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SUMMARY OF SCHOOL BUILDING SURVEY

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Summary of School Building Survey

City of Rochester, N. Y.

ROCHESTER BUREAU OF MUNICIPAL RESEARCH, Inc.,
ROCHESTER, N. Y.

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BUREAU OF MUNICIPAL RESEARCH

INCORPORATED

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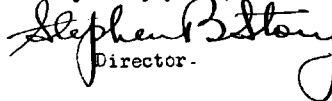
April 4, 1923.

Dear Sirs:

I am sending you herewith a summary of the work reported upon by Mr. Arthur L. Weeks in his survey of the Rochester School Building System. Mr. Weeks presented his recommendations with supporting data in a series of six memoranda rather than in one complete report, the objective being, as you know, to place in your hands and in the hands of the Law and Finance Committees of the Council his recommendations at the earliest possible date. If he had delayed the submission of this data until the completion of his work and encompassed it in a single report none of the material would have been available until late in January of this year.

This summary is prepared to assemble in easily accessible form the recommendations of Memos. 1, 2, 3, 4, 5, and 6. I hope that it may be of assistance to you. I have taken the liberty to add a brief description of the methods by which Mr. Weeks reached his conclusions.

Very truly yours,


Director.

Hon. Clarence D. Van Zandt, Mayor,
and
M. B. O'Neill, Alderman,
City of Rochester,
Rochester, New York.

RECOMMENDATIONS FOUND IN SCHOOL BUILDING SURVEY

Relative to Plans for Proposed No. 59 School

- 1 - Reduce class room width 2 feet and length 2 feet to obtain a standard room 22' x 28'
- 2 - Change type of plan to
 - a - Reduce corridor space
 - b - Reduce exposed wall area
 - c - Eliminate skylighted rooms.
- 3 - Economize and improve in heating and ventilating systems.
- 4 - Place building on grade.
- 5 - If proposed plan is used join two rear class rooms.

Relative to Class Sizes

- 1 - Build up class sizes to utilize room space.
(Note: This is not a building but an administrative problem.)

Relative to Pupil Attendance

- 1 - Abandon policy of restricting school attendance to small districts.
- 2 - Create a Bureau of Attendance in the Department of Public Instruction.
- 3 - Study the problem of sizes of special classes to determine what class room size is necessary.

Relative to Buildings

Northeast District

<u>Buildings Requested By Board of Education</u>	<u>Estimated Cost</u>	<u>Buildings Recommended</u>	<u>Estimated Cost</u>
1. New No. 39	\$300,000	16 Room Unit	\$100,000
2. New No. 45	300,000	None	--
3. New Browncroft	<u>300,000</u>	<u>12 Room Unit</u>	<u>70,000</u>
Total	\$800,000	18 Rooms	\$170,000

Northwest District

<u>Buildings Requested By Board of Education</u>	<u>Estimated Cost</u>	<u>Buildings Recommended</u>	<u>Estimated Cost</u>
4. New No. 5*	\$867,225	20 Room Unit	\$130,000
5. New No. 34	300,000	None	--
6. New No. 40	<u>300,000</u>	<u>12 Room Unit</u>	<u>70,000</u>
Total	\$1,467,225	32 Rooms	\$200,000

*This includes estimate for Crippled Children's School to cost approximately \$100,000.

Southwest District

7. Abandon Building No. 4 and postpone replacement by transfer of its pupils to underloaded schools.

Southeast District

No requests

No recommendation

Charlotte

<u>Buildings Requested By Board of Education</u>	<u>Estimated Cost</u>	<u>Buildings Recommended</u>	<u>Estimated Cost</u>
8. New No. 38	\$300,000	10 Room Unit	\$60,000

High Schools

9. Start preparation of plans within next two years for new high school at Norton Street and Hudson Avenue. Build a unit of this school to accommodate 300 pupils at a cost of \$600,000 rather than a complete school at a cost of \$2,000,000.

10. Appropriate \$20,000 for interior alterations to increase capacities of East and West High schools.

11. Appropriate \$800,000 for a new high school in the Northwest section to accommodate 1,000 pupils.

12. Study possibilities of Charlotte High school to increase capacity when necessary by interior alterations.

Junior High Schools

13. Construct an addition to Washington Junior High to accommodate 500 pupils at a cost of \$200,000 instead of the \$625,000 addition requested.

14. Construct a new Junior High near School No. 11 to accommodate 1200 pupils to cost \$750,000.

MEMORANDUM NO. 1

At the time of submission of Memorandum No. 1 the Department of Public Instruction had completed plans for a new Elementary School No. 39. Inasmuch as the Department of Public Instruction planned to begin at an early date construction of the building after the proposed plans Mr. Weeks proceeded to study these plans and report upon them. He criticizes them in the following respects:

1 - Class rooms too wide. Suggests reduction of width to 22 feet and saving 60 square feet per room, total saving 1320 square feet for entire building.

2 - Corridor space wasteful. Type of plan such that too much corridor space is needed.

3 - Too much exposed wall area. Type of plan such that outside wall area too great. Increases heating as well as construction costs.

4 - Lighting of certain rooms poor. Skylights only provide light for some rooms. Rooms facing interior court also poorly lighted.

5 - Saving if present plan is used by having rear class rooms placed together.

6 - Economies and improvements can be made in heating and ventilating.

7 - First floor should be on grade to eliminate steps and extra height in foundation walls.

8 - Building construction details can be improved.

These criticisms are supplemented by sketch plans of a proposed type of building which should be erected for at least \$50,000 less than the \$350,000 estimated for the plans already drawn for the No. 39 school.

MEMORANDUM NO. 2

The second memorandum discusses the question of class room sizes. The necessity for a common basis of understanding was evident so Mr. Weeks proceeded to collect data on the sizes and use of class rooms in the Rochester schools.

The standard Elementary class room adopted by the Board of Education for use in Rochester is 24 feet wide and 30 feet long to seat 35 pupils. The five pupil margin is required for oversized classes and is provided for in every class room.

The next step naturally was to ascertain to what extent this surplus area is used. The result is shown in the table reproduced here.

	No. of Classes % of Total	Average Attendance % of Total
20 or less	12.7%	7.4%
21 to 25	20.5	17.0
26 to 30	30.8	30.8
31 to 35	23.6	27.6
36 to 40	9.4	12.5
Over 40	<u>3.0</u>	<u>4.7</u>
	100.0%	100.0%

This means that but 12.4 per cent of the total number of classes are larger than the standard 35 yet all rooms are constructed to accommodate 40 pupils (in terms of the New York State School Building Code 43 pupils.)

Although all class rooms cannot be used to their full capacity, as he acknowledges, Mr. Weeks points out that due to undersized classes, the room capacity of the Elementary school system is capable of accommodating several thousand additional pupils.*

A specific recommendation is made to reduce the class room size to 22' x 38'. This reduction of class room size gives a reduction of 116 square feet per room. Savings in construction and maintenance costs should be proportionate.

Attention is called to the number of undersized classes and a comparison between Rochester and Detroit is made. Rochester has 16.8 per cent of classes up to a standard of 35 and Detroit has 57.1 per cent of classes up to a standard of 40. Although the question of class sizes is an educational matter it is not separable from the problem of economic use of building space.

Before submission of these recommendations they were discussed with the Superintendent of School Buildings in the State Department of Education and secured his unqualified approval.

* Note: It is understood that the Board of Education takes exception to the use of "average attendance" in arriving at conclusions. The contention is that the "number belonging" should be used. The "number belonging" is approximately 8 per cent higher than the "average attendance." If all allowances are made and the "number belonging" employed in this consideration the conclusion as general principles remain unaltered.

MEMORANDUM NO. 3

The next step in the survey was to ascertain the balance between the available class room space in the various Elementary school buildings in the city and the number of pupils using the space.

Three types of pupils requiring building accommodations peculiar to each type are found in the Elementary schools. These types are regular grade classes, special classes and kindergartens. In the report a study of the space required for kindergartens is omitted and restriction is made to a study of accommodations of regular grade and special classes.

Mr. Weeks favors a divergence in the policy of confining one school building's attendance to pupils found within the limits of a prescribed district and instead of numerous small districts sets up five main districts as follows:

District 1, [Northwest District] comprises area west of the Genesee River and north of the New York Central Railroad.

District 2, [Northeast District] area east of the Genesee River and north of the New York Central Railroad.

District 3, [Southwest District] area south of the New York Central Railroad and west of the Genesee River.

District 4, [Southeast District] south of the New York Central Railroad and east of the Genesee River.

District 5, [Charlotte] the territory contiguous to Lake Avenue and comprising the Twenty-third Ward.

Memorandum No. 3 considers the needs of District No. 2, containing Elementary school buildings Nos. 8, 9, 10, 11, 18, 20, 22, 25, 26, 27, 28, 33, 36 and 39. The method of attacking the problem outlined takes consideration of three factors:

First, number of pupils;

Second, accommodation provided by existing buildings and

Third, method of distribution of pupils.

The first factor must be obtained by studying records of enrollment and attendance, the second by inspecting buildings, and the third by studying the way in which the buildings are used. Investigation was made of the number of pupils "belonging" and "average attendance" for the past three school years and the memorandum bears tables showing these quantities taken directly from attendance records of the Department of Public Instruction. The following conclusions are drawn preliminary to making certain recommendations:

- a - That the month showing peak load attendance varies from year to year.
- b - That the peak load of enrollment occurs each year in February or March.
- c - That the peak load enrollment is 6 per cent greater than the highest average attendance in any month.
- d - That the average attendance throughout the year approximates 8 per cent less than the average enrollment.

On the basis of these conditions the peak load of enrollment is selected as the number of pupils to be accommodated in the school buildings with the idea that if the highest possible number is used every possible requirement is met.

When consideration was made of the accommodation of buildings to determine the capacity of each the following conditions were laid down:

- 1 - That portables, dwellings, attic or basement rooms unfit for occupancy not be considered as adding to the capacity of buildings.
- 2 - That all class rooms be considered to have a capacity of 40 pupils each regardless of the fact that nearly all rooms have a larger actual capacity.
- 3 - That auditorium-gymnasiums be considered to add to pupils to capacity of building.
- 4 - That manual training, domestic science and small special class rooms be considered to add 20 pupils each.
- 5 - That lecture rooms or small auditoriums add 80 pupils each.
- 6 - That play rooms add 20 or 40 pupils each, depending upon their size.
- 7 - That additions to buildings now under construction be included in the estimated capacity.

The capacities as a result of the tabulations of the individual schools total 15,270, assuming that auditoriums and special rooms add to capacity of buildings, as is the case where the semi-departmental type of school is used. It should be noted that the maximum use of buildings is obtained when the semi-departmental type of school organization is used. A number of the schools of Rochester are now operating on this plan and indication has been made by the school authorities that other schools will be semi-departmentalized. On this basis it is assumed that auditoriums and special rooms reasonably are included in estimating building capacity.

The highest total enrollment for the past school year in the Northwest District is shown to be 13,388 and the highest estimated enrollment 14,344. When contrasted with the total capacity of buildings on above mentioned basis this gives an indication of accommodations ample to care for pupils to the end of next year.

The problem of obtaining economical building use is one of administration, and its solution lies in the method employed for distribution of pupils. Elastic areas served by schools enable distribution of pupils to a greater economical advantage than confinement to a large number of small districts. Pupils should be transferred from crowded or overloaded schools to schools which are underloaded and small classes should be built up by the addition of pupils or combination of classes in order to use class rooms to an extent nearly equal to room capacity.

The economic use of buildings and distribution of pupils requires constant study and it is urged that a Bureau of Attendance and Statistics be created to collect and maintain such data. The additional administrative cost would be small compared with potential savings which may be effected by such study.

In spite of the fact that the existing accommodation is sufficient for the probable maximum number of pupils, the distance required for pupils living near No. 36 or No. 25 is too great. The crowded condition of No. 39 school and the distance to schools which might take over some of its pupils make necessary the erection of a building in this locality in the near future. The recommendation is made that a 16 class room unit or one-half of a proposed building without auditorium be erected at this time and that the erection of the other section be postponed until such time as it becomes necessary.

The building proposed for location on the Browncroft site is planned for a somewhat similar situation and it is recommended that a small unit of 10 or 12 class rooms be built to accommodate pupils who now travel somewhat more than half a mile to No. 28. The postponement of proposed building No. 45 is recommended on the basis that the necessity for it is not evident at this time.

Special classes constitute approximately 6-1/2 per cent of attendance and no allowance can be made for estimating the required accommodation for these classes. Small rooms are available in most buildings for the use of these classes and in such places in which they

do not exist, provisions for the subdivision of larger class rooms can be made so that the waste caused by the use of large rooms for small classes is eliminated. It is recommended that the Board of Education study the problem of special class room requirements so that in the future economical accommodation for them can be provided in new buildings. If the buildings are erected, as recommended the following tabulation will show the relation of capacities to numbers belonging for the next year:

<u>Highest Number Belonging</u>				<u>Capacity of Buildings</u>	
1921	1922	1923	1924	1923	1924
12,530	13,388	14,344*	15,377*	15,270	16,390*
		* Estimated			* Including proposed buildings

It is probable that the use of twenty-five portables and seventeen dwellings now required in the district will be necessary until a redistribution of pupils can be effected. The discontinuance of these makeshift class rooms is recommended as soon as pupils can be redistributed. The following tabulation gives the requests for Elementary school buildings in the Northeast section and estimate of cost together with Mr. Weeks' recommendations and estimates of cost.

Buildings Requested	Estimated Cost	Buildings Recommended	Estimated Cost
New No. 39	\$300,000.00	16 Room Unit	\$100,000.00
New No. 45	300,000.00	none	-
New Browncroft	<u>300,000.00</u>	12 Room Unit	<u>70,000.00</u>
Total	\$900,000.00		\$170,000.00

MEMORANDUM NO. 4

This memo relates to the Northwest District and includes a consideration of Buildings Nos. 5, 6, 7, 17, 21, 30, 34, 40 and 43. The Schools Nos. 43 and 38 are located in Charlotte and are considered separately.

The usual tabular determination is made to develop the fact that the highest attendance in any month in 1921-22 was 5387 and the highest number belonging in any month was 5755. An examination of the attendance records for 1919-20 and 1920-21 indicates the school population increase to be less than 6 per cent annually. On this basis the highest enrollment for 1922-23 is predicted to be approximately 6,000.

The analysis of the pupil load figures show a surplus of accommodation. The principal reason for this surplus is the underloading of Building No. 43. The remoteness of this building from the crowded or overloaded buildings in the downtown section prevent its use in redistributing the load. The principal congestion occurs in Nos. 5, 34 and 40. A new building is urgently needed for relief of No. 5. Number 34 can be relieved by transfer of pupils to Nos. 7 and 30. A unit of a new building is recommended for relief of No. 40, a remodelled dwelling.

The summary of the recommended buildings contrasted with the Board of Education's requests is shown as follows:

Buildings Requested	Estimated Cost	Buildings Recommended	Estimated Cost
New No. 5*	\$867,225.00	20 Room Unit	\$130,000.00
New No. 34	300,000.00	None	-
New No. 40	<u>300,000.00</u>	<u>12 Room Unit</u>	<u>70,000.00</u>
Total	\$1,467,225.00	32 Rooms	\$200,000.00

*This includes estimate for Crippled Children's School to cost approximately \$100,000.

MEMORANDUM NO. 5

This memorandum includes a discussion of the needs of the Southwest section (District No. 3), the Southeast section (District No. 4) and Charlotte (District No. 5).

Southwest Section

The Southwest section included Buildings Nos. 3, 4, 16, 19, 29, 32, 37 and 44. The highest attendance during the year 1921-22 was 4352 with a number belonging of 4636. The annual pupil growth is estimated to be 6.3 per cent, which leads to a prediction of less than 5,000 as the highest estimated enrollment for 1922-23. The effect of the opening of the Madison Junior High school was felt in this district early in 1922-23 and the estimated enrollment after the withdrawal of Elementary grades to the Junior High will not exceed 4,200.

The contrast of building capacity with pupil load is shown to be as follows:

<u>Highest Number Belonging</u>				<u>Capacity of Buildings</u>	
1921	1922	1923	1924	1923	1924
4396	4684	4992*	4200*	6260	6260

* Estimated

It is recommended that Building No. 4 be abandoned and not be replaced at present and that the pupils be transferred to other schools in the district.

Southeast Section

This district embraces Buildings Nos. 1, 12, 13, 14, 15, 23, 24, 31 and 35. Nos. 1 and 31 are not usable and are not considered.

The number belonging and attendance statistics are:

Highest number belonging in any month of past year	4749
Highest attendance in any month of past year	4472
Growth of school population approximately	1.5%
Estimated highest attendance in 1922-23	4820

The maximum average number belonging for 1922-23 is estimated at 4820.

<u>Highest Number Belonging</u>				<u>Capacity of Buildings</u>	
1921	1922	1923	1924	1923	1924
4722	4813	4942*	4200*	6800	6800

* Estimated

No buildings are requested - no buildings are recommended

Charlotte

The estimate of growth is 10% per year so that the number belonging should not be more than 520 in 1922-23. A shortage of accommodation of 152 seats is estimated. It is recommended that No. 38 be altered to increase capacity and that instead of erecting a \$300,000 building to accommodate 800 or 900 pupils the Board of Education erect a ten room unit at a cost of \$60,000.

Summary of Elementary School Recommendations

	<u>Highest Number</u>		<u>Capacity of</u>		<u>Requests of</u>	<u>Recommen-</u>
	<u>Belonging (Est.)</u>	<u>Buildings</u>	<u>Buildings</u>	<u>Buildings</u>		
	<u>1923</u>	<u>1924</u>	<u>1923</u>	<u>1924</u>		
District No. 1	6120	6453	7250	8530	\$1,467,225.	\$200,000.
District No. 2	14344	15377	15270	16390	900,000.	170,000.
District No. 3	4992	4200	6260	6260	300,000.	-
District No. 4	4942	4200	6800	6800	-	-
District No. 5	520	572	360	760	300,000.	60,000.
Total	30918	30812	35940	38740*	\$2,967,225.	\$430,000.

* Including new units recommended.

MEMORANDUM NO. 6

In the final memorandum the problem relating to Junior and Senior High schools is discussed. A series of calculations is made by means of which are determined:

- 1 - The actual number of pupils in Junior High grades,
- 2 - The actual number of pupils in Senior High grades,
- 3 - The percentage growth of each group, and
- 4 - The existing accommodation for each group.

Investigation shows the average number belonging in Junior High grades for the five years preceding the date of the study to be as follows:

Year	Average Number Belonging	Percentage of growth
1917-18	5149	-
1918-19	5416	5.2%
1919-20	6760	24.8%
1920-21	6901	2.1%
1921-22	7330	6.2%
1922-23	7951	8.5%

It is concluded that the average of 9.4% is not indicative of actual conditions because of an abnormality in the figures resulting from a readjustment of pupils in Elementary grades, due to the introduction of the Junior High school plan. Therefore, it is estimated that the normal actual growth for Junior High pupils is approximately 8 per cent and on this basis the prediction of Junior High population for the next five years is as follows:

Year	Average Number Belonging	Percentage of Growth
1922-23	7951	8.5%
1923-24	8587	8.0%
1924-25	9274	8.0%
1925-26	10016	8.0%
1926-27	10817	8.0%
1927-28	11682	8.0%

These figures are employed to determine the average percentage of growth by studying the average number belonging in Senior High school grades over the past five years. This shows a yearly increase of approximately 12 per cent and gives a basis for the prediction of growth in the Senior High school grades as follows:

Year	Average Number Belonging	Percentage of Growth
1917-18	2069	-
1918-19	2018	none
1919-20	2390	18.4%
1920-21	2708	13.3%
1921-22	3196	18.0%
1922-23	3508	10.0%

With this growth in mind of the two high school groups, determination is made of what the existing accommodation is, contrasted with the pupil load and, making use of the growth percentages shown above, what the capacity of the high schools should be to accommodate the increasing school population. The conclusion is that, in general, the high schools are used to a very high percentage of the available space. The class sizes are larger than ordinarily found in high schools and as a result the buildings are used very nearly to as great an extent as possible. The division of a number of over-sized class rooms

to break them up into class rooms more closely adjusted to class size is recommended. Such an arrangement would allow an increase of approximately 180 in the East High school and indicates that similar alterations could be made in West High school to slightly increase the building capacity. The Charlotte High school and Kodak Park High school are in use to practically their ultimate capacity. It is estimated that the East High school can accommodate the high school students of the east side of the city for the next three years. A recommendation is made that plans be prepared within the next two years to increase accommodation by enlarging the present building or by erecting a new building. The Northeast section of the city is pointed out as the logical location for the building and the site already acquired by the Board of Education on Norton Street and Hudson Avenue is admirably adapted for this purpose. The growth of Senior High school pupils in excess of the capacity of East High school is estimated to be approximately 600 within the next five years and it is recommended accordingly that the building suggested for erection on the Norton Street and Hudson Avenue site be started by building a unit of approximately 800 capacity and also that additions to the school by the erection of other units be made at such times as necessary to keep pace with the demand for accommodation. On this basis the reduction of the \$2,000,000 requested for the Northeast building to \$600,000 is recommended, to be appropriated in 1923-24. It is recommended that an immediate appropriation of \$10,000 be made to enable the subdivision of over-sized rooms in the East High building. The study of the requirements of the west side of the city indicate that a short-

age of accommodation will occur within the next three years and that additional accommodation must be provided in the near future.

It is recommended that a Senior High school to accommodate 1,000 pupils be located in the Northwest section of the city in the vicinity of School No. 7. The approximate cost of this building should not be more than \$800,000 and it is recommended that it be available in 1923-24. It is also recommended that \$10,000 be spent in making alterations in West High school by subdividing some of the larger class rooms.

The Charlotte High school is not suffering from rapid increases in school population and there is little likelihood of additional accommodation being required in the next few years. It is recommended that a study be made of the rooms so that when necessary additional accommodation can be provided by systematically replanning the interior of the building.

JUNIOR HIGH SCHOOL SYSTEM

A special study was made of the use of the Washington Junior High school to determine to what extent of the total room capacity it was practicable to load the Washington Junior High school. This study indicates that 95.4 per cent of the total room capacity is used. It is assumed that 90 per cent is a more normal load to place on the Junior High buildings and on this basis the conclusion is drawn that the three other Junior High schools of the city are capable of carrying a load of at least 90 per cent of their total seating capacity. The combined capacity on this basis of all of the Junior High schools is as follows:

The Northeast section is served by the Washington Junior High school. This school is now carrying its ultimate pupil load and the unaccommodated pupils attending seventh and eighth grades in Elementary buildings amount to 900 and are distributed among several buildings. The rate of growth is approximately 8% annually so that what surplus may be available in Elementary schools will be wiped out at an early date and additional accommodation for the Junior High pupils is imperative. A recommendation is made to enlarge the Washington Junior building to accommodate 500 additional pupils at a cost of \$200,000 and also to erect a new Junior High building large enough to accommodate 1200 pupils at a cost of approximately \$750,000. The need of these buildings is urgent and their construction should be planned immediately.

The Southwest section contains the Madison Junior High school which is a new building and has ample capacity to accommodate the Junior High grades for several years to come.

The Southeast district contains the Monroe Junior High school and is ample to provide for the needs of district for the next four or five years.

The Junior High requirements of the Charlotte district are now cared for by the Elementary school building and the number of Junior High pupils is not sufficient to demand Junior High accommodations.

Building	Capacity
Washington Junior High	1700
Jefferson Junior High	1600
Madison Junior High	2250
Monroe Junior High	<u>2250</u>
Total	7800

When this building capacity is contrasted with the number of pupils of Junior High grades it is evident that there is not enough Junior High school accommodation to accommodate the 7951 pupils. This shortage leads to a study of the Junior High requirements of the five districts to determine where a building or buildings should be placed to relieve the most pressing needs.

The Northwest district of the city contains the Jefferson Junior High school, the capacity of which is approximately 1600 with a pupil load of somewhat less than 1250. The location of this school building does not permit of its serving the entire Northwest district and there are some pupils who will necessarily have to be accommodated in Elementary grades until the growth of the Elementary population and the Junior High population is sufficient to demand a new building. No specific recommendation is made for the construction of a new building, but the prediction is made that within another three or four years a new Junior High building should be erected in the vicinity of No. 40. Accordingly a recommendation is included for the preparation of plans within the next three years to accommodate the probable attendance.



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