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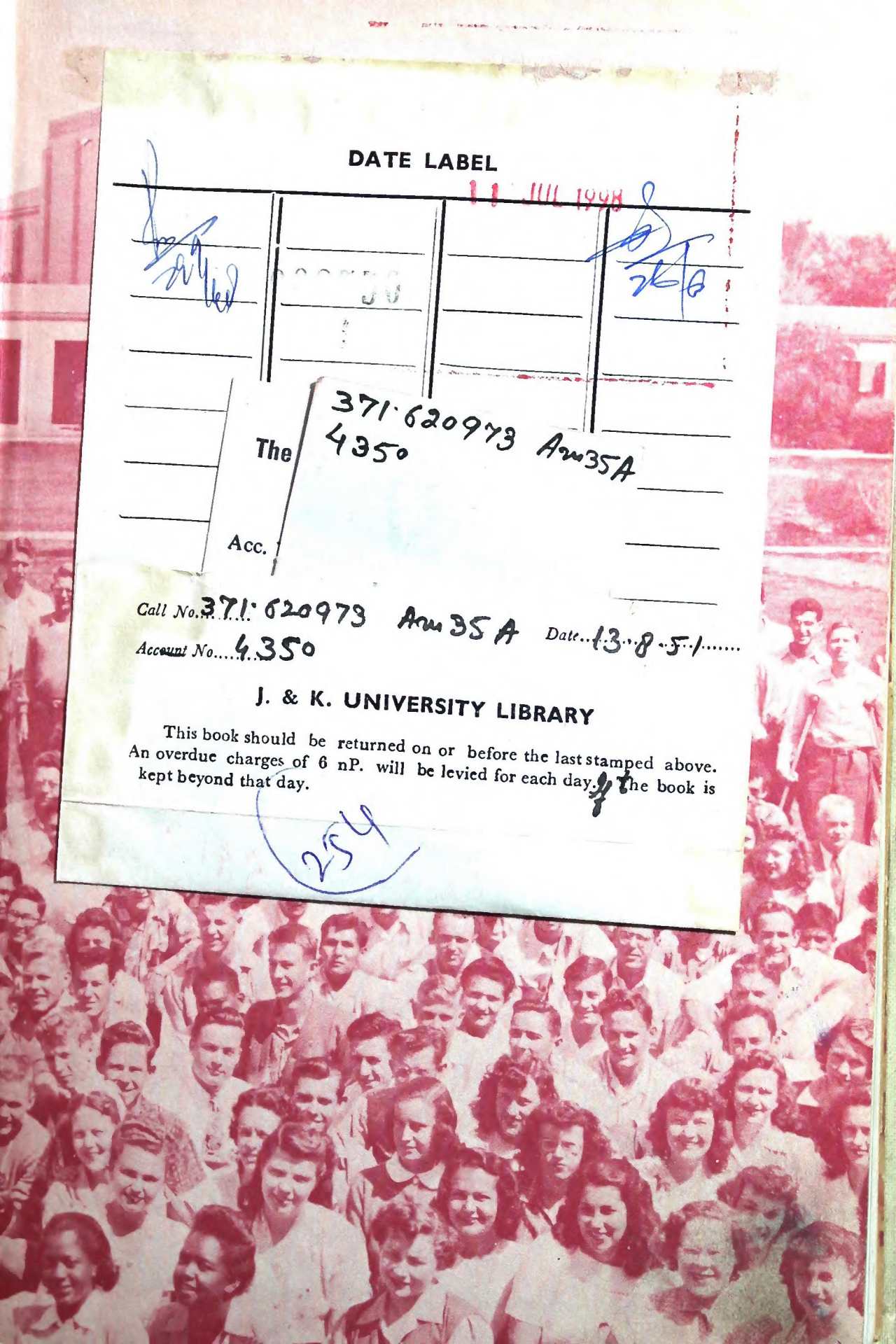
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AMERICAN SCHOOL BUILDINGS



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Building for the future

AMERICAN SCHOOL BUILDINGS

TWENTY-SEVENTH YEARBOOK

SA



AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS

A DEPARTMENT OF THE NATIONAL EDUCATION ASSOCIATION OF THE UNITED STATES

1201 SIXTEENTH STREET, NORTHWEST, WASHINGTON 6, D. C.

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FOREWORD

THE LARGE school building of the modern city and the little red schoolhouse of the pioneer hamlet are part of our picture of life in the United States. As American as apple pie, the schoolhouse is a symbol of community cooperation for the welfare of children and youth.

What every community needs in its schoolhouse is a structure, and a setting for it, that will make it possible for the community to have the best educational program that today's wisdom can devise, and at the same time to keep the way open for the improved program that the future will develop. It is in this spirit of looking ahead that this yearbook has been prepared and it is this spirit that the Yearbook Commission recommends in all planning for school plants.

Today the immediate need for new school buildings is overwhelming. Most obvious is the demand for housing the babies born in the war and postwar years, who soon will be in school. Fully as urgent is the need for replacing unsafe and outdated structures that were kept in use thru nearly twenty years of depression and war.

The problem is not so simple, however, as that of merely replacing or extending the school facilities now in use. The more that today's citizens reflect on the demands to be met by the school plant, the more they realize that new schools must be more spacious and must be provided with many more mechanical features than the typical building in use today. This added space and serviceability means added costs. Even without these improvements, costs of construction have risen to such levels that new buildings of the most conservative type are far more costly than any previous schoolhouse construction. And, altho added costs must be met, school money remains as difficult as ever to secure.

In this series of dilemmas school administrators and school boards must exercise their soundest judgment. New buildings must be built; many old buildings must be rehabilitated. School boards and administrators should make their decisions on building policies with the help of the school staff, other citizens of the community, and such expert consultative services as are available. They will want to inform themselves on accepted principles and desirable practices in providing a total school plant that will meet present and future community needs.

This yearbook is offered as an instrument that will be helpful in this major civic task of establishing policies on land and buildings for educational uses. It discusses the importance of shared responsibility and scientific methods in broad-scale community planning for the school plant, reviews current experience and judgment in planning for the educational features of a building, summarizes current information on various technical aspects of construction and equipment, outlines some of the major financial considerations, calls attention to some unanswered questions in school-plant research, and concludes with a check list of planning steps.

The Yearbook Commission, appointed by President Henry H. Hill, met first in June 1947. The close relationship of the architectural profession to the yearbook topic led the Commission to ask President Douglas William Orr of the American Institute of Architects to name a representative as a consulting member of the Commission. Howard Dwight Smith, named to fill this post, participated in the other three meetings of the Commission. N. E. Viles, Specialist for School Plant Management, United States Office of Education, attended the first meeting in the place of Ray L. Hamon, and gave substantial help later in the revision of manuscripts.

Tribute is paid to Fletcher B. Dresslar, pioneer student of school buildings, in the title of the yearbook. *American School Buildings* was the name that he used for a report published by the United States Bureau of Education at the close of World War I.

Chapters prepared by individual members have been revised through successive meetings so that the final draft represents the judgment of the Commission as a whole. Several chapters were submitted for criticism to outside experts; the Commission acknowledges its debt for the advice received. Thanks are due also to school officials and architects who loaned photographs and plans. Special acknowledgment is made to the staff in the Washington offices. Worth McClure, Executive Secretary of the American Association of School Administrators, handled the business affairs of the Commission and participated helpfully in all phases of its work. Hazel Davis, Assistant Director of the NEA Research Division, served as coordinator and edited the yearbook for publication. She was ably assisted by Bernice Brigham of the NEA Research Division and by Walter A. Graves and Lucille Davis of the NEA Division of Publications.

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DO YOUR SCHOOL BUILDINGS PASS THIS TEST ?

Curriculum adequacy—Do they provide the space and facilities for the educational program that your community needs for its children, youth, and adults?

Safety and well-being—Do they not only protect against danger but also provide a positive influence for improving the health and physical welfare of the pupils?

Interfunctional coordination—Are they so planned that the activity in each part of a building may be coordinated harmoniously with related activities and may be carried on effectively without disturbing other activities?

Efficiency and utility—Are they so planned that the handling of materials and the comings and goings of pupils, school staff, and the public are accomplished with a minimum of interference and a maximum of ease and satisfaction to all concerned?

Beauty—Are they pleasing in appearance, with simplicity, usefulness, and balance as ideals, rather than ornamentation or symmetry?

Adaptability—Are they so planned that they can be enlarged or rearranged internally to meet new educational demands with a minimum of additional cost?

Economy—Are they so planned that in original outlay and in future operation the utmost in educational utility can be secured for every dollar spent?

CHAPTER ONE

The School Board's Responsibility for the Educational Plant

THIS yearbook aims to review the principles and the processes that are basic in planning and providing the school-plant facilities required to operate a modern school program for the growth of American youth. This chapter undertakes only to open the problem, to emphasize its importance, to place where it belongs the basic responsibility for successful planning, and to show briefly why this responsibility must be met with a view to the future of education by boards of education and their executives.

The schoolhouse is a place for many kinds of learning; the schoolhouse itself is an instrument of education. It can teach children much of beauty, of useful ordering of space, and of the possibilities of harmonious living. There is increasing recognition of the school building as a place that will help children to grow to their best physically as well as mentally; their seeing, posture, nutrition, and every bodily process should be helped toward the ideal by the conditions of life at school. New building materials and devices are being developed and architects are evolving new methods for adapting both old and new materials to the uses of education. The uses of the school building are expanding not only in service to the learners and staff members who spend many hours there daily, but to community groups of children and adults who use the buildings in many other ways.

In this complex and evolving situation there must be definite provisions for both scientific and imaginative planning, with as much wisdom and professional skill as can be brought to the task.

Developing a Master Plan Is First Responsibility

All school-building programs involve relatively large sums of public funds. Wise and economical use of money for buildings is a

grave responsibility which rests squarely on the board of education. Almost every community faces both a shortage of schoolhousing and a shortage of school-building funds. Good business judgment is needed in the solution of this double problem. The way to provide good schools without wasteful expenditures is to plan wisely. The location of each school is important; therefore, planning that employs scientific methods must precede the purchase of land for a new school or any decision to erect an addition to an existing school. Furthermore, school buildings house an educational program. Schools should be planned from the inside out—first the program, then a building to make the program effective. Education, however, is not a static but a dynamic and expanding process. The possibilities for future changes in the program are a constant challenge to educational statesmanship in planning its housing.

It should be obvious that a survey to determine a “blueprint” or master plan of the ultimate school plant is necessary before a large amount of money is spent for rehabilitating an old building, for providing an addition, or for erecting a new building. It is the responsibility of the school board and its superintendent to know whether or not such expenditures fit into a well-planned pattern. In too many American cities and counties, school buildings have been erected without reference to the future development of the total school plant, with the result that money has been wasted not only in construction but also in the annual operating costs.

Many complex problems are involved in developing a master plan for a modern school plant. But most of them fall into two fundamental classes for which the board of education and the superintendent of schools are responsible. These two classifications follow a natural sequence. The first basic problem that a board of education must meet is the definition of the scope and the quality of the community's educational program.¹ Such questions as these must be answered: What age groups shall the schools serve? Shall there be school opportunities for the three-, four-, and five-year-old youngsters? Shall there be small primary schools for young children and junior colleges for ages eighteen to twenty? How shall future Grades I thru XIV be organized? Shall it be as K6-3-3-2, K6-4-4, or some other form of school organization? What educational serv-

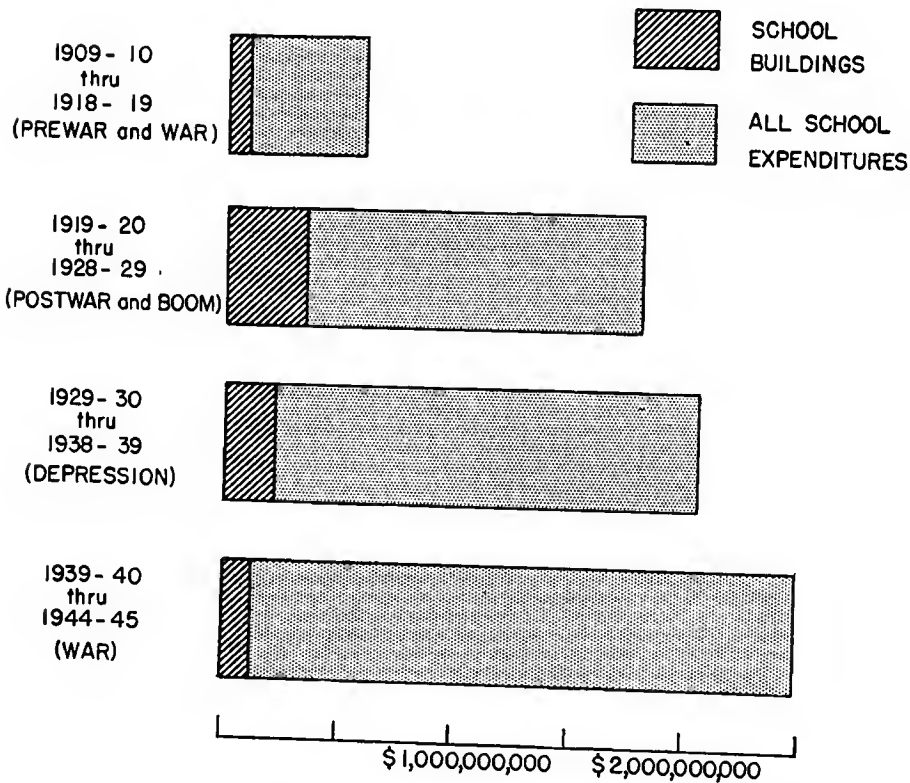
¹ See Chapter III, p. 36-49.

ices shall be rendered to adults? What activities and subjectmatter shall constitute the curriculum for each group of learners?

After having determined the policies regarding the scope, content, and organization of education, the second important problem is that of deciding on the location of school buildings within the district's

FIGURE 1

THE SHRINKING INVESTMENT IN SCHOOL BUILDINGS



DECADE	AVERAGE ANNUAL EXPENDITURE FOR SCHOOL BUILDINGS (in millions)		PERCENT OF TOTAL SCHOOL EXPENDITURES
	CURRENT DOLLARS	1939 DOLLARS	
1910-1919	\$ 97	\$ 164	16 %
1920-1929	343	365	19 %
1930-1939	205	230	10 %
1940-1945	122	107	5 %

AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS

Expenditures from U. S. Office of Education; 1939 values based on Boeckh's Building Cost Index

present limits, on sites of adequate size.² Answers must be found for such questions as the following: What shall be the future school plant within the borders of the present school district? What shall be a desirable maximum size of each school in congested areas? How far apart should elementary schools be placed to be within reasonable travel distance for the child who lives the longest distance from school? What shall be a desirable minimum size of school in sparsely settled areas? What area should a junior high school serve? A senior high school? How are locations of schools in the future plant affected by present buildings? Where should the junior college be established? Which of the existing school buildings should be discarded?

To plan intelligently the future school plant in American school districts, studies must be made of the trends in the expansion of industrial and business areas and the effects on school population of zoning ordinances, railroads, thorofares, and topography. Each of these, and possibly other factors, will have a bearing on the location of the school buildings which will constitute the future plant.

In small communities it is fully as important as in the larger districts to give careful consideration to the problem of defining and planning the ultimate school plant. Many small American school districts have neither adequate financial means to build the schools they need nor the number of pupils necessary to make a really first-class high school or elementary school. Consolidation of small districts into larger units seems to offer at least a partial solution for this situation. Boards of education in such small communities should explore all possibilities to find out whether or not it would be better for the children and more economical for all taxpayers to cooperate with adjoining school districts in planning for school buildings. By so doing they would pool their resources to finance the erection and the conduct of the schools. One high school, planned to serve two or three contiguous districts, is far more economical to build than two or three small schools with duplication of costly facilities. Furthermore, better educational programs are possible in larger schools because of more diversified facilities and curriculum.

There can be no doubt of the necessity of determining the master plan on a scientific basis in both large and small communities. If

² See Chapter IV, p. 50-72.

the community does not have the necessary technically trained personnel to make an accurate analysis, it should employ such expert service wherever it may be secured.

To supplement all technical findings that may be secured, the board of education and the superintendent, at all stages of the planning process, will seek the advice of the school faculties and other school personnel, and of community representatives. By pooling the best thinking that can be brought to the task, a master plan of education will be developed that will be truly representative of the educational ideals of the community and will be the object of continued community support.

Functional Planning of Buildings Is Second Responsibility

Following the establishment of a master plan for the educational program and the future school plant, the second important set of responsibilities of local school management is that of planning each school building to function effectively as an environment for learning, living, and growing.³

TRANSLATING PROGRAM INTO BUILDING REQUIREMENTS

One of the most crucial steps in planning is the accurate translation of the school program and its requirements into building needs. This means determining the right number and size of classrooms, laboratories, shops, health and physical-education facilities, study rooms, service rooms, offices, and a multitude of other important items. To do this accurately means a better school, often at lower costs, since occasionally there has been the tendency to overload the school with more facilities of certain types than the program required, thus producing an unbalanced school building which was more expensive to build and to operate than necessary. Boards of education can avoid this error by the use of scientific methods which have proved effective in producing well-balanced buildings.

RECOGNIZING TRENDS AN IMPORTANT FUNCTION

School buildings are never built for the past or even for the present. They must be planned and built for the future. Planners of

³ National Education Association and American Association of School Administrators, Educational Policies Commission. *Education for All American Children*. Washington, D. C.: the Commission, 1948. "The Best Possible Environment," p. 227-37.

Hamon, Ray L.; Herrick, John H.; and Eckles, William G. "Planning the Secondary-School Plant." *Bulletin of the National Association of Secondary-School Principals* (Proceedings of the Thirty-Second Annual Convention) 32: 202-27; March 1948.

school buildings must be thoroly informed on the trends in education because trends reveal in part the future. This is not an easy or simple task. Education develops and changes as the profession learns more about human beings—about how they learn, why they behave as they do, and what is best for their health and physical growth. School buildings must be planned with a clear recognition of the desirable changes in education which should result from this greater knowledge of the learners, and how these changes should affect the building facilities provided. In order that lay members of boards of education may have clearer concepts of these problems, the rest of this chapter will be devoted to a brief overview of a few of those developments which have now been in evidence long enough to represent definitely proved trends. It should be pointed out here that buildings erected twenty-five years ago, planned functionally in recognition of the trends in education observable at that time, are serving today's needs better than those not so planned.

SMALLER CLASSES AND THE LABORATORY-TYPE CLASSROOM

There has been a general and continuous trend toward smaller classes. In 1919 the Detroit Board of Education, upon the recommendation of the superintendent and his staff, adopted as the standard for an elementary-school classroom a room 22 feet by 30 feet. By close placement of desks this classroom accommodated five rows of eight desks per row. It was the avowed purpose of this small classroom to limit the maximum number of pupils in the future to forty pupils. This was probably typical reasoning of more progressive communities at the time; for many years elementary classrooms of these standard dimensions were built.

The trend toward smaller classes has persisted until many school systems have now achieved class sizes in the elementary schools of twenty-five to thirty pupils. The trend is definitely toward an average class of twenty-five pupils or less in the elementary schools. Our growing knowledge of the differences among individuals in learning abilities, attitudes, and other characteristics has led to the inevitable conclusion that since children differ greatly, they need programs of education in the classroom adapted to their individual needs, if they are to profit most from the school program. This is the objective which is largely instrumental in promoting this important trend. It can only be achieved when the teacher works with a class small

enough to yield time for helping each learner as an individual. Such a class must of necessity be limited to fewer than thirty children.

Despite the reduction in class size, the 22-foot by 30-foot classroom is no longer adequate. It is too small to serve even a class of twenty-five with a modern up-to-date program. The expanded knowledge of individual differences and the growth in the knowledge of how children learn and under what conditions and in what sorts of environments children learn best, have led to a greatly changed classroom. No longer is it good educational practice to require a child in the elementary school to sit all day at one desk to work out his limited textbook assignments in immobility and silence. It has been discovered that he learns best when he works in a classroom designed as a laboratory for purposeful group planning, individual study and research, discussion, and class evaluation. The new classrooms, consequently, are provided with a variety of equipment for study and meaningful activity, such as maps, globes, radio, record player, library corner, bookcases, encyclopedias, work bench, art easels, running water, storage for supplies, and movable desks or tables and chairs as the child's place for individual study.⁴ In fact, the trend is distinctly toward the classroom as a learning and growing laboratory for children both in elementary and secondary schools.

What effect does this have on the functional planning of school buildings for the future? In the first place, the need for smaller classes accommodated in laboratories for growth, learning, and living has been demonstrated and is now clearly enough recognized to be basic to present planning of schoolrooms for the future. In the second place, the laboratory type of classroom requires larger floor areas in order to provide for the flexibility, the diversity, the equipment, and the activity, all of which were unknown in the static classroom program of thirty years ago. Applications of these trends to planning are given thruout this yearbook.

PUBLIC SCHOOLING FOR CHILDREN UNDER AGE SIX ⁵

About seventy years ago the first kindergartens were introduced in a few American public schools. Today many urban school districts furnish this year of education for the five-year-old child, altho many

⁴ See Chapter VI, p. 88-94.

⁵ Davis, Mary Dabney. *Schools for Children Under Six*. Federal Security Agency, U. S. Office of Education, Bulletin 1947, No. 5. Washington, D. C.: Government Printing Office, 1947. 58 p.

school systems thruout the nation are still without this important service. Any school board contemplating a building program must give consideration to this problem. Schooling for five-year-old children, as an integral part of elementary education, has definitely passed thru the experimental stage and has proved its value.

For nearly two decades nursery schools for children under five have been undergoing private and public experimentation. During the depression era of the 1930's and again during World War II, the national government encouraged by federal grants the establishment of nursery schools to provide healthy activities, food, and rest for underprivileged children, in the first instance, and to provide care for children of working mothers, during the war. Some of these centers have continued and there has been a growing demand for nursery schools and kindergartens at public expense. To date, public schools have been rather slow in extending services below the kindergarten; in many communities, however, the demand can no longer be ignored. Both kindergartens and nursery schools require facilities quite different from the other classrooms in the elementary school.

TRENDS TOWARD COMMUNITY JUNIOR COLLEGES

After World War I the enrolments in high schools and colleges more than doubled and school officials were hard put to provide the building capacities required. Now, after World War II, the situation is again serious in that the demand for post-high-school education far outstrips the capacities now available. The report of the President's Commission on Higher Education presents estimates which show that half of our total population has the mental ability to profit by at least two years of education beyond high school.⁶ Further, at least a third could complete advanced liberal or professional education. Whether or not these proportions undertake to enrol in college (as compared to the 15 percent of youth of college age in college in 1947) the demand is and will be great enough to strengthen the trend toward the establishment of local junior or community colleges. The demand for adult part-time education is also growing. The junior college is the logical center for meeting this important need.

In several states, local educational authorities and legislatures have foreseen this demand, and have extended the scope of education

⁶ President's Commission on Higher Education, *Higher Education for American Democracy: Vol. 1; Establishing the Goals*. Washington, D. C.: Government Printing Office, 1947. p. 43.

upward to include the thirteenth and fourteenth years, thus adding two years to the long-established twelve-year program. Junior colleges or community colleges, with either two-year or four-year courses, to serve local communities or small regions, are already a reality in such states as California, Colorado, Texas, Iowa, and Mississippi. Recent activities in this direction in many other states, notably Illinois and New York, indicate a growing trend that undoubtedly will extend across the nation during the ensuing decade. It is a trend to which local boards of education must give diligent consideration.

NEWER EDUCATIONAL SERVICES HOLD FIRM

In the years preceding the recent war, many services to youth were gradually accepted as important educational features by the administrators of modern school programs. Some of these have profound effects on the school building, for example, physical and health education and music education. Both of these programs have been expanded to include more students in daily programs than ever before. In northern climates, at least, gymnasiums with the attendant dressing rooms and showers have now become essential in high schools, and some form of indoor playroom is required in elementary schools. The music program in good schools is no longer simply classroom choral work. It now consists of bands, orchestras, a variety of choral groups, and individual instrumental work. The modern music program needs acoustically treated rooms planned to accommodate these important activities.

Greater awareness of the influence of nutrition on human development has led to increased provisions for meals at school. Kitchens and lunchrooms are needed in both elementary and high schools.

The demand for vocational education has also been increasing. A start was made during World War I. During the depression of the 1930's, as young people were forced into school for something to do, the value of education in trades and vocations was impressed upon them more and more. And during World War II this form of education received additional stimulus. As a matter of fact, the advances made in vocational education during the depression were an important factor in developing the productive power of the American war worker in the early 1940's. Forward-looking boards of education must determine the future needs for trade and other types of vocational training in their local situations.

CAMPING SERVICE IN EXPERIMENTAL STAGE

A few school systems are blazing new trails which may develop into real trends. The Yearbook Commission feels that it is beyond its province to do more than mention one of them. It will be interesting to watch the growth and development of camping under public-school auspices. This is now in early experimental stages and it is too soon to predict general acceptance.

However, camping under good auspices has undoubtedly proved beneficial to growing youth. Summer camps have been conducted largely by teachers recruited from the nation's schools. If camping is a good experience for those who can afford to pay for its full cost, it is reasonable to ask, would it not be good for all American children and youth? The answer should not be long in coming, since many public schools already employ experienced camp directors who are qualified to give the answer correctly. School boards should not overlook the possibility of including camping facilities when planning the school plant.

COMMUNITY USES OF BUILDINGS ARE EXPANDING

Another important trend to which careful consideration must be given is the increase in the use of the school as a community building.⁷ This is a revival in modern urban America of the community function that the "little red schoolhouse" served in pioneer rural America. Each board must solve this problem in terms of the requirements for this sort of community facility, keeping in mind that accommodations that are best adapted to adult uses are also very valuable for the educational health and recreational programs of growing boys and girls. For instance, the auditorium and the gymnasium in elementary schools can be used by both groups; and "all-purpose" rooms can be used by the elementary-school orchestra and band, by Boy Scouts, Girl Scouts, Campfire Girls, mothers' groups, and for many other school and community activities.

Community groups demand small playgrounds for small children and recreation programs on Saturdays and vacations, large playgrounds for boys and girls immediately below the teens and in the early teens, and playfields for adults. Elementary-school grounds should be large enough to serve the first two groups, and junior- and

⁷ Olsen, Edward G., in cooperation with others, *School and Community*, New York: Prentice-Hall, 1945, 422 p.

senior-high-school playfields should be adequate to serve the older youth and adults in organized sports and games.

ARCHITECTURAL DESIGN AND METHODS OF CONSTRUCTION

There are emerging many other trends, discussed in detail in other chapters.⁸ Trends toward simple architectural designs, without ornamentation, are quite strong. The elimination of basements in new school buildings has practically been accomplished.

Large numbers of one-story school buildings have been erected in the South and on the West Coast and are coming into vogue in the North where adequate areas of land are available. This type of building is believed to have more appeal to children than the more massive traditional school; it also reduces safety hazards and facilitates desirable lighting arrangements.

A great deal of experimentation has been carried on to produce better lighting thru bilateral and trilateral window placements, by prismatic glass block, by new types of artificial lighting, and by paints and finishes that reflect light without glare and reduce contrasts of light and dark to a minimum.

Materials for sanitary floors, acoustical finishes for reducing noise, and various products used for insulating against heat and cold are coming into universal use.

Imagination Is Needed

Boards of education and superintendents will find the succeeding chapters of the yearbook helpful in planning school-plant programs and individual school buildings that will fulfill the requirements of the future educational program. Educational leaders must be alert and open-minded; they must employ initiative and imagination as well as objective methods in designing the master plan of the future school plant and in planning for each individual building so that it may function effectively thruout a long life of service to children, youth, and adults. School buildings erected today can serve only in the future. The value and permanence of certain educational trends have been substantiated thru successful experience; planners must, therefore, recognize those trends that yield the clues to the future.

⁸ See particularly Chapter XII, p. 201-16, and Chapter XIII, p. 217-43.

CHAPTER TWO

Organization and Administrative Procedures

THE purpose of this chapter is to outline the division of responsibility and the kinds of planning needed in providing for the housing of a school program. Other chapters discuss further the particular services of the board of education and of the architect and his associates; this chapter indicates their place in the total picture.¹ It is essential to have a mutual understanding among the board of education, the superintendent, the architect, the teachers, and other personnel as to the functions of each in the planning of buildings. Each should understand the unique and specialized functions of the other, as well as the collective and interrelated responsibilities of all.

The Board of Education

Forward-looking boards of education recognize the fact that the school building will stand, for many years, as a symbol of the trust the community has placed in the integrity and educational leadership of the respective members. If the building becomes, on completion, an increasing source of pleasure and usefulness to the community, it is a testimony of careful planning for the future by the board of education and superintendent. If, on the other hand, major alterations must be made shortly after the building has been erected; if the school program has to be restricted after the community has begun to pay the taxes for it; if the locating, planning, and construction of the building have caused a serious strain in personal relationships among the board members, the board and the superintendent, or the members of the staff and the specialists; then there is little likelihood of educational progress thru using the new building.

In many instances stresses and strains between a board of educa-

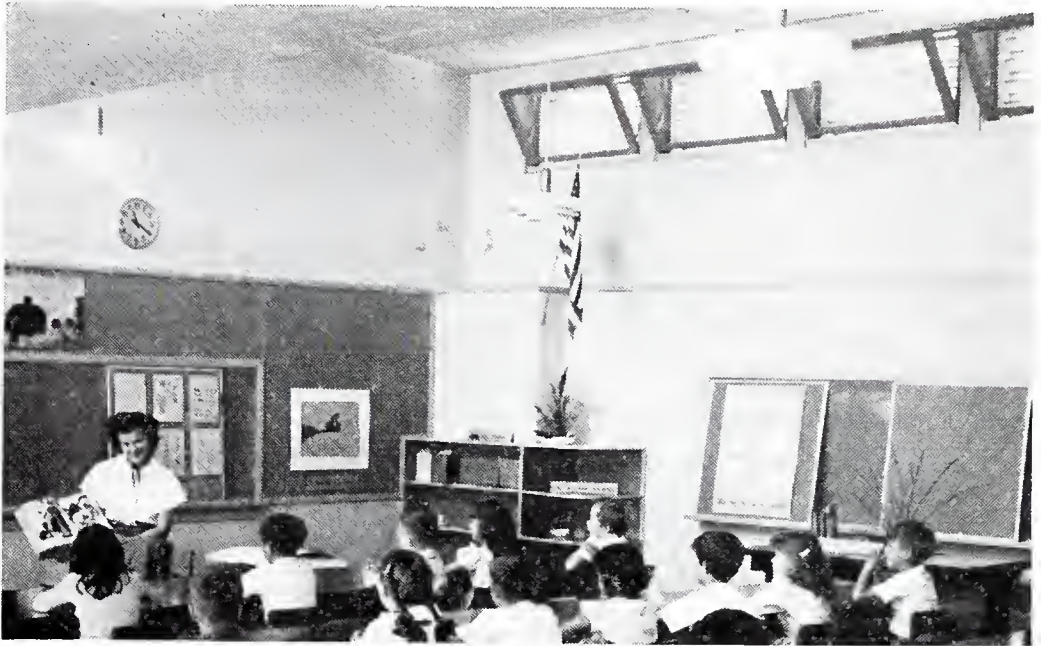
¹ See Chapter I, p. 9-19, and Chapter VIII, p. 130-45.

tion and others engaged in the building planning grow out of the very anxiety of the board to do a good job. Lack of clarification at the outset of the nature of planning and of the respective functions of the board, the superintendent, the architect, and others, coupled with a fear that the board of education will be criticized if mistakes are made, may lead to an attempt by the board as a whole or by individual members to give personal supervision to each detail. Commendable as the spirit behind this may be, it usually results either in poor planning or in failure to build for the educational program which should be offered in the building.

The function of the board of education in planning the school plant is what it is in all school administration: the formulation of policy and the careful selection of an executive and staff who are capable of assisting the board in formulating policies and also of executing the decisions agreed upon. In all such matters the board of education can legally and efficiently function only as a corporate body and not as individuals. Even the determination of building policy by special or standing "building committees" of the board of education is no longer practiced in better school systems. The board must function as a body in planning for the school plant even though some or all of the members of the board have had business and professional experience as architects, contractors, lawyers, building supply dealers, or other work closely related to building. The board should, of course, make use in its planning of such experiences as individual members have had. Since all policies must be focused on the educational program, the superintendent and his staff must be a part of the policy-making process.

Since basic policies underlying the building program grow out of the needs of the educational program and its service to the community, educational planning should precede the planning of buildings. Failure to do so may result later in the reverse process of shaping a school program to fit a poorly planned building. The board of education should look to the superintendent and his staff for recommendations in planning an educational program for the future.² These educational goals may serve as foundational guides to the superintendent, the architect, and other specialists in developing recommendations for buildings that will really make possible the kind of education that the community wants. The clearer the think-

² See p. 46-49.



PUBLIC SCHOOLS, BURBANK, CALIFORNIA

The school provides a place for organized group instruction

ing by the board in setting up the goals, the more likely it is that genuine educational progress will result from the building program.

Specifically, from this point on the functions of the board of education in developing the school plant are clearly and briefly stated in a previous yearbook of this Association, as follows:

[The board of education] decides what buildings shall be built, when and where, and what equipment shall be purchased for them; decides upon extensions of buildings and any major alterations; selects and purchases school sites for future plant expansion; selects and employs school architects as needed; decides the number of caretakers for the building and the general quality of care to be given—all with the counsel of the superintendent.³

In brief, the board of education is the basic policy-making body for planning buildings, with specific legal requirements; but more than that, the board of education has implied responsibility for seeing that building planning results in marked educational improvement and progress in the community.

The Superintendent of Schools

Thruout the entire procedure described in later sections of this chapter, the functions of the superintendent are pointed out directly,

³ American Association of School Administrators. *School Boards in Action*. Twenty-Fourth Yearbook Washington, D. C.: the Association, a department of the National Education Association, 1946. p. 50

or implied. He is chief executive officer of all building planning, surveys, and procedures. It is his responsibility to see that capable assistance and special services are provided and smoothly coordinated in carrying out these procedures, or to carry them out himself. In either case, he is called upon for a remarkable degree of scholarship, judgment, tact, and leadership.

The board of education can formulate policy decisions about an educational program to be housed in the school plant, but it is the superintendent who determines whether that decision is based upon reliable research or emotional straws in the wind.

The architect can do both technical and creative planning for the building, but he must depend upon the superintendent and his staff to convey to him the functions of today's and tomorrow's education that the building must help to fulfill.

The teachers can be of great value in making the school plant functional and of maximum service, but unless the superintendent inspires their confidence and welcomes their participation, they will not be enabled to play their full part in the education of children thru building planning.

There is no task which the superintendent performs in which he is more challenged to demonstrate all that he knows, hopes for, and believes about education than in planning the home of education. Among his duties are:

1. To conduct and direct research that will determine the relationship of new or altered buildings to a forward-looking educational program and to interpret research to the board of education, the staff, and the community.
2. To guide, with reliable facts, the policy formation of the board in its many basic decisions in school-plant planning.
3. To establish and maintain, for each building project, a chronological schedule and record of all decisions, transactions, and steps taken from its inception by the board of education to the dedication of the building.
4. To secure cooperative planning of the principals, teachers, and community in developing the total building program and in the immediate planning of a school project.
5. To convey to architects and other specialists a clearly stated program of the educational services to be implemented by the building.
6. To consult with the architect and other specialists on interpretations of the agreed-upon program and on the educational evaluation of proposed solutions to the problems presented.
7. To assist the board of education in a fair presentation of the building program to the community and in developing a financial plan for servicing the building program.

8. To develop plans for the maximum use and preservation of the building by the staff and the community.

9. To translate all planning into a creative and constructive program of education when the building is complete.

The following concept of the superintendent's leadership made in 1934 is equally significant today, when one views the increasing complexity and specialization of school planning:

Professional control over the execution of policies in the planning, construction, operation, and maintenance of the school plant is now generally recognized as a part of the school superintendent's responsibility. As chief executive officer of the board of education, the school superintendent is called upon to give the same dynamic leadership in the development and execution of policies in this field as in that of any other involved in the management of the school enterprise.⁴

The Architect

If the board of education and superintendent and staff have done their part in preparing an educational plan which a building is to serve, the architect, carefully selected for his professional competence,⁵ is in a position to carry out his major function of designing and bringing to completion the form that best expresses all of the educational plans and hopes of the community.

Contracts should be drawn up between the architect and the board of education, preferably based upon the forms available thru the American Institute of Architects, with whatever modifications are required to meet local conditions. Some of the services of the architect may be specified in his contract and some may not.⁶ If not specified in the contract, it should be clearly understood at the outset which services, if any, are to involve *extra* architectural fees and costs.

There are certain functions, however, which an able and competent architect will perform that are not necessarily specified in any contract, providing there is a general appreciation and understanding of these functions and the architect is given the opportunity to carry them out. The educational plan given to the architect should be clearly thought out and expressed in writing, but there should be many conferences in which the architect and the school personnel each may receive new insights as to the educational and architectural possibilities to be considered. Visits to schools, conferences with

⁴National Society for the Study of Education. *The Planning and Construction of School Buildings*. Thirty-Third Yearbook, Part I. Bloomington, Ill.: Public School Publishing Co., 1934. p. 135.

⁵See p. 131-32.

⁶For a partial listing of services, see p. 141-43.

teachers and other school personnel, and other opportunities for study of the local educational system should be made possible for the architect.

Architectural services include not only the making of drawings and the setting up of specifications but the giving of advisory service to the board on many related matters, such as studies of the site, preparing bids and reviewing the bids received, preparation of contracts and time schedules, supervision of the building construction, and certifying and approving of payments to contractors.

The architect should be in full technical authority after the contracts have been awarded. It is his responsibility to the board to see that the contract is carried out. His professional reputation is his best guarantee that it will be. While the board of education should not relinquish any activity that keeps the board in touch with the details of construction, it should place confidence in and give responsible authority to the architect, as the person best able to guarantee that all that appears in the approved drawings and specifications will also appear in the completed building.

The Contractor

Under the supervision of the architect, the work of the contractor is to construct the building according to the drawings, specifications, and other contract documents.

Some possible tensions may be avoided by clarifying understandings among the architect, the school authorities, and the contractor. For example, there should be a clear understanding as to who will give directions to the contractor, when directions are needed. In best practice the contractor receives architectural directions from the architect himself, or, when the architect is not present, from the architect's supervisor or the clerk-of-the-works. (A clerk-of-the-works who gives daily and continuous inspection of the project under construction usually is employed and paid by the board of education but works under the supervision of the architect.)

Where the board negotiates separate contracts on plumbing, heating, or other parts of the project, problems of coordination on such questions as timing and clean-up responsibilities may arise. These problems can be avoided if the board issues one general contract, having satisfied itself beforehand as to the quality and reliability of the subcontractors whom the general contractor proposes to use.

School authorities can assist the contractor in working with governmental permit-issuing agencies. Contractors from a distance may not understand local regulations, or the local authorities may be especially strict in dealing with outsiders. Even where the governmental agencies are entirely cooperative, delays are possible and the school authorities can be of assistance in securing the necessary permits and approvals. Under good practice there is early consultation by the school authorities with all governmental officials who have responsibilities for approving any stage of the building project.

There are not many instances other than those already mentioned in which the board of education or its representatives would have direct relationships with the contractor. As a rule, the architect should represent the school authorities in all dealings with the contractor. This should not mean, however, that friendly and mutually helpful working relationships and interchange of ideas should not be established.

The Educational Consultant

Many boards of education have recognized the highly complex nature of modern school planning by employing an educational consultant in addition to the architect. The educational consultant does not assume the functions of the architect. Primarily the consultant is a professional educator, trained and experienced in school administration. He has acquired a technical understanding of the relationship of the needs of the educational program and of the community to the school plant. He should have competence in the educational applications of much technical data and should be able to reflect in planning the experience to be gained thru maintenance and operation of school plants. Also, he has skill in planning the internal arrangements of all parts of the school building so that effective operation may be secured. If properly qualified, he will be of immeasurable assistance to the architect and all concerned. He will answer for the architect such questions as: What does the "activities program" mean in terms of the elementary-school classroom needs? What do the experiences of teachers in school discipline, housekeeping, or flexible programs mean in terms of such things as storage space, outdoor exits, and other building needs?

The selection of an educational consultant is difficult and sometimes impossible. Some regions have no one accessible who is profes-



PUBLIC SCHOOLS, BAKERSFIELD, CALIFORNIA

The school provides a place for creative artistic effort

sionally prepared. Many state departments provide consulting services but the state department personnel for such purposes may be so limited in numbers that the consultant service is intermittent and occasional. Some universities and colleges have staff members who are qualified as educational-building consultants. In many states, however, there is no consultative service available at all. There is a great need for colleges and universities to recognize this shortage in developing their professional education programs. Some architectural firms have employed experienced educators as educational consultants. The Commission views with misgivings the dependence by boards of education on this type of consultant service; it believes that a board's consultants should be independently responsible to the board of education.

Cost of the service has prevented some school districts from employing an educational consultant. However, more appropriate and more efficient plans are produced with the aid of an educational consultant than in the absence of such help. Their services lead to getting the highest possible return on the investment, by designing for maximum educational use.

In employing an educational consultant consideration should be

given to the experience of the consultant in school administration, the amount and quality of his experience and education in school-building planning, his contributions to building research and literature, and his personality.

At the time of selecting the consultant there should be a clear understanding, if not a contract, between him and the board of education as to the nature, scope, and duration of his services.

In addition to outside experienced consultant services, the school board and superintendent should make use of all available resources within the school staff. Certain members of the staff may be temporarily assigned to prepare themselves, thru inservice study and research, for performing as many as possible of the functions mentioned above.

Some school systems have employed the architect, in lieu of an educational consultant, early enough to allow him to make a brief study of school needs. Such a practice assuredly is far superior to the method commonly employed in the past, but it should not replace the educational consultant who, with years of experience in this work, has a definite advantage over an architect who studies education for only a few weeks. The consultant and the architect supplement and



PUBLIC SCHOOLS, BAKERSFIELD, CALIFORNIA

The school provides a place for study and research

complement each other. It is the consultant who draws together the educational policies and the architectural technics in a functional school building. There are two distinct and highly specialized jobs to be done.

The State Department of Education

Functions of state departments of education in local building programs differ in the various states, depending upon state law. Usually the department has some responsibility for interpreting and enforcing minimum legal requirements to promote safety, protect the investment of public funds, and to promote good educational practices.

But it usually has other resources to offer in the planning of local buildings. Most state departments of education have some agency or official who can be of considerable help in reporting the experiences of other communities, in supplying advisory services regarding contract procedures, and in counseling on financial and structural planning. In many state departments there are full-time educational-building consultants.⁷

For many state departments the trend seems to be to act in a consultative and advisory capacity on details for those districts which seek such services, leaving the responsibility for final decisions to the local board of education, except where legal regulations of the state are involved.

Whether state approval of plans is legally required or not, it is desirable for plans to be submitted to the state authorities in the preliminary drawing stage, to be checked for compliance with state statutes and regulations for satisfactory building utilization and, as far as possible, for provisions for meeting the changing needs of education.

The state department can be of particular value to rural school districts and to other school districts which are limited in specialized local staff personnel or which cannot employ professional educational consultants. Even school districts which have some or all of these specialized services should not overlook the valuable resources and assistance available thru their state departments.

⁷ See list of state education departments that include staff specialists on school buildings, Appendix B, p. 347.

Legal Counsel

There are many occasions in the process of building planning where a board will need the advice or services of legal counsel. Some of the occasions will be:

1. In consideration of the building-site program, questions of condemnation proceedings, easements, examination of abstracts, deeds, and other phases of property acquisition

2. In questions relating to the building code

3. In preparation and examination of contracts for the educational consultant, architect, and contractors, and in the checking of contracts when questions of "extra costs" arise

4. In preparation of ballots for and in carrying out elections on bond issues, in the administration of bond issues and financial programs, and in the preparation of proper transcripts for credit ratings

5. In conflicts which may arise between the board and other civic agencies over responsibility for sewers, utilities, sidewalks, and other services.

The question of how this counsel should be obtained, and whether it should be permanent or temporary counsel, can be settled by the school board in the same way that legal counsel is selected on other



DOVER TOWNSHIP HIGH SCHOOL, TOMS RIVER, NEW JERSEY

The school provides a place for group service and activity

In this high-school classroom for courses in Social Behavior and Family Relationships, the custodian stays out and the students do the housekeeping.

matters, with the possible exception of the bond attorney, whose special function is discussed in a later chapter.⁸

Instructional Staff, Building Staff, and Community

Teachers and the custodial employees should be a part of the planning program in both the long-term and immediate phases of planning. Too often superintendents have taken blueprints of a complete building to teachers and plant personnel, discussed them briefly, and asked the persons concerned what they thought of the plans. Rubber-stamping of highly-developed plans for buildings could hardly be called staff participation. The entire group should be brought into the planning early, before preliminary drawings have been started. Teachers can make significant suggestions on model classrooms, traffic movements, improved activities, core-curriculum facilities, and relationships of parts of the building. Also, the men who have assisted in maintaining a building, in heating it, and keeping it clean and in good repair for school uses, should be able to give good advice on problems of heating and ventilating in the new or remodeled building, on maintenance problems that might make alterations uneconomical, on problems of community use of the building, and on other important questions of efficient use of the building. Submission to the staff of a few sketches of different classroom suggestions by the superintendent and architect can be helpful to them in visualizing their own ideas.

Suggestions of teachers, maintenance and custodial staff, and citizens should be treated with sincerity by the board and the architect, with due recognition of the fact that there are practical and technical limitations to the suggestions of any person not technically trained. When an idea of teacher, custodian or citizen is incorporated into the plans, the recognition and acknowledgment of it should be made, if possible, in a brief note from the superintendent.

Lay citizens of the community cannot decide technical problems of school building, and should not be asked to determine just how the program that they are considering should be interpreted in terms of the kind of plant to be constructed. They should, however, definitely participate with the board and the superintendent in the broad concept of the kind of school system toward which the community is working. It will make considerable difference not only in the kind

⁸ See p. 302-304.

of buildings that are built but in the support of the community for any future building program, if the citizens have participated in lay groups and special committees in the solution of the problem of projected school services. Here is a job of educational statesmanship for the superintendent in organizing for this type of thinking.

In Orchard Park, New York, citizens, teachers, building employees, and pupils participated in the total planning procedure for the construction of a new junior-senior high school and in the remodeling of an elementary school.⁹ The board of education appointed a citizens' committee of twenty-two outstanding members, to study the community and its school needs. Its preliminary report resulted in the employment of an architect by the board and the choice of a site. The citizens' committee, augmented by parents, pupils and teachers, continued to cooperate in the further development of the building program. Teachers and citizens made carefully organized visits to nearby school buildings and studied their neighbors' plants and educational programs. Reports were made to the central committee by twenty-one study-group committees, including suggestions on tentative sketches of building plans. After a year and a half of continuous study a community meeting was called by the board to present to the citizens the completed drawings and specifications. The bond issue, which had failed twice before this procedure was instituted, passed by an overwhelming majority. The committees continued to function in studying equipment needs and other phases of the building and educational program.

In Cincinnati, Ohio, in 1943, the board of education authorized a comprehensive survey of school-building needs. Preliminary estimates of a \$20,000,000 program were determined and in 1944 the voters approved a \$16,000,000 bond issue. When the survey report was issued in January 1945, the board of education tentatively adopted it, referred it to the city planning commission for analysis and criticism, and placed copies in the hands of officers of parent-teacher organizations, civic groups, and private citizens.¹⁰ These leaders were invited to study the report and to call upon representatives of the board of education for any needed interpretation. Finally, the groups and individuals who so desired were invited to

⁹ Seagers, Paul W. *Community Participation in School Building Planning*. New York: Teachers College, Columbia University. (Doctor's dissertation, in process.)

¹⁰ Holy, T. C., and Herrick, John H. *A Survey of the School-Building Needs of Cincinnati, Ohio*. Bureau of Educational Research Monograph No. 28. Columbus, Ohio: Ohio State University, 1945. 184 p.

appear before the board and discuss their reactions to the survey. Three months were allowed for the citizens to study the report and appear before the board. Principals of schools were asked to carry on neighborhood studies in their school area. Newspapers published a digest of the report. Twenty-six communities held meetings for study with board representatives, and thirteen appeared before the board to discuss their reactions. Not until late June, after all hearings and discussions were completed, did the board make any commitments as to revisions of the original proposals. Some significant changes then were made and revised survey reports were sent out to all who participated. The net cost of the proposed program was slightly increased as a result of the study by the community.

Weston, Massachusetts, carried out a community and teacher study of its educational program between February 1944 and July 1945.¹¹ One of the sixteen major areas of committee study was that of "School Plant and Equipment." Each of the other major area committees submitted reports that also would be of great value to the architect and the board of education in any planning of school plants. All of this work was coordinated and guided by the Survey Committee on Plan and Scope. Assistance in consultant service was provided thru the Center of Research and Service in Educational Administration of the Harvard Graduate School of Education. The report of the School Plant and Equipment Committee dealt with such major themes as the population trends of Weston, present status and score card appraisal of existing school plant, and the suggested evaluation of the plant in terms of the proposed educational program.¹² Recommendations were made on the approximate location, size, and type of a new elementary school; additions to the high school; broad estimates of cost of program; and a plan of action for meeting the program. These studies came from the citizens and teachers of Weston to the board of education.

Planning Commission; Other Planning Bodies

In cities and towns where a planning commission exists, the entire process outlined above should be carried on with the cooperation and full understanding of other planning bodies. Consultations

¹¹ Simpson, Alfred D., director of survey. *Weston Studies Its Schools*. Weston, Mass.: the Public Schools, 1946. 82 p.

¹² Simpson, Alfred D., director of survey. *Weston Studies Its Schools: Volume II: Reports of Participating Committees*. Weston, Mass.: the Public Schools, 1946. "Committee XII, The School Plant and Its Equipment," p. 214-49.

should begin before school sites are selected. Often the planning commission in the process of its work, has made decisions that should vitally affect the schools to be built. There is a noticeable tendency for the schools to become woven into the total fabric of community planning. There are numerous well-known examples of this. Denver has integrated many schools with city park developments. Many cities have planned school buildings cooperatively with city planners. In California cooperative planning by school boards and planning commissions is required legally in the selection of school sites for new subdivisions. In Cincinnati, Ohio, for example, the board of education will not decide on a school site until it has been checked by the city planning commission. Final responsibility for all decisions on educational requirements, however, should be made by educational authorities.

The best procedures for this integrated planning are naturally those in which the school superintendent and staff sit down with the planning commission and go over the procedures that have been described so far, present the general plans of the school needs over a period of years, and discuss integration of the school program with the planning commission. In some instances in smaller towns and villages the planning commission may not be formally organized, but members of civic and governmental groups can be approached and can be of considerable significance in this type of planning. The question of the improvement of the community is a parallel question with the improvement of schools. Will the proposed school building fit in with the business zoning, the park plans, and the street developments of the community that are contemplated by planning bodies? How will the plans of the school provide for a better community in which to live? These and other questions are to be answered only by cooperative school and community planning.

Still another area of coordination of planning should be recognized. Two school districts or communities, existing side by side, may build school buildings without much consideration or even knowledge of the planning of their neighbors. The result has been, in some cases, over-building in a marginal region of two school districts. Complete neglect of marginal regions can be prevented thru cooperative plans. Planning of this nature requires educational statesmanship and vision, but it is fundamental to good educational opportunity and to the wise use of public funds.

Interrelationships of Personnel

When buildings are being planned, few of the functions of any one agency or office discussed above are clearly separated and isolated from the others. Each has its special functions, but each is responsible for understanding, appreciating, and utilizing constructively the function of the others. As in all educational matters involving so many different personalities, the superintendent of schools has the unique function of guiding these interrelationships intelligently into uninterrupted channels of progress toward the ultimate goal: the completion of a school plant which expresses the educational philosophy and vision of the community.

In this process the board of education is the agency of broad policy-making, the architect is the artist who moulds the educational dreams of the community into functional form; and the contractor is, in actual operation, the technician who carries the plans into completion with accuracy and skill. The state department watches the plant development to see that it conforms to statute and state welfare and acts as a friendly consultant thruout the program. The local planning commission fits the educational planning into community-wide planning of streets, parks, and residential and industrial trends. The pupils, teachers, maintenance and operational staff, and citizens of the community advise the technicians regarding their experiences and their objectives as users of the building.

All who are concerned with the need for harmonious coordination of personnel in planning buildings should be impressed by one phase of planning that may not be quite so crucial in other types of school-community cooperation. This is the fact that decisions embodied into stone and mortar are lasting; it is difficult if not impossible to change them. No one person or small group of people should attempt, with their limited knowledge and experience alone, to force a narrow decision that will bind the future.

CHAPTER THREE

Projecting the Community's Educational Program and Organization

THE planning that ultimately must be focused on a single school building in a specific local setting must rest on a broad base of community analysis and a well-considered pattern for the entire school system. Each individual school center then can be a functional unit in an integrated whole that represents a total educational program for the community. The purpose of this chapter is to suggest elements of educational planning that will help to insure in school plant facilities an expression of future as well as present educational ideals and objectives of the community.

The Setting of the Projected Program

An understanding of the community's unique personality is essential and preliminary to projecting an educational program that will meet its needs.

Procedures for making an analysis of the school's environment have been described by Whitelaw.¹ The organizing and administering of such a community study afford an excellent opportunity for a democratic school administration to develop techniques of group planning. The community survey provides an approach to such problems as the history and tradition of the area, the interests and activities of the people, the social, economic, and cultural assets and liabilities of the community, and the work opportunities for youth. Data for the community survey can be grouped into the categories, as follows:

1. Evolution of the community, and its present ecology
2. Population: nationalities, age distribution, and mobility of population

¹ Whitelaw, John B. *The School and Its Community*. Chicago: University of Chicago Bookstore, 1940. 39 p.

3. Economic security: occupations and employment situation
4. Housing: types of dwellings, home ownership, rentals, and home valuations
5. The family: family size, family income and expenditures, marital adjustment
6. Health: density of population, infant mortality, incidence of disease
7. Social adjustment: relation of social agencies to this area, delinquency, and crime
8. Leisure: description of facilities for leisure, and leisure-time activities
9. Religion: religious activities, and the extent to which organized religion is supported in the community
10. Education: schools in the area and other agencies primarily for education.²

These data are selected as types that will have definite value to school personnel. Whitelaw also suggests that a sequel to the community survey should be a survey of the school, which might be outlined as follows:

1. The school plant
2. The teaching staff
3. Population of the school for the last ten years
4. Pupil-teacher ratio
5. Attendance
6. Median IQ or EQ for this school compared to other schools
7. Basis of pupil promotion; classification procedures
8. Health in the school
9. Physical education and health education
10. Work in the classroom
11. Extracurriculum activities in the school
12. Socialization of the educative process within the school
13. Provisions for educational and vocational guidance
14. The probable educational and vocational futures of the pupils
15. Provision for home-school relations
16. The work of the visiting teacher, if there is one, or of other special school-community contact workers
17. The extent of maladjustment evident among the children in this school
18. Agencies actively cooperating with this school
19. The outstanding problems of this school as seen by the principal
20. The outstanding problems of this school as seen by the superintendent of the school system.³

Recent yearbooks of the American Association of School Administrators have called attention to the importance of lay participation in formulating a philosophy, developing policies, and similar joint

² Whitelaw, John B., *op. cit.*, p. 23-25.

³ Whitelaw, John B., *op. cit.*, p. 26-27.

undertakings.⁴ Almost every current issue of professional periodicals has one or more articles relating to the problem. Out of the many possibilities, competent leadership can develop an approach best suited to each local situation.

The time and effort spent in making an inventory of community agencies concerned with local educational activities is justified. A decision must be made as to whether the school is to be developed into a service center for all community educational activities, or whether it is to remain separate from but coordinated with community agencies in the areas of public health, recreation, library service, child care, employment, and other fields. Some of the problems of coordination among these groups have been analyzed by the Educational Policies Commission.⁵ Problems of growth, of industrialization, of population shifts, of community zoning, of traffic, and of educational needs must be considered.

The analysis should suggest a solution to the issue of combining such resources as parks and playgrounds with the schools or of having them compete with the schools for public support. Aside from the economies of pooling community facilities, if the concept of what is today often implied by "community schools" actually is the projected program, the educational center will serve the population with playground facilities as well as provide them for the school children. A concept such as this justifies the need for large school sites, even in the larger cities. If, on the other hand, the city operates a recreation, playground, or park department separate from or even in competition with the educational program, school-site requirements would be less than if the school were responsible for all recreational activities. The guiding principle here is that the community's educational philosophy should answer the question and thereby should help to solve the issue of a community school versus a school program separated from other community services.⁶

A recent survey of twenty-two community schools indicates that the benefit of a close relationship between the school and the com-

⁴ American Association of School Administrators, *Paths to Better Schools*. Twenty-Third Yearbook. Washington, D. C.: the Association, a department of the National Education Association, 1945. Chapter 9, "Schools of the People," p. 234-58. *School Boards in Action*. Twenty-Fourth Yearbook, 1946. "Ascertaining Public Hopes and Desires," p. 234-41. *Schools for a New World*. Twenty-Fifth Yearbook, 1947. Chapters 10-13. p. 176-261.

⁵ National Education Association and American Association of School Administrators, Educational Policies Commission, *Social Services and the Schools*. Washington, D. C.: the Commission, 1939. 147 p.

munity is significant in rural areas as well as urban centers.⁷ Community schools, successfully operated, provide meaningful and realistic education at the same time that they seek to raise the level of living within the community. Several distinguishing characteristics of community schools were reported in this study. The school-plant facilities are used extensively all the year by the people of the community, for making and repairing machinery, food processing and preservation, recreation, provision of reading materials, and for the solution of many individual and group problems. Beneficial public services, such as health clinics, community food programs, cooperative marketing enterprises, and laundry services are initiated and often operated by the school. The school initiates cooperative projects with other organizations and agencies working for the welfare of the community. Often, in turn, there is a coordinating council by which agencies of the community cooperate with the school in planning its educational program. As a result, other school services not now offered may be expected to evolve in coming years. Children within the community school are given responsibility for the performance of useful and necessary tasks. Solutions to problems form an important part of learning, and boys and girls have a definite share in making decisions, in protecting and caring for school property, and in participating in projects designed for the benefit of the entire community. The school seeks to combat the emigration of its youth by teaching its children how to use the economic resources and possibilities of their community.

The importance of cooperative planning of community facilities is illustrated in current practices in erecting public buildings as war memorials. Too often these commendable projects have been developed with little consideration for the administration of the facilities after they are built. The planning of libraries, field houses, recreation centers, and the like requires careful coordination with the public-school plant and the community services rendered by the board of education.

Reorganization To Meet New Needs

The states generally establish by statute patterns of organization for the operation and administration of public schools. The ma-

⁷ McCharen, W. K. *Improving the Quality of Living, A Study of Community Schools in the South*. Nashville, Tenn.: George Peabody College for Teachers, Division of Surveys and Field Services, 1947. 68 p.

chinery to put the local school program in motion consists of organized administrative units and attendance areas. The administrative *unit*, or school district, includes all the territory under a single system of administration and usually is a local taxing unit. The attendance *area* is the territory served by one school. An administrative unit may be large enough to include many attendance areas or it may be so small as to comprise only a one-teacher school attendance area. The limits of the unit usually are fixed by law; the limits of the attendance area, in a unit comprising more than one school, usually are determined by the school board or responsible school official. Much progress is yet to be realized in the organization of satisfactory administrative units or school districts.

The development of transportation and communication has made larger administrative units both desirable and feasible, but progress in reorganization is slow. A prerequisite for rapid progress is the exercise of strong leadership at the state level. For example, the development of a state master plan and the establishment of basic measures of adequacy may serve to stimulate local reorganization. Some greater incentive than mere permissive legislation is needed if ineffective local school districts are to be combined.

Obsolete methods of apportioning state financial aid tend to subsidize and perpetuate weak ineffective school districts when such aid is granted without regard as to the need for the local unit's existence. If a state professes to encourage reorganization, it is important that its policy of financial support be designed to foster its professed objectives. Only unusual circumstances should warrant the continued existence of independent local school administrative units that consume state aid without providing a basic foundation program of school services. One may confidently anticipate that the applications of sound principles of organization will be applied more universally in the future. As states develop more interest in the education of all the people, it is likely that state policies will promote efficiency at the local level.

The principles of administrative organization recommended by the United States Office of Education, on the basis of its studies of ten states from 1936 to 1938, are generally accepted.^a Recently a number of states have conducted their own studies of local school

^a Alves, Henry P., and Morphet, Edgar L., *Principles and Procedures in the Organization of Satisfactory Local School Units*. U. S. Department of the Interior, Office of Education, Bulletin 1938.



PUBLIC SCHOOLS, MADISON, WISCONSIN

The public-school clientele grows younger, as more and more school systems make provision for the five-year-olds and for nursery-school ages

units; several of these are summarized in the report of the National Commission on School District Reorganization.⁹ The principles developed are similar to those identified earlier. Criteria of satisfactory administrative units and attendance areas have been developed to the point where each community can appraise its system objectively.

Principles of organization for local school units may be classified and summarized in three groups: general policies to be adopted on the state level, policies to govern school district organization, and policies to govern the organization of attendance areas or school centers:

General Concepts

1. The organization for public education is a function of the state rather than of local communities.
2. The state school code should prescribe the pattern of school organization

⁹Dawson, Howard A., and Reeves, Floyd W., co-chairmen. *Your School District*. Report of the National Commission on School District Reorganization. Washington, D. C.: Department of Rural Education, National Education Association, 1948. 286 p.



JUNIOR COLLEGE, PUBLIC SCHOOLS, PASADENA, CALIFORNIA

The public-school clientele grows older, as junior colleges and adult-education opportunities are provided

in such a manner that it would be desirable for every school unit and that every school unit would be required to follow the code.

3. The state should utilize its power and resources to stimulate initiative, to encourage efficiency, and to penalize inefficiency.

4. The state's policy should guarantee minimum educational opportunities to every child and should exercise sufficient controls to see that the opportunities are provided.

5. The state should delegate to local administrative units the authority necessary to fulfill the state's obligation, but only so long as the local units contribute effectively to the state's professed objectives.

Administrative Units

1. A school administrative unit should be sufficiently large to have enough pupils to justify an adequate instructional program thru grade XII.

2. A school administrative unit should have enough wealth to afford any desirable school services that are not provided by the state foundation program.

3. A school administrative unit should be large enough to justify the employment of professionally trained school leadership in the administration and supervision of local schools.

4. A school administrative unit should include all the geographical area of

the socio-economic community (i.e., trade area as well as corporate limits or neighborhood concepts of communities).

5. A school administrative unit should be large enough to permit economical bus scheduling if transportation is necessary.

6. A school administrative unit should be large enough to allow flexibility in locating school centers and attendance areas.

7. A school administrative unit should be large enough to have fiscal independence.

Attendance Areas

1. School centers should be located so that no child is unduly fatigued upon his arrival at school. The following maximum limitations are considered reasonable for normal circumstances, when traffic hazards, population density, or road conditions do not dictate modifications:

Walking distance (one way)

Elementary pupils, three-quarters of a mile

Junior high pupils, one and one-half miles

Senior high pupils, two miles

Travel time (one way)

Elementary pupils, thirty minutes

Secondary pupils, one hour

2. Schools should be located so that permanent neighborhoods and small communities can use the school as a natural community center.

3. Schools should be located so that ultimately the smallest number of children require transportation and the greatest number of people have ready access to the school site.

4. Attendance centers should be located for maximum safety to health and life, and for the most economical provision of sanitation and public utilities.

5. Attendance areas should be flexible enough to permit adaptations in organization, such as changing to or from K8-4, K6-6, K6-3-3, and the like.

6. The size of attendance areas should vary with the population density, roads, ages of children, and similar factors.

7. Attendance areas should be drawn so that each school will provide a minimum of one teacher per grade in the elementary school and a minimum of three teachers per grade in the secondary school.

Much study has been given to the last of the foregoing items, dealing with the number of pupils necessary to provide schools of adequate size. Many schools, especially in rural areas, have been too small to provide a balanced and diversified curriculum. It seems that elementary schools of 175 pupils or more and secondary schools of 300 pupils or more are desirable. The National Commission on School District Reorganization concluded that the educational interests of the children will be best served if:

1. The enrolment in the kindergarten and Grades 1 to 6 is not fewer than 175 pupils with at least 7 full-time teachers employed, a more desirable minimum being 300 or more pupils with 12 or more teachers.

2. The enrolment in junior and senior high-school grades is not fewer than 300 pupils or 75 pupils of each age group, with a minimum of 12 full-time teachers.

3. The enrolment in schools which have been organized to provide educational opportunities for persons who have completed Grade 12 is not fewer than 200 pupils with 10 full-time teachers.¹⁰

To effect the reorganization of administrative units and attendance areas according to those fundamental principles on which there is general agreement would require a major expansion of transportation and plant facilities. Policies governing transportation are generally established in terms of maximum walking distance, travel distance, and travel time. It is recognized that there are areas where it is not feasible to follow these recommendations with regard to the size of the attendance, the administrative unit, or the transportation limitations. However, these exceptions should not minimize the importance of trying to organize satisfactory schools.

Probably few other states will attempt the abrupt change made by West Virginia in 1933 when nearly four hundred administrative

¹⁰ Dawson, Howard A., and Reeves, Floyd W., *op. cit.*, p. 81.



PUBLIC SCHOOLS, NEW YORK CITY, "ALL THE CHILDREN"

The public-school program is expanding, as vocational education to local needs becomes part of the curriculum



PUBLIC SCHOOLS, ATLANTA, GEORGIA

The public-school program is expanding, as parents and other citizens more and more use the school buildings as centers of cooperative service

units were reduced to 55 by legislative action.¹¹ On the other hand, a coordinated state program of reorganization establishing a general pattern for the state probably would be desirable.

The Community's Philosophy of Education

One of the first prerequisites to an improved school plant is a clear-cut statement of the community's beliefs regarding public education. Indeed, such a statement is essential to any consistent educational progress, whether it be in physical plant, curriculum and instruction, personnel, finance, or any other aspect of education.

It is proper to expect that school personnel should lead the community in the formulation of its educational aims and objectives. Also, it is the function of the administration to lead the professional staff in the undertaking. It is, therefore, the responsibility of the superintendent of schools to take the lead in the formulation of a community's educational philosophy.

The educational aims of the administration alone are not sufficient. Statements of objectives developed in professional staff study groups are not sufficient. Since the schools belong to the people, the school's aims should be also the public's aims. The objectives of the pro-

¹¹ Dawson, Howard A., and Reeves, Floyd W., *op. cit.*, p. 234.

professional staff and those of the community must be in harmony. A joint enterprise, such as the public schools, requires joint participation in crystallizing beliefs—participation by parents and non-parents, classroom teachers, principals, pupils, custodians, superintendent, school board, and civic and business groups.

Professional literature of recent years has reported principles and actual practices in many cooperative community efforts to develop educational philosophies and to make plans for the future. Indeed, socio-economic planning has been organized and functioning at state and national levels for some time, viz., the former National Resources Planning Board and the present Council of Economic Advisers. A series of monographs of the United States Office of Education is devoted to the problems of educational planning.¹² American City, as portrayed by the Educational Policies Commission, gives an example of community planning for its educational program.¹³

Projecting the Community's Educational Program

The lay public may be pleased by new housing facilities adequate for the current educational activities. Because educational planning has been largely a professional function, lay leaders may accept a new plant as satisfying the community's needs. Consequently, inflexibility and poor adaptability later may be attributed to obsolescence when in reality these deficiencies are due to a plant designed only for a specific program. In a building that is architecturally and structurally sound, all the blame for inadequacy could conceivably lie at the door of the local school leadership when foreseeable demands on the building cannot be met.

A common example of inadequate planning is seen in the improvised lunchrooms in numerous presentday schools. It is true that the federal school-lunch program has given impetus to the movement, but lunchrooms have been operated in public schools for years. There is no reason why proper planning might not have anticipated the expansion of lunch programs, particularly in city schools where lunchroom operation already existed in progressive centers. An example of this type of planning is seen in the fact

¹² U. S. Office of Education, Federal Security Agency. *Planning Schools for Tomorrow*. Washington, D. C.: Government Printing Office, 1942-1944. Leaflets, No. 64, 26 p.; No. 66, 38 p.; No. 71, 40 p.; No. 72, 20 p.; No. 73, 23 p.; and No. 74, 20 p.

¹³ National Education Association and American Association of School Administrators, Educational Policies Commission. *Education for All American Youth*. Washington, D. C.: the Commission, 1944. Chapter 4, "Schools for Youth in American City," p. 171-338.

that as early as 1920 the Julius Rosenwald Fund, which between 1920 and 1938 promoted the construction of more than five thousand rural schools in the Southern region, consistently refused to approve plans for one-teacher school buildings having only one room. Communities erecting one-teacher schoolhouses with Rosenwald plans obtained a building with a regular classroom and a smaller "community room." This foresighted policy anticipated community needs. The fact that space is available now for community club rooms, for federally aided hot-lunch programs, for indoor play areas, for health rooms, for community libraries, and the like, is a result of vision in projecting educational programs on a regional scale. Local school leadership should be capable of even more effective planning for specific communities.

The extent of educational activities in a given school is determined partly by factors beyond the control of the local school unit. Probably the starting point or basis of the future school program is an anticipated state foundation or minimum program. Trends in state school legislation point clearly to an increased interest in seeing that every child has access to a minimum educational program guaranteed by the state.

On the basis of these trends, a nine-month, twelve-grade accredited school organization may be anticipated as the *minimum* educational undertaking in the future. If this should be minimum, the community study probably will extend the scope of programs immediately possible in many areas to include nursery schools and kindergartens, terms of from ten to twelve months and including school-camping activities, the thirteenth and fourteenth years of general education or the community college, improved vocational education for youth, and both general and vocational education for adults.

Many examples may be found to suggest the probable nature of such programs, for none of these activities is new in public education. Other activities not yet conceived will develop as desirable school practices in the future. The problem lies in judging the degree to which these increased opportunities possibly may be made a part of the foundation program of the state, with more and more communities undertaking them in the interim. For example, kindergartens are well established as an integral part of elementary education in numerous urban school systems. It is entirely likely that public education at the preprimary level will become an integral

part of state foundation programs. However, the nursery school or kindergarten presents problems in rural areas that have not yet been solved satisfactorily, particularly the problem of transportation in assembling an adequate number of children. In lieu of a kindergarten centrally located, one proposed solution is the revival of the one-room rural school for the preprimary and primary grades.

Each year sees the development of new projects and services by pioneering school systems. Recent studies that report such practices challenge the imagination, as they suggest the ever-widening scope of educational services that schools of the future may provide.¹⁴

Recording Plans for a Projected Program

When the educational plan of an administrative unit has been developed with sufficient clarity, it can be recorded in definite statements. Because it is the function of the board of education to determine the policies for public-school systems, the planning of the future educational program of the community should bear the formal endorsement of the board of education. Such an endorsement would appear in the official board minutes as adopted policies of the school-administrative unit.

The following are illustrative of the problems for which some tentative answer must be reached before the specific planning of buildings can develop:

1. What is the optimum type of grade organization?
2. What shall be the lower and upper ages or grade levels in the school system?
3. What shall be the content of the school curriculum?
4. How far may children reasonably be expected to walk?
5. What shall be the limits of class size to determine the number of teachers to be employed and the number of classrooms needed?
6. What levels of quantity and quality shall be maintained in school buildings and equipment?
7. What supervisory services shall be provided to aid teachers and pupils?
8. On what bases shall school children be grouped for instruction?
9. What shall be the purposes and nature of the testing program?
10. What shall be the length of the school day and of the school term?

¹⁴ Engelhardt, N. L., and Engelhardt, N. L., Jr. *Planning the Community School*. New York: American Book Co., 1940. 188 p.

National Education Association and American Association of School Administrators, Educational Policies Commission. *Education for All American Children*. Washington, D. C.: the Commission, 1948. 292 p.

Olsen, Edward G., in cooperation with others. *School and Community*. New York: Prentice-Hall, 1945. 422 p.

Southern States Work-Conference on School Administrative Problems. *Building a Better South Through Education*. Improving Education in the Southern States, Bulletin No. 3. Tallahassee, Fla.: the Conference (Exec. Secy.: Edgar L. Morphet), 1943. 100 p.

11. What regulations shall govern summer programs?
12. What special services shall be provided children in the schools?
13. What additional activities shall the schools sponsor?
14. What is the school responsible for in community recreation?
15. For what community library service is the school responsible?
16. What co-curriculum experiences shall be provided in the schools?
17. What use of school property shall be afforded community groups?
18. What services for adult education shall be provided?

No attempt is made here to suggest an answer for each of these questions, for there is no one right answer. The correct solution is to be found in terms of the conditions that exist in each local administrative unit. There is no valid reason why all school units should follow a common solution to their problems. The cooperative thinking of the local community, if it has competent professional leadership, is the only satisfactory way in which these questions can be answered. It should not be expected, therefore, that one would find uniformity in the policies adopted by several boards of education. The uniformity to be hoped for would be in a condition where the several boards did have specific statements which would define the various elements in their school programs. While it cannot be said that school districts generally are best organized on the K8-4, K7-5, K6-6, K6-3-3, or K6-4-4 (including the kindergarten with the elementary grades), or some other type of organization plan, it may be certain that when a community's educational plan has crystallized, some definite type of organization will be stated as the choice of that community.

Thus it is that the community formulates its educational philosophy to create a framework, and projects its educational activities to fill in and round out this framework into a form or pattern congruent with its needs, consistent with anticipated legal provisions, and expressive of its educational goals. This projected program is the determinant of a well-planned school plant.

CHAPTER FOUR

Projecting the Community's Educational-Plant Program

THE preceding chapter has discussed the factors to be considered by a community in determining the scope and the general character of its educational program. When a conclusion has been reached on these two basic problems, together with the form of school organization which it prefers, that is, K8-4, K6-3-3, K6-6, or some modification of these, the preparation has been made for developing the plant program. The major steps then in developing the school plant in terms of the community's educational program are those of (a) ascertaining as accurately as possible the future school enrolment and the distribution of that enrolment among the major divisions of the school system, (b) appraising the present plant, and (c) determining what land, buildings, and equipment—taking account both of present plant and future extensions—are required to offer satisfactorily the educational program to the anticipated enrolment. In the following pages these three steps are discussed in order.

Estimating School Enrolment

The basic factor in predicting school population is that of the birth rate. In the United States the trend in the birth rate has been downward since 1800, as shown by the decennial census figures on the number of children under five years of age in proportion to the number of women of childbearing age. The number was more than three times larger in 1800 than in 1940.¹

In recent years figures have been recorded annually on the num-

¹ Thompson, Warren S., and Whelpton, P. K. *Estimates of Future Population of the United States, 1940-2000*. National Resources Planning Board, Committee on Population Problems. Washington, D. C.: Government Printing Office, 1943. p. 14.

ber of births. The highest birth rate during the twenty-seven-year period 1920 thru 1946 was in 1921, when it was 24.2 registered births per one thousand population. The lowest birth rates in that period were in 1933 thru 1937, when the rates were 16.6, 17.2, 16.9, 16.7, and 17.1 per one thousand population, respectively. During the war years, and the year immediately thereafter, that is, 1941 thru 1946, there was an increase in the birth rate as evidenced by the following figures for each of these years, respectively: 18.9, 20.9, 21.5, 20.2, 19.6, and 23.3. Despite the increase, however, it will be noted that in none of these years did the birth rate reach that of 1921. In 1947, however, the birth rate rose to 25.9 and the total number of births to 3,720,000, or slightly more than 13 percent above the 3,288,672 births in 1946.² Preliminary estimates indicate a total of approximately 3,500,000 births for the year 1948, or about 6 percent less than the apparent peak of 1947.³ Figure 2 shows graphically the total number of births by years for 1931 thru 1948.

The influence of higher birth rates in the war years is now being felt in the increased enrolment in the lower elementary grades. The increase has not been great enough, so far, to offset the effects of a downward trend in total enrolment that began in 1935 and continued thru the war years.⁴ The peak enrolment in public elementary and secondary schools to date was reached in 1933-34, when the total was 26,434,193. Every subsequent year showed a decrease until 1945-46 when a slight increase was reported. Estimates for 1948-49 show an increase of about 10 percent since the upturn began, the total for 1948-49 being estimated at 25,667,000.

The prevailing opinion among population specialists seems to be that despite the increase in birth rate during the war period and immediately thereafter, there will shortly be a decline and that the future population in the United States will be characterized by three trends, as follows:

1. A continuous decrease in the rate of population increase by decades.

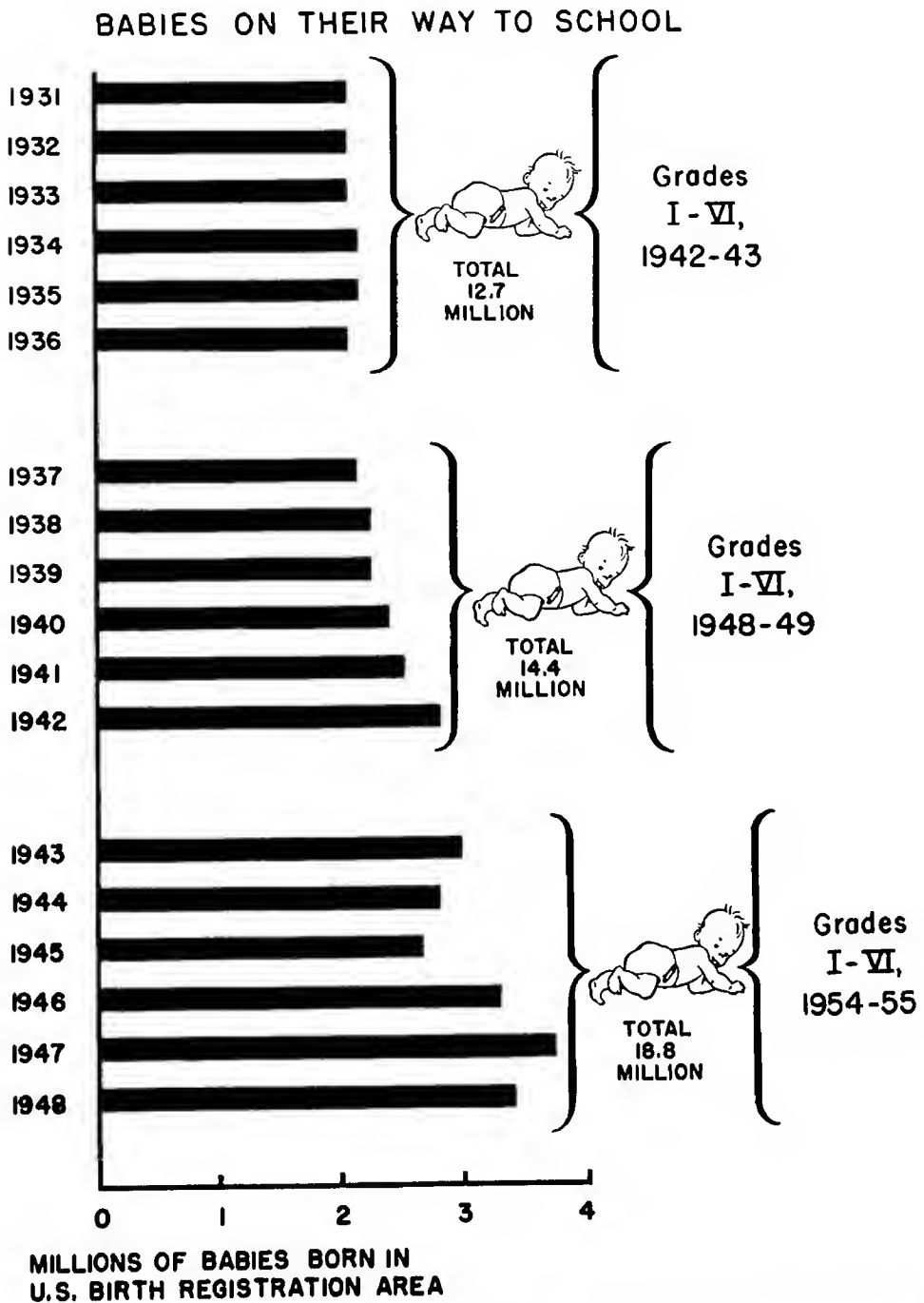
² U. S. Department of Commerce, Bureau of the Census, *Statistical Abstract of the United States: 1947*. Washington, D. C.: Government Printing Office, (1947), p. 67.

³ Federal Security Agency, U. S. Public Health Service, National Office of Vital Statistics, "Annual Summary for 1947," *Monthly Vital Statistics Bulletin* 10: 1-2; February 24, 1948.

⁴ Estimates based on figures for first ten months of 1948, in *Monthly Vital Statistics Bulletin* 11:1; December 1948. An upturn in birth rate in the latter part of the year raises the estimate above that used in the preparation of Figure 2.

⁵ Figures of U. S. Office of Education, Federal Security Agency, in successive issues of *Biennial Survey of Education* and supplemental mimeographed releases, with certain figures for odd-numbered years interpolated by the NE& Research Division.

FIGURE 2



Based on figures from National Bureau of Vital Statistics, 1948 estimated on basis of first seven months. No allowance made for underreporting or for deaths of children prior to school age.

Between 1860 and 1940 the percent of population increase by decades declined from 35.6 to 7.2.

2. A gradual reduction in the percent of the total population found in the 5-to-19-year age group, the group from which public-school enrolment is largely drawn.

3. A rather sharp increase in the proportion of the total population in the 65-and-over age group.

Obviously there will be many local situations in which the above trends would not apply. For example, a suburban community might show a continued increase in population even tho the trend nationwide might be otherwise. In sections where attendance at private and parochial schools is on the increase or decrease, the trend would affect public-school enrolments. Furthermore, movements of population from one section of the country to another may bring about trends in population quite at variance to those for the nation as a whole. For example, the Bureau of the Census estimates that increases in population in the ten most populous states between 1940 and 1947, excluding armed forces overseas, ranged from 42.1 percent in California to 3.1 percent in Missouri. Altho the United States as a whole increased 8.9 percent, nine states are estimated to have lost population during this period, three of them by 10 percent or more.⁵ Obviously, states with strikingly large gains or losses in total population will deviate from the national trends in school enrolments.

Whelpton predicted that the total population (on the assumption of medium fertility, medium mortality, and no immigration) would continue to increase at a reduced rate to 1990 when it would reach its peak at 164,585,000. Between then and the year 2000 the population would be expected to decline by approximately 1,300,000. He further predicted that, on this basis of estimation, the proportion of the total population in the 5-to-19-year age group would decrease from 26.4 percent in 1940 to 20.5 percent in 1990, or a drop of 5.9 percent. By the year 2000 this age group, i.e., 5 to 19, would represent only 19.7 percent of the population and in actual numbers would be nearly 6,200,000 less than the 38,358,000 that Whelpton estimated as the peak for this age group, to be reached in 1960.⁶

⁵ U. S. Department of Commerce, Bureau of the Census. *Estimates of the Population of the United States, by Regions, Divisions, and States: July 1, 1940 to 1947*. Current Population Reports, Population Estimates, Series P-25, No. 12. Washington, D. C.: the Bureau, August 9, 1948. p. 5.

⁶ Whelpton, P. K., and others. *Forecasts of the Population of the United States, 1945-1975*. Population Division, Bureau of the Census, Washington, D. C.: Government Printing Office, 1947. p. 49, 109.

DOWNWARD TRENDS TO BE EXPECTED

If birth rates decline in the years immediately ahead as expected, then school enrolments should begin to decline about the year 1965 unless the decline resulting from a decreasing number of births is offset by a higher proportion of children of school age being enrolled in the public schools. That, of course, is related to the compulsory age laws and the effectiveness of their enforcement, and to the trends in private-school enrolments. Since permanent school buildings built within the next few years will be in use in the year 2000 and for some years thereafter, then those districts which now plan their permanent building program in terms of caring for the peak enrolments expected within the next fifteen or twenty years will find themselves with excess building capacity if the decline sets in as now predicted. This peak enrolment might be met by either or both of the following means:

1. By rehabilitating old buildings which under normal conditions would be abandoned, so that they might continue in service during the peak period.
2. Thru the erection of temporary structures which might be used to house a part of the enrolment during this anticipated peak period.

Summarizing in the light of the situation as described here, the following points appear pertinent in relation to future enrolment in elementary and secondary public schools of the country:

1. The total population of the United States will continue to increase for the next thirty-five to forty-five years when a peak approximating 165,000,000 will be reached.
2. Despite this anticipated increase in total population, the maximum number of school age, that is, 5 to 19 years, will be reached by 1960 or 1961 after which there will be a steady decline in the actual numbers in this age group.
3. Because of the high birth rate during the 1940's, elementary-school enrolment may be expected to increase reaching its peak around 1961 when children born in 1947 will be 14 years of age and should, therefore, have finished their elementary schooling. This peak is based on the assumption that the high birth rates of the war years, and those immediately thereafter, will not continue.
4. The lowest birth rates in the history of the nation occurred in the years 1933 thru 1936. Children born during those years will be entering high school between 1947 and 1951. In the light of these facts, it is expected that there will be a decline in high-school enrolment continuing until about 1955 when it should be arrested by the entrance into high school of the children born during the high birth-rate years of 1941 thru 1947. The decline of the early 1950's, of course, may be offset to some degree by getting a larger proportion of children of high-school age enrolled in high school.

5. Between 1960 and 1975, children born during the high birth-rate years of 1941 thru 1947 will themselves be married and bearing children, so an increase in the number of births is expected during that period.

6. Equally important as the total number of children of school age is their distribution nationally and within a given school district. Large cities, in order to maintain themselves, must have a continuous influx of population from the rural sections of the nation. At present there seems to be a revival of a movement which got under way about twenty-five years ago but made little headway, namely, that of decentralization of industry away from the big cities, in search of lower costs and better living. The result may be new school-building shortages for many towns and small cities.

LOCAL PREDICTIONS OF ENROLMENT TRENDS

Over the years a number of methods have been devised for forecasting school population within a community. Among these are the following:

1. Forecasting school enrolment from total population, assuming that there is a fairly constant ratio between total population and school enrolment. This method is usually applied by getting an average of the percents which total school enrolments were of the Federal census figures for each of the previous two or three decades and applying that average to the future estimated total population of the school district. This estimated total population, particularly in the larger communities, can generally be secured from city planning commissions and similar planning bodies.

2. Forecasting by graphic technics. Growth curves of school enrolments are extended and from these future enrolments are estimated. This method is based on the assumption that the growth in school population will continue in the future at a rate similar to the past. It is done by plotting on a chart actual enrolments for past years and from those data projecting the growth curve of the future. In so doing, the curve is generally "smoothed" so that it is projected as a straight line. Experience has shown that this is not a very reliable method of forecasting.

3. The Bell Telephone method, which is based on careful studies of total population in small areas known as "house-count" sections within a community. These estimates are then translated in estimated school enrolment. This method is particularly useful in determining the distribution of the enrolment within the school district.

4. Forecasting by analogy. This method involves making use of the percents of total population attending schools in comparable communities, and applying these to the district under consideration. Because of the many variables which affect school enrolment even in so-called comparable communities, this has not been found to be a reliable method of predicting school enrolment.

Several studies have been made as to the accuracy of these methods of prediction. It has been found that most of the predictions made during the decade of the 1920's were too high, due no doubt

to the fact that they did not forecast the 1930 depression period with its accompanying sharp decline in birth rate.

Another method of predicting school population, which the Bureau of Educational Research of Ohio State University now uses in all its school-building surveys, is based on the percent of survivorship. A careful check is being kept on the accuracy of this method in each of the school districts where it has been used. This procedure, as it was applied in the year 1947, is as follows:

Take the actual number of resident births in the school district between the years 1934 thru 1946. Those born in the years 1934 to 1940 would become six years of age in the years 1940 to 1946 and should, therefore, be enrolled in school during those years for which actual enrolments are now known. For each of these years calculate the percent of survivorship between the number of births and the enrolment in the first grade of the public schools for the known years, which in this case would be 1940 to 1946. Take the average of the percents for the known years and apply it to the actual number of births which occurred during 1940 to 1946 to get the estimated enrolments in the first grade for the years 1946 to 1952 during which time those children born between 1940 and 1946 would enter school.

In a similar manner calculate the percent of survivorship from Grade I to Grade II and so on and apply those to the known figures to get estimates in the years immediately ahead. In this connection, it should be remembered that children born during 1940 thru 1946 will enter school during the years 1946 thru 1952 and will affect the total school enrolment twelve years beyond the latest date of entry, that is, from 1952 thru the year 1964.

The application of this technic to the city of Fremont, Ohio, is shown in Figure 3. Only part of a sample tabulation could be shown but the process is illustrated.

Appraisal of the Present Plant

One of the major principles in determining the school-building needs of any community is that of planning for maximum use of the present plant. No community is justified in abandoning usable school property without first making every effort to fit it into the projected program. It is necessary, first of all, to ascertain whether the physical and safety conditions of the present buildings and their location justify their continuance for the immediate future, and whether their adaptability to the needs of the educational program justifies their retention or rejection in the ultimate future plant. In other words, how well placed and how good are the present buildings?

FIGURE 3

PROJECTION OF SCHOOL ENROLMENT TRENDS

FREMONT SCHOOL ENROLMENT ESTIMATES THRU 1962-63 BASED UPON ACTUAL ENROLMENT
SURVIVAL TRENDS FROM 1937-38 THRU 1947-48*

Year	Births Number	School year	Enrolment and percent of survival in each succeeding grade**										Total enrolment		
			Grade 1		Grade 2		Grade 3		Grade 11		Grade 12		Grades 1-6	Grades 7-12	Grades 1-12
			Num- ber	% sur.	Num- ber	% sur.	Num- ber	% sur.	Num- ber	% sur.	Num- ber	% sur.			
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
1932	331	1938-39	282	85.2	217	86.1	247	100.0	227	93.0	196	94.2	1406	1434	2840
1933	262	1939-40	216	82.4	247	87.6	213	98	222	89.9	215	94.7	1374	1424	2798
1934	253	1940-41	200	79.1	185	85.6	241	97	231	88.2	199	89.6	1295	1407	2702
1935	318	1941-42	199	62.6	186	93.0	191	103	28	84.4	194	84.0	1257	1356	2613
1936	276	1942-43	217	78.6	180	90.5	194	104.3	86	75.6	206	90.4	1232	1326	2558
1937	312	1943-44	256	82.1	192	88.5	191	106	74	81.3	160	86.0	1252	1266	2518
1938	294	1944-45	236	80.3	265	103.5	163	84	193	88.1	150	86.2	1235	1258	2493
1939	307	1945-46	238	77.5	215	91.1	236	89	182	79.5	176	91.2	1235	1249	2484
1940	403	1946-47	258	64.0	238	100.0	205	95	114	91.1	178	97.8	1306	1239	2545
1941	350	1947-48	285	81.4	249	96.5	226	95.0	190	96.4	192	89.7	1394	1178	2572
1942	444	1948-49	341	76.85	263	92.35	242	97.0	187	86.8	172	90.4	1497	1149	2646
1943	430	1949-50	330	76.85	315	92.35	255	97.0	65	86.8	169	90.4	1559	1166	2725
1944	396	1950-51	304	76.85	305	92.35	308	97.05	5	86.8	149	90.4	1634	1160	2794
1945	373	1951-52	287	76.85	281	92.35	296	97.05	59	86.8	149	90.4	1664	1204	2868
1946	489	1952-53	376	76.85	265	92.35	273	97.0	183	86.8	144	90.4	1769	1246	3015
1947	489	1953-54	376	76.85	347	92.35	257	97.0	06	86.8	165	90.4	1851	1315	3166
1948	481	1954-55	370	76.85	347	92.35	337	97.0	71	86.8	186	90.4	1875	1414	3289
1949	473	1955-56	364	76.85	342	92.35	337	97.05	97	86.8	155	90.4	1905	1482	3387
1950	465	1956-57	357	76.85	336	92.35	332	97.0	10	86.8	178	90.4	1952	1564	3516
1951	457	1957-58	351	76.85	330	92.35	326	97.0	224	86.8	190	90.4	2009	1592	3601
1952	448	1958-59	344	76.85	324	92.35	320	97.0	71	86.8	202	90.4	1979	1674	3653
1953	439	1959-60	337	76.85	318	92.35	314	97.05	0	86.8	245	90.4	1943	1740	3683
1954	430	1960-61	330	76.85	311	92.35	309	97.05	89	86.8	235	90.4	1904	1786	3690
1955	420	1961-62	323	76.85	305	92.35	302	97.0	225	86.8	216	90.4	1867	1823	3690
1956	410	1962-63	315	76.85	298	92.35	296	97.0	297	86.8	203	90.4	1828	1863	3691
Average (known period)	349		240		220		213		205		186		1307	1320	2627
Average (esti- mated period)	451		340		312		300		211		184		1815	1480	3295

* All figures below the horizontal dashed lines are estimated. The number of births in 1947 is also estimated.

** Enrolments are as of September of each year. Percent of survival for 1938-39 are complete, in addition, since enrolments for 1937-38 were available.

Based on unpublished estimates for public schools of Fremont, Ohio

Figures published recently by the Research Division of the National Education Association emphasize the problem faced by local systems in trying to utilize their present school plant.⁷ In 1947-48, a fifth of the school buildings in cities were fifty years old or more. Two percent of the buildings were built before 1870. Three percent of all the pupils in the cities reporting were attending school in buildings that had been officially condemned as unsafe, unsanitary, or otherwise unfit for use.

USE OF SCORE CARDS

Altho no completely objective yardsticks can be applied to a particular building to say specifically whether it ought to be abandoned for school purposes, rehabilitated, or continued as is, there are a number of well-established criteria such as age, size of site, safety, lighting, and the like which aid greatly in determining the worth of any particular building.⁸ Also, there are available a number of school-building score cards, most of which are based on 1000 points for the so-called perfect school building.⁹ These score cards provide for evaluation of approximately 100 different items having to do with the site, the building structure, the classrooms, special rooms such as shops and laboratories, general service rooms, and service systems. Altho the application of a score card to a particular building is subjective to a considerable degree, if the same persons apply the card to all the buildings in a school system, the *relative* worth of the different buildings is fairly accurately obtained.

It is not possible to fix an absolute minimum score for a usable school building, with the corollary that all buildings scoring below that minimum be recommended for immediate abandonment. There is, however, rather general agreement among school-building specialists that major rehabilitation projects are only rarely justified for buildings scoring less than 500 points. Buildings scoring less than 400 points usually should be abandoned at the earliest possible time. In a comprehensive school survey of the Chicago schools, the following statement appears:

Buildings scoring less than 400 points are, as a rule, so inferior, either because of obsolescence or structural security, that it is not advisable to expend any

⁷ National Education Association, Research Division, "School Housing Needs in City-School Systems, 1947-48," *Research Bulletin* 26: 141-68; December 1948.

⁸ See p. 273-74.

⁹ See Appendix A, references 44-58.

considerable amount of money on them in an effort to make them acceptable plants. . . . They should be abandoned as rapidly as the building program of the city can supply modern replacement.¹⁰

From time to time descriptive ratings have been applied to the numerical values given to buildings on these score cards. Among them are the following:

<i>Excellent</i>	85 or more percent of maximum score
<i>Good</i>	From 70 to 84.9 percent of maximum score
<i>Fair</i>	From 55 to 69.9 percent of maximum score
<i>Poor</i>	From 40 to 54.9 percent of maximum score
<i>Unsatisfactory</i>	Less than 40 percent of maximum score.

One advantage in applying a score card to school buildings is the help which those scores give in establishing a priority in replacing school buildings. For example, in a school-building survey in Cincinnati, Ohio, made in 1945, this statement appears:

The list of building construction projects . . . is arranged so as to permit abandonment of present structures in inverse order of their scores.¹¹

The twenty-five buildings listed for replacement in this survey report ranged in scores from 319 to 506, and were (with one exception due to excessive overcrowding) arranged for replacement in the inverse order of their scores.

SUITABILITY OF LOCATION

Even tho a school building might be of such quality, both structurally and educationally, that it could be continued for school purposes, there is the further question of whether it is actually needed at its present location. In other words, how well is it utilized now, and what appears to be the need for it in the future? Utilization of school buildings is calculated on two bases, (a) room use and (b) pupil-station use.¹² For example, if a room with a rated capacity of thirty pupils has a class of fifteen, so far as the *room* itself is concerned it is 100 percent utilized since it would not be feasible to have another class going on in the room at the same time. On the other hand, so far as *pupil-station* use is concerned,

¹⁰ Strayer, George D., director. *Report of the Survey of the Schools of Chicago, Illinois*. New York: Teachers College, Columbia University, 1932. Vol. 4, p. 16.

¹¹ Holy, T. C., and Herrick, John H. *A Survey of the School-Building Needs of Cincinnati, Ohio*. Bureau of Educational Research Monograph No. 29. Columbus, Ohio: Ohio State University, 1945. p. 94.

¹² Morphet, Edgar L. *The Measurement and Interpretation of School Building Utilization*. Contributions to Education, No. 264. New York: Teachers College, Columbia University, 1927. 102 p.

it is only 50 percent utilized.¹³ If the present use of a school is below commonly accepted standards for school-building utilization, the question which arises is whether its future enrolment is likely to increase or decrease. If it is likely to decrease, then consideration must be given to the feasibility of closing the school and accommodating the pupils elsewhere.

Another question which arises is, "What are commonly accepted standards of room and pupil-station use?" In high schools of 300 enrolment or more, a room use of 85 percent for academic rooms seems to be an attainable goal. In a study of the room use in fifty secondary schools of varying size in Ohio, made in 1946, it was found that the average room use was 85 percent for the academic rooms and 71 percent for the special rooms.¹⁴ In these same schools the pupil-station use was 70 percent and 55 percent, respectively. In a study made in New York City in 1944 this statement appeared:

Of the fifty-four academic high schools in New York City, ten schools are indicated as having a percentage of room utilization which falls within the "acceptable" range of 75 percent to 85 percent.¹⁵

Of the remaining forty-four high schools, twenty-three had academic room utilization in excess of 85 percent. Because of the simplicity in arranging schedules, elementary schools are able to achieve a higher room use than high schools. Acceptable standards for elementary schools are 90 percent for room use and 75 percent for pupil-station use.

Every large city has had an outward movement of population to the periphery of the corporation or to adjoining suburbs, or both, thereby leaving unused capacity in the so-called downtown schools. This shift in population, coupled with the general decline in school enrolment during the past few years, leaves many cities with housing capacities in excess of actual enrolment. For example, a 1942 survey in one large city recommended that twenty-one of the eighty-four elementary-school centers be closed. Effective September 1942, sixteen were actually closed. Among them was a fireproof building

¹³ Simplified forms for measuring room and pupil-station utilization have been developed at the Bureau of Educational Research, College of Education, Ohio State University, as follows: *Room Utilization of Elementary-School Buildings* (Form SS-U-1 and SS-U-2, mimeographed, 2 pages) and *Room and Pupil-Station Utilization of Secondary-School Buildings* (Forms SS-U-3, SS-U-4, and SS-U-5, mimeographed, 3 pages.)

¹⁴ Fleisher, W. R.; Sessions, E. B.; and Holy, T. C. *A Study of Public School Building Needs, Coshorton, Ohio*. Bureau of Educational Research, Columbus, Ohio: Ohio State University, 1947, p. 50.

¹⁵ Ernst, Frederick, and Engelhardt, N. L. *Survey of the Room Utilization of Academic High Schools in New York City*. New York: Board of Education, 1944, p. 8. Mimeo.

erected in 1924 and a number of others with fireproof additions. A similar study in another city in 1943 recommended the elimination of nine elementary-school centers. Effective September 1944, three of these buildings, that scored 758, 775, and 917 points, respectively, were closed. Here are examples of buildings in good condition that were closed because of lack of school population in the attendance areas which they served. An answer to the question as to whether a building is to be continued must be made, therefore, not only in the light of its present condition and adequacy for school uses, but also in terms of whether it is likely to be needed in housing the future program.

Developing the Building Program

When enrolment estimates have been made, and the present plant appraised, the next logical step is a comprehensive analysis to determine what additional land, new buildings, building additions, building rehabilitation, and equipment are needed to house the educational program. This should be done both in terms of the ultimate long-time program and in terms of that part of the ultimate program needed in the immediate future. Assuming that the board of education and superintendent have agreed that a study of long-term building needs should be made, it is the function of the superintendent to recommend just who will make the comprehensive school-building survey.

Two approaches in making the survey are ably summarized by the Michigan State Superintendent of Public Instruction as follows:

In using the independent method, a separate survey organization is set up. This may be led by the superintendent plus a small staff of full-time workers on the project, using teachers, principals, and others only incidentally; or, the job may be done completely by specialists from outside the school system. In both cases the planning of the survey, the gathering of data, the interpretation of the data, and the formulation of recommendations and the ultimate plan are the sole responsibility of the survey staff. The results of this survey are presented to the school authorities for their approval only after it has been completed.

The advantage of this plan, if it is an advantage, is that it causes a minimum amount of disruption of the regular school program. Another advantage is that the job can be done rather expertly in a minimum of time. Assuming competence on the part of the staff, the recommendations will be quite sound. However, the psychological effect may be questioned. The public is inclined to be suspicious of the recommendations of "experts," especially when it has been kept out of the affair until it is suddenly asked to accept the recommendations.

The cooperative method, while perhaps less efficient and more time consuming, does have very decided public-relations advantages. With this method, an attempt is made to obtain group thinking, group activity, and group decisions. Although the superintendent may exert initiative and leadership, principals, teachers, community leaders, and others, including children, are brought into the total picture with the children's activities and contributions gauged according to their maturity and capabilities. Oftentimes outside consultant services are obtained either from the Department of Public Instruction or elsewhere. Since the whole activity is definitely a community activity, such an enterprise, if well carried out, practically insures community support of the recommendations.¹⁶

All tentative conclusions, whether obtained by expert survey technics or by use of the superintendent's staff or any other means, will naturally have to be reviewed thoroly and carefully by the board. The financial condition of the school district also must be studied to ascertain the resources of the district for meeting its plant needs.¹⁷ A final plan for the school-building program over a period of years will be drawn up and approved by the board.

INFORMATION NEEDED

In addition to the data collected in estimating school enrolments and appraising the present school plant, the following information will be found very useful:

1. Number, kind, and cost of residential buildings erected in the community over a ten-year period. These should be shown on a map so that the locations of recent growth can be easily observed.

2. A map showing the zoning provisions, if the community has a zoning plan. These show the areas of the community which are designated for business, industry, and residences of various kinds.

3. A map showing the location and area of all public parks and playgrounds, and other spaces which might be available for recreational purposes; also museums, libraries, and other educational resources.

4. Recent growth of the school district area and its probable future extensions, including those resulting from the reorganization of school districts. Also there should be gathered information on how the projected building plans will affect transportation, both school and community, and well-established neighborhood areas.

5. Spot maps for each division of the school system, that is, elementary, junior high school, and senior high school, showing the residence location of each pupil enrolled in the schools during the year in which the study is being made.

¹⁶ Michigan State Department of Public Instruction. *A Guide for Planning School Buildings*. Bulletin No. 338. Lansing: the Department, 1945. p. 19-20.

¹⁷ See Chapter XVII, p. 288-308.

6. A map showing the location and area of school-district property now being used for school purposes.
7. The tax valuation and the tax rates of the school district by years for a ten-year period preceding the date of the study.
8. Outstanding school bonds of the school district for each year of the ten-year period preceding the date of the study, together with a schedule of principal and interest payments until all school bonds are completely liquidated.
9. On the spot maps mentioned above, locate each building and draw about it circles to designate its approximate attendance area. For elementary schools these circles should approximate five-eighths of a mile in radius; for junior high schools one and one-fourth miles, and for senior high schools one and three-fourths miles. These maps will then show how well the entire area is covered by the attendance areas of each of the buildings. Moreover, if repeated at periodic intervals, they will show the specific areas where enrolments are increasing, or decreasing. Also, they are extremely useful in any changes which may be made in the districts served by each of the schools. In fact, of the various items mentioned above, these spot maps will undoubtedly be found to be most useful. In highly congested areas in school districts which have established a maximum size of school, the radii of these circles would probably be reduced since this maximum enrolment would be reached from lesser areas than those mentioned above. (Illustrations of two types of maps to show attendance areas are given in Figures 4 and 5.)

RECOMMENDATIONS TO BE MADE

With the foregoing data at hand, the major questions which must be answered in arriving at both the ultimate and immediate building programs are as follows:

1. Of the buildings which according to the appraisal ought to be abandoned, which ones can be entirely eliminated, and which ones must be replaced at their present location?
2. Of the buildings which can be entirely eliminated, which require additions to nearby buildings to care for the enrolments thus displaced?
3. Of those buildings which must be replaced, what capacities are required? Also, is the present location the best that can be found?
4. What new areas within the school district, either now developed or likely to develop in the near future, are not now suitably covered by existing attendance areas? What building accommodations are required for these areas?
5. What land is needed for new sites and at what approximate locations? Also, what site additions are needed for present buildings?
6. What additions are needed for existing buildings? These should be in terms of specific facilities, such as classrooms, library, lunchroom, auditorium, gymnasium, and the like.
7. What buildings can be satisfactorily rehabilitated? For each of these there should be developed a bill of particulars on what is to be done. Does it need

a new roof, new floors, new wiring, fireproofing of stairways and corridor new heating plant, new plumbing?

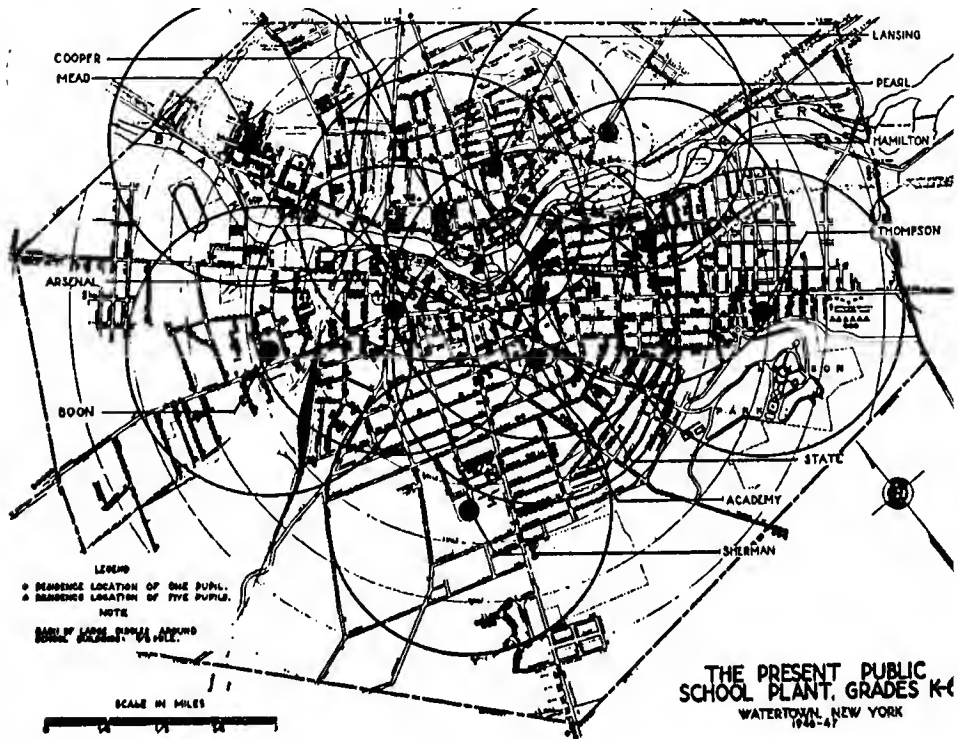
8. Does the educational program as laid out by the community require new kinds of structures, such as vocational or technical high schools, or special buildings for handicapped children, or community colleges?

9. What is the financial ability of the district to undertake a building program? To determine this, there must be taken into account constitutional and statutory bonding limitations, present outstanding bonds and their program of liquidation, pay-as-you-go possibilities, tax rates, and the like.

10. Make careful estimates in the light of present building costs of the program needed in the immediate future, and more general estimates of the projects which on the basis of present information, may be needed some time in the future. In order to get these estimates, a rather careful check of cubage (or square footage) requirements for each project should be made. To this cubage should be applied the estimated costs per cubic foot. To that amount should be added the cost of site, site development, architects' fees, and equipment. For example, the following were June 1948 estimates for an eighteen-classroom elementary

FIGURE 4

USE OF SPOT MAP FOR ANALYSIS OF ENROLMENT



building with kindergarten, library, lunchroom, combination auditorium-gymnasium, and certain special rooms:

Site (already owned).....					
Site development.....					\$ 10,000
Construction cost:					
Classrooms	388,306	cu. ft. at \$1.15		\$446,552	
Kitchen-locker room	51,502	" " " 1.00		51,502	
Auditorium-gymnasium-lunchroom	160,425	" " " .90		144,382	
Basement fan room.....	62,025	" " " .70		43,417	685,853
Architects' fees—6% of construction cost.....					41,151
Equipment, excluding built-in and attached.....					37,600
Total					<u>\$774,604</u>

11. In the light of the appraisal of the existing buildings, the estimated cost of the immediate program and the financial condition of the school district determine the priority of the building projects to be recommended and the method of financing.

12. Develop specific plans for accommodating pupils during the time the buildings are under construction. Such measures may be necessary as transportation of some pupils for a short period, temporary use of some abandoned buildings, and half-day sessions.

RECHECKING EACH PROJECT WITH THE TOTAL PROGRAM

Since for various reasons there is often considerable delay between the time the building program is developed and the actual construction of a given building, careful check ought to be in all such cases to see whether other factors have arisen in the meantime which would modify or completely change the original recommendations. An excellent example of such a case is found in a study made for the New York City Board of Education in 1946. Quoted from the report is the following:

In the Post-War Building Program adopted by the Board of Education in July 1945, Item 73 provides for the erection of new Junior High School 46 in the Red Hook-Gowanus Areas of Brooklyn.

The accompanying Community Study No. 11 of the Division of Housing and Business Administration is presented for the consideration of your Committee and for approval of the conclusions on page 42, namely that Junior High School 46 be eliminated from the Post-War Program and that in its stead there be included a project for the construction of an addition to replace the "C" Section of Public School 27, together with a project for playspace for Junior High School 6.¹⁸

¹⁸ Engelhardt, N. L., director. *Red Hook-Gowanus, The Neighborhoods and Their Schools*, Community Study No. 11. New York: Board of Education, 1946. Letter of Transmittal. 47 p. Plano.

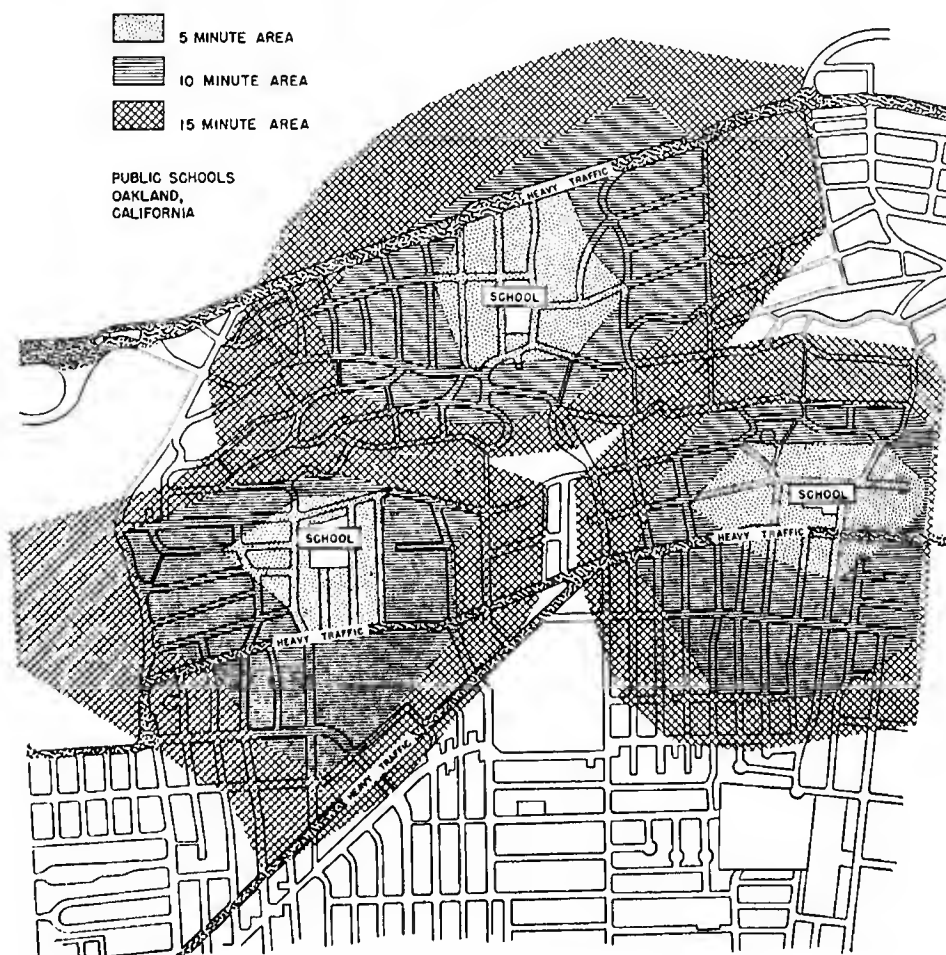
The importance of making this check cannot be overemphasized. For many years the Bell Telephone Company has followed the policy of never spending any money on construction until the origin studies on which the recommendations for that construction are based are rigorously analyzed to see whether they are still valid.

METHODS OF DETERMINING ROOM REQUIREMENTS

The foregoing discussion has dealt with the problem of determining building needs and their capacities but has given little attention

FIGURE 5

ATTENDANCE AREAS DEFINED BY TIMING THE DISTANCES WALKED BY PUPILS



AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS

From public schools, Oakland, California

as to how the actual room requirements for the educational program can be calculated. Therefore, this section will include the most commonly used formulas which have been developed for that purpose in the secondary-school field.

In elementary schools the determination of housing requirements is much simplified because the pupils, except for brief periods, commonly remain in the same room for all of their instruction. Under these circumstances the problem of determining the number of classrooms required is primarily one of dividing the total number of pupils by the number to be accommodated in each classroom and of adding to that such special rooms as are required for the educational program. In this calculation the chief variable is the number of children to be accommodated in each room. In elementary schools this number generally approximates class size, which in recent years has tended downward. At the present time most building programs are based on elementary rooms with a capacity of thirty to thirty-five pupils and with twenty to thirty square feet of floor space for each pupil. However, the Commission believes it highly desirable today to plan for classes of less than thirty in the elementary school. Classrooms with a maximum capacity of thirty, on the basis of approximately 30 square feet per pupil, would appear to be adequate in size.¹⁹

In junior and senior high schools the determination of housing requirements is entirely different because of the broader program with its elective and vocational subjects. The scope and nature of the high-school program varies widely not only among different cities but also among schools within a school district. For these reasons more attention has been given to research in devising methods of determining the housing requirements for a given educational program. Three major studies have been reported.

H. W. Anderson studied the teaching programs of twenty-seven junior high schools ranging in enrolment from 359 to 1800.²⁰ On the basis of his data he developed two formulas: one for determining the number of rooms and one for ascertaining the average capacity of the rooms.

¹⁹ See p. 88. See also: National Education Association, Research Division. "Proposals for Public Education in Postwar America." *Research Bulletin* 22: 53-54; April 1944.

²⁰ Anderson, H. W. *A Method for Determining the Housing Requirements of Junior High-School Programs*. University of Iowa, Studies in Education. Vol. 3, No. 3. Iowa City, Iowa: the University. 1926. 56 p.

The formula for determining the room requirements to accommodate a given educational program is as follows:

$$\text{Number of rooms} = \frac{\text{Pupil periods per week in subject}}{\text{Average size of class} \times \text{Number of periods per week} \times (1 \text{ minus } S)}$$

The values of S vary with the type of room and size of school:

	Small school	Medium school	Large school
Regular classrooms	0	0	0
Special rooms	.12	.08	.05

In determining the number of regular classrooms, the number of pupil periods may be added for subjects having the same average size of class and the same number of periods per week, or the formula may be applied separately to the subjects and the results added. Each type of special room, however, must be calculated individually because such rooms cannot be used interchangeably.

The second formula is used in ascertaining the average capacity of both regular and special classrooms. It differentiates between regular classrooms, i.e., rooms which may be used interchangeably for academic subjects, such as mathematics, English, Latin, and social studies, and special rooms—those equipped for a particular purpose, such as shops, laboratories, or home-economics rooms:

SMALL SCHOOLS (500 Pupils)

$$\text{Average capacity of regular classrooms} = \frac{\text{Average size of class}}{1.00 - .20}$$

$$\text{Average capacity of special rooms} = \frac{\text{Average size of class}}{1.00 - .20}$$

MEDIUM SCHOOLS (1000 Pupils)

$$\text{Average capacity of classrooms} = \frac{\text{Average size of class}}{1.00 - .07}$$

$$\text{Average capacity of special rooms} = \frac{\text{Average size of class}}{1.00 - .16}$$

LARGE SCHOOLS (1500 Pupils)

$$\text{Average capacity of classrooms} = \frac{\text{Average size of class}}{1.00 - .04}$$

$$\text{Average capacity of special rooms} = \frac{\text{Average size of class}}{1.00 - .10}$$

A similar device is found in Packer's study.²¹ The chief difference between the two is that the Anderson formula is based on the number of pupil periods per week while the Packer formula is based on the daily schedule. This difference is significant only in subjects not having daily recitations. The formula thus developed in this study is:

$$\frac{\begin{array}{c} \text{Registered num-} \\ \text{ber of students} \\ \text{in subject} \end{array} \times \begin{array}{c} \text{Average num-} \\ \text{ber of periods} \\ \text{daily} \end{array}}{\begin{array}{c} \text{Average size of} \\ \text{class} \end{array} \times \begin{array}{c} \text{Number of} \\ \text{periods in} \\ \text{school day} \end{array}} = \begin{array}{c} \text{Number} \\ \text{of rooms} \end{array}$$

The Packer study also provides allowances for program making. In schools enrolling over 1000 pupils, this allowance is 5 percent; in those enrolling 500 to 1000, 8.8 percent; and in schools enrolling 150 to 500 pupils, 14.7 percent. If, for example, the formula showed 40 rooms needed for a school enrolling 1200 pupils, then 5 percent of 40, or two rooms, would be added to the total room requirement to allow for program making. Like the Anderson study, this one differentiates in the same manner between regular and special classrooms.

Wilson obtained data for a similar study from 345 high schools in New York State having enrolments of from 50 to 400.²² From these data and the secondary-school program offered in the small high schools of the state, certain formulas were developed on the basis of the following assumptions as quoted from the original study:

First, it was assumed that all special recitation rooms in a high school, with the possible exception of the boys' vocational-arts rooms, could be so equipped as to be usable for certain types of nonspecial recitations when not in use for the special recitations for which they were set up.

Second, it was assumed that in a small high school it is neither economically sound nor educationally necessary that all the recitations of a given subject, such as English or mathematics, be taught in a room set apart for that subject alone, but that with proper equipment such nonspecial classes may be taught interchangeably in rooms best fitted to the size of the class reciting.

In the author's explanation of his findings and their application to the planning of high-school buildings in New York State, he uses

²¹ Packer, Paul C. *Housing of High School Programs*. Contributions to Education, No. 159. New York: Teachers College, Columbia University, 1924. 51 p.

²² Wilson, W. K. *Techniques for Setting Up a Schedule of Recitation Rooms for New York State High Schools of 400 Enrollment or Less*. Columbus: Ohio State University, 1933. (Doctor's thesis.) Abstract in: Ohio State University, *Abstracts of Doctor's Dissertations* 12: 288-95.

the terms "interchangeable" stations and "special" stations. The first applies to rooms designed specifically to accommodate non-special classes, such as English, mathematics, and social studies, while the second refers to rooms designed for special classes, such as homemaking, agriculture, science, typing, and art. The following is quoted from Wilson's explanation of the application of the formula:

1. High-school enrolment is so closely related to the number of daily classes and daily interchangeable classes to be expected that the number of daily interchangeable recitations approximates very closely the formula:

$$\frac{\text{Enrolment}}{8} + 12 = \text{Daily interchangeable recitations}$$

2. The number of interchangeable stations needed for a given enrolment can be determined by dividing the number of daily interchangeable recitations by the number of daily recitation periods, or

$$\begin{array}{l} \text{Interchangeable} \\ \text{Teacher Stations} \end{array} = \frac{\text{Daily Interchangeable} \\ \text{Recitations}}{\text{Daily Periods}}$$

or

$$\begin{array}{l} \text{Interchangeable} \\ \text{Teacher Stations} \end{array} = \frac{\frac{\text{Enrolment}}{8} + 12}{\text{Daily Periods}}$$

A school of 240 pupils operating on a six-period day would require

$$\frac{\frac{240}{8} + 12}{6} = \frac{42}{6} = 7 \text{ Interchangeable Stations}$$

3. Due to the wide variation of class sizes in interchangeable classes, it is possible to conserve space and increase the percent of utilization of a building by varying the size of interchangeable stations. Basing a decision on structural limitations and current educational practices in class size, it was found best to set up three sizes of interchangeable stations . . . : small, or 20-pupil-station rooms; medium, or 30-pupil-station rooms; and large, or 40-pupil-station rooms.

4. The optimum capacity of special stations was found to be closely related to the size of the school and the type of subject.

5. An analysis of all study-group sizes for one week in 227 high schools showed the required number of permanent study stations, as customarily provided in the study hall and library, to be as follows:

For an enrolment of 89 to 145, $\frac{1}{2}$ of the enrolment.

For an enrolment of 146 to 200, $\frac{1}{4}$ of the enrolment.

For an enrolment of 201 to 400, $\frac{1}{8}$ of the enrolment.

This study, which is used by the Division of School Buildings and Grounds in the state of New York, has since been extended to include four-year high schools of 400 to 3000 enrolment. For schools of this size the formula for daily interchangeable recitations is enrolment divided by 12, plus 15, instead of that shown in the foregoing Item 2.

The Bureau of Educational Research of the Ohio State University, in calculating room and other space requirement, uses the Anderson formula with a slight modification of the S factor shown above. In addition, the space requirements as developed for each building include the requirement for general-service rooms. The following information regarding these has been taken from the space requirement report for the 750-pupil Keifer Junior High School, Springfield, Ohio:²³

a. *Cafeteria*

School authorities estimate that approximately one-half of the present enrolment would make use of the school cafeteria if adequate facilities were available. Assuming that the above proportion of the total junior-high school enrolment at the Keifer building will use the cafeteria, it is estimated that approximately one-half of the estimated enrolment used for planning purposes, or 375 pupils, will need to be served in the cafeteria.

Necessary space allowances for the various food-service facilities are as follows:

1. Kitchen—500 sq. ft. (includes dishwashing room or area, but not food storage.)
2. Serving room or area—125 sq. ft. (One 10'0" x 2'6" counter.)
3. Dining room—1880 sq. ft. (10 sq. ft. per pupil to be seated at one time.)
4. Conference dining room—Approximately 256 sq. ft. (Allowing 16 sq. ft. per person to be seated at one time.)
5. Food storage room—80 sq. ft. (Approximately $\frac{1}{6}$ of the kitchen area.)
6. Delivery and waste-disposal room or area—125 sq. ft. (Approximately $\frac{1}{4}$ of the kitchen area.)
7. Toilet, locker, and dressing-room facilities—provide these for cafeteria employees.
8. Manager's office—Approximately 50 sq. ft.

b. *Library*

Space requirements for the library are as follows:

1. Reading room—2250 sq. ft. (Allowing 25 sq. ft per pupil for seating 12 percent of the average estimated enrolment.)

²³ Bureau of Educational Research, Ohio State University. *Space Requirement Report for the Keifer Junior-High School, Springfield, Ohio.* Columbus, Ohio: the Bureau. Typewritten.

2. Library conference room—Approximately 375 sq. ft.
3. Library work room—300-400 sq. ft.
4. Audio-visual materials room—500-600 sq. ft.

c. *Auditorium*

The auditorium should seat the entire average estimated enrolment of 750 pupils.

d. *Home Rooms*

A pupil station must be provided each pupil during the home-room period. Since present calculations are based on an enrolment of 750, it is necessary to provide 750 pupil stations with an average of thirty per room. Thus, a total of twenty-five rooms will be required for home-room purposes.

Recognition of the Approaching Peak Period

In the foregoing discussion emphasis has been placed on the prediction that despite the sharp increase in birth rates during and since World War II, peak enrolments will be reached about 1965 after which they may be expected to decline. Because of this prediction, caution is urged so that school districts may not find themselves with excess building capacities if the anticipated declines do occur. Important, however, as these cautions are, the Commission believes that in concluding this chapter particular attention should be called to the two following points:

1. That on the basis of actual births which have already taken place since 1940 and those which will occur before the current birth rate declines to any appreciable extent, there will be at least 5,000,000 more children to accommodate in the decade 1950 to 1960 than at the beginning of World War II.

2. That even tho these children represent a temporary increase in total school enrolment, they are with us *now* and, therefore, are entitled to the very best buildings and equipment this nation can provide. In other words, they should not be penalized because they are a part of a total enrolment which is expected to decline after the next fifteen or twenty years.

CHAPTER FIVE

Planning the School Site To Fit the Educational Program

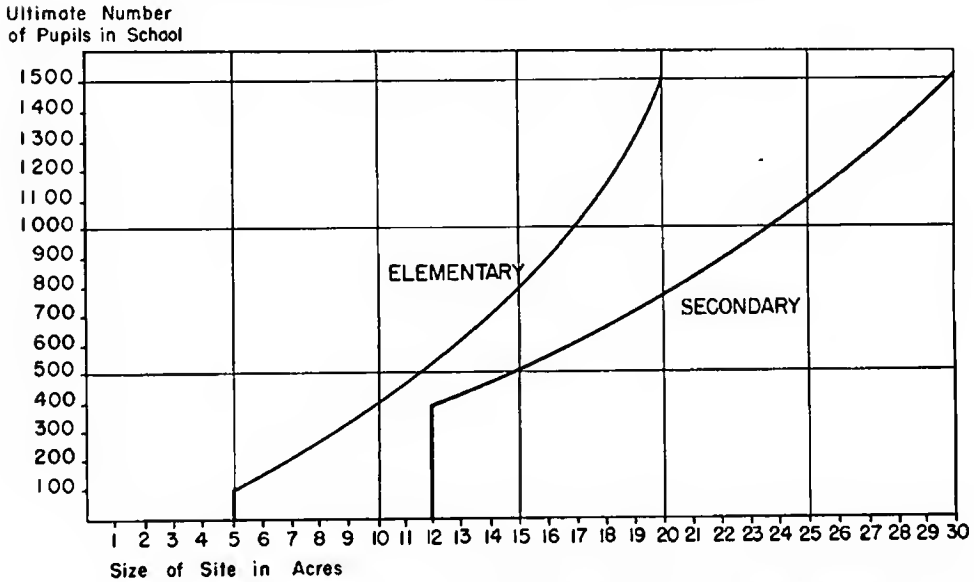
THIS chapter deals with the selection and development of a given site for a specific school, taking into account the factors of location and size, and the most efficient use of the land for educational purposes.

Location

Schools usually should be located near the center of the present and probable future school population to be served. It is desirable to locate schools within walking distance of the greatest number of pupils, and with regard to accessibility from feeder streets and roads for those transported. The spacing of schools will vary with density of population and traffic conditions. The following distances are considered reasonable *maximums* for pupils walking to school: elementary, three-quarters of a mile; junior high, one and one-half miles; and senior high, two miles. The following one-way travel times are considered reasonable *maximums* for transported pupils: thirty minutes for elementary and one hour for secondary pupils.

In school districts where it is anticipated that there will be a growth or spread of population, sites should be located to avoid undue overlapping of the areas to be served by each school. In attempting to determine the geographic boundaries of such areas, five variable or controlling factors must be considered: (a) the enrolment range for each school type, (b) the permissible types of residential development as they may affect the probable number of children per unit of area, (c) the policy of the school district concerning transportation of children, (d) the hazards and natural barriers which affect the accessibility of a given school, and (e) the policy on maximum size of school.

FIGURE 6
SIZE OF SCHOOL SITES AS RECOMMENDED BY OREGON
DEPARTMENT OF PUBLIC INSTRUCTION



AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS

Adapted from Oregon Manual for School Building Construction, 1947

The environment of every school should provide to the greatest possible degree: (a) safe and healthful conditions for the pupils and teachers while on the school grounds, in the building, and in the immediate neighborhood of the school; (b) freedom from disturbing noises such as those resulting from heavy truck, automobile, railway, and airplane traffic and by fire sirens and factory whistles; (c) freedom from obnoxious odors; and (d) surroundings pleasing to the eye, that will tend to create a feeling of pride, happiness, and contentment.

It is desirable that sites be chosen that will enable the school to use all available public-service facilities such as water, gas, sewers, fire protection, and electricity for power and light.

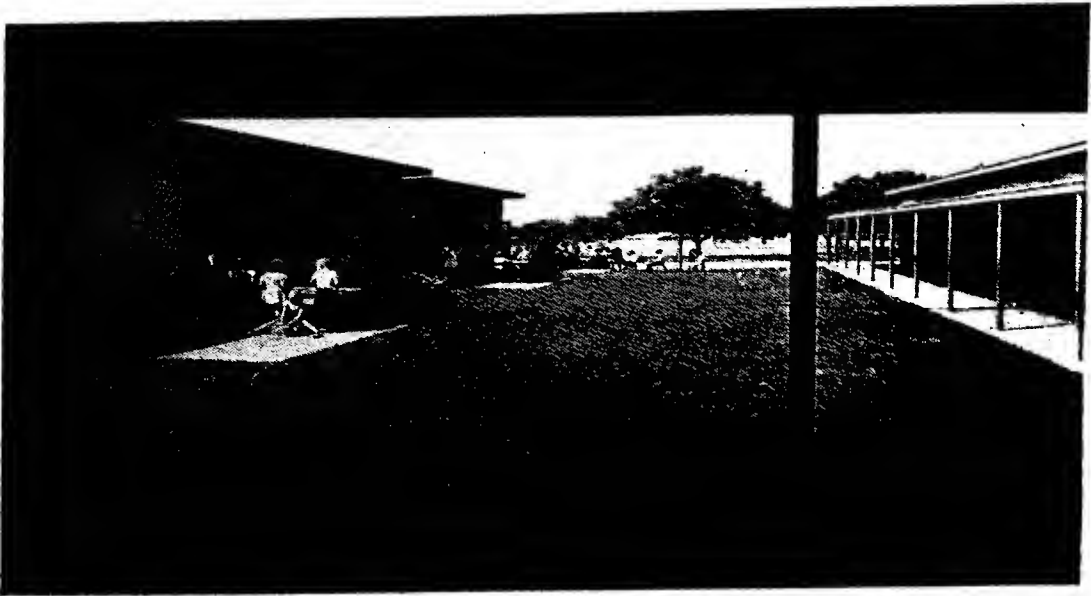
Size

Modern schools require sites larger than were thought necessary a generation ago. Most school sites are too small. Larger areas are necessary, because of the continued expansion of educational programs, the greater use of schools by the entire community, and the necessity for sufficient space for present and future building needs.

The size of any school site should be determined by the nature and scope of the contemplated educational program. To accomplish this, actual layouts of the spaces should be made. The following site areas are suggested as minimum: (a) For elementary schools, five acres plus an additional acre for each one hundred pupils of ultimate enrolment. Thus an elementary school of two hundred would have a site of seven acres. (b) For secondary schools, ten acres plus an additional acre for each one hundred pupils of ultimate enrolment. Thus a high school of five hundred pupils would have a site of fifteen acres.

Relation of Buildings to Site

A long-range land-use plan should be prepared before specific structures are designed for any site. The site plan should indicate contours, existing and proposed utility service lines, permanent and temporary existing structures, existing trees, proposed buildings and ultimate additions, proposed drives and walks, and proposed planting. For the maximum usefulness of the entire plant, it is essential that landscape-architectural services should be ar-



PUBLIC SCHOOLS, MONTEBELLO, CALIFORNIA

With good planning the building and the site can be integrated for educational-recreational uses

ranged for and coordinated with the architectural services for the design of the building.

The school building should be located far enough from roads and streets to minimize traffic noises, to avoid the hazards of children entering traffic immediately upon leaving the building, and to assure a pleasing setting for the building. On the other hand, if distance between building and street is too great, it may result in uneconomical use of land and excessive planting, drives, walks, and consequent increased maintenance costs. The building should be located on the site in a way that will permit the maximum use of the entire area for outdoor educational-recreational activities and to permit the development of the various areas in their proper relation to the building and to each other. For example, if the site has a low frontage on a noisy street and slopes up to relatively high ground in the rear, it may be advisable to locate playing fields or gardens between the building and the street. The site plan should provide sufficient slope to guarantee surface drainage away from the building.

It is advisable to group those portions of the building requiring delivery service as near as practical to a side street in order to minimize the loss of campus space for service drives. Care should be taken in the coordination of site and building plans to provide for future building additions without blocking access to portions of the plant requiring service. For example, furnace rooms are sometimes located so that later additions make it all but impossible to get a coal truck near the bunkers.

If sufficient acreage and frontage are provided, a building may be designed with the desired classroom orientation to fit almost any site. The axis and contour of the site may, however, determine to a considerable degree the general shape and design of the building.

Service Drives and Walks

The school site should be easily accessible from roads, streets, and sidewalks, both for pupils walking to school and for those transported in school buses and other vehicles. There should be a limited number of points of entry to the school site in order to facilitate traffic control.

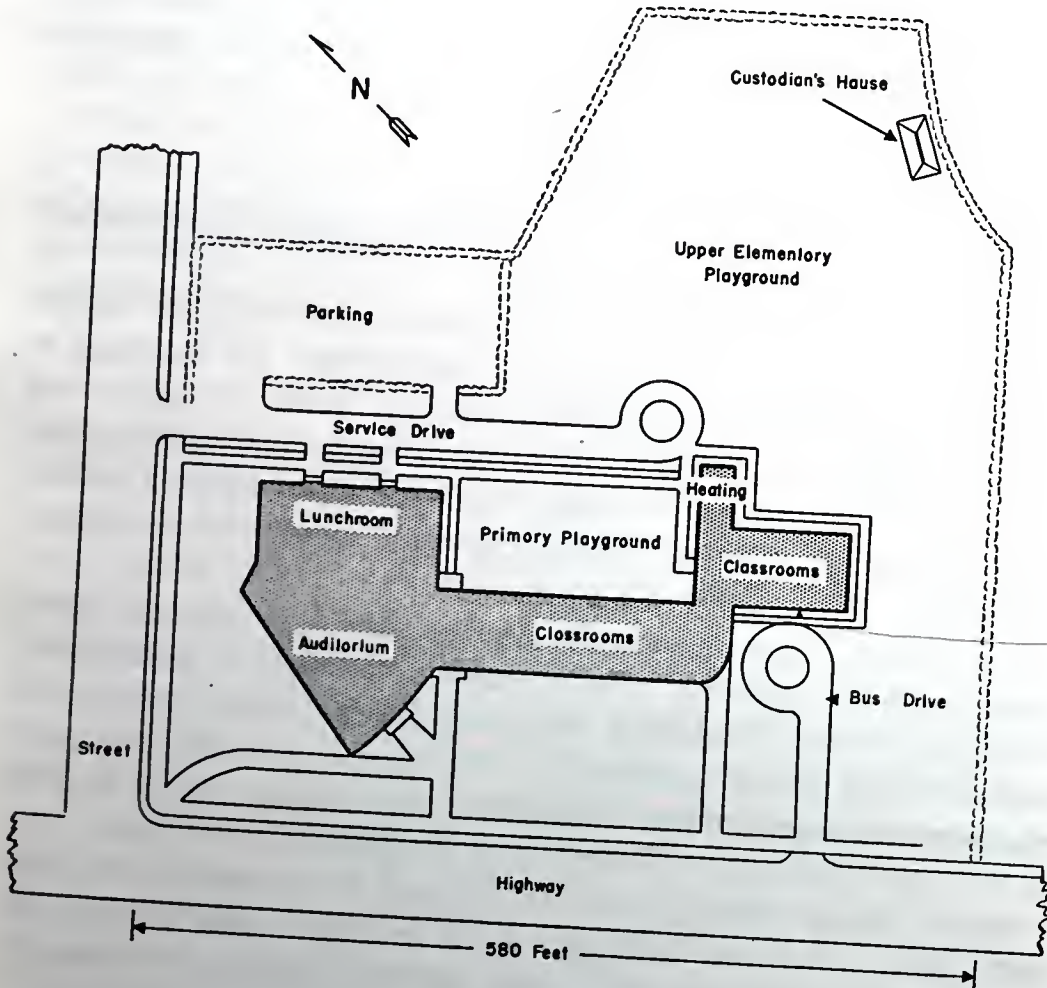
The driveway layout should be a frank and logical solution to a practical problem. Drives should follow the most direct routes

consistent with good alignments, grades, and harmonious relationship with adjacent surroundings. Driveway construction should provide drainage, force traffic to keep within specified limits, and be economical in construction and maintenance.

A two-lane drive leading directly to the main point of discharge and connecting with or ending in a parking area is usually the best solution for passenger drives. The U-shaped drive at the front of the school building should be avoided if possible. No driveway should be permitted to encircle the building or to cross paths leading to play areas.

FIGURE 7

AN ELEMENTARY SCHOOL SITE DESIGNED FOR MAXIMUM USE
ELEMENTARY SCHOOL MONROEVILLE, ALABAMA



Site planning should also provide for service drives for delivery trucks. Insofar as possible, service drives should be kept separate from bus and passenger drives. In order to segregate effectively the service and delivery areas from the play and other areas, dense planting of shrubbery may be used as screens.

Walks should follow direct and natural lines, and their contours should be in harmony with the building. They should be located far enough from the building to allow ample space for foundation planting. At all changes in direction, the angles should be sufficiently filled out to prevent cutting across or stepping on the grass. Experience has shown that people will not single-file on a narrow walk but will walk in groups and destroy adjacent lawn areas if the walks are too narrow. The width of walks should be in multiples of 22 inches with a minimum of 66 inches, and wider where traffic is heavy.

Drives should not serve the dual purpose of drives and walks. Distinct and effective separation of walks and drives should be provided and they should not intersect.

Plantings

A comprehensive planting plan should be prepared for the school grounds before any planting is done.

In general, a school-ground planting scheme will consist of seeding or sodding of lawns, foundation planting to "tie" the buildings to the ground, intersection planting of hardy shrubs at angles and curves of drives and walks, tall trees to frame the building, and trees planted in groves for shade. It is desirable to have a natural wooded area for outdoor education and for school and community recreation.

The classes of plants generally used on school grounds are: shade trees, smaller ornamental trees, coniferous evergreens, broad-leaved evergreen shrubs, deciduous flowering shrubs, vines, and ground covers. Plants should be grouped with respect to height, color, and plant-culture requirements. When all of the planting cannot be done at one time, the shade or larger trees should be planted first.

Rural school grounds may be planted in an informal manner with plants which are indigenous to the locality. Urban schools may have a more formal planting made up of a broader assortment of commercially developed varieties.

Site planting should retain and protect as many of the existing

trees as can be absorbed effectively in the total plan. Trees may be planted along the roads and borders of the site and in other places where shade is desired. Tree culture is a highly developed science, and local school officials should avail themselves of competent advice from federal, state, and local authorities in this field before undertaking extensive programs of tree planting.

Shrubs, especially the flowering varieties, are very desirable on school grounds. There are many zones of hardiness in the country and shrubs should be carefully selected according to soil, shade, and climatic conditions. Trees and shrubs should not be located close enough to school buildings to obstruct light from classrooms. Foundation plantings should not be permitted to grow above the window sill.

Shade trees are desirable around the borders of play areas. Shrubbery should be planted so as to make the spaces attractive and at the same time not interfere with children's play. Perennial vines are desirable on fence rows and blank walls and to hide unattractive objects. Grass suitable for the soil and climate should be grown on all areas not to be used for agricultural plots or parts of playgrounds where it would be undesirable. A well-kept lawn is fundamental to any planting scheme, but the lawn should receive consideration secondary to the play area.

Recreational Areas

Facilities should be provided for a variety of outdoor activities suited to children, youth, and adults. The selection of particular areas will depend on the type and ultimate size of school center to be served, other community facilities available, climate, and the extent to which the school site can be devoted to recreation.

Attention should be given to the needs of various age groups. Activity areas which require constant supervision should be located near a central point of control. Others requiring less supervision may be further away. Those areas having close relationships, or used by the same age groups, should be placed close to one another. Facilities for spectators should be close to parking areas. Play areas of concentrated pupil use should be located near the gymnasium dressing and shower rooms.

A separate shady area should be provided for children of early elementary grades with such play facilities as a tree house, slides.

sand boxes, climbing structures, and jungle gyms. It is also desirable to have a section of the playground in which the younger children can play informal games. A level open space is adequate for most of these games. Small paved areas may be provided for the use of wheel toys.

Because of different interests and abilities, it may be advisable to provide separate play areas for boys and girls in the upper elementary grades. The area for girls in this age group may include a few pieces of play apparatus, but it should be devoted largely to space for informal games. Shuffle-board and hop-skotch courts are desirable. The area for upper elementary boys should be principally unobstructed space planned for organized games and sports. Marble rings may be laid out along the edges or in the corners of this area.

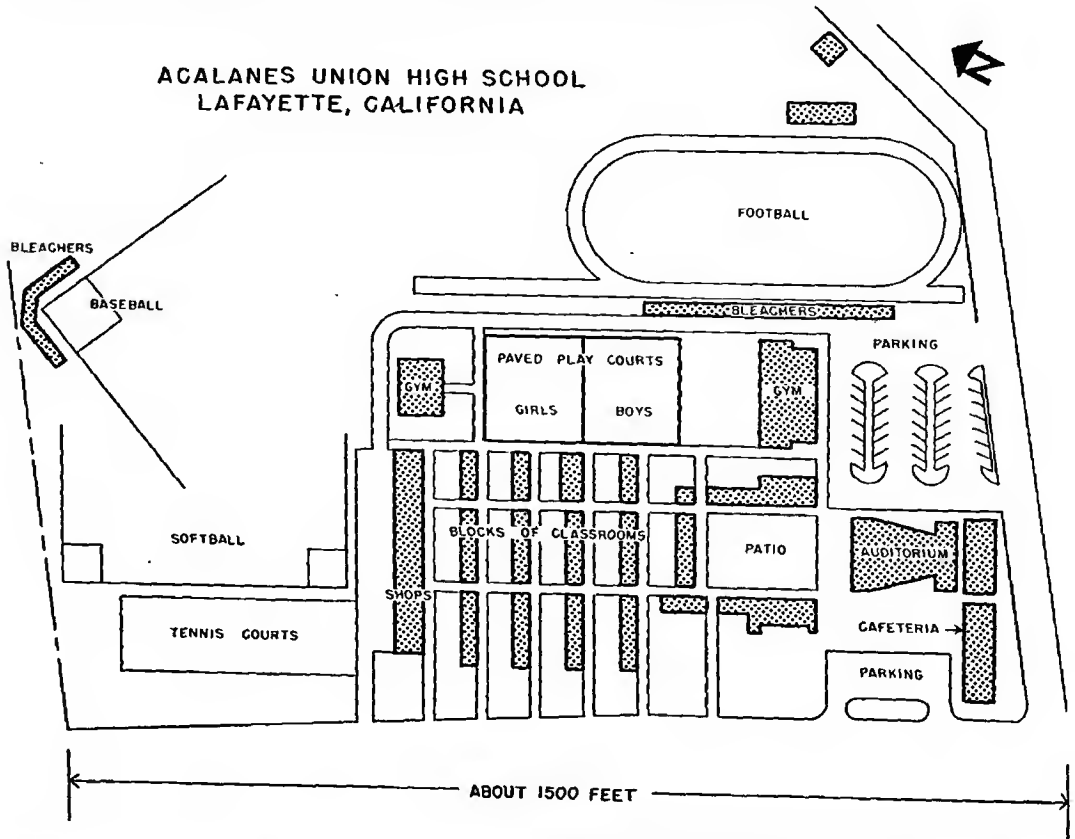
Girls in the secondary school should be provided with considerable area for such games as softball, volleyball, badminton, archery, and field hockey. The secondary-school boys should have facilities for such activities as softball, volleyball, badminton, basketball, baseball, football, soccer, and track and field events.

Play areas should also provide for many of the following activities according to the size and type of school and the climate of the region: handball, paddle tennis, shuffle board, croquet, clock golf, horseshoes, tennis, touch football, roller skating, ice skating, and skiing. Many school sites will also include picnic grounds, an outdoor theater, and a band shell. Field and court dimensions may be secured from professional and commercial organizations and state departments of education.

In smaller schools one field may be used for football, soccer, and hockey and scheduled so as to serve the different age and sex groups at different periods. If several tennis courts are to be constructed, it is economical to construct them adjacent to each other. Tennis courts should be located on a marginal area so as not to interfere with pupil traffic to other facilities, and to make them readily accessible for after-school use. Since in supervised play it is desirable to keep large numbers of children occupied at the same time, it may be advisable to construct combination tennis and volleyball courts by building a regulation tennis court with net posts set at volleyball height with two sets of net rings. Areas for baseball, soccer, and football can also be used for mass play-period games.

FIGURE 8

A HIGH SCHOOL SITE DESIGNED FOR MAXIMUM USE



AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS

Adapted from sketch received from Acalanes Union High School, Lafayette, California

Seasonal games and sports make it possible to secure multiple duty from playgrounds. The same area which serves for football, soccer, and field hockey in the fall may be used for track and field sports in the spring. When the same area is used for different sports and games at different seasons and periods, it is necessary to provide removable goals and bases and to guard against objectionable obstructions in the play fields.

School recreational areas should be planned for joint year-around use by the school and the community. School and community playgrounds and public parks should be located and equipped for a total recreational program for all age groups, and a cooperative plan should be developed for the most effective use of these facilities by both school and community. In sections of the country where there is considerable snow and ice during the winter months, there is need for large areas to provide winter sports.

The surfacing of play areas is a special problem which must be considered specifically for each type of situation. In most localities it will be necessary to hard surface a portion of the school grounds.¹ Recreational areas should be well drained, for maximum use and minimum maintenance.²

Playground Equipment

Ample space is the primary requisite for mass games. If playground apparatus and equipment are purchased, they should be carefully selected. Merry-go-rounds, ocean waves, and giant strides are of questionable value because they provide little exercise, may have harmful effects, and are often dangerous. Horizontal bars and horizontal ladders afford good exercise for large children. Slides, jungle gyms, sand boxes, platforms for building blocks, wading pools, and crawling tubes are desirable for small children. Swings and teeters provide a means of mild exercise. Swings may be hazardous, however, unless properly maintained and supervised. Only equipment of sturdy construction should be selected. If built on the grounds, play apparatus should be erected under the direction of competent persons familiar with the wear and tear to which it will be subjected. All joints and moving parts should be provided with safety guards to prevent pinching and shearing action.

The location of apparatus is important from the standpoint of supervision, safety, and economical use of space. Apparatus may be placed to advantage near the schoolhouse where it is readily accessible and easily supervised. If revolving or swinging apparatus is used, either it should be placed along a fence where there will be little danger of children running into it, or safety railings should be provided. The lines of motion of adjacent pieces of apparatus should be parallel to reduce cross motion and resulting danger. It is a good plan to segregate basketball goals, jumping pits, and horse-shoe pitching lanes and to locate them along one side of the older boys' playing area.

It is practically impossible to maintain turf on the apparatus area. Hence, it is usually advisable to surface this area with torpedo sand or loam. The ground should be kept free from loose stones and other

¹ Literature on this subject may be obtained from the Association of School Business Officials, 306 E. Lovell Street, Kalamazoo, Mich., and from the National Recreation Association, 315 Fourth Avenue, New York 10, N. Y. See Appendix A, p. 330-31.

² See p. 197-99.

obstructions. Soft landing places filled with shavings or sawdust should be provided for horizontal bars, horizontal ladders, slides, and jumping pits.

Outcomes

When the school site and the school building are planned thoughtfully as a unit, much of the site will function as a logical extension of the building itself. Site beautification must be subordinated to recreational use but the less utilitarian features of the school site—grassy places, flowers, shrubs, and trees—will provide enjoyment for the pupils and will give opportunity for developing appreciation of beauty and pride in their school.

CHAPTER SIX

Planning Instructional Features To Fit the Educational Program

IN CONSIDERING the space units that make up a school building, an arbitrary distinction is made between *instructional rooms*, such as classrooms, gymnasiums, laboratories, and shops, in which classes meet for regularly scheduled periods; and *auxiliary facilities*, which include such general-purpose areas as auditoriums, lunch-rooms, libraries, and offices. The second group of rooms, no less than the first, should promote instruction and contribute to balanced educational and recreational programs for school and community.

This chapter and the next discuss these two types of facilities, presenting recommendations and suggestions that are based on practical experience and research in all parts of the United States. Instructional rooms are considered in this chapter while Chapter VII is devoted to auxiliary facilities. Much of the material has been adapted from the *Guide for Planning School Plants*, a report based on more than twenty years of committee study by the National Council on Schoolhouse Construction.¹

Each school attendance area presents a unique combination of conditions that should be considered individually in planning the school plant for that area. It is essential that the following *basic data* be available at the outset, and that they be recognized as conditioning factors in developing a school plant most appropriate for the particular center under consideration: (a) the age groups to be accommodated, (b) the type or types of curriculums to be offered, (c) the initial and ultimate capacities, (d) maps of the specific site showing property lines, contours, utility lines, trees, and

¹ National Council on Schoolhouse Construction, Central Standards Committee. *Guide for Planning School Plants*. Nashville, Tenn.: the Council (W. D. McClurkin, Secretary, George Peabody College for Teachers), 1946. p. 33-143. A 1948 revision of this report is now in process of publication

existing structures, (e) relation of the school to other schools in the area, (f) relation to city and community planning, streets, transportation systems, and zoning regulations, (g) relation to other community activities such as health, recreation, library service, and public assembly, and (h) building codes, regulations, and restrictions effective in the locality.

Principles of Planning a School Plant

Basic to planning both the instructional and the auxiliary spaces in a school building, and in developing the school site as well, are certain principles related to the purposes the building is to serve and the efficiency with which it may be used. These seven principles are stated briefly in the paragraphs that follow:

CURRICULUM ADEQUACY

The plant must be planned to provide the facilities necessary for the efficient and effective accommodation of all the phases of the curriculum, extracurriculum, and community activities for which the plant is intended. The educational philosophy and the specific services of the particular school—elementary or secondary, specialized or nonspecialized—should be the starting point in the design of the building and the development of its site.

SAFETY AND WELL-BEING

The school plant should be so planned as to protect the comfort, health, and safety of pupils, teachers, and all who will use its facilities. Lighting, heating, and ventilating should be in accordance with best practice. Stairways and other structural and service features should be designed to meet safety standards. The school plant should not only protect children from harm, but should provide a healthful environment that will be a positive influence toward the best possible physical and emotional development for living, growing children and youth.

INTERFUNCTIONAL COORDINATION

The various units of a school plant should be located according to their functional relationships and special requirements. Each unit or portion of a plant may be well planned for its specific purpose, yet if the units are not put together with respect to their mutual

relationships, the plant as a whole will be unsatisfactory. For example, certain rooms, because of their association, should be planned *en suite*. The noisy units should be located so as not to interfere with quiet zones.

EFFICIENCY AND UTILITY

The school plant should be planned and assembled in a manner that will promote efficient school management and the convenience of pupils and the public in its use. Those units which are used most frequently by the public should be located for easy access from streets and parking areas. Units requiring delivery service, such as lunchrooms, shops, and coal-fired boilers, should be accessible to a service drive from a side street. Corridors, stairs, and entrances and exits should be designed in relation to peak loads of traffic to and from the various units of the plant.

BEAUTY

The entire school plant should be cheerful, attractive, and pleasing. The building mass does not need to be symmetrical, but it should have esthetic balance. An open rather than a massive design, pastel rather than drab colors, spacious grounds, and ample window space will add much to the general attractiveness of a school plant.

ADAPTABILITY

A school plant should be planned for economical future adaptations to changing requirements. The building can be made more flexible by multi-use units such as all-purpose rooms in elementary schools, nonbearing partitions, open-end corridors, and interchangeable storage units. The building itself and its placement on the site should provide for future additions without interfering with traffic-flow efficiency, fenestration, the association of related units, and esthetic balance.

ECONOMY

A school plant should be economical in original cost, upkeep, and operation. The total plant needs of the district should be considered so as to avoid undue cost of one project at the expense of other needed facilities. Economy, however, involves more than a mere reduction in dollar outlay. The expenditure of additional dollars is actually an economy if the educational return per dollar is increased or if maintenance costs are reduced.

Instruction Rooms

Classrooms, laboratories, gymnasiums, and shops will be discussed under the heading of instruction rooms, as distinguished from the similar discussion of auxiliary facilities in Chapter VII. Elementary-school and secondary-school general-purpose classrooms are considered first, then various types of specialized classrooms. Most of the specialized rooms discussed here are required to house the various phases of the secondary-school program. Classrooms designed for special subjects are seldom required in six-grade elementary schools operating an integrated program.

All instruction rooms should be adequately lighted, by both natural and artificial means, for the visual tasks to be performed in these rooms.² All instruction spaces should be provided with acoustical ceilings for sound control.³ Basements should be held to a minimum in school design and *should never be used for instruction space*.

INTERNAL ORGANIZATION

Grade grouping varies in practice within individual school systems. The type of grouping and organization will affect the size and design of instruction rooms. The recommendations in this section are based on the following assumptions:

1. Elementary schools—Kindergarten thru Grade VI. Integrated elementary program with the basic instruction activities accommodated in a classroom or learning laboratory for the exclusive use of a teacher and a permanently assigned group of pupils—rather than special instruction rooms for music, art, science, homemaking, and crafts.

2. Secondary schools—Grade VII thru XII.⁴ Departmental organization in secondary school—with a portion of the day, especially in the early junior high-school years, devoted to integrated core subjects.

Neighborhood primary units are being tried in some cities.⁵ These units usually consist of one or two groups each in the kindergarten and the first two grades. Advantages claimed for these units, as compared with large schools which accommodate a wide range of age

² See Chapter XIII, p. 217-43

³ See p. 191-95.

⁴ For schools that extend thru Grade XIV or higher, variations in the program would be necessary, as, for example, in more extended library facilities.

⁵ Engelhardt, N. L., and Huggard, Ethel M. "The Home-School Unit." *School Executive* 66: 31-32; July 1947.

Hosler, Fred W., and Swanson, J. Chester. "A Case for Primary Schools." *American School Board Journal* 115: 43-44; September 1947.

groups, are that they reduce travel distance, provide a school home more nearly conforming to the children's normal scale of living, and can relieve the overcrowding in elementary schools during the years of peak enrolment. Any such neighborhood units should be home-like buildings located on ample sites.

ELEMENTARY-SCHOOL CLASSROOMS

Classrooms for the elementary grades should be planned, after careful consideration of the program of elementary education they will house, to provide adequate area and equipment to accommodate the educational program.

All classrooms for the early elementary grades should be located on the first floor if possible; and, in some rooms, it may be desirable to provide an exit from the classroom to a play court or outdoor instruction area.

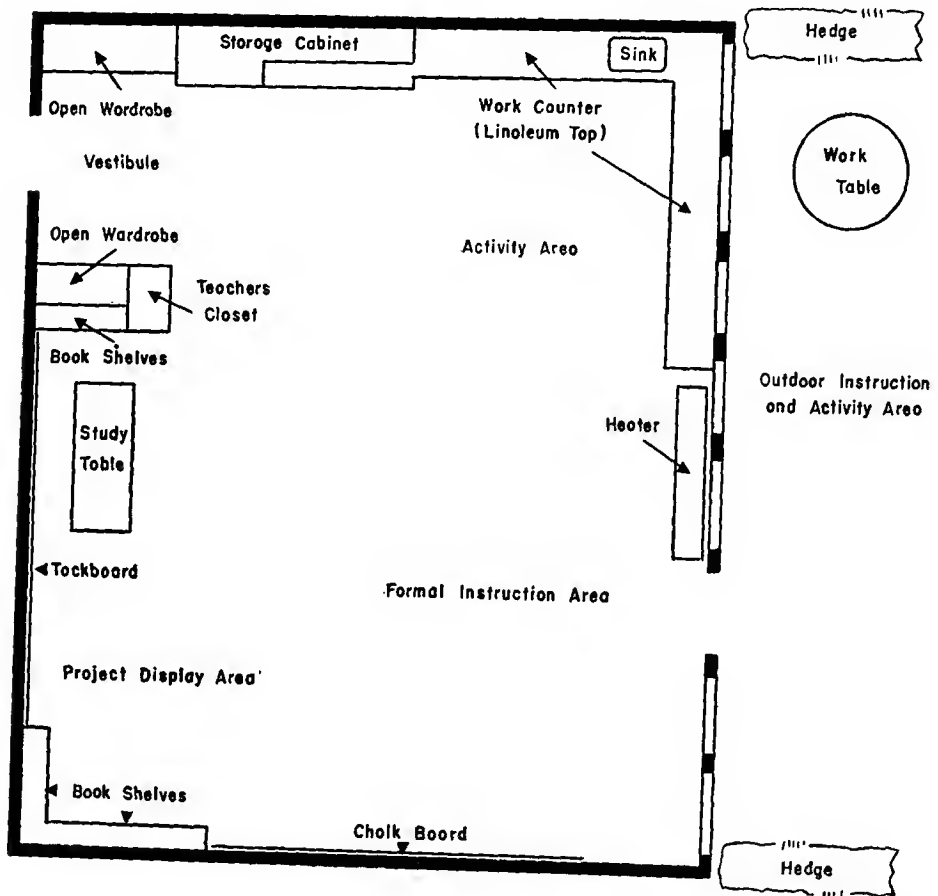
The area required for elementary-school classrooms varies greatly with the type of educational program. Eighteen square feet of floor space per pupil seemed sufficient for the traditional school program in which the teacher merely heard lessons in a room with fixed desks. Most elementary specialists now hold that a modern elementary-school program requires approximately thirty square feet per pupil, exclusive of storage and accessory spaces. To provide such areas, it may be advisable to design wide rooms in order to avoid excessively elongated areas. Rooms ranging between 23 by 40 and 30 by 30 feet have been found to be quite satisfactory for thirty pupils.

Elementary education has expanded downward to include the five-year-olds. Altho nursery schools have not yet been generally provided in the public schools, kindergartens are rapidly becoming an accepted part of public elementary education.

The kindergarten room should be homelike and attractive, and located for morning sun. It should be on the first floor, with its own exit to its separate play space. A room intended for twenty-five or thirty five-year-old children should have a minimum of one thousand square feet of net floor area clear of cloak and supply space, and a private toilet room. The equipment should include tables, chairs, piano, record player, radio, bulletin board, facilities for climbing, and ample built-in cabinet and shelving space. Fireplaces are not necessary, and floor circles, patterns, and special designs are

to be discouraged. Large, easily accessible storage spaces are required for construction blocks and other large pieces of equipment

FIGURE 9
EXPERIMENTAL CLASSROOM LAYOUT FOR ELEMENTARY SCHOOL
BAKERSFIELD, CALIFORNIA



AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS

*Adapted from sketch received from public schools,
Bakersfield, California*

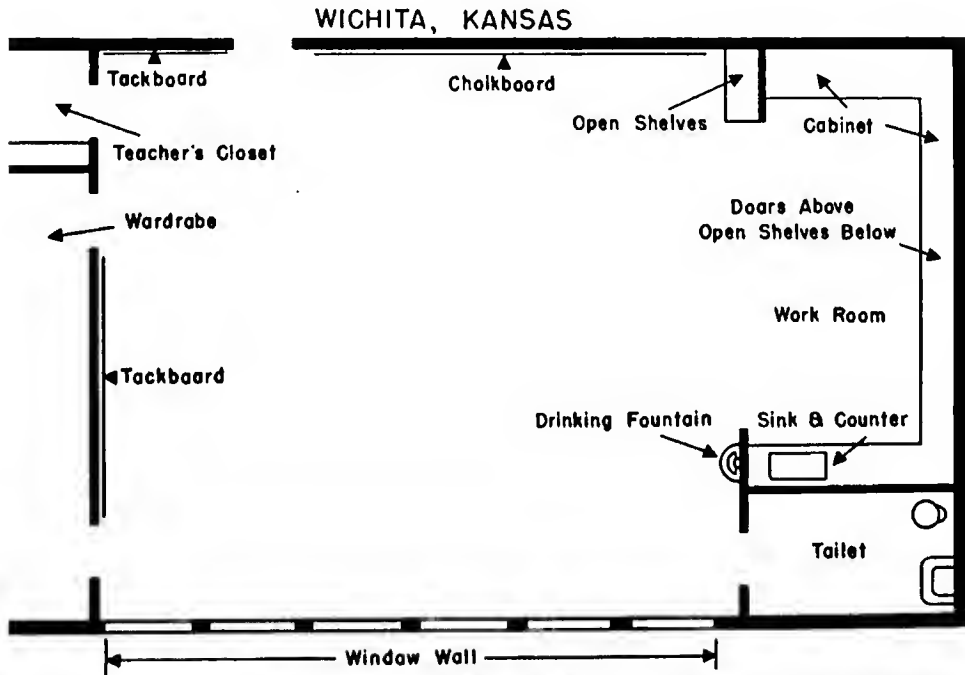
Points To Note (beginning at upper lefthand corner of sketch)—Open wardrobes at either side of entrance door. Storage cabinet, about 5 feet high; has shelf units with doors, also drawer units. Work table, linoleum top, with tackboard above, and cabinets below. Sink near corner. Work counter continues under windows. Door to outside activity area, which is about 36 x 40 feet, two-thirds paved and one-third left clear for planting. Chalkboard at one end of room only, with tackboard at either side. Tackboard continues around corner above low bookshelves. Suggestion of an alcove for study and project-display area, formed by bookshelves and teacher's closet. (See photographs on pages 27 and 28.)

used in these rooms. Space should be provided also for the easy storage of rest cots or rugs when they are not in use. A separate resting room is desirable, but not necessary. A kitchenette for preparing and serving light lunches is desirable for a kindergarten.

In all elementary classrooms, ample storage cabinets are essential for general teaching supplies and for individual pupil materials. There should be a vertical file and bookcase for the teacher and additional bookshelves for the use of pupils. These features may be free standing or built in the walls. One satisfactory arrangement is standard wall recesses with interchangeable cabinet units. These

FIGURE 10

EXPERIMENTAL CLASSROOM LAYOUT FOR FIRST GRADE

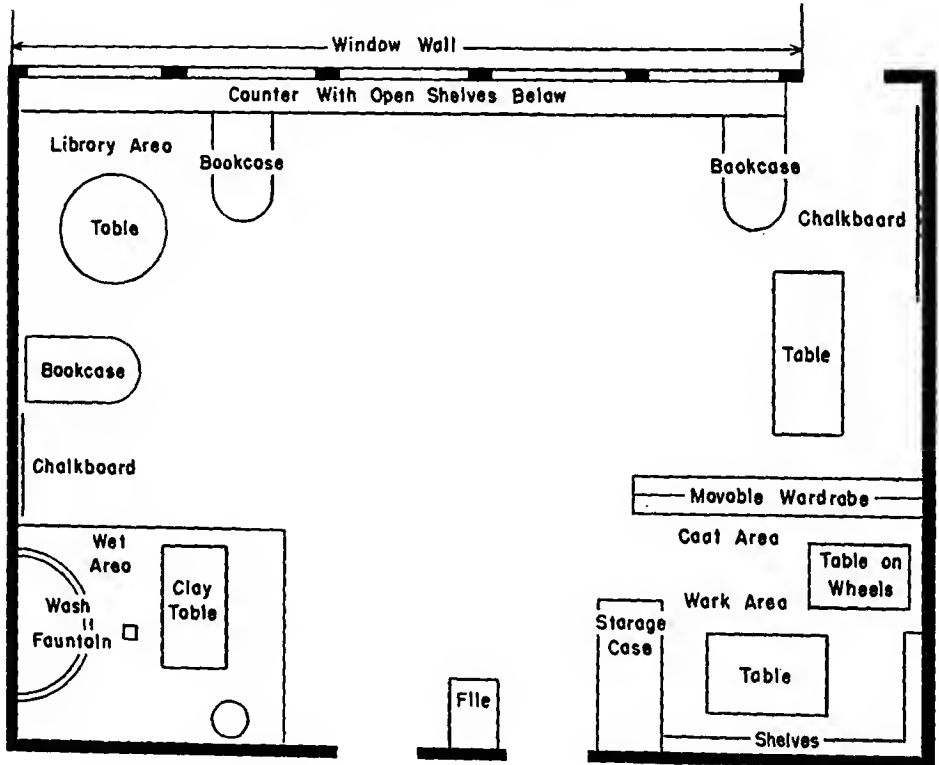


AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS

adapted from sketch received from public schools, Wichita, Kansas

Points To Note (beginning at upper lefthand corner of sketch)—Teacher's storage closet. Bulletin board. Chalkboard on wall opposite windows. Open shelves beside of opening to activity alcove. Work alcove lined with cabinets; adjustable shelves and sliding doors above and open shelves below. Work counter and sink, cabinets above. Plumbing grouped in one corner: sink, drinking fountain, and room toilet. Similar plumbing is provided in adjoining corner of next room. Windows to ceiling. Wardrobe for pupils' outer clothing. No doors in openings to wardrobe area. Tackboard on partition separating wardrobe from open room.

FIGURE 11
EXPERIMENTAL CLASSROOM LAYOUT FOR PRIMARY SCHOOL
ALLENTOWN, PENNSYLVANIA



AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS

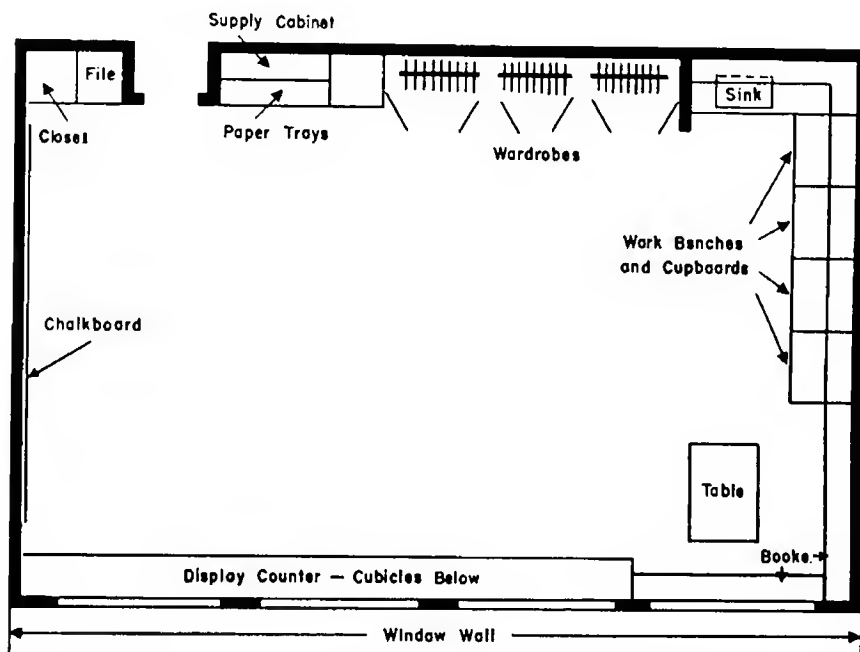
Adapted from American School Board Journal, January 1948

Points To Note (beginning at upper lefthand corner of sketch)—Library corner near windows, with movable bookcases as low partitions. Open shelves under windows. Outside door direct to playground area. Reversible chalkboard and tackboard panels; can be placed vertically or in easel position. Clear wall space, can be used for hanging of pictures at children's eye-level. Movable wardrobe, 5 feet high, with shelves at top. Wardrobe serves also as one partition for work area, which is equipped with a wheeled table, a heavy work table, and shelves. One wall of the work area is the back of a movable storage case that provides a working counter on the opposite side, under which are housed three distributing carts with rubber-tired wheels. Wet area has colored concrete floor with drain; includes drinking fountain, work table, and circular wash fountain. Reversible chalkboard and tackboard beyond wet area.

units may be portable so they can be pulled out in the room to form temporary partitions. Some elementary schools provide an activity alcove off the classroom or an activity room connecting two class-

FIGURE 12

EXPERIMENTAL CLASSROOM LAYOUT FOR ELEMENTARY SCHOOL
CONNECTICUT STATE DEPARTMENT OF EDUCATION



AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS

Adapted from Connecticut State Department of Education, School Building Code

Points To Note (beginning at upper lefthand corner of sketch)—Storage and file case for teacher. Portable paper trays and shelves for storage. Tackboard on wardrobe doors. Sink on corridor wall; no plumbing in partition wall. Cupboards above and below sink and above work counter; all cupboards have doors covered with tackboard. Portable work-benches under work counter when not in use. Well-lighted library corner. Individual cubicles under counter on window wall. Chalkboard on one wall only, with tackboard at either side.

rooms. Usually, however, it is preferable to add this space to the classroom; and when desired, to effect a semiseparation by the arrangement of movable cabinets and furniture.

Tackboard should be provided at the eye level of the pupils who use the room; usually 12 or 16 linear feet is sufficient. Approximately 6 to 20 linear feet of chalkboard should be provided for the use of pupils and teacher. Satisfactory chalkboards are now available with a light-reflection factor of 20 to 25 percent.⁶ Electric outlets and other provision should be available for the use of radio, record-

⁶ See p. 187-88, 233.

ings, picture projection, television, and other audio-visual aids.⁷ A sink should be provided in every elementary classroom, also such special facilities as easels and a work counter. For pupils five to seven years of age, toilet facilities should be provided in connection with each classroom.⁸

Movable seat- and desk-combination units or posture chairs and tables provide satisfactory seating in elementary classrooms.⁹ Seating should be selected that will best fit the program of activities. It is often desirable to provide more than one type of seat in a room. All equipment and fixtures should be provided in sizes and at heights suitable to the elementary pupils to be accommodated.

Outdoor instructional areas, as extensions of the classrooms for younger children, are being used with satisfaction in some communities, especially in warm climates. A door from the inner classroom leads directly to an outdoor area, approximately square, at least as large as the indoor classroom. A wall or hedge at either side, three or four feet high, gives partial privacy. Part of the outdoor space is paved, and may contain a worktable and other equipment for pupil activity; another part is left open for gardening.

Figures 9 thru 12 illustrate the use of several features mentioned, such as storage cabinets and bookshelves, sink and work counter, room toilet for Grade I, and outdoor classroom.

SECONDARY-SCHOOL CLASSROOMS

Under this heading will be considered the high-school recitation, academic, or interchangeable room as distinguished from the more highly specialized laboratories and shops. It should never be assumed that small, bare, boxlike rooms are sufficient for classrooms used for social studies, language arts, and mathematics. These classrooms also should be learning laboratories. Their size and equipment will depend upon class-size policy, teaching methods, programming, and whether or not they are to be used as homerooms.

For certain types of secondary-school programs, where academic classrooms were equipped with tablet-arm chairs and used only for lecture and recitation, the old standard of 18 to 20 square feet per occupant was probably adequate. The trend, however, has been to lengthen the class period and to use a portion of the period for

⁷ See p. 159-61, 258-61.

⁸ See p. 162-63.

⁹ See p. 244-56.

directed study. This type of classroom procedure requires more desk space for texts, reference books, and notebooks. There is also a tendency toward more informal small-group activities within the classroom, especially in the core subjects. These modern practices require informal seating and floor areas of 25 to 30 square feet per pupil. In small high schools, with considerable variation in class size, space utilization can be increased by providing classrooms of different sizes.

High-school classrooms should be provided with adequate storage cabinets, shelves and filing cases for teaching supplies, materials, and books. Sufficient tackboard at eye level and chalkboard should be provided for the teaching program. The tackboard and chalkboard requirements will vary with subjects, but usually about sixteen linear feet of each is sufficient.

Classrooms should be designed and equipped so as to reflect their use. In large secondary schools, it is desirable to plan departmental



COLIN KELLY JUNIOR HIGH SCHOOL, RUGBY, BRITAIN

Learning laboratories in secondary schools require good lighting, ample space, acoustical treatment, and cabinets and shelves for study materials

rooms *en suite*, including a conference room and special-materials library. High-school classrooms should be furnished with movable seat-desk units or tables and posture chairs, and should be equipped for the audio-visual teaching aids to be used in these rooms.

SCIENCE LABORATORIES

Rooms and equipment for the natural sciences should be based on the contemplated science program. Secondary-school science rooms must provide facilities for teacher demonstration, lecture, pupil experimentation, recitation, and the use of audio-visual aids.

There are three general types of science facilities: (a) one room for demonstration and lecture and another room for pupil experimentation and laboratory work; (b) a laboratory in which one area of the room is equipped with seats and a demonstration desk for recitation, lecture, and teacher demonstration and another area of the same room is equipped with pupil laboratory tables; and (c) a laboratory equipped with a demonstration desk and one-way facing pupil science tables so that each pupil-station may be used for recitation, lecture, demonstration, or pupil experimentation for all the usual science activities. The third type has proved very satisfactory, especially in small high schools with only one science teacher. This type of equipment facilitates use of the room by nonscience groups.

Chemical laboratories should be provided with special ventilation for the removal of gases and fumes. In laboratories where acids are used, acid-resistant table tops, sinks, and soil lines are essential.

The floor area required must be determined from consideration of the type of laboratory selected and the class size contemplated. A minimum of thirty square feet net per pupil is needed in science laboratories exclusive of storage and other accessory space.

The instructor's desk should be equipped with sink, water supply, drain, gas connections, electric outlets, upright rods with clamps, and such other fittings as may be required for the science program. The services needed on student laboratory tables will depend upon the sciences taught in the laboratory and the type of pupil experimentation to be conducted. Services and fittings similar to those recommended for the instructor's desk should be easily accessible to each pupil station, especially if the laboratory is to serve for all of the regular high-school sciences. Most of these services and fittings are desirable for any one of the science subjects but often are omitted



COLIN KELLY JUNIOR HIGH SCHOOL, EUGENE, OREGON

Science equipment fascinates both fathers and sons

at individual pupil stations used exclusively for general science and biology, if available in the laboratory for general use.

In planning science laboratories, it is essential that the type of equipment and services be determined in time to provide the necessary floor and wall connections at the proper locations during basic construction.

There should be adequate storage space for general equipment and supplies, for pupils' notebooks, and for other individual materials. Chemical storage should be designed with special ventilation, should be fire-resistive, and should be separate from the storage space for apparatus and other supplies. In small high schools, the chemical storeroom, if equipped with a sink, may also serve as a darkroom for photography. A minimum of 125 square feet of floor area should be provided for storage for a science laboratory.

Schools offering extensive work in photography may require a laboratory designed especially for that purpose, which should include adequate darkroom facilities. In some schools a small special

laboratory is justified for the use of the instructor or a select group of students for special experiments.

Full advantage should be taken of suitable outdoor spaces for science teaching. It is often desirable to provide a small greenhouse connecting with the biology laboratory.

HOMEMAKING-EDUCATION ROOMS

The program of homemaking education should be analyzed and adequate facilities provided to meet the needs of the program in each school. There are several types of organization of homemaking-education departments. Within the past few years, there has been a definite trend away from the highly specialized, separate, so-called laboratories for foods and clothing toward the general all-purpose room planned for teaching all phases of homemaking education. Such an arrangement, commonly used in the small high school having only one homemaking teacher, provides facilities for groups of pupils to engage in two or more types of activities under the guidance of one teacher.

The two-room department in which each room is equipped for a different combination of activities is widely used. One room is usually equipped for foods and for laundering, with storage for equipment and illustrative material to teach home management. The other is furnished with equipment for the study of clothing, home care of the sick, home furnishing, and child development. Consumer buying and personal and family relationships may be taught in either or both rooms. In some two-room department schools, each room is furnished to teach all phases of homemaking education.

In schools having large enrolments, the department may have three, four, or more rooms. Different rooms may be equipped for teaching certain phases, but the total department should be equipped for teaching all phases of homemaking education. Large departments may also provide such additional facilities as a living-dining room, a bedroom and bath, a special workroom, a child development center, and space especially equipped for the use of adults.

Whatever the size and type of the department may be, facilities should be provided for teaching all of the following content in the homemaking-education curriculum:

1. Selection and purchase of goods and services for the home
2. Maintenance of satisfactory personal and family relationships

3. Selection, preparation, serving, conservation, and storage of food for the family
4. Selection, care, renovation, and construction of clothing
5. Care and guidance of children
6. Selection and care of the house and its furnishings and furniture arrangement
7. Selection, use, and conservation of home equipment
8. Maintenance of health and home safety
9. Home care of the sick and first aid
10. Consumer responsibility and relationships.

The department should be equipped with cabinets, table or counter working areas, serving tables, chairs, sewing machines, refrigerator,



PUBLIC SCHOOLS, PITTSBURGH, PENNSYLVANIA

Unit kitchens bring realism to the homemaking classroom

cutting tables, ironing boards, electric irons, a single bed easily stored when not in use, and other equipment required for the specific program. The equipment should not all be entirely beyond the home possibilities of the pupils. Its use should enable the pupils to improve the quality of living in their own homes. The preferred arrangement of foods equipment is in unit kitchens similar to the home kitchen, each equipped for four pupils. The one-room department may have from two to four unit kitchens. A room equipped only for foods and related activities may have from six to eight unit kitchens.

The laundry center should include equipment for washing, drying, and ironing, and storage space for all laundry supplies. The laundry center may be located in one of the unit kitchens, in one corner of

the department, in an alcove, or in a special laundry room. Adequate provision should be made for easy disposal of waste water.

Adequate storage should be provided for kitchen utensils and supplies, for unfinished garments, for aprons, for equipment which is used only part of the time, and for pupils' books and individual materials. Chalkboard and tackboard should be provided, usually about 6 to 8 linear feet of each.

A minimum of 40 square feet of net floor space per pupil is necessary. An all-purpose-room department for classes of twenty-four pupils, with adequate storage space and a small accessory room, will need about 1300 square feet. Equipment can be more conveniently arranged if the room is at least 24 feet wide.

Departments planned for two or more teachers, or consisting of two or more rooms, should be arranged as a unit. In some schools it is desirable to locate the department close to the lunchroom, especially if the homemaking teacher has responsibilities in the administration and operation of the lunchroom.

Ample electric outlets should be provided for all of the electric appliances needed in the homemaking-education department. Lighting should be adequate for night work. Hot and cold water should be supplied for all sinks. It is essential that the types of facilities and services be determined in time to provide the necessary service lines during basic construction. All food rooms should be screened. Homemaking-education departments may be housed in separate buildings if desired.

BUSINESS-EDUCATION ROOMS

The number and size of the rooms and the choice of equipment for business education will vary according to the program of the school. In large high schools, facilities may include separate rooms for bookkeeping, typing, shorthand, general secretarial training, retailing, and other phases of business education. A business-machine laboratory with calculating, bookkeeping, and electrical transcription machines is advisable. If a room is fitted as a school bank for the handling of ticket sales, school banking, and financial records, it should be a part of the business-education unit. These business-education rooms should be planned as a unit and should be near the administration offices, in order to make use of the office activities available for good work experience. In small high schools, it is unnecessary to provide separate rooms for each instructional service.

Business-education rooms should be provided with electrical outlets, filing cases, a typewriting demonstration stand for the teacher, chalkboard with permanently ruled lines for shorthand, tackboard, appropriately designed storage spaces, and should be given special acoustical treatment. A sink should be provided in the part of the room where the machines are located.

ART ROOMS

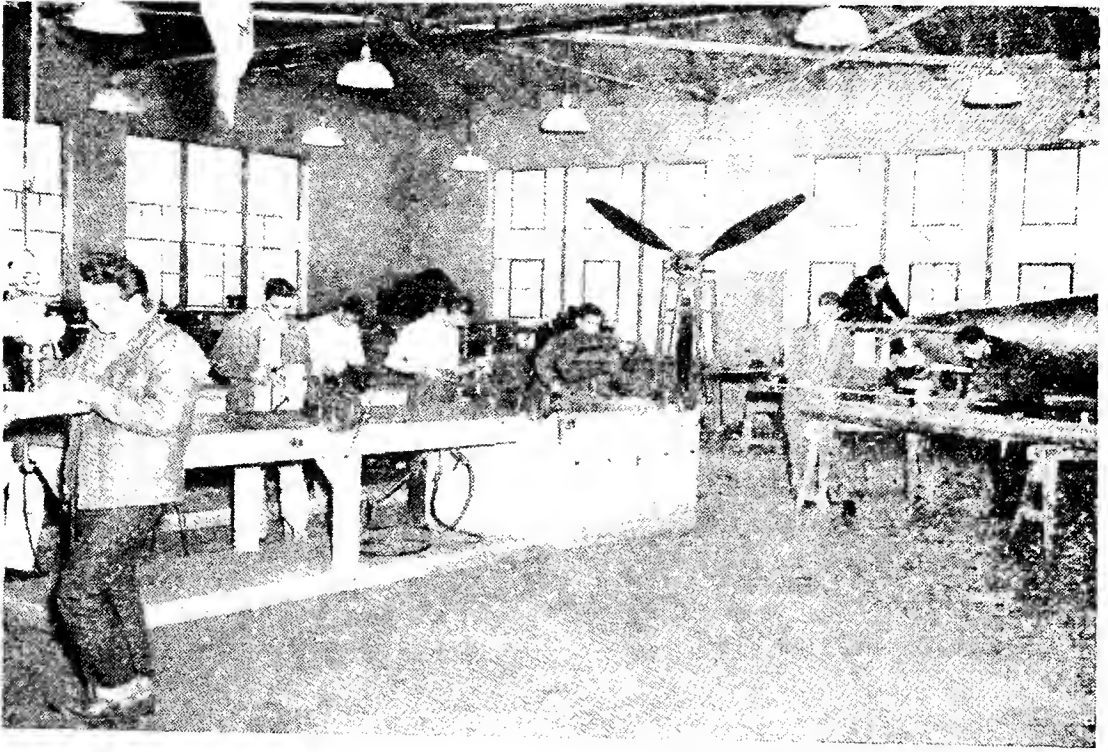
It is often desirable to locate art rooms convenient to the home-making units and general shop. About 30 to 35 square feet of net floor space per pupil is needed exclusive of storage. Special consideration should be given to lighting and decoration for high levels of illumination, control of shades, and suitability for color discrimination. Windows should face north.

This department should be provided with an abundance of storage shelves, drawers and cupboards, exhibit counters, work counters, filing cabinets, picture files, folio trays, unfinished-work storage, cubicles, bookshelves, work sink with hot and cold water, large tackboard area, small amount of chalkboard, drawing tables, large work tables, easels, model stands, provision for visual aids, spray outfits, and paper cutters. Potters' wheels, kilns, and other provisions for clay modeling are desirable. The art room should be planned as an informal working laboratory rather than as a conventional classroom. Provision should be made for display of art objects both inside and outside the classroom.

A number of work centers should be set up in the art room such as: a clay center, a wood center, a metal center, and a weaving center. Storage spaces should be located near the respective activities. There should be a large bulletin board on which murals could be executed or comprehensive displays arranged. Movable service units, on which various kinds of supplies and equipment can be wheeled to the spot where needed, are useful.

SHOPS

School shops house highly specialized activities which require a wide range of machinery and equipment. It is of first importance that special consideration be given to safety of pupils and teachers in shops; including adequate space for each activity, adequate general and local lighting, and fire protection. It is important that



PUBLIC SCHOOLS, BURBANK, CALIFORNIA

School shops must be designed to fit vocational opportunities

plans be checked for contemplated floor loads. School shops should be acoustically treated and isolated to reduce disturbance.

Floors, walls, and ceilings should be constructed and finished suitably for the activities to be accommodated. The shop floor, which should be of nonslip finish, may be of different materials in different parts of the same shop, depending on varying uses. Multi-lateral and saw-tooth skylighting are often desirable in large shops. Electricity, water, drainage, heating, and ventilating services should be provided.

Adequate space should be provided for storage of tools, supplies, and materials convenient to the work spaces and delivery areas. Shops usually require a minimum of 75 square feet per pupil.

The function of the *general shop* is to provide facilities for a wide range of activities to acquaint pupils with a number of the industrial arts. The general shop should be located on the ground floor or in a separate building accessible to service drives. It should have at least one door not less than 12 feet wide and sufficiently high to facilitate the loading and unloading of supplies and equipment.

Shops for *trades and industries*, such as auto mechanics, machine tools, sheet metal, woodworking, electrical trades, radio, plumbing, masonry, aviation, printing, refrigeration, and air conditioning, all require highly specialized equipment. Space and equipment requirements may be determined satisfactorily only after careful consideration is given to the needs of each school and the possible variation in the needs of the school from year to year.

It is not considered desirable to set up specific standards for the planning of vocational shops. In general, it is recommended that trades and industry shops be provided with sufficient area for one or several of these specialized activities. The shop should be planned so that the equipment may be moved from time to time and the use of certain areas changed as the demands of the program may require.

The shop area may be provided with a connecting classroom, drafting room, or combination class and drafting room. In some instances it is desirable for the drafting area to be in one end of the shop. Glazed partitions may be used to separate the drafting room from the shop. An open area in the shop may answer the purpose of a shop classroom, the seating being in the form of folding bleachers. Areas being used for highly specialized activities within a large shop may be separated by a temporary wire-mesh partition or by counters or work benches. Connecting wash and locker rooms are essential. It is often preferable to locate trades and industry shops in a separate building on the high-school campus.

The work in *vocational agriculture* requires a classroom and a shop. It is usually preferable to locate the shop outside of the main school building. The classroom may be housed in the shop building or in the main building where it is easily accessible to the shop. Both rooms should be adequately lighted for evening classes.

The agricultural classroom should be at least as large as the typical classroom, should be furnished with tables and chairs, and be well supplied with built-in bookshelves and supply and equipment cases.

The farm shop, to accommodate classes of sixteen to twenty-four, should be at least 30 feet wide and from 40 to 60 feet long. It

should provide for woodworking area, a metalworking area, and a large open construction area. These areas require different types of flooring. Tool and supply cabinets and pupils' lockers should be located along the shop wall or in alcoves. The room should include at least 4 linear feet each of chalkboard and tackboard. Other features should include toilet and washing facilities, lumber-storage racks, a tool sharpening bench, several sawhorses, and ample electric outlets.

The farm shop may serve as a community service agency and should be adapted to the area served. There should be a shop door large enough to admit large pieces of farm equipment and there should be ample space for handling such projects.

MUSIC ROOMS

Music in its various forms has become a basic school offering. In recognition of the significant place music fills in the school program, it becomes necessary, even in relatively small elementary and secondary schools, to plan specific areas to accommodate the music program.

It is desirable to locate music rooms adjoining or near the auditorium stage. They should never be located in basement areas. Convenient outside access for community use is desirable. It is essential that all areas devoted to music be in close proximity to and easily accessible from each other.

Terraced, horseshoe-type floors are not necessary but the director's position should be clearly visible from all parts of the room. If terraced floors are used for instrumental music, the width of the steps should be at least 48 inches, and 36 inches of lateral space should be allowed for each seating. For choral work only, the steps may be only 32 inches wide. If the main music room is to be used for both instrumental and choral work, a 60-inch step is sometimes advisable. This gives ample space for one row for instrumental music or two rows for chorus. Adequate space must be allowed for pianos.

Special acoustical treatment is essential for all music rooms.¹⁰ Sound from the music department should not interfere with the work in quiet areas of the building, but due care must be taken

¹⁰ See p. 191-95.

not to reduce the reverberation period below the point necessary for desirable brilliancy. In addition to ceiling and wall treatment, floors should be sound absorbent, and doors should be soundproof or double doors should be used to form a sound lock.

Special attention should be given to built-in wall cases and adequate storage for instruments, uniforms, and other equipment for both school and community groups. A small music library with sorting rack should be provided.

Practice rooms are required in connection with the music suite. They should be of varying sizes, usually from 60 to 80 square feet. Classrooms for teaching music theory should be located conveniently to the rest of the music area.

INDOOR PHYSICAL-EDUCATION FACILITIES

It is essential to provide sufficient space for a good physical-education program for all pupils. The gymnasium is the main workshop for this program; it should be a large, well-ventilated, and well-lighted room, located at the ground-floor level. Altho it should be an integral part of the school plan, readily accessible to pupils and public, it should be located so as not to cause noise interference in quiet areas. The various uses of the gymnasium, both immediate and proposed, will determine dimensions and size. Many schools require more than one gymnasium.

For elementary schools a playroom, an office, and equipment storage space are essential; locker and shower facilities should also be provided as required by the proposed program of activities. Use by adults of the community should be considered in fixing the requirements for the elementary-school physical-education facilities. A suggested size for an elementary-school playroom is 40 by 60 feet, or a gymnasium 50 by 80 feet which can be divided into two teaching areas 40 by 50 feet.

High schools require one or more gymnasiums, with related apparatus storage rooms, locker and shower facilities, toilets, laundries, and suit-drying rooms, as dictated by the size of the school and its policies. Offices with lavatory, toilet, and shower should be provided near the gymnasium and locker rooms for instructors of each sex. Various types and sizes of gymnasiums are described in *A Guide for Planning Facilities for Athletics, Recreation, Physical*

*and Health Education.*¹¹ Corrective gymnasiums are desirable and rooms for light forms of recreation are almost essential.

It is not educationally sound to construct a high-school gymnasium for basketball alone (as is sometimes done) with primary consideration for the maximum number of spectators. A room 76 by 96 feet will accommodate a regulation high-school basketball court of 50 by 84 feet, adequate safety zones, and folding bleachers for 500. This space can be utilized as two teaching areas when bleachers are closed and is usually sufficient for a high school of 750 pupils. If this space is not sufficient for the physical-education program, a second gymnasium without bleachers is probably the best solution.

The full occupancy of bleacher seats in most gymnasiums occurs so seldom that the cost of providing these facilities for more than 500 is questionable. Not only the original cost of building areas required for this purpose, but also the cost of maintenance should be considered. Heating a large amphitheater during several months of the school year is costly. If large-scale facilities for spectators are demanded in the community, however, it is sometimes advisable to design one gymnasium in the school system with sufficient seating capacity. Folding bleachers will usually provide sufficient spectator space; when folding bleachers are removed, the space can be used for the physical-education program.

The gymnasium should have adequate natural lighting, well distributed and controlled. Windows should be placed 12 feet or more above the floor and arranged, if possible, so that pupils using the basketball back stops during the day will not be looking into the light.

Provision should be made for operating the sash for ventilation. If mechanical operation of the sash is provided, care should be taken to locate the operating devices at a height, or in a location, where they will not become a hazard to players. If the windows are located where they may be broken by game activities, they should be glazed with wire glass or have a heavy wire guard. By using small panes of heavy plate glass, the need for wire guards may be eliminated.

¹¹ National Facilities Conference. *A Guide for Planning Facilities for Athletics, Recreation, Physical and Health Education*. Copyright by the Conference, made up of fourteen sponsoring organizations. Available from American Association for Health, Physical Education and Recreation. National Education Association, 1201 16th Street, N. W., Washington 6, D. C. 1947. 127 p. \$1.50.

Gymnasium floors should be resilient and nonslippery. Lines outlining the game areas and courts should be painted on the floors before the top coat of seal is applied. Hardwood floors laid over a subfloor supported by sleepers are the best for general use. Floors should be laid in such a way as to provide subfloor ventilation. Space should be allowed at all walls for expansion and contraction.

Gymnasium walls adjacent to playing areas should be mat-glazed tile or other nonabrasive material to a minimum height of 6 feet 6 inches, with all corners rounded. Above the glazed walls, cinder block, common brick, or similar unplastered masonry construction may be used. Acoustical treatment is strongly recommended.

Equipment and apparatus rooms should be located near the instructors' offices. This space should not be less than 200 square feet. Double doors should be installed for ease in moving large equipment. If two separate gymnasiums are included in the school plans, the apparatus room may be so located that it is convenient to both. It is important to provide a piano storage space in connection with the gymnasium.¹²

The greatest deficiency in physical-education plant planning has been the lack of adequate locker and shower facilities.¹³ The provision of lockers and showers in connection with elementary-school playrooms and gymnasiums is dependent on the program of the local school and the use of the facilities by the community. A modern secondary-school physical-education plant must provide a locker or other facility for the gymnasium clothing of each pupil in the school, accessible to the gymnasium and to outdoor play areas.

Many methods of handling gymnasium clothing have been tried. Probably the most satisfactory method is to provide enough street-clothing lockers to accommodate the largest physical-education class, and enough small gymnasium-clothing lockers to provide one for each child using the gymnasium. For example, a school with 240 boys and six physical-education classes for boys would have 240 gymnasium-clothing lockers for boys plus 40 street-clothing lockers. A locker unit would then consist of one street-clothing locker and six gymnasium-clothing lockers. Lockers should be

¹² See p. 196.

¹³ See p. 164, 190-91.

installed on permanent bases, and spaced far enough apart for benches between rows of lockers.

Shower rooms must be provided near the lockers, allowing at least 12 square feet of floor area for each shower head.¹⁴ A drying room at the exit from the showers is necessary to keep the locker-room floor dry. Floors of locker, shower, and drying rooms should be of nonslip tile or other nonabsorptive material. The shower- and drying-room floors should be sloped just enough for drainage into gutters next to the walls rather than in center drain. The walls of the shower, locker, and drying rooms should be glazed tile or other nonabrasive and nonabsorptive surface.

Lockers and showers should not be relegated to basement areas but should be on the gymnasium floor level whenever possible. They should be adequately lighted and ventilated, with as much window area as possible, preferably on a sunny side. Artificial lighting should be arranged in relation to the plan of the locker layout. Locker design and installations should provide for ventilation of lockers as well as for cleaning the floor around them. Solid curb mounting is recommended.

In large high schools with several physical-education teaching areas, it is desirable to provide a locker-dressing suite for each such area, rather than to have several different classes use one large locker-dressing room at the same time. Team locker rooms are necessary in secondary schools in addition to the physical-education locker rooms. Individual lockers are required in the team rooms; the size will depend upon the policy of drying and storing uniforms.

A swimming pool is a valuable adjunct to a modern health and physical-education program and is recommended where funds are available for its proper construction and operation.¹⁵ The location may be such as to utilize the same locker and shower facilities as are provided for gymnasium classes. The kind of swimming pool to be built will depend upon the anticipated use. If the pool is to be used primarily for swimming instruction, consideration might be given to the elimination of the diving area and the use of a constant depth shallow pool. Suggestions as to sizes and planning of swimming pools are given in another chapter.¹⁶

All floor surfaces surrounding the pool should be of nonslip tile,

¹⁴ See p. 164.

¹⁵ Luehring, F. W. *Swimming Pool Standards*. New York: A. S. Barnes Co., 1939, 273 p. \$5.

¹⁶ See p. 165-66.

sloping to drainage away from the pool. The walls of the room that contains the pool should be of glazed blocks or similar material to a height of 6 feet 6 inches. Plaster and painted surfaces should not be used. Enameled brick or tile is the most desirable finish for the floor and sides of the pool. It is essential that ceilings be acoustically treated, using material made only from minerals, as vegetable-base material will disintegrate from moisture.

An air space should be provided between the roof and ceiling thru which warm air is circulated to prevent condensation. Ladders, diving-board standards, lighting fixtures, and other attachments should be of nonrusting material. Wood and metal trim should be reduced to the minimum.

SPECIAL FACILITIES FOR HANDICAPPED CHILDREN

Even tho classes for handicapped children will be smaller than for the normal children, the floor area should be at least as large as that of an ordinary classroom, to permit adequate space for auxiliary equipment. Plenty of storage-cabinet space is essential.

Sight-saving classrooms are sometimes used, for individual help only, because partially seeing pupils often attend regular classes and return to the sight-saving room from time to time for the preparation of written work and for such tutoring as may be necessary. There should be bulletin boards at eye level, adjustable desks and seats, books printed in 24-point type, "talking books," sight-saving globes and maps, easels for brush work, and large-type typewriters. As much of the equipment as possible should be built into the walls and free-standing furniture should have rounded corners. Special attention should be given to lighting.

Classrooms for children with defective hearing should be planned with special emphasis on acoustical treatment. "Floating" wood floors are desirable, because the deaf and the hard-of-hearing "hear" partially thru vibration. A small connecting room with soundproof door and special acoustical treatment is needed for audiometric testing and for working with specially serious cases. In addition to regular classroom equipment, the area for partially-hearing children should be provided with group hearing aids and audio-training equipment. It is desirable to provide each pupil station with a hearing aid connected with an electronic amplifying instrument at

the teacher's station. A piano is essential. Ample visual aids should be provided to supplement hearing.

Speech-defective children ordinarily attend regular classes but need remedial help periodically, either individually or in small special groups. For these purposes there should be one or more small well-lighted clinical rooms equipped with mirrors for speech training. Phonographic recorders are frequently used in speech rooms.



PUBLIC SCHOOLS, DES MOINES, IOWA

Good teaching and good equipment can bring hope to the handicapped

Orthopedic classrooms should be planned for not more than twenty-four pupils, with a space allowance of 35 square feet per pupil. The room should be on the first floor convenient to a door opening on a driveway. Thresholds should be flush; there should be a door clearance of 48 inches and a ramp should be provided instead of steps for a portion of the building entrance next to this room. If necessary to use floors above the first, elevators should be provided. Orthopedic children require movable and adjustable furniture. For children wearing braces, leg rests often are needed on chairs. A wash basin, drinking fountain, and toilet are necessary for the orthopedic classroom. Handrails should line the walls of

the areas used by crippled children. If a school is to accommodate a considerable number of crippled children and near-by hospital facilities are not available for physical and occupational therapy, the school building might be planned with a physical-therapy unit, including massage tables, bakers, exercise machines, walking and posture training equipment, hydrotherapy pool, and full-length posture mirrors; and an occupational unit, including such equipment as looms and assembly tables.

Classes for the mentally handicapped should not exceed eighteen or twenty pupils. In addition to a classroom of regular size, a small connecting crafts room and a small testing room are desirable. More storage space for supplies and tools is required than in the normal classroom. Separate toilets are desirable.

Handicapped children should associate with normal children in any activities in which both can engage with profit. When necessary, however, special playground facilities as well as classroom space should be provided. Since physically handicapped children are almost certain to remain at school during the noon hour, special provisions may be necessary for serving their lunches. Some will need to be served by means of room trays, others may have a special lunchroom assigned to them, while others may use the regular school lunch facilities.

CHAPTER SEVEN

Planning Auxiliary Facilities To Fit the Educational Program

A LARGE proportion of the floor space of any modern school building is devoted to rooms and services that supplement instruction and make it possible for the educational program of the school to go forward effectively, but are not ordinarily used by groups of pupils for regularly scheduled class periods. This chapter discusses the major types of these facilities, drawing upon the *Guide for Planning School Plants*, and on current experience in the planning, use, and maintenance of such facilities.¹

The general principles of planning a school plant that were stated in the opening pages of Chapter VI apply to auxiliary facilities as well as to instructional rooms. Carrying out such principles as safety and well-being of occupants, efficiency and utility, and economy are largely dependent on the provision of auxiliary facilities.

Library

In planning the library as an integral part of a modern school plant, its functions must be recognized. It must be planned, first of all, so that its program will provide boys and girls with library materials and service. It should serve teachers by helping them in the selection and use of all types of library materials for the educational activities in which their pupils are engaged. In some situations, the school library will also serve as a community library.

The library will require the following work areas: reading and circulation; workroom; storage space; office space for librarian; conference rooms; and, in some cases, space for audio-visual equipment and supplies.²

¹ National Council on Schoolhouse Construction, Central Standards Committee. *Guide for Planning School Plants*. Nashville, Tenn.: the Council (W. D. McClurkin, Secretary, George Peabody College for Teachers), 1946. p. 33-143. (A 1948 revision of this report is now in process of publication.)

² See p. 256-61.



PUBLIC SCHOOLS, MONTEREY, CALIFORNIA

The library is an integral part of a modern school plant

The elementary-reading center should seat comfortably the largest class in the school plus about twenty additional readers. Seating capacity needed in the high-school library can be determined only by analysis of the proposed program and classroom procedures. In the average situation without study halls, the library should seat about a sixth of the high-school enrolment, up to sixty or seventy-five pupils. In many schools two or more reading rooms will be needed.

It is especially important to arrange library tables so readers will not be forced to face windows or other unshielded sources of light. The library requires special lighting and special acoustical treatment. Pupils seated at tables 30 to 36 inches wide by 72 to 78 inches long with three readers to each side and none at the ends will receive better reading light than when seated on four sides of tables. Varying heights of library tables and chairs are desirable. Provision might also be made for informal reading without a table. The library should include a circulation desk, card catalogs, legal-size files, adequate bulletin boards, magazine and newspaper rack, and stools.

One linear foot of adjustable bookshelving for each pupil enrolled should be built into walls and alcoves. Bookcase height should not exceed 5 feet 6 inches in elementary schools and 7 feet in secondary schools. The bottom shelf should be from 4 to 8 inches from the

floor. It is desirable to have all bottom shelves slightly slanted so that titles can be read from a standing position. Each section of shelving should be 3 feet long and 8 inches deep, except that a limited amount of shelving should be 10 or 12 inches deep. There should be no projecting trim or facing. All shelving should be vertically adjustable. Special bookcase sections with slanting shelves should be designed for display of large books and picture books, and similar sections of slanting shelves are needed for magazines.

The workroom should be equipped with running water and a sink, an electric outlet, a closed cabinet for supply storage, a poster and chart cabinet, suitable shelving, work tables and chairs, a catalog file for librarian's use, a small stepladder, and a typewriter. Stack space should be provided for storage of magazines and books.

The librarian's office space should provide room for the librarian's desk and chair, letter-size office file, and a section of low-height shelving for professional books and materials. In smaller schools this office might be combined with the work and storage room.

One or more well-lighted and well-ventilated small rooms should be provided for conference, group study, and committees. Each of these rooms should be equipped with table, chairs, and shelving. Conference rooms may be separated from main reading room by clear glass partitions.

If audio-visual aids are to be used in each schoolroom, the library may become the service center for these materials and include a room for audio-visual material storage, screening, and listening, with a minimum total space for seating one classroom. Equipment should include a demonstration table or bench, a turntable with earphones, a projection screen, chairs for a class group, and a conference table. Storage space should be provided for films, filmstrips, stereographs, recordings, projectors, portable radios, playback machines, maps, and posters. In addition to cupboards this storage space should include:

Adjustable shelving	7½" x 7½" x 1¼" and 14½" x 14½" x 1¼"
Drawer cabinets	15" wide, 12" deep, 13" high
Wall storage case	At least 25" x 36" x 6"
Cabinet	With several shallow shelves for 12" recordings and 16" transcriptions.

The library should be centrally located and easily accessible from all areas of the building. When a combination school and commu-

nity library is provided, it should be located on the first floor, with an outside entrance to the adult reading room. Reading rooms for adults and pupils may be separated by means of glass partitions or counter-height shelving. Areas should be increased if the library is to serve the community as well as the school.

Auditorium and Stage

In designing an auditorium, it is important that there be an understanding of the functions this facility is to perform. The auditorium sometimes serves as a center for assemblies and dramatics, and also as lunchroom, gymnasium, study hall, social room, and classroom. Under these conditions objectionable conflicts may arise. The dramatics and assembly functions will be served best if combinations with other functions are not attempted. The recommendations under this section assume that the dramatics and assembly functions are the only ones to be served by the auditorium.

The size of the auditorium will be governed by: size of school, school policies and program, extent of community use, and availability of other facilities in the community. From the standpoint of school use alone, a little theater of 300 to 500 capacity and an adequate stage may have much greater functional value than a



PUBLIC SCHOOLS, NEW YORK CITY, "ALL THE CHILDREN"

Many experiences are shared in the auditorium

large auditorium. Needs for large crowds may be met by other community facilities or by temporary conversion of the gymnasium. High schools often need both a little theater and an auditorium.

The auditorium should be on the ground floor as near grade as possible, for convenience and safety. Careful consideration should also be given to accessibility to school corridors and the related school units such as music and speech. The exits should be designed so that all parts of the occupied areas will have ready means of egress directly to the outside. The number and size of exits should be in conformity with the Building Exits Code of the National Fire Protection Association³ and with local fire ordinances.

The auditorium should be planned so it can be used during non-school hours without opening the rest of the building. Special public toilets should be provided with the auditorium, or school toilets should be accessible to the auditorium when it is cut off from the rest of the building.

Seating should be fixed and should be selected and arranged for safety, comfort, and sight lines. A dimension of 32 inches from back to back of chairs is a minimum for comfort and safety. Seat widths usually average 19 or 20 inches. An arrangement whereby a seat in one row is not directly back of a seat in the next row, together with a sloping floor, will provide good sight lines. Aisles with seats on both sides should have a minimum effective width of 2½ feet at the beginning, near the stage, and should increase 1½ inches in width for each 10 linear feet of length. Consideration might be given to the use of "continental seating" which eliminates a center aisle by providing sufficient space for egress between rows.

Special attention should be given to acoustical properties to promote ease of hearing thruout the seating area. Such consideration will involve the shape and dimensions of auditorium, wall and ceiling coverings, floor materials, and upholstery. This problem usually requires expert advice beyond the usual architectural services.⁴

Natural lighting is not essential. Artificial lighting should be designed to give soft, even light without glare. Some lights should be controlled from the rear of the auditorium, and all except exit lights should be controlled from the stage panel and projection

³ National Fire Protection Association. *Building Exits Code*: Seventh Edition, 1942. Boston, Mass.: the Association, 60 Batterymarch Street, 1942. 109 p.

⁴ See p. 191-95.

booth. Exit lights should be installed in metal conduit on a separate circuit cut in ahead of the main switch. Neutral colors should be used on walls, and the decoration scheme should be designed to focus attention on the stage. Stage curtain, scenic backgrounds, and lighting should be such as to highlight the face of the speakers and actors.

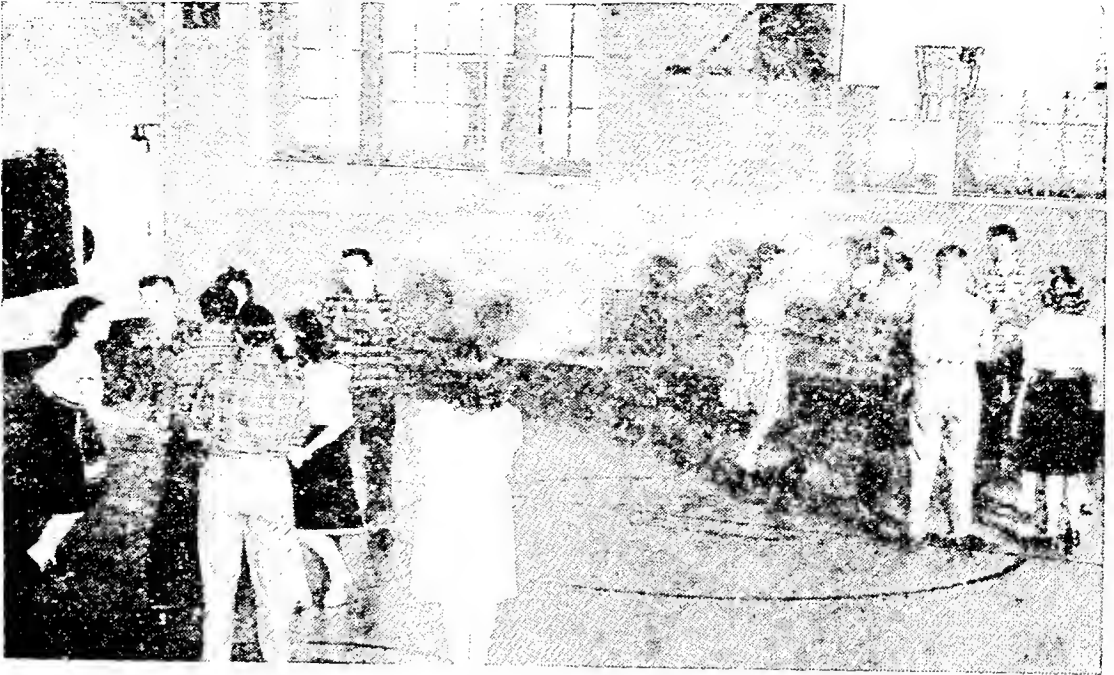
The heating and ventilating system should be designed for operation independent of the rest of the building. Quiet operation is of paramount importance. The system should be adequate to provide even temperature under all conditions of occupancy and of outside temperature.

The stage should be located so that one side at least is directly accessible from the corridors or adjacent rooms without passing thru the auditorium. The stage should have a minimum depth of 25 feet; 28 to 30 feet is preferable for large high-school auditoriums. Wing area should be ample, with the combined unobstructed area of the two wings equal to the width of the proscenium opening times the stage depth. There should be wide doors to the corridor or outside for moving large properties. The width of the proscenium opening should be at least 24 feet, and, for large auditoriums, 32 feet is usually sufficient.

Stage equipment should include adequate stage lighting and provisions for signaling. If footlights are used, they should be of the disappearing type. Connections should be installed for sound moving pictures with a speaker cable from near the screen to the probable location of the projector.

A stage gridiron for the handling of scenery is desirable but not essential. Pipes or I-beams suspended from the stage ceiling will greatly facilitate the hanging of scenery. Orchestra pits are not recommended. A section of level floor next to the stage will provide orchestra space and this space can also be used for seating when not needed for the orchestra. Provision should be made for the storage of stage properties. Costume rooms and a stage-craft shop are desirable adjuncts to the stage.

Dressing-room space should not be allowed to infringe on wing space. Two large dressing rooms equipped with benches, costume racks, lockers, and toilet facilities are desirable, but easily accessible classrooms and toilet rooms may serve as dressing rooms. A ticket office, with "dutch door" and necessary equipment, should be convenient to the main entrance. Space should be provided for check-



PUBLIC SCHOOLS, NEW YORK CITY, "ALL THE CHILDREN"

Recreation finds a place in the school day

ing wraps, with capacity based on capacity of auditorium. A telephone booth should be provided in the lobby.

The Combined Gymnasium-Auditorium

It is generally agreed that the combined gymnasium-auditorium is undesirable, and that when such a combination is made, neither facility can be of maximum usefulness. Because of financial limitations, however, many of these combined facilities will be constructed. The following precautions will tend to lessen some of the disadvantages of the combination:

1. Locate the stage at one side of the gymnasium with the bleacher seating facing the stage. The stage can be used for seating during games and the bleachers can be used for seating when the facility is used as an auditorium.
2. The type of ornamentation usually used in an auditorium should be eliminated. The general structural features should be designed for gymnasium use.
3. A room should be provided elsewhere in the school for small meetings.
4. A storage room off the stage wings should be provided for storing the stage piano, floodlights, and other stage properties.
5. Adequate and convenient storage space for folding chairs should be provided.
6. Special attention should be given to acoustical treatment

7. Heating and ventilating should be adaptable to the kind of temperature and ventilation needed for physical education and the somewhat different requirements when the room is used as an auditorium.

The high-school gymnasium-auditorium should be considered primarily as a physical-education area, which is to be used only occasionally for large assemblies. If the plant also includes a little theater, it is not essential that the gymnasium-auditorium include a permanent stage. A demountable platform opposite the bleachers will suffice for temporary use during commencement exercises and for other large public gatherings.

In small elementary schools the situation is somewhat different. A reasonably satisfactory solution is a flat-floor auditorium of 200 to 400 capacity with folding chairs and adequate stage. Such a facility can be used by small children for light recreation; but, if it is used for basketball, it becomes a gymnasium and should be finished as such.

Health Unit

The location of the health suite will depend upon the scope and policy of health service and education. If the physical-education department is responsible for health education, this facility should be located near the other physical-education facilities. If, however, health education is an integral part of general education, the health suite is usually located near the administration offices where it will be convenient to pupils and the public.

Minimum health facilities should include a waiting room, rest room, and an examination room. Other desirable facilities are a nurse's room, dressing booths, dental clinic, doctor's office, and a health classroom. The waiting room should be directly accessible from the corridor, communicating with the examining room and the rest rooms. It should be equipped with comfortable furniture and should be of friendly appearance.

The consultation and examining room should communicate directly with the waiting room and dressing booths. There should be an adjoining toilet and storage closet, a scrub-up sink, instrument and medicine case, and an examination table. One dimension of the examining room should be 22 feet for eye examinations unless a mirror-type chart is used. Rest rooms should include space for one or more cots and adjoining toilet and lavatory facilities.

Lunchrooms

School lunchrooms should be planned so as to provide for the natural flow of raw and prepared materials with the minimum crossing of paths. The following processes are involved: receiving and storing food, preliminary preparation, preparation, service, dining, dish-washing, disposal of wastes, housekeeping, and managing. Provision must be made for maintaining sanitary conditions and for the comfort and convenience of employees.

The school lunchroom should be on the first floor and accessible to a service driveway. It should be connected with the school building by corridors or a covered passageway if a separate building. It should be easily accessible for evening and vacation use by adults without the necessity of opening the entire school building.

The size of the service and dining areas depends upon the maximum number to be seated at one time, while the size of the storage and food-preparation areas depends upon the total daily meal load. Approximately 10 square feet per person should be allowed in the dining area for the largest lunch shift. The service area will require



Parent, teacher, nurse, and doctor work together

PUBLIC SCHOOLS, BARSTOW, CALIFORNIA

about 12 square feet for every foot of counter length. One 10-foot counter will normally serve a dining area of about 200 seats. It is desirable for large schools to provide as many areas of this size as required. If larger dining rooms are used, there should be a counter for every 200 seats.

The kitchen area, including dishwashing but exclusive of storage, will usually require $1\frac{1}{2}$ square feet per meal load with a minimum of 300 square feet. The size of the storerooms will depend upon the policy of central or local storage, but usually a minimum of $\frac{1}{2}$ square foot of storage area is required per meal served.

It is very desirable to provide a small office area for the manager. This space should be provided with a desk, chairs, and files. A telephone is essential. In large lunchrooms with a great deal of mechanical and electrical equipment, it is desirable to provide a separate equipment room accessible to the kitchen.

A school lunchroom with a daily meal load of 150-250 will usually require the following basic equipment:

Cooking	Two-section heavy-duty range, with oven
Sinks	Two-compartment vegetable and pot sink
	Three-compartment dishwashing sink (or a single-tank dishwashing machine with 20" x 20" racks)
	Mop sink
	Wash basin
Refrigerators	60 cubic feet (or 6' x 6' walk-in box)
Tables	Receiving, 24" x 48"
	Cook's and baker's, 30" x 72"
	Salad and sandwich, 30" x 72"
	Soiled dish, 27" x 72"
	Clean dish, 24" x 48"
Truck	22" x 30", 28" high
Counter	27" to 30" wide x 10' long (exclusive of tray and silver area) with 12" tray rail
Kitchen machines	12-quart mixer on 18" x 24" cabinet base. ⁵

Actual steam tables, such as used in commercial cafeterias, are seldom justified in school lunchrooms. Food warmers are satisfactory but even these are not essential for small schools serving fewer than 200 meals per day. Counter tops and table tops should be of stain-resistant material impervious to moisture and easily cleaned.

Some city-school systems are trying central food preparation with

⁵ U. S. Office of Education, Federal Security Agency. *Planning and Equipping School Lunchrooms*. Bulletin 1946, No. 19. Washington, D. C.: Superintendent of Documents, Government Printing Office, 1946. 28 p. (Units listed represent minimum requirements only.)

hot food deliveries to individual schools and are finding the plan very satisfactory. This system reduces the amount of heavy equipment required at individual schools.

Chairs, rather than benches, are preferable for dining-room seating. Tables of 30 by 72 inches are satisfactory for three pupils on each side.

Storerooms should be vermin-proof, well lighted and ventilated, and protected from theft. Metal-slat or mesh shelving, platforms, bins, and other storage containers should be provided 12 to 18 inches above floor level. Adequate and convenient shelving and hanging space should be provided for dishes and cooking utensils.

Connections for hot and cold water with mixing faucets should be provided at all sinks and lavatories. Provision should be made in the kitchen area for both hot- and cold-water hose connections. Special water heaters and storage tanks are usually required to provide 180-degree water for dishwashing. Cooled drinking water should be provided in the dining area.

It is essential that toilet, washroom, and locker space be provided near the kitchen. All windows and doors for kitchen and dining room should be screened.

Adequate and convenient provisions should be made for kitchen and table wastes. Provision should be made in the dishwashing area for garbage cans. There should also be provided a fly-proof enclosure adjacent to and level with the service platform where the cans may be held until the garbage is removed. This enclosure should have a hard cement floor, floor drain, and hot water for washing cans.

Ventilation should be provided independent of the rest of the building. In addition, special hoods and exhaust fans are required, over the cooking and dishwashing units. The lunchroom heating installation should be valved for separate control.

Dining and working areas should be provided with good lighting, both natural and artificial. Since dining areas are often used for other school purposes, they should be as well lighted as classrooms. Special attention should be given to the lighting arrangements of the kitchen for the convenience of workers.

Dining-room and kitchen walls and ceiling should be light and easily cleaned. The kitchen walls, especially the wainscot, should be impervious to moisture. Acoustical ceilings are necessary in the dining area and desirable in the working area.

The kitchen is an area of high fire hazard and special precautions should be taken to protect life and property. Special equipment should include a fire extinguisher, a wool blanket, and a fire-alarm sounding station.

The dining area should be separated by a sound-proof partition from the food preparation and service area, so that it can be used for a number of other purposes, such as: audio-visual room, music room, large group study, banquets, and light recreational and social programs. Storage space should be provided for the special equipment and materials used in the other activities.

All-Purpose Room

It is often desirable that there be a multiple-use room in the school. After careful consideration of the various activities in the school program to be housed and the provision of room facilities planned, a room may be included for those activities not provided for elsewhere. Such a room may well accommodate several types of groups without conflict, provided separate storage space is included for each group to store its paraphernalia. This room should be planned to accommodate the specific activities to be housed; for example, if it is to be used for dramatic classes, a stage will be needed. It is desirable that this room have an outside entrance so that it may be used as an independent unit of the building. All-purpose rooms are frequently used for such activities as parents' workrooms, Scouts, 4-H Clubs, voting, music, Red Cross, parent-teacher association, and group meetings of the general public.

Care of Cloaks and Books

Many methods have been employed for the care of pupils' cloaks, books, and other materials which must be readily accessible. A common provision in the older school buildings was individual lockers in common locker rooms for high schools, and cloak rooms and desk book compartments for elementary schools.

In secondary schools, where pupils shift from room to room during the day, pupils' individual storage facilities should be accessible from corridors and as near their home rooms as possible. Probably the best method yet devised is that of individual lockers recessed in walls on permanent bases. Double-deck lockers require less wall space and are sufficient in some situations but are not satisfactory

where sufficient height must be provided for hanging overcoats and raincoats. Full-length lockers are sometimes used to serve two pupils. The locker with a 12-inch by 12-inch cross-section is most common. If two pupils are to be assigned to a locker, the size should be 15 by 15 inches, with vertical separators. Pupil lockers should have a top shelf and at least two coat hooks.

Since most elementary schools operate on a home-room program of integrated instruction, the care of wraps, books, and individual daily supplies presents a problem somewhat different from the high school. These materials should be accessible from the classroom and under teacher supervision. Even where a book compartment is provided in the desk equipment, it may not be sufficient for all of the books and supplies used in a modern program. It is usually advisable to provide individual drawers or cubicles built into the walls of the classroom or adjacent activity alcove, or to provide movable storage cupboards of about counter height.⁶ Movable storage units of various types can be used to advantage in making temporary partitions that can be adjusted by teacher and class as needed.

The wardrobe is the most common type of elementary cloak space. It takes up much of the wall area, but this loss can be partially offset by tackboard on the wardrobe doors. Locked compartments are seldom necessary for elementary schools, but individual hanging lockers are desirable. It is not advisable to double-deck the compartments because the top tier would be too high. A convenient cloak cabinet can be designed with 5-inch by 12-inch individual hanging compartments with two shelves over each pair of vertical compartments. Such cabinets may be recessed in classroom walls or built in a corner of the room to form an alcove. It is also possible to design a combination cabinet with individual compartments for cloaks and supplementary classroom materials. Cloak cabinets may have doors but this is not necessary if the cabinets are arranged so as not to be unsightly. Room ventilation should exhaust thru the cloak cabinets, or special ventilation should be provided.

Administration Facilities

There must be facilities for the *central administration* of a school system. These facilities should include offices, conference rooms,

⁶ The importance of storage space in classrooms is recognized in the floor plans illustrated in Chapter VI, p. 89-92, and in the photographs on p. 295-97.

professional library, assembly space for meetings and hearings, warehouse storage and distribution facilities, and maintenance shops. A separate, especially designed, administration building is most desirable; sometimes a second or third building may be needed for warehouse and shops. Unused school buildings frequently have been converted into satisfactory administration buildings. If, however, one of the school buildings used by pupils must also house the central offices of a small local school administrative unit, the administrative facilities should be provided with a separate entrance.

Each building will also need administrative space. Many systems use for administration in individual elementary schools of ten or twelve rooms an amount of space comparable to the size of one classroom. Larger elementary schools and secondary schools will require more space. A central location near the entrance is desirable.

A comfortable *waiting space* should be provided for the general public. This room should be so located, designed, and appointed that the public can find it easily and understand its purpose. It should communicate directly with the corridor and the general office. It is good practice to separate this space from the general offices by a service counter. The public space should be equipped with seats, bulletin board, teachers' mail boxes, and coat-hanging facilities. A public-telephone booth is desirable. Where possible, especially in large schools, pupils should have a separate waiting space.

In the *general office* all of the routine business of the school will be carried on. This space should include desks, work table, filing space, duplicating facilities, bookshelves, counters, a telephone or switchboard, the master clock for the bell system, a fire-alarm sounding station, closets, storage space for instruction and office supplies, and a fireproof vault. Control for radio and public-address systems are best located in a nearby separate room.

The *principal's private office* should be ample in size for small group conferences. It should communicate directly with the general office, the public space, and the corridor. It should be designed for privacy without being inaccessible or uninviting. Equipment should include desk, chairs, bookshelves, filing cases, clothes closet, and a connecting toilet.

Two types of *teachers' rooms* should be provided—rest rooms and workrooms. They should not be combined but may be connected. Teachers' rest rooms should be provided with easy chairs, couch,

suitable place for study and class preparation. A high-school teachers' workroom will have the effect of increasing building capacity by releasing classrooms during teachers' free periods. It should be provided with chairs, table, work counter and sink, supply cabinets, bookshelves, typewriter, and duplicating machine. The workroom may connect with the general office. In small schools, it may be combined with the library workroom.

Offices for the *guidance counselors* will usually be part of the administrative suite, convenient to the general office, public space, and the corridor. The record room should be large enough to enable the clerks to work with the records and for teachers and counselors to be seated while studying them. In addition to the record room, enough small counseling offices should be provided so that they will be available for all conferences between pupil and counselor, counselor and parents, teacher and counselor, and others needing uninterrupted privacy. Provision must also be made for those waiting for conferences. If possible, this waiting room should be equipped with bookshelves, vertical reference files, bulletin boards, and suitable chairs so that it may be used as a small testing room. It is desirable that counseling offices be located near each other.

Conference rooms, approximately half the size of a classroom, are most desirable. They should be fitted with coat storage and toilet and lavatory facilities. These rooms may be used for multiple purposes, such as school and community committee meetings, a parents' room, a board room, parent-teacher conferences, and faculty meetings. One such room should be connected to the waiting room of the office suite and with the corridor. Similar rooms are desirable as departmental conference rooms in large high schools. Conference rooms and offices are also needed for high-school student activities.

Custodian service rooms are needed in all schools. These facilities should include a small office, workshop with bench and tools, dressing room, toilet, lavatory, and shower. Storerooms are needed for custodial supplies and there should be one or more service closets, equipped with service sinks and shelves, on each floor.

Storage Facilities

Various types of storage facilities have been recommended in connection with the basic areas they service, for example: supply cabinets in classrooms, locker space for the outer clothing of pupils,

supply rooms connecting with special-instruction and general rooms, fireproof vault and supply storage in the general offices, lunchroom storage, and storage facilities for custodial tools and supplies. Schools also need storage facilities for fuel and maintenance supplies and materials, and a fireproof storeroom for paints.

Schools often need a large storeroom for seasonal and other large materials and projects which are used only occasionally. If textbooks are collected and reissued each year, book rooms should be included for this purpose and provided with ample shelving and combination door-counters to the corridor. If the supply-management policy is to issue supplies for the entire year to each school rather than to make periodic deliveries from a central warehouse, it may be advisable to provide each building with large storerooms for instructional, custodial, and maintenance supplies. There should also be at least two storerooms with direct grade-level exits to the school grounds, one for portable playground equipment and one for yard tools. Schools with large campuses and high schools with track and field athletic programs will require more than mere closets for these purposes, and it is often advisable to provide such storage space under the stadium or in a separate storage house. There also should be space and facilities, concealed from view, for the storage of trash, until it can be carted off the site.

School-Bus Garages

The continuing trend toward consolidation is increasing the demand for school-bus transportation. Public ownership is becoming more and more common, necessitating in many cases garages on or near the school site for housing and servicing buses.

If located on the school site, the approaches to the bus garage should not separate the school building from recreational areas. The area in front of the bus garage should provide a turning circle of not less than 90 feet in diameter; 110 feet is preferable. The garage should be of fire-resistive construction with roof structure of sufficient strength to support an overhead track for lifting motors.

The minimum net depth of a garage for a bus with 21-foot body is 40 feet. Stalls for two buses in tandem should be 75 feet deep. Stalls used for storage only should be 12 feet wide. Stalls to be used for repairs and washing should be 16 feet wide. Wash and repair stalls should be separated from storage stalls and from each

other by partitions. Space should be provided for storage of supplies. This can often be provided in the end of a stall used for a short bus. If a fleet of buses is to be maintained, a separate stock room for spare parts will be needed. Lavatory and toilet facilities should be installed for mechanics and drivers.

One repair stall in each bus maintenance unit should be equipped with a grease pit or a 10-ton dual hydraulic lift. If lift is used, the ceiling height of stall must be adequate. At least one floor drain should be provided in each stall, two for wash stalls. Where buses operate over dirt roads, it is advisable to pitch floor of wash stall into a gutter drain. Wash stalls should be fitted with hose connections, conveniently located.

A roof ventilator should be provided for each four bus stalls, and repair stalls should be equipped with exhaust pipe for removal of fumes. Garages should be provided with heating facilities sufficient to maintain a temperature of 45 degrees in storage stalls and 60 degrees in repair and wash stalls. The garage should be supplied with 220-volt current, with 60-ampere entrance switch. If DC-type welder is to be used, provision should be made for three-phase current. At least one double convenience electrical outlet should be provided for each bus stall, and outlets should be spaced 4 feet apart on the work bench in the repair stall. Overhead light fixtures should be located between storage stalls, and the repair stalls should be lighted adequately for night work.

Garage doors should be 10 feet high and the width should be 12 feet for repair stalls and 10 or 11 feet for storage stalls. All doors should be equipped with clear wire glass at eye level. Repair stalls should be provided with window space adequate for good working conditions.

Gasoline and oil service facilities should be located convenient to office where transportation records are kept and for attendants who service buses, but should not block garage entrances.

Community Services

In many local situations it is advisable for the schools to provide facilities for special services beyond these needed by all communities for educational, cultural, and recreational centers.

In some sections of the country the school-community cannery has become popular as a type of community service. Canneries may

be used in school and adult-instructional programs, as a service in canning for school lunches, and as a center where individuals do canning for their own use. Canning facilities should be separate from the school building, for ease of access when schools are in session.

Some village and rural consolidated high schools plan and operate their farm shops as a community service to local farmers for the repair of their farm machinery and the construction of homemade farm equipment. Schools sometimes operate community laundries for the convenience of local patrons as well as training in laundry operation.

In many communities it is difficult for teachers to find satisfactory living quarters within the school community. It has become necessary in several localities for school agencies to provide teachers' homes or "teacherages." A home for the principal is often provided on the grounds of a rural consolidated high school. In a few states, notably Illinois, school boards have been authorized by law to use school funds to acquire houses for teachers.

It is often desirable to provide on-campus living quarters for the custodian. Apartments in the buildings or cottages on the grounds have proved satisfactory.

The trend toward the consolidation of high schools will in some areas remove secondary-school opportunities beyond daily commuting distances of some pupils. It may be necessary in some cases to contribute toward board and room in lieu of bus transportation. In some districts dormitory facilities should be provided.

There is a rapidly growing interest in school camps and outdoor educational facilities for both school and community service. Camping education may be in the form of summer day camps in or near the community, or complete camping facilities may be provided by the school board for extensive periods during the summer. Some schools are planning for camps which will be scheduled the year around for different groups of pupils.

CHAPTER EIGHT

Architectural and Engineering Services

SCHOOL-PLANT progress is made when a competent architect designs and supervises the construction of a school building that is unusually well suited to the educational program and services that are housed. Suitability of the building will be an accident unless the architect is informed in substantial detail about the operational requirements of the school to be housed. Giving that information is the task of educators; interpreting it into an outstanding school plant is the task of the architect.

The Architect's Sphere

School officials, in order to obtain for education the substantial contribution available from architects, must know more about them and the profession to which they belong. The architect's value derives from his advice and counsel, only a portion of which develops into a set of drawings, specifications, and contract documents. Pertinent advice and counsel is forthcoming usually only in an atmosphere of mutual respect and intimate professional relationships.

In an atmosphere where the architect participates freely and frequently on a warm and friendly basis with key persons and committees of the school board and staff, he will give most of himself and his skill. The architect during the time of his association with a school district should really "belong" to the policy-making group that guides the school-building program. This belonging should exist from the very beginning to the completion of a project. It is equally important that the architect make every effort possible to keep the sense of belonging alive in his own organization and to recognize how important the planning and construction of a school is to the community.

The place of the architect in school-plant planning and construction is not always clearly understood. That conclusion is inferred from the various types of procedures followed in selecting the architect and using his services. Underestimation of the nature and value of his services is indicated by the following practices:

1. Delay in employing the architect until the building budget is set and "We know the kind of building we want."
2. Employment of the architect because of place of residence, club or church affiliation, or other factor unrelated to professional competence.
3. Attempting to by-pass architectural service altogether and let a "practical contractor" build the school.
4. Showing the architect a complete plan or an existing building and directing him "to plan one like that."
5. Attempting to secure his services for less than the going fee.
6. Contracting with him for production of drawings and specifications only and leaving supervision during construction to someone else.
7. Employment of the unprofessional architect who makes the most alluring promises regarding low cost of construction when his plans are used.
8. Employing the over-zealous architect who brings to his first conference the best looking "solution" to the building problems of the district.

On the other hand, some boards expect too much. Overestimation of the services an architect should normally render sometimes leads to such mistakes as the following:

1. Employing him and giving him the entire planning and even the policy-making responsibility with the comment "you know more about this than any of us."
2. Assuming he is competent in all forms of specialty engineering and does not need assistance from structural, mechanical, acoustical, and other engineers and landscape architects or site planners.
3. Assuming he does not need the services of the school-district staff or of school-plant planning consultants such as are provided by some state departments of education and some universities and colleges.

Selecting the Architect

A brief roster of the services to be rendered by an architect may well be reviewed prior to the establishment of a procedure to select one. These include: (a) research, (b) planning and designing, (c) preparation of such technical documents as working drawings, specifications, and contracts, (d) supervision of construction and in-

stallation, and (e) business administration of construction operations.¹

When the potential contribution of the architect to school-plant planning and construction is clearly understood, the method of selecting him is simplified. There is no "sure fire" method of selecting an architect, but if the problem is approached in a manner similar to that followed when a doctor or lawyer is to be chosen for a serious case, most difficulties will be avoided.

The meaning of the title "architect" is sometimes not fully appreciated by school officials faced with the responsibility of selecting one. An architect of good standing in his profession brings his client full assurance of the possession of many important abilities and skills. The mere fact that a person holds an architect's license means that he has met tests of competence. The American Institute of Architects over a period of many years has maintained its professional standards for practicing architects at a consistently high level. The training and apprenticeship required of architects, the self-imposed standards of the profession, and the heavy responsibilities normally involved conspire to produce men of integrity, business ability, and artistic and technical competence.

From the foregoing it is readily recognized how unsatisfactory, as bases for selecting a school architect, are such practices as "competitions" for architectural service; brief interviews by the board with large numbers of architects during a meeting set for selecting the architect; responding to high-pressure salesmanship on the part of the architect; giving each of the architects in the area some of the work; and stimulating architects to compete on a fee basis.

A school district will seldom be disappointed in its architect if he is chosen by the following brief criteria:

1. Is he a legally qualified architect in *good* standing in his profession?
2. Is his *method of procedure* in serving his clients in harmony with that of the school district he is to serve; e.g., can he work cooperatively?
3. Does it appear the architect has personal characteristics that will permit him to work harmoniously with board and staff members of the school district?
4. Has he shown an interest in school buildings to the extent that he considers them a specialized phase of architectural practice?
5. Is his office staff, organization, location, and financial backing such that

¹ Smith, Howard Dwight. "The Architect as an Administrative Officer." *American School and University*, 1947-48. New York: American School Publishing Corporation, (470 Fourth Avenue) 1947. p. 43-47.

the planning of facilities can proceed on a time schedule appropriate to the plant needs of the district?

6. Does he recognize the need, in schoolhouse planning, for the services of numerous specialized engineers and will he take advantage of those specialists' contributions in a cooperative manner?

The Architect's Contract for Services

To the degree that a good job was done in selecting an architect, the critical importance of an airtight contract between owner and architect becomes less vital. Not that any district would be advised to employ an architect without his services being based on a carefully worded contract, but it is not wise to conclude that all of the many important things done by an architect can be spelled out in a single agreement.

The American Institute of Architects has developed a standard form of agreement which, with some modifications to meet local conditions, should serve adequately in most situations.² The hesitation some superintendents and board members have in using this form appears not to be justified when it is recognized that the A. I. A. has so much at stake in facilitating good relations between an architect and his client. Only by accomplishing this end can the profession of architecture as a whole prosper.

In some states, the requirements for state checking of plans are such that the standard A. I. A. form has not proved entirely satisfactory. In California, for example, where the State Division of Architecture checks for earthquake safety on the one hand and on the other hand great emphasis is laid by the State Department of Education on its approval of complete site utilization and preliminary plans, the California Council of Architects sets up a committee to produce an agreement form that meets conditions in that state.³

While the relationship between the school district and architect in most situations is harmonious and agreeable, yet on some occasions conflicts arise. The sources of most of these disputes are worthy of careful consideration in formulating a satisfactory agreement.

One source of difficulty is an agreement that covers an indefinite

² American Institute of Architects. *The Standard Form of Agreement Between Owner and Architect: When the Engineers' Fees Are Reimbursed to the Architect by the Owner, No. A-102. The Standard Form of Agreement Between Owner and Architect: On a Percent Basis When the Engineers' Fees are Included in the Architect's Fee, No. B-102.* Washington, D. C.: the Institute (1741 New York Ave., N. W.), 1948. Each form has 3 pages and costs 5¢.

³ California Council of Architects. *The California Form of Agreement Between Owner and Architect for Schoolhouse Projects.* San Francisco, Calif.: North California Chapter, American Institute of Architects (369 Pine St.) 1947. 4 p. 5¢.

period of time and does not describe the specific project or projects involved. The personnel of school-governing boards often changes. Newly organized boards sometimes find themselves saddled with such a contract which may result in ill will and sometimes even a lawsuit to determine the architect's status under the agreement.

Another source of difficulty is that sometimes the architect proceeds to the development of working drawings and complete specifications prior to the time the governing board and staff are ready to approve the building design and outline specifications. This situation can be controlled if the agreement states that final plans and specifications are to be undertaken by the architect only upon the *written* authorization of the school district.

The basis for computing the amount due the architect when preliminary plans are completed may be a source of difficulty. During the recent period of rapid increases in construction costs, some architects, upon completing a given stage of the plans, billed the district for the percent due on the estimated cost, and then after several months, without doing further architectural work, billed the district for an additional amount because of increased construction costs. Since this practice is objectionable to school-district officials and the additional amounts are considered by them to be unjustified, a definite agreement on the matter should be a part of the contract. This question is of more serious importance than may at first appear because stories of these difficulties have had a tendency to cause some school districts to defer the employment of an architect, because they do not know the extent to which the district is to be involved in architectural costs.

Still another point of possible difficulty is this question: who should develop the over-all site utilization plan for a school and on what basis shall the architect be compensated for its preparation? Some architectural firms regularly prepare over-all site utilization plans as a part of their services. Other firms make a separate charge for developing the over-all plan. Since this type of variation exists, it is worthwhile for this matter to be specifically settled in the formal agreement.

In states where reviews of school plans are required by law, the formal agreement with the architect should clarify the architect's responsibility in clearing plans thru the reviewing offices. Failure to do this sometimes helps to create the unfortunate situation

whereby the architect appears before a reviewing agency and attempts to persuade that agency to accept a certain plan whereas a proper statement of relationship would have permitted the reviewing agency to cooperate at an earlier stage in the development of a suitable solution to the district's problem.

In some situations an inadequate definition of preliminary plans has caused some difficulty in clearing fee payments thru district and county fiscal reviewing officers. It would therefore be helpful if the agreement cleared that point.

If the architect is to use detailed plans provided by commercial interests (generally speaking not a defensible procedure) that fact should appear as a part of the agreement. Cases in point would be lighting solutions furnished by power companies, stage layouts by theatrical supply companies, and lunchroom kitchens by hotel-equipment firms.

School officials are frequently surprised to find that the architect's office does not provide all of the supervision during construction that is needed to protect the district's interests and that a clerk-of-the-works needs to be employed by the district. This matter is clearly covered in the standard contract form, but for some reason or other an argument on this matter often occurs when construction on the building is to begin.

The part the architect is to have in the selection and installation of furniture and equipment should be clearly understood and stated in the contract. Otherwise a dispute may arise as to whether or not the base for computing the architect's fee should include the cost of these items. If the architect is not to participate in the selection of furniture and equipment, the contract should provide that the school district must notify the architect what is to be used. Under no circumstances should the architect be requested to present preliminary plans for approval by the school district *prior* to the receipt by him of a statement of furniture and equipment requirements.

The question as to who owns the drawings when completed, the basis upon which drawings in part or in entirety may be reused on another site, and the architect's responsibility for filing with the school district for its record a set of drawings corrected "as built," are all matters which deserve attention in the architect's contract.

In the rare instances when good working relations between the district and the architect have broken down, it is best for them to

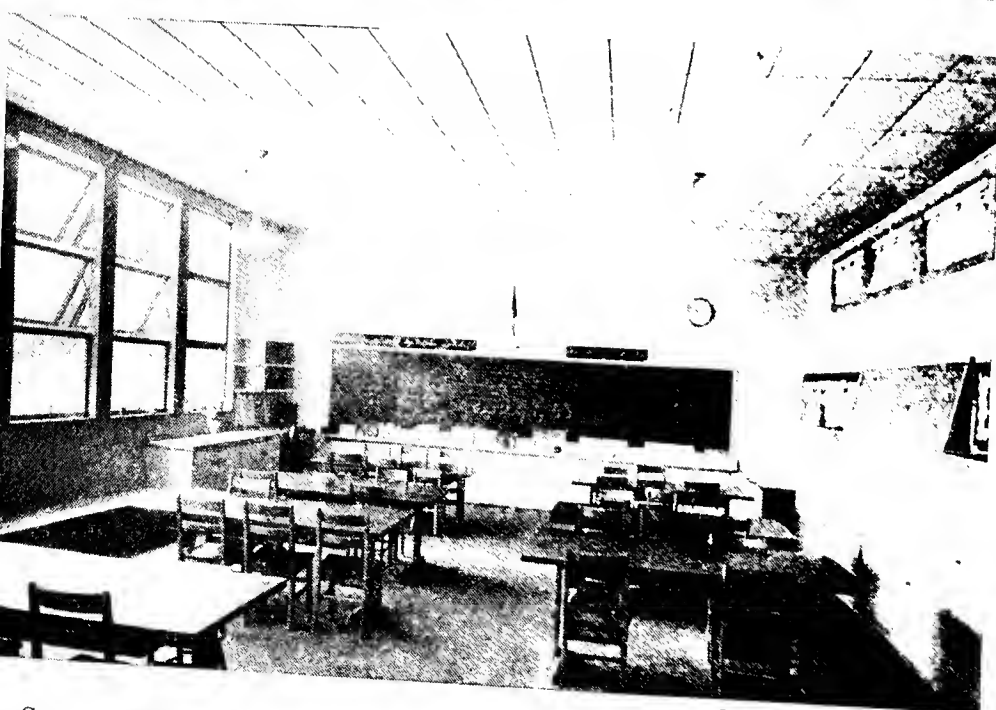
part company with as good grace as possible. Thus, one important feature in an architectural contract is a clear specification of the means whereby the architect and school district may agree to terminate their agreement.

Some of the problems just discussed are partially covered in the A. I. A. standard agreement form and, as mentioned before, in most cases the standard form will meet the situation adequately. However, when the school board departs from the text of a standard agreement form, it should secure the advice of competent legal authority. The relationship between the school district and the legal adviser, however, should be made perfectly clear. The relationship is one in which the school district authorities decide *what* they wish to accomplish; the legal adviser merely determines whether or not the proposed wording of the document accomplishes the stated purposes of the governing board. This division of responsibility cannot be too strongly emphasized because the legal adviser, especially when he is a public official such as a district attorney, often argues on the propriety of what the board wishes to do and even takes a stand on the fee to be paid. That type of legal interference is inexcusable and results in confused responsibility for school-plant development.

The preceding discussion is based on the assumption that architectural service for most school projects is secured by a contractual arrangement. There are of course other possible arrangements. In general, however, the alternative arrangements are open only to city and other types of large school districts. A few of these variations in methods of providing architectural services to school districts are listed here:

1. Contract with private architect covering *all work* done by the school district for a specified time, say five or ten years.
2. In districts with numerous projects proceeding simultaneously, contract with a different architect for each project and with one to serve as a supervising architect.
3. In districts with numerous projects proceeding simultaneously, contract with a different architect for each project, the various architects to work with a supervising architect who is a permanent employee of the district.
4. Engage an architect as an employee of the district to develop preliminary plans for all projects and then by contract arrange for plan completion by architects in private practice.
5. Provide for the production of all needed plans by the district's own permanent staff.

*Three Examples—Prize-Winning Public School
Architecture*



PHOTOS BY FRED R. DEPPRICH

SOUTHERN CALIFORNIA CHAPTER, AMERICAN INSTITUTE OF ARCHITECTS,
HONOR AWARD, 1946: *Suva Street School, Montebello School District,
California. Marsh, Smith and Powell, Architects*

(See also pages 75, 126)

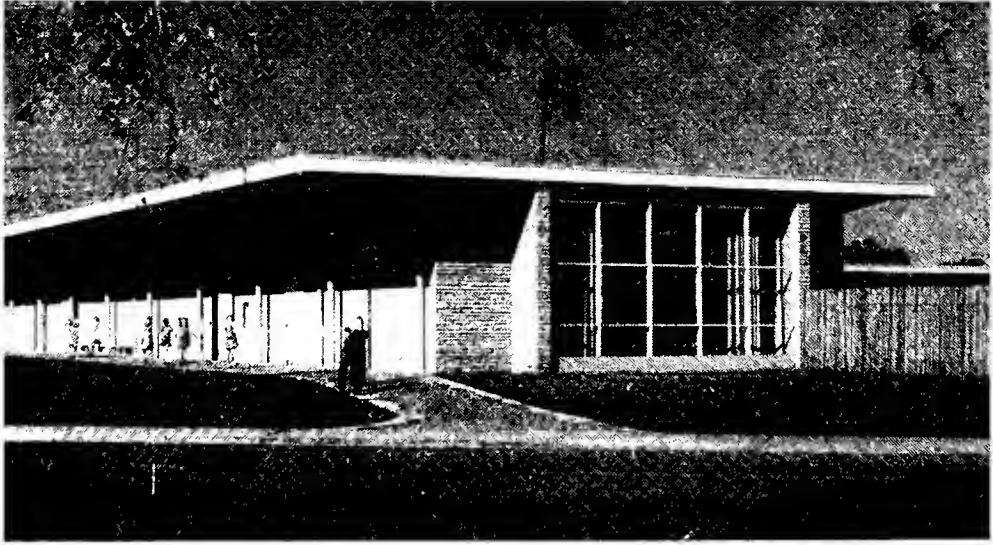
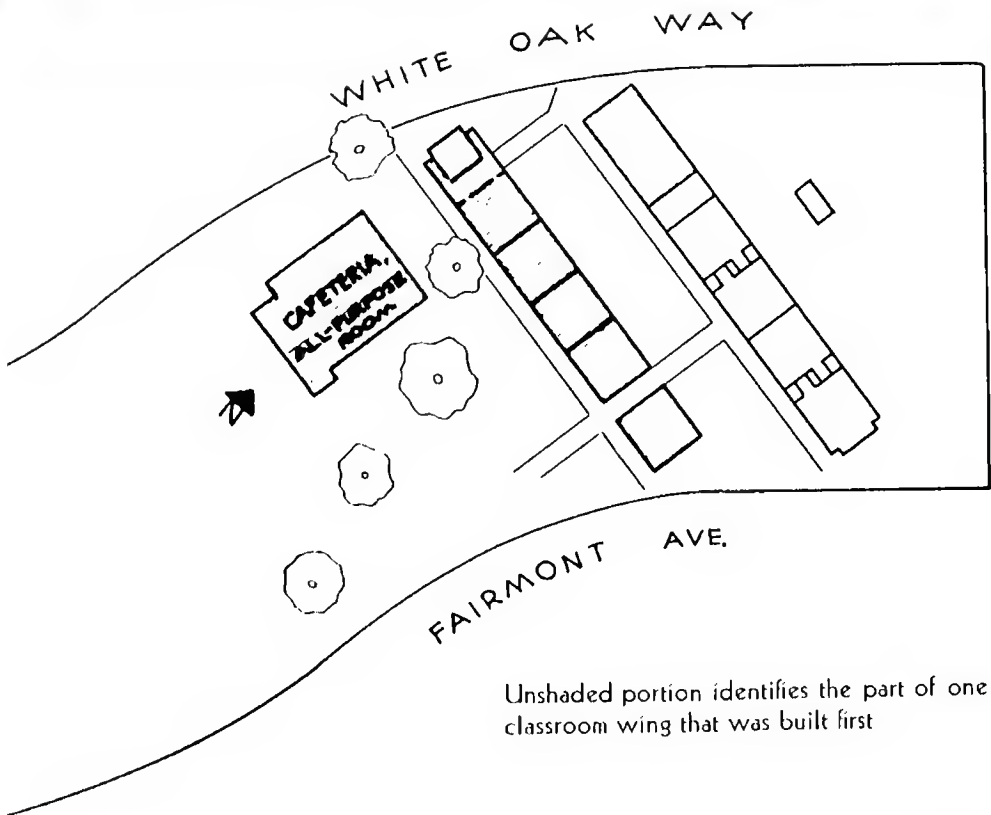


PHOTO BY PHILIP



PROGRESSIVE ARCHITECTURE AWARD for Nonresidential Buildings Constructed in 1946: White Oaks Elementary School, San Carlos, California

Ernest J. Kump, Architect; Mark Falk, Structural Engineer



OHIO SOCIETY OF ARCHITECTS GOLD MEDAL AWARD, 1940: *Upper Arlington Elementary School, Columbus, Ohio*

Howard Dwight Smith, Architect; Kyle W. Armstrong, Associate Architect

6. Provide for the development by the state of all needed plans for school buildings.

Only cities and relatively large school districts of other types have a real choice between employing architects or contracting with private firms.⁴ Smaller school districts, in states where plans are furnished on an optional basis by the state, may choose between using the state plans and contracting with an architect to develop plans locally. What should be done in any given situation depends, of course, upon local circumstances. In general, however, the practice of contracting with individual architects for each project promises most in fitting the school plant to local needs and in developing departures from traditional practice upon which sound and continuing progress in schoolhouse planning depends. Creative work done by many architects under a great variety of local conditions and requirements, cleared thru a central educational planning agency, represents a wholesome atmosphere for progress in school-plant planning and construction.

Time Schedule for Production

One of the disturbing factors in the relationships of school officials to the architect grows out of the failure to make a time schedule for the production of plans or the failure of one of the parties to the agreement to meet its part of a time schedule.

Some architectural firms, especially during occasional periods when a very large volume of planning is being done, find it difficult to produce work on schedule. It is therefore more urgent than ever during times of rapid school-plant expansion to attach great importance to a carefully prepared schedule for the production of plans. This is not altogether a demand upon the architect. It is also a demand upon the school superintendent to furnish the architect promptly at the appropriate time such policy and administrative decisions as may be required, as well as the specific information basic to planning a school structure.

The schedule should represent fairly liberal allotments of time for each stage in the planning. The school superintendent should check periodically to see that the planning program is proceeding on schedule. A district failing to do so may find that its work is being

⁴ For a clear statement of the comparative values between contracted and staff architectural services, see: Smith, Howard Dwight, *op. cit.*, p. 44-47.

neglected for the school district or other client that does require plan production on schedule. Such neglect, however, will be well deserved if the school district delays unreasonably either in providing the architect with essential information or in acting upon some phase of the drawings or specifications that have been submitted for formal action. These delays in school-district action have been so damaging in some architects' offices that serious consideration is being given to basing the architect's remuneration for public-works projects on a cost-plus basis so that the public body would have a financial stake in its own prompt action.

Making Full Use of Architectural Services

It is common to hear arguments about the percent fee that should be paid to architects. It is not at all common to hear arguments as to whether school district officials secured from the architect the full contribution that he and his office were prepared to make to planning the building. It is a waste of talent and money to employ a competent architect to do a job for which he is especially trained and then either fail to set up procedures that will enable him to produce, or even worse, set up procedures which definitely prevent the architect from rendering the service for which he is paid. A most glaring instance of this occurs when the school superintendent or school board member, playing amateur architect, gives the architect an outline sketch and tells him to put the plans in shape and prepare specifications and contract documents to construct the building. The architect should expect, and of course receive, from the board a detailed statement in writing of the services that it expects the school building to render.⁵

One of the greatest barriers to securing complete architectural service is the conviction on the part of too many school officials and board members that the architect's work is not important except as a means of complying with building codes and other legal requirements. The result under such conditions is about as satisfactory as it would be for an ailing person to seek assistance from a doctor without confiding the symptoms to him.

Architectural firms vary somewhat in the amount of services they give. A misunderstanding as to who is to do some specific task in connection with a total building program could lead to serious conse-

⁵ See Appendix C, p. 348-53.

quences. Therefore, the full range of services offered by the particular firm with which the district intends to contract should be specified.

School districts often do not make full use of architectural services because they do not know how to give the architect the information he needs on the educational services to be rendered by the school, nor how much to depend on the architect's advice on many technical questions. Many architects are reticent in asking or demanding from the school officials the information and material they need to do a more thoro job. Staff members from state departments of education and competent consultants on school-plant matters can render an important service if permitted to participate in joint conferences of architect and school officials by pointing out additional ways in which architect's services may be utilized.

The following list of items, while it repeats certain points mentioned earlier in the chapter, may be helpful in suggesting in general the scope of the architect's services. Ordinarily he may be expected to perform such functions as the following:

1. Study the educational plans of the school authorities, checking the educational plans with architectural possibility.
2. Make detailed studies of site proposals as to soil structure and topographic relationship, space requirements, residential harmony of school plant, and relation to utilities.
3. Prepare preliminary drawings including floor plans, suggested elevations, location of building on site; develop in consultation with the superintendent any desirable revision of equipment layouts submitted by the superintendent; and draft a brief outline of specifications upon which *tentative* cost estimates can be based.
4. Visit significant school plants with representatives of the school system which he is serving.
5. Secure the written approval of the board of education of final revisions of the preliminary drawings and proceed with the preparation of the working drawings and specifications.
6. Hold frequent conferences, during the preparation of working drawings and specifications, with the superintendent of schools, or his designated assistants, for the development and application of data required for efficient planning, choice of materials, anticipated problems of relation of structure to state codes, public utilities, and legal permits and restrictions.
7. Secure written approval of working drawings and specifications from the board of education and from government agencies as required by law.
8. Prepare advertisements for bids, having cleared with the board of education whether they wish to have lump-sum bids or segregated bids submitted.

9. Assist the board of education in reviewing the bids and in arriving at an award, at least in submitting technical advice regarding the bids. If the board of education is in doubt regarding the responsibility of the contractor, the architect's advice should be requested by the board.

10. Effect and administer forms of contract, the posting of necessary bonds including the contractor's performance bond, and the time schedules for various completion stages of the building.

11. Approve selection of supervisor, inspector, or clerk-of-the-works to supplement the supervisory services of the architect and to provide personal supervision of construction at critical stages of building.

12. Act as moderator between the board of education and contractor in case of disputes or disagreements as the construction proceeds. Interpretation of contract may need legal counsel, but in most cases the architect can successfully bring the two parties together, avoiding delay of construction.

13. Approve and certify all payments to contractors and subcontractors.

14. Inspect building on completion and certify to the board that all bills, liens, and other obligations have been completed.

Documentation of Decisions

Even tho a good architect is chosen, a desirable formal agreement for his services executed, and a reasonable and definite time schedule for planning services adopted, it is still important for the superintendent to use certain administrative devices to implement the planning program. Such administrative controls go beyond the use of score cards, check lists, and that type of material. For example, one of the important processes in planning is to hold conferences and consultations with the various people involved. Since this may well become quite complicated because of the numerous persons who participate, it is essential that some sort of documentation of the result of the conferences be kept. The superintendent will want to know and to have recorded in writing the opinions and recommendations of certain highly specialized engineers used in planning the building. These would include, among others, the mechanical, illumination, and acoustical engineers and landscape architects and land planners. It is not sufficient under ordinary circumstances for the architect in an informal discussion with the superintendent or board to report orally what the acoustical or illumination engineer recommended for the school.

Other important decisions requiring documentation are the agreements on outline specifications for items of educational significance which should be made during the preliminary planning stages. If

these important matters are merely discussed briefly, much misunderstanding will result when final plans and specifications are reviewed; and worse yet when the building is being constructed or occupied. Windows, floor coverings, chalkboards, tackboards, shades, wall finishes, types of heating and ventilation, lighting fixtures, electrical-service outlets, and numerous other items that cannot be easily recorded on a set of preliminary plans may be overlooked. Another distinct advantage in documenting outline specifications is that in written form they may be discussed with interested parties more effectively than when such discussion is merely a conversational exchange.

Engineering Services

The foregoing emphasis upon the services of the architect does not imply that the engineering services needed to plan a good school plant are of less importance than those contributed by the architect. The emphasis is made because in a well-planned building the architect coordinates the contributions of the engineers in addition to making his own and because the fee paid the architect usually includes the fees of the engineers.

An increasing number of architectural firms doing school work are providing, within the firm, a complete roster of engineering services. In those cases the school district is well advised to examine the competence of the engineers as well as of the architects before contracting for services. In cases where the architect expects to select engineers from outside his firm, he should inform the school district of his choices and have them approved by the board.

The competence of the structural, mechanical, illuminating, acoustical, landscape, heating, ventilating and all kinds of engineers can influence so much the quality of the building that a school board should be satisfied in each instance before one is engaged to work on plans for which it is responsible.

Interpreting the School Plant

Some of the ways in which an architect may assist in having a newly occupied building fully utilized for the benefit of pupils were stated as follows in a recent book on the school plant:

He is the one who is primarily responsible for the finished classroom. Altho the teachers, supervisors, principal, and superintendent will all find their own ideas incorporated into the architect's design, he is the one who gave all these

ideas final form and he knows best their use possibilities. He must be prepared to discuss with the teachers at the completion of the building, the ideas that governed him in arriving at the design of the plant. Among the points that should be brought up in this discussion are the control of light, both natural and artificial; the arrangement of all of the movable furniture in the room and how the furniture may be moved or rearranged to meet different teaching needs; the operation of the mechanical system, that is, heating, light fixtures, communication apparatus, fire protection apparatus, the proper adjustment of room temperature controls; the provisions the architect may have made to facilitate the alteration and rearrangement of such things as science or domestic science furniture and equipment with all of their utility connections; the reasons for the selection of the materials of construction and finish, and the paint colors; he should discuss with them the provisions that he has made for any features not incorporated into the building but reserved for future installation such as screens, drapery tracks, light proof shading devices; the unfinished portions of the plant which are intended for completion at a future time such as cafeteria, or new classroom wings; any special features that he has been able to devise that they may use with benefit.⁶

⁶ Bursch, Charles, and Reid, John. *You Want to Build a School?* New York: Reinhold Publishing Corporation, 1948. p. 90-91.

CHAPTER NINE

Mechanical and Service Facilities

CONVENIENCE, comfort, and protection for the occupants of school buildings are safeguarded by a variety of mechanical facilities—heating and ventilating systems, cleaning systems, electrical services, and plumbing and sanitation. The larger the group of pupils to be housed in the school building, the more complex the problem of mechanical services becomes, but the problem is important even in the one-teacher school. This chapter does not attempt to summarize the wealth of published technical information on these topics but it offers some suggestions that may be applied in efforts to improve existing services or to plan for the types desired in new buildings.

Planning for Heating and Ventilating Facilities

School administrators should establish adequate performance requirements for heating and ventilating systems and should insist upon proper design and controlled operation that will at all times protect the health and promote the comfort of the occupants. More attention should be given to the effects of such services on educational progress. Room temperatures and air movement in the room are definite factors in student health protection and comfort. Since body comfort is conducive to sustained mental alertness, adequate heating and ventilating services are also factors in educational progress.

OBJECTIVES

School administrators do not need to be heating and ventilating engineers, but it is desirable for them to know something of the principles and problems in the planning and management of school heating and ventilating systems. They should know how to present a clear description of the end results desired in each area to be served. They should be able to interpret and utilize the recommendations made in this field by architects, heating and ventilating engi-

neers, and distributors of equipment. They should know how to evaluate the results obtained in terms of services rendered, costs, and ease of operation.

Some of the major purposes of heating and ventilating systems are: (a) the supplying of heat to balance losses from the human body thru radiation, conduction, and evaporation, and losses from the room thru exfiltration; (b) the removal of excess heat; (c) the dilution and removal of unpleasant body odors and in special cases direct removal of obnoxious gases, fumes, and dust; (d) the prevention of rapid temperature fluctuations beyond or even within the total acceptable ranges; and (e) adequate diffusion of heat without excessive stratification or excessive drafts.

HEATING STANDARDS AND CAPACITIES

Desirable temperature ranges vary with the activity in, and the location of, the space to be heated. The temperature ranges approved for schools in the state of New York are shown below:

<i>Type of space</i>	<i>Room air temperature (Fahrenheit)</i>	<i>Level at which reading is taken</i>
A. Sedentary activity— classrooms, auditoriums, offices, cafeterias	68° to 72°	30" above floor
B. Moderate activity— corridors, stairways, shops, laboratories, kitchens	66° to 70°	60" above floor
C. Vigorous activity— gymnasiums	60° to 70°	60" above floor
D. Locker and shower rooms	76° to 80°	60" above floor
E. Swimming-pool area	80° to 86°	60" above floor. ¹

Differences in temperature from the floor level to a level 60 inches above the floor should not be more than 3 degrees.

Heating-plant capacities should be ample to provide and maintain, without overloading, the temperature ranges desired under the most severe local weather conditions. It is not necessary to install

¹ New York State Education Department, Division of School Buildings and Grounds. *Heating and Ventilating Recommendations for New York State Schools*. Albany, N. Y.: University of the State of New York Press, 1946. 42 p.

elaborate heating plants for small schools, but it is desirable to provide a capacity in excess of the local degree day load. Likewise, the ventilating system capacity should be ample to provide the volume and velocity of air needed for the various areas, for the types of occupancy anticipated, and for various weather conditions.

VENTILATING STANDARDS

Ventilating standards have not become fixed at any one level for all rooms, conditions, or locations. Accumulated carbon dioxide from exhaled air is not now regarded as a serious threat to the health of the room occupants. The theory has been discredited that led to the requirement that 30 cubic feet per minute of fresh air be provided for each person, altho some states still retain such regulations in their codes. There are still many conflicting theories relative to the amount of fresh air that should be introduced into the classroom. One contention is that room air movement coupled with normally anticipated infiltration and exfiltration will satisfy all needs and that no other provisions for fresh air intake or foul air exhaust are necessary. This theory is not generally accepted by school officials. While reliable data are lacking to show the exact amount of fresh air needed for the various rooms and activities, it is believed that specific provisions should be made in all school areas occupied by groups of children or adults, for introducing some fresh air into the room and for exhausting the stale air from it.

One reason for positive removal of air from the classroom is the necessity for removing excess heat. It often is not realized that each human body is a source of heat. A ten-year-old child, for example, gives off about as much heat as would be emitted by one square foot of ordinary room radiation. Thus, after the initial warm-up of the rooms for comfort when pupils arrive, the problem of heating and ventilating is in part a cooling problem. For the removal of excess heat where no special odor sources exist, as in most classrooms and libraries, minimum capacities for 15 cubic feet per person per minute should be provided. While capacities of 10 cubic feet per minute seem adequate for the removal of ordinary body odors and to remove excess heat during the winter months, the needs during other times of the year make it desirable to provide capacities of at least 15 cubic feet per minute.

These capacities are often quoted as "room air changes per hour." A capacity of 10 cubic feet of air per person per minute is equal to about two air changes per hour, and 15 cubic feet to about three changes, for a classroom of about 9000 cubic feet, housing thirty students. Where unusual odors are likely to arise, as in toilet and locker rooms and in chemical and foods laboratories, ventilating and heating capacities should be ample to allow for five or six air changes per hour. When odors, obnoxious fumes, and dust arise from localized sources, they should be removed by special vents at these sources. For instance, exhaust ventilation for toilet rooms should be thru ducts entirely segregated from the ventilating system serving the rest of the building.

AIR MOVEMENT

Air movement within the room is vital to the comfort of the occupants. It helps to diffuse the heat and to prevent heat stratification and air stagnation often found in heavily occupied areas. Air movement also aids in removing body odors. It is particularly important that fresh air brought directly into the room from the outside during cold weather be warmed and blended with the room air before it reaches the bodies of the students. The difference between the temperatures of the room and the inflowing conditioned air should determine the velocity desired. During the heating season a horizontal low-level air flow in excess of 25 feet per minute may create objectionable drafts. During hot weather, air velocities up to 100 feet per minute may be acceptable. However, if this air is artificially cooled, the velocity must be reduced.

Controlled air circulation is particularly important in auditoriums or other areas where large numbers of people assemble. In practice this type of room is warmed for initial, entrance comfort. Added heat from body radiation soon helps make the room uncomfortably warm, especially on balconies, unless ample ventilation is assured. Ventilating and heating fans for such areas should be outside the room, should be of the multiblade silent flow type, and should be segregated from metal ducts leading to such rooms by nonsound-conducting connectors.

AIR TREATMENT

Air cleaning may be necessary in congested areas where the outside air is laden with soot, fumes, or dust. In buildings having cen-

tral-fan air-distributing systems, the air may be cleaned by passing it thru filters or porous moistened screens. It may also be cleaned by washing, by centrifugal action, or by newer electric processes. Localized fan intakes permit local filtering, but with local gravity intake systems, air cleaning is usually not feasible. Some heating and ventilating systems that recirculate quantities of building air move the return air thru dirty or dusty corridors or ducts. The movement of recirculated air thru such channels is quite undesirable, and any air that must be so moved should be thoroly cleaned before being returned to student occupied areas.

Humidification can be provided when desired by injecting moisture into the air. It is generally conceded that a room temperature of 70 degrees and a relative humidity of 47 percent provides about the same feeling of comfort as does a temperature of 75 degrees and a relative humidity of 15 percent. Combustion engineers indicate that from 12 to 15 percent more fuel is required if average room temperatures are increased from 70 degrees to 75 degrees. However, in most school installations humidification is not always easily attained. Humidity controls are extremely difficult to maintain and the humidity is modified only within narrow limits. A small change in temperature is equivalent to a major change in relative humidity in determining comfort levels and many new heating and ventilating installations have no provisions for controlling the relative humidity in classrooms.

Heating Controls

Heating controls, aptly termed the nerves of the heating system, are essential factors in fuel economy, temperature control, and the smooth operation of the heating plant. There are various types of controls ranging from hand-operated dampers or radiator valves to complex automatic systems designed to control temperature and air movements within narrow limits in any or all rooms in a building regardless of outside temperatures, wind direction, or velocity. In some instances hand or automatic zone-control dampers are located in warm air ducts. These are only a partial solution to the problem. Automatic individual room controls that regulate the inflow of the heat-carrying steam, water, or air make it possible to maintain temperatures within desired ranges regardless of occupancy, outside temperatures, or wind velocity or direction.

Heating-plant controls should be designed and operated to render three specific services: maintain desirable temperature ranges; prevent rapid fluctuations within or beyond these ranges; and overcome excessive lags in change. Rapid fluctuation is common when using inflowing heated air as the heating medium. Lags in heating may be found in any heating system where room temperatures are controlled primarily by the rate of firing. When corridor regulators or personal feelings indicate a need for more or less heat, some time is usually required for the heat generator to catch up with the demand. This lag may be pronounced in types of panel heating that use room surfaces as radiating units.

Integration of the action of the heating and ventilating systems is vital to the comfort of the building occupants. In buildings where all or a major part of the fresh air intake is forced into the rooms by central or local fans, there may be little or no ventilation when the heating fans are not in operation, as it may not be feasible to operate the heating fans solely for ventilating purposes. However, air flow can be provided by suitable window or other local air intakes and by the use of suction fans in ventilating ducts or plenum chambers to draw air out of the room. Another problem of integration is that of regulating the air flow to the temperature. Air blown over thermostatically controlled radiating coils, to be tempered before entering the room, may continue at the same velocity when the coil is cold. The room occupants thus may be subjected alternately to warm and cool air. Some variation in such air velocities is possible but not always feasible. It should be feasible, however, to provide for gradual changes in the temperature of the radiating coils.

TYPES OF HEATING AND VENTILATING SYSTEMS

Satisfactory results may be obtained by a number of means and with various types of heating and ventilating systems. There is no one type of heating or ventilating system best adapted to all localities or to all buildings in one locality. The choice of heating and ventilating systems to be installed may depend on cost, maintenance and operating services available, size and location of the building or plant, fuels available, and local standards of building and student comfort desired. Geography has a good deal to do with the choice; the approach will be somewhat different when continued extreme cold is to be considered from what it is when continued extreme heat

is to be considered. Labor policies are a factor; heating systems that make sixty hours a week of custodial service necessary are ill adapted to a forty-hour work week. Another question is that of the responsibility of the teacher for controlling heating and ventilation in his own classroom—shall there be little or much dependence on teacher control?

The administrator shares responsibility with the architect and heating engineer in evaluating these various factors as they apply to local conditions and abilities. The administrator and the board have the final responsibility for considering the various possibilities and for making a final decision on the recommendations made by the technical experts. The administrator should know, for example, that if steam is used as the medium of heat transfer, there may be a choice of direct radiating units with simple one-pipe or two-pipe steam lines, or of complete vapor vacuum systems. This may be varied to a combined radiator-convection system with a part of the heat delivered from direct room radiators and the remaining part by air currents tempered by being blown over steam coils, or direct room radiators may be combined with in-the-room convection unit ventilators. If hot water is the medium of heat transfer, it may be used in the manner outlined for steam. In addition, hot water lends itself readily to radiant panel heating. If hot air is used as a medium of heat transfer, there is the possibility of using an enclosed hot-air furnace, the air to be heated around the furnace by conduction and delivered to the rooms by the use of ducts and fans. Or the air can be heated by radiating coils of hot water or steam, as described above, before delivering it to the room.

In selecting a ventilating system there are likewise several choices. One is the simple gravity system with the fresh air introduced thru windows or wall openings, with ventilating ducts to exhaust the stale air by gravity, preferably aided by propeller vent heads, out thru the roof. This may become a forced ventilation system by installing ample suction fans in the ducts or in plenum chambers serving several ducts, to provide controlled air flow. Or, the ventilating system can be combined with a heating system that uses fan-forced unit ventilators; such a system introduces fresh air into the heating ducts, tempers it, and forces it into the rooms, thus building up a slight air pressure which results in exhaust ventilation out thru ventilating ducts.

Among the factors and conditions that should be considered by the administrator in selecting a system best adapted to his situation, the following may be mentioned. Hot air is more responsive to change than steam or hot-water heat; it warms up quickly and may also cool rapidly. It is often quite well adapted for small buildings and may be used in large buildings when properly controlled. In buildings having many openings or cracks, outside wind pressures may increase the difficulty of controlling the currents of heated air. Steam heat is more flexible than hot-water heat and will heat up faster and cool more rapidly than the hot-water systems. It is adapted to use where the building is not heated during the week ends and there is danger of freezing. The hot-water systems are more steady than the air and steam systems. They are generally more economical than the other systems to operate and when pumps are installed to give adequate circulation, the lag in change of temperature is reduced.

Radiant panel heating seems to be gaining in favor in schools, particularly in preprimary and primary grades and in machine-repair shops where students may work on the floor. This type of heating is designed to produce a feeling of comfort by surrounding the room occupants with surfaces heated to a temperature that will permit a normal but prevent an excessive heat loss from the body. Any room



Radiant heating adds to the comfort of the afternoon rest period

COLLEGE ELEMENTARY SCHOOL, ELLENSBURG, WASHINGTON

surface may be used as a heating panel; in most school installations to date the heating coils have been laid in the floor. Other media may be used, but in most cases hot water is used to carry the heat.

Radiant or panel heating lends itself better to conditions where automatic firing is possible, as, for example, where oil is used, than where firing is by hand. With manual operation, the firemen would have to be on duty at an extremely early hour on cold mornings in order to produce the desired temperatures in classrooms by the time school opened. In large buildings that could not be left unattended overnight if the main heating plant were running, it may be possible to have panel heating in a few classrooms only, operated on a small automatic oil-burner system, separate from the main heating plant, that could be left running at night. Heating and cooling lags, initial costs, and fear of repair or replacement difficulties have caused some schools to defer the use of panel heating. As these difficulties are overcome, more panel installations may be anticipated.

A simple type of ventilation with window air intakes and gravity exhaust ducts has grown in favor. This system may provide a fair air flow when properly controlled and when the difference between room and outside air temperatures is sufficient to set up and maintain the flow. This type depends on teacher regulation. It does not provide a controlled room air movement except that on cold days the air intake may be shut off. This flow can be increased and a fair degree of control maintained by installing suction fans in the ventilating ducts. Positive mechanically controlled ventilation costs more but has advantages, particularly for cold climates, that are not found in the gravity systems. Some attention should also be given to the advantages that may be gained by controlled air motion for cooling in warm climates or on warm days in any climate.

HEATING AND VENTILATING POINTERS

The following suggestions on heating and ventilating systems, their installation and use, are not all-inclusive. They are offered, primarily, as a list of cautions for the administrator.

Simple heating systems should be installed in small buildings when it is unlikely that skilled operational and maintenance men will be available.

Room-fired heaters are not to be encouraged, but if used at all, they should be amply insulated from surrounding combustible mate-

rials and vented. Any gas used should carry a malodorant to serve as a warning if a leak should occur. Gas and oil lines serving room-fired heaters should be carefully installed. They should never pass thru unventilated spaces.

Steam and hot-water lines should be insulated. They should not be used as a source of room heat. Exposed steam lines near entrances are unlikely to deliver effective heat to the radiators they serve. Overhead radiators in shops and in other rooms provide poor heating service unless a fan is provided to circulate the air.

Air intakes at windows should deflect the air so that no pupil need be subjected to drafts of cold air.

Furnace rooms should be segregated from student-occupied areas by distance or treatment; fire-resistive walls, floors, and ceilings are essential. At least one opening to the outside will be needed. Connecting passageways to other parts of the building should be protected by approved self-closing fire doors. Fuel rooms should be segregated from the furnace rooms. Ample supplies of fresh air in the furnace room are essential to good combustion.

Boiler-room areas should be ample to care for future building expansion. Wall openings should be available for the removal or replacement of pumps or boilers. The boilers should be so located that they are easily serviced, tubes cleaned, and replaced. Easily operated ash hoists or elevators will obviate the necessity of carrying out ashes, often up steep stairs, by hand.

Heating and ventilating ducts should be easy to clean. Their intakes should be shielded from furnace-room odors and dust and particular care should be exercised to prevent the introduction of furnace-room ash into the air streams.

Capacity of the furnace smokestack, furnace-room area, and fuel storage should be adapted to the type of fuel that probably will be used over a period of years.

Stoker feeding should be as nearly automatic as possible. A reduction in the number of times fuel must be handled saves time and decreases the amount of dust and dirt in the furnace-room air.

Coal handling should be carefully planned. Adequate bunker space should be provided. The former minimum of storage for 'thirty days' requirements is probably inadequate in view of recent history of interruptions of fuel deliveries. Provisions for handling of coal between the bunker and the boiler or stoker hopper should reduce

labor to the minimum. Similarly, the problem of ash handling should be analyzed to reduce the amount of labor required.

Low-pressure boilers seem to satisfy all school heating needs and are more easily operated than are high-pressure boilers.

Hot-water heaters, usually located in furnace rooms, present potential hazards. Automatic relief pressure valves should be installed. In addition, relief from back pressure, by omitting the intake check valve, may be preferable to total reliance on the automatic relief valve.

Heat lines should be so segregated and valved that heat may be sent directly from the furnace room to administrative offices, auditoriums, gymnasiums, and other areas that may be used at times when the rest of the building is idle. The same principles should apply to ventilating systems.

Room radiators near students should be shielded. Wall-hung radiators facilitate cleaning.

Insulation in the roof or ceiling is essential as a means of preventing heat loss and for cooling in summer. Caulking and weather stripping are desirable for preventing heat loss in cold climates.

Recirculation of air facilitates the morning warm-up and saves fuel. However, the system should be so adjusted that an adequate supply of *fresh* air is delivered whenever the rooms are occupied.

Air cooling, a phase of air conditioning, is not yet common in schools. Its value in added comfort in rooms used in hot weather merits consideration. If artificial cooling is not feasible, provision should be made for controlled air turbulence in such rooms.

GERMICIDAL LAMPS AND AEROSOLS

The use of germicidal lamps and aerosols in schools, for the control of air-borne diseases among school children, is comparatively new and must be considered experimental.² Germicidal lamps radiate

² American Medical Association. Council on Physical Medicine. "Acceptance of Ultraviolet Lamps for Disinfecting Purposes." *Journal of the American Medical Association* 137: 1600-1603; August 28, 1948. (Summarizes medical opinion as to precautions to be followed; should be read in connection with any proposed installation of germicidal lamps in schools.)

American Society of Heating and Ventilating Engineers. *Heating, Ventilating, Air Conditioning Guide, 1948*. New York: the Society (51 Madison Avenue), 1948. "Control of Airborne Infection," p. 217-19. (Each annual edition of the Guide summarizes the most recent findings.)

Langmuir, Alexander D., and others. "Studies of the Control of Acute Respiratory Diseases among Naval Recruits." *American Journal of Hygiene* 48: 240-51; September 1948.

Seagers, Paul W. "Is the Use of Germicidal Aerosols Feasible in Schools?" *American School Board Journal* 116: 58, 60; January 1948.

Wells, William F. "Sanitary Ventilation." *American Journal of Public Health* 38: 775-80; June 1948. (Technical discussion by specialist in research in airborne infection.)

ultraviolet rays, which destroy certain types of bacteria or other organisms that float in the air. In schoolrooms such lamps are mounted high so as to irradiate only the upper air of the room, which by ordinary air movements is constantly being replaced by air from the lower levels. The germicidal aerosols are chemicals—usually some form of glycol—which are sprayed or vaporized in the air in sufficient strength to destroy the air-borne organisms.

Since the effectiveness of these installations is limited to the time the student is in school, controlled experiments are difficult. Available evidence seems to indicate that the use of germicidal lamps tends to reduce the explosive effect and delay the spread of such epidemic diseases as measles, mumps, and chicken pox. No conclusive findings have been reported as to the control of colds or influenza by germicidal lamps or aerosols. Because improper installations can do harm, it is essential that further experimentation in schools should be carried forward only under the most competent engineering and medical supervision.

Germicidal lamps seem to have a positive effect in the control of objectionable germs in food lockers and other limited spaces. The possible values of an ample supply of germicidal lamps in air ducts in central fan systems seem to merit further experimentation. If used, the lamps should be installed and operated under the direction of a competent health authority.

Cleaning Systems

Central vacuum systems have been found useful in large buildings. Suction ducts in the walls provide a number of baseboard outlets on each floor, to which long flexible tubes with vacuum cleaner heads can be attached. Location of the outlets is important; care must be taken to determine the proper spacing. However, portable vacuum cleaners (considerably larger than the household size) provide flexibility of use, cost no more, and can be more easily replaced than the large central system. With the portable cleaners it is necessary to have many electric outlets thruout the corridors as well as in the classrooms, and provisions for transporting the cleaners from floor to floor unless a cleaner is provided on each floor. There should be proper provision for storing each vacuum cleaner and its accessories. Some kind of vacuum cleaning equipment is especially valuable in buildings with cinder-block walls.

Communication Equipment

Electrical installations of several types make possible the intricate system of signals and intercommunication needed in a modern school. Also they make possible the enrichment of the curriculum thru the use of audio-visual aids to learning.

All classrooms should have a minimum of two double-socket wall outlets, one in front and one in the rear. These will facilitate the use of individual radio receiving sets, moving-picture projectors, and certain other types of audio-visual aids. In addition wall outlets should be provided as needed for unit ventilators, wall-hung fans, connections above work benches, and for other special purposes.

TELEPHONES

The size of the school determines the number of outside telephones needed. In large schools, if there is no private branch exchange within the building, at least the following offices and rooms should have an outside phone or extension: principal's office, guidance office, nurse and health room, lunchroom, physical-education office, building superintendent, and bus garage. It may also be desirable to have a pay station accessible to the students. For medium-size and large buildings, some type of intercommunicating system or room telephone system is suggested. Wiring for the telephone system should have its own special conduit and be kept separate from every other type of system.

CALL SYSTEMS

Inexpensive call systems can be designed which use a push-button in the main office near the telephone and single stroke chimes distributed thruout the building and grounds. A separate call code or number can be set up for the principal, viceprincipal, custodian, and any others who may be called frequently.

PROGRAM CLOCKS

Program clocks are necessary in most secondary schools for signalling the time for movement of classes in accordance with a schedule. The master clock is usually in the office, with secondary clocks elsewhere. It is essential that the designer of the clock system be informed of the anticipated number of simultaneous programs, both for day school and night school. The secondary clocks may be

coupled with sound signals for class movement and dismissal. Single and two-tone chimes of pleasing quality can be installed in connection with these clocks in place of nerve-jangling bells or buzzers. The outside signals should be horns or bells; gongs may be used in the corridors and shops. Because of the noise, the relays on the master clocks may be located in a closet rather than in the main office. The program mechanism should permit program changing with ease. Competent maintenance service for the systems should be available. It is not desirable to connect the public-address, radio, or telephone systems into the clock circuit at any time.

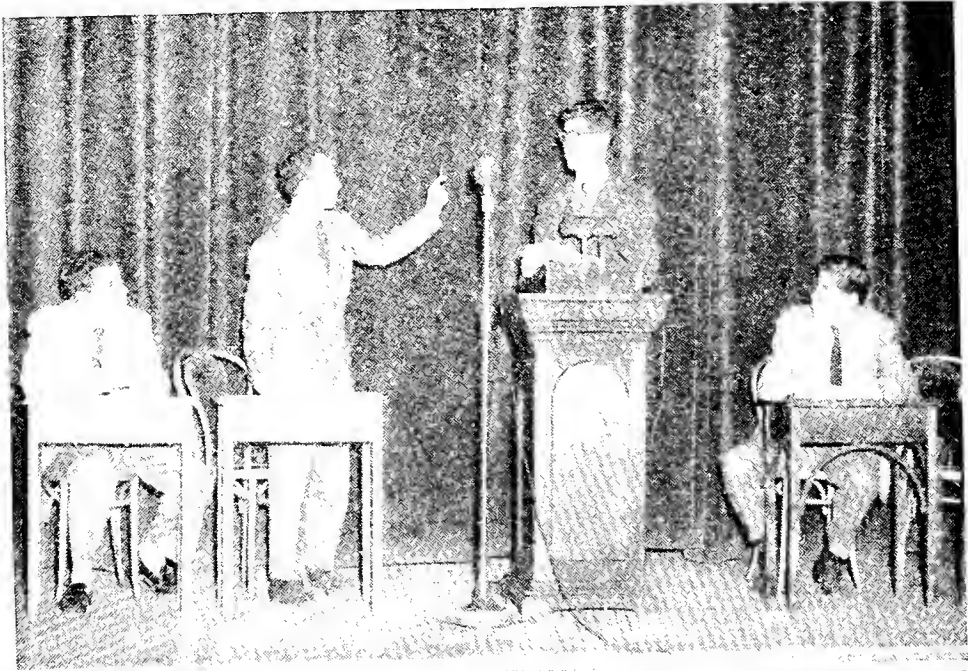
FIRE-ALARM SYSTEMS

Fire-alarm systems may be either manually operated or electric. The manual system usually consists of bells or gongs operable from each floor level. It is best adapted to small buildings where central gongs may be heard in all parts of each floor level, but in some cases multiple installations are made in larger buildings.

The supervised electric system is best adapted for large buildings. "Break-the-glass" alarm or sending stations are commonly used. The current for operation should be on special circuits taken off the main lines between the building transformer and the main panel box. These circuits should not be carried in the power or lighting-service conduits. Another, and perhaps a more desirable, source of power comes from storage batteries with tell-tale warnings or even automatic switching to reserve batteries when the current from one set weakens. A sending station should be within 200 feet of any location in the building. The sounding alarms should be distinctive in tone and volume from any other building signals, and used for no other purpose.

PUBLIC-ADDRESS AND RADIO SYSTEMS

Radio-sound systems have been found useful in school buildings in connection with administration, teaching, and extracurriculum activities. For maximum use by administrators, teachers, and the student body, the school sound system is designed to provide broadcast listening (programs tuned in at the control panel and channeled to separate rooms on request), in-school program origination (such as announcements and pupil broadcasts to the school), recording and playbacks for all classrooms (especially useful in remedial



PUBLIC SCHOOLS, CINCINNATI, OHIO

Schools provide experience in modern skills of communication

teaching in speech and music), and local amplification of special events in the auditorium, gymnasium, and other activity areas.³

Proper scheduling eliminates the unwelcome interruptions to classroom work that have led to criticism of sound systems in some places. Pupil broadcasts can be made from a central control room; the talk-back feature which provides for broadcasting from individual classrooms is not generally recommended. It is desirable, however, to have microphone outlets in gymnasium, auditorium, lunchroom, and other areas depending on the school program. There should be outlets for outdoor speakers near the bus loading platform, athletic field, and playground. To make full use of the recording equipment, portable machines must be provided, and ample room provided for storage of recordings with a maximum of accessibility.

It is important to select equipment for which good service and repairs can be dependably guaranteed. If money is not available for the radio-sound system at the time of construction, at least the conduit should be built in, to provide for installation later.

³ Joint Committee on Standards for School Audio Equipment: U. S. Office of Education, Federal Security Agency, and Radio Manufacturers Association, *School Sound Systems*, Washington, D. C.: Radio Manufacturers Association (1317 F Street, N. W.), 1946. 30 p.
For further discussion of audio-visual equipment, see p. 258-61.

ANTENNA AND GROUND SYSTEM

Altho most radio receiving sets designed for home use have a built-in antenna, it is often necessary in classroom radio reception to use a receiver that connects with an outside antenna, because of the steel construction and electric equipment in the typical school building. It is thus desirable to connect a central antenna and ground system to the classrooms, so that individual radio sets may be plugged in as needed. It is necessary to use separate conduit for this system and to place the antenna outdoors and high above the building.

CONDUIT FOR TALKING-MOVING PICTURES

For any room to be used for sound-moving pictures, it is desirable in laying the floor to run a $\frac{3}{4}$ -inch conduit from the front to the rear of the room, with polarized outlets at each end to carry the sound cable.

TELEVISION FUTURE PROVISIONS

If the school is within fifty miles of a present or anticipated television station, television antennae should be built into the building at time of construction. For this purpose a separate conduit and co-axial cable are installed from the roof to the rooms desiring the service. This cable is rather bulky and needs large sweeps of conduit for its bends. It should be tested out for breaks and leakage before it is accepted. Multiple television antennae now available should be considered as a "future."

Plumbing and Sanitary Facilities

In planning new buildings and in renovating old ones that are to be retained in use, school administrators should make provisions for properly designed, well located, easily controlled, and easily maintained sanitary facilities. The condition and sufficiency of these facilities affect the health and the habits of all school children.

For economy, every effort should be made to group plumbing fixtures of all types. In multi-story buildings, where possible, such groups of fixtures should be stacked over each other on the different floors. Such planning will greatly reduce the number of feed, waste, and vent lines and thus result in substantial economies. Grouping should not be carried, however, to the point where educational utility is seriously impaired.

WATER SUPPLY

It is necessary that a minimum capacity of 25 gallons of water per pupil per day be provided for all purposes, exclusive of swimming pools. The water should be tested periodically by either state or local health authorities, and should not be connected in any way with any system containing impure or unpalatable water.

TOILET ROOMS

Toilet rooms for each sex should be located on each floor. In multi-story buildings the need for toilet facilities will be greater on the first floor than on the upper levels. Where the size of the school warrants, special toilet facilities should be provided for administrators, teachers, and other school employees. For pupils five to seven years of age, toilet facilities should be provided in connection with each classroom. Where such facilities are not provided, it is often desirable to provide toilet rooms for the smaller children separate from those for older pupils. Toilets for public use should be conveniently available to those parts of the building or plant commonly used by the public. This applies alike to summer playground use, tennis courts, and stadiums.

Toilet rooms should have a minimum width of 10 feet. An additional utility space of about 30 inches back of the fixtures is desirable for pipe servicing. Entrances to toilet rooms should be designed to prevent visibility from the corridor. If entrances are properly shielded, toilet rooms for the two sexes need not be placed at opposite ends of the building, as has been traditional practice.

Toilet partitions should be of impervious material. Metal has been widely used but is subject to corrosion and requires frequent painting. Metal partitions with corrosion-resistant finish are available at a higher cost. Still more costly is marble, but where polished marble is reasonably accessible, it is used with good results. Partitions surfaced with plastic and mineral compositions are also coming on the market. Economy and reduction of repairs are effected by omitting doors and connecting overhead bars on boys' toilet stalls.

Floors must be of impervious material; nonslip terrazzo, quarry tile, and ceramic tile are satisfactory. Toilet floors may be of cement if tile is used immediately surrounding the urinals. If cement or nonslip terrazzo is used, it must be kept properly sealed to prevent

deterioration. Cement joints in tile floors must be as narrow as possible to avoid attacks by acids. Sloping of toilet-room floors to the urinals, if of the stall type, and the provision of a hose connection in the toilet room will make cleaning easier.

Positive ventilation with segregated ducts is essential for toilet rooms. Natural light (sunlight if possible), with glass area equal to about 12 percent of the floor area, is desirable. Ample artificial illumination should be provided also. A shelf is essential in each toilet stall as well as in the lavatory area. Mirrors, with shelves below, should be provided, but not over the wash basins.

For pupil toilet rooms, the following ratio of water-closet fixtures to pupils should be considered minimum (at least two water closets should be installed in each general toilet room):

	<i>Elementary schools, one fixture to:</i>	<i>Secondary schools, one fixture to:</i>
Girls	30 pupils	45 pupils
Boys	60 pupils	90 pupils

Individual urinals of the floor type should be provided in the ratio of one to each thirty boys using the boys' toilet rooms. They should be so installed as to minimize sharp angles and to facilitate cleaning.

Additional facilities, properly located with regard to rooms for community use, playgrounds, lunchrooms, and other special needs should be provided in excess of those determined by these ratios.

In kindergarten and primary grades, the baby water-closet bowl (10-inch rim height) should be provided; for upper grades and high school, the junior-size bowl (13-inch rim height) should be provided. Local venting of water-closet bowls is desirable. Water-closet bowls should be vitreous china, should be of the extended lip or elongated type, and should be equipped with impervious, open-front seats. Individual flush valves are recommended where there is sufficient water pressure.

Lavatories or wash basins should be provided in each toilet room in the ratio of one fixture to fifty pupils. They should be so placed that students will pass them in leaving the toilet room. Both hot and cold water should be provided thru one spigot. The basin may be without a stopper. Wash basins should be installed 25 inches from the floor for elementary grades and 30 inches for high schools.

SHOWERS ⁴

Gang and common shower rooms are recommended for boys, using one shower head for each three or four boys in the class. Girls are now provided with the same facilities; however, in most communities it is advisable to have some private showers and dressing stalls. Where gang-type showers are used, controlled by valves located outside of the shower area itself, these should be broken down into convenient size units so that only the number of shower heads that will be used will be turned on. The shower heads should be at shoulder height for the tallest pupils with individual control for each shower head. Protection against scalding water should be provided by means of controls or mixing chambers under the direct supervision of the physical-education director.

Maintenance costs will pile up if the lead pan or membrane waterproofing of the shower room is not satisfactorily installed. The present tendency is to use a membrane type of waterproofing instead of a lead pan. Where a lead pan is used, deterioration is likely to take place if this is installed on a cinder base. An acid condition frequently develops in these cinders and attacks the lead pan, resulting in leaks.

DRINKING FOUNTAINS

Drinking fountains in classrooms are generally considered desirable. There should be a minimum of one drinking fountain on each floor and one for each seventy-five pupils. The fountains should be of a type that will not permit the mouth of the pupil to come into contact with, or waste water to fall back upon, the nozzle. Recommended heights of fountain nozzles are: kindergarten and primary, 24 inches; upper elementary, 28 inches; junior high, 32 inches, and senior high-school pupils, 36 inches.

Corridor fountains should be recessed into the wall. Drinking fountains should not be located in toilet rooms or attached to lavatories or sinks. Frost-proof fountains are desirable on the playground. These should be sturdy, to withstand rough treatment.

LOCAL SEWAGE DISPOSAL

In places where no sewer systems are available for connection, it will be necessary to design a local system including the septic tanks and the overflow or leaching cesspools. This requires the service of a sanitary engineer. The tanks should be designed to take

⁴ See D. 106-107.

care of a minimum of 25 gallons of water per pupil per day. With such local systems, it is desirable to provide grease traps in the kitchen and mud crocks in the garage drains. Special acid-proof pipe should be used in draining the science rooms, shops, and bus garage, and should be run into separate dry wells. These drains should be provided with extra clean-outs located close to the fixtures. Separate dry wells should also be provided for the water conducted from the roof of the building. Wherever sewage facilities must be provided apart from an organized sewage system, plans should be checked by a county health officer or other public-health official.

SWIMMING POOLS

The constant depth pool, of 42 to 46 inches, seems to serve adequately most school swimming-teaching demands and is more economical than the variable depth pools. For interscholastic competition a swimming pool should be at least 75 feet 1 inch long, and its width should be figured in multiples of 7 feet.⁵ The width should provide from four to six swimming lanes, each 7 feet wide.

It is desirable that a piping and electrical equipment tunnel completely surround the pool beneath the deck. A thermostatically controlled heater for the pool water is desirable. A curb around the pool a few inches above the floor will prevent pupils from slipping into the pool, and also prevent splashing floor drainage into the pool.

Care should be exercised in spacing the water supply inlets and drainage outlets to assure proper circulation. In addition to the main drain, provisions should be made for overflow drains, placed at 10- to 20-foot intervals or for overflow gutters around the perimeter.

Care should be taken to avoid a possible reverse flow of swimming-pool water into the water-supply system or of sewer water to the swimming pool. It is an accepted principle that the feed water pipe should be disconnected or terminated above the highest possible water level in the feed tank. This will prevent any siphoning of pool water into the regular water line of the building should there be a failure of normal pressure in these lines. Where the water supply is hooked directly to the circulating system, it is possible under certain circumstances for the pool water to be siphoned into the regular system and later delivered to such outlets as drinking fountains.

⁵ National Facilities Conference. *A Guide for Planning Facilities for Athletics, Recreation, Physical & Health Education*. Washington, D. C.: American Association for Health, Physical Education and Recreation, a department of the National Education Association, 1201 16th Street, N. W., 1947. Chapter 7, "Swimming Pools," p. 84-100.

See also the discussion of swimming pools on p. 107-108.

In order to cut down the cost of introducing fresh water, recirculation and purification of swimming-pool water is customary. Local and state health codes should be consulted before recirculation and purification equipment is approved. There should be a complete change of the pool water once in every six hours for heavy swimming loads and once in eight hours for lighter loads. The purification equipment should include hair strainer, coagulating chamber, filters, and a chamber for the introduction of germicides. Provision should be made for vacuum cleaners for cleaning the pool bottom of sediment.

Control switches for all lights should be located in the director's office adjacent to the pool and equipped with signal or tell-tale lights. All metals used in connection with the swimming-pool area should be corrosion resistant.

MISCELLANEOUS POINTS ON PLUMBING FACILITIES

Specific attention should be given to the installation of plumbing and sanitary facilities in various parts of the building.⁶

Service sinks with a ½-inch hot-water flow should be located in the custodian's closet on each floor. The sinks should be low, with enough room to permit the filling of water and scrub pails.

The work of keeping drain lines open will be facilitated by proper grease traps on all lunchroom drains. Special traps to provide for drainage from the potato peeler will save the headache of many choked drains.

Drainage and venting should be in accordance with state and local sanitation codes and with the best standard practice.

Outside hose fixtures should be provided, one for each 100 feet of the perimeter of the building. Frost-proof hydrants on the campus, one for each 5 acres, are desirable.

Long-range economy suggests the provision of noncorrosive piping, selected not only according to immediate demands, but with a view to possible expansion of the building and its services. Valves and fittings should be selected for ease of service and replacement. All valves should be tagged for identification, and a chart of the plumbing layout should be readily accessible in the custodian's room.

⁶ See particularly the recommendations in connection with various types of rooms in Chapter VI, p. 88-110, and Chapter VII, p. 111-28.

CHAPTER TEN

Building for Safety

THERE is an important, in fact compelling, sense in which the safety aspects of the school plant transcend all other plant considerations. Parents would prefer an unschooled child to a maimed one or one who had died because of an unsafe school building.

Important as safety of school plant looms, however, it should not be confused with or substituted for the fundamental purpose of a school plant, namely, educational service. Safety may be as characteristic of a school building poorly planned for educational service as of a well-planned building. It is proper and essential for those who are responsible for providing a school plant to inquire pointedly, "Is the building worth being made safe?"

This question should be raised both in connection with planning new buildings and in remodeling existing structures. Another way to word the question when remodeling is under consideration is to ask, "Should capital outlay funds be expended to prolong the life of a school building already obsolete insofar as educational service is concerned?" To ask such a question is to answer it; no, if the building will not also respond to educational modernization.

The priority of educational usefulness over safety is illustrated by the procedure followed in one of the states where two departments are involved in reviewing plans for school buildings. The department of public works will not review the plans for earthquake, fire, and panic safety until they have been approved for educational usefulness by the department of education. The transcendent importance of the safety review, however, is clearly recognized in that it is enforced by the police power of the state.

Safety Consciousness in School-Plant Planning and Use

Press and radio reporting of major and minor conflagrations, of earthquakes, wind and flood disasters, and of explosions and other

types of industrial accidents causing injury and loss of life and building damage or loss, keeps us all conscious of building safety in a general way. *General* safety consciousness, however, is not adequate to give assurance that those responsible for the planning and construction of school buildings will do what is necessary to make them safe. *Effective* safety consciousness gives recognition to the "human factor" in the operation program within the building. In building maintenance it recognizes safety, in such ways as the avoiding of slippery floor finishes. It rigorously refuses compromise with planning and construction costs that affect safety. It dictates voluntary and complete cooperation with laws and officials that have safety responsibilities. It results in continuous study of plant conditions and procedures essential to safety in school operation, such as fire drills, exit control procedure, and bus-loading and unloading practices.

School-Plant Items that Affect Safety

Any attempt to list all of the items in a school plant having safety significance would include practically everything found there. It may be worthwhile, however, to discuss briefly at this point some of the things that are of special significance in the safety of the school plant.

In connection with fire safety the most frequently discussed consideration is that of the fire-resistive quality or fireproofness of the structure. Architects recognize a classification of building construction in terms of the degree of fire safety. Type A buildings represent the greatest protection so far as materials of construction are concerned; types B, C, D, and E represent an increasing use of more flammable construction materials. A definition of each of these classes follows:

- Type A: A building constructed entirely of fire-resistive materials, including its roof, windows, doors, floors, and finish.
- Type B: A building of fire-resistive construction in its walls, floors, stairways, and ceilings, but with wood finish, wood or composition floor surface, and wood roof construction over fire-resistive ceiling.
- Type C: A building with masonry walls, fire-resistive corridors and stairways, but with ordinary construction otherwise: i.e., combustible floor, partitions, roof, and finish.
- Type D: A building with masonry walls, but otherwise ordinary or joist construction and wood finish.

Type E: A frame building constructed with wood above foundation, with or without slate or other semifireproof material on roof.¹

Ordinarily the capital outlay budgets of school districts will not finance the construction of Class A buildings. Furthermore, an emphasis on flexibility of school structures tends toward the use of building materials more flammable than those found in Class A structures. Because of those two considerations structures less fireproof than Class A are normally justified provided that no compromise is made on matters controlling safety to occupants.

Altho Class A structures are fireproof their contents often are not; neither are the pupils and teachers who occupy these buildings. It is essential to safety that school buildings of two or more stories be of approximately Class A construction; that is, constructed entirely of fire-resistive materials, including roof, windows, doors, floors, and finish. One-story school buildings having ample corridors and exits and multi-story structures that are zoned with fire stops, including the attic, can be built with more flammable materials.

All school buildings, no matter how many stories high or of what class of construction, must be designed and equipped to prevent flash fires. Wall materials and finishes, curtains and draperies, and proper storage and handling of inflammables are important considerations in preventing flash fires.

Belatedly, adequate attention by fire-control and educational authorities is being given to flameproofing of draperies and curtains, and inflammable decorations and building contents of all types.² Similarly fire-retardant finishes for wood surfaces are currently undergoing rapid development. Public interest and concern in flameproofing is so great that certain manufacturers have been tempted to place on the market products which if used would give a false sense of security. An adequate control of this situation is illustrated in the regulations issued by the California State Fire Marshal.

¹ Holy, T. C. "School-Building Construction." *Encyclopedia of Educational Research*. (Edited by Walter S. Monroe). New York: Macmillan Co., 1932. p. 1036.

A federal report on this topic listed four types with respect to fire resistance, as follows: (a) Fireproof construction, (b) Incombustible construction, (c) Exterior-protected construction, and (d) Wood construction. See: U. S. Department of Commerce, National Bureau of Standards, Central Housing Committee on Research, Design, and Construction, Subcommittee on Fire-Resistance Classification. *Fire-Resistance Classifications of Building Constructions*. Building Materials and Structures, Report BMS 92. Washington, D. C.: Government Printing Office, 1942. 70 p.

² For a good general reference on flame retardants, see: Little, Robert W., editor. *Flameproofing Textile Fabrics*. American Chemical Society Monograph No. 104: National Research Council, Research Project QMC No. 27. New York: Reinhold Publishing Corp., 1947. 430 p.

In addition to establishing definitions and stating penalties for violations this document deals with:

1. Registration and labeling of chemicals for both indoor and outdoor use
2. Registration of flame-retardant fabric or material
3. Registration of flame-retardant application concerns
4. Flame-retardant application standards
5. Field testing for fire resistance
6. Job certification, registration, and labeling
7. Seal of registration
8. Approval of testing laboratories.³

An analysis of the place of origin of school accidents, given in Table 1, shows that about half of them occur in connection with physical education (including outdoor sports), and that vocational shops, general classrooms, stairways, and corridors are responsible for nearly half of the remainder. Special attention therefore, should be given to planning these facilities for safety.

Outdoor accidents predominate for the younger children; indoor accidents for the older pupils. Table 1 shows the figures for two representative groups—Grade V and Grade XI.

While accidents occur to pupils of all ages, the impact is considerably heavier in the upper grades. The following list, from the same source as Table 1, gives a percent distribution to show the grade placement of pupils injured in 1947-48 accidents:

Kindergarten	1.7 percent	Grade VII	11.7 percent
Grade I	5.1 percent	Grade VIII	11.6 percent
Grade II	4.7 percent	Grade IX	13.4 percent
Grade III	5.2 percent	Grade X	9.4 percent
Grade IV	6.0 percent	Grade XI	8.3 percent
Grade V	7.0 percent	Grade XII	8.0 percent
Grade VI	7.9 percent	Total pupils injured . .	100.0 percent

Exits, corridors, and stairs are all of great importance in the design of a safe building. Minimum standards for these facilities are described in detail in the *Building Exits Code* prepared by the National Fire Protection Association in cooperation with the American Standards Association.⁴ The checking of school buildings or building plans against those minimum standards is a technical task that

³ California State Fire Marshal. "Regulations Relating to Flame Retardant Chemicals, Fabrics and Application Concerns." *California Administrative Code*, Title 19, Subchapter 8, Los Angeles: State Fire Marshal, 1106 South Broadway, Los Angeles 15, California.

⁴ National Fire Protection Association. *Building Exits Code*. Eighth edition. Boston, Mass.: the Association, 60 Batterymarch Street, 1946. 110 p.

TABLE 1.—WHERE DO SCHOOL ACCIDENTS OCCUR?

Location of accident	All grades; kindergarten thru twelfth	Two representative grade groups	
		Fifth grade	Eleventh grade
1	2	3	4
In school buildings:			
Gymnasium—other than basketball	14.6%	11.4%	19.4%
Vocational shops	7.6	0.4	9.3
Classrooms and auditorium	7.2	8.3	5.3
Stairs and stairways	6.4	6.9	5.1
Gymnasium—basketball	6.4	2.1	10.9
Corridors	3.3	2.5	2.1
Miscellaneous	2.7	1.7	1.8
Swimming pool and showers	1.7	0.6	1.9
Toilets and washrooms	1.4	1.2	0.7
Domestic-science department	1.2	0.2	0.9
Dressing-rooms and lockers	1.1	1.0	1.2
Laboratories	0.8	0.4	2.3
Total in building	54.4	36.7	60.9
On school grounds:			
Athletics—football	10.7	4.6	24.5
Unorganized activities—accidents other than those designated as running, scuffling, and falls	6.3	11.6	1.9
Unorganized activities—running	5.4	8.9	0.4
Athletics—games other than baseball, football, and soccer	5.4	10.0	6.0
Athletics—baseball	5.0	9.6	2.8
Unorganized activities—falls	4.7	9.3	0.7
Apparatus—swings, bars, slides	4.2	6.2	0.5
Athletics—soccer and track events	2.4	0.6	2.1
Unorganized activities—scuffling	1.5	2.5	0.2
Total on school grounds	45.6	63.3	39.1

Source: Reports of 7144 school accidents for nine school months—April and May 1947 and September 1947 thru March 1948, from school systems enrolling approximately 743,800 pupils. Accidents included are those requiring a doctor's attention or causing absence of one-half day or more. From National Safety Council, 20 North Wacker Drive, Chicago 6, Illinois. Summarized in *Accident Facts, 1948 Edition*, p. 93.

should be done only by persons competent in that special field. Narrow, winding, steep, unenclosed stairs of flammable materials; narrow, dark and dead-ended corridors; narrow and inswinging exit doorways without anti-panic hardware, classroom doors that can be locked to outgoing traffic—these all constitute serious threats to safety in case of panic and sometimes in ordinary use of the buildings. Spiral slides in large steel tubes may be justified in an attempt to improve the safety of an improperly planned existing structure, but they have no place in new buildings that have safe stairways.

Heating plants constitute one of the most common sources of school fires and explosions. Panics too are caused by smoke and fumes from heating plants. Often this hazard can be reduced or eliminated by proper location of the heating plant. If the heating plant must be located in the building, numerous precautions must be observed. Among these are: fireproof enclosure, use of fire doors, safe fuel storage, use of fire-box equipment (especially for oil or gas) only with fire-underwriter's approval, door directly to the outside, ample and fire-resistive storage equipment needed in the furnace room and segregation of general storage from heating plant. When stoves or other types of heating units are used in classrooms similar precautions should be used. In such situations fire- and casualty-underwriter's approval is of critical importance.

Storerooms in school buildings frequently constitute a hazard. Such rooms should be ample in size and of fire-resistive construction. Combustible materials, such as fuel, cleaning fluids, paints and oils should be located in a suitable storeroom outside the main building.

A substantial number of school fires and accidents are caused by improper electrical installations. The *National Electrical Code* sponsored by the National Board of Fire Underwriters and approved by the National Fire Protective Association and the American Standards Association sets standards for safe installations.^a The electrical work in school buildings should be rigorously controlled by those standards. Only persons competent to interpret the standards should be placed in a position of passing upon electrical installations in schools.

Inadequate plumbing sometimes constitutes a health menace in

^a National Board of Fire Underwriters, *National Electrical Code (1947)*. Standard of the Board for Electric Wiring and Apparatus, as Recommended by the National Fire Protection Association. American Standard, approved by the American Standards Association, Pamphlet No. 70. New York: the Board, 85 John Street, New York 7, 1946. 384 p.

schools. Improper traps and connections in the waste disposal system may bring serious results. Where a city-type sewer system is not available, carefully designed disposal systems must be provided on the school site. These should be approved by the health or sanitary authority having jurisdiction.⁶

The danger of explosion of large hot-water tanks should not be minimized. The amount of energy and hence the amount of explosive force stored in a large hot-water tank is frequently greater than in a medium-sized low-pressure boiler. Every possible precaution against failure of safety devices should be taken. Safety devices should be inspected to remove any corrosion. Where possible such tanks should not be located under classrooms.

Swimming pools constitute a special type of hazard that should be recognized in their design and construction. Underwater lighting, nonslip surfacing, good visibility for ease of supervision, well-designed scumgutters, shallow area for beginners, adequate depth for divers, adequate facilities for water purification, and precautions to avoid a reverse flow of the pool water, are all matters deserving attention.⁷

Gymnasium and other playing floors need adequate area, absence of obstacles and sharp corners, proper floor construction and surfacing, separation of athletes from spectators, adequate safety zones around game courts.

Numerous safety hazards are found on playgrounds such as improper fencing, playground surface obstacles and other obstacles such as trees and utility poles, inappropriate surface treatment, poorly maintained hard surfaces, absence of safety zones between courts and fields, and unsafe play apparatus such as swings, teeters and bars.⁸

Shops, homemaking, and science laboratories present numerous safety hazards best known to safety engineers in industrial plants or staff employees in industrial accident commissions.

Highway and street traffic are responsible for so many accidents that planning commissions and highway engineers should be consulted on safety factors in the location of school sites and the development of school approaches. Landscape or general campus planning has much to contribute to school-plant safety. Proper loca-

⁶ See p. 164-65.

⁷ See p. 107-108, 165-66.

⁸ See p. 82-83.

tion of service drives for delivery trucks, separated bus-loading zones and drives, adequate off-street parking, and well-designed lanes for pedestrian traffic serve to illustrate this point.⁹

Among threats to safety are many other items of which only a few are mentioned here: the use of outswinging pivoted window sash, especially when made of steel and placed close to a path or sidewalk; the omission or an insecure placement of eye-bolts to hold the safety belts of window washers; failure to use nonslip, nontrip surfaces around dangerous machinery; or the use of an unguarded halyard cleat on a flagpole.

Good illumination, both from daylight and artificial sources, can contribute much to safety. Dingy corridors, storerooms, and other areas are a contributing factor to accidents and panic disasters.

A few safety precautions should be kept in mind in planning the lighting installation. For example, it is essential to put vapor-proof lighting fixtures in toilets, shower rooms, garages, and swimming pools. Some schools are finding it desirable to install five-watt neon night lights at the ends of all corridors and at exits. These night lights consume very little current and are never turned off. They provide a certain safety factor for entering or leaving schoolhouses after dark, and they are a help to the custodian.

The use of color can promote safety by giving high visibility to moving objects, barriers, close clearances, and edges of openings, and by identifying particular types of hazards. Various color codes for safety have been developed.¹⁰ The suggestions in the succeeding paragraphs are common to many of the codes now in use.

It is desirable to use a high visibility yellow or alternate yellow and black stripes on swing seats, edges of teeters, steps and guard rails of slides, edges of merry-go-rounds, giant-stride ladders, and edges of trucks. A band of yellow on either side of a garage door, or on the lower edge of an overhead door, as well as on the sides of concrete islands between doors, may save accidents. Yellow can also be used as a safety stripe around and on the upper edge of a grease pit. A yellow curbing along bus-loading platforms, and yellow safety lines on the platforms might help to prevent accidents. Yellow can also be used on screens, and on movable metal guards or such machines as hydraulic presses and forging hammers.

⁹ See p. 76-78.

¹⁰ Included Anthony W. "Safety Thru Color." *Nation's Schools* 39: 48; May 1947.



SURVEY GRAPHIC PRIZE-WINNING PHOTO, BY GENE RAYTON,
WILL ROGERS HIGH SCHOOL, TUTSA, OKLAHOMA

The school provides a place for vigorous sports and games

Orange is frequently used for alerting one to danger or emergencies. Thus it is recommended for use on the rims of pulleys and gears, cutting edges, the inside of metal guards, on power controls, and the inside of switch boxes.

In connection with shops, and in addition to the use of yellow and orange, light gray or light green could be used for the body of the machines, yellow for the guards, and the working areas in a light buff. It is very important that the walls and backgrounds for the machines be of a light color.

Red should always be saved for fire extinguishers, fire-alarm stations, and other fire-fighting equipment.

Safety to occupants in school buildings is greatly enhanced when proper attention is given to the fire-alarm system, location and type of chemical fire extinguishers, automatic sprinkler systems, and fire-hose connections; also emergency shut-off valves outside the

building where fuel, oil or gas is used, and pressure release valves on boilers and hot-water tanks.

Planning and Construction Procedures and Controls

It is almost universally true that some of the known appropriate safety installations and devices are missing in each newly completed school building. It is, therefore, incumbent upon the superintendent of schools, not only to have some knowledge of safety considerations in a school plant, but also to follow effective procedures designed to lessen the gap between what should be done and what is actually done about safety in the school plant.

The point of beginning in establishing a control procedure is to fix responsibility for its operation. Since the end product is a school building, the appropriate school-district official, namely, the superintendent, is normally the person for that responsibility. In practice, this fixing of responsibility has not always been clear and definite.

WHO IS RESPONSIBLE FOR SAFETY?

Individual school officials and contractors sometimes have assumed responsibility for the safety of certain phases of a school building without having their individual efforts coordinated to assure a maximum of safety. A safe school plant does *not* result because a host of persons connected with its planning and construction know something of safety requirements and are zealous in their responsibility for having the building made safe. A safe building can be assured only when some one person assumes full responsibility for having incorporated in the building the safety features known by the best qualified technicians.

The person held responsible for operating the planning procedure to assure safe school buildings need not be a safety engineer—amateur or professional. A little knowledge in that direction should not tempt the school administrator, even tho he is being held responsible for building safety, to take in his own hands decisions which should be made only by highly specialized technicians in the field of building safety, such as architects and structural and safety engineers.

Recognized safety codes are not generally familiar to school administrators and are not written for their consumption or use. Yet it is the materials in these codes which, when found in a set of

plans and later incorporated into the school building, produce a safe building. Only persons highly competent as building technicians, such as architects and structural and safety engineers, can effect that result.

Certain hurdles exist which tend to delay or thwart the development of such procedures. Sad but true, there are still situations where the superintendent of schools is largely by-passed in planning school buildings. It is also true that in many communities, especially the smaller ones, the fees of architects and engineers are thought of as *expenses* instead of key investments to protect the much larger investment in school plant. The infrequent occurrence of major school-building programs likewise operates against the perfection of *control procedures* in planning and constructing school buildings.

The road then to the most rapid progress in providing safe school buildings lies in *making better use of currently available safety information and skilled personnel in the planning and construction of school buildings*. This can be accomplished much better by the administrator who depends on the advice of appropriate technical personnel and is armed with adequate planning procedures and controls than by the administrator who undertakes to become competent himself in building-safety design.

STRUCTURAL SAFETY¹¹

Inadequacies of structural design in school buildings are not often made apparent by a complete building collapse. However, the numerous school buildings that have cracked and leaning walls because of inadequate foundations and insufficient tying of structural members furnish evidence of the need for better structural design. Sagging roofs, falling ceilings, and plates on exterior walls that reveal the necessity of tie rods *after* construction is completed, supply additional evidence of structural inadequacies. Another type of disturbing evidence is the frequency of discovery of important deviations from the original plans when school buildings are demolished, or when a major structural reconstruction is undertaken.

The structural design elements under consideration here include: ability of the building to resist lateral forces such as are imposed

¹¹ This section has been adapted from: National Council on Schoolhouse Construction, Central Standards Committee. *Guide for Planning School Plants*. Nashville, Tenn.: the Council (W. D. McClurkin, Secretary, George Peabody College for Teachers), 1946. "Planning for Structural Adequacy," p. 78-80. (A 1948 revision of this report is now in process of publication.)

by extreme winds and earthquakes, ability of the building to resist distortion and rapid deterioration because of foundation settling and overstress of structural members and inadequate ties, and ability of the building to carry the maximum live loads imposed upon it.

Adequate checking of these highly technical matters in school plans and specifications is not within the capacity of the average educational checking agency. Protection of the occupants of school buildings and of the investment in them depends upon some other means of control and fixing of responsibility. It is not impossible to provide that type of plan-checking service at the state level. Some states now provide it. However, awaiting such time as that kind of service is available, generally, other practices may be adopted. Most important of these is fixing responsibility for *structural* as well as architectural design. Such responsibility should be carried thru by a structural engineer to the point where he will sign a statement that the building was actually constructed in accord with the approved plans. The practice of some school districts of dispensing with the services of the architect and structural engineer when the drawings and specifications are completed is indefensible. No matter how competent the local school officials, the building superintendent, or the building inspector, if responsibility is to be fixed and the school district is to get full value for architectural and engineering fees paid, those professionals must be kept in close touch with the project until the completed building is accepted by the school board. *The provision of competent, continuous inspection thruout the construction period is necessary if structural adequacy is to be achieved.*

Any on-the-project agreements between school officials and the builder and any order by school officials to the builder not documented by the architect or engineer should be considered serious offenses. By no other means can responsibility be fixed in the highly technical and important matter of structural adequacy.

PLANNING FOR FIRE AND PANIC SAFETY

The quality and extent of plan reviews and inspection services available to school districts vary greatly thruout the nation. Consequently, there are variations in the procedure to be followed by school superintendents in making certain that a maximum in fire and panic safety has been incorporated in new and remodeled school buildings for which they are responsible.

In states where a competent and adequate state staff is provided to review all school-building plans for safety, to inspect buildings during construction, and to use the police power of the state to enforce full compliance with specifications, the superintendent of the local school district has little to do to guarantee safety except cooperate effectively with the state program.

Likewise where school districts are in counties or cities which have building departments competently staffed for plan review and inspection during construction, safe school buildings will be assured by school district cooperation with those departments.

Probably a substantial majority of school districts in the nation do not have available the above-mentioned services, at least not with adequate and competent staffs. To that group of districts should be added those which have the services available but do not use them because of a tradition of exemption of school districts from controls by other units of local government. In these districts the responsibility for guaranteeing that installations for fire and panic safety are made rests with school officials and depends upon the following of appropriate planning procedures and controls.

The preceding section of this chapter which deals with structural safety outlines a procedure which, if followed, will work with similar effectiveness in guaranteeing safety from fires and panic.

In the case of fire and panic safety, however, the architect, not the structural engineer, is the one from whom the school district should receive a sworn statement that the building was constructed according to an identified and well-recognized fire and panic safety code. All proposed deviations from the safety code should be clearly stated in writing and adopted by formal action of the school board and approved in writing by the architect. Approval by the state fire marshal or the local fire department would be a real protection to the school district.

Strict conformity to a recognized code is the best known way for a school district to provide safe school buildings. In addition to the electrical and exit codes mentioned earlier, general building codes have been issued by the Pacific Coast Building Officials Conference and the American Standards Association.¹²

¹² Pacific Coast Building Officials Conference. *Uniform Building Code*, 1940 edition. Los Angeles: the Conference, 124 West 4th Street, 1940. 370 p.
American Standards Association, Sectional Committee on Standards for Safety in the Construction Industry. *American Standard Safety Code for Building Construction*. American Standard A10.2—1944. New York: the Association, 70 East 45th Street, New York 17, 1944. 83 p.

Administering the School Plant for Safety

Public schools may have some lessons to learn from the major fire disasters of recent years. Size and placement of exits and stairs and the types of doors and hardware used had their usual important role in determining the outcome. The outstanding lesson that might apply to school situations, however, lies in the field of administration. Every thoughtful reader of the stories of school tragedies is impressed with the necessity for control over the conditions under which buildings are *used* and with the importance of adequate, competent, and responsible personnel—principals, classroom teachers, custodians, and maintenance men—trained in preparation for possible fire emergencies, if such disasters are to be averted or minimized.¹³

Of course, there is no substitute for fire-resistant buildings which are planned to minimize the consequences of panic. It is equally certain there is no substitute for proper administrative precaution and control in the use of buildings.

Perhaps the most common, flagrant misuse of school buildings, so far as fire safety is concerned, is the nullification of the anti-panic features of hardware on exits. It is not uncommon to find doors and windows of the highest strategic significance in case of panic that are padlocked, chained, or fastened with a dead bolt during the time the building is in use by large numbers of persons. There are other cases where proper hardware is installed but is out of order. Such a condition is really worse than the use of improper hardware because a false sense of security is given.

There is a real issue in the conflict between the proper use of the anti-panic devices on exits, on the one hand, and the control of pupils and protection of property, on the other. Altho the problem of pupil control looms large in the daily operation of the school, it can only be placed in proper perspective when it is recognized how unimportant it would become in an inquest, as an explanation or attempted justification for padlocking an exit.

Overcrowding of rooms is another common misuse of school buildings. The dangers attendant to overcrowding assembly rooms and auditoriums are quite well recognized and, therefore, commonly avoided. The overcrowding of classrooms, permitting 50 to 70

¹³ American Association of School Administrators, *Safety Education*, Washington, D. C.: the Association, 1940. Chapter X, "Safety Under School Jurisdiction," p. 279-308.

pupils in spaces designed for 30 to 40 also constitutes a very real panic hazard, but it is not so well recognized. In such situations there are no adequate aisles for pupils to go from their desks to the exits.

Social rooms where clubs meet and where parties and dances are held constitute another type of situation that needs careful control. Inflammable decorations and overcrowding are the chief dangers there. It should not be overlooked that the clothes of the occupants in a crowded room may support a flash fire. The flameproofing of textiles and other inflammable materials and decorations is not something that can be done once and then forgotten. Constant administrative vigilance is required.

Similarly constant vigilance by the central administrative authority is necessary to prevent hazardous overloading of the electrical wiring system by the use of unauthorized electrical appliances and gadgets, by the unauthorized extension of electrical wiring, and by the use of oversize fuse plugs to avoid frequent replacement. Where adequate controls are not exercised in these matters, the fire safety designed into the plant is largely lost.

Good design for fire and panic safety eliminates storage spaces for inflammable materials off principal corridors and stairs. But the building design cannot prevent the storage of such materials right in the corridor or on a stair landing. Only by safety-conscious administration can such dangerous practices be avoided.

There can be no attempt here to list all of the situations requiring restrictions for use in the interests of fire and panic safety. Each building presents its individual problems that require analysis followed by corrective installations and the enforcement of appropriate restrictions for use.

It is not the intent of the Commission, in stressing the importance of administrative controls, to minimize the importance of safe construction, but rather to point out that much of the investment in proper construction is wasted, so far as safety is concerned, unless a continuous follow-up is provided.

The activities and operations carried on in a modern school are varied and complex. Many of these have a counterpart in commercial and industrial establishments. It seems apparent, therefore, that the safety ideas that have been put into effect by industry and commerce should have a direct application to the school plant.

Here again the responsibility for making use in the schools of the

applicable safety items from industry rests with the school administrator. His best source of ideas and their application in this connection should be from safety engineers and inspectors such as are employed by industrial accident commissions, large industries, and public-liability insurance carriers. Another source is the statistics on accident facts such as are published by the National Safety Council and by insurance groups.¹⁴ Significant information directly related to schools is being developed for the California Interscholastic Federation Protection Fund.¹⁵ If these facts are made available to the architect, along with opportunities for his consultation with safety engineers and staff members who use the most hazardous parts of a school plant, a relatively safe school building should result.

After all that reasonably can be done to make a school plant safe has been done, there still will be accidents. It is essential, therefore, that each school plant contain adequate, accessible, and competently staffed first-aid facilities.

"Safety and well-being" is a basic principle of planning a school plant.¹⁶ Too often, however, this concept is limited by designers to protection from cold, rain, sun, and moderate winds. Safety *can* and *should* mean much more. Reasonable protection from fire, panic, earthquake, tornadoes, explosions, falling plaster or other building parts, slipping, tripping, collision, street traffic hazards, moving parts of machinery, cuts from broken glass, electric shock, burning by hot water or heaters, eye strain from glare, and nervous strain from excessive noise is not too much to ask of those who design and construct a school building. What safety will actually mean in any plant depends upon the range of competent persons consulted; the soundness and comprehensiveness of the planning and construction procedure followed; the interest, integrity, and administrative competence of the chief executive of the school district; and the awareness by principal, teachers, and other school personnel of their responsibilities for promoting human safety in the daily use of the school plant.

¹⁴ For example: National Safety Council, *Accident Facts, 1948 Edition*, Chicago, Ill.: the Council, 20 North Wacker Drive, 1948. 96 p.

¹⁵ For information write to Secretary-Treasurer, A. H. Ingham, Pacific Grove, California.

¹⁶ See p. 85.

CHAPTER ELEVEN

Materials and Construction in Relation to Utility

SCHOOL buildings may be improved by reflecting in new construction the experience gained with existing buildings. By analyzing the failures and shortcomings in our existing buildings similar mistakes can be avoided. If certain materials and practices have resulted in high maintenance costs, the causes should be determined and bad practices should not be repeated. Where the operation of a building has not been efficient by reason of poor planning, changes can be suggested for new construction.

Persons in charge of maintenance and operation should maintain a cumulative record of suggested improvements in building planning which arise from their maintenance and operation experience. A broadly representative committee, with appropriate subcommittees, should be organized so that not only administrators, but also supervisors, principals, teachers, and custodians, may make their suggestions for improvements in materials and design for new construction. Where local experience is limited, the benefit of wider experience may be secured thru a consultant.

In considering the relative merit of various materials and practices, costs must be weighed most carefully. What might be a logical decision in normal times might be inadvisable in times of special shortages of certain materials with consequent highly inflated costs. For example, a decision to use maple floors in classrooms might give way to a decision to use asphalt tile because of shortages of maple and resulting high costs.

Where possible, standards for selecting materials should be such that later maintenance burdens are not excessive. In all cases savings secured thru the use of cheaper materials should be weighed against any values or qualities which may be sacrificed by such a selection.

Another important principle in selecting material for economy is that it is frequently advantageous to select materials which are indigenous to the area. Ready availability of material and savings in freight costs will frequently weigh the scales in favor of the use of local products. The result may be a building particularly well adapted to the community's needs.

Problems of Building Construction and Installation

This section gives a brief review of experience in the installation and maintenance of various materials in locations that are subject to considerable wear and tear. The rate of deterioration may be held down by foresight in the selection and use of appropriate materials.

CLASSROOM FLOORS

Wood—Softwoods in general do not make satisfactory flooring for classrooms, especially if flat-grain flooring is used. Edge-grain softwood flooring is somewhat more satisfactory but will not have the span of life which is desired in permanent structures.

Hardwood floors give good service. Oak flooring has an open grain and is subject to splintering and is less satisfactory than the close-grain hardwoods. Good quality maple makes a highly satisfactory classroom floor. When finished with any of the good penetrating seals, it has a high light-reflection factor which makes it suitable for modern conditions of classroom lighting. There is no satisfactory classroom flooring now in use which will stand more abuse than maple. After many years of neglect, it can be sanded and sealed and brought back practically to the condition of a new floor. Maple may be laid over a subfloor, which in turn is laid on sleepers. Satisfactory results have also been secured where 33/32 inch maple, end and side matched, is laid directly on sleepers. Stripped maple flooring is sometimes laid in mastic on a concrete base. Strips of maple in approximately 1-foot lengths are held together with a spline. Since the grain of the wood runs in a uniform direction, this method of installation does not complicate the problem of sanding or sealing the floor.

Linoleum—As a floor covering linoleum is reasonably satisfactory. It has, however, some disadvantages. It suffers from maintenance neglect more than does hardwood. The use of harsh cleaning compounds on linoleum will disintegrate the binder and shorten its life

span. Linoleum is subject to indentation from furniture and equipment. Where pupils wear rubber heels of poor quality the linoleum is frequently darkened by so-called rubber burns. One caution in laying linoleum on new concrete slabs is that the concrete slab must be permitted to dry sufficiently before the linoleum is laid. Linoleum should not be laid on a concrete slab which is laid upon the ground, without complete waterproofing protection. Where good maintenance is assured linoleum will continue in considerable favor.

Asphalt tile—Wide use is being made of asphalt tile for classroom floors. The darker shades are unsatisfactory because they do not meet the modern requirements for proper conditions of lighting comfort. As the shades are progressively lightened, less and less asphalt is used. In the past many of the lighter shades, therefore, have been poor in wearing qualities, altho the introduction of plastic into the tile has improved this condition. Asphalt tile is subject to indentation by furniture and equipment. Inferior grades have chipped on the corners and the edges, permitting water to enter the joints and loosen the tile. However, worn sections are comparatively easy to renew. Asphalt tile will be subject to deterioration if a wax dissolved in petroleum solvent is used. It is necessary to use a water-emulsion wax.

Plastic tile—A new plastic tile in light colors is now being put on the market. This material at present is quite expensive but has many indications of being a satisfactory floor material. However, there have not been enough installations to give adequate long-range experience of its qualities in actual service.

Cork—In certain rooms such as libraries, where a flooring having good acoustical value is desired, cork has been used. It requires a high standard of maintenance if it is to give proper wearing qualities and an attractive appearance. Strong alkali must be avoided in cleaning solutions and the surface must be kept well waxed. Lacquer or a light varnish seal can be used to protect the surface.

Rubber flooring—Altho it has been used frequently, rubber flooring has been expensive. The requirements for its care are exacting. It is soft and subject to indentation. It is subject, also, to deterioration thru the use of petroleum solvents found in some kinds of wax and sweeping compounds. Many of the unsatisfactory qualities of natural rubber flooring are expected to be eliminated thru the use of synthetic rubber.

CORRIDOR FLOORS

Cement—Corridor floors of cement are satisfactory, if properly constructed. In actual practice, cement has frequently been most unsatisfactory by reason of the fact that it has been too soft, i.e., subject to wear and dusting. Its appearance also has been poor. The quality of a cement corridor can be vastly improved by reducing the amount of water in the mixture sufficiently to avoid a soft spongy surface. This will also require a thoroly workmanlike job of trowelling. It is important that proper hardening agents be included in the cement. Certain proprietary hardening agents have been developed that will give a surface almost equivalent in hardness and wearing qualities to terrazzo. The integral mixture of proper coloring material in the top coat will greatly improve the appearance. The use of brass dividing strips, to establish units of approximately 40 square feet, is also recommended.

Terrazzo—A terrazzo floor, which is made of marble chips imbedded in cement, with the surface ground to a smooth finish, is an excellent surfacing for corridors altho somewhat expensive. Terrazzo has a tendency to be slippery, but this condition may be improved by the addition of integral nonslip particles in the mixture. The floor is further improved by a sealing and hardening process which gives a smooth sheen and a stain-resistant finish. A sanitary cove base is highly desirable.

Asphalt tile, linoleum, and rubber tile—Asphalt tile, linoleum, and rubber tile are also used for corridor floors, sometimes with a terrazzo cove base. They have approximately the same advantages and disadvantages as for classroom floors except that a dark color is less objectionable in corridors than in classrooms. It is important that at least the first-floor corridor be of a material which will resist the abrasion arising from tracking in of mud and sand.

FLOORING SURFACES FOR OTHER PURPOSES ¹

Laboratory floors—It is important that laboratory floors be of a material that will resist acids which may be spilled. A quarry tile with narrow joints is one type of satisfactory floor.

Kitchen floors—It is important that kitchen floors be of a material which will be grease resistant. A tile, such as quarry tile or grease-

¹ See other references to flooring materials in connection with various rooms listed in Chapters VI and VII, p. 84-129; also p. 162-63.

resistant plastic tile will make a satisfactory floor. Linoleum also makes a satisfactory kitchen floor. Terrazzo with an integral nonslip mixture has also been popular, but by some has been considered too hard. To overcome this disadvantage rubber mats can be used.

Auditorium floors—A cement floor, properly sealed and hardened, will make a satisfactory auditorium floor. However, the aisle should be of a resilient material. Linoleum, cork, asphalt tile, or rubber tile may be used for the aisle strip. If the auditorium floor is laid on the ground, linoleum should not be used without complete waterproofing protection.

Stair treads—Terrazzo with an integral nonslip mixture, cast in place, altho expensive, is a most satisfactory stair tread inasmuch as it is possible to secure a full cove base at the back and sides of the tread. Precast terrazzo or precast cement treads with integral nonslip material, carborundum-impregnated steel treads, or hard natural stone treads are also satisfactory. Slate and marble treads are much too soft and soon become cupped and unsafe because of wear. Any type of nosing which may become a stumbling hazard should be avoided.

INTERIOR AND EXTERIOR WALLS

Interior walls—One pronounced tendency in recent years has been to use exposed cinder block or brick for the finished interior walls and partitions, instead of plastered surfaces. In some sections of the country where cinder block is not available, a block made of a light-weight aggregate, such as lava, shale, or slag, may be used instead. Where cinder block is used, the walls to wainscot height are usually built of glazed brick or tile. If the aggregate of which the cinder block is made is ground fine, the surface of the block is reasonably smooth. It is important that all cinder block be well made and well cured. Cinder block has acoustical properties and when painted presents a pleasing appearance. It does, however, reduce the light-reflection factor as compared with painted plaster.

Chalkboard—Chalkboards are so generally used in classrooms that they may be considered as a part of the wall surface. Natural slate has been losing favor as chalkboard. One reason for this is that the slate now available is full of imperfections. Another reason is the demand for a chalkboard with a light-reflection factor of 20 to 25 percent, which is much higher than slate.² Some experiments

² See p. 223.

have been made in applying an abrasive paint to the slate to give it a light-green writing surface. The permanence of such treatment is not yet fully established. Most of the light-green chalkboards now in use are of either composition or glass. The quality of composition boards varies greatly; if one is selected, it is important that a board be chosen that will give good service, and that it be installed properly. Some glass chalkboards are made of a tempered glass which is subject to an explosive disintegration if the edge of the board is struck with a sharp blow or if the surface is chipped.

Tackboard—Tackboard vies with chalkboard as an essential part of the wall surface in a modern classroom. Cork is a desirable tackboard material, as it appears to be self-sealing and will continue to grip the thumbtacks firmly after much use. The cork comes in rolls or mounted on plywood boards. A very light color of cork is needed in order to meet acceptable standards for light-reflection factors, comparable to those recommended for chalkboards. Some kinds of vegetable-fiber board, altho less resilient than cork, can be used for tackboard. One good material for a tacking surface is a soft white pine, similar to the wood used for drawing boards, but the cost is high. In some classrooms reversible boards are in use—chalkboard on one side, tackboard on the other. The lower edge of the board rests in a narrow trough and the top slopes back slightly to the wall to form an easel.

The problem of leaking walls—One of the greatest maintenance problems experienced by school systems has been that of leaking walls. Large sums of money have been spent for correction of water conditions caused by the penetration of moisture thru exterior walls. Many times the condition is not corrected until after severe damage has been done to the plaster on walls and ceilings. There are many causes for leaking walls. One frequent cause has been the use of a mortar which has not been sufficiently plastic to prevent shrinkage cracks. A high cement mortar with too little lime, or some of the so-called patented mortars, have developed hair-line shrinkage cracks between the mortar and the brick work. In certain cases these cracks are sufficiently serious that a thin knife blade may be inserted. A driving rain will force large quantities of water thru the wall. A raked type of joint instead of a tooled joint tends to contribute to such a condition.

Improper workmanship in the construction of the wall is also

a very large factor. Frequently the vertical joints will be nothing but a thin surface buttering of the brick. Excessive voids in the wall permit ready penetration of water once it has broken thru the outside surface. There is no substitute for adequate, competent, continued supervision at every stage of the construction if a good wall is to be secured.

Frequently the construction of the parapet wall is also a factor. Occasionally common brick instead of face brick may be used for the inside of parapet walls with the result that these porous brick soak up large quantities of water. In other cases the flashing on the inside of the parapet wall is installed in such a manner that it draws water into the wall by a sucking action. The lack of proper thru-flashing is also an element. Occasionally proper expansion joints in flashing have not been provided, with the result that the flashing will tear when the wall expands under heat. Cast stone has been notoriously permeable and its use as a coping or trim has also contributed to bad water conditions. The absence of proper furring on the inside in the construction of walls frequently results in a condition where moisture condenses on the inside walls, due to the fact that the interior wall is cold causing condensation of moisture when in contact with humid air.

Efflorescence, which is the formation of an unsightly white surface on brick work, is usually caused by moisture entering the wall and bringing soluble salts to the surface. Some bricks are of such composition that they will effloresce even in the best constructed wall. This latter condition can be eliminated by the brick manufacturers at relatively small cost by the addition of certain salts in the manufacturing process. It is important in the selection of brick to secure a brick highly resistive to efflorescence.

WINDOWS AND EXTERIOR DOORS³

Window sash—In warm climates the awning type of sash is very popular. This type is less popular in colder climates because some of the types of hardware used on such sash do not close the windows as tightly as is required. Where prismatic glass block is used in walls, the vision strip of clear glass is usually of a pivoted type, either wood or metal sash. Metal windows of the casement type have not been popular in colder climates because of the difficulty of getting

³ See p. 226-32.

sash to fit well enough to prevent excessive air infiltration. Such sash are also unsatisfactory because of the difficulty of securing proper control of ventilation without uncomfortable drafts.

Where steel sash of double-hung type are used, it is important that a regular painting schedule be maintained in order to prevent corrosion. Forecasts were made that after the war aluminum double-hung sash would be as cheap as those made of wood. While the price spread between the two types has been reduced, aluminum has not yet been able to compete on an equal price basis with wood or steel. In computing costs it is important to keep in mind the savings resulting from the fact that aluminum or other nonferrous metal sash need not be painted.

In considering the type of sash, it is important to keep in mind that the sash selected should permit the installation of a proper type of window shade. It is important also to plan for the method of cleaning the exterior of windows.

Exterior doors—Exterior doors should not be made of plywood unless they are made with water-resistant resins, or are so placed as to be well protected from the weather. In order to eliminate the vertical type of locking bar on panic bolts, good practice indicates the installation of a mullion in double doors. This mullion should be of a removable type on all doors which are likely to be used for admission of the larger items of equipment.

Exterior door checks should be of the full rack-and-pinion type with a checking action on the later part of the opening swing as well as a checking action on the closing swing. Where there is no checking action on the opening of the door, frequently a strong gust of wind will slam open the door so violently that any door stops will be loosened and frequently the door damaged. In addition a safety factor is involved inasmuch as any child who has hold of the door may be thrown as the door is blown violently open.

VENTILATION OF GYMNASIUM LOCKERS⁴

Proper ventilation of gymnasium lockers is secured by separating back-to-back lockers approximately 5 or 6 inches. This space is enclosed on all sides by steel panels, vents being taken from the top of the panel and connected to a mechanical exhaust. If the backs of the lockers are perforated with holes about $\frac{1}{2}$ inch in diameter

⁴ See p. 104-107.

(as many as will not interfere with the strength of the back panel) air can be drawn thru louvers in the fronts of the doors, thru the lockers, and thru these holes into the ventilating chamber. To facilitate drying and ventilation of gymnasium clothing, a locker $7\frac{1}{2}$ by 24 by 12 inches will permit the clothing to hang freely on the hooks instead of being stored in a lumpy mass as is usually the case in a locker 12 by 12 by 12 inches. At present a $7\frac{1}{2}$ -inch locker is not included as a standard size in the Simplified Practice Recommendations of the United States Bureau of Standards, but an effort is being made to secure its inclusion. The narrowest standard locker now is 9 inches in width.⁵

If the installation is properly planned before pouring the locker-room floor, the ventilating ducts may be taken from the bottom of the ventilating base thru the floor and run on the underside of the slab. This method is not highly satisfactory if the space below the locker-room floor is colder and the problem of condensation in the ducts causes their corrosion. In most cases ventilating ducts are carried on the locker-room ceiling.

ACOUSTICAL TREATMENT

The importance of providing proper acoustical conditions in schools is now generally accepted. Maximum utility of rooms can be achieved only thru setting up proper conditions of sound control. No longer can this problem be ignored if conditions conducive to educational growth are to be provided. Three main objectives are to be met in proper sound control: (1) achievement of good hearing conditions in auditoriums and other rooms, (2) noise control, and (3) sound insulation or reduction of sound transmission from room to room. Acoustical materials, carefully chosen and installed, are essential in accomplishing these purposes, but other factors of basic design and construction are also important.

Achievement of good hearing conditions in auditoriums and other rooms—Certain types of defects, such as objectionable echoes and dead spots, arise from improper design of an auditorium. Avoidance of such defects and provisions for proper reinforcement of sound are the function of the acoustical engineer. If competent engineering service is not secured, any acoustical defects in design will be diffi-

⁵ U. S. Department of Commerce, National Bureau of Standards. *Steel Lockers*. Simplified Practice Recommendation R35-44. Washington, D. C.: Government Printing Office, 1944. 3 p.

cult to eliminate since they arise primarily from the form and shape of the auditorium.

Another defect, which is probably the most frequent cause of bad acoustical conditions, is excessive reverberation. This defect is not difficult to avoid in new structures or to eliminate in existing buildings. While the acoustical engineer will avoid this defect in new structures, the superintendent or his technical assistants should be familiar with the factors involved in the correction of such defects in existing buildings.

Reverberation has been defined as "the persistence of sound within an enclosed space after the sound has been cut off." The reverberation time of a room is defined as "the time in seconds for the average intensity of the reverberant sound of a specified frequency to decrease to $1/1,000,000$ of the initial intensity." If the reverberation time is too great one sound is superimposed on another, resulting in a confusion which reduces intelligibility.

The factors which affect reverberation time are principally the volume of the room and the sound absorbing characteristics of the walls, ceilings, and contents of the room. Since each occupant of the room has an absorption coefficient equal to three or four square feet of perfect absorption, it is important to compute the reverberation time in relation to the various numbers of persons which make up the usual audience in such rooms. The Sabine formula can be easily mastered by any person desiring to compute the reverberation time for a room.⁶

The chart shown as Figure 14 shows the desirable range of reverberation times for rooms of different sizes. When the auditorium is used primarily for music, the reverberation time should fall in the upper part of the acceptable range. For general use, however, a reverberation time close to the lower part of the range should be selected.

Reduction of reverberation time is achieved by the installation of the proper amount of sound-absorbing material. It is important that the amount required be mathematically computed. Too little or too much will result in unsatisfactory conditions.

Noise control—Typewriter rooms, lunchrooms, and shops are examples of rooms where the noise level is too high for comfort and efficient working conditions. The reduction of the intensity of sound

⁶ Sabine, Paul E. *Theory and Use of Acoustical Materials*. Chicago, Ill.: Acoustical Materials Association, 205 West Monroe Street. No date. 19 p.

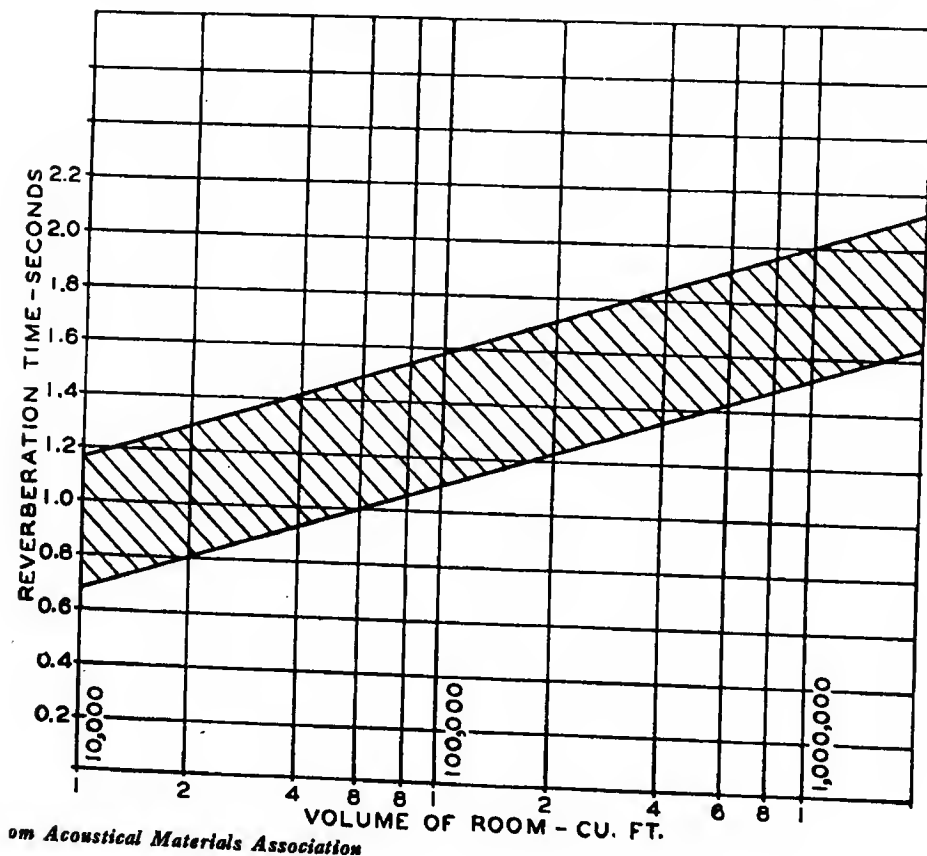
in such rooms is accomplished by the installation of sound-absorptive materials. For most school applications, covering of the ceilings with acoustical material having a noise-reduction coefficient of .60 should be ample. Where such rooms are used for instruction, care must be exercised to keep the reverberation time within acceptable limits.

Sound insulation or the reduction of sound transmission from room to room—Sound insulation refers to “the reduction of sound intensity when transmitted from room to room by way of intervening walls, floors, or ceilings.” (Transmission of sound from noisy areas thru open windows is a matter to be controlled by proper location of noise-producing rooms to achieve relative isolation.) Walls and floors act as a diaphragm to transmit sound vibrations from one room to another.

Contrary to popular belief, sound-absorptive materials have rela-

FIGURE 14

DESIRABLE RANGE OF REVERBERATION TIME



tively little efficiency in reducing such sound transmission. Reduction of transmission of air-borne sound is dependent largely upon the weight of the partition per unit area and upon double-wall construction in which the studs or members supporting one side of the double wall do not touch and are not attached to the studs or members supporting the wall on the opposite side. Reduced transmission



PUBLIC SCHOOLS, ERIE, PENNSYLVANIA

Many forms of creative activity find expression at the school

of impact sounds, or of sounds due to vibration of machinery, is achieved largely by cushioning the impact or vibration before it can be transmitted, for example, thru a floor to the room below. This is done by the selection of a proper floor covering, and, in the case of machinery, by installing the machinery on floating or resilient mountings. Air ducts also act as sound carriers and should be given consideration in planning for good acoustics.

Acoustical materials—Federal specification SS-A-118a groups acoustical units into four types with various classes under each type.⁷ Materials are further graded on the basis of their noise-reduction coefficients. A noise-reduction coefficient is the average of absorption coefficients at 256, 512, 1024, 2048, and 4096 cycles. A coefficient of .60, for example, means that one square foot of the material has

⁷ U. S. Department of Commerce, National Bureau of Standards, *Acoustical Units: Prefabricated*. Federal Specification SS-A-118a. Washington, D. C.: Government Printing Office, 1948. 14 p.

sound-absorbing qualities equal to 60 percent of one square foot of an area of perfect absorption, such as an open window. The grade selected should be based on the noise-reduction or sound-absorption coefficient which will reduce the reverberation time to the acceptable range.

Selection of material should take fire resistance into account. Local code rulings on the degree of combustibility permitted should be considered. Another factor is that of paintability. Many acoustical materials lose much of their absorbing efficiency when they are painted.

The type of mounting should also be considered with the selection of material. Where combustible materials are cemented directly to a concrete slab, the units will burn much more slowly than if installed with a furring space between the slab and the acoustical unit. There have been numerous instances of failure of cement to hold acoustical units in place. Factors of safety, therefore, dictate that in high-ceilinged auditoriums reliance be placed on other methods of installation than cementing because of the danger of falling of the units and because of the expense involved in scaffolding should units need to be recemented. Failure of cement where acoustical units are applied to a corridor ceiling or a ceiling of a room with relatively low-ceiling height, is not as serious as it is in gymnasiums or auditoriums.

Acoustical plaster is not in high favor as an acoustical material for schools. Its effectiveness is dependent, in too large a degree, on the workmanship on the job. If not mixed and applied with the greatest of care, there will be a lack of uniformity in its absorption coefficient. Also, its acoustical properties are reduced by painting.

MISCELLANEOUS ITEMS OF CONSTRUCTION AND INSTALLATION

In seating layouts for auditoriums it is essential to allow for the slant of the seat-back in figuring the space for the rear row. Where a row of seats, for example, is installed immediately in front of a rear wall or rail, an allowance of 6 to 8 inches of extra space should be made.

It is of help to the operating staff if provision is made for changing the bulbs in high auditorium fixtures without the use of a ladder. A winch should be provided for lowering these fixtures.

The installation of all stage rigging should be carefully planned.

in advance of construction of the building in order that inserts for appropriately spaced I-beams may be installed in the stage-ceiling slab when it is poured. This will greatly facilitate the installation of stage rigging. This suggestion applies only where provision for a full gridiron or fly gallery is not made.

In a similar manner the installation of the equipment in the gymnasium and corrective room should be planned so that during construction proper facilities for attachment of equipment will be made. Inserts required for hanging all other equipment should be provided for during construction.

One frequent mistake in switching arrangements for lighting on stair-wells is to have the lights on all landings controlled by one switch. Where the light is needed on one landing more than the others, this should be separately controlled in order to conserve current. Intermittent controls for corridor lights will frequently permit adequate lighting with one-half of the lights turned on.

Care should be exercised to provide a satisfactory method of installation of handrails on stairs, if frequent reanchoring is to be avoided. In some cases the brackets can be bolted thru the side wall. Where this interferes with proper appearance, the handrail bracket can be bolted to a sturdy steel plate which in turn is substantially anchored to the wall by expansion shields and bolts.

It is important that all equipment in corridors, such as fire extinguishers, drinking fountains, and radiators, be properly recessed. It will be advantageous to provide recesses for other types of equipment thruout the building. For example, a recess should be provided in the gymnasium into which the piano may be rolled when not in use. This recess is usually covered with a heavy wire screen door to prevent any damage to the piano.

Many school systems have encountered operational difficulty where openings to incinerator shafts are placed on each floor of multi-story buildings. The shafts become clogged and if a match is dropped in a shaft, clouds of smoke envelop large sections of the building. Many buildings now provide only one opening.

Door mats inside of entrance doors will be a stumbling hazard unless the necessary recess has been left in the floor slab to keep the mats flush with the surface of the corridor floor. If grills or pits are used instead of mats, proper provision should be made in advance; for example, when the concrete slab is poured.

Operation and Development of Grounds⁸

Proper planning of the development of grounds will result in saving large amounts of maintenance and operation expense.

The operation of the grounds is made more efficient if proper provision is made for storage of ground equipment such as mowers, rollers, and the like in spaces accessible from the grounds.

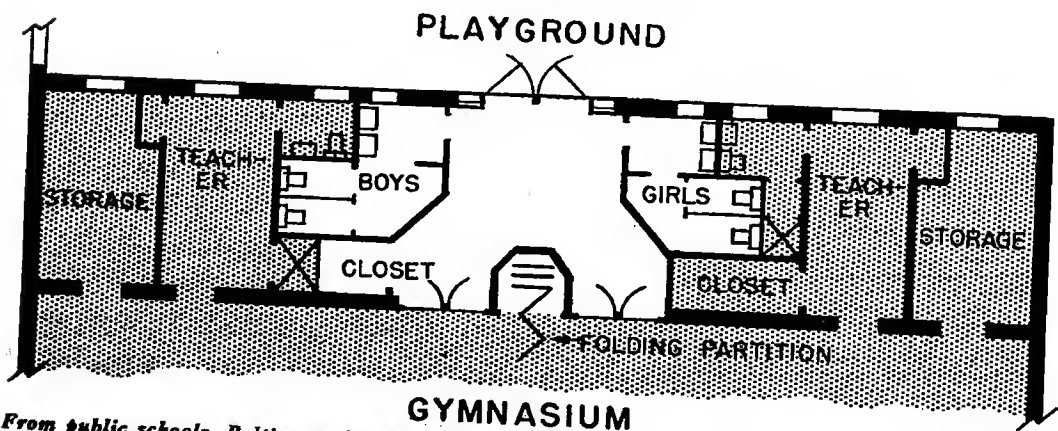
The operation of the grounds as recreational areas outside of school hours and during summer vacations is improved by providing convenient storage for the recreation equipment such as balls, bats, and tennis nets. Toilets should be provided, so planned that children using the playground may have access to them without having access to other parts of the building. This reduces the policing duty of the custodial staff and makes possible the efficient use of the playground and these limited facilities at hours when the custodian is not on duty. The recreation leader will be able to accept responsibility for supervising these limited facilities when they are efficiently segregated from the rest of the building. A sketch of such an arrangement is shown in Figure 15.

Walkways or paved areas should not be laid against the building unless they are anchored to prevent settlement. Settlement imme-

⁸ See Chapter V, p. 73-83.

FIGURE 15

LIMITED BUILDING FACILITIES MADE AVAILABLE TO PLAYGROUND



From public schools, Baltimore, Maryland

Toilets and one storage closet are available to playground when inner doors to gymnasium are locked.

diately adjoining the building will result in pools of water being collected on the walk or paved area immediately adjacent to the building, and may cause the water to penetrate the building wall.

It is important that in setting the level of all walkways on the grounds these levels be set at a point high enough to provide drainage away from the walk even after allowing for settlement of the walk itself. If levels of walks are set too low, water is collected on walkways causing the students to walk thru mud to by-pass these pools of water. Operation of the building is greatly simplified by properly planned walks. It is important also that walkways be laid on natural paths of travel.

Where a large area drains in one direction, even with a gentle slope, the volume of water will be so heavy at the foot of the slope as to cause heavy erosion. Large areas should be drained on a "turtle-back" type of contour, unless the use of play areas can be so rotated that a turf covering can be maintained. The area should be slightly higher in the center and drained in two, three, or four directions. This drainage should then be collected at intervals on the perimeter of the area. In climates having heavy rainfall, drainage should be so designed that water, except on grass-covered areas, will be picked up by drains without travelling a distance of more than 100 to 125 feet. There will be very little erosion even during the heaviest storm where play areas have been designed properly in accordance with this principle.

Another important principle is to collect drainage at the top of the slope. The only water which should run down a slope is the water which actually falls upon that slope. To prevent erosion, therefore, a short steep slope is to be preferred to a long gradual one. Wherever possible, drains should be so placed that any clogging will not result in a flooding of the building but a run-off of water to other parts of the site.

In areas where the subsoil is not readily porous but is resistant to water penetration, it is important, when shaping the field, to be as exacting on the contour of subsoil grading as on the contour of the final finished grade after the top soil has been applied. Where subsoil contours hold water as in a basin, the top soil does not properly drain and continues to be soft and muddy.

Since it is impossible to keep grass on a small area subject to continual heavy play, a difficult problem of surfacing arises. In addi-

tion to the impervious surface which is laid in most communities to serve as a bad-weather playground, the larger area will need some treatment if it cannot be kept in grass. The proper mixture of sand and clay for such a playground is seldom secured. Such areas are frequently dusty and become a nuisance to neighbors. Conditions on this type of playground are greatly improved by the use of a proper oil treatment, or by soil stabilization. Such treatment will not only keep down dust but will reduce mud on the playground in wet weather. Oil treated grounds are available for play after a rain much more quickly than those untreated.⁹ Where asphalt or other impervious surfaces are used, the problem of erosion is minimized. In some areas soil stabilization by the use of asphaltic materials will provide a satisfactory surface.¹⁰ The problem of playground surfacing is dealt with at length in a report of the Association of School Business Officials.¹¹

New Trends in Materials and Construction

During the war, flights of fancy on the part of some advertising departments led the public to believe that new and revolutionary changes in construction were to be expected immediately after the war. War research led to the development of many new products and to the improvement of products already in use. None of these products at the present time, however, gives indication of any fundamental change in basic construction methods.

Most of the improvements in materials will affect finishes rather than the basic structural members. The development of new plastic flooring has been mentioned earlier in this chapter. Increasing use of plastics will undoubtedly produce many products that will find increasing use as finishing materials, hardware, and fittings. Plastics will have much wider application in electric fixtures, both incandescent and fluorescent. One plastic recently developed as a shield-ing louver is whiter than a metal louver painted with the whitest paint known.

⁹ The usual method of oiling playgrounds is to apply oil at the rate of approximately $\frac{1}{4}$ gallon per square yard by means of tank-spray trucks. The smaller areas inaccessible to such a truck are supplied by manual portable equipment. It is usually necessary to have the ground fairly smooth so that there will be no danger of the oil settling into pockets. Most oil used would conform approximately to the following specification: Viscosity—100/110 at 100 deg. F. (Saybolt Universal); flash point, O.C., deg. F.—Min. 320; color, N.P.A.—Max. 3.

¹⁰ Barkdoll, O. R. "Miracle Dirt" for Playground Surfacing." *School Business Affairs* 14: 1. 7-8; November 1948. Sioux City, Iowa: Editorial Office, Association of School Business Officials (1221 Pierce Street).

¹¹ Association of School Business Officials, Research Committee on Playground Surfacing, John T. Cate, Chairman. *Playground Surfacing*. Bulletin No. 7, Kalamazoo, Mich.: the Association (Secv. H. W. Anderson, 306 East Lovell Street), 1940. 56 p.

Several trends in materials and construction, revealed in present-day school-building plans, are discussed in other chapters. For example, radiant or panel heating in schools today may be classed as new, altho the principle was used by the ancient Romans.¹² Prismatic glass block, the use of which appears to be growing, especially in northern climates, is a relatively new material for schools.¹³ Opinion as to its desirability is still divided. The increasing uses of cinder block for interior walls instead of plaster, and the increasing uses of acoustical treatment in all school-building interiors, are discussed earlier in this chapter. The growing emphasis on problems of lighting is reflected in the fact that this book devotes an entire chapter to the topic.¹⁴

Because of economic conditions, the marketing of many new and improved products has been greatly delayed. Testing of many of these new products both in the laboratory and in the field will be required before a final judgment on their relative merit can be made.

¹² See p. 153-54.

¹³ See p. 228-30.

¹⁴ See Chapter XIII, p. 217-43.

CHAPTER TWELVE

Economies in Construction and Design

IN PERIODS of high costs it is important that public opinion be readjusted to the cold facts of a new price level. Waste and extravagance must be avoided but attempts to cut costs too severely would be as foolish as buying a suit of shoddy material a size too small. The purpose of this chapter is to discuss some of the factors involved in making a sound investment in school buildings, which is the measure of true economy. Economies in relation to heating and ventilating, plumbing, and lighting, are not discussed in this chapter inasmuch as they are covered elsewhere.¹

Thruout this discussion it is important to keep in mind that most facts or conclusions are not universally applicable to all sections of the country. What might be economy and good practice in California or Texas might be unwise in Minnesota or Virginia. Geographical factors will be noted in some cases, but adjustments to varying conditions must be made by the reader. Because of wide variations in conditions there are very few categorical statements that are universally applicable and valid. The language of the chapter is therefore modified to suggest what *may* be applicable. Whether these suggestions are valid in a particular community is a decision to be made at the local level.

True and False Economy

Economy in school design and construction is not merely securing the cheapest possible first cost. There is a difference between true and false economy. True economy is a complex relationship between original cost, educational utility and efficiency, and maintenance and operation expense. The omission of needed rooms and facilities, especially to the extent of handicapping the educational program, is not economy but curtailment. Cutting room sizes or space re-

¹ See Chapter IX, p. 146-66, and Chapter XIII, p. 217-44.

quirements below a desired minimum likewise should not be classed as economy. Any curtailments that reduce the efficiency of other areas should be classed as false economy. For example, cutting costs by providing inadequate locker-room space may waste a substantial percent of the cost of a large gymnasium by lowering the efficiency of the physical-education program. Original so-called economy secured by the use of softwood floors in the gymnasium may be more than wiped out by the necessity of laying a hardwood floor later when the original floor begins to splinter after a few years of use. Any economy, therefore, must be weighed in terms of long-range factors of educational utility and maintenance and operation costs.

True economy demands that no building be constructed except in conformity with a long-range plan. If a building does not fit the educational program, or if a foreseeable change in the administrative pattern or in administrative units should limit the need for the building, a substantial part of the construction cost may thus be wasted. If a schedule of needed facilities overestimates the true requirements, or if population studies are so inadequate that a large number of permanent rooms are built to meet a temporary bulge in the birth rate, when a less expensive solution can be found, the amount spent for such construction is largely wasted. Moreover, a continuing waste is involved in the increased maintenance and operation expense for heating and maintaining a building only partially needed. Construction and design on the basis of adequate educational planning is, therefore, the first major step in true economy.

A comparison of cubic foot costs or square foot costs of buildings is not a full measure of economy in construction. For example, eliminating substandard basement areas, the lowering of ceiling heights, and the use of flat roofs help to cut down on waste space. They all reduce the total cost of the building but increase the cost per cubic foot or square foot. It is important, therefore, to make comparisons also on the basis of total costs of the project and on the basis of costs per pupil.

Adaptation of Building to Site

Economy in construction is facilitated by the selection of a good site, judged on the basis of location, shape and contour, and character of the soil. Frequently savings in the original cost of the land are more than offset by extra expense involved in site development

and in extra cost involved in the building of the structure. In the earliest stages of design of the building the topography of the site should be given most careful study.

A site-development plan should be prepared, at least to the extent of determining the plan for grading, and the grade levels of the various sections of the site. These should be determined, usually, in such a manner as to balance cut and fill and make it unnecessary to haul earth to or from the site. Grade levels should be carefully established so that the building may be planned to take advantage of all contours without waste of space or unnecessary construction costs. For example, where the grade elevation at the rear of the building is considerably lower than that at the front of the building, facilities which require a greater ceiling height, such as the gymnasium, may be dropped to the lower level. Wherever possible, site planning should be related to established street grades.

One of the most important factors is the setting of floor levels at the proper elevation. Floor levels should be determined in relation to the contours to be finally established, rather than to those of the undeveloped site. If the first-floor elevation is set too high, assuming a structural slab, the result is costly construction of substandard basement space. Where the axis of a building does not run parallel to a contour line, the floor elevation as set for one part of the building will be too high or too low in relation to other parts of the building. This will result, in one case, in waste by building rooms too far out of ground and, in the other, by building rooms which are substandard because the floor level is actually below the outside grade. In the interest of economy, one of the most important factors to be considered on preliminary drawings is the extent to which the architect has adapted his building to the topography of the site and the degree to which he has set correct floor elevations.

Other economies, in addition to saving of construction costs, will arise from proper adaptation of the building to topography and proper setting of floor levels. If, for example, a floor be laid on the ground on a level site, the cost of providing proper drainage will be excessive unless the floor elevation is placed high enough to permit grading of the earth away from the building. The problem of drainage must, therefore, be considered in connection with the designing and planning of the building.

The precaution of taking test borings, to ascertain the quality of

soil for foundations, as soon as the outline of the building has been set by approved preliminary drawings, is sound practice. It may avoid extra foundation and footing costs. Test borings prior to the acquisition of a site may reveal conditions that will indicate that a different location should be sought. In other instances the borings will permit more definite specifications and will eliminate the higher cost of constructing part of the foundation or footings as an extra to the contract.

Relationship of Types of Construction to Economy

Sometimes large savings can be made in the basic planning of the structural design of the building. Too often, in the later stages of a project, retrenchments are made all along the line in the costs of needed equipment and in such details as storage facilities and lighting installations, that would have been unnecessary if some of the possible structural savings had been made. Several possibilities for such savings are discussed in the paragraphs that follow and warnings are noted against possible false economies.

GENERAL CONSTRUCTION STANDARDS IN RELATION TO ECONOMY

Because buildings may become obsolete in the light of possible changes in the educational program, and because of a desire to reduce the cost of construction, it is sometimes suggested that cheaper buildings be constructed with a shortened life span of twenty-five or thirty years. This is a vain hope. Any building that will last for thirty years will, with proper maintenance, last indefinitely. The usual effect of extreme cutting of quality of construction, in an attempt to build for a shorter life span, is to pile up costs of maintenance. In communities where lumber is readily available, the decision may be made to use frame construction in one-story structures, altho this will involve increased recurring costs of exterior painting, since exterior walls must be painted in addition to painting window frames and sash.

Where the future of a community is uncertain and it is thought that the school may not be needed for a period longer than twenty-five or thirty years, it may be a wise decision to accept higher maintenance costs by the lowering of standards of construction. A similar line of reasoning should be applied in instances where it is necessary to provide facilities for enrolments which are much larger than are

to be expected when the birth rate falls or when the communities become older and have a smaller number of children per family.

For example, the decision may be to substitute frame plywood, transite, stucco on metal lath, or similar construction in place of masonry, if there are indications that the building will not continue to be needed. The use of fabricated steel panels, properly insulated, may be a step towards economy, not only in some original saving in construction costs but in the salvage value, as the units are easily taken down for transfer to another location. Buildings utilizing the prefabricated panels are not cheap, their cost representing a substantial percent of the cost of equivalent space of permanent construction. Their advantage lies in their high salvage value.

The development of prefabricated buildings was greatly stimulated during the war. These buildings, however, are not likely to come into general use for permanent school buildings until mass production brings the cost far below present levels.

In locations where the site and the entire building are likely to be surplus within a few years, it may be wise to erect a structure of permanent type, with lowered standards of materials, if such a structure could later be sold for other purposes. The amount realized from such a sale would, in many cases, exceed the salvage of a structure of the portable or demountable type.

Some schools have built a central core of permanent construction to take care of a permanent need, with additional cottage-type portable units that will serve a temporary need. When the portable units are no longer required at the first location they can be moved elsewhere. This policy will avoid later costs for maintenance and operation of a large structure only part of which would be in use.

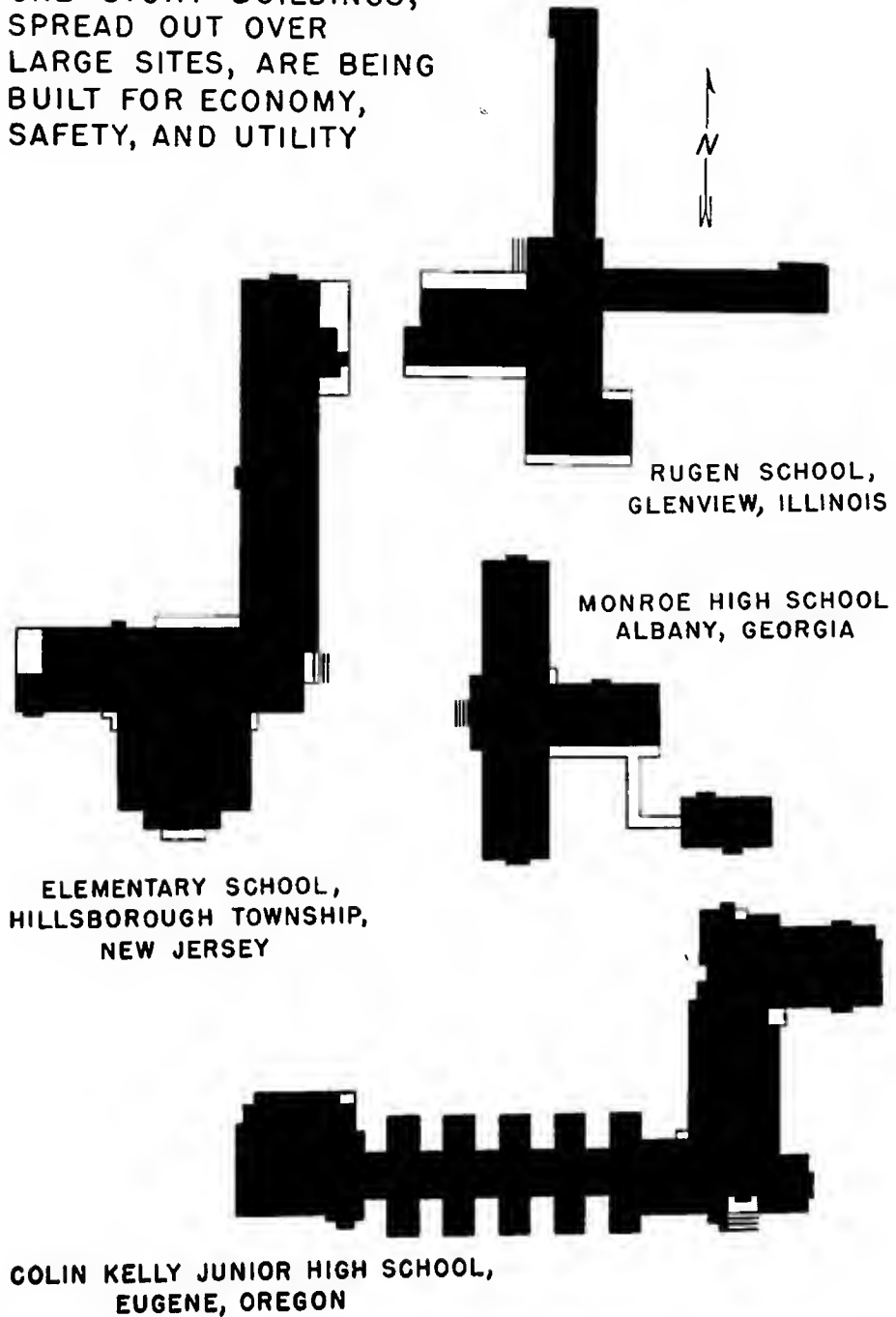
The demand for portable or demountable school buildings is increasing rapidly. This demand is likely to result in the production of satisfactory portable buildings at price levels considerably lower than those prevailing at present. It is of paramount importance that standards of space, lighting, heating, and curriculum adequacy be maintained if portable or other temporary buildings are used.

ONE-STORY VS. MULTI-STORY CONSTRUCTION

The relative economy of one-story and multi-story construction is a complex problem involving many factors. No categorical state-

FIGURE 16

ONE-STORY BUILDINGS,
SPREAD OUT OVER
LARGE SITES, ARE BEING
BUILT FOR ECONOMY,
SAFETY, AND UTILITY



AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS

Adapted from School Executive, February 1948; The American School and University, 1947-48; and Nation's Schools, May 1948 and February 1948

ment can be made which would be applicable to all circumstance and conditions. Each project must be analyzed separately.

One of the first factors to be considered is that of the size of the building. For small buildings up to approximately twelve classrooms, one-story construction will be logical under most conditions. As buildings increase beyond this size, the decision as to one-story or multi-story construction becomes more complex. Multi-story construction may be desirable in the interest of conserving site, particularly if land values are high and the size of site is restricted. In large one-story buildings, increased travel distance, increased runs for heating and plumbing lines, increased roof areas to be constructed and maintained, and increased foundations, all must be weighed against such advantages as greater safety thru avoidance of stairways, possible savings thru lighter construction, greater possibilities for use of bilateral and multilateral lighting, and the more homelike and noninstitutional appearance of the one-story building.²

Geographical factors must be carefully weighed. In mild climates where corridors need not be enclosed, where the heating problem is so small that extra heating costs are insignificant, where intense sunshine makes modification of traditional fenestration highly desirable, where high temperatures also constitute an additional argument for multilateral fenestration and cross ventilation, the decision to adopt one-story construction is logical even for large buildings, if adequate sites are available. In northern climates on the other hand, corridors must be enclosed, dictating a double-loaded corridor in the interest of economy. Problems of snow must be considered in any proposed lowering of corridor ceilings to permit clerestory lighting on the corridor side of the classroom. In cold climates increased heating costs are involved in large one-story structures as compared with multi-story buildings.

Structural standards will be an important factor in any judgment as between one-story and multi-story construction. Multi-story construction will require that at least the corridors and stairs be fire-proof. Many communities will continue to exercise a preference for a high degree of fire resistance even in one-story buildings, while in some districts circumstances may dictate lowering these standards for one-story structures. In some school districts, there will be prefer-

² Clapp, Wilfred E. "What We Like About One-Story Schools." *Architectural Record* 103: 119-21; March 1948.

ence for first-floor slab while in others the slab will be built on the ground. All such factors influence a decision on the relative economy of one-story versus multi-story construction. Development of light steel construction, for example the use of web-steel joists, also will affect decisions on relative costs. The cost of fire-resistive one-story structures can be decreased by the use of web-steel joists as compared with structural steel or reinforced concrete. Since web-steel joists sacrifice some rigidity, they have not been universally accepted for use in multi-story structures. In general it may be said that large multi-story buildings of fire-resistive construction thruout will be more economical than one-story structures, *if the same standards of construction are applied to the one-story structure*. A complete weighing of all factors and conditions will be necessary in reaching a final decision.

SKELETON TYPE VS. WALL-BEARING TYPE OF CONSTRUCTION

Present conditions indicate that in many areas where multi-story masonry buildings are erected, the skeleton type of construction will



COMMON SCHOOL DISTRICT NO. 4, LANCASTER, NEW YORK

Corridors can be a source of light in one-story schools

have advantages from the standpoint of economy over the wall-bearing type of construction. By skeleton type of construction is meant that type in which the load of the building is carried on a steel or reinforced concrete skeleton or framework. The exterior walls are designated as curtain walls inasmuch as the weight of these walls is supported on the skeleton frame. One large factor in the trend toward skeleton type of construction is that of speeding up construction with consequent savings in costs. In most areas there is at the present time a shortage of bricklayers. Progress on a structure of the wall-bearing type is slowed to the pace of the bricklayers. On a skeleton-type structure the main part of the building may go ahead even to the installation of the roof, with the masonry lagging behind. Skeleton construction gives added flexibility to the interior, as compared with load-bearing interior walls. The choice as between steel skeleton and reinforced concrete skeleton will vary with communities and to some extent with availability of materials.

If bombing hazards are considered, there are safety factors in favor of a skeleton-type building. The development of more powerful bombs may result in a condition where relative safety factors are of no importance inasmuch as all buildings would be completely shattered. Under conditions existing in World War II, there was less danger of collapse of a steel or reinforced-concrete skeleton-type structure than of a building of the wall-bearing type.

ARCHITECTURAL OR MONOLITHIC-CONCRETE BUILDINGS

Because of the high cost of brickwork, architectural or monolithic-concrete construction for schools has been advocated by some architects in the interest of economy. The increasing cost of carpentry work for forms is now tending to neutralize economies in concrete. Where such buildings are erected it will be extremely important to supervise the work most closely to insure proper quality of concrete. There is a tendency for cracks to develop in walls along lines separating the different pours of concrete. Where such cracks occur, water will penetrate the walls and in freezing weather will force off fragments of concrete. This process widens the crack for still further deterioration. Special care must also be taken to see that proper expansion joints are provided. Unless planned as architectural treatment, form marks must be rubbed down promptly when forms are removed, and exposed honey-combing must be filled.

STRUCTURAL SLAB VS. SLAB BUILT ON THE GROUND

In masonry buildings one decision which the architect and school administrator must make is whether a first-floor slab is to be laid on the ground or whether it is to be built as a structural slab with an air space below. In general, a structural slab will be more expensive. Any decision to build the slab on the ground, however, must first take into account certain factors. In cold climates the slab built on the ground may be a source of discomfort by reason of the fact that it is colder than a structural slab. Proper insulation at the perimeter or under the entire floor, or the use of radiant heating can eliminate much of this disadvantage. These costs, however, may offset a large part of the savings made by eliminating the structural slab. In climates where moist warm air is likely to come in contact with cold schoolroom floors laid on the ground, moisture will condense on the floor much as on the outside of a glass containing cold water. This condition must be taken into account in the choice between structural-slab construction and a slab laid on the ground.

At least two other factors must be taken into account where the slab is laid directly on the ground—termites and dry rot. The eradication of termites is much more difficult where the slab is laid on the ground than where it is a structural slab. Termites will come thru small cracks in the concrete slab and in many cases will build their tunnels in hollow masonry up to second- or third-floor levels. They will be particularly destructive if a wood floor is laid on wood sleepers over the concrete slab. A structural slab has an air space below, by which access may be had to the whole area under the building, and ground poisoning may be applied around walls and footings. In termite-infested areas, the application of ground poisoning before laying a slab on the ground would be a long-range economy measure.

Where a gymnasium floor of wood is laid on wood sleepers over a concrete slab laid on the ground, dampness and condensation may result in so-called dry rotting of the floor. Economy will dictate adequate ventilation of the floor to reduce moisture and thus to retard the growth of the fungus which is the cause of the so-called dry rot. The use of impregnated lumber for sleepers and subfloor in such an installation will retard disintegration. Impregnation should be by the use of zinc chromate, arsenical salts, or equivalent and not creos-

sote, as creosote will work thru a maple floor by capillary action. The use of paper between the subfloor and finished floor will increase the likelihood of dry rot in untreated lumber unless subfloor ventilation is provided.

The choice between a structural slab and a slab on the ground need not be made for the building as a unit. Some floor slabs in a building may be structural and others laid directly on the ground. For example, the kitchen area of a lunchroom has greater justification for a structural slab, to provide access to plumbing, than would the dining area.

MODULAR OR UNIT CONSTRUCTION

Under the leadership of a committee of the American Standards Association much progress has been made in dimensional coordination of building materials and equipment.³ Lack of dimensional coordination results in much waste of material and labor required for cutting and fitting material on the job. The basis of dimensional coordination formulated by the committee is a continuous three-dimensional grid with lines 4 inches apart to which all building dimensions and details are referred. Four inches was determined as the optimum size for the standard module.

As the program develops, more products will be so designed that their dimensions, plus the required joint, will fit into the 4-inch dimension (or multiples thereof) in the modular grid. This will not mean, for example, that all exterior walls will have a thickness which will be a multiple of 4 inches. Even a 10-inch wall could be so referenced to the modular pattern that construction would be greatly simplified. When all masonry units, windows, doors, cabinets, and other materials are produced in modular dimensions, and when buildings are planned to permit the use of modular-dimensioned products without cutting on the job, large savings in construction may be expected.

The term modular construction is sometimes applied to a recurring structural unit of larger dimensions, for example, eight feet. Where such a unit may be repeated without interfering with space requirements for various units, this practice will result in savings.

³ American Standards Association, Project A62. See: U. S. Housing and Home Finance Agency. *Statement with Respect to Construction Cost Reductions through Modular Coordination*. Washington, D. C.: the Agency, 1948. 22 p. Mimeo.

Four standards under the A62 series have been issued by the American Standards Association, 70 East 45th Street, New York 17, New York. A price list is available upon request.

Some architects have not experienced anticipated savings when they have designed for modular construction. This is undoubtedly a temporary factor due to the fact that many builders are unaware of the savings made possible by modular construction. It would be wise, in specifications for work designed on a modular basis, to call attention to the fact that modular design has been followed, in order that the contractor might reflect in his bid the possible savings due to using materials of intermembering sizes.

SHAPE OF THE BUILDING

In general, the shape of the building will have an effect upon cost of construction. The greater the perimeter in relation to the area of the building, the greater usually is the cost.⁴ For example, designs which provide for a number of small courts as a means of providing light on two or three sides of a classroom have the effect of increasing the perimeter with corresponding increase in cost.

ROOF CONSTRUCTION

In general, economies will be effected thru the use of flat roofs, properly insulated, as compared to pitched roofs. Wherever codes permit, the elimination of parapet walls will also result in economy.

ORNAMENTATION

Economy is promoted by avoiding undue ornamentation of building exteriors. A period style of architecture is now seldom used in school design. Large ornamental towers and expensive trim are being discarded in line with newer trends and in the interest of economy. Beauty is achieved thru other means such as simplicity and proper massing of units.

Economical Utilization of Interior Spaces

One of the most fundamental criticisms of the school buildings erected a generation ago is that rooms are too small and that consequently space is lacking for a variety of educative activities in the classrooms. There is a pressing demand for larger classrooms and for the provision of a larger variety of special rooms; there is a corresponding search for every possible saving of unessential space.

⁴ Bormann, Henry H. *Unit Costs of School Buildings*. Contributions to Education, No. 842. New York: Teachers College, Columbia University, 1941. p. 46.

SPACE REQUIREMENTS IN RELATION TO ECONOMY

School buildings are constructed to house and serve a good educational program. Ample space should be provided for each of the instructional and auxiliary spaces to make a good educational program possible. The cost of a classroom will be a relatively small part of the total cost of educating the children who will occupy the classroom during the life of the building. If the classroom, in the interest of economy, is designed with too little space to facilitate the educational growth of children, part of the money spent for instruction is wasted. This is certainly false economy. At the same time educators must be realistic and not increase room sizes to extravagant proportion in excess of the real educational needs. True economy demands that space required be adequate for, but not in excess of, the needs of the educational program.

It is of great importance that the schedule of rooms needed to carry out the educational program be accurately determined. Only as many shops, home economics and science laboratories, and other specialized rooms with costly equipment should be provided as are needed by the school.⁵

The size of the auditorium and the amount of spectator space in the gymnasium should be studied critically. As noted in earlier chapters, community needs should be considered but should be kept in perspective.⁶ A community may need one large auditorium but when that need is met, auditoriums of large schools in general should be not larger than half the capacity of the school, with 900 to 1000 capacity as a reasonable maximum even in schools of more than 2000 enrolment. There are few legitimate theaters in large cities with a capacity greater than this figure. As the size of the auditorium is increased, it becomes more difficult for many types of activity to be carried on, inasmuch as it is difficult for a student to project himself adequately in an auditorium which is too large.

One means of effecting economy is the dual use of space. The possibilities and hazards of combining the auditorium and gymnasium have been discussed in an earlier chapter.⁷ In general, a separate auditorium, even if it be a very small one, is to be preferred to the combined auditorium-gymnasium.

⁵ See p. 66-72.

⁶ See p. 114-17.

⁷ See p. 117-18.

Another combination is the use of the gymnasium or the auditorium as a lunchroom in the elementary school. By using tables and benches that fold into the wall, or by providing convenient space for storage of tables when not in use, the task of changing the room from one facility to the other is not great.

In schools needing separate gymnasiums for boys and girls, the placement of these gymnasiums together, separated by a folding door, permits the combined gymnasiums to serve on occasion as one large unit. A similar arrangement has been used by some cities for the division of one large swimming pool into separate pools for boys and girls.

All-purpose rooms are being designed for many small elementary schools. With thoughtful planning, these rooms represent an economical use of space for a variety of purposes. Wherever provisions can be made for dual use of space without seriously curtailing the effectiveness of the program, economies will result.

ELIMINATION OF WASTE SPACE

Economy is secured thru the elimination of waste space thruout the building. Large areas of basement space usually constitute a waste. In general, it is as cheap to build above the ground as it is to dig a hole and build a structure in that hole. Waste basement space is tied up with the problem of designing a building to fit the contours and with the proper setting of floor elevations, as discussed elsewhere in this chapter. In climates where the corridor must be enclosed, it is not economical to have such corridors serve rooms on only one side. Other corridor space is sometimes wasted by the use of lobbies in excess of needs. Ingenious designing by the architect should put into use spaces which would otherwise be unsatisfactory for meeting the schedule of facilities. A dark corner, which results, for example, where a wing adjoins the main corridor, has sometimes been turned into satisfactory toilet-room space by dividing this area diagonally and setting the other partitions to include one outside window for each space.

REDUCTION OF CEILING HEIGHTS

Space and money could be saved if schoolroom ceilings could be lower. This is not always practicable, however. For years a recognized standard, which in many states has been written into the codes, has required that the width of a classroom be not more than

twice the effective height of the windows. The standard presupposed a room lighted on only one side and represented an effort to guarantee adequate natural light for the inside of the room. Rooms 23 feet wide required an effective window height of $11\frac{1}{2}$ feet, or a ceiling height of about 12 feet. Even this ceiling height, however, does not provide enough natural lighting on the desks farthest from the window to meet modern standards for schoolroom lighting. The use of prismatic glass block provides a greater amount of natural light on the inner side of the room but artificial light is needed in addition. Since artificial light must be provided anyway, the necessity of continuing present ceiling heights may be questioned, since the height has been determined on the assumption that all light will come from the windows.

The importance of increasing the artificial light, if ceiling heights are lowered, cannot be overemphasized. It has been observed, for example, that reducing ceiling heights from 12 to 10 feet, even where prismatic glass block are used, reduces the natural illumination on the desks farthest from the windows by more than 25 percent.

The problem of ceiling heights is complicated also by the trend toward increased classroom size. As room sizes are increased, there is a trend to increase width of classrooms to avoid long narrow rooms. Increasing room widths would require increasing ceiling heights, unless the two-to-one ratio of room width to window height could be eliminated. Where rooms are multilaterally lighted, reduction of ceiling heights is usually not practical.

Reduction of ceiling heights will also reduce the cost of the original heating installation, as well as current heating costs later. The savings in construction costs that can be made by reducing ceiling heights, however, will not be proportional to the reduction of cubage.

RELATION OF CODES TO ECONOMY

Building codes have been the means of insuring certain minimum standards as a protection against hazards involving safety and health. However, minimum standards as set up by the codes sometimes come to be considered as optimum standards. New information has invalidated the premises upon which some of the code provisions have been based. For example, the requirement of 30 cubic feet of air per minute per pupil is now considered obsolete. The failure to modify this requirement, still found in many codes, forces

extravagant expenditures for ventilating equipment to comply with this provision. Many codes still require more sanitary fixtures than recent studies have shown to be needed.⁸ Codes, therefore, frequently tend to retard rather than to stimulate improved building practice.

During the past few years allowances for the strength of steel members have been liberalized in good engineering practice. Where state or local codes have not been revised to take advantage of this permissive reduction in the amount of steel required, higher costs than necessary will result.

Frequently code requirements reflect the self-interest of some industry or group. Modification of unreasonable or outmoded restrictions is fought by persons having a financial stake in their perpetuation, and only by determined effort can the needed changes be made.

A complete analysis of restrictive code requirements would be necessary to make any accurate estimate of savings which might be made by a modernization of these codes without affecting the safety or utility of our buildings. Many states and local communities are working under codes that should be modernized.

There are many so-called standards which, altho not legally codified, have gained such wide acceptance as to give them considerable weight. Many of these are still recognized as valid, others have been questioned and should be modified in the interest of economy and improved structures. Standards need continuing re-evaluation in light of new conditions and requirements. We should hold fast to that which is good, but should rescind, modify, or improve those whose validity cannot withstand the searchlight of critical scientific analysis.

⁸ American Council on Education, Committee on School Plant Research. *The Utilization of School Sanitary Facilities*. Studies, Series VII, School Plant Research, No. 3. Washington, D. C.: the Council 1942. 35 p. (Out of print.)

CHAPTER THIRTEEN

Light and Color

SCHOOL lighting takes a prominent place in almost every discussion of school buildings. In the last few years this emphasis has become so great that some educators say other things are being overlooked in the enthusiastic attention to better lighting. It is hard to believe, however, that lighting could be overemphasized, when so many school activities call for keen visual acuity. New understandings are emerging as to quality and quantity of light and of the relationship of color to the visual environment. School lighting must continue to demand thoughtful study by all who plan and use school buildings.

This chapter outlines some of the reasons for giving increasing attention to light and color in the schools; defines some of the terms commonly used, discusses uses of natural light and the supplementary services of artificial light, and calls attention to the place of color in good lighting.

Relationship of Light to Health and Learning

It is not new to say that *learning* is done by the whole child and that what is learned is learned all over. Less familiar is the idea that when we *see*, we see all over. For years the students of light and vision have been trying to make others listen when they have said that seeing is work, and not just eye-work either. The whole body—nerves, muscles, circulation—are brought into play in seeing. If the seeing is done with ease and in comfort, there is a minimum of energy used and of fatigue resulting. If there are handicaps to good seeing, such as glare, dim light, defective eyes, type too small for reading, or not enough time, the job of seeing leads to muscular and nervous tensions and an added burden of fatigue.

The aim of school lighting is to produce the conditions under which the visual tasks of the school day can be done efficiently, in

comfort, and with the least output of strain and effort. Children should use their physical energy and vitality, so far as possible, for growth and nutritional processes and for the development of sturdy and vigorous bodies—not for overcoming the handicaps of defective lighting.

Because of the subtle and delicate measurements required, scientific tests on the effect of lighting on health and learning can be made only under carefully controlled conditions and with highly technical apparatus. Luckiesh and Moss, in experiments made over a long period of years, found that as lighting was improved, fatigue was lessened, as measured by muscular tension, by the rate of heart beat, and by the rate of involuntary blinking of the eyelids.¹ Harmon's preliminary findings on the beneficial effect of improved lighting in a Texas school on the nutritional status of children and on the presence of chronic infections showed such large improvements that a warning as to possible misinterpretation of the data was given in the discussion of his report by the Illuminating Engineering Society.² There seems no reason to doubt, however, that improvements in physical status were associated with improved lighting in the Texas experiment.

Various studies seem to have demonstrated a relationship between lighting and the development or the improvement of certain eye defects such as nearsightedness and its allied conditions.³ When lighting is poor, a person pulls his work closer to his eyes than normally, thus changing the eyes to an unnaturally short focus. Eyes with disabilities (except eyes oversensitive to glare) need stronger light than normal eyes for clear seeing. This is especially true when glasses are worn, as the glasses themselves absorb part of the light.

Good lighting aids in the educational progress of the child. The decrease in eye strain and in accompanying fatigue and bodily dis-

¹ Luckiesh, Matthew, and Moss, Frank K. *Reading as a Visual Task*. New York: Van Nostrand Co., 1942. p. 345-69. (Summarizes studies made in the Lighting Research Laboratories of the General Electric Company, Nela Park, Cleveland, Ohio.)

² Harmon, D. H. "Lighting and Child Development." *Illuminating Engineering* 40: 100-233; April 1945. See also: Williams, Frank L. "Something New In School Health." *American School Board Journal* 113: 27-30; August 1946.

³ Luckiesh, Matthew, and Moss, Frank K. "Effects of Classroom Lighting upon Educational Progress and Visual Welfare of School Children." *Illuminating Engineering* 35: 915-38; December 1940.

Luckiesh, Matthew. *Light, Vision and Seeing*. New York: Van Nostrand Co., 1944. p. 15-10. "Relighting the Barracks at West Point Military Academy." *Lighting and Lamps* 26: No. 2; October 1946. (New York: 114 E. 32nd Street.)

U. S. Public Health Service. *Studies in Illumination I: The Hygienic Conditions of Illumination in Certain Post Offices, Especially Relating to Visual Defects and Efficiency*. Public Health Bulletin No. 140. Washington, D. C.: Government Printing Office, July 1924. p. 56-61, 62-63.

orders, the improvements in better seeing conditions and visual acuity, and the psychological effect of brightness and cheer that comes with improved lighting all combine to improve the efficiency with which the child pursues his classroom activities.

It cannot be overemphasized that "improved lighting" does not consist merely of stepping up the intensity of the light. No less essential are the elimination of glare, the lightening of dark surfaces, and other essential adjustments. Merely to add more footcandles without taking these other steps may actually bring *more* discomfort rather than greater comfort to the pupil's all-day job of seeing.

Some Terms Used in Lighting

The educator will not hope to master the vocabulary of the lighting engineer, but it will help to have at least a partial understanding of a few of the technical terms used most often.⁴ The brief and oversimplified definitions given below are not given alphabetically, but in an order that represents a logical development of the concepts covered.

Light—radiant energy necessary to the visual process.

Lumen—a unit of output of a light source.

Footcandle—a unit of light intensity at a given point.

Footlambert—a unit of brightness of a reflecting surface or of a light source.

Candles per square inch is an optional term for a unit of brightness of a light source. One candle per square inch equals 452 footlamberts.

Candlepower—measure of light intensity from a point source, a rather confusing term because it is often misused to mean different things.

Lamp—a gas-filled bulb or tube used as a source of light. An incandescent lamp is a bulb that uses a glowing filament as the source of light. A fluorescent lamp is a tube coated on the inside with fluorescent powder that gives off light when electrically activated.

Luminaire—lighting unit or fixture including lamps.

Watt—a unit of electrical energy consumed by a lamp.

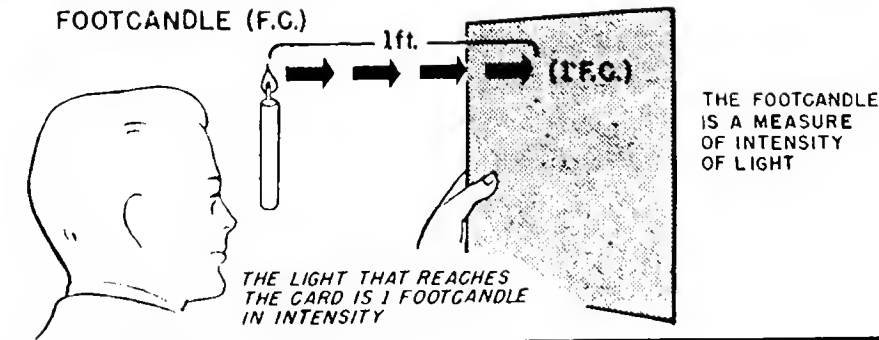
Fenestration—windows and all other sources and means of control of natural light.

Glare—unwanted brightness, or a brightness-difference beyond the comfort tolerance. Glare may come directly from a source of natural or artificial light or it may be a reflection from a surface in the room. Reflection from a matte or dull surface is diffused; while the same footlambert reflection

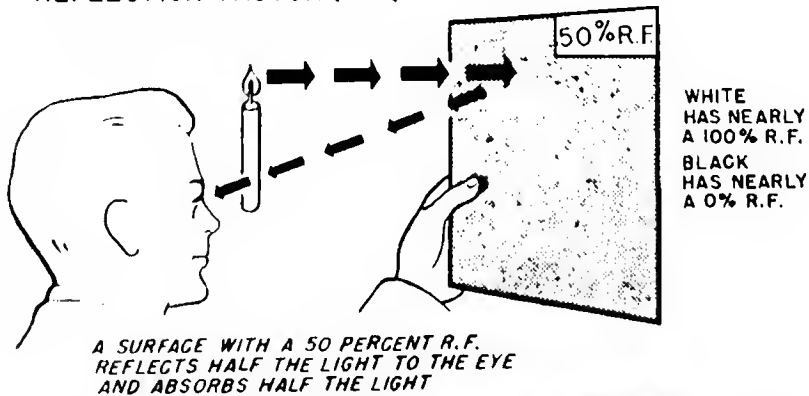
⁴ The definitions are based chiefly on the following source: Hamon, Ray L. *Lighting Schoolrooms*. Pamphlet No. 104, U. S. Office of Education, Washington, D. C.: Government Printing Office, 1948. 17 p. For technical definitions see: Illuminating Engineering Society. *IES Lighting Handbook: The Standard Lighting Guide*. New York: the Society (51 Madison Avenue), 1947. Section 3, p. 4-10.

FIGURE 17

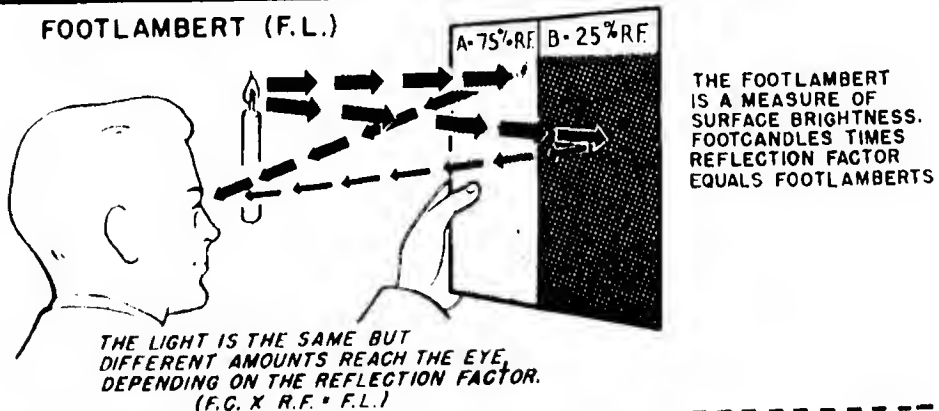
LANGUAGE OF LIGHT



REFLECTION FACTOR (R.F.)



FOOTLAMBERT (F.L.)



BRIGHTNESS DIFFERENCE

From the above sketch:

A = $\frac{3}{4}$ of a FOOTLAMBERT

B = $\frac{1}{4}$ of a FOOTLAMBERT

A is to B as 3 is to 1 Brightness difference is 3 to 1

Brightness difference can be measured by comparing footlamberts

from a glossy surface, such as glass or highly polished wood, gives a concentrated specular reflection which is glare.

Visibility—how clearly one can see an object. Increased both by brightness-difference within the visual task and by intensity of illumination on the task.

Visual acuity—ability to distinguish fine detail.

Visual field—composed of focal field, central field, surrounding field, and peripheral field.

Focal field—the one-degree field, within the central field, on which the eyes are focused at the moment for critical seeing.

Central field; visual task—the object being seen, such as a printed page, a section of chalkboard, or a machine tool.

Surrounding field—that portion of the total visual field within a 60-degree cone centering on the line of sight.

Peripheral field—beyond the surrounding field and included within the area of 120 degrees vertically by 160 degrees horizontally. This field will vary somewhat according to the features of the individual. It is roughly the area in which brightness-balance must be considered for normal lines of sight while engaged in a visual task.

Reflection factor—the percent of light falling on a surface which is reflected by that surface.

Brightness—luminous intensity created either by direct transmission of light from its source or by the reflection of light from a surface. Brightness is measured in footlamberts.

Brightness-difference—the differences in brightness among the various reflecting surfaces and light sources within the total visual field, as measured in footlamberts. Optional terms: brightness-contrast, within the visual task itself, such as the brightness-contrast between white paper and black print; brightness-ratio, as between the visual task and the surrounding field, or between any two surfaces in the visual environment.

Brightness-balance—specified limitations of brightness-differences within the visual fields, which, if observed, will contribute toward visual comfort.

Photophobia—painful sensitiveness to strong light.

Stroboscopic—fluctuations of light which, if timed with moving machinery, may make the machinery appear to stand still or be running backwards.

Quality of Light

Lighting is far more complex than many people realize. The reader of this page has a “good” light for his reading, or not, depending on his own eyes: his eye-glasses, if he wears them; the angle at which he holds the book; the intensity of the light—artificial or daylight—that reaches the page; whether or not a glare from daylight or a lamp is shining in his eyes; and the contrasts of brightness and shadow between the printed page and the furniture and other

backgrounds for the reading. There are other factors but enough are mentioned to suggest that more than one is to be considered. In the past there has been a tendency to consider only one factor—intensity of light. But we have learned that more light does not necessarily improve eye comfort and efficiency unless the quality of the light is good. Quality depends on (a) the location of the light source and its intensity, and (b) the environment or surroundings of the light, including color, brightness, and reflection factors of ceiling, walls, floor, and furniture. Good quality of light cannot be obtained where extreme brightness-differences exist.

Brightness-balance is achieved by maintaining acceptable brightness-differences within the total visual field. To establish brightness-balance, we must consider all the brightnesses, either direct or reflected, within this total visual field.

Only within the central field or visual task is a *high* brightness-difference needed. It is easier to sew with white thread on black cloth than to use white thread on white cloth. It is easier to read black print on white paper than to read black print on gray paper.

Beyond the central field, however, brightness-differences should be as low as possible, for ease and comfort in seeing. A dark desk behind a white page produces a high, and therefore undesirable, brightness-difference. For proper balancing of brightness for eye comfort and efficiency, it is desirable to reduce excessive brightness, especially spot brightness, of light fixtures and windows, and to increase the brightness of the surroundings such as walls, ceiling, furniture, and floor.

A theoretically ideal goal for visual comfort and efficiency would be that no area or light source in the total visual field be brighter than the task, nor less than one-third as bright as the task, while the general level of illumination is high. Any room conditioning which works toward this ideal is a step toward creating a better visual environment.

The following, altho not ideal, is a working recommendation for practical brightness-differences which may be attained in school-rooms at reasonable costs.

(1) Within the *peripheral field* the brightness of any surface should not be more than fifty times nor less than one-fifth that of the task.

(2) Within the *surrounding field* the brightness of any surface

should not be more than ten times nor less than one-fifth that of the task.⁵

Under these conditions of lighting the maximum brightness-difference in the peripheral field of vision is 250 to 1 and in the surrounding field is 50 to 1.

To obtain ratios as low as these the ceilings must have at least an 80 percent reflection factor, the side walls at least a 60 percent reflection factor; the wainscot and baseboard, as well as the trim, a 40 to 60 percent reflection factor; the floor, a 30 to 40 percent reflection factor; and desks and other equipment should have a 30 to 40 percent reflection factor. A slate blackboard has a reflection factor of only 7 to 10 percent and thus absorbs too much light. When not in use, it should be covered with light-colored shades or drapery, or it should be replaced by light-colored chalkboards, which have reflection factors ranging from 20 percent upward (20 percent to 25 percent being satisfactory). A chalkboard reflecting more than 25 percent of the light probably will require a dark crayon to produce legible writing.

To hold the brightness-differences to acceptable ratios requires care both in planning the building, and in its use by teachers and pupils. A child who faces forward from the back of a room in which a bare 200-watt lamp is burning is confronted with a surface brightness of 65,000 footlamberts.⁶ A child who faces an unshaded window and looks out on sunlit fleecy clouds may see a surface brightness of as much as 5000 footlamberts. At the same time a blackboard with a surface reflecting only two or three footlamberts may be in the child's view. Disturbing brightness ratios of thousands to one are not uncommon in schoolrooms. With proper consideration for children's eyes, they should be taught never to seat themselves facing the open sky while engaged in critical seeing. In thousands of schoolrooms the arrangement of furniture forces part of each group of pupils to include unshaded windows and open sky in their field of vision while reading. Shielding of windows, reducing the spot intensities of luminaires, lightening the color of all surroundings, instruction in proper seating, and arrangement of furniture to safe-

⁵ National Council on Schoolhouse Construction, Central Standards Committee. *Guide for Planning School Plants*. Nashville, Tenn.: the Council (W. D. McClurkin, Secretary, George Peabody College for Teachers). 1946. p. 33-143. (A 1948 revision of this report is now in process of publication.)

⁶ Gibson, Charles D., and Sampson, Foster K. "Balanced Brightness vs. Footcandle Intensities as Related to Classroom Lighting." *The American School and University*, 1946. New York: American School Publishing Corporation (470 Fourth Avenue), 1946. p. 219-24.

guard children's visual comfort all are needed to establish and maintain low brightness-differences for children's seeing.

By adequate shielding of windows and luminaires, it is possible, and desirable, to avoid any surface brightness of more than 500 footlamberts. A bare fluorescent tube may have a surface brightness of 2100 footlamberts, but properly shielded the brightness may be only 500 footlamberts.⁷ Five hundred footlamberts is about 40 percent more brightness than that observed when looking at green trees on which the sun is shining. The higher the general level of illumination, the higher the surface brightnesses may be, because it is the brightness-difference rather than the specific intensity that causes comfort or discomfort. Conversely, if the general level of illumination is very low, the maximum brightness should be much less than 500 footlamberts.

To summarize, for good quality of light and proper conditions of seeing, we need as great a brightness contrast as possible on the visual task—thus black print on white paper is easier to read than black print on gray paper. But we want as small a brightness-difference or ratio as possible within the surrounding and peripheral fields of vision—thus white paper on a light-colored desk top is better for reading than white paper on a dark desk top.

Quantity of Light

The foregoing emphasis on brightness-balance is not intended to minimize the importance of adequate intensity. No matter how perfect the brightness-balance, seeing conditions will be bad if the light is too dim for effective seeing.

The following maintained lighting levels are recommended by the Illuminating Engineering Society on the assumption that the surroundings will have the proper brightness balance:

Lighting Intensities Recommended by the Illuminating Engineering Society⁸

Area	Footcandles maintained in service
Classrooms, including libraries, shops, lecture rooms, and laboratories	30
Sightsaving classrooms, drafting rooms, and sewing rooms	50
Gymnasiums and swimming pools	20

⁷ Gibson, Charles D., and Sampson, Foster R., *op. cit.*
⁸ *IES Lighting Handbook, op. cit.*, Section 10, p. 78.

Lighting Intensities Recommended (cont'd.)

Area	Footcandles maintained in service
Auditoriums, cafeterias, and similar rooms not used for study.....	10
Reception rooms, locker rooms, washrooms, stairways, and corridors containing lockers.....	10
Corridors and storerooms.....	5

The Commission reports the foregoing figures, which represent the considered judgment of leading illuminating engineers, as recommendations on which school administrators should be informed. The Commission believes, however, that further research, in which many variables are controlled, is needed before an entirely objective determination can be made of the most desirable intensities of light in school buildings.⁹

It will be noted that the amount of light recommended for the various parts of the building depends on the kind of visual tasks to be performed. As an illustration of the wide range of light needed for different activities, the reading of 8-point Bodoni Book Type can be taken as a basis for measurement:

This is a sample of 8-point Bodoni Book Type.

This is a sample of 12-point Bodoni Book Type.

The 12-point line can be read efficiently in one-half the intensity of light needed to read the 8-point line efficiently.¹⁰ The following list gives a number of such comparisons:

Relative Amounts of Light Needed for Certain Visual Tasks

Visual tasks	Relative intensity of light needed to do each task equally well, with light needed to read 8-point Bodoni Book Type as 1.0
Reading 12-point Bodoni Book Type.....	0.5
Reading 8-point Bodoni Book Type.....	1.0
Reading one's own handwriting in pencil.....	2.0
Reading newspaper text.....	3.0
Bookkeeping	3.5
Drafting	4.0
Business machines	5.0
Sewing with white thread on white cloth.....	10.0
Using steel scale with 1/64th-inch divisions.....	18.0
Sewing with black thread on black cloth.....	42.5
Precision die making.....	70.0

⁹ See resolution of National Council on Schoolhouse Construction quoted on page 317.

¹⁰ Luckiesh, Matthew. *Light, Vision and Seeing*. New York: Van Nostrand Co., 1944. p. 182-87.

The foregoing comparisons illustrate the fact that the quantity of light needed depends on the tasks to be accomplished, but they obviously cannot serve as a guide to the relative differences in lighting levels to be maintained in schoolrooms. Reasonably high general levels of illumination, from 20 to 40 footcandles in ordinary classrooms and 50 or more in classrooms where seeing tasks are unusually difficult, can be supplemented by local task lighting to improve visibility for especially critical tasks of seeing.

Daylight for Schools

Until recent years, most of the light in classrooms has been furnished by natural light, with perhaps a little artificial illumination to bring the total visibility up to a very low maximum. Daylight is hard to control because it is influenced by so many different factors and is constantly changing thruout the day, but it will continue to play a major role in school lighting.

The typical plan for schoolroom fenestration has been a bank of windows on one side wall of the classroom. Only a small percent of the light entering the windows ever reaches the inner side of the room. When it was presupposed that there would be little or no artificial light in the classroom, standards were developed to the effect that the room should not be wider than twice the effective height of the windows. Rooms wider than this standard are now being built but there is still good sense in the standard that the window area should equal at least 20 percent of the floor area, with the glass running up to within 6 inches of the ceiling (closer if possible) since the greater part of the useful light that enters a room comes from the upper part of the windows.

The windows should extend from the rear wall to the front wall of the room. The old standard that no windows shall be located within 6 feet of the front of the room is no longer necessary. The slate blackboard that once occupied the space adjacent to the window wall will be replaced in new buildings with light-colored tackboard or chalkboard. In old buildings where such a blackboard is still in place near a window, it should be covered when not in use by pulling a window shade over it, or the window should be shaded so that there will be no glare on the blackboard at any time.

Window mullions and piers should be very narrow. It is important also that piers, mullions, and wall spaces on the window side

be painted a light color, so as to produce as low a brightness-difference as possible as compared with the brightness of the windows.

The window sills should never be lower than the eyes of the seated pupils. A safe height is 36 inches from the floor for pupils up to the sixth grade, inclusive, and 42 inches for those above the sixth. Questions may arise about this recommendation; from one point of view it is desirable to have the windows low so that children may see out at any time. There are other considerations, however, which seem to outweigh this possible advantage. For visual comfort and clear seeing it is essential that there be more light on the task than on the face. Low window sills bring low sources of brightness to the children's eyes and are a handicap to good lighting.

BILATERAL AND MULTILATERAL LIGHTING

Classrooms lighted from one side only, and a formal program of book learning by pupils working in rows of screwed-down desks, helped to fix the idea that all pupils should have the light coming over the left shoulder. The plan never really worked for pupils in the back of the room, who faced much of the window light, and it was hard on the left-handed pupils, who needed light over the *right* shoulder, but the convention remains and still has some value where unilateral lighting and fixed seating must continue to be used. As pointed out in Chapter XIV, the desks under such conditions should not be in rows parallel to the windows, but should be turned so that the light is as advantageous as possible for all pupils in the room.

Newer kinds of window lighting are being developed, however. The modern school program calls for movable furniture and many varied activities. Instead of one-sided lighting there are various plans for providing a diffused all-over illumination thru bilateral or multilateral lighting, supplemented as needed by artificial light.¹¹ It is not necessary to have lighting come only over the left shoulder if there is a proper brightness-balance within the room and no glare or direct sunlight within the field of vision. The direction from which light comes to the task becomes important only under two conditions: first, when a bright or concentrated source of light lies within

¹¹ Gibson, Charles D. "Daylight Is Bright Enough Everywhere If We Are." *Architectural Record* 103: 125-30; March 1948.

the field of vision, and second, when a glaring reflection from the work or nearby objects is directed into the eyes.

It has been found that bilateral lighting tends to distribute more evenly the natural light coming into a room. Clerestory light above dropped corridor roofs, high window sash opening on lighted or open corridors, windows on two or three sides of classrooms when standing free of corridors; stepped-up ceilings that provide a monitor light; and skylights over classrooms or corridors are among the devices for producing bilateral or multilateral lighting. These arrangements are usually found in one-story buildings; some experimental plans now in use in different parts of the country are sketched in Figures 18 and 19.

The Commission wishes to stress the fact that multisource daylighting calls for special devices for daylight control. In breaking away from unilateral lighting, some architects and administrators have violated sound principles of balanced brightness by locating unshielded windows and glass panels on two or more sides of the classroom. If windows, or even high unshielded glass panels, are located on more than one side of the room, the teacher is unduly restricted in furniture arrangements which will avoid facing excessively bright areas. Good design of multilateral daylighting can be very effective, but all sources (except possibly from one direction) must be permanently shielded so as to throw light to the ceiling without producing "hot spots" in the visual field.

Skylights, like other uses of glass, present problems of controlling glare and heat, and of proper maintenance, especially where there is much snow. With adequate light-baffles and care in selecting types and materials suitable to the location, these problems, if recognized, can be overcome.

GLASS BLOCK

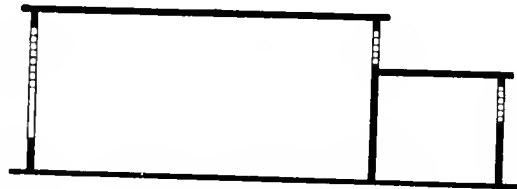
For better use of daylight in unilateral lighting, directional glass block may be used in the fenestration, beginning at a point about 6 feet above the floor, thus taking the place of the upper window sash. This directional block has a bank of horizontal prisms on each of the interior faces, which redirects the major portion of the light upward. The light thus thrown on the ceiling is reflected toward the inside wall.

Below the directional glass block the short windows form a vision

FIGURE 18

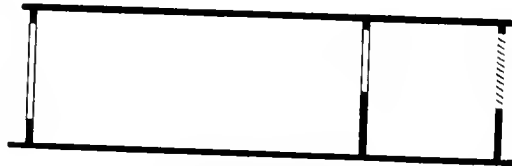
BILATERAL OR MULTILATERAL LIGHTING IN ONE-STORY BUILDINGS WITH SINGLE-LOADED CORRIDORS

Gloss black clerestory above dropped corridor roof.
Gloss black above clear glass vision strip on window wall



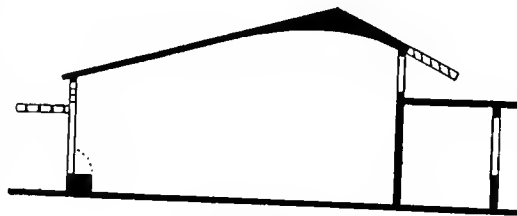
MICHIGAN

Classroom and corridor roof a single slab. Clear glass transom on corridor wall of classroom. Shading louvers on exterior wall of corridor



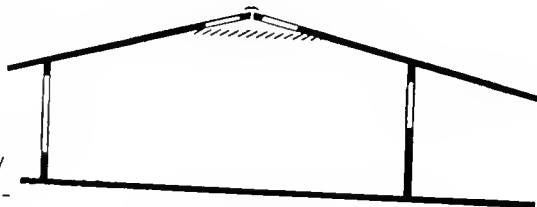
CALIFORNIA

Curved ceiling to reduce ceiling brightness at high point.
Louvered projecting screen on window wall below glass block strip, to reduce sky glare thru clear glass vision strip.
Louvered overhang above clear glass clerestory



NEW YORK

Square classroom lighted from top and both sides.
Ridge skylight with ventilator.
Plywood egg-crate light baffle placed horizontally above sloping portions of ceiling.
Clear glass transom high on south wall; sunlight blocked by overhanging roof of open corridor



CALIFORNIA

AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS

Adapted from Architectural Record, March 1948

strip of clear glass that allows one to get a view of the out-of-doors. Shades or light-baffles are needed over the vision strip, and are often necessary over the directional glass block. This type of fenestration is more expensive than the conventional windows, but the results obtained may justify the extra cost. Glass block can also be used in various ways in bilateral lighting, for example, in clerestory panels.

ORIENTATION

There is no unanimity of opinion as to the proper orientation for school buildings. In northern climates direct sunlight into each room is thought to be desirable psychologically, altho it produces glare and brightness-differences that must be dealt with thru adequate shielding and attention to children's seating. Strong arguments are advanced in the South for planning schools so that classrooms will have only north and south windows, the latter to be shielded from direct sunlight.

Factors that affect the orientation of buildings are the size and location of the school plot, the presence of nearby buildings and trees, and the natural landscaping and geographical location. The important thing is to take all these factors into account, and whatever the orientation, to plan for the maintenance of low brightness-differences between the sources of daylight and the interior of the classrooms.

LIGHT CONTROLS

Either exterior or interior equipment may be used for excluding direct sunlight and strong sky glare from the classroom, while admitting as much diffused daylight as possible. Exterior controls are needed in warm climates to avoid the excessive heat that comes from the sun's rays on the window glass.¹² An editorial in the *Architectural Record* urges that exterior overhangs and other built-in sun-catches be held to a minimum, advancing the principle of "getting all the daylight inside the room before controlling it."¹³ Exterior devices for light control include built-in roof projections, overhangs, jib walls, and outriggers, as well as movable baffles, Venetian awnings, and Venetian-type screens. The type to be used depends much upon the geographical location of the school, as well

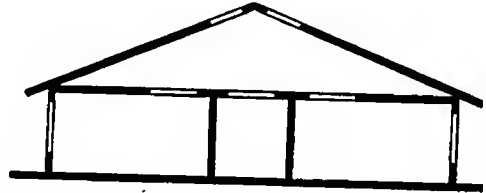
¹² Dreyfuss, Albert M., Jr. "How Southern Classrooms Can Beat the Heat." *Nation's Schools* 41: 37-39; May 1948.

¹³ Haskell, Douglas. "A Year of Basic School Progress." *Architectural Record* 101: 79-80; January 1947.

FIGURE 19

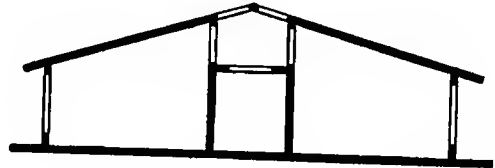
BILATERAL LIGHTING IN ONE-STORY BUILDINGS
WITH DOUBLE-LOADED CORRIDORS

Skylight with ridge ventilator provides light for horizontal clear glass skylights in classroom and corridor ceilings. Heating absorbing glass is recommended for skylight



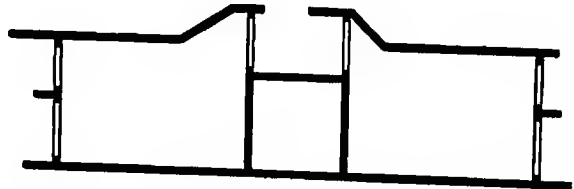
LOUISIANA

Ridge skylight provides light for transoms on corridor wall of classroom and for skylight in low-ceilinged corridor



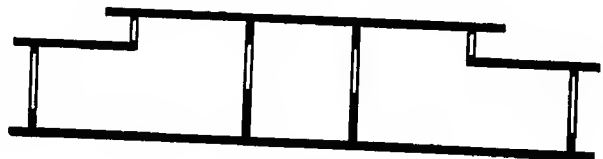
OHIO

Dropped corridor roof, to provide ventilating clerestory windows on corridor wall of classroom. Canopies above southern windows. No direct sunlight strikes windows in school hours from April 15 to October 15



LOUISIANA

Clerestory or monitor windows provide added light for inner part of classroom. Overhang above clerestory windows blocks off direct rays of sun. Clerestory windows and corridor breeze sash pivoted for ventilation



FLORIDA

as the maintenance afforded. To be satisfactory they should require little or no manipulation and be easy to maintain.

On the inside use may be made of shades, draperies, Venetian blinds, diffusers, and louvers. Shades should be of light-colored translucent material, highly diffusing, and mounted at the mid-point of the windows in order to provide separate control of both the upper and lower half. They should overlap at mid-point (to avoid a glaring crack of light) or have light strips between them. Opaque shades should never be used in a classroom except in darkening it for visual education. Draperies are not as flexible as shades because they provide for controlling the light from the sides only. If used, they should be made of light-diffusing material suspended from tracks providing ease of movement. Venetian blinds are flexible but they require considerable maintenance and teacher adjustment. They should be light-colored, preferably with the control of the lower half separate from the upper half. In some cases light-colored cloth baffles and diffusers, and frames of fixed louvers, have been used.

For the proper functioning of any device for daylight control, it is important that it operate easily and that the teacher understand its value and make an attempt to use it properly. The teacher is a key person in all plans of school lighting.¹⁴ Skilled teachers in the past have shown ingenuity and resourcefulness in overcoming some of the handicaps of bad lighting. Others, by misuse of equipment and by bad seating arrangements, can defeat the purpose of the most modern installations for visual comfort and efficiency. No part of the lighting installation is more important than the setting up of a plan for continuous counseling with teachers to make sure that they understand and use the equipment properly.

Artificial Light

Due to the wide variabilities of natural light, its uneven distribution in the classroom, and the need for rooms larger than can be daylighted adequately, some provision for artificial light is necessary in all school buildings. Community uses of school buildings after school hours and in the evenings also make artificial light necessary. Since modern artificial light is almost exclusively electric light, this discussion presupposes the use of electricity.

¹⁴ Helpful background information for teachers may be found in: National Education Association Research Division. *Teaching about Light and Sight*. Washington, D. C.: the Association, 1946. 79 p

In planning a balanced-brightness environment for classrooms, with recommended intensities of from 20 to 40 footcandles, the amount of light available from daylight sources should be first established as a basis upon which to determine the needed additional amount of artificial light. With some exceptions the evening uses of school classrooms will not require as high an intensity of light as the daytime use.

In planning the basic construction, the relative costs for building and maintenance of bilateral daylighting may be balanced against the costs of installing and maintaining artificial lights to provide the same quality and quantity of illumination. A projected school in Massachusetts, for example, has bilateral lighting in classrooms 30 feet square thru providing high intensities of artificial lighting in corridors, the light being admitted to classrooms thru louvered transoms in the corridor walls.¹⁵ A few classrooms are in use in which a "ceiling of light" is provided by installing a large number of closely spaced lighting units, louvered so as to avoid glare.¹⁶

Lighting fixtures range from direct to indirect, as determined by their general light pattern and the amount of light sent upward or downward, as follows:

Direct—The light from the bare bulb or tube is unshielded. If the lamp is an incandescent bulb it usually is surrounded by a flaring opaque shield, open at the bottom, which directs from 90 to 100 percent of the light downward. This type can be used as local lighting, task lighting, or accent lighting; for example, it can illuminate machines, or dictionaries. Direct lighting should not be used for general lighting in a classroom as it produces much glare and shadow.

Semidirect—The lamp is surrounded by a translucent shield, open at the bottom, which permits about 10 to 40 percent of the light to go upward and sends from 90 to 60 percent downward. Fixtures of this type may be used in corridors and locker rooms where glare is not a factor, but not in classrooms. A type of semidirect fixture that provides louvers below the bare lamps to block the glare produces a satisfactory light for classrooms.

General diffusing—The lamp is completely surrounded by a diffusing shield (often a globe) so that from 40 to 60 percent of the light is sent upward and from 60 to 40 percent downward. This light produces glare and shadow and is not suitable for the classroom.

Semi-indirect—About 60 to 90 percent of the light is sent upward; about 40

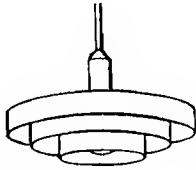
¹⁵ Haynes, S. W. "A Bilaterally Lighted Elementary School Building: The Auburn Elementary School, Auburn, Mass." *American School Board Journal* 117: 37-38; July 1948.

¹⁶ Smaage, Leon. "Proper Classroom Lighting a Prerequisite to Learning." *Nation's Schools* 41: 34-35; April 1948. (School in Des Plaines, Illinois.) Also: Allen, Carl J. "Classroom Lighting Techniques." *Progressive Architecture* 29: 77-85; August 1948. (School in Park Ridge, Illinois.) See photograph on p. 296 of yearbook.

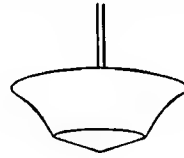
FIGURE 20

LIGHT BAFFLES USED IN SCHOOLS

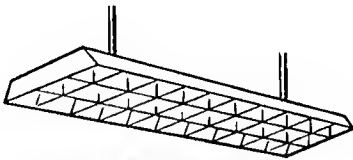
ON LAMPS



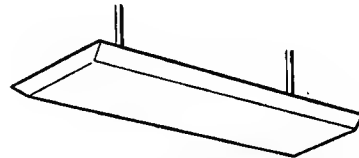
Vertical concentric louvers
on incandescent silver bowl
lamp (indirect)



Semi-translucent bowl
on incandescent lamp
(luminous indirect)



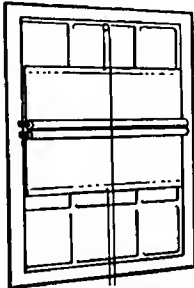
Egg-crate louvers on
fluorescent lamps
(semi-direct)



Semi-translucent shield
on fluorescent lamps
(luminous indirect)

ON WINDOWS

"Get the daylight inside the room before controlling it"



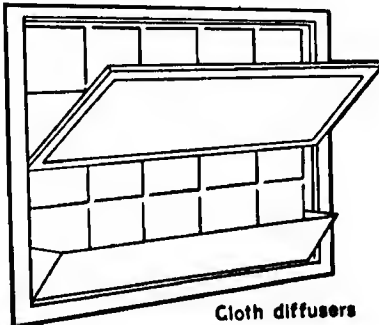
Translucent shades

Shield to
prevent light
streak between
sections

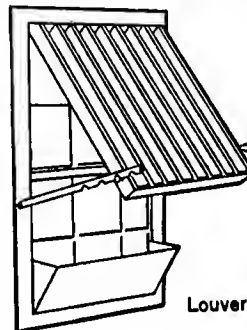


Venetian blinds

Separate sections
to control light
in upper and lower
sash as needed



Cloth diffusers



Louvers

Louvers of
metal or wood
to direct light
forward or up-
ward. Various
types; horizontal
or vertical;
movable or fixed

to 10 percent downward. The lamp is above a translucent shield or bowl, open at the top. The ceiling is the main reflective source of light, but enough direct light is sent downward to cause some glare and shadow.

Opaque or luminous indirect—The lamp is surrounded by an opaque or slightly translucent shield or bowl open at the top, or by concentric-ring louvers around a silvered-bowl lamp, so that from 90 to 100 percent of the light is directed upward. The ceiling is the source of reflected light and when painted a light color and kept clean, provides a good light with little or no glare or shadows. A slightly translucent bowl is better than one that is entirely opaque, as the latter provides too great a brightness-difference against the luminous ceiling. Indirect lighting is the least efficient, as from 10 to 40 percent of the light is absorbed by the ceiling, but is the most desirable in quality.

FLUORESCENT VS. INCANDESCENT LAMPS

Questions arise as to the relative merits of the familiar incandescent light bulbs and the newer fluorescent light tubes. Incandescent lamps and the fixtures for them are less expensive than other types. The lamps are easy to change, fit many types of fixtures and shades, and within limits may be varied in size within a given fixture. The lamps have an average life of about 1000 hours which is not affected by the number of times the light is turned on and off. They start instantaneously without flickering and they burn without sound.

On the other hand, incandescent lamps have excessively high spot brightness and even in diffusing globes are too bright for general classroom lighting. Incandescent lamps give off considerable heat, which becomes a problem when high levels of illumination are maintained. Up to 30 footcandles of light, however, can be maintained in the average classroom with incandescent lamps without excessive heat, using appropriate fixtures such as the luminous semi-direct helmet-type fixture or the concentric-ring indirect fixture with a silvered-bowl lamp.

Fluorescent lamps have an advantage over incandescent lamps in that they give off at least twice the amount of light for the same amount of current. Because of this feature, they often can be used in old buildings to raise the illumination level without installing new wiring.

The life of fluorescent lamps depends in large part on the number of times they are turned on and off. With an average burning time of three hours per start, the average rated life is about 2500 hours; the normal amount of starting of the lamp in classroom use reduces this rated life considerably. Most fluorescent lamps have a considerable

drop in efficiency during the first 100 hours of use, thus the lamp rating by the manufacturer represents the light that is given at the end of the first 100 hours.

The fixtures for fluorescent lamps are more complicated and costly than those for incandescent. Certain auxiliary equipment is incorporated within the fixtures, such as a starter and a ballast. Instantaneous starting is possible by an increased cost of lamps and auxiliaries. These extra accessories, as well as the difficulty of cleaning, complicate the maintenance problem. The ballasts in some fixtures radiate an almost inaudible sound that may interfere with radio reception if not properly filtered. Some lamps have a slight flicker, or stroboscopic variation, which proves dangerous around some types of moving machinery.

A fluorescent tube is larger than an incandescent bulb of the same wattage and therefore gives considerably less spot brightness. Even the fluorescent lamp, however, is too bright to be used bare. For general classroom illumination, fluorescent lamps should be used either in luminous-shield indirect fixtures or with properly louvered semidirect fixtures so that the bare tube cannot come within the field of vision during normal work. The tube should be shielded so that it is not visible at any angle less than 45 degrees from the horizontal for the side view, nor less than 35 degrees for the end view.

When costs of installation and of current are compared, fluorescent lighting costs more to install but requires less current to operate than incandescent lighting. Many variables should enter into figuring comparative costs, however, including the cost of installation, the cost of current per kilowatt hour, the number of hours the lamps are burned per year, the frequency of turning the lights on and off, and the cost of maintenance and cleaning. Studies have been made which attempt to take account of these factors, including the charging off of one-tenth of the original installation cost per year.¹⁷ With current at 1 cent per kilowatt hour, the costs for maintaining a uniform footcandle level were not greatly different among the various types of incandescent and fluorescent installations. At 6 cents per kilowatt hour, however, the fluorescent installations cost considerably less. The increased costs of power had more effect on

¹⁷ For example: Allen, Carl J. "Classroom Lighting Techniques," *Progressive Architecture* 29: 77-83; August 1948. Also: Putnam, R. C., and Anderson, J. R. "Latest Techniques in School Lighting," *Magazine of Light* 1946, No. 2. (Both of these articles are available as reprints from Engineering Division, Lamp Department, General Electric Co., Nela Park, Cleveland, Ohio.)

the total costs of the incandescent than on the fluorescent, since costs of fixtures and maintenance were relatively higher for the fluorescent than for the incandescent.

Whether or not these potential savings can be achieved in the use of fluorescent lamps in schools depends on the extent to which cooperation can be secured in holding down the number of times the lights are turned on and off, and on the effectiveness with which operation and maintenance personnel are trained in the cleaning and care of the fixtures and lamps. Informal reporting of experience by school maintenance officials seems to indicate that under school conditions, the life of the lamps may be somewhat less, and the labor costs for maintenance and repairs considerably more, than would be predicted on the basis of factory tests.

COLD CATHODE LAMPS

In the foregoing discussion, "fluorescent" has referred to the type of fluorescent tubes now most widely used. Another type, similar in principle but different in several technical details, is known as the *cold cathode* tube, in contrast to the hot cathode of the ordinary fluorescent. The use of cold cathode lighting in schools is still experimental but some preliminary trials have been encouraging.

Cold cathode lamps have an effective life of more than 10,000 hours which is not affected by the number of times the lamps are started. They start instantaneously without flickering. They may be operated in series which makes it possible to locate the transformers outside the classroom and thus remove the low humming sound that is typical of all fluorescent lamps. When operated in series, cold cathode lamps may be dimmed with usual dimming devices from full brightness to a faint glow, a feature not now possible for ordinary fluorescent lamps. Also, they may be operated on transformers with a current of low amperage (60 milliamps) to maintain an unshielded surface brightness of as low as 500 to 550 footlamberts.¹⁸ Such a light, however, runs somewhat higher than the desirable maximum brightness for classroom use.

Cold cathode lamps give off about 10 to 12 percent less light for the amount of current than ordinary fluorescent lamps and when used in shielded fixtures, cost somewhat more for installation and

¹⁸ Lewis, John W. "Cold Cathode Fluorescent Lighting." *American School Board Journal* 117: January 1949.

current. Due to longer lamp life, the absence of starters, and simplicity of operation, however, they are likely to cost less for maintenance.

ESTIMATES OF NUMBER OF WATTS NEEDED

In planning the wiring for a school building, the following formula is a convenient way for arriving at a rough estimate of the total lamp wattage needed:

With *incandescent* lamps:

Floor area in square feet	x	Footcandles desired		Total number of watts
			equals	
	6			

With *fluorescent* lamps:

Floor area in square feet	x	Footcandles desired		Total number of watts
			equals	
	12 to 15			

Thus for a classroom of 900 square feet, in which artificial light would be depended upon for 20 footcandles of light, about 3000 watts would be needed for lighting by incandescent lamps and from 1200 to 1500 watts for lighting by fluorescent lamps.

Whatever type of lamp is to be used, the wiring should allow for the next larger lamp size than the one installed, to provide for possible future developments. Lack of this foresight blocks the better illumination of many schoolrooms today. In general, doubling the capacity of the wiring increases the initial cost of the wiring about one-third.

AUTOMATIC CONTROLS

Questions may be raised as to an automatic control of classroom electric lights instead of a manual control directed by the teacher. Automatic control using either the selenium cell or the photo-electric tube has been used with varying degrees of success. Sometimes the light gatherer—cell or tube—is installed on the outside of the building, using one for each exposure. In other cases a cell or tube is installed either at the front or at the side of each classroom, to turn on the inside row of lights as the natural illumination decreases below a certain set minimum. If automatic control is used it is

necessary to have a special switch to cut it off when the room is darkened for visual education. Perhaps a better plan is a light indicator system, entirely separate from the lighting circuit, that provides a light gatherer for each room. This cell or tube actuates a relay which in turn operates a visible or audible signal—for example, a small red light or a chime—when more light is needed. When there is no longer need for the added light, the red light or the chime again signals the change. Still another system uses the principle of the light meter with a large hand or dial which shows red when light is needed and white when the lights can be turned off. These systems will become popular only as they are made simple in operation and reasonable in cost.

Color

Only by the skilful use of color can the conditions be established for a comfortable and pleasing visual environment. In schools that have used properly balanced color and light schemes as contrasted to traditional situation, observers have noticed more alertness on the part of the pupils, more teacher enthusiasm, less teacher fatigue at the end of the day, and more pride in the building on the part of pupils and staff, resulting in greater cleanliness and better care. In selecting colors and paints, attention must be given to the psychological response to color, to the color and intensity of the light, to the maintenance of appropriate brightness-differences, to special uses to be made of the colors, and to atmospheric conditions that might affect the paints.

Different types of lights will give different qualities to the same color; *thus it is important to select colors under the light to which they are to be subjected.* The ordinary incandescent lamp gives a slight accent to yellow and conversely tones down the purple hues that are complementary to yellow. Thus orchid and violet do not show off well under incandescent lamps, but seem to fade into gray. The so-called daylight incandescent lamp, on the other hand, gives a slight accent to blue, which in turn means that orange and its related warm hues are grayed considerably.

Many of the early installations of fluorescent lights used tubes that emphasized blue to such an extent that the warm color of healthy human skin was changed in appearance to a sickly greenish pallor. This is also true to some extent of the daylight incandescent

lamp. Such results can easily be avoided by selecting one of the soft white fluorescents which contain more red and are best used with warm colors such as ivory, cream, tan, yellow, rose, peach, and coral. The greens, blues, yellow-greens, and blue-greens have a tendency to fade under this white light and hence may require a greater intensity of hue than would be required under a daylight lamp.

Color renders important services in improving the quality of light, especially in the maintenance of appropriate brightness-differences. By studying the light-reflecting values, it is possible to select paints that will promote visual comfort. Pearl gray and a pale coral, for example, will provide an interesting contrast in hue, but properly selected they will reflect the same amount of light and thus the combination will be easy on the eyes. In many new buildings the woodwork will be painted the same light color as the walls.

On the ceilings an 80 percent reflection factor is needed. This requires that the color must be white or nearly white and that the ceiling must be kept clean. Altho it is difficult to keep the reflection factor up to 80 percent with acoustically treated ceilings, it is not impossible if the proper materials are selected in the beginning and the ceiling is given proper care.

A side-wall reflection factor of 60 percent limits the colors to those commonly known as the pastel tints. The reflection factor should be measured exactly or purchased on a dependable guarantee. It can be determined by a mechanical measuring device in the hands of a competent person, or it may be read directly from the label, if purchased from a reputable firm which reports the reflection factor on each container of paint. Colors cannot be judged in small patches; a color will appear lighter in a small sample than it will appear on a wall.

On wainscot, trim, and baseboard a 40 to 60 percent reflection factor is needed. Colors that are contrasting or complementary to the wall colors may be used, or darker shades of the wall colors, or harmonious and associated colors in combination. Probably the safest plan is to use the darker tones of the wall color but contrasted and associated colors, selected with skill, will provide charm and interest. The old-fashioned dark wood trim against white or ivory walls was a constant annoyance to eyes at work and should be avoided in future painting.

Raising the floor color to a 30 or 40 percent reflection factor

practically eliminates oiled floors, dark asphalt tile, and other dark finishes and introduces instead more of the light maple, light oak, light asphalt tiles, and the light linoleums such as tan or light brown Jaspe. Plastic flooring in light colors is also coming into production. The use of "dirt-colored" paint for any schoolroom floor in order to disguise the presence of dirt cannot be condoned at all.

Requiring a 30 to 40 percent reflection factor for desks and other equipment eliminates the old school furniture brown and introduces the new bleached, straw, light honey color, and associated finishes. Under no condition should the old institutional grays and browns be used.

Nonglossy finishes should be used on all surfaces—walls, floors, and furniture—to eliminate glare and reflections.

There is a common tendency to associate colors with ideas of warmth and coolness. There has been some scientific evidence also that colors affect attitudes and the output of energy. Red and orange, for example, are regarded as warm and energizing colors; blue and green as cool and soothing. Warm colors are usually preferred for sunless rooms and cool colors for sunny rooms. In the schoolroom, however, it is probable that color has its chief value not in the use of specific hues to induce specific attitudes, but in bringing about a general mood of acceptance and enjoyment of the school situation. Color can help to bring happiness to children in school. It can improve lighting and can substitute beauty for the drabness that too long has been typical of school buildings.

Color can sometimes be used to advantage for certain other practical purposes. Light colors make rooms look larger while dark colors make them look smaller. Darker colors have a tendency to retire or blot out while lighter colors emphasize. This knowledge can be used in making an object look large or small, in subordinating undesirable details, or in accenting desirable details. Machines and equipment can be painted in colors that will be complementary to the materials to be used at the machines. In some art rooms it may be desirable to have neutral grays in order to bring out the true colors in the art work. It also may be desirable to have gray in some science laboratories; however, ivories, whites, buffs, and peach tints are preferred.

Paints in laboratories should be free of white lead to avoid darkening in the presence of hydrogen sulphide. Water-thinned

paints, such as resin emulsion, should not be used where germicidal lamps are to be installed. Neither should water-base paint be used in places requiring washability and resistance to severe abrasion, because these paints are not capable of withstanding resistance to the type of washing compounds and cleaners usually available for school maintenance.

The use of color can promote safety by marking various types of hazards with distinctive colors.¹⁹ Also, colors can be used in other ways for coding and identification. For example, varying colors can be used on the handles of hand tools to identify types or sizes. A light blue color can be used on switch boxes and meters to help identification; however, the inside should be painted orange. Each valve and covered pipe should be painted a distinctive coded color which indicates the type of service furnished by that valve or pipe. This ease of identification will lessen mistakes in operation. It might be desirable also to paint each type of playground equipment a different color for proper identification.

Summary

1. Light and color, as a part of our environment, condition our health and learning.
2. It is generally agreed that *good lighting* aids educational progress.
3. Emphasis in school lighting now is less than formerly on quantity and more upon quality of light, which is determined by the location and the intensity of the source of light and its surroundings or environment.
4. Comfort and efficiency in vision are increased by maintaining a balanced brightness thru low surface brightnesses, high reflection factors, and nongloss surfaces.
5. Ceilings should have an 80 percent reflection factor, walls 60 percent, wainscot and trim 40 to 60 percent, desks and floors 30 to 40 percent, and chalkboards not less than 20 percent.
6. Bilateral lighting, clerestory lighting, and directional glass block in properly designed installations increase the quantity and aid the distribution of natural light in a room.
7. Natural lighting should be controlled, and children should be seated so that no excessive glare is within the normal visual field.

¹⁹ See p. 174-75.

8. Light intensities of from 20 to 40 footcandles are desirable for classrooms.
9. The brightness of any light source or other surface in the schoolroom environment should not exceed 500 footlamberts; even lower brightnesses are desirable, depending upon the general level of illumination.
10. No bare lamps should be allowed in a person's normal visual field.
11. Fluorescent lamps give off at least twice as much light for a given amount of current as do incandescent lamps.
12. Fluorescent lamps give off less heat than incandescent lamps and are desirable when an intensity of more than 30 footcandles is required.
13. The costs of fixtures and the costs of cleaning and repairs are much lower for incandescent lamps than for fluorescent lamps.
14. For most classrooms automatic control of the lights is not as desirable as a light indicator and manual control.
15. Properly chosen colors help to provide desirable brightness-balance in schoolrooms and can be used in all parts of the school plant as an aid to safety and identification.
16. Color should be selected on the basis of its use and under the type of light to which it will be subjected.
17. An essential part of any system of school lighting is a continuing plan for counseling with teachers and with operating personnel to make sure that they understand the lights and the equipment for shading the light, so that they will use them to provide the best possible conditions for seeing.

CHAPTER FOURTEEN

Instructional Furniture and Equipment

AS THE nation's schools now and in the near future expect to spend billions of dollars on new schoolhouse construction, of which a substantial portion will be allocated to instructional furniture and equipment, serious thought and careful planning should be given to this important phase of the school plant. Unfortunately, there have been experiences in the construction of new schoolhouses in which the total funds available were used for the structures themselves with nothing "left over" with which to equip the buildings for their educational use. This chapter is devoted to a discussion of basic principles and recent thinking with reference to the furnishings of the modern schoolhouse.

This chapter deals more with furniture than with equipment.¹ By way of definition and distinction it might be well to classify as furniture those items associated with the instructional function of the school plant that are not affixed to the building itself, that are usable by the pupils and teachers, and that are movable for the greater convenience and benefit of both. Pupils' desks, tables, chairs, teachers' desks, and movable bookcases and cabinets are in this classification. Such units as built-in lockers, cabinets, bookcases, storage facilities, attached laboratory tables, kitchen units, heavy shop machines, public-address systems, audio-visual facilities, and many other units (including some small portable objects) are classified as equipment. While both classifications are essential to proper instruction, much of the equipment must be a part of the initial planning of the building and, therefore, will fall within the cost estimates of the building project. Furniture can more easily be an afterthought but it never is when sound educational planning is followed.

¹ Chapters VI and VII include many references to desirable types of equipment for various special facilities in the school plant. See p. 88-129.

Relationship of Furniture and Equipment to Educational Function

Without school furniture even a well-planned school building is only a shelter; it is well-planned furniture that makes it a school. The children are *in* the building but they *use* the furniture. For many generations furniture has been placed in a schoolroom and then the children have been expected to fit the furniture. Today's philosophy of education causes educators to center a larger part of their interest and endeavor on the child's growth—mentally, socially, physically, and emotionally. Furniture and equipment that do not make a contribution toward child development have no place in a classroom.

When possible, equipment should be of such character that children can handle it. For example, a little child in the primary grades should have an opportunity to handle a globe. The globe used by the teacher may be larger than the globe that is passed among the children. The important thing is for the children to examine the globe, to recognize the spherical shape of the earth, and to develop a proper perspective in their own minds of the location of countries and places. It is not too great a loss if a child occasionally drops a globe and breaks it. The loss in equipment is compensated for in the growth of the children. So it is with all instructional equipment: as much of it as possible should be manageable by the children.

So essential is good serviceable furniture and equipment for school buildings that great care and precaution should be exercised in its selection and installation. Selection should be made in the light of the best educational theory and practice in the field where it is to be used. A sufficient quantity of the highest quality materials available should be demanded by educators in order to make the new buildings measure up educationally to the physical characteristics of new and scientifically designed buildings.

Sometimes as work experience or as an economy, pupils build furniture in school shops. When this is done, the same standards of construction and material should be attained as are required in manufactured furniture.

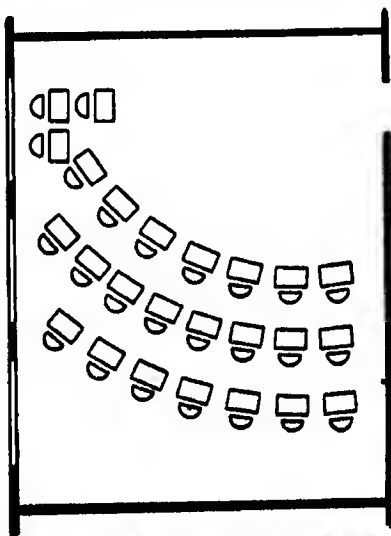
Even with the careful attention that children receive both before and after they enter school, the percent of children with defective

vision increases steadily thruout their school years.² Posture defects increase during the early elementary years and are greater among high-school students than among first-graders. Table 2 illustrates these trends as shown in recent health examinations in New York State. Tho it would be fallacious to presume that school environment is the sole cause of this increase in defective vision and posture, it seems certain that school surroundings, like all other surroundings, have had an influence toward causing these and other physical defects. Accordingly, any improvement that can be made in the construction of school furniture, in the color used, in the placement with respect to light within the classroom itself, to the end that the child's vision, posture, and other responses to the environment will be more nearly normal, will improve the child's present comfort and will contribute to his future health. To expose a child to unhealthful or uncomfortable physical surroundings has a damaging influence on his nervous system and impedes his learning.

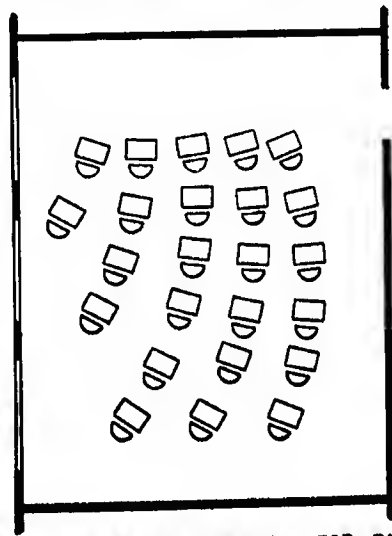
² Maxwell, C. H., and Brown, W. P. "The Age Incidence of Defects in Children, Their Changing Health Status." *Journal of School Health* 18: 65-80; March 1948.

FIGURE 21

SUGGESTED ARRANGEMENTS OF INDIVIDUAL DESKS OR TABLES FOR GOOD SEEING IN ROOM LIGHTED FROM ONE SIDE ONLY



A - QUADRANT PLAN INCLUDING PROVISION (CHAIRS IN UPPER LEFT-HAND CORNER OF SKETCH) FOR LEFT-HANDED PUPILS



B - CURVED ROWS TO MAINTAIN FOR EACH PUPIL A 50-DEGREE ANGLE BETWEEN LINE OF VISION AND FRONT LIMIT OF WINDOWS

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Adapted from (A) Henry B. Bennett, *School Posture and Seating*, 1928 (B) Dorrell Boyd Harman, *Architectural Record*, February 1946

TABLE 2.—TRENDS BY SCHOOL GRADES IN DEFECTS IN VISION AND POSTURE

Grade level of pupils examined	Number of defects per 1,000 pupils	
	In vision	In posture (Severe defects only)
1	2	3
Kindergarten	51	9
Grade I	93	16
Grade II	125	23
Grade III	169	25
Grade IV	199	32
Grade V	225	27
Grade VI	219	33
Grade VII	207	27
Grade VIII	220	33
Grade IX	224	27
Grade X	264	29
Grade XI	316	26
Grade XII	305	17

Based on school-health examinations of 83,019 pupils in 19 school systems in New York State, 1945-46, as reported in: Maxwell, C. H., and Brown, W. P., "The Age Incidence of Defects in Children, Their Changing Health Status," *Journal of School Health* 18: 65-80; March 1948.

LIGHTING IN RELATION TO SCHOOL FURNITURE AND EQUIPMENT

In considering the relationship of furniture and equipment to its educational function, one of the chief factors is that of light and lighting.³ Experimentation has demonstrated that reconditioning a traditional classroom by lightening the color of all surfaces, including furniture and equipment; providing control of natural light by improved window treatment; redirecting the light from artificial light sources so as to avoid glare; and substituting dull finishes for glare-reflecting glossy finishes will relieve poor lighting conditions and will provide for visual comfort and efficiency. It is essential, therefore, that built-in equipment and all woodwork be done in color combinations that tend to reduce brightness contrasts and increase light reflection without glare; colors with a light-reflection value of 40 to 60 percent are recommended.

Pupils' desks, teachers' desks, and other movable furniture should be done in natural wood or blonde finish with a light-reflection value of from 30 to 40 percent, with particular care being used to guard

³ Harmon, Darell B. "Light on Growing Children," *Architectural Record* 60: 78-90; February 1946.

against gloss or high polish. The light color and dull finish tend to reduce the high light-reflection contrast formerly found between the traditional dark desk top and the white paper of the visual task of the pupil, as well as to assist in the general light-control program.⁴ Tho the changeover to light-colored furniture has not made much headway so far, a more rapid change can be expected within the next decade, as school purchasers request this type.

Another factor in the relationship of furniture to lighting is that of the angle line of the sitting position of the child with respect to the light source. Children should not face a light source of high brightness but are often forced to do so in schoolrooms. In the traditional pattern of classroom seating, still in use in some schools, in which the desks are arranged in rows parallel to the windows, many children on the window side of the room and in the back are forced to face considerable light glare from the window battery. In rooms where traditional seating must continue to be used, it will help to swing each pupil's desk to the right so that his forward line of vision will be at an angle of not more than 50 degrees, preferably less, with respect to the front windows. (See Figure 21.)

When tables and chairs are used, it is difficult to avoid having children on one side of the table face the light. Careful arrangement of tables, with chairs on two sides (preferably on one side only), and continued alertness on the part of the teacher, are necessary to assure satisfactory lighting conditions. As with all movable furniture that provides for flexibility in classroom arrangements, movable chair-desks also carry the possibility that children will place the chairs to face the light. Teachers have a continuing responsibility for protecting the eyesight of children by the proper use of school furniture and by instruction in the proper use of light.⁵

The modern classroom with diffused or multilateral lighting sets

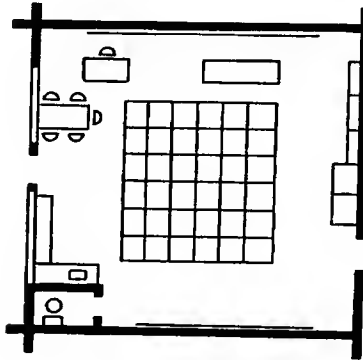
⁴ See Chapter XIII for a background discussion of school lighting, p. 217-43.

⁵ National Education Association, Research Division. *Teaching about Light and Sight*. Washington, D. C.: the Association, 1946. 79 p.

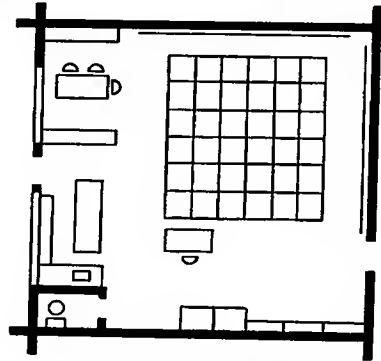
Points To Note in the "Better Arrangements" in Figure 22—Wardrobe units for outer clothing and lunches just inside the entrance door. Seating area in a corner, thus leaving the maximum of usable space for other purposes. Work table for activity area at the back and conveniently near the sink. Storage cabinets near the sink and the activity area. Classroom library and reading center in quiet corner, with bookshelves close by. Teacher's desk centrally located. Better Arrangement #1 can be adapted to an audience situation or to open play space by moving classroom seating with a minimum of movement of the large pieces of furniture.

FIGURE 22

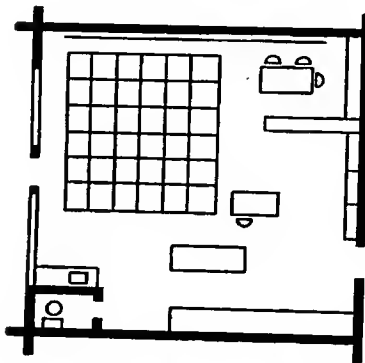
SUGGESTED ARRANGEMENTS of FURNITURE and EQUIPMENT
in SQUARE ROOM with DIFFUSED LIGHTING



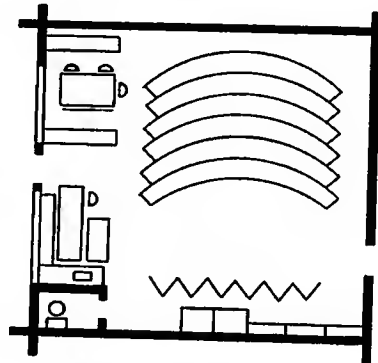
POOR ARRANGEMENT



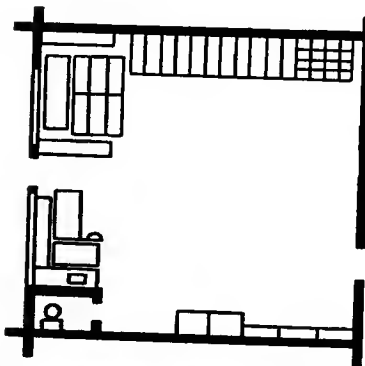
BETTER ARRANGEMENT #1



BETTER ARRANGEMENT #2



ARRANGED FOR DRAMATICS
OR PICTURE PROJECTION
(ADAPTED FROM #1)



ARRANGED FOR PLAY
(ADAPTED FROM #1)

EFFICIENT USE OF MOVABLE
SEATING HELPS TO MAKE
VARIOUS TYPES OF ACTIV-
ITIES EFFECTIVE

Adapted from Charles Wesley Bursch and John Lyon Reid, You
Want To Build a School?, 1947

AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS

fewer restrictions on the location of seating and offers encouragement to the teacher and class for flexibility in the placement and use of the units of furniture. (See Figure 22.)

SIZE AND ADAPTABILITY OF FURNITURE

Other factors in the usability of school furniture and its effect upon the pupils are size, adjustability, and adaptability. The best educational thinking points to a strong preference for movable classroom furniture. Thousands of classrooms, however, must continue to use, to the best advantage possible, the durable fixed seating with which they are equipped. Where these old desks are adjustable, full use should be made of this feature.

The traditional types of desk made no provision for adjustment to fit the different sizes of the pupils who were to use them. Often a classroom has been equipped with one size desk only and all sizes of pupils in the room have used them. Such a practice means that probably one-half of the pupils are provided with desks of the right size, but the remainder are doomed to make their own adjustments by sitting on a foot, reaching up to do their work on the desk top, or leaning over in order to get down to the desk. Furthermore, many large pupils are forced to fold their legs under the desk or put them in the aisles to be stumbled over, while many small ones sit with their feet dangling in the air. All of these conditions contribute to postural defects such as a curved spine, a high shoulder, the head held to one side, stooped shoulders, and the like. An examination of many of today's classrooms will verify the above comments.

Individual differences in children are just as real in the physical world as in the mental, and every child should be provided with a school desk and seat that will allow for his own positive development, comfort, and health protection. A functional analysis of children's needs should be made under controlled research conditions, and manufacturers should be advised of these discovered needs so that they may build furniture for children's health and comfort.

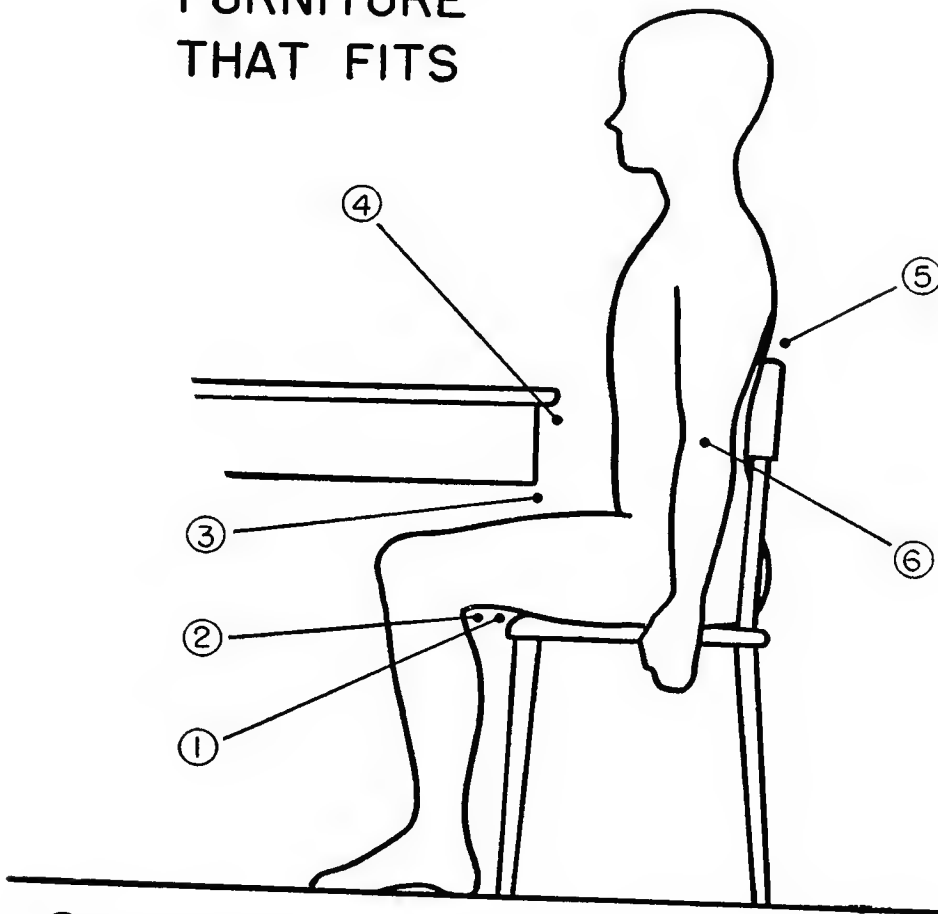
Some suggestions for properly designed seats and desks are given below:

1. Seat

Height—Pupil's feet should rest flat on the floor and support sufficient weight so there is no pressure on under side of thigh at front of seat.

FIGURE 23

GIVE THE CHILDREN FURNITURE THAT FITS



① NO PRESSURE UNDER THE KNEES

② FREE SPACE BACK OF INSIDE ANGLE OF KNEE

④ BACK EDGE OF TABLE OVERLAPS FRONT EDGE OF CHAIR

⑤ LOW CHAIR BACK, OPEN AT BOTTOM; SUPPORT FOR HOLLOW OF BACK ONLY

⑥ TABLE TOP HIGHER THAN ELBOW WHEN ARM IS STRAIGHT

Depth—When pupil's back is properly supported by back rest, there should be three or four inches clearance between front edge of seat and inside angle of knee.

Slope—The seat should slope slightly down toward the rear to overcome tendency to slide forward.

Shape—The seat should be shaped so as to distribute the weight over a large area without undue pressure at specific points. There should be no rail, ridge, or other obstruction at the rear of the seat which would prevent the extension of the buttocks beyond the back support.

2. Back Support

Width—The back support should contact *only* the lumbar region or hollow of the back between the hips and the shoulder blades.

Slope—The slope of the back support will depend upon the total chair design, but should support the pupil's back while sitting in an upright working position.

3. Desk or Working Surface

Height—The height of a flat-top desk should be one to two inches above elbow level of the pupil when properly seated and with the arm in a vertical position. If the desk top slopes, the edge next to the pupil should be a little lower in proportion to the slope.

Desk Slope—This is a difficult problem regarding which there is not uniform agreement. For some activities, pupils need a flat working surface. For writing, it probably is better if the desk has a slight slope. For prolonged reading, the book should be held at a right angle to the sight line when the pupil is erect with back supported. If the desk top is to provide all of these conditions rather complicated adjustments are necessary. Since the pupil can hold the book, or support it on other books, and since he often has other materials on the desk at the same time, the reading-slope adjustment is not considered essential. There is more reason for having sloping desk tops in the upper grades, where much time is given to reading and study, than in the lower grades.

Arm Rest—Conventional tablet-arm chairs, or other seats that tend to interfere with the elbow of the writing arm, throw the spine and shoulders into an unnatural position, and should be discouraged.

Spacing—The total design of seat and desk will affect the horizon-

tal spacing, but a comfortable working position will usually require that the desk overlap the seat by three or four inches.

Leg Space—There must be sufficient space between the seat and the desk bottom or table apron for free movement of the thighs, even if this requirement limits the depth of a book box or drawer.

If the foregoing recommendations are followed for each pupil, the appropriate heights for desks, seats, tables, and chairs will vary widely within each grade or age group. Some attempts have been made to standardize on four sizes, as shown in Table 3, but there

TABLE 3.—PROPOSED STANDARD HEIGHTS FOR SCHOOL TABLES AND CHAIRS

Dimension	Heights in inches for four stock sizes recommended			
	(a)	(b)	(c)	(d)
Height to top of table, including gliders	20	23	26	29
Height to top of chair seat, including gliders	11	13	15	17
Height from chair seat to table top	9	10	11	12
Minimum height of knee space	4½	5	5½	6

Adapted from: U. S. Department of Commerce, National Bureau of Standards. *School Tables*. Simplified Practice Recommendation R191-43. Washington, D. C.: Government Printing Office, 1943. p. 1.

TABLE 4.—HEIGHTS OF TABLES AND CHAIRS RECOMMENDED FOR CLASSROOM USE IN NEW YORK CITY PUBLIC SCHOOLS

		Heights in inches, pre-kindergarten thru Grade IX			
		Pre-kindergarten	Kinder-garten	Grades I-III	Grades IV-VI Grades VII-IX
Tables (and desk tops)	18		18-20	22 & 24½	24¾, 26½, & 28¼
Chairs	9-10		10-12, & 14	12-14, & 16	13½-14¾, 16 & 17¼

Adapted from an excerpt from New York City School Building manual, reported by: Engelhardt, N. L. "Building Manuals for School Systems." *The American School and University*, 1947-48. New York: American School Publishing Corporation (470 Fourth Avenue). 1947. p. 51.

is need for a finer gradation, and for providing a range of sizes for each class. Table 4 shows the ranges in heights of desks and chairs recommended for classrooms in the New York City public schools.

The importance of providing a variety of sizes, and for *lower* chair and desk heights than are commonly purchased, is suggested by the figures in Table 5, based on careful measurements of nearly 4000 individual pupils. It will be noticed, for example, that nearly two-thirds of the high-school pupils needed chairs only 16 inches high, or lower, whereas the practice in many places is to purchase only the adult-size 18-inch chairs for senior high schools. Any proposed standard distribution of furniture sizes, however, should be checked by actual measurements of groups of children in the local system.

Pupils' desks and seats should be individually adjustable, and should actually be adjusted, to comply with the suggested standards as to height of desk and seat and relationships between the two, or nonadjustable desks and seats should be individually selected for each child.

If teachers and principals do not use the adjustable features of seats, the extra expense for this type of furniture is not justified. Where movable furniture of varying sizes is supplied to each room and the furniture is actually moved in the course of classroom activities, the entire effort to provide furniture to fit children will be defeated if chairs are not assigned to individual pupils. A good activity for the first day of school is the selecting and labeling of a chair for each child.

TABLE 5.—RECOMMENDED DISTRIBUTION OF SEAT HEIGHTS FOR SCHOOL GRADES, BASED ON MEASUREMENTS OF PUPILS

Height of seat in inches	School grade or division								
	I	II	III	IV	V	VI	VII	VIII	High school
11	90%	50%	25%	..	..	..	..	..	..
12¼	10	50	50	50%	35%	10%	..	..	..
13½	..	..	25	40	40	40	25%	10%	..
14¾	..	..	..	10	25	50	50	40	25%
16	..	..	..	..	..	..	25	50	40
17¼	..	..	..	..	..	..	..	..	35

Based on measurements of 3615 school pupils, reported in: Bennett, Henry E. *School Posture and Seating*. Boston: Ginn and Company, 1928, p. 143. (Out of print.) Seat heights in column 1 represent standard manufacturers' sizes at time book was prepared.

In high schools and other departmentalized schools, where children are changing rooms and seats thruout the day, or in schools already equipped with traditional furniture, the best solution for this problem is the placing of different sizes of seats in all rooms.⁶

Refinishing of Present Furniture

Much of the furniture that was modern ten to twenty years ago is judged now to be inadequate. It is estimated that about eight hundred million dollars are invested in the school furniture and equipment now in use and that it would cost at least twice that sum to replace these installations. To abandon this vast amount of structurally sound furniture is out of the question. It is necessary, however, to know how to renovate or rehabilitate this furniture and equipment to a usable condition.

One important step is that of lightening the color of the furniture so as to reduce surface contrasts. Desks are usually constructed of oak, maple, or birch and formerly were finished with a brown enamel or a dark stain and varnish. These dark finishes are not desirable as they absorb too much light. To rehabilitate them so that they will be acceptable, they should be refinished.

Desks may be refinished in this manner: First, remove the painted or varnished surface from the tops of the desks by using a portable electric sander, preferably a "belt" type that follows the grain of the wood. Sometimes it is less expensive to use a varnish remover first. A floor-edging machine is very satisfactory for removing paint and varnish. It is usually necessary to use a coarse open grit sandpaper for the first sanding operation; but in all cases, the final sanding should be done with a No. 00 sandpaper, and the surface should be finished smooth and free from all sander marks. Any small cut places or defects that are too deep in the wood to be sanded out should be patched with plastic wood. Larger patches may be made by inlaying wood and matching the grain. These patches should be dressed and sanded.

After the sanding has been completed, the finish should be applied. For oak desks and any other dark wood, the tops should be bleached so as to produce a blonde color; for oak the application

⁶ For helpful suggestions on selection and purchase of school furniture, see: American Council on Education, Committee on School Plant Research. *Specification for Chair Desks*. Studies, Series VII, School Plant Research, No. 2. Washington, D. C.: the Council, 1942. 39 p.

of a filler should precede the seal. After the bleach has thoroly dried, sand smooth; then apply one coat of penetrating seal. When dry, rub smooth with steel wool and apply one coat of floor finish. When thoroly dry, rub to a dull eggshell finish. The other wooden parts of the desk are slightly curved and cannot be sanded with a power machine. Since the cost of sanding these surfaces by hand is prohibitive, the next best result may be obtained by painting them with a light-colored low-gloss enamel. Birch and maple desks may be treated in the same manner as oak except that bleaching is unnecessary.

Interior glass panels of doors and transoms should be covered or painted with a flat paint to eliminate reflected glare. Cabinets and trim of rooms should be painted with a flat or low-gloss paint which will give a light reflectivity of 40 to 60 percent. Tables and other furniture should also be painted in light colors.

Furniture and Equipment for Specific Facilities

Most of the foregoing discussion refers to the so-called standard classroom. There are specialized requirements for furniture and equipment in other parts of the school which are not treated in this chapter except for brief sections on the school library and on audio-visual facilities. Equipment requirements for other special rooms are outlined in Chapters VI and VII.

It is important to consider furniture requirements early in planning building space for special rooms. The needed furniture must be planned first and the plant built around those needs. In every room the furniture should be adapted to the sizes of children who will be using it, adapted to the educational program to be carried forward, and so far as possible designed for a variety of uses.

LIBRARY ¹

Library furniture, equipment, and room finish should be light in color, should contribute to the ease of obtaining books and materials, and should be designed for usability. Ordinarily, the specialized equipment manufactured by regular library supply houses is satisfactory but shelving may be constructed locally if desired. Local construction should follow the suggestions as to size, adjustability, and

¹ American Library Association, Committee on Planning School Library Quarters. *Dear Mr. Architect: An Open Letter from the School Librarian*. Chicago: the Association, 1946. 13 p.

simplicity given in Chapter VII, p. 111-13. Facilities for filing recordings, slides, filmstrips, and other audio-visual materials have not been standardized at this time. Satisfactory equipment is available from some library supply houses; some equipment can be made locally.

Tables and chairs are most desirable for student use in the main reading room. Tables should not accommodate more than six persons and should be of such size that readers will not sit at the ends. This arrangement will insure a relatively uniform lighting condition for all readers and will force none to face the light or read in his own shadow. Tables should be finished in a blonde or light honey color with no gloss. Chairs should be of proper size to fit the users. Recommended heights for tables are 20 to 26 inches for Grades I to VI, and 26 to 29 inches for secondary pupils, while chairs should be (including glides) 11 to 15 inches for elementary and 15 to 17 inches for high-school students. Allowance is to be made for different sizes of tables and chairs in the same rooms to provide for different sizes of children.

The standard school library table is designed for six pupils seated on two sides of the table. Frequently, the user of the library must take notes on his reading and the light source, that is, the windows, should be at his left. The Commission, therefore, recommends that those who have the responsibility for equipping the library give careful consideration to the use of tables which will permit seating only on one side. Such tables probably should be about 22 inches wide in the high-school library, and 20 inches wide in the elementary school.

The library workroom, conference room, and office space should be fitted with the necessary furniture, including for the office a librarian's desk and chair, a filing case, and shelving. The conference room should be furnished with a table at least 3 by 5 feet, chairs, and shelving.

In elementary schools it is preferable to have, in addition to the central school library, separate classroom libraries or reading corners where books and materials may be kept and exchanged with the central library. A table and chairs and approximately 25 to 30 feet of adjustable shelving for books, exhibits, and museum purposes will provide for room libraries. High-school classrooms need a similar amount of open shelving in addition to closed storage cupboards.

AUDIO-VISUAL FACILITIES

In view of the increasing use in schools of sound films, recorders, radios, filmstrips, opaque projection materials, models, charts, slides, and related audio-visual materials, it appears that we are rapidly approaching the place where almost every classroom in the modern school of this country will need to be equipped with all of the modern tools and mechanical devices which are commonly associated with the field of audio-visual education. The use of these facilities will undoubtedly increase as teachers find them to be available and as the quality continues to improve. Equipment can be added as use increases but building facilities should anticipate an increasing demand.

Each classroom, insofar as possible, should be equipped to make full use of audio-visual aids in the immediate learning situation. The policy regarding the lighting of rooms and the climate of the particular locality may make it impractical, however, to use certain types of projection equipment within the classroom, in which case special projection rooms are necessary. Many teachers consider the special projection room desirable as an auxiliary even where projection within the classroom is possible. While experimentation has not yet proved one plan more desirable than the other, the psychology of the teaching-learning situation argues for the use of audio-visual materials in the classroom environment.

When special projection rooms are used, the number needed will vary with the number of classrooms suitable for projection purposes. Usually one special projection room per floor is needed in large buildings. An auditorium may be considered an accessory projection room. The projection room should be designed to seat the largest whole class group. It should be a long rectangle, the width of a typical classroom and one and one-half times the length. The chairs should be opera type. Traffic needs will be met by aisles down each side of the room and none in the middle. The seat nearest to the front wall should be no nearer than twice the width of the screen. The width of the screen should be not less than one-sixth the room length. It should be hung high enough so that its lower edge is about the eye level of the seated audience. Wiring should include a three-way switch at the door and at the center of the back wall controlling the lights, and in addition a conduit in floor or wall, containing the speaker cable, should run from the rear of the room to an outlet at

the front of the room above a speaker shelf. This shelf, with an eye-bolt above it for attachment to speaker, should be located about $5\frac{1}{2}$ feet above the floor and near one side of the screen. A projection platform (4 by 6 feet) should be located in the rear of the room and storage cabinets provided near it. Forced-draft ventilation and complete darkening facilities are necessary and special acoustical treatment should be given the room.

To increase the value of the room for meetings after school hours, a low platform should be constructed across the front of the room.



PUBLIC SCHOOLS, PASADENA, CALIFORNIA

The school brings the voices of the world to the classroom

A portable blackboard is more desirable than one built in the front wall because of the distance of the seats from the front wall and because of the screen. The side wall space should provide tackboard for display of classroom work.

In the original capital outlay for a special visual-education room, more money will be spent than would be required to make adaptations in many other conventional or special classrooms. The special room, however, has many uses other than for visual education, such as group meetings of parents or small assemblies.

When individual classrooms are carrying the load of projection, each one should be provided with darkening shades hung on double and overlapping tracks. There should be no light leakage between the tracks and the ceiling, or between the outer edge of the curtain

and the window. To provide for circulation of air, the curtains should hang a foot in front of and extend a foot below the bottom of the windows. In warm climates, where air conditioning is not provided, there should be base plugs for fans at the front and rear of each room. In rooms where extensive projection is done a permanently mounted beaded-glass screen, with width equal to one-sixth the room length, may be mounted on the wall so that the bottom of it is about 4 feet above the floor when in use. When not in use, it can be rolled up on a spring roller. Other rooms can be served by portable screens, the number needed depending upon the use. In addition, there should be a storeroom, preferably on each floor, for projection and sound equipment. A movable projection table mounted on rubber-tired wheels is needed for each heavy unit of projection equipment, such as a motion-picture projector. The tables should be light but sturdy, between 40 and 48 inches high so as to insure projection above the heads of the seated audience.

Best estimates indicate that for *maximum use* the following number of audio-visual aids must be available within a building, provided adequate building facilities are available:

- | | |
|------------------------|---|
| For each 10 classrooms | 1 16 mm. sound motion-picture projector |
| | 1 Opaque projector |
| For each 5 classrooms | 1 3¼" x 4" slide projector (slides of this size
can be prepared locally) |
| | 1 Filmstrip projector |
| | 1 2" x 2" slide projector |
| | 1 2-speed (33 and 78 rpm's) turntable |
| | 1 Radio (FM and AM combination where FM
stations are accessible) |

A school usually should start with less than the number of audio-visual devices listed above. Combination-type projectors are not practicable, except for exclusive use in special projection rooms. Additional units may be added when the initial or existing supply cannot meet the demand.

In junior and senior high schools a micro-projector is desirable for use by science classes. An opaque projector is also valuable. In high schools a darkroom photo-laboratory is desirable for use by camera clubs and by teachers.

The auditorium should be wired similarly to the special projection room. Where there is a high loft over the stage, a screen laced on a frame that can be raised and lowered gives longer and better service

than the roll type. In large auditoriums provision should be made for two speakers with a built-in speaker cable between the two as well as the built-in cable from one to the rear of the auditorium. A projection booth is expensive and of no great advantage to the educational program. A closet in the rear of the auditorium for storage of a projector table mounted on wheels is useful.

Equipment should be available for educational uses of radio, both reception and production. The discussion in Chapter IX, p. 159-61, offers suggestions as to desirable provisions.

In adapting old buildings to present audio-visual needs, a centrally located room from one to two times the size of a classroom is desirable; if such a room is not available, a classroom as long as possible will make an effective special projection room. The basic needs are dark shades or draperies, a base plug in the rear of the room, a projection table, and a wall-mounted screen. These are the minimum essentials but highly desirable also are: acoustically treated ceiling, fans for circulating air, a built-in speaker cable and light-control switch at the rear of the room, and a base plug at the front of the room. Fifteen-inch height, broad-seated upright chairs can be used by all ages but opera-type chairs are preferable.

If classrooms in old buildings are adapted for visual aids, they need base plugs at the front and rear of the rooms and dark shades or draperies. Where lighting policies exclude dark shades, little can be done for classroom projection until satisfactory "daylight projectors" are perfected. Electric outlets to anticipate the use of projection equipment should be provided in all new classrooms.

Definite responsibility should be fixed for the selection, storage, maintenance, and circulation of all audio-visual education materials. The library is a logical materials center; films, filmstrips, recordings, slides, maps, mounted pictures, and other types of materials can be administered effectively as part of the library collection. Projection and playback equipment may also be administered from the library, depending on the availability of space and personnel.

CHAPTER FIFTEEN

Rehabilitation of Buildings

A PRIOR question to that of considering the procedures in the rehabilitation of school buildings is that of determining what buildings are worth rehabilitating. In Chapter IV, the statement is made that one of the basic principles in arriving at the school-building needs of any community, whether large or small, is that of making maximum use of the existing plant.¹ That chapter also states that measuring instruments or devices do not now exist that will determine objectively and conclusively the buildings of sufficient value, both structurally and educationally, to warrant the expenditure of a considerable amount of money to restore them to a satisfactory condition. There are, however, well-defined criteria that do help in making such a determination; this chapter includes a listing of these criteria as a closing section.

Even tho a building may be worth rehabilitating, there is the further question as to whether declining enrolments, shifting population, changes in the characteristics of the community, and the like may make the building unnecessary in the community's educational program.² Therefore, two basic questions must be answered before consideration can be given to the specific improvements required in modernizing a particular school building, as follows:

1. Is this building structurally and educationally worth rehabilitating?
2. Is this building, if rehabilitated, needed in the housing of the community educational program?

Financial Factors

Two factors in the current picture give strong impetus to the rehabilitation of school buildings wherever practicable. These are (a) present building costs and (b) constitutional and statutory

¹ See p. 56.

limitations on the issuance of school bonds now found in many states.

When present building costs are compared with those of prewar years, and earlier, great advances are noted. According to the index reported in Table 6, covering twenty major pricing areas, building costs in October 1948 were 103 percent higher than in 1939. The index figures are based on the period of 1926-1929 as 100. The index rose from 55.9 in 1910 to 102.7 in 1939. Price reductions in 1921-1922 and in 1931-1936 at no time were sufficient to bring prices nearly as low as the levels prevailing in 1910-1913, the years before World War I.

From 1939 thru 1943 the building costs index rose from two to six index points each year. An accelerated rate of increase in the postwar years is shown in the fact that each six months from June 1946 thru June 1948 the index rose not less than eleven index points, making a total increase of 54.5 index points, or 34 percent for the two-year period. From June 1948 thru October the index showed a further increase of 8.6 index points, reaching the figure of 217.9 in October 1948.

It should be pointed out that these indices are based on current labor and material prices, so do not take into account the cushion which contractors have been adding to their bids because of the uncertainty of the building price structure. These amounts vary widely; it is estimated that they average at least 15 percent of the bids. For example, the low bid on an elementary-school building in the Columbus, Ohio, area in September 1947 was nearly three times the architect's estimate as made at the beginning of the war period.

Despite these sharp increases in building costs there have been few, if any, changes in the constitutional and statutory limitations on the authority of boards of education to issue school bonds. For example, in the state of Indiana, school boards in their authority to issue such bonds are limited by constitutional provision to 2 percent of the tax valuation.³ In Ohio this authority is limited by statute to 4 percent, with the provision that with the approval of the State Tax Commissioner the percent may be increased to 6 percent.⁴ Other states have somewhat similar provisions. These would not be so restrictive if tax valuations had kept pace with school-building costs. That this is not the case is shown by the fact that the total

³ *Constitution of Indiana*, Article XIII, Section 1.

⁴ Throckmorton's *Ohio Code*. Baldwin's 1948 Revision. Section 2293-15.

assessed valuation of all tangible property subject to taxation in Ohio for 1939 was \$9,174,831,546 as compared with \$11,219,760,905 in 1946, an increase of only about 22 percent during the seven-year period.⁵ Moreover, a substantial part of this 22-percent increase is due to new construction, thereby appreciably reducing the increase resulting from raising the assessed valuation of existing prop-

⁵ Information from Ohio Department of Taxation, November 1948.

TABLE 6.—INDEX NUMBERS OF BUILDING COSTS, 1910-1948 *

Year	Building cost index numbers (1926-1929 equals 100.0)	Year	Building cost index numbers (1926-1929 equals 100.0)
1	2	1	2
<i>Prewar:</i>		<i>Depression and prewar:</i>	
1910.....	55.9	1930.....	102.5
1911.....	55.1	1931.....	94.7
1912.....	56.0	1932.....	81.1
1913.....	55.7	1933.....	82.7
		1934.....	90.3
<i>World War I:</i>		1935.....	88.8
1914.....	54.9	1936.....	91.5
1915.....	56.3	1937.....	102.2
1916.....	63.6	1938.....	106.0
1917.....	76.5		
1918.....	86.3	<i>World War II:</i>	
<i>Postwar and boom:</i>		1939.....	107.2
1919.....	97.0	1940.....	109.4
1920.....	122.6	1941.....	115.4
1921.....	99.4	1942.....	121.3
1922.....	92.3	1943.....	126.4
1923.....	102.8	1944.....	135.3
1924.....	101.8	1945.....	143.9
1925.....	101.5		
1926.....	102.3	<i>Postwar:</i>	
1927.....	101.0	1946.....	157.4
1928.....	101.2	1947.....	186.0
1929.....	104.3	1948(first 10 months)	208.8
		1948(October)	217.9

* Boeckh, E. H., and Associates. "National Average Study by Occupancy Groups, 20 Major Price Areas, Boeckh Building Cost Index Numbers." *Building Costs* 5: 6-7; June 1948. Also October issue Washington, D. C.: E. H. Boeckh and Associates, 1406 M St. N. W. (No separate index for school buildings; index given is for "All Types Combined.")

erty. Even more striking figures are found in Indiana, where between 1928 and 1947 the total net value of taxables on which the amount of school bonds are calculated dropped from \$5,117,890,125 in 1928 to \$4,861,643,938 in 1947, a decrease of 5 percent.⁶ During that same period the index of building costs (See Table 6), rose from 101.2 to 186.0, an increase of 84 percent.

Since tax valuations have not kept pace with building costs, many boards of education find themselves so limited in bonding power that they are unable to undertake a building program of new construction designed to meet their school needs. Rehabilitating some of the existing buildings offers a possible solution to their problem. An example of this trend was an item added to the capital outlay budget of the New York City Schools, entitled "Modernization of School Buildings." The following statement refers to this budget item:

What makes the forthcoming program significant, however, is the fact that the costs of many major structural improvements are henceforth to be paid out of capital funds instead of being made a charge against tax budget funds, as has been the practice of the past.

Characterized in the capital budget as "Modernization of School Buildings," this new endeavor has for its purpose the physical and educational betterment of the fireproof "A" type schools without placing a heavy financial strain on the demands of a limited repair account.⁷

Another example of this same trend is found in a law passed in Ohio in 1945, which provides for the creation of a state school-building rehabilitation fund to be distributed among those school districts in the state which have a tax valuation of less than \$6000 per pupil in average daily enrolment in Grades I to XII, inclusive, and which have an operating school levy of 6 mills or more, or a total levy of $8\frac{1}{2}$ mills for all school purposes.⁸ For the biennium of 1945-46, \$2,000,000 was appropriated for this purpose.⁹ In 1947 the General Assembly made a similar appropriation for the biennium of 1947 and 1948. In administering the appropriation for school-plant rehabilitation, the committee in the State Department of Education responsible for the allocation of the money among the districts which

⁶ Information from Indiana State Board of Accounts, November 1948.

⁷ Price, Mark. "Triumph for School Modernization." *American School Board Journal* 114: 47, 82; April 1947.

⁸ *School Laws of Ohio, 1945*, Sec. 4848-11.

⁹ Arnold, E. J. "Policy and Practice in School Plant Rehabilitation." *Ohio Schools* 25: 110-11. 134-35; March 1947.

qualify for participation has set up certain policies. Among these are the following:

1. The amount of state assistance is determined as a percent of the final total approved cost. In determining the exact figure, the amount of taxable property, tax rates, and the general financial status of the district are used. The percents will range from 50 percent to 90 percent of the final approved cost.
2. Contract cost bids, where possible, are required for judging costs.
3. State funds are not allocated for the purchase of classroom equipment.
4. Detailed records on the actual expenditures on these rehabilitation projects are required of all participating districts.¹⁰

Enrolment Trends

A further reason for rehabilitating some present school buildings so that they may be used for another fifteen to twenty years is the possibility that after about 1965 school enrolments will decline.¹¹ If present buildings can be modernized for use during this peak enrolment, they can then be abandoned without substantial loss. As pointed out in Chapter IV, if new construction is based on the peak enrolment of the late 1960's, and if enrolments decline as is now expected, there soon will be unused capacities in relatively new buildings. As a matter of general policy, it is better for a community to underbuild its permanent construction than to overbuild. The capacity of the permanent structures can be augmented in the peak period thru the use of cottage-type buildings. If it appears that a community really has underbuilt in terms of continuing needs, and has so planned its buildings that they can be added to, additions can be made as the need is realized. If a community overbuilds its permanent plant it may have to close the buildings unless other uses are found for the space not needed for the former program. It might, for example, make use of such additional space for reducing the size of class, better provisions for adult education and other community activities, and the extending of the program to include nursery schools and Grades XIII and XIV. Since these and other newer developments in education all require space, attention to the rehabilitation of old buildings is all the more important.

Meaning of "Obsolescence"

Within recent years the term "obsolescence" has been added to the educational vocabulary as applied to the school plant. This term

¹⁰ Arnold, E. J., *op. cit.*

¹¹ See p. 50-56.

is used to designate buildings that structurally are in such condition that they would probably stand for another fifty years or more, but from the point of view of housing an educational program are generally unsatisfactory. These buildings usually have good foundations, good walls, and good roofs, but lack many of the requirements for accommodating a modern educational program. They are generally of nonfireproof construction, with poor lighting; have no special rooms for art, music, shops, cafeteria, library, offices, clinics, gymnasium, and the like; and have inadequate heating plants, toilets in dark basement rooms, and poor plumbing. Moreover, these buildings are generally rectangular in shape, with windows on all four sides so that additions cannot be made without cutting off the light from some of the classrooms. Then again, these buildings generally have small sites and are set in the center of the site so that such playground as exists is badly cut up by the placement of the building.

An example of such a building as described above is the Washington building in the city of Hamilton, Ohio. In a comprehensive study of the schools in that city, made in 1945-46, this building received a total score of 352 out of a possible 1000 points. It was erected in 1889 on a site containing four-tenths of an acre. Because of its general unsatisfactoriness for school use, as evidenced by its low score, it was recommended that the building be abandoned and that it, together with the site, be sold. In January 1947 a bond issue was approved in the amount of \$4,290,000, designed to carry out the recommended building program. Pending the carrying out of the building program it was necessary to find a place to house the administrative offices. Consideration was given to housing these offices in the Washington building, which had been vacated in September 1946. As approximately \$50,000 would be required to fit it for office use, it seemed desirable to have it examined by a professional engineer to see if it was sound enough structurally to warrant the expenditure. Because the engineer's report illustrates so well the meaning of "obsolescence," when considered in the light of this building's score of 352, it is included in full here:

Exterior—The exterior of the building was found to be in very good condition. The walls are true and straight. The foundation masonry is satisfactory, and shows no evidence of any settlement.

One round brick turret, high above and to the west side of the main south entrance, should be checked for loose bricks at close range.

Roof and Attic—The roof framing is in excellent condition except for one north-south rafter, immediately adjoining the east side of the east brick curtain wall high over the main entrance, which is badly rotted. This is believed due to former roof leaks, since the rafter was dry during the rainy day this inspection was made.

There are at least five cases of leakage of the roof gutters into the metal cornice and down the outside of the building. They were evident from the attic . . . and should be repaired. The existing roof covering is relatively new and is not leaking at any point. The chimney top and horizontal central roof deck were inaccessible and should be checked while the gutter repairs are being made.

Floors—The floors and stairs of the structure are level, sound, rigid to the tread and in generally excellent condition.

Plaster—Altho the wall plaster is in excellent condition, the ceiling plaster leaves something to be desired, particularly in the principal's office, where it probably should be replaced soon. Altho much of the rest of the ceiling plaster is rough in appearance due to repeated patching, little of it appeared loose. There are a number of ceiling cracks in the corners of second story rooms, numbers 5, 7, and 8. It was noted that some of the bad plaster coincided with localities where gutter leaks have broken out again.

Putty—The windows of the above-mentioned three rooms need putty. The rest are in good condition.

Basement—There are at least four 8" x 8" timber posts, two in the boys' toilet rooms and two in the coal room, which have rotted out at their bases. These are important members and should be replaced soon. Altho there is no evidence of termites, it is suggested that steel columns or preferably concrete blocks be used for replacement, particularly in the coal room.

There are two more such posts in the girls' toilet room which are beginning to deteriorate, and should probably be attended to at the same time. If any timber posts are used for replacement, they should be set upon a concrete pedestal extending at least 6" above the floor (scrub water).

Three holes in the ceiling plaster of the coal room should be repaired. The wall masonry in the basement (lumber) storage room and in the girls' toilet room needs some pointing up, particularly at the window sills. Some window repairs are also needed.

The northernmost floor joist underneath the basement stair landing is completely rotted away at its east end, as is the sub-flooring adjacent. This condition appears to have been caused by leakage thru the wall in times past, as the joist is now quite dry. Repair will not be difficult.

Conclusion—Based upon the observations made, and subject to the performance of the normal repairs recommended above, I consider that the Washington School building is in a safe structural condition such that it might well be remodeled into permanent offices if desired. Respectfully submitted,

Registered Professional Structural Engineer. May 1, 1947. (This report covers a structural inspection made of the above-mentioned building on April 25, 1947.)¹²

¹² Quoted from an unpublished report.

Since this report was made, this same engineer has examined five other old buildings with essentially the same conclusions.

Examples of Rehabilitation Projects

Three examples are given here of rehabilitation projects to show their general scope and nature. These are as follows:

THE RAY SCHOOL IN CHICAGO

In a 1941 report on the Chicago school plant, one section is devoted to the work of the Bureau of Research and Building Survey of that city as it relates to the rehabilitation of Chicago school buildings. What was done specifically in modernizing the Ray School is included in that report. Because this is an excellent illustration of the general scope of a rather thoroughgoing job of rehabilitation, the following quotation is taken from this study:

An example of this is the Ray School, the first section of which was erected in 1894 and an addition made in 1914. This building, which to replace would have cost about half a million dollars, was completely rehabilitated in 1938 at a cost of \$142,759. Because the changes in this building most perfectly typify what has been done in a number of other Chicago schools, as well as what will probably be done in a large number of other older buildings in the future, the details of the changes made in this building are included here. It should be pointed out that these changes are based on the recommendations made by the Bureau.

General alterations recommended

- Paint and decorate building thruout.
- Provide new lighting fixtures thruout.
- Refinish all classroom floors.
- Provide new equipment for all classrooms.
- Provide workrooms where indicated on plans.
- Provide new radiation in classrooms.

Basement

- Gymnasium: New cork carpet floor. Remove present wood wainscot. New cement plaster wainscot. Remove present wood ceiling—new plaster ceiling.
- Corridor: Remove present wood wainscot—new cement plaster wainscot.
- Vestibule: Remove present floor—new level tile floor.
- N. E. Utility Room: Remove cases, etc. Patch present wood floor.
- Lunchroom: Furr, lath and plaster exterior walls, lath and plaster all other exposed brick walls. New linoleum floor.
- South and Center Stair Halls: New steel stairs, new landings. Remove present wood wainscot. New cement plaster and wainscot, etc.
- Check heating and ventilating.

First floor

Gymnasium: (Running track)—Remove present wood wainscot. New cement, plaster and wainscot. Remove brass pole and close up circular floor opening.

Toilet Rooms: (Boys, girls, and teachers)—New composition floor. New toilet stalls. (Same in kindergarten toilet.)

Corridors: New linoleum floor. Remove present wood wainscot. New cement plaster wainscot. Install 103 15" x 12" x 60" metal lockers.

Classrooms and Kindergarten Rooms: Remove present wood wainscot. New cement plaster wainscot. Remove 7' 2" high partitions, cases, doors, etc., as indicated. Install new blackboards, cork boards, cases, etc., as indicated. New 6" tile partition and door in S. W. classroom wardrobe. Remove pipe conduit and electric boxes in corridor. South and center stairs, new steel stairs and landings. Remove present wood wainscot. New cement plaster wainscot.

Second floor

Lecture Room: Remove present cases, sink, and 94 seats. Install 96 new seats, new blackboard. Extend wood platform. Notes for classrooms, corridor, and toilets same as on first floor. 108 new metal lockers on this floor.

Third floor

Present Household Arts Room: Make into new science room. Clear out present equipment—16 new science tables #205. New demonstration table #206A. New teacher's desk and new bookcase. Close up present cased opening.



PUBLIC SCHOOLS, DIMOCK, PENNSYLVANIA

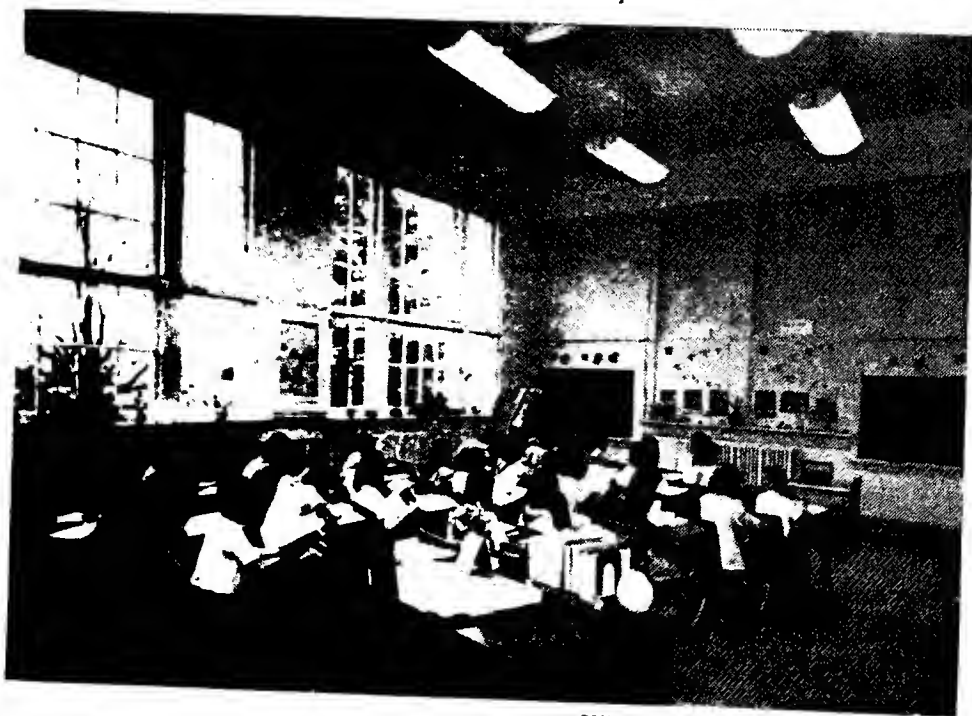
Before rehabilitation

Cut new door opening and install 2 new wood doors. Classrooms, corridors, and toilets same as on first floor. 131 new metal lockers on this floor.¹³

WAYLAND CENTER SCHOOL, WAYLAND, MASSACHUSETTS

In a magazine article the Superintendent of Schools of Wayland, Massachusetts, described the rehabilitation job done on the Wayland Center School in that city. This building was fifty years old when the work was done in 1946. It had classrooms varying in size from 30' x 27' to 37' x 35', which, in the words of the author, were "a welcome relief from the limitations of the relatively small newer type classroom and certainly better adapted for today's educational program." Briefly, the specific improvements made to this building were as follows:

¹³ Holy, T. C. *A Study of the Chicago School Plant*. November 1941, p. 11-13. (Unpublished report.)



PUBLIC SCHOOLS, DIMOCK, PENNSYLVANIA

Rehabilitation can improve the environment for learning

Points To Note—Floor has been refinished in lighter tone. Desks have been refinished in lighter color and turned at a better angle in relation to the light from the window. Inadequate diffusing globes have been replaced by ample luminous indirect light fixtures. Dark woodwork and furniture have been repainted. Cabinets with shiny glass doors have been removed. Window at right angle to main window wall has been blocked with tackboard.

1. Both exterior and interior of the building were completely repainted. This followed extensive study by the school department "in order to establish the visual needs of the building on a scientific basis."

2. Corridors and stairways which were of wood construction were overlaid with asphalt tile. Also the treads worn thin by a half century of use were replaced by abrasive safety treads.

3. The building was insulated to improve heating facilities and to lower fuel costs.

4. The basement rooms were redesigned and redecorated to provide a combination cafeteria-assembly room, indoor playroom, and much-needed storage space.

5. Both the electric and plumbing facilities were improved. Also where space and room arrangement permitted, book corners were built into each classroom.

... If a conclusion can be drawn from this experience, it might take the form of a recommendation that we carefully restudy our building needs, that we establish minimum requirements and project a building program when these requirements are not met or cannot be met thru remodeling.¹⁴

REHABILITATION RECOMMENDED IN COLUMBUS, OHIO, SURVEY

The school-building survey of Columbus, Ohio, recommended a comprehensive program for making improvements to forty-eight buildings which were included in the ultimate program.¹⁵ Of these forty-eight buildings, thirty-one scored less than 600 on a 1000-point scale. In order to show the kind of changes recommended for these thirty-one buildings, which scored between 486 and 593 points, the following summary is included:

Improvement	Number of buildings where recommended
Install cleaning systems	28
New floors	24
Fireproofing	23
New heating plant	22
Addition to site	18
Add an assembly room	17
New toilet fixtures	10
Improve artificial lighting	4

The voters of Columbus subsequently approved a school-bond issue in which funds were included "to remodel five and modernize thirty-two buildings."

¹⁴ Kiernan, Owen B. "Let's Not Discard All Old Buildings." *Nation's Schools* 37: 34-36, June 1946.

¹⁵ Holy, T. C., Anderson, Earl W., and Davis, R. H. *A School Building Survey of Columbus, Ohio*. Columbus, Ohio: Bureau of Educational Research, Ohio State University, 1939, p. 131.

Summary

In summarizing, it may be said that the following major items are involved in any satisfactory program of school-building rehabilitation:

1. Are these buildings structurally and educationally worth rehabilitating? In answering this question consideration should be given to the following:

Safety and health—Do the present safety and health provisions such as exits from classrooms and assembly rooms, corridors, stairs, and drinking fountains give the necessary protection to the children and teachers? If not, can this protection be provided in the building when rehabilitated?

Safety of access—Can children reach this building with a reasonable degree of safety? Are there excessive traffic hazards?

Adequacy of the site—Is it of sufficient size to provide recreational space for its enrolment; if not, can additional land be secured at a reasonable cost?

Lighting—both natural and artificial—Since it is undoubtedly an old building, the fenestration is probably poor. Can that lack of satisfactory natural lighting be offset by artificial lighting? Every classroom should have some artificial lighting to supplement that from natural sources.

Heating—Does the present plant heat the building satisfactorily? If not, at what cost can it be repaired or replaced?

Toilet facilities—If the present facilities are not satisfactory, can they be replaced in rooms well located, well lighted, and well ventilated?

Attitude of the community toward rehabilitation of old buildings—Will the community be satisfied to continue to use rehabilitated buildings for the next ten to twenty years?

Prospective adequacy after rehabilitation—Will the building or buildings when rehabilitated be comfortable for the pupils and generally satisfactory for the educational program? In other words, is the cost of rehabilitation justified in the light of what the community will have when the job has been done?

2. Are these buildings, if rehabilitated, needed in the housing of the community's educational program? In answering this question consideration should be given to the following:

Population trends—Is the population of the district which each of these buildings serves likely to decline so sharply in the immediate future that no school will be needed?

Possible use of other buildings—Can the children living in these districts either walk or be transported conveniently to good buildings in the system, not now used to capacity?

Zoning and other public policies—What do the city planning commission and other planning agencies have in mind for the districts to be served by these

rehabilitated buildings? Is their zoning likely to be changed so that they will be completely industrial? Are public parks contemplated in those areas? Are major thoroughfares projected thru them?

Temporary rather than permanent need—If these buildings probably will be needed for only a few years, will a minor job of rehabilitation such as a thorough job of redecorating, improvement of lighting, and the like, make them satisfactory?

Temporary buildings as alternative to rehabilitation—In the light of the total picture, is it not better use of the community's resources to erect temporary buildings instead of rehabilitating these old structures?

If the above two major questions are answered in the affirmative, then the next steps are as follows:

1. Determine the specific improvements required to make the buildings satisfactory. These would include such items as lighting, heating and ventilating, painting and interior decorating, fireproofing, roof repairs, brick and stone pointing, floors, sanitary facilities, and cleaning systems.

2. Have careful cost estimates made for each of the required improvements and calculate the total estimated cost for the entire project. The importance of having these estimates carefully made cannot be overemphasized. Many boards of education have found that rehabilitation projects have cost them two to three times the original estimates.

3. Determine whether the total estimated cost for the project is a good investment for the community. In arriving at this conclusion there should be taken into account the cost of new construction to provide equivalent facilities, the probable length of time the building may be needed at its present location, and the financial ability of the school district.

4. If the conclusion is reached that the project represents a good investment for the community and the funds are available, then proceed with the preparation of detailed plans and specifications for these improvements. These should be carefully made so that bidders understand clearly just what is to be done to the building.

CHAPTER SIXTEEN

Plant Preservation for Plant Utility

THE PURPOSE of this chapter is to provide school administrators and boards of education with assistance in the preservation of the plant for its most useful service to the community, over a long period of time, thru the efficient maintenance and operation of the building. No attempt is made here to deal with standards of maintenance and operation in every phase of the school plant, nor to go into detail regarding ordinary custodial care, but to point out some of the problems and policies of maintenance and operation that should be borne in mind in preserving the utility of the school plant.

Importance of Good Maintenance Policy to Plant Utility

Before the first ground is broken for the plant, decisions have already been made that will determine for the life of the building whether the plant can be economically and efficiently maintained and operated and what its rate of deterioration is likely to be. This chapter, however, deals primarily with the preservation of the plant after it is occupied. The citizens of some communities in the nation are, many years after a building is completed, justly proud of their school building, its clean and colorful wall surfaces, its bright floors, and its well-kept grounds and landscaping. They like to think of this building as their building. They attend parent-teacher associations or the school play or the commencement program and compliment the teacher on the attractiveness of her classroom, or offer a word of congratulation to the friendly custodian on the comfortable temperature of the building.

If the custodian is wise, he knows that a major part of this goodwill is due to a broad and carefully planned maintenance policy that assists him in producing the maximum use of the plant. The principal, the superintendent, and the board of education know it too, and they know that the old maxim "an ounce of prevention is worth a

pound of cure" applies to plant preservation as well as to bodily health or good human relations.

What is the maintenance policy that will contribute most toward the best use of the community's investment over a long period of years? Broadly and generally stated it is a policy of (a) periodic inspection to locate maintenance needs before emergencies occur, (b) scheduled expenditures for meeting the needs, and (c) provision of well-trained and experienced maintenance personnel and adequate tools. This policy is not only aimed at economy of maintenance but is directed toward preventing interruptions of the instructive program due to maintenance "emergencies" that could have been anticipated.

POLICY OF PERIODIC SURVEYS AND INSPECTION

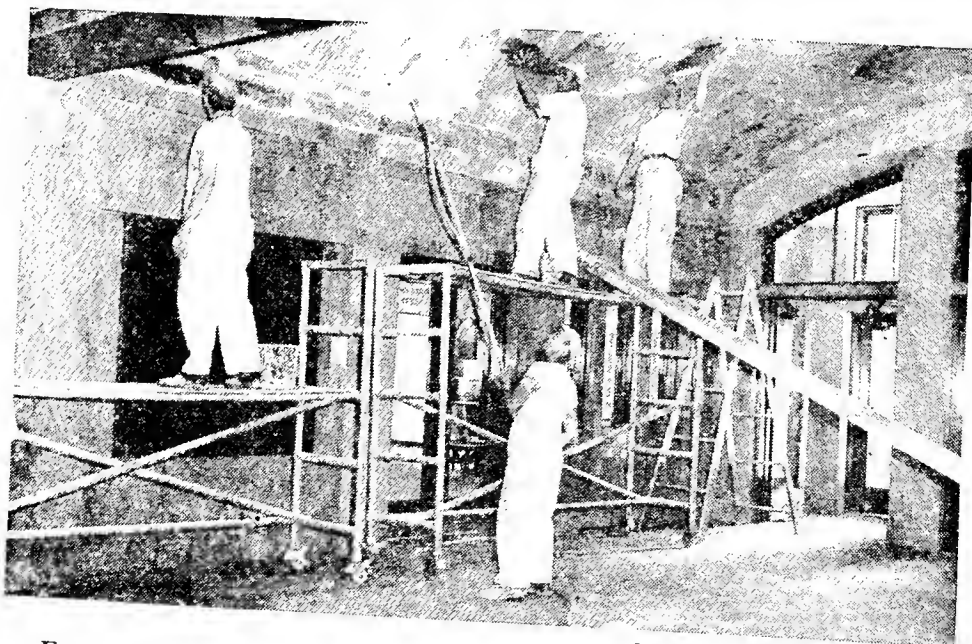
While reliance may be placed on principals for requisitioning many needed items of maintenance, a policy should be adopted for annual surveys of the condition of all buildings. Qualified maintenance personnel of the local school system or outside technical help may be employed. Such a survey of work needed is invaluable also in the preparation of budget estimates; it will serve to strengthen budget requests which may be made. Moreover, the periodic and systematic survey of plant and equipment by an inspector skilled in detecting possible or potential weaknesses and defects is a definite safety procedure that may protect the lives and welfare of the occupants of the building. Systematic inspection of stairs may reveal loose or slippery stair treads or railings; inspection of playground equipment may detect worn chain links in a swing. Systematic roof inspection, for example, may forestall the falling of plaster from a ceiling.

One item frequently overlooked on such inspections is the roof. This oversight is due in part to the fact that the roof is ordinarily out of sight and in part to a reliance on roof guarantees that frequently are valueless. Because a built-up roof may carry a twenty-year guarantee by the manufacturer, many school administrators fall into the error of believing that during the so-called guarantee period, they can forget the roof, unless it begins to leak. The manufacturers guarantee material only and not workmanship. Unless the guarantee is a guarantee or bond by the contractor, including both workmanship and material, it has no value. A neglected roof

may last thruout the so-called guarantee period. Without recurring inspection, minor repairs, and resurfacing, during this period, however, the roof is likely to require complete renewal shortly after the end of the guarantee period. If such minor repairs and resurfacing have been made as needed, and are continued after the guarantee period has expired, the roof may have an indefinite life. The foregoing discussion refers particularly to built-up roofs but a similar policy of inspection and repair should be followed in caring for other types of roofs, including flashings, parapets, and copings.

POLICY OF CONTROL RECORDS OF RECURRING ITEMS

A central office control record should be set up for such recurring items of maintenance as exterior painting of wood, exterior painting of metal, roof repairs, and interior painting. This record should show the date that each building was painted on the outside and on the inside, together with the cost, the name of the contractor, and the type of paint used. The time cycle for exterior painting, whether three, four, or five years, should be determined, depending, in part, on climatic factors. Similarly, the time cycle for interior painting should be set, even tho variation in conditions will require, in certain cases, acceleration of this schedule or possible delay because



PUBLIC SCHOOLS, CHICAGO, ILLINOIS

For maximum use of the building a carefully planned maintenance policy must be followed

of variations in the condition of the interiors. The record should also show the schedule of wall-washing between paintings; washing of interior walls can lessen the frequency of painting.

Such a control record will be of invaluable help in budgeting for maintenance. It will show immediately the buildings scheduled for painting, both exterior and interior, together with the probable cost of such work which may be determined by an estimate of increase or decrease in cost since the last time the buildings were painted. In case of maintenance neglect, it is possible to show budget authorities how curtailment of budget has prevented maintaining the proper cycle of painting and the amount of the backlog of maintenance neglect which has been built up.

MAINTENANCE BUDGET POLICY

A most important policy with reference to maintenance involves the provision of adequate maintenance funds. Some school systems attempt to estimate maintenance costs in relation to the total annual budget. If this practice is followed the proportion should not be less than 5 percent of the total annual budget. In prevailing practice for all school systems in the nation the average is only about 4 percent but the Commission believes that this proportion is too low.¹ A preferable basis for estimating maintenance costs is based on the principle that maintenance costs should be at least 1 percent of the current replacement costs of the school plant. This estimate can be made only where school systems have adequate annual estimates of the cost of replacement of the total school plant, including buildings, equipment, and grounds. Some school systems have such replacement estimates based on prewar costs and in such systems the estimates for maintenance should be at least 2 percent of the total.

The percents suggested should represent a minimum objective of expenditure. In cities where the cost of maintenance labor is high, it may be necessary to increase the maintenance budget over the percents indicated above. Many school systems have a backlog of needed repairs and should spend much higher percents for a period of years to catch up. Cutting the budget in times of financial stringency frequently results in inadequate maintenance funds. When necessity demands curtailment of budget, the maintenance item is

¹ U. S. Office of Education, Federal Security Agency, *Statistics of State School Systems, 1944-45* (SRS-11.0-27). *Expenditures Per Pupil in City Schools, 1944-45* (SRS-12.2-116). Washington, D. C.: the Office, 1946, 1947.

an easy target and entails less immediate pain than other possible accounts. The fruits of such a policy must be eaten at some later date when it will be found that continued neglect makes a bitter and expensive dose to swallow. For example:

Replacing exterior sash rotted out thru lack of paint is a much more costly operation than keeping the sash regularly painted. Where disintegration has reached the stage of decay, paint may be more costly to apply and less permanent because of the poor surface to which it is applied. Renewal of corroded metal which could have been saved by paint is the worst kind of extravagance.²

If curtailments in the maintenance budget must come, they must be met with an enlightened policy to meet the emergency. This policy must demand that the exterior of the building be kept up and that items be cared for properly, which cause the greatest expense if neglected. There must be no slighting of exterior painting of wood or metal. Roofs must be maintained, and waterproofing must be taken care of in all events. Interior maintenance will be of little value unless these external items are currently maintained.

The budget for repair and replacement of equipment is usually set up as a separate maintenance item. It is important that budget provisions be made for equipment needs on as adequate a basis as for buildings. Equipment deteriorates faster than buildings; its repair and replacement represent a higher percent of the original cost than repairs for buildings.

POLICY DETERMINATION OF METHOD OF HAVING MAINTENANCE WORK PERFORMED

One of the basic policy determinations to be made will be the extent to which maintenance work is to be performed by a maintenance staff employed directly by the board of education, and what part of the work is to be performed by outside contractors. School systems should consistently strive to employ and improve in service the nucleus of a permanent skilled maintenance staff, even tho some of the work will be done by outside contract. The smaller school systems will usually have a larger percent of work done by outside contractors. Certain cities, where the problem of maintaining efficient maintenance help is very great, will turn also to outside contractors to a greater degree. If, for example, the school district must pay the same wage scale as is paid by outside contractors and

² Lewis, John W. "Planning the Maintenance Budget." *Nation's Schools* 25: 34-35; April 1940.

if it is difficult to prevent political interference in the selection and dismissal of employees, school systems will find that the closer supervision required by an outside contractor will result in lower costs.

The size of the maintenance job is also a factor in this determination. Usually the larger and more complicated maintenance jobs are best suited to be done by outside contractors. The type of work, which is difficult to specify or which consists in a large number of miscellaneous small items on which the task of supervision would be great, would be more logically done by the maintenance staff of the board of education.

Work done by outside contractors will be either on the basis of time-and-material orders, or on the basis of lump-sum bids. Some types of work, the exact extent of which cannot be determined in advance, should logically be placed on a time-and-material basis. It is most essential that proper inspection of the rate of progress of the work be maintained. An example of the time-and-material order might be the opening of a choked sewer-drain.

Except on smaller jobs, work which can be definitely determined and specified in advance should be awarded on the basis of bids. It is important that specifications and drawings be definite and complete in order that there may be no doubt regarding the expense and character of work to be done. It is highly important also to maintain adequate inspection of such work to be sure that the work meets the plans and specifications on which the contractor bids. In rural school systems a county school mechanic can be of assistance to local school districts, both in doing minor repairs and in providing inspectorial services.

Where work is performed by school maintenance forces, it is important that good cost records be kept. Activities which could be performed more cheaply by a private concern should not be undertaken by the maintenance staff. Continued study should be given to evident and hidden costs in order to arrive at the proper decision relative to placing the work with an outside contractor or having it done by the school maintenance forces.

POLICY OF PLANNING THE SUMMER PROGRAM

At the close of the heating season it is highly important that a survey be made of the condition of all heating plants. Possible

breakdowns should be anticipated so that repairs can be made during the summer months, instead of waiting for difficulty to become acute during the operating season. Such a policy will eliminate many of the emergency shutdowns which otherwise would occur during the heating season when school is in session. These summer heating repairs should be coordinated with other maintenance and repair items scheduled for the summer season.

COORDINATION OF MAINTENANCE WITH EDUCATIONAL OBJECTIVES

It is highly important that all maintenance and particularly improvements and alterations be coordinated with educational objectives. No change should be made affecting the use of any space without the proper approval of the educational administrator responsible for the administration of the program.

Every effort should be made to avoid interference with the classroom activities of teachers and pupils, and particularly to avoid unheralded interruptions.

It is highly important, also, in planning the maintenance schedule and the improvement schedule, that cooperation of the educational administrators be sought in determining the relative importance of the various projects or types of work expected to be done. There is little difficulty in arriving at this coordination in a system operating under unit control which is the prevailing pattern of good administration. In those less fortunate systems in which business affairs are under a business manager not directly responsible to the superintendent of schools, it is important that the person responsible for the business activities of the system cooperate with the educational administrator in the development of the maintenance and improvement program.

The Relation of Operation Policy to Maintenance Policy

By proper selection and preparation of custodial personnel, the daily operation of the school plant can be made to contribute significantly to maintaining the value of the investment of the school plant.

SELECTION AND TRAINING OF PERSONNEL

The custodial employees should be carefully selected on the basis of skills, knowledge, and personal character, rather than on the basis of low wages, political favor, or sentimental considerations.

The care of an expensive school plant is too important to be entrusted to some kindly old citizen whose major qualification is that he needs a job or has helped repair a neighbor's barn. Guides and standards for selecting personnel are easily available in the literature on the subject.³

If buildings are to be properly preserved and if they are to be of maximum utility to the educational program, it is highly important that the custodial staff members be given adequate training to enable them to do their jobs efficiently. For example, a custodian who does not know that asphalt tile disintegrates with repeated applications of wax dissolved in a petroleum solvent, will do incalculable damage to the floors until he learns that the proper wax to use on asphalt tile has a water-emulsion base. Water-emulsion waxes give excellent protection to floors and require replacing not more than three times a year. Likewise, the custodian without proper training may be inclined, in order to speed up the work, to use harsh soaps and alkalis on linoleum, not realizing that the linseed oil binder of the linoleum disintegrates under these conditions. Also, a custodian,

³ See Bibliography, p. 340.



CLASSROOM FOR BEAUTY CULTURE, PUBLIC SCHOOLS, UNIONTOWN, PENNSYLVANIA

The custodian must be prepared to care skilfully for a wide variety of technical equipment

who is not trained in the proper care of wood floors in classrooms, might be tempted to follow the older method of oiling such floors instead of using the more modern method of sealing with a good penetrating seal. The advantage to proper lighting conditions which comes from properly treated light floors would be lost thru the ignorant application of oil. Likewise, an untrained custodian might use an acid or an abrasive on chromium fixtures, destroying the chromium finish. These are but a few examples of many that might be given to show the need of proper training of custodians.

Many states thru their colleges and universities and state departments of education provide state training institutes for custodians. Some cities and counties provide their own institutes for custodians; some are held by private colleges and universities. All of these resources should be utilized as means of improving and upgrading custodians. Too few states and local school systems are carrying on good inservice training programs for custodians.

THE CUSTODIAN'S RELATION TO MAINTENANCE

Proper operation procedures on the part of the custodian will result in reduced need for maintenance service. For example, the custodian should clearly understand the oiling schedule for all pieces of equipment and should see that the equipment is oiled at the proper intervals. With some training and with adequate tools the operating personnel may be used to do minor maintenance work around the building. This is to be encouraged wherever possible and whenever the employee is capable of performing the work.

The utility of the building will depend in a great measure on proper custodial care. It will do no good to spend large sums of money for ventilating equipment and then have this equipment idle by reason of the fact that the custodian is either unable or unwilling to operate it properly. Likewise, the elaborate protections which are thrown around the operation of swimming pools are largely useless unless the custodian is trained in the proper operation of these facilities.

FUEL CONTROL

One important item in proper operation of buildings is a program of fuel control. A central record should be maintained of fuel consumption for each building and the performance from year to year

should be carefully measured in terms of the heating load and the heating levels maintained. Money saved by a proper program of fuel control will be available for other important functions of the budget. Stack analysis of gases may result in securing better combustion.

ADMINISTRATION OF THE OPERATION PROGRAM

The principal should be the responsible head of a school and should have immediate supervision over all custodial employees in the building. There is only one occasion when the employee is justified in not following the directions of the principal and that is when the safety of the plant is involved. In such cases he calls attention of the principal to that fact and asks the principal to secure a ruling from the central office. While the central office may set up standards of work and general directions and procedures, orders affecting the employees should be transmitted thru the principal.

While the immediate direction of the custodial employees in a building is the responsibility of the principal of the building, much advantage is gained in systems large enough to justify the establishment of adequate supervision from the central office. Such supervision will not only set methods and standards of work, but will also check on adequate performance.

Property Insurance

School buildings are subject to partial or total destruction by fire, tornado, explosion, or other unforeseen disaster. A school system without insurance might be financially unable to rebuild a structure heavily damaged or destroyed. It is important, therefore, for boards of education, as trustees of the public's investment in school properties, to carry insurance against such losses, or to provide self-insurance funds. Where school systems elect to set up funds to cover their own fire losses, the funds should be systematically budgeted from tax receipts, and careful safeguards should surround the funds to prevent their use for other purposes in emergencies. Appropriations for these funds from tax receipts will decrease as the yield from invested funds increase but the plan for this eventuality must be carefully made in advance and adhered to by the board.

The board of education should fix responsibility for the admin-

istration of the insurance program. This responsibility may be placed on the superintendent, business manager, or other logical person. An adequate system of control records should be established and maintained.

DETERMINATION OF INSURABLE VALUE OF PROPERTY

It is important to determine the insurable value of property to be covered. The insurable value is the replacement cost at time of loss, less depreciation, and less the noninsurable items at their current value. Items such as the following are noninsurable: building foundations, piers and other supports below the basement slab, work below ground level where there are no basements, excavations, sidewalks, yard paving, work beyond the building line, retaining walls, underground utilities, buried tanks, etc. If such items are not deducted in arriving at the insurable value of property, that part of the insurance premium is wasted.

Carrying insurance in excess of insurable value is a waste of money, inasmuch as no loss in excess of insurable value will be paid regardless of the amount of insurance carried. To the extent that property is underinsured, the school system is inadequately protected. Where a co-insurance clause is included, it is doubly important that the insurable value be kept constantly up to date.

TYPES OF POLICY

The type of policy must also be determined. A specific policy may be written for each building and contents or a schedule type, covering all buildings, may be written with a specific coverage for each building. A blanket type of policy covers a number of buildings and contents for a stated amount, with no amount specified for the individual buildings.

Where a co-insurance policy is selected, it is important that the assured understand fully the conditions. Under a co-insurance clause the assured agrees to carry insurance in an amount equal to a certain percent of the insurable value of the property, for example 80 percent, 90 percent, or 100 percent. Losses will be paid in full up to the amount of the policy if the specified percent of insurance has been carried. The insurable value at the time of loss and not the insurable value at the time the insurance is placed is the basis of computing whether the required percent of insurance has been car-

ried. If at the time of loss the required percent of insurance has not been carried, losses will be paid only in the proportion which the insurance carried bears to the amount which should have been carried under the terms of the co-insurance clause. Under an 80 percent co-insurance clause, insurance in the amount of \$80,000 must be carried if the insurable value of the property covered is \$100,000. Should only \$40,000 insurance be carried and a \$20,000 loss be incurred, only one half of the \$20,000 loss would be paid. The advantage of co-insurance lies in savings in the rate of insurance premiums. Its disadvantage lies in the necessity of adjusting insurance coverage continually to changes in the insurable value, arrived at in an acceptable manner. Where insurable value increases without corresponding adjustments in the amount of insurance, a school district may find itself only partially insured.

A careful study should be made in order to get the broadest form of coverage, including fire, windstorm, and hail. Broad coverage may increase the rate slightly, but such increase is justified in order to get adequate protection. Certainly school authorities should insist on getting a copy of the underwriters' report on existing buildings to see what penalties might be removed. Before plans for new buildings are approved the architect's plans should be submitted to the underwriters for suggestions on items that might reduce insurance costs.

South Carolina, Wisconsin, and North Dakota have adopted state programs of insurance. In a few states consideration is being given to establishing blanket policies, including specific schedules.

SELECTION OF INSURANCE COMPANIES

The type of insurance company selected will frequently affect insurance costs. Costs of insurance thru mutual companies are lower than thru stock companies. Many mutual companies, however, have a contingent liability clause which is objectionable to school systems. Other mutual companies write "nonassessable" contracts. If mutual companies are selected, it is extremely important to check on the financial stability of the company. Criteria for selecting reliable insurance companies have been published.⁴

⁴ Joyner, S. C., chairman. *Insurance Committee Report on School Fire Insurance, 1938-45*. Bulletin No. 11. Kalamazoo, Michigan: Association of Public School Business Officials (Secretary: H. W. Anderson, 306 East Lovell St.), 1948. p. 26-28.

RATES

The methods of determining insurance rates are too complicated for discussion here. It should be pointed out, however, that under most rating plans, credits are given for features or elements in the building which reduce fire hazards; and penalties, or increases in rates, are applied where conditions tend to increase hazards.⁵ To put a combustible roof, for example, on a building which would otherwise be fire-resistive, might increase the rate for the entire structure. These factors need to be considered in planning new structures and in eliminating hazards in existing buildings. Savings in rates are also made by placing insurance on a three-year or five-year term instead of on a one-year basis. Savings in rates thru a co-insurance clause have been mentioned above.

Studies have shown that, particularly in the case of fire-resistive school buildings, the loss ratio, i. e., the ratio of fire losses to premiums paid, has been very low.⁶ This means that fire insurance rates on school buildings have been higher than is justified. Some cities and states have set up a program of self-insurance, particularly for fire-resistive buildings. Proper spreading of risks and maintenance of other conditions to permit replacement of losses without undue hardship, are essential to any sound self-insurance plan.

The Association of School Business Officials has done much work in the field of insurance, and is continuing to press for more favorable insurance practices.⁷

BOILER INSURANCE

The foregoing discussion refers primarily to fire insurance. The other type of insurance usually carried is boiler insurance. This is particularly advisable in that it gives school authorities the advantage of outside service in the inspection of boilers.

⁵ Viles, N. E., *Improving the Insurance Program in the Local School Districts*. Jefferson City, Missouri: the Author (Midland Printing Co.), 1934. (Doctor's thesis, University of Missouri, 1934.) "The Effect of Fire Hazards on Insurance Costs," p. 36-70.

⁶ Joyner, S. C., chairman, *op. cit.*, p. 3.

⁷ Joyner, S. C., chairman, *op. cit.* Bulletin No. 11 is the third committee report published by the Association.

CHAPTER SEVENTEEN

Financing the Plant Construction Program

WHETHER school-plant expenditures are for the construction of new buildings or for the rehabilitation of old buildings, major projects require more funds than the usual school district has available in its current budget. Altho expenditures for capital outlay consume on the average a relatively small portion of each year's budget, nonrecurring items of considerable size require just as careful planning and budgeting as do the annual items of current expense.

The Building-Project Budget

Before any building project is undertaken, a "building-project budget" should be developed to include all the financial aspects of the venture. Even before the current spiral of rising prices began, it was not unusual for school units to find they had insufficient funds to complete plant programs after they were started. Sometimes funds were made available to cover only the cost of the gross building structure, and plans had not been developed to finance the preliminary expenses, incidental costs, site development, suitable equipment, and the costs arising after completion of the structure. A carefully planned and administered building-project budget is a safeguard that will prevent such an occurrence.

The project budget should be divided into two sections to separate preliminary expenses from those coming after the bond sale. The possibility that the bond election might not be favorable must always be considered. Altho investment or legal counsel and the architect may consent to gamble the payment for their preliminary services upon the success of the bond elections, their advice, time, and expenses are moral obligations of the school unit that should be paid whether the election succeeds or fails. Also, it is hazardous for the

board to resort to short-term borrowing to finance preliminary expenses, for the short-term loans must be repaid even if the election fails. It is generally illegal to incur obligations in anticipation of a favorable bond vote. Thus, some preliminary expenses must be paid out of current funds.

An outline for a building-project budget might be developed as follows:

Resources

1. Preliminary Stages

- a. Current funds on hand and available
- b. Accumulations in building fund

2. Construction and Later Stages

- a. Proceeds from bond sales or cumulative sinking fund plus interest earned less interest paid
- b. Current building levy
- c. Cumulative building or sinking fund, plus interest earned less interest paid

Expenses

1. Preliminary Expenses

- a. Building or comprehensive survey
- b. Expense for consultant service, including legal, financial, architectural, and educational counsel
- c. Costs of bond issue, including election, publicity and promotion, marketing, and approving opinion
- d. Preliminary architectural expense

2. Site and Site Development

- a. Surveys and appraisals—topographical and other surveys and appraisals; test borings
- b. Purchase price
- c. Legal costs—title, deeds, condemnation
- d. Rights of way for service lines
- e. Development and landscaping—demolition, grading and leveling, utility lines, roads and parking area, playgrounds, fencing, walks, lawns, plantings

3. Construction

- a. Advertising for bids
- b. Building contracts—general, heating and ventilating, plumbing, electrical
- c. Building permits, if paid by school district
- d. Project supervisor or clerk-of-the-works

4. Architect's fees—drawings, specifications, supervision, and possibly site planning and landscape engineering

TABLE 7.—SUMMARIES OF RECENT BUILDING-PROJECT BUDGETS REPORTED FROM FIVE STATES

Item	Arizona		California		Kentucky		New York		Oregon
	(a)	(b)	(a)	(b)	(a)	(b)	(a)	(b)	
Type of school.....	Elemen- tary	Second- ary	Elemen- tary	Second- ary	Elemen- tary	Elemen- tary	Elemen- tary	Elemen- tary	Elemen- tary
Number of pupils.....	520	1,200	480	2,000	505	306	240	300	300
Total building costs, excluding site ac- quisition.....	\$430,707	\$2,091,860	\$325,771	\$4,272,062	\$324,010	\$276,203	\$200,116	\$300,974	\$321,810
Percent distribution:									
Preliminary legal service.....	*	...	...	...	0.3%	0.1%	0.4%	0.5%	...
Site development..	1.1%	0.9%	6.4%	2.2%	90.1	0.1	1.6	1.8	2.5%
Construction.....	88.8	81.5	74.1	77.8	{		84.1	88.4	85.8
Architects and en- gineers.....	5.4	6.4	6.5	6.4			4.9	5.6	5.2
Furniture and equipment.....	4.7	3.6	5.3	4.5	4.2	4.8	9.0	3.7	6.2
Miscellaneous.....	...	7.6	7.7	9.1	*	...	*	...	0.3
Total.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Cost per pupil exclud- ing site.....	\$828	\$1,743	\$679	\$2,136	\$642	\$903	\$834	\$1,003	\$1,073

* Less than one-tenth of 1 percent.

5. *Furniture, equipment, playground apparatus*

6. *Miscellaneous*

- a. Contingencies
- b. Insurance paid by school district
- c. Dedication expenses.

Many of the foregoing expenses may be provided for in the current school budget if they are anticipated in advance. The initial cost of the site may not be a factor if the site has been acquired well in advance of need. Preparation of the project budget does not imply that the total cost should be incorporated in the borrowing program. Budgeting in advance serves to insure that funds are available from some source when needed, either from current financing or from funding operations. The architect obviously must participate in making the budget document and he should initial it to show his participation and concurrence.

The building-project budget is applicable equally well to major renovations, remodeling, and new construction. Indeed, such budgeting should be a basic step in resolving the issue between modernizing an old building or providing a new one.¹ A structurally sound but educationally obsolete building usually can be reconditioned with new lighting and window arrangement, new floors, new service systems, and the like, for a much smaller investment than that required to build and to service the debt for a new structure. A project budget for each would show the cost differences.

Summaries of actual building-project budgets for schools reported from five states are shown in Table 7. It is apparent that the estimated costs of the structure itself must be held well below the amount of funds available for the complete plant project.

Methods of Financing Capital Outlay

There are two basic methods of securing relatively large sums of money to finance capital-outlay programs: (1) borrowing and (2) pay-as-you-go, including reserve accumulations and current levies. The relative merits of each method of financing have been described in detail by Essex.² His findings suggest that neither plan is satisfactory under all circumstances. Pay-as-you-go tends to avoid extravagance and avoids interest costs. Bonding spreads the burden over

¹ See p. 262-74.

² Essex, Don L. *Bonding Versus Pay-As-You-Go in the Financing of School Buildings*. Contributions to Education, No. 496. New York: Teachers College, Columbia University, 1931. p. 101.

a period of years and is feasible under more circumstances than the other plan. Paying for each program before the next one is undertaken restricts the pay-as-you-go plan to communities that build almost annually. Probably a combination of the two plans would be desirable.

Only the larger and wealthier taxing units have sufficient taxable wealth to provide adequate funds for plant construction on an annual pay-as-you-go basis. The practice is sound if sufficient current tax-paying capacity is present but most school units must resort to long-term borrowing in order to finance their plant programs. Funds are borrowed usually thru the sale of certificates of indebtedness or school bonds. In the earlier part of the twentieth century, when school systems embarked upon the tremendous plant-expansion programs that lasted until the onset of depression, new construction was financed largely by the sale of bonds. For the most part this borrowing was secured by a pledge of part of the proceeds of the property tax, which was the bulwark of the school revenue system.

Legal regulations governing the issuance of school bonds developed basic patterns during this period, based upon the premises that (a) the provision of school-plant facilities was solely the responsibility of the local school unit; (b) that long-term borrowing was the best method of financing capital outlays; and (c) that ad valorem assessments as a tax base constituted the fundamental measure of wealth or tax-paying capacity. It was into such a pattern that debt limitations expressed as a percent of the assessed valuation were woven.

The entire problem of financing thru long-term borrowing has changed materially since the twenties, and a few of the more progressive states already are rethinking the solutions.³ The federal tax program is siphoning annually from local and state units billions of dollars that formerly remained at the scene of the local tax base. To this extent, and as "ready money" is drained from wealth-producing local property, there is less tax-paying capacity for schools than there formerly was in identical tax rolls.

The continuing attrition of the ad valorem tax is being aggravated by the development of newer, more intangible types of wealth-producing property, by the development of newer sources of income not based directly upon income-producing tangible property, and

³ See D. 306-308.

by the trend toward abandonment of the ad valorem tax as a state revenue source with the consequent lowering of state activity in improving local property tax efficiency. Actually, it would appear that the net result of these trends should be to weaken the security pledging the payment of bonds issued a number of years ago.

Since the war assessed valuations have not been sensitive to "fair" values of property. There is a universal tendency to produce additional school revenues by increasing the tax rate rather than by increasing the valuation. Since the reductions in valuation experienced during the depression had not been fully recovered at the onset of the war, valuations since the war have lost ground in proportion to market values. Statutory debt limitations, such as the 2 percent limit in Indiana, leave the schools with depressed borrowing capacity even as revenues for current expenses are increased significantly and at a time when construction costs are pyramided.

A further trend outmoding the customary debt limitation is the reduction in interest rates experienced since the limits were imposed. A generation ago interest rates of 6 percent were common. Inasmuch as debt-service expenditures are the total of principal and interest, equivalent debt limits should allow for a greater bonded debt at a $2\frac{1}{2}$ percent interest rate than at a 6 percent rate. Debt limitations normally do not consider the interest rate of the debt, altho Arkansas recently has scaled the debt limit inversely with the rate of interest.

Patrons frequently look askance at proposed increases in school-tax rates. Tax rates for either current expenses or debt service are usually taken as the measures of local effort when the problem is studied by interested laymen. Even in the professional literature one occasionally finds the school-tax rate alone spoken of as a measure of effort. It should be generally recognized that tax rates by themselves have no significance. The rate must be levied against something before any revenue is produced.

Under the ad valorem tax system upon which most of our programs of financing school plants are based, it is more typical to find low bases of assessments and high tax rates than it is to find high assessments and low rates. While the plan of financing current expense may not be affected, the borrowing capacity of the school district is adversely affected by low assessments in almost every instance.

Tax limitations expressed in terms of assessed valuation ordinarily

do not take into account the relative basis upon which assessments are made. The result is that a school district having assessments on a basis of 50 percent of fair value will have twice the borrowing capacity of a similar district in which assessments are on a 25 percent-of-fair-value basis. Communities probably are not aware of this crippling effect of a low assessment basis upon the school-plant program. In the absence of desirable state controls the superintendent of schools and the board of education should be expected to supply the educational leadership in creating an awareness of the problem on the part of the public.

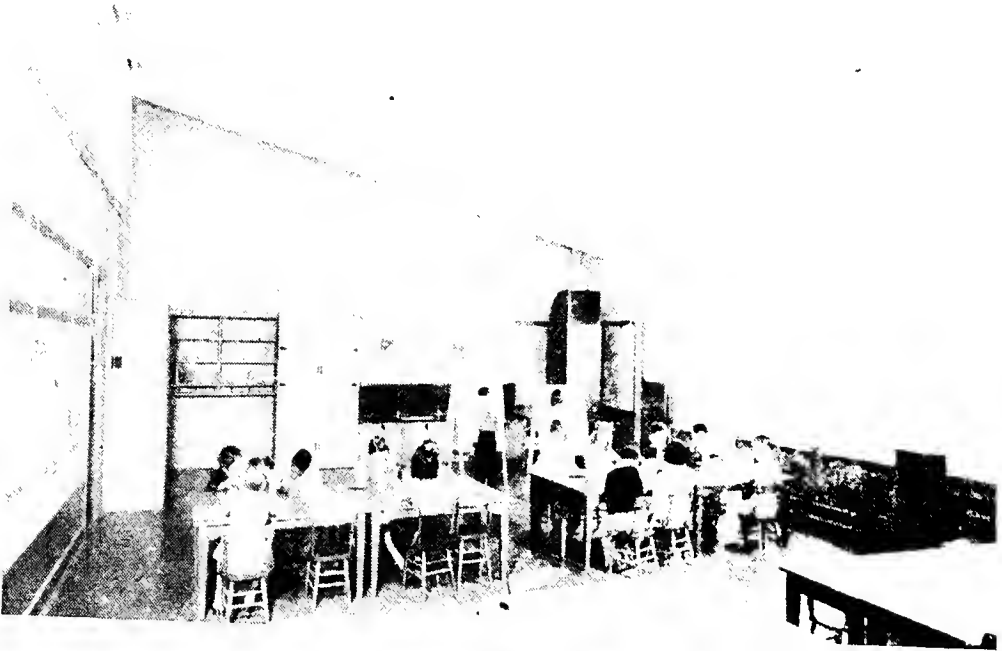
Methods of Long-Term Borrowing

School bonds have been issued in two common types, and in a third type not frequently used. The type of bond most generally recommended for school purposes is the serial bond, with definite maturities scheduled for each year until the debt is retired. It is general practice to amortize these maturities in order that the total of principal and interest payments may remain rather constant during the life of the debt.

Where the district can determine its own rate of taxation without limitation, the serial type of bond is preferable to the sinking-fund type. Tax-rate limitations, if any, should be imposed only upon current expense levies. A debt limitation expressed as a percent of the assessed valuation is intended to safeguard the financial solvency of the school district. Where an over-all tax-rate limitation includes the debt-service levy, damage to children's interests results when the maximum tax yield is inadequate to meet both debt-service and current-expense requirements. To retire a bonded debt on schedule is an obligation that must be scrupulously discharged. Yet, not even bondholders should have a preferred claim on school revenues at the expense of school children. Whatever rate is necessary to retire a legal debt should be voted in addition to whatever rate is necessary for essential current expenses.

The most common term of serial bonds is not longer than twenty years, altho school-bond issues may range in life from ten to thirty years. All other things being equal the school debts should be retired as rapidly as possible provided the current school program is not hampered. Not only should inflated building costs be paid with inflated dollars, but also short-term bonds are desirable when

*School Pupils Need Space To Work and
Room To Store Things*

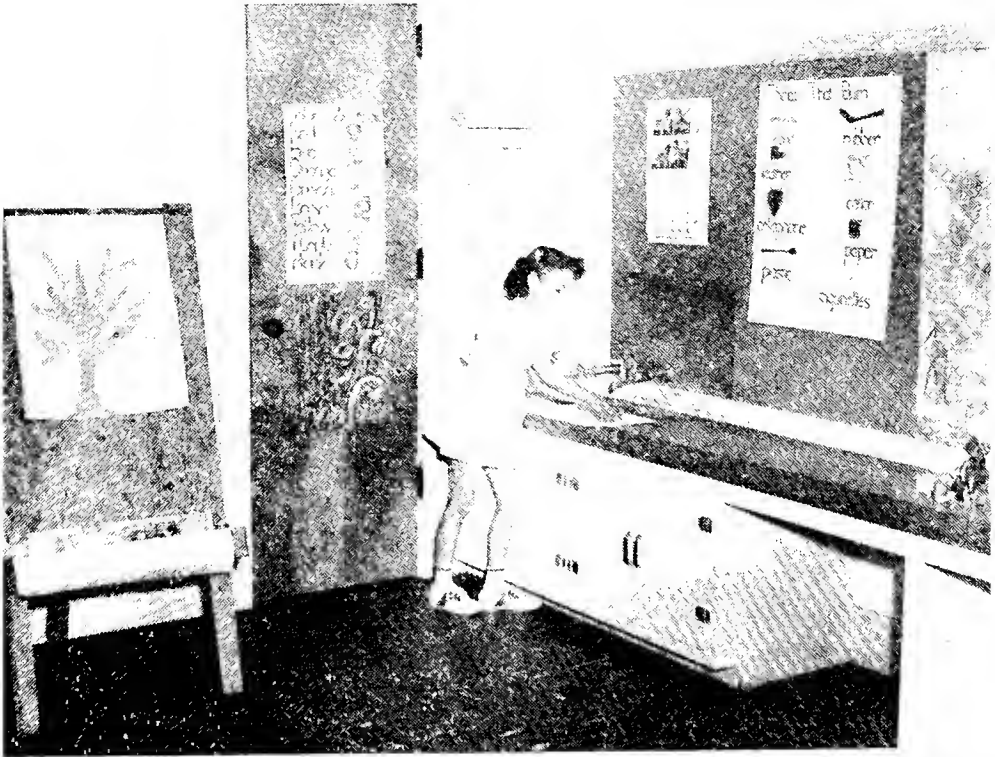


PUBLIC SCHOOLS, MONTEREY, CALIFORNIA



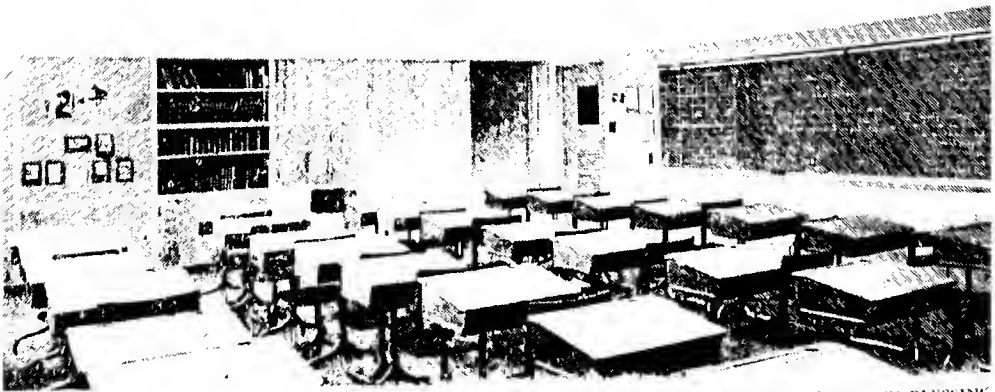
PUBLIC SCHOOLS, BURBANK, CALIFORNIA

Variety of storage cabinets: open shelving; shallow spaces for paper and paper trays; large spaces for wood and for big blocks and toys; turn-table shelving for lunchboxes.



PUBLIC SCHOOLS, EL PASO,

nk and linoleum-covered work counter, near door of classroom toilet



PUBLIC SCHOOLS, PARK RIDGE, ILLINOIS (HEDRICH-BLESSING)

partition wall between classrooms—five cabinet units and a connecting door. Cabinets include open shelves, tray units, and drawer units. Back board on back of each cabinet unit



Wardrobe with pole and shelves; lunch cabinet

PUBLIC SCHOOLS, BURBANK, CALIFORNIA



Easel; cabinet; cart under sink

PUBLIC SCHOOLS, BURBANK, CALIFORNIA

interest rates are low. Serious consideration should be given to the use of five- or ten-year terms whenever possible. Another advantage of the serial bond is that annual principal payments immediately increase the borrowing capacity of the district under a debt limitation.

The sinking-fund or term type of bond requires very careful administration of the debt by the board of education and the superintendent of schools. With the possibilities of turnover among members of the board and the superintendent, the administration of a sinking fund is a serious problem. Because all bonds are scheduled to mature on the same date, usually twenty years after the date of issuance, careful management is required each year to insure sufficient payments into the sinking fund to enable the district to retire its debt when due. In addition, the safe investment of the sinking-fund accumulation presents a business-management problem in itself.

During the depression a modified or combination type of school bond was occasionally marketed, usually in refunding programs. It might be called a serial-redemption sinking-fund bond. This type of bond probably should be more widely utilized in new school-bond issues because it has the advantage of both serial and sinking-fund types and the disadvantages of neither. It is a term bond in that all the issue is scheduled to mature on the same future date, and it is callable. However, the bonds are numbered serially. A provision in the deed of trust requires the school district to vote a continuing tax levy for the life of the issue. Annual collections from this levy are pledged to the sinking fund, with the requirement that the sinking fund be exhausted annually by the call and redemption of bonds in serial order. It is possible for the purchasers of such bonds to plan their investment portfolios with reasonable accuracy. For the school district that votes a tax rate instead of a definite sum, this type of bond protects the schools against unfavorable fluctuations in depression times and accelerates the retirement of the debt in good times. Insurance organizations have appeared more willing to purchase the combination type of bond than have the banks, who are interested primarily in bonds definitely maturing within ten or twelve years.

A fourth type of borrowing has appeared in the use of revolving loan funds maintained in certain states for the purpose of lending

money to school districts for capital improvements.⁴ Significant improvements in the financing of capital outlays are possible by this means. Because education really is the function of the state, the state should share the responsibility for necessary capital outlays as well as for the foundation program of current operations. Until such time as the states are able and willing to assume this responsibility, each state in the Union should at least be able to place at the disposal of local school districts the credit and borrowing power of the state itself, which should be as good as or better than that of local school units. The state should attempt to provide funds for loans to local school districts at a rate of interest lower than the average district can obtain commercially. Good business practices require that loans be made only to good credit risks. Thus, grants should be available to supplement loan funds.

Rates of interest vary more with the nature of the borrowing agency than with the type of debt certificate used. Small school districts generally must pay interest rates as much as 1 percent or more higher than larger and better known districts. If investment interests are influential in planning the original borrowing transaction, they are likely to bid lower rates for serial bonds than for sinking-fund and combination types of bonds. These influences may create a difference of as much as $\frac{3}{8}$ percent to $\frac{1}{2}$ percent in the rate of interest. On the other hand, if the school unit acts as its own broker or if an independent investment agent is employed, the sinking-fund combination type of bond may be sold at as low an interest rate as the serial type by soliciting institutional bids instead of bids from banks and depositories. Variations in the interest rates for the different types of bonds probably are no greater than occasional fluctuations in the bond market. During the two years following April 1946, comparable rates of interest on new bond issues varied more than 1 percent.

Borrowing by school districts is a legitimate financial procedure but state laws should make it impossible for boards of education to resort to long-term borrowing for activities or physical assets that will not outlast the life of the debt. The tax resources upon which future school generations must depend for revenue must not be consumed by present generations. The issuance of school bonds to fund

⁴ See p. 307.

current overdrafts, to pay higher teachers salaries, or to meet any other current expenses should be illegal in every state.

Relationship of New Debt to School Expenses

The ability to accumulate sums of money thru borrowing or thru a pay-as-you-go program is not the only financial determination the board and superintendent must make in advance of construction. They must study the effect of the new indebtedness upon current school expenses. For example, an expansion in the plant inventory thru improved or new structures is almost sure to be accompanied by increased costs in current operations. New buildings require heating, lighting, custodial services and supplies, insurance against fire and other hazards, upkeep and repairs, and other current outlays, as well as added instructional expense. These increased costs must be absorbed by the school-tax rate for current expenses, while the increased costs of servicing the debt must come from an increased debt-service levy. The resultant of these influences should be determined in advance.

Usually a school district finds it necessary to issue new bonds before the old existing debt has been retired..In some instances school units have been encouraged to postpone maturity payments on the new bonds, even when of serial type, until some of the existing debt is retired. This practice is questionable if payments are deferred too long, because maximum interest payments must be made each year. It is frequently advantageous to be able to reorganize the entire debt structure in order to prevent deferment or pyramiding of annual debt maturities.

A call feature in outstanding bonds makes it possible to refund and to consolidate the existing debt with the new debt. Such an arrangement is most desirable. An objection to the call feature is that it usually involves a higher interest rate than noncallable bonds. It might be that the flexibility in debt scheduling and in future funding programs would be well worth the increase in interest rate. The objection itself sometimes is avoided by making serial bonds callable after the first ten years. The call feature for new issues increases in potential value to the district when interest rates are high, for opportunities to refinance are more likely. The lower the rate of interest the less value there is in the call feature. The problem should be studied by the local administration before a decision is reached

as to whether the call feature is desirable and whether it is worth the cost.

Projection of the educational program into the future will help to clarify the relationship of the new debt to school expenses. Long-term planning of the plant program will suggest estimated needs well in advance. The scheduling of new debts should be made with these projected plans in mind. Altho the refunding of school bonds by distressed school districts under such a statute as the Municipal Bankruptcy Act was necessary and desirable, the philosophy developed by the Act is questionable.⁵ The fact that a school district may have been overburdened with debt in 1933 did not warrant the assumption that a period of thirty-three to thirty-five years would be required to relieve the school unit of its debt burden. As a matter of actual consequences, some districts refunding under the Municipal Bankruptcy Act have extended their debt maturities so far into the future that inevitably new borrowing will have to be resorted to long before the old debt is retired. Such conditions might have been forestalled had the educational program and ultimate plant planning been projected as far into the future as the indebtedness was projected.

Establishment of a Credit Rating

A major factor influencing interest rates is the credit rating of the school district. The following are among the best known credit agencies that maintain ratings of political subdivisions, including some school districts: Dun and Bradstreet, Inc., 290 Broadway; Moody's Investors Service, 65 Broadway; and Poor's Publishing Company, 345 Hudson Street; all of New York City.

The establishment of a credit rating is an important function of the school administrator that should be performed *early* in any program that may lead to borrowing of funds. It involves economic and sociological factors in addition to the financial condition of the district. Chatters and Hillhouse classify these influences into five groups of factors, as follows:

1. Those pertaining to the amount and nature of the local debt—The cause of borrowing, its character and amount; the amount of net direct and overlapping debt; the rate at which debt has grown; the character of the outstanding debt; method of retirement; tax-exemption.

⁵ Act of Congress, August 16, 1937, Ch. 657, 50 Stat. at L. 654. Also, 11 USCA, Sec. 401-404.

2. Those resulting in unfavorable market reaction—Small size of the unit; location in a section far removed from any financial center; the fact that the unit borrows frequently, yet has made no special effort to establish itself as a good credit risk; failure on the part of officials to make financial information readily available.

3. Factors indicating the trend which the financial condition of unit is taking—Ability to live within income; extent to which certain conservative practices are followed; the property tax as a source of revenue (growth or decrease of exemptions, relation of assessed to true valuations, property holdings of large taxpayers, trend of total assessed valuations, place of vacant lots in total assessed valuations, trend in tax collections during the past five or ten years); state aid for payment of interest or principal; revenue sources other than the property tax or state aid; contingent liabilities.

4. Factors in administration and structure of the unit—Character and legal status of the unit; type of administration; honest and intelligent administration; presence of too many overlapping governments in the community; over-all tax limitation law; the tax calendar; tax collection machinery; security of public deposits; bondholders' immediate and ultimate remedies in case of default.

5. Factors related to economic and social conditions—Compactness in area; strategic location; character of the population; economic resources; stability of the economic life of the community."

It will be noted that some of the limiting factors can be overcome. The administration of a school district should carefully study its credit rating. If a reported rating is found to be in error or is considered to be unjust, the actual conditions should be called to the attention of the agency and a corrected rating requested.

Superintendents of schools should pay particular attention to requests for information by bond houses or investors. The administration and financial condition may be sound but may not have been presented adequately enough to investors and creditors for them to appreciate it. Careful cooperation with responsible bond dealers, prompt responses to private agencies preparing credit reports for dealers and bondholders, submission of items of interest to leading financial journals, and courtesy to investors' representatives will contribute to interest and goodwill in investment circles.

The Bond Attorney

Every document and every step in the proceedings leading to a bond sale must be in strict conformity with law. A firm of recognized bond attorneys should be employed from the start. Lists of na-

^a Chatters, Carl H. and Hillhouse, A. M. *Local Government Debt Administration*. New York: Prentice-Hall, 1939. p. 282-87.

tionally known bond attorneys may be secured from several sources, such as local banks, investment and trust companies, bond dealers, and *The Bond Buyer*, 67 Pearl Street, New York City.

The school district's own attorney usually is not a bond specialist. It is not a reflection on his competence as an attorney to recognize the fact that prospective investors will require the approving opinion of legal specialists known to them. Most of the services that might be performed by the board's lawyer will be duplicated by the approving attorney, and unnecessary expense will result, if responsibility is not given early to the bond attorney. An understanding with the two attorneys should be reached in advance. In most cases the fee of the bond attorney will be no greater if he prepares all the necessary resolutions, ballots, and notices. Fees vary with localities but they usually are calculated on the basis of one dollar per thousand dollars on large issues and a fixed minimum on small issues.

Failure to appreciate the importance of satisfying the investor in the selection of the approving attorney may result not only in loss of time but also in the loss of a market for the bonds. A preliminary approving opinion should be secured prior to the bond sale. Since the final opinion cannot be delivered until the bond sale is consummated, it is vitally important that the bond dealer be reasonably sure the preliminary opinion will be sustained. For the preliminary opinion the attorney will require most of the following documents, each of which must be certified as to its authenticity:

1. Statement of assessed valuation
2. Sworn statement of debt
3. Minutes of board meeting at which resolution to borrow was passed
4. Citation of legal authority to borrow
5. Resolution authorizing school election to approve the bond issue
6. Notice of election
7. Certificate of publication of election notice
8. Form of ballot
9. Proceedings canvassing election returns
10. Certificate of public official showing that election returns are certified public record
11. Advertisement of sale
12. Certificate of publication of sale notice
13. Certificate of sale and award
14. Resolution confirming sale
15. Certificate of signatures on bonds

16. Copy of bond form
17. Nonlitigation certificates
18. Treasurer's receipt for payment for bonds.

Full and prompt cooperation of the administration in providing the attorney with these documents is essential. The board's local attorney should assist the bond attorneys in every possible way.

Procedure in Sale of Bonds

Funding procedures involving bond sales are more or less standard in all states, altho details such as authorization by board resolution versus election or provisions in the deed of trust vary widely. Steps in chronological order are approximately as follows:

1. Decision to borrow
2. Advice from state officials
3. Choice of bond attorney
4. Authorization of bond issue
5. Planning the debt instrument—type; call provisions; paying dates, agent, and place; denomination
6. Planning the maturity schedule
7. Preparing the bond contract
8. Marketing the bonds—advertising; prospectus; credit rating; basis for bidding; conducting the sale
9. Steps after bond sale—preparing the bonds; authentication, registration, and signing of bonds; delivery to purchaser; final approving opinion; recording bonds sold; making bond and interest payments
10. Safeguarding proceeds of sale.

The notice of sale may specify that interest should not exceed a certain rate, but the bidder should be given the privilege of naming the rate within the limitation. Bids on rate are usually in multiples of $\frac{1}{4}$ percent. Permitting the bidder to name the rate allows the buyer to bid what he thinks is the lowest rate the market will accept and at a price close to par.

Bonds should be sold as close to par as possible. Occasionally, school bonds command a sizable premium when sold. Sometimes the impression given is one of a high credit rating, when actually the high premium indicates a rate of interest higher than it should have been. Requiring bids at par and allowing the competition to bid on interest rate below a certain maximum will avoid the danger of specifying a rate so low that no bids will be received, and the danger of paying a higher rate of interest than necessary.

The practice, legal in some states, of bidding with the privilege of "conversion" should be condemned. Under the scheme the bidder specifies a certain rate of interest for the bonds at par, with the option of "converting" the issue to one at a lower rate and increased principal, so that ultimately the total cost to the district will remain the same. The result may make no difference in ultimate cost but it increases the principal of the debt and reduces the additional borrowing capacity of the district to that extent.

A number of states require the approval of a large majority (such as two-thirds) of voters to authorize a bond issue. In others, impediments occur in the requirement that those voting favorably must constitute a majority of the registration; thus, a qualified voter may in effect cast a negative vote by remaining away from the polls. In Idaho and Texas only property holders may vote, and numerous patrons (who may ultimately pay the property taxes in rent) are denied the privilege of voting. These practices should be condemned. A simple majority of the qualified electors appearing at the polls should determine the outcome of an election.

It has been stated earlier that the letter of the law must be followed in calling and conducting the election and in wording the proposal on the ballot. It is quite important that the school district be able to use the proceeds of the bond sale with some degree of flexibility and judgment. When proposals are so detailed as to allocate specific sums to specific buildings, the administration may find that the funds cannot be used in excess of the amounts named, or for equipment, sites, or buildings other than those named. The proposal should not be worded to bind the administration as to priority, allocation, or specific purpose except to insure that the funds will be used for major school-plant improvements and that the wording will comply with state law.

Safeguarding Construction Funds

The administration of capital outlay funds starts with the funding procedures. In most states the trustee for the bond issue makes available to the school district the payment for the bonds at the time they are delivered to him for exchange with the purchaser. Earned interest on the debt should start at that time if the school board has been cautious in reserving unearned interest from the date printed on the bonds.

If construction is not to start immediately, the major portion of the borrowed money should be safely invested until it is needed. Districts actually were able in 1946 to invest their capital outlay funds in government bonds at a higher rate of interest than the new school bonds were bearing. Investment for several months, or years, if necessary, may be sound business if the market conditions that favor bond sales well in advance of construction seem to warrant the potential hazards of administering the investment portfolio.

If construction funds are in a building or sinking-fund accumulation, they should be invested as they accumulate, with the result that a minimum spread will exist between the interest cost of the funds and the interest earned by them. These investments should be so planned that portions of the account can be liquidated as construction progresses without the disorganization of the entire investment schedule.

In order to see that funds are on hand when needed, the district must safeguard deposits in excess of the \$5000 protected by the Federal Deposit Insurance Corporation by effecting a depository agreement with the bank or banks, and it must prepare a calendar of anticipated expenditures for the construction program. The depository agreement usually is a contract under which the bank agrees to set up a trust account with the nearest Federal Reserve Bank, depositing therein an amount of government bonds equal to the deposit of the school district and to be held in escrow for the protection of the district's deposit. The time schedule or calendar of payments may be developed along with the project budget, for it should be available for study at the time building funds are invested. To wait until construction is imminent is too late for financial planning.

State and Federal Aid for Capital Outlay

For the past fifty years state aid to local school districts has been granted primarily for current expenses. Comparable assistance for capital outlay has not developed probably because of inadequate state funds rather than because of any fundamental principle in opposition to such aid. In recent years there has been an increasing awareness by the several states that some form of equalization and assistance is imperative.

In 1948 some adaptation of a state-aid plan for capital outlay was

in effect in nineteen states, altho the aid was meager in amount and limited in application in some of the nineteen.⁷ In Alabama and Florida capital outlay funds are apportioned on an equalization basis as part of the state-guaranteed foundation program. In Maryland and Washington aid for capital outlay is given according to an equalized matching formula, separate from the foundation program. In Tennessee state aid for buildings and transportation is provided from the surplus (if any) of sales tax collections above the first \$20,000,000; approximately \$7,000,000 was distributed to the counties in 1947-48, of which 50 percent was divided equally among the counties, 25 percent on basis of population, and 25 percent on the basis of area. The California plan utilizes a deficit funding type of equalization based on local need; in 1947-48, \$55,000,000 was made available for building aid. At least three states offer help to local school districts by maintaining loan funds. The Literary Fund in Virginia of \$10,000,000 is used for loans for school construction, the 1947-48 interest rate being 2 percent. Minnesota and North Carolina also provide for loans from state funds, but interest rates are higher, 5 percent and 4 percent, respectively.

In addition to plans of granting state aid for capital outlay, a few of which have been mentioned, other forms of action at the state level are being tried, as means of helping local school districts to finance their school buildings. One such plan is the granting of legislative permission to accumulate capital outlay funds from current levies in advance of construction. Among the states passing such laws in 1947 were Indiana, South Dakota, and Utah.⁸ Michigan and California are among other states in which a modified pay-as-you-go program is made possible by a building or sinking fund in which revenue is accumulated in advance. The hazards in administering such cumulative building funds have been noted in the discussion of sinking-fund bonds earlier in this chapter.

Another type of device was authorized, in variant forms, by the 1947 legislatures in Indiana⁹ and Pennsylvania.¹⁰ The Indiana plan

⁷ Alabama, California, Connecticut, Delaware, Florida, Maryland, Massachusetts, Minnesota, Mississippi, Missouri, New Hampshire, North Carolina, New York, Ohio, Oklahoma, Tennessee, Vermont, Virginia, and Washington. See: Hamon, Ray L. *State School Plant Assistance*. Washington, D. C.: U. S. Office of Education, Federal Security Agency, August 1948. 40 p. Mimeo. Excerpts: *School Executive* 68: 48-50; November 1948.

⁸ National Education Association, Research Division. *High Spots in State School Legislation Enacted in 1947*. Washington, D. C.: the Association, 1948. p. 15-16. (Mimeo.)

⁹ Indiana, *Acts, 1947*, Chapter 273.

¹⁰ *Session Laws of Pennsylvania, 1947*, Act. No. 498.

permits the formation of local nonprofit corporations which may build school buildings and lease them to local school systems. The Pennsylvania statute established the State Public School Building Authority, as a corporation under the jurisdiction of the Department of Public Instruction, and granted the Authority broad powers to issue bonds, buy lands, and to build and lease school facilities to local school districts. An appropriation of \$100,000 for administrative expenses was provided.

All of these efforts represent a growing acceptance of the principle that the state should share in the responsibility for providing adequate plant facilities. Among these current practices the plan affording the greatest hope for progress seems to be the trend toward the inclusion of plant facilities as essential elements in a state foundation program.

With the cumulative deficit in adequate school housing and in the face of increases in elementary-school enrolments, federal assistance in plant construction will ultimately be needed to supplement inadequate state and local funds. The basic principles justifying federal aid for public education are equally applicable to current expenses and to capital outlay.

CHAPTER EIGHTEEN

Unanswered Questions

TO IMPLY, as does the title of this chapter, that there are unanswered questions in the school-plant field, suggests further inquiries: What are the unanswered questions? How can they be answered? If they are to be answered by research, how and by whom should that research be undertaken? Research in industry and general government have been expanded greatly in recent years and in certain phases may contribute to research on the school plant; a discussion of these trends and relationships forms the opening section of the chapter. Other sections deal with efforts to organize research in the school-plant field; areas in which research is needed; finding ways to make the needed studies; and development of trained personnel in the school-plant field.

Trends in Research in Industry and Government

Without doubt the sharp increase in the amount of money spent for research by industry and government since 1938 is without parallel in the history of the nation. Funds for private research are estimated to have increased from \$350 million to \$800 million. Governmental research increased more than tenfold, from \$68 million in 1938 to \$706 million in 1945.¹ Research helped to win the war; it is needed equally in time of peace.

The progress of research under governmental auspices during the war years led to efforts to establish a continued program of federal governmental participation in research in a variety of fields. The major premises on which these efforts were based were (a) that college and university laboratories are the proper environment for basic research as opposed to government and industrial laboratories,

¹ American Council on Education. *Higher Education and National Defense*. Bulletin No. 90. Washington, D. C.: the Council, August 20, 1945. p. 1.

and (b) that, in order to conduct that basic research, federal funds must be provided to support such programs.²

A bill was passed by Congress in 1947 to establish a National Science Foundation, but was vetoed. The projected plan did not include research in the social sciences and hence would not have offered assistance for school-plant research except indirectly. If at some future time a new bill is passed and grants are made for social-science research, then projects in school-plant research might secure some assistance from federal funds.

Efforts To Organize Research in the School-Plant Field

The one organization which over a long period of years has maintained a concentrated interest in school-plant planning and research is the National Council on Schoolhouse Construction, organized in 1922. Altho the Council has a relatively small membership, it has a heavy responsibility in the planning of school buildings thruout the nation. In a careful check made a few years ago, it was found that the members of this Council had a direct responsibility for the planning of the school buildings for the children of more than two-thirds of the nation's population. This organization, therefore, is in position to be aware of the large number of unanswered questions in the field.

The Standards Committee, appointed at the very outset of the organization of the National Council on Schoolhouse Construction, has based its annual reports, so far as possible, on the results of research in the school-plant field. From time to time this Council has endeavored to secure funds to undertake research in the school-plant field under its own direction, with but little success. In 1946, however, a grant of \$4000 was received by the Council for the purpose of revising the standards for school-building construction which the Council had developed over the past twenty years. This revision was issued in tentative form and is now being reissued with further changes.³

The American Council on Education, which has been enabled thru foundation grants to administer a number of well-financed re-

² Bush, Vannevar. *Science, the Endless Frontier*. Report to the President. Director of the Office of Scientific Research and Development. Washington, D. C.: Government Printing Office, 1945. p. vii.
³ National Council on Schoolhouse Construction, Central Standards Committee. *Guide for Planning School Plants*. Nashville, Tenn.: the Council (W. D. McClurkin, Secretary, George Peabody College for Teachers), 1946. p. 33-143. A 1948 version of this report is now in process of publication.

search studies, has sought to secure funds for school-plant research also. As early as 1935, a small committee of the American Council was set up to draft a proposal for a program of research in the field of school buildings. The resulting proposal, in giving reasons why the recommended research should be undertaken, included the following:

1. Thirty-five percent of all money expended for public education goes to construct, operate, and maintain the school plant. School-plant funds come from the same source as those for instruction. Where economies can be effected, the savings may be used to improve instruction, to provide additional and necessary school buildings, or to reduce taxes.

2. Existing information on how to spend most economically the money required annually for the school plant (more than \$700,000,000) is very inadequate.⁴

Shortly thereafter, the American Council set up, as one of its standing committees, a "School Plant Research Council." Later the name was changed to the "School Plant Research Committee" and in 1948 the membership of the Committee was enlarged and the name again changed to the "Committee on Educational Buildings and Equipment." This Committee has continued without interruption since first organized in 1937.

The persistent efforts of the American Council on Education to secure adequate financial support for school-plant research have been successful only in a small degree. One foundation made a grant of \$30,000 for experimental work in school furniture. Shortly after the outbreak of the war, it was necessary to suspend this project because of lack of personnel, so about 40 percent of the original grant lapsed. However, two publications of the Council resulted from this study—*Specification for Folding Chairs*, and *Specification for Chair Desks*, issued early in 1942.⁵

Also, a study was made of the utilization of school sanitary facilities. Workers in the school-plant field have long believed that the code and regulatory requirements on the number of water closets and urinals were too high. This investigation, based on actual time use, was carried on in thirty-nine schools located in twenty-five

⁴ Ohio State University, Bureau of Educational Research. *Proposal for a Program of Research in the Field of School Building*. Columbus, Ohio: Ohio State University, 1936. p. 3-4. Mimeo.

⁵ American Council on Education, Committee on School Plant Research. *Specification for Folding Chairs*. Studies, Series VII, School Plant Research, No. 1. Washington, D. C.: the Council, 1942. 32 p.

American Council on Education, Committee on School Plant Research. *Specification for Chair Desks*. Studies, Series VII, School Plant Research, No. 2. Washington, D. C.: the Council, 1942. 30 p.

different school districts in fifteen states and Canada.⁶ It was found that the actual needs for sanitary facilities are from one-third to one-half below the standards set in codes or regulations found to exist in eight states and eleven large cities. To reduce plumbing fixtures from a third to a half, particularly in the light of present building costs, would represent sizable savings. It illustrates what would undoubtedly result, either in terms of savings or better facilities or both, if an adequate program of research were set up in the school-plant field.

Various other research projects in the school-plant field have been undertaken. One of the most outstanding of these was the work of the New York Commission on Ventilation. This Commission, which was financed by the Milbank Memorial Fund, was in almost continual operation for eighteen years. One of its major conclusions was that desirable schoolroom conditions may be obtained by any one of the three following methods of ventilation, when proper design and operation are provided:

1. Plenum ventilation
2. Local unit ventilation
3. Window-gravity ventilation.⁷

Differences of opinion on this subject, however, continue to arise. Further research is needed, to answer satisfactorily many still unanswered questions on ventilating and heating, some of which are listed in a later section of this chapter.

The American Educational Research Association, a department of the National Education Association, has included the school plant as one of the topics covered in the three-year cycle of the *Review of Educational Research*. The Research Division of the National Education Association has published occasional *Research Bulletins* and bibliographies in the field. The United States Office of Education has from time to time thruout its history published bulletins on various phases of schoolhousing and in addition has collected the basic statistics on expenditures and other items related to the school plant.

⁶ American Council on Education, Committee on School Plant Research. *The Utilization of School Sanitary Facilities*. American Council on Education Studies. Washington, D. C.: the Council, 1942. 35 p. Out of print.

⁷ New York Commission on Ventilation. *School Ventilation, Principles and Practices*. New York: Teachers College, Columbia University, 1931. p. 66.

Research studies carried out under the auspices of industrial corporations have produced findings that have been drawn upon in school planning. In the field of lighting, in particular, such data are in constant use in connection with schools. Disagreements exist, however, as to the interpretation of the findings as applied to school conditions. Overzealous salesmen sometimes make claims far in excess of those made by the research agencies of the corporations. Facilities are lacking for action by a public or other nonprofit organization that might serve as an authoritative clearinghouse and interpreter of such research and might on occasion participate in industrial research in fields that are applicable to the school plant.

Altho there have been many graduate theses and dissertations dealing with various aspects of the school plant, a critical examination of the studies on schoolhouse planning and construction yields a relatively small number that could be named as controlled or basic research. This is not to say that graduate schools of education have not made a substantial contribution toward the improvement of



PUBLIC SCHOOLS, PHILADELPHIA, PENNSYLVANIA

Television reception should be planned for as a future in American school buildings; cooperation in telecasting is already an actuality in one school system. Perhaps in others

school buildings. Many useful instruments have been devised for evaluating the school plant and the various processes in the planning and efficient use of school plants. The whole movement for scientific local surveys and analyses of local school-plant needs was initiated and given impetus by research units in graduate schools of education. These institutions, however, lack the funds and consequently the personnel for large-scale definitive studies.

Areas in Which Research Is Needed

Since the Committee on Educational Buildings and Equipment, mentioned earlier in the chapter, has given extended consideration on different occasions to the problems in the school-plant field needing further investigation, the lists which follow have been taken with some modifications from their conclusions.⁸ The lists, however, should not be regarded as exhaustive; there are many other problems in the field on which additional information is needed. The problems mentioned are grouped under four headings; those believed to be most urgent are starred:

SCHOOL-BUILDING PLANNING

- *1. The size, selection, and location of school sites.
2. The number of square feet of classroom floor space per pupil in the various types of instructional rooms.
3. Proportion of floor space which should be allotted to different school activities, such as administration, library, physical education, health, shops, laboratories, classrooms, and community needs.
- *4. Location of different types of rooms in the building in order to meet educational requirements most efficiently. Rooms which should be contiguous are often found to be widely separated, thereby causing unnecessary travel, congestion, and expense in administration.
- *5. Reliable methods of determining the room requirements for a given educational program. New York State has made considerable progress in meeting this problem in its own program.
- *6. Flexibility in design and construction to meet rapidly changing educational requirements. Rooms too small or too large to house activities which they must serve result either in unnecessary teaching costs or in the waste of space and higher operation costs.

⁸ American Council on Education, School Plant Research Council. Studies, Series I, No. 8. *School Buildings and Equipment*. Washington, D. C.: the Council, 1939. 30 p. (An exploratory study of the present status and need for research in school buildings and equipment.)
See also: Hamon, Ray L. "Needed Research in the School-Plant Field." *Review of Educational Research* 18: 5-12; February 1948.

7. Expansibility. It is extremely important that school buildings be located, planned, and constructed so that additions can be made easily and economically.

*8. Standards of training for architects, engineers, and superintendents in connection with school planning and designing.

*9. Long-range planning. State-wide master plans should be developed to analyze population migration, growth in rural and urban communities, highway development, and land utilization trends.

*10. School transportation. The present administration of transportation is, in many cases, impractical and extravagant. Without definite planning in many school districts, it has become a major item of current expenditures.

11. Analysis of financial plans of the states to equalize capital outlay programs.

12. Comprehensive cost analysis studies of buildings and equipment.

13. The development of more uniform, comprehensive, and accurate records on the school plant among the states.

BUILDING MATERIALS, CONSTRUCTION, AND EQUIPMENT

*1. Maintenance and operation costs in relation to the size of building and type of construction. Casual evidence indicates marked differences in the cost of administration, operation, and maintenance of one-, two-, and three-story buildings, and between buildings of different sizes and types of construction.

2. Optimum building size, in relation to construction, operation, and maintenance costs.

*3. Satisfactory building materials, taking into account original cost, availability, and utility.

4. Efficient and economical planning and installation of instructional and service equipment. The use of valuable floor space is frequently lost thru faulty design and location of equipment.

5. Adequate study of the design, performance, specifications, and standards of instructional and service equipment.

*6. Acoustics. There is a need to study the effects on pupils and teachers, the satisfactory methods of acoustical treatment of the different space facilities in school buildings, and the general educational benefits of acoustical treatment.

7. Design, decoration, and color, both inside and outside school buildings, including landscaping, as they affect pupils.

SERVICE SYSTEMS

CONTRACTUAL RELATIONS

1. Definitions of adequate and proper working drawings and specifications. Inadequate drawings and specifications result in loose and irregular bidding, leading to disagreements, delays in construction, and extra costs.

*2. Development of standard forms of building contracts and bonds based upon studies of court decisions, state laws, and local regulations.

FINANCE

In addition to the foregoing, there is an immediate need for a careful study of the financial ability of the various states to finance their school-building needs. This is particularly true because of statutory and constitutional limitations on the issuance of bonds in many of the states which, in the light of the sharp increase in building costs, prevent many school districts from supplying even their most urgent needs.

EXAMPLES OF SPECIAL TOPICS

Of the various research areas listed, two of the most controversial are Numbers 1 and 2 under the heading of "Service Systems," namely, school lighting, and heating and ventilating. By way of illustration, some of the unanswered questions in connection with each of these two major problems are included here. Problems in classroom *lighting* which undoubtedly need further experimentation and study are:

1. The gradient of desk illumination with wall and ceiling decorations whose reflection coefficient is .50 and .80 respectively, with different window arrangement and glass areas.

2. The effect of different types of window shades and wall paints on natural lighting.

3. The effect of window mullions of different widths upon natural lighting and the visibility of chalkboard writing.

4. The physiological effects of long working exposure with low and high intensities of natural lighting on the working surface.

5. The effect of natural lighting below eye level.

6. The relative illumination from clear glass windows and glass blocks.

7. The effects of lateral chalkboards on desk lighting.

8. The amount of wattage of energy per square foot of floor area, with proper luminaires and outlet distribution.

9. The feasibility of automatic photronic control as a solution of light variability.

10. The effect of orientation, ceiling heights, and room widths on lighting.

11. Lighting standards for different school activities.

As further evidence of the need for educational research in the school-lighting field, there is quoted here the unanimous action of the National Council on Schoolhouse Construction at its annual meeting on October 12, 1947:

That the Council . . . instruct its liaison members, cooperating in the revision of the 1938 *Standards of School Lighting* of the American Standards Association that it does not believe that sufficient scientific evidence has been presented to justify the inclusion in the pending revision of the *Standards* of a minimum intensity of thirty foot candles for standard classrooms; and further, that the Council renew its efforts to have carefully controlled experiments continued by impartial investigators to ascertain optimum lighting conditions for comfort, health, and learning.⁹

In the field of *heating and ventilating* some of the major unanswered questions are as follows:

1. Is window ventilation a satisfactory method under all conditions?
2. If mechanical systems of heating and ventilating are used, how many cubic feet of air per pupil per minute are required?
3. To what extent and under what circumstances can air be safely recirculated?
4. What are the optimum temperature and humidity conditions for health and learning?
5. Is air conditioning feasible and economical under typical school conditions?
6. What are the relationships between building design and building materials and ventilating problems?

In addition to specific topics on which information is needed, there are certain research services that are needed by the people having responsibility for planning and constructing school buildings. Among them are the following:

1. The collection, interpretation, and distribution of research studies which have been made. This involves the collection and review of books, research reports and articles in educational, engineering, architectural, and allied fields.
2. The stimulation of further research in centers already engaged in activities of this nature. This includes city school systems, state departments of education, and universities.
3. The furnishing of reference services to school systems . . .

5. The collection and analysis of existing statutes and other legal provisions which affect school-plant requirements and the preparation of model legislation as a service to boards of education and other public officials.

How the "Unanswered Questions" Can Best Be Answered

Obviously the American Association of School Administrators is the organization whose members have the largest responsibility for the adequacy of the school buildings to be constructed in these United States. In Ohio, for example, in the 113 city-school districts as of September 1947, 96.5 percent of the total enrolment was in school districts whose chief school administrator was a member of the Association. For the state as a whole, the proportion was 72.6 percent.

The Commission believes that the American Association of School Administrators should take an active and leading part in getting satisfactory solutions to the many problems in the school-plant field. To that end, the Commission has made recommendation in writing to the Executive Committee of the Association, urging that the Association take steps toward securing the financing and administering of a nationwide program of research in the school-plant field.

The United States Office of Education now has a School Housing Section which has only two professional workers. Obviously the staff is too small to provide the services needed. The Commission believes that the staff should be expanded so that the Office might take a leading part in the five research services listed on pages 317-18. Tho the Office might not find it feasible to conduct actual research studies itself, it is in the best position, along with divisions of school-house planning in state departments of education, to make use of the findings of such studies.

The Commission further believes that those states which do not now have divisions of schoolhouse planning as a part of their state department of education should be urged to provide such divisions or departments.¹⁰ Those states having such divisions should be urged to strengthen them so that they may provide much needed assistance to the many school districts which are going to have school-building programs in the immediate future. These state divisions are in excellent position to utilize research findings in the actual planning and construction of school buildings.

¹⁰ See list of state departments of education that employ school-building specialists, listed in Appendix B.

Individual members of the American Association of School Administrators and other persons concerned in the improvement of American school buildings have opportunities to help in getting some of the much needed research under way. The Commission urges the readers of this volume to render such services toward the promotion of this research as the following:

1. Encourage commercial interests involved in school-building construction to subsidize special projects in the school-plant field, these to be carried out by nonprofit organizations such as colleges and universities, state departments of education, and the like.
2. Encourage city school systems, particularly the larger ones, to undertake special school-building research projects with their own staff. Advice on the organization and conduct of such projects might be secured from school-building specialists in colleges and universities and state departments of education and the United States Office of Education.
3. Endeavor to have more emphasis given to school buildings in the choosing of topics for graduate theses and dissertations.
4. Cooperate wherever possible with interested organizations, such as the National Council on Schoolhouse Construction, the National Education Association, the American Council on Education, the American Institute of Architects, and the United States Office of Education by answering questionnaires and rendering other service that may be requested in the conduct of research studies in this field.
5. Endeavor to make boards of education, school staffs, and lay persons conscious of the great number of basic questions still unanswered in the planning and development of school sites, buildings, and equipment.

Development of Trained Personnel in the School-Plant Field

The degree to which progress is possible in studying the many unsolved problems in the school-plant field depends finally on the work of adequately trained personnel and the availability of funds to employ that personnel. With the growing recognition of the necessity of having trained personnel available both in analyzing the school-building needs in communities thruout the nation and in the actual planning of the buildings thus needed, the Commission believes that if the colleges and universities develop programs of studies designed to develop well-rounded people in the school-plant field, funds will be available to employ such persons. Moreover, if the basic requirements for the training of school administrators included more emphasis on the school-plant field, then these administrators would be more familiar with the complex problems in

the field and could therefore make significant contributions toward their solution without added cost to the communities.

That there is a shortage of trained persons in the field is attested by the experience of the United States Office of Education and other similar agencies to whom requests for such persons normally come. Therefore the Commission wishes to conclude this chapter with an urgent plea to colleges of education, of architecture, and of engineering thruout the country to cooperate in developing appropriate programs of study and research from these three fields. Persons completing such coordinated programs then will be able to give the aid so much needed by states, counties, and local school districts in the solution of their school-building problems.

CHAPTER NINETEEN

Major Steps in Building a School

IN THE conduct of a school-plant program, the superintendent can make good use of a check list of the major steps to be taken, as well as a classification of tasks to be performed. A list of such steps follows, giving the items in approximately the chronological order in which they occur in a building program, altho there will be local variations, especially in sequence of the first nine items:

Major Steps

1. Schoolhousing needs become felt
2. Educational consultant appointed
3. Architect or architects appointed
4. Planning committees of staff members set up
5. Survey made to determine needs more exactly
6. Financial program determined
7. Bond attorneys selected
8. Bond issue, if necessary, prepared and submitted to voters
9. Credit data on school district made available to prospective bond purchasers
10. Types of furniture and equipment determined
11. Educational specifications submitted to architect
12. Preliminary drawings prepared by architect after necessary give-and-take conferences with the school staff
13. Preliminary drawings approved by board of education
14. Final drawings and specifications prepared
15. Final drawings and specifications checked and approved
16. Bids called for on construction and equipment
17. The low or preferred bid accepted when proper performance bond has been supplied
18. Contract documents legally approved
19. Contract documents, including agreement on payment schedule, executed

20. Supplementary supervision of construction provided by owner
21. Construction started
22. Contract awarded for furniture and equipment not covered by general contract
23. Progress reported at successive stages—foundations, first floor, building enclosed, building completed
24. Construction inspected
25. Building accepted
26. Contract completed
27. Building equipped with furniture, apparatus, and machines
28. Building occupied.

Reminder List of Specific Actions

Usually, before each of the major steps listed in the foregoing section, specific action is called for by the board of education or the superintendent of schools. The following list of questions is designed to serve as a reminder for some of the more essential acts to be performed; it does not attempt to follow a chronological order, as many of these activities may be carried on at one time.

PREPARATION AND FINANCING

1. Has the superintendent of schools listed in sequence the things to be done by himself in the proposed program of improvement or expansion of the school plant? What is his own approach to the problem to be?
2. Has a school-plant library and workshop been provided to facilitate staff and lay participation and contribution to planning?
3. Have the educational policies, having a vital bearing on plant provisions, been made a matter of official record *prior* to the time the architect is instructed to proceed with drawings? (Grade grouping; class size; degree of departmentalization; method of teaching; optimum enrolment for each building or campus; recreational program; special services: health, audiometer testing, speech correction, dental work; staff facilities; student activities.)
4. Is there available an analytical, continuing inventory (in documentary form) of the existing plant, sites, site improvements, buildings, equipment and furniture?
5. Have present and estimated future population, enrolment, and educational policy data been interpreted into specific building needs

to be provided at specified times on specified sites? (By staff, school surveyor, school-plant consultant or combination of these.)

6. Has provision been made for expenditures from current budget (or other source) for the preliminary costs of the building program?

7. Has a long-range financial plan for capital outlays been adjusted to the long-range plan for facilities needed?

8. Have building funds of the district, not immediately necessary in the program, been invested for interest income without jeopardizing their availability when needed?

9. Has the board of education made a considered choice between maximum and minimum permanence of school structures?

10. Does the estimated cost breakdown include all items in the complete plant project rather than estimates of building cost only?

LOCAL PERSONNEL FOR PLANNING

1. Have the special staff positions or reassignments of present staff required to carry out the building program been adopted and budgeted for by the board of education?

2. Has the board of education adopted carefully worked out procedures and standards for selecting architects?

3. Has a definite understanding been reached with the architect as to what other specialized technical services are to be used? Who selects them? How are they compensated? (Landscape architect, acoustical engineer, illuminating engineer, structural engineer, mechanical engineer, etc.)

4. Has the board of education made available to itself and the staff adequate legal advice to protect the district in connection with bond elections and all contracts required in a building program?

PLANNING PROCEDURES

1. Has a workable and expeditious plan been adopted for exchange of ideas and information between the school district and the architect and for giving necessary instructions to the architect by the school district?

2. Has the district determined exact working relations between the architect and all other potential contributors to school-plant planning? (Surveyor, consultant, safety engineers, and other.)

3. Has a time schedule for the production of plans and specifications, and the time when essential educational data are provided, been worked out with the architect and approved by the board?

4. Have staff and community school-plant committees been at work sufficiently long, with adequate leadership, to have their potential contributions to the planning ready when needed?

5. Have staff conferences with the architect been scheduled *prior* to the production of layout plans by the architect?

6. Has a long-range master plan been developed for the entire district? (New sites to be acquired, sites to be abandoned, assignment of school-grade groups to each site, remodeling schedule, building abandonment or replacement schedule.)

7. Has a sketch plan for the complete plant, designed to give optimum service to the maximum number of pupils to be housed there, been adopted prior to the detailed planning of any specific portion.

8. Have local, county, state, and national school-plant advisory and control services been used to the utmost advantage thruout the planning program? (Planning commission, county schools office, state department of education, industrial accident commission, fire marshal, state architect's office, United States Office of Education.)

CONSTRUCTION AND OCCUPANCY

1. Is there available to the board of education the means for determining whether or not the bidders for a construction contract are qualified to do the work? (Financial adequacy, suitable construction equipment, competent personnel, size and quality of recently completed projects.)

2. Has the board of education adopted a policy on the issue of doing construction work under a general contract versus the use of segregated contracts?

3. Has the board of education adopted an exact procedure for handling all change orders so that the results of careful planning will not be lost in hastily made changes during construction?

4. Has the board of education adopted qualifications for the building inspector or clerk-of-the-works, considering the fact this person, in the final analysis, determines whether or not the school district obtains what is called for in the drawings and specifications?

5. Has a program been worked out for effectively introducing the users to the new building and training them in its care? (Pupils, teachers, custodians, public.)

APPENDIX A

Selected References

THE FOLLOWING list of books, pamphlets, and magazine articles is a selection from among hundreds of titles, on the basis of applicability to specific topics discussed in the yearbook, and with emphasis on recency and availability. Many publications footnoted in the text of the chapters are omitted from this list.

Many additional references can be located thru the *Education Index*, which is available in most libraries, and by use of the bibliographies cited below.

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ARCHITECTURAL MAGAZINES

7. *Architectural Forum*. Howard Meyers, editor. Published monthly by Time, Inc., 19 West 44th Street, New York, N. Y. Subscription \$5.50.
8. *Architectural Record*. K. K. Stowell, editor. Published monthly by the F. W. Dodge Corporation, 119 West 40th Street, New York, N. Y. Subscription \$3.
9. *Progressive Architecture*. (Pencil Points) Thomas H. Creighton, editor. Published monthly by Reinhold Publishing Corporation, 330 West 42nd Street, New York, N. Y. Subscription \$4.

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10. *American School Board Journal*. William G. and William C. Bruce, editors. Published monthly by Bruce Publishing Co., 540 North Milwaukee Street, Milwaukee, Wis. Subscription \$3.
11. *Nation's Schools*. Arthur B. Moehlman, editor. Published monthly by The Nation's Schools Publishing Co., Inc., 919 North Michigan Avenue, Chicago 11, Ill. Subscription \$3.
12. *School Executive*. Walter D. Cocking, chairman of board of directors. Published monthly by American School Publishing Corporation, 470 Fourth Avenue, New York 16, N. Y. Subscription \$3.
Carries many articles on school buildings and regular monthly department on school equipment.

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112. SMITH, HOWARD DWIGHT. "The Architect as an Administrative Officer." *The American School and University, 1947-48*. New York: American School Publishing Corporation (470 Fourth Avenue), 1947. p. 43-47.
113. STEGER, LEONARD A. "Selecting the School Architect." *School Management* 17: 8-11; October 1947.
114. VAN NUYS, JAY C. "What an Architect Expects from the School Administrator." *The American School and University, 1947-48*. New York: American School Publishing Corporation (470 Fourth Avenue), 1947. p. 52-56, 57-59.

Chapter IX. Mechanical and Service Facilities

See also references 3, 44-58, 86.

115. AMERICAN MEDICAL ASSOCIATION, COUNCIL ON PHYSICAL MEDICINE. "Acceptance of Ultraviolet Lamps for Disinfecting Purposes." *Journal of the American Medical Association* 137: 1600-1603; August 28, 1948.
116. AMERICAN SOCIETY OF HEATING AND VENTILATING ENGINEERS. *Heating, Ventilating, Air Conditioning Guide*. New York: the Society (51 Madison Avenue), 1948. 1280 p. \$7.50.
A basic reference source.
117. HOSFORD, J. C., and BURSCH, CHARLES W. "Trends and Values in Radiant Heating." *Nation's Schools* 40: 34-40; December 1947.
118. NEW YORK STATE EDUCATION DEPARTMENT, DIVISION OF SCHOOL BUILDINGS AND GROUNDS. *Heating and Ventilating Recommendations for New York State Schools*. Albany, N. Y.: University of the State of New York Press, 1946. 42 p. 10¢.
119. NEW YORK STATE EDUCATION DEPARTMENT, DIVISION OF SCHOOL BUILDINGS AND GROUNDS. *Sanitary Facilities in School Buildings*. Albany, N. Y.: University of the State of New York Press, 1947. 8 p. 10¢.
120. SCHERER, FRANCIS R. "How Many Plumbing Fixtures?" *The American School and University, 1948-49*. New York: American School Publishing Corporation (470 Fourth Avenue), 1948. p. 141-44.
121. SEAGERS, PAUL W. "A Different Approach to Ventilation." *Nation's Schools* 42: 60, 62, 64; October 1948.
122. U. S. PUBLIC HEALTH SERVICE, DIVISION OF PUBLIC HEALTH METHODS. *Rural Water-Supply Sanitation*. Washington, D. C.: Government Printing Office, 1945. 56 p.

Chapter X. Building for Safety

See also references 44-58.

123. AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS. *Safety Education*. Eighteenth Yearbook. Washington, D. C.: the Association, a department of the National Education Association, 1940. Chapter XI, "Safety Requirements in Locating, Planning, and Equipping School Buildings," p.309-29.
124. NATIONAL BOARD OF FIRE UNDERWRITERS. *Construction of School Buildings and Improvement of Existing Structures*. New York: the Board (85 John Street), 1937. 22 p.
125. NATIONAL FIRE PROTECTION ASSOCIATION. *Building Exits Code*. Eighth edition. Boston: the Association (60 Batterymarch Street), 1946. 110 p. \$1.
126. NEW YORK STATE EDUCATION DEPARTMENT, DIVISION OF SCHOOL BUILDINGS AND GROUNDS. *Fire Safety in the Planning of School Buildings*. Albany, N. Y.: University of the State of New York Press, 1947. 8 p. 10¢.
127. PRESIDENT'S CONFERENCE ON FIRE PREVENTION. *Report of the Committee on Fire Prevention Education*. Washington, D. C.: Government Printing Office, 1947. 29 p. 10¢.
128. VILES, N. E. "School Plant Planning and School Safety." *American School Board Journal* 116: 41-42, 92; February 1948.
Structural safety; fire-resistive construction in multiple-story buildings; location and planning of stairs, doors, sites, and playgrounds; special safety provisions; fire protection.

Chapter XI. Materials and Construction in Relation to Utility

See also references 3, 44-58, 59-66.

129. ADAMS, BARCLAY. "Permanency Reduces Flooring Costs." *School Executive* 67: 67-68, 70; October 1947.
130. AMERICAN STANDARDS ASSOCIATION. *Price List of American Standards*. New York: the Association (70 East 45th Street), 1947. 24 p.
Lists 874 standards approved by the American Standards Association.
131. LINN, H. H. "Floors for Educational Buildings." *The American School and University, 1947-48*. New York: American School Publishing Corporation (470 Fourth Avenue), 1947. p. 106-11.
132. PARSONS, EDGAR W. "Light Green Chalkboard." *The American School and University, 1947-48*. New York: American School Publishing Corporation (470 Fourth Avenue), 1947. p. 122-23.
133. ROYCE, WINCHELL. "Proper Insulation Means Greater Economy and Comfort for School Buildings." *School Management* 17:22-23; August 1947.
134. SABINE, PAUL E. *Theory and Use of Acoustical Materials*. Chicago: Acoustical Materials Association (205 West Monroe Street) no date. 19 p.
135. SCHWARZ, KARL R. "Good Hearing Conditions in Schools." *The American School and University, 1947-48*. New York: American School Publishing Corporation (470 Fourth Avenue), 1947. p. 117-21.

U. S. DEPARTMENT OF COMMERCE, BUREAU OF STANDARDS. *Standards and Specifications for Building and Construction Materials, Fixtures, Supplies, and Equipment*. Washington, D. C.: the Department, 1947. 22 p. Mimeo.

Bibliography of commercial standards, simplified practice recommendations, federal specifications, building codes, construction practices, and home maintenance.

Chapter XII. Economies in Construction and Design

See also references 3, 44-58, 67-76.

CLAPP, WILFRED E. "What We Like About One-Story Schools." *Architectural Record* 103: 119-21; March 1948.

Six principles.

LIEBSLE, ROY W., JOHNSON, KERMIT A., and HUGGARD, FRANCIS E. "Schoolhouse Planning: Temporary, Transportable, and Expanded Buildings." *Nation's Schools* 42: 33-40; August 1948.

Refers to practices in Houston, Texas; Tuscaloosa, Alabama; and Seattle, Washington.

LORIMER, A. GORDON. "Modular Design." *The American School and University, 1947-48*. New York: American School Publishing Corporation (470 Fourth Avenue), 1947. p. 80-85.

NATION'S SCHOOLS. "Three Stories about One Story Schoolhouse Planning." *Nation's Schools* 41: 33-40; January 1948.

Articles by W. E. Campbell, Jr., James K. Haveman, and John L. Compton describe schools in Alabama, Michigan, and California.

ORPUT, RAYMOND A. "An Iowa School Featuring Modular Construction." *American School Board Journal* 115: 36-38; July 1947.

PERKINS, LAWRENCE B. "How It's Done at Rugen." *Nation's Schools* 33: 34-36; May 1944.

Outlines the advantages of one-story construction.

SAHLSTRON, JOHN W. *Some Code Controls of School Building Construction in American Cities*. Contributions to Education No. 581. New York: Teachers College, Columbia University, 1933. 153 p. \$1.50.

U. S. HOUSING AND HOME FINANCE AGENCY. *Statement with Respect to Construction Cost Reductions through Modular Coordination*. Washington, D. C.: the Agency, 1948. 22 p. Mimeo.

VILES, N. E. "Preparation and Use of School Plant Codes, Standards, and Guides." *Education in Transition*. Thirty-Fourth Annual Schoolmen's Week Proceedings, Bulletin, Vol. 47, No. 29. Philadelphia: University of Pennsylvania, 1947. p. 318-26.

Chapter XIII. Light and Color

See also references 3, 44-58.

DARLEY, WILLIAM G. "Odyssey Toward Quality." *American School Board Journal* 115: 21-23; December 1947. 116: 31-32; January 1948.

147. GEORGE, N. L. "Window Shades: Their Selection, Care, and Maintenance." *School Management* 16: 4-5, 8; February 1947.
148. GIBSON, CHARLES D. "Daylight Is Bright Enough Everywhere If We Are." *Architectural Record* 103: 125-30; March 1948.
149. HAMON, RAY L. *Lighting Schoolrooms*. U. S. Office of Education, Federal Security Agency. Pamphlet No. 104. Washington, D. C.: Government Printing Office, 1948. 17 p. 10¢.
150. HATHAWAY, WINIFRED. *Daylight in the Schoolroom*. New York: National Society for the Prevention of Blindness (1790 Broadway), 1946. 7 p. (Publication 459, reprint from *The Sight-Saving Review*, Vol. 16, Winter 1946.)
151. ILLUMINATING ENGINEERING SOCIETY. *IES Lighting Handbook: The Standard Lighting Guide*. New York: the Society (51 Madison Avenue), 1947. Sixteen parts, pagged separately. \$7.50.
152. LUCKIESH, MATTHEW. *Light, Vision and Seeing*. New York: Van Nostrand, 1944. 323 p. \$4.50.
153. NATIONAL EDUCATION ASSOCIATION, RESEARCH DIVISION. *Lighting for Shops and Special Classrooms*. Washington, D. C.: the Association, 1947. 43 p. Mimeo. 10¢.
154. NATIONAL EDUCATION ASSOCIATION, RESEARCH DIVISION. *Teaching about Light and Sight*. Washington, D. C.: the Association, 1946. 79 p. 30¢.
155. NEW YORK STATE DEPARTMENT OF EDUCATION, DIVISION OF SCHOOL BUILDINGS AND GROUNDS. *Visual Comfort and Efficiency in School Buildings*. Report to the Special Committee of the New York State Education Department on Visual Comfort and Efficiency in School Buildings by Edmund H. Crane. Albany: University of the State of New York Press, 1948. 18 p. 10¢.

Chapter XIV. Instructional Furniture and Equipment

See also references 44-58, 77-81.

156. AMERICAN COUNCIL ON EDUCATION. *Specification for Chair Desks*. Studies, Series VII, School Plant Research, No. 2. Washington, D. C.: the Council, 1942. 30 p. 25¢.
157. AMERICAN COUNCIL ON EDUCATION. *Specification for Folding Chairs*. Studies, Series VII, School Plant Research, No. 1. Washington, D. C.: the Council, 1942. 39 p. 35¢.
158. NEW YORK STATE EDUCATION DEPARTMENT, DIVISION OF SCHOOL BUILDINGS AND GROUNDS. *Housing the Audio-Visual Program*. Albany: University of the State of New York Press, 1946. 14 p. 10¢.
159. RACHFORD, HELEN. "Audio Visual Aids—What Building Facilities Are Necessary?" *School Executive* 67: 64-65; September 1947.
160. SEE & HEAR. "Designs for Visual Education." Report of Special Committee of the Visual Equipment Manufacturers Council. *See & Hear* 2: 17-26, December 1946; 21-28, January 1947. Chicago: Audio-Visual Publications, Inc. (812 North Dearborn Street).

Emphasis on the individual classroom as the center for the use of audio-visual materials.

161. U. S. OFFICE OF EDUCATION AND RADIO MANUFACTURERS ASSOCIATION, JOINT COMMITTEE ON SPECIFICATIONS FOR SCHOOL AUDIO EQUIPMENT. *Classroom Radio Receivers*. Washington, D. C.: Radio Manufacturers Association (1317 F Street, N.W.), 1948. 38 p. Single copy gratis.
162. U. S. OFFICE OF EDUCATION AND RADIO MANUFACTURERS ASSOCIATION, JOINT COMMITTEE ON STANDARDS FOR SCHOOL AUDIO EQUIPMENT. *School Sound Recording and Playback Equipment*. Washington, D. C.: Radio Manufacturers Association (1317 F Street, N.W.), 1947. 34 p. Single copy gratis.
163. U. S. OFFICE OF EDUCATION AND RADIO MANUFACTURERS ASSOCIATION, JOINT COMMITTEE ON STANDARDS FOR SCHOOL AUDIO EQUIPMENT. *School Sound Systems*. Washington, D. C.: Radio Manufacturers Association (1317 F Street, N.W.), 1946. 30 p. Single copy gratis.
164. WILEY, WILL E., and WILEY, JOHN H. "New Developments in Elementary School Seating." *The American School and University, 1947-48*. New York: American School Publishing Corporation (470 Fourth Avenue), 1947. p. 184-87.

Chapter XV. Rehabilitation of Buildings

See also references 44-58.

165. BROADY, K. O., STONEMAN, M. A., and BRAINARD, A. D. *Planning, Modernizing, and Renovating the Small School*. Lincoln: University of Nebraska Press, 1949. In process of publication.
166. HOSLER, FRED W., and SWANSON, J. CHESTER. "Ways of Modernizing Old School Buildings." *The American School and University, 1947-48*. New York: American School Publishing Corporation (470 Fourth Avenue), 1947. p. 171-76.
167. PARKER, CLYDE. "Meeting the Needs of School Rehabilitation in the Face of Rising Costs." *American School Board Journal* 116: 46-47, 86; April 1948.
168. SMALLEY, DAVE E. "New Floors Out of Old Ones." *American School Board Journal* 113: 52, 54; August 1946.
169. STARIN, ARTHUR N. "Do's and Don'ts for Remodeling." *Nation's Schools* 40: 34-37; November 1947.
170. VILES, N. E. "The Importance of Modernizing Old School Buildings." *The American School and University, 1947-48*. New York: American School Publishing Corporation (470 Fourth Avenue), 1947. p. 167-70.
171. ZIMMERLI, ELIZABETH K. "Classroom Can Be Converted into Health Center." *School Management* 17: 24-25; November 1947.

Chapter XVI. Plant Preservation for Plant Utility

172. ASSOCIATION OF PUBLIC SCHOOL BUSINESS OFFICIALS, INSURANCE COMMITTEE. *Insurance Committee Report on School Fire Insurance, 1938-45*.

- Kalamazoo, Mich.: the Association (Secy.: H. W. Anderson, 306 East Lovell Street), 1948. 39 p.
173. BASSETT, CECIL. "Paint Programming Pays." *School Management* 17: 6-7; May 1948.
 174. HYND, HAROLD O. "Long Term Economies in Maintenance and Operation." *School Management* 17: 4-5, 10, 12-13; March 1948.
 175. LINN, H. H. "Selection of School Building Service Employees." *Proceedings, 1940. Association of School Business Officials. Kalamazoo, Mich.: the Association (Secy.: H. W. Anderson, 306 East Lovell Street), 1941. p. 176-82. Excerpts: American School Board Journal* 101: 49; November 1940.
 176. SMALLEY, D. E. "Spring Renovation of School Floors." *American School Board Journal* 116: 70, 72, 73; April 1948.
 177. STOEY, JULIAN C. "Everyone Benefits When the School Custodian Is Carefully Selected and Trained." *School Management* 15: 335-36; February 1946.
 178. STOEY, JULIAN C. "Training the Custodian for Public School Work." *School Management* 15: 426-27, 429-30; April 1946.
 179. VILES, N. E. *The Custodian at Work*. Lincoln, Nebr.: University Publishing Co., 1941. 391 p. \$2.
 180. VILES, N. E. "Custodial Training Programs." *American School Board Journal* 117: 15-17; August 1948.
 181. VILES, N. E. *School Plant Insurance*. Nashville, Tenn.: Interstate School Building Service (George Peabody College for Teachers), 1941. 15 p.

Chapter XVII. Financing the Construction Program

See also references 3, 37-43.

182. BURKE, ARVID J. "Development of State Responsibility for School and College Buildings." *The American School and University*, 1946. New York: American School Publishing Corporation (470 Fourth Avenue), 1946. p. 41-46.
183. CLARK, HAROLD F. "School Building Costs and Bond Prices." *School Executive* 67: 53-54; August 1948.
A bimonthly feature; see issues for October, December, February, April, and June.
184. ENGELHARDT, N. L., JR. *School Building Costs: An Analysis of the Costs of Fifty-Two School Buildings Constructed in New York State Between 1930 and 1937*. New York: Teachers College, Columbia University, 1939. 95 p. \$1.60.
185. ESSEX, DON L. *Bonding Versus Pay-As-You-Go in the Financing of School Buildings*. Contributions to Education, No. 496. New York: Teachers College, Columbia University, 1931. 101 p. \$1.50.

187. HEWES, HARRY. "Federal Aid to Schoolhouse Planning." *American School Board Journal* 116: 43-46; February 1948.
188. JOHNS, R. L. and MORPHET, EDGAR L. "The Provision for Capital Outlay in the State's Foundation Program for Education." *American School Board Journal* 116: 24-25; March 1948.
189. McLURE, WILLIAM P. "Regulation of Credit to Boards of Education." *Review of Educational Research* 17: 163-66; April 1947.
190. MULFORD, HERBERT B. "School Board Borrowing—A Checklist." *Phi Delta Kappan* 27: 261-63; May 1946.
191. MULFORD, HERBERT B. "What Are Your School Bonds Worth?" *American School Board Journal* 112: 35-37; January 1946.
192. NATIONAL EDUCATION ASSOCIATION, RESEARCH DIVISION, AND AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS. *Winning School Support at the Polls*. Educational Research Service Circular No. 7, 1947. Washington, D. C.: the Association, 1947. 44 p. Planographed. \$1.
Summarizes reports from seventy-one cities on methods used; duplicates samples of publicity used.

Chapter XVIII. Unanswered Questions

193. AMERICAN COUNCIL ON EDUCATION, SCHOOL PLANT RESEARCH COUNCIL. Studies, Series I, No. 8. *School Buildings and Equipment*. Washington, D. C.: the Council, 1942. 30 p. 25¢.
194. CLAPP, WILFRED F. "The Need for Plant Research." *The American School and University, 1947-48*. New York: American School Publishing Corporation (470 Fourth Avenue), 1948. p. 30-31.
195. HAMON, RAY L. "Needed Research in the School-Plant Field." *Review of Educational Research* 18:5-12; February 1948.
196. HOLY, T. C. "Basic Research Urgently Needed." *Nation's Schools* 41: 28-30; February 1948.
197. JOYAL, ARNOLD E. "School Plant and Equipment Research." *Phi Delta Kappan* 30: 8-10; September 1948.

APPENDIX B

Suggested Sources of Information

THE LIST of agencies that follows indicates sources of information for the school official and the architect in the planning and construction of school buildings and related service facilities. It will supplement the sources of information mentioned in footnote references in the chapter. This is a selected list, based on replies from fifty members of the National Council on Schoolhouse Construction. The entire membership of the council had been requested to suggest the names of agencies known to be especially helpful in publishing materials or answering inquiries on school-building agencies. All noncommercial agencies mentioned by as many as four of the fifty respondents are included below.

These agencies can be most helpful in answering inquiries if the questions deal with a *specific* local problem, rather than with topics as broad as the entire scope of interest of the agency concerned.

1. AMERICAN COUNCIL ON EDUCATION, COMMITTEE ON EDUCATIONAL BUILDINGS AND EQUIPMENT, 744 Jackson Place, N. W., Washington 6, D. C.

This standing committee of the American Council on Education, set up in 1937, has continued as a research committee. Its present twelve members predominantly are educators with specialized knowledge of school buildings.

Foundation funds have partially financed certain studies by the committee, on folding chairs, chair-desks, and plumbing equipment. Copies of two reports are available: (1) *Specification for Folding Chairs*, 1942, 39 p. 35¢; and (2) *Specification for Chair Desks*, 1942, 30 p. 25¢. The third report, *The Utilization of School Sanitary Facilities*, 1942, 35 p., is out of print, but is available in education libraries. This report recommends ratios of enrolment to facilities that would result in large savings thru the purchase of fewer plumbing fixtures than are required by law in a number of states. The fourth report, *Things To Consider in Planning Educational Plants*, 1948, 13 p., 25¢, was issued early in 1948.

Lack of funds has prevented the establishment of a full-time staff for the Committee. The available reports may be purchased from the office of the Council; inquiries about the Committee program may be sent to the chairman, T. C. Holy, Director, Bureau of Educational Research, Ohio State University, Columbus 10, Ohio.

2. AMERICAN INSTITUTE OF ARCHITECTS, 1741 New York Avenue, N. W., Washington 6, D. C.

The American Institute of Architects, the national professional organization of architects, has 8000 members in ninety-one chapters in all parts of the United States. Service to school administrators is primarily in the form of the professional services of the individual members and their offices in the designing of school buildings.

At the national offices, the Department of Education and Research aids the members in the performance of their professional functions by publishing and distributing to them findings of special national committees and other technical and research agencies.

The programs of the following national committees have at least a partial relationship to school buildings: Committee on Local Public Buildings, Committee on Urban Planning, and the Joint Committee of the A.I.A. and Producers' Council. The Board of Directors, in June 1948, authorized the appointment of a special national Committee on Public School Buildings. Included in the duties of this Committee will be collaboration with the Producers' Council and with organizations of educators in a study of the fundamental requirements of school buildings, together with the technical means of producing the desired facilities.

The Institute also sponsors local conferences in various regions and chapters, some of which are devoted to problems of school building.

Publications—The bi-monthly *Bulletin* contains a series of Building Type Reference Guides. The March 1947 *Bulletin* included such a Reference Guide on School Buildings. Reprints of this bibliography of 323 items are available.

The Department of Education and Research also publishes technical data on materials, equipment, and methods of construction, much of which is applicable to school buildings.

The annual Seminar papers, bound in book form and illustrated, are available at \$5 to nonmembers; the 1947 papers included six addresses by architects and educators on school buildings.

3. ASSOCIATION OF SCHOOL BUSINESS OFFICIALS, 306 East Lovel Street, Kalamazoo, Mich.

Organized in 1910; approximately 1500 members, which include school-business officials, school superintendents, engineers, architects, auditors, and others in like positions in both the United States and Canada.

The aims of the Association are for a better understanding of the educational development of the public- and private-school children of the United States and Canada, intensive study of building needs and trends, study of methods of operation and maintenance, purchasing, child accounting, and discussions of related topics.

An annual meeting is held, at which time all phases of school operation, maintenance, and building are discussed.

Publications The Association has printed several bulletins on topics related to the school plant such as, for example, insurance practices, equipment, playground surfacing, and floors. It also publishes *School Business Affairs*, a monthly magazine which is distributed from the Editorial Office at 1221 Pierce Street, Sioux City, Iowa. Each year the proceedings of the annual convention are published in full, giving all of the speeches, round-table discussions, and committee reports.

4. ILLUMINATING ENGINEERING SOCIETY, 51 Madison Avenue, New York 10, N. Y.

Organized in 1906 for the advancement and dissemination of knowledge relating to illuminating engineering, the Society is the scientific and engineering stimulus for the lighting industry, initiating and maintaining the technical activities needed for the intelligent progress of lighting science and art. It maintains a reference library on illumination, also, in the office of the Technical Director, an assortment of material relating to lighting problems in the educational field.

Monthly meetings of forty-one sections and chapters, study clubs, and lighting courses are open to members as well as to educators and others interested in the advancement of the art of illumination. The National Technical Conference and nine regional conferences are similarly opened to all who wish to participate.

The Society welcomes the cooperation of other organizations and agencies in the support of research in illuminating engineering and related fields. These efforts have been formally organized under a Board of Trustees of the IES Research Fund, which sets up university research projects.

Publications—*Illuminating Engineering* is the official monthly publication of the Society. In addition to numerous technical papers it has included in recent years the "American Standard Practice for School Lighting," approved by the American Standards Association; the "Recommended Practice for Office Lighting," "Report on Art Gallery Lighting," and other reports on standards of quality and quantity for illumination.

The growing mass of technical data in the field was assembled in 1947 with the publication of the *IES Lighting Handbook* (\$7.50). This complete reference guide provides basic information on lighting for architects, engineers, designers, and others who plan, manufacture, and install lighting systems and equipment.

5. INTERSTATE SCHOOL BUILDING SERVICE, George Peabody College for Teachers, Nashville 4, Tenn.

Organized in 1929, with the help of foundation funds, to promote the improvement of school-plant facilities in the southern states and to provide training for directors of schoolhouse planning. Membership consists of directors of school-plant divisions of southern state departments of education.

Offers consultative services to state, county, and local school units. Provides free blueprints and specifications for school buildings upon request.

of state departments of education. Issues free pamphlets dealing with specific school-plant problems.

Publications—A pamphlet series has been issued, of which the following are still available: *Playgrounds*, *School Plant Insurance*, *School House-keeping*, *The School Janitor*, *Landscaping*, *Community School Plans*.

6. NATIONAL COUNCIL ON SCHOOLHOUSE CONSTRUCTION, George Peabody College for Teachers, Nashville 4, Tenn.

Organized in 1922 to promote the establishment of reasonable standards for school buildings and equipment and to promote the efficiency of the school plant as an educational tool.

Membership is composed of directors of school-plant divisions of federal, state, and local departments of education, and their assistants; members of permanent state or municipal survey staffs concerned chiefly with school-plant programs; members of staffs of schools of education who are responsible for instruction and research in schoolhouse planning; and other interested persons who may be elected by the Council.

Maintains liaison with other agencies concerned with specialized problems relating to school buildings and equipment. Holds an annual meeting and publishes proceedings. A standing committee, over a period of nearly twenty years, has issued successive reports on school-building standards.

Publications—The 1946 report of the Standards Committee was widely distributed and is now out of print. A 1948 revision, *Guide for Planning School Plants (Revised)* is now in process of publication. Annual proceedings are also published.

7. NATIONAL EDUCATION ASSOCIATION, 1201 Sixteenth Street, N. W., Washington 6, D. C.

Membership organization of approximately 440,000 members; the aims are "to elevate the character and advance the interests of the profession of teaching and to promote the cause of education in the United States."

Several departments of the NEA publish materials or carry on studies on topics related to the school plant, e.g., the American Association for Health, Physical Education, and Recreation; American Association of School Administrators; American Educational Research Association; Department of Elementary School Principals; and National Association of Secondary-School Principals. The NEA Research Division provides bibliographies and current research information on request.

Publications—Issues of the *Review of Educational Research* (AERA) on "School Plant and Equipment"; December 1948 NEA *Research Bulletin* on the school plant; *A Guide for Planning Facilities for Athletics, Recreation, Physical and Health Education* (AAHPER); and "Elementary School Buildings," a special issue of the *National Elementary Principal* (DESP). Bibliographies and special circulars of the NEA Research Division and the Educational Research Service.

8. NATIONAL RECREATION ASSOCIATION, 315 Fourth Avenue, New York 10, N. Y.

Founded in 1906; individual membership of approximately 12,800. Its aim is that every child in America shall have a chance to play; that everybody in America, young or old, shall have an opportunity to find the best and most satisfying use of leisure time.

Among its services are free consultation and information service to school authorities on questions relating to the planning of school areas and buildings for community recreation use and on the organization and conduct of school recreation centers. This service is provided thru correspondence and visits by field workers. At a nominal charge its recreation planners prepare general use plans for school recreation areas and for school-building units and facilities intended for recreation use; they also serve as consultants to school architects.

Publications—Many publications relating to the planning of outdoor and indoor recreation facilities, especially *Recreation Areas—Their Design and Equipment*, a book profusely illustrated with photographs and plans; also booklets relating to the operation of school-recreation centers. Also publishes *Recreation Bulletin Service*, bi-weekly except August, \$2.50 a year; and *Recreation*, monthly, \$3 a year.

9. NEW ENGLAND SCHOOL DEVELOPMENT COUNCIL, 13 Kirkland Street, Cambridge 38, Mass.

An association of about seventy-five public-school systems in New England, organized for the following purposes: (a) the pooling of research resources for the study of problems common to all school communities; (b) the exchange of information concerning effective education practices; and (c) the advancement of public education in New England. Sponsored by Harvard University; organized in 1945.

A number of cooperative regional studies, involving from four to twenty school systems, are now under way in various parts of New England. Council meetings (four per year) are held in conjunction with educational conferences built around current problems confronting public-school systems. In the past two years school-building programs have been given considerable attention in the conferences, studies, and publications of the Council.

Publications—The Council has published ten pamphlets dealing with current problems in the development of better schools. Four have been concerned with the school-building program: *How To Choose a School Site*, 1947, 16 p.; *Long-Range Planning of School Plants*, 1947, 14 p.; *Conducting a School Building Program*, 1947, 10 p.; *Elementary School Buildings in Process*, 1948, unpagged, reproduces floor plans, elevation and description of eight schools. Each pamphlet sells for \$1. The Council also distributes a report of 120 pages entitled: *Planning a Schoolhouse for Tomorrow's Citizens*.

10. U. S. OFFICE OF EDUCATION, DIVISION OF SCHOOL ADMINISTRATION,
SCHOOL HOUSING SECTION, Federal Security Agency, Washington
25, D. C.

A unit of a federal agency, organized and operated to promote better school and college plants and to provide school-plant consultative services to state and local educational administrators.

School-plant services of the U. S. Office of Education are provided thru: (a) participation in field conferences, (b) speaking to groups of school-plant specialists, (c) office conferences, (d) technical correspondence, (e) references to and distribution of literature by other agencies, (f) publication of pamphlets and bulletins, and (g) writing for periodicals.

Consultative services of two school-plant specialists are provided thru: (a) national and regional associations and groups interested in improving educational facilities and functional planning of educational buildings, (b) school-plant divisions of state departments of education, (c) officers of local school-administrative units, (d) architects, (e) school-plant conferences and workshops, and (f) colleges and universities.

Publications—School-plant literature prepared by, and now available from, the School Housing Section include the following: (a) *School Building Needs*, Leaflet No. 68, 1943; (b) A classified bibliography of "School-Plant Articles," reprint from *School Life*, April 1947; (c) Analysis of "Educational Plant Needs," reprint from *School Life*, January 1948; (d) *School Fire Drills*, Pamphlet 103, 1948; and (e) *Lighting School-rooms*, Pamphlet 104, 1948.

11. STATE DEPARTMENTS OF EDUCATION

More than half of the state departments of education employ one or more school-building specialists who devote all or a major portion of their time to school-plant problems. The states providing this service, as of September 1948, are listed below.

Alabama	Maine	Oregon
Arkansas	Michigan	Pennsylvania
California	Minnesota	South Carolina
Connecticut	Mississippi	Tennessee
Florida	Missouri	Texas
Georgia	New Jersey	Virginia
Indiana	New York	Washington
Kentucky	North Carolina	West Virginia
Louisiana	Oklahoma	Wisconsin

12. UNIVERSITIES AND COLLEGES

In many state universities and state colleges the department of education is prepared to give consultative assistance on school buildings. A few of the large nonpublic universities are also prepared to render such assistance.

APPENDIX C

Check-List Details for Educational and Architectural Planning of a School Building

THROUGH this yearbook there is emphasis on two creative jobs to be done if sound building planning is to be achieved and a good building the final result. First, the educational plan must be devised and, second, there must be created a building in which the educational program will function efficiently and economically. The school superintendent, acting in cooperation with his educational associates, is primarily responsible for the first, and the architect for the second. But the two must work closely together if success is to be achieved.

Appendix C presents details, data, and questions to assist in this dual relationship. The purposes to be achieved are as follows:

1. To help architect and educator to work together with more harmony and understanding in the processes of creative educational and architectural planning of a school building.
2. To furnish the superintendent of schools and his staff with a fairly comprehensive list of data and details which enter into the planning of a school building.
3. To furnish a check list for use by the superintendent and his staff in the preparation of the educational and school administrative specifications which are desired by the architect.
4. To indicate data needed by the architect to be furnished by the school board or staff.

Discussion of Basic Problems

The first step in the planning of the building requires that educator and architect get together to discuss the program, its philosophy, its psychology, its health features, its organization, and its community relationship. The discussion of such topics as those listed below would clear up many problems:

1. The organizational features of the elementary school—kindergarten and primary unit, intermediate grades unit, upper grades unit, office units, community units, health unit, and the like
2. The psychology and philosophy underlying the modern elementary classroom and the effect on size and equipment

3. Principles underlying the organization of the secondary-school building—e.g., specialized vs. unspecialized schools, the vocational program, and the like
4. The multiple use of various laboratories and shops in the junior or senior high school
5. Relation of the building under consideration to the existing buildings and to possible future developments
6. The uses of certain features of the building by both school and community.

The well-trained and experienced architect will have many ideas to contribute to such a discussion. And, most important, he will gain a better understanding of the backgrounds on which to plan creatively the type of building needed to achieve the local program.

Specific Information an Architect Must Have

It is obvious that, in addition to general philosophic and educational information, the architect must have such specific information as:

1. Funds available for building
2. Location of the building
3. Size and dimensions of the site
4. Results of borings to determine foundation needs
5. Topographical survey of site
6. Number of pupils to be served
7. Grades and ages of children to be accommodated
8. Number of classrooms, laboratories, and shops needed to carry out the planned program
9. Size of each type of room
10. Pupil capacity of each room
11. Standard and special plumbing, electric and storage facilities required in each type of classroom, laboratory, and shop
12. Auditorium capacity desired
13. Gymnasium size and spectator capacity required
14. Library and study facilities and number of pupils to be accommodated therein
15. Lunchroom capacity desired
16. Community uses of auditorium, gymnasium, library, and lunchroom; also other community facilities needed
17. Method of student-clothing storage
18. Type of furniture to be used in classrooms.

The above are educational specifications concerning which the educator has major authority. However, the qualified architect will have valuable advice to offer on many of the details. It, therefore, cannot be emphasized too strongly that free discussion on points not understood by either party to the planning process are necessary. There are many points on which the architect should have the major authority. Among these

1. Exterior architectural design
2. Interpretation of building codes as they affect the plans
3. Type of construction
4. General over-all floor plan of building (organization within these over-all plans becomes a cooperative process)
5. Location on site
6. Applications of acoustics, heating, ventilating, lighting, plumbing, and construction practices in accordance with physiological and educational needs.

Check List of Details

The remainder of Appendix C presents a list of data and details involved in planning a school building. The list is not complete; educators, consultants, and architects will cover items not listed here. The purpose of the list is to give the educators who are responsible for the planning a few reminders of the multiplicity of details which go into the architect's drawings of a school plan. The experienced architect, even tho he is well aware of these data and may have other lists available, will probably find this list of some value as a basis for discussion with the superintendent and his staff and even for checking his plans.

SOME POINTS TO BE PLANNED FOR BY EDUCATOR AND ARCHITECT

1. Classrooms

- a. Number
- b. Floor dimensions
- c. Ceiling height
- d. Natural lighting
- e. Artificial lighting
- f. Acoustics
- g. Heating and ventilating
- h. Wall finish and color scheme
- i. Doorways—location
- j. Flooring
- k. Electrical outlets
- l. Clock
- m. Sink
- n. Storage cabinets
- o. Tackboard
- p. Chalkboard
- q. Teachers' cupboards
- r. Lockers
- s. Wardrobe
- t. Shelving and bookcases
- u. Other

2. Kindergarten

- a. Orientation to daylight, playground
- b. Same as classrooms, items *a to u*
- c. Special room for clothing
- d. Storeroom
- e. Special storage facilities
- f. Toilet
- g. Drinking fountain

3. Library

- a. Orientation
- b. Location in building
- c. Same as classrooms, items *b to o*
- d. Pupil capacity
- e. Number and size of reading rooms
- f. Shelving and filing equipment; storage
- g. Workrooms
- h. Conference rooms
- i. Librarian's office
- j. Storage space

-
4. Music rooms
 - a. Location
 - b. Same as classrooms, items *a to t*
 - c. Chorus room
 - d. Orchestra and band room
 - e. Practice rooms
 - f. Special storage for instruments
 5. Laboratories—Art, Science
 - a. Orientation
 - b. Same as classrooms, items *a to t*
 - c. Dimensions of each laboratory
 - d. Special wiring and electrical connections
 - e. Water outlets
 - f. Gas connections
 - g. Special storage facilities
 - h. Equipment layouts
 - i. Instructor's workshop
 - j. Multiple use
 6. Homemaking-education rooms
 - a. Location
 - b. Same as classrooms, items *a to t*
 - c. Same as laboratories, items *c to j*
 - d. Food laboratory
 - e. Dining room
 - f. Living room
 - g. Laundering facilities
 - h. Clothing laboratory
 7. Shops
 - a. Type
 - b. Location
 - c. Same as classrooms, items *a to t*
 - d. Same as laboratories, items *c to j*
 - e. Location of power-driven machines
 - f. Finishing rooms
 - g. Garage doors
 - h. Floor drains
 8. Physical-education unit—same details for boys' gymnasium and girls' gymnasium
 - a. Orientation
 - b. Dimensions
 - c. Flooring
 - d. Lighting
 - e. Acoustics
 - f. Heating and ventilation
 - g. Seating capacity
 - h. Type of seating
 - i. Piano storage
 - j. Instructor's room
 - k. Drinking fountains
 - l. Locker-room layout
 - m. Locker details
 - n. Shower-room layout
 - o. Shower details
 - p. Toilet facilities
 - q. Storage for equipment
 - r. Team rooms
 9. Lunchroom unit
 - a. Capacity
 - b. Dimensions of dining space
 - c. Dimensions of kitchen
 - d. Dimensions of serving space
 - e. Teachers' dining room
 - f. Multiple use of dining room
 - g. Lighting and electrical fixtures
 - h. Gas connections
 - i. Water outlets
 - j. Storage spaces
 - k. Acoustics
 - l. Flooring
 10. Auditorium
 - a. General location
 - b. Capacity
 - c. Flooring
 - d. Slope of floor
 - e. Type of seating
 - f. Acoustics
 - g. Lighting

10. Auditorium (continued)

- h. Heating and ventilation
- i. Color scheme
- j. Entrances and exits
- k. Checking facilities
- l. Depth of stage
- m. Width of proscenium arch
- n. Stage lighting
- o. Stage rigging
- p. Projection facilities
- q. Screen
- r. Dressing rooms
- s. Storage of scenery

11. Office unit

- a. Location
- b. Telephones — school and public
- c. General storage
- d. Toilets
- e. Washroom
- f. Wardrobes
- g. Safe
- h. Waiting room
- i. Clerks' office
- j. Private offices for principal
- k. Assistant principal
- l. Guidance
- m. Electrical outlets
- n. Intercommunications system
- o. Program clock and system
- p. Centralized sound system

12. Students' rooms

- a. Location
- b. Size
- c. Kitchenette
- d. Storage facilities
- e. Electrical outlets

13. Teachers' rooms

- a. Women's rest room
- b. Women's toilet
- c. Men's rest room
- d. Men's toilet
- e. Teachers' workroom

14. Medical unit

- a. Location
- b. Rooms required
- c. Dimensions of rooms
- d. Toilet and lavatory
- e. Electrical outlets
- f. Telephone

15. Toilets

- a. Number
- b. Location
- c. Number and type of urinals
- d. Stools
 - (1) Boys
 - (2) Girls
- e. Mirrors
- f. Bookshelf
- g. Wash bowls
- h. Stalls—dimensions
- i. Floor drains
- j. Flooring

} must
meet
code
require-
ments

16. Drinking fountains

- a. Number
- b. Height
- c. Location
- d. Style (angle)

17. Wardrobe storage

- a. Lockers—dimensions
- b. Lockers—location
- c. Wardrobes—dimensions
- d. Wardrobes—location

18. Windows

- a. Placement in instructional rooms
- b. Directional glass block
- c. Clear glass
- d. Double hung
- e. Metal sash
- f. Wood sash
- g. Provision for shading and darkening

19. Heating and ventilating plant

- a. Location
- b. Type of heating
- c. Type of ventilation
- d. Fuel
- e. Fireproofing
- f. Doors
- g. Zone heating
- h. Stokers
- i. Fuel storage
- j. Ash removal

20. Custodian's facilities

- a. Water and broom cupboards
- b. General storage of janitorial supplies
- c. General storage of furniture
- d. General storage of educational supplies and books
- e. Vacuum cleaning
- f. Trash disposal
- g. Garbage disposal
- h. Toilet and shower

21. Walls and ceilings

- a. Materials selected for low maintenance
- b. Color schemes
- c. Other details

22. Stairs and corridors

- a. Location
- b. Lead to outside
- c. Width
- d. Height of stair risers
- e. Width of tread
- f. Type of tread
- g. Local and state codes
- h. Corridor floors—material
- i. Stair treads—material
- j. Ceiling acoustics
- k. Wall finish
- l. Built-in lockers

23. Doors

- a. Outside
 - (1) Number
 - (2) Dimensions
 - (3) Safety devices
 - (4) Material
- b. Classrooms
 - (1) Height
 - (2) Width

24. Safety devices

- a. Fire extinguishers, location of — corridors, stage, shops, laboratories, etc.
- b. Fire-alarm call stations
- c. Panic bars on exterior doors

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State	1943 No con- vention	1944 Regional meetings	1945 No con- vention	1946 Regional meetings	1947 Atlantic City	1948 Atlantic City
Alabama.....	48	85	80	83	82	84
Arizona.....	34	38	33	33	34	60
Arkansas.....	27	37	47	50	43	45
California.....	254	244	246	264	282	302
Colorado.....	57	73	65	80	72	82
Connecticut.....	57	94	75	109	119	130
Delaware.....	17	26	21	28	28	34
District of Columbia.....	65	73	63	78	86	93
Florida.....	24	30	26	34	31	36
Georgia.....	45	150	78	123	99	88
Idaho.....	13	27	20	18	17	22
Illinois.....	270	483	321	468	366	480
Indiana.....	95	140	115	147	145	153
Iowa.....	79	128	90	130	108	123
Kansas.....	76	180	113	254	141	155
Kentucky.....	35	52	44	57	50	57
Louisiana.....	36	38	39	41	45	47
Maine.....	17	28	26	33	29	33
Maryland.....	55	77	61	77	91	108
Massachusetts.....	150	202	180	202	224	245
Michigan.....	175	334	249	370	341	342
Minnesota.....	88	120	104	116	106	149
Mississippi.....	34	43	37	48	57	55
Missouri.....	119	223	169	247	218	218
Montana.....	22	22	19	20	18	28
Nebraska.....	41	52	50	59	49	56
Nevada.....	4	4	4	4	5	7
New Hampshire.....	25	39	30	47	37	45
New Jersey.....	206	276	237	293	338	362
New Mexico.....	19	21	18	22	29	50
New York.....	319	414	365	475	525	553
North Carolina.....	50	89	72	98	92	107
North Dakota.....	15	20	15	15	19	31
Ohio.....	175	253	226	286	310	348
Oklahoma.....	41	72	53	115	73	114
Oregon.....	27	53	40	48	39	57
Pennsylvania.....	274	391	319	403	466	515
Rhode Island.....	29	40	37	39	44	49
South Carolina.....	29	71	51	92	62	97
South Dakota.....	14	22	21	26	20	30
Tennessee.....	30	55	48	58	65	81
Texas.....	191	275	230	321	326	378
Utah.....	23	30	25	35	36	52
Vermont.....	21	28	51	56	59	56
Virginia.....	51	76	72	81	83	106
Washington.....	34	141	84	87	86	97
West Virginia.....	36	53	50	60	53	70
Wisconsin.....	102	184	139	180	158	134
Wyoming.....	11	14	15	20	19	23
Alaska.....	1	3	2	1	2	1
Argentina.....	1	.....	1	.....	1	1
Brazil.....	.....	.....	.....	.....	.....	.....
Canada.....	11	14	11	12	15	15
Canal Zone.....	.....	.....	.....	.....	.....	.....
Guam.....	.....	.....	.....	.....	.....	.....
Hawaii.....	3	3	3	2	1	1
Honduras.....	.....	.....	.....	.....	.....	.....
Liberia.....	.....	.....	.....	.....	.....	.....
Mexico.....	1	1	1	1	1	1
Philippine Islands.....						
Puerto Rico.....	4	3	2	3	2	5
Total.....	3,680	5,644	4,593	6,053	5,860	6,625

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- Aliaga Saurez, Ernesto, Oficial Mayor de Educacion, Casilla 459, Lapaz, Bolivia, since 1947.
- Allan, Harold A., A.B.'06, Bates Col.; Asst. Secy. for Business, Natl. Educ. Assn., 1201 16th St., N.W., Washington 6, D. C., since 1923.
- Allard, J. A., B.S.'20, Pa. State Col.; M.A.'34, D.Ed.'45, Univ. of Pittsburgh; Supvg. Prin. of Twp. Sch., Coraopolis, Pa., since 1928.
- Allen, Charles M., M.S.'36, Univ. of Ill.; Prin., Univ. H. S., Urbana, Ill., since 1943.
- Allen, David G., M.Ed.'38, St. Lawrence Univ.; Prin., Pub. Sch., Cazenovia, N. Y., since 1944.
- Allen, E. Leslie, Bd. of Educ., Proviso Twp. H.S., Maywood, Ill.
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- Allen, Harlan B., B.S.'16, Union Col.; M.A.'19, Union Univ.; Ph.D.'39, New York Univ.; Supt. of Sch., Mineola, N. Y., since 1923.
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- Allison, LeRoy, Ph.B.'29, Creighton Univ.; M.A.'35, Univ. of Nebr.; Supt. of Sch., Pomona, Calif., since 1946.
- Allman, H. B., B.S.'10, Tri-State Col.; M.A.'31, Ind. Univ.; Prof. of Sch. Admin. and Dir., Summer Sessions, Ind. Univ., Bloom-ington, Ind., since 1946.
- Alltucker, John R., A.B.'33, Colo. State Col. of Educ., Greeley, Colo.; Supt. of Sch., Vallejo, Calif., since 1941.
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- Aloysia, Mother M., Ph.D.'26, Fordham Univ.; Pres., Good Counsel Col., White Plains, N. Y., since 1923.

- Alves, H. F., B.A.'27, Southwest Texas State Tchrs. Col., San Marcos, Texas; M.A.'28, Univ. of Texas; Asst. Dir., Div. of Sch. Admin., U. S. Office of Educ., Washington 25, D. C., since 1948.
- Alvey, Edward, Jr., B.A.'23, M.A.'28, Ph.D.'31, Univ. of Va.; Dean, Mary Washington Col. of the Univ. of Va., Fredericksburg, Va., since 1934.
- Alwood, William L., A.B.'24, Huntington Col.; A.M.'29, Univ. of Mich.; Supt. of Sch., Coloma, Mich., since 1930.
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- Ames, Maurice U., Supvr. of Science, New York City Sch., 110 Livingston St., Brooklyn 2, N. Y., since 1942.
- Amidon, Edna P., B.S.'19, M.S.'27, Univ. of Minn.; Chief, Home Economics Educ. Serv., U. S. Office of Educ., Washington 25, D. C., since 1938.
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- Andersen, Christian T., A.B.'21, Armour Inst. of Tech., Chicago, Ill.; M.A.'26, Univ. of Mich.; Asst. Secy., Bd. of Educ., 1354 Broadway, Detroit 26, Mich., since 1940.
- Anderson, A.B., B.S.'27, N. Dak. State Col.; Supt. of Sch., Silverton, Oregon, since 1943.
- Anderson, A. Helen, A.B.'14, A.M.'31, Univ. of Denver; Dir. of Publications, Pub. Sch., 414 14th St., Denver 2, Colo., since 1929.
- Anderson, Archibald W., B.S.'32, M.A.'33, Tchrs. Col., Columbia Univ.; Ph.D.'38, Ohio State Univ.; Asst. Prof. of Educ., Univ. of Ill., Urbana, Ill., since 1940.
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- Appleton, David, B.S.'41, Univ. of N. H.; Supt. of Sch., Groveton, N. H., since 1947.
- Appleton, William B., A.B.'13, Harvard Univ.; Supt. of Sch., Leominster, Mass., since 1937.
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- Archer, Charles H., A.B.'26, Concord State Col., Concord, W. Va.; Co. Supt. of Sch., Princeton, W. Va., since 1935.
- Archer, Hubert G., A.B.'30, Central Mich. Col. of Educ., Mt. Pleasant, Mich.; A.M.'38, Univ. of Mich.; Supt., Paw Paw Tr. Sch., Paw Paw, Mich., since 1946.
- Ardis, Evart W., M.A.'38, Northwestern Univ.; Supt. of Sch., Inkster, Mich., since 1943.
- Argo, A. Clarence, B.S.'12, Univ. of Wash.; M.A.'21, Stanford Univ.; Dist. Supt., Union H. S., Redwood City, Calif., since 1925.
- Armcast, George Henry, B.A.'26, Dickinson Col.; M.A.'30, Ph.D.'40, Columbia Univ.; LL.D.'47, Dickinson Col.; Pres., Univ. of Redlands, Redlands, Calif., since 1945.
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- Armstrong, Leland R., A.B.'28, Friends Univ.; M.A.'36, Tchrs. Col., Columbia Univ.; New York 27, N. Y., since 1947.
- Armstrong, Louis W., M.A.'37, Tchrs. Col., Columbia Univ.; Supt. of Sch., Pendleton, Oregon, since 1947.
- Armstrong, Ray, A.B.'18, A.M.'26, Univ. of N. C.; Supt. of Sch., Goldsboro, N. C., since 1927.
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- Armstrong, W. Earl, Ed.D.'38, Stanford Univ.; Dean, Sch. of Educ., Univ. of Del., Newark, Del., since 1945.
- Armstrong, W. W., A.B.'36, M.A.'45, Ariz. State Col., Flagstaff, Ariz.; Prin., Jr.-Sr. H. S., Winslow, Ariz., since 1946.
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- Arnold, Dorothy Livingston, Dir., Educ. Relations and Head, Dept. of Tchr. Tr., Parsons Sch. of Design, 136 E. 57th St., New York 22, N. Y., since 1934.
- Arnold, G. H., M.A.'40, Univ. of N. C.; Supt. of Sch., Thomasville, N. C., since 1944.
- Arnold, William E., A.B.'21, Ky. Wesleyan Col.; M.A.'27, Columbia Univ.; Ph.D.'32, Ohio State Univ.; Prof. of Educ., Univ. of Pa., Philadelphia 4, Pa., since 1935.
- Arnsperger, Varney Clyde, A.B.'17, Texas Christian Univ.; Ph.D.'33, Tchrs. Col., Columbia Univ.; Exec. Vice Pres., Encyclopaedia Britannica Films, Inc., 1150 Wilmette Ave., Wilmette, Ill., since 1929.
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- Ashby, Lloyd W., A.B.'26, Hastings Col.; M.A.'35, Tchrs. Col., Columbia Univ.; Prin., Technical H. S., Omaha, Nebr., since 1947.
- Ashe, Robert W., M.A.'42, Ariz. State Col., Tempe, Ariz.; Supt., Glendale Union H. S., Glendale, Ariz., since 1946.
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- Ashley, Harold, Co. Supt. of Sch., Klamath Falls, Oregon.
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- Aspinall, Richard, A.B.'11, W. Va. Wesleyan Col.; D.B.'14, Drew Univ.; A.M.'14, Ph.D.'26, New York Univ.; Dir., Student Affairs and Univ. Extension, W. Va. Univ., Morgantown, W. Va., since 1930.
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- Atkinson, Carroll, A.B.'20, Lawrence Col.; M.A.'29, Univ. of Southern Calif.; Ph.D.'38, George Peabody Col. of Tchrs.; Dean of Men, Southwestern Univ., Georgetown, Texas, since 1947.
- Atkinson, William N., B.A.'25, Iowa Wesleyan Col.; M.A.'32, Ph.D.'39, State Univ. of Iowa; Deputy Supt. of Sch. since 1945, and Dean, Jr. Col., Jackson, Mich., since 1940.
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- Atwood, Rufus B., A.B.'20, Fisk Univ.; B.S.'23, Iowa State Col. of Agr. and Mech. Arts; M.A.'39, Univ. of Chicago; LL.D.'36, Lane Col.; Pres., Ky. State Col., Frankfort, Ky., since 1929.
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- Aurand, O. H., B.S.'21, Susquehanna Univ.; M.A.'32, Tchrs. Col., Columbia Univ.; Supt. of Sch., Steelton, Pa., since 1935.
- Austin, Edward C., B.E.'36, State Tchrs. Col., Milwaukee, Wis.; Supt. of Sch., Burlington, Wis., since 1947.
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- Austin, Richard C., A.B.'24, Bethel Col.; M.A.'28, George Peabody Col. for Tchrs.; Co. Supt. of Sch., Huntingdon, Tenn., since 1933.
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- Davidson, P. H., B.S.'38, Daniel Baker Col.; M.A.'46, Sul Ross State Tchrs. Col., Alpine, Texas; Supt., Lake View Sch., San Angelo, Texas, since 1942.
- Davidson, Robert L. D., A.B.'31, Dickinson Col.; Ed.M.'37, Ed.D.'47, Temple Univ.; Dir. of Placement, Temple Univ., Philadelphia 22, Pa., since 1945.
- *Davies, Daniel R., A.B.'33, Harvard Univ.; M.A.'43, Bucknell Univ.; Ed.D.'46, Columbia Univ.; Asst. Prof. and Exec. Officer, Div. of Admin. and Guid., Tchrs. Col., Columbia Univ., New York 27, N. Y., since 1946.
- Davies, Marcus W., B.S.'27, Waynesburg Col.; Ed.M.'36, Univ. of Pittsburgh; Supvg. Prin. of Sch., Fredericktown, Pa., since 1941.
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- Davis, Clarence L., M.S.'41, Okla. Agrl. and Mech. Col.; Supt. of Sch., Walters, Okla., since 1944.
- Davis, Donald P., B.A.'20, M.A.'30, Ph.D. '35, Univ. of Pittsburgh; Field Rep., U. S. Office of Educ., Main Capitol Bldg., Harrisburg, Pa., since 1945.
- Davis, E. C., B.S.'27, New York Univ.; M.Ed.'33, Univ. of Pittsburgh; Supvg. Prin. of Sch., North East, Pa., since 1927.
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- Davis, Harwell Goodwin, LL.B.'03, LL.D. '39, Univ. of Ala.; Pres., Howard Col., Birmingham 6, Ala., since 1939.
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- Dieckmann, Werner C., B.A.'40, Univ. of Wash.; Dir. of Sec. Educ., State Dept. of Pub. Instr., Olympia, Wash., since 1947.
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- Jarrell, Miss Ira, Diploma '16, Atlanta Normal Tr. Sch.; A.B.'28, M.A.'31, Oglethorpe Univ.; Supt. of Sch., Atlanta 3, Ga., since 1944.
- Jarrett, Boyd A., B.S.'13, Pa. State Col.; Asst. Co. Supt. of Sch., West Chester, Pa., since 1921.
- Jarrott, J. W., B.S.'23, Kansas State Tchrs. Col., Emporia, Kansas; M.S. in Ed.'28, Kansas State Col. of Agr. and Applied Science; Prin., Liberty Jr. H. S., Hutchinson, Kansas, since 1918.
- Jarvie, Lawrence L., B.S.'28, Ohio Univ.; M.A.'32, Ph.D.'36, Ohio State Univ.; Assoc. Commr. of Educ., State Educ. Dept., Albany 1, N. Y., since 1946.
- Jarvis, Emerson D., A.B.'24, Franklin Col.; A.M.'30, Ind. Univ.; Supt. of Sch., Bexley, Columbus, Ohio, since 1948.
- Jean, Sally Lucas, A.M.'24, Bates Col.; Health Educ. Consultant, The Natl. Found. for Infantile Paralysis, 120 Broadway, New York 5, N. Y., since 1943.
- Jedlicka, Alexander I., B.A.'07, M.A.'27, Univ. of Minn.; Supt. of Sch., Proctor, Minn., since 1918.
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- Jeffers, Glenn B., A.B.'26, Muskingum Col.; M.A.'31, Ohio State Univ.; Supt. of Sch., Troy, Ohio, since 1947.
- Jefferson, William D., B.S.'21, M.S.'34, Iowa State Col.; Supt. of Sch., Dunkerton, Iowa, since 1931.
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- Jenkins, Albion Urban, B.S.'13, A.M.'16, Columbia Univ.; Asst. Supt. of Sch., Newark 2, N. J., since 1944.
- Jenkins, David S., B.A.'30, St. Johns Col., Annapolis, Md.; M.A.'42, Univ. of Md.; Co. Supt. of Sch., Annapolis, Md., since 1946.
- Jenkins, Floyd Franklin, B.A.'18, Col. of William and Mary; M.A.'31, Columbia Univ.; Div. Supt. of Sch., Franklin, Va., since 1923.
- Jenkins, Leo Warren, B.S.'35, Rutgers Univ.; M.A.'38, Columbia Univ.; D.Ed.'41, New York Univ.; Dean of Instr., East Carolina Tchrs. Col., Greenville, N. C., since 1947.
- Jenkins, Ralph D., A.B.'28, Colo. State Col. of Educ., Greeley, Colo.; A.M.'33, Tchrs. Col., Columbia Univ.; Supt. of Sch., Englewood, Colo., since 1934.
- Jenkins, Robert E., A.B.'32, Columbia Univ.; A.M.'38, Ed.D.'47, Tchrs. Col., Columbia Univ.; Dir. of Research, Pub. Sch., 825 Union St., San Diego 1, Calif., since 1947.
- Jenkins, Wade M., Dir., Div. of Textbooks, State Bd. of Educ., Raleigh, N. C., since 1945.
- Jenne, Carl F., B.A.'26, Col. of Puget Sound; Dist. Supt. of Sch., Silverdale, Wash., since 1939.
- Jenness, Samuel M., B.S.'22, Washington Col.; A.M.'29, Univ. of Md.; Co. Supt. of Sch., Westminster, Md., since 1946.
- Jennings, E. J., M.A.'34, Univ. of Mich.; Supt. of Sch., Quincy, Mich., since 1930.
- Jennings, Harlan, A.B.'36, Univ. of Kansas; Field Exec., State Dept. of Educ., Topeka, Kansas, since 1946.
- Jennings, Harold M., A.B.'13, M.A.'15, Cornell Univ.; Supt. of Sch., Mt. Kisco, N. Y., since 1920.
- Jennings, Sister Marietta, C.S.J., A.B.'19, Col. of St. Catherine; A.M.'25, Ph.D.'38, Columbia Univ.; Pres., Col. of St. Teresa, Kansas City 2, Mo., since 1945.
- Jennings, Morris S., B.B.A.'31, M.B.A.'38, Univ. of Texas; Supt. of Sch., South San Antonio, Texas, since 1943.
- Jennings, Robert C., B.S.'22, M.A.'27, Col. of William and Mary; Supt. of Sch., Charlottesville, Va., since 1946.
- Jensen, Mrs. Anna D., M.A.'34, Loyola Univ.; Prin., Hammond Sch., 2819 W. 21st Pl., Chicago 23, Ill., since 1943.
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- Jewell, Marion D., A.B.'08, Cornell Univ.; Prin., Julia Richman H. S., New York, N. Y., since 1941.
- Jewell, R. L., Pub. Sch., Sedan, Kansas.
- Jewell, Ralph H., B.A.'29, Pa. State Col.; M.Ed.'39, Univ. of Pittsburgh; Supt. of Sch., Midland, Pa., since 1942.
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- Johnson, Arthur L., Co. Supt. of Sch., Cranford, N. J.
- Johnson, Carl G., B.A.'24, State Col. of Wash.; Supt. of Sch., Battle Ground, Wash., since 1938.
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- Johnson, Charles L., Ph.M.'32, Univ. of Wis.; Supt. of Sch., Dunkirk, Ind., since 1927.

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- Johnson, Loaz W., A.B.'28, N. Mex. State Tchrs. Col.; M.A.'31, Univ. of Wyo.; Ed.D.'38, Univ. of Calif.; Coordinator of Curriculum, Court House Annex, Oroville, Calif., since 1939.
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- Johnson, Morton A., B.A.'27, Col. of Puget Sound; Supt. of Sch., Kirkland, Wash., since 1940.
- Johnson, Ogden E., A.B.'24, Augustana Col. and Theol. Sem.; M.Ed.'36, Boston Univ.; Supt. of Sch., Ishpeming, Mich., since 1942.
- Johnson, Ralph M. T., Ph.B.'21, Sheffield Scientific Sch., Yale Univ.; M.A.'40, New York Univ.; Supt. of Sch., Bethel, Conn., since 1946.
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- Johnson, Walter D., A.B.'31, Univ. of Nevada; Supt. of Sch., Las Vegas, Nevada, since 1946.
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- Johnson, Winfred Foote, A.B.'20, Aurora Col.; M.A.'27, Univ. of Wis.; Supt. of Sch., Spencer, Iowa, since 1940.
- Johnsten, Carsten T., B.A.'30, Iowa State Tchrs. Col., Cedar Falls, Iowa; M.A.'41, Colo. State Col. of Educ., Greeley, Colo.; Supt. of Sch., Osage, Iowa, since 1948.
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- Johnston, Ernest Milton, B.S.'25, Grove City Col.; M.A.'32, Univ. of Pittsburgh; Supvg. Prin. of Sch., Ebensburg, Pa., since 1929.
- Johnston, Eugene M., A.B.'23, Univ. of Dubuque; M.A.'37, Univ. of Southern Calif.; Dist. Supt. of Sch., Taft, Calif., since 1944.
- Johnston, Mrs. Eula A., M.A.'38, Tchrs. Col., Columbia Univ.; Co. Supvr. of Sch., Court House, Chattanooga 2, Tenn., since 1925.
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- Johnston, Ida M., Instr. in Educ., Boston Univ., Boston, Mass.
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- Johnston, Stanley L., M.A.'45, Univ. of Minn.; Head, Dept. of Educ., Luther Col., Decorah, Iowa, since 1948.
- Jolly, Benjamin H., Co. Supt. of Sch., St. Charles, Mo.
- Jolly, Thomas Claude, Jr., B.S.'17, M.A.'37, Univ. of S.C.; Supt. of Sch., Union, S. C., since 1924.
- Jonas, Russell E., B.S. in Ed.'31, Northern State Tchrs. Col., Aberdeen, S. Dak.; M.A.'34, Ph.D.'36, State Univ. of Iowa; Pres., Black Hills Tchrs. Col., Spearfish, S. Dak., since 1942.
- Jones, Arthur C., M.Ed.'38, Boston Univ.; Supt. of Sch., Walpole, Mass., since 1931.

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- Jones, C. H., Jr., A.B.'38, Southwest Mo. State Tchrs. Col., Springfield, Mo.; M.Ed.'41, Univ. of Mo.; Supt. of Sch., Nevada, Mo., since 1947.
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- Jones, George Eric, Pres., Atlantic Union Col., South Lancaster, Mass., since 1936.
- Jones, Gilbert H., A.B.'10, B.S.'15, Wilberforce Univ.; Ph.B.'15, A.M.'20, Dickinson Col.; Ph.D.'20, Jena Univ., Germany; Dean, Col. of Educ., Wilberforce Univ., Wilberforce, Ohio, since 1939.
- Jones, Guy M., Pub. Rel. Dir., Natl. School Studios of Minneapolis, since 1947. Address: Natl. Sch. Studios, Inc., 2618 W. Gregory St., Chicago 45, Ill.
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- Jones, Howard W., A.B.'20, Hiram Col.; A.M.'30, Western Reserve Univ.; Ped.D.'43, Westminster Col.; Pres., Youngstown Col., Youngstown 2, Ohio, since 1931.
- Jones, J. Fred, B.S.'22, M.Ed.'33, Pa. State Col.; Supt. of Sch., Nanticoke, Pa., since 1941.
- Jones, J. Morris, A.B.'17, C.M.'18, Univ. of Wales; Mng. Editor, World Book Encyclopedia, 35 E. Wacker Dr., Chicago 1, Ill., since 1940.
- Jones, J. R., A. B.'20, Hamline Univ.; M.A.'36, Univ. of Colo.; Supt. of Sch., Garden City, Kansas, since 1940.
- Jones, John E., Ph.B.'31, Marquette Univ.; Ph.M.'38, Univ. of Wis.; Supt. of Sch., Cudahy, Wis., since 1938.
- Jones, Lloyd M., A.B.'22, Univ. of Wichita; M.A.'27, Ph.D.'35, Columbia Univ.; Prof. of Physical Educ., Pa. State Col., State College, Pa., since 1940.
- Jones, Paul R., B.S.'28, State Tchrs. Col., Mansfield, Pa.; M.A.'31, Tchrs. Col., Columbia Univ.; Supvg. Prin. of Sch., Moorestown, N. J., since 1946.
- Jones, Ralph B., B.S.E.'32, George Peabody Col. for Tchrs.; M.S.'35, Univ. of Ark.; State Commr. of Educ., Capitol Bldg., Little Rock, Ark., since 1941.
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- Jones, W. J., B.S.'29, Univ. of Ala.; M.A.'34, Columbia Univ.; Co. Supt. of Educ., Camden, Ala., since 1923.
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- Jordan, Alphonso Milton, B.S.'31, Langston Univ.; M.A.'41, Univ. of Wichita; Supt. of Separate Sch., Douglass H. S., Wewoka, Okla., since 1940.
- Jordan, Floyd, A.B.'21, Oakland City Col.; A.M.'27, Univ. of Pittsburgh; Ph.D.'33, George Peabody Col. for Tchrs.; Prof. of Educ., Univ. of Ga. and Coordinator, Atlanta Area Tchr. Educ. Serv., Fishburne Bldg., Emory Univ., Ga., since 1938.
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- Jordan, Richard C., A.B.'33, Manchester Col.; M.A.'39, Ball State Tchrs. Col., Muncie, Ind.; Supt. of Sch., Indianapolis 24, Ind., since 1948.
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- McIsaac, Robert H., A.B.'21, Geneva Col.; M.A.'37, Municipal Univ. of Wichita; Dir. of Census, Attendance and Visiting Tchrs., Pub. Sch., 428 S. Broadway Ave., Wichita 2, Kansas, since 1941.
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- Mills, Charles L., B.A.'29, N. Mex. Highlands Univ., Las Vegas, N. Mex.; M.A.'41, Univ. of N. Mex.; Supt. of Sch., Hobbs, N. Mex., since 1947.
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- Morgan, Barton, B.S.'19, Northeast Mo. State Tchrs. Col., Kirksville, Mo.; M.S.'22, Iowa State Col.; Ph.D.'34, State Univ. of Iowa; Dir. of Tchr. Educ., Iowa State Col., Ames, Iowa, since 1936.
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- Muffley, E. J., B.S.'17, Eureka Col.; A.M.'45, Univ. of Ill.; Prin., Roosevelt Jr. H. S., Decatur, Ill., since 1943.
- Mulford, Charles W., Proprietor, Schermerhorn Tchrs. Agency, 366 Fifth Ave., New York 1, N. Y., since 1906.
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- Norton, Elbert B., A.B.'23, L.H.D.'42, Birmingham-Southern Col.; LL.D.'42, Ala. Polytech. Inst.; Exec. Secy., Natl. Council of Chief State Sch. Officers, 1201 16th St., N.W., Washington, D. C., since 1948.
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- Patterson, Ruth, Diploma '04, Tchrs. Col. of Indianapolis; B.S.'33, A.M.'39, Tchrs. Col., Columbia Univ.; Asst. Prof. of Kdgn. Educ. and Supvr. of Kdgn. Student Tchng., Butler Univ., Indianapolis, Ind., since 1930.
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- Patton, David H., A.B.'23, Wilmington Col.; M.A.'31, Univ. of Cincinnati; Supt. of Sch., Syracuse 4, N. Y., since 1945.
- Patton, Fred J., B.A.'24, Willamette Univ.; M.A.'35, Univ. of Oregon; Supt. of Sch., La Grande, Oreg., since 1941.
- Paty, Raymond Ross, A.B.'21, Emory Univ.; M.A.'27, Columbia Univ.; LL.D.'38, Emory Univ.; LL.D.'42, Univ. of Ala.; L.H. D.'43, Birmingham-Southern Col.; Chancellor, Univ. System of Ga., 20 Ivy St., Atlanta, Ga., since 1947.

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- Paulin, Eugene A., B.S.'09, Univ. of Dayton; M.S.'12, Univ. of Fribourg, Switzerland; Ph.D.'29, Univ. of Texas; Insp. of Sch., Maryhurst Normal, Kirkwood, Mo., since 1929.
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- Paynter, William Robert, A.B.'30, Pa. State Col.; M.Ed.'37, Univ. of Pittsburgh; Supvg. Prin. of West View Schs., West View, Pittsburgh 29, Pa., since 1945.
- Peacock, Fletcher, A.B.'11, Mt. Allison; M.A.'30, Columbia Univ.; Dir. and Chief, Supt. of Educ. for Province of New Brunswick, Educ. Office, Fredericton, New Brunswick, Canada, since 1944.
- Peakes, Lawrence A., A.B.'28, Colby Col.; M.A.'40, Bates Col.; Union Supt. of Sch., Rumford, Maine, since 1944.
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- Pearce, H. W., B.A.'34, Ill. Col.; M.A.'42, Univ. of Ill.; Prin., Twp. H. S., 1606 W. 23rd St, Zion, Ill., since 1941.
- Pearsall, Carl C., B.S.'24, M.A.'26, Univ. of Pittsburgh; Supt. of Twp. Sch., Irwin, Pa., since 1934.
- Pearson, Gilbert B., B.S.'39, M.S.'44, Univ. of Conn.; Supvg. Prin., Pratt H. S., Essex, Conn., since 1948.
- Pearson, H. D., B.S.'34, East Texas State Tchrs. Col., Commerce, Texas; Supt. of Sch., Garland, Texas, since 1945.
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- Pierce, Arthur Edwin, B.S.'24, Univ. of Mass.; M.Ed.'30, Harvard Univ.; Supt. of Sch., Wellesley Hills, Mass., since 1943.
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- Piper, Woodward, Co. Supt. of Sch., Carthage, Tenn.
- Pipes, Wesley O., A.B. and M.A.'26, Baylor Univ.; Prin., North Dallas H. S., Dallas 4, Texas, since 1945.
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- Plimpton, Blair, S.B.'30, A.M.'38, Univ. of Chicago; Supt. of Sch., Park Ridge, Ill., since 1947.
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- Rhodes, Harry K., B.S.'39, State Tchrs. Col., Edinboro, Pa.; Supvg. Prin. of Dist. Sch., Erie, Pa., since 1933.
- Rhodes, J. E., B.S.'34, North Texas State Tchrs. Col., Denton, Texas; M.E.'39, Southern Methodist Univ.; Supt. of Sch., Van, Texas, since 1930.
- Rhodes, L. H., B.S.'26, West Texas State Tchrs. Col., Canyon, Texas; M.A.'31, Univ. of Colo.; Supt. of Sch., Tucumcari, N. Mex., since 1937.
- Rice, Arthur H., Ph.D.'47, Univ. of Mich.; Mng. Editor, *The Nation's Schools*, 919 N. Michigan Ave., Chicago 11, Ill., since 1947.
- Rice, Cecil L., B.S.'32, State Tchrs. Col., Pittsburg, Kansas; M.A.'38, Ed.D.'44, Tchrs. Col., Columbia Univ.; Supt. of Sch., Coatesville, Pa., since 1947.
- Rice, Clarence L., B.C.E.'32, M.A.'37, Ohio State Univ.; Supt., Brooklyn Village Sch., Cleveland 9, Ohio, since 1946.
- Rice, Cleo Willard, A.B.'31, Col. of Emporia; M.E.'38, Univ. of Kansas; Supt. of Sch., Burlington, Kansas, since 1946.
- Rice, D. R., B.S.'15, Ohio Northern Univ.; M.A.'28, Tchrs. Col., Columbia Univ.; Supt. of Sch., Mentor, Ohio, since 1924.
- Rice, Frederick A., A.B.'08, Cornell Univ.; Chmn. of the Bd., and Pres., Ginn & Company, Statler Bldg., Boston 17, Mass., since 1942.
- Rice, Harry M., A.B.'26, Susquehanna Univ.; M.A.'31, Columbia Univ.; Pd.D.'48, Susquehanna Univ.; Prin., Sr. H. S., Bloomfield, N. J., since 1941.
- Rice, Harvey Mitchell, A.B.'29, Concord State Col.; M.A.'33, W. Va. Univ.; Ph.D.'38, Ohio State Univ.; Pres., Oswego State Tchrs. Col., Oswego, N. Y., since 1947.
- Rice, John D., A.B.'24, Grand Island Col.; M.A.'30, Tchrs. Col., Columbia Univ.; Supt. of Sch., Aberdeen, S. Dak., since 1946.
- Rice, Louis A., B.C.S.'21, B.S. in Ed.'27, M.A.'30, New York Univ.; Pres., Packard School, 253 Lexington Ave., New York 16, N. Y., since 1938.
- Rice, Ralph Samuel, B.Sc.'25, M.Sc.'30, D.Ed.'35, Pa. State Col.; Supvg. Prin. of North Hills Joint Schs., Pittsburgh 2, Pa., since 1939.
- Rice, Spencer M., B.A.'32, M.A.'38, Wofford Col.; Diploma '47, Tchrs. Col., Columbia Univ.; Prin., Spartanburg H. S., Spartanburg, S. C., since 1942.
- Rich, Dwight H., A.B.'19, Kalamazoo Col., M.A.'27, Columbia Univ.; Supt. of Sch., Lansing 15, Mich., since 1945.
- Richard, C. W., A.B.'28, Nebr. State Tchrs. Col., Wayne, Nebr.; M.A.'29, Univ. of Nebr.; Supt. of Sch., Powell, Wyo., since 1947.
- Richard, Mrs. Corinne, Co. Supt. of Pub. Instr., Holton, Kansas, since 1944.
- Richards, Harold L., B.S. in Ec.'20, B.M.S.'22, Pa. Military Col.; A.B.'31, A.M.'33, Univ. of Chicago; Supt., Community H. S., Blue Island, Ill., since 1935.

- Richards, J. G., Jr., A.B.'09, Davidson Col.; Supt. of Sch., Camden, S. C., since 1917.
- Richards, Ralph R., B.A.'28, Seattle Pacific Col.; M.A.'29, Univ. of Wash.; Supt. of Sch., Wenatchee, Wash., since 1935.
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- Ritter, Elmer L., A.B.'14, Ind. Univ.; M.A.'16, Ph.D.'20, State Univ. of Iowa; Dir. of Extension, Iowa State Tchrs. Col., Cedar Falls, Iowa, since 1948.
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- Robertson, Minns Sledge, B.A.'21, Northwestern State Col. of La., Natchitoches, La.; M.A.'23, Ph.D.'25, George Peabody Col. for Tchrs.; Research Prof. of Educ., Col. of Educ., La. State Univ., Baton Rouge 3, La., since 1948.
- Robertson, Walter J., A.B.'22, Southwestern Col.; A.M.'34, N. Mex. Highlands Univ.; Supt. of Sch., Las Vegas, N. Mex., since 1941.
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- Robinson, Charles S., B.S.'20, State Tchrs. Col., Pittsburg, Kansas; M.S.'28, Univ. of Kansas; Asst. Supt. of Sch., Library Bldg., Kansas City 6, Mo., since 1940.
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- Robinson, H. H., M.S.'34, Univ. of Kansas; Supt. of Sch., Augusta, Kansas, since 1940.
- Robinson, L. C., A.B.'14, Ed.M.'24, Harvard Univ.; Supt. of Sch., Moscow, Idaho, since 1946.
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- Robinson, Owen L., Prin., H. S., Janesville, Wis.
- Robinson, Ross N., A.B.'15, Carson-Newman Col.; A.B.'19, Univ. of Tenn.; A.M.'21, Tchrs. Col., Columbia Univ.; Supt. of Sch., Kingsport, Tenn., since 1924.
- Robinson, Roy Edward, A.B.'25, Central Mich. Col. of Educ., Mt. Pleasant, Mich.; A.M.'37, Univ. of Mich.; Dist. Supt. of Sch., Ferndale 20, Mich., since 1948.
- Robinson, Thomas E., B.A.'26, Lehigh Univ.; M.A.'31, Univ. of Pa.; D.Ed.'41, Rutgers Univ.; Co. Supt. of Sch., Trenton 10, N. J., since 1944.
- Robinson, Truman, Asst. Dist. Supt. of Sch., Clinton, Ill.
- Robinson, W. Tate, B.A.'31, St. John's Col.; Ed.B.'36, Univ. of Hawaii; Dir., Div. of Health Educ., Dept. of Pub. Instr., Honolulu, Hawaii, since 1939.
- Robinson, William C., A.B.'26, Ph.B.'35, Washburn Municipal Univ.; M.A.'38, Tchrs. Col., Columbia Univ.; Supt. of Sch., Abilene 1, Kansas, since 1942.
- Robison, Roy H., A.B.'24, M.A.'42, Univ. of Ariz.; Asst. Supt. of Sch., Tucson, Ariz., since 1942.
- Roch, Jennie, Secy., Orleans Parish Sch. Bd., 703 Carondelet St., New Orleans 13, La., since 1942.
- Rochfort, Marcella T., Diploma '29, Chicago Tchrs. Col., Chicago, Ill.; Ph.B.'32, M.Ed.'35, Loyola Univ.; Prin., Elem. Sch., 3330 Lake Shore Dr., Chicago 13, Ill., since 1941.
- Rockey, H. S., Supvg. Prin. of Sch., Brookville, Pa.
- Roda, Frank C., B.S.'26, M.A.'32, Tchrs. Col., Columbia Univ.; Supt. of Sch., Ogdensburg, N. Y., since 1939.
- Rodgers, J. Harvey, A.B.'20, Franklin and Marshall Col.; Ed.M.'21, Harvard Univ.; Co. Supt. of Sch., Woodbury, N. J., since 1933.
- Roe, Cleveland, A.B.'30, State Normal Col., Ypsilanti, Mich.; A.M.'35, Univ. of Mich.; Supt. of Twp. Sch., Belleville, Mich., since 1935.
- Roebuck, Arthur Aldridge, B.A.'27, Miss. Col.; M.A.'30, Univ. of Ala.; Supt. of Sch., Aberdeen, Miss., since 1946.
- Roeder, Donald B., A.B.'27, Manchester Col.; M.A.'34, Ohio State Univ.; Supt. of Sch., Newcomerstown, Ohio, since 1942.
- Roeder, J. N., A.B.'17, Franklin and Marshall Col.; A.M.'23, Tchrs. Col., Columbia Univ.; Ph.D.'33, New York Univ.; Supt. of Sch., Palmerton, Pa., since 1926.
- Roemer, Joseph, A.B.'14, Univ. of Ky.; M.A.'15, Ph.D.'19, George Peabody Col. for Tchrs.; LL.D.'37, Tampa Univ.; Dean, George Peabody Col. for Tchrs., Nashville 4, Tenn., since 1941.

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- Rogers, Charles M., A.B.'13, Miss. Col.; M.A.'31, Texas Tech. Col.; Supt. of Sch., Amarillo, Texas, since 1935.
- Rogers, Don C., B.A.'16, M.A.'21, Ph.D.'23, State Univ. of Iowa; Asst. Supt. of Sch., 228 N. LaSalle St., Chicago 1, Ill., since 1944.
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- Rogers, N. A., B.S. in Sec.Ed.'37, Univ. of Ga.; Co. Supt. of Sch., Franklin, Ga., since 1941.
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- Simpson, John Childs, A.B. and A.M.'11, LL.D.'48, Randolph-Macon Col.; Pres., Statford Col., Danville, Va., since 1930.
- Simpson, Laurens L., Pres., The Manual Arts Press, 237 N. Monroe St., Peoria 3, Ill., since 1940.
- Simpson, Roy E., M.A.'31, Claremont Colleges; Litt.D.'48, Chapman Col.; State Supt. of Pub. Instr., Sacramento 14, Calif., since 1945.
- Simpson, William B., B.S.'30, Univ. of Del.; M.S. in Ed.'36, Cornell Univ.; Dist. Supt. of Sch., Camden, Del., since 1938.
- Sims, Cecil Melville, B.A.'14, M.A.'27, Ohio State Univ.; Supt. of Sch., Piqua, Ohio, since 1944.
- Sims, Henry R., A.B.'13, LL.D.'45, Wofford Col.; Pres., Winthrop Col., Rock Hill, S. C., since 1944.
- Singer, Jack R., A.B.'31, Univ. of Redlands; B.S.'41, Univ. of Southern Calif.; Dist. Supt. of Sch., Culver City, Calif., since 1947.
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- Singleton, Gordon G., Diploma '19, Cambridge Univ., England; B.S.'19, Univ. of Ga.; M.A.'24, Tchrs. Col., Columbia Univ.; Ph.D.'25, Columbia Univ.; D.Litt. 40, Baylor Univ.; Pres., Mary Hardin-Baylor Col., Belton, Texas, since 1937.
- Sipe, Elmer E., Diploma '12, and '14, State Tchrs. Col., Kutztown, Pa.; Co. Supt. of Sch., Burnham, Pa., since 1930.
- Sipple, Leslie B., M.A.'29, Columbia Univ.; LL.D.'43, Southwestern Col.; Dean, Col. of Educ., Univ. of Wichita, Wichita 6, Kansas, since 1929.
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- Skaggs, Darcy A., A.B.'33, M.A.'40, Ariz. State Col., Tempe, Ariz.; Dist. Supt. of Sch., Artesia, Calif., since 1946.
- Skaith, Francis L., B.S. in Ed.'33, Northwest State Tchrs. Col., Maryville, Mo.; M.S. in Ed.'36, Colo. State Col.; Supt. of Sch., Maryville, Mo., since 1944.
- Skarstedt, Marcus, B.L.S.'11, Univ. of Ill.; Ph.D.'24, Univ. of Calif.; Librn., San Francisco Jr. Col., San Francisco 12, Calif., since 1940.
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- Skinner, John Josiah, Sc.B.'06, Upper Iowa Univ.; M.A.'25, Univ. of Minn.; Supt. of Sch., Fairmont, Minn., since 1934.
- Skinner, Kate E., B.A.'21, Cornell Col.; M.A.'38, State Univ. of Iowa; Elem. Supvr., Ginn and Co., 2301 Prairie Ave., Chicago 16, Ill., since 1936.
- Skinner, Robert W., A.B.'12, Olivet Col. A.M.'26, Univ. of Wis.; Supt. of Sch. Sheridan, Wyo., since 1945.
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- Slaybaugh, J. Paul, A.B.'21, Dickenson Col.; A.M.'33, Univ. of Pa.; LL.D.'42, Waynesburg Col.; Headmaster, West Nottingham Academy, Colora, Md., since 1924.
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- *Slonecker, Lyle Nelson, B.S.'24, M.S.'33, Colo. Agr. and Mech. Col.; Dept. of Psych. and Educ., Colo. Agr. and Mech. Col., Fort Collins, Colo., since 1947.
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- Small, Lowell A., B.S.'27, Kansas Wesleyan Univ.; M.A.'35, Univ. of Colo.; Supt. of Sch., Pittsburg, Kansas, since 1944.
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- Smith, Allen Candler, A.B.'32, Univ. of Ga.; M.A.'37, Duke Univ.; Supt. of Sch., Quitman, Ga., since 1938.
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- Smith, Frank L., B.S.'10, Syracuse Univ.; Supt. of Sch., Lancaster, N. Y., since 1921.
- Smith, Garland S., Diploma '13, State Tchrs. Col., Florence, Ala.; Co. Supt. of Sch., Vernon, Ala., since 1917.
- Smith, George A., Supvg. Prin. of Sch., Quarryville, Pa.
- Smith, George B., B.S.'29, M.A.'30, Univ. of Minn.; Ph.D.'35, Columbia Univ.; Dean, Sch. of Educ. and Dir. of Summer Session, Univ. of Kansas, Lawrence, Kansas, since 1941.
- Smith, George Kerry, B.A.'26, Emory Univ.; Ed.D.'42, Columbia Univ.; Chief, Information and Publications Serv., Office of Educ., Federal Security Agency, Washington 25, D. C., since 1946.
- Smith, George T., Jr., B.A.'17, Univ. of Richmond; M.A.'21, Univ. of Pa.; State Dir., Educ. Supplies and Equipment, 3 E. 25th St., Baltimore 18, Md., since 1929.
- Smith, Gerald A., B.A.'37, M.A.'39, Univ. of Redlands; Dist. Supt. of Sch., Bloomington, Calif., since 1946.
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- *Smith, Henry Lester, A.B.'98, A.M.'99, Ind. Univ.; A.M.'10, Ph.D.'16, Columbia Univ.; LL.D.'40, Butler Univ.; Pres., Natl. Educ. Assn., 1934-35; Consultant on Schoolhouse Planning, State Dept. of Pub. Instr., Bloomington, Ind., since 1946.
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- Smith, Hubert H., A.B.'15, Wabash Col.; M.A.'26, Tchrs. Col., Columbia Univ.; Supvg. Prin. of Sch., Hammonton, N. J., since 1926.
- Smith, Ira M., LL.B.'09, Ind. Univ.; LL.D.'37, Ashland Col.; Registrar, Univ. of Mich., Ann Arbor, Mich., since 1925.
- Smith, Irving Wright, B.S.'10, Trinity Col., Hartford, Conn.; M.A.'13, Yale Univ.; Ed.M.'27, Harvard Univ.; Deputy Supt. of Sch., Richmond, Calif., since 1945.
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- Smith, James W., B.S.'15, Carroll Col.; M.A.'27, Univ. of Chicago; Supt. of Sch., Bemidji, Minn., since 1928.
- Smith, Kenneth E., B.S.'21, Colgate Univ.; M.A.'27, Tchrs. Col., Columbia Univ.; Supt. of Sch., Walden, N. Y., since 1937.
- Smith, L. J., B.Sc.'18, Ohio State Univ.; M.Sc.'37, Cornell Univ.; Supt. of Sch., Massillon, Ohio, since 1936.
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- Smith, LeRoy, Dir. of Health Educ. and Physically Handicapped Children, State Dept. of Educ., 9 S. Stockton St., Trenton, N. J., since 1947.
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- *Smith, Lewis Wilbur, A.B.'02, Denison Univ.; A.M.'13, Ph.D.'19, Univ. of Chicago; LL.D.'28, Denison Univ.; Research Fellow., Univ. of Calif., 98 Alamo Ave., Berkeley 7, Calif., since 1941.
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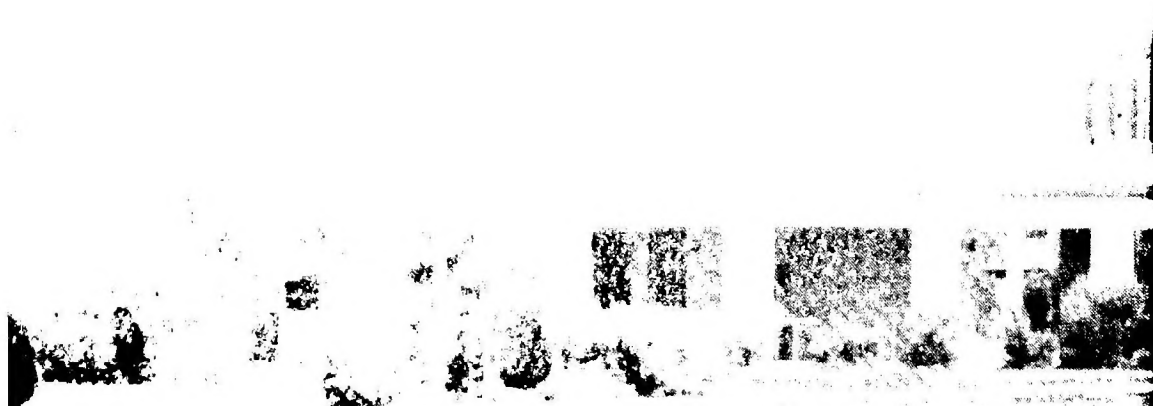
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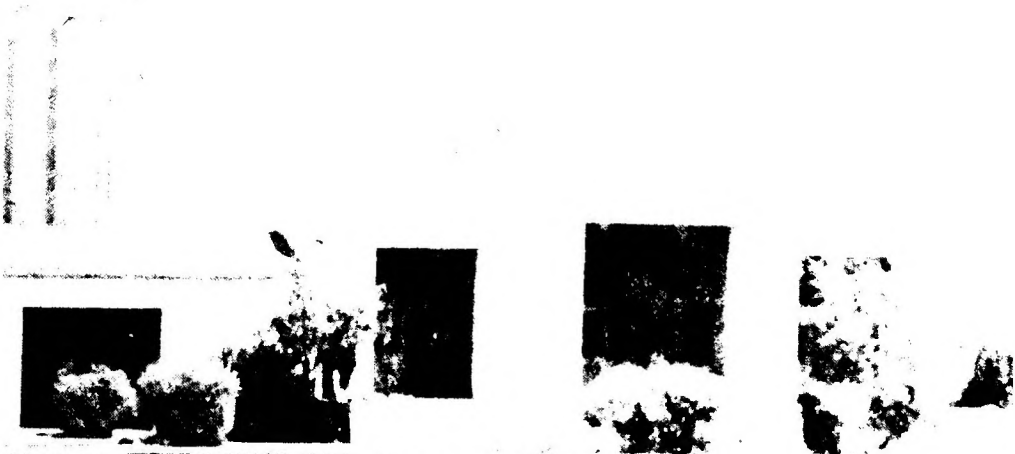
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