611	- 1	613	- 2	602	+ 8	586	+ 24
Bird's Hill	109	92	+ 17	116	- 7	115	- 6	116	- 7	113	- 4	115	- 6
Dr. Hamilton	333	311	+ 22	277	+ 56	257	+ 76	255	+ 78	240	+ 93	254	+ 79
Donwood	638	581	+ 57	586	+ 52	554	+ 84	537	+101	502	+136	479	+159
Emerson	498					317	+181	375	+123	430	+ 68	465	+ 33
Hampstead	417	392	+ 25	351	+ 66	336	+ 81	324	+ 93	317	+100	310	+107
John de Graff	564	512	+ 52	521	+ 43	587	- 23	655	- 91	689	-125	701	-137
John Pritchard	824	836	- 12	815	+ 9	810	+ 14	812	+ 12	853	- 29	936	-112
Lord Wolseley	333	184	+149	153	+180	144	+189	131	+202	120	+213	105	+228
Maple Leaf	610	611	- 1	681	- 71	665	- 55	693	- 83	684	- 74	678	- 68
McLeod	221	154	+ 67	141	+ 80	131	+ 90	120	+101	116	+105	107	+114
Neil Campbell	582	367	+215	361	+221	347	+235	312	+270	279	+303	250	+332
New Rosewell	168	112	+ 56	85	+ 83	59	+109	62	+106	50	+118	51	+117
Polson	333	262	+ 71	243	+ 90	234	+ 99	221	+112	203	+130	185	+148
Prince Edward	389	231	+158	223	+166	204	+185	185	+204	172	+217	157	+232

TABLE VI (Continued)

	Max. Enrol	Actual Enrol. April 1978	Space (+) (-)	Pro- jected Enrol. 1978	Space (+) (-)	Pro- jected Enrol. 1979	Space (+) (-)	Pro- jected Enrol. 1980	Space (+) (-)	Pro- jected Enrol. 1981	Space (+) (-)	Pro- jected Enrol. 1982	Space (+) (-)
Robert Andrews	476	445	+ 31	436	+ 40	442	+ 34	438	+ 38	453	+ 23	428	+ 48
Salisbury	638	464	+174	486	+152	463	+175	438	+200	419	+219	391	+247
Sherwood	277	190	+ 87	199	+ 78	180	+ 97	158	+119	143	+134	124	+153
Springfield Heights	667	435	+232	401	+266	287	+380	269	+398	239	+428	219	+448
Chief Peguis	812	765	+ 47	784	+ 28	730	+ 82	692	+120	687	+125	682	+130
John Henderson	616	466	+150	418	+198	355	+261	319	+297	290	+326	306	+310
Morse Place	690	605	+ 85	594	+ 96	619	+ 71	659	+ 31	647	+43	641	+ 49
Munroe	532	380	+152	331	+201	301	+231	295	+237	284	+248	285	+247
Valley Gardens	560	363	+197	384	+176	405	+155	427	+133	460	+100	519	+ 41
Kildonan East	1110	1419	-309	1682	-572	1663	-553	1654	-544	1654	-544	1654	-544
Miles Macdonell	1146	804	+342	810	+336	745	+401	726	+420	725	+421	705	+441
River East	1127	1211	- 84	1300	-173	1293	-166	1270	-143	1257	-130	1214	- 87
Total		13,420		13,589		13,443		13,313		13,158		13,036	

NOTE:

Maximum Enrolments:

- Grades I - IX - 28 students per class
- Grades X - XII - 23 students per class
- Kindergarten - 25 students per class
- O.E. and D.E. - 18 students per class

TABLE VII  
ACTUAL & PROJECTED ENROLMENT BY GRADES  
(Counting Kindergarten as  $\frac{1}{2}$ )

Sept. Enrolment	K	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	OE	DE	TOTAL
Actual 1968		1005	987	987	1021	928	968	934	885	843	785	795	620	159	69	10,986
Actual 1969	463	1044	1020	1018	1019	1038	965	978	945	895	869	770	774	180	69	12,047
Actual 1970	442	953	1072	990	1013	1049	1050	994	956	954	912	838	824	169	73	12,289
Actual 1971	442	934	993	1084	1031	1065	1097	1070	996	973	1268	896	851	129	80	12,909
Actual 1972	429	967	987	1012	1099	1055	1045	1126	1087	981	1143	1098	899	162	93	13,183
Actual 1973	451	905	1040	990	981	1148	1082	1106	1098	1044	1194	1071	980	172	90	13,352
Actual 1974	476	957	935	1047	1037	998	1180	1159	1086	1069	1189	1076	933	211	82	13,435
Actual 1975	504	1027	922	910	1041	1039	1023	1219	1115	1015	1277	1094	983	204	94	13,467
Actual 1976	480	1070	1012	933	923	1034	1033	1047	1101	1111	1303	1181	955	300	89	13,572
Actual 1977	484	1009	1044	1024	942	924	1042	1000	1017	1124	1319	1135	1090	304	100	13,558
Projected 1978	423	1005	1018	1066	1053	969	951	1047	983	1017	1310	1291	1081	290	85	13,589
Projected 1979	422	856	1016	1045	1089	1079	998	966	1031	975	1270	1273	1048	290	85	13,443
Projected 1980	424	859	868	1030	1054	1102	1088	998	951	1024	1245	1265	1030	290	85	13,313
Projected 1981	426	864	868	874	1035	1062	1107	1089	985	947	1265	1245	1016	290	85	13,158
Projected 1982	428	867	871	875	883	1043	1068	1108	1074	981	1230	1242	991	290	85	13,036

TABLE VIII

[illegible][illegible]



BIRD'S HILL

DR. HAMILTON

[illegible]

1C4

JUNE 1977

DONWOOD

[illegible]

## HAMSTEAD

[illegible]

## RIVER EAST SCHOOL DIVISION NO. 9

105

JUNE 1977

## JOHN DE GRAFF

	K $\frac{1}{2}$	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	OE	DE	TOTAL
Actual Sept. 1970																
Actual Sept. 1971																
Actual Sept. 1972																
Actual Sept. 1973																
Actual Sept. 1974																
Actual Sept. 1975																
Actual Sept. 1976																
Projected 1977	28	50	51	49	26	38	32									274
Projected 1978	35	60	54	54	51	27	38									319
Projected 1979	38	75	64	57	56	52	27									369
Projected 1980	40	80	79	68	59	57	52									435
Projected 1981	43	81	80	80	68	59	57									468

## JOHN PRITCHARD

	K $\frac{1}{2}$	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	OE	DE	TOTAL
Actual Sept. 1970	22	41	51	61	55	66	59	90	75	90				32		642
Actual Sept. 1971	26	43	47	61	55	58	64	118	91	107				34		704
Actual Sept. 1972	26	50	53	55	66	64	62	126	130	130				37		799
Actual Sept. 1973	22	52	50	59	59	70	68	132	131	130				28		801
Actual Sept. 1974	24	52	51	57	56	57	71	149	130	124						771
Actual Sept. 1975	26	57	43	54	62	63	71	178	156	124						834
Actual Sept. 1976	27	53	58	44	54	54	61	137	160	157						805
Projected 1977	26	53	47	60	54	52	62	168	132	158				13		825
Projected 1978	26	52	53	47	60	54	52	169	163	130				13		819
Projected 1979	26	52	52	53	47	60	54	169	164	161				13		841
Projected 1980	26	52	52	52	53	47	60	161	154	162				13		832
Projected 1981	26	52	52	52	52	53	47	167	157	152				13		823







JUNE 1977

[illegible][illegible]

## 110

JUNE 1977

ROBERT ANDREWS

	K $\frac{1}{2}$	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	OR	DE	TOTAL
Actual Sept. 1970						57	81	67	75							279
Actual Sept. 1971						77	71	81	67							296
Actual Sept. 1972						67	79	66	78							290
Actual Sept. 1973						79	70	82	57							288
Actual Sept. 1974					50	65	92	83	83							373
Actual Sept. 1975					55	81	72	101	81	80						470
Actual Sept. 1976						90	83	90	92	77						432
Projected 1977						90	90	85	87	95						447
Projected 1978						92	90	91	82	90						445
Projected 1979						93	94	91	89	81						448
Projected 1980						95	93	95	92	88						463
Projected 1981						93	95	93	95	92						468

**SALISBURY**

[illegible]



JUNE 1977

SHERWOOD

[illegible]

SPRINGFIELD HEIGHTS

[illegible]

## RIVER EAST SCHOOL DIVISION NO. 9

JUNE 1977

## CHIEF PEGUIS

	K $\frac{1}{2}$	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	OE	DE	TOTAL
Actual Sept. 1970								293	281	333					9	916
Actual Sept. 1971								285	296	309					5	895
Actual Sept. 1972								318	298	276						892
Actual Sept. 1973								294	318	282						894
Actual Sept. 1974								323	279	320						922
Actual Sept. 1975								245	290	260						795
Actual Sept. 1976								283	246	282						811
Projected 1977								275	275	240						790
Projected 1978								271	267	269						807
Projected 1979								280	263	261						804
Projected 1980								297	276	255						828
Projected 1981								303	289	268						860

## JOHN HENDERSON

	K $\frac{1}{2}$	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	OE	DE	TOTAL
Actual Sept. 1970								192	192	170				25		579
Actual Sept. 1971								179	178	185				41		583
Actual Sept. 1972								215	198	194				30		637
Actual Sept. 1973								179	204	202				19		604
Actual Sept. 1974								181	181	209				21		592
Actual Sept. 1975								182	196	174				15		567
Actual Sept. 1976								148	170	189				14		521
Projected 1977								150	150	170				10		480
Projected 1978								140	148	149				10		447
Projected 1979								125	138	146				10		419
Projected 1980								115	123	136				10		384
Projected 1981								119	113	121				10		363

JUNE 1977

## MORSE PLACE

	K $\frac{1}{2}$	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	OE	DE	TOTAL
Actual Sept. 1970								186	159	161				42	13	561
Actual Sept. 1971								218	207	198				20	13	656
Actual Sept. 1972								228	214	198				23	14	677
Actual Sept. 1973								248	230	216				44	8	716
Actual Sept. 1974								269	253	215				56	13	806
Actual Sept. 1975								244	179	187				72	13	695
Actual Sept. 1976								162	165	183				126	7	613
Projected 1977								197	148	191				100	10	616
Projected 1978								197	183	174				100	10	661
Projected 1979								202	180	187				90	10	669
Projected 1980								185	192	190				80	10	657
Projected 1981								195	181	196				70	10	652

## MUNROE

	K $\frac{1}{2}$	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	OE	DE	TOTAL
Actual Sept. 1970								166	175	200				40		581
Actual Sept. 1971								189	157	174				31		551
Actual Sept. 1972								173	169	183				17		512
Actual Sept. 1973								171	158	214				28		571
Actual Sept. 1974								154	160	201				29		514
Actual Sept. 1975								148	145	144				30		467
Actual Sept. 1976								126	134	139				28		427
Projected 1977								87	129	150				30		396
Projected 1978								80	87	148				30		345
Projected 1979								78	66	89				30		263
Projected 1980								75	73	76				30		254
Projected 1981								84	60	83				30		257

## RIVER EAST SCHOOL DIVISION NO. 9

JUNE 1977

## VALLEY GARDENS

	K $\frac{1}{2}$	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	OK	DE	TOTAL
Actual Sept. 1970																
Actual Sept. 1971																
Actual Sept. 1972																
Actual Sept. 1973																
Actual Sept. 1974																
Actual Sept. 1975						13	92	121	68	46						340
Actual Sept. 1976							86	101	134	85						406
Projected 1977								106	108	144						358
Projected 1978								124	118	121						363
Projected 1979								127	124	124						375
Projected 1980								138	135	134						407
Projected 1981								149	146	145						440

## KERSS

	K $\frac{1}{2}$	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	OK	DE	TOTAL
Actual Sept. 1970																
Actual Sept. 1971											571	197	9			777
Actual Sept. 1972											474	398	156			1028
Actual Sept. 1973											538	412	292			1242
Actual Sept. 1974											519	412	269			1200
Actual Sept. 1975											587	416	350			1353
Actual Sept. 1976											603	505	322			1430
Projected 1977											640	440	370			1450
Projected 1978											663	462	355			1480
Projected 1979											665	451	349			1465
Projected 1980											675	455	355			1485
Projected 1981											680	455	355			1490

## RIVER EAST SCHOOL DIVISION NO. 9

JUNE 1977

## MILES MACDONELL

	K $\frac{1}{2}$	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	OW	DE	TOTAL
Actual Sept. 1970											450	434	448	53		1385
Actual Sept. 1971											241	268	450	32		991
Actual Sept. 1972											275	273	365	92		1005
Actual Sept. 1973											248	284	323	81		936
Actual Sept. 1974											260	262	319	105		946
Actual Sept. 1975											242	285	279	87		893
Actual Sept. 1976											270	256	261	132		919
Projected 1977											195	270	270	130		865
Projected 1978											180	195	284	130		789
Projected 1979											175	180	209	130		694
Projected 1980											165	175	194	130		664
Projected 1981											162	165	189	130		646

## RIVER EAST COLLEGIATE

	K $\frac{1}{2}$	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	OW	DE	TOTAL
Actual Sept. 1970											462	404	376			1242
Actual Sept. 1971											456	431	392			1279
Actual Sept. 1972											394	427	378			1199
Actual Sept. 1973											408	375	365			1148
Actual Sept. 1974											410	402	345			1157
Actual Sept. 1975											432	387	360			1179
Actual Sept. 1976											423	411	369			1203
Projected 1977											446	403	390			1239
Projected 1978											458	431	384			1273
Projected 1979											451	425	401			1277
Projected 1980											458	434	408			1300
Projected 1981											456	434	410			1300

## APPENDIX C

0  
1980

37395

BERTRON E GLAVIN  
DEPT. NO. 48  
OPERATING STATEMENT

OFFICE 6084 CLIENT 0077 RIVER EAST SD #9		589 R	01/12/77 TO 26/12/77		PAGE 1
	CURRENT	YEAR-TO-DATE	COMMITTED	BUDGET	VARIANCE
EQUIP + SUPPLIES					
TOTAL EQUIP + SUPPLY					
TOTAL ADMIN GENERAL					
SALARIES					
4105 SCHOOLS CLERICAL	1,003.00	12,246.34			12,246.34
4106 LIBRARY CLERKS	544.50	3,804.75			3,804.75
4107 LIBRARY TECHNICIANS					
4108 INSTRUCTIONAL AIDS	4,317.91	35,504.16			35,504.16
TOTAL SALARIES	5,865.41	51,555.25			51,555.25
FRINGE BENEFITS					
4117 PENSION PLAN	103.60	785.51			785.51
4118 CANADA PENSION PLAN	99.72	773.81			773.81
4119 UNEMPLOYMENT INSURANCE	102.93	879.34			879.34
4120 GROUP INSURANCE					
4121 WORKMENS COMPENSATION					
TOTAL FRINGE BENEFITS	297.25	2,438.66			2,438.66
4132 STAFF DEVELOPMENT		1,071.98			1,071.98
4138 STUDENT AID					
4143 DIFF STAFFING					
TOTAL ADMIN INST	6,162.66	55,865.89			55,865.89
INSTRUCTION DAY SCH					
SALARIES					
4202 PRINCIPALS + ASSIST	4,778.54	45,846.64	42,812.00-		3,034.64
4203 TEACHERS	32,616.50	347,826.46	344,331.00-		3,495.46
4205 SUBSTITUTE SECRETARIES E					
4206 SUBSTITUTES	829.25	3,098.09	6,783.10-		3,684.91-
TOTAL SALARIES	38,224.29	396,771.19	393,926.10-		2,845.19
FRINGE BENEFITS					
4218 CANADA PENSION PLAN	32.38	3,947.27			3,947.27

17880

37389

BERTRON E GLAVIN  
DEPT. NO. 48  
OPERATING STATEMENT

OFFICE 6084	CLIENT 0077	RIVER EAST SD 39	589 R	31/12/77 TO 26/12/77	PAGE 5	
		CURRENT	YEAR-TO-DATE	COMMITTED	BUDGET	VARIANCE
465	SITE ADDITIONS					
466	LEVELLING		241.01		2,000.00-	1,758.99-
467	GRAVELLING					
468	FENCING					
469	BLACKTOPPING					
470	SIDEWALKS					
471	DRAINAGE					
480	DESKS + CHAIRS				2,800.00-	2,800.00-
481	TABLES + STOOLS		2,744.18			2,744.18
482	BLACKBDS + TACKBDS		344.30			344.30
483	FILING CABINETS		430.29			430.29
484	LOCKERS + CUPBOARDS	83.51	83.51			33.51
485	GYM ALTERATIONS					
486	DRAPES + BLINDS					
487	CARPETS					
488	AUDITORIUM BLEACHERS					
	TOTAL CAPITAL EXP	83.51	5,068.41		6,640.00-	1,571.59-
555	PARKING LOT EXPENSE	95.00	295.00			295.00
	TOTAL	53,781.65	545,050.47		487,833.00-	57,217.47



17980

BERTRON E CLAVIN  
DEPT. NO. 48  
OPERATING STATEMENT

OFFICE 6084	CLIENT 0077	RIVER EAST SD 89	589 R	11/12/77 TO 26/12/77	PAGE 4	
		CURRENT	YEAR-TO-DATE	COMMITTED	BUDGET	VARIANCE
TOTAL SALARIES		2,490.40	29,299.78		33,091.00-	3,791.22-
FRINGE BENEFITS						
4417	PENSION PLAN	134.94	1,291.66			1,291.66
4418	CANADA PENSION	8.58	400.53			400.53
4419	UNEMPLOYMENT INSURANCE	43.72	504.39			504.39
4420	GROUP INSURANCE					
4421	WORKMENS COMPENSATION					
TOTAL FRINGE BENEFITS		187.24	2,196.58			2,196.58
EQUIP + SUPPLIES						
4431	CONTRACTED SERVICES		2,088.13		2,735.00-	646.87-
4432	HEAT	2,124.79	11,678.18		12,208.00-	529.82-
4433	POWER	1,129.18	12,131.94		15,786.00-	2,954.06-
4434	WATER	148.62	1,581.92		839.00-	742.92
4435	CLEANING SUPPLIES	2.44	128.68		1,362.00-	1,233.32-
4440	WINDOW BREAKAGE		127.92			127.92
4441	PAINTING					
4442	REPAIRS + MAINTENANCE	46.27	1,073.00-		69.00-	1,142.00-
4443	MATERIALS MAINTENANCE WORKS					
4444	MAINTENANCE EQUIP					
4446	INSURANCE					
4447	TAXES		83.16		83.00-	.16
TOTAL EQUIP + SUPPLY		3,451.30	26,746.93		32,382.00-	5,635.07-
TOTAL MAINS SCHOOLS		6,128.94	58,243.29		65,473.00-	7,229.71-
CAPITAL EXPENDITURES						
4451	ALTERATIONS		53.09			53.09
4452	SHELVING		1,172.03		1,840.00-	667.97-
4453	HEATING					
4454	PLUMBING					
4455	ELECTRICAL					
4456	CLOCK + BELL SYSTEMS					
4457	FIRE SAFETY					

17980

37397

BERTRON E GLAVIA DEPT. NO. 48 OPERATING STATEMENT						
OFFICE 6084		CLIENT 0077	RIVER EAST SD #9	587 R	11/12/77 TO 26/12/77	
			CURRENT	YEAR-TO-DTE	COMMITTED	BUDGET
						VARIANCE
4264	SEC LANG FRENCH BASE			4.83	200.00-	195.17-
4265	SEC LANG FRENCH SUPP					
4266	SEC LANG GERMAN BASE					
4267	SEC LANG GERMAN SUPP					
4268	SEC LANG UKRAIN BASE					
4269	SEC LANG UKRAIN SUPP					
4270	SOCIAL STUDIES BASE	134.01		357.65	500.00-	142.35-
4271	SOCIAL STUDIES SUPP					
4272	TELEPHONE & POSTAGE	167.57		1,331.61	700.00-	631.61
4273	OFFICE EQUIP & REPAIRS	174.65		315.36	400.00-	64.64-
4274	DRAMA BASE					
4275	DRAMA SUPP					
4276	TYPING BASE					
4277	TYPING SUPP					
4278	OUTDOOR ED BASE					
4279	OUTDOOR ED SUPPL					
4280	ADMIN GENERAL BASE	920.18		8,334.25	6,850.00-	1,234.25
4281	ADMIN GENERAL SUPP					
4282	COMPUTER SCIENCE					
4283	LIBRARY + REF BASE			720.40	1,000.00-	279.60-
4284	LIBRARY & REF SUPP	168.07		2,037.67	3,000.00-	992.33-
TOTAL EQUIP + SUPPLY		2,177.50		15,383.49	16,700.00-	1,316.51-
TOTAL INST DAY SCHOOL		40,885.23		421,201.40	410,626.00-	10,575.40
AUTHORIZED TEXTS						
4302	AUTHORIZED TEXT BASE	426.31		5,176.48	5,094.00-	82.48
4303	AUTHORIZED TEXT SUPP					
4307	AUTHORIZED TEXT CALV					
4308	AUTHORIZED TEXT KNOWL					
4309	AUTHORIZED TEXT ST AL					
TOTAL AUTHORIZED TEXTS		426.31		5,176.48	5,094.00-	82.48
PLANT OPER + MAINT						

17980

BERTRON E GLAVIN  
DEPT. NO. 48  
OPERATING STATEMENT

OFFICE 6084	CLIENT 0377	RIVER EAST SD 49	589 R	01/12/77 TO 26/12/77	PAGE 2	
		CURRENT	YEAR-TO-DATE	COMMITTED	BUDGET	VARIANCE
EQUIP & SUPPLIES						
TOTAL FRINGE BENEFITS						
4229	ACCOUNTABLE ADVANCES					
4230	UNEXPENDED SUBSTITUTE	8.67-	1,581.19-			1,581.19-
4231	INOVATIVE PROGRAM					
4232	KINDERGARTEN BASE		367.88		700.00-	392.12-
4233	KINDERGARTEN SUPP					
4234	ARTS + CRAFTS BASE		304.14		100.00-	204.14
4235	ARTS + CRAFTS SUPP					
4236	BUSINESS ED BASE					
4237	BUSINESS ED SUPP					
4238	DEVELOPMENTAL ED BAS					
4239	DEVELOPMENTAL ED SUPP					
4240	ENGLISH LANG ARTS BASE	114.53	872.50		500.00-	372.50
4241	ENGLISH LANG ARTS SUPP					
4242	GUIDANCE BASE		84.67			84.67
4243	GUIDANCE SUPP					
4244	HEALTH BASE				100.00-	100.00-
4245	HEALTH SUPP					
4246	HOME ECONOMICS BASE					
4247	HOME ECONOMICS SUPP					
4248	INDUSTRIAL ARTS BASE					
4249	INDUSTRIAL ARTS SUPP					
4250	LIBRARY RESOURCE BASE	12.23	796.26		300.00-	496.26
4251	LIBRARY RESOURCE SUPP					
4252	MATHEMATICS BASE	24.31	116.90		400.00-	283.10-
4253	MATHEMATICS SUPP					
4254	MUSIC BASE	316.89	471.10		600.00-	128.90-
4255	MUSIC SUPP					
4256	OCCUPATIONAL ENT BASE					
4257	OCCUPATIONAL SUPP					
4258	PHYS ED BASE		567.71		600.00-	32.29-
4259	PHYS ED SUPP					
4260	RESOURCES PROGRAM BASE	146.31	413.14		400.00-	13.14

**APPENDIX D**

UNIT STAFFING

Unit Staffing is a system of staffing schools by a formula which is based on the total enrolment of the school.

Reasons for adopting the unit staffing formula for the school year 1977/78 are as follows:

1. This formula brings a greater degree of equity to the staffing pattern.
2. This formula allows the individual school a greater degree of flexibility in its staffing pattern.
3. This formula ties the staffing of the school directly to the total enrolment.

Weighting of Students:

Regular students .....	1.0 student units
OEC and DE .....	1.5 student units
ED (Emotionally Disturbed) .....	2.0 student units

Weighting of Staff:

Principal .....	1.3 staff units
Vice Principal .....	1.2 staff units
Department Head .....	1.1 staff units
Teacher .....	1.0 staff units
Administrative Assistant .....	.5 staff units
Library Technician .....	.5 staff units
Secretary .....	.35 staff units
Teacher Aide .....	.3 staff units

THE UNIT STAFFING FORMULA

- A. For Elementary Schools (Grades K to 6;  $K = 1/2$ )  
19.5 students per staff unit
- B. For Secondary Schools (Grades 7 to 12)  
18:1 and 15:1 (Vocational-Industrial) students per staff unit.
- C. In examining individual school needs, deviations may be made depending on the requirements; i.e. resource teachers, music teachers, special needs, experimental programs, etc.
- D. The formula was applied to all the schools in the Division using the September 30, 1976 enrolment figures. The number of staff units arrived at by the formula was then compared to the present number of staff units assigned to the school based on projected figures last spring.

There were 13 schools that had more staff units than was calculated by the formula and 14 schools that had less staff units.

The application of the formula did not add or reduce the total staff units required to any large extent (.3 staff units), it did however clearly indicate the schools that were either under or over staffed. The primary purpose of the formula "to achieve a greater degree of equity" was very clearly demonstrated.

Enclosed with this report are some examples of the application of the formula compared to the assigned staff.

We expect that the use of the formula will assist us greatly in assigning staff units based on enrolment on a more equitable basis.

We do not expect that every school will always have the exact number of staff units as calculated by the formula. There always will be some differences because of such factors as school size, experimental programs, special needs, curricular development or a variety of other needs.

We are confident that the use of the formula will enable us to keep these differences down to a minimum.

**APPENDIX E**

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## DECLINING ENROLLMENT INTERVIEW SHEET

Name of school \_\_\_\_\_

This interview is designed to obtain your opinion on the effect of declining enrollment on a variety of aspects of school operation. Please comment on both the positive and negative effects experienced in each of the aspects mentioned.

Budgeting

How has declining enrollment affected the budgeting process in your school?

Staffing

How has declining enrollment affected your ability to staff the school?

Breadth of Program Offered

How has declining enrollment affected your ability to offer a comprehensive program?



Special Pupil Services (c.g.c., resource, etc.)

How has declining enrollment affected the provision of special pupil services?

Extra-Curricular Program

How has declining enrollment affected the school's extra-curricular program?

Other

Please comment on any other affects that can be attributed to declining enrollment.

What actions would you recommend to the school board in dealing with the declining enrollment phenomenon?

**APPENDIX F**

# ER EAST SCHOOL DIVISION NO.9

- I: 13. McLEOD  
14. JOHN HENDERSON  
15. LORD WOLSELEY  
16. ANGUS McKAY  
17. NEIL CAMPBELL  
21. MILES MACDONELL  
24. PRINCE EDWARD  
26. MUNROE  
27. POLSON

- II: 11. NEW ROSEWELL  
12. JOHN DE GRAFF  
18. BERTRUN E. GLAVIN  
19. VALLEY GARDENS  
20. KILDONAN EAST  
22. SALISBURY  
23. MORSE PLACE  
28. SHERWOOD  
29. HAMPSTEAD

- III: 4. MAPLE LEAF  
5. JOHN PRITCHARD  
6. RIVER EAST  
7. CHIEF PEGUIS  
8. DONWOOD  
9. PRINCESS MARGARET  
10. SPRINGFIELD HEIGHTS

- IV: 1. DR. F.W.L. HAMILTON  
2. ROBERT ANDREWS  
3. BIRDS HILL

IVER EAST SCHOOL DIVISION #9  
BOARD OFFICE

