

A STUDY OF SOME RECENT FINANCIAL, CONSTRUCTION, AND  
TAXATION PROBLEMS OF THE BREVARD COUNTY,  
FLORIDA, SCHOOL SYSTEM

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A Thesis  
Presented to  
the Faculty of the School of Education  
Appalachian State Teachers College

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In Partial Fulfillment  
of the Requirements for the Degree  
Master of Arts in Education

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by  
Thomas G. Ronald  
July 1962

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by

Thomas G. Ronald

Approved by:

William E. Fulmer  
Chairman of Thesis Advisory Committee

Eratis Williams  
Director of Graduate Study

David J. Middleton  
Member of the Thesis Advisory Committee

Francis L. Hoover  
Member of the Thesis Advisory Committee

J. Frank Randall  
Member of the Thesis Advisory Committee

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## ABSTRACT

### I. THE PROBLEM

It was the purpose of this study to depict, as clearly and concisely as possible, some of the more relevant problems of a rapidly growing school system. The immediate problems dealt with were those of construction and revenue. It was the intent of the writer to emphasize the difficulties of taxation and the never ending demands for additional school facilities.

### II. PROCEDURE

The writer made extensive use of both local and federal government sources of educational information. The personal interview was the method employed most frequently. The Patrick Air Force Base Office of Public Information, and the 1960 report of the school survey team, and the Brevard County Board of Public Instruction were the three main sources of the data.

### III. FINDINGS

Use of the local school district bond issue appeared to continue to be the best method of financing the local educational program. In impacted areas, provisions for federal assistance are to be found in Public Laws 815 and 874 and Section 2 of Public Law 874. One-sixth of the total school district capital outlay budget was financed under the provisions of Public Law 815, and one-fifth of this budget was financed under the provisions of Public Law 874. Investigation into architectural design and modern materials helped to provide an insight into future planning for sound construction.



#### ACKNOWLEDGEMENTS

The writer is indebted to Dr. David J. Middleton for his help in structure of the thesis and the many helpful suggestions rendered by him; to Dr. William E. Fulmer, also, the writer wishes to express thanks for the helping hand so kindly given. But to the writer's wife, Kathryn, goes the deepest gratitude, not only for her aid in writing the thesis and the typing of same, but for the many, many patient hours of understanding and encouragement during the writing.

T.G.R.

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## CHAPTER I

### THE PROBLEM AND DEFINITIONS OF TERMS USED

Ever see a whole county going into orbit? One look at Brevard County, Florida, and one sees a mushrooming miracle. The home of Cape Canaveral is even shaped like a rocket--it has been spinning in space ever since the missile people took it over in 1950.<sup>1</sup>

In the past five years, on a small part of the east coast of Florida, missile launch pads have sprung up like mushrooms. Cape Canaveral, the nation's largest missile launch site, is located in the center of Brevard County. Stretching along the Atlantic coast, Brevard County is seventy-two miles in length and extends twenty-eight miles to the west to the St. John's River.

With the coming of guided missiles and, more recently, astronauts, Brevard County found itself caught in a growth so rapid that it is still finding it difficult to keep pace with the population demands. The building of the missile testing center on Cape Canaveral began in 1950 and since that time the number of towns in the county has increased from seven to sixteen.

One of the biggest problems confronting the fastest growing county in the United States is the construction of schools to meet an increase of twenty-four thousand students in the past ten years. Growth in a school system is usually of a gradual nature, thus making the administrative problems routine; however, with the forthcoming National

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<sup>1</sup>New York Times dispatch, The Miami [Florida] Herald, February 24, 1962.

Aeronautics and Space Administration's Nova Project the usual trend toward gradual school growth does not hold true in Brevard County. The anticipated school population in this county will likely exceed fifty thousand by 1965. In a situation such as this it is essential that special consideration and study be given to the administrative difficulties encountered by the school system of this county.

Some people call Brevard County the home of the population explosion and there is every indication that they are right. In the 1950 census 23,653 people were listed in Brevard County, most of them retired people from the north. In 1960 the census was reported to be 111,435. This was a gain of 371.1 per cent and was the largest per cent of increase in the country.<sup>2</sup>

Where swamp lands were yesterday, there are housing projects today. Around the housing projects spring up shopping centers and the downtown merchant suddenly finds himself wondering what has happened to business.

Twenty seven million dollars were invested here by the Federal Government in 1950 and the last year \$813,100,000 were poured into the county by the Department of Defense and the National Aeronautics and Space Administration. The latter amount went into real property and equipment and did not include salaries.

In the last seven years there have been ten schools built at a cost of over two million dollars. There are nine thousand children

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<sup>2</sup>Ibid.



enrolled in these schools in grades one through twelve.<sup>3</sup>

Though the county is filled with technically educated people, and missiles are as common as jets, there still seems to be an air of nonchalance about it all.

John Glenn, then, is not the only American who has gone into orbit. Lots of his fellow countrymen are following him into the thinner air of the upper regions. There is a kind of weightlessness about it all, for the moment, but a new civilization is being created in this part of the country which was once the rest home of the elderly. One out of every six jobs in America is located in California, Texas or Florida and Brevard County is merely a symbol of the new scientific world of the future.<sup>4</sup>

## I. THE PROBLEM

Statement of the Problem. In the light of the rapid population growth of Brevard County it was the purpose of this study (1) to show what Brevard County school administrators have done to meet the problems of school construction; (2) to explain the methods used in financing new school construction; and (3) to describe the taxation problems encountered.

Importance of the Study. This study will be of significant benefit to present and future administrators concerning what has happened in the way of population growth and what might be expected to happen in the very near future. It will serve as an insight into some of the effective methods of coping with population problems of such dynamic nature. It will show the extreme adversities encountered by local and Federal

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<sup>3</sup>Ibid.

<sup>4</sup>Ibid.

Government officials in collaborating to increase the educational facilities to meet the demands of such an expansive population increase.

## II. DEFINITIONS OF TERMS USED

Impacted area. Those school districts burdened with substantial increases in their school memberships due to Federal activities.

Public Law 815. Legislation authorizing payments to help build schools in districts burdened with substantial increases in their school memberships due to Federal activities.<sup>5</sup>

Public Law 874. Legislation authorizing payments to school districts to help meet their operating and maintenance expenses where such districts are providing education for Federally connected children.<sup>6</sup>

A category students. "Those students whose parents both reside and work on Federal property."<sup>7</sup>

B category students. "Those students whose parents either reside on Federal property or work on Federal property, but not both."<sup>8</sup>

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<sup>5</sup>United States Congress, Senate, Committee on Labor and Public Welfare, Aid to Federally Impacted Schools, 87th Congress, 1st Session, on S. 2393, August 15, 1961 (Washington: Government Printing Office), p. 1.

<sup>6</sup>Ibid.

<sup>7</sup>Ibid.

<sup>8</sup>Ibid., p. 2.



C category students. Those students whose parents are employed in activities of the Federal Government carried on directly or through a contractor, and whose enrollment in the public schools of the applicant local education agencies has resulted in a substantial increase in the aggregate enrollment of such schools.<sup>9</sup>

Section 2. The authorization of payments to certain school districts which have lost substantial school revenue resources by reason of Federal acquisition of property in the district.<sup>10</sup>

Survival ratio. A method employed for predicting school population using the ratio of live births to the number of children entering the first grade six years later. These ratios are used to predict the membership in any grade for a given year.<sup>11</sup>

Center. A school plant.

Capital outlay class I (C-1). School center well located to serve a substantial number of pupils for many years in the future, where the county board should proceed with such steps as are necessary, including use of any part of the capital outlay portion of the Foundation Program Fund and the special outlay matching fund when properly included in the budget, to provide adequate school plant facilities in accordance with recommendations of the survey subject to such amendments as are made necessary by future trends and new developments.<sup>12</sup>

Capital outlay class II (C-2). School center which evidence indicates will probably be a permanent center but evidence is not conclusive. Has practically the same status as a C-1 center except status should be reviewed and supporting evidence of need submitted

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<sup>9</sup>Ibid.

<sup>10</sup>Ibid.

<sup>11</sup>Florida State Department of Education, Proposed School Plant Program for Brevard County, Florida, A Committee Report (Tallahassee: State Printing Office, April, 1960), p. 28.

<sup>12</sup>Ibid., p. 23.

before major construction is undertaken. Capital outlay projects specifically recommended by survey report may be undertaken when properly included in the budget.<sup>13</sup>

Capital outlay class III (C-3). According to present indications, this center will probably be used for a number of years. Foundation Program Funds may be used only for necessary lighting, sanitation, safety and heating improvements at such centers. New construction or additions cannot be made at this center from Foundations Program Funds without further study and reclassification.<sup>14</sup>

Capital outlay class IV (C-4). Center which should be discontinued as soon as adequate facilities can be provided at an appropriate center. If it is not possible to discontinue this center immediately, Foundation Program Funds may be used for lighting, sanitation, safety and temporary heating improvements. Generally speaking, the improvements made at such centers should be largely salvageable when the center is discontinued.<sup>15</sup>

Capital outlay class V (C-5). School center which should be closed in the immediate future. No capital outlay expenditures from Foundation Program Funds can be authorized for such centers.<sup>16</sup>

Minimum Foundation Program. A Florida statute that each county in the state is required to make the same minimum local tax effort in proportion to its tax paying ability to support the Foundation Program, and the state will pay the difference between the calculated cost of the Foundation Program for each county and the funds which it can raise by the required minimum local tax effort.<sup>17</sup>

School district number one. That school district which comprises

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<sup>13</sup>Ibid.

<sup>14</sup>Ibid.

<sup>15</sup>Ibid.

<sup>16</sup>Ibid., p. 24.

<sup>17</sup>Ibid., p. 28.



all of Brevard County, Florida.

### III. ORGANIZATION OF REMAINDER OF THE THESIS

Immediately following the resume of related literature, the writer investigated the results and recommendations of the school survey team and endeavored to further show the urgent need for additional school housing. These needs are itemized for convenience of and close scrutiny by the reader. The writer then proceeded to give some background of the difficulties of financing the program, touching on maintenance and current upkeep of buildings and grounds. Rather heavy emphasis was placed upon taxation and other sources of revenue. The writer utilized extensively the services of the Tax Assessor's office and Court House of Brevard County, Florida, the Brevard County Board of Public Instruction, and the local Military Office of Public Information.

## CHAPTER II

### REVIEW OF THE LITERATURE

The situation in Brevard County, Florida, is unique in that not only has the increase in population been quite rapid but it appears to be a continual process.

Aside from problems of financing and constructing new school plants, Brevard County is faced with growing pains in every other phase of its development. Despite the fact that traffic is heavier here than in many other parts of the state, the Brevard County portion of new U. S. Highway 1 was the last to be finished between Jacksonville and Miami. There are some sections which are still under construction. This strongly indicates that the county political leaders are either disinterested in good roads or that they carry very little weight in state government. It is hard to consider that the former is true but when one stops to think about it, it just might be possible. In a boom area such as this the people and money are coming into the area regardless of lack of facilities. People may be inclined to neglect such things as adequate roads, housing, recreation, and shopping centers. The majority are prospering, with or without these facilities, so why worry? Gradually, however, the situation is being remedied, though the cost of living here continues to be the highest in the State of Florida. Land sales have probably been affected more than anything else.

An acre that cost \$595 three years ago is now selling at \$1,200 to \$2,200. Beach front that cost \$80 per foot then, now sells for



\$800 or more. The largest land-sales company in the area, Canaveral International, has long since abandoned anything resembling high-pressure salesmanship.

"When we have a new parcel to sell nowadays," a company officer says sweetly, "we usually offer it first to our previous purchasers. If there are a few acres or plots left over, we may offer them by general advertisement."<sup>18</sup>

The feeling of permanency is definitely lacking here. Buildings have a look of having been thrown up over night and some of them have been. One builder has developed an aluminum home that can be set up for occupancy in forty eight hours. This sort of thing gives the lifetime resident a definite feeling of uneasiness. They feel as if their privacy has been invaded and if that were not enough, they have the feeling that on twenty-four hour notice it might all be over and for naught.

Brevard County has not escaped the integration problem. There are several suits now pending in regard to integration of the Brevard County schools. Brevard County is not unique in this situation, since suits are being filed against school boards all over the state. The board has also been asked, in a letter from the AFL-CIO representatives, to allow Negroes to enroll in the Brevard Junior College.

Although it might appear that Florida is making great strides in meeting the educational needs of its young people, Dr. Donald L. Kruznew, deputy superintendent of King County, State of Washington says, "Florida is not doing as much as it could to provide the right educational

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<sup>18</sup> Editorial in The Orlando [Florida] Sentinel, March 19, 1962.

facilities for its children."<sup>19</sup>

As for the much-debated subject of teachers' salaries, Florida stood about halfway in the United States--in twenty seventh place, with an average salary for certified personnel of \$5,050 annually. The top was California with \$6,900, and the lowest was Mississippi with \$3,560.<sup>20</sup>

Dr. Kruznew also stated that:

If equal educational opportunity for all children is to become a reality throughout the United States, spreading the cost of education is a responsibility the American people must accept on a national basis.<sup>21</sup>

Brevard County is fortunate to be eligible for federal aid through Public Law 815, Public Law 874, Section 2, and the Smith-Hughes Act of 1917, which, according to Grieder and Rosenstengel was, "The first federal legislation which affected public education."<sup>22</sup>

Brevard County makes application for federal funds each year. In order to do this, surveys must be made to determine how many parents are employed on the Cape or Patrick Air Force Base and how many also live on government property. According to Woodrow J. Darden, Superintendent of Public Instruction:

In order to be eligible for federal funds, it is necessary that two surveys be conducted during the school year. We must present

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<sup>19</sup>Editorial in The Orlando [Florida] Sentinel, March 4, 1962.

<sup>20</sup>Ibid.

<sup>21</sup>Ibid.

<sup>22</sup>Calvin Grieder and W. E. Rosenstengel, Public School Administration (New York: The Ronald Press Company, 1954), p. 61.



this evidence to the United States Department of Health, Education, and Welfare, Office of Education, before an application for federal funds can be approved.<sup>23</sup>

Since so many of the parents of Brevard County's school age children are directly associated with the missile program it is imperative that these surveys be made and application for federal aid be made. So many of these families pay no property taxes and this means the schools are burdened with added enrollment without benefit of funds which would normally be available if more of these families owned their own homes. Brevard County's budgeting problems are very similar to those mentioned by Engelhardt and Engelhardt, due to the dynamic growth which we have termed "population explosion".<sup>24</sup>

Sound financial administration is a prerequisite of all big business and cannot tolerate haphazard fiscal policies. As Grieder and Rosenstengel observed, "The management of public school finance is no little responsibility, and the administrator of a school system, whether it be large or small, must accept this responsibility."<sup>25</sup>

The cost of education will continue to rise due to increases in enrollments, inflation, and needed improvements. Population pressures, technological advances, and the growing challenges from all directions will put added emphasis upon sound fiscal policies.<sup>26</sup>

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<sup>23</sup>The Orlando [Florida] Sentinel, March 25, 1962.

<sup>24</sup>N. L. Engelhardt, N. L. Engelhardt, Jr., and S. Leggett, School Planning and Building Handbook (New York: F. W. Dodge Corporation, 1956), p. 170.

<sup>25</sup>Grieder and Rosenstengel, op. cit., p. 454.

<sup>26</sup>Citizens' Committee Reports and Recommendations, Interim Committee Study of Education (Seattle: University of Washington, Department of Publications and Printing, 1960), p. 37.

Over and above the state's foundation program, the machinery and design of the budget should be such that the communities should be given the highest degree of control of a flexible and realistic policy.

Fiscal policy is wholesome to the degree that there are no districts so large as to make the interplay between the people and the schools difficult or to the degree that, where there are large city or county school districts, there are no such districts that lack internal determinants for working intimately with the public in the many communities within the district.

Fiscal policy is wholesome to the degree that school districts are in fact free to determine the amount to be spent, the taxes to be levied locally, and the character of the educational program.<sup>27</sup>

Groves states that, "All taxes should be based on the principle of benefits received."<sup>28</sup>

The above statement can be absorbed more thoroughly when considering the nature of world affairs and the emphasis that our government places upon education. Indeed, education, perhaps more so than military readiness, may be the very means by which our civilization may survive or perish.

Regardless of the tax need an educational program may demand, it is obvious that additional revenue must be obtained. It is generally believed that district bond issues are the most suitable and expedient means of acquiring these funds.

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<sup>27</sup> Paul R. Mort and Walter C. Reusser, Public School Finance (New York: McGraw-Hill Book Company, Inc., 1951), p. 107.

<sup>28</sup> Harold M. Groves, Trouble Spots in Taxation (Princeton: Princeton University Press, 1948), p. 6.



According to Castetter, "Bonding spreads the total cost over a period of years, and places part of the financial burden on future generations which will enjoy the improvements purchased."<sup>29</sup>

It seems to the writer that many school districts have overlooked one possible source of revenue, this being, the intangible tax. The reason for this oversight is that intangibles are sometimes extremely difficult to pin-point.

Large estates are now extensively represented by paper evidences of ownership, by documents, which cover the tangible property, the title to which vests in the corporation or trust company, and also large amounts of intangible property. A man can easily conceal his estate or large parts of it, or can remove it from the jurisdiction of the taxing power.<sup>30</sup>

In this respect it should be noted that many states, through the county tax assessor's office, are now requiring all persons to file a separate intangible tax return.

Concerning construction, various groups will be concerned with, and place emphasis upon different phases of the project. The teachers are interested in the size, the color, and the instructional facilities of the building. The custodial force is interested in the ease with which the building can be maintained, heated, and cooled. The general public is interested in how attractive the buildings are and whether or not the buildings are an asset to the community.

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<sup>29</sup> William B. Castetter, Public School Debt Administration (Philadelphia: University of Pennsylvania Press, 1958), pp. 18-19.

<sup>30</sup> Jens Peter Jensen, Property Taxation in the States (Chicago: The University of Chicago Press, 1931), p. 277.

School administration must be concerned with all of these viewpoints and consequently should work closely with the planners and architects.<sup>31</sup>

While the overall planning of school construction entails many criteria, forecasting enrollment would seem to demand first priority. In the Brevard County situation the forecasting element is the most critical one and over-building is rarely ever considered.

Overcrowding today does not necessarily mean overcrowding tomorrow; school population can change radically even while a new school is being built. For long range planning, it is important to forecast enrollment changes as accurately as possible. Over-building can be costly and it has often happened. A survey made by the Commission on School Buildings of the State of New York showed, for instance, that some districts had been off by more than a hundred per cent--either too much or too little--in estimating their future enrollments between 1930 and 1951. No method of forecasting is infallible. From the changing character of the community and of the country as a whole stem many variable factors causing population shifts. One-fifth of the population moves to a new location every year.<sup>32</sup>

Brevard County intends to eliminate all of its out-moded structures and is attempting to replace them with modern, long-life buildings that can be adapted for expansion and utility. The life expectancy of most of these buildings is from forty to fifty years.

We never fail to recognize a school plant constructed during the first decades of this century for what it is--an out-moded structure,

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<sup>31</sup>Bulletin of the School of Education, Indiana University, School Building Planning and Related Problems (Bloomington: Division of Research and Field Services, 1946), pp. 74-78.

<sup>32</sup>National Citizens Commission for the Public Schools, What Are Our School Building Needs? (New York: National Citizens Commission for the Public Schools, 1955), pp. 14-15.



ill-fitted for today's educational programs, a detriment to the health and well-being of the students and teachers who must teach and learn within its walls. In contrast, fifty years from now, we hope that the school plants now rising will still be in use, will still be adaptable to whatever educational program is in progress, and that they will never cease to serve the whole community.

Our new school buildings, then are designed for today, and for tomorrow, too. Will they stand the test of time?<sup>33</sup>

In the opinion of the writer, school administrators have captured the spirit and the cooperation of the communities involved and have utilized the wisest choice, both in financing the school construction program and in planning the school plant layouts. The school survey team and building consultants, in collaboration with the school administrators, and planners, have pooled their efforts to obtain the desirable ends--that of economical feasibility and building efficiency.

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<sup>33</sup>American School and University, School Plant Reference, Vol. I (New York: American School Publishing Corporation, 1958-59), p. 111.



## CHAPTER III

### PLANT CONSTRUCTION

In most cities and counties predictions in the growth of school population can usually be made with a reasonable amount of accuracy. This is not the case in Brevard County, since the population growth is dependent largely upon the expansion of Federal activities. It has also been difficult to know in what areas of the county the most rapid growth would take place. Until now the most noticeable growth has been in the central and southern sections of the county, but since the north end of Merritt Island has been chosen for the Nova Project, which is to consume some 80,000 acres of land, it would seem now that the northern sector of the county will notice the biggest impact. The five largest municipalities in the county are Titusville, in the north, Cocoa and Cocoa Beach in the central part, and Eau Gallie and Melbourne in the southern section of the county. It might be interesting to note here that Eau Gallie, with the largest population, does not have a senior high school. Construction in Eau Gallie is now underway, however, and the new high school there is expected to be in operation by September, 1963. According to County School Superintendent, Woodrow J. Darden, one more high school will be needed to meet the missile county's secondary school needs. This school will be located in the central Brevard area, probably in Cocoa.<sup>34</sup>

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<sup>34</sup>The Orlando /Florida/ Sentinel, March 24, 1962.

Before undertaking major building programs every school system finds it necessary to make extensive school surveys. This is necessary to determine just what construction is needed and also assures the taxpayers that public funds are used to the best advantage.

The three principal methods of making school surveys are as follows: (a) a survey team is made up of persons residing outside the county; (b) a survey team is made up of persons residing inside the county; and (c) a survey team is made up of both persons residing inside and outside of the county. The Florida State Department of Education makes it a policy to conduct cooperative surveys with county officials and employees upon the request of the county. It has been through past experience that a county's school plant problems can be best solved when outside experts and informed county personnel pool their knowledge and findings. Therefore, the steps in making the 1960 Brevard County school survey were as follows:

1. The Brevard County Board of Public Instruction requested the State Department of Education to make a survey of the county's school plant needs.

2. The State Department of Education asked the school officials and employees of the county to prepare the following information for the survey team:

- a. Spot maps showing the residence of all elementary, junior high school and senior high school pupils, the school attended by each pupil, and; [sic] the location of each school.

- b. School membership trends of each school center for the past ten years.

- c. Membership and teachers employed at each school center during the current year.

- d. An inventory and description of the facilities at each center including a floor plan of each building.



e. A statement of the building projects being contemplated by the board.

f. A statement of the policies of the board with respect to types and sizes of facilities to provide for new elementary, junior and senior high schools.

g. Detailed information concerning the finances and indebtedness of the board.

h. Other information bearing on building costs, population trends, and similar matters.<sup>35</sup>

3. A survey team was chosen by the State Department of Education which consisted of representatives of the State Department of Education, Florida State University, the University of Florida, and certain other educators not living in Brevard County. The traveling expenses of the survey team were paid by the Brevard County Board of Public Instruction, but no fees or salaries were paid.

4. The facilities and capacity of each school were evaluated by the members of the survey team.

5. A projected estimate of the pupil population growth for the next four years was made by a representative of the State Department of Education. This estimate was made by using the survival ratio technique and was adjusted in terms of anticipated development in the county. Estimates of the future pupil population growth at each school center in the county were then made by the survey team and members of the Board of Public Instruction of Brevard County.

6. Based upon all the data collected, the survey team then made tentative recommendations. Suggestions were made by members of the Board

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<sup>35</sup>

Florida State Department of Education, op. cit., p. 3.



of Public Instruction concerning tentative recommendations, and these suggestions were taken into consideration in revising the recommendations. The survey team, however, took full responsibility for the final recommendations.<sup>36</sup>

The following tables show a ten year trend in membership in the Brevard County, Florida, schools:

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<sup>36</sup>Ibid., p. 4.

TABLE I  
TEN YEAR TREND IN AVERAGE WHITE MEMBERSHIP

YEAR	Grades 1-6	Grades 7-9	Grades 10-12	TOTAL
March 1959-60	11,399	4,721	2,746	18,866
1949-50	1,483	598	471	2,552
TOTAL INCREASE	9,916	4,123	2,275	16,314
PER CENT INCREASE	666.6	689.5	483.0	639.3

TABLE II  
TEN YEAR TREND IN AVERAGE NEGRO MEMBERSHIP

YEAR	Grades 1-6	Grades 7-9	Grades 10-12	TOTAL
March 1959-60	1,983	630	302	2,915
1949-50	778	244	141	1,163
TOTAL INCREASE	1,205	386	161	1,752
PER CENT INCREASE	154.9	158.2	114.2	150.6

The information in Tables I and II was obtained April 4, 1962, through a personal interview with Woodrow J. Darden, Superintendent of Public Instruction, Brevard County, Florida.

The preceding tables give some idea of the rapid population growth in this area, and this trend will likely continue indefinitely. As the Glenns, the Shepards, and the Grissoms continue to advance our exploration into space, the scientists, technicians, and other thousands of missile workers continue to pour into Brevard County. With them they bring their families, many of them big families. These families need shopping centers, roads, homes, and schools. As a result there seems to be no end to the ever growing need for schools in Brevard County. Construction never seems to be completed, but goes on and on, and from all indications the need will continue.

For a few years Florida prided itself on the one story school building, but with such a need for space the two story building is coming back into its own. Contrary to some types of construction in the state, Brevard County has been using brick construction exclusively. Since the county is located in a coastal area, this type of construction seems to be most practical from a maintenance standpoint. If concrete block or some other type material were used, maintenance would be a never ending problem and expense. Concrete block requires painting frequently and the masonry work in concrete block construction is not as substantial as that in brick construction. Wood is even more impractical because of the need for frequent painting, termite control and because of rotting. Wood also presents a problem in safety because of the fire hazard.

Of equal concern, as in every growing urban school system, is the problem of obtaining adequate construction sites for schools. If



school sites can be obtained several years before they are needed, the cost is considerably less than if the purchase has to be made immediately prior to construction. It is also usually possible to obtain larger sites in more appropriate locations. Large school sites are important for several reasons. It has been found that larger schools cost less to construct and operate in the long run. Also, to be taken into consideration are such things as adequate playground facilities, adequate parking facilities, and enough acreage to enlarge when necessary. Construction should also be made in such a manner that additions are easily made. One typical example was the building of the new Cocoa High School in 1953 when the auditorium was constructed in a circular fashion, making additions impossible. The first year it was used it was not large enough to accommodate the families and friends of the graduating class.

The survey team of 1960 recommended the following sizes of sites for schools of the sizes indicated:

- a. Elementary schools; 720-780 pupil capacity, fifteen acres.
- b. Junior high schools; 1200 pupil capacity, twenty-five to thirty acres.
- c. Senior high schools; 1500 to 1800 pupil capacity, thirty-five to forty acres.

#### I. UPKEEP OF BUILDINGS AND GROUNDS

Generally speaking, most of the school plants in Brevard County are in good repair and the custodial staff is adequate and efficient.

The life of a building can be greatly extended with good maintenance, and money will be saved in the long run. A great many school boards, because of a shortage of funds, neglect maintenance. This is a false economy because eventually the cost of repairs will far surpass the cost of perpetual upkeep.

## II. DEVELOPMENT OF THE ELEMENTARY SCHOOL CENTER

The 1960 school survey team recommended that the minimum enrollment of an elementary school be at least 180 pupils. This ensures teachers of not having to teach more than one grade. A much larger school is desirable to insure the best type of program at the most economical cost. As the enrollment of the school goes up, the cost per pupil goes down.

The ranch type building, constructed on a large site, can accommodate a much larger number of pupils than the old type multiple story building and still offer the pupils the desired type of education. In the modern, single story building each wing, or even each room, can function as an individual unit without interfering with the rest of the school. Space should also be provided for assembly programs, a lunch-room, library and other auxiliary services.

## III. DEVELOPMENT OF THE JUNIOR-SENIOR HIGH SCHOOL CENTER

The cost of instruction is particularly expensive in small high schools. The small high school also limits the curriculum.

The enrollment of many American public high schools is too small to allow a diversified curriculum except at exorbitant expense.



The prevalence of such high schools--those with graduating classes of less than one hundred students--constitutes one of the serious obstacles to good secondary education throughout most of the United States.<sup>37</sup>

In Florida it is common practice in urban areas to construct junior high schools with a maximum capacity of 1200 pupils and senior high schools with a maximum capacity of from 1500 to 1800 pupils.

#### IV. SCHOOL PLANTS AND RECOMMENDATIONS

The following are descriptions of school plant locations in Brevard County and recommendations for additions and repairs to such plants, and recommendations for new plants made by the 1960 school survey team:<sup>38</sup>

##### WHITE SCHOOLS

##### Mims Elementary

##### Grades 1-6

Mims Elementary School is situated on an eight and three tenths acre site bordering U. S. Highway 1 in the north end of the county. The site is quite well drained and has well defined play areas. The area is inadequate for a school of this size and should be expanded to the north to at least twelve acres. This center has a capacity of 360 and the following recommendations were made:

A. Center: This center is classified as C-1 for grades one through six.

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<sup>37</sup>James B. Conant, The American High School Today (New York: McGraw-Hill Book Company, Inc., 1959), p. 78.

<sup>38</sup>Florida State Department of Education, op. cit., pp.39-60.



B. New Construction: Seven elementary classrooms, two toilet rooms and storage. Estimated cost: \$99,000.

C. Major Alterations: None.

Riverview Primary

Grades 1-3

The extremely small site of one and eight-tenths acres is located on heavily traveled U. S. Highway 1 in Titusville, Florida. This site is entirely too small for a school of this size, but since the building is in good condition it would be unwise to abandon it, and the site cannot be economically enlarged. This center has a capacity of 510 pupils and the following recommendations were made:

A. Center: This center is classified as C-3 for grades one through six. It is an old building, on a limited site, but is structurally sound and probably will be continued in use for some years.

B. Construction: None.

C. Major Alterations: Incorporate one classroom and present office into an administrative suite. The cost would be small and no estimate was given.

Riverview Elementary

Grades 3-7

The well-drained, twelve and five tenths acre site is located on South Washington Avenue, near U. S. Highway 1, in Titusville, Florida, adjacent to the Titusville Junior-Senior High School. The site is adequate for a school of this size. This center has a capacity of 780 pupils and the recommendations are as follows:

A. Center: This center is classified as C-1 for grades one

through six and C-4 for grade seven. Grade seven is temporary and pupils will be sent to Parkway Junior High School as soon as facilities are available.

B. New Construction: None.

C. Major Alterations: None.

Whispering Hills Elementary

Grades 1-6

The well-drained, twelve acre site is located on South Street in Titusville, Florida. The area is adequate for a school of this size. This center has a capacity of 780 pupils and recommendations are as follows:

A. Center: This center is classified as C-1 for grades one through six. The excess pupils at this center should be sent to Proposed New Elementary Schools "A" and "B".

B. New Construction: None.

C. Major Alterations: None.

Titusville High

Grades 7-12

This is a forty acre site located a short distance from U. S. Highway 1 in Titusville, Florida. The site is adequate but development and drainage are needed. This center has a capacity of 1000 pupils and recommendations are as follows:

A. Center: This center is classified as C-1 for grades seven through nine and C-1 for grades ten through twelve. The excess pupils in grades seven and eight should be sent to the New Parkway Junior High

School as soon as facilities are available.

B. New Construction: Homemaking suite for two teachers, business education suite of three rooms, a three teacher industrial arts suite to contain facilities for mechanical drawing, general shop, and electricity, one regular classroom. Additional facilities for vocational education may be indicated.

C. Major Alterations: Convert present bookkeeping room into additional office space. Convert present typewriting and office practice rooms into additional office space, convert present homemaking rooms into additional library facilities, convert present general shop into arts and crafts room. Estimated cost: \$15,000.

Pineda Elementary

Grades 1-6

The site is approximately twelve acres facing Pineda Avenue in Cocoa, Florida. The site is adequate for a school of this size. This center has a capacity of 780 and the following recommendations were made:

A. Center: This center should remain at the present estimated capacity of 780 pupils. Any pupils in excess of this should be housed in the Pineridge Elementary School. This center is classified as C-1 for pupils in grades one through six.

B. New Construction: None.

C. Major Alterations: Convert the room adjacent to the library to additional library space. Estimated cost: \$3,000.



Rockledge ElementaryGrades 1-6

This center is located on a twelve and one tenths acre site adjacent to and north of Cocoa High School, on Seminole Avenue, in Rockledge, Florida. The site is adequate for a school of this size. This center has an estimated desirable capacity of 780 pupils and the following recommendations were made:

A. Center: The Rockledge Elementary School should remain at the present estimated desirable capacity of 780 pupils. Pupils in excess of this estimated desirable capacity should be housed in the Proposed New Elementary School "C" which is recommended for construction. This center is classified as C-1 for pupils in grades one through six.

B. New Construction: None.

C. Major Alterations: None.

Merritt Island ElementaryGrades 1-6

This is a twenty-eight acre site on paved streets away from heavy traffic. The grounds are generally attractive and the area is adequate. This school has a capacity of 810 pupils and the following recommendations were made:

A. Center: This center is classified as C-1 for grades one through six. The excess pupils at this center should be sent to Proposed New Elementary Schools "J" and "K".

B. New Construction: One administrative suite. Estimated cost: \$29,952.

C. Major Alterations: Expand present library to include area presently occupied by clinic, teachers' room and office. Estimated

cost: \$2,000.

Edgewood Junior High

Grades 7-9

The Edgewood Junior High School is located on a well-drained, twenty-five acre site located on Merritt Avenue, about one block east of Highway 1A, Merritt Island, Florida. The neighboring environment is highly satisfactory. This center has a capacity of 1150 pupils and the following recommendations were made:

A. Center: This center is classified as C-1 for grades seven through twelve. This school should be converted to a junior-senior high school in order to provide for the excess enrollment in the Cocoa Senior High School. New Junior High School "I" should be constructed on Cocoa Beach in order to provide for the excess enrollment of junior high school students in Edgewood Junior High School.

B. New Construction: Two science laboratories, one general shop, two commercial rooms, one gymnasium. Estimated cost: \$352,560.

C. Major Alterations: None.

Cocoa Beach Elementary

Grades 1-6

This is a twelve acre site, well off Highway 1A outside Cocoa Beach, Florida. This center has a capacity of 900 pupils and the following recommendations were made:

A. Center: This center is classified as C-1 for grades one through six. Pupils in excess of 900 should attend Proposed New School "J".

B. New Construction: None.

C. Major Alterations: Enlarge storeroom for cafeteria.

Estimated cost: \$4,000.

Pineridge Elementary

Grades 1-6

Pineridge Elementary School is located at 2000 North Cambridge Avenue, Cocoa, Florida on a level fifteen and six tenths acre site. The site is adequate for a school of this size. This center has an estimated desirable capacity of 795 pupils with the following recommendations:

A. Center: The Pineridge Elementary School should remain at the present estimated desirable capacity of 795 pupils. Any in excess of this number should be housed in the Proposed New Elementary School "D". This center is classified as C-1 for pupils in grades one through six.

B. New Construction: None

C. Major Alterations: None.

Clearlake Junior High

Grades 1-9

Clearlake Junior High School is located on a forty-five acre site on Clear Lake Road just north of Dixon Boulevard in Cocoa, Florida. The site is adequate for a school of this size. This center has an estimated desirable capacity of 1150 pupils and the following recommendations were made:

A. Center: The Clearlake Junior High School should remain at the present estimated desirable capacity of 1150 pupils. Any excess



should be housed at the Proposed New Junior High School "E". This center is classified as C-1 for pupils in grades seven through nine.

B. New Construction: None.

C. Major Alterations: None.

Cocoa High

Grades 10-12

The Cocoa High School is located on a twenty-nine and twenty-six one hundredths acre site in Rockledge, Florida. It is adjacent to the Rockledge Elementary School. There is some undeveloped area where the two sites join and this should be fully developed because the Cocoa High School will increase rapidly in enrollment. This center has an estimated desirable capacity of 1255 pupils. The following recommendations were made:

A. Center: This school should be increased in capacity to 1600 and any in excess of this number should be housed in the Edgewood Junior High School which is recommended to become a junior-senior high school. This center is classified as C-1 for pupils in grades ten through twelve.

B. New Construction: Additional construction for vocational education may be advisable. The following new facilities are recommended: eleven classrooms, four toilet rooms, a science laboratory, and a storage room. Estimated cost: \$173,940.

C. Major Alterations: Convert the science lecture room and the darkroom to additional homemaking space. Estimated cost: \$3,000.

Eau Gallie Elementary

Grades 1-6

The Eau Gallie Elementary School is situated on a seven and one

half acre site, facing U. S. Highway 1, in downtown Eau Gallie. The site is inadequate for the present enrollment of 834. This center has a capacity of 660 pupils and the following recommendations were made:

A. Center: This center is classified as C-1 for grades one through six. The excess pupils should be housed at Proposed New Elementary School "F".

B. New Construction: None.

C. Major Alterations: Improve artificial lighting in the building constructed in 1924. Estimated cost: \$6,600.

Harbor City Elementary

Grades 1-6

The Harbor City Elementary School is located on the south side of Sarno Road, southwest of Eau Gallie, Florida. The twelve acre site is reasonably adequate at the present time but it is felt it should be expanded fifteen acres while the land is available. This center has a desired capacity of 780 pupils. The following recommendations were made:

A. Center: This is classified as a C-1 center for pupils in grades one through six. Pupils in excess of the desired capacity of 780 pupils should be assigned to the Proposed New School "H".

B. New Construction: None.

C. Major Alterations: None.

Eau Gallie Junior High

Grades 7-9

This is a twenty-six acre site located at 300 Ultricht Street,

off Babcock, in Eau Gallie, Florida. The area is adequate for a school of this size. This center has a capacity of 1115 pupils and the following recommendations were made:

A. Center: This center is classified as C-1 for grades seven through nine. Any pupils in excess of 1200 should be housed in the New Junior-Senior High School "M" and New Junior-Senior High School "N" recommended for construction.

B. New Construction: Two classrooms, vocal music room, band practice rooms. Estimated cost: \$49,920.

C. Major Alterations: None.

#### Melbourne Elementary

Grades 1-6

Melbourne Elementary School is located on an eight acre site in a residential area in Melbourne. The site is too small but it is not economically feasible to expand it. The center has a capacity of 1230 pupils and the following recommendations were made:

A. Center: This center is classified as C-1 for grades one through six. Pupils in excess of 1230 pupils should attend New Elementary School "G" and New Elementary School "I".

B. New Construction: None.

C. Major Alterations: Seal off paper chutes to eliminate fire hazard. This can be done by the county maintenance personnel.

#### Indialantic Elementary

Grades 1-6

This is a twelve acre site located on Franklin Avenue, west of



Highway 1A, in Indian Shalantic, Florida. The area is adequate for a school of this size. This center has a capacity of 780 pupils and the following recommendations were made:

A. Center: This center is classified as C-1 for grades one through six. Pupils in excess of 780 should attend New Elementary School "P" which is recommended for construction.

B. New Construction: None.

C. Major Alterations: None.

Sea Park Elementary

Grades 1-6

This is a twelve acre site and is located just off Highway 1A at Foster Street, Eau Gallie, Florida. The area is adequate for a school of this size. This center has a capacity of 780 pupils and the following recommendations were made:

A. Center: This center is classified as C-1 for grades one through six. Pupils in excess of 780 should attend New School "O".

B. New Construction: None.

C. Major Alterations: None.

University Park Elementary

Grades 1-6

The University Park School is located at 1800 Harvard Drive, southwest of Melbourne, Florida on a ten and eighty-nine one hundredths acre site. This center has a capacity of 780 pupils. The following recommendations were made:

A. Center: This is classified as a C-1 center for pupils in grades

one through six. Pupils in excess of the desirable capacity of 780 should be assigned to the Proposed New School "G".

B. New Construction: None.

C. Major Alterations: None.

Southwest Junior High

Grades 7-9

The Southwest Junior High School is located on a twenty-five acre site on South Babcock Street and Palm Bay Road, three and one half miles south of the Melbourne Senior High School. The site should be expanded to the west and an entrance provided on Babcock Street. This is a well planned and well constructed facility with a desirable capacity of approximately 1200 pupils. The following recommendations were made:

A. Center: The Southwest Junior High School is classified as a C-1 center for approximately 1200 pupils in grades seven through nine. Junior high pupils living on the peninsula south of the Patrick Air Force Base should be assigned to the New Junior-Senior High School "M". Other junior high school pupils from the northwestern section of the present southwest attendance area in excess of the desirable capacity of the Southwest Junior High School should be assigned to the New Junior-Senior High School "N" when facilities are available.

B. New Construction: None.

C. Major Alterations: None.

Melbourne High

Grades 10-12

The Melbourne High School is located on a thirty acre site at 1050

Babcock Street in Melbourne, Florida. This is a very satisfactory high school facility and provides for a desirable capacity of approximately 1650 pupils. The following recommendations were made:

A. Center: The Melbourne High School is classified as a C-1 center for pupils in grades ten through twelve. The senior high pupils who live on the peninsula south of the Patrick Air Force Base should be assigned to the Proposed New Junior-Senior High School "M" on Canova Beach. Pupils in excess of the desirable capacity who live northwest of Eau Gallie and to the west of Melbourne should be assigned to the New Junior-Senior High School "N" as soon as facilities are available.

B. New Construction: An electronics shop, two pupil activity rooms, a faculty room, additional shower and dressing room space for boys and for girls, and two toilet rooms for teachers. Estimated cost: \$81,900.

C. Major Alterations: Convert part of the girls' physical education area now used as an electronics shop, to girls' physical education. Estimated cost: \$2,000.

Parkway Junior High

Grades 7-9

The Parkway Junior High School is on a nineteen and three tenths acre site located in the southwest section of Titusville, Florida. It is recommended that the site be expanded to at least twenty-five acres. This center has a capacity of 1200 pupils and the following recommendations were made:

A. Center: This center is classified as C-1 for grades seven



through nine.

B. New Construction: None.

C. Major Alterations: None.

#### NEGRO SCHOOLS

##### Cuyler Elementary

Grades 1-6

This is a five acre site located on Palmetto Avenue in Mims, Florida. The are is inadequate for a school of this size and should be expanded to at least ten acres. This center has a capacity of 240 pupils and the following recommendations were made:

A. Center: This center is classified as C-1 for grades one through six.

B. New Construction: One additional classroom, cafetorium, principal's office. Estimated cost: \$44,640.

C. Major Alterations: None.

##### Andrew J. Gibson High

Grades 1-12

This is a twenty acre site located west of the Florida East Coast Railway on the edge of the Negro section in Titusville, Florida. The area is adequate for a school of this size and can be developed into an attractive school center. This center has a capacity of 490 pupils and the following recommendations were made:

A. Center: This center is classified as C-1 for grades one through six, C-2 for grades seven through nine, and C-2 for grades ten through twelve.

B. New Construction: Two additional elementary classrooms, one additional junior high classroom, and an industrial arts suite. Estimated cost: \$79,560.

C. Major Alterations: Convert present shop room to a music room. Estimated cost: \$2,500.

Poinsett Elementary

Grades 1-6

The Poinsett Elementary School is located on a twenty acre site on Poinsett Drive in Cocoa, Florida. This center has a capacity of 795 pupils. The following recommendations were made:

A. Center: This center is classified as C-1 for grades one through six.

B. New Construction: None.

C. Major Alterations: None.

Monroe Junior-Senior High

Grades 1-12

The Monroe Junior-Senior High School is located on a thirteen acre site on Avocado Avenue in Cocoa, Florida. This center has a capacity of 525 pupils and the following recommendations were made:

A. Center: This center is classified as C-1 for grades seven through twelve.

B. New Construction: Science laboratory, general shop, vocal music and band suite, and library. Estimated cost: \$199,680.

C. Major Alterations: Cover over bus loading ramp and covered walkway from cafeteria to garbage platform. Estimated cost: \$3,840.

West Eau Gallie ElementaryGrades 1-6

The West Eau Gallie Elementary School is on a one and one-half acre site located between First and Second Streets in Eau Gallie, Florida. This center has a capacity of 90 pupils. The following recommendations were made:

A. Center: This center is classified as C-4 for grades one through six. It is recommended that the pupils be sent to Stone School as soon as facilities are available there.

B. New Construction: None.

C. Major Alterations: None.

Stone SchoolGrades 1-12

The Stone School is located on a forty acre site on Shull Street off U. S. Highway 1, just south of Melbourne. This center has a capacity of 900 pupils and the following recommendations were made:

A. Center: The Stone Elementary and High School is classified as a C-1 center for pupils in grades one through six, C-1 for grades seven through nine, and C-1 for grades ten through twelve. Separation of the elementary and high school programs both on the site and in the plant should be considered.

B. New Construction: Provide additional administrative space, probably in the area of the elementary classrooms, enlarge the present shower and dressing facilities for both boys and girls, add a homemaking suite, two primary classrooms, a general shop, a vocal music room, an arts and crafts room, one science laboratory, one special education room,



and two toilet rooms. Estimated cost: \$252,408.

C. Major Alterations: None.

#### V. SUMMARY OF CONSTRUCTION RECOMMENDATIONS

The total cost of new construction and alterations recommended by the 1960 school survey team is over \$10,000,000; \$9,229,832 for white schools and \$778,832 for Negro schools. In addition to the additions and alterations recommended for present school plants, the survey team also recommended the construction of thirteen new elementary schools, two new junior high schools, and two new junior-senior high schools. Many of the alterations and additions have been completed but new construction has been slow. One new junior-senior high school, Satellite High, which will be open in September, 1962, is under construction. Two new elementary schools, one white and one colored, are now under construction and should be ready for occupancy in September, 1962. Construction of three other elementary schools will begin in the summer of 1962, but probably will not be ready in September, 1962. The other junior-senior high school is to be built in Eau Gallie and is to be completely air conditioned, which is something new for Brevard County. The consensus of the general public seems to be that an air conditioned building is far too expensive to construct. Contrary to this belief, the air-conditioned building is less expensive to construct. The savings come about since the cost of material for making a solid wall is less than the combined cost of drawing the plant layout on the architect's design board and the cost of the windows, installation of the windows and the diver-

sified labor costs of the ordinary building. Most people also find it difficult to accept the idea of buildings with no windows or buildings with small, inoperable windows. Windows are not generally used in air conditioned buildings because they increase construction costs and they make the heating and cooling systems less efficient. Air conditioned buildings are a comparatively new trend in school plant construction, but they may be accepted in time.

Another advantage of having air conditioned schools in Florida is the trend toward twelve months of school. Adult education, with classes at night, is becoming more and more prevalent. If the twelve month school year should become a reality, the school buildings would be in constant use.

An experiment has been conducted in Florida in which two junior high schools with identical space requirements were constructed-- one with air conditioning and the other without. The air conditioned school was built for substantially less.<sup>39</sup>

The experiment was conducted in Pinellas County in the neighboring communities of Clearwater and Pinellas Park.

The school in Clearwater, which is air conditioned, was built at a cost of \$790,350. This was \$22,496 less than the non-air conditioned school built in Pinellas Park.

They were able to demonstrate in many ways the advantages of planning a central air conditioning system into a school from the beginning.

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<sup>39</sup>The Orlando [Florida] Sentinel, May 27, 1962.



In Clearwater, such things as natural ventilation became unnecessary and architects were able to concentrate on educational needs first.

The school in Clearwater required only half the ground needed by the Pinellas Park School.

It takes about half the time to reach any part of the Clearwater school as in the Pinellas Park school, and the length of exterior walls and window expanse was sharply reduced at Clearwater. These things saved substantially on construction costs.

Now that the experiment is complete on the construction phase, educators plan to study the effects of air conditioning on the learning process at the two schools.<sup>40</sup>

In addition to the construction of new elementary and secondary schools, the Brevard County School Board has recently let the contract for the construction of three new buildings to house the Brevard Junior College. The Brevard Junior College is presently being operated from the old Cocoa High School buildings. The three new college buildings will cost \$871,000 and construction is to begin immediately.

The Monroe Junior-Senior High School for Negroes has just been renamed the Carver Junior College and is being used as a high school during the day and for college courses at night for Negro students. Money is now available and plans are complete for the construction recommended by the school survey team.

The school survey was made in 1960 and speculation for the future

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<sup>40</sup> Ibid.



indicates that additional sites must be purchased for six more elementary schools, one junior high school, and one senior high school immediately following the 1963-64 school year. Also, the survey was made before it was known that the National Aeronautics and Space Administration's Nova Project would be located in Brevard County. This undoubtedly will make the demand even greater and at present would seem to be a never ending problem. Brevard County was able to discontinue double sessions in its schools for the past two years, after having had them from 1951 through 1958. Under the circumstances the discontinuance of these double sessions seems remarkable. The possibility of having to return to double sessions for the 1962-63 school year now seems likely.

## CHAPTER IV

### FINANCING THE BREVARD COUNTY SCHOOL PROGRAM

Schools are for children. Where children walk, sentiment and myth are never far behind. Decisions have to be made which will affect the safety, health, and psychological and academic development of children; and these decisions must be equated to dollars and cents.

Schools are for education. They are erected to accommodate the process of instructing youth. Yet the form and content of education are in turn affected by the building which contains them.

While schools are shaped by the community, conversely the community is shaped by the schools it builds. Every school affects the spirit, the looks, the desirability, the assessed wealth, and the future of the community which builds it.

Everywhere there is the search for economy. But economy is a slippery word. To some it means cheap. To others it means a building with a minimum of maintenance. To still others it means a building which will continue to function effectively into the twenty-first century.<sup>41</sup>

The school age children in Brevard County are now equal in number to one third more than the county's total population of twelve years ago. To meet the needs of such an increase in population Brevard County launched the biggest construction program in its history.

It was estimated by the school survey team that the county would need to spend about \$11,652,832 during the four year period of 1960-64. This was broken down into three major categories; new construction and equipment, \$10,931,892; alterations to existing buildings, \$39,940;

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<sup>41</sup> A Report from Educational Facilities Laboratories, The Cost of a Schoolhouse (New York: Educational Facilities Laboratories, Inc., August, 1960), pp. 2-3.



and new sites and site additions, \$491,000.

For construction of medium quality, the cost of constructing and equipping elementary schools was estimated at \$12.00 per square foot and \$13.00 per square foot for high schools. This cost was estimated by the 1960 school survey team and was based on building costs in 1960. This is an erroneous figure, since Brevard County officials claim to be constructing buildings of first class construction for \$10.20 per square foot. This figure will vary to some extent and will tend to be higher for high school construction.

The estimated \$491,000 for sites was broken down into the following categories: new sites, \$260,000; additions to present sites, \$109,000; and new sites needed after 1964, \$122,000. The sites needed after 1964 should be purchased before the end of 1962 or the costs will be much higher than estimated. The cost of land in Brevard County has soared to monumental heights in the past few years and the school board purchased one acre for construction of New Elementary School "J" for \$22,500. The board plans to use its riparian rights to fill in and enlarge the site to a size adequate for the construction of this school. This sounds like an unreasonable price to pay for one acre of land but will give some idea of the problems with which the school officials are faced.

There has been a continuous re-valuation of property in the county since 1954 and the non-exempt valuation has steadily increased. Table II shows the non-exempt valuation for the years 1954-61:



TABLE III  
BREVARD COUNTY NON-EXEMPT PROPERTY VALUATION

YEAR	NON-EXEMPT ASSESSED VALUATION	INCREASE
1954	\$27,408,776	\$
1955	29,279,659	1,870,883
1956	35,908,461	6,628,802
1957	195,084,522	159,176,061
1958	204,095,724	9,011,202
1959	233,810,519	29,714,795
1960	235,016,845	1,206,326
1961	247,321,780	12,304,935

The statistics in Table III were obtained from the Brevard County Tax Assessor's Office, Brevard County Court House, Titusville, Florida.

At the time of this report the 1962 figures were not available, but in 1960 the projected estimated non-exempt assessed valuations were as follows: 1962, \$356,000,000; 1963, \$409,000,000; and 1964, \$471,000,000.

The figures in Table IV show the index of taxpaying ability of the county, the county's share of the cost of its Minimum Foundation Program and the millage equivalent of the county's share for the years 1953-54 through 1959-60. Information for the period from 1960 to 1962 was not available.

TABLE IV

## BREVARD COUNTY INDEX OF TAXPAYING ABILITY

YEAR	INDEX OF TAXPAYING ABILITY	COUNTY'S SHARE OF THE COST OF ITS N.F.P.	
		Amount	Equivalent in Mills
1953-54	1.009	\$184,919	10.70
1954-55	1.030	206,029	8.80
1955-56	.9884	212,201	8.77
1956-57	1.0206	234,210	9.21
1957-58	1.1260	290,743	9.31
1958-59	1.3525	419,466	2.38
1959-60	1.4960	573,204	2.83

The figures in Table IV were obtained from the report of the 1960 County School Survey Team.

It is of interest to note that Brevard County had .9884 per cent of the taxpaying ability of Florida in 1955-56 as compared to 1.4960 per cent by 1959-60. This means that the economy of Brevard County is growing much more rapidly than that of the average county in the state. Though the index may seem complicated, its purposes are simple and equitable.

The basic principle back of the Foundation Program is that each county in the state is required to make the same minimum local tax effort in proportion to its taxpaying ability to support the Foundation Program, and the State will pay the difference between the calculated cost of the Foundation Program for each county and the funds which it can raise by the required minimum local tax



effort.<sup>42</sup>

In order for a county to qualify for participation in the Minimum Foundation Program it must meet certain requirements. It must provide a school term minimum of 180 days. It must maintain systematic personnel policies to secure competent personnel, encourage the improvement of personnel already in service, observe requirements for child welfare, and maintain accurate and complete accounts and reports as prescribed by the Florida State Board of Education. It must also contribute to the minimum program in accordance with its taxpaying ability and comply with pertinent provisions of the Florida School Code and the Florida State Board Regulations. Each county receives assistance from the Foundation Program in three areas: (1) teachers' salaries, (2) current expenses, which include expenses such as salaries of non-instructional personnel, and (3) expenses of the county administration, plant operation, materials and labor, and capital outlay. The amount of local tax money contributed by the county is based upon its index of taxpaying ability computed on the following data: sales tax collections, number gainfully employed excluding government and farm workers, value of farm products, assessed value of railway and telegraph property, and the number of automobile license tag registrations.

The Minimum Foundation Program has benefited the State school program in several obvious ways. Teachers' salaries have been improved which

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<sup>42</sup>Florida State Department of Education, op. cit., p. 28.



in turn has reduced teacher turnover. Classroom construction is still inadequate but definitely improved. It has also provided some sort of equalization of educational opportunity.

Since 1957-58 Brevard County has been assessing its property at a higher percentage of true value than is average state practice. If the county assesses its property at a lower per cent of true value than state practice average, the state will increase the required local millage proportionately and thus the county will receive no additional funds from the state. This is considered to be a good practice. However, if the county assesses its property at a higher per cent of true value than state practice average, the state will then reduce its required millage and the county will lose no state funds. This practice seems to be the trend among the more progressive counties and makes the property tax more equitable. Florida has a homestead exemption of \$5,000. For example, if a home which cost \$12,000 is assessed at forty per cent of true value, the owner pays no property taxes because the assessed valuation is only \$4,800. If this same property is assessed at seventy per cent of true value, taxes would then be paid on an assessed valuation of \$3,400. Florida law states that property be assessed at one hundred per cent of true value, but most counties do not adhere to this requirement. It then follows that the homestead exemption provision of the constitution cannot be made equitable unless property is assessed at a high per cent of true value.

County-wide school taxes levied by Brevard County in 1960 were as follows: County Support and Maintenance, 8.1 mills; County-wide District

Number 1 Support and Maintenance, 0 mills. This is a total of 8.9 mills. Due to the high percentage of true value at which property is assessed the millage levies for schools are quite low. The limit on District Number 1 support and maintenance levies is 10 mills and county support and maintenance levies is 10 mills which makes a total of 20 mills. Building and bus reserve levies must come within the 20 mill limit, but debt service levies for District Number 1 bonds are not included in the 20 mill limit but are determined by the amount of the bonds voted by the qualified electors who are free holders and the assessed valuation of the county. The actual levy is determined by annual debt service requirements.

As enrollment increases and new school centers are made operational, the current expenses of the county will increase. This would indicate that the millage for maintenance and operation will increase. It is fortunate that there is ample margin to make this possible.

In 1957 a special fund was first provided by the Legislature. Under this Special School Construction Fund, a county will receive \$200 in state funds for each pupil increase average daily attendance over the previous year. In order to receive this fund the county must make plans to match this money. This appropriation was re-enacted by the 1961 Legislature.

It was estimated that the School Board of Brevard County would have about \$5,274,010 of the estimated \$11,462,832 it would need for financing its capital outlay needs between 1961 and 1964. Part of the remaining \$6,188,822 could be obtained from the Federal Government under the provisions of Public Law 815. This, however, would be a small amount



as compared to the total amount of approximately  $11\frac{1}{2}$  million dollars needed.

Under the provisions of the Florida School Laws and the State Board of Education Regulations, the Board of Public Instruction can levy a maximum of 2 mills of county taxes for building and bus reserves, and the qualified electors could vote a maximum of 4 mills district building and bus reserves. A maximum of 1.9 mills could be levied for building and bus reserves, since the board is already levying 8.1 mills for maintenance and operation and the maximum for this is 10 mills.

The Board of Public Instruction could also issue additional State Board of Education bonds. It could also issue up to \$6,188,000 county-wide District Number 1 bonds providing this is approved by a majority of the registered freeholders in an election in which at least fifty per cent, plus one, of such freeholders participate in the voting.

Since the rate of growth of the county is so great and shows every indication of continuing to increase, the only solution seems to be the passing of bond issues. If the Federal Government, under the provision of Public Law 815, makes some additional funds available for capital outlay, then this amount could be deducted from the amount of the proposed bond issue. The people of Brevard County cannot possibly hope to provide for their school needs by levying pay-as-you go building and bus reserves. If this strategy is attempted, taxes would be increased to such an extent that the effect on the economy of the county would be very undesirable.



## CHAPTER V

### SUMMARY AND CONCLUSIONS

BOOM BUILT TO LAST? To most Floridians, the space-age boom bears little resemblance to the speculative sprees of the 1920's--or even to the later expansion that built up Miami, Tampa, and other cities.

This boom, they feel, is more solid and will go on for years, maybe forever. Even when federal spending for missiles and space projects tapers off, local businessmen say, firms such as Martin will be able to find large civilian markets for products now being used by the Government, or still on the drawing boards.<sup>43</sup>

#### I. SUMMARY

In Chapter I a statement of the problem proposed (1) to show what Brevard County school administrators have done to meet the problems of school construction; (2) to explain the methods used in financing new school construction; and (3) to describe the taxation problems encountered, and potential benefits to other school administrators.

Chapter II reviewed the related literature of taxation, financing, and school construction to a moderate degree, with more emphasis being allocated to the element of taxation.

Plant construction was reviewed to quite some depth in Chapter III with a great deal of attention being given to the school survey team's findings and subsequent recommendations.

The many problems of financing the school construction program were

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<sup>43</sup>"Boom that Space Built," U. S. News and World Report, LII (March 26, 1962), pp. 50-54.

discussed in Chapter IV. The sources of revenue for construction were as follows: (1) Public Law 815; (2) Public Law 874; (3) Section 2 of Public Law 874; and (4) the local school district bond issue.

The tax burden, the transportation problem, and the teacher-pupil turnover are all very realistic hurdles which must be taken in stride. Fortunately, government subsidies tend to ease the burden somewhat; however, it is the people of the community who must produce the bulk of the revenue so badly needed to operate the local educational system.

## II. CONCLUSIONS

Even with the passage of the bond issue and the financial aid of Public Laws 815 and 874 and Section 2 of Public Law 874, the Brevard County school system is barely keeping abreast of its rapidly increasing student population. When it appears that double sessions are no longer needed, another missile program is generated and once more the educational system is thrown off balance.

Four very significant facts have manifested themselves in the last decade: (1) the county's administrators and Board of Education have dealt satisfactorily with the multitude of obstacles that have challenged the progress of education and they have shown untiring efforts towards, and constant faith in, the aims for which they were striving; (2) the communities within the county have shown unusual interest and cooperation in supporting the local board's efforts to finance its programs; (3) an inequitable tax structure was noted as a weak point in the over-all county tax system, which by no means benefited the school system; and

(4) the most feasible plan of procuring revenue for school construction appeared to be that of issuing local school district bonds.

Despite many adverse conditions, we can conclude that many Brevard County citizens have fought an uphill battle for the cause of education.



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