

CITIZENS LEAGUE REPORT

No. 141

**Minneapolis Public Schools  
5-year Construction Plan**

**May 1962**

141

CITIZENS LEAGUE  
FINDINGS AND RECOMMENDATIONS  
ON THE PROPOSED FIVE-YEAR MINNEAPOLIS  
SCHOOL CONSTRUCTION AND REHABILITATION PROGRAM

**APPROVED**  
BOARD OF DIRECTORS  
MAY 23 1962  
DATE \_\_\_\_\_

Citizens League of  
Minneapolis & Hennepin County  
545 Mobil Oil Building  
Minneapolis 2, Minnesota

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Citizens League  
545 Mobil Oil Building  
Minneapolis 2, Minnesota

TO: Board of Directors

FROM: Special committee to review the proposed 5-year \$25 million Minneapolis school construction and rehabilitation program, Archie Spencer, Chairman.

SUBJECT: Findings and recommendations on the proposed 5-year Minneapolis school construction and rehabilitation program.

#### SCOPE OF REPORT

The purpose of this report is to review and report findings and recommendations on the proposed 5-year \$25 million school construction and rehabilitation program which has been approved by the Minneapolis Board of Education. In order to comply with legal requirements, the Board of Education has divided the \$25 million program into two parts. Under the Special Independent School District Act which applies to Minneapolis the Board of Education has authority to borrow one-half of 1% of the assessed valuation of real and personal property (approximately \$2 million) each year for capital improvements without the requirement of voter approval. Any borrowing above this amount in a single year requires prior approval by the voters.

This report is limited to reviewing the soundness of the proposed construction and rehabilitation program itself and the projects contained therein. The League's Taxation and Finance Committee has been reviewing the proposed method of financing the program, and its report will be handled separately.

The Board of Education has separated the \$25 million program into one portion of \$8 million, which will be programmed without being referred to the voters, and a \$17 million portion which is scheduled to be submitted to the voters at the September primary election. Most of the \$17 million portion is allocated for new construction, while most of the \$8 million portion will be spent for rehabilitation projects.

The Board of Education has broken down the \$17 million portion as follows:

Washburn High School Addition	\$1,500,000
Burroughs Elementary School Addition	100,000
Field Elementary School Addition	300,000
Roosevelt High School Addition	1,500,000
North High School Addition	1,500,000
Southwest High School Addition	300,000
Sheridan Junior High School Addition	500,000
Lincoln Junior High School Addition	300,000
New South Junior-Senior High School	5,000,000
Replacement for Warrington Elementary School	1,500,000
Replacement for Franklin Junior High School	3,500,000
Additional Classrooms or portables	<u>1,000,000</u>
	\$17,000,000

The \$8 million portion of the program, which will not be submitted to the voters and which the Board of Education is under no legal obligation to follow rigidly, has been broken down generally into the following major categories:

TABLE 1

Recap of Modernization Costs By Major Categories\*

<u>Major Categories</u>	<u>Elementary</u>	<u>Junior High</u>	<u>Senior High</u>	<u>Total</u>
Health & Phys. Ed.	\$ 6,000	\$ 310,000	\$ 295,000	\$ 611,000
Home Economics	-----	360,000	540,000	900,000
Industrial Educ.	-----	195,000	1,010,000	1,205,000
Libraries	63,100	8,000	70,000	141,100
Lunchrooms	-----	74,000	117,000	191,000
Heat. & Vent.	641,000	120,000	607,000	1,368,000
Plumbing	176,000	225,000	80,000	481,000
Communications - Clocks & Program Systems	30,000	40,000	79,000	149,000
Classroom Moderniz.	1,034,500	60,000	70,000	1,164,500
Roofs	104,000	67,000	55,000) Adm. Bldg. 45,000)	271,000
Playground & Parking	240,000	82,000	50,000	372,000
Acoustical Treatment	151,000	47,000	132,000	330,000
Miscellaneous	466,600	-----	-----	466,600
TOTAL	\$2,912,200	\$1,588,000	\$3,105,600	\$7,650,000
Anthony J.H.S. Swimming Pool		\$ 250,000		\$ 250,000

\*This information was obtained from a Minneapolis Public School publication dated March 12, 1962. The item of \$250,000 for a swimming pool at Anthony Junior High School was added subsequently and is based on assertions by school administration officials that the pool is definitely scheduled for construction during the 5-year period and will be paid for out of the \$8 million portion of the bond program.

### BACKGROUND AND RECENT DEVELOPMENTS

Prior to 1959 when Minneapolis became a Special Independent School District, proposed capital improvements for which bonds were to be issued were submitted to the Minneapolis City Council. In 1959 the authority to issue bonds was transferred from the City Council to the Board of Education. On December 15, 1959, the Board of Education approved a resolution of which the pertinent portion provided:

"As the Board of Education reviews the need for rehabilitation and construction of Minneapolis public school buildings, it would be helpful to have the skills, talents and judgment of many persons in the community. The Board, therefore, invites the Minneapolis Citizens Committee on Public Education to form a community committee to study the needs of the school system for buildings during the next twenty years."

In conformance with that request, the Community School Building Committee (CSBC) was organized by the Minneapolis Citizens Committee on Public Education. This committee was composed of individuals active in a large number of organizations which had demonstrated a continuing interest in and concern for improving public education in Minneapolis. It was understood that they expressed their personal opinions only and did not necessarily reflect the positions of their organizations. The CSBC began work in March 1960 and after 34 meetings of the full committee and numerous subcommittee meetings and personal visits to schools, the committee published a report of its findings and recommendations in July 1961. This report was then reviewed by the Minneapolis school administration staff, some changes were made, and the recommendations of the administration were reported to the Board of Education late in the fall of 1961. The administration recommendations were in substantial conformance with those of the Community School Building Committee in all major respects. The Board of Education, in accordance with the requirements of the Special Independent School District Act, approved the proposed program for submission to the Minneapolis Planning Commission. The Planning Commission has reported in general that nothing contained in the proposed program is inconsistent with the City Plan for Minneapolis. The Board of Education then approved the proposed program for community consideration and submission to the voters at this year's September primary election. However, the Board of Education has not yet taken the final steps required to place the proposed program on the ballot.

### SCOPE OF COMMITTEE ACTIVITY

At its January 3 meeting, the Citizens League's Board of Directors approved the establishment of a special committee to review the proposed program and report back its findings and recommendations. Because of the importance of the proposed program, both in terms of its financial impact and in terms of the impact on the future of the Minneapolis school system, the Board directed that the special committee consist of members from the League's Education Committee, the City Budget Committee and from the Board of Directors itself. The special committee is comprised of the following members: Archie Spencer, Chairman, Clyde Bezanson, James L. Hetland, Jr., Howard S. Kahn, Vernon Kowalski, Norman L. Newhall, Jr., Royce Sanner and W. F. Shaw. Again, because of the importance and complexity of the issue, League Executive Director Verne Johnson, Research Director Erik Rocks, and Research Assistant Clarence Shallbetter all have served as staff to the special committee.

The task of the special committee was made much more difficult for two principal reasons. First, because the program itself is so complex and raises so many important policy questions. Second, because the proposed program is accompanied by so little written material by way of documentation and supporting data. We found it necessary to spend countless hours in meetings with Superintendent Rufus Putnam, Assistant Superintendent Fred Hill, Assistant Superintendent for Secondary Education Adner Heggerston, Assistant Superintendent for Elementary Education Arthur Lewis, Chester Sorenson, Director of Administrative Research, Census, Attendance and Law Enforcement, and the principals at a number of schools.

We wish to take this opportunity to commend and express sincere appreciation to the members of the Minneapolis Board of Education, to Superintendent Putnam, and to staff members of the school administration for their courtesy and patience and for their willingness to provide us with all requested information which was available to them. This willingness to comply with our numerous requests for information increased rather than diminished as we proceeded with our review, and was particularly gratifying in view of the fact our committee manifested early evidence of considerable dissatisfaction with certain aspects of the proposed program.

The special committee has made no effort to retrace the steps of the Community School Building Committee in personally inspecting each proposed construction or rehabilitation project. Except for occasional random inspections at certain school buildings, the committee's efforts have been limited to assessing the proposed program as it has been justified either orally by members of the school administration staff or by written documentation. We wish at this time to pay tribute to the members of the Community School Building Committee for the tremendous amount of time they obviously put into the formulation of the committee report. This clearly was a monumental task for a group of citizens working without funds and professional assistance.

The recommendations and major conclusions contained in this report represent the viewpoint of all members of the special committee. No minority report is being submitted and no member of the special committee has dissented from any recommendation or conclusion. The report was also approved without any dissenting votes at a joint meeting of the Education and Minneapolis Budget Committees on May 18.

#### GUIDING PRINCIPLES USED IN REVIEWING THE PROPOSED SCHOOL CONSTRUCTION & REHABILITATION PROGRAM

Following are the major guiding principles we have used in reviewing the proposed school construction and rehabilitation program:

1. First and foremost is our belief that tax savings which jeopardize the providing of adequate schools, school facilities and equipment, and a comprehensive curriculum, or which discourage the attraction and retention of competent teachers is short-sighted economy indeed. The general health of a community can often be judged by assessing the quality of its schools. We therefore look most sympathetically on proposed programs designed to provide and maintain an adequate educational system, and we have reviewed the proposed construction and rehabilitation program in this context.
2. The offering to each student in Minneapolis a reasonably equal educational opportunity, meaning the offering of a reasonably comparable

curriculum and provision of reasonably comparable facilities and equipment.

3. Periodic school district boundary changes enabling maximum utilization of the capacities of existing buildings suitable for school use in preference to constructing additional facilities as a means of relieving overcrowding at some schools.
4. Sufficient minimum enrollment at each school to enable the offering of a comprehensive curriculum at an economical cost and minimum variation in enrollments among schools, particularly at the senior high level. (We cite in this connection the following generally accepted educational standards of school enrollment. These standards are included in several Minneapolis Planning Commission reports and were suggested to the Commission by Minneapolis school administration officials.)

<u>School</u>	<u>Minimum Enrollment</u>	<u>Optimum Enrollment</u>	<u>Maximum Enrollment</u>
Elementary	200	500	720
Junior H. S.	700	800	1200
Senior H. S.	1000	1500	1800

5. Long-standing policies of the Minneapolis school system, including the following: (For purposes of this report and without expressing approval or disapproval, we have presumed the continuance of these policies.)
  - a. Use of the K6-3-3 plan for the organization of schools, including spearate structures.
  - b. Attendance at a school within reasonable walking distance and preferably at the school nearest the home of each student.
  - c. The use of transportation only as a short-run solution or when there is no other reasonable alternative.
  - d. The offering of a broadly comprehensive curriculum at each school.

#### RECOMMENDATIONS

1. We urge the Minneapolis Board of Education to reconsider its declared intention of submitting the proposed 5-year school construction and rehabilitation program to the voters at the September primary election. We urge instead that the Board of Education defer submission of the proposed program.

2. We further urge the Minneapolis Board of Education to take prompt steps to begin formulation of a comprehensive 15-20 year long-range school construction and rehabilitation program, which then might be divided into stages for orderly submission to the voters. We offer the following suggestions as desirable steps in the development of such a program:

- a. Review and evaluate existing basic school policies and principles, including goals for the curriculum to be offered and the facilities to be provided throughout the system. This should be followed by adoption of a basic policy statement which reaffirms or modifies existing policies and establishes future goals.
- b. Development of standards for rating the condition of school buildings on which priorities can be based for an orderly program of replacing obsolete school buildings.
- c. Development of standards against which existing schools can be rated and on which could be based a program of orderly rehabilitation of school buildings. The rehabilitation program would then be closely coordinated with the replacement program.
- d. Development of standards for the rating of facilities and equipment within schools and on which priorities could be based for an orderly program of rehabilitating, replacing or providing additional facilities and equipment throughout the school system.
- e. Development of enrollment projections on a periodic basis for at least 15-20 years in the future, and keeping these projections constantly updated. These projections should utilize Minneapolis Planning Commission's data so that the impact of projected freeways, urban renewal and future land uses can be assessed.

3. In order to expedite the early submission to the voters of the first stage of a 15-20 year long-range school construction and rehabilitation program and in order to offer greater assurance to the voters that such a program is needed, we urge the Board of Education to utilize the services of outside consultants experienced in the area of school planning.

4. We urge that in the formulation of a long-range school construction and rehabilitation program particular attention be directed to strengthening the following serious deficiencies in the proposed 5-year program:

- a. Closer adherence to the principle of providing a reasonably equal educational opportunity to each student within the City of Minneapolis.
- b. Consideration of changes in present school boundaries as a means of better implementing two important objectives:
  - (1) Reducing the present substantial variation in enrollments among schools and strengthening the enrollment at the smallest schools, particularly at the senior high level. We urge that most, if not all, senior high enrollments be brought within the recommended range of 1,000-1,800 students.
  - (2) More effective utilization of the capacities of existing buildings suitable for school use.

- c. Closer conformity to the K6-3-3 form of school organization in separate structures until or unless the long-standing Minneapolis policy favoring this form is modified or replaced with some other form of school organization.

5. We recognize the need to provide certain urgently needed facilities until such time as the long-range program can be formulated. During the interim and to the extent necessary, we urge use of one or more of the following alternative ways of meeting these pressing needs:

- a. Priority allocation of the annual \$2 million bonding authority available to the Board of Education without referendum approval.
- b. Priority allocation of part of the  $3\frac{1}{4}$  mill (\$1.3 million) Repair & Improvement Fund, which is available annually.
- c. Temporary increase in the  $3\frac{1}{4}$  mill Repair & Improvement Fund levy. The Board of Education has authority to set its own maximum mill levy for operating expenditures, subject only to referendum by petition.

6. We urge the strengthening of the school administration staff in the area of long-range planning and research through the addition of permanent planning personnel and through a restructuring of the department. We further urge an early review and evaluation of the structuring of the central school administration and its relationship to individual schools.

#### MAJOR CONCLUSIONS

1. A substantial increase in the present rate of expenditure for school construction and rehabilitation is essential during the next several years, if the Minneapolis public school system is to provide an adequate educational opportunity for our children. We base this conclusion on two principal factors:

- a. About  $1/3$  of all existing school buildings were constructed in the 1880's and average at least 70 years of age, and about half of all school buildings are 50 or more years old.
- b. Only about \$3 million out of the total \$25 million proposed program is allocated to provide relief for overcrowding within schools. The balance, or about \$22 million, is allocated for rehabilitation or replacement of obsolete buildings, facilities or equipment, or to provide additional facilities or equipment, thereby enabling improved curriculum offering.

2. The proposed program is seriously deficient in that it fails to conform to a number of important guiding principles and because it appears to be inconsistent with certain long-standing policies of the Minneapolis Board of Education. For example:

- a. It fails to move in the direction of providing a reasonably comparable educational opportunity for each student. Size of enrollment appears to be the most important factor influencing the number and variety of courses available at each senior high school. At this time, a student at the largest high school may

select from an offering of courses which is almost twice as broad as that available at the smallest school. Rather than narrowing this gap, the program appears to accommodate an even wider inequality in the curriculum offering of the different schools by:

- (1) Fixing, for all practical purposes, existing senior high boundaries, thereby precluding the strengthening of enrollments at schools which are below the recommended minimum for the offering of a comprehensive curriculum.
  - (2) Proposing construction of a new senior high school to serve an anticipated enrollment of less than the minimum recommended 1,000 students.
  - (3) Proposing additions at the three largest senior high schools to handle even larger enrollments, thereby further widening the present substantial variation in enrollments among schools.
  - (4) Proposing construction of two new junior high schools to serve anticipated enrollments below the recommended minimum of 700 students, and continuing another with an enrollment of substantially less than 500.
  - (5) Allocating the greatest proportion of funds for modernized and additional facilities to schools which already appear to offer the most comprehensive curriculum.
- b. The program proposed, without exception, construction of additional facilities to relieve overcrowding in preference to considering boundary changes which would better utilize excess capacity at existing school buildings.
  - c. The program weakens rather than strengthens the Board of Education's long-standing policy favoring the K6-3-3 form of school organization in separate structures.

3. The proposed program is seriously deficient in that it fails to provide adequate documentation and supporting data in a number of important respects. For example:

- a. Proposed construction projects under the \$17 million referendum portion of the program contain no detailed explanation of what is intended, nor any breakdown of the total estimated cost of each project. These construction projects are not coordinated with rehabilitation projects recommended for the same school under the non-referendum portion of the program.
- b. There has been insufficient explanation of the contemplated future use of the  $3\frac{1}{4}$  mill (\$1.3 million) per year Repair & Improvement Fund. In past years a substantial part of this fund has been used for major rehabilitation projects, and it is important that expenditures from this R & I Fund totalling over \$6.5 million during the next five years be coordinated with those made under the proposed 5-year program.

- c. Despite the fact that the proposed construction program is bound to increase future operational costs, no estimate has been made of its impact on those costs.

4. The development of a 15-20 year long-range school construction and rehabilitation program is essential if we are to be reasonably assured that wasteful construction and rehabilitation will be avoided and that a better educational offering will be provided by expenditure of the same number of dollars. Despite the general impression to the contrary, the proposed program is not a long-range program, nor is it a part of any such program. It fails to conform to a long-range program in a number of important respects. For example:

- a. The proposed program is essentially an audited total of the stated needs at each school, which is by no means a comprehensive long-range school construction and rehabilitation program.
- b. The proposed program covers only a 5-year period, and almost nothing beyond the 5-year period is spelled out in any detail. The commonly understood definition of a long-range program implies a term much longer than five years.
- c. No standards for the rating of the condition of school buildings have been developed or defined, on which to base priorities for a long-range program for the orderly replacement of obsolete school buildings.
- d. No standards have been developed or defined against which existing buildings could be rated and on which priorities could be based for a long-range program of orderly rehabilitation of school buildings.
- e. No standards have been developed or defined against which facilities and equipment within schools could be rated and on which priorities could be established for a long-range program for the orderly rehabilitating, replacing or providing additional facilities and equipment.
- f. Future enrollment projections, as developed by the school administration, are not sufficiently precise to serve as the basis for a program of such magnitude, in that the projections fail to reflect the impact of anticipated freeways, urban renewal projects or land use changes.
- g. Enrollments are not projected far enough into the future to assure that proposed schools or additions will be fully utilized, in that a program which will add structures with an anticipated life of 50-100 years has been based upon a projection of enrollment for only five years into the future.

5. Formulation of a comprehensive 15-20 year long-range school construction and rehabilitation program, followed by its submission to the voters at an early date, will require the use of outside consultants experienced in the area of school planning.

6. We recognize that deferral of the proposed 5-year program will work some hardship on the most urgently needed projects included in the program. How-

ever, because of the many deficiencies contained in the proposed program, it is extremely doubtful that it would be able to obtain voter approval in September even if submitted. With respect to the most pressing needs, we are convinced that these can be met within existing or foreseeable revenues without having to await later formulation and approval of the comprehensive long-range school construction and rehabilitation program.

7. Our review of the proposed program convinces us of the need to strengthen the long-range planning and research area of the school's administrative staff. We have not undertaken the type of study necessary to determine whether the need is for additional planning personnel, for a restructuring of a Department of Planning and Research, or both. We also see a need to review and evaluate the structuring of the central school administration and its relationship to the individual schools.

DISCUSSION OF RECOMMENDATIONS AND MAJOR CONCLUSIONS

GENERAL OBSERVATIONS

Our decision to urge deferral of the proposed 5-year school construction and rehabilitation program has been arrived at with the greatest reluctance and only after the most painstaking review of every facet of the program, in the hope that a way could be found to support it either as proposed or with certain modifications. Unfortunately, the deeper we delved, the more inescapable became our conviction that we cannot in good conscience support the program. It was our fervent hope that the program would be found to be deserving of support, partly because of our deep awareness of the critical importance of providing an adequate educational opportunity for our children and partly because of our clear conviction that an urgent need exists for a substantial school construction and rehabilitation program. Our opposition to this program marks the first time since the Citizens League was founded in 1952 that we have been compelled to reject a major proposal for financing school needs.

Although our criticisms of the proposed program are many, and each is discussed in detail in this report, they all add up to one simple general conclusion -- our sincere conviction that the proposed program will not advance, in fact will perhaps retard, the long-range goal of providing a more effective school system for all the children of our community. The proposed program is severely deficient in several important respects: (1) The program was not preceded by a thorough review and evaluation of basic educational goals for the future, nor has there been a re-examination nor a reaffirmation of basic school policies. Both are essential prerequisites to the development of a sound long-range school construction and rehabilitation program. (2) Although the program has a far-reaching impact on major long-range school policies, the program itself is not a long-range program. (3) The program violates one of the most fundamental school policies by failing to move in the direction of providing a reasonably comparable educational opportunity for each student. In fact, the program appears to accommodate an even wider inequality in the curriculum offering among schools than already exists. (4) The program rejects the concept of changing school district boundaries as a means of strengthening enrollments at the smallest schools, reducing the wide variation in enrollments among schools, and as a means of better utilizing existing capacity as a means of relieving overcrowding at certain schools. (5) The program fails to provide the degree of documentation and supporting data which is essential to reassure the public that wasteful construction and rehabilitation will be avoided.

We take greatest exception to the parts of the program which affect secondary education, particularly at the senior high level. Since the vast majority of projects and most of the proposed expenditures are for junior and senior high schools and since what is proposed for one school frequently is closely interrelated to and has a significant impact on other schools, it becomes exceedingly difficult to propose specific modifications in the program. We are particularly concerned about the comparatively weak curriculum offering at Marshall and about the apparent inability of Marshall and other small senior high schools to offer a curriculum even remotely comparable to that offered at the larger schools. We have found that the comprehensiveness of the curriculum offering is directly related to the size of the school. The proposed program not only fails to strengthen these small schools, but has the practical effect of blocking any long-range resolution of the problems facing them. Any construction and rehabilitation program, such as the one proposed, which has so crucial an impact on future educational policies and which involves so substantial a sum of money, simply must consider and provide workable answers to the problems facing our smallest senior high schools.

We have attempted in this report to make our criticisms as specific and as constructive as possible. This endeavor has resulted in a rather lengthy and detailed report. Because of the importance of providing adequately for the educational needs of our children, and because some of the leading proponents of the program and some who have opposed it have greatly oversimplified the issues involved, we are anxious to avoid careless, destructive and oversimplified criticisms in this report. We have noted, for example, the tendency of some who favor the program to sell it almost solely on the basis of the urgent need to relieve serious overcrowding throughout our school system. Others who oppose the program have implied that if a few school district boundaries were changed, the need for a school construction and rehabilitation program would be eliminated. Both of these conclusions are not supported by the facts and are leading to considerable confusion. The fact is that only about \$3 million of the total \$25 million program has anything whatsoever to do with relieving overcrowding at schools. The balance of approximately \$22 million is for the rehabilitation or replacement of obsolete buildings, facilities or equipment or is to provide additional facilities or equipment, thereby enabling an improved curriculum offering. These are needs which must be met at some early date, irrespective of whether existing buildings with empty classroom space are more fully utilized to relieve overcrowding at certain schools.

Many have asked why the program contains such serious deficiencies and why it was not more carefully developed and documented. There is no simple answer to this question. It now seems clear that far too much was expected of a committee of volunteers working without funds and without professional staff. It also seems certain that the present permanent school administration staff was inadequate in size, and perhaps in structuring, to handle so massive an assignment in the short time allotted. Perhaps the success during recent years in selling programs to meet school needs primarily on the basis of catchy slogans has led to a sense of complacency and even overconfidence which encourages carelessness on the part of some school leaders. If this has happened, then citizens and citizens organizations, ourselves included, must share a major part of the responsibility. Perhaps in our willingness to support programs which meet school needs we have failed to require careful formulation and documentation of proposed program.

Although the present situation is a most uncomfortable and unhappy one for all concerned, we have the feeling that the controversy will have a most wholesome effect. It doubtless will precipitate careful review and evaluation of many school policies and practices which might well be outmoded, and out of it all will come a far stronger educational program and a much better understanding on the part of the general public of school needs and programs.

We are confident that if a carefully developed and documented long-range school construction and rehabilitation program is presented to the voters in as forthright a manner as possible, they will respond affirmatively even though the program will cost them a substantial amount of money. With this objective in mind, we have tried to make this report as constructive and as specific as possible. We have not offered specific proposals, nor an alternative program -- we are no more equipped or qualified to do this than was the CSBC. But we have offered specific suggestions as to how to develop such a program. We pledge our full support and cooperation to the Minneapolis Board of Education and to school administration officials in whatever way they feel we can be of assistance in the development of a long-range school construction and rehabilitation program.

MINNEAPOLIS SCHOOL CONSTRUCTION AND REHABILITATION NEEDS SUBSTANTIAL

While this report takes issue with a number of conclusions implied by the proposed program, we concur wholeheartedly with the view that the present rate of expenditures for school construction and rehabilitation must be stepped up substantially during the next several years if our school system is to provide an adequate educational opportunity for our children.

About half of the 101 school buildings in Minneapolis are 50 or more years old. About one-third, primarily at the elementary level, were built before the turn of the 20th century and the average age of these buildings is more than 70 years. Some early decision must be made with respect to each of these old schools as to whether to replace them or rehabilitate them in a major way. In either event, the cost will be substantial. The following table indicates the age groups of Minneapolis school buildings.

DISTRIBUTION OF MINNEAPOLIS SCHOOL BUILDINGS BY AGE GROUPS

Age Grouping by Years	Number of Buildings		Total
	Elementary	Secondary	
50 or older	42 (56%)	2 ( 8%)	44 (44%)
40 to 49	11 (15%)	7 (28%)	18 (18%)
30 to 39	13 (17%)	12 (48%)	25 (25%)
20 to 29	2 ( 3%)	1 ( 4%)	3 ( 3%)
10 to 19	0	0	0
0 to 10	<u>7 ( 9%)</u>	<u>3 (12%)</u>	<u>10 (10%)</u>
TOTAL	75	25	100

As has been pointed out earlier in this report, only about \$3 million out of the total \$25 million proposed program is for the purpose of providing relief for overcrowding within schools. The balance, or \$22 million, results from obsolete buildings or facilities or from the lack of facilities or equipment to enable offering certain courses. Therefore, assuming a continuation of the type of curriculum now being offered, a substantial amount of money must be spent in the near future, irrespective of whether the proposed program is deferred.

PROPOSED PROGRAM SHOULD BE DEFERRED

In urging deferral of the proposed 5-year program, we are in no way trying to deny the voters the right to vote on the program. We are urging deferral because, despite our dissatisfaction with the proposed program, we recognize the need for increased expenditures for school construction and rehabilitation, and we feel that the inevitable controversy and confusion that will be part of the campaign might well so divide the community as to make it exceedingly difficult to put the pieces back together again at an early date. It will be difficult enough to obtain voter approval of this program even without the opposition of major political and civic organizations. In view of the objections which have been expressed thus far, and because of the great likelihood that many groups will be compelled to oppose the program as now constituted, there would appear to be little prospect of its being approved. On the other hand, however, we recognize that a valid argument can be made for placing the proposal on the ballot and thereby assuring further discussion of the basic issues involved.

Our dissatisfaction with the proposed program was based upon the conclusion that the proposed program is seriously deficient in many vital respects. The deficiencies of the proposed program are presented in the following sections.

PROPOSED PROGRAM WOULD INCREASE EXISTING  
DISPARITY IN SENIOR HIGH SCHOOL CURRICULUM OFFERINGS

A vital part of any education program is the curriculum offered to each student in the system. Therefore, as a part of our evaluation of the proposed building program, we prepared a compilation of the courses now being offered at each of the ten Minneapolis senior high schools in order to gauge the possible effect of this program on the curriculum at each of the schools. (Because of its special nature, Vocational High School was not included in this study.) We were both surprised and disturbed by the wide disparity in both the number and the variety of courses offered at the different senior high schools. Although a compilation of the courses being taught at a school is not a complete measurement of the education available to a student at that school, the variations revealed by our study indicate that equal educational opportunity does not exist for senior high school students in all parts of the city.

Our study indicates that the most important single factor influencing the number and variety of courses taught at each school in the system is the size of the enrollment at that school. A student at the largest senior high school in the city may select his course of study from an offering of courses which is almost twice as broad as that available to a student at the smallest high school in the system. Since the proposed building program would further increase the size of the three largest high schools in the city, would preclude possible changes in school district boundaries which would increase the enrollment at three of the city's four smallest high schools, and would establish a new small high school, the proposed program would, in all probability, increase the existing inequalities even further instead of lessening them.

### Method of Study

Since we were unable to obtain a complete compilation of all the courses being given at each of the ten senior high schools from the Central Office of the School District (apparently such a compilation is not maintained by the Central Office), the curriculum data presented in the accompanying tables had to be compiled by the Citizens League. These data were compiled from the 1961-62 "School Program" sheets of the different high schools, which were supplied to us by Mr. Heggerston, Assistant Superintendent of Schools in Charge of Secondary Education, and from a summary of these "School Program" sheets which Mr. Sorenson, the Director of Research, allowed us to copy. In order to complete the information thus obtained, it was necessary for us to contact the staff of each of the ten high schools and for this purpose we have interviewed, either in person or by phone, a staff member at each of the schools (eight principals, one assistant principal, and one head counsellor).

It is quite possible that the data presented here may contain some errors, despite our every effort to make the information as accurate as possible. However, since the information about each school was checked with a staff member at that school, we feel quite confident that whatever errors may be present in these data are quite minor and would not materially alter the results.

### Scope of Study

It is quite important at this point to emphasize that these data are only a compilation of the courses now being taught at each of the schools. It was beyond the scope of this study to attempt an evaluation of the content of these courses as given at each school, on either an individual or a comparative basis. We should reiterate that this compilation does not constitute a complete measure of the education available at each of the schools, and we also recognize that all courses are not equally important (e.g., it would seem to be more important that each student has the opportunity to study a basic course, such as chemistry, than it is that each has the opportunity to select one of six foreign languages instead of one of only two foreign languages). We do, however, feel that the number and type of courses available to a student is a valid measure of the variety of educational experiences and the intensity of such experiences in any given field which are available to the student. To this extent we believe that the accompanying data are a measure of the educational opportunities available to students at the different schools within the city.

### Explanation of Tables

The accompanying tables present a compilation of the courses now being taught to students at each of the high schools. The data are presented in terms of the number of semesters of a course. Therefore, a one-semester course is given a value of one, if the class meets daily, while a course which extends over an entire year is given a value of two.

In order to graduate from a senior high school in Minneapolis a student is required to satisfactorily complete a minimum of 30 credits in grades 10, 11 and 12, including six credits in English, six in social studies, three in health and physical education, two in mathematics (or its equivalent), and two in science (or its equivalent) - a total of 19 credits in required subjects. (Apparently some of these will not be required until 1963.) According to the Minneapolis school administration, "One credit is granted for the satisfactory completion of a prescribed block of content which is usually covered during one semester if the class meets daily.

Some courses are of two or more semesters' duration but credits are awarded separately for each semester of work." (1)

Table II is a summary of all courses now being given at each of the ten schools. The only courses not included in this table are the special classes for handicapped or retarded students and the so-called "enriched" or "slow learner" classes given at a number of the high schools. In most instances, these are only a means of classifying students by ability and do not constitute a separate course with different content. The data in Table II show that classes are being conducted in 185 different courses at Roosevelt, while at the other end of the range Marshall has 95 different fields. Equally as significant as the total number of courses, however, are the data concerning the number of courses being given in each of the different fields. For example, while West offers a total of only seven more courses than Southwest, West offers 27 courses more than Southwest in what we have termed the academic fields, while Southwest offers 17 courses more than West in the vocational fields.

It should be pointed out that despite these wide variations, none of the schools is deficient in what might be called the basic courses. Table II is a list of those courses which are being taught at every one of the ten high schools in the City (these courses have been termed "standard courses" in this report). From this it can be seen that each of the schools offers a basic education program and an adequate curriculum to allow the graduate of any of these schools to qualify for admission to a university. Table IV is a summary of what we have called "non-standard courses" (i.e., courses which are available at some but not all the schools) and Table IV is a listing of the non-standard courses being given at each school.

### Academic Courses

Of the 65 semesters of courses now being taught at all ten schools (standard courses), 32 are in the academic fields. The standard academic courses are: 6 semesters of English, 6 of social studies, 4 of French, 2 of Spanish, 8 of mathematics and 6 semesters of science. In addition to these standard courses, each of the 10 high schools offers some academic courses which are not given at all of the other high schools (non-standard courses). This ranges from a high of 67 different one-semester courses at Roosevelt to a low of 15 at Marshall. The greatest variation among the schools in the non-standard academic courses occurs in the field of foreign languages where, in addition to the four semesters of French and two semesters of Spanish which are offered at all ten schools, Roosevelt also has seven semesters of German, four semesters of Latin, four semesters of Norwegian, two semesters of Swedish and an additional four semesters of Spanish, while Marshall only has an additional two semesters of Spanish.

There is also a considerable variation in the number of non-standard mathematics and science courses available at the different high schools. Students at five schools - Roosevelt, Washburn, North, Edison and West - may, if they are qualified, substitute an accelerated mathematics program for the standard sequence. In this accelerated program, a student completes the standard six semesters of mathematics in four semesters (he does, however, receive six semesters of credit

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(1) Educational Program, 1962-63, Senior High Schools. Minneapolis: Minneapolis Public Schools, p. 14.

TABLE II

SUMMARY OF ALL COURSES GIVEN AT THE  
MINNEAPOLIS SENIOR HIGH SCHOOLS 1961-62

	Roosevelt	Washburn	North	Edison	South	Henry	Central	West	South- West	Marshall
Senior High School Enrollment	2,203	1,732	1,667	1,563	1,230	1,050	1,060	923	863	507
Area of Study	Number of Semesters									
English	26	14	20	24	12	16	16	15	10	13
Social Studies	14	9	14	14	8	8	8	10	6	10
Foreign Languages	27	28	22	20	20	16	18	26	20	8
Mathematics	20	18	16	20	12	12	10	22	8	10
Science	12	6	15	13	8	6	8	6	8	6
Academic Total	99	75	87	91	60	58	60	79	52	47
Business	19	19	19	16	19	18	16	15	16	14
Home Economics	6	7	9	6	9	6	7	9	9	6
Industrial Arts	41	11	28	32	25	18	28	12	28	11
Vocational Total	66	37	56	54	53	42	51	36	53	31
Art	6	6	7	6	6	6	6	6	6	6
Music	10	9	6	10	10	8	4	5	8	8
Physical Ed.	4	3	4	3	4	3	3	4	4	3
Soph. En. Prog.	0	1	1	1	0	0	1	0	0	0
Misc. Total	20	19	18	20	20	17	14	15	18	17
TOTAL	185	131	161	165	133	117	125	130	123	95

NOTES: Compilation excludes special classes for handicapped or retarded students and the "slow learner", "remedial" and "enriched" classes offered at some schools.

TABLE III

COURSES GIVEN AT ALL TEN  
MINNEAPOLIS SENIOR HIGH SCHOOLS 1961-62  
(Standard Courses)

<u>Course</u>	<u>No. of Semesters</u>	<u>Area of Study</u>	<u>No. of Semesters</u>
English 1, 2	2	English Total	6
English 3, 4	2		
English 5, 6	<u>2</u>		
History 1, 2	2	Social Studies Total	6
History 3, 4	2		
Modern Problems 1, 2	<u>2</u>		
French 1, 2	2	Foreign Languages Total	6
French 3, 4	2		
Spanish 3, 4	<u>2</u>		
Elem. Algebra 1, 2	2	Mathematics Total	8
Geometry 1, 2	2		
Advanced Algebra 1, 2	2		
Solid Geometry 1	1		
Trigonometry 1	<u>1</u>		
Biology 1, 2	2	Science Total	6
Chemistry 1, 2	2		
Physics 1, 2	<u>2</u>		
ACADEMIC TOTAL . . . . .		32	
Basic Business 1, 2	2	Business Total	14
Typewriting 1, 2	2		
Bookkeeping 1, 2	2		
Shorthand 1, 2, 3, 4	4		
Stenographic Skills 1,2	2		
Office Skills, 1, 2	<u>2</u>		
Foods 1, 2	2	Home Economics Total	4
Clothing 1, 2	<u>2</u>		
Woodworking 1, 2	<u>2</u>	Industrial Arts Total	2
VOCATIONAL TOTAL . . . . .		20	
Art 1, 2, 3, 4, 5, 6	<u>6</u>	Art Total	6
Choir	2	Music Total	4
Band	<u>2</u>		
Physical Education 1	1	Physical Educ. Total	3
Physical Education 3	1		
Adv. Health & Safety 4	<u>1</u>		
MISCELLANEOUS TOTAL . . . . .		13	
TOTAL . . . . .		65	

Note: Course numbers refer to the semester of the course. Therefore, English 1 is the first semester of Sophomore English, English 2 is the second semester of Sophomore English, English 3 is the first Semester of Junior English, etc.

TABLE IV

SUMMARY OF NON-STANDARD\* COURSES GIVEN  
AT EACH MINNEAPOLIS SENIOR HIGH SCHOOL, 1961-62

(\*Courses Given At Some Schools But Not At All)

	Roose- velt	Wash- burn	North	Edison	South	Henry	Central	South- West	West	Marshall
Area of Study	Number Of Semesters									
English	20	8	14	18	6	10	10	9	4	7
Social Studies	8	3	8	8	2	2	2	4	0	4
Foreign Languages	21	22	16	14	14	10	12	20	14	2
Mathematics	12	10	8	12	4	4	2	14	0	2
Science	6	0	9	7	2	0	2	0	2	0
Academic Total	67	43	55	59	28	26	28	47	20	15
Business	5	5	5	2	5	4	2	1	2	0
Home Economics	2	3	5	2	5	2	3	5	5	2
Industrial Arts	39	9	26	30	23	16	26	10	26	9
Vocational Total	46	17	36	34	33	22	31	16	33	11
Art	0	0	1	0	0	0	0	0	0	0
Music	6	5	2	6	6	4	0	1	4	4
Physical Educ.	1	0	1	0	1	0	0	1	1	0
Soph. En. Prog.	0	1	1	1	0	0	1	0	0	0
Misc. Total	7	6	5	7	7	4	1	2	5	4
TOTAL	120	66	96	100	68	52	60	65	58	30

NOTES: Compilation excludes special courses for handicapped or retarded students and the "slow learners," "remedial" and "enriched" classes offered at some schools.

TABLE V

NON-STANDARD\* COURSES GIVEN AT EACH  
MINNEAPOLIS SENIOR HIGH SCHOOL 1961-62

(\*Courses Available At Some Schools But Not At Others)

	Roosevelt	Washburn	North	Edison	South	Henry	Central	West	South-West	Marshall	Notes
Courses	Number Of Semesters										
ACADEMIC FIELDS											
English - Electives											
Debate	-	1	-	-	-	-	-	1	-	-	
Speech	2	1	2	-	-	2	1	1	2	-	
Play Prod.	1	1	-	-	-	-	-	1	-	1	
Radio-TV	1	-	-	1	-	-	1	-	-	1	
Grammar	-	1	-	1	-	-	-	2	-	-	
Journalism	-	-	-	-	-	-	-	2	-	-	
Electives - Total	4	4	2	2	0	2	2	7	2	2	
English - Equivalents											
Sophomore	2	-	2	-	2	2	2	-	2	-	
Jr.-Gen. Comm.	X	-	-	-	-	-	-	-	-	-	(1)
Speech	2	-	2	2	2	2	2	-	-	-	
News Writing	2	-	2	2	2	-	2	-	-	2	
Creat. Wr.	2	-	-	2	-	2	2	-	-	-	
Mod. Lit.	2	-	-	2	-	-	-	-	-	-	
Mass Media	-	-	-	X	-	-	-	-	-	-	(1)
Drama	2	-	2	2	-	-	-	-	-	-	
Sr.-Eng.Lit.	X	-	-	-	-	-	-	-	-	2	(1)
Gen. Comm.	-	-	-	X	-	-	-	-	-	X	(1)
Speech	2	-	-	2	-	-	-	-	-	-	
Creat. Wr.	-	2	2	2	-	-	-	2	-	1	
Business	2	2	2	2	-	2	-	-	-	-	
Equivalent Total	16	4	12	16	6	8	8	2	2	5	
Social Studies - Electives											
Geography	2	-	-	-	-	-	-	-	-	-	
Philosophy	-	1	-	-	-	-	-	-	-	-	
Electives Total	2	1	0	0	0	0	0	0	0	0	
Social Studies - Equivalents											
Sr. Government	-	-	-	X	-	-	-	-	-	-	(1)
World Prob.	2	-	-	2	-	-	-	2	-	2	
Economics	-	-	2	2	-	-	-	-	-	-	
Psychology	-	-	2	2	-	-	-	-	-	-	
Social Prob.	2	-	2	-	-	-	-	-	-	-	
Occupt. Rel.	2	2	2	2	2	2	2	2	-	2	
Equivalents Total	6	2	8	8	2	2	2	4	0	4	

Table V - cont'd

- 21 -

	Roosevelt	Washburn	North	Edison	South	Henry	Central	West	South-West	Marshall	Notes
Courses	Number of Semesters										
Foreign Languages											
Latin 1, 2	2	-	-	-	2	2	-	-	2	-	(2)
3, 4	2	2	-	-	2	2	-	2	2	-	
5, 6	-	2	-	-	-	-	-	2	-	-	
German 1, 2	2	2	2	2	2	2	2	2	2	-	(2)
3, 4	2	2	2	2	2	2	2	2	2	-	
5, 6	2	2	-	2	-	-	2	2	2	-	
7, 8	1	-	-	-	-	-	-	-	-	-	
French 1, 2	X	X	X	X	X	X	X	X	X	X	(3)
3, 4	X	X	X	X	X	X	X	X	X	X	(2)(3)
5, 6	-	2	2	2	-	-	2	2	2	-	
7, 8	-	-	2	-	-	-	-	2	-	-	
Spanish 1, 2	2	2	2	2	2	2	2	2	-	2	
3, 4	X	X	X	X	X	X	X	X	X	X	(2)(3)
5, 6	2	2	-	2	-	-	2	2	2	-	
7, 8	-	2	-	-	-	-	-	2	-	-	
Norse, 1, 2	2	-	2	-	-	-	-	-	-	-	
3, 4	2	-	2	-	-	-	-	-	-	-	
5, 6	-	-	2	-	-	-	-	-	-	-	
Swedish 1, 2	-	-	-	-	2	-	-	-	-	-	
3, 4	2	-	-	-	2	-	-	-	-	-	
Russian 1, 2	-	2	-	2	-	-	-	-	-	-	
3, 4	-	2	-	-	-	-	-	-	-	-	
Languages Total	21	22	16	14	14	10	12	20	14	2	
Mathematics											
Gen. Math. 1,2	-	-	1	-	2	2	-	-	-	-	
Sr. Math. 1, 2	2	1	2	2	2	2	2	2	-	2	
SMSG Geom.1,2	-	2	-	2	-	-	-	2	-	-	(4)
SMSG Adv.Alg.	2	-	-	2	-	-	-	2	-	-	(4)
SMSG Sol.Geo.	1	1	-	-	-	-	-	1	-	-	(4)
SMSG Trig.	1	-	-	-	-	-	-	1	-	-	(4)
Pl.& Sol.Geo.	2	2	2	2	-	-	-	2	-	-	(5)
Adv.Alg.& Trig.	2	2	2	2	-	-	-	2	-	-	(5)
College Math.	2	2	1	2	-	-	-	2	-	-	(5)
Mathematics Total	12	10	8	12	4	4	2	14	0	2	
Science											
Science 1	1	-	1	1	1	-	-	-	1	-	
Science 2	1	-	1	1	1	-	1	-	1	-	
Science 3	1	-	1	-	-	-	1	-	-	-	

Table V - Cont'd

- 22 -

	Roosevelt	Washburn	North	Edison	South	Henry	Central	West	Southwest	Marshall	Notes
<u>Courses</u>	<u>Number of Semesters</u>										
Science - cont'd											
Consumer Chem.	-	-	-	2	-	-	-	-	-	-	
PSSC Physics	2	-	2	2	-	-	-	-	-	-	(6)
Biology 3	1	-	-	1	-	-	-	-	-	-	
Botany 1, 2	-	-	2	-	-	-	-	-	-	-	
Greenhouse Pract.	-	-	2	-	-	-	-	-	-	-	
Science Total	6	0	9	7	2	0	2	0	2	0	

VOCATIONAL FIELDS

Business											
Typewriting 2A	1	1	1	-	1	-	1	-	-	-	
Senior Typing	1	1	-	1	1	1	-	1	-	-	
Forkner Shorth.	-	-	-	-	-	-	-	-	2	-	(7)
Sr. Shorthand	-	2	2	-	-	-	-	-	-	-	
Business Law	1	1	1	1	1	1	1	-	-	-	
Bus.Org.& Mang.	-	-	1	-	-	-	-	-	-	-	
Retailing	2	-	-	-	2	2	-	-	-	-	
Business Total	5	5	5	2	5	4	2	1	2	0	
Home Economics											
Foods 1, 2	X	X	X	X	X	X	X	X	X	X	(8)
3, 4	-	-	2	-	2	-	-	2	-	-	(3)
Clothing 1,2	X	X	X	X	X	X	X	X	X	X	(3)
3,4	1	2	2	-	2	1	2	2	2	1	
5,6	-	-	-	-	-	-	-	-	2	-	
Home & Family	1	1	1	1	1	-	1	1	1	1	
Gen.Homemaking	-	-	-	1	-	1	-	-	-	-	
Home Ec. Total	2	3	5	2	5	2	3	5	5	2	
Industrial Arts											
Basic Drafting	1	1	-	2	1	1	-	1	1	3	(8)
Mach.Draft.1,2	1	2	2	1	2	-	2	-	-	-	(9)
3,4	2	2	2	2	2	-	2	-	-	-	
5,6	2	-	2	2	-	-	-	-	-	-	
Arch.Draft.1,2	1	-	2	1	2	1	2	1	1	-	(9)
3,4	2	-	2	2	2	2	2	2	2	-	
5,6	2	-	2	2	-	-	-	-	2	-	
Eng. Draft.1,2	-	-	2	-	-	-	2	-	2	-	
Woodwork. 1,2	X	X	X	X	X	X	X	X	X	X	(3)
3,4	2	2	2	2	2	2	2	2	2	-	
5,6	2	2	-	2	-	-	-	-	2	-	

Table V - cont'd

- 23 -

	Roosevelt	Washburn	North Edison	South Henry	Central	West	South-west	Marshall	Notes		
Courses	Number of Semesters										
Industrial Arts - cont'd											
Ind. Metals	2	-	2	2	2	-	2	-	6	-	
Mach. Shop 1,2	2	-	2	-	2	2	2	2	-	2	
3,4	2	-	2	2	2	-	2	2	-	-	
5,6	2	-	-	2	2	-	-	-	-	-	
Welding 1,2	-	-	-	-	2	-	2	-	-	-	
3,4	-	-	-	-	2	-	2	-	-	-	
Gr. Arts 1,2	2	-	-	2	-	2	-	-	2	-	
3,4	2	-	-	2	-	2	-	-	2	-	
5,6	2	-	-	2	-	-	-	-	-	-	
Gr. Arts Prod.	-	-	-	-	-	-	-	-	1	2	
Electricity	-	-	-	2	-	-	-	-	1	2	
Electronics	-	-	-	-	-	-	-	-	2	-	
Auto Theory	-	-	-	-	-	1	-	-	-	-	
Auto Mech. 1,2	2	-	2	-	-	2	2	-	-	-	
3,4	-	-	2	-	-	1	2	-	-	-	
Agricult. 1,2	2	-	-	-	-	-	-	-	-	(10)	
3,4	2	-	-	-	-	-	-	-	-	(10)	
5,6	2	-	-	-	-	-	-	-	-	(10)	
Farm Mech. 1,2	2	-	-	-	-	-	-	-	-	(10)	
Ind. Arts Total	39	9	26	30	23	16	26	10	26	9	
<u>MISCELLANEOUS COURSES</u>											
Art											
Related Arts	-	-	1	-	-	-	-	-	-	-	(8)
Music											
Gen. Music	-	1	-	-	-	-	-	1	-	-	
Orchestra	2	2	-	-	2	2	-	-	2	2	
Glee Club	2	2	-	2	2	-	-	-	2	2	
Vocal Ens.	2	-	2	2	2	2	-	-	-	-	
Organ	-	-	-	2	-	-	-	-	-	-	
Music Total	6	5	2	6	6	4	0	1	4	4	
Phys. Ed.											
Leadership	1	-	1	-	1	-	-	1	1	-	
Soph. Enrich.											
Prog.	-	1	1	1	-	-	1	-	-	-	

## NOTES:

1. An X indicates that the equivalent is given at the school but since the school does not have a general course in this subject, the equivalent was considered as the general course and counted as a standard course in Table III.
2. Although this course is not being given at Henry this year, it was counted in this compilation since it is part of a regular two year program, whereby each of the foreign language courses given at Henry is offered every other year.
3. This course is listed in this table and marked with an X in order to show the complete sequence of courses in this field but since the course is being taught at all ten of the schools it was counted as a standard course in Table III.
4. This is a course developed by the national Science-Mathematics Study Group and may be taken instead of the standard course by qualified students.
5. This course is part of the accelerated mathematics program which compresses the normal three years of mathematics into two years.
6. This course was developed by the national Physical Science Study Committee and is designed for the more capable student. It may be substituted for the standard physics course by qualified students.
7. This is an experimental course available only at Southwest.
8. In many of the courses in this field, second, third and in some cases first year students in the same course are all put into the same class.
9. Basic Drafting is substituted for the first semester of this drafting course at a number of schools.
10. Students from other parts of the city and the suburbs who wish to study agriculture may obtain permission to transfer to Roosevelt for this purpose.

for this) and then in the senior year he may take a course in college mathematics. At four of the high schools offering this accelerated program (Roosevelt, Washburn, Edison and West) students may also substitute the SMSG Mathematics sequence for all or part of the standard mathematics sequence. The SMSG Mathematics courses were developed by a national Science-Mathematics Study Group and apparently are designed primarily for the above average student.

Students at three schools - Roosevelt, North and Edison - may take PSSC Physics in lieu of the standard physics course. This course which was developed by a national Physical Science Study Committee is described as "a new type of high school physics course which is designed for the more capable science and well prepared mathematics students." (2) Two of the largest high schools - Roosevelt and Edison - also offer a third semester of biology in addition to the standard two semesters, while at North High School the students may take two semesters of botany. At six schools the student may fulfil his science requirement by taking all or part of the Science I, II, III sequence. This sequence is described as "enabling the none science bound student to acquire some useable information . . ." (3) about biology, energy and matter. All three semesters of this sequence are taught at Roosevelt and North and two semesters at Edison, South, Central and Southwest.

Most of the variation among the ten schools in the fields of English and social studies is accounted for by the number of "equivalents" offered at each of the schools. English equivalents are described as "courses of required English which give particular stress to one or more of the four language arts - speaking, writing, listening and reading - but which include basic training in them all." (4) In other words, equivalents offer a student optional ways of fulfilling the English requirement.

The 'Educational Program' lists two equivalents for sophomore English, eight for junior English and four for senior English. The number of equivalents available at the different schools ranges from a high of 16 at Roosevelt and Edison to a low of two at West and Southwest. Of the two sophomore English equivalents one emphasizes literature while the other emphasizes speech. The junior English equivalents are general communication, speech fundamentals, new writing, creative writing, business English, modern literature, mass media, and drama. The senior English equivalents are English literature, general communication, speech, creative writing, and business English. The schools also offer a few electives in English such as, speech, radio and television, play production, and senior grammar. The variation in English electives ranges from a high of seven semesters at West and four at Roosevelt and Washburn to a low of none at South.

In the field of social studies there are five equivalents for senior social studies. Social studies equivalents are described as covering "the same basic contents as the general course, but will provide more time for the study of the topic indicated by the course title." (5) The senior social studies equivalents are in the area of government, current world problems, economics, psychology, and social problems. There is also a senior social studies equivalent entitled Occupational Relations, which is available only to those students who are enrolled in the

(2) Ibid. p. 35

(3) Ibid. pp. 35, 36

(4) Ibid. p. 24

(5) Ibid. p. 30

part time occupational training program. The part-time work program and the occupational relations equivalent are available at all of the schools except Southwest. Aside from the occupational relations equivalent, only five schools offer any of the senior social studies equivalents.- six semesters at Edison and North, four at Roosevelt and two at West and Marshall. Students at Roosevelt may also take a two semester course in Geogrophy as an elective in addition to the required social studies courses, while those at Washburn may take one semester of Philosophy.

### Vocational Courses

Twenty-one courses in the vocational fields - business, home economics and industrial arts - are taught at all ten high schools. Most of these (14) are in the area of business. There is a very wide variation in the number of vocational courses in addition to the 21 standard courses being taught at each of the high schools. This ranges from a high of 46 at Roosevelt and 36 at North, to a low of 11 at Marshall, 16 at West and 17 at Washburn.

The 14 standard semesters of business education include basic business, typewriting, bookkeeping and shorthand. In four of the five largest schools - Roosevelt, Washburn, North and South - there are an additional five semesters in the field of business, while at Henry there are four additional semesters, two at Edison, Central and Southwest, one at West and none at Marshall. The non-standard courses include personal typing, business law, business organization and management, and senior shorthand, which is described as an "accelerated vocational course." (6)

In the area of home economics all ten schools teach a two semester course in foods, and a two semester course in clothing. Three schools - North, South and West - teach an additional two semesters of foods, while additional semesters of clothing are available at every school except Edison.

The greatest variation among the curriculum offerings at the different schools appears to exist in the area of industrial arts. The number of non-standard industrial arts courses given at the various schools ranges from a high of 39 semesters at Roosevelt and 30 at Edison, to a low of 9 semesters at Marshall and Washburn, and 10 at West. All ten schools offer at least three courses in drafting but beyond this there is a considerable variation in the area of drafting as can be seen from the table. Besides basic drafting, two schools - North and Central - have courses in machine drafting, architectural drafting and engineering drafting, while seven of the other schools conduct classes in only one or two of these areas and Marshall in none.

South and Central are currently conducting courses in welding in addition to the other metals courses which are also available at all of the other schools, except Washburn. Five schools - Roosevelt, Edison, Henry, Southwest and Marshall - are conducting courses in the field of graphic arts, three schools - Edison, Southwest and Marshall - have a course in electricity, and only Southwest offers work in electronics. Four schools - Roosevelt, North, Henry and Central - provide a course in auto-mechanics. Although Roosevelt is the only school which offers courses in agriculture, this is a special program and any student wishing to enroll in the agricultural program may obtain a transfer to Roosevelt from any school in the city or the suburbs. However, most of the 50 or so students now enrolled in the agricultural course at Roosevelt are from the Roosevelt district.

(6) Ibid. p. 38

There is not as great a variation in what we have termed the miscellaneous fields - Art, Music and Physical Education - as in the others. In the field of music, every school has both a choir and a band. Most of the schools also have an orchestra and one or more other vocal groups.

### Curriculum Differences

The number and variety of courses taught at each high school appears to be influenced by five major factors: (1) Minimum requirements and standards. (2) Size of enrollment. (3) Educational philosophy of the Principal and his staff. (4) Availability of facilities. (5) Socio-economic background of the student body.

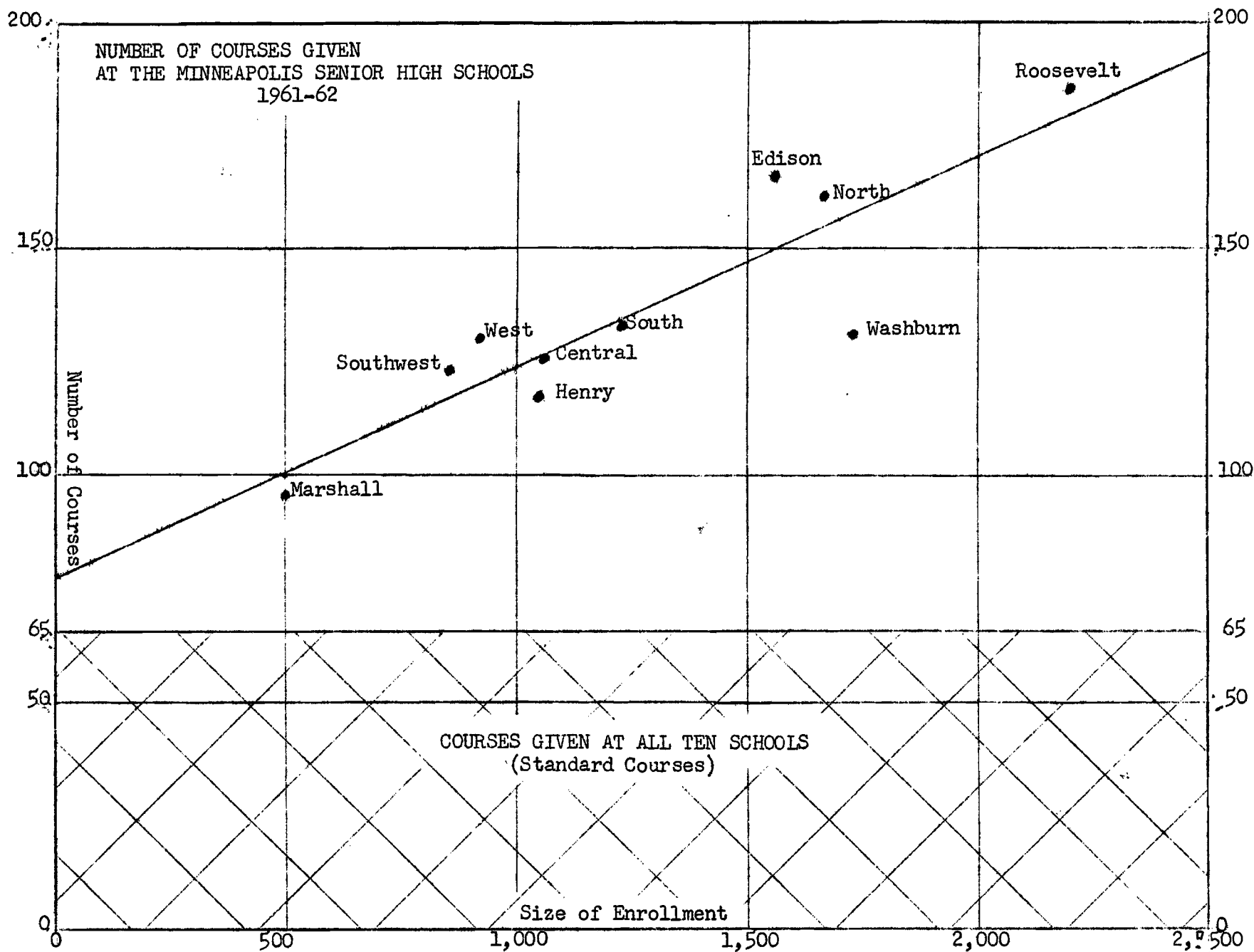
The minimum course offering at each high school is determined by minimum standards and requirements such as the graduation requirements described above, University entrance requirements, the standards established by the North-Central Association of Colleges and Secondary Schools and the requirements of the State of Minnesota.

### Size - Curriculum Relationship

The information in the tables and the attached graph shows that there is a direct relationship between the size of a senior high school and the number and variety of courses offered at that school. Not only do the larger schools offer a greater number of courses than the small schools but there is also a considerable difference in the composition of the curriculum. Three of the four schools with an enrollment of 1,500 or more - Roosevelt, North and Edison - offer a wide variety of courses in each of the general areas of study while at some of the other schools there are more courses in some areas of study than in others (e.g. one may compare the variety of courses given at West High School with those given at Southwest).

The basic reason for this relationship between size of enrollment and number of courses is that the number of teachers assigned to each high school is based upon the enrollment at that school. Each senior high school is allocated one teacher for every  $27\frac{1}{2}$  students. Apparently the only deviation from this ratio is that some schools receive an extra teacher because of their small size (e.g. 8/10 of one teacher at Marshall and one teacher at West) and some are given additional teachers because of the socio-economic background of the student body (e.g. Marshall and West each receive one extra teacher for this reason). The use of a rigid teacher-pupil ratio for determining the number of teachers to be employed at each of the schools means that the average class size at each school will be essentially the same regardless of school size. Therefore, courses which are taken by a small percentage of the students at a school, such as foreign languages, will not attract sufficient number of students at the small schools to form a minimum sized class, even though such a course may be selected by the same percentage of the students at the small school as at the larger school.

An example of this size-curriculum relationship may be found in the field of mathematics. The four largest schools in the system - Roosevelt, Washburn, North and Edison - all have courses in the accelerated mathematics program, while of the six schools with an enrollment of under 1,500 only West offers this program. Likewise, only the four schools with an enrollment of over 1,500 students have classes in PSSC Physics in addition to the regular physics course. The greatest variation, however, is in the field of foreign languages. Roosevelt, the only school with



over 1,800 students, conducts classes in six different foreign languages, two of which a student may take for three or four years. Students at Washburn and South have their choice of 5 different languages, however, at Washburn the larger of these two schools, four of the five languages are being taught for three or more years, while at South only two years of each language are given. Five schools conduct classes in four languages, while at Central, one of the smaller schools in the system, the student may take any of three different languages each of which is taught through the third year. At Marshall, the smallest school in the system, only two foreign languages are taught, each for two years.

### Limitations of Choice

The data presented in the tables and the foregoing examples indicate that students at the smaller high schools have a much smaller number of courses from which they may select their course of study than do the students at the larger schools. Many of the courses which are available at some high schools but not at others are advanced or accelerated programs designed for higher ability students and courses designed to meet special interest or develop a unique ability of the students. It is also, of course, much more difficult to classify students by ability or interest in the smaller schools as compared to the larger schools where a larger number of classes in the same course are available.

Another difficulty of the small school which further limits the students choice of courses is the problem of scheduling classes. In the smaller schools, courses such as physics, chemistry, and advanced mathematics are held only two or so periods a day. Thus, because of the scheduling conflict which may result it is at times difficult for a student to select all of those courses which he desires to take even though they may all be available at his school. West High School apparently has so many one class courses that four classes meet at 7:30 a.m. in order to avoid scheduling conflicts.

The ability of a school to provide a full program of extra curricular activities is also inhibited by small enrollments. While a large percentage of the students at the smaller schools have the opportunity to participate in such activities as interscholastic athletics, it is extremely difficult for the smaller schools to compete with schools which are two to four times as large as they are. As an example of this, the administration at Marshall has, in the past, considered the possibility of dropping interscholastic hockey.

Some of the smaller schools have taken steps to broaden their curriculum in spite of their size. At West, teachers are not used as study hall or lunch room monitors or as hallway supervisors (which are apparently self-supervised). Consequently, every teacher at West teaches 5 classes per day, thereby reducing the average class size and enabling that school to offer some additional courses. In the opinion of Mr. Janes, the West High School Principal, self-supervised study halls etc. could not be used at the larger schools in the system. However, we believe that the school administration should investigate the possibility of utilizing this system, or modifications, at other schools in the system.

Another method used by some schools to broaden their curriculum offerings is that of "combination classes". This is done to some extent even at the larger schools. By combination classes we are referring to the system where a single class in art, industrial arts, home economics and sometimes foreign languages, will include students who are enrolled in different levels of the same course. For example, at

Central High School, students taking the second and third year of French are combined into a single class. Such combination classes are used by all schools in art, and by most schools in home economics and industrial arts, since much of the advanced work in these fields consists of independent projects. The officials at some schools do not believe, however, that such combination classes are practical for courses such as foreign languages.

Apparently as a means of increasing the number of foreign languages which can be offered, Henry conducts foreign language classes on an alternate year basis. This means that each language course is only taught every other year (first year Spanish and French and second year Latin and German are being given this year; next year Henry will conduct classes in second year Spanish and French and first year Latin and German).

### The Proposed Building Program

The most generally accepted standards for senior high school size appear to be those which have been set forth in several reports by the Minneapolis City Planning Commission (we have been told that these standards were suggested to the Planning Commission by Minneapolis school administration officials). These standards state that a senior high school should have an enrollment of between 1,000 and 1,800 students, and that 1,500 students is the optimum enrollment. As a result of our studies, we would agree that each senior high school in the system should have a minimum enrollment of no less than the recommended 1,000 in order that each school may offer a comprehensive curriculum at an economical cost, and every student may have a reasonably equal educational opportunity. At this time, three of the City's ten senior high schools are below the recommended minimum size, one is above the recommended maximum, and six schools fall within the 1,000-1,800 range.

Rather than moving in the direction of equalizing the size of the high schools, the proposed building program would further widen the differences in school size. As a result of the proposed program, three schools - Roosevelt, Washburn and North - would be larger than the recommended maximum, while three schools - Marshall, West and the new South High School - would be below the minimum size. Only four schools would be within the 1,000-1,800 enrollment range, and of these four only Edison would be near the recommended optimum size of 1,500.

### Marshall High School

One of the most serious deficiencies of the proposed program is that it completely disregards the problem of the small enrollment at Marshall High School. As a matter of fact, by the construction of a new South High School, the program will tend to preclude any efforts to increase the Marshall enrollment by changing school district boundaries. In our opinion, the situation at Marshall is extremely serious, and any senior high school building program in Minneapolis must either provide for increasing the enrollment at Marshall or for the transfer of Marshall students to other high schools. Although the proposed program is silent on the question of Marshall, it would, if adopted, tend to preclude enrollment increases.

A glance at Tables IV and V will quickly reveal the seriousness of the situation at Marshall. The curriculum available to Marshall students is much more limited than that available at any of the other schools. Table IV shows that in almost every area of study Marshall has the smallest number of courses. Marshall has a total of 30 non-standard courses, compared to 120 (or four times as many!) at

Roosevelt, which has the largest number. Seven schools have classes in at least two times as many non-standard courses as Marshall, and the other two - Southwest and Henry with 58 and 52 - have almost twice as many.

Marshall also ranks last in the number of courses given in both the vocational and academic fields. In the academic fields, Marshall conducts classes in 15 non-standard courses compared to 43 or more at five of the other schools. A similar situation prevails in the vocational fields, where Marshall has 11 non-standard courses, while seven of the other schools have at least twice as many.

#### Central Office-High School Relationship

The third factor affecting the number and variety of courses offered at each high school is the educational philosophy of the high school principal and his staff. Apparently, each of the high schools in the city is virtually an independent unit, and the principal of each school appears to have almost complete discretion in the selection of the curriculum to be offered at his school. Because of this, the curriculum offered at each of the schools, to a large measure, is dependent upon the educational philosophy of the individual principal and his staff. This, at least partially, accounts for the fact that some schools offer a complete range of equivalents in the fields of English and social studies, while others, such as Washburn, offer almost no equivalents whatsoever. Some of the principals believe that it is more important to drill students on the fundamentals in these basic fields instead of allowing the student to specialize within the field.

It is not the purpose of this report to question the amount of autonomy which each principal enjoys in the operation of his school, and this matter is mentioned only to help explain some of the differences in the curriculums at the various schools. However, we do believe that this matter should be explored further at some future date.

#### Lack of Facilities

Another factor which affects the curriculum available at each of the schools is the availability of facilities. Obviously, a school which does not have a machine shop cannot teach a course in machine shop. Lack of facilities appears to be the primary explanation for the small number of industrial arts courses currently being offered at Washburn High School. Despite the fact that the only industrial arts facilities now located at Washburn are woodworking and mechanical drawing, the only industrial arts facilities which would be added to Washburn by the proposed building program, as we understand that program, would be an electronics shop. At the same time, the program would add new electrical or electronics shops at Roosevelt, North and Southwest - three schools which now provide some of the most extensive industrial arts programs in the city.

There is also a relationship between the size of the school and the extent to which specialized facilities, such as shops and laboratories, can be utilized. In the smaller school it is often impossible to utilize fully these expensive specialized facilities. For example, there are only two physics classes and two chemistry classes at Marshall, which has both a physics laboratory and a chemistry laboratory. At Southwest, there are only three physics classes each day which utilize the physics laboratory at that school. A similar situation exists in industrial arts and home economics. As an example, none of the shops at West are being used for more than three of the six regular periods each day, and on three days each week the woodshop and the drafting room are being used for only one period each.

In the case of Marshall, the drawing room and the woodshop are apparently being used for four periods each day, but the graphic arts shop is being used only two periods a day, while the electrical and machine shops are only in use one period a day. Much of the shop utilization in the junior-senior high schools - Marshall, Henry and Southwest - is by the junior high students, and in some cases junior high students and senior high students are combined into the same classes. Some of the shops in the junior-senior high schools are, however, not fully usable for teaching advanced senior high school shop courses, because the shops apparently do not contain the machinery needed for these courses.

### Socio-Economic Factors

The fifth major factor affecting the curriculum at a high school is the socio-economic background of the student body. There is apparently some attempt by each school to orient its program toward the particular needs of the students enrolled at that school. This factor appears to explain some of the differences in specialization in particular subject areas at different schools. While some of this variation may be justified because of the socio-economic background of the student body, the specialization by different schools in specific fields, at the expense of course offerings in other fields, will inhibit the number of courses available to students from the minority socio-economic group in attendance at that particular school.

### Recommendations

Because size of enrollment appears to be the most important factor influencing the number and variety of courses given at each senior high school, we recommend that any building program involving senior high schools should serve to strengthen the enrollment at the smallest high schools, in order that their curriculums may be broadened and every student may be provided with a more nearly comparable educational opportunity. We also urge that the enrollment at most, if not all, of the senior high schools be brought within the recommended range of 1,000-1,800 students.

It was not the purpose of this report to evaluate the quality of the curriculum, the operation of the individual high schools, nor the relationship between individual schools and the Minneapolis school administration. Also, it was beyond the scope of this report to make recommendations concerning the type of curriculum which should be offered or to state whether or not every high school in the system should provide a curriculum as comprehensive as the Roosevelt curriculum. However, because our study did raise a number of serious questions about these matters, we recommend the appointment of a Citizens League committee to explore them further.

PROPOSED PROGRAM SERIOUSLY DEFICIENT IN REJECTING  
BOUNDARY CHANGES AS MEANS OF RELIEVING OVERCROWDING

Sufficient empty classroom space presently exists throughout the Minneapolis school system to handle current and anticipated future enrollments. In general, however, those schools with room for additional students are located in areas of declining population in the closer-in sections of Minneapolis, and the pressure to provide additional capacity exists at schools in the outer extremities.

The Board of Education has traditionally followed the principle that each student should be able to attend a school in his own neighborhood and, if at all possible, within reasonable walking distance of his home. In conformance with this principle, the Board of Education has steadfastly resisted any substantial expansion of transportation, except on a temporary basis or unless there is no other reasonable alternative. Although we regard the degree of the use of transportation to be an important policy issue which must be reviewed periodically, we are not, for the purposes of this report, questioning the soundness of the policy against extensive use of transportation. In fact, we have presumed continuance of the basic policy of allowing each child to attend a school in his own neighborhood and preferably within walking distance. We wish to make it crystal clear, therefore, that the type of boundary changes suggested in this report are not inconsistent with existing Board of Education policy.

The table beginning on Page 34 (Table VI) indicates the capacities of all schools throughout the city, the present enrollment at each school, the projected 1966 enrollment at each school, and the deviation either + or - from capacity at each school. An asterisk indicates that the proposed construction program includes consideration of additions or portable classrooms to provide additional capacity.

The proposed program, without exception, recommends additions or portable classrooms at schools as a means of relieving overcrowding. Not a single school district boundary change is proposed in order to enable more effective use of existing excess capacity at schools adjacent to those which are overcrowded.

Although school administration officials deny that they have rejected boundary changes as a means of relieving overcrowding, their actions both past and present lead inescapably to this conclusion. We find it difficult to believe, for example, that among the more than 20 schools which are listed as overcrowded and for which additions or portables are recommended in the proposed program, that not in a single case was it feasible to adjust school district boundaries to utilize existing capacity in an adjoining district. Yet it is a fact that the proposed program proposes no boundary changes to relieve overcrowding.\* The school administration's record is not much better during the past five years. A school administration memorandum dated April 11, 1962, states "The Board of Education has made very few changes in boundary. Changes have been made to district new schools, such as Anthony, Shingle Creek, Olson, etc. We have had different boundaries for Grade 9 for Edison for the last three years because Northeast and Sheridan have not been able to house all the junior high school students of northeast Minneapolis. There have been two boundary changes in the past five years, other than those above." (Underlining ours.)

With respect to elementary schools, there are several instances where boundary changes of a few blocks would eliminate overcrowding at a school where the proposed program recommends the construction of portable classrooms. Schools where this possibility exists are mentioned elsewhere in this report under the section

\* Neither the CSBC report nor the proposed program contains any suggested boundary changes. However, it is possible that a few may be implied from the fact that nothing is proposed to relieve minor overcrowding at several schools.

## MINNEAPOLIS PUBLIC SCHOOLS - CAPACITY AND ENROLLMENT

<u>Senior H. S.</u>	<u>Capacity</u> <sup>1</sup>	<u>1961-1962</u> <u>Enrollment</u> <sup>2</sup>	<u>Difference</u> <u>Between</u> <u>Capacity &amp;</u> <u>Enrollment</u>	<u>Estimated</u> <u>1966-1967</u> <u>Enrollment</u> <sup>3</sup>	<u>Difference</u> <u>Between</u> <u>Capacity &amp;</u> <u>Enrollment</u>
Central	1808	1060	-748	1130	-678
Edison	1862	1563	-299	1500	-362
*North	1781	1667	-114	2079	+298
*Roosevelt	2110	2203	+ 93	2377	+267
*Washburn	1397	1732	+335	1957	+560
West	1507	933	-584	895	-612
<u>Junior-Senior</u> <u>High Schools</u>					
Henry	1702	Sr. 1050 Jr. <u>1071</u> 2021	+419	Sr. 1249 Jr. <u>458</u> 1707	+ 5
Marshall	1357	Sr. 507 Jr. <u>580</u> 1087	-270	Sr. 535 Jr. <u>513</u> 1048	-309
*South	1425	Sr. 1230 9 Gr. <u>224</u> 1454	+ 29	Sr. 1230 9 Gr. <u>246</u> 1476	+ 51
*Southwest	1516	Sr. 863 Jr. <u>753</u> 1616	+100	Sr. 1176 Jr. <u>673</u> 1849	+333
Vocational	1788	Reg. 1168 Adult <u>363</u> 1531	-257	Reg. 1200 Adult <u>400</u> 1600	-188
<u>Junior H. S.</u>					
Anthony	942	843	- 99	846	- 96
Bryant	1066	954	-112	890	-176
Folwell	1116	1079	- 37	982	-134
*Franklin	670	567	-103	593	- 77
Jefferson	1066	1126	+ 60	1098	+ 32
Jordan	1265	1249	- 16	1237	- 28
*Lincoln	1141	990	-151	1150	+ 9
Nokomis	1116	1115	- 1	998	- 18
Northeast	1066	1158	+ 92	1125	+ 59
Olson (under construction)	600			594	- 6
Phillips	1190	917	-273	804	-386
Ramsey	1339	1464	+125	1355	+ 16
Sanford	967	884	- 83	830	-137
*Sheridan (Elem. & Jr.)	645	626	- 19	657	+ 12

(See next page for footnotes)

- 1 These figures represent the calculated capacity of school buildings by the Department of Administrative Research of the Minneapolis Public Schools. In the secondary system, this was accomplished by obtaining a number specifying the number of teacher stations and multiplying this by the ratio of pupils per teacher that the citywide grouping of schools had in September, 1959. The ratios used are as follows:

<u>Type of School</u>	<u>Pupils per Teacher</u>
Junior High	24.8
Junior-Senior High	26.6
Senior High	27.4
Vocational High	17.7

- 2 Figures for secondary enrollment in 1961-62 are from the "Capacity and Enrollment - Secondary Schools", Department of Administration & Research, April 5, 1962.
- 3 Source: "Capacity and Enrollment - Secondary Schools" April 5, 1962

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TABLE VI

MINNEAPOLIS PUBLIC SCHOOLS - CAPACITY AND ENROLLMENT

<u>Elementary Schools</u>	<u>Capacity</u> <sup>4</sup>	<u>1961-1962</u> <sup>5</sup> <u>Enrollment</u>	<u>Difference Between Capacity &amp; Enrollment</u>	<u>Estimated 1966-1967</u> <sup>6</sup> <u>Enrollment</u>	<u>Difference Between Capacity &amp; Enrollment</u>
Adams	630	510	-120	490	-140
7*Agassiz	270	342	+ 72	341	+ 71
Armatage	930	936	+ 6	822	-108
Audubon	420	425	+ 5	448	+ 28
Bancroft	780	744	- 36	697	- 83
Barton	510	506	- 4	580	+ 70
Blaine	360	378	+ 18	399	+ 34
Bremer	780	822	+ 42	833	+103
Bryn Mawr	330	272	- 58	269	- 61
*Burroughs	660	748	+ 88	813	+153
Calhoun	690	713	+ 23	693	+ 3
Clay	360	216	-144	186	-174
Cleveland	450	417	- 33	421	- 29
Clinton	630	584	- 46	663	+ 33
*Cooper	540	528	- 12	521	- 19
Corcoran	750	747	- 3	724	- 26
*Douglas	480	454	- 26	419	- 61
Emerson	540	316	-224	239	-301
Ericsson	540	480	- 60	490	- 50
*Field	540	578	+ 38	578	+ 38
Fuller	570	543	- 27	522	- 48
*Fulton	720	809	+ 89	810	+ 90
Grant	780	739	- 41	796	+ 16
*Greeley	570	600	+ 30	628	+ 58
Hale	720	674	- 46	606	-114
*Hall	360	394	+ 34	500	+140
Hamilton	600	437	-163	445	-155
*Harrison	930	1023	+ 93	1062	+132
Hawthorne	750	674	- 61	667	- 83
*Hay	630	646	+ 16	611	- 19
Hiawatha	600	541	- 59	539	- 61
Holland	510	349	-161	321	-189
Holmes	360	215	-145	188	-172
Howe	540	459	- 81	454	- 86
*Irving	630	614	- 16	663	+ 33
*Keewaydin	540	508	- 32	473	- 67
Kenny	720	841	+121	839	+119
*Kenwood	420	547	+127	622	+202
*Lake Harriet	360	375	+ 15	384	+ 24
*Lind	600	673	+ 73	661	+ 61
*Longfellow	660	684	+ 24	662	+ 2
Loring	450	391	- 59	362	- 88
*Lowell	600	621	+ 21	594	- 6
Lowry	540	462	- 78	446	- 94
Lyndale	660	641	- 19	624	- 36
Madison	510	397	-113	380	-130
Mann	510	543	+ 33	584	+ 74
Marcy	360	189	-171	185	-175

MINNEAPOLIS PUBLIC SCHOOLS - CAPACITY AND ENROLLMENT  
(Continued)

<u>Elementary Schools</u>	<u>Capacity</u> <sup>4</sup>	<u>1961-1962 Enrollment</u> <sup>5</sup>	<u>Difference Between Capacity &amp; Enrollment</u>	<u>Estimated 1966-1967 Enrollment</u> <sup>6</sup>	<u>Difference Between Capacity &amp; Enrollment</u>
7 *McKinley	540	696	+156	722	+182
*Minnehaha	540	575	+ 35	575	+ 35
Monroe	690	554	-136	483	-207
Morris Park	630	632	+ 2	548	- 82
Motley	180	138	- 42	122	- 58
Northrop	480	411	- 69	362	-118
Page	360	302	- 58	317	- 43
Penn	510	447	- 73	451	- 59
*Pierce	330	312	- 18	305	- 25
Pillsbury	480	459	- 21	524	+ 44
Pratt	450	391	- 59	367	- 83
Prescott	660	672	+ 12	658	- 2
*Schiller	510	495	- 15	500	- 10
*Seward (K1-8)	840	K1-6 541 7-8 293 834		K1-6 524 7-8 270 794	
			- 6		- 46
Sheridan (Elem. & Jr.)	450	501	+ 51	517	+ 67
Shingle Creek	720	635	- 85	638	- 82
Standish	690	603	- 87	624	- 66
Tuttle	540	565	+ 25	568	+ 28
*Waite Park	750	812	+ 62	817	+ 67
*Warrington	600	510	- 90	584	- 16
Washington	270	116	-154	118	-152
Webster	390	314	- 76	307	- 83
Wenonah	540	443	- 97	412	-128
Whitney	210	177	- 33	182	- 28
Whittier	660	599	- 61	596	- 64
*Willard	630	697	+ 67	661	+ 31
Windom	600	553	- 47	494	-106

4 The calculated capacity of elementary schools was arrived at by multiplying the number of standard rooms in each school by 30 pupils in Grades 1-6 and 60 pupils per room in each kindergarten room. These figures reflect only the regular classrooms and not the rooms reserved for special classes.

5 The enrollment figures are only for regular pupils in the elementary system. Source: "Minneapolis Elementary Schools - Capacity & Enrollments," April 11, 1962.

6 Source: "Minneapolis Elementary Schools - Capacity & Enrollments," April 11, 1962.

7 In the elementary system the additional classrooms and portables are only tentative and subject to change if the need is not evident, with the exception of: Burroughs, Field & Warrington, to which bond funds will be committed. The list of schools at which additional classrooms will be needed was from the Dept. of Business Affairs, Minneapolis Public Schools, January 16, 1962.

which discusses proposed construction projects at specific schools. The really meaningful boundary changes which, in our opinion, should have been considered involve a comprehensive analysis of larger areas of the city consisting of several elementary school districts and would amount to a substantial redistricting to utilize more fully the capacities of each of the schools in the area.

We have previously discussed the urgent need to consider boundary changes at secondary schools for the purpose of strengthening enrollments at the smallest schools and thereby enabling these schools to provide a more comprehensive curriculum offering. It so happens that most of these smaller senior high schools have considerable excess capacity. Therefore, boundary changes which would strengthen enrollments at these schools would not require the construction of additional classrooms.

We doubt seriously that the educational demands of the future can be met without constantly reviewing and updating school district boundaries. The proposed program is seriously deficient in giving so little consideration to so important a part of any school construction and rehabilitation program as maximizing the utilization of the capacity of the existing school plant.

Although there is considerable confusion, as well as substantial disagreement, with respect to how the capacity total at each school is arrived at, we have accepted for the purposes of this report all capacity figures provided by the school administration. A considerable complaint is voiced by school officials about the disadvantages of having to use classrooms at overcrowded schools six hours a day instead of five, thereby precluding the use of a classroom one hour each day as a home room station. We have made no detailed study of the merits of using classrooms only five hours each day, nor of providing each teacher with a home room station, and we therefore express no viewpoint. However, we raise the issue here for the purpose of urging further review, in the hope of finding a more efficient way of using academic classrooms.

PROPOSED PROGRAM FAILS TO STRENGTHEN  
K6-3-3 FORM OF SCHOOL ORGANIZATION  
TRADITIONAL TO MINNEAPOLIS

The K6-3-3 form of school organization has long been favored by the Minneapolis Board of Education. Support for its continuance is restated in the report of the Community School Building Committee. In general, this form of school organization separates, both from the standpoint of the building structure and the curriculum offering, schools into those handling kindergarten through Grade 6, those handling junior high Grades 7, 8 and 9, and those handling senior high Grades 10, 11 and 12. There are several exceptions to this form of organization throughout the Minneapolis school system, and each departure is justified on the basis of an insufficient enrollment for economic utilization of the K6-3-3 form. Departures include combination junior-senior highs at Marshall, Southwest and Henry, 9th grades at Edison and South, 7th and 8th grades at Seward Elementary School, and a combination elementary and junior high at Sheridan.

The proposed program does nothing to reduce these departures from the K6-3-3 form of organization. On the contrary, the program proposes a further departure in recommending construction of a new combination junior-senior high in the Seward area. Once again, this deviation is justified on the basis that the senior high enrollment at the new South will be insufficient to provide a fully comprehensive curriculum at an economical cost.

We have not reviewed the advantages and disadvantages of the K6-3-3 form of school organization and therefore express neither approval nor disapproval. However, so long as this form continues to be favored for Minneapolis, everything possible should be done to strengthen it and any further departures should have the strongest possible justification. Again, it is not the purpose of this report, nor the proper function of a citizen organization, to propose specific ways to strengthen the K6-3-3 form of school organization. But we are convinced, based on our own studies, that it is both possible and feasible for as comprehensive a proposed program as that now under consideration to move clearly in the direction of strengthening this form.

#### PROPOSED PROGRAM NOT A LONG-RANGE PROGRAM

In order to lay the proper foundation for the conclusion that the proposed 5-year school construction and rehabilitation program is neither a long-range program itself, nor the first stage of a long-range program, it seems appropriate to explain the procedures under which the proposed program was formulated. Based on our review of the minutes of the meetings of the Community School Building Committee and based on oral discussions with individuals familiar with the procedures used, we understand that the program was developed in somewhat the following way. The CSBC began its assignment of reviewing the building needs of the Minneapolis public school system without having the benefit of any prepared and coordinated program which had previously been formulated by the school administration. It had to start from scratch, and the early meetings of the CSBC were devoted to familiarizing committee members with the educational program of the Minneapolis school system. After about a half dozen meetings of listening to numerous educational leaders and other financial and planning experts, the CSBC decided to begin reviewing the stated needs of schools by high school districts. The CSBC then held meetings in each high school district throughout the city listening to the important needs at each school, generally as presented by the principal of the school. During this stage of the proceedings the CSBC requested that the school administration prepare some kind of report putting all these needs into one report or document and giving some advice as to the relative priorities. At about the time the CSBC completed its meetings held throughout high school districts, the school administration staff made available to the CSBC a first study draft of a report entitled "Reported Capital Improvements and Major Maintenance Needs." The first introductory paragraph of this study draft states: "This report presents study data summarizing requested capital improvements and major maintenance needs of the Minneapolis schools as they have been reported by various members of the school staffs, or as they have been suggested by interested citizens studying the facilities needs of their respective neighborhood school units." The objective in submitting the study draft was declared to be "to determine the needs in terms of capital improvements and major maintenance in each school for the next 5-10 years and to reduce these needs to possible costs of the projects during this period." The study draft was said to be a compilation of these needs based on the following sources:

1. A complete survey made by the principal and head man in each school in early 1960.
2. A survey made by each consultant in his or her particular field during early 1960.
3. A survey made by the buildings and grounds staff of physical needs of each school as it applies to each particular craft.

4. A review of the files on reported needs, complaints and suggestions as submitted by interested persons and citizen groups.

The needs are then broken down both by categories and by schools. The categories, for example, are separated under headings such as health and physical education, home economics, industrial education, library, lunchrooms, science, etc. A total estimated cost is then listed for each category at each school and then the schools are ranked for purposes of establishing priorities. The CSBC then proceeded to divide itself into subcommittees by high school districts, with usually two and in a few cases three members assigned to each subcommittee. Generally, committee members were assigned to the subcommittee which reviewed the needs in his or her home district. These subcommittees then made personal visits to the schools to verify the needs as stated and to report back their findings to the full committee. Based on these subcommittee reports, the full committee then proceeded to develop the total program.

The CSBC held a total of 34 meetings of the full committee, in addition to the work done by individuals and subcommittees. The assignment given to these citizens was a formidable one indeed, and under the circumstances the members should be commended for handling so monumental a task. The CSBC worked without benefit of funds and without professional staff. Their sole staff assistance came from members of the school administration. The CSBC had the additional handicap, as noted from the minutes of meetings, of having to resist persistent pleas by the school administration to set early deadlines in order to enable submission to the voters at scheduled elections which were close at hand. It seems apparent that the CSBC was continually fighting deadlines in an effort to complete its report. Much to its credit, the CSBC resisted to a substantial extent these pleas for more rapid progress.

An essential prerequisite of any long-range school construction and rehabilitation program is first to establish guiding principles and to review and fix basic school policies. Much more is involved than the mere assembling of the statements of construction needs at each school. Based on our review of the minutes of the CSBC, we are not satisfied that any extensive amount of discussion and deliberation was devoted to such major school policies as the degree of comprehensiveness of the curriculum to be provided at each school, the ability of small schools to provide adequate curriculum offerings, the importance of reducing the substantial variance in enrollments among schools, the desirability of a thorough review of existing school boundaries to assure that they were up to date, the cost and feasibility of more extensive use of transportation, and many other important policies which will affect the quality of the future educational opportunity provided for our children. There appears to be some difference of opinion among members of the CSBC itself on the depth to which this type of basic policy issue was probed.

If, as it appears to us, there was insufficient consideration of these basic policies, then there must be considerable doubt as to whether the proposed program will or can meet adequately the educational challenges of the future. For example, it is not sufficient to review the physical condition of schools and facilities, say, in the South High district, to conclude that South High is an obsolete building which should be replaced, and then to select an appropriate site for a new high school. The possible effect on other adjoining high schools must be weighed and interrelated. The decision to build a new South High has the clear effect of precluding any bolstering of the enrollment at Marshall. If, as seems

indicated by our review, Marshall is far too small a school to provide a reasonably comparable curriculum to that offered by other larger schools, this results in limiting future decisions to two alternatives. Either condemn students at Marshall to an inadequate curriculum or abandon the school and consolidate the students into adjacent school districts. We submit that, even though perhaps not so intended, the proposed program will drive school leaders to one or the other of these two alternatives, and if this is to be the end result the decision must be weighed much more carefully and should not be backed into as seems to have happened under the proposed program. It is not our purpose in using this example to argue either for or against the construction of a new South High. But it is our purpose to protest against making such vastly important long-range decisions about the future of our entire school system without having wrestled extensively with the basic policies on which a sound construction program must be built. If long-range decisions are made, as is clearly the case with respect to the proposed construction program, then the formulation of the program must be on a long-range basis. Such was not the case.

Neither is the proposed program long range, as the term is commonly defined, in other important respects. A long-range program clearly implies a period of time far beyond five years. We do not suggest that irrevocable commitments be made for 15 or 20 years in the future, nor even for 6 or 7 years in the future. However, it is not only possible, but essential, to formulate general priorities and plans for a period of from 15-20 years in the future. Naturally, these long-range proposals will be reviewed constantly and updated as additional information becomes available or as conditions change. We disagree strenuously with the view that conditions are so uncertain beyond five years from now that it is impossible to make more than vague inferences as to what might or should be done.

A long-range program further implies the taking of a precise inventory of the current condition of each school building and the facilities and equipment within each building and establishing priorities based on clearly defined standards. With more than a third of all Minneapolis schools having been built before the turn of the century, it seems obvious that any long-range program should establish priorities, based on these standards, for the orderly replacement of obsolete schools. The same type of priority scheduling should be established for replacing or rehabilitating facilities within schools. A similar schedule should be established for replacement of obsolete equipment within schools.

The manner in which the stated construction and rehabilitation needs were presented to the CSBC does not lead to assurance that any such precise standards were ever developed or defined. While the system used by the school administration in establishing priorities has the color of following the prerequisites of a precise rating system, it seems clear to us that the end result is, for all practical purposes, a compilation of the needs at each school essentially as proposed by the principal or some faculty committee at the school itself. Throughout our hours of questioning of school administration officials we have been driven irrevocably to this conclusion, despite strong oral manifestations to the contrary. Even as late as April 16, 1962, when we were finally for the first time able to get a mimeographed statement discussing proposed construction projects from the school administration, most of the explanations were prefaced by a statement which began as follows: "School staff members have briefly described the building needs in the various departments as follows:" Almost never will the central school administration state categorically that a proposed project is its own recommendation based on its evaluation of the project. If, as school administration officials imply, this is an unfair criticism of their procedures and of the way in which recommendations

were developed, then it would seem that they would have made available the necessary supporting data to provide reassurance and to document the precise way in which these recommendations were arrived at.

SCHOOL ADMINISTRATION FUTURE ENROLLMENT PROJECTIONS  
FAIL TO TAKE IMPORTANT FACTORS INTO CONSIDERATION

Our committee has devoted a considerable amount of time to reviewing the school administration's projections of future enrollment. Part of our difficulty has been caused by constant revisions of these estimates during recent weeks. The projections used by the Community School Building Committee, and on which we based our early studies, have now been updated in many areas, and we have been forced to re-assimilate these new data. In certain instances, the new data seem to eliminate entirely the need for proposed additional classroom space, and in a few other instances to make the proposed program appear inadequate to meet the new need.

School administration projections of future enrollments are limited to the next five years and are based on the following type of computation. The Director of Research, Census and Attendance makes yearly projections of future enrollment for five years in order to allot the number of teachers for each school in the coming year. The method employed to arrive at these figures involves estimating the total enrollment for the future and then assigning this to particular schools based on their previous pattern of enrollment. This historical projection begins in first obtaining the citywide enrollment and estimating its future growth or decline. In the secondary system this involves simply moving the totals of the previous year forward by one year and introducing a factor of parochial school movements into the system in the 9th Grade, in addition to a dropout rate and a continuation of past movements in optional areas. In the elementary system the total school enrollment similarly follows the forward movement of the kindergarten to the 5th Grade, with a reduction of a certain percentage who go into parochial schools after kindergarten. This also involves an estimate of the size of the incoming kindergarten. This is accomplished by estimates based on the number of resident births five years earlier and the application of an historical ratio of the number of children born to the number beginning kindergarten. Following this total estimate for the entire system, the figures are broken down for individual schools. This again follows the historical pattern of moving classes ahead one year in addition to taking an average of the kindergarten for the past three years. Further adjustments are made for the enrollment of Grades 1 - 5 in particular schools, as there may be a considerable loss which is accounted for by the parochial schools and emigration out of the city. Likewise, the junior high enrollment projections are subject to some change with the adjustment in the 9th Grade caused by parochial students coming back into the public schools.

These historical census estimates of the entire school system are usually fairly accurate, with a possible variation of .5 to 1%, or 100 out of 7,500 in kindergarten in 1961. However, the technique is not particularly accurate for individual schools, especially if the nature and character of the district's population is changing. This is particularly true in unstable neighborhoods, which are, or will be, affected by freeways, urban renewal and changed land uses. Examples of where these estimates have been in error include schools affected by the freeway, such as Adams, Monroe, Motley, Warrington and Windom, in addition to Clay which declined because of the expansion of the University, and Bremer, Calhoun, Fuller, Grant, Kenwood, Longfellow, Lowry, Lyndale, Mann, McKinley, Morris Park, Northrup, Schiller, Seward, Shingle Creek and Wenonah, which either increased or declined substantially between the 1960 and the 1962 projections for 1963 and 1966 because of the changed use of the residential development in these districts. The

change appears to have almost eliminated the need for additions or portables because of crowding at Cooper, Douglas, Hay, Keewaydin, Longfellow, Lowell, Schiller & Seward, and reduced the size or number of portables required at Agassiz, Greeley, Lind & Willard, while the need increased at Burroughs, Fulton, Harrison, Kenwood & McKinley.

These variations are also noticeable in the secondary system in the projected increase in enrollments between projections made in 1960 & 1962 at Central, Roosevelt, West, Henry, Southwest & Jordan, while there was a decrease at Washburn. The difference between population projections made in 1960 & 1962 are as follows:

	<u>1963 Enrollment Estimate</u>			<u>1966 Enrollment Estimate</u>		
	<u>1960</u>	<u>1962</u>	<u>Difference</u>	<u>1960</u>	<u>1962</u>	<u>Difference</u>
	<u>Projection</u>	<u>Projection</u>		<u>Projection</u>	<u>Projection</u>	
Central	1099	1139	+140	1085	1130	+ 45
Roosevelt	2404	2487	+ 83	2330	2377	+ 47
West	917	1019	+102	819	895	+ 76
Henry	1574	1830	+256	1541	1707	+166
Marshall	1013	1084	+ 71	977	1048	+ 71
Southwest	1624	1845	+221	1609	1849	+333
Washburn	2045	1948	- 97	2032	1957	- 75

These errors, within a 2-year period, as can be seen, are sometimes very substantial and reflect either errors in estimating the elementary enrollment or changes which are not accounted for in the regular historical projections. This is important in areas of growth as well as decline. For example, at Southwest, the 1960 projection had originally indicated 108 over capacity, but with the re-evaluation in the later projection was crowded with 329 over capacity. As a result, because of the greater density which has only recently become evident, Southwest is apparently in need of a larger addition than the bond proposal provides.

Any long-range 15-20 year planning is also severely limited by the short-range 5-year projections of the school population. Although it becomes extremely difficult to make these distant projections, they are essential to the development of a comprehensive long-range building program. Such factors as future population of the city, which the Metropolitan Planning Commission estimates will decline by 53,172 persons, must be considered since, if out-migration continues in accordance with past trends, this decline will be realized. This is more acute for the school system since these estimates indicate that those who remain will be older and bear fewer children, while the out-migrants will tend to be young families. The possible impact of this change must be assessed in any construction program.

A major weakness in the proposed bond program lies in its ignoring the displacement of a substantial number of families in areas affected by freeways and urban renewal. As a result of the fact that historical census projections do not take these important factors into account, it seems reasonable to assume considerable error in future projections of senior high enrollments at Central, South, North, Marshall, junior highs at Phillips & Franklin, and elementaries at Adams, Blaine, Clinton Hawthorne, Grant, Madison, Marcy and Pierce. This situation is seen in the fact that most recent 1966 projections for Clinton elementary are increased by 96 over earlier estimates and even indicate crowding of 33 pupils. However, it is very likely that within the next five years land acquisition for a freeway through the entire district will be completed, with the resultant large decrease in number of families. This is also true for Central and South High Schools, which recent estimates have increased by 45 over the earlier projections in spite of the fact that freeways will cut extensively through both districts. Likewise, no account is taken of the effect of urban renewal on schools where for a period, if there is a clearance project, there will be a considerable drop in the number of families. This is

particularly applicable both for South and North Senior High Schools, in addition to Franklin Junior High and Grant, Blaine, Seward and Monroe Elementary Schools, which are located in areas of possible clearance within the next five years. A combination of the freeway and urban renewal would seem to jeopardize the population projections, particularly for North where an addition is proposed and at Franklin and South where new schools to replace existing ones are also proposed. As a result, school construction required to relieve overcrowding is apparently necessary only at Washburn, Roosevelt, and Southwest Senior High Schools, and additions or portables for this purpose will apparently be needed at Burroughs, Fulton, Harrison and McKinley, and to a lesser extent at Aggasiz, Greeley, Hall, Lind, Waite Park and Willard.

A further problem in estimating the enrollment of particular schools is to account for the number of students living within optional areas, usually on the fringes of the districts, that choose the option and go to the school outside their regular district. This is particularly important at Roosevelt, where 112 students that live in the South district have chosen to go to Roosevelt from a fifty block optional area in the southern end of the South district. If this option were eliminated, almost one half of the 1966 crowding at Roosevelt could be eliminated. The option between Washburn and Southwest was taken by 55 students, while that of the 9th Grade from Phillips to South was taken by 42. In the elementary system this device was used by 71 from Hamilton to Lind, 15 from Hamilton to McKinley, 32 from Hawthorne to Bremer, and 60 from Field to Hale, among others. This pattern of use in optional territories, particularly in crowded schools such as Roosevelt, McKinley and Bremer, is accounted for in all future projections. The use of such optional territories to further jam already crowded schools seems to be a questionable procedure, particularly if there is available room in the school within the district. It may be very desirable, however, to use this permissive alteration of boundaries to relieve schools that are crowded by permitting pupils to attend the adjacent school if there is sufficient capacity there.

The proposed bond program unfortunately comes at a very inopportune time from the standpoint that the Planning Commission is presently undertaking a 3-year intensive study of each area of the city in its Community Improvement Program. A part of this effort will consist of neighborhood population studies which will take into account public improvements and changed land uses. In addition, the present adequacy of local educational institutions, their sites and future traffic and transportation requirements will require the identification of projected growth, enrollment and service area of each institution. It will also involve a review of projected School Board needs.

The present uncertainties caused by the tremendous land changes occurring in the city and their resultant effects on schools should be resolved before such facilities as new schools at South and Franklin are constructed. We realize the limitations of the present method of census projection by the school administration. However, greater coordination between the schools and the Planning Commission should correct the present deficiencies, assuming the Planning Commission has adequate data.

The final value of having current population data and accurate projections into the future lies in their use either to make boundary adjustments or create optional territories to relieve overcrowded schools and use excess capacity in adjacent schools. This would seem particularly feasible in the secondary system where the factor of distance from the school is not so important as in elementary schools. However, it would appear to have application throughout the system particularly in relieving minimal overcrowding.

Sound population projections are the base on which any building program must rest. Without these, serious errors can result in either deficient estimates which require costly additions or overestimates which result in wasteful unused capacity.

We believe that more precise and realistic methods of estimating future school enrollments must be utilized by the school administration if proper long-range planning is to be carried out. We also consider it essential that projections of future enrollments be extended to at least a 10-year period in the future. We urge that prompt steps be taken by the school administration to strengthen its procedures. We suggest that closer coordination with the Minneapolis Planning Commission's staff, which also is estimating future population changes, will bring about a greater degree of certainty in this admittedly difficult area of planning for the future.

PROPOSED PROGRAM FAILS TO PROVIDE  
ADEQUATE DOCUMENTATION AND SUPPORTING DATA

New Construction Projects Too Vague

Precise supporting data is lacking with respect to the facilities which will be provided in proposed new schools and in proposed additions to existing schools. We have found, for example, that in the proposed program the rehabilitation projects are spelled out in considerable detail, with exact cost estimates attached to each project. However, when it comes to recommended new construction and proposed additions to schools, almost nothing is spelled out except the estimated total cost. Although we could cite many examples of this failure to provide adequate supporting data, we shall discuss only one here for purposes of illustration. Others are discussed under the evaluation of individual projects.

The proposed program recommends \$1.5 million for Roosevelt for an addition ostensibly to expand the school to relieve overcrowding, and proposes an additional \$744,000 for rehabilitation of existing facilities. School administration figures rate the capacity of Roosevelt as being able to accommodate 2110 pupils, and estimate 1966 enrollment at Roosevelt at 2377. We have been told by school administration officials that approximately 150 present Roosevelt students will be transferred to the recommended new South High once it is completed. Based on these figures, the 1966 enrollment at Roosevelt will be slightly more than 100 over capacity. It has also been explained that we have had no satisfactory explanation as to why 12 new academic classrooms are needed at Roosevelt in view of these figures, nor have we had any detailed information as to why an addition under these circumstances should cost \$1.5 million. No effort has been made to coordinate the facilities to be provided under the proposed \$1.5 million addition, which is included in the \$17 million portion of the total program which will be submitted to the voters and the proposed \$744,000 for rehabilitation which is included under the non-referendum portion of the program. We have had no satisfactory answer to our question of how it is possible, for example, to construct a totally new junior-senior high in the South area for an estimated \$4 million, excluding land acquisition costs, when the total cost of the proposed addition and rehabilitation at Roosevelt will amount to almost \$2.4 million. Neither can we understand how it is possible to accommodate an anticipated enrollment at Washburn, which will be more than 400 over the rated capacity of that school, by construction of approximately ten additional classrooms, when 12 are necessary at Roosevelt with an anticipated enrollment of only about 100 over rated capacity. Nor is it easy for us to comprehend why combined new construction and rehabilitation

costs at Roosevelt should substantially exceed those at Washburn, when Washburn is far more crowded and in view of the fact that Washburn has had very little rehabilitation work done during the past ten years compared to that done at Roosevelt.

Our singling out of the Roosevelt projects for purposes of this illustration is not to discredit the needs at Roosevelt. We merely cite this as one of the many examples of the absence of supporting data. We are compelled to conclude that any recommendation on our part with respect to the merits of these proposed projects would be sheer guesswork.

#### Future Contemplated Use of R & I Fund

The 1949 session of the Minnesota State Legislature, in approving an increased mill levy for Minneapolis school purposes, required that a minimum of  $3\frac{1}{4}$  mills be spent annually for repair and improvements of the capital plant. During recent years a substantial portion of R & I Fund expenditures have gone for rehabilitation projects. Despite this, the proposed program includes little specific information with respect to the contemplated use of the approximately \$6.5 million which will be available during the next five years. We do not know, for example, whether all priority rehabilitation needs for the coming five years will be met out of funds included in the proposed \$25 million construction and rehabilitation program. If, on the other hand, the proposed construction and rehabilitation program fails to include all priority rehabilitation projects, then it is important to have some listing of the additional projects which are contemplated for inclusion in the R & I Fund during the coming 5-year period.

It is also important to coordinate the anticipated use of the R & I Fund with a proposed construction and rehabilitation program for the purpose of allocating projects to the most appropriate source of revenue. Much of the equipment contained in any proposed rehabilitation program will perhaps not be usable for even ten years. Items such as this are included in the proposed 5-year program. We must presume that these items are included because the R & I Fund is already overtaxed with projects of an even less permanent nature. Were this not the case, we can see no conceivable reason for financing short-run projects through the issuance of long-term bonds and paying interest on them.

#### Program's Impact on Future Operational Costs

We understand that no estimates have been made with respect to the impact of the proposed 5-year program on future operational costs. We have no way of predicting this impact. But it seems obvious that a substantial addition of square footage to the total school physical plant, as will result from this program, certainly will increase maintenance costs. In addition, some expansion in the curriculum offerings at a number of schools should result, which will increase the number of teachers required. Also, some decrease in the average class size should result from the proposed program, which will require additional teachers. Perhaps there are compensating savings which might overcome other increases in operating costs. These are things which are of considerable importance and yet no effort has been made to calculate the program's impact on these costs.

While we recognize the real difficulty in predicting with any degree of preciseness these anticipated costs, it would seem important to make some effort to provide at least directional guidelines. It would be foolish, for example, to embark on a program of providing facilities to enable the offering of a fully comprehensive curriculum and later to find that the taxpayer is unwilling to provide the necessary financing. If the voter is given a forthright explanation, we are confident that he will respond affirmatively to demonstrated needs.

15-20 YEAR LONG-RANGE SCHOOL CONSTRUCTION PROGRAM NEEDED

As has been suggested earlier in this report, future school construction and rehabilitation needs are substantial, and a truly long-range program is urgently needed.

One of the most important reasons for the development of a 15-20 year long-range construction and rehabilitation program is to better determine the long-range cost which faces Minneapolis taxpayers. The proposed program, for example, provides almost no clue with respect to the backlog of unmet needs which will remain once the 5-year period is up. The proposed method of financing the 5-year program seems to imply that future construction and rehabilitation needs can be met largely within the \$2 million annual authority for incurring bonded indebtedness. We are not at all convinced, based on our studies thus far, that the backlog of needs will have been met sufficiently to justify any such conclusion. In fact, a contrary conclusion would appear to be more justifiable.

The proposed program recommends replacement of only three of the more than 30 schools which were built before the turn of the century. The CSBC in its report states, "The Board of Education should, for reasons of safety, health and curriculum needs, and lower maintenance costs, adopt a carefully planned consistent policy for the replacement of antiquated buildings as soon as funds are available." The CSBC further suggests consideration of other relatively costly needs after the conclusion of the 5-year program. For example, the CSBC mentions the need for providing swimming pools at each junior high school, the need to bring all school library facilities up to good library standards, the early acquisition of land for future needs, the expansion of Miller Vocational High School into a technical school, and the provision of regional facilities for interschool athletics in order to eliminate use of the Minneapolis Auditorium and Armory by high school students. In view of these directional indications of substantial future needs, it seems all the more imperative to develop a 15-20 year long range program and to recast the 5-year program now being proposed so that it will become the first step of a truly long-range program based upon a logically developed comprehensive long-range plan.

The long-range planning process should include the following steps which are essential to the development of a successful program:

1. Basic inventories and projections.
2. Goal forming.
3. Plan making.
4. Plan implementation.

The first step, preparation or updating basic data, is essentially a technical procedure which should be performed by professional personnel. Successful implementation of this step will provide the basic data which are needed as a starting point for the formulation of a plan. The basic inventories and projections should include the following:

1. An inventory of the condition and capacity of existing school facilities, which applies the same clearly defined criteria to every school in the system.

2. A projection of the future school enrollment by 5-year intervals which projects enrollments for the next 20 years and is based upon factors such as freeway construction programs and changing land use, as well as the statistical factors now being used.
3. An inventory of current curriculum offerings, including the number and percentage of students enrolled in the various types of secondary school courses.

The second step, goal forming, is probably the most important part of the planning process, since it will produce basic principles and directional guidance. This step includes the formulation of specific goals, policies and standards for curriculum, facilities, and other vital matters. Because of the importance and the directional nature of this portion of the process, the goals, policies and standards should be developed by the elected school board, with the advice and assistance of the school administration, outside consultants, and widespread citizen participation. Specific goals, policies and standards should be developed for such factors as:

1. The curriculum to be offered in the Minneapolis schools.
2. The range of variation of curriculum offerings among schools.
3. Continuation or replacement of the K6-3-3 form of school organization.
4. The minimum, optimum and maximum size of each type of school.
5. The use of transportation.
6. The extent to which school district boundaries will be subject to change.
7. The facilities to be provided at each school.
8. The physical condition of schools, including criteria for determining obsolescence and the need for replacement.

The third, or plan-making, step is essentially a process of translating the goals, policies and standards developed in Step 2 into specific plans for the development of the school system. The plans should be developed by the professional planning personnel with the participation and advice of citizens groups and, of course, subject to the approval of the Board of Education. This should be a district-wide plan which considers the future needs of the entire city. This step should also include the establishment of priorities based upon stated criteria, cost estimates and revenue estimates, all of which should be translated into a multi-stage program for the implementation of the long-range plan.

The fourth and final step of the process is the implementation of the plan -- converting the maps and policies into brick and mortar. Another vital part of this step, however, is the maintenance and updating of the plan itself. A long-range plan cannot just be prepared at one point in time and then forgotten; instead it must constantly be kept up to date and revised in the light of unforeseen changing conditions.

ROLE OF OUTSIDE CONSULTANTS, SCHOOL ADMINISTRATION STAFF AND  
CITIZENS ORGANIZATIONS IN DEVELOPMENT OF A LONG-RANGE PROGRAM

Outside Consultants

If the general procedure for developing a new 15-20 year long-range construction and rehabilitation program suggested in this report is to be followed, and if such a program is to be submitted to the voters without excessive delay, it appears obvious that it will be necessary to utilize the services of outside consultants experienced in school planning. This is preferable to a crash program of expanding the present school administration's staff in the area of planning and research. Far less delay will result in getting underway, not to mention the extreme difficulty in attracting outstanding personnel who probably would not be needed following completion or development of the new construction and rehabilitation program. We also tend to believe the public would likely be more assured about the need for the program if outside consultants are used. To the best of our knowledge, we understand that the use of outside consultants in helping develop long-range school construction and rehabilitation programs is rather common throughout the nation, and that it is somewhat unusual for the school administration itself to attempt to handle on its own this massive undertaking.

Citizens Organizations

We regard it as unwise to ask or expect citizens, either through a temporary committee or through a permanent organization, to formulate something as complex as a long-range school construction and rehabilitation program. This is not to intimate that citizen organizations should not play an important role in the total process of developing such a program. Citizen groups, for example, should be encouraged to participate in the process of reviewing and establishing long-range goals, guiding principles and school policies which would form the foundation of a specific construction program. Formulation of the program itself should be initiated and developed by the school administration with the assistance of outside consultants. A broadly representative citizens committee could play an invaluable role in reviewing the already formulated program. Its principal objective in making such a review would be to assure itself that the basic policies behind the specific proposals were sound and that the specific proposals conformed to these policies, that the program was carefully formulated, and that the projects were clearly defined and documented. The citizens committee also could help on expressing political judgments with respect to how extensive a program the public would be likely to support financially and to determine whether the program should be divided into stages or whether it should be presented as a single package.

School Administration Staff

Our review of the proposed program convinces us of the need to strengthen the long-range planning and research area of the school's administrative staff. We have not undertaken the type of study necessary to enable us to make specific recommendations with respect to how this should be accomplished. However, we have little doubt but that a need exists to add trained planning personnel to the permanent staff. Perhaps of equal importance is the need to review the structuring of the staff in the area of long-range planning and research and to propose changes which will result in more effective use of the personnel in this department.

DEFERRAL OF PROPOSED PROGRAM WILL NOT PREVENT  
MEETING THE MOST PRESSING SCHOOL NEEDS

We are fully aware of the fact that certain pressing needs exist throughout the Minneapolis public school system which cannot be deferred much longer. Kenwood Elementary School, for example, is crowded far beyond its capacity, and immediate steps must be taken to increase the capacity at that school. However, hasty approval of the proposed program is not the only way to provide for these pressing needs.

The Board of Education has authority to issue up to approximately \$2 million of bonds each year without prior voter approval. During recent years, this bonding authority has been used to construct new schools, as well as substantial additions to existing schools. We see no reason why some of this \$2 million cannot be used in 1963 to meet the most urgent needs for additional classroom space.

The approximately \$1.3 million which is available annually from the Repair and Improvement Fund could be used, at least in part during 1963, to provide urgently needed classroom space. In past years, a considerable part of the expenditures out of this fund have gone for major rehabilitation and there is no prohibition on further use for meeting important capital plant needs.

The Board of Education has authority to increase the levy for the Repair and Improvement Fund without prior voter approval, should it determine that the most pressing interim needs cannot be financed out of the above two suggested sources of revenue. We have no doubt but that if this is the only choice, the public would rather finance urgently needed construction of classrooms out of current levies for a brief period of time than to approve prematurely a comprehensive school construction and rehabilitation program which has not been formulated with sufficient care.