

#248

CITIZENS LEAGUE REPORT

WHAT
STUDENTS?

WHAT
PROGRAMS?

WHAT
FACILITIES?

An Agenda for Re-Building St. Paul Schools
in a Time of Educational Change

Prepared by

St. Paul School Buildings Committee

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Approved by

Citizens League Board of Directors
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MAJOR IDEAS

- * A much improved school plant is essential for St. Paul . . . both for the education of its children and for the maintenance of the attractiveness of its neighborhoods.

- * Substantial sums will need to be invested, and -- for this purpose -- a bond issue will be required.

- * We commend the Board of Education for moving -- prior to committing itself to any specific proposal at any specific date -- to seek the advice of a broad range of community groups as to the way in which it should proceed.

- * The long and constructive discussion in the community about the future pattern of education -- in both its physical and programmatic aspects -- is now close to a conclusion. The Basis for Decisions report is a major part of the foundation that has been laid. We believe the questions that remain can be resolved within a few months.

- * They are, however, key questions . . . which must be addressed in the course of shaping a proposal that will win the broad support of the community. The case for a building program does not rest on the need to phase out the old, sub-standard buildings: To close these, it is necessary only that some replacement facilities be provided. The case for building must rest on a determination of the pattern of physical facilities required for the program and enrollments of the St. Paul schools in the future.

- * This determination about the future is made difficult by the fact that the question of new facilities is presented at a moment of particularly rapid change in the educational system in St. Paul. Major new ideas -- about curriculum, about methods of instruction, about the specialization of programs in learning centers, and about the grouping of grades -- are coming on . . . and are being aggressively encouraged by the Board and the Superintendent themselves.

. IN OUR REPORT

- * Given these temporary uncertainties, the soundest policy is one that emphasizes flexibility. Specifically, it suggests a maximum effort to use existing physical facilities over the short term, until the enrollment picture, in particular, becomes clearer. Space appears to be available, especially given a transportation program, to permit the closing of the 19 substandard elementary schools on the schedule required by the City. Under such a policy, limited capital dollars will also stretch farther.

- * We believe the School Board can, within a reasonable time, determine the precise availability of such space; within its own system, within the parochial system and in commercial facilities.

- * Arrangements can also be made to coordinate specific building plans, as they develop, with other public agencies constructing, and using, facilities. The absence of such arrangements, today, is not the responsibility of the school system. But their program presents an opportunity to encourage the orderly programming of capital improvements, and it should be seized.

- * A continuing flow of capital funds is needed, if the program for the replacement of school facilities is to proceed in an orderly way. Existing law, which virtually requires the city to accumulate a backlog of physical deficiencies ranging from serious to critical, makes little sense for today's needs. It should be replaced by a new system, which will permit the School Board to raise funds as needed . . . within limits, subject to periodic review, and with provision for a "reverse referendum" on particular issues.

INTRODUCTION

A major program of improvement and re-building of school facilities in St. Paul is needed . . . a program which undoubtedly will require many tens of millions of dollars of investment over the next several years.

Schools are deeply involved in our urban age. They are one of the most substantial forces affecting the development and lives of young people and the attractiveness of communities. They can be a powerful force in the city in holding and attracting families because the scope and effectiveness of the programs can act as magnets . . . a focus of activity for all ages and an aid in stabilizing communities. The School Board and the citizens should realize the vision of the city and school, lifting themselves in a cooperative venture to new levels that will continue to make older-central cities desirable and stimulating places in which to live.

The St. Paul School Board, in undertaking a major re-building program, has the opportunity to do so much more than simply re-build "in the same old way". We strongly recommend that the School Board take advantage of this opportunity to consider new developments and trends in education and other developments within St. Paul that should have a significant impact on the amount, location, size and financing of its school plant.

St. Paul can be a leader for other districts in Minnesota and throughout the nation who already are, or will be, facing the same kinds of problems. To do this it should use existing facilities within the city to meet present building requirements and take the necessary steps to obtain agreement, in concert with citizens, on its future educational program, space needs, use of its buildings, and method of finance.

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SUMMARY OF FINDINGS AND CONCLUSIONS

1. St. Paul must aggressively move to provide some additional space and modernize its school plant.
 - A. Many schools--particularly 19 buildings--have fire-safety deficiencies and inadequate spaces for today's educational program. Most of the 19 are more than 60 years old.
 - B. The total space and physical deficiencies of present buildings for the current educational program are unknown. Earlier studies in 1965, however, suggest that substantial rehabilitation and remodeling remains to be done if these buildings are to continue in use.
 - C. Some additional space and remodeling in buildings that will continue to be used is needed for educational programs anticipated in the cluster-educational center program recently adopted by the School Board. Development of programs to individualize instruction and increase learning experiences is under way, but the total building requirements are presently unknown.
 - D. A small amount of space may be needed for a short period of time -- unless non-public school enrollment declines -- to relieve some overcrowding and to meet growing enrollment in the Battle Creek area--the remaining undeveloped portion of the city.

2. The problem is to provide facilities--not necessarily to build to meet the immediate crisis. Additional space can be provided quickly in various ways that will permit the School District to move out of many aged, fire-deficient buildings, provide space for educational programs, and relieve overcrowding. These include:
 - A. The use of space available in existing structures. Some schools in the city with excess space adjoin some that are crowded, while others are only a short distance away.
 - B. Leasing or purchase of space in non-public school buildings. A considerable amount of space is available in non-public schools that are no longer operating. In addition, private colleges in St. Paul appear to have a considerable amount of space that might be made available.
 - C. Leasing or purchase of space in non-school buildings. In recent years, the School District has moved to lease and remodel a substantial amount of space in office and commercial buildings for special programs. Additional space remains available.
 - D. Move toward an extended school year and/or school day. The use of schools on a year-round basis or for a longer portion of each day would reduce the total school space requirements. An extended school year, for example, could reduce the total space required by 20%.

3. A transportation program can significantly expand the space "available" for schools and can result in dollar savings by comparison with buildings.
 - A. A transportation program would permit the School District to increase the utilization of its existing plant thereby reducing the need and cost of maintaining some of the present spaces or building others. It would also bring students within reach of existing facilities that would be less costly than new buildings.
 - B. A major portion of the cost of transportation would be funded by the state thereby reducing the burden on local property taxpayers.
 - C. If available spaces in St. Paul are used to replace existing old buildings, the savings in maintenance and operation can partly offset the cost of these facilities.
4. Major uncertainties strongly suggest the School District go slow on providing space through new construction and rehabilitation which modifies the use of existing buildings that have a long-term life. The major uncertainties that need to be resolved include:
 - A. The future of the non-public schools. This is the greatest uncertainty affecting enrollment projections for the future. Currently, 30% of the total school enrollment in St. Paul is within the non-public schools . . . schools that have experienced a decrease in enrollment of nearly 30% during the past six years. A possible continuation of this trend will have a greater influence on increasing public school enrollment than any other factor.
 - B. The future educational program and the deficiencies in existing buildings. Much of the basic data necessary to settle some uncertainties is missing. This includes:
 1. An assessment of the physical condition and possible use of each school building together with the work required to bring them up to physical standards.
 2. Educational program building standards and building requirements for the current standard program and various levels up to the proposed desired program and school organization.
 3. Projections of operating and capital costs for the current and desired educational program and levels between these.
 4. Reliable enrollment projections for each section of the city.
 - C. The way in which citizens can participate in the resolution of significant issues and contribute to the development of a building plan.
 1. Building decisions clearly deal with issues of vital interest to citizens.
 2. Strong citizen participation will improve the chances for a successful referendum and will contribute to the best possible decisions.

3. The School Board and the administration, through the forums and receptivity to citizens at Board meetings, have begun to involve citizens.
 4. The opportunity for citizens, from the beginning, to review and comment on the emerging building and program proposals, needs to be strengthened.
- D. How assurance will be provided that decisions about school buildings will reflect consideration of plans by other agencies and make maximum use of public capital investments and land for community use.
1. Major issues relating to the joint use of schools by the community and for agency programs and the coordination of development of schools with those of other agencies need to be resolved.
 2. An adequate mechanism or procedure that would assure joint-use planning and coordination is not available.
5. The present method of financing school buildings seriously limits the effort needed to continuously plan and rebuild St. Paul schools. Some of the many shortcomings in the financing of buildings with bonds that can be sold only after voter approval in a referendum include:
- A. A backlog of projects that results in serious conditions developing before voter approval is sought.
 - B. Commitments on projects which may be inconsistent with adopted plans in order to achieve maximum support in a bond election.
 - C. Serious limitations on the incentives needed within the School District to plan and update plans.
6. As the School Board does come to build, it should view the effect of building alternatives in terms of their contribution to an educational program which will meet the needs of students...one that will remedy some of the problems in the St. Paul schools. Some of these include:
- A. Declining levels of achievement in basic skills.
 - B. A disparity in course offerings -- particularly the limited offerings available to students living in areas served by combination junior-senior high schools.
 - C. An incomplete career-oriented vocational skill development program.
 - D. Socio-economic imbalance.

We conclude that the effort and work to date in preparing the "Introduction to a Long-Range Plan" and "Basis for Decision" and the invitation for citizen response to these are major first steps...by setting a direction toward development of a long-range plan and building program.

We believe that the Board and citizens, after completion of the further steps we recommend, will have the necessary information on present facilities, a better view of future educational programs, enrollment and costs. At that time the choice between various building alternatives, including those presented in "Basis for Decision", will be clarified and a decision can be made.

RECOMMENDATIONS

1. We recommend the St. Paul School Board instruct the staff to immediately survey and begin to use space available in St. Paul to meet short-term and some longer-range building requirements for schools.
2. We recommend the School Board initiate a joint planning arrangement with the Archdiocese and each of the parochial and other non-public schools in St. Paul to obtain an assessment of the future of these schools and of their spaces.
3. We recommend the School Board take the initiative to develop an inter-agency organization that can be responsible for pulling together and coordinating all public improvements in the city. We further recommend that the Board submit its building and capital improvement plans to all community agencies to determine their interest in joint-use space. Until an inter-agency organization is functioning, we also recommend that these plans be sent to all public agencies, requesting a response from them to determine their interest in joint-use space and the consistency of school plans with the plans of others.
4. We recommend the School Board enlarge the capability for continuous school planning through instruction of the existing staff or by providing additional staff. A consultant could further assist with this. Such a capability is needed to obtain missing information including data and analysis needed for:
 - A. An assessment of the physical condition and use of each of the existing buildings together with the total requirements necessary to bring buildings up to physical standards.
 - B. Educational space standards and requirements for the current standard program, the desired program, and various levels between these.
 - C. Reliable population and enrollment projections for sections of the city.
 - D. Capital and operating cost estimates for facilities and programs required for the current program, and levels between these.

5. We recommend that the School Board create a Citizens Planning Committee advisory to the Board to provide an opportunity for citizens to participate in making proposals for future programs and buildings and the resolution of some major uncertainties in development of a long-range building program. We suggest the Committee be composed of persons who are representatives of existing community groups and school organizations and volunteers, plus Board appointees expressly selected to assure a balance of representation from major areas of the city and diversity of viewpoint. The Committee might well open opportunities for added participation and greater depth of understanding by setting up regional task forces covering large areas of the city and task forces for special issues.

These committees must have access to necessary information and should be provided with adequate staff assistance if they are to be effective. Their meetings should be publicized and open to the public.

6. We recommend the School Board, following completion of all the above-recommended steps, seek voter approval of a bond issue to make a substantial start on the plan it eventually develops and adopts.
7. We further recommend the 1973 Legislature, to continue the building needed for the long-range plan, grant the St. Paul School District authority, subject to periodic review, to issue an amount of bonds each year without the prior approval of voters. These bonds, however, should be subject to reverse voter referendum in the same manner as the operating tax levy.

DISCUSSION OF FINDINGS AND CONCLUSIONS

1. St. Paul must aggressively move to provide additional space and modernize its school plant.

The building needs for schools in St. Paul are substantial . . . including the replacement of at least 18 elementary and part of one secondary school, the modernization of almost all buildings that will continue to be used, expansion or improvement of many spaces for the current educational program plus new space for developing programs, and some space to relieve present overcrowding. Although we have found the building deficiencies many . . . with some fairly serious . . . we were unable to determine what may be the total building needs.

What additional space and modernization is needed?

A. Many schools--particularly 19 buildings--have fire-safety deficiencies and spaces inadequate for today's educational program. Most of these are 60-100 years old.

St. Paul, as in other older central cities, has a number of aged school buildings. Almost 30% (17 out of 58) elementary, and 9% (2 of 21) secondary school buildings will be more than 60 years old this fall . . . even after the completion of current construction that will replace ten older elementary schools. Ten of these remaining older elementary schools date before the turn of the century -- the oldest, Van Buren, built in 1881.

What must be done to correct fire-safety problems?

Fire-safety problems exist in 16 of the 17 older elementary schools, in Desnoyer Park Primary, and the annex of Ramsey Junior High. (See Table I.) These buildings, or portions of them, are of ordinary wood construction that may or may not have an outside brick veneer. Other fire-safety problems include open stairways, the lack of exits in multi-story buildings, and other faults connected with the ventilation fans, interior finishes, open transoms, and ordinary glass windows in classroom doors.

The fire-safety problems of these schools were called to the attention of the School District in 1968 and again in 1970 by the City Architect and the Building Department following their inspections. A report was issued in January, 1970, which noted that 26 school buildings (ten that will be replaced by present construction) contained a number of educational-building code deficiencies. The Building Department ordered corrections including enclosure of vertical openings, provision of adequate exits and installation of sprinkler systems by September 1, 1971. This was followed on October 8, 1970, with an order from the Mayor and the Commissioner of Parks, Recreation and Public Buildings that occupancy of 17 of these buildings would be prohibited after October 12, 1970. The School District, in the following months, employed a consultant for a fire safety survey, and work was begun to make required improvements in the nine buildings to be abandoned at the close of 1970-71. These improvements included installation of smoke and heat detectors in classrooms and corridors.

The schools also agreed that in the remaining 20 schools which will be used beyond 1971 (all the schools noted in Table I except Desnoyer Park plus Como Park, Randolph Heights, and Lindsay) the entire building should be protected by a system of automatic sprinklers. After a considerable discussion in the St. Paul Board of Appeals, the School District agreed to make the ordered fire-safety improvements. The City Council, on May 14, 1971, passed an ordinance requiring enclosure of stairways, corridor protection, coating of interior finishes, and ventilating fan shutdown controls by September 1, 1971. In addition, the ordinance required that by September 1, 1976, all buildings of other than fire-resistant construction shall be equipped with a complete automatic sprinkler system or be replaced.

What will it cost to correct fire-safety deficiencies?

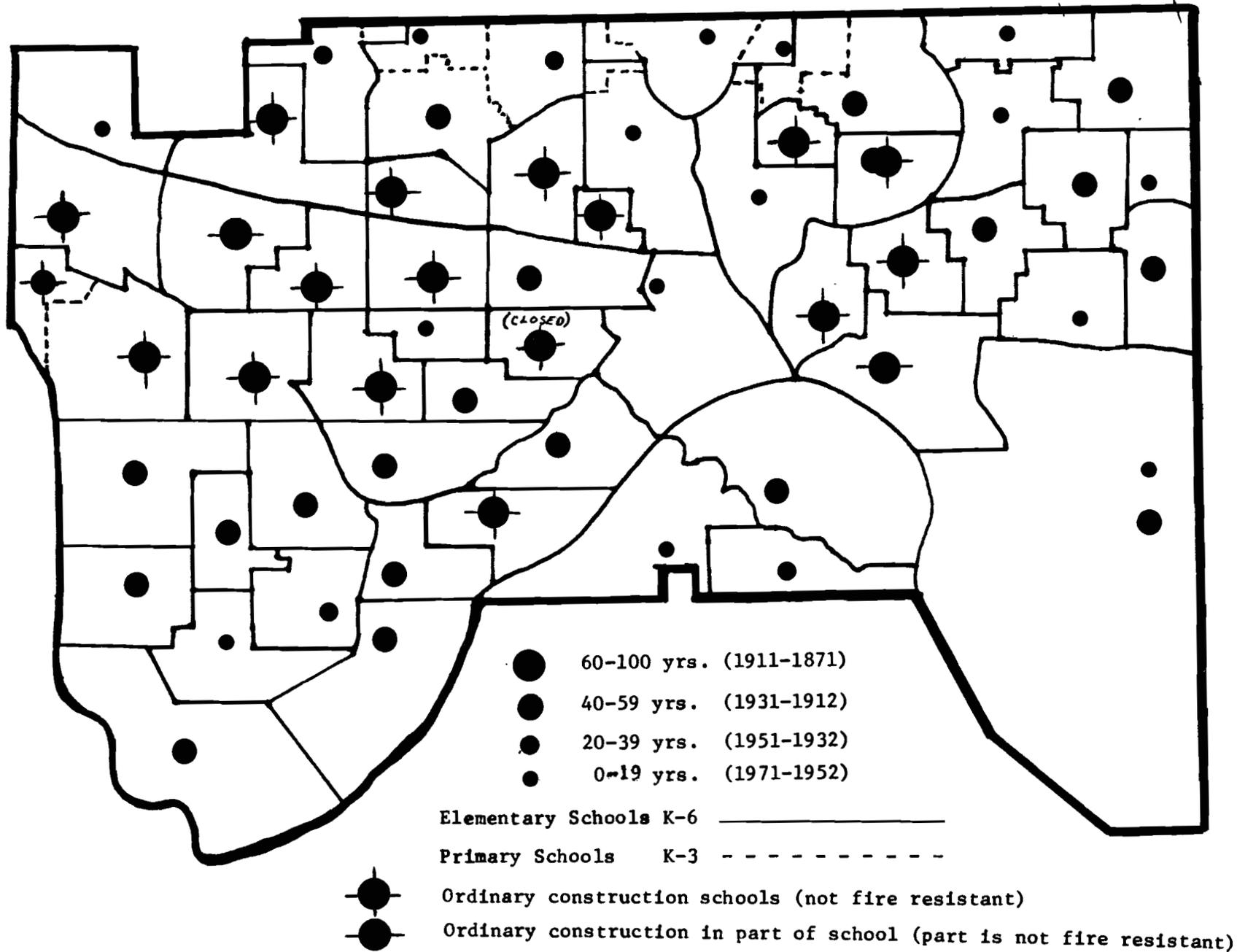
Many of the fire-safety deficiencies such as enclosure of stairways have already been completed, while other short-term improvements such as fire doors and wire glass in classroom doors will be completed by the end of the school year. In 1971-72, the budget to complete these short-term improvements is \$210,000. The installation of sprinkler systems, which must be done by September 1, 1976, is estimated to cost \$1,200,000. In addition, any major programs to place fire dampers on classroom ventilators is estimated to cost in excess of \$600,000.

What must be done to correct educational space problems in 18 elementary schools?

We did not survey each of the 18 older elementary schools, but we observed that these buildings lack a number of facilities found in the newer schools and were told by the School Architect that it would be difficult . . . probably prohibitively expensive . . . to modify or alter the structures to provide space within these buildings for developing educational programs. Only two schools (Davis and Drew) have kitchen-cafeterias or libraries, and none of them have music or art rooms. Four of them lack even one room for small-group remedial education.

Many of the older schools were built on sites of one block or less. Often the building occupies most of the site, leaving little space for outdoor play, for physical education or for building expansion. Fifteen of the 18 schools are on sites of less than two acres -- less than all but one other elementary school in the city.

Map 1 - AGE OF PUBLIC ELEMENTARY SCHOOL BUILDINGS



Map 2 - AGE OF PUBLIC SECONDARY SCHOOL BUILDINGS

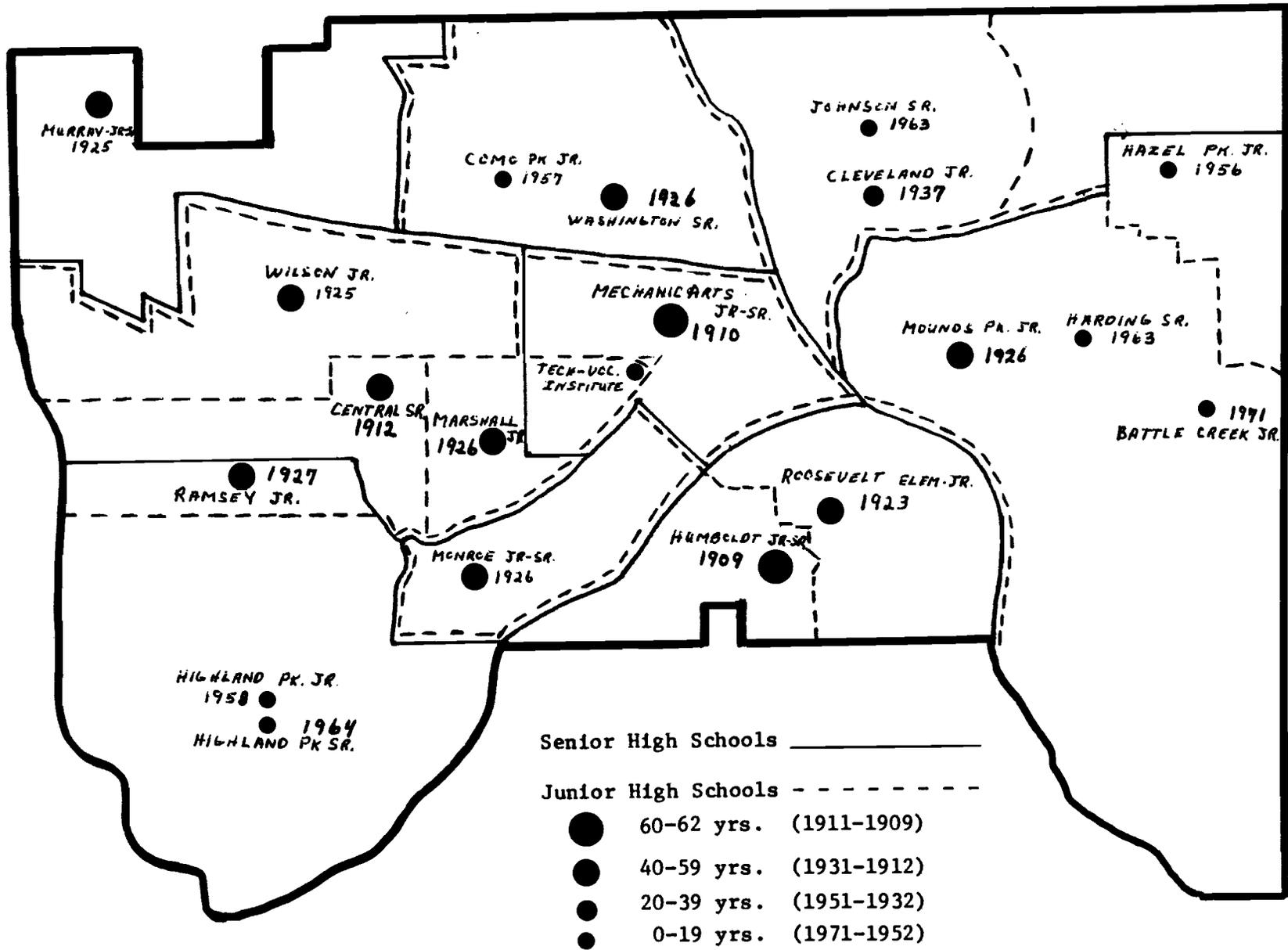


TABLE I

OLDER ELEMENTARY SCHOOLS WITH FIRE-SAFETY DEFICIENCIES
REMAINING UPON COMPLETION OF CURRENT CONSTRUCTION

Section of City and School	Date of Construction and Additions	1965 Recommendation of Bureau of Field Studies		Fire- Safety Deficiency	1970 Enroll- ment
		Abandon	Replace Old Sections		
<i>East-Northeast</i>					
Harrison (old)	1889	x		xxx	200 Est.
Phalen Park	1903, + 04	x		xxx	435
					<u>635</u>
<i>East-Southeast</i>					
Mound Park	1902, + 10, 37		x	x	532
Sibley	1884, + 85, 1907	x		xxx	504
Van Buren	1881, + 83, 87	x		xxx	559
					<u>1595</u>
<i>North-Northwest</i>					
Baker	1903, + 10	x		xxx	223
Gorman	1885, + 87, 1924		x	x	475
McClellan	1887	x		xxx	222
Tilden	1889, + 1924	x		x	287
Whittier	1897, + 1905	x		xxx	337
					<u>1544</u>
<i>West-Central</i>					
Desnoyer Park	1924 (wood portables)	x		xxx	59
Drew	1895, + 1916, 20	x		x	455
Galtier	1910, + 16, 19	x		xxx	446
Gordon	1911, + 17, 23	x		xxx	547
Hancock	1888, + 1905, 08, 53		x	x	300(Old Sec. Est.)
Hill	1905, + 08, 12	x		F.R.	620
Longfellow	1887, + 1901, 24	x		xxx	377
					<u>2804</u>
<i>West-Southwest</i>					
Davis	1903	x		xxx	163
Totals	18 schools	15	3	1 F.R. 5 x 12 xxx	6741

F.R. --Entire building is fire resistant.

x --Portions of building fire resistant and others of ordinary construction.

xxx --Entire building of ordinary construction - not fire resistant.

All of the major studies of St. Paul school buildings have agreed that 15 of the 18 schools should be abandoned and replaced by fewer, new schools. The Bureau of Field Studies in 1965 suggested that additions be built to replace obsolete sections on the remaining three buildings, while the most recent studies, "New Directions for Education in St. Paul" and "Basis for Decision", suggest the replacement of all 18 buildings with new construction. The combination of fire-safety deficiencies and the inadequacy of spaces within them for the present educational program . . . let alone those that are proposed . . . leads us to conclude that these 18 elementary schools should be abandoned rather than extensively rebuilt.

- B. The total space and physical deficiencies of present buildings for the current educational program are unknown. Earlier studies in 1965, however, suggest that substantial rehabilitation and remodeling remains to be done if these buildings are to continue in use.

The backlog of physical plant deficiencies which need to be corrected and the improvements necessary to provide adequate facilities for the current educational program appear to be substantial. We were unable, however, to determine what they may be as an assessment of the physical condition of each building and its conformance with educational space standards has not been completed.

What appear to be the space deficiencies of present buildings?

Almost 75% of the schools in St. Paul do not have spaces or support services viewed as a minimum for the current educational program. Some of these spaces in elementary schools include the following: Rooms for music, art, special education, health, libraries and teacher lounges. In addition, only 14 schools have kitchen-cafeteria facilities for serving lunches--even as the School District is moving to provide a citywide lunch service.

The Bureau of Field Studies in 1965 noted that most of the elementary schools were either lacking or had three or more inadequate spaces recommended for the educational program. Similarly, eight of the 18 secondary schools were without adequate spaces for five or more recommended activities. Secondary schools with the greatest numbers of shortcomings include: Humboldt, Murray, Marshall, Wilson, Washington, Central, Mechanic Arts, and Cleveland.

Since 1965, the School District has spent \$807,696 from its Capital Outlay Fund to provide or improve a few spaces that were identified as lacking or inadequate. In the elementary schools, most of the \$307,065 went to providing kitchen-cafeterias, while in the secondary schools a large proportion of the \$500,631 was spent to improve physical educational facilities. In addition to the space rehabilitation noted above, \$1,500,000 from the 1968 bond referendum was used to construct additions to Washington senior high school that will eliminate most of the identified deficiencies. The work completed during the past six years has only slightly reduced the backlog of lacking or deficient spaces needed for the 1965 educational program. The numbers of schools (minus the 18 old elementary buildings) are noted in Table II.

TABLE II

NUMBER OF SCHOOLS REMAINING WITHOUT ADEQUATE ACTIVITY
SPACES RECOMMENDED IN 1965 BY THE BUREAU OF FIELD STUDIES

<u>Activity Area</u>	<u>Number of Schools</u>	
	<u>Elementary</u>	<u>Secondary</u>
Art	39	3
Music	33	4
Library, or IMC	27	4
Special Education	26	13
Kitchen or Cafeteria	28	3
Teachers Lounge	10	*
Physical Education - Gym	4	4
Health	3	6
Industrial Arts	*	4
Home Economics	*	2
Speech	*	7
Business Education	*	2
Science	*	3
Administration	*	5
Guidance	*	4
 <u>Total number of schools</u>		
Elementary - schools built since 1911 (does not include 18 pre-1911)	41	
Secondary	18	

* Activity areas either not suggested or only generally commented on in Bureau of Field Studies report.

What will it cost to provide or improve spaces that are lacking or inadequate for the educational program?

Information was not available to determine what the cost might be to provide or improve spaces identified in each school in the Bureau of Field Studies report. Similarly, we were unable to determine whether these spaces continue to be viewed as those needed for the developing educational program. Adoption of the cluster center program, increased educational experiences, and changing organizational patterns would appear to require another set of educational program space standards not yet developed.

What physical improvements are needed in present school buildings if they are to continue in use?

A substantial amount of work appears to be required simply to maintain the existing school plant or any portion of it which continues to be used after some buildings are replaced. Apart from the oldest elementary schools, many buildings constructed in the 1920s are beginning to show signs of wear. Although these rehabilitation needs appear to be considerable, we were unable to determine what they may be as a physical assessment of each building has not been completed.

A simple review of the types of improvements recommended in the 1965 Bureau of Field Studies report which have not been completed suggest there are 17 elementary and 5 secondary schools in need of extensive rehabilitation. These repairs go beyond the regular maintenance and painting that are part of the ongoing maintenance program and include work on heating, electrical and lighting systems, replacement of worn-out roofs, window casings, tuckpointing of brick exteriors, plus structural and ventilation work needed to eliminate fire-safety deficiencies.

Since 1965, the School District has spent \$727,138 from its Capital Outlay Fund for electrical, heating, and roofing work in six elementary (Edgecumbe, Farnsworth, Gorman, Jefferson, Mattocks, and Tilden) and in seven secondary schools (Central, Cleveland, Como, Highland, Marshall, Mounds Park, and Roosevelt).

Some of the schools and the types of work identified in 1965 that remain to be done include:

Lighting -- Replacement of incandescent with fluorescent lighting in all or part of 7 elementary schools.

General structural, electrical and mechanical rehabilitation -- Work recommended in 1965 in 17 elementary and 7 secondary schools has not been undertaken or completed. Many schools have fire-safety deficiencies with open stairwells and inadequate ventilation systems plus other structural and mechanical problems. Three elementary schools (Como, Lindsay, Randolph) are of ordinary wood construction and included in the list of buildings where fire-safety improvements and automatic sprinklers are ordered by the City Building Department. The buildings recommended for general rehabilitation date from 1916-32 and include:

Elementary

Adams
Ames
Chelsea Heights
Como Park
Deane
Farnsworth
Harrison
Hayden Heights
Homecroft
Groveland Park
Jefferson
Lindsay
Linwood Park
Mattocks
Randolph Heights
Riverside
Webster

Secondary

Cleveland Jr.
Ramsey Jr.
Roosevelt Elem.-Jr.
Humboldt Jr.-Sr.
Monroe Jr.-Sr.
Wilson Jr.
Central Sr.

What will it cost to improve the physical condition of buildings with structural, lighting and mechanical problems?

The most recent completed inventory of rehabilitation needs dates back to 1965. The School District is in the process of developing a computerized maintenance program which, it is hoped, will indicate the physical condition of each school and note the improvements necessary to maintain these buildings for a number of years. The estimate in 1965 for work needed in 14 schools that have not been rehabilitated was \$1,345,000. This figure, undoubtedly, is much below what will be required to complete the necessary work, but information was not available to determine what repairs are needed, as a physical assessment of each building and the cost of necessary improvements has not been completed.

- C. Some additional space and remodeling of buildings continuing in use is needed for programs anticipated in the cluster-center program.

The School Board, in adopting the "Introduction to Long-Range Educational and Building Plans" has set a new direction for the educational programs and the reorganization of St. Paul schools. Broadly, it calls for organization of the elementary schools into clusters consisting of 6-8 schools with educational centers located within a few or all schools. Students would be transported from their "home school" to centers in schools within the cluster for a portion of their educational program each week. At the secondary level the "Introduction" calls for establishment of educational centers to provide learning experiences presently not available within some schools or found anywhere in the system. All students from within the district would attend these centers for a portion of their educational program.

Other changes proposed in the "Introduction" recommend that instruction be individualized by ungrading, increasing time spent by students in self-directed learning activities, and greater use of team teaching.

What are the space and building implications of recently adopted educational policies?

The proposed new direction for education in St. Paul will have a substantial effect on the present facilities . . . as well as those constructed in the future. Some of the implications for a building program include:

- 1) New buildings must be flexible in design with large and small spaces that can be easily changed depending upon the program.
- 2) Older buildings that will be used need to be re-composed to provide spaces required for the changed program -- particularly team teaching, which requires spaces for large and small groups.
- 3) Spaces will be needed for the "educational centers" either within existing schools, by additions to present schools, by lease arrangements or construction of new space.
- 4) Additional equipment will be needed for the programs operated within centers. These might include home economics, performing arts, and vocational career development. In addition there will likely be equipment and material requirements to adequately stock instructional material centers.

What are the space and building requirements needed for the operation of the proposed programs?

The ideas contained in the "Introduction" remain to be translated into specific programs before it is possible to determine what may be the space requirements. Three models of proposed educational centers will operate this year -- one in a cluster of elementary schools and two others for junior and senior high school students. Experience gained from the operation of these centers plus additional work in developing courses or learning experiences that can be located within the centers should greatly contribute to an understanding about the workability of the proposed organization and its total requirements.

We believe it is reasonable to assume that these new programs will require additional space. However, the dimensions of this space, the arrangement of centers within buildings and their particular equipment requirements will not be known until programs have been developed. It should be noted, however, that in contrast to the repair and replacement of worn-out physical facilities, spaces required for these programs are very important as they are directly related to the effectiveness of the educational program.

- D. A small amount of space may be needed for a short period of time -- unless non-public school enrollment declines -- to relieve some overcrowding and to meet growing enrollment in the Battle Creek area.

In 1970, there was a shortage of space in permanent buildings for 3203 students (1017 elementary and 2186 secondary). This "spill-over" was largely handled in 106 portable units located next to overcrowded schools. Almost half of the overcrowding will be alleviated this year with the opening of four new schools so that the total shortage, based on 1970 enrollment, will be 1726 (573 elementary and 1153 secondary).

Current projections of future enrollment for St. Paul schools suggest that most of the present overcrowding will be eliminated within the next five years, as enrollments are anticipated to decline a total of 1,856. All of this decrease, however, will be entirely within the elementary system as the public school office of research expects enrollment will decline 3,819 in the elementary schools but increase 1,961 in the secondary schools.

Projections for 1980 developed for the "Basis for Decision" suggest that the decline will be even larger than the 1975 projections -- up to a total of 7,625 in 1980. Although some people questioned whether the St. Paul schools will sustain enrollment decreases of the amounts suggested by 1980 projections, it seems reasonable to conclude that, with the declining birth rate and even with a reduced rate of out-migration, the St. Paul schools will experience a decrease in their total enrollment during the next 10 years. The only major factor which could substantially change this picture would be any significant decrease in the enrollment of non-public schools . . . schools which in 1970 enrolled 30% of the students in St. Paul. These schools experienced a 27% decrease in their enrollment during the past six years, from 28,199 in 1964 to 20,612 students in 1970. (See Table III.)

TABLE III

ST. PAUL PUBLIC AND NON-PUBLIC SCHOOL ENROLLMENTS

	1960 (1)		1964 (2)		1970 (3)		1975 (4)		1980 (5)	
	No.	% Non-Public								
Public	42,324		45,450		48,106		46,250		40,481	
Non-Public	27,697		28,199		20,612				17,241	
Total	70,021	39.5	73,649	38.2	68,718	29.9			*57,722	29.9

- (1) -- Public enrollment, actual; non-public, est. of Bureau of Field Studies 1965.
- (2) and (3) -- Public enrollment, actual; non-public, est. of Citizens League.
- (4) -- Public enrollment, est. of St. Paul public school office of research; est. for non-public not available.
- (5) -- Total enrollment projections prepared for "Basis for Decision" by the St. Paul Housing and Redevelopment Authority; non-public, est. of Citizens League.

* The difference (1,890) between total enrollment (57,722) and total 1980 school age population in "Basis for Decision" (59,612) represents school age children not enrolled in schools. This is fewer than the number in 1970 (2,281) but the same percentage (3.17%).

Future overcrowding, at least for the next five and possibly ten years, will largely be confined to the Battle Creek area . . . the remaining undeveloped portion of the city. The schools which serve this area--Battle Creek Elementary, Battle Creek Junior High and Harding High School--are likely to experience overcrowded conditions as development occurs unless space is provided either within these schools or elsewhere within the city.

2. The problem is to provide facilities -- not necessarily to build to meet the immediate crisis. Additional space may be provided quickly in various ways that will permit the School District to move out of many aged, fire-safety deficient buildings, provide space for educational programs, and relieve overcrowding.

Facilities and space are needed quickly to accommodate some of the new developing educational programs -- particularly those in educational centers; space that will permit the School District to move out of the older elementary schools with fire-safety deficiencies; and space to relieve current overcrowded conditions.

Is space available?

A considerable amount of needed space appears to be available either within facilities owned by the School District or others available in school and non-school buildings within St. Paul. With the completion of four new buildings in 1971, there will be space available within all permanent buildings for an additional 1701 elementary and 1149 secondary students. In addition, it appears there is considerable space available in non-public school buildings including elementary and secondary non-public school buildings no longer used and the private colleges located in St. Paul. Finally, space appears to be available in non-school buildings which could be converted and used to provide space. This has recently been done to provide space for the open school and for one of the secondary educational centers.)

Where is space available in existing St. Paul school buildings?

A determination about how much excess capacity is available in St. Paul schools is difficult to make. This results because of changes in the ways in which pupil capacity of schools is determined, present enrollment district attendance policies, and changes in the educational program that require additional space.

The capacity of St. Paul schools as set out in "Basis for Decision" is somewhat less than the capacity suggested by the Bureau of Field Studies in 1965 for the then existing buildings. The earlier estimates were based on an analysis of each building and the square feet for each classroom -- assuming 35 square feet per student. This technique would allow 27.5 students per regular classroom and lesser amounts for special classrooms. The capacity of schools, based on a 27.5:1 pupil-teacher ratio would suggest there are 1665 excess spaces in permanent elementary schools and 2137 spaces in the secondary schools. In addition to these, there would be room for 2007 students in 73 newer portables and 1182 in 33 older portables, for a total of 6991 spaces.

The policy to improve the educational program by reducing pupil-teacher ratios (average elementary 25.6 in 1970) resulted in increasing the space allowed per student and in a decrease in the total capacity of many buildings. This was so substantial in a few cases that buildings with an apparent excess capacity or only a slight shortage became overcrowded as new classrooms were needed to implement the program calling for reduced student-teacher ratios. This is observed at Maxfield and Webster where increases in the number of smaller classes resulted in demands for additional space.

The School District, in estimating the capacity of buildings for "Basis for Decision", appears to have used a figure of 25 students per academic classroom with lesser amounts for special rooms. As a consequence, the capacity of permanent elementary buildings is 25,185 or a shortage of 573 spaces, while the secondary schools with 20,128 spaces are short 1153 or 648 if some excess capacity at TVI is used for secondary students. The total capacity of portables would be 2650 -- 1825 in newer portables (built since 1967) and 825 in older portables. If all permanent buildings including TVI and portables were used to their capacity, there would be a total excess of 1429 spaces or 924 without the excess space in TVI. (See Appendix Tables A and C.)

Most overcrowding observed in many schools could be eliminated and only a few schools would require portables if the excess space within permanent buildings was fully utilized. In addition, utilization of existing permanent space would permit abandonment of all 33 older portables and make available 24 of the newer portables with a capacity of 600 either to reduce class sizes, for programs requiring space, or to close one or two of the older buildings with fire deficiencies.

What must be done to make excess space in existing permanent buildings usable?

The School District has largely followed a policy of building portable classrooms where overcrowding occurs at individual schools that serve a defined attendance area. Much of the current overcrowding could be eliminated by adjusting the attendance boundaries and by use of transportation. Although some of the schools with excess space are located some distance from schools that are overcrowded, many adjoin each other or are within a short distance. These schools include:

<u>Schools with Excess Space</u>		<u>Overcrowded Schools</u>		
	<u>25:1</u>		<u>27:1</u>	<u>25:1</u>
East Consolidated	120	Harrison	116	156
Eastern Heights	190	Battle Creek	151	241
North End	47	Gorman	117	150
Longfellow	98	Gordon		172
Highland	132	Homecroft		94
Riverside	96	Edgecumbe	35	53
Mattocks	148	Randolph Heights	52	105
Roosevelt	32	Riverview		39
Central	431	Murray		91
		Highland		190
Roosevelt	129	Humboldt		186
Washington	194	Johnson		561

Schools with excess capacity only a short distance from overcrowded schools are:

Nokomis	97	Sibley	129
Chelsea Heights	161	McClellan	22

The School District has made use of transportation in the past to utilize excess space when existing schools were closed. For example, when Ericsson burned down and McKinley was closed, students from these areas were transported to a number of schools with excess capacity. Recently, the administration also proposed to close Riverside (a small but uncrowded school) and to transport students to Highland, which has considerable excess space.

Where is space available in non-public school buildings?

Approximately 1800 spaces appear to be unused in non-public schools which have closed. Possibly additional space is also available in schools that have experienced a substantial decline in their enrollment.

Non-public schools that are no longer operating that may be available include: St. Therese in Highland (350-400 cap.), St. Joseph Academy in the Summit-University area (300-500 cap.), and Hill--just across the city limits in Maplewood (900-1100 cap.). Additional space may also be available in non-public schools that have experienced a substantial decline in their enrollment over the past six years.

Private colleges in St. Paul appear to have approximately 4045 unused spaces, according to a space utilization study of the Higher Education Coordinating Commission for 1967. One college, Bethel, with 1768 student stations, will close its St. Paul campus in the fall of 1972. Space studies of the remaining five private colleges suggest there are 1325-3230 classroom spaces that are either not used or only slightly used by full-time day students. If space could be made available somewhere in the middle of the range of under-utilized space, it appears there would be room for approximately 2277 students in these schools. This space together with Bethel would provide space for 4045 students. It is possible that these schools would be interested in making this space available for the public schools and possibly even in working with some of the educational programs of the schools.

School districts adjoining St. Paul also offer another possibility for either finding space or exchanging space. Although many of these districts, such as Maplewood, Roseville, and West St. Paul, are still growing, it is possible that for a short period of time they will have excess space due to a decrease in the birth rate which was not anticipated in the construction of some schools. In the long run, some of the older districts, such as West St. Paul and South St. Paul, that also have buildings that are aging, would be interested in contracting with St. Paul in the mutual replacement of their older facilities.

Where is space available in non-school buildings?

The office and loft type space available in St. Paul which might be converted for school purposes at the present time appears to be limited and mostly located in or near the downtown area. It should be noted, however, that the School District during the past couple of years has moved out to find space in such structures, including: Rossmor Building for the guidance and occupational center, Harris Building for a secondary social studies learning center, and 1885 University for the open school. It is possible that if the School District continues to be interested in using such space, other buildings will become available within a short period of time. At a minimum, this type of space might well be used for the educational centers and possibly even for regular instructional programs.

Use of cultural, business, industrial and governmental facilities for part of the educational program in the future should reduce the amount of permanent space required for the educational program. For example, if the science and art center is employed as part of the cultural arts center, a portion of the total space otherwise required would not be needed. Similarly, if a part of the vocational career development program is operated in various industrial plants, the space and equipment otherwise required for this activity would be reduced. To some extent, this already occurs with the work-study program, where students spend a part of each day employed in some activity. Either the total enrollment or the capacity of secondary schools where a substantial number of students have elected this program should be adjusted accordingly.

In summary, additional space can be provided quickly by:

- a) Using the 1701 spaces available in existing permanent elementary schools, the 1149 in secondary schools (not including 505 in TVI), and the 600 spaces in newer portables not needed to relieve overcrowding by adjusting attendance boundaries or transporting students.
- b) Leasing or purchasing the 5845 spaces which appear to be available in non-public school buildings.
- c) Leasing or purchasing space in non-school buildings.
- d) Extend the school year and/or school day which would provide space for 4780-7156 students assuming a total space increase from additional use of buildings for a longer period of time of 10%-15%. This is less than the 20% increase experienced by districts that have moved to a year-round educational program.

A program of increased space utilization and the leasing of available space would provide room for all of the students in overcrowded permanent buildings and for approximately 6400 of the 7070 students in older elementary schools. Overcrowding could be practically eliminated and a minimum of 12 of the 18 older elementary schools could be closed and/or space found for developing educational programs if space suggested above is available and used. Finally, the anticipated decrease in enrollment during the next five years alone should permit the School District to close their remaining old elementary schools. Extension of the school year would further permit a solution to these problems.

3. A transportation program can significantly expand the space "available" for schools and can result in dollar savings by comparison with buildings.

A transportation program is required to permit students from overcrowded schools to reach those with excess space, for students from all schools to reach the educational centers and finally for students from older elementary schools to reach existing schools or new spaces that are made available. Such a program is already contemplated in the cluster-center program which will begin operating this fall. In addition, the School District has recently adopted a transportation program for 4000 elementary students who live more than one mile from the school they attend. Transportation is also contemplated in all of the alternatives suggested in "Basis for Decision".

How can a transportation program save dollars by comparison with building?

A transportation program would permit the School District to increase the utilization of its existing plant, thereby reducing the need and cost of maintaining some of the present spaces or building others. For example, 57 portable buildings currently in use would no longer be needed to handle overcrowding if excess space in permanent buildings was used. The cost of lighting, heating and maintaining these units could therefore be offset against the added cost of transportation.

A transportation program would also bring students within the reach of existing facilities that are less costly than new buildings. Existing school and non-school buildings, for example, have been leased and/or offered for purchase at a cost well below what it would otherwise cost to build a comparable amount of space. For example, 1885 University can be purchased for \$11 per square foot -- well below the current \$18/\$22 per square foot cost of new buildings.

How much would a transportation program cost and where would St. Paul get the money?

A transportation program involving as many as 7400 students would cost the St. Paul School District approximately \$104,784-\$111,888 if the District can transport students at the \$70.80 cost per student on the MTC or the \$75.60 average state cost per pupil. The difference between the full cost of \$523,920-\$589,440 would be funded by the State, which will pay 80% of the cost not to exceed \$80.00. The state transportation aid which was only made available to St. Paul in 1971 presents St. Paul with the opportunity to reach available lower-cost facilities and to improve the utilization of its school plant in the same manner as other school districts in the state. Although the amount of local funds needed for a transportation program is significant, it should be noted that it only equals the amount proposed for transportation to the learning centers and only 60% of the amount proposed for crossing guards.

4. Major uncertainties strongly suggest the School District go slow in providing space through new construction and rehabilitation which modifies the use of existing buildings that have a long-term life.

The major question St. Paul needs to answer is not what to build . . . but how much new building is needed for what kind of program. Answers to this question are not possible, as much needed information is missing and because of major uncertainties about the future enrollment of St. Paul schools and the program that will be developed.

Until major uncertainties are better understood or resolved and needed information is provided, we do not believe it will be possible to answer questions such as the following:

- How much space is needed?
- What types of space are required?
- Will new buildings express the interests and desires of citizens?
- Will new buildings reflect the plans of other agencies and make maximum use of capital investment funds?
- What should be built?

The major uncertainties that need to be resolved include:

A. The future of the non-public schools.

The greatest uncertainty affecting enrollment projections for the future is the future enrollment of non-public schools. Currently, 30% of the total enrollment in St. Paul is within the non-public schools . . . schools that a few years ago enrolled 40%. These schools experienced a decrease in enrollment of nearly 30% during the past six years. A possible continuation of this trend will have a greater influence on increasing public school enrollment than any other factor.

Non-public schools attended by St. Paul resident students enrolled 20,612 in 1970, a decrease of 7587 since 1964. The percentage of students in St. Paul enrolled in non-public schools has steadily decreased from 39.5% in 1960 to 29.9% in 1970. Although the number of students previously enrolled in non-public schools that transferred to the public schools is unknown, it is likely that all of the increase of 2656 students and possibly 3000 came from the non-public schools. (See Table IV.)

TABLE IV

ST. PAUL NON-PUBLIC SCHOOL TRANSFERS TO PUBLIC SCHOOLS
1964-70

	<u>Public School Enrollment</u>	<u>Non-Public School Enrollment</u>		
1964	45,450	28,199	7,587	Total non-public decrease
1970	<u>48,106</u>	<u>20,612</u>	<u>2,656</u>	Public school increase
	+ 2,656	- 7,587	- 4,931	Total enrollment decrease (lower birth rate and movement out of school district)
	Increase	Decrease		

In 1970, St. Paul resident students attended 34 non-public schools in St. Paul and 18 located in adjoining suburbs and Minneapolis. Since then, two of the schools (St. Therese and Hill) have consolidated with other schools and are no longer using their buildings, while St. Joseph Academy has closed. These three schools that closed in 1970 are in addition to five other schools that closed from 1964-70. Practically all of the schools that continue to operate have experienced a considerable reduction in their populations over the same period of time.

Whether the non-public schools will experience an increase or decrease in their enrollment, and in the event of a decrease whether they will continue to operate, is unknown. Approximately 92% of the students in non-public schools are enrolled in the Catholic parochial schools. These schools have all experienced a considerable increase in their costs of operation during the past few years -- a cost escalation which at minimum can only be slower than what was experienced during the past few years. Some observers believe that the tax credits provided by the 1971 Legislature will reduce the past trend of non-public school students going to public schools. However, this new legislation

is being challenged in the courts; and, depending on its constitutionality, tuition costs for parochial schools may increase thereby increasing the number of parochial school students transferring to public schools. Other observers suggest that the parochial schools, which historically have been largely funded from church collections, will see the level of support from this source increased in coming years. Other uncertainties are whether the numbers of full-time religious staff will increase or decline and what the individual schools might do if their enrollments decline . . . consolidate with an adjoining school and operate only one or both of the buildings, or finally close.

One of the difficulties in determining the future of the non-public schools relates to their completely decentralized operation. The elementary parochial schools are owned and largely funded by the individual parishes to which they are attached. Most of the key decisions regarding their operation are made at this parish level. The Archdiocesan Board of Education functions largely as a resource for these schools, providing some program and financial assistance. In the past, it has also made some recommendations to the schools for consolidation or closing when it appeared that individual schools would have difficulty continuing to operate.

The non-public schools are not evenly distributed throughout the city. As a result, any change in their enrollment or continued operation will affect public school enrollment in some areas much more than others. It should be noted, for example, that the percentage of students attending non-public elementary schools varies from a high of 39% in the west-central section of the city to a low of 16% in the northeast section. Some of these schools are very large -- nine have enrollments of over 500, and three of over 1,000.

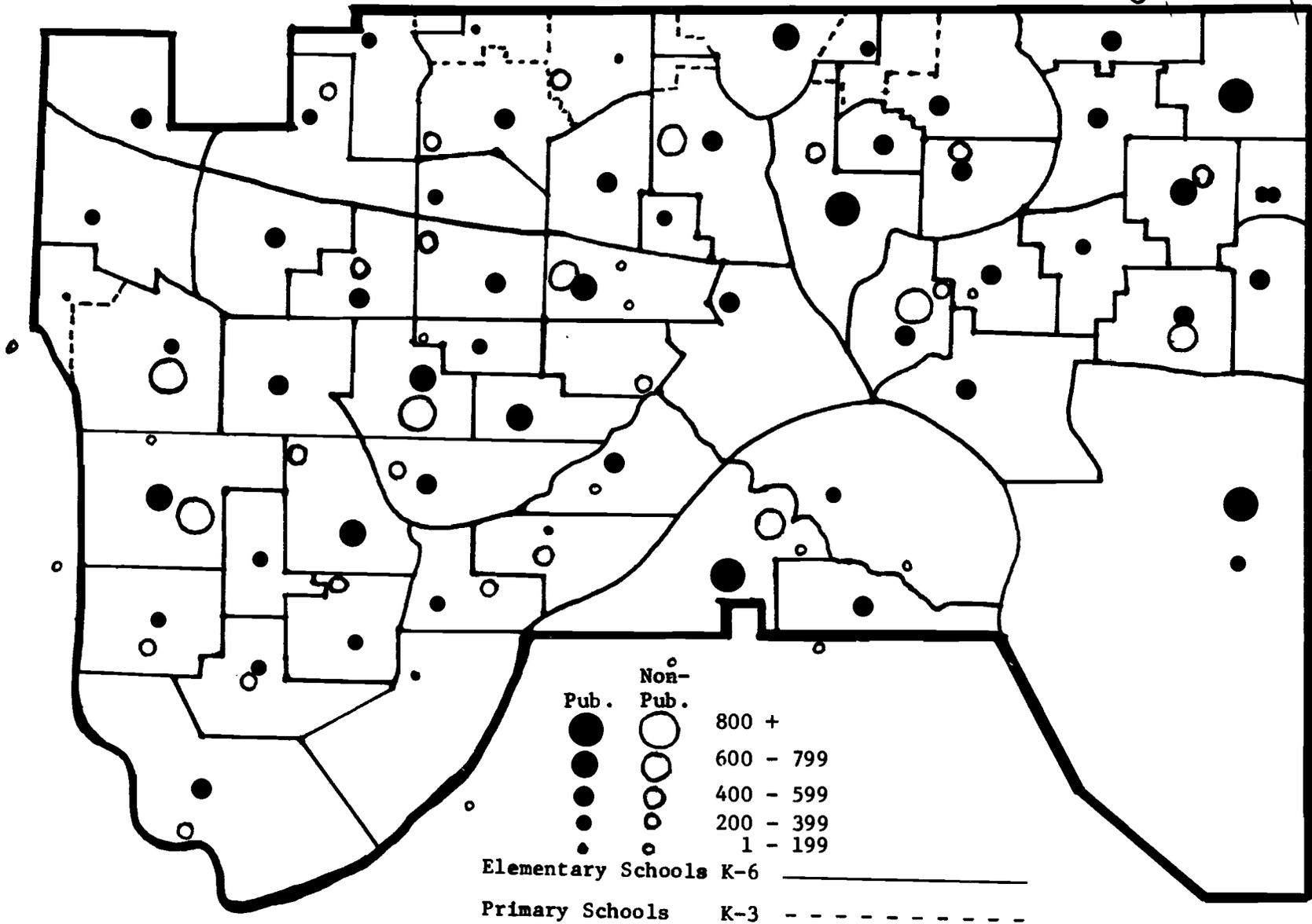
The 1980 enrollment projections in "Basis for Decision" anticipate the percentage of parochial school students would remain in 1980 about what it was in 1970. Even at this rate, assuming the continuation of low birth rate and out-migration, the non-public school enrollment will decrease by 3,371 in the next ten years. (See Table V). If, on the other hand, the trends observed in the past six years (30% decrease) continue for the next 9 years the non-public schools would decrease 6,183 (instead of 3,371) to 14,329, resulting in a net increase of public school enrollment of 2,812 to a total of 43,293. In the event the non-public schools experience a loss at the rate of the past six years or possibly even greater, the total number of students moving into public schools from non-public ones could dramatically affect the enrollment of public schools and their space requirements.

TABLE V

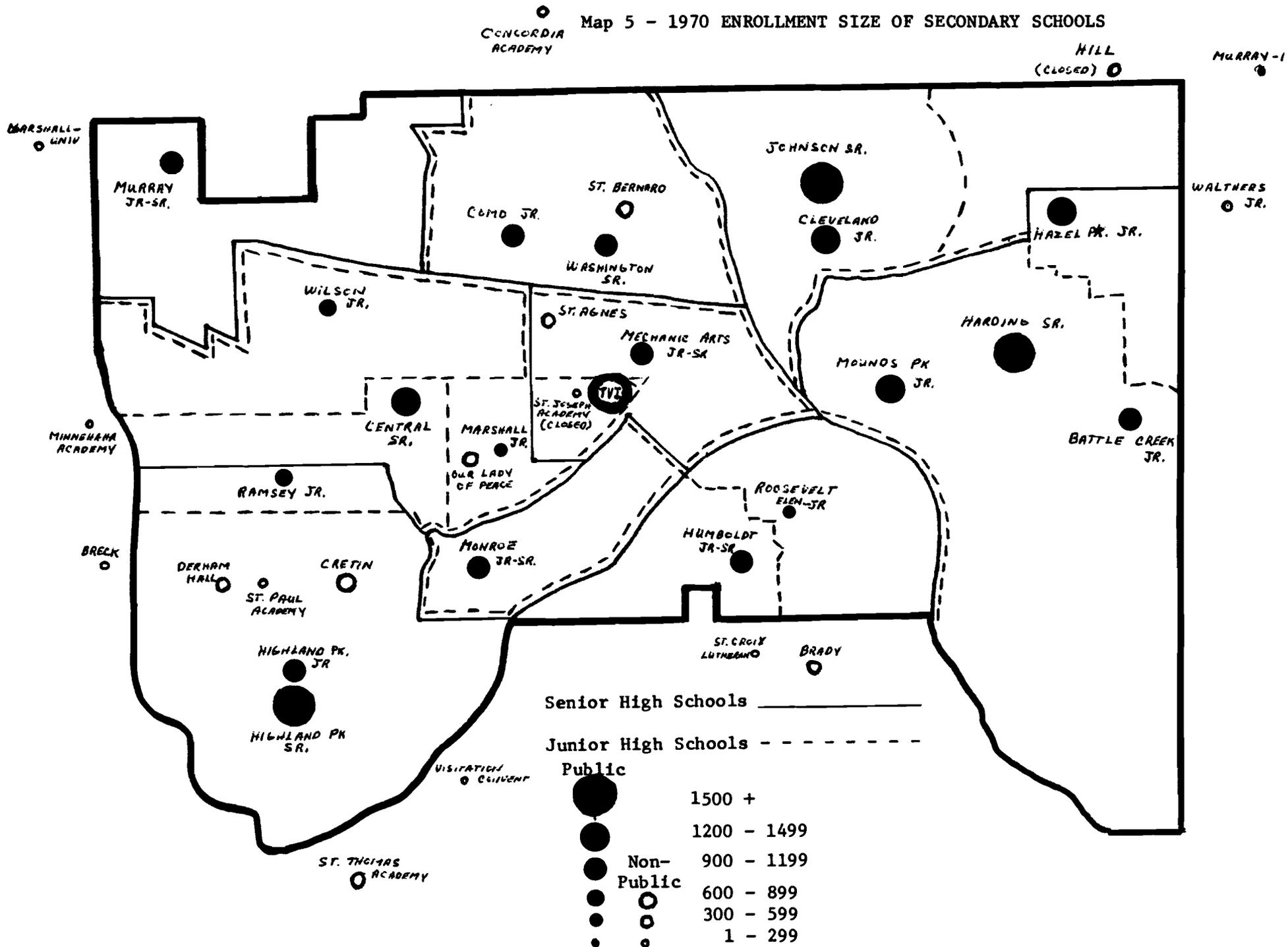
TOTAL 1980 SCHOOL ENROLLMENT PROJECTIONS BY GRADE LEVELS

	<u>Public Schools</u>			<u>Non-Public Schools</u>		
	<u>1970</u>	<u>1980</u>	<u>Difference 1970-1980</u>	<u>1970</u>	<u>1980</u>	<u>Difference 1970-1980</u>
K-6	26,592	23,365	-3,227	12,037	10,547	-1,490
7-9	10,709	7,783	-2,926	4,690	3,415	-1,275
10-12	10,805	9,333	-1,472	3,885	3,279	- 606
	48,106	40,481	-7,625	20,612	17,241	-3,371

Map 4 - 1970 ENROLLMENT SIZE OF ELEMENTARY SCHOOLS



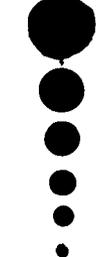
Map 5 - 1970 ENROLLMENT SIZE OF SECONDARY SCHOOLS



Senior High Schools _____

Junior High Schools - - - - -

Public



1500 +
1200 - 1499
900 - 1199
600 - 899
300 - 599
1 - 299

Non-Public

Projections of public school enrollments need to be clarified.

The two sets of enrollment projections developed to date both indicate a significant decrease in the total school enrollments for the next 10 years -- particularly in the elementary grades. The first, developed by the schools, estimates that by 1975 the enrollment in the elementary grades (K-6) will decrease 3,819, but that secondary enrollment (7-12) will increase 1,971. The second estimate for 1980 was prepared by the St. Paul Housing and Redevelopment Authority and is based on 1970 census data. This estimate suggests that in the next 10 years there will be a total loss of 10,996 students -- 7,625 in the public schools and 3,371 in the non-public schools -- assuming the non-public schools continue to enroll 30% of the total school enrollment. (See Table V.)

It is clear that the two sets of enrollment projections are not in agreement. The school office of research anticipates a decrease in enrollment in the next four years of 4%, while the projections in "Basis for Decision" anticipate a decrease of 16% in the next nine years. These differences might be explained by the assumptions made in developing the projections, but, needless to say, it is important that agreement be reached on what the future population is likely to be simply to know how much space will be needed as the School District begins to build.

As enrollment projections are developed . . . or possibly a series of them . . . it is important that they be prepared not only for the total city but also for sections or communities within it. Each of these has different characteristics -- the amount of new development, age of the population, differing rates of migration either into or out of them, and percentages of students enrolled in non-public schools. Each of the larger communities, for example, is at a different point on an aging cycle so that some portions of the city have a higher percentage of older families without children than others. To what extent, it might be asked, will areas with middle-age parents (Phalen-Hayden Hts.) begin to experience a decline in school-age children because of advancing age of the population comparable to similar areas (Macalester and Highland) a few years ago? The effects of this aging cycle have a significant effect on the enrollments within attendance areas and partly explain some of the present conditions where there is excess space in some schools while others are overcrowded. This type of information, which was partially developed in "Basis for Decision", would be of considerable assistance in determining the amount of space needed, the location of schools, and enrollment policies.

- B. The future educational program and the deficiencies of existing buildings are uncertain or unknown. Much of the basic data necessary to settle some uncertainties is missing.

Decisions about what is built, remodeled, or replaced require that the total program and physical needs, their costs and relative importance be known. Uncertainties about the condition and usefulness of existing buildings, the educational program--what it will be and its building requirements, plus the cost of both of these partly arise because much of the basic data necessary to determine these is missing. Without this information, it would appear difficult, at best, with limited funds to assign priorities and develop a balanced program that makes the greatest contribution to providing for an excellent educational program.

The types of needed but missing information include:

1. An assessment of the physical condition of each building together with an inventory or required improvements and the cost needed to bring these buildings up to code or physical standards.

Some information describing each building -- its spaces, general fire-resistancy, and enrollment -- has been gathered and included in the "Basis for Decision". However, additional information is needed on each building describing its physical deficiencies, the improvements required, and their cost. These should include structural and mechanical conditions including lighting, heating and air conditioning systems, roofs, and exterior walls.

Information on physical condition of buildings is necessary simply to know what improvements are required to maintain and continue to use buildings that will not be replaced for many years in the building program.

2. A set of educational program space standards for the current standard program and various levels up to the desired program are missing.

Educational program policies recently adopted by the School Board call for substantial change in the educational program, its organization, staffing and operation. These suggest changes in teaching techniques, increases in the adult-student ratio at the elementary level, more efficient use of personnel, changes in administrative decision-making procedures, vocational preparation programs, and expansion of educational services and programs to pre-school children and adults.

A modification of the basic school organization is proposed to begin this fall with the first "cluster" of elementary schools and development of 4 educational learning centers for the secondary schools. It would appear that these proposed changes in the educational program will have a major impact on school buildings . . . both new buildings and those which remain. The school architect has suggested that these changes will require space for learning centers and the re-composition of the interiors of almost all post-1910 buildings to open up and rearrange class spaces for large and small group instruction within them. This re-composition, he noted, will probably require additional new space as the pupil capacity of buildings would be decreased. Many questions translating this general program into specific requirements remain to be answered, including:

- a) What courses or learning experiences will be made available in the learning centers?
- b) Where will the educational centers be located -- within existing buildings, additions to existing buildings, or in space outside of schools?
- c) What are the space and equipment requirements for the proposed program?
- d) Do the program requirements and the types of facilities suggest that schools need to be of a certain scale; i.e., have some minimum enrollment--to provide for efficient use of various spaces and to offer a level of improved program beyond the current one?

Information on the space requirements of the current and proposed educational programs is essential in providing direction to the building program . . . to the citizens in the programs that can be offered and the buildings required . . . and to the architect in the size and arrangement of spaces within buildings.

The Bureau of Field Studies, in 1965, indicated that many buildings either lacked or had inadequate facilities for the then existing minimum educational program. In the elementary schools these included libraries or instructional materials centers, kitchens or cafeterias, and rooms for art, music, and special education. In some secondary schools, spaces and facilities were lacking or inadequate for health, industrial arts, home economics, speech, business education, and science. Additional or reduced space requirements resulting from changes in the educational program in 1965, such as the reduction in teacher-pupil ratios, need to be known simply to determine what spaces are needed for the current educational program. In addition to these, the specific space requirements for various proposed programs or levels of programs up to the desired one need to be known before a building program is started.

Without a clearly understood educational program . . . its space standards and building requirements . . . it is possible that new buildings will limit the program desired and be wasteful of resources to the extent it does not make the maximum contribution to improvements in the educational program.

3. Projections of operating and capital cost for the current program and various levels of proposed program up to a desired one are missing.

Information is incomplete or lacking on the anticipated cost of proposed programs. Some figures are presented in "Basis for Decision" for three alternative programs of new buildings. However, information is not presented on the cost of improvements required to upgrade and/or maintain existing buildings that will continue to be used for a long period of time, nor on the operating cost of current buildings or of proposed programs. This information is needed to assist in making choices between alternative program improvements and in setting priorities for a building program.

C. The way in which citizens can participate in the resolution of significant issues and contribute to the development of a building plan is one of the major uncertainties which needs to be resolved.

Building decisions clearly deal with issues of vital interest to citizens. These issues go beyond the cost of proposed buildings and include the educational program changes and improvements proposed for new buildings, the effect of buildings on existing socio-economic patterns, the site size and location of buildings, and the community use provided for in proposed buildings.

What are the present ways citizens participate in school planning and decision-making?

There are generally four ways in which citizens have voiced their interest and concern in school plans and proposals. These include:

1. School organizations -- There are numerous groups citizens have joined or formed whose primary focus is on the St. Paul schools. Some of these groups include: Parent-Teacher-Student Associations, St. Paul School Committee, Neighborhood School Committee, Coalition for Better Schools, Parents for Integrated Education, and Alternatives. Some of the many other groups expressing an interest from time to time in school plans and proposals include: St. Paul Association of Neighborhoods, Chamber of Commerce, Community Health and Welfare Planning Council, Trades and Labor Assembly, League of Women Voters, Model Cities, Neighborhood Development Improvement Project Area Committees, Urban Coalition, Urban League, and the Ramsey County Citizens Committee for Economic Opportunity. All of these groups or their committees plus many other organizations in varying degrees are one means citizens have used to obtain information on specific issues, become informed and respond to school proposals, or voice their concerns and initiate their own proposals for school buildings or changes to the educational program.

2. Public hearings, forums and meetings -- The School Board, in the past year, has held a number of forums to inform citizens and to obtain their reactions to major changes proposed for the educational program and alternative school building proposals. The "Introduction to Long-Range Educational and Building Plans" was presented to citizens in nine community forums over a two-month period last winter. A similar series of forums are currently under way to present "Basis for Decision". These meetings are publicized and held at various locations throughout the city.

3. School Board meetings -- Time is set aside during School Board meetings for citizens to voice their concerns, propose ideas, or to register their grievances.

4. School building planning committees -- The School Board, following past bond issues, has created a planning committee for particular schools. These committees were set up, for example, in planning for East Consolidated, Cherokee Heights, North End, and Battle Creek schools. The committees were largely composed of educators and residents who were members of groups in the communities directly affected. They met to discuss programs for the school, its proposed facilities and arrangement of spaces. The recommendations of these committees formed the basis for subsequent layouts of the buildings by architects.

The present method of involving citizens, from the beginning, in the review and comment on emerging building and program proposals needs to be strengthened. Some indications that the present system is not adequate include: A substantial increase in the number of petitions and presentations to the School Board which have substantially increased the length of its meetings, statements by various groups calling for citizen participation, and the formation of new groups that are asking for a more substantial role in participation in planning and decisions regarding the schools.

The Superintendent in his "Introduction" called for increased participation on the part of parents, residents, students and teachers. He has further expressed an interest and willingness to meet with citizens to discuss the schools but expressed some exasperation with the number of groups and demands.

The three major problems with the current method for citizen participation relate to when citizens are brought into discussions about school proposals, the opportunity for dialogue to occur in the resolution of major issues, and the number of groups and citizens that must be independently contacted and involved.

One of the difficulties with the system of citizen involvement that has been used in the past is that citizens are solicited for their views late in the planning process after many key decisions have already been made. For example, the creation of citizen planning committees to assist in the planning of schools takes place after key decisions have been made by the Board and the voters to construct them. Although there is evidence to suggest that this condition may be changing with the process of community forums--particularly those dealing with the "Introduction"--it should be noted that citizens were brought into the planning process for "Basis for Decision" only after proposals were well advanced by an inter-agency ad hoc planning committee.

A second major difficulty with the present process for citizen participation is that the opportunity for continuing dialogue is missing. The forums and contacts with organizations largely function to provide information and inform people about proposals and finally to solicit their response or reaction to these. Although there are substantial differences of opinion between people within the community over many key issues, there is no opportunity for them to participate in resolving them. Such participation would require a two-way communication and dialogue that would permit the citizens to initiate some ideas and for school planners to develop proposals which could then be reviewed by the citizens, sent back to the planners for re-working, and again presented.

Finally, the sizable number of organizations and individuals who must be independently contacted under the present process makes it extremely difficult, if not almost impossible, to achieve any kind of meaningful participation. The present process does not provide a forum or a place where individuals and groups interested in the schools can come together to receive information, hear the diverse views, and participate in the resolution of major issues.

The School Board and the administration, by their increased receptivity to citizens at Board meetings, the numerous contacts which they make with organizations and individuals, and through the forums, have begun to involve citizens during the past year to a far greater extent than in the past. Further improvement that will give citizens the opportunity, from the beginning, to review, comment, and participate in a dialogue on the emerging building and program proposals can contribute to the best possible decisions and improve the chances for a successful bond referendum.

- D. How assurance will be provided that decisions about school buildings will reflect consideration of plans by other agencies and make maximum use of public capital investments and land for community use is one of the major uncertainties affecting a building program.

The present planning process for schools is without a mechanism that will assure coordination of proposed school building plans with plans of other agencies and method by which issues relating to the joint use of school buildings can be raised and effectively resolved. As a result, it is possible for the plans of public agencies to be in conflict and to require a more costly investment than is otherwise necessary. Likewise, the opportunities for using public capital investments in schools and land within communities for increased service to residents are missed in the present process.

How are school building plans coordinated with the plans of other agencies?

Plans are largely developed by the staff of each agency -- usually operating on its own.

The City Planning Department is charged with developing a comprehensive plan, but it has no power to review or comment on proposed public improvements in terms of their consistency with the plan. Similarly, the Capital Improvement Budget Committee--a city organization made up of citizens and public officials to review and rate capital improvements--does not review proposed school capital programs.

The extent of coordination in the preparation of school plans with the plans of other agencies largely depends upon the voluntary contact between the staffs of these agencies. Both the degree and frequency of contact between these staffs and their desire for mutual-coordinated development has varied considerably in the past. Some examples of past planning where coordination occurred or was lacking are as follows:

Parks -- A few sites for recently developed schools were selected by the school planners on sites adjoining either existing or proposed parks. Coordinated development between parks and schools of adjoining sites has occurred at Cherokee Heights and the Riverview elementary schools. In contrast, the just completed East Consolidated and North End schools were located a block or two away from existing parks when there was an opportunity to join them together. In some cases where schools were located across the street from existing parks, the school and park planners have cooperated in seeking the closing of streets between Cherokee Heights, Riverview, and St. Anthony Park elementary schools and Washington senior high school. Although the schools expressed an interest regarding the site selection for county-developed ice arenas which will partly be used by school teams, none of these were located next to existing schools. Similarly, in the past, both schools and parks constructed and operated swimming pools. The most recent new pool, however, at Cherokee Heights, is a joint development between the Parks and Recreation Department and the Schools.

Urban renewal and neighborhood improvement -- The Housing and Redevelopment Authority, on numerous occasions in the past, has attempted to achieve considerable coordinated development between schools, parks, and public works agencies within renewal areas. Capital investments by local agencies in renewal projects not only are important to the success of renewal and rehabilitation plans but also contribute to the local share of the project cost. Public agencies planning to develop facilities within these areas are also encouraged to coordinate their planning because of the reduced cost of site acquisition that can be handled by the Housing and Redevelopment Authority, written down, and then purchased by the agency. One example of a joint school-park development was in the Mount Airy project. Over the past few years, the Housing and Redevelopment Authority has asked the schools on a number of occasions for their building plans within renewal areas. One of the major limitations of the Housing Authority, however, in coordinating the plans of various agencies is that their activity is limited to renewal and neighborhood development program areas -- at best, only one-fifth of the city.

Libraries -- Newer public libraries constructed in the past decade have all been located apart from schools and some distance away from them.

Health and welfare -- Most health and welfare facilities are developed apart from schools, with limited contact between the various agencies. It should be noted, however, that attempts were made at joint development in the East Consolidated and the Cherokee Heights schools. However, apart from a dental clinic, these were not successful.

What provisions exist for joint use of schools by agencies or residents of communities?

A limited number of joint-use agreements exist between the Parks Department and the schools in the use of schools and their fields as part of the park recreation program. The Parks and Recreation Department uses 30 schools for organized athletic programs conducted 3-5 nights a week. In addition, some of the secondary school fields are used during the summer by the Parks and Recreation Department in return for maintaining the school grounds.

The use of schools by social service agencies and community organizations is somewhat limited. Some of the secondary schools are used after school hours for adult education, while all schools are used for PTSA meetings. In addition, some community organizations, such as Boy Scouts, Campfire Girls, and Girl Scouts, use various elementary schools for their programs. Most schools were not designed or built with provisions for space that might be used by social service or health agencies during the day or with spaces that could be closed off from the remainder of the school for use by community organizations or for community programs in the evening. Some recent buildings reflect, however, possibilities for joint use in their design. A portion of Cherokee Heights elementary school, for example, may be closed off from activity areas as the gym and a general purpose room are located near the exterior of the building and can be separated from the rest of the school facilities. This greatly reduces the security problems in unused spaces and the additional cost of keeping maintenance personnel on duty plus providing heating and lighting throughout the entire school when only a small portion of it is in use during the evening hours. Other recent school buildings, however, do not reflect in their design and in the layout of spaces similar concern for community or agency use. For example, the gyms constructed at Battle Creek junior high and Frost Lake elementary schools are located in the center of the building so that much of the structure must be open when only the gym is being used.

What are the shortcomings of the present methods of coordination and planning capital facilities and achieving agreement on the joint use of schools?

Opportunities to save dollars, minimize land used for public facilities and provide additional services and programs to residents of communities are missed by the lack of any forum in which to raise issues about joint development and joint use, to develop criteria for planning and obtain agreement on the joint use of facilities. Although efforts have been made in the past to get agencies together to achieve coordinated development, most of these have been sporadic and directed only to specific projects. Similarly, although many have called for increased use of schools by residents of the community and by health and social service agencies serving local residents, few agreements have resulted. In addition, although the School Board and the administration have frequently indicated support for the idea of joint use and joint development, criteria

relating to the design of buildings that would assure the possibility for their use by residents and agencies serving the communities have not been developed. Likewise, there is no clear procedure adopted by the schools that would encourage both joint use and joint development or reduce the possible conflict between school plans and those of other agencies.

5. The present method of financing school buildings seriously limits the effort needed to continuously plan and rebuild St. Paul schools.

New school buildings are largely financed with bonds issued following voter approval in a referendum. Bond elections have been held on five occasions since 1950 -- in 1950, 1953, 1958, 1959 and 1968. A total of \$45,400,000 in bonds were issued during the 1950s with voter approval in three elections and the defeat of a bond issue in 1958. The most recent bond issue approved by voters was in 1968, when a \$10 million bond issue passed.

In addition to the funds available from voter-approved bond issues, the School District also has authority to issue an amount of bonds equal to $\frac{1}{2}$ of 1% of the assessed valuation for a capital outlay budget without voter approval. This amounts to approximately \$1.5 million per year. These bonds are used to purchase equipment, to make small additions to buildings, for the acquisition of portable classrooms, for some major rehabilitation, and to provide a contingency fund for new building projects.

What are the shortcomings in financing buildings with bonds that can be sold only after voter approval in a referendum?

Some of the many difficulties resulting from the present method of financing new school buildings include:

A. A backlog of projects that results in serious conditions developing before voter approval is sought.

Discussions preceding past bond issues indicate the School District has had substantial building needs well beyond the amount of bonds that could be issued within the debt limit or were requested. Overcrowding of buildings, their physical deterioration, or the inadequacy of their spaces for the educational program were already serious or shortly anticipated when the School Board went to the voters for approval of bonds. Similarly, a backlog of needs has developed today that "Basis for Decision" suggests could well be in excess of the approximately \$37 million in bonds that could be issued within the School District's debt limit.

B. Commitments appear to be made on some projects which may be inconsistent with adopted plans in order to achieve maximum support in a bond election.

The School Board, in selecting projects for a bond referendum, must, because of the system of financing, attempt to attain maximum voter support. As a result, it is important to include projects in all communities of the city so that voters can feel their community will benefit from their support. The 1965 Bureau of Field Studies report, for example—although it was not adopted as a plan by the School Board—assigned priorities to all of the major needs it identified. The first two groups contained 16 projects and an administration building estimated to cost approximately \$13 million. The School Board, however, after deciding to place a \$10 million bond program before the voters selected 7 projects --

Nos. 1, 3, 8, 13, and 14 from the list of 17 projects, plus an auditorium in Highland Senior High which was No. 57 on the Bureau of Field Studies priorities. The projects selected were well distributed throughout the city and included a school in each of five areas of the city.

C. Serious limitations on the incentives needed within the School District to plan and update plans result from the present method of financing.

The need to obtain maximum voter support in a bond referendum tends to discourage any continuous planning efforts within the School District. The delay in waiting for a backlog of projects to accumulate and the difficulties associated with having to distribute projects throughout the city, regardless of the conditions or their severity, appears to greatly limit the incentives that must be provided for planning. If plans developed cannot be implemented for a long period of time during which conditions change, and if projects that appear most important give way to others needed for voter support, one of the objectives of planning is frustrated so that some may conclude there is little point in doing it.

6. As the School Board does come to build, it should view the effect of building alternatives in terms of their contribution to an educational program which will meet the needs of students . . . one that will remedy some of the problems in the St. Paul schools.

In looking at building needs we discovered that we were inescapably required to look at the area of educational program both in terms of its building implications and its contribution to meeting educational problems in St. Paul. We found that much work is under way to develop new approaches to handling these problems and that some exciting ideas with considerable potential for meeting these problems have been proposed and adopted in the "Introduction to a Long-Range Building Plan".

What are some of the major educational problems?

A. Declining levels of achievement in basic skills.

A review of public school achievement testing in reading and mathematics, 1960-1970, was presented to the St. Paul Board of Education in October 1970 by the Superintendent of Schools. It showed a few St. Paul schools averaging above the national norms, several averaging at the national level, and many averaging below national norms. Achievement trends show a steady decline from 1960 to the present. Material describing the differences in student skill achievement by school, and the overall citywide condition, however, has not yet been published.

B. A disparity in course offerings.

There is a wide disparity in course offerings available to secondary students -- particularly to those living in areas served by the four combined junior-senior high schools (Mechanic Arts, Humboldt, Monroe, and Murray). The program available to these students is considerably less than what is offered in the four large senior high schools (Harding, Johnson, Highland and Central). For example, students at Humboldt can take only two years of Spanish and a year of French, in contrast with students at Johnson, Harding, Highland, and Central where three years are offered in Spanish, French and German. Similar differences in the range of course offerings and the numbers of levels within a course are apparent in four other fields that were surveyed -- science, business and

industrial arts (see Appendix Table E). All of these combined junior-senior high schools have small enrollments by comparison with the four largest senior highs.

C. A career-oriented vocational skill development program is not well developed for non-college-bound students.

In reviewing the responses to a 1969 questionnaire of the Minnesota Statewide College Testing Program given to St. Paul high school juniors, we discovered that more than half of the students indicated they did not plan to attend college. However, 29% of them indicated they planned on some type of post-high school vocational preparation, while 18% were not planning on any post-high school education, and 14% did not know what they wanted to do. Assuming that half of the 14% who did not have any plans do not attend college, then 54% of the St. Paul students might be viewed as non-college-bound.

Some skill-development courses exist in clerical skill areas, drafting, and in some on-the-job training. However, most students in this non-college-bound group take a general education program, including industrial arts (woodworking, metal, etc.) home economics, and other general course subjects such as English, math, science, speech, art, etc. The St. Paul School District operates an excellent post-high Technical-Vocational Institute for high school graduates. The program of the school, however, is not available to high school students while courses needed to introduce these students to various occupations and begin development of required skills are not available in much of the secondary school program. Students, for example, who have decided they would like to pursue an occupation in the manual arts cannot receive preparation for these while they are in secondary schools.

D. Many schools have a socio-racial-economic imbalance in their populations.

The October, 1970, student count of ethnic minorities in the St. Paul public schools shows one junior high (Marshall), one junior-senior high (Mechanic Arts), and five elementary schools that had more than 30% of their enrollments from minority group pupils. This was in excess of the 30% maximum provided for in guidelines adopted by the State Board of Education. Eighteen schools enrolled more than 17% of their pupils from low-income families.

The School District has recently submitted a plan for correcting economic and racial imbalance to the State Department of Education and to the City Human Rights Commission. This plan contemplates that, in addition to present policies of open enrollment, voluntary busing, a school closing (McKinley), and changes in attendance district boundaries, the District will achieve socio-economic balance by "clustering" elementary schools so that they have balanced populations and then transport students to newly developed "centers" in each cluster for part of their program. At the secondary level, "educational centers" would be developed, and students from throughout the city would similarly be transported from their "home" school to them for part of their program.

The ability of the proposal to achieve socio-economic balance by clustering elementary schools and mixing students by transporting them to centers for part of their program is largely undetermined. It has not been tried, but appears to offer numerous possibilities while yet posing some uncertainties. First efforts to implement this plan will be made this fall with the establishment of one elementary model cluster and two educational centers in the secondary schools. Numerous questions remain to be answered about whether this approach will sufficiently correct the present condition. Building proposals must be partially evaluated in terms of their contribution to correcting the existing imbalance.

DISCUSSION OF RECOMMENDATIONS

1. We recommend the St. Paul School Board instruct the staff to immediately survey and begin to use space available in St. Paul to meet short-term and some longer-range building requirements for schools.

Why should the School District seek out and use space available to meet some of its building requirements at this time?

A policy to move out and seek available space, we believe, has numerous advantages, at least for the short term, and could well provide some of the space needed in the future. The more immediate advantages of such a policy include:

A. It would encourage increased utilization of existing buildings -- There appear to be 2083 excess spaces available in permanent elementary schools and 1654 in secondary schools (1149 if TVI is excluded). If this space were used, all 33 older portables could be abandoned and most overcrowding observed in the schools could be eliminated. In addition, 24 of the newer portables with a capacity of 600 could be made available either to reduce class sizes, for other programs requiring space, or to close one or two of the older buildings with fire-safety deficiencies.

B. It would provide the School District with the opportunity to develop a flexible approach to its space-building requirements at the same time it is moving toward a more flexible educational program -- A flexibility to experiment with emerging teaching techniques, use of community resources, and different scheduling techniques is required and made possible by using space available within St. Paul. At the present time, there is considerable uncertainty about the direction of much of the educational program -- the teaching techniques, organization of the schools, and the time of the school year and the school day. Major space questions relating to these educational developments have not been determined. They should not be prematurely "locked in" to new buildings. Some of the educational changes already advanced or under discussion include:

- a) Alternative approaches to education -- free schools, open schools, and non-graded schools.
- b) Individualized instruction using team teaching, tutorial assistance, and materials such as teaching machines, television, computer-assisted instruction, tapes, workbooks, etc.
- c) Change to the organization of schools from K6-3-3 to K4-4-4 (middle school) or K-12.
- d) Use of the school plant year-round or for more of the school day -- extended school year/school day.
- e) Use of community resources for part of the educational program -- work-study programs, educational centers in cultural, industrial and governmental facilities.
- f) Use of school buildings by communities and social service agencies -- lighted school, joint use of schools.
- g) Expansion of the educational program to include pre-school and adults.

A substantial change is already occurring in a number of the above areas in the St. Paul schools. In particular, there is movement toward a more flexible program with some activities located in centers outside the school building.

C. The use of available facilities will give the School District the space flexibility needed now while it moves to make the basic educational program and building decisions that will determine future building requirements -- The availability and use of space in St. Paul may well enable the School District to quickly move out of buildings judged to be hazardous. We believe that the 19 older buildings with fire-safety deficiencies should not be extensively rebuilt but abandoned. Space appears available that would permit the closing of 12 of these schools if a decision is made that they should no longer continue to be used.

Before a major rebuilding program begins, however, major uncertainties about future space requirements must be resolved. Some of these are related to the space requirements of proposed educational programs, the condition and flexibility of existing buildings that will continue to be used for a period of time, while others relate to the future enrollment of the public schools.

Is there any precedent or problem in the leasing and use of available space?

We recognize that the law on school district leasing is not clear but is in the process of change as the limited concept of education in the school house is no longer used.

At times, leasing has been used to avoid bond referendum but neither we nor the School Board in its present leasing contemplate this. Indeed, we believe a substantial bond issue is needed and should be forthcoming after steps we recommend are completed.

This policy is consistent with the current practice of the School District which is moving programs into non-school facilities to bring students together in one location for a program offering a new approach to education and for concentrating resources for a superior special program. In the past year, the School District has leased space for the open school and a social sciences secondary center. Other special programs such as the behavioral learning center, the career study program, and the St. Paul Guidance and Occupational Center are located in either school or non-school buildings leased by the District.

Is the use of available space really cheaper--considering the cost of transportation?

The utilization of existing space within permanent school buildings to relieve overcrowding and/or provide space for additional programs would require an expansion of the existing transportation program. If all of the students were transported, the increase in the operating budget funded from property taxes would be approximately \$55,000 (assuming the average state transportation cost per pupil). Similarly, if available facilities were used to accommodate one half of the students in the 18 fire-safety deficient elementary schools, the increase would also be approximately \$55,000. Reductions in the maintenance cost of older portables that would no longer be needed for overcrowding or buildings that might be abandoned would substantially offset this increase in cost. The additional cost of leasing available facilities --at least for a limited period of time--would be less than the cost of new construction.

Expansion of the transportation program, it should be noted, is already contemplated to link students between their home schools and educational centers. The number of students who will be transported on a system-wide basis for this program is far in excess of the number that would be moved to utilize existing space or to space available in St. Paul.

2. We recommend the School Board initiate a joint planning arrangement with the Archdiocese and each of the parochial and other non-public schools in St. Paul to obtain an assessment of the future of these schools and of their spaces.

What purpose is served by a joint planning arrangement with the Archdiocese and the non-public schools?

A possible decline in non-public school enrollment is the single-most important factor which could increase the enrollment of St. Paul public schools in the future. The closing of some of these schools would have a dramatic effect on enrollment of some of the public schools -- even new schools which might be built.

At the present time, the school district lacks a reliable method of assessing the future of the non-public schools. Although it maintains contact with the Archdiocese, it is essentially unfamiliar with the situation faced by individual schools where decisions are made about their operation. Similarly, it lacks information about the quantity and condition of space in the non-public schools, space that in the event these schools close might well provide capacity to help resolve the public school facilities problems in the same manner as St. Thomas the Apostle is used to accommodate what would otherwise be a severely crowded condition at Nokomis elementary school.

A careful exploration of a number of issues that could greatly affect the future operation of non-public schools would be helpful, we believe, to both the public and the non-public schools. The parochial school system, based on our inquiry, is interested and appears to be willing to enter into a joint study program.

What issues should be explored in the joint planning effort?

The primary objective of a joint planning arrangement would be to determine what might be the future enrollment of the non-public schools. This will require an exploration of some common concerns between both systems including shared time and the possible closing of individual non-public schools. In conducting this study program, various alternative assumptions need to be tested including the possible effect on enrollments if the tax credit is constitutionally upheld or turned down, if the cost of operation of non-public schools levels out or continues at the rate of increase experienced in the past few years, if a shared time program is developed--its effect on non-public school enrollments and requirements for the public schools. In addition, the additional cost to the public schools both for operations and capital facilities needs to be determined for various numbers of non-public school students that would transfer to public schools given similar assumptions.

A secondary objective of the proposed joint planning effort would be to determine the amount and condition of spaces in non-public schools and an evaluation of whether they could be used in the event that the non-public schools should cease to operate.

3. We recommend the School Board take the initiative to develop an inter-agency organization that can be responsible for pulling together and coordinating all public improvements in the city. We further recommend that the Board submit its building and capital improvement plans to all community agencies to determine their interest in joint-use space. Until an inter-agency organization is functioning, we also recommend these plans be sent to all public agencies, requesting a response from them to determine their interest in joint-use space and the consistency of school plans with the plans of others.

Why is inter-agency coordination of public improvements needed?

Coordination of plans between agencies is needed to assure that these plans are not in conflict with one another and to increase the possibilities for joint development which can save dollars and conserve on the amount of land used for public purposes.

Coordination, at a minimum, can assure that the plans of various agencies do not conflict with one another resulting in costly changes that might later be needed. For example, it is important that the schools know where future roads or transit lines will be located as they plan the location of schools and where land uses are expected to change that could affect future enrollments.

The major opportunity presented by inter-agency coordination of plans relates to the opportunities this would provide for the joint development of facilities and the use of sites and buildings. Joint development of parks and schools, for example, can minimize the total land required and result in a substantial increase in the utilization of park and recreation space and of school athletic and multi-purpose facilities. Parks in a joint development would be used during the school day for recess or physical education classes, while the athletic facilities in the schools might be used in the evenings and on weekends for part of the park recreation program. The total capital cost of such developments might well be only half of what otherwise would be spent if each agency developed its own complete facility. Under the current practice, with each agency planning for its own facility, there is no method for achieving common city objectives such as efficient use of tax dollars and a high degree of utilization of public facilities.

What is the purpose of referring school plans to community agencies?

Many community health and social service agencies have a need for space to serve residents of particular communities. At the present time, these facilities are generally constructed apart from schools even when a major part of their program is for school children. Some examples of these include settlement houses, boys clubs, and health clinics.

Referral of proposed school building plans to community agencies should greatly assist in determining what the facility needs of these agencies might be, and their interest in using space either within the school or space that could be added to the school. Such referrals and responses hopefully would begin the exploration that could lead to joint-use agreement in the funding of capital facilities and their operation.

What methods can be used to achieve coordination?

There presently is no mechanism for coordinating public improvements. The City Planning Commission, which prepares a comprehensive city plan, does not have the power to review the plans of agencies, including the School Board, to determine their consistency with the city's long-range plan or with each other. Similarly, the city's Capital Improvements Budget Committee, which does attempt to coordinate and rate projects of agencies under the City Council, does not have jurisdiction over the capital improvement program of the Independent School District. A first step toward achieving coordination, we believe, would be for the School Board to submit its plans to other agencies requesting a response by these agencies in terms of three factors: That school plans are consistent with long-range land use plans and the plans of other agencies, that the school plans have been coordinated with the programs of other agencies, and finally that the joint use of proposed facilities has been investigated and either incorporated or rejected within the school plans. The submission of plans to others, requesting their response, is a first step but one which is still inadequate. We believe that it would be preferable for the School Board to take the initiative to develop an inter-agency organization that would be responsible for pulling together and coordinating all public improvements in the city. Such an organization might consist of the administrators of all of the agencies in the city or be expanded to include Board members and citizens. The current sources of funding for capital improvements and the School District's independence would make it difficult to use the present Capital Improvements Budget Committee as a vehicle for this coordination. Ways of achieving this inter-agency coordinating organization need to be explored. We believe that this would be greatly facilitated if the School Board would take the initiative in calling for the formation of such an organization.

What issues should be considered by the inter-agency organization?

Two major issues should be explored by the proposed inter-agency organization. These include:

- A. The location and size of sites for schools, parks, libraries, health, social service, and civic agencies.
- B. Joint use and/or joint development possibilities for public and semi-public facilities. This should include not only the use of schools by residents of the community, programs of public agencies such as parks and libraries, and those of semi-public agencies such as health and social services, but also the uses that might be made by schools of parks, cultural resources, and the facilities of health and social service agencies. The objective of this exploration of joint use and joint development should be the adoption of a policy on joint development and the conclusion of joint-use agreements.

4. We recommend the School Board enlarge the capability for continuous school planning through instruction of the existing staff or by providing additional staff. A consultant could further assist with this. Such a capability is needed to obtain missing information.

What kinds of information needed for a building program are missing?

Before decisions can be made about which buildings to remodel, replace, or renovate, or to assign priorities in a building program, it is necessary that information . . . which is presently missing . . . be provided in the following areas:

- A. An assessment and inventory of the physical condition of each building to arrive at the total rehabilitation requirements. This information is important to assist in determining which buildings might be candidates for replacement and the rehabilitation requirements of those buildings that, because of lack of funds or their recent construction, will continue to be used for a number of years. A part of this assessment of the existing physical plant should include an evaluation of the flexibility of buildings for conversion to serve other educational programs. For example, it would be helpful to know whether some existing secondary schools could be used for an elementary school program or a learning center.
- B. A set of educational space standards for the current standard educational program, the desired program, and the various levels between these. Once this set of standards has been developed, a further assessment of the educational space deficiencies of each existing building and the requirements for future buildings needs to be made.

The standards developed should indicate the amount of space needed per pupil for the various programs, and the particular facility or equipment requirements of them. The standards should also indicate whether various programs should be located in a permanent school building or might better be developed apart from the schools.

- C. Reliable population and enrollment projections for sections of the city are needed. Although two sets of enrollment projections have been developed, they appear to be in conflict with each other. Agreement is needed on some set of enrollment projections as they form a significant basis for determining future space requirements.

It is important that population and enrollment projections be developed not only for the entire city but also for sections of it. As projections . . . or a series of them . . . are developed, it is important that not only fertility and birth rates and migration be considered within each section of the city, but also the effect on enrollment of the aging cycle and the enrollment in non-public schools. The information gained from the recommended joint planning program with non-public schools should greatly assist in making the determination about this last factor.

- D. Capital and operating cost estimates for facilities and programs required for the current program, the desired program, and the levels between these are needed.

The only cost information presently available relates to the possible cost of new buildings in three alternatives presented in "Basis for Decision". Information on the cost of rehabilitating or maintaining existing buildings that will continue to be used, and on the operating costs of programs for which proposed buildings will be constructed, is missing.

Similarly, comparison between the capital and operating costs of buildings of varying scales of operation is lacking. Consequently, it is difficult to determine for a given program from a cost point of view whether there would be a significant dollar savings if buildings had 800, 1000, 1500, or 2000 students.

Complete cost information is necessary before it is possible to know what the total needs of proposed programs may be, or to establish priorities in a building program.

Who should gather the missing data and information?

Some of the missing data might well be gathered by the existing administrative staff -- particularly the assessment and inventory of the physical condition of existing buildings. It would appear, however, that the School District should develop the capability for continuous planning. Based on the quantity of missing information and the particular character of some of it, it appears that additional staff may be needed. A consultant might also assist in the process of developing this capability and the needed analysis.

5. We recommend the School Board create a Citizens Planning Committee, advisory to the Board, to provide an opportunity for citizens to participate in making proposals for future programs and buildings and the resolution of some major uncertainties in the development of a long-range building program.

Who should be invited to serve on the Citizens Advisory Planning Committee?

We suggest that the committee be composed of three types of members

- A. Volunteers -- Persons who express an interest and elect to serve.
- B. Representatives selected by existing community groups and school organizations. These should include but not be limited to:
 1. Groups from all areas of the city: Parent-Teacher-Student Associations, Neighborhood Development Improvement Project Area Committees, Model Cities, and the member groups of the St. Paul Association of Neighborhoods.
 2. Citywide organizations: League of Women Voters, Chamber of Commerce, Community Health and Welfare Planning Council, Trades and Labor Assembly, Neighborhood School Committee, Coalition for Better Schools, St. Paul School Committee, Ramsey County Citizens Committee for Economic Opportunity, Urban Coalition, Urban League, Parents for Integrated Education, and Alternatives.
- C. Members selected by the School Board to assure the representation of all areas of the city and diverse viewpoints.

How does the proposal differ from current efforts to involve citizens?

The present method of involving citizens largely consists of meeting them in various organizations to which they belong and inviting them to find out what the schools are proposing with an opportunity to react to these proposals in the community forums. Our proposal contemplates that citizens who are interested, representatives of the numerous organizations, and others appointed by

the Board would come together, either for a period of time or on a continuing basis, not only to inform themselves but also to participate in a dialogue whose focus would be on the resolution of substantial issues in the development of a long-range plan. The committee, we suggest, should be advisory to the Board -- the body that in the end must make the key policy decisions.

The committee, if it is to successfully operate, needs to be involved from the very beginning in the planning process. Citizens participating should not only have the opportunity to hear the educational problems and needs as they are viewed by educators but also be given the chance to express their view of these. The administrative staff has the responsibility of coming up with alternative educational program and building proposals that can then be presented to the committee, who in turn should have the opportunity to propose their own or alternatives to those suggested by the administration. This two-way process and the development of alternative programs is essential to assist in identification and clarification of major issues and in the dialogue needed for their resolution. We believe that the committees, if they are to be effective, must have access to needed information and should be provided with adequate staff assistance. Their meetings should be publicized and open to the public. Given the possible size of the committee and the desire to open up or make available maximum opportunities for citizen participation, we suggest that the committee consider organizing itself on the basis of regional task forces covering large areas of the city and task forces for special issues. We would contemplate that the regional task forces might be formed around either five general areas of the city with comparable population, school enrollments, and school building characteristics; or they might be formed around the proposed clusters of elementary schools.

How does our recommendation differ from other proposals for citizen participation?

Proposals have been made by individuals and groups for a variety of ways to achieve citizen participation. These range from Board identification of one of the existing organizations such as the Parent-Teacher-Student Association that would be designated the primary vehicle for citizen participation in school planning to the creation of a few community councils made up of people representing small areas or districts within the community. All of the proposals, including our own, agree that much necessary information needs to be made available to citizens and that staff assistance is needed to assist in the successful operation of these citizen committees. The only major differences between them relate to the process of selecting members and the territory or area within which they would operate. Under our proposal, the Citizens Planning Committee would initially be a citywide organization that might subsequently develop regional or special-issue task forces. The second model, which is built out of an existing organization, might initially be organized around existing schools or group of schools. If it was organized around each of the individual existing schools, there would be in excess of 75 groups. On the other hand, it might be possible to bring these groups together not only to reduce the number of contacts that would be needed but also to develop a larger forum in which the differences between existing schools might better be known and problems common to a number of schools identified. The only other major difference between our proposal and this first model is the membership of the organizations. We propose that the Citizens Planning Committee consist of volunteers and representatives selected by a wide variety of existing organizations plus appointees of the Board. The first model would build its membership

out of the existing membership of an organization by additions of citizens who are interested and would volunteer.

The second model of community councils differs with our proposal in that it would be organized around a number of regions whose members would represent all districts within the communities or regions. These persons could be elected by residents from within these small districts. We believe that our proposal, at this time, has a number of advantages over the other two models as it could be organized quickly -- something which is necessary if there is to be substantial citizen participation in the preparation of a building program which is badly needed. It would consist of members from all areas of the city and be representative of diverse views in its membership, something that would take substantial effort to develop in the first model. The second model, on the other hand, would require some time to develop before it could begin to operate as there are a number of questions that would have to be settled in creating such community councils.

What should the Citizens Advisory Planning Committee do?

We suggest that the committee provide an open forum for citizen input about desired programs and building, review of information and findings in the studies which we recommend, evaluation of proposed alternative plans, and then advise the School Board on some key issues. Some of the issues where citizen participation would be helpful include:

- A. Educational program -- What programs are needed or desired? How much is the community prepared to spend in providing desired programs?
- B. Length of the school year -- Should the School District move to an extended school year and/or school day?
- C. School organization -- Should the School District continue to use the K6-3-3 organization or some other one?
- D. Socio-economic balance -- What role should buildings have in achieving this?
- E. Scale of consolidation -- How large should schools be?
- F. Community use of school buildings -- What facilities should be provided in schools for use by the community and by non-school agencies serving the residents?
- G. Site size and location -- how much land should be acquired for schools? Should schools be located next to parks? Should schools be single or multi-story?

6. We recommend that the School Board, following completion of all of the above recommended steps, seek voter approval of a bond issue to make a substantial start on the plan it eventually develops and adopts.

How soon can the steps recommended for developing a building program be completed?

The various steps we recommend be taken before the School District seeks voter approval of a bond issue will probably require several months. We believe, however, that if action taken by the School Board soon to set up a joint planning program with the Archdiocese and each of the parochial and other non-public schools; to instruct existing staff, supplement the staff, or if necessary employ a consultant to obtain missing information, and to create a Citizens Planning Committee advisory to the Board, the needed information and resolution of major uncertainties could be completed in several months.

How big a "start" -- in dollars -- on a building program is recommended when these studies are completed?

It is difficult to determine, at this time, how many dollars will be needed for new buildings and improvements to existing buildings. However, the overall space and rebuilding needs of the St. Paul schools are substantial and will undoubtedly total many tens of millions of dollars.

7. We further recommend the 1973 Legislature -- to continue the building needed for the long-range plan -- grant the St. Paul School District authority, subject to periodic review, to issue an amount of bonds each year without the prior approval of voters. These bonds, however, should be subject to reverse voter referendum in the same manner as the operating tax levy.

Why should the Legislature grant the School District authority to issue bonds without voter approval?

The requirement for voter approval before bonds can be issued -- particularly in school districts that are already completely developed and faced with rebuilding -- appears to result in substantial deterioration to buildings, and numerous facilities that are no longer adequate for the educational program before a backlog of projects can be presented to the voters. School districts that are essentially rebuilding, if they have a long-range plan, can reasonably expect, not only to have to continuously rehabilitate their older buildings, but also replace structures that are obsolete. At the present time, St. Paul has 18 buildings that are from 60-90 years old. In the next twenty years, there will be an additional 36 buildings that will be 60-70 years old. Thirteen of these are larger, more expensive secondary schools. Although the age of the building is not the only factor that should be considered in determining whether it should continue to be used or replaced, it is reasonable to conclude that some of the 36 buildings will need to be replaced in the next 10-20 years, if the School District is to have the facilities that can meet the educational program requirements and avoid the kind of crisis which occurred during the 1950's. Schools in St. Paul, it should be noted, are the only unit of government which is required to seek voter approval for its major capital funds. The City, a few years ago, was granted authority by the State Legislature to issue bonds within limits without voter approval. Similarly, County improvement projects, such as the ice arenas, did not require voter approval. The capital

facility problems faced by the City are similar to those faced by the schools, and it is difficult to understand why schools should not have the same authority to raise capital funds for their rebuilding in the same manner as the City. In addition, it should be noted that the capital budget is relatively small by comparison with the operating budget, which does not require voter approval.

How is the bonding authority which we recommend different from the present authority the School District has to sell rehabilitation and maintenance bonds without voter approval?

Clearly, the School District has authority to levy one-half of one per cent of the assessed value of St. Paul for debt retirement on bonds for capital improvement purposes without voter approval. These funds are placed in a Capital Outlay Fund, and may only be used for capital purposes. A variety of projects has been built with the approximately \$1.5 million available each year from these bonds, including additions to elementary schools, portables, equipment for schools, rehabilitation, and in the contingency fund for new construction.

The bonding authority which we recommend would be in addition to what is currently available, to permit some new building and additional remodeling and rehabilitation to occur every year.

What amount of bonds for new school construction should the School District be able to issue each year without voter approval?

We were unable to determine what should be the amount of bonds available each year without voter approval for the purpose of new construction. We would suggest, however, that the School Board determine what this amount may be after it has information on the cost of space needed for the educational program, the cost of remodeling and rehabilitating existing schools that will continue to be used for a long period of time, and after it has adopted a long-range plan.

Why should the requested authority be subject to periodic review by the Legislature?

We suggest that the Legislature periodically review the authority it grants for bonds without voter approval to determine that the School District has a long-range plan and is building in accordance with it. In addition, a review is needed periodically to determine whether the limits placed on the amount of bonds that can be issued are adequate to meet the capital facility requirements.

WORK OF THE COMMITTEE

Background

This is the first Citizens League report on school buildings since 1962-63 and the first dealing exclusively with issues confined to the City of St. Paul.

The subject of school buildings was first explored by the League in two reports dealing with proposed building programs in Minneapolis schools in 1962 and 1963 -- "Recommendations on the Proposed Five-Year Minneapolis School Construction and Rehabilitation Program" and "Minneapolis School Building Needs". In the following eight years, both St. Paul (1968) and Minneapolis (1963) passed bond issues partly directed to the replacement of a few of their many old buildings and continued to study their building needs. These later studies, however, not only reflected concern with the school building needs but increasingly came to focus on many additional issues related to the educational program -- issues which arose because of considerable rethinking and change in education over the past eight years.

In 1970, it appeared St. Paul was prepared to embark on a major school building program. The Citizens League Board of Directors authorized formation of a research committee with the following assignment: *"Review the proposed school building and rehabilitation programs as they relate to the major problems facing St. Paul. Specifically, review the rehabilitation and building programs in light of (1) educational programs directed to special needs, (2) changing concepts of school organization, (3) enrollment trends and the future of the parochial schools, and (4) the condition of the buildings and the relative need for rehabilitation vs. reconstruction."*

Membership

A total of 16 members, who are exclusively St. Paul residents, actively participated in the work of the committee. These members included persons long active in the schools: a curriculum consultant engaged in planning for the schools, past and present members of organizations interested in the schools and the city, residents of almost all areas of the city and parents of children in both public and non-public schools.

The chairman was John W. Greerman. Staff assistance was provided by Clarence Shallbetter, Citizens League Research Associate, and Jean Bosch. In addition to the chairman, the following members served on the committee: John Baymiller, Russell C. Brown, J. G. Byrnes, Mrs. Leonard Druker, Mrs. Paul E. Francis, Mrs. Leon Goodrich, Wayne Jennings, Mrs. Daniel Magraw, Robert G. Oien, Roger Palmer, Mrs. William Sands, James Swadburg, Mrs. Alvin Weber, Richard Wilhoit, and Miss Vernie Wolfsberg.

Committee Activity

The committee held 42 meetings from October 27, 1970, to October 17, 1971. Most of the meetings were 2½-hour evening sessions. Many of them were held in various schools, while others were held in St. Paul public libraries and a meeting room in Olivet Congregational Church.

The committee initially concentrated its work on obtaining extensive background information on past school building studies and emerging proposals. During the course of its deliberations, it became apparent that the St. Paul Public Schools had

not adopted a building program but, with the arrival of the new Superintendent, were in the process of doing so. The first milestone was publication in March, 1971, of the Superintendent's "Introduction to Long-Range Educational and Building Plans", which was adopted by the School Board in June. This was followed by the work of an ad hoc inter-agency planning team in July-August, which produced the report "Basis for Decision" published in late September.

Among the resource people who met with the committee were:

St. Paul School Board Members:

Howard Guthmann
George Latimer

St. Paul School Administrators:

Dr. George Young, Superintendent
John Lackner, Deputy Superintendent
Kenneth Berg, Assistant Superintendent for Instruction
Jene T. Sigvertsen, School Consulting Architect
Charles Simmer, Director of Secondary Education
Edgar Williams, Director of Elementary Education
Harold Lehto, Director of Vocational and Adult Education
Raymond F. Browne, Associate Director of Financial Affairs
Louis Haak, Research Department
Jerome Hughes, Consultant
Ken Osvolt, previous Associate Director, City Center for Learning

Minnesota State Department of Education Administrators:

Robert Madson, Director of Operations, Division of Vocational/
Technical Education
Guy Tollerud, State Director of School Plant Planning

St. Paul City Department Administrators:

Noland Heiden, St. Paul Planning Director
William Patten, then Managerial Assistant, St. Paul Parks and
Recreation Department
Edward Helfeld, Executive Director, St. Paul Housing and
Redevelopment Authority

Archdiocesan Board of Education:

Jerome Julius, then Chairman of the Archdiocesan School Board
Robert Burke, Research Director, Archdiocesan School Board

Citizens active in organizations interested in schools:

Mrs. Ruth Benner, Chairman of the Education Committee of Model Cities
John Taylor, Chairman, Community Schools-Neighborhood Services Com-
mittee of the St. Paul Community Health & Welfare Planning Council
Clifford Johnson, previously with the staff of the St. Paul Urban
Coalition
John Richards, William Kamp, Stanley Antolak, John Bradshaw, and
Niles Rohr of the Neighborhood School Committee
Mrs. Nancy Mason and James Turner, Chairman and a member of
Alternatives

The committee received excellent cooperation and assistance from the staff personnel of various agencies -- with note particularly to the St. Paul Superintendent and his staff. The committee is deeply grateful for this assistance.

Committee members were regularly supplied with statements of the St. Paul School Board and administration plus numerous articles from local newspapers. Major source documents were either reproduced or excerpted for the committee including:

St. Paul Public School Physical Plant Needs,

Bureau of Field Studies and Surveys, September, 1965.

Introduction to Long-Range Educational and Building Plans,

Dr. George P. Young, Superintendent, March, 1970.

Superintendent's Report to the St. Paul Board of Education in

Regard to School Building Needs,

Donald W. Dunnan, Superintendent, January 21, 1969.

Basis for Decision,

St. Paul School District, September, 1971.

New Directions for Education in St. Paul,

St. Paul Citizens Advisory Council for the City Center for Learning,
August, 1968.

St. Paul: A Center for Learning,

Harvard Graduate School of Education, 1967.

St. Paul Schools and Community,

St. Paul Public Schools, May, 1970.

City-Wide Revitalization Program / Initial Concept,

City Planning Board, St. Paul, June, 1969.

Plan for Public Educational, Recreational and Cultural Facilities,

City Planning Board of St. Paul, November, 1960.

A New Educational Thrust - Recommended School Plant Program for Minneapolis,

School Facilities Study - Otto E. Domian, Cyril G. Sargent et al,
August, 1969.

Minneapolis Citizens School Facilities Committee Report,

Minneapolis Board of Education, February, 1971.

APPENDIX TABLE A

- (1) Maximum capacity based on 30:1 pupil-teacher ratio.
 - (2) Optimum capacity based on 25:1 pupil-teacher ratio.
 - (3) Intermediate capacity based on 27.5:1 pupil-teacher ratio.
 - (4) Enrollment from attendance areas. Does not include students transported into these schools from McKinley (closed 1967). McKinley students are included in the enrollment total for North-Northwest. The 263 students at Nokomis Annex are not included in the total enrollment for East-Southeast but are included in the enrollment totals for school district.
 - (5) Newer portables - built 1967-71.
- * The total excess space available in permanent elementary buildings is 1701 as the pupils at McKinley (382), which is closed, are using 382 of the 2083 total excess spaces.
- ** Total shortage of space in permanent elementary school buildings is 573 or the total pupil spaces over optimum capacity (2656) minus pupil spaces under optimum capacity (2083).
- *** Total spaces in newer portables in elementary schools is 1150. In addition, there are 500 spaces in older portables (pre-1967) for a total of 1650.

APPENDIX TABLE A

SUMMARY OF CAPACITY AND ENROLLMENT OF ELEMENTARY SCHOOLS IN FIVE SECTIONS OF ST. PAUL, 1970-71

<u>Sections and Communities of City</u>	<u>Permanent Building Capacity</u>			<u>Enrollment</u>	<u>Pupil Spaces Under Opt. Cap.</u>		<u>Pupil Spaces Over Opt. Cap.</u>		<u>Capacity of New Port- ables (5)</u>	
	<u># of Schools</u>	<u>Total Max. Cap.(1)</u>	<u>Total Opt. Cap.(2)</u>	<u>Total Inter- mediate Cap.(3)</u>	<u>1970-71 Enroll- ment (4)</u>	<u># of Schools</u>	<u>Total Pupils</u>	<u># of Schools</u>		<u>Total Pupils</u>
<i>East-Northeast</i> Phalen Park Hayden Heights	9	5910	4925	5418	5271	1	120	8	466	150
<i>East-Southeast</i> Dayton's Bluff Hazel Park Battle Creek	10	5220	4340	4781	4707 (+ 263 Nokomis Annex)	2	287	7	654	375
<i>North-Northwest</i> St. Anthony Park Midway Como North End - Rice St. Dale Mount Airy	14	6240	5200	5717	5114	9	693	5	607	225
<i>West-Central</i> Summit-University Thomas Linwood Macalester Hamline	11	5850	4875	5364	5339	2	174	8	638	275
<i>West-Southwest-South</i> Highland Park West 7th Street West Side Riverview-Concord	131	6960	5845	6406	5327	9	809	4	291	125
TOTALS	57	30,180	25,185	27,686	26,021	23	2083 *	32	2656 **	1150 ***
<i>SPECIAL SCHOOLS</i>	4	975	810	892	474	4	336	0	0	0

APPENDIX TABLE B

Section of City and Schools	Permanent Buildings			(4) Enrollment Sept. 1970	Pupil Spaces Under Opt. Cap.	Pupil Spaces Over Capacity		(5) New Port- ables	(6) Old Port- ables
	Total Max. Cap. 30:1 (1)	Opt. Cap. 25:1 (2)	Inter- mediate Cap. 27.5:1 (3)			Opt.	Inter- mediate		
<i>North-Northwest</i>									
Arlington	210	175	193	162	13				
*Baker	360	300	330	223	77				
Chelsea Heights	540	450	495	289 - 32T	161				
Como Park	630	525	578	476 - 34T	49			25	
Franklin	720	600	660	479	121			25	175
*Gorman	390	325	358	475		150	117	50	
Jackson	780	650	710	666		16		50	
*McClellan	240	200	220	222		22	2		
McKinley (closed)				382		382	382		
North End	630	525	578	478	47				
St. Anthony Park	600	500	550	457 - 51T	43			50	
*Tilden	480	400	440	287 - 11T	113				
Victoria	300	250	275	181 - 14T	69				
*Whittier	360	300	330	337		37	7	25	
Totals	6240	5200	5717	5114	693	607	508	225	175
<i>West-Central</i>									
*Desnoyer Park				59		59	59		75
*Drew	450	375	412	455		80	43	25	25
*Galtier	480	400	440	446 - 38T		46	6	25	
*Gordon	450	375	413	547		172	134	100	
Groveland Park	780	650	715	722 - 24T		72	7	25	
*Hancock	690	575	633	589 - 8T		14			
*Hill	600	500	550	620		120	70	100	
Linwood Park	540	450	495	479 - 38T		29			
*Longfellow	570	475	523	377	98				
Maxfield	510	425	468	349	76				
Webster	780	650	715	696		46			50
Totals	5850	4875	5364	5339	174	638	319	275	150

APPENDIX TABLE B

SCHOOLS THAT HAVE EXCESS SPACE OR ARE CROWDED IN FIVE SECTIONS OF THE CITY, 1970-71

<u>Section of City and Schools</u>	<u>Permanent Buildings</u>			<u>(4) Enrollment Sept. 1970</u>	<u>Pupil Spaces Under Opt. Cap.</u>	<u>Pupil Spaces Over Capacity</u>		<u>(5) New Port- ables</u>	<u>(6) Old Port- ables</u>
	<u>Total Max. Cap. 30:1 (1)</u>	<u>Opt. Cap. 25:1 (2)</u>	<u>Inter- mediate Cap. 27.5:1 (3)</u>			<u>Opt.</u>	<u>Inter- mediate</u>		
<u>East-Northeast</u>									
East Consolidated	1440	1200	1320	1080	120				
Farnsworth	480	400	440	449 - 16T		49	9		
Frost Lake	660	550	605	558 - 23T		8			
*Harrison	480	400	440	556		156	116	100	
Hayden Heights	840	700	770	817		117	47		
Mississippi	780	650	715	689		39		50	50
*Phalen Park	480	400	440	435		35			
Prosperity Heights	480	400	440	441		41	1		
Wheelock Primary	270	225	248	246		21			
Totals	5910	4925	5418	5271	120	466	173	150	50
<u>East-Southeast</u>									
Ames	690	575	633	623		48			
Battle Creek, Battle Creek Annex (Taylor)	1020	840	930	1081		241	151	250	
Deane	270	225	248	281		56	33	50	
Eastern Heights	780	650	715	460	190				50
*Mounds Park	540	450	495	532		82	37		
Nokomis	360	300	330	203	97				
Nokomis Annex (St. Thomas Apostle)				263					
Sheridan	540	450	495	464 - 15T		14		25	
*Sibley	450	375	412	504		129	92	25	25
*Van Buren	570	475	523	559		84	36	25	
Totals	5220	4340	4781	4970	287	654	349	375	75

APPENDIX TABLE B

Section of City and Schools	Permanent Buildings			(4) Enrollment Sept. 1970	Pupil Spaces Under Opt. Cap.	Pupil Spaces		(5) New Port- ables	(6) Old Port- ables
	Total Max. Cap. 30:1 (1)	Opt. Cap. 25:1 (2)	Inter- mediate Cap. 27.5:1 (3)			Over	Capacity Inter- mediate		
<u>Southwest-South</u>									
Adams	450	420	435	395	25				
*Davis	240	200	220	163	37				
Edgecumbe	210	175	193	228 - 6T		53	35	50	
Highland	510	425	468	276 - 17T	149				
Homecroft	570	475	523	569 - 25T		94	46	50	
Jefferson	960	800	880	565	235				
Mann	450	375	413	314 - 16T	61				
Mattocks	660	550	605	388 - 14T	162				
Randolph Heights	630	525	578	630		105	52		
Riverside	240	200	220	104	96				

Cherokee Heights	990	825	908	813	12				
Riverview	540	450	495	489		39		25	
Roosevelt	510	425	468	393	32				
Totals	6960	5845	6406	5327	809	291	133	125	
<u>Special Education Schools</u>									
Crowley	300	250	275	192	58				
Hammond	300	225	262	136	89				
Hartzell	240	200	220	37	163				
Lindsay	135	135	135	109	26				50
Totals	975	810	892	474	336				50

* Indicates schools with life-safety deficiencies. All or portions of these ordinary wood construction buildings were built before 1911.

(1) Maximum capacity based on 30:1 pupil-teacher ratio.

(2) Optimum capacity based on 25:1 pupil-teacher ratio.

(3) Intermediate capacity based on 27.5:1 pupil-teacher ratio.

(4) Enrollment from attendance areas. Does not include students (T) transported into these schools from McKinley (closed 1967).

(5) New Portables - built 1967-71.

(6) Old Portables - built before 1967.

APPENDIX TABLE D

1964 AND 1970 NON-PUBLIC SCHOOL ENROLLMENT IN SECTIONS OF ST. PAUL

<u>Section of City and Schools</u>	<u>Denomination</u>	<u>Grades</u>	<u>1964 Enrollment</u>	<u>1970 Enrollment</u>	<u>Difference</u>	<u>% of Change</u>
<i>East-Northeast</i>						
<u>Elementary:</u>						
St. Patrick	C	1-8	646	436	-210	
St. Casimir	C	1-8	594	476	-118	
Sub-total			1240	912	-328	-26%
<i>East-Southeast</i>						
<u>Elementary:</u>						
Sacred Heart	C	K-8	1046	(Consolidated		
St. John	C	1-8	312	{ 919	-439	
Blessed Sacrament	C	1-8	704	505	-199	
St. Pascal Babylon	C	1-8	1151	728	-423	
St. Thomas Apostle	C	1-8	(370) 366	Closed	-366	
St. John	L	K-8	161	*(171) 160 est.	- 1	
Beth. Div. & E. Hts. Div.	L	K-8	190	*(210) 200 est.	+ 10	
Our Saviour	L	K-8	114	Closed	-114	
Sub-total			4044	2512	-1532	-38%
<i>Adjacent Suburban Non-Public Schools enrolling St. Paul resident students:</i>						
<i>Maplewood</i>						
<u>Elementary:</u>						
St. Jerome	C	1-8	(449) 19	(232) 9 est.	- 10	
Presentation	C	1-8	(1107) 680	(643) 395 est.	-285	
Gethsemane	L	K-9	96	(214) 90 est.	- 6	
Cross	L	K-6	12	Closed	- 12	
Capitol City Elem.	O	1-8	11	* (45) 12 est.	+ 1	
Sub-total			818	506	-312	-38%
<u>Secondary:</u>						
Archbishop Murray	C	9-12	(901) 480	(671) 358 est.	-122	
Hill	C	9-12	(1172) 678	(723) 418 est.	-260	
Walthers Jr. High	L	7-9	148	(170) 120 est.	- 28	
Total			1306	896	-410	-31%
TOTALS:						
<u>Elementary K-8:</u>						
Catholic			5518	3468	-2050	
Lutheran			573	450	-123	
Other			11	12	+ 1	
Totals			6102	3930	-2172	-35%
<u>Secondary 9-12:</u>						
Catholic			1158	776	-382	
Lutheran			148	120	- 28	
Totals			1306	896	-410	-31%

* () 1968-69 enrollments.

() Total enrollment - St. Paul residents plus others outside the city.

P.D. Project Discovery.

1964 and 1970 NON-PUBLIC SCHOOL ENROLLMENT IN SECTIONS OF ST. PAUL

<u>Section of City and Schools</u>	<u>Denomi- nation</u>	<u>Grades</u>	<u>1964 Enrollment</u>	<u>1970 Enrollment</u>	<u>Difference</u>	<u>% of Change</u>
<i>North-Northwest</i>						
<u>Elementary:</u>						
St. Bernard	C	1-8	(1075) 1054	735	-319	
St. Agnes	C	K-8	880	707	-173	
St. Adalbert	C	1-8	210	178	- 32	
St. Vincent	C	1-8	207	(P.D. 113 est.)	- 94	
Maternity of Mary	C	1-8	667	414	-253	
St. Andrew	C	2-8	529	397	-132	
Holy Childhood	C	1-8	(467) 407	313	- 94	
St. Cecilia	C	1-8	(141) 100	closed	-100	
Sub-total			4054	2857	-1197	-29%
<u>Secondary:</u>						
St. Agnes	C	9-12	558	595	+ 37	
St. Bernard	C	9-12	(773) 749	(647) 628	-121	
Sub-total			1307	1223	- 84	- 7%
<i>Adjacent city and suburban non-public schools enrolling St. Paul resident students:</i>						
<u>Elementary:</u>						
<i>Roseville:</i>						
Corpus Christi	C	2-8	46	(220) 30 est.	- 16	
<i>Minneapolis:</i>						
U. of M. Elem.	O	K-8	92	closed	- 92	
Sub-total			138	30	-108	-78%
<u>Secondary:</u>						
<i>Roseville:</i>						
Concordia Academy & St. Paul Luth. High L		9-12	78	(180) 110	+ 32	
<i>Minneapolis:</i>						
U. of M. H.S.	O	7-12	99	closed-part of Marshall 19	- 80	
Sub-total			177	119	- 48	-27%
TOTALS:						
<u>Elementary K-8:</u>						
Catholic			4100	2887	-1213	
Others			92	0	- 92	
Totals			4192	2887	-1305	-31%
<u>Secondary 9-12:</u>						
Catholic			1307	1223	- 84	
Lutheran			78	110	+ 32	
Others			99	19	- 80	
Totals			1484	1352	- 132	- 9%

1964 AND 1970 NON-PUBLIC SCHOOL ENROLLMENT IN SECTIONS OF ST. PAUL

<u>Section of City and Schools</u>	<u>Denomination</u>	<u>Grades</u>	<u>1964 Enrollment</u>	<u>1970 Enrollment</u>	<u>Difference</u>	<u>% of Change</u>
<i>West-Central</i>						
<u>Elementary:</u>						
Cathedral	C	K-8	381	P.D. 213 est.	-168	
St. Peter Claver	C	1-8	226	P.D. 126 est.	-100	
St. Luke	C	1-8	1377	1011	-366	
Summit	O	1-8	91	*(288) 234 est.	+ 22	
St. Paul Academy	O	1-8	121	closed		
Immaculate Heart of Mary	C	1-8	605	531	- 74	
Christ Child (Spec. Ed.)	C	K-8	112	130	+ 18	
St. Mark	C	K-8	1533	1101	-432	
St. Columba	C	1-8	891	613	-278	
Central Lutheran	L	1-8	404	*(483) 400 est.	- 4	
Sub-total			5741	4359	-1382	-24%
<u>Secondary:</u>						
Our Lady of Peace	C	9-12	(907) 778	(672) 576	-202	
St. Joseph's Academy	C	9-12	530	261	-269	
Summit	O	9-12	60	consolidated	- 60	
Sub-total			1368	837	-531	-39%
<i>Adjacent city non-public schools enrolling St. Paul resident students:</i>						
<u>Elementary:</u>						
Minneapolis Breck	O	K-8	64	(273) 60 est.	- 4	
Sub-total			64	60	- 4	- 6%
<u>Secondary:</u>						
Minneapolis Breck	O	9-12	32	(227) 30 est.	- 2	
Minneapolis-Minnehaha Academy	L	9-12	90	(652) 85 est.	- 5	
Sub-total			122	115	- 7	- 6%
TOTALS:						
<u>Elementary K-8:</u>						
Catholic			5125	3725	-1400	
Lutheran			404	400	- 4	
Other			276	294	+ 18	
Totals			5805	4419	-1386	-24%
<u>Secondary 9-12:</u>						
Catholic			1308	837	- 471	
Lutheran			90	85	- 5	
Other			92	30	- 62	
Totals			1490	952	- 538	-36%

1964 AND 1970 NON-PUBLIC SCHOOL ENROLLMENT IN SECTIONS OF ST. PAUL

<u>Section of City and Schools</u>	<u>Denomination</u>	<u>Grades</u>	<u>1964 Enrollment</u>	<u>1970 Enrollment</u>	<u>Difference</u>	<u>% of Change</u>
<i>Southwest-South</i>						
<u>Elementary:</u>						
Nativity	C	1-8	1202	1028	-174	
St. Leo	C	K-8	433	312	-121	
Holy Spirit	C	1-8	720	565	-155	
St. Gregory the Great	C	1-8	197	207	+ 10	
St. Therese	C	K-8	534	237	-297	
St. James	C	1-8	378	255	-123	
St. Francis	C	1-8	490	432	- 58	
St. Stanislaus	C	1-8	262	P.D. 147 est.	-115	
Assumption	C	1-8	123	closed	-123	
St. Mary	C	1-8	228	closed	-228	
St. Matthew	C	1-8	(904) 803	(694) 616	-187	
Our Lady of Guadalupe	C	3-8	111	P.D. 63	- 48	
Emmanuel	L	K-8	115	*(158) 105	- 10	
Sub-total			5596	3967	-1629	-29%
<u>Secondary:</u>						
Cretin	C	9-12	(1250) 924	(1079) 760	-164	
Derham Hall	C	9-12	(347) 306	(500) 440	+134	
St. Paul Academy	O	9-12	101	*(332) 180 est.	+ 79	
Sub-total			1331	1380	+ 49	+ 4%
<i>Adjacent suburban non-public schools enrolling St. Paul resident students:</i>						
<u>Elementary:</u>						
<i>West St. Paul:</i>						
St. Joseph	C	1-8	30	(585) 25 est.	- 5	
St. Michael	C	1-8	(540) 142	(404) 106	- 36	
<i>Mendota Heights:</i>						
Visitation Con.	C	1-8	102	(157) 90 est.	- 12	
Sub-total			274	221	- 53	-19%
<u>Secondary:</u>						
<i>West St. Paul:</i>						
Archbishop Brady	C	9-12	(310) 106	(948) 323	+217	
St. Croix	L	9-12	64	*(171) 65	+ 1	
<i>Mendota Heights:</i>						
St. Thomas	C	9-12	(561) 362	(532) 343	- 19	
Visitation	C	9-12	(129) 81	(157) 99	+ 18	
Sub-total			613	830	+217	+35%
TOTALS:						
<u>Elementary K-8:</u>						
Catholic			5755	4083	-1672	
Lutheran			115	105	- 10	
Totals			5870	4188	-1682	-29%
<u>Secondary 9-12:</u>						
Catholic			1779	1965	+ 186	
Lutheran			64	65	+ 1	
Other			101	180	+ 79	

Table 4 - Business and Commercial Courses

	<u>Johnson</u>	<u>Harding</u>	<u>High-land</u>	<u>Central</u>	<u>Wash-ington</u>	<u>Hum-boldt</u>	<u>Mech. Arts</u>	<u>Monroe</u>	<u>Murray</u>
Enrollment Grades 10-12	2177	2127	1651	1298	968	669	601	593	590
Bookkeeping	4					2			
Bookkeeping 1		3	3	2	2		1	2	1
Bookkeeping 2			1	1(1&2)			1(1&2)	1	
Shorthand 1	3	3	2	2	2	1	1	2	1
Shorthand 2	2	1	1	1	1	1	1	1	
Notehand		1	1	1					
Typing	8	9	6	6	4	6	7	6	5
Intensive Type		1							
Personal Type	1		4	1	1				
Typing Sp.							1		
Cler. Prac.	2		1			1	2	1	
Cler. Prac. 1		4			2				
Cler. Prac. 2		1		2					
Cler. Prac. G				1					
Sec. Prac.	1	1	1	1		1			
Sec.Pr.-Cler. P.									1
Basic Bus.									1
Basic Bus. Adv.							1		
Bus. Law	1		2	2	1	2		1	
Occ. Rel.				2					
Occ. Rel.-Office				1			1	1	
Office-OJT		3		2			2	2	
Sales	4								1
Salesmanship		2		1					
Occ. Rel.-Sales	2			1			1	1	
Occ. - Sales									1
Sales - OJT		3		2	2		2	2	2
Occ. Survey		3					1		
Data Proc.		2	1	1					
Pers.Record Keep	1								
Personal Fin.		1							
Consumer Econ.				1			1		
Total Sections	29	38	23	31	15	14	23	20	13

APPENDIX TABLE C

CAPACITY AND ENROLLMENT OF SECONDARY SCHOOLS IN ST. PAUL 1970-71

<u>School</u>	<u>Total Max. Cap. 27.3:1</u>	<u>Total Opt. Cap. 25.1:1</u>	<u>Enroll- ment Sept. 1970</u>	<u>Pupil Spaces Under Opt. Cap.</u>	<u>Pupil Spaces Over Opt. Cap.</u>	<u>New Port- ables</u>	<u>Old Port- ables</u>
<i>Grades 7-9</i>							
Battle Creek	1107	1033		1033			
Cleveland	1188	1109	1396		287		
Como Park	1053	983	966	17			
Hazel Park	1107	1033	1552		519	375	
Highland Park	1093	1003	1149		146		
Marshall	702	655	414	241			75
Mounds Park	918	857	1445		588	275	75
Ramsey	756	705	715		10		
Roosevelt	486	454	325	129		25	50
Wilson	891	831	712	119			
	<u>9301</u>	<u>8663</u>	<u>8674</u>	<u>1539</u>	<u>1550</u>	<u>675</u>	<u>200</u>
<i>Grades 7-12</i>							
Humboldt	945	882	1068		186		50
Mechanic Arts	1269	1184	1166	18			
Monroe	1093	1003	1132		129		
Murray	1053	983	1074		91		
	<u>4360</u>	<u>4052</u>	<u>4440</u>	<u>18</u>	<u>406</u>	<u>0</u>	<u>50</u>
<i>Grades 10-12</i>							
Central	1809	1688	1257	431			
Harding	1593	1487	2115		628		
Highland	1566	1461	1651		190		
Johnson	1728	1613	2174		561		
Washington	1252	1164	970	194			75
	<u>7948</u>	<u>7413</u>	<u>8167</u>	<u>625</u>	<u>1379</u>	<u>0</u>	<u>75</u>
		<i>Class 25:1 Lab 15:1</i>					
<i>TVI</i>	3699	2395	1890	505			
TOTALS (including TVI)	25,308	22,523	23,171	2687*	3335**	675	325

* Total excess space available in permanent buildings after Battle Creek opens will be 1654 (2687-1033) if the space (505) in TVI is used or 1149 (1654-505) without it.

** Total space shortage in permanent buildings after Battle Creek opens will be 2302 (3335-1033) minus 1654 excess spaces for a total of 648 or 1153 if the excess space at TVI (505) is not used.

Table 5 - Industrial Arts Courses

Enrollment Grades 10-12	Johnson	Harding	High- land	Central	Wash- ington	Hum- boldt	Mech. Arts	Monroe	Murray
2177	2127	1651	1298	968	669	601	593	590	
Woodshop 1	5	4	3	5	3		2	3	
1-2									2
1-2-3						3			
2	1	2	1		2		1		
2-3				1				1	
3	1		1	1	1				
Woodshop Sp.							1		
Metalshop 1	1	4	3	3	3		1	1	
1-2									2
1-2-3						3			
2		3	1	1			1		
2-3	1				2			1	
3			1	1					
Mach. Metal	3								
Bench Metal	4								
Basic Elec.	2								
Elec. 1	3	2		2			1	2	
1-2				1					
2	2	1							
2-3								1	
Basic Radio							2		
Power	2								
Drafting 1		6	3		4		1	2	
1-2-3						3			2
2		1					1		
2-3			1		1				
3							1		
Tech. Draw. 1				4					
2-3				1					
Graphic Arts 1	1								
2	1								
Arch. Dft.	4			1				2	
Mech. Dft.	4								
Occ. Survey		2							
Occ. Rel.						1	1		
Misc. Trades									1
Misc. Trades-OJT (On-the-job training)		3					2	2	
Wage Earner OJT		3							
Aviation						1			
Total Sections	35	31	14	21	16	11	15	16	6

Table 3 - Science Courses

	<u>Johnson</u>	<u>Harding</u>	<u>High-land</u>	<u>Central</u>	<u>Wash-ington</u>	<u>Hum-boldt</u>	<u>Mech. Arts</u>	<u>Monroe</u>	<u>Murray</u>
Enrollment									
Grades 10-12	2177	2127	1651	1298	968	669	601	593	590

Biology		2	10	6	10	4	3	3	3
Biology A	3			2	1			1	1
Biology G	2	3	4	2					
Biology R	9	9(3LG.G)							
Field Bio.			2						
Ecology			3						

Chemistry			6	5	1	1	1	2	4
Chemistry A	4	2	3	1	1		1	1	1
Chemistry R	6	9(LG.G)							

Physics		2	2	2	1	1	1	2	2
Physics A	1		3	1	1		1		
Physics G	3								
Physics R	2								

Physical Sci.	1								
Pract. Sci.		2	1	2	2				
Pract. Sci. & Bio.			1						
Conservation	4	5		3		2	3		1
Science Sp.						1			

Total Sections	35	34	35	24	17	9	10	9	12

APPENDIX TABLE E

SELECTED COURSES AND NUMBER OF SECTIONS OFFERED IN SENIOR HIGH SCHOOLS, 1970-71

Table 1 - Number of Courses Offered in Four Subject Areas

	<u>Johnson</u>	<u>Harding</u>	<u>High-land</u>	<u>Central</u>	<u>Wash-ington</u>	<u>Hum-boldt</u>	<u>Mech. Arts</u>	<u>Monroe</u>	<u>Murray</u>
Enrollment Grades 10-12	2177	2127	1651	1298	968	669	601	593	590
Foreign Languages	9	11	10	9	5	3	3	1	8
Sciences	10	8	10	9	7	4	6	5	6
Bus.	11	15	11	19	8	7	13	11	8
Ind. Arts	<u>13</u>	<u>13</u>	<u>9</u>	<u>11</u>	<u>7</u>	<u>5</u>	<u>10</u>	<u>9</u>	<u>3</u>
Total	43	47	40	48	27	19	32	26	25

Table 2 - Foreign Language Courses

	<u>Johnson</u>	<u>Harding</u>	<u>High-land</u>	<u>Central</u>	<u>Wash-ington</u>	<u>Hum-boldt</u>	<u>Mech. Arts</u>	<u>Monroe</u>	<u>Murray</u>
Enrollment Grades 10-12	2177	2127	1651	1298	968	669	601	593	590

Spanish	1	2	4	5	3	1	2	3	1
	2	2	4	4	2	1	1	1	2
3 & 4	1				1		1		(2&3)
	3	1	2	1					
	4	1							

French	1	2	1	1	2		1		2
	2	2	1	2	2				1
3 & 4	1			1					
	3	1	2						1
	4	1	2						

German	1	6	3	2	2	2		2	2
	2	4	1	2	1	1		(1&2)	2
3 & 4				1		(2&3)			
	3	1	1	1					1
	4								

Total Sections	21	19	23	15	6	4	5	2	12

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The Citizens League, founded in 1952, is an independent, non-partisan educational organization in the Twin Cities area, with some 3,600 members, specializing in questions of government planning, finance and organization.

Citizens League reports, which provide assistance to public officials and others in finding solutions to complex problems of local government, are developed by volunteer research committees, supported by a fulltime professional staff.

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