

Report of the Long Range Planning Phase of the School Facilities Survey

SURVEY CONDUCTED BY—

SCHOOL HOUSING SECTION

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Foreword

WHAT DOES THIS Report of the *Long Range Planning Phase of the School Facilities Survey* present? What are the limitations which should be kept in mind by readers?

Most of the data were gathered by the States in 1954. The earliest reports were received late in 1953; the last reports, early in 1955.

Each State was asked to submit a report to the Office of Education of a projected statewide plan for school plant construction in the light of needs, and according to *existing* and *contemplated satisfactory* administrative units and according to suitable school centers serving logical attendance areas.

The report presents data supplied by State departments of education of 38 States. It indicates the projected plans of the States for meeting classroom needs for estimated 1959-60 public school enrollments.

States differ in the plans they have for reorganization of districts, and for financing school construction. They do not necessarily agree on such policies as the optimum number of pupils per classroom, or when buildings should be replaced. These and other differences among States affect their building needs and plans. Comparison between States may lead to erroneous conclusions unless one examines the bases used by the States in arriving at their figures. Although the Office of Education supplied broad criteria, each State set and applied its own standards in developing its plan. The data reflect honest attempts by the States to plan ahead.

However you interpret the facts, it is clear that there is a big classroom deficit. There will be many classrooms needed each year as far as we can see ahead. Much activity is in process and more is needed if sufficient classrooms—by any reasonable standard—are to be provided. It will cost a lot of money, and many States will have to make changes in existing financing provisions in order to build the necessary classrooms.

The report indicates that if the expected schoolchildren to be enrolled in 1959-60 are to be housed in reasonably satisfactory classrooms, the citizens of the Nation will need to finance approximately \$16 billion in capital outlay to provide approximately 476,000 classrooms (see table F, page 20) and related facilities between 1954-55 and 1959-60.



S. M. BROWNELL,
Commissioner of Education.

Report of the Long Range Planning Phase of the School Facilities Survey

SECTION I—Introduction

Authority and Appropriation

Title I, Surveys and State Plans for School Construction,¹ Public Law 815, 81st Congress, Second Session, authorized an appropriation of \$3 million to be allotted to the States, according to school-age population, for making inventories of public elementary and secondary school facilities, surveying the need for the construction of additional facilities, developing State plans for school construction programs, and studying the adequacy of State and local resources available to meet school facilities requirements. For the purpose of Title I, the Act defined a "State" to include the District of Columbia, Alaska, Hawaii, Puerto Rico, and the Virgin Islands.

Pursuant to the foregoing authority, the Congress included the appropriation for this Survey in the Supplemental Appropriation Act of 1951. Public Law 170, 83d Congress, First Session, however, reduced the appropriation by the amount "unexpended on December 31, 1953." Federal funds paid to the States prior to that date were available to the States for paying 50 percent of their expenditures, pursuant to Title I, through June 30, 1954.

Fiscal Status

Table A shows the fiscal status of the School Facilities Survey accounts with the various States as of October 21, 1955.

¹ Referred to in this publication and related documents as the "School Facilities Survey."

It will be noted that a few States did not participate in the Survey, some did not request their full allotments, some are returning small balances, and several of the States spent considerably more State funds on the Survey than the amount required to match Federal payments. Since June 30, 1954, States have continued the Survey without Federal financial assistance.

How the Survey Was Conducted

Public Law 815 was approved on September 23, 1950. The Supplemental Appropriation Act of 1951, Public Law 843, including under chapter V appropriation for this Survey, was approved on September 27, 1950. On October 12, 1950, the Commissioner of Education issued an information bulletin to the chief State school officers notifying them of the provisions of Title I, Public Law 815, and advising them of procedures for qualifying for payments under that title. On March 21, 1951, the Commissioner issued the Rules and Regulations² governing the administration of Title I. The School Housing Section of the Office of Education was assigned the responsibilities for the administration and coordination of the Survey at the Federal level.

During the winter of 1950-51, a small School Facilities Survey staff was recruited, and conferences were held with recognized school plant survey authorities from representative State departments of education and universities.

² In FEDERAL REGISTER, March 28, 1951, pp. 2706-08.

TABLE A. FISCAL STATUS OF THE SCHOOL FACILITIES SURVEY PURSUANT TO TITLE I,
PUBLIC LAW 815, 81st CONGRESS, AS OF OCTOBER 21, 1955

Eligible States (1)	Allotments to States (2)	Paid to States ^{1/} (3)	Approved expenditures as of June 30, 1954		State funds and services ^{2/} (6)	Refunds received (7)
			Total (4)	Federal funds (5)		
Alabama	\$ 72,800.00	\$ 72,800.00	\$154,317.12	\$ 72,800.00	\$ 81,517.12	\$
Arizona	15,960.00	15,960.00	35,832.42	15,960.00	19,872.42	
Arkansas	47,600.00	47,600.00	99,989.04	47,600.00	52,389.04	
California	171,080.00	171,080.00	392,690.82	171,080.00	221,610.82	
Colorado	24,080.00	24,080.00	55,456.28	24,080.00	31,376.28	
Connecticut	33,600.00	33,600.00	81,518.86	33,600.00	47,918.86	
Delaware	10,000.00	10,000.00	13,965.88	6,982.94	6,982.94	3,017.06
Florida	46,760.00	46,760.00	143,341.92	46,760.00	96,581.92	
Georgia	77,000.00	77,000.00	174,177.33	77,000.00	97,177.33	
Idaho	12,600.00	Did not participate in the Survey			16,340.00	2,309.00
Illinois	143,360.00	18,649.00	32,680.00	16,340.00	16,340.00	1,896.00
Indiana	74,480.00	74,480.00	145,168.00	72,584.00	72,584.00	
Iowa	47,600.00	46,430.00	84,362.50	42,181.25	42,181.25	4,248.75
Kansas	35,000.00	12,135.00	24,406.21	12,135.00	12,271.21	
Kentucky	67,480.00	67,480.00	110,900.20	55,450.10	55,450.10	12,029.90
Louisiana	59,360.00	59,360.00	123,985.80	59,360.00	64,625.80	
Maine	18,480.00	9,847.00	12,211.54	6,105.77	6,105.77	3,741.23
Maryland	38,920.00	18,614.00	36,764.48	18,382.24	18,382.24	231.76
Massachusetts	79,800.00	49,246.00	59,808.00	29,904.00	29,904.00	19,342.00
Michigan	122,080.00	83,855.00	159,675.18	79,837.59	79,837.59	4,017.41
Minnesota	56,280.00	39,877.00				
Mississippi	55,160.00	55,160.00	71,316.86	35,658.43	35,658.43	19,501.57
Missouri	72,520.00	12,087.00	Did not participate in the Survey			12,087.00
Montana	11,200.00	11,200.00	23,061.29	11,200.00	11,861.29	
Nebraska	24,640.00	Participated in the Survey without Federal funds				
Nevada	10,000.00	10,000.00	14,885.92	7,442.96	7,442.96	2,557.04
New Hampshire	10,000.00	10,000.00	19,761.38	9,880.69	9,880.69	119.31
New Jersey	77,560.00	74,003.00				
New Mexico	14,840.00	14,840.00	50,570.00	14,840.00	35,730.00	
New York	232,960.00	Did not participate in the Survey				
North Carolina	93,520.00	69,616.00	123,978.62	61,989.31	61,989.31	7,626.69
North Dakota	13,440.00	3,440.00	7,172.38	3,440.00	3,732.38	
Ohio	142,520.00	28,959.00	56,933.60	28,466.80	28,466.80	492.20
Oklahoma	50,400.00	50,400.00	129,491.29	50,400.00	79,091.29	
Oregon	28,000.00	28,000.00	63,613.34	28,000.00	35,613.34	
Pennsylvania	195,160.00	195,160.00	502,053.47	195,160.00	306,893.47	
Rhode Island	12,600.00	12,600.00	24,299.42	12,149.71	12,149.71	450.47 ^{3/}
South Carolina	52,080.00	Did not participate in the Survey				
South Dakota	13,160.00	13,160.00	34,683.34	13,160.00	21,523.34	
Tennessee	72,800.00	30,665.00	54,255.96	27,127.98	27,127.98	3,537.02
Texas	156,800.00	127,141.00				
Utah	15,960.00	Did not participate in the Survey				
Vermont	10,000.00	10,000.00	20,154.94	10,000.00	10,154.94	
Virginia	65,520.00	Did not participate in the Survey				
Washington	43,960.00	43,960.00	114,974.84	43,960.00	71,014.84	
West Virginia	47,040.00	31,009.00	62,647.32	31,009.00	31,638.32	
Wisconsin	63,840.00	40,027.00	78,155.34	39,077.67	39,077.67	949.33
Wyoming	10,000.00	Did not participate in the Survey				
Dist. of Col.	Did not request an allotment and did not participate in the Survey					
Alaska	8,800.00	8,800.00	17,073.40	8,536.70	8,536.70	263.30
Hawaii	35,000.00	26,832.00	51,536.70	25,768.35	25,768.35	1,063.65
Puerto Rico	54,000.00	54,000.00	124,489.00	54,000.00	70,489.00	
Virgin Islands	5,000.00	888.00				888.00
Unallotted	47,200.00, was available only to the District of Columbia, Alaska, Hawaii, Puerto Rico, and the Virgin Islands.					
Totals	\$3,000,000.00 ^{4/}	\$1,940,800.00	(Cannot be determined until final settlement of 3 pending accounts)			

1/ Paid prior to December 31, 1953, no payments were made to States after that date.
2/ Exclusive of local school administrative unit expenditures.
3/ Over refund of \$0.18.
4/ Of the original \$3,000,000.00 authorized and appropriated, the First Session of the 83d Congress rescinded \$1,059,200.00.

Although the Act authorizing the Survey did not specify a completion date, it was recognized by the staff that a study of this magnitude, including all the States and the major territories with their varying problems and types of school organization, would require 2 or 3 years. It was also realized that the Congress and the public would expect earlier reports on the study. For these reasons, the School Facilities Survey was organized as a two-phase study. Procedures for the first or status phase were developed to provide a school facilities inventory and to determine current needs for additional facilities. The second or long-range planning phase of the study was developed to determine projected plans for meeting school plant needs as of September 1959.

Forms were cooperatively designed for the purpose of reporting Survey findings from the States to the Office of Education; namely, Form RSA-6 for the first phase, and Form RSA-10³ for the second phase. These forms were developed and used not as mere questionnaires, but for the purpose of reporting State-verified summaries of field data based on intensive studies by State and local survey teams at the school district level.

The School Housing Section has coordinated the surveys in the States through the following media of communication: (1) two series of regional conferences with the persons directing the surveys in the different States; (2) frequent visits and consultative services to the States by School Facilities Survey representatives, including some local pilot studies; (3) the issuance of more than 50 information bulletins and memoranda; (4) a very large volume of correspondence with individual States; and (5) use of telephone and telegraph services, when necessary.

As reports were received from the States on the prepared forms, data were further checked for consistency. Summaries of data were then sent to the respective States for verification and/or corrections.

³ See appendix, tables I, II, and III.

Survey information bulletins, issued to the States, were for the purpose of assuring some uniformity of reporting and to set up some general guiding principles for determining school plant needs. These bulletins did not establish standards. The States developed and applied their own standards. This relationship may be illustrated by a quotation from the survey report published by one of the States referring to the Office of Education procedure: ". . . each state was allowed a great deal of latitude in carrying out the study. . . . Methods of procedure, standards, and criteria were not specified."

Although national in scope, this Survey has truly been a series of State studies, rather than a Federal study, of public school facilities.

Status Phase Reports

The Office of Education has published three reports on the first or status phase of the School Facilities Survey. The first report⁴ was a summary of the inventories of public school facilities in 25 States, as of March 1951. The second report⁵ was a summary of school plant needs and applicable resources in 37 States, as of September 1952. The final report⁶ on the status phase of the Survey absorbed the two progress reports, and constituted a summary of the Survey findings in 43 States.

Since New Jersey and Massachusetts had not yet completed the first phase of the study when the Federal summary on the first phase went to press, data from these States could not be included in that report. These States, however, did complete the first phase of the study later. New Jersey⁷ published its own separate report on the first

⁴ *First Progress Report, School Facilities Survey.* Office of Education, Federal Security Agency. Washington, U. S. Government Printing Office, 1952.

⁵ *Second Progress Report, School Facilities Survey.* Office of Education, Federal Security Agency. Washington, U. S. Government Printing Office, 1952.

⁶ *Report of the Status Phase of the School Facilities Survey.* Office of Education, Department of Health, Education, and Welfare. Washington, U. S. Government Printing Office, 1953.

⁷ *New Jersey Public School Facilities Survey.* State Department of Education, Trenton, N. J., 1954.

phase, and Massachusetts⁸ published its own separate report on both phases of the study. Both of these States are included in this second phase summary.

The *Report of the Status Phase of the School Facilities Survey* included many tables and charts showing data related to the school facilities inventory, school plant needs, and applicable resources under the then existing State laws.

⁸ *Massachusetts Public School Facilities Survey*. Commonwealth of Massachusetts, Department of Education, Boston, Mass., 1955.

These data were presented for individual States, and on a percentage basis, for all 43 States included in the report.

Since all the States were not included in the status report, that publication projected, on the basis of relative enrollments, certain data for the entire United States. These projections indicated a September 1952 need of 312,000 instruction rooms to house nearly 9 million pupils, and that these rooms and related facilities would have cost \$10.6 billion, at 1951 prices.

SECTION II—The School Plant Program

Factors Contributing to School Plant Needs

Various factors contribute to the current and anticipated schoolhousing needs. Some of the more important of these factors are: (1) enrollment increases, (2) mobility of population, (3) reorganization of school districts, (4) school program changes, (5) backlog accumulations of need, and (6) financing limitations.

Enrollment Increases

Population increases, nearly 64 percent from 1910 to 1950, continue at an accelerated pace. Recent estimates indicate by June 30, 1954, a total increase of about 11,000,000 people, or about 7.4 percent, over the 1950 census. A recent report indicates a population growth of about 2,700,000 in the year 1954.

These increases reflect the effects of both increased longevity and the increases in the number of live births. As is shown in table B and chart 1 the number of live births increased from about 2,858,000 in 1945, to 3,632,000 in 1950, and to about 4,100,000 in 1954. Contrary to expectations the 1948 drop in the number of live births did not continue and the years 1951 through 1954 have each set new records in the number of live births. The birth rate per thousand in 1954 was higher than at any time since 1924.

The number and the distribution of the live births are important as indicators of future school plant needs. The large numbers of live births presage a wave of increased enrollments up through the grades. Pupils at primary, intermediate, junior, and senior high school levels need different types of school plant facilities. For efficient economical educational development it is desirable that suitable facilities be available when needed by the various grade groups.

The sustained high level of live births has led to revisions in the future enrollment predictions. The 1950 Office

estimates¹ used in the *First Progress Report of the School Facilities Survey*, issued in 1952, showed an anticipated peak public elementary and secondary enrollment of about 32,000,000 in the 1958-59 school year. This was revised in the December 1953 *Report of the Status Phase of the School Facilities Survey* to show anticipated 1958-59 public elementary and secondary school enrollments of 35,380,000 to be followed by 36,250,000 in 1959-60. In February 1955, in light of revised census data, the Office of Education raised its 1959-60 estimate to 37,363,000, as indicated in table C and chart 2. The high 1951-to-1954 birth level indicates that the enrollment peak is still in the future.

Enrollment predictions beyond 1960 have not been issued by the Office of Education. However, data on the distribution of school-age population by age groups for 1954 and 1965 were derived, from Bureau of the Census releases, and published by the Ruml Committee² in December 1954. The following data derived from that report indicate a sharp increase in the intermediate and secondary school-age brackets during the ensuing decade.

Youth	1954	1965	Percent increase
	(In thousands)	(In thousands)	
Ages:			
5-7.....	10,863	11,279	3.8
8-11.....	11,144	14,948	34.1
12-13.....	4,937	7,593	53.8
14-17.....	9,007	14,274	58.5
Total 5-17.....	35,951	48,094	33.8

¹ Smith, Rose Marie. "Rising Enrollments in Non-Public Schools," *School Life*, 32:116, May 1950.

² *Financing Public Education in the Decade Ahead*, National Citizens Commission for the Public Schools, December 1954, p. 45.

If the foregoing estimates are sound and if recent ratios between the number of 5-17 year-old-pupils and enrollments persist, it seems wise to anticipate a public element-

TABLE B.—BIRTH RATES AND LIVE BIRTHS IN THE UNITED STATES, 1911-54¹

Year	Live births per thousand population	Number of live births ²	Year	Live births per thousand population	Number of live births ²
1	2	3	1	2	3
1911.....	29.9	2,809,000	1936.....	18.4	2,355,000
1912.....	29.8	2,840,000	1937.....	18.7	2,413,000
1913.....	29.5	2,869,000	1938.....	19.2	2,496,000
1914.....	29.9	2,966,000	1939.....	18.8	2,466,000
1915.....	29.5	2,965,000	1940.....	19.4	2,559,000
1916.....	29.1	2,964,000	1941.....	20.3	2,703,000
1917.....	28.5	2,944,000	1942.....	22.2	2,989,000
1918.....	28.6	2,948,000	1943.....	22.7	3,104,000
1919.....	26.2	2,740,000	1944.....	21.2	2,939,000
1920.....	27.7	2,950,000	1945.....	20.4	2,858,000
1921.....	28.1	3,055,000	1946.....	24.1	3,411,000
1922.....	26.2	2,882,000	1947.....	26.6	3,817,000
1923.....	26.0	2,910,000	1948.....	24.9	3,637,000
1924.....	26.1	2,979,000	1949.....	24.5	3,649,000
1925.....	25.1	2,909,000	1950.....	24.1	3,632,000
1926.....	24.2	2,839,000	1951.....	24.9	3,823,000
1927.....	23.5	2,802,000	1952.....	25.1	3,913,000
1928.....	22.2	2,674,000	1953.....	25.1	3,971,000
1929.....	21.2	2,582,000	1954.....	25.2	4,100,000
1930.....	21.3	2,618,000			
1931.....	20.2	2,506,000			
1932.....	19.5	2,440,000			
1933.....	18.4	2,307,000			
1934.....	19.0	2,396,000			
1935.....	18.7	2,377,000			

¹ Data for 1911 through 1939 taken from *Births and Birth Rates in the Entire United States, 1909-48*; Vital Statistics; Special Reports; Selected Studies—Vol. 33, No. 8, September 29, 1950, Federal Security Agency, Public Health Service, National Office, of Vital Statistics. Data for 1940 through 1954 revised and estimated by Summary of Natality Statistics, 1952; Monthly Vital Statistics Report, December 1954; and Vital Statistics—Special Reports, Vol. 40, No. 8, January 1955, of the U. S. Department of Health, Education, and Welfare, Public Health Service, National Office of Vital Statistics, Washington 25, D. C.

² For continental United States only.

ary and secondary school enrollment of nearly 40 million by 1965. The anticipated increase in the secondary school enrollments is, perhaps, even more significant. The Ruml report indicates that there may be 14,274,000 youth in the 14-17 age bracket by 1965. These youth are already here, and some prediction of secondary enrollments seems possible. If these pupil population estimates prove valid, it seems feasible to anticipate, on the basis of the Gaumnitz study on high school retention³ and the April 20, 1954, Office release⁴ on public vs. nonpublic enrollments, a possible public secondary school, grades 9-12 inclusive, enrollment of about 9,600,000 by 1965. This would represent an increase of about 46 percent over the 1953-54 enrollment in these grades.

Regular school attendance and the increased holding power of the schools are also factors in determining needs for school facilities and services. Recent reports available in the Office show an average daily attendance of about 87 percent of the enrollment. Increased retention also creates needs for additional facilities for the upper grades in school. Gaumnitz⁵ showed that 51.8 percent of the pupils enrolled in grade 5 in 1943-44 graduated from grade 12 in 1950-51. Later data show that this retention rate among the 1952 graduates may be about 52.2 percent, and for the 1954 graduates may be about 59 percent.

Mobility of the School Population

The mobility of the school population continues to be one of the major problems in long-range school plant planning. Mobility does not seem to follow fixed patterns, and advance predictions of the effect of such mobility on future school needs are not always feasible. In many cases new school housing needs are created in areas affected by population mobility before school sites, drawings, and financing plans can be developed. As indicated in previous survey reports,

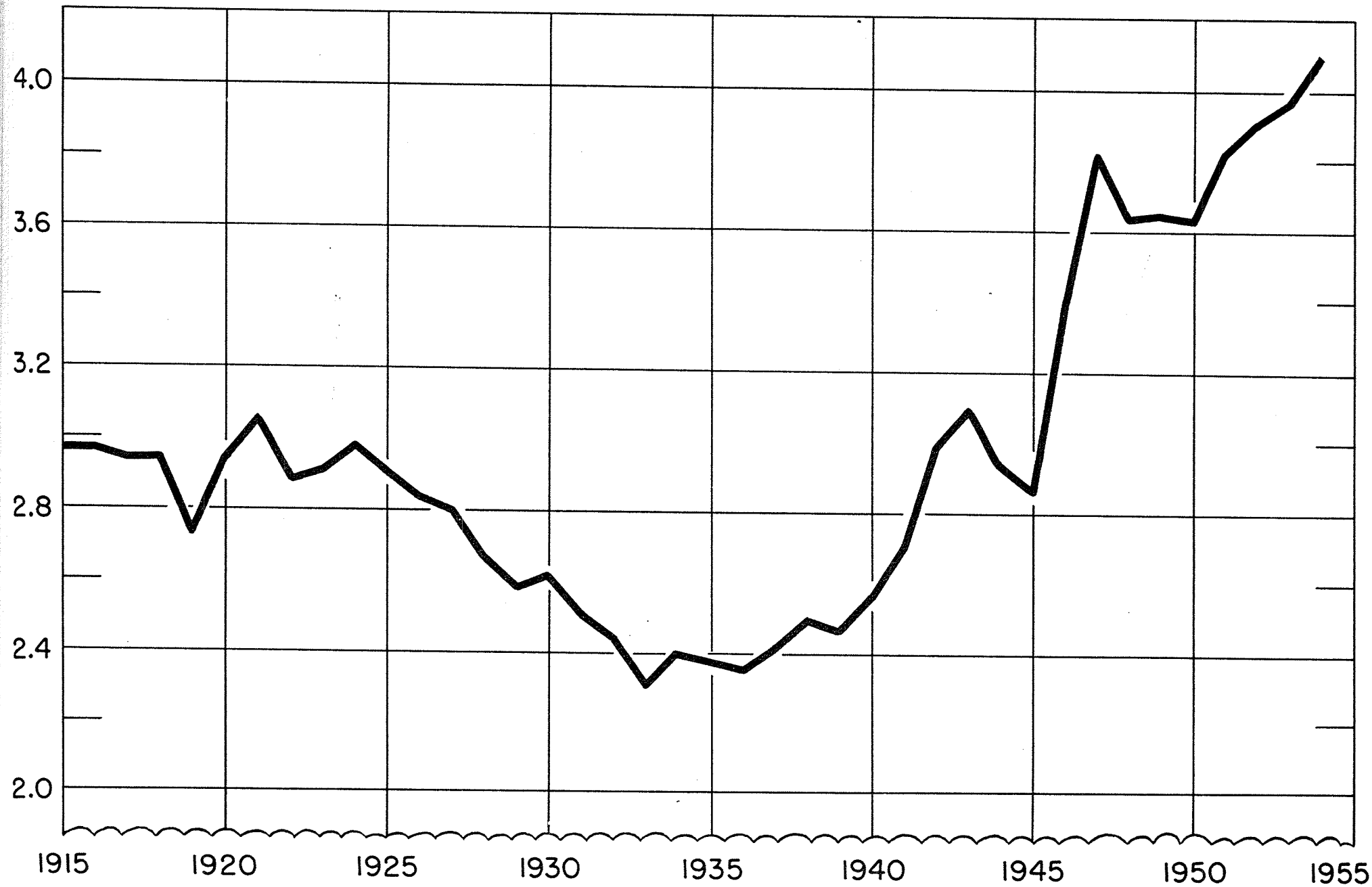
³ Gaumnitz, Walter H. *High School Retention by States*. Office of Education Circular No. 398, June 1954, p. 14.

⁴ "Enrollments in Public and Non-public Schools," mimeographed summary, Office of Education Research and Statistical Standards Section, April 20, 1954.

⁵ Ibid., p. 11.

Live Births, Continental United States, 1915-54

MILLIONS OF LIVE BIRTHS



U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Office of Education - School Housing Section

such movements of pupils may be across State lines, across county lines, or within a county. The majority of the pupils who move do not replace other pupils but add to the number to be housed in the communities where they settle.

TABLE C. ACTUAL AND ESTIMATED ENROLLMENTS IN PUBLIC SCHOOLS OF CONTINENTAL UNITED STATES IN CERTAIN YEARS, CLASSIFIED ACCORDING TO GRADE GROUPS¹

School year	Grades K-6	Grades 7-8	Total K-8	Grades 9-12	Total K-12
1	2	3	4	5	6
1919-20...	16,175,826	3,203,101	19,378,927	2,199,389	21,578,316
1921-22...	17,178,311	3,187,907	20,366,218	2,873,009	23,239,227
1923-24...	17,672,831	3,226,099	20,898,930	3,389,878	24,288,808
1925-26...	17,568,633	3,415,369	20,984,002	3,757,466	24,741,468
1927-28...	17,656,427	3,611,990	21,268,417	3,911,279	25,179,696
1929-30...	17,647,484	3,631,109	21,278,593	4,399,422	25,678,015
1931-32...	17,401,075	3,734,345	21,135,420	5,140,021	26,275,441
1933-34...	16,857,103	3,907,934	20,765,037	5,669,156	26,434,193
1935-36...	16,470,605	3,921,956	20,392,561	5,974,537	26,367,098
1937-38...	15,852,876	3,895,298	19,748,174	6,226,934	25,975,108
1939-40...	15,023,437	3,808,661	18,832,098	6,601,444	25,433,542
1941-42...	14,434,134	3,740,534	18,174,668	6,387,805	24,562,473
1943-44...	14,054,157	3,658,939	17,713,096	5,553,520	23,266,616
1945-46...	14,187,164	3,490,580	17,677,744	5,622,197	23,299,941
1947-48...	14,740,101	3,551,126	18,291,227	5,653,305	23,944,532
1949-50...	15,705,604	3,699,089	19,404,693	5,706,734	25,111,427
1950-51 ² ...	16,020,000	3,880,000	19,900,000	5,769,000	25,669,000
1951-52...	16,662,000	4,019,000	20,681,000	5,851,000	26,532,000
1952-53 ³ ...	17,563,000	4,009,000	21,572,000	6,167,000	27,739,000
1953-54...	18,674,000	4,120,000	22,794,000	6,389,000	29,183,000
1954-55...	19,755,000	4,325,000	24,080,000	6,583,000	30,663,000
1955-56...	20,683,000	4,532,000	25,215,000	6,811,000	32,026,000
1956-57...	21,509,000	4,741,000	26,250,000	7,101,000	33,351,000
1957-58...	22,336,000	4,942,000	27,278,000	7,401,000	34,679,000
1958-59...	23,347,000	4,935,000	28,282,000	7,772,000	36,054,000
1959-60...	23,728,000	5,503,000	29,231,000	8,132,000	37,363,000

¹ These enrollment figures are for the continental United States only, exclusive of pupils enrolled in the public elementary and secondary schools in the outlying parts of the United States.

² Data for 1950-51 through 1959-60 do not include enrollments in residential schools for exceptional children, noncollegiate departments of colleges, or postgraduate high school students.

³ Data for 1952-53 through 1959-60 are estimates prepared February 1, 1955, by the Research and Statistical Standards Section of the Office of Education.

During the last decade the West, South, Southeast, and to a considerable extent the Middle Atlantic coastal areas have felt noticeable enrollment impacts from students moving into the areas. The increases are not confined to these areas. Suburban areas around middle-sized towns and cities have also shown marked increases. In some of the large cities there has been a new surge of school population in midcity areas which had formerly experienced enrollment declines, but now, with the development of multi-family units from existing buildings and residences, enrollments have materially increased. In a few cases rapid pupil population increases have been the results of specific industrial activities such as the development of steel plants in the eastern part of Pennsylvania, air plant development in mid-Kansas, or the increase in governmental activities in some of the coast centers.

The people coming to these new population centers may come from many communities. Since they cannot transfer building facilities with them, there is a demand for new facilities in the centers where they settle.

In some rural communities mechanized farming has reduced the number of farm employees and consequently the rural pupil enrollees. Many of these pupils now attend school in centers of population concentration.

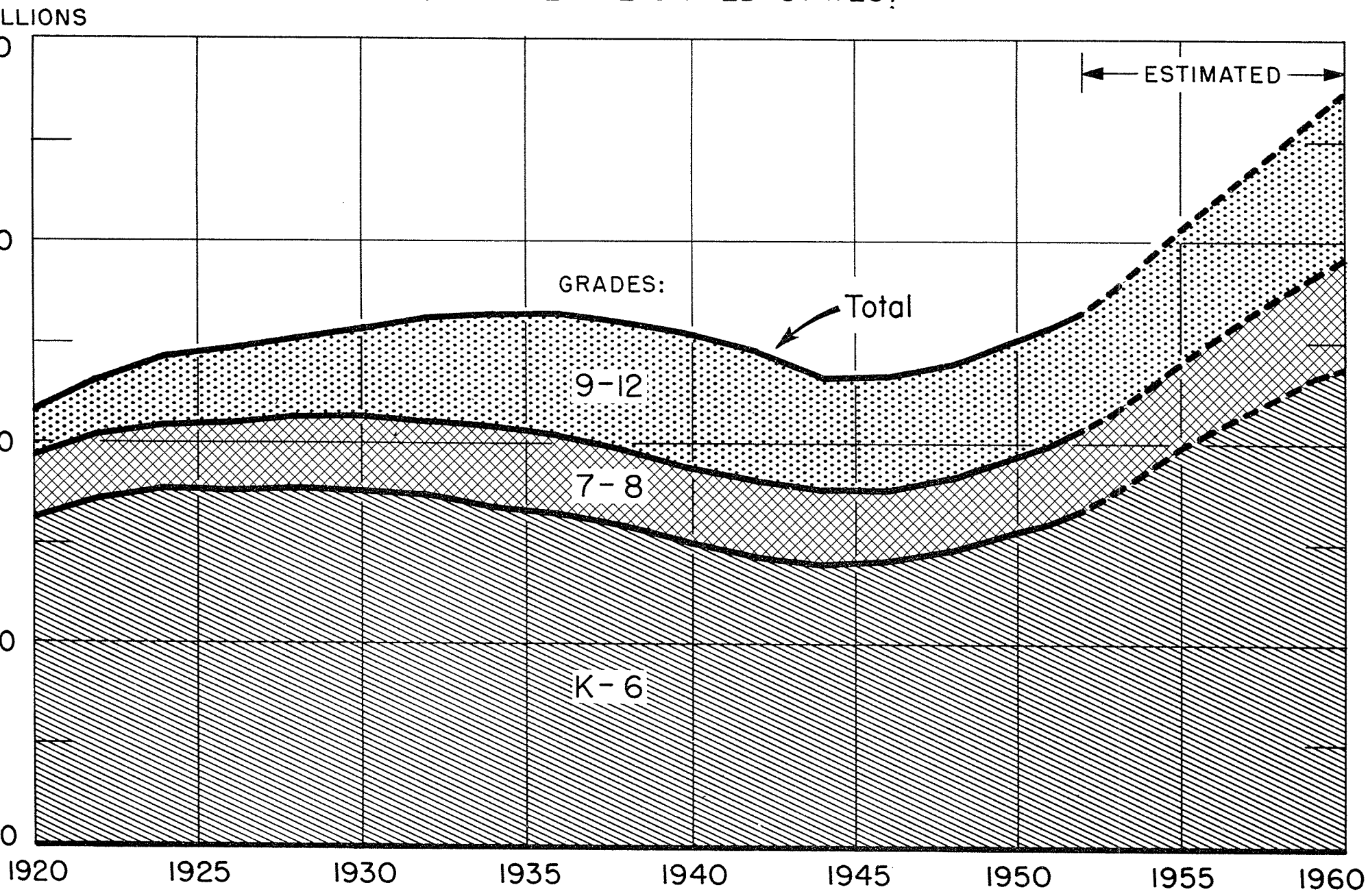
Reorganization of School Districts

During recent years many of the States have reorganized their local administrative units. This is illustrated in the summaries⁶ of districts now existing. Dawson and Ellena show that the total number of districts in the various States decreased from about 110,000 to about 98,000 from 1944 to 1948, and to 66,472 in 1953. They showed that the number of 1-teacher schools decreased from over 75,000 in 1948 to 48,735 in 1953. They also showed that the number of school districts having fewer than 10 teachers decreased from 66,000 in 1947 to about 28,000 in 1952. Various

⁶ Dawson and Ellena. "The Status of Schools, School Districts, and School District Reorganization," National Education Association, Department of Rural Education, mimeographed, March 15, 1954.

Enrollment, Public Elementary and Secondary Schools, 1920-60

(CONTINENTAL UNITED STATES)



U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Office of Education - School Housing Section

reasons are given for district reorganization. However, we are concerned here primarily with the effect of school district reorganization on school plant needs. In most cases district reorganization involves some changes in attendance centers. This nearly always brings a need for new school plant facilities. There are several illustrations of the effect of such reorganization. South Carolina has reduced from about 1,700 to 103 school districts. Arkansas reduced from about 3,000 to slightly over 400. It is anticipated that district reorganization will continue to bring adjustments in school centers and will continue to be a factor in school building needs.

School Program Changes

School changes seem to be essential for a dynamic educational program in a changing civilization. These changes are of various types and each may have an impact on total school plant needs.

One of these is the extension of the school program. The programs have been extended downward to include kindergarten, and in some cases nursery schools. The public school kindergarten enrollment of over 1,200,000 pupils in 1953-54 created facility needs not present a decade previously. Many secondary school programs have been extended upward to include grades 13 and 14 and continuation programs. Increased interest in these program extensions may create substantial increases in school facility needs.

School organizational pattern changes also create school plant needs. In some instances neighborhood primary schools have been developed. In other instances new junior high schools have been erected and in some cases new 6- or 12-year schools have been developed. These do not always call for total additional space, but they do usually call for specific school plant facilities.

Program changes in the educational offerings and in the methods of teaching also have an effect on school plant needs. Some of the specific areas such as school shop pro-

grams, an increase in science training, expanded music programs, physical education, and art call for special room and service facilities not available in some of the older buildings. In like manner, changes in instructional methods usually require larger areas than formerly provided. Thus, program trends call for increased classroom areas as well as for more and larger related facilities. The gross floor area needed for a modern educational program is probably 50 to 80 percent more than that required in 1930 for the same enrollment. The foregoing factors increase very materially the total demand for school building space.

Backlog of School Plant Needs

During most of the 1930 decade school plant maintenance and building upkeep were neglected because of fund limitations. During the war period manpower and labor restrictions made it difficult to construct, or even to maintain school buildings in a satisfactory manner. Consequently, from about 1931 through 1945, there was but little school construction, maintenance was neglected, and depreciation continued at an accelerated pace. Some buildings became so dilapidated and obsolete that remodeling for continued use was no longer profitable. Then, before postwar construction programs got underway, the schools were swamped with increased enrollments and were faced with building material shortages due to the Korean crisis. These factors were largely responsible for the 1952 backlog of 312,000 classrooms and related facilities as revealed by the *Report of the Status Phase of the School Facilities Survey*.

Financing Limitations

In most of the States, capital outlay financing is considered to be primarily a local responsibility. A substantial part of school construction costs are still financed from local bonds and/or local building tax levies. In many school districts capital outlay fund raising possibilities are limited by low economic ability, competing tax demands, and legislative and constitutional restrictions on voting bonds and taxes.

During the 1930 decade school boards were paying on bonds voted during the extensive 1920 decade school building program. Tax collections often lagged during the 1930 decade depression years and many school boards curtailed current operating expenditures in order to meet the district's bond obligations. In other cases the board refinanced their bonds, thus extending the time and the ultimate cost.

Also during the period 1930 to 1946 several factors such as fund, manpower, or material limitations curtailed preservation maintenance, and building depreciation and obsolescence increased rapidly. In some States property assessments and/or bonding limits have been increased in order to improve local district fiscal capacity.

Local financing of school construction is being improved in some areas by more realistic property assessments, easing of bonding restrictions, and the creation of larger fiscal units.

Expenditures for Capital Outlay

The history of school plant construction since 1920 seems to indicate a cyclical trend wherein the construction rate lagged during certain years, then accelerated to pick up some of the lag. History also indicates that it is difficult to pick up all of the lag. The 1920 decade and the early years of the 1950 decade have had some similar characteristics in that each period brought enrollment increases, school program changes, and demands for expanded and special types of school facilities. Also each of the 1920 and the 1950 decades followed periods when school construction had been allowed to lag. School plant construction, in the face of competing demands, is often deferred until backlogs of need accumulate and attention to the need becomes imperative. During the 1920's and the early part of the 1950's extensive school construction programs came during periods when construction costs were relatively high. This is understandable. The initiative for, and much of the financing of, public elementary and secondary school construction

come from the local districts, and people seem more willing to vote tax levies or bond issues in the so-called prosperous periods.

While data are available on total expenditures for capital outlay during the 1920 decade, data are not available to show the costs per classroom during that period. Some data are available, however, to show average costs of about \$16,000⁷ per classroom for buildings erected under the PWA program during the mid-1930's. Data developed from the Controlled Materials Program during 1951 and 1952 show average costs for construction (including designing and supervisory costs; but excluding of site, equipment, and administrative costs) of more than \$33,000 per classroom. Since that time construction costs have increased nearly 12 percent.

Table D and chart 3 present data on public elementary and secondary total capital outlay expenditures from 1920 to 1955.⁸ The second column of table D shows capital outlay expenditures in terms of current dollars at the time of expenditure. Column 3 shows these costs adjusted to 1954 construction cost levels, based on the general construction cost index for the calendar years preceding the school or fiscal years. This is based on the assumption that cost indices for the calendar year of contract award are reflected in construction expenditures during the following fiscal year 6 months later.

Columns 4 and 5 of table D give information on relative costs. Column 4 shows capital outlay expenditures per pupil enrolled, given in terms of 1954 constant dollars to provide a basis for comparing capital outlay expenditures throughout the years. Column 5 shows the relationship of capital outlay expenditures to current expenditures, both in unadjusted dollars. Capital outlay expenditures varied from 18 to 30 percent of current expenditures during the 1920's, dropped to 4 percent in 1933-34, and dropped again

⁷ Derived from Barrows, Alice, *The School Building Situation and Needs*. Washington, U. S. Government Printing Office, 1938. (U. S. Department of the Interior, Office of Education Bulletin 1937, No. 35, table 11.)

⁸ Capital outlay costs as reported by the States up through 1951-52 include certain non-construction costs such as for buses and library books and are not fully comparable with the estimates for later years which cover only plant improvement costs.

CHART 3.

Total Capital Outlay, Public Elementary and Secondary Schools, 1920-55 (CONTINENTAL UNITED STATES)

MILLIONS OF DOLLARS

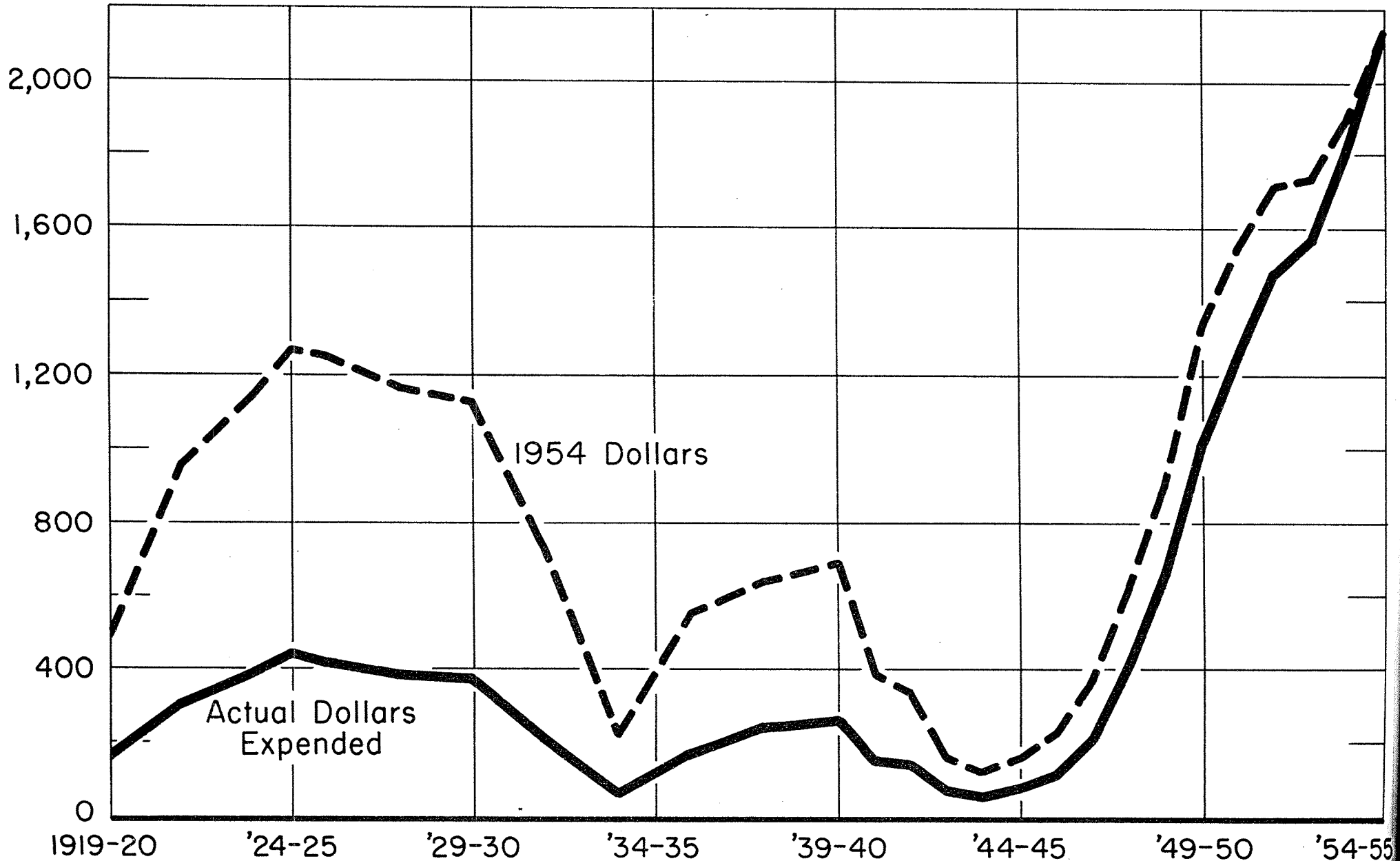


TABLE D. EXPENDITURES FOR CAPITAL OUTLAY, ADJUSTED TO 1954 COST LEVELS, AND COMPARED WITH CURRENT EXPENDITURES FOR PUBLIC ELEMENTARY AND SECONDARY SCHOOLS¹

School year	Capital outlay expenditures (in millions)	Capital outlay adjusted to 1954 cost level ² (in millions)	Capital outlay (1954 cost level) per pupil enrolled	Percentage capital outlay was of current expenditures
1	2	3	4	5
1919-20.....	\$154	\$489	\$23	18
1921-22.....	306	953	41	25
1923-24.....	388	1,140	47	28
1924-25.....	434	1,270	51	30
1925-26.....	411	1,249	48	27
1927-28.....	383	1,169	46	22
1929-30.....	371	1,127	44	20
1931-32.....	211	733	28	12
1933-34.....	59	218	8	4
1935-36.....	171	549	21	10
1937-38.....	239	640	25	13
1939-40.....	258	688	27	13
1940-41.....	149	387	15	7
1941-42.....	138	336	14	7
1942-43.....	69	157	6	3
1943-44.....	54	117	5	2
1944-45.....	76	160	7	3
1945-46.....	111	227	10	4
1946-47.....	205	373	16	7
1947-48.....	412	627	26	11
1948-49.....	664	906	37	16
1949-50.....	1,014	1,337	53	22
1950-51.....	1,256	1,552	60	25
1951-52.....	1,477	1,714	65	26
1952-53.....	³ 1,570	1,736	⁴ 63	⁵ 27
1953-54.....	³ 1,806	1,896	⁴ 65	⁵ 28
1954-55.....	³ 2,140	2,140	⁴ 70	⁵ 31

¹ Basic data, unless otherwise indicated, are from *Statistics of State School Systems, Biennial Surveys of Education in the United States*.

² Adjustments to 1954 cost level are based on *Engineering News Record* general construction indices for calendar years preceding the school or fiscal years.

³ Estimated on the basis of contract awards during calendar years preceding school years. Partial returns for 1953-54 seem to indicate a somewhat higher figure for that year.

⁴ Based on enrollment estimates.

⁵ Based on current expenditure estimates.

to an average of less than 5 percent during the war period. It will be noted that capital outlay expenditures were equal to 30 percent of the current expenditures in 1924-25, and that they did not again reach this ratio until 1954-55. Design and construction patterns change and the erection of more or fewer large area units such as auditorium, gymnasium, or lunchroom units during any period makes it difficult to estimate the number of classrooms erected by comparing total capital outlay expenditures for two or more periods.

Local and State Financing of Capital Outlay

This report of the School Facilities Survey includes summaries of State and local long-range school plant planning programs. The development of immediate and long-range financing programs is an essential part of such long-range school plant planning.

Local Financing of Capital Outlay

As previously stated, most of the funds for public elementary and secondary school capital outlay are derived from local sources. In many local districts long-range school plant financing patterns have not yet been developed. When the time comes that school plant needs can no longer be ignored, a local district may find it is faced with an immediate need for heavy capital outlay expenditures. This condition now exists in many school districts throughout the country.

But very few school districts have built up reserve funds to finance anticipated capital outlay, and most of them find it difficult to finance periodic construction from current tax levies. Most of the local funds for capital outlay, therefore, must come from the sale of local school bonds.

Most of the funds to retire school district bonded debts, as well as construction funds and annual maintenance and remodeling expenses, are derived from local property taxes. There is a great variation in property assessment rates, and many authorities question property ownership as a valid measure of tax-paying ability. Since reliable meas-

ures of *district-by-district* abilities to pay taxes are seldom available, it seems difficult, if not impossible, to make valid evaluations of the comparable efforts of the various school districts to provide adequate school facilities.

Lack of well developed long-range school plant planning and financing programs have often led to emergency construction programs and to a concentration of debt-service costs in certain periods.

State Participation in Financing School Construction

Patterns of State participation in public elementary and secondary school plant financing programs vary. Most of the States have permissive laws authorizing the local districts to vote bonds or tax levies that may be used for capital outlay expenditures. Local bond approvals usually carry with them authorization for levying the necessary debt-service taxes. However, at least one State authorizes the issuance of local bonds by special legislative action for each county as requested and approved. Most of the States place some limit on the amount of bonds that may be issued by a school district. These limits vary from State to State. In some cases State laws limit either the over-all tax levy or the part of the tax levy that may be devoted to debt service.

For many years most of the States have provided some financial assistance to help local districts pay current operating costs. During the past two decades, there has been a growing belief that the State also has some obligation to provide financial assistance to local districts for school construction costs.

Some of the provisions for State capital outlay assistance are outlined in *State Provisions for Financing Public-School Capital Outlay Programs*.⁹ Since the publication of that bulletin, there have been changes in some of the State assistance programs. At present, some 25 States

have made provisions for State financial assistance to the local districts for school construction. One or two of these programs are not now in operation because funds are not available. There are various types of such State-aid programs. The general patterns of State aid are in the nature of grants-in-aid, grants and loans, and the school building authority.

Probably the most common type of school building aid is direct grants, and these grants are of several types. A few States make grants determined by formula as continuing grants, thus encouraging long-range local district planning. Some State-aid programs provide flat grants and others adjust the amount of State assistance in inverse ratio to district fiscal ability. In at least one State the grants are in the nature of stimulating aids, conditioned upon certain things that local districts must do to qualify. In other cases grants are for specific purposes; for example, in one State, grants are for the purpose of assisting in school plant rehabilitation. One of the most common types of grants-in-aid is the special, or "single-shot" grant authorized by legislative action to help relieve immediate and critical schoolhousing needs. Such grants may be exploratory, and there is no assurance that they will be established on a continuing basis of State assistance to local school districts for long-range capital outlay financing.

Another type of State assistance is in the nature of loans. The chief value of State loans seems to be in providing an assured source of funds when needed with an established interest rate. In at least one State these loans may be in excess of the district's normal bonding capacity, and State recovery depends upon a special district tax levy authorized by constitutional amendment.

At least four States have enacted legislation permitting the establishment of State and/or local school building authorities authorized to erect school buildings, to rent such buildings to local school boards, and to collect rental therefrom. In most such cases rental payments apply on ultimate purchase cost.

⁹ Lindman, Erick L., Hutchins, Clayton D., and others. *State Provisions for Financing Public-School Capital Outlay Programs*. Washington, U. S. Government Printing Office, 1951. (Federal Security Agency, Office of Education, Bulletin 1951, No. 6.)

As indicated, some of the State building aid plans seem to be exploratory, and the funds may vary from period to period as per legislative appropriation. However, at least

two States have established fixed or earmarked sources to provide continuing State funds for long-range school construction programs.

SECTION III—The Projected Program

Programing School Construction

For many years a large number of school officials in the United States have recognized the need for setting up long-range programs of proposed school construction. These programs have made it possible (1) to secure sites for future school centers while they are available at moderate prices, (2) to allow adequate time for planning the types of facilities which will best serve the educational needs of children, and (3) to arrange for orderly financing.

Advance planning is an important factor in developing a school plant program that makes available desirable school plant facilities where and when needed. Educational leaders realize that ultimate school plant economy and efficiency are more easily attained through adequate long-range planning.

One of the chief purposes of the second phase of the School Facilities Survey was to encourage and assist local communities in developing logical long-range school plant planning and financing programs based on current and anticipated needs and financing possibilities.

Leadership and Direction

The leadership in and direction of the long-range phase of the School Facilities Survey were furnished by the State educational agencies. The Office of Education and the States jointly developed the basic principles, the scope, terminology, definitions, and the reporting forms to be used in the Survey.

Each State conducted its survey on the basis of its standards and laws, and set its own goals. Each State determined for itself the procedures which would best fit its own departmental organization and which could best utilize its

own personnel. In many States there was a division of school plant planning which conducted the survey. In other States a special survey staff was organized, while in some States the responsibility for the survey was assigned to a division already working on problems closely related to long-range programs, as for example, the division of school district organization.

Procedures

While no two States followed identical procedures in conducting the survey, there were several patterns which were common to groups of States, often separated widely geographically. The patterns were determined largely by current programs, legislation, policies, and the availability of personnel with survey experience. Some States set up local planning areas which crossed existing district lines. Some States used the county as a planning area while others based the survey on existing administrative units. A fairly large group of widely distributed States used the high school attendance area as the planning unit.

Many local school administrators provided leadership and guidance in developing local planning area programs. The States supplied reporting forms with detailed instructions concerning the purposes of the survey, definitions of terms, procedures to be used, and State standards, if any, to be followed. The amount of consultative services provided by the State depended upon the adequacy of funds and personnel for conducting the survey. Some of the sparsely settled States with vast areas did not have adequate funds to provide personnel and travel expenses to visit all planning areas. Many States had sufficient funds to furnish excellent consultative services to all local planning areas.

The Scope

The Survey was designed to make it possible for State and local planning committees to give judicious consideration to all of the factors affecting the school facility programs up to and including the 1959-60 school year. This involved advance planning for a period of 6 or 7 years, depending upon the date the studies were initiated in the different States. Some of the factors which needed to be resolved were: (1) the number of children for whom facilities will be required, (2) the type and extent of the educational program to be provided, (3) logical attendance areas and centers, (4) logical administrative units, (5) the best utilization of existing facilities including needed remodeling and rehabilitation, (6) the number, types, and completion dates of additional facilities required, (7) the estimated cost of each projected project, and (8) the methods of financing the program.

Relation to the First Phase

The status or first phase of the Survey was designed to secure an inventory of existing facilities and estimated current shortages as of September 1952. It was anticipated that States would need ample time for developing survey organizations, setting up planning areas, preparing instructions, and training personnel for such long-range planning. The average State required from 2 to 3 years to complete the local program projections and to compile them into a State report. During this period new building construction cared for some of the facility needs reported in the first phase. Also new construction underway when the second phase plans were projected was reported on a separate form. Neither of these was included in the 1959-60 projected programs. However, many of the planning areas had substantial enrollment increases during this period, and anticipated additional increases through the 1959-60 school year.

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State and local survey teams, in arriving at the number of classrooms, considered the available data on estimated enrollment increases up through September 1959, the current backlog of unmet needs, and proposed program changes in projecting proposed construction programs up to the 1959-60 school year. There were other factors and conditions, however, which made it difficult for the State and local survey teams to project total school plant needs up to 1959, such as the impact that might be created by migration of school population and possible future educational and community demands for facilities.

State-to-Federal Reports

The report from each State to the Office of Education consisted of three tables and a narrative. The table forms are reproduced as tables I, II, and III in the Appendix of this publication. Summaries of the individual State reports for the 38 States participating in the second phase of the Survey are presented in the Appendix as tables IV through XLI. The 38 individual State summaries are summarized in table E, and projected for the entire United States in table F.

The States reported for each planning area programed projects, showing the type of school, the definiteness of the project, the number of pupils to be accommodated, the estimated cost, the number of instruction rooms, and the estimated gross floor area. The projects were listed under one or more of the following headings: new school plants, additions to existing plants, rehabilitation or remodeling of existing facilities, new school sites, or additions and improvements to existing sites. The cost of construction included architects' fees, administrative costs, furniture and equipment, but did not include the cost of the site. The programed projects were divided into two categories as to definiteness. The "A" category included all projects in which a firm decision had been made as to need, type of school, size, location, and cost. The "B" category included

those projects about which there was a tentative decision. In addition to the programed projects, most of the States reported a "C" category, or the estimated scope and cost of additional or residual facilities which could not yet be clearly enough defined to be reported as specific projects.

Explanation of Tables E, F, and G

Table E is a summary of the project-by-project reports from 38 States showing the total number of projects for elementary, secondary, and combined elementary-secondary schools with "A" and "B" projects grouped according to the number of rooms. The residual or nonprogramed proposals are summarized as a total only. Of the programed school plants, 73 percent are elementary, 21 percent secondary, and only 6 percent are combined elementary-secondary. In the status phase reports, 81 percent of all schools were elementary, only 6 percent secondary, and 13 percent were combined elementary-secondary. The distribution of programed projects in the second-phase reports indicates that larger elementary schools and more separate high schools are being planned, and that fewer high schools are being combined with elementary schools.

In columns 5, 10, and 15 of table E, the "number of pupils" indicates the pupil capacity of new school plants or the pupil capacity of the classrooms in additions. The number of instruction rooms reported in columns 7, 12, and 17 includes laboratories and shops, but excludes large general-use rooms such as auditoriums, gymnasiums, libraries, and multiple-purpose rooms.

Table F is a projection of table E for the entire United States on the basis of reports from 38 States, enrolling 72.62965 percent of the pupils in the fall of 1954. This projection is based upon the assumption that the school facilities programs of the States which did not participate in the second phase of this Survey are in the same proportion to the participating States as their relative enrollments.

Since the participating States collected their field data and prepared their program estimates at different times, the projected plans for meeting school plant needs by the

opening of the 1959-60 school year represent periods ranging from 4 to 6 years. For the sake of uniformity it is assumed in the table F projections that the planned program is for a 5-year period, from September 1954 to September 1959.

Table F, column 17, indicates that the nationwide 5-year projected school plant program includes 476,505 instruction rooms. Column 21 of this table indicates that the total capital outlay cost of this program, exclusive of school buses, will amount to \$15,841,043,000.

Table G presents an analysis of all programed school plants, grouped according to the number of rooms. This analysis gives the average cost per pupil, per instruction room, and per square foot of the gross floor area; and the average gross area per pupil and per instruction room. It also shows the average number of instruction rooms in each group. From table E, column 4, it will be noted that there were 8,964 programed new schools of all types. Table G indicates that for all of these schools the estimated cost per pupil is \$1,169; the cost per instruction room, \$32,772; and the cost per square foot, \$14.28. The gross area is estimated at 82 square feet per pupil and 2,294 square feet per instruction room. Table G provides a breakdown for each type of school and for each group size according to the number of rooms, and shows the average number of instruction rooms per project for each type and group.

Explanation of Charts 4, 5, and 6

Chart 4 shows that 55 percent of the estimated cost of all projects is for new school plants, 39 percent for additions to existing schools, 3 percent for rehabilitation and remodeling of existing facilities, and 3 percent for new sites and site improvements. The chart also shows that 47 percent of the total estimated cost is for elementary schools, 41 percent for secondary, and 12 percent for combined elementary-secondary schools.

Chart 5 gives the distribution of classrooms in all programed projects. It shows that 31 percent of all of the programed classrooms are in new elementary schools while

TABLE E. TOTAL FOR 38 STATES
SUMMARY OF PROJECTED PLANS FOR MEETING SCHOOL PLANT NEEDS BY 1959-60
(FINANCIAL AND AREA DATA IN THOUSANDS)

Type of sch.	Definite-ness	Groups by no. of rooms	Complete new school plants					Additions to existing school plants					Total construction					Cost of rehabilitation	Cost of sites and site improvements	Total costs (all projects)
			No. of projects	No. of pupils	Cost (exclusive of site)	No. of inst. rooms	Gross building area (sqft)	No. of projects	No. of pupils	Cost (exclusive of site)	No. of inst. rooms	Gross building area (sqft)	No. of projects	No. of pupils	Cost (exclusive of site)	No. of inst. rooms	Gross building area (sqft)			
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21
					\$					\$					\$			\$	\$	\$
Elementary	A	0	xxx	xxx	xxx	xxx	xxx	1,412	xxx	65,237	xxx	4,918	1,412	xxx	65,237	xxx	4,918			
		1-6	1,015	125,074	93,320	3,956	7,559	5,241	492,397	421,104	15,861	31,361	6,256	617,471	514,424	19,817	38,920			
		7-13	1,393	402,360	364,949	13,726	27,869	1,639	454,434	391,392	15,169	29,332	3,032	856,794	756,341	28,895	57,201			
		14-20	778	386,754	365,170	13,098	26,508	445	218,497	187,367	7,282	13,550	1,223	605,251	552,537	20,380	40,058			
		21+	491	431,104	427,439	14,423	36,059	97	79,602	60,708	2,522	4,940	588	510,706	488,147	16,945	40,999			
		Total	3,677	1,345,292	1,250,878	45,203	97,995	8,834	1,244,930	1,125,808	40,834	84,101	12,511	2,590,222	2,376,686	86,037	182,096	58,913	81,338	2,516,937
	B	0	xxx	xxx	xxx	xxx	xxx	381	xxx	14,265	xxx	1,061	381	xxx	14,265	xxx	1,061			
		1-6	672	87,550	87,342	3,006	6,101	1,322	124,194	110,558	4,197	7,668	1,994	211,744	197,900	7,203	13,769			
		7-13	1,157	332,497	339,674	11,343	23,651	447	121,015	115,601	4,084	7,718	1,604	453,512	455,275	15,427	31,369			
		14-20	802	400,918	414,412	13,621	27,566	107	53,205	51,123	1,797	3,362	909	454,123	465,535	15,418	30,928			
		21+	195	149,157	161,942	5,135	11,037	38	32,697	45,070	1,114	2,299	233	181,854	207,012	6,249	13,336			
		Total	2,826	970,122	1,003,370	33,105	68,355	2,295	331,111	336,617	11,192	22,108	5,121	1,301,233	1,339,987	44,297	90,463	46,057	62,083	1,448,127
	A&B	Total	6,503	2,315,414	2,254,248	78,308	166,350	11,129	1,576,041	1,462,425	52,026	106,209	17,632	3,891,455	3,716,673	130,334	272,559	104,970	143,421	3,965,064
Secondary	A	0	xxx	xxx	xxx	xxx	xxx	390	xxx	66,971	xxx	4,813	390	xxx	66,971	xxx	4,813			
		1-6	47	5,695	7,976	203	669	1,220	111,914	161,150	4,102	12,061	1,267	117,609	169,126	4,305	12,730			
		7-13	153	40,484	54,592	1,563	4,227	664	169,755	215,395	6,384	15,593	817	210,239	269,987	7,947	19,820			
		14-20	238	103,307	134,235	4,086	10,040	271	118,954	148,546	4,509	10,386	509	222,261	282,781	8,595	20,426			
		21+	576	536,705	847,762	20,557	53,739	241	207,368	288,213	7,620	18,485	817	744,073	1,135,975	28,177	72,224			
		Total	1,014	686,191	1,044,565	26,409	68,675	2,786	607,991	880,275	22,615	61,338	3,800	1,294,182	1,924,840	49,024	130,013	50,886	60,280	2,036,006
	B	0	xxx	xxx	xxx	xxx	xxx	162	xxx	22,462	xxx	1,582	162	xxx	22,462	xxx	1,582			
		1-6	24	3,005	4,044	120	305	420	39,486	57,481	1,443	3,888	444	42,491	61,525	1,563	4,193			
		7-13	131	33,369	52,543	1,349	3,690	214	55,368	69,935	2,050	4,532	345	88,737	122,478	3,399	8,222			
		14-20	217	95,713	149,281	3,676	10,287	95	42,758	53,607	1,602	3,172	312	138,471	202,888	5,278	13,459			
		21+	542	515,141	861,151	19,876	51,259	55	45,365	64,209	1,675	3,694	597	560,506	925,360	21,551	54,953			
		Total	914	647,228	1,067,019	25,021	65,541	946	182,977	267,694	6,770	16,868	1,860	830,205	1,334,713	31,791	82,409	30,373	44,796	1,409,882
	A&B	Total	1,928	1,333,419	2,111,584	51,430	134,216	3,732	790,968	1,147,969	29,385	78,206	5,660	2,124,387	3,259,553	80,815	212,422	81,259	105,076	3,445,888
Combined	A	0	xxx	xxx	xxx	xxx	xxx	396	xxx	29,100	xxx	2,561	396	xxx	29,100	xxx	2,561			
		1-6	21	2,640	3,029	90	249	1,201	125,031	105,760	4,082	9,253	1,222	127,671	108,789	4,172	9,502			
		7-13	109	32,301	24,381	1,147	2,255	686	187,867	152,423	6,653	13,264	795	220,168	176,804	7,800	15,519			
		14-20	101	45,866	34,144	1,746	3,334	275	128,473	100,449	4,524	9,326	376	174,339	134,593	6,270	12,660			
		21+	187	151,416	121,177	5,728	11,482	218	188,109	151,676	6,399	14,795	405	339,525	272,853	12,127	26,277			
		Total	418	232,223	182,731	8,711	17,320	2,776	629,480	539,408	21,658	49,199	3,194	861,703	722,139	30,369	66,519	41,767	20,583	784,489
	B	0	xxx	xxx	xxx	xxx	xxx	334	xxx	27,494	xxx	3,031	334	xxx	27,494	xxx	3,031			
		1-6	7	720	1,108	28	65	296	30,759	37,874	1,128	2,824	303	31,479	38,982	1,156	2,889			
		7-13	37	9,664	9,743	364	797	184	46,357	51,179	1,748	3,487	221	56,021	60,922	2,112	4,284			
		14-20	34	15,782	15,217	576	1,267	73	29,801	28,898	1,136	2,101	107	45,583	44,115	1,712	3,368			
		21+	37	37,640	37,077	1,306	2,857	29	20,525	19,979	756	1,488	66	58,165	57,056	2,062	4,345			
		Total	115	63,806	63,145	2,274	4,986	916	127,442	165,424	4,768	12,931	1,031	191,248	228,569	7,042	17,917	22,094	11,264	261,927
	A&B	Total	533	296,029	245,876	10,985	22,306	3,692	756,922	704,832	26,426	62,130	4,225	1,052,951	950,708	37,411	84,436	63,861	31,847	1,046,416
Rehabilitation for all schools	A	0	xxx	xxx	xxx	xxx	xxx	2,198	xxx	161,308	xxx	12,292	2,198	xxx	161,308	xxx	12,292			
		1-6	1,083	133,409	104,325	4,249	8,477	7,662	729,342	688,014	24,045	52,675	8,745	862,751	792,339	28,294	61,152			
		7-13	1,655	475,145	443,922	16,436	34,351	2,989	812,056	759,210	28,206	58,189	4,644	1,287,201	1,203,132	44,642	92,540			
		14-20	1,117	535,927	533,549	18,930	39,882	991	465,924	436,362	16,315	33,262	2,108	1,001,851	969,911	35,245	73,144			
		21+	1,254	1,119,225	1,396,378	40,708	101,280	556	475,079	500,597	16,541	38,220	1,810	1,594,304	1,896,975	57,249	139,500			
		Total	5,109	2,263,706	2,478,174	80,323	183,990	14,396	2,482,401	2,545,491	85,107	194,638	12,505	4,746,107	5,023,665	165,430	378,628	151,566	162,201	5,337,432
	B	0	xxx	xxx	xxx	xxx	xxx	877	xxx	64,221	xxx	5,674	877	xxx	64,221	xxx	5,674			
		1-6	703	91,275	92,494	3,154	6,471	2,038	194,439	205,913	6,768	14,380	2,741	285,714	298,407	9,922	20,851			
		7-13	1,325	375,530	401,960	13,056	28,138	845	222,740	236,715	7,882	15,737	2,170	598,270	638,675	20,938	43,875			
		14-20	1,053	512,413	578,910	17,873	39,120	275	125,764	133,628	4,535	8,635	1,328	638,177	712,538	22,408	47,755			
		21+	774	701,938	1,060,170	26,317	65,153	122	98,587	129,258	3,545	7,481	896	800,525	1,189,428	29,862	72,634			
		Total	3,855	1,681,156	2,133,534	60,400	138,882	4,157	641,530	769,735	22,730	51,907	8,012	2,322,686	2,903,269	83,130	190,789	98,524	118,143	3,119,936
	A&B	0	xxx	xxx	xxx	xxx	xxx	3,075	xxx	225,529	xxx	17,966	3,075	xxx	225,529	xxx	17,966			
		1-6	1,786	224,684	196,819	7,403	14,948	9,700	923,781	893,927	30,813	67,055	11,486	1,148,465	1,090,746	38,126	82,003			
		7-13	2,980	850,675	845,882	29,492	62,489	3,834	1,034,796	995,925	36,088	73,926	6,814	1,885,471	1,841,807	65,580	136,415			
		14-20	2,170	1,048,340	1,112,459	36,803	79,002	1,266	591,688	569,990	20,850	41,897	3,436	1,640,028	1,682,449	57,653				

TABLE F. PROJECTED FOR THE ENTIRE UNITED STATES ON THE BASIS OF ENROLLMENT
SUMMARY OF PROJECTED PLANS FOR MEETING SCHOOL PLANT NEEDS BY 1959-60
(FINANCIAL AND AREA DATA IN THOUSANDS)

Type of sch.	Definite-ness	Groups by no. of rooms	Complete new school plants					Additions to existing school plants					Total construction					Cost of rehab-itation	Cost of sites and site improve-ments	Total costs (all projects)
			No. of pro-jects	No. of pupils	Cost (exclusive of site)	No. of inst. rooms	Gross building area (sqft)	No. of pro-jects	No. of pupils	Cost (exclusive of site)	No. of inst. rooms	Gross building area (sqft)	No. of pro-jects	No. of pupils	Cost (exclusive of site)	No. of inst. rooms	Gross building area (sqft)			
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21
					\$					\$					\$			\$	\$	\$
Elementary	A	0	xxx	xxx	xxx	xxx	xxx	1,944	xxx	89,821	xxx	6,771	1,944	xxx	89,821	xxx	6,771			
		1-6	1,397	172,207	128,487	5,447	10,408	7,216	677,953	579,793	21,838	43,179	8,613	xxx	850,160	708,280	27,285	53,587		
		7-13	1,918	553,986	502,477	18,899	38,371	2,257	625,684	538,885	20,885	40,386	4,175	1,179,670	1,041,362	39,784	78,757			
		14-20	1,071	532,499	502,781	18,034	36,497	613	300,836	257,975	10,026	18,656	1,684	833,335	760,756	28,060	55,153			
		21+	676	593,562	588,516	19,858	49,648	134	109,599	83,585	3,472	6,802	810	703,161	672,101	22,320	56,450			
	Total	5,062	1,852,254	1,722,261	62,238	134,924	12,164	1,714,072	1,550,059	56,221	115,794	17,226	3,566,326	3,272,320	118,459	250,718				
	B	0	xxx	xxx	xxx	xxx	xxx	525	xxx	19,641	xxx	1,461	525	xxx	19,641	xxx	1,461			
		1-6	925	120,542	120,256	4,139	8,400	1,820	170,995	152,221	5,779	10,558	2,745	291,537	272,477	9,918	18,958			
		7-13	1,593	457,796	467,677	15,618	32,564	615	166,618	159,164	5,623	10,626	2,208	624,414	626,841	21,241	43,190			
		14-20	1,104	552,000	570,580	18,754	37,954	147	73,255	70,388	2,474	4,629	1,251	625,255	640,968	21,228	42,583			
21+		269	205,366	222,968	7,070	15,196	52	45,019	62,054	1,534	3,165	321	250,385	285,022	8,604	18,361				
A&B	Total	8,953	3,187,958	3,103,742	107,819	229,038	15,323	2,169,959	2,013,527	71,631	146,233	24,276	5,357,917	5,117,269	179,450	375,271	63,413	85,478	1,993,840	
Secondary	A	0	xxx	xxx	xxx	xxx	xxx	537	xxx	92,208	xxx	6,627	537	xxx	92,208	xxx	6,627			
		1-6	65	7,841	10,982	279	921	1,680	154,088	221,878	5,648	16,606	1,745	161,929	232,860	5,927	17,527			
		7-13	210	55,740	75,165	2,152	5,819	914	233,726	296,565	8,790	21,469	1,124	289,466	371,730	10,942	27,288			
		14-20	328	142,237	184,820	5,626	13,823	373	163,780	204,524	6,208	14,300	701	306,017	389,344	11,834	28,123			
		21+	793	738,958	1,167,234	28,304	73,990	332	285,513	396,824	10,492	25,451	1,125	1,024,471	1,564,058	38,796	99,441			
	Total	1,396	944,776	1,438,201	36,361	94,553	3,836	837,107	1,211,999	31,138	84,453	5,232	1,781,883	2,650,200	67,499	179,006	70,062	82,996	2,803,258	
	B	0	xxx	xxx	xxx	xxx	xxx	223	xxx	30,927	xxx	2,178	223	xxx	30,927	xxx	2,178			
		1-6	33	4,137	5,568	165	420	578	54,366	79,142	1,987	5,353	611	58,503	84,710	2,152	5,773			
		7-13	180	45,944	72,343	1,857	5,081	295	76,233	96,289	2,823	6,240	475	122,177	168,632	4,680	11,321			
		14-20	299	131,782	205,536	5,061	14,164	131	58,871	73,808	2,206	4,367	430	190,653	279,344	7,267	18,531			
21+		746	709,268	1,185,668	27,366	70,576	76	62,460	88,406	2,306	5,086	822	771,728	1,274,074	29,672	75,662				
A&B	Total	2,654	1,835,907	2,907,316	70,810	184,794	5,139	1,089,037	1,580,571	40,460	107,677	7,793	2,924,944	4,487,887	111,270	292,471	41,819	61,677	1,941,183	
Combined	A	0	xxx	xxx	xxx	xxx	xxx	545	xxx	40,066	xxx	3,526	545	xxx	40,066	xxx	3,526			
		1-6	29	3,635	4,170	124	341	1,654	172,148	145,615	5,620	12,740	1,683	175,783	249,785	5,744	13,081			
		7-13	150	44,473	33,569	1,579	3,105	945	258,663	209,862	9,160	18,262	1,095	303,136	243,431	10,739	21,367			
		14-20	139	63,150	47,011	2,404	4,590	379	176,887	138,302	6,229	12,840	518	240,037	185,313	8,633	17,430			
		21+	257	208,476	166,842	7,887	15,809	300	258,926	208,834	8,810	20,370	557	467,472	375,676	16,697	36,179			
	Total	575	319,734	251,592	11,994	23,845	3,823	866,694	742,679	29,819	67,738	4,398	1,186,428	994,271	41,813	91,583	57,507	28,340	1,080,118	
	B	0	xxx	xxx	xxx	xxx	xxx	460	xxx	37,855	xxx	4,173	460	xxx	37,855	xxx	4,173			
		1-6	10	991	1,526	39	89	408	42,350	52,146	1,553	3,888	418	43,341	53,672	1,592	3,977			
		7-13	51	13,306	13,415	501	1,097	253	63,826	70,465	2,407	4,801	304	77,132	83,880	2,908	5,898			
		14-20	47	21,729	20,951	793	1,744	101	41,031	39,788	1,564	2,893	148	62,760	60,739	2,357	4,637			
21+		51	51,824	51,049	1,798	3,934	40	28,260	27,508	1,041	2,047	91	80,084	78,557	2,832	5,981				
A&B	Total	159	87,850	86,941	3,131	6,864	1,262	175,467	227,762	6,565	17,802	1,421	263,317	314,703	9,696	24,666	30,420	15,509	360,632	
Recapitulation for all schools	A	0	xxx	xxx	xxx	xxx	xxx	3,026	xxx	222,095	xxx	16,924	3,026	xxx	222,095	xxx	16,924			
		1-6	1,491	183,683	143,639	5,850	11,670	10,550	1,004,189	947,286	33,106	72,525	12,041	1,187,872	1,090,925	38,956	84,195			
		7-13	2,278	654,199	611,211	22,630	47,295	4,116	1,118,073	1,045,312	38,835	80,117	6,394	1,772,272	1,656,523	61,465	127,412			
		14-20	1,538	737,886	734,612	26,064	54,910	1,365	641,503	600,801	22,463	45,796	2,903	1,379,389	1,335,413	48,527	100,706			
		21+	1,726	1,540,996	1,922,592	56,049	139,447	766	654,108	689,243	22,774	52,623	2,492	2,195,104	2,611,835	78,823	192,070			
		Total	7,033	3,116,764	3,412,054	110,593	253,322	19,823	3,417,873	3,504,737	117,178	267,985	26,856	6,534,634	6,916,791	227,771	521,307	208,683	223,326	7,348,800
	B	0	xxx	xxx	xxx	xxx	xxx	1,208	xxx	88,423	xxx	7,812	1,208	xxx	88,423	xxx	7,812			
		1-6	968	125,670	127,350	4,343	8,909	2,806	267,711	283,509	9,319	19,799	3,774	393,381	410,859	13,662	28,708			
		7-13	1,824	517,046	553,435	17,976	38,742	1,163	306,677	325,918	10,853	21,667	2,987	823,723	879,353	28,829	60,409			
		14-20	1,450	705,511	797,067	24,608	53,862	379	173,157	183,984	6,244	11,889	1,829	878,668	981,051	30,852	65,751			
		21+	1,066	966,458	1,459,685	36,234	89,706	168	135,739	177,958	4,881	10,298	1,234	1,102,197	1,637,653	41,115	100,004			
		Total	5,308	2,314,685	2,927,537	83,161	191,219	5,724	883,284	1,059,802	31,227	71,465	11,032	3,197,969	3,997,339	114,458	262,684	135,652	162,664	4,295,655
	A&B	0	xxx	xxx	xxx	xxx	xxx	4,234	xxx	310,518	xxx	24,736	4,234	xxx	310,518	xxx	24,736			
		1-6	2,459	309,353	270,989	10,193	20,579	13,356	1,271,900	1,230,795	42,425	92,324	15,815	1,581,253	1,501,784	52,618	112,903			
		7-13	4,102	1,171,245	1,164,646	40,606	86,037	5,279	1,424,750	1,371,230	49,688	101,784	9,381	2,595,995	2,535,876	90,294	187,821			
		14-20	2,988	1,443,397	1,531,679	50,672	108,772	1,744	814,660	784,785	28,707	57,685	4,732	2,258,058	2,316,464	79,379	166,457			
		21+	2,792	2,507,454	3,382,277	92,283	229,153	934	789,847	867,211	27,655	62,921	3,726	3,277,301	4,249,488	119,938	292,074			
		Total	12,341	5,431,449	6,349,591	193,754	444,541	25,547	4,301,157	4,564,539	148,475	339,450	37,888	9,732,606	10,914,130	342,229	783,991	344,335	385,990	11,644,455
C	Total	xxx	xxx	xxx	xxx	xxx	xxx	xxx	xxx	xxx	xxx	xxx	3,734,440	3,882,084	134,276	300,474	123,621	190,883	4,196,588	
TOTAL A, B, & C			xxx	xxx	xxx	xxx	xxx	xxx	xxx	xxx	xxx	xxx	13,467,046	14,7						

21 percent are in additions to existing elementary schools, making a total of 52 percent of all programed classrooms in elementary schools. Twenty-one percent of all of the programed classrooms are in new secondary schools while 12 percent are in additions to existing secondary schools, making a total of 33 percent of all programed classrooms in secondary schools. Four percent of all the programed classrooms are in new combined elementary-secondary schools while 11 percent are in additions to existing combined schools, making a total of 15 percent of all programed classrooms in combined elementary-secondary schools.

Chart 6 has been derived from table E, showing the distribution of classrooms in programed new schools according to size groups. This chart is exclusive of additions to existing plants. It reveals that only 9 percent of the elementary, 1 percent of the secondary, and 1 percent of the combined elementary-secondary classrooms are programed for projects with 1-6 classrooms. In the secondary schools, 78 percent of all of the proposed classrooms are in projects with more than 20 rooms, and 64 percent of the combined elementary-secondary classrooms are in projects with more than 20 rooms.

TABLE G. UNIT COSTS, UNIT AREAS, AND NUMBER OF ROOMS OF NEW SCHOOL PLANTS FOR 38 STATES

[Derived from table E]

Type of school	Groups by number of rooms	Average cost per ¹			Average gross area per		Average number of rooms
		Pupil	Room	Sq. ft.	Pupil (Sq. ft.)	Room (Sq. ft.)	
1	2	3	4	5	6	7	8
Elementary.....	1-6.....	\$850	\$25,950	\$13.23	64	1,962	4
	7-13.....	959	28,107	13.68	70	2,055	10
	14-20.....	990	29,177	14.42	69	2,024	17
	Over 20.....	1,016	30,135	12.51	81	2,408	29
	All.....	974	28,787	13.55	72	2,124	12
Secondary.....	1-6.....	1,382	37,214	12.34	112	3,017	5
	7-13.....	1,451	36,791	13.53	107	2,718	10
	14-20.....	1,425	36,526	13.95	102	2,619	17
	Over 20.....	1,625	42,265	16.28	100	2,597	36
	All.....	1,584	41,057	15.73	101	2,610	27
Combined elementary-secondary.....	1-6.....	1,231	35,063	13.19	93	2,659	4
	7-13.....	813	22,583	11.18	73	2,020	10
	14-20.....	801	21,258	10.73	75	1,982	17
	Over 20.....	837	22,498	11.04	76	2,039	31
	All.....	831	22,383	11.02	75	2,031	21
All schools.....	All groups.....	1,169	² 32,772	14.28	82	2,294	16

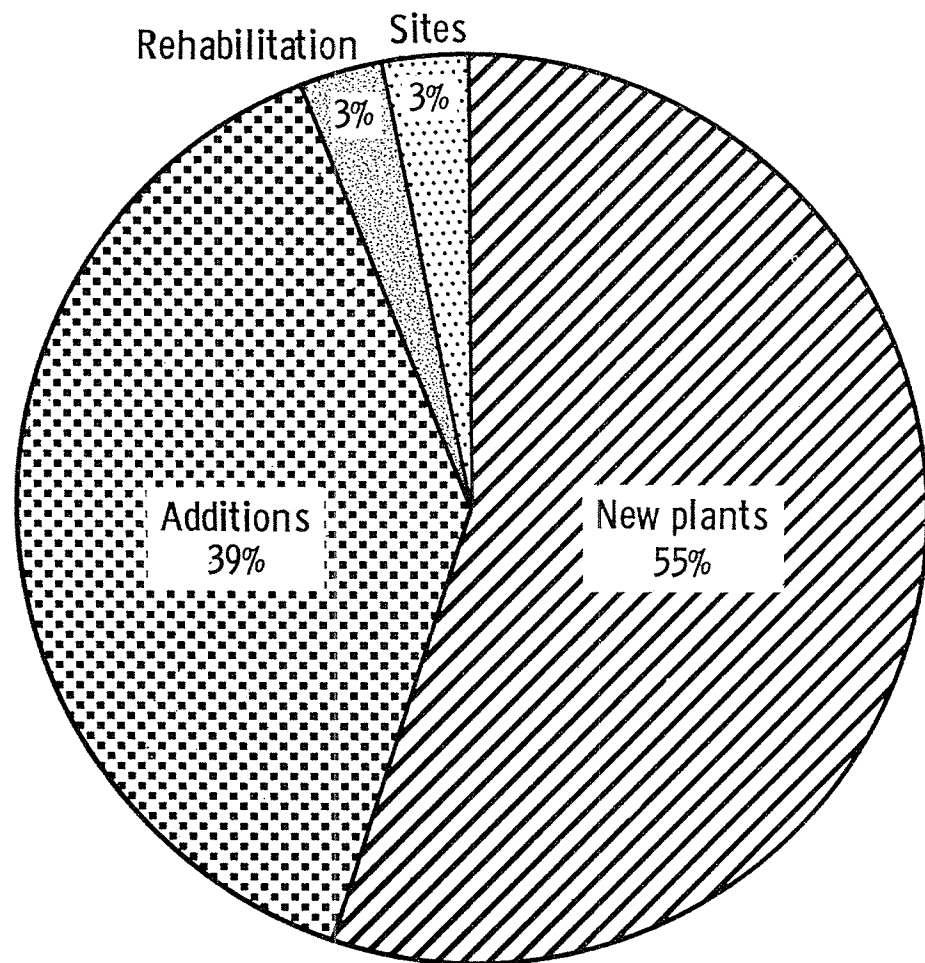
¹ Exclusive of sites.

² This estimated cost per classroom is less than the CMP classroom cost reported in Section II, even though construction prices have increased. This difference

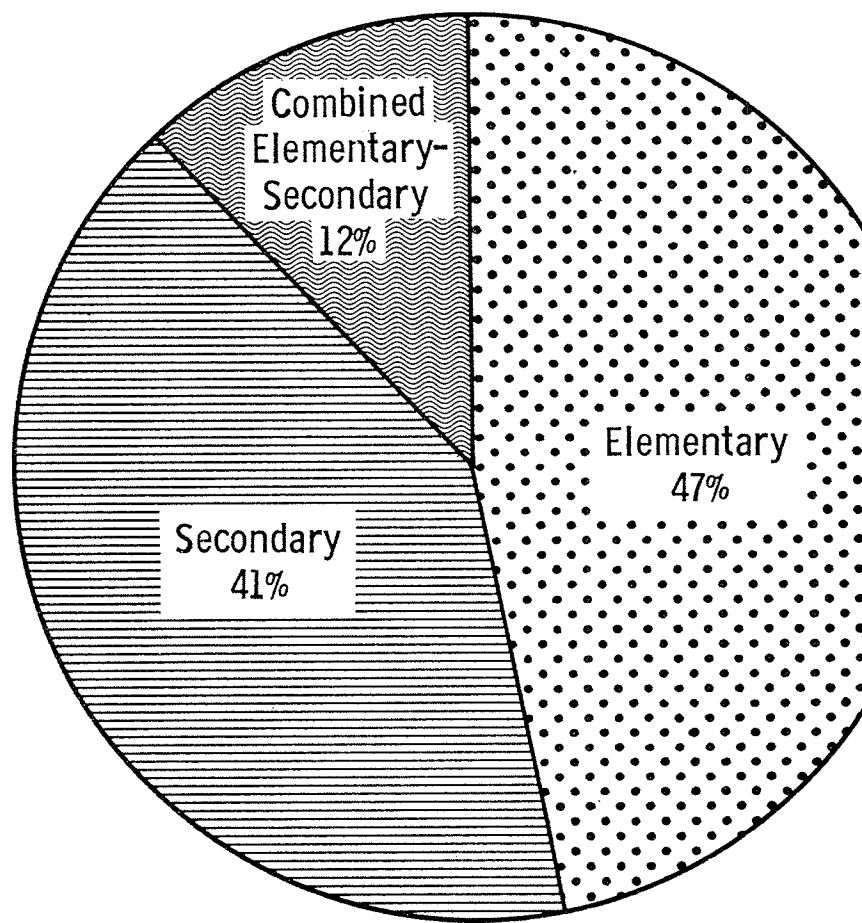
results from two factors: (1) the CMP data did not include low-cost projects requiring less than 25 tons of steel, and (2) conservative current State estimates of capital outlay costs.

CHART 4.

Estimated Cost of All Programed Projects Distributed According to Purpose and Type of School



PURPOSE



TYPE OF SCHOOL

Type of School and by New Plants and Additions

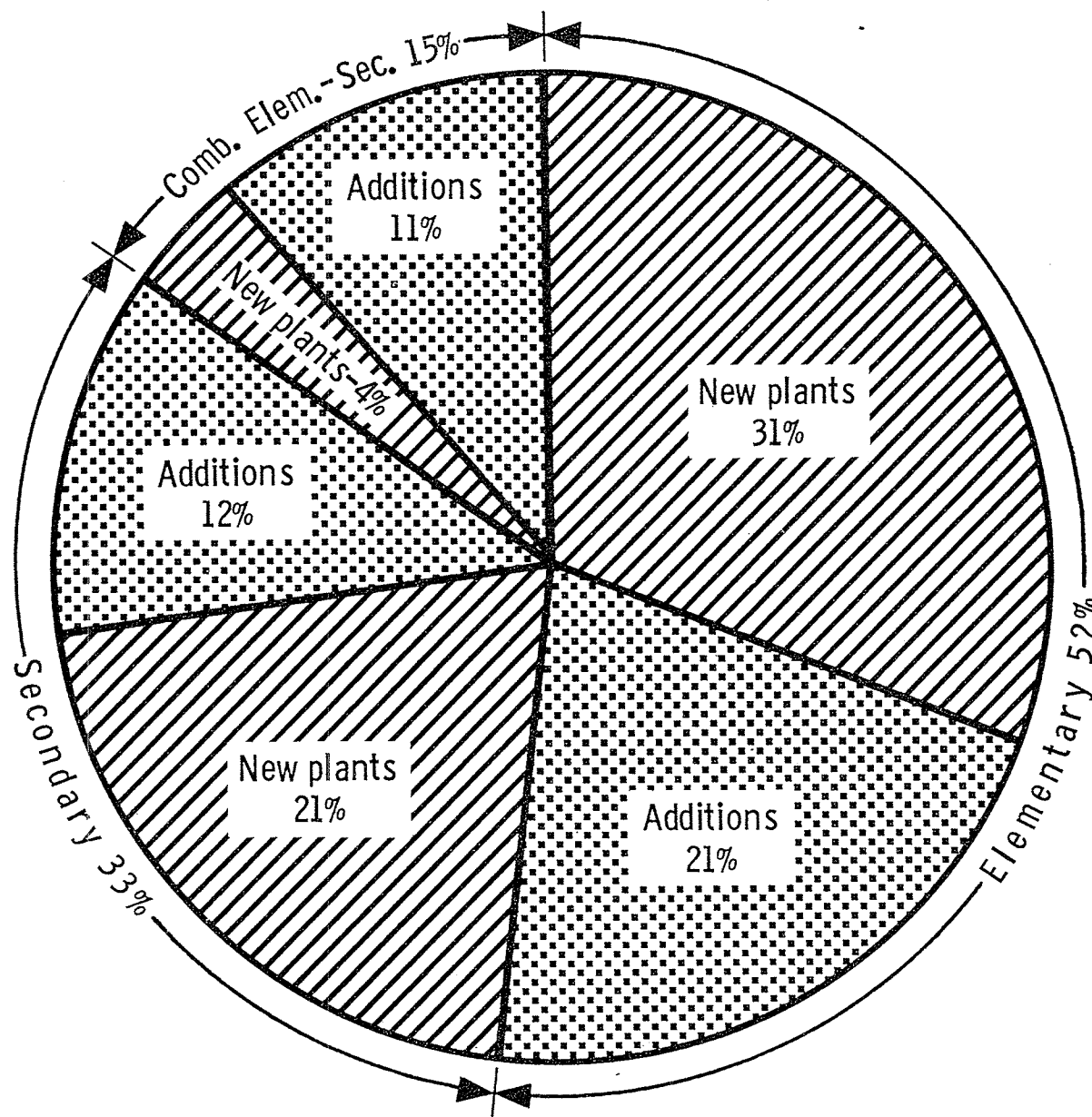
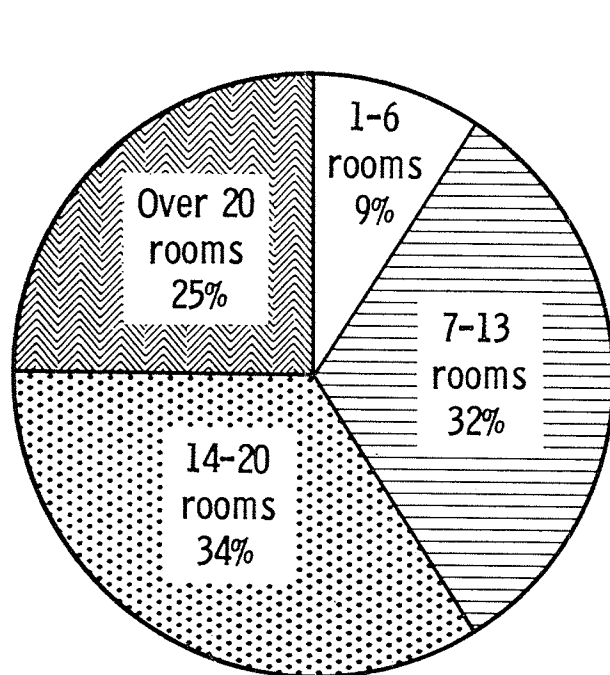
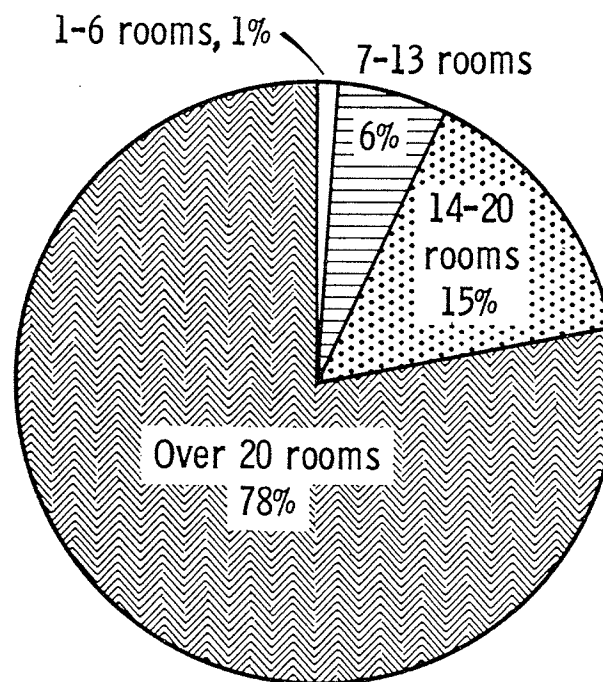


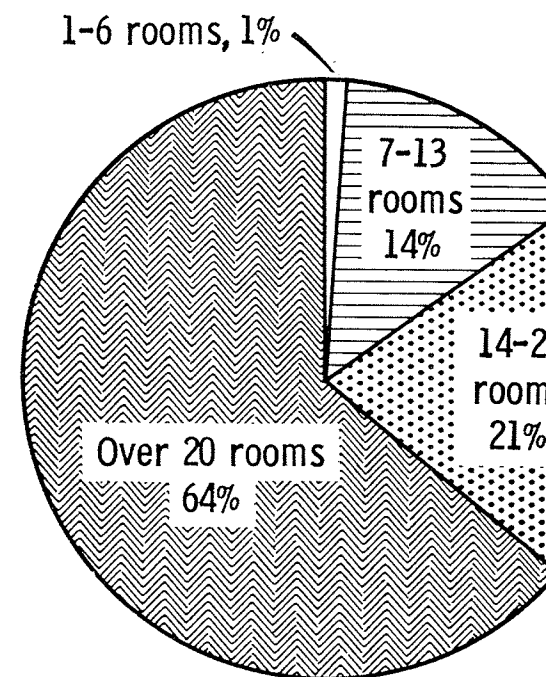
CHART 6.
Size of New Schools and Percent of
Classrooms in Each Size Group



ELEMENTARY



SECONDARY



COMBINED
ELEMENTARY-SECONDARY

SECTION IV—Effects of the Projected Program

Classrooms

In the *Report of the Status Phase of the School Facilities Survey*, detailed information was given on the number, type, and capacity of regular classrooms, special instruction rooms, and general-use rooms of school plants in March 1951. In the long-range programing of school facilities, State and local planning committees devoted much attention to the specific types of facilities best suited for the educational program of the community. These details were necessary in order to report programed projects, but they were too voluminous to be included in the State-to-Federal reports.

Although this publication does not list the various types of facilities other than classrooms, it is obvious from gross areas reported that new schools are being planned to include the necessary special-purpose and general-use rooms. In many cases additions to school plants also contain general-use facilities as well as classrooms.

Table H provides a State-by-State summary of the effect of the projected program for meeting school plant needs by 1959-60. Column 2 shows the total number of classrooms by types of schools in use at the time of the Survey. Column 3 reports the number of existing rooms which should be abandoned, while column 4 gives the net change in the number of classrooms resulting from proposed remodeling or conversion from one type of school or use to another. Column 5 shows the total number of instruction rooms in the projected construction program including the number of classrooms under construction at the time of the Survey. Column 6 gives the total number of classrooms

by types of schools that would be available in the fall of 1959, if this program should be carried out. Column 6, for each type of school, is column 2, minus column 3, plus or minus column 4, plus column 5.

When the foregoing information is projected for the entire United States, it indicates that there were approximately 995,000 classrooms in school plants in use at the time of the Survey. Of this number about 191,000 should be abandoned by 1959-60. Column 5 (d) of table H indicates that 512,000 classrooms were programed for construction by September 1959, including approximately 35,000 which were reported as under construction at the time of the Survey. This is based upon the assumption that the long-range programs in the States which did not make reports to the Office of Education are in the same proportion as the 38 States which reported. If this program should be carried out, the projection indicates that there would be 1,315,000 classrooms available in the United States by the fall of 1959.

School Centers and Administrative Units

Table I shows the effect of the projected long-range program upon the number of school centers by types of schools in each of the 38 States.

If the proposed program should be carried out, the number of school centers by type of school is derived by taking the number of school centers at the time of the Survey in column 2 of table I, subtracting the number of centers in column 3 that should be abandoned, adding or subtracting the net change in the number of centers due to conversion from one type of school to another as shown in column 4,

TABLE H. CHANGE IN NUMBER OF CLASSROOMS
AS PER PROJECTED PLANS FOR MEETING SCHOOL PLANT NEEDS
BY 1959-60

1 States	2 Available in school plants in use at the time of the Survey				3 Should be abandoned by 1959-60				4 Net change in number of rooms due to remodeling and conversion				5 Under construction and programed for construction by 1959-60 (plus residual)				6 Number of rooms that would be available by 1959-60			
	Combined				Combined				Combined				Combined				Combined			
	Elementary (a)	Secondary (b)	Elem.-Sec. (c)	Total (d)	Elementary (a)	Secondary (b)	Elem.-Sec. (c)	Total (d)	Elementary (a)	Secondary (b)	Elem.-Sec. (c)	Total (d)	Elementary (a)	Secondary (b)	Elem.-Sec. (c)	Total (d)	Elementary (a)	Secondary (b)	Elem.-Sec. (c)	Total (d)
Alabama.....	3,567	1,392	14,791	19,750	2,691	214	6,891	9,796	+1,317	-86	-1,817	-586	3,470	768	9,602	13,840	5,663	1,860	15,685	23,208
Arizona.....	3,993	1,125	—	5,118	485	142	—	627	-5	—	—	-5	2,946	1,021	—	3,967	6,449	2,004	—	8,453
Arkansas.....	3,917	2,328	7,763	14,008	1,493	303	2,210	4,006	+419	+302	-1,055	-334	2,869	1,674	3,870	8,413	5,712	4,001	8,368	18,081
California.....	41,585	24,069	23	65,677	9,999	6,411	8	16,418	—	—	—	—	32,507	25,041	16	57,564	64,093	42,699	31	106,823
Colorado.....	5,960	2,427	1,979	10,366	1,226	132	126	1,484	—	—	—	—	2,492	1,935	333	4,760	7,226	4,230	2,186	13,642
Connecticut...	8,084	2,302	1,426	11,812	679	126	57	862	+24	-5	+48	+67	2,835	1,409	1,471	5,715	10,264	3,580	2,888	16,732
Florida.....	8,785	4,029	5,112	17,926	2,407	369	1,149	3,925	+815	+201	-1,175	-159	6,974	4,194	1,750	12,918	14,167	8,055	4,538	26,760
Georgia.....	10,452	3,061	7,019	20,532	3,250	250	2,210	5,710	+118	+221	+181	+520	6,189	2,396	18,113	26,698	13,509	5,423	23,103	42,040
Indiana.....	11,927	5,002	11,044	27,973	1,904	250	1,825	3,979	—	—	—	—	3,658	5,478	1,464	10,600	13,681	10,230	10,683	34,594
Iowa.....	5,358	3,930	10,078	19,366	426	196	482	1,104	+54	+55	+242	+351	278	170	3,120	3,568	5,264	3,959	12,958	22,181
Kansas.....	11,613	7,563	2,144	21,320	3,480	618	286	4,384	—	—	—	—	6,292	2,811	652	9,755	14,425	9,756	2,510	26,691
Kentucky.....	10,419	2,558	5,970	18,947	6,614	347	1,100	8,061	+1,736	+195	-1,945	-14	7,403	1,435	1,762	10,600	12,944	3,841	4,687	21,472
Louisiana.....	7,549	1,119	9,302	17,970	2,124	128	867	3,119	+131	-56	-150	-75	4,393	1,324	4,340	10,057	9,949	2,259	12,625	24,833
Maine.....	3,936	1,738	191	5,865	1,659	457	21	2,137	+57	-64	—	-7	2,578	1,231	170	3,979	4,912	2,448	340	7,700
Maryland.....	6,777	4,261	1,560	12,598	440	38	22	500	-23	+41	-10	+8	4,379	3,400	149	7,928	10,693	7,664	1,677	20,036
Massachusetts..	11,811	9,154	6,418	27,383	4,318	1,297	—	5,615	+335	-176	-229	-70	6,436	4,194	409	11,039	14,264	11,875	6,598	32,737
Michigan.....	21,857	11,089	8,007	40,953	4,189	698	537	5,424	+296	-86	-210	—	11,398	5,582	2,184	19,164	29,362	15,887	9,444	54,693
Minnesota.....	9,662	3,874	7,868	21,404	4,183	175	833	5,191	+358	+1,589	-2,430	-483	4,107	2,779	3,038	9,924	9,944	8,067	7,643	25,654
Mississippi.....	7,188	1,807	8,219	17,214	3,514	40	833	4,387	+188	—	-186	+2	2,379	661	3,539	6,579	6,241	2,428	10,739	19,408
Montana.....	3,070	827	1,622	5,519	800	220	520	1,540	—	—	—	—	360	465	172	997	2,630	1,072	1,274	4,976
Nevada.....	992	321	231	1,544	224	24	52	300	+22	—	+4	+26	535	157	82	774	1,325	454	265	2,044
New Hampshire..	1,820	1,038	433	3,291	812	207	70	1,089	+97	-46	-51	—	872	613	149	1,634	1,977	1,398	461	3,836
New Jersey.....	18,022	6,520	1,836	26,378	1,718	172	17	1,907	+2	+109	-121	-10	7,214	5,267	147	12,628	23,520	11,724	1,845	37,089
New Mexico.....	3,861	698	1,384	5,943	190	126	100	416	+50	+15	+33	+98	3,075	650	935	4,660	6,796	1,237	2,252	10,285
North Carolina..	10,000	2,000	19,000	31,000	2,000	200	800	3,000	+400	+100	-600	-100	4,200	1,500	6,000	11,700	12,600	3,400	23,600	39,600
Oklahoma.....	8,551	5,332	5,079	18,962	1,727	962	1,473	4,162	+1	+97	-122	-24	3,480	2,621	2,124	8,225	10,305	7,088	5,608	23,001
Oregon.....	8,395	3,529	688	12,612	337	98	38	473	+173	-71	-78	+24	2,503	1,491	64	4,058	10,734	4,851	636	16,221
Pennsylvania...	37,208	27,441	12,208	76,857	8,277	1,216	301	9,794	+2,551	-1,306	-1,108	+137	7,846	11,250	609	19,705	39,328	36,169	11,408	86,905
Rhode Island...	2,149	1,303	299	3,751	412	16	14	442	+93	+17	-101	+9	781	631	35	1,447	2,611	1,935	219	4,765
Tennessee.....	13,809	2,341	6,805	22,955	5,173	180	924	6,277	+382	+4	-328	+58	7,675	1,289	2,394	11,358	16,693	3,454	7,947	28,094
Texas.....	20,000	7,593	18,977	46,570	11,347	1,914	4,327	17,588	—	—	—	—	26,505	7,066	221	33,792	35,158	12,745	14,871	62,774
Vermont.....	1,568	456	663	2,687	585	42	178	805	+131	-67	-110	-46	625	805	29	1,459	1,739	1,152	404	3,299
Washington.....	11,065	7,116	—	18,181	229	67	—	296	—	—	—	—	3,418	3,066	—	6,484	14,254	10,115	—	24,369
West Virginia...	9,519	4,269	2,327	16,115	1,857	207	179	2,243	+216	+8	-222	+2	3,110	1,594	283	4,987	10,988	5,664	2,209	18,866
Wisconsin.....	12,761	4,916	3,875	21,552	833	129	19	981	+285	-162	-189	-66	2,641	1,155	592	4,388	14,854	5,780	4,259	24,893
Alaska.....	706	41	309	1,056	63	4	28	95	—	—	—	—	221	96	111	428	864	133	392	1,389
Hawaii.....	2,009	1,017	792	3,818	283	48	104	435	+8	-2	—	+6	1,194	648	114	1,956	2,928	1,615	802	5,345
Puerto Rico...	3,183	1,518	2,622	7,323	21	15	18	54	—	—	—	—	1,909	1,168	1,194	4,271	5,071	2,671	3,798	11,540
38 States.....	363,128	171,104	188,064	722,296	91,969	18,038	28,619	138,626	+10,231	+827	-11,729	-671	191,747	109,035	71,237	372,019	473,137	262,928	218,953	955,011
United States ^{1/}	500,000	236,000	259,000	995,000	127,000	25,000	39,000	191,000	+14,000	+1,000	-16,000	-1,000	264,000	150,000	98,000	512,000	651,000	362,000	302,000	1,315,000

^{1/} Projected on the basis of enrollments in all States and territories, rounded to thousands, from data reported from 38 States enrolling 72.62965% of the pupils in the Fall of 1954.

and adding the number of centers in the proposed long-range program including centers under construction at the time of the Survey as shown in column 5.

Table I also shows the effect of the long-range program upon the number of local school administrative units. Column 7 gives the number of existing units at the time of the Survey. There were 25,699 administrative units in the 38 States operating elementary schools only, 807 units operating secondary schools only, while 9,521 units operated both elementary and secondary schools. There were 6,482 units which did not operate schools. Column 8 shows that a total of 17,417 local administrative units will be in operation in 1959-60 according to the projected program.

When the foregoing information is projected for the entire United States, it indicates that there were 120,088 school centers in use at the time of the Survey. Of this number 42,804 should be abandoned by 1959-60, and 19,501 programed for construction by September 1959, including school centers under construction at the time of the Survey. If this program should be carried out, it is indicated that there would be 96,335 school centers in the entire United States in the Fall of 1959, or 23,753 fewer than at the time Survey data were collected.

Capital Outlay and Applicable Resources

Table J summarizes the total estimated capital outlay by States and shows the number of administrative units in each State with inadequate capital outlay resources for financing the long-range projected program. Column 2 gives the total number of administrative units in the States, while column 4 shows the number of units with inadequate applicable capital outlay resources to finance the projected program. Column 3 gives the total capital outlay for each State, while column 5 shows the total capital outlay for the administrative units in each State with inadequate applicable capital outlay resources. Column 6 gives the total applicable capital outlay resources of all the administrative units in each State with inadequate resources for financing

the projected programs. Column 7 shows the total deficits of all the administrative units in each State having inadequate applicable capital outlay resources.

The total cost of \$11,630,383,000 for capital outlay in 38 States, shown in column 3 of table J, includes \$125,533,000 for necessary additional school buses, exclusive of replacements. In the administrative units with inadequate capital outlay resources, \$82,090,000 of the total capital outlay of \$7,941,267,000, shown in column 5 of table J, is for additional buses. In some cases buses are purchased with bond funds, while in other cases they are financed with current expense funds. Wherever costs for additional buses were included, the resources for financing buses were also included.

The applicable capital outlay resources, totaling \$2,918,-061,000 in column 6 of table J, were estimated on the basis of existing laws in each State at the time of the Survey in each State. The applicable capital outlay resources do not include funds which will become available as a result of State laws passed since the Survey was made. Reports from some States indicate that legislation has been enacted or proposed, based on conditions revealed by the Survey, which will increase the applicable capital outlay resources.

The term "applicable capital outlay resources" as used in this report means the capital outlay resources estimated to become available to the respective local school administrative units by June 30, 1959. Any excess of resources in one fiscal unit over the cost of the projected program in that unit is not an applicable resource for another fiscal unit. Applicable resources include: (1) unobligated capital outlay funds on hand; (2) additional bonding capacity, that is, total bonding capacity within the limitations of law and customary practice, less bonded debt which cannot be retired by debt-service funds on hand; (3) local capital outlay revenues, such as received from special building fund levies; and (4) other funds which are expected to be made available for construction, equipment, school buses, and other expenditures properly chargeable to capital outlay.

Of the 38 States reporting, 11 reported on the basis of local school administrative units only; 4 reported on the

TABLE I. CHANGE IN NUMBER OF SCHOOL CENTERS AND ADMINISTRATIVE UNITS
AS PER PROJECTED PLANS FOR MEETING SCHOOL PLANT NEEDS BY 1959-60

1	School centers																Local school administrative units														
	2				3				4				5				6				7					8					
	Now in use				Should be abandoned by 1959-60				Net change due to conversion				Reported in Table 1 and under construction				Number of centers that would be available by 1959-60				Number of existing local school administrative units in the State					Estimated number of local school administrative units by 1959-60					
	Elementary	Secondary	Combined elementary-secondary	Total	Elementary	Secondary	Combined elementary-secondary	Total	Elementary	Secondary	Combined elementary-secondary	Total	Elementary	Secondary	Combined elementary-secondary	Total	Elementary	Secondary	Combined elementary-secondary	Total	Operating elementary schools only	Operating secondary schools only	Operating both elementary and secondary	Not operating schools	Total	Operating elementary schools only	Operating secondary schools only	Operating both elementary and secondary	Not operating schools		
States	(a)	(b)	(c)	(d)	(a)	(b)	(c)	(d)	(a)	(b)	(c)	(d)	(a)	(b)	(c)	(d)	(a)	(b)	(c)	(d)	(a)	(b)	(c)	(d)	(e)	(a)	(b)	(c)	(d)		
Alabama.....	947	50	1,211	2,208	827	8	535	1,370	+249	-2	-247	---	155	14	67	236	524	54	496	1,074	---	---	108	---	108	---	---	121	44	---	108
Arizona.....	268	46	---	314	32	3	---	35	---	-1	---	-1	160	20	---	180	396	62	---	458	---	119	39	---	---	158	---	---	---	---	
Arkansas.....	730	128	775	1,633	345	4	164	513	+98	+27	-125	---	145	39	19	203	628	190	505	1,323	---	6	1	415	1	423	---	9	1	407	---
California.....	3,771	678	16	4,465	698	37	6	741	---	---	---	---	1,019	377	2	1,398	4,092	1,018	12	5,122	---	1,680	263	75	---	2,018	---	23	244	---	
Colorado.....	1,203	125	173	1,501	459	10	24	493	+12	---	-12	---	112	44	12	168	868	159	149	1,176	---	521	38	186	406	1,151	---	236	20	174	---
Connecticut...	701	70	59	830	11	2	5	18	+7	-5	+6	+8	230	55	43	328	927	118	103	1,148	---	85	4	85	---	174	---	78	6	92	---
Florida.....	919	144	299	1,362	334	12	24	370	+89	+9	-98	---	259	108	14	381	933	249	191	1,373	---	---	---	---	67	---	---	---	67	---	
Georgia.....	2,093	195	602	2,890	1,307	35	196	1,538	-340	+13	+35	-292	450	91	337	878	896	264	778	1,938	---	---	---	200	---	---	---	---	194	---	
Indiana.....	1,482	241	545	2,268	578	18	71	667	---	---	---	---	287	184	33	504	1,191	407	507	2,105	---	349	5	679	71	1,104	---	309	5	679	71
Iowa.....	492	170	722	1,384	41	6	22	69	-6	+2	-11	-15	77	38	14	129	522	204	703	1,429	---	2,051	---	836	1,671	4,558	---	1,800	---	800	---
Kansas.....	3,347	323	236	3,906	1,430	62	48	1,540	---	---	---	---	700	144	46	890	2,617	405	234	3,256	---	2,634	270	260	256	3,420	---	1,634	250	260	---
Kentucky.....	4,008	116	392	4,516	3,471	13	52	3,536	+151	+7	-158	---	342	45	19	406	1,030	155	201	1,386	---	7	---	221	---	228	---	1	---	164	---
Louisiana.....	1,295	34	510	1,839	610	2	25	637	+14	+1	-18	-3	199	45	77	321	898	78	544	1,520	---	---	---	67	---	---	---	---	67	---	
Maine.....	1,158	132	67	1,357	673	62	10	745	+41	-36	-5	---	381	85	14	480	907	119	66	1,092	---	301	4	170	22	497	---	328	24	128	---
Maryland.....	713	146	92	951	150	3	---	153	+1	-1	---	---	304	137	26	467	868	279	118	1,265	---	---	---	24	---	---	---	---	24	---	
Massachusetts.	1,273	307	439	2,019	455	61	109	625	+124	-10	-115	-1	407	140	23	570	1,349	376	238	1,963	---	19	---	330	2	351	---	96	18	244	4
Michigan.....	4,292	235	456	4,983	1,897	25	19	1,941	+18	-8	-10	---	506	110	41	657	2,918	312	469	3,699	---	3,126	---	534	872	4,532	---	922	---	508	---
Minnesota.....	3,937	115	428	4,480	3,246	6	7	3,259	+31	+83	-114	---	249	70	12	331	971	262	319	1,552	---	3,186	---	443	1,812	5,441	---	---	---	446	---
Mississippi...	2,512	60	696	3,268	2,030	---	77	2,107	+20	---	-20	---	152	21	122	295	654	81	721	1,456	---	---	---	549	9	1,417	---	---	---	250	---
Montana.....	1,169	48	138	1,355	318	12	59	389	---	---	---	---	25	17	4	46	876	53	83	1,012	---	858	---	177	239	1,274	---	700	---	180	---
Nevada.....	169	17	19	205	35	1	1	37	---	---	---	---	11	1	1	13	145	17	19	181	---	126	11	22	12	171	---	96	8	23	---
New Hampshire.	417	59	34	510	282	19	8	309	+8	-6	-2	---	46	15	6	67	189	49	30	268	---	144	---	83	7	234	---	87	---	64	---
New Jersey.....	1,465	197	67	1,729	230	11	2	243	---	+4	-3	+1	303	100	1	404	1,538	290	63	1,891	---	334	6	183	23	546	---	327	37	182	---
New Mexico.....	624	69	130	823	22	10	6	38	-30	+5	-3	-28	188	48	30	266	760	112	151	1,023	---	---	---	91	---	104	---	---	---	58	---
North Carolina	1,416	78	850	2,344	545	---	7	552	+124	+16	-140	---	167	70	41	278	1,162	164	744	2,070	---	---	---	174	---	---	---	---	---	174	---
Oklahoma.....	1,684	215	504	2,403	48	18	8	74	+2	+6	-8	---	81	54	21	156	1,719	257	509	2,485	---	1,181	---	664	---	1,845	---	---	---	664	---
Oregon.....	1,030	185	56	1,271	43	3	1	47	+13	-6	-7	---	137	43	---	180	1,137	219	48	1,404	---	540	73	130	23	766	---	540	73	130	---
Pennsylvania..	5,642	685	528	6,855	2,657	90	40	2,787	+282	-130	-151	+1	565	304	27	896	3,832	769	364	4,965	---	1,769	---	658	78	2,505	---	3	---	527	---
Rhode Island..	267	44	18	329	47	---	1	48	+12	-3	-9	---	56	20	2	78	288	61	10	359	---	11	---	28	---	39	---	11	---	28	---
Tennessee.....	3,437	129	375	3,941	2,374	5	9	2,388	+45	---	-45	---	337	32	26	395	1,445	156	347	1,948	---	22	---	128	---	150	---	22	---	128	---
Texas.....	4,272	506	1,097	5,875	1,084	177	468	1,729	---	---	---	---	849	233	16	1,098	4,037	562	645	5,244	---	843	---	1,097	90	2,030	---	200	---	900	---
Vermont.....	652	23	62	737	358	7	35	400	+4	+3	-7	---	101	34	1	136	399	53	21	473	---	176	---	80	7	263	---	229	36	21	---
Washington.....	1,102	381	---	1,483	30	2	---	32	---	---	---	---	255	108	---	363	1,327	487	---	1,814	---	---	6	251	15	524	---	252	6	251	15
West Virginia.	3,375	219	158	3,752	916	9	8	933	+7	+9	-12	+4	308	57	8	373	2,774	276	146	3,196	---	---	---	55	---	55	---	---	---	55	---
Wisconsin.....	5,205	198	283	5,686	695	2	2	699	+60	-11	-49	---	202	44	3	249	4,772	229	235	5,236	---	4,484	80	348	866	5,778	---	2	---	379	---
Alaska.....	129	3	23	155	2	1	1	4	+3	---	-4	-1	26	3	10	39	156	5	28	189	---	10	---	21	---	31	---	10	---	21	---
Hawaii.....	127	24	30	181	14	---	---	14	---	---	---	---	23	10	---	33	136	34	30	200	---	---	---	5	---	5	---	---	---	5	---
Puerto Rico...	1,097	90	225	1,412	6	1	1	8	---	---	---	---	237	27	7	271	1,328	116	231	1,675	---	---	---	77	---	77	---	---	---	77	---
38 States.....	68,420	6,485	12,315	87,220	28,300	737	2,051	31,088	+1,039	-34	-1,332	-327	10,051	2,987	1,125	14,163	51,209	8,701	10,058	69,968	---	25,699	807	9,521	6,482	42,509	---	8,053	551	8,723	90
United States ^{1/}	94,203	8,929	16,956	120,088	38,965	1,015	2,824	42,804	+1,431	-47	-1,834	-450	13,839	4,113	1,549	19,501	70,507	11,980	13,848	96,335	No projections made for number of local school administrative units										

^{1/} Projected on the basis of enrollments in all States and territories, rounded to thousands, from data reported from 38 States enrolling 72.62965% of the pupils in the Fall of 1954.

TABLE J. ESTIMATED CAPITAL OUTLAY OF PROJECTED PLANS FOR MEETING SCHOOL PLANT NEEDS BY 1959-60: TOTALS FOR STATES, AND FOR ADMINISTRATIVE UNITS WITH INADEQUATE APPLICABLE CAPITAL OUTLAY RESOURCES, WITHIN THE LAW AND CUSTOMARY PRACTICE IN THE RESPECTIVE STATES AT THE TIME OF THE SURVEY.

(Financial data in thousands)

State	For entire State		For administrative units with inadequate applicable capital outlay resources (within the limitations of law and customary practice)			
	Number of administrative units	Costs	Number of such units	Costs	Applicable capital outlay resources (See p. 27)	Computed Deficits
1	2	3	4	5	6	7
Alabama.....	108	\$350, 411	108	\$350, 411	\$16, 337	\$334, 074
Arizona.....	158	117, 004	62	63, 651	39, 222	24, 429
Arkansas.....	423	198, 391	375	185, 233	56, 319	128, 914
California.....	2, 018	2, 116, 924	146	1, 264, 665	645, 717	618, 948
Colorado.....	1, 151	171, 618	51	44, 636	30, 972	13, 664
Connecticut.....	174	261, 449	83	170, 484	77, 581	92, 903
Florida.....	67	326, 937	38	131, 422	71, 310	60, 112
Georgia.....	200	492, 550	187	426, 338	244, 796	181, 542
Indiana.....	1, 104	439, 150	424	318, 100	127, 000	191, 100
Iowa.....	4, 558	113, 980	198	82, 665	42, 154	40, 511
Kansas.....	3, 420	292, 460	195	292, 460	180, 455	112, 005
Kentucky.....	228	359, 091	127	305, 565	108, 514	197, 051
Louisiana.....	67	235, 591	19	49, 974	35, 234	14, 740
Maine.....	497	84, 803	343	77, 176	19, 690	57, 486
Maryland.....	24	280, 130	24	280, 130	67, 138	212, 992
Massachusetts.....	351	558, 708	146	213, 748	131, 368	82, 380
Michigan.....	4, 532	526, 287	180	239, 038	162, 476	76, 562
Minnesota ¹	5, 441	419, 453	158	172, 539	108, 354	64, 235
Mississippi ¹	1, 417	117, 608	63	61, 832	41, 689	20, 143
Montana.....	1, 274	33, 610	35	7, 000	4, 500	2, 500
Nevada.....	171	21, 346	22	3, 031	1, 986	1, 045
New Hampshire ¹	234	45, 326	26	31, 946	19, 623	12, 323
New Jersey.....	546	506, 659	395	440, 120	² 0	440, 120
New Mexico ¹	104	123, 073	73	115, 721	1, 442	114, 279
North Carolina.....	174	303, 693	155	259, 119	100, 002	159, 117
Oklahoma.....	1, 845	211, 142	1, 014	205, 137	60, 752	144, 385
Oregon.....	766	104, 233	71	23, 930	12, 881	11, 049
Pennsylvania.....	2, 505	871, 125	1, 989	798, 963	165, 338	633, 625
Rhode Island.....	39	64, 334	31	63, 114	6, 920	56, 194
Tennessee.....	150	337, 476	139	310, 916	104, 380	206, 536
Texas.....	2, 030	862, 059	126	543, 158	88, 671	454, 487
Vermont.....	263	36, 568	70	21, 551	14, 987	6, 564
Washington.....	524	242, 240	104	184, 502	48, 948	135, 554
West Virginia.....	55	106, 608	42	90, 299	32, 161	58, 138
Wisconsin.....	5, 778	189, 074	289	70, 095	33, 215	36, 880
Alaska.....	31	20, 876	0	0	0	0
Hawaii.....	5	42, 548	5	42, 548	15, 929	26, 619
Puerto Rico.....	77	46, 348	(³)	(³)	(³)	(³)
38 States.....	42, 509	11, 630, 883	7, 513	7, 941, 267	2, 918, 061	5, 023, 206
United States ⁴		16, 013, 882		10, 933, 866	4, 017, 708	6, 916, 158

¹ Data based on local planning areas instead of local school administrative units.

² All of the 395 deficit units have exhausted their statutory bonding capacity.

³ The territory is a single fiscal unit for school construction, with applicable resources of \$21,953,000 and a deficit of \$24,415,000.

⁴ Projected on the basis of enrollments in all States and territories, rounded to thousands, from data reported from 38 States enrolling 72.62965 percent of the pupils in the fall of 1954.

basis of planning areas only; and 23 reported both ways. Of the 23 States reporting both ways, 10 indicated no differences in their deficits when calculated by administrative units or planning areas. However, 13 of the 23 States reporting both ways did show differences. These 13 States are: Arkansas, California, Maine, Massachusetts, Michigan, Nevada, New Jersey, Oklahoma, Oregon, Pennsylvania, Vermont, Washington, and Wisconsin. The aggregate computed deficit of these 13 States, calculated on the basis of administrative units is \$2,373,510,000; but if calculated on the basis of planning areas, the aggregate computed deficit of these 13 States would be reduced to \$1,949,247,000. Some of the States made special studies which indicated that logical administrative units and logical attendance areas would solve the problems of financing capital outlay ex-

penditures in some areas and would greatly reduce the computed deficits in other areas.

When the foregoing information in table J is projected for the entire United States, it indicates that the total estimated capital outlay for meeting school plant needs programmed by 1959-60 for all States would be \$16,013,882,000. Within the limitations of law and customary practice in the respective States at the time of the Survey, the total cost of this program in administrative units with inadequate applicable capital outlay resources, when projected for the entire United States, would be \$10,933,866,000; while the total applicable capital outlay resources in these units would be \$4,017,708,000, leaving total computed deficits of \$6,916,158,000.