

ANNUAL REPORT  
OF THE  
NEW JERSEY STATE DEPARTMENT OF EDUCATION  
1976-1977

prepared for

Honorable Brendan T. Byrne  
Governor, State of New Jersey

submitted by

Fred G. Burke  
Commissioner of Education

November 30, 1977

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## PREFACE

### ANNUAL REPORT - 1976-77

This document is the annual report of the Department of Education, pursuant to NJSA 52:14-18 for the year beginning July 1, 1976, and ending June 30, 1977.

Following the submission of this written report to the Governor on November 30, the Commissioner of Education reports to the State Board of Education at its December meeting on the operation and conditions of the public school system. Copies of this report are then printed and distributed to the State Legislature and State Library as required.

The five areas of activity for the 1976-77 school year were as follows:

- . To develop a statewide system which monitors local educational efforts;
- . To provide school improvement assistance to local districts to enable them to meet the requirements of a thorough and efficient education;
- . To improve state services to local school districts for targeted student populations with compensatory/special education needs;
- . To plan future state efforts to student populations not adequately served; and
- . To provide continued direct educational and cultural services to New Jersey residents.

These underlying themes are discussed in Chapters 2-6.

School year 1976-77 began with the Supreme Court ordering the

closing of the public school system on July 1. That event and an overview of the year are discussed in Chapter 1. Unfolding trends and concerns for the future are discussed in Chapter 7.

This annual report of the Department of Education will serve as a reference document for the important year 1976-77 in the history of New Jersey education.

CHAPTER I

STATUS OF PUBLIC EDUCATION IN NEW JERSEY

## CHAPTER I

### STATUS OF PUBLIC EDUCATION IN NEW JERSEY

During the past decade, the concept of educational accountability has spread to every state in the nation. The concept of accountability and the state education agency level includes numerous activities which can be clustered into three main groups: product, process, and fiscal accountability. At the state level, product accountability encompasses such efforts as statewide testing and assessment programs; adoption of minimum standards in the basic skills; and high school graduation requirements. Process accountability is translated into statewide comprehensive planning efforts usually accompanied by goal setting processes, needs assessment activities, in the various areas of concern: community involvement, program development activities, and program evaluations. Management by objectives is another activity area usually associated with process accountability. Fiscal accountability is both a unique component and at the same time an integral part of most other accountability efforts.

Systems such as program-oriented budgeting and other unified accounting systems tie in fiscal and process accountability; equalization of expenditure and other court-ordered fiscal reforms are more product-oriented where product is seen as equality of educational opportunity.

The following survey (Table I) of the fifty states shows that each has established or is currently considering requirements, statutes, or laws aimed at some or all of the accounta-

TABLE 1  
STATES INVOLVED IN ACCOUNTABILITY METHODS  
(PROGRAMS WITH ASTERISK ARE MANDATED BY LAW)

State	12 Account. System	1 Stud. Test./ Assess.	4a Prog. Eval.	5a Educ. Goals	5b Learner Obj.	6 Compr. Plan.	7 PPBS	8 MBO	9 MIS	Unif. Acctg. System	10 CBTE CBTC	4b Perf. School Accred.	Total Areas
Alabama		X	X	X	X		X	X			X		7
Alaska		X		X	X		* X	X			X		6
Arizona		* X	* X	X	* X	X			X	* X	* X		8
Arkansas		X			X		* X			1			3
California		* X	* X	X <sup>2</sup>		X	X	X		* X	* X		8
Colorado	* X	X <sup>3</sup>	* X	* X	* X	* X	* X	X	X	* X	* X	X	12
Connecticut		X	* X	X	X		X	X			* X		7
Delaware		X		X	X						X		5
D. C.		X		X	X	X					X		6
Florida	* X	* X	* X	X	* X	* X	* X	* X	* X	* X	* X		11
Georgia		* X <sup>4</sup>	* X	X	X	X				* X	* X		7
Hawaii				X			* X				X		3
Idaho				X			X	X			X		4
Illinois		X		X	X		* X	X		X	X		7
Indiana				X			* X				X		3
Iowa		X	X	X	X	X					X	X	7
Kansas	X	X		X	X	X		X			* X	* X	8
Kentucky		X		X	X	X				X	X		6
Louisiana	X	X		X	X						X		5
Maine		X		X	X	X					X		5
Maryland	* X	* X	* X	* X	* X		* X			X	X		8
Massachusetts		* X		X	X	X					* X		5
Michigan	X	* X	* X	* X	X				X		X		7
Minnesota		X			X	X					X		4
Mississippi	* X	* X	* X	* X	* X						X	X	7
Missouri	X	X		X	X		X				X		6
Montana		X		X	X				X		X		5
Nebraska		* X	* X	X	X	X			* X	* X	X		8
Nevada <sup>5</sup>		X	X	* X	* X	X			X		X		7
New Hampshire	X	X	X	X	X			X			X		7
New Jersey	X	X	* X	* X	* X	X	X	X	X	X	* X	X	12
New Mexico		X	* X	X	X		X	X		* X	X	* X	9
New York		* X	* X	X	X		X		X		X		7
North Carolina	X	X			X	X		X			X		6
North Dakota		X		X							X		3

(CONTINUED)

TABLE 1  
STATES INVOLVED IN ACCOUNTABILITY METHODS  
(PROGRAMS WITH ASTERISK ARE MANDATED BY LAW)

State	12 Account. System	1 Stud. Test./ Assess.	4a Prog. Eval.	5a Educ. Goals	5b Learner Obj.	6 Compr. Plan.	7 PPBS	8 MBO	9 MIS	Unif. Acctg. System	10 CBTE CBTC	4b Perf. School Accred.	Total Areas
Ohio	* X	X	X	* X	* X					* X	X		7
Oklahoma <sup>6</sup>	* X	* X	* X	* X	* X					X	X	* X	8
Oregon		* X	* X	* X	* X	* X	X	X	* X	X	* X		10
Pennsylvania		X	* X	X		X					X		5
Rhode Island		* X		* X	* X	* X	X		* X	* X	X		8
South Carolina			X	X	X	X		X		X	X		7
South Dakota			* X	X			X	X		X	* X		6
Tennessee				X							X		2
Texas		X		X	X	X	* X	X		X	X		8
Utah		X	* X	X		X	X				X		6
Vermont				X	X			X			X		4
Virginia		* X		X		X		* X			* X		5
Washington		X		X	X				X	X	* X		6
West Virginia				X							X		2
Wisconsin		* X		X	X	X	* X				X		6
Wyoming			X	X	X	X				X	X	X	7
TOTAL STATES	15	42	25	48	40	25	22	19	12	20	49	7	

bility components noted above. In several of the accountability areas, (statewide student assessment in the basic skills, and comprehensive-planning) New Jersey is among the nation's leaders. New Jersey was one of the first states to deal with the problem of fiscal inequities. The "T&E" state laws and administrative code provisions have established the basis for a statewide, multi-faceted accountability system which is probably the most comprehensive and complex of the state programs. Perhaps the greatest strength of the system lies in its capacity to provide an avenue for effective state and local cooperation in all three accountability areas.

An important part of any comprehensive program of statewide accountability is the component dealing with minimum competency proficiencies in the basic skills. A survey, conducted in December of 1976, indicated that as of that date sixteen states (New Jersey among them) had operationalized programs which measured at a statewide level minimum pupil proficiencies in the basic skills. Another three states were in the process of developing programs, fourteen states were in the planning stages, and nine had taken the matter under study. By Fall, 1977 twenty-six states had law or code requirements for minimum standards or graduation requirements while twenty-three other states had study committees on the issues. While there is large variation between the programs of the states, the following program pattern can be noted. First, most states seek to assess only traditional, basic academic skills while a smaller group of states have also sought

to test life skills. A second division can be noted between states that employ proficiency testing for the purpose of general pupil evaluation or school/program evaluation and those states that link testing to either graduation or grade level promotion. There is a further distinction between states that establish statewide standards and those that allow local districts to establish standards. Finally, there is a division between those districts that link compensatory aid to test results and those districts that use the results merely to indicate areas for needed program improvement.

The philosophy that underlies New Jersey's Minimum Basic Skills Program is one of using broad community involvement in the development and use of minimum standards tests in communication and computational skills. The state program does not tie test results to either graduation or grade level promotion (although the matter is now being studied). The state has, however, established a uniform statewide level of pupil proficiency which permits each district to develop its own method for moving pupils toward attainment of a state's minimum standards. Finally the state has made compensatory aid available to districts with students falling below the state mastery level.

With the 1976 Supreme Court injunction and new educational legislation serving as a backdrop, five major thrusts were identified as priorities for school year 1976-77. These were:

1. The initial implementation of T&E under Chapter 212, Public Laws of 1975.

2. The development of new programs and testing in the area of basic skills.
3. A new distribution of state aid and the development of local educational budgets.
4. The expansion of educational services to student populations with special needs.
5. The continued provision of direct educational and cultural services.

These major elements are discussed in depth in Chapters two through six.

On July 1, 1976 the State of New Jersey presided over the closing of all its public school facilities.

The New Jersey Supreme Court, ruling in Robinson v. Cahill, held that school finance arrangements violated the state constitution which requires that:

The legislature shall provide for the maintenance and support of a thorough and efficient system of free public schools for the instruction of all the children in this state between the ages of five and eighteen years.

As a result New Jersey is one of twenty states that have undertaken major school finance reform between 1970 and 1975. A recent report from the Education Finance Center of the Education Commission of the States lists Colorado, Connecticut, Illinois, Kansas, Michigan, Ohio, and Wisconsin as those states that have, with New Jersey, adopted a type of "guaranteed

yield equalization formula." That report notes that one effect of this national trend has been to increase state support of school spending from 39 to 51 percent in 18 of the twenty states. It is noteworthy also that in enacting the budget cap section of Chapter 212, New Jersey is in company with other states that are using one of a number of expenditure, tax and revenue increase limitation methods. New Jersey's progress in these areas is discussed in Chapter IV.

Since the Court's decision was based on both educational and financial grounds, it has profound tax consequences. The court decision also required the Legislature to define the phrase "thorough and efficient." While the State Department of Education began planning how to provide "thorough and efficient" education, the Legislature accepted the responsibility of funding education with less reliance on the property tax.

The immediate consequences of the closing of the schools in July, 1976 affected students directly. Because schools are one of New Jersey's biggest enterprises, there were also a number of serious economic implications which had to be considered: unemployment could have jumped from 11.6 to 16.5 percent; many working mothers would have to quit work; 10-12 million in unemployment insurance could have been lost; the state would have lost \$80 million in federal revenue. As it was, many state employees were temporarily unemployed until the Legislature funded Chapter 212 on July 8, 1976 by passing the states first

income tax. Because of the uncertainties associated with the delay in funding Chapter 212, the preparation of budgets for the school year 1976-77 was very difficult.

In arriving at a tentative school budget for the 1976-77 year, school districts had several options which included the following:

- a. Some districts drastically reduced budgets by eliminating programs and services, presenting absolute minimal budgets which would normally have been unacceptable if funding were available;
- b. Some districts adopted what was considered an adequate budget but, in assuming the lowest state aid figure, presented voters with an extremely high district tax need;
- c. Some districts adopted budgets slightly above the minimum, presenting voters with a compromise position in setting tax levies.

In all cases described above, the budgets were subject to acceptance or rejection by the voters. This issue is discussed further in Chapter 4.

The Minimum Standards Act was also passed by the Legislature in 1976 and required the State Board of Education to set minimum standards of proficiency for students in communication and computation skills. The development of a basic skills program in New Jersey is discussed in Chapter 3. The provision of special services to compensatory and special education children is discussed in Chapter 5.

Chapter 2 details the progress made in the development of educational planning by local districts with the assistance of the 21 county offices and the four Educational Improvement Centers.

Chapter 5 details some of the Educational and cultural services provided directly by institutions of the New Jersey State Department of Education.

The final chapter of this report discusses some of the ongoing trends affecting education and presents the priorities of the State Board as developed at the end of school year 1976-77.

## CHAPTER II

### Overview of Thorough and Efficient Education Implementation

## CHAPTER TWO

### INTRODUCTION

Spiraling costs and increasing resources required to operate the educational system have been a dominant feature of American public education over the last decade. The public concern over increased costs, and more importantly for the product of the educational system--a more enlightened and functional citizen--have led to the public call for accountability. Diminishing educational funding requiring more efficient use of resources through systematic planning and cost effective program implementation.

Historically, school systems have been responsive to the needs of students and society. A slowing of the economy, the rapid changing society, and continued increases in costs have necessitated a systematic process for assessing school district efforts to improve education.

Realizing the dilemma, and because of increasing pressure from taxpayers, legislators throughout the country have responded by enacting education accountability laws. These laws require not only that educators disclose educational progress and achievement of students but that they justify performance in terms of cost.

Recent court cases have questioned the inequities of school funding support created by the exclusive reliance on property taxes. Current trends toward accountability legislation have resulted in equalized funding support based on revenues other than local real estate taxes. Furthermore, school districts are

required to identify how programs (costs) are related to their goals. Minimum levels of pupil proficiency are being established as a result of priority attention given to achievement in the basic skills.

As a result of the Supreme Court decision in Serrano v. Priest, California ended inequalities of funding support and established minimum performance indicators and "course of study" requirements for high school graduation. Minimal competency testing continues to draw legislative interest. Twenty six states, through enactment of legislation, State Board resolution or Department of Education rulings have established minimal competency testing for improvement in the basic skills. Colorado provides for local board option in imposing proficiency testing for high school graduation. The Educational Accountability Act in the State of Florida places a ban on social promotion. Virginia, through the Standards of Quality Act, provides for cooperation of the State Board of Education and local districts in setting standards. Master plans for evaluation and state wide assessment stress the mastery of basic competencies for high school graduation. Local decision makers have responded by designing, developing and implementing a competency system correlated to grade level exit behaviors.

Although the term "accountability" is too new in the educational vocabulary to have acquired a standard usage, there is little doubt about its general meaning and impact for the schools. The basic idea it conveys is that professional educators should be held responsible for educational outcomes in terms of student progress.

If this can be done, it is believed that better educational results will occur.

In this chapter, we review the progress made in New Jersey in implementing a system of educational planning at the district level.

#### OVERVIEW OF T&E IMPLEMENTATION - 1976/77

In the landmark case Robinson v. Cahill, of 1973, the Supreme Court of New Jersey ruled that the education laws then in effect did not meet the constitutional mandate that the "Legislature ... provide for the maintenance and support of a thorough and efficient system of free public schools..." To rectify this deficiency, the court indicated that the state must define its educational obligation under the state constitution and, if it chooses, to assign all or part of that obligation to local districts.

In an effort to fill this constitutional void, both the Legislature and the Department of Education undertook the difficult task of defining the various facets of a "thorough and efficient" system of education. It was determined that the most effective approach to the problem would be the enactment of legislation which provides the general outline of a constitutionally proper system while the State Board and Commissioner of Education would complete that outline with detailed and specific regulations.

On September 29, 1975, the Public School Education Act of 1975 was approved and immediately transmitted to the Supreme Court for its review. In Robinson v. Cahill, the Supreme Court found Chapter 212 constitutional, in all respects, if fully funded.

To implement this legislative enactment, the State Board of Education adopted regulations, in final form, on January 7, 1976.

The Legislature, however, was unable to enact a mechanism to fund the education act in a timely fashion. The Supreme Court, therefore, in an order dated May 13, 1976, enjoined the expenditure of all public monies in support of public education after July 1, 1976, in the absence of legislative action by that date.

The Legislature failed to adopt a funding mechanism and the injunction against educational spending went into effect on July 1, 1976. Pending legislative action, public money could not be used to support educational planning activities by local school districts, nor could they be expended to support activities of the Department of Education which related to the provision of, or planning for, educational or instructional services. The injunction disrupted those local and departmental activities essential to an orderly implementation of the Public School Education Act of 1975.

This crisis in New Jersey's public educational system was finally resolved when the Legislature adopted the New Jersey Gross Income Tax Act on July 18, 1976, which fully funded the Public School Education Act. Following enactment of the State Income Tax, the Supreme Court withdrew the injunction against educational spending.

The Department of Education, following this temporary disruption in its planning and instructional activities, initiated a program to inform local districts of their responsibilities pursuant to the Public School Education Act of 1975. Before the commencement of the 1976-77 School Year, the Commissioner of Education informed local districts that they were:

. . . obligated to develop and implement procedures for:

1. Initiating short and long term education planning.
2. Improving the basic skills in language arts/reading and mathematics for 76-77 and 77-78.

The Commissioner further directed that each district on  
December 1, 1976:

. . . report the following information on forms to be prepared  
by the Department:

Procedures for implementing T&E in 1976-77 including:

1. Plans for orienting the community, staff and students to educational planning;
2. Plans for involving the community, staff and students in the planning processes;
3. Plans to implement at least one major step to the planning process.

Procedures for improving the basic skills including:

1. Improvements to be achieved in 76-77
2. Improvements to be implemented in 77-78. Where additional or new costs were required, these should be budgeted in program-oriented format.

A proposed annual budget for 77-78 in the standard line item format with new improvement programs identified separately in program oriented format as well as the line item.

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In order to meet the requirements of the Law and Code for reporting to the legislature, each district submitted the following on:

July 1, 1977

A report on the district's progress in comprehensive educational planning, basic skills improvement and the development of program-oriented budgeting.

A management plan for implementing T&E in the school year 77-78, including procedures for community participation.

An Annual Report as required by the NJAC 6:8-6.1.

These obligations were discussed and explained in greater detail at the September roundtable. At the time, resource materials were distributed.

On August 27, 1976, the Commissioner provided local districts with forms and instruction sheets for the December 1, 1976 report. The paperwork burden on local education agencies (LEA's) has been reduced from 400 to 203 forms during the last two years. Of these 203 forms only 83 are "required."

During this period, the Department of Education staff conducted intensive T&E training sessions and seminars on various aspects of the law. A booklet, A Primer for School Improvement in New Jersey, explaining the requirements of the new education act and the regulations implementing it, was also developed by departmental staff and widely disseminated during the summer and fall of 1976. Personnel from the twenty-one county offices were actively involved in preparing local districts to fulfill their responsibilities under Chapter 212. The county activities included numerous T&E orientation and training sessions with local staff and individual meetings with school administrators for the purpose of providing information and assistance on implementation of the law.

Shortly after the commencement of the 1976-77 school year, additional legislation was enacted. This law, known as the Basic Skills Act of 1976, significantly amended the Public School Education Act and required that standards of pupil performance include a uniform statewide standard of mastery in basic communications and computational skills.

The State Board of Education was directed by statute to establish such uniform standards and each local district in which there were pupils performing below the statewide minimum level was required to establish an interim goal designed to assure reasonable progress toward achievement by each pupil of the statewide standard of proficiency.

A basic skills improvement plan designed to achieve progress toward each interim goal was to be included as part of each district's annual plan.

State and local testing results together with an evaluation of pupil proficiency and of the effectiveness of the district's skills improvement plan was also to be included in the annual report to be submitted by local districts to the Commissioner of Education by July 1, of each year.

In accordance with Section 2 of the Act, the State Board of Education proposed regulations for amending and replacing local district proficiency standards with statewide standards.

These regulations were adopted, in final form, by the State Board of Education at its June 1, 1977 meeting.

In furtherance of its responsibility to provide technical assistance to local school districts, the Department of Education developed and distributed in the fall of 1976, resource materials to assist districts in determining needs and implementing programs in basic skills. Thereafter, local districts were provided a document to assist them in determining compliance with mandated programs. Support services were also provided the local districts

on a continuing basis through the central State Department staff, the twenty-one county offices and the four Educational Improvement Centers.

The December 1 reporting forms, returned by local districts to their county superintendents, served as the basis for ongoing monitoring by those officials for the remainder of the 1976-77 school year.

In compliance with directives from the Commissioner of Education, the county superintendents made on-site visitations to the districts and schools within their jurisdiction. During these visitations, the county superintendents observed classroom practices and closely monitored the progress of local districts in complying with Chapter 212. Where necessary the county officials offered further assistance to local districts. As emphasized in the March 9 directive to the county superintendents concerning Monitoring Procedures for 1976-77:

"An important aspect of this process is that it will provide a basis or framework for the annual report, monitoring of a district's progress, and still make assistance available to schools and districts from the county office. It is important that the monitoring process be a process by which progress is reviewed and encouraged, and assistance offered where necessary."

Paralleling these monitoring efforts by the county offices were other aspects of the overall process of evaluation. In accordance with the Public Education Act of 1975, Statewide achievement tests in reading and mathematics were administered on October 20-21, 1976 to students in grades 4, 7 and 10. The results of the Educational Assessment Program were then disseminated

to the local districts in January, 1977 and were analyzed in accordance with the New Jersey Administrative Code. The results of the testing program assumed added significance in light of the recent enactment of the Basic Skills Act of 1976 and became a key element in determining pupil proficiency in areas of basic skills.

Furthermore, pursuant to the statute, each local school district submitted a copy of its proposed budget for the 1977-78 school year to the Commissioner for his review. Because of the uncertainty surrounding unbudgeted state aid for the 1976-77 school year, the date for budget submission was delayed by c.113, P.L. 1976 to February 7, 1977. Upon submission, the Commissioner reviewed each item of appropriation within the proposed current expense and capital outlay budgets to determine their sufficiency in light of the educational needs of each district.

After considering the preliminary evaluative material available to him, the Commissioner determined that it was an insufficient base upon which to classify local districts as approved, conditionally approved or unapproved at the completion of the 1976-77 school year. This classification requirement is not contained in the Public School Education Act of 1975, but appears solely in the regulations governing Thorough and Efficient Education Systems, adopted by the State Board of Education, as N.J.A.C. 6:8-6.2(a):

"The Commissioner shall classify districts and each school within a district as approved, conditionally approved, or unapproved, as defined in this chapter, based upon analysis of the annual reports submitted, the results of annual monitoring, and visitations by representatives of the Commissioner."

The Commissioner recommended to the State Board at its April 6 meeting, that the local districts not be classified for the 1976-77 school year stating:

...there will be insufficient data available to county superintendents, Commissioner and State Board to classify districts and schools on an equitable and well-founded basis.

The State Board adopted the recommendation of the Commissioner of Education and further directed that he submit to the Board a report of the present status of the local school districts to assure that all districts are maintaining the necessary effort to assure compliance with the requirements of the Public School Education Act.

A clear description of the limited action taken by the State Board at its April 6 meeting was communicated to all districts by the Commissioner on April 19, 1977. At approximately the same time, the annual report forms, together with appropriate instruction sheets, were provided to local districts. These reports, due July 1, 1977 have been submitted by the local districts to the county superintendents. An analysis of these and other reports is presented as part of this review of the implementation of T&E during the school year 1976-77. Tables depicting Annual Report data are found on pages 26-34.

### EDUCATIONAL GOALS

When asked to report on their status relative to the development of district outcome and process goals, 91% of the districts reported completion of outcome goals while 47% reported completion of process goals during school year 76/77. Seven percent: 7% had outcome and 20% had process goals in process during the same year. In school year 77/78, 7% of the districts planned to complete outcome and 26% of the districts planned to complete process goals while three percent (3%) of the districts planned to complete process goals in the future.

### OBJECTIVES AND STANDARDS

Table I illustrates that five percent (5%) of the districts developed objectives and standards for the educational program based upon district goals during school 76-77. Forty-one percent (41%) reported that they were in progress. Seventy-three percent (73%) of the districts planned to develop objectives and standards during school year 77-78, while the remaining 22% planned to develop them after the 77-78 school year.

### ASSESSMENT

When asked to report on the assessment of pupil needs by teaching staff members to determine attainment of educational objectives, 67% of the districts reported completion of the assessment during the 76-77 school year; 28% reported it was in progress. Forty-one percent (41%) stated they would work on assessment during school year 77-78 while the remaining 53% planned to complete assessment after the 77-78 school year.

Fifty-seven percent (57%) of the districts reported completion of assessment to determine the status of attainment of long and short-range objectives during school year 76-77; twenty-five percent (25%) reported the assessment in progress. Thirty-seven percent (37%) of the districts stated they would conduct the assessment during the 77-78 school year while 58% planned to work on assessment after the 77-78 school year.

#### EDUCATIONAL PROGRAM

During the 76-77 school year, five percent (5%) of the districts reported the adoption of an educational program consistent with written goals and objectives; twenty-five percent (25%) reported the activity in progress. Seventeen percent (17%) of the districts planned to adopt the program in 77-78, while 74% planned to adopt the program after the 77-78 school year.

#### INSTRUCTION

Districts were asked to report if instruction by teaching staff members provided for achievement of written district and school goals, objectives and standards. Nine percent (9%) reported that instruction provided for such achievement during school year 76-77; twenty-five percent reported it was in progress, fifteen percent (15%) planned to work on the activity during 77-78; seventy-six percent (76%) planned the activity after school year 77-78.

#### EVALUATION OF PUPIL PROGRESS

Nine percent (9%) of the districts reported that they developed and implemented in school year 76-77 evaluation procedures to provide for the continuous and comprehensive review of pupil progress toward

district and school goals and program objectives; twenty-six percent (26%) stated that the development and implementation of evaluation procedures were in progress. Seventeen percent (17%) said they would develop and implement the procedures in school year 77-78 while 74% reported they would conduct the activity after school year 77-78.

#### PUPIL MINIMUM PROFICIENCY LEVELS

Districts were asked to report on the establishment of minimum proficiency levels in the basic skills and whether or not they had established remedial programs to assist those students performing below minimum proficiency levels. Sixty-two percent (62%) of the districts indicated that minimum proficiency levels were established during school year 76-77 while 15% of the districts were in progress. Twenty-eight percent (28%) planned to establish minimum proficiency levels in school year 77-78; the remaining 12% planned to establish them after the 77-78 school year.

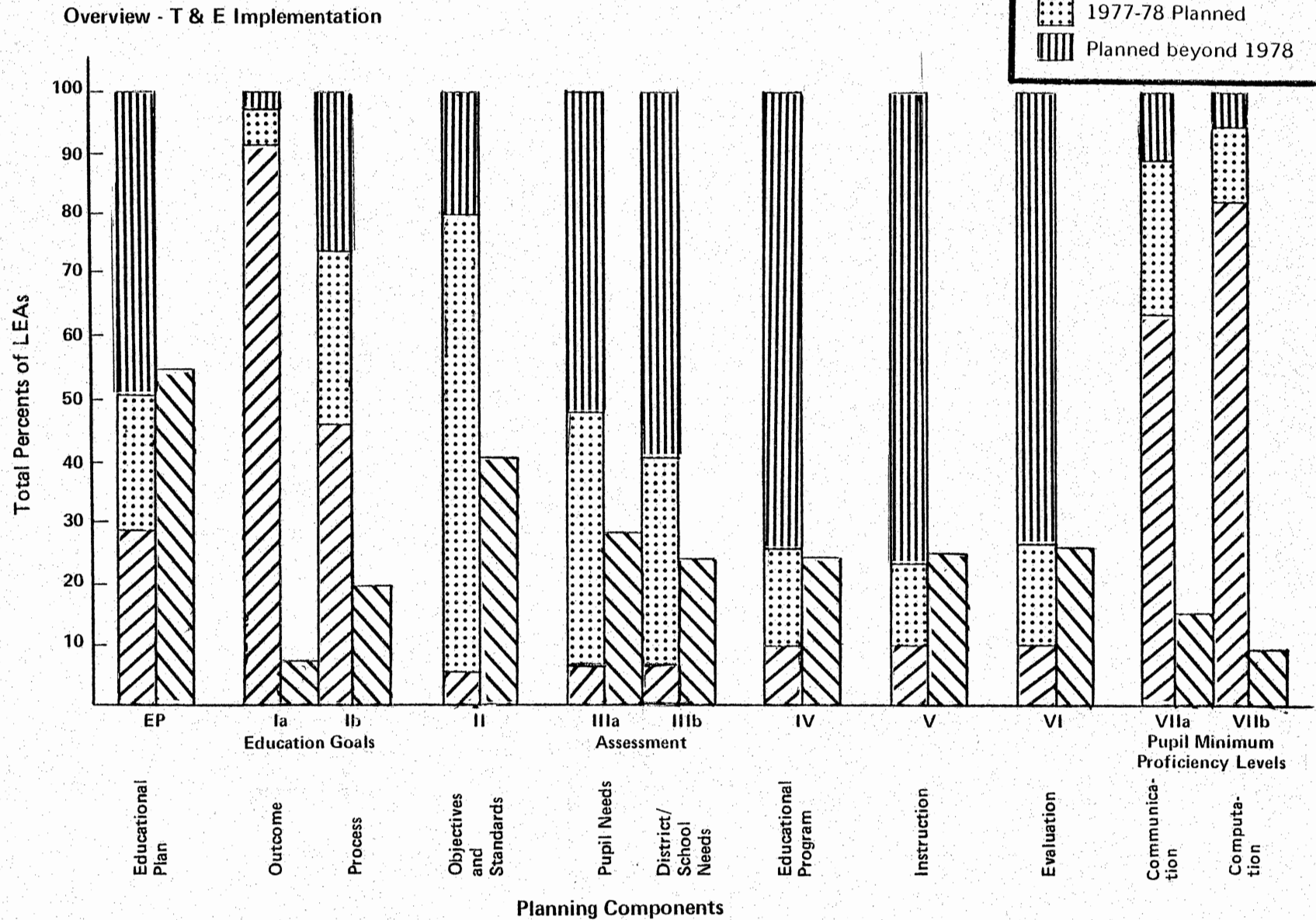
Eighty-percent (80%) of the districts installed remedial programs in the basic skills during school year 76-77. Eight percent (8%) of the districts were in the process of installing them. Fifteen point five percent (15.5%) of the districts planned to establish remedial programs during school year 77-78. Four point five percent (4.5%) planned to install them after school year 77-78.

**TABLE 1**  
**T & E IMPLEMENTATION - A GRAPHIC OVERVIEW**

Table 1 illustrates what districts reported when asked to respond to questions related to the implementation of T & E. The implementation questions were presented in the sequence in which they appear in the N.J.A.C. The responses were recorded on Form A-1 of the Annual Report which was submitted by the districts on July 1, 1977.

The districts were asked whether or not a written district and school educational plan had been developed. Twenty-nine percent of the districts responded that they had the educational plan in place; 54 percent stated that it was in progress; 22 percent said that they would put it in place during the school year 77-78 and the remaining 48 percent had planned to install it after the 77-78 school year.

TABLE 1  
ANNUAL REPORT  
July 1, 1977

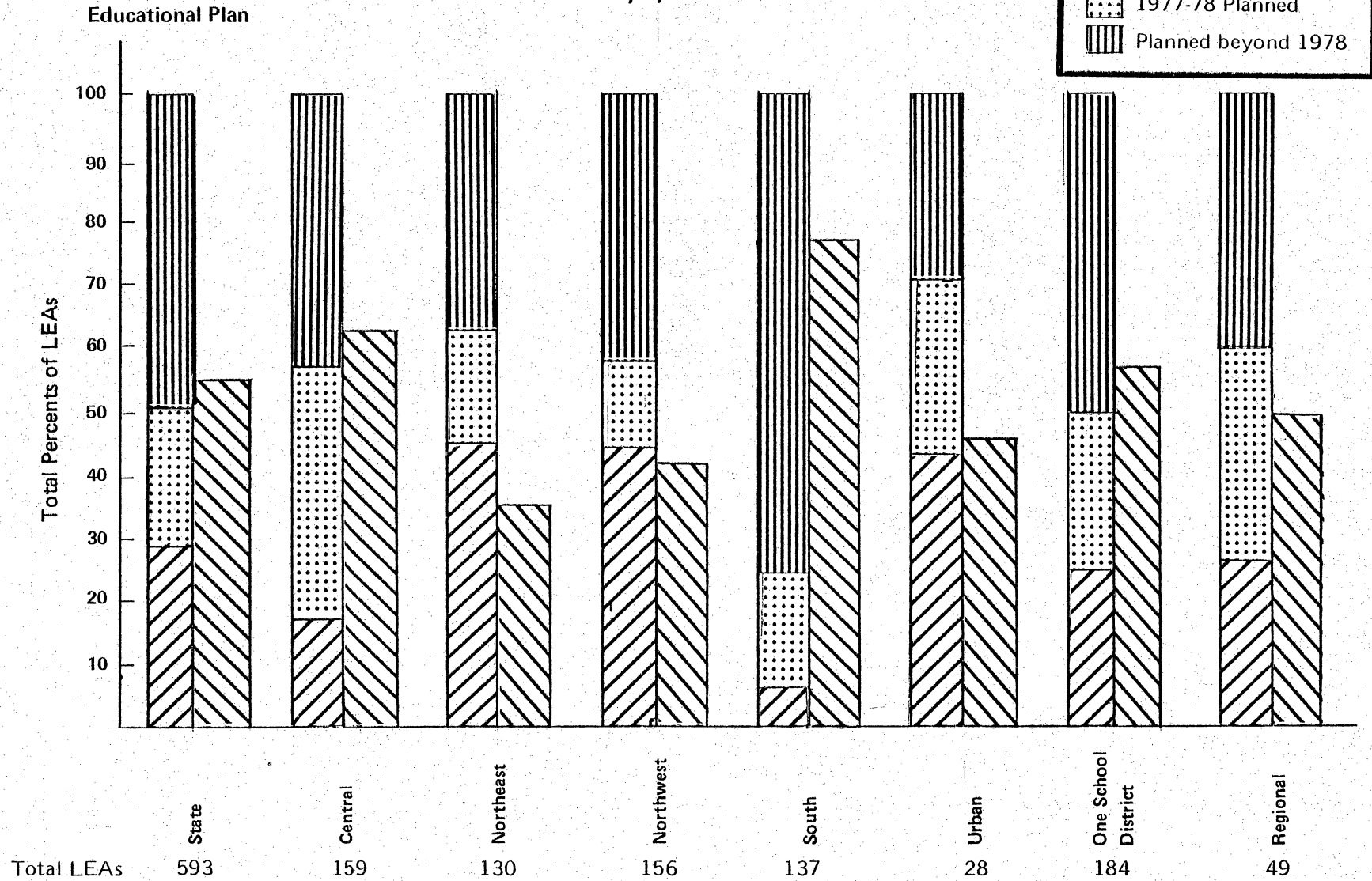


## TABLE II

### EDUCATIONAL PLAN

Table II shows the status of local districts regarding their progress toward the implementation of the Educational Plan. This is the ultimate purpose of Subchapter 3 of the N.J.A.C. The graph shows data from regions and school districts of varying types.

TABLE II  
ANNUAL REPORT  
July 1, 1977

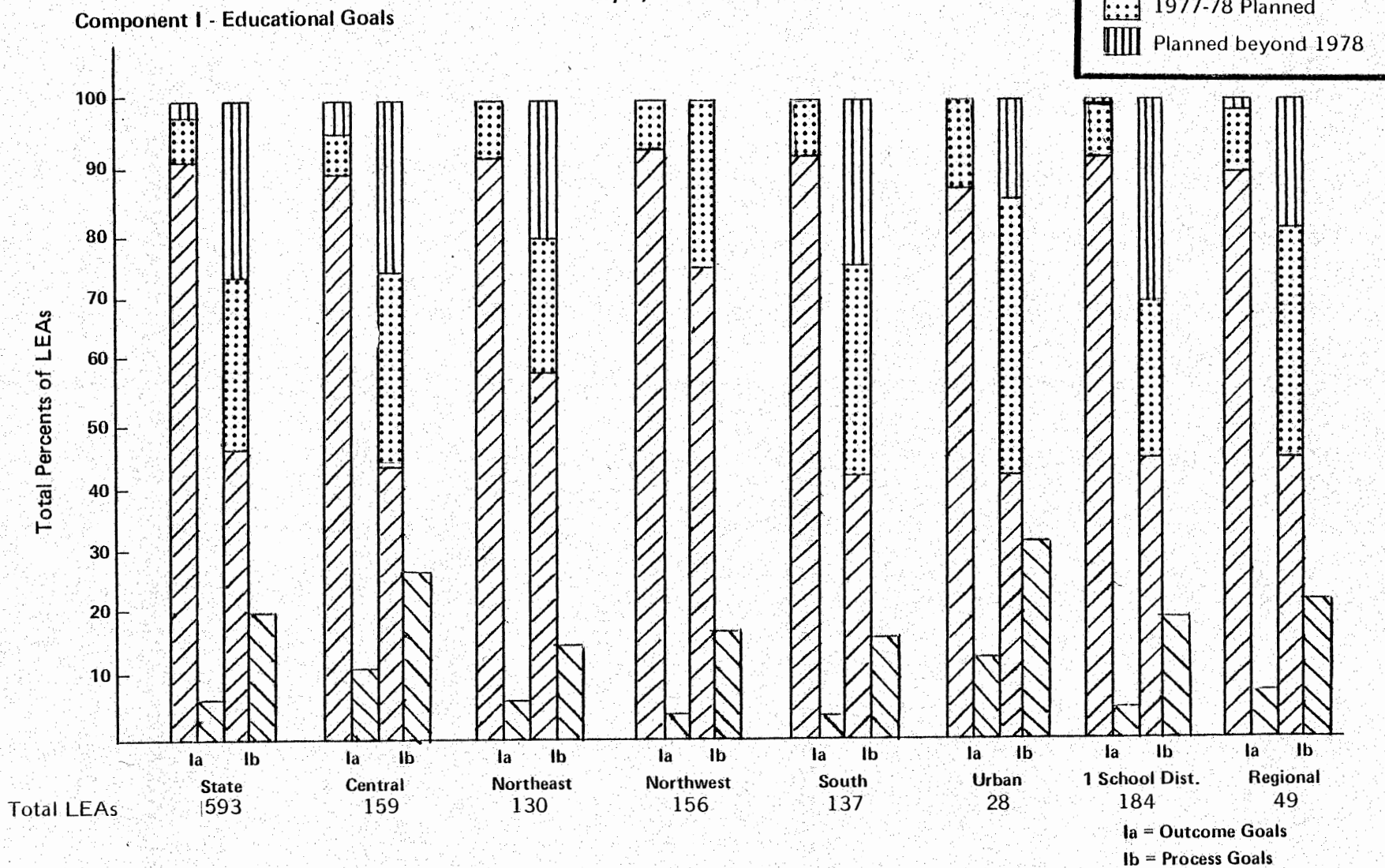


### TABLE III

#### EDUCATIONAL GOALS

As can be seen in Table III, most districts, regardless of their location or type, have completed the educational goal development process or plan to complete it in the school year 77-78.

**TABLE III**  
**ANNUAL REPORT**  
**July 1, 1977**

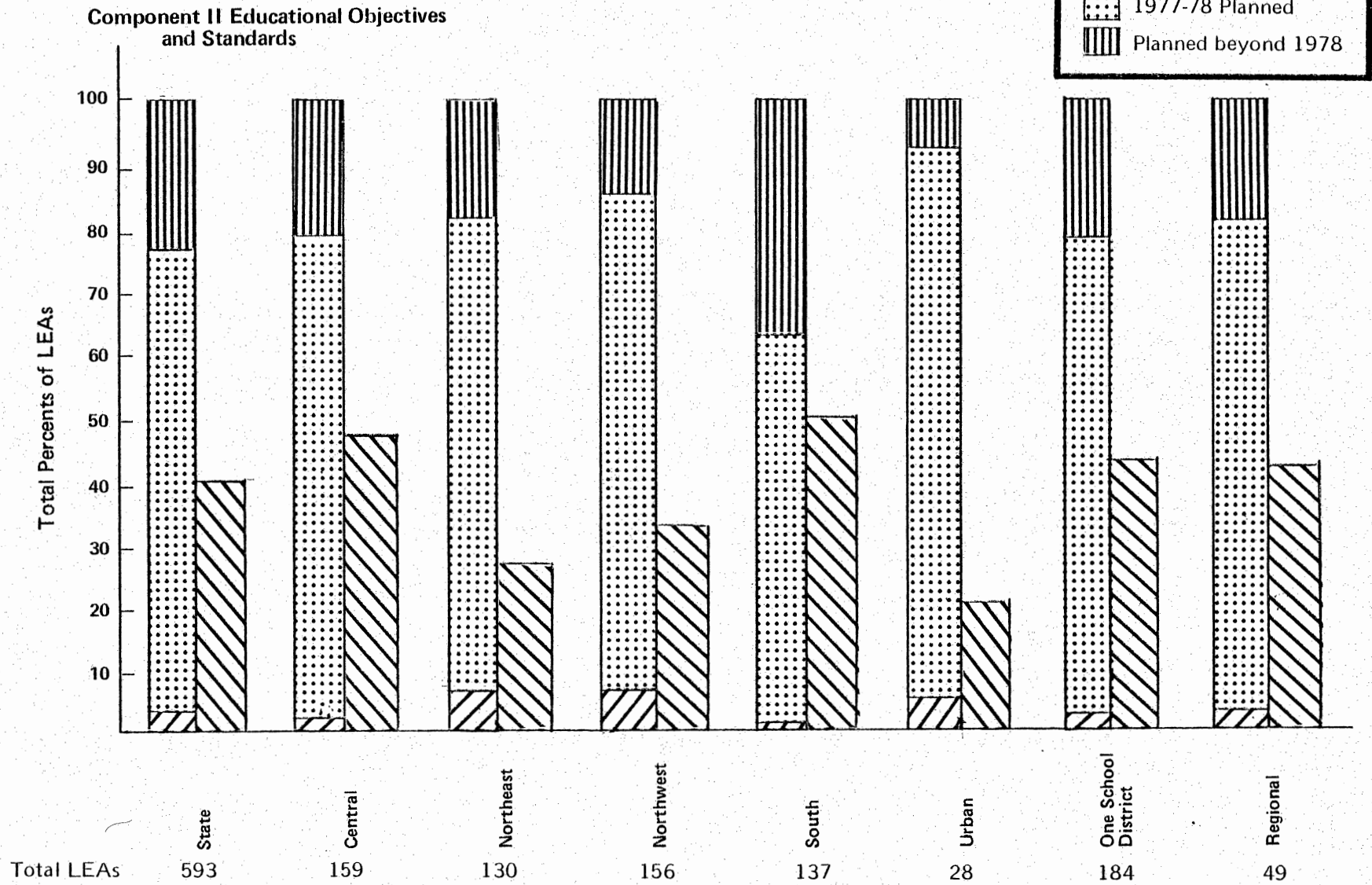


#### **TABLE IV**

##### **EDUCATIONAL OBJECTIVES AND STANDARDS**

Regardless of region, less than 10 percent of the districts completed the development of educational standards and objectives (illustrated in Table IV). This component was planned as the major thrust of activity for school districts in school year 77-78. The southern region had the greatest number of districts that planned to complete the activity after school year 77-78.

TABLE IV  
ANNUAL REPORT  
July 1, 1977

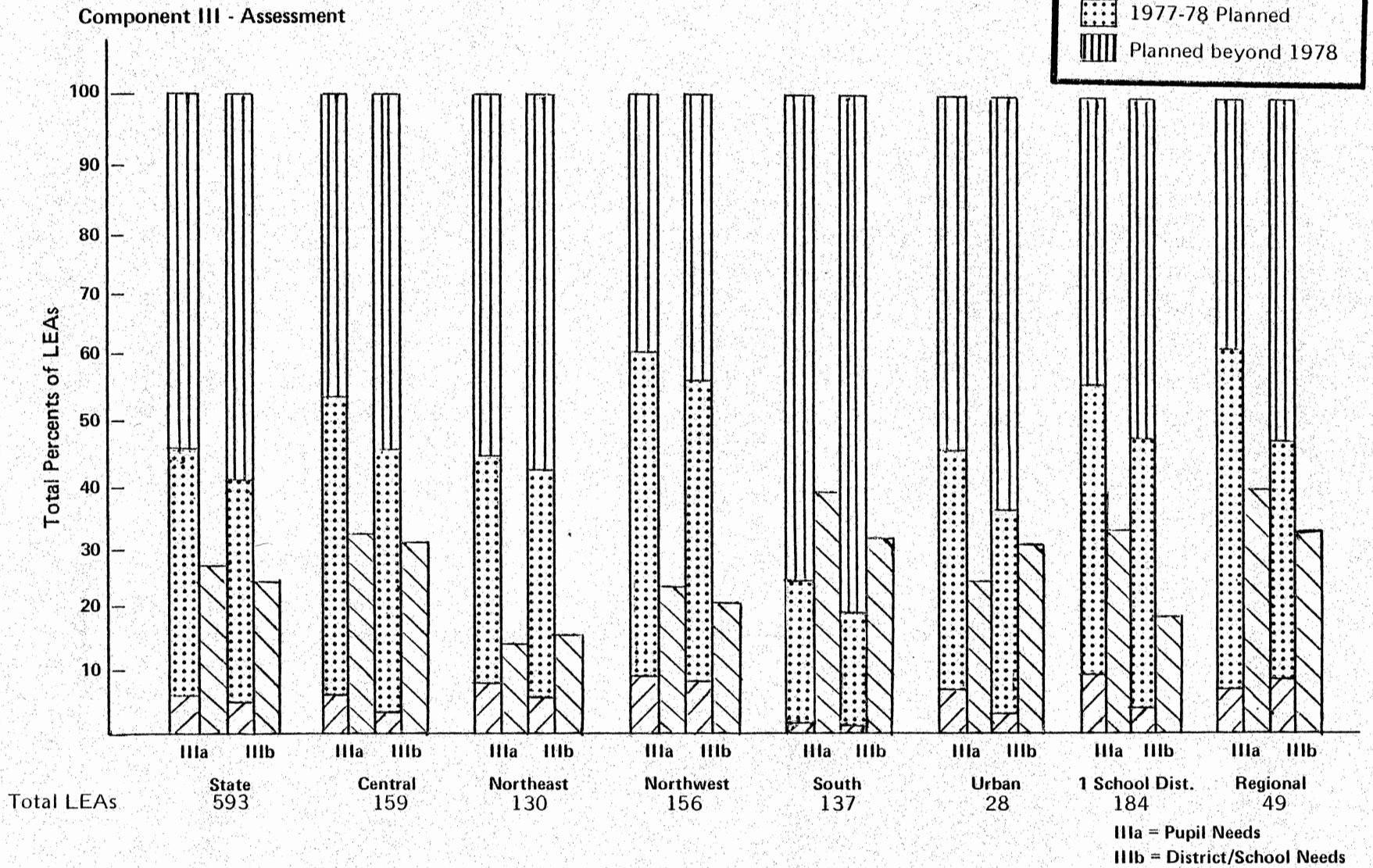


## TABLE V

### ASSESSMENT

In Table V it can be seen that regardless of region, 10 percent or fewer districts completed assessment of pupil needs, although as many as 35 percent of the districts indicated progress during the 76-77 school year. The Northwest region and regional districts had the greatest number of districts which planned the activity during school year 77-78. There was slightly greater activity in assessment of pupil needs as compared with assessment of district and school needs.

TABLE V  
ANNUAL REPORT  
July 1, 1977



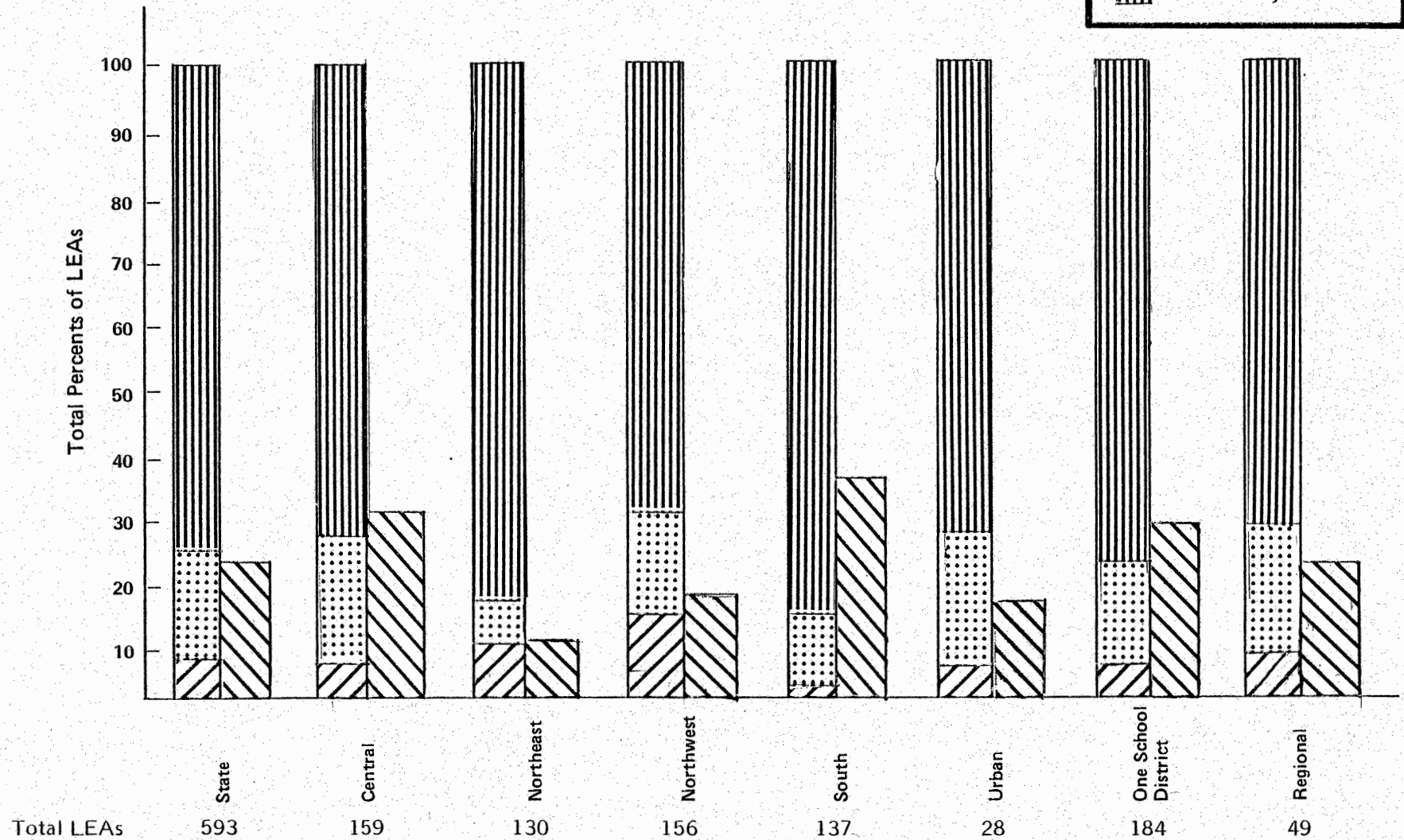
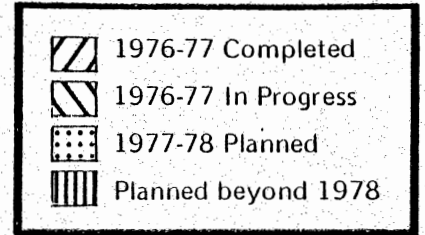
## TABLE VI

### EDUCATIONAL PROGRAM (CURRICULUM)

Table VI illustrates that at least 70 percent of the school districts planned to adopt an educational program consistent with written goals and objectives after school year 77-78. The southern region had the smallest number of districts that completed the activity in school year 76-77. The same region had the greatest number of districts that had the activity in progress during the same year.

TABLE VI  
ANNUAL REPORT  
July 1, 1977

Component IV - Educational Program  
(Curriculum)

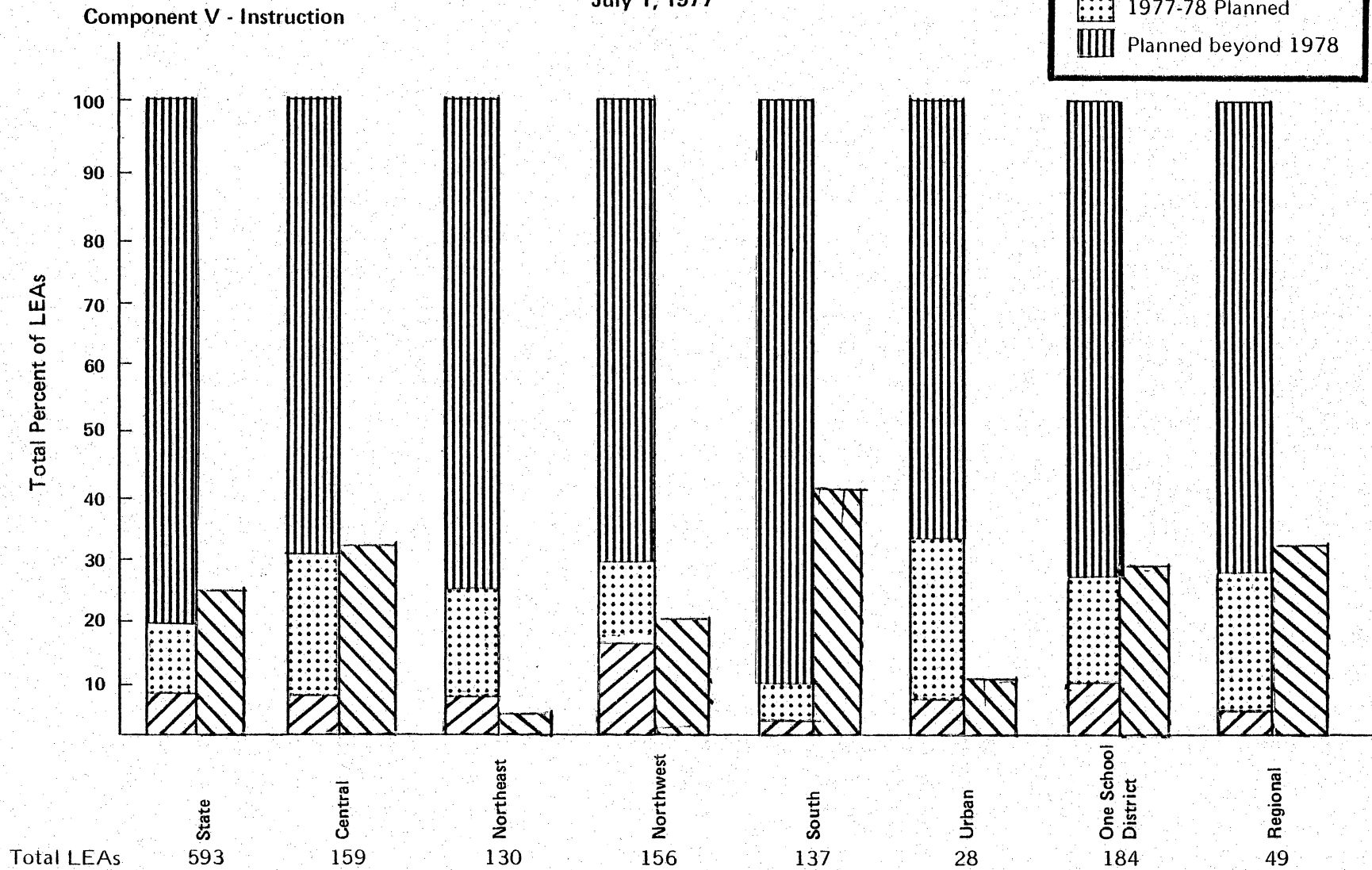


## **TABLE VII**

### **INSTRUCTION**

As shown in Table VII the Northwest region had the greatest number of districts that provided for achievement of written district and school goals, objectives and standards through instruction by teaching staff in school year 76-77. The southern region had the smallest number of districts that completed the activity that year although it had the greatest number of districts with the activity in progress.

TABLE VII  
ANNUAL REPORT  
July 1, 1977



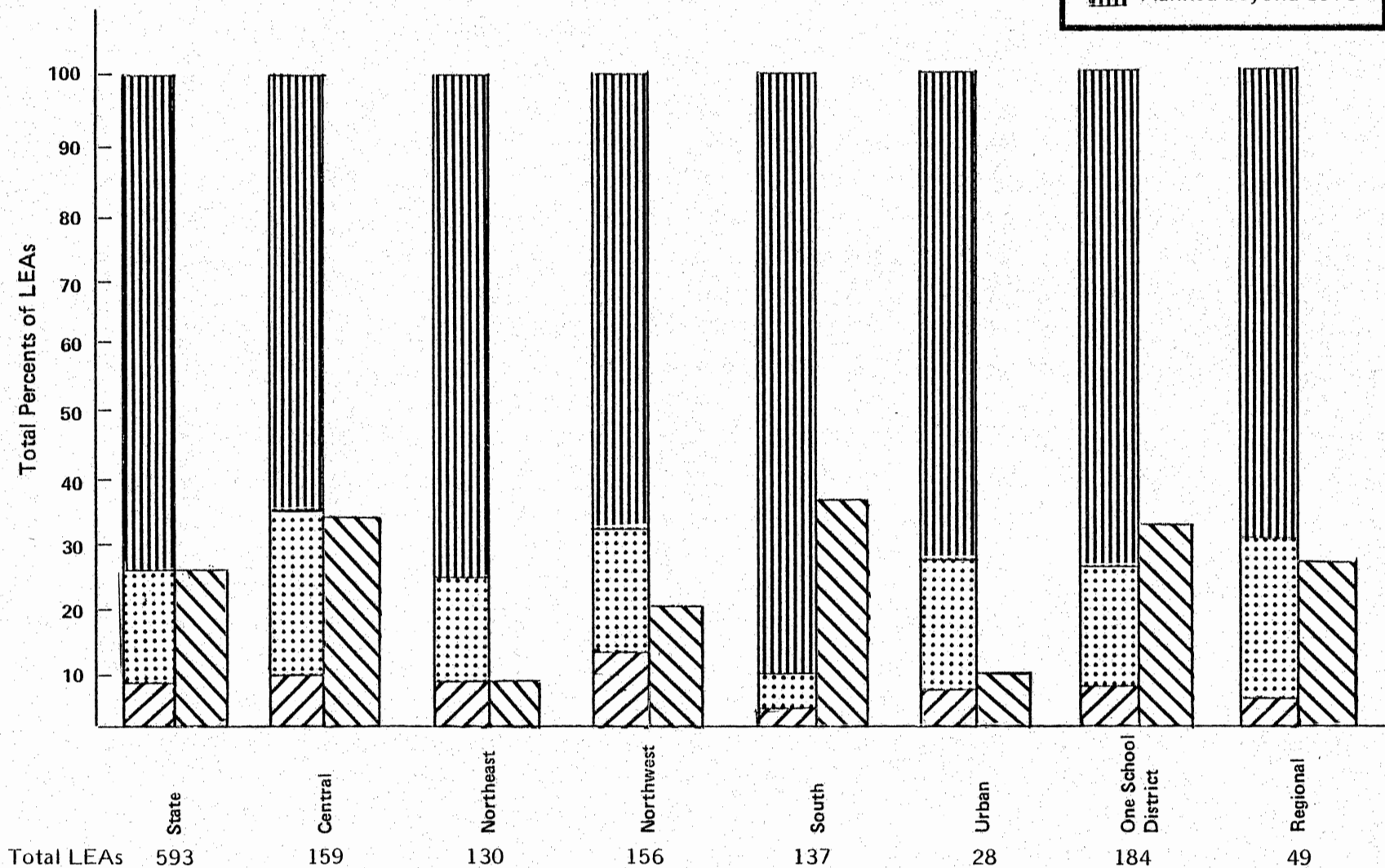
## **TABLE VIII**

### **EVALUATION OF PUPIL PROGRESS**

Table VIII shows that regardless of region, approximately the same number of districts developed and implemented evaluation procedures in school year 76-77. The southern region had the greatest number of school districts (90%) that planned evaluation beyond the 77-78 school year.

TABLE VIII  
ANNUAL REPORT  
July 1, 1977

Component VI - Evaluation of Pupil Progress







## TABLE IX

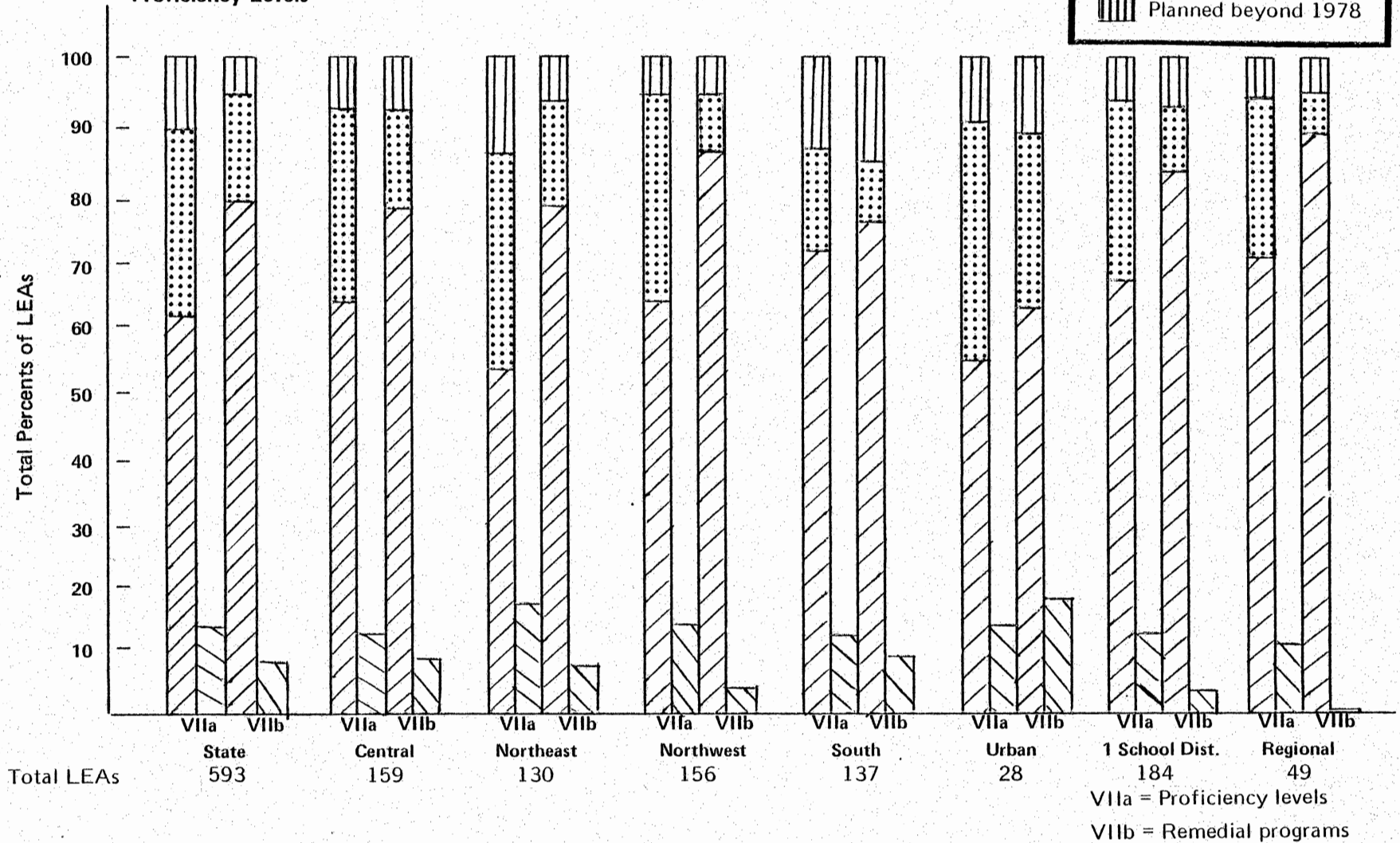
### PUPIL MINIMUM PROFICIENCY LEVELS

Table IX illustrates the substantial emphasis placed on basic skills by school districts in all regions in school year 76-77. Urban schools and northeast regions had the smallest number of schools that established minimum proficiency levels in school year 76-77. Regardless of region no more than 15 percent of the districts planned to establish minimum proficiency levels after school year 77-78. Regional districts had the greatest number of districts that established remedial programs in school year 76-77.

TABLE IX  
ANNUAL REPORT  
July 1, 1977

Component VII - Pupil Minimum  
Proficiency Levels

-  1976-77 Completed
-  1976-77 In Progress
-  1977-78 Planned
-  Planned beyond 1978



## EDUCATIONAL IMPROVEMENT CENTERS

Over the past ten years, New Jersey has seen the growth of regional education centers from a small single center in Glassboro to a group of four strong service organizations located in different areas of the state. The four regional education centers, called Educational Improvement Centers, are located as follows: EIC-South in Glassboro; EIC-Northwest in Cedar Knolls; EIC-Central in East Windsor; and EIC-Northeast in East Orange. The Educational Improvement Centers function within three broadly stated purposes: to provide services which local districts are unable to provide themselves; to bring the services of the Department of Education closer to the local level; and, to develop and assist groups of districts to work on common problems.

The four regional service centers respond to needs identified by local school districts and teaching staff. Also, the centers initiate activities which are responsive to regional and state needs. The priority of each Educational Improvement Center is to provide assistance to high need areas. Some activities are developed and tested in one region and transferred to the other regions.

The content and activities of the centers may change from year to year but the functions have remained basically the same. The four Educational Improvement Centers provide technical assistance to local districts and teaching personnel through research, development and dissemination. Developmental activity is limited to the practical development and implementation of programs at the local district or school level.

EDUCATIONAL IMPROVEMENT CENTER: SOUTH JERSEY REGION

Educators in 136 of the 140 districts in the South Jersey Region attended workshops or requested consultation services and information at EIC-South during the 1976-77 school year. Educators in all other New Jersey counties also used the services of EIC-South. Other users of EIC-South services include private and parochial schools, community colleges, county offices and 33 states. The total number of educators served by EIC-South during the school year 1976-77 was 27,148.

Seventy-five workshops were held on such various topics as teaching reading, enrichment in the classroom, teaching the gifted, T & E Institute, learning centers, teaching the hearing impaired, science education, kindergarten clinic, creative dramatics, metric system, parent effectiveness training, teaching vocational information in the content areas, career assessment, establishing a math resource center, preschool assessment and recreational reading. These workshops service 16,200 participants, sixty-one percent of whom were teachers, mostly from the elementary grades.

Workshops were evaluated at conclusion by participants. Ninety-six per cent responded that they felt the workshop objectives were adequately or fully met. Seventy-eight percent thought that they knew more about the topic after workshops. More than ninety percent of participants rated all categories as good, or very good. Sixty-four percent said that, as a

result of workshops, they would use newly acquired skills in their classrooms, share materials and/or information with colleagues, continue their education in the workshop area, or implement a new program.

A total of 320 consultations were completed by EIC staff reaching 3,570 educators, of which 107 dealt specifically with T & E.

There were 6,202 requests for materials during the year, 4,327 were from educators and 1,875 from students. Client evaluations of these services were highly rated on feedback forms by 82 per cent of all clients.

EDUCATIONAL IMPROVEMENT CENTER: CENTRAL JERSEY REGION

During 1976-77 the Educational Improvement Center, Central Jersey Region experienced its first full year of operation. EIC-Central provided direct technical assistance to 106 of the 160 districts located in the region.

A total of 113 workshops were conducted addressing various aspects of T & E. An additional 92 workshops were held on such topics as curriculum alternatives, testing and evaluation, reading, curriculum improvement, the metric system, and using instructional television to teach basic skills. Approximately 4,350 people participated in workshops held at the Center and about 5,200 people participated in workshops conducted in the field.

A Teachers Advisory Council (TAC) was formed from the five county associations. This group meets quarterly to present the needs and problems of teachers in the central region.

A Regional Inservice Council (RIC) was formed from the five county roundtables, five county associations, private schools and six colleges. An Urban Consortium has been formed of seven urban districts to work on educational improvement. At the end of the year a Secondary Principals Association was formed.

EDUCATIONAL IMPROVEMENT CENTER: NORTHWEST REGION

During the 1976-77 fiscal year, EIC-Northwest conducted a total of 249 workshops and conferences with an approximate attendance of 8,237.

One-third of the workshops and conferences addressed the thorough and efficient process. Other conferences addressed minimum standards, classroom techniques, and content area training.

Two graduate courses were offered at the Center on Tuesday nights: "Legal Foundations of Learning Disabilities," sponsored through the Learning Center of Fairleigh-Dickinson University; and Film Making, sponsored through the Morris Alliance for the Arts and accredited by Rutgers University.

EIC-Central staff provided onsite technical assistance in T & E to 125 (75 per cent) of the 165 regional districts. Each of the 165 districts (100 per cent) were provided technical assistance in specific needs other than T & E. Staff also conducted two series of training sessions to the six county office staffs within the region. One series was on Goal Development, the other on Goal Assessment/Needs Identification.

The staff of EIC-Northwest assisted 22 districts in developing proposals for Compensatory Education R & D funding. As a result of this technical assistance, 24 proposals were written and submitted for funding. To date, 12 of these proposals have been funded. In addition, the staff of EIC-Northwest assisted local districts in the development of 23 Title IV-C proposals for funding and ten were accepted.

EDUCATIONAL IMPROVEMENT CENTER: NORTHEAST REGION

Also completing its first full year of operation, EIC Northeast serviced 15,836 educators during 1976-77.

Consultations totalling 103 were provided to local districts in T & E goal development, assessment objectives, T & E management plan, basic skills management plan, reading, mathematics and validated programs.

A total of 361 workshops were conducted in Learning Improvement.

EIC Northeast responded to 1,203 requests, secondary educators' requests totaled 425 and elementary education requests were 528.

During the year 1976-77, one hundred twenty-nine workshops were evaluated. Ninety-six per cent of these were rated good to excellent.

The basic functions of the four centers are the same, although special missions may be undertaken by one or more of the centers. For example, Educational Improvement Center-Northwest provides especially strong staff in the area of urban education. Table X provides an overview of these functions. It is useful to discuss each center in detail.

TABLE X

EIC		
Basic Functions	Changing Functions	Special Missions
Diagnosing		Media Development
Linkage		Programming
Evaluation		Teacher Evaluation
Dissemination		Management
Basic Skills		Tching/Learning Styles
Information		Arts
		Political Legal
		Early Childhood
		Gifted
		Schools Without Failure
		Needs Assessment
		IGE
		Etc.

## COUNTY OFFICE REPORT

Since July 1975, the State Department of Education county offices have been assigned to the Office of the Deputy Commissioner. This assignment has facilitated the decision making process of county superintendents inasmuch as the process is concentrated at the top of the Department's administrative hierarchy.

The addition of an administrative support office, Office of School Approvals and County Services, has improved the administration and operational efficiency of the 21 county offices. This arrangement has allowed for the consolidation and channeling of personnel and budgetary matters to the Department's central administrative offices as well as coordinating administrative decisions requiring multi-divisional action.

Services from the Department's divisional offices have been made more effective and efficient by the utilization of the county office professional staff. Each county office now has staff persons assigned to liaison responsibility to many of the Department's programs such as affirmative action, state assessment and compensatory education. These assignments have added a quality control aspect to the administration of department programs. Programmatic changes affecting local schools are now more effectively accomplished because identified persons in the county offices are sufficiently informed and oriented in central program functions. Thus, county staff are able to provide immediate first level technical assistance to local school and district personnel.

County office professional staff have been increased over the past two years from 77 to 155. Nearly all of this increase has been in heavily-populated counties. Filling of currently authorized additional positions will help to meet staff needs for service in some counties.

This growth in staff has increased the regulatory effectiveness and technical assistance capability of the department in monitoring the thorough and efficient operation of the public school system of New Jersey.

During the Spring of 1977, county offices monitored local district progress in T & E planning, basic skills improvement, and minimum standards. A more comprehensive monitoring program, which includes the programs above and all mandated programs, is in effect during the ensuing year. Lack of progress will be noted and technical assistance will be offered. First line assistance will be immediately available, in most instances, because of the liaison staff assignments. A more detailed form of assistance will be available from EIC's or Department central office staff, if required, after first line assistance has been rendered.

A review of the frequencies of T & E related activities conducted by county offices staff is presented as follows:

TABLE XI

	<u>Prior to December 1, 1976</u>	<u>Between December 1, 1976 and July 1, 1977</u>	<u>Totals</u>
Number of on-site monitoring visits conducted during 1976-77 school year:			
to school	306	1,887	2,192
to districts	384	1,098	1,482
Number of:			
a) T & E orientation and/or awareness presentations.	215	299	514
b) LEA staff training sessions.	141	209	350
c) LEA T&E Coordinator's meetings.	167	292	459
Number of appointments with school administrators for the purpose of providing information and assistance.	690	1,610	2,300

Table XI provides an overview of the distribution of professional staff by counties. The major expansions have been in the urban counties such as Essex, Union, etc.

A Comparison of the Distribution and Ratios of  
School Program Coordinators (County Office Staff)  
Between the Fiscal Years 1975 and 1977

TABLE XII

				Number of School Program Coordinators*		Ratio of School Program Coordinators To Schools and Districts	
COUNTY	NUMBER OF		STUDENT EN- ROLLMENT	FISCAL YEARS			
	SCHOOLS	DISTRICTS		1975	1977	1975	1977
Atlantic**	86	25	36,925	2	4	1:56	1:28
Bergen	299	75	151,940	4	10	1:94	1:37
Burlington	132	45	77,296	6	6	1:30	1:30
Camden**	169	38	96,421	6	8	1:35	1:25
Cape May	29	17	12,490	4	3	1:12	1:15
Cumberland**	63	15	30,807	4	4	1:20	1:20
Essex**	260	22	162,660	1	10	1:282	1:28
Gloucester	84	28	41,643	6	6	1:19	1:19
Hudson**	104	14	85,938	1	4	1:118	1:30
Hunterdon	36	29	19,844	5	4	1:13	1:16
Mercer**	95	10	55,082	2	3	1:53	1:35
Middlesex**	207	25	116,069	2	7	1:116	1:33
Monmouth**	174	52	106,499	5	8	1:45	1:28
Morris	167	41	89,617	4	6	1:52	1:35
Ocean**	75	28	62,070	5	5	1:21	1:21
Passaic**	120	20	84,428	2	6	1:70	1:23
Salem	37	14	14,087	4	4	1:13	1:13
Somerset	85	19	44,095	4	4	1:26	1:26
Sussex	41	25	25,040	4	4	1:17	1:17
Union**	159	23	90,811	1	6	1:182	1:30
Warren**	42	24	17,586	5	4	1:13	1:17
TOTAL	2,464	589	1,421,348	77	116		
AVERAGE RATIO						1:61	1:25

\*Excludes county superintendents and assistant county superintendents. County career education coordinators and supervisors of child study are included as half-time positions.

\*\*Counties containing urban districts.

Table XII illustrates the efforts of the Department of Education in providing county office services to urban districts. The most significant changes are found in Essex, Middlesex, Passaic, and Union counties. Although it does not contain any urban districts, Bergen County staff was increased significantly because of student population and number of districts.

CHAPTER III  
BASIC SKILLS

### CHAPTER III

#### BASIC SKILLS

The traditional emphasis of basic skills programs has been centered on the results of achievement testing. This viewpoint is valid, but it must be remembered that children learn through programs rather than tests. Therefore, the Department recently formed a Bureau of Basic Skills to address the programmatic concerns. At the same time, the Department revised the Statewide Testing Program for minimum standards purposes. This chapter is divided into two sections: the first addresses development of basic skills programs while the second addresses the achievement of children in the basic skills.

A Bureau of Basic Skills has recently been formed in the Division of School Programs to coordinate the basic skills activities of the Department. The Bureau's role will be one of performing administrative program development and coordinating functions with respect to other SEA Departments involved in basic skills. This Bureau will reduce duplication of services that presently exists and provide for the targeting of assistance to high-need districts as mandated by the State Board of Education.

At present this Bureau is staffed by ten Right to Read personnel. However, the Bureau will be expanded to include math and writing personnel for next year. The Bureau of Basic Skills will be fully operational by July of 1978, assuming that appropriate resources are forthcoming.

## BASIC SKILLS: Program Development

In chapter 212, Education Laws of New Jersey, basic skills is defined as basic communication and computation skills. In addition, districts are required to provide a breadth of program offerings designed to develop individual talents and abilities of all pupils, thereby yielding a broad definition of communication and computation. Hence, over the next five years, communication will include reading, writing, speaking, and listening. Computation will include the arithmetic skills and those other mathematical skills that are offered in basic courses at all public school levels. Also included in both areas will be an emphasis upon learning in content areas and applying these skills to real life situations.

The Department will gradually define, develop, and disseminate information about the various areas listed under communication and computation over a five year period. Basic skill regulations will reflect this gradual implementation on a yearly basis.

Communication has been defined as reading, and computation has been defined as arithmetic skills for both the 1976-77 and 1977-78 school years. However, districts have been encouraged to include writing and listening skills and other mathematical abilities.

School districts began to implement basic skill requirements in the fall of 1976-77. Specifically, they were required to examine student achievement in reading and arithmetic skills and identify instructional improvement needs. These were listed by grade or cluster and the school/district then specified

the activities they expected to use to lessen these needs by June of 1977. Progress was monitored by the County Office.

In addition, school/districts were asked to identify overall program needs in reading and arithmetic and develop a plan for meeting these needs during the next school year.

Student achievement was the major focus during 1976-77, while in this year the areas of emphasis were expanded to include both improving curricular organization and delivery, in addition to student achievement.

Specifically, schools/districts have been asked to continue the implementation of the T&E process in their basic skills program. As a minimum, schools are expected to:

- a. Establish the goals or purposes of their communication and computation programs.
- b. Identify the program objectives that form the basis of the instructional program in communication and computation.
- c. Implement a needs identification process that will
  1. Determine student progress in the program objectives.
  2. Identify programmatic needs.

For those districts that have completed the above three steps for each school, it is expected that they will be implementing program improvement measures to correct identified needs.

The Department will emphasize three continuing aspects of basic skills in the 1978-79 school year.

These will include:

- a. Continue to implement improvement plans to address identified needs for both students and program in reading and arithmetic.
- b. Integrate program objectives for reading and arithmetic with the content subjects.
- c. Begin to expand communication to include the other language arts. Specifically, attention will be given to improving the area of writing.

At the present time there are a number of local, State and Federal programs that impact upon instruction in communication and computation in schools. These include Title I, State Compensatory Education, Bilingual, Special Education, etc. Each has been structured to deal with a specific population of students as identified by needs. In addition to these remedial or preventative programs, there is also the school's own regular developmental program which is oriented toward teaching all children the skills of reading and arithmetic.

The Bureau of Basic Skills, through the basic skill requirements, is helping schools and districts to integrate the various basic skill programs into a unified program of instruction. This should lead to a reduction of fragmentation of instruction and duplication of services in the local district.

Students benefit from this integration of all basic skill programs through receiving instruction that is based upon identified learning needs and oriented toward teaching the same curriculum regardless of whether it is provided by Title I, State Compensatory Education, etc. Hence, all instructional personnel in a school are moving toward a common set of learnings identified by that school.

The Department provides three types of direct services to local districts in basic skills. These involve the (1) development of teacher in-service materials, (2) technical assistance to building and district administrators, T&E coordinators, and curriculum coordinators, and (3) the distribution of materials and validated programs to teachers, administrators, etc.

At present, materials for over 40 teacher and administrator workshops have been written and printed in the basic skills. They are used by the schools/districts to improve the instructional skills of their teachers and by EIC and Right to Read staff when they conduct regional training sessions for T&E and Basic Skills coordinators. Schools are provided this material free by the Right to Read office and free or at cost by the EIC's. This material development has been undertaken by each of the EIC's and Bureau of Basic Skills. Currently, the Bureau is heavily dependent upon Right to Read staff support for development and technical assistance activities.

This year, the Bureau of Basic Skills will begin to coordinate the development and distribution of all basic skills material to insure that materials are developed based upon need and with a minimum of duplication.

Two types of basic skills technical assistance are provided to schools/districts by the Department:

- a. Type I is provided by the county office and includes helping districts complete forms, monitor implementation, interpret standards, and provide explanations of policies and procedures in basic skills. All county offices provide this service.
- b. Type II is provided by EIC and Bureau of Basic Skills staff. This assistance is characterized by teacher workshops, planning sessions to organize program improvement, and sessions on new programs and materials.

Most Type II technical assistance last year was provided on a request basis. EICs and the Right to Read office provided 1,200 on-site workshops at local schools and provided 541 planning and consulting activities that were oriented toward helping schools plan for basic skills improvement. In addition, a total of 1,256 regional workshops were given in the four EICs by EIC and Right to Read personnel involving 260,000 participants. Unfortunately, the requests for Type II TA last year and for the first two months of this year were far greater than can be met with existing staff. Hence, all requests have not been filled. This year technical assistance of either type will be focused on districts with the greatest needs.

The State Board of Education has identified the targeting of technical assistance to high need districts as a priority. A plan has been developed to accomplish this action.

The Department maintains a materials resource center at each EIC for the use of teachers and administrators in local schools within that region. In the area of basic skills, these centers house many validated reading and math programs, outstanding teacher materials from within the State and across the country, and general materials related to basic skills that have been recommended as good resource items.

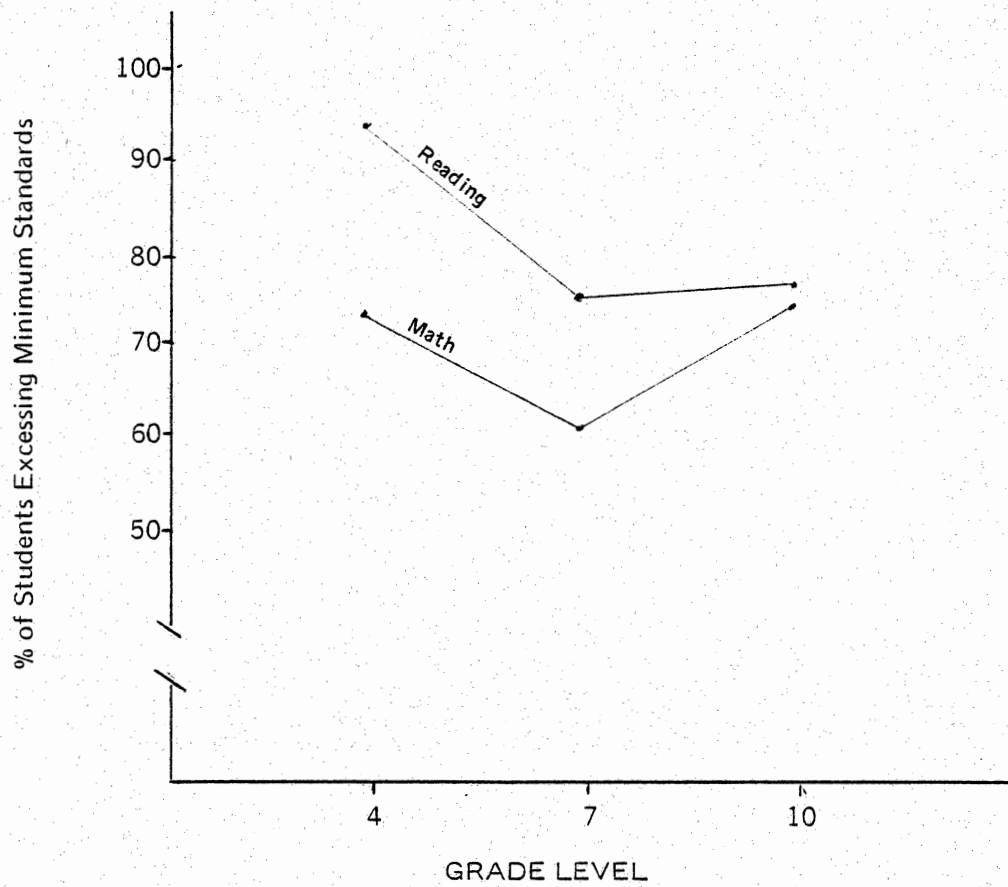
### BASIC SKILLS: Achievement

The 1976-77 school year was an eventful year in the basic skills area. The declines in the SAT scores in the state along with the "back-to-basics" movement led to the passage of the minimum standards law (NJSAA-1736). Interest was also generated in regard to graduation requirements, program guidelines, and compensatory education programs.

ACHIEVEMENT ACROSS GRADES - The statewide tests were administered in grades 4, 7, and 10 during October, 1976. These tests were objective reference instruments in the subject matter areas of reading and mathematics.

In general terms, reading achievement was higher than mathematics for the state as a whole. The highest achievement was in the fourth grade tests, where concentration on basic skills over the past several years has begun to show effects. (See Table I) The drop in achievement scores during the late elementary grades has also been noted by all other state testing programs in the nation, as well as the commercial testing companies. The reasons are complex. First, programs have not concentrated on the late elementary years as much as they have on the early elementary years. Second, the instructional sequences and curriculums of the various schools and districts are more divergent during these years. Third, the influence of peer groups and other socializing agents begins to take on greater significance. Fourth, the children begin to approach puberty and their interest in cognitive matters becomes more limited. A final point is that the tests may be "more difficult." The relationship between test

TABLE I  
MINIMUM STANDARDS RESULTS ACROSS  
GRADE LEVELS\*



\*Based on analysis of state EAP tests administered in October, 1976. The Minimum Standard used was 65% of Mastery.

difficulty and amount of learning are extremely hard to sort out. The test may be difficult because the student has failed to learn the material or because the test is inherently hard. Without an external criteria as an indicator, these two factors cannot be unraveled.

ACHIEVEMENT OVER TIME - With the great concern over achievement declines noted in the media, the Department undertook an equating or anchoring study to determine the degree of change in test scores over the past several years. The equating study had some data limitations which resulted in anchoring for only grades 4, 7, and 10 for 1974, 1975, and 1976. Additional data was available in the fourth grade for 1972.

An examination of Table II indicates that the adjusted raw score equated mean for fourth grade reading progressed from 79.51 in 1972 to 82.38 in 1976. At the same time, the variability of scores decreased, which means that the lowest scoring children scored higher. The fourth grade math scores do not show a pronounced change in average (mean) scores, but do show a lower variability, which again means that the low scores were not quite as low in 1975 and 1976 as they were in 1974.

The results of the seventh grade tests show that achievement is rather stable at this age. The tenth grade tests show a small decrease in achievement.

In sum, the national trend of decline in test scores appears to have bottomed out in New Jersey. Increases are noted in the fourth grade areas while the seventh grade results are stable.

TABLE II  
CONVERSION DATA; RAW-SCORE AND SCALED-SCORE MEANS AND  
STANDARD DEVIATIONS FOR FOUR TEST FORMS

TEST	ADJUSTED MEAN	ADJUSTED STANDARD DEVIATION
Grade 4 Reading:		
1972	79.51	15.93
1974	81.58	14.08
1975	81.88	13.08
1976	82.38	12.97
Grade 4 Mathematics:		
1972	52.48	13.54
1974	53.34	13.11
1975	52.41	13.06
1976	53.43	12.32
Grade 7 Reading:		
1974	67.68	17.67
1975	67.90	16.48
1976	67.75	16.55
Grade 7 Mathematics:		
1974	56.60	15.49
1975	55.09	15.62
1976	56.09	14.89
Grade 10 Reading:		
1974	62.96	14.16
1975	61.73	13.96
1976	61.54	14.49
Grade 10 Mathematics:		
1974	69.69	15.39
1975	69.10	15.27
1976	68.68	15.77

The tenth grade test results show small decreases. As a cautionary note, however, further research work is still required. The trends noted here are based on only three years of work.

ACHIEVEMENT ACROSS COMMUNITIES - Table III indicates the pattern of achievement across the socio-economic groupings in New Jersey. Generally, there is a straight linear trend between achievement and socioeconomic status of the community. Of particular interest is the drop between the lowest socioeconomic grouping and the second lowest grouping. As this group also represents the major cities, our basic skills deficiencies appear to be highly concentrated. It is also interesting to note that the same trend is noted for all three grades as well as for the different subject matters.

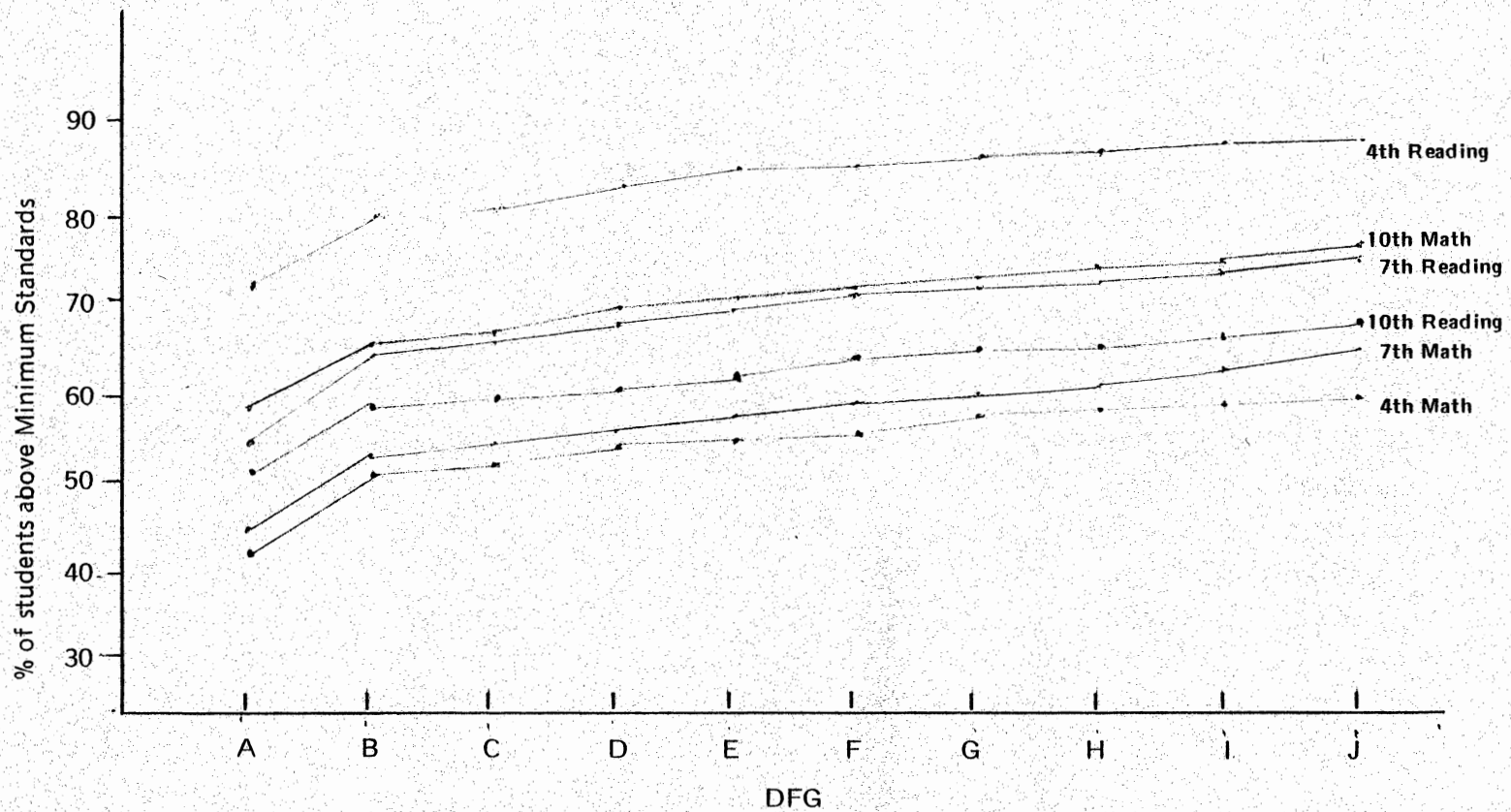
Table IV also supports this interpretation in terms of comparisons between urban, suburban, and rural areas. (See Table IV) In all cases, suburban scores are higher while the rural districts hold the middle position and the urban districts are the lowest.

PERCENT MASTERY BY SCHOOL - Table V presents information concerning the number of schools by the percent of students surpassing the minimum proficiency level.

From Table V, it is evident that in 4th grade reading, 393 of the 1526 schools had 100% of their students surpassing the minimum standards, while in 4th grade mathematics 35 of the 1526 schools had 100% of their students surpass the minimum standard. It is evident that most schools had from 70-100% of their students surpassing the minimum standards.

TABLE III

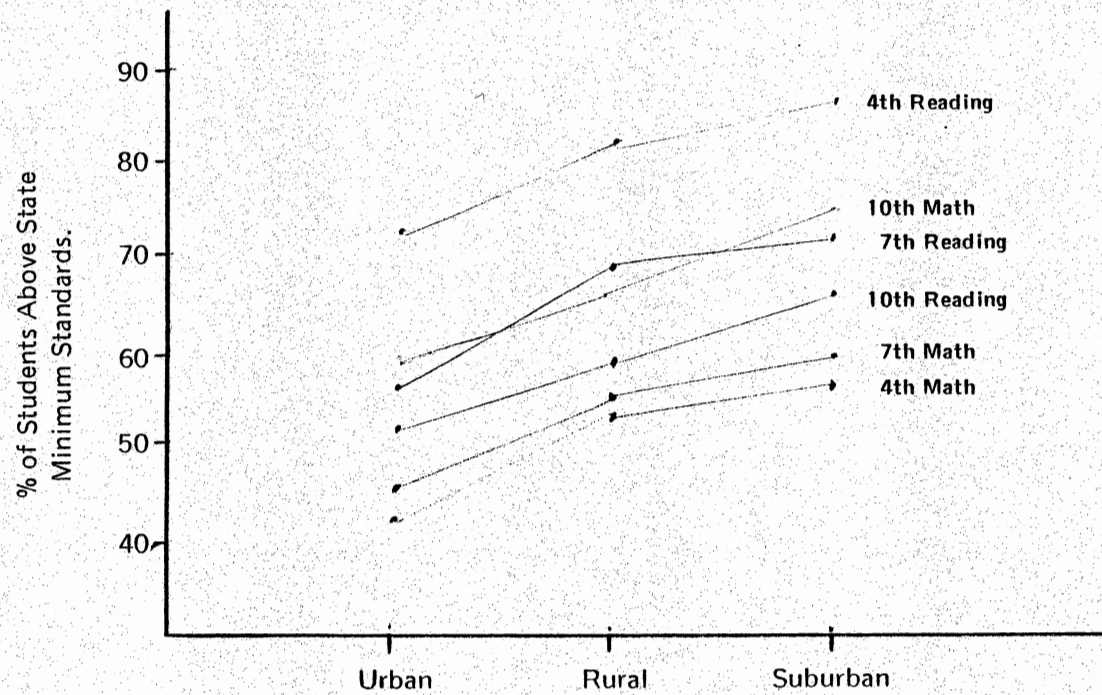
MINIMUM STANDARDS RESULTS BY SOCIO-ECONOMIC LEVELS (DFG)  
OF DISTRICTS



The District Factor Grouping (DFG) is a continuous scale. DFG—A represents the 50 districts with the lowest socio-economic rating while DFG—J represents the 50 districts with the highest socio-economic ratings.

CAUTION: Raw score means FOR trend analyses ONLY.

TABLE IV  
MINIMUM STANDARDS RESULTS  
BY COMMUNITY TYPE



CAUTION: Raw score means FOR trend analyses ONLY.

Only 17 of 1526 schools had more than fifty percent of their students below standard for 4th grade reading. For 4th grade math, one hundred and ninety-five of the 1526 schools had more than fifty percent below standard. The seventh grade performance, which also represented the most difficult tests, showed 96 of the 678 schools had fifty percent of the students below standard in reading and 165 schools in math. Thirty of the 327 schools were in the same condition for 10th grade reading and 34 schools for 10th grade math.

#### THE MINIMUM STANDARDS PROGRAM

With the passage of the minimum standards law, it became necessary to redevelop the statewide assessment instruments for new purposes. In order to do this, broad public and professional involvement was used. Over 40,000 questionnaires were distributed to the public, school board members, high school seniors, superintendents, college and university personnel, curriculum specialists, principals and teachers. These surveys were reviewed by a network of ten broad-based committees in order to ascertain the objectives to be measured. New tests have been constructed and field tested. The examinations will be administered April 12-13, 1978, to students in grades 3, 6, 9, and 11. Reading and mathematics are currently being tested. A Communications and Life Skills Committee will report in January 1977, and we anticipate exploratory efforts in this area for the 1977-78 school year. We have also instituted a policy of public release of the local results from Trenton. At the same time, new regulations have been enacted to require that minimum standards

TABLE V

Numbers of Schools in Which Various Percentages  
of Students Surpasses the Minimum Standard

Percent Surpassing Minimum Standard	4		7		10	
	Reading	Math	Reading	Math	Reading	Math
0-9%	0	1	0	4	0	1
10-19	0	24	3	38	2	1
20-29	0	62	19	43	5	4
30-39	4	49	28	26	9	14
40-49	13	59	36	54	14	14
50-59	21	90	37	95	15	17
60-69	74	109	75	129	21	33
70-79	88	279	145	154	68	95
80-89	187	455	212	111	131	106
90-99	746	303	115	22	62	41
100	393	35	8	2	0	0
TOTAL	1526	1526	678	678	327	326

results be shared with each child's parent. The new tests will be oriented toward applications of basic skills to real life situations.

The enactment of state minimum standards legislation supersedes the establishment of minimum standards of performance at the local level. This required a re-evaluation of the manner in which compensatory education funds were disbursed. The issue was further complicated by the language of the law which requires a reimbursement procedure. The cities, where needs were greatest, did not have the start-up money to obtain reimbursements.

As the funds were for children who had "social, economic, environmental, or academic needs," a ceiling was established for each district based on the number of children below standard, the severity of the children's needs, and a range of socioeconomic variables. This new procedure resulted in an equitable method of reimbursing enrollments within the existing law.

The formula is also the first effort by any state or by the federal government to use a joint achievement and socio-economic formula for distributing funds. The federal socio-economic model is limited in that it does not deal with academic need, while test-based formulas are restrictive and tend to reward poor performance. The balanced system developed here combines the advantages of both systems while minimizing the negative components of each.

The compensatory education regulations were re-written at the same time to eliminate the restrictive procedures common to Title I state compensatory programs, allowing for mainstreaming

as opposed to the "pull-out"\* requirements of federal programs. New evaluation procedures were implemented which stressed auditing of the learning process while still maintaining adequate fiscal audits. Application procedures were simplified and new emphases were placed on individual diagnostic evaluations, teacher inservice, and the basic skills.

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\*"Pull out" refers to the practice of pulling students out of a regular program for treatment.

CHAPTER IV  
FISCAL ISSUES

## CHAPTER IV

### INTRODUCTION AND SUMMARY

School year 1977 was the first fiscal year of Chapter 212, Laws of 1975. Along with other provisions, Chapter 212 established a new formula for distribution of state aid, including a graduated limitation on school district expenditure increases. Table 1 summarizes state school aid distribution under the new law. This chapter discusses the events leading up to the 1977 fiscal year and the impact they had on fiscal year 1977. It describes, in aggregate terms, the effect of the new law on educational finance in New Jersey. This chapter also describes the Department of Education's implementation of the spending "cap" (18A:7A-25) and the Chapter 113 provisions for disposition of unbudgeted state aid. Finally, the chapter examines several financial areas in which the Department made significant progress during the 1976-77 year including the development of Program Oriented Budgeting, improvements in business practices, and planning for school facilities needs.

A series of events concerning state aid, the 1976-77 budgets and the election timetable combined to make the period of the 1977-78 budget preparation and review in school year 1976-77 as difficult as it had been in the previous year.

The cap and state aid calculations for 1977-78 were based on the adopted budget of 1976-77. In November 1976, it was not possible to meet this deadline because 1976-77 budgets were

undefined; an explanation must begin with November 1975. In November 1975, budgets were being prepared but it was unclear whether or not Chapter 212 would be implemented in 1976-77 because it had not yet been funded. Districts could not be given a firm state aid figure until that question was resolved and the spending cap might or might not have been in effect. The Department identified four probable outcomes and calculated state aid entitlements for each local district in order to guide districts in their budget preparation and to establish some limits to the amount of uncertainty with which they would have to contend. The four assumptions were based on state aid distribution according to either the Supreme Court Order of May 1975 or the new school finance law, Chapter 212, Laws of 1975; both systems were calculated at a full funding level, and again at the currently available level of funding. This information was sent to districts on November 24, 1975.

The cap was not yet in effect, but to prepare for possible implementation, a cap calculation was also distributed to each district on November 24, 1975. The election timetable was postponed one month by statute. Districts were notified in December that the cap would be in effect immediately if Chapter 212 was approved.

On January 29, 1976, districts were provided with a fifth set of state aid figures based on the Governor's budget request to the Legislature. On January 30, 1976 the Supreme Court found

Chapter 212 to be in force provided that it was fully funded by the Legislature. County superintendents were told that the cap was in effect and were given guidelines concerning the factors to be considered in cap review.

Districts were informed on February 10, 1976 that the January 30, 1976, court order invalidated the state aid notices based on the court order of May 1975 and new figures were sent based on one of the four alternatives that had been identified for the districts on November 24, 1976. The Legislature still had not funded the act, however, and districts were cautioned that the court order was not specific on what actions the court would take if the Legislature did not fully fund the act by April 6, 1976. County superintendents advised districts of the possible effects of using the full aid figures as funding was still uncertain. Some districts used full state aid entitlements in their 1976-77 budget while others used a lower figure; districts that used a lower figure would have unbudgeted state aid if the law were fully funded.

On September 1, 1976 after a summer in which the schools were closed by the Court and then reopened after passage of the income tax, districts were informed that a supplemental appropriations law provided full funding and they would receive the full aid entitlement for FY 76-77. They were also advised of the existence of S1503 which had been introduced to resolve the distribution of FY 76-77 unbudgeted aid. The distribution of unbudgeted aid would affect the amount of district net current

expense budgets which in turn determined the equalization and categorical aid and also the cap calculations for FY 77-78.

Sl503, was enacted as Chapter 113, Laws of 1976 on November 9, 1976. The law provided a mechanism by which unbudgeted state aid would be allocated between property tax relief and school budget adjustments (1) to cover unbudgeted compensatory and bilingual expenditures, (2) to restore municipal budget reductions in order to provide a thorough and efficient system, and (3) to provide other budget increases necessary to maintain programs offered in 1975-76 and needed for T & E. Chapter 113 established timetables for appeals which precluded the calculation of the 1977-78 cap and state aid before the end of January. December 1 budget review was not impossible. Districts were informed of these facts by the Commissioner on November 17, 1976. The problem at this point was to revise the budget and election dates in a way that preserved adequate time for districts to react to new aid and cap figures and for the Commissioner and County Superintendents to review budgets and requests for exceptions to the calculated budget caps.

#### UNBUDGETED AID: APPEALS UNDER CHAPTER 113, LAWS OF 1976

Section 4 of Chapter 113, Laws of 1976, provided for appeals for the restoration of unbudgeted State aid for the 1976-77 school year in three categories (Refer to Table 2), Section 4a. applied to local school districts which had filed formal budget appeals with the Commissioner pursuant to Chapter 22, Title 18A Education. Section 4b. provided for appeals by local school districts which had budget rejections and reductions, but had not

TABLE 1  
SUMMARY OF IMPLEMENTATION  
CHAPTER 113, LAWS OF 1976

COUNTY	a	SECTION 4 b	c	SUB-TOTAL	TPAF ADJUSTMENTS	TOTAL
ATLANTIC	—	114,105.00	198,559.00	312,664.00	62,028.00	374,692.00
BERGEN	2,811,347.00	575,972.00	1,360,126.00	4,747,445.00	1,046,327.00	5,793,772.00
BURLINGTON	2,012,163.00	125,535.00	976,259.00	3,113,957.00	291,556.00	3,405,513.00
CAMDEN	1,063,428.56	93,765.00	4,318,113.00	5,475,306.56	170,909.00	5,646,215.56
CAPE MAY	55,000.00	—	132,257.00	187,257.00	131,493.00	318,750.00
CUMBERLAND	585,326.00	479,365.00	60,482.00	1,122,173.00	13,521.00	1,135,694.00
ESSEX	6,353,871.00	—	713,000.00	7,066,871.00	830,487.00	7,897,358.00
GLOUCESTER	22,500.00	338,735.00	397,717.00	758,952.00	49,180.00	808,132.00
HUDSON	1,124,755.00	750,000.00	1,194,614.00	3,069,369.00	—	3,069,369.00
HUNTERDON	19,289.00	—	22,963.00	42,252.00	51,451.00	93,703.00
MERCER	6,404,995.00	—	350,556.00	6,755,551.00	—	6,755,551.00
MIDDLESEX	7,062,705.00	—	200,505.00	7,263,210.00	1,114,443.00	8,377,653.00
MONMOUTH	1,797,678.00	148,781.00	785,463.00	2,731,922.00	371,543.00	3,103,465.00
MORRIS	582,948.50	30,000.00	509,516.00	1,122,464.50	507,169.00	1,629,633.50
OCEAN	263,066.00	—	155,083.00	418,149.00	57,253.00	475,402.00
PASSAIC	561,745.00	509,918.00	125,358.00	1,197,021.00	1,595,761.00	2,792,782.00
SALEM	—	15,600.00	35,777.00	51,377.00	—	51,377.00
SOMERSET	1,483,017.00	71,478.00	443,145.00	1,997,640.00	531,654.00	2,529,294.00
SUSSEX	56,521.00	38,938.00	820,726.45	916,185.45	241,900	1,158,085.45
UNION	1,267,437.00	570,000.00	532,640.00	2,370,077.00	178,579.00	2,548,656.00
WARREN	—	120,092.00	99,072.00	219,164.00	57,792.00	276,956.00
TOTALS	33,524,792.06	3,982,284.00	13,431,931.45	50,939,007.51	7,303,046.00	58,242,053.51

TABLE 2  
STATE SCHOOL AID DISTRIBUTION BY MAJOR ACCOUNTS

	BATEMAN-TANZMAN LAW 1974-1975	BY APPROPRIATIONS ACT 1975-1976	CHAPTER 212 LAWS OF 1975 1976-1977	1977-1978 ACTUAL
Current Expense Formula	\$ 226,817,299	\$ 320,408,284	\$ 569,898,262	\$ 626,104,891
Minimum Aid	229,833,092	111,400,000	54,639,464	48,557,501
Save Harmless (Current Expense)	2,457,898	—	1,084,816	456,797
Capital Outlay Aid	—	—	—	2,234,358
Debt Service Aid Type 2 District	32,140,565	22,982,558	46,300,179	31,820,951
Debt Service Aid to Munic. Type I	—	—	—	19,295,358
Transportation Aid	43,324,399	44,850,788	77,914,193	86,409,877
1975 Act-Categorical Aids:				
Special Education	—	—	73,114,284	77,669,288
Compensatory Education	—	—	33,002,999	57,192,627
Bilingual	—	—	4,536,719	6,294,115
Local Vocational	—	—	4,076,775	4,416,331
Other Provisions	—	—	1,500,000	1,710,000
Atypical Pupil Aid	62,102,930	62,604,818	see above	see above
Total of Aid Programs Changed by Chapter 212	\$ 596,676,178	\$ 563,053,120	\$ 866,067,691	\$ 962,162,094
Other Categorical Aids	42,446,461	38,970,734	46,203,560	44,978,332
State Pension Fund Contributions	167,561,439	196,388,340	217,157,007	250,358,574
Grand Total	\$ 806,684,078	\$ 798,412,194	\$1,129,428,258	\$1,257,500,000
Total School Expenditures (including Pension Contributions)	\$2,567,000,000	\$2,746,000,000	(est.) \$2,914,000,000	\$3,144,000,000
Percent of State Support	31.4%	29.1%	39.1%	40%

filed formal appeals with the Commissioner. Section 4c. permitted appeals by local school districts which had not experienced budget rejections, but had reduced their proposed 1976-77 school budgets either by eliminating school programs which existed during the 1975-76 school year and were necessary for a thorough and efficient system of education, or had failed to include in their proposed 1976-77 school budgets certain programs necessary for a thorough and efficient system of education.

Ninety formal budget appeals were filed with the Commissioner pursuant to Chapter 22, Title 18A for the 1976-77 school year.

One hundred and fifty-four resolution appeals were filed under sections 4b. and 4c. These were distributed as follows:

4b. appeals	27
4c. appeals	101
<u>combined 4b. &amp; 4c. appeals</u>	<u>26</u>
Total-resolution appeals	154

In addition to the one hundred and fifty-four resolution appeals, forty-six appeals were filed which pertained only to Teachers' Pension and Annuity Fund adjustments. In accordance with the provisions of the Governor's proposed appropriations bill for 1976-77, school districts had been instructed to budget an expenditure line item for twenty-five percent of the employer's share of the contribution to the Teachers' Pension and Annuity Fund. In prior years the entire cost of the employer's contribution to the Teachers' Pension and Annuity Fund had been borne by the State.

The one hundred and fifty-four appeals totalled \$26,550,267. Local governing bodies reduced this amount to \$20,715,524. The Commissioner approved a total of \$17,414,215 or 84.6% of the \$20,715,524 requested. The amount not approved by the Commissioner totalled \$3,301,309. The Commissioner approved all requested items which met the guidelines set forth in c. 113, L. 1976. After the funding of Chapter 212, and the tax levy adjustments required by Chapter 113, \$208 million in unbudgeted state aid remained for local tax relief (\$137 million applies to the 1976 tax levy and \$71 million to the FY '77 levy). The Joint Committee on the Public Schools reports that the 1976 school tax levy decreased by \$4 million from 1975, but that increases in county, municipal and other taxes resulted in a total increase in property tax of \$187 million (6.2%) over 1975.\*

The election dates were changed for the third year in a row on December 21, 1976. Districts received cap and aid notification on January 21. Draft versions of the cap review procedures were distributed at January county roundtable meetings, and on January 26, the actual forms, procedures and a policy statement on cap review were sent to all districts. Budgets were due in county offices on February 7. The revised election timetable left little time for budget preparation and review, cap review, and revisions of proposed budgets prior to advertisement.

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\*The Impact of State Aid on Property Taxes in 1976. Trenton, September 19, 1977, Joint Committee on the Public Schools, New Jersey Legislature.

## MUNICIPAL OVERBURDEN IN NEW JERSEY

Even with the significant reforms in New Jersey school finance, urban communities in the state still face problems in financing their educational costs. In general, urban communities have much lower capacity to support municipal and educational expenditures. In terms of per capita equalized property value, the urban communities in New Jersey have less than 40 percent the capacity of the non-urban communities. In terms of per capita personal income, cities fare a little better but still have only 70 percent the capacity of non-urban communities. (See lines a. and b. in table 3 below).

At the same time, urban communities find themselves spending more than their non-urban counterparts to support municipal and educational services. Per capita total local government expenditures in 1974 came to \$532 in urban communities and \$488 in non-urban communities.

Because of their lower tax bases, and despite state and Federal grants-in-aid to municipal government and to local school districts, urban communities must exert much greater effort (than non-urban communities) to fund their municipal and educational expenditures. In 1974 the total equalized property tax rate in New Jersey's urban communities was 5.18 percent compared to only 2.65 percent in the state's non-urban communities.

In some respects, however, these various comparisons do not provide an adequate measure of the relative fiscal position of urban and non-urban communities in New Jersey, or for that matter,

in other states. The above examination of fiscal capacity, expenditures and effort does not consider two important additional factors. First, different communities face differences in relative needs for municipal and educational services. Second, differences in the cost of providing municipal or educational services across communities influence how much these communities get for the dollar they spend.

In the first area, it is almost self-evident that the need for municipal services may vary across communities. Variations in the demographic or economic composition of the population as well as differences in the community's age, density and physical condition lead to varying needs for specific municipal services. To the extent that needs across communities vary, two communities may have identical expenditures, but one community may find that it is barely supplying required or necessary services while the other community may be able to provide not only the necessary services but also additional or even "luxury" services.

In the second area, costs also may vary substantially across communities. Differences in wages, the costs of borrowing, and in some instances the amount of effort necessary to provide a given level of service (for example more elaborate and expensive equipment is necessary to provide a given level of fire protection in a densely settled, high-rise community compared to a less densely settled one) contribute to overall cost variations.

TABLE 3

Some Indicators of Relative Fiscal Position  
for New Jersey's Urban Aid and Non Urban Aid Communities\*

	Urban-Aid Cities	Non-Urban Aid Communities
a. Personal Income, Per Capita, 1972	\$3,655	\$ 5,165
b. Equalized Property Value, Per Capita, 1974	6,309	16,260
c. Municipal Expenditures, Per Capita, 1974	307	215
d. Education Expenditures, Per Capita, 1974	225	273
e. Total Local Government Expenditures, Per Capita, 1972 (c & d)	532	488
f. Total Equalized Property Tax Rate, 1974	5.18%	2.65%
g. Cost of "Minimum Bundles," Per Capita	295	135
h. Equalized Property Tax Rate Needed to Purchase Minimum Bundles	3.9%	0.8%

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\*Data from Andrew Reschovsky and James Knickman, "Municipal Overburden in New Jersey: An Assessment" New Jersey Urban Education Research Reports, No. 2, Trenton, New Jersey: Urban Education Observatory, 1976. Tables 1, 2, and 3.

Thus, an accurate look at the relative fiscal condition of urban and non-urban communities should consider communities' needs for services, and their costs of providing services as well as fiscal capacity, expenditure and effort.

The concept of "municipal overburden" attempts to get at these factors necessary for an accurate assessment of relative fiscal position. Conceptually, "municipal overburden" is a relatively simple idea. It is the extra effort that one community must make to raise revenues sufficiently to pay for necessary services over and above the effort that some other community must exert. The degree of overburden that a community faces is a function of differences in the minimum bundle of necessary services, differences in the cost of services and differences in fiscal capacity.

Although the concept of municipal overburden has great intuitive appeal, unfortunately there are substantial difficulties in measuring the concept empirically. Neither cost data nor data on service needs is widely collected. Moreover, there is a substantial normative component in determining "need." Still, because the concept is such an important one, the New Jersey Urban Education Observatory engaged two consultants--Dr. Andrew Reschovsky of Rutgers University and Dr. James Knickman of New York University--to make a preliminary estimate of the overburden in New Jersey urban communities. Their results, based on a relatively complex statistical procedure using regression analysis, point to a high degree of overburden in urban communities.

They find that the per capita cost of the "minimum bundle" of necessary services in urban communities is approximately \$295 while in non-urban communities it is only \$135. The local effort necessary to pay for these minimum bundles also differs significantly. Urban communities would have to have an average equalized property tax rate of 3.9% to purchase their minimum bundles while non-urban communities would only need to tax at a rate of 0.8%.\*

#### THE BUDGET CAP

Increases in district net current expense budgets are limited by 18A:7A-25. This limitation or spending "cap" is computed according to formula for each district. The statute provides that the Commissioner may approve the request of a local board of education for a greater increase, having judged that (1) a reallocation of revenues or any other action taken within the permissible level of spending would be insufficient to meet the goals, objectives and standards established pursuant to the Act, or (2) an increased enrollment may reasonably be anticipated in the district.

In February 1977, 78 districts requested increases of \$23,290,800 under Section 25 (refer to Table 4). Forty-nine districts received approval for increases that totalled \$10,047,466.

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\* Andrew Reschovsky and James Knickman, "Municipal Overburden in New Jersey: An Assessment" New Jersey Urban Education Research Reports, No. 2, Trenton, New Jersey: Urban Education Observatory, 1976.

The review of requests for budget increases greater than the cap percentages took place in two phases. First, the county superintendent examined all documentation submitted by the district, applied guidelines and policies previously established, and used a Cap Review Checklist to identify the costs that justified an increase in the cap. Many of these county office reviews involved a series of meetings with district administrators. After it was established that an increase should be recommended, the amount of the increase was based on a comparison of the increases in costs (due to enrollment increases or the program related to goals, objectives and standards) with the district resources that could be made available through reallocation without the granting of a cap increase.

The county superintendent forwarded all material to the Commissioner together with a recommendation. The first phase was an attempt to gather information on the unique situation in each district. The second phase of the review was conducted by the Department and was designed to ensure that uniform standards were applied statewide wherever possible. It was in the second phase that the decision was made on the request of each district.

The review was not confined to an analysis of the requested increase; rather, the process involved an examination of the entire proposed budget. The policy statement which was sent to all districts prior to budget submission, emphasized, as did the review process itself, that the Commissioner may approve the request for a greater increase on only two grounds: enrollment increases and goals, objectives and standards.

Each district presented a different combination of issues. Guidelines were used to give equal consideration to all districts while still recognizing individual local problems.

#### IMPROVEMENTS IN BUSINESS PRACTICES

##### Program Oriented Budgeting

During 1976-77, the Department conducted a formal evaluation of the program budgeting pilot project. The pilot project had been in operation since 1972 and by June of 1977 included 32 districts. The published report of the evaluation was distributed to all districts in order to guide them in the gradual adoption of program budgeting. In addition to case histories, the report presented a simplified approach to program oriented budgeting. A series of regional workshops with the pilot districts led to further improvements in the program budgeting and accounting manuals.

##### Educational Data Collection

During FY '77, the Department prepared and published the second Annual Data Collection Plan designed to control and reduce the collection of data from school districts. This plan was produced through the coordinated efforts of Department staff and representatives of local school districts. The 186 forms listed in the prior year's plan were reduced to 158. A number of applications and reports were eliminated while others were redesigned to increase clarity in reporting. Of the 158 instruments authorized for use in 1977-78, 66 are submitted by 450 or more school districts, 16 are submitted by non-public schools, while use of the

remaining 76 instruments is determined by district participation in specific programs.

#### Budget Review

Chapter 212, Laws of 1975 imposed new budget review responsibilities upon the Department of Education. The Department developed a Budget Preparation Guide with the aid of district administrators in order to clarify this new role. The guide, which defined cap and budget review procedures, became the basis for extensive training of Department staff at the county level. County staff, in turn, were better able to assist districts during the period of budget preparation and review. The guide was formally evaluated after the 1977 school elections and will be reissued for the FY 1978-79 budget cycle.

#### The Department's Work With the Task Force on Business Efficiency

The Department of Education participated in the work of the JCPS Task Force on Business Efficiency through the development of studies and by the assignment of Department staff to the subcommittees of the Task Force that investigated data processing, business procedures, insurance, local district management, energy conservation, the budget cycle, and many other issues.

#### SCHOOL FACILITIES NEEDS

The Department is conducting a statewide survey of all existing school facilities. The Legislature recognized the importance of such a survey through appropriations totalling \$500,000 in fiscal 1977 and 1978. Completion of the FY '78 survey contract will have approximately half of the schools in the

state surveyed. Completion of this study will provide comprehensive data indicating the need for capital construction in New Jersey school districts. The study will also provide basic data on the energy efficiency of existing school buildings.

Excess enrollment figures, which are computed by subtracting the functional capacity of a particular school building from the number actually enrolled, measure the degree of overcrowding. The total excess enrollment for the state in the Fall of 1976 was 61,217 pupils (refer to Table 5). Fifteen of the 21 counties reported excess enrollment, with Bergen, Camden, Essex, Hudson, Mercer and Ocean accounting for half of the combined total. It must be noted, of course, that within any one county, there exist under-utilized as well as over-crowded schools and school districts.

Table 6 presents a summary of local projections of capital improvement projects through 1980. The table indicates that districts estimate a total of \$315 million in construction, rehabilitation or renovation projects by 1980. Although this figure may include modernization of existing facilities as well as construction of new facilities to accommodate excess pupil enrollment, it is helpful to compare this figure to the estimate of more than \$300 million required to provide suitable instructional and ancillary space for the 61,219 pupils currently enrolled in overcrowded schools.

A 1974 survey of educational facilities in Mercer County estimated that more than \$39 million would be required to correct

TABLE 4  
SUMMARY OF CAP INCREASES APPROVED  
FOR 1976-77 AND 1977-78 BUDGETS

COUNTY	1976-77			1877-78		
	NO. OF DISTRICTS REQUESTING BUDGET INCREASE	TOTAL INCREASE REQUESTED	TOTAL INCREASE APPROVED	NO. OF DISTRICTS REQUESTING BUDGET INCREASE	TOTAL INCREASE REQUESTED	TOTAL INCREASE APPROVED
Atlantic	3	161,120	161,120	3	180,306	155,451
Bergen	34	3,055,849	3,055,849	12	2,945,338	438,036
Burlington	8	2,602,582	2,601,272	8	1,977,820	1,340,629
Camden	12	924,814	906,460	1	580,378	0
Cape May	6	409,433	409,433	1	28,219	20,423
Cumberland	2	145,110	145,110	1	350,065	253,434
Essex	9	2,134,990	2,134,990	3	1,366,480	440,066
Gloucester	6	276,073	276,066	1	312,866	87,301
Hudson	3	1,215,302	1,215,302	2	3,329,120	402,000
Hunterdon	10	365,800	365,800	4	556,292	306,583
Mercer	1	16,677	16,677	2	943,490	303,219
Middlesex	10	2,807,027	1,776,278	4	2,689,355	2,287,264
Monmouth	10	1,618,357	1,616,496	7	1,575,043	1,100,726
Morris	10	1,356,740	1,356,740	6	689,115	416,019
Ocean	7	1,636,670	1,636,670	11	2,629,909	1,338,482
Passaic	5	2,580,951	2,580,951	3	667,796	0
Salem	3	222,449	222,323	1	49,319	46,420
Somerset	4	467,652	354,527	1	24,996	24,996
Sussex	7	723,512	723,512	2	75,825	0
Union	9	1,132,497	1,132,497	4	2,225,750	1,155,593
Warren	4	442,695	442,695	1	93,318	61,420
STATE TOTAL	163	24,296,300	23,130,768	78	23,290,800	10,047,466

TABLE 5  
EXCESS ENROLLMENTS BY COUNTY  
SEPTEMBER 30, 1976

COUNTY	FUNCTIONAL CAPACITY	PUPIL ENROLLMENT	EXCESS ENROLLMENT
Atlantic	42,297	37,878	2,825
Bergen	177,378	153,955	3,954
Burlington	87,118	77,327	2,836
Camden	105,988	96,421	4,624
Cape May	14,389	13,101	622
Cumberland	32,317	31,408	2,090
Essex	183,276	162,789	5,497
Gloucester	46,666	42,607	3,533
Hudson	94,979	86,730	5,330
Hunterdon	23,700	19,730	520
Mercer	59,557	56,274	4,274
Middlesex	135,659	116,136	2,183
Monmouth	126,120	107,934	3,773
Morris	102,810	90,312	3,208
Ocean	60,484	63,458	8,240
Passaic	90,131	84,306	2,166
Salem	20,169	14,841	202
Somerset	53,037	44,535	1,593
Sussex	27,079	25,014	1,434
Union	107,467	91,206	1,466
Warren	19,902	17,284	847
TOTALS	1,610,523	1,433,246	61,217

TABLE 6  
PROJECTED CAPITAL IMPROVEMENTS THROUGH 1980  
FALL REPORT 1976

COUNTY	PROJECTED CAPITAL IMPROVEMENTS	
	Number of Projects	Total Estimated Cost
Atlantic	6	\$ 25,533,000
Bergen	88	24,217,000
Burlington	19	13,676,000
Camden	32	21,007,000
Cape May	7	11,650,000
Cumberland	5	6,930,000
Essex	48	48,378,000
Gloucester	24	24,179,000
Hudson	10	19,052,000
Hunterdon	10	11,043,000
Mercer	14	2,664,000
Middlesex	103	13,423,000
Monmouth	20	11,974,000
Morris	85	21,800,000
Ocean	40	16,508,000
Passaic	24	23,572,000
Salem	14	3,017,000
Somerset	2	4,280,000
Sussex	5	6,975,000
Union	60	2,405,000
Warren	8	2,500,000
TOTALS	624	\$314,783,000

deficiencies in Mercer County public school buildings (refer to Table 7). Whether projections of school facilities needs are based upon excess enrollments, currently planned capital improvement projects, district master facilities plans, or the survey of one county, it is clear that New Jersey's school districts demonstrate a need for assistance in providing adequate school facilities.

TABLE 7  
MERCER COUNTY SURVEY

1.	To replace 14 elementary schools earmarked for abandonment and find suitable housing for the 4,813 pupils attending these schools at \$4,250 per pupil . . . . .	\$20,455,000
2.	To modernize 30 additional schools which were evaluated as being unsatisfactory by both educational function and physical condition at \$4,250 per elementary pupil, \$5,000 per intermediate pupil and \$6,250 per secondary pupil . . . . .	\$24,041,000
3.	Site acquisitions needed to support new facilities or for additional facilities at existing schools (44 unsatisfactory schools) . . . . .	\$ 4,400,000
		<hr/>
		\$48,896,000
	Adjustment for Declining Enrollments (- 20%)	\$ 9,779,000
		<hr/>
		\$39,117,000

## CHAPTER V

### Services to Students: Special and Compensatory Programs and Developmental Efforts

## INTRODUCTION

This chapter presents a description of major program activities during 1976-77 related to specialized educational services. These services are consistent with the following priority activities established for FY 77:

- a. Activity number 2- "...to provide school improvement assistance to local districts to enable them to meet the requirements of a thorough and efficient education";
- b. Activity number 3- "...to improve state services to local school districts for targeted student populations with compensatory/special educational needs" and
- c. Activity number 5- "...to provide continued direct educational and cultural services to the citizens of our state."

The first section of this chapter deals with services for students with compensatory and special needs and contains descriptions and tabular summaries of the following major programs: State Compensatory Education; ESEA Title I; Special Education and Pupil Personnel Services; Bilingual Education; Right to Read; Vocational Education; and Adult Continuing and Community Education.

The second section of the chapter focuses on research and development, competitive grant projects funded through ESEA Title IV-C and State Compensatory Education. And, the final section includes summaries of developmental work undertaken by the Department to address key questions and to develop plans for provision of future services. These tasks include: Study Commission on Adolescent Education; Committee on High School Graduation Requirements; Urban Priority; Early Childhood Planning Project; and Career Education.

## STATE COMPENSATORY EDUCATION

The purpose of the Branch of Compensatory Education is to administer and assist local State Compensatory Education projects. These remedial and preventive projects are intended to provide additional assistance to children whose basic skills performance is below the statewide standard. The projects are designed and implemented by local districts, although approved and monitored by the Department of Education through its twenty-one county offices. In 1975, as part of the Public School Education Act, the New Jersey Legislature recognized that there were students in the public schools who were not succeeding due to academic, social, economic, or environmental conditions. To meet the needs of these students, the Legislature mandated the provision of State funds to local schools for compensatory programs, and appropriated thirty-three million dollars for the 1976-77 school year.

At the same time, the State Board of Education adopted modifications to that section of the administrative code regarding pupil minimum proficiency levels and remedial programs. This modification added the term "preventive" in the definition of programs and enabled local districts to address the identified needs of students in the early stages of skill deficiencies.

The Department was responsible for interpreting the law, writing guidelines, designing and distributing applications, developing administrative procedures, reviewing and approving applications, providing information and technical assistance, and the establishment of a monitoring program. Responsibility for the new state program was assigned temporarily to the

Elementary and Secondary Education Act Title I Office. The administrative procedures and guidelines used by the ESEA Title I program were applied to the new State Compensatory Education program.

During the initial stages of the program, several important questions were raised concerning its operation:

- Whether the highly specific federal program regulations used by the ESEA Title I Office reflected the intent of the state law that created the new program;
- Whether the funds could be used for support or modification of existing local remedial programs as well as the development of new programs;
- Whether the local minimum standards should be used to determine need or whether a state standard should be used. (After the passage of the Minimum Standards law, the issue became one of how to set uniform local standards in those grades in which there was no state standards);
- Whether the formula count of eligible pupils should be determined by achievement, family income, or some combination of these variables; and,
- Whether the funds were for reimbursement for the previous year's program or for current operations.

The solutions and revisions devised to address these issues fell into three categories; revisions and/or additions to the administrative code; integration of State Compensatory Education into the T&E educational plan; and changes in administrative assignments and responsibilities. Revisions to the administrative code included:

- Definition of terms such as "supplemental" and "preventive program" as related to State Compensatory Education;
- Revision of assessment procedures to incorporate a variety of assessment techniques to verify results of state testing;

- Requirement for assessment records to be forwarded to the new district as a result of student transfer;
- Requirements of an approved application for use of State Compensatory Education funds;
- Establishment of State minimum proficiency levels in the assessment of students;
- Establishment of authority for the State Department of Education to set equivalent standards of proficiency for those grades not administered the Statewide assessment instrument;
- Re-emphasis of the requirement for appropriate instructional services according to the district's basic skills improvement plan; and
- Allowance to enroll State Compensatory Education pupils in preventive and remedial programs related to both severity of academic need and severity of socio-economic need.

An eligibility formula was developed for distribution of State Compensatory Education funds in 1977-78 which related to the severity of both educational and economic needs of students.

At the same time that clarity was provided through Code revision, the application procedure was simplified and a separate Branch of State Compensatory Education was established in the Division of School Programs.

Table I and Table II show that remedial instruction in communication and computation skills was provided to over 200,000 students. Table I and Table III show that the greatest need was in the urban counties, but that the program served students in all counties. A total of 545 of the 581 operating school districts had State Compensatory Education Programs.

The breakdown by grade level in Table II shows the difficulties created in using a combination of state and local standards. More students were served in grades 4,7, and 10 than in the other grades.

Because there was a state standard based on the state test in these grades, districts had more complete rosters of students in need. Improved district assessment programs will reduce the enrollment differences in the non-testing grades.

The future priority of the State Compensatory Education program will be continued improvement of the district compensatory programs. The emphasis will be on the identification of the most effective compensatory programs and the sharing of these successful instructional strategies with other schools and districts.

TABLE I  
HEADCOUNT OF CHILDREN SERVED BY  
STATE COMPENSATORY EDUCATION PROJECTS BY  
COUNTY AND BY CONTENT AREA  
(Percent of Total County Enrollment Shown in Paranthesis)

COUNTY	TOTAL SCHOOL ENROLLMENT	COMMUNICATION SKILLS	COMPUTATION SKILLS
Atlantic	35,821	4,198 (11.7)	4,462 (12.4)
Bergen	146,081	4,382 (3.0)	4,593 (3.1)
Burlington	74,608	4,490 (6.0)	2,292 (3.1)
Camden	86,913	7,337 (8.4)	6,997 (8.1)
Cape May	12,172	956 (7.9)	1,298 (10.7)
Cumberland	29,747	2,218 (7.5)	975 (3.4)
Essex	159,498	28,438 (17.8)	28,088 (17.6)
Gloucester	40,173	3,877 (9.7)	3,114 (7.8)
Hudson	81,841	12,629 (16.7)	11,037 (13.5)
Hunterdon	18,473	491 (2.7)	456 (2.5)
Mercer	51,982	7,508 (14.4)	1,049 (2.0)
Middlesex	112,084	4,462 (4.0)	4,162 (3.7)
Monmouth	104,324	5,353 (5.1)	6,169 (5.9)
Morris	85,153	2,298 (2.7)	2,652 (3.1)
Ocean	61,097	3,170 (5.2)	1,214 (2.0)
Passaic	80,370	5,688 (7.1)	4,741 (5.9)
Salem	13,614	1,297 (9.5)	916 (6.7)
Somerset	43,047	1,277 (3.0)	1,396 (3.2)
Sussex	22,872	1,110 (4.9)	1,327 (5.8)
Union	87,939	4,923 (5.6)	4,578 (5.2)
Warren	17,356	796 (4.1)	607 (3.5)
TOTALS	1,365,165	107,808 (7.9)	92,123 (6.7)

**TABLE II**  
**HEADCOUNT OF CHILDREN SERVED BY**  
**STATE COMPENSATORY EDUCATION PROJECTS**  
**PRESENTED BY GRADE LEVEL AND BY CONTENT AREA**  
**(Percent of Children in Grade Shown in Parenthesis)**

GRADE LEVEL	COMMUNICATION SKILLS	COMPUTATION SKILLS	TOTAL SCHOOL ENROLLMENT
Kindergarten	2,975 (3.4)	1,772 (2.0)	86,892
1	5,682 (5.5)	3,732 (3.6)	102,655
2	6,559 (6.6)	4,489 (4.5)	98,963
3	6,499 (6.8)	5,390 (5.6)	96,156
4	10,313 (10.2)	9,145 (9.1)	100,965
5	9,169 (8.8)	7,330 (7.0)	104,477
6	9,441 (8.7)	9,112 (8.4)	108,087
7	15,267 (13.3)	12,584 (11.0)	114,392
8	13,040 (11.5)	9,926 (8.7)	113,468
9	9,412 (7.8)	8,687 (7.2)	120,307
10	10,635 (9.2)	11,195 (9.7)	115,370
11	4,915 (4.7)	4,453 (4.3)	104,366
12	3,901 (3.9)	4,308 (4.3)	99,067
Total New Jersey	107,808 (7.9)	92,123 (6.7)	1,365,165

TABLE III  
STATE COMPENSATORY EDUCATION  
ALLOCATIONS BY COUNTY  
1976-77\*

COUNTY	TOTAL ALLOCATION
Atlantic	\$ 1,308,454
Bergen	1,307,039
Burlington	1,165,543
Camden	3,036,340
Cape May	280,938
Cumberland	822,774
Essex	8,239,393
Gloucester	706,674
Hudson	4,146,827
Hunterdon	170,515
Mercer	1,494,114
Middlesex	1,530,869
Monmouth	1,953,448
Morris	581,429
Ocean	869,779
Passaic	2,535,199
Salem	408,860
Somerset	370,845
Sussex	238,502
Union	1,617,464
Warren	217,993
TOTAL	\$33,002,999

\*These figures were based on the Federal Elementary and Secondary Education Act Title I low income data.

## ELEMENTARY AND SECONDARY EDUCATION ACT - TITLE I

ESEA Title I programs in New Jersey represent a significant effort to provide supplemental educational services for those youngsters who demonstrate need in either verbal or numeric skills. Certain restraints on eligibility within the law, however, preclude provision of services to all youngsters with needs. Additionally, the level of funding under ESEA Title I does not permit the provision of services to all eligible children with needs. Nevertheless, New Jersey provides services annually to 97,000 children under Title I funded programs.

The summaries presented in this section report participant counts based on data supplied annually by each district conducting Title I programs. When these summaries were compiled, all of the school district reports were not available. Therefore, the totals reported in the tables should be interpreted as low-estimates and not as final counts. Table IV presents a breakdown, by county, of the number of students participating in Title I. These figures are an unduplicated count of the number of public and non-public school children enrolled in Title I and the number of children in neglected or delinquent institutions receiving Title I services through school districts.

Table V reports the count of the number of children serviced under various components of Title I programs. Since a child may need and receive services in more than one area, these figures represent duplicated counts.

TABLE IV  
TITLE I  
NUMBER OF STUDENTS SERVED  
(UNDUPLICATED COUNT)  
1976-77

COUNTY	PUBLIC	NON-PUBLIC	NEGLECTED AND DELINQUENT	TOTAL
Atlantic	3,884	266	32	4,182
*Bergen	3,336	784		4,120
*Burlington	3,707	302		4,009
Camden	9,121	1,070	24	10,215
*Cape May	827	109		936
*Cumberland	2,375	195		2,570
*Essex	25,236	1,810	208	27,254
*Gloucester	1,974	152		2,126
*Hudson	8,327	2,007	37	10,371
*Hunterdon	593	7		600
Mercer	3,959	467	10	4,436
*Middlesex	4,320	543		4,863
*Monmouth	5,045	382	20	5,447
*Morris	1,707	198		1,905
*Ocean	2,318	107		2,425
*Passaic	5,259	931	14	6,204
Salem	1,064	17	15	1,096
*Somerset	946	70		1,016
*Sussex	924	15		939
*Union	3,413	768		4,181
*Warren	693	21		714
TOTAL	89,028	10,221	360	99,609

\*The totals reported for these counties are incomplete since all school district summary reports were not available when data was tabulated. A total of 489 districts conducted Title I programs during 1976-77. The figures reported are based on data from 439 districts. However, since all the largest Title I districts are included, the figures represent more than 95% of the participant totals.

TABLE V  
TITLE I  
NUMBER OF STUDENTS SERVED BY PROJECT AREA  
(DUPLICATED COUNT)  
1976-77

COUNTY	VERBAL	NUMERICAL	NON- STANDARD ENGLISH	KINDER- GARTEN	PRE- KINDER- GARTEN	SUPPORTIVE SERVICES
Atlantic	3,299	1,133	172	440	90	2,298
* Bergen	2,951	1,124	66	374	222	326
* Burlington	2,868	577		156	39	72
Camden	5,838	2,927	623	1,149	510	6,611
* Cape May	693	165		25	2	
* Cumberland	1,704	174	546	172	142	385
* Essex	22,308	11,573	1,549	5,110	350	22,854
* Gloucester	1,540	554	7	175	83	
* Hudson	6,844	3,879	965	1,032	169	76
* Hunterdon	553	121		23		
Mercer	3,353	286	533	430	180	533
* Middlesex	3,290	1,111	304	590	228	252
* Monmouth	3,820	1,043	67	623	184	409
* Morris	1,644	58	98	141		148
* Ocean	1,912	591		101		937
* Passaic	3,992	976	1,528	220	320	3,051
Salem	662	332	10	140	63	158
* Somerset	571	325		145	66	20
* Sussex	767	205				113
* Union	2,767	1,383	138	474	507	510
* Warren	590	113		48		35
TOTAL	71,974	28,650	6,606	11,568	3,155	38,788

\*The totals reported for these counties are incomplete since all school district summary reports were not available when data was tabulated. A total of 489 districts conducted Title I programs during 1976-77. The figures reported are based on data from 439 districts. However, since all the largest Title I districts are included, the figures represent more than 95% of the participant totals.

County allocations, Table VI, shows the amount of federal aid under ESEA Title I received by school districts in each county.

Between October 1976 and June 1977, the Title I regional teams conducted on-site monitoring in more than 275 school districts. These monitoring visits involve thorough reviews of administrative and fiscal program management, as well as evaluations of the programs. The focus of these visits is to insure district compliance with law and regulation, to verify that appropriate services are provided and to identify areas in which technical assistance is needed.

The regional teams provide technical assistance to districts on request during the program year. Delivery of technical assistance is concentrated during July, August and September in preparation of program planning for the next year.

During the 1977-78 school year the Department of Education's Bureau of Evaluation will be conducting a pilot test of the proposed ESEA Title I evaluation and reporting system (ERS). This system was developed in response to Congressional concerns regarding the quality and type of data available regarding the impact or effectiveness of Title I programs. The primary goal of this system is to obtain more reliable and valid measures of cognitive gain.

The planned pilot test will determine if this system is a feasible and efficient method by which school districts in New Jersey can collect, analyze and report project effectiveness

TABLE VI  
ESEA TITLE I PART A  
ALLOCATIONS BY COUNTY  
1976-1977

County	Total Allocations by County
Atlantic	\$ 1,871,886
Bergen	1,963,334
Burlington	1,760,929
Camden	4,191,503
Cape May	414,322
Cumberland	1,233,699
Essex	11,912,422
Gloucester	1,072,018
Hudson	5,880,980
Hunterdon	271,662
Mercer	2,257,432
Middlesex	2,239,630
Monmouth	2,816,608
Morris	920,823
Ocean	1,294,420
Passaic	3,601,600
Salem	624,531
Somerset	578,929
Sussex	367,256
Union	2,359,366
Warren	345,309
<b>TOTAL</b>	<b>\$47,978,659</b>

data. An additional prupose is to determine if the system is compatible with data collection and reporting for both Title I and State Compensatory Education programs, since the eventual implementation of two separate sets of procedures would prove highly inefficient in both costs and personnel.

Current estimates indicate that more than thirty school districts will participate in the pilot test. These districts represent a cross-section of district types in both size and location. The representativeness of the sample of districts is essential in order to draw appropriate conclusions regarding the introduction of the evaluation and reporting system into all districts in the state. Evaluation of the pilot test will focus on a number of variables dealing with the ease or difficulty of implementing the system, as well as variables relating to the usefulness of the data analyses and reports resulting from the system.

## SPECIAL EDUCATION AND PUPIL PERSONNEL SERVICES

The Bureau of Special Education and Pupil Personnel Services monitored and approved state-funded educational programs which provided service to over 140,000 children with handicapping conditions. These programs include 3,055 special education classes, 910 resource rooms, and 250 non-public schools eligible to receive handicapped children. Approximately 8,000 special educators serve the handicapped in instructional and special service capacities. In addition, services are provided to handicapped students by personnel such as guidance counselors and nurses who serve all students.

Six million dollars in federal funds were used to provide educational service in the area of preschool and special projects for children who were unserved or inappropriately served. Over 2,000 children and many parents participated in pilot preschool programs and an accompanying statewide parent training program.

Approval was given by the Legislature for construction of \$2.5 million regional day school. The facility will be operated by the Bergen County Special Services School District. It will serve severely multiply handicapped children from Bergen, Passiac and Hudson counties.

Due process activities conducted during the 1976-77 school year included 123 administrative reviews, 112 formal classification hearings, and many informal medication sessions to resolve issues related to the identification, classification and placement of children.

TABLE VII  
REPORT OF GROWTH OF SPECIAL EDUCATION SERVICES IN  
NEW JERSEY PUBLIC SCHOOLS

	1966- 1967	1967- 1968	1968- 1969	1969- 1970	1970- 1971	1971- 1972	1972- 1973	1973- 1974	1974- 1975	1975- 1976	1976- 1977
County Supervisors of Child Study	16	19	19	21	21	21	21	21	21	21	21
Special Classes	—	—	2,311	2,505	2,722	2,872	2,872	2,950	2,916	2,992	3,055
Resource Rooms	—	—	—	—	—	—	131	286	568	753	910
Handicapped Children in Special Classes and Resource Rooms	21,201	22,702	24,623	25,877	26,602	27,441	28,536	30,254	33,522	36,595	39,942
Non-Public School Placements	325	758	1,116	1,922	2,369	3,097	3,909	4,139	4,685	4,651	4,700 (est.)
Handicapped Children on Individual Instruction	5,202	6,274	6,976	7,498	10,010	9,126	9,174	9,124	10,304	10,652	9,000 (est.)
Teachers of Classes for Handicapped	2,101	2,398	2,730	2,600	2,707	2,872	3,003	3,147	3,385	3,588	3,965
School Nurses	1,452	1,532	1,602	1,655	1,815	1,768	1,699	1,882	1,956	1,944	2,000 (est.)
Speech Correction Teachers	387	420	421	462	540	564	626	667	745	788	900 (est.)
Basic Child Study Team											
School Psychologist	355	373	394	469	566	604	646	632 (547)*	713 (632)*	760 (648.9)*	800 (est.)
Learning Disability Teacher Consultant	263	292	316	488	507	590	652	711 (672)*	795 (736)*	856 (810.2)*	900 (est.)
Social Worker	271	347	355	386	501	594	631	652 (588)*	708 (614)*	718 (629.3)*	750 (est.)

\*Full Time Equivalents

TABLE VIII

UNDUPLICATED COUNT OF  
PUPILS SERVED IN PUBLIC AND NON-PUBLIC SCHOOL PROGRAMS  
INCLUDING ALL CLASSIFIED HANDICAPPED PLUS THOSE  
TEMPORARILY HANDICAPPED ON HOME INSTRUCTION BECAUSE OF  
MEDICAL IMPAIRMENT  
NEW JERSEY, 1975-76 AND 1976-77

PROGRAM	NUMBER OF PUPILS	
	1975-76	1976-77
Special Education Classes	26,122	27,060
Resource Rooms	9,900	12,882
State Operated Programs	941	1,000 (est.)
Home Instruction (assigned by Child Study Team)	1,576	1,500 (est.)
Supplemental Speech Instruction	64,834	65,605 (est.)
Supplemental Non-Speech	19,079	27,554 (est.)
Non-Public Schools	4,651	4,900 (est.)
Special Vocational	556	750 (est.)
Sub-Total (Classified) 127,659		
Home Instruction (temporarily handicapped Pupils on home instruction because of general medical impairment)	9,076	9,000 (est.)
TOTAL	136,735	150,251 (est.)

A major revision of the current administrative code has been prepared for submission to the State Board of Education. This effort will assure compliance with requirements of the federal laws for the handicapped, P.L. 94-142, and Section 504 (Nondiscrimination on Basis of Handicap) of the 1973 Vocational Rehabilitation Act.

Staff development activities of the Bureau of Special Education included workshops and preparation programs in the following areas: nondiscriminatory assessment; pupil personnel specialist orientations; individualized educational programs; least restrictive environments; gifted and talented; procedural safeguards and due process; preschool screening and assessment; organization and administration and professional practices for pupil personnel specialists; and education/assessment of severely handicapped children.

## BILINGUAL EDUCATION

The Bureau of Bilingual Education, established to implement the provisions of the New Jersey Bilingual Education Act, has been in full operation for nearly two years. Major activities focus on providing assistance to local school districts in determining and assessing their limited English speaking population as well as in the implementation of viable bilingual education programs for those students.

Table IX entitled "Bilingual Education Participants and Teachers by County" summarizes by county the numbers of limited English speaking ability students and those that are being serviced in the districts of that county. The number of bilingual and ESL teachers by county is also included. The table reveals that approximately 28,917 students in 1976-77 in New Jersey were in need of bilingual education programs. Of that figure, 22,947 students were serviced by 630 bilingual/English as a Second Language (ESL) professionals.

The Bureau has accomplished several program objectives to date. Twenty-five bilingual programs have been monitored by the bureau staff and nearly 8,500 pieces of information disseminated. A major thrust has been in the area of curriculum development. Ten curriculum guides were developed by local school districts with bilingual mini-grant funds for dissemination across the state. Over 3,000 sessions of technical assistance have been provided for administrators and teachers in the area of program development, which includes several aspects of curriculum planning.

Bilingual and ESL teacher preparation and in-service has been another area of concentration. Teacher Competency Institutes were established in those two areas to explore the various competencies needed to function successfully in bilingual/ESL programs. The results of this effort has become a source for in-service training priorities.

One of the most significant bureau undertakings was the First Statewide Conference on Bilingual/Bicultural Education. Over 800 parents, students, teachers, and administrators participated in the four day event which explored the field's latest developments, tested methods, and newest materials.

A major responsibility of the bureau is the approval of the expenditure of State Bilingual Categorical Aid for local districts earmarked for this assistance. Reference is made to Table X entitled "Bilingual Education Total County Allocations," which summarizes by county the amount of local monies, as well as state and federal aid allocated for bilingual education programs in the school districts of that county. As the Table indicates, the composite of all sources of local, state, and federal dollars shows that a total of \$19,950,046 was spent in the state of New Jersey for bilingual education. Local school district resources provided the largest percentage of this total at \$10,511,958. The state contributed \$4,422,228, while Title I at \$2,808,884 and Title VII at \$2,054,513 comprised the other funding sources. "Other" resources total \$152,463.

Future goals for the bureau center around the following priorities:

- To have over 28,000 students of limited English speaking ability participate in bilingual education programs.
- To have all school districts who have students with native languages other than English properly assess those students for English language proficiency.
- To assist local districts implement bilingual education programs.
- To develop an English Language Proficiency Test for state-wide use.
- To develop minimum standards for students in bilingual education programs.
- To develop a format for the evaluation of bilingual education programs.
- To set up regional workshops for teachers and administrators.
- To monitor all bilingual/ESL education programs.

TABLE IX  
BILINGUAL EDUCATION  
PARTICIPANTS AND TEACHERS BY COUNTY  
1976-77

COUNTY	NUMBER STUDENTS IN NEED SERVICE*	NUMBER OF STUDENTS SERVED	NUMBER OF BILINGUAL AND ESL TEACHERS
Atlantic	632	572	8
Bergen	1,277	492	17
Burlington	257	49	7
Camden	2,397	2,018	22
Cape May	17	13	2
Cumberland	602	508	14
Essex	8,163	7,367	205
Gloucester	59	0	0
Hudson	5,916	5,401	146
Hunterdon	11	0	0
Mercer	924	799	19
Middlesex	1,681	1,391	31
Monmouth	614	464	19
Morris	337	212	5
Ocean	297	256	14
Passaic	3,487	1,546	67
Salem	80	0	0
Somerset	126	61	3
Sussex	0	0	0
Union	2,012	1,798	51
Warren	28	0	0
TOTAL	28,917	22,947	630

\*Approximate figure based on reports received.

TABLE X  
BILINGUAL EDUCATION  
TOTAL COUNTY ALLOCATIONS  
1976-77

COUNTY	LOCAL	TITLE I	TITLE VII	STATE	OTHER	TOTAL
Atlantic	271,231	86,760		103,936	109,250	571,177
Bergen	288,742	4,412		33,727	31,934	326,881
Burlington	44,736	32,196		14,914		123,780
Camden	1,315,374	340,409	345,992	286,112		2,287,887
Cape May	9,470	5,789		8,030		23,289
Cumberland	231,360	154,100	111,344	193,547		690,451
Essex	3,124,107	564,322		804,876		4,493,305
Gloucester		4,457				4,457
Hudson	1,407,771	478,675	429,986	1,467,957		3,784,389
Hunterdon						
Mercer	654,167	213,952	289,119	118,621		1,275,859
Middlesex	1,143,151	127,240	344,314	312,269		1,926,974
Monmouth	321,064	80,668	95,181	89,941	6,771	593,625
Morris	60,606	33,558	88,577	50,018		232,759
Ocean	319,475	8,000		69,061		396,536
Passaic	166,280	609,404		634,172	4,508	1,414,364
Salem		10,452				10,452
Somerset	20,265			4,818		25,083
Sussex						
Union	1,134,159	54,490	350,000	230,129		1,768,778
Warren						
TOTAL	10,511,958	2,808,884	2,054,513	4,422,228	152,463	19,950,046

## RIGHT TO READ

The Right to Read Office provides services to state and local education personnel primarily on a regional basis. A consultant from the Bureau is assigned to each of four regions which are similar to the four Educational Improvement Centers service areas. One consultant has been charged with providing services to urban districts. The improvement of reading instruction in elementary and secondary schools is a major outcome goal of the services.

The Urban Service Project provides two types of services: technical assistance to administrators; and the provision of workshops for teachers. These workshops, planned in consultation with school administrators, addressed the T&E process as it related to reading, as well as giving further training to teachers in the content areas of reading.

Services to local districts include in-service training. One or two members from a school/district register for reading workshops which are held on a regional, county, or diocesan level. These workshops are organized by Bureau regional consultants and conducted by the consultants, School Program Coordinators, and/or local reading personnel. The workshop topics cover a wide range of concerns in elementary and secondary reading. At these sessions, handbooks and other materials related to the topic are disseminated to the participants. The intent of the workshops is to enable local personnel to conduct staff development activities in reading in their own schools/

districts focusing on an area of need. During the 76-77 school year, one hundred twenty-four (124) workshops were given.

Following the regional, county, or diocesan in-service sessions, participants receive on-site technical assistance. Examples of such technical assistance are: consultation, dissemination of materials, and local in-service. Three hundred-fourteen (314) technical assistance visits were made during the 76-77 year. These activities help local staff to implement the ideas and procedures learned at the state training sessions. Approximately 280 districts have received services from the Bureau.

Other groups assisted by the Bureau are EIC and county staff regarding the implementation of Basic Skills mandates. Workshops and other forms of technical assistance are provided.

#### DIVISION OF VOCATIONAL EDUCATION

Academic year 1976-77 was a year of transition for the Division of Vocational Education as a result of the passage of Public Law 94-482 - October 12, 1976, cited as the Education Amendments of 1976, and its Title II component - Vocational Education. Although Division operations were maintained at the necessary high level of quality, planning was initiated to embrace the new emphasis and directions mandated by the Amendments.

Title II brought emphasis to broad based and long range planning, the need for the elimination of sex bias and sex role stereotyping in vocational education, the mandate for vocational program evaluation and a new focus on program improvement and

supportive services. Division staff developed the legislated five-year State Plan and included in its formulation the active participation of representatives from community and junior colleges, a local school board, vocational education teachers, local school administrators, the State Manpower Services Council, proprietary institutions, private nonprofit institutions, four year institutions of higher education, and the State agency responsible for secondary and postsecondary vocational education. The plan was developed in complete and precise conformance to the procedures stipulated by the legislation.

The plan included a detailed description of policy and procedures to assure equal access to vocational education programs by both women and men. This all pervasive thrust at nondiscrimination was carried into the priorities set and evaluation format established for proposals solicited under the system initiated for program improvement and supportive services described below.

Division staff and others from the educational community were organized into a task force to develop plans for vocational program evaluation that would satisfy the Public Law 94-482 requirements and also incorporate the requisite program evaluation of a Thorough and Efficient system of education. Federal requirements include program "completer" and "leaver" follow-up procedures and employer surveys as well as the evaluation of planning and operational processes in the schools and educational institutions.

To prepare for the emphasis given by Title III of the Education Amendments of 1976, Divisional staff developed a request for proposal (RFP) system to solicit proposals from local education agencies, community colleges, four year institutions of higher education and nonprofit private educational institutions. The solicitation of proposals were planned and implemented for these categories: vocational education research; the development of exemplary and innovative projects; vocational curriculum development projects; vocational guidance and counseling projects; vocational education personnel training projects; industrial arts projects; the elimination of sex bias and sex role stereotyping projects; and energy education projects.

While the planning for a new legislative era in vocational education was in process, the maintenance of high quality operations in programs was continued. Vocational education enrollment in New Jersey's secondary schools maintained its steady growth. The growth in previous years was attributable in part at least to the ascending overall enrollment in the State's public schools. In 1976-77, however, the total school enrollment began to decline while the vocational enrollment continued to increase as is shown by the comparison of school years 1975-76 and 1976-77 which follows:

	New Jersey Enrollment		
	<u>Grades 7-12</u>	<u>Grades 9-12</u>	<u>Vocational Enrollment*</u>
1975-76	683,216	454,295	157,593
1976-77	679,298	451,757	170,021

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\*Occupational programs only

An apparent exception to the growth trend happened at the postsecondary level. The total postsecondary vocational enrollment decreased from 35,415 in 1976 to 32,689 in 1976-77. This downturn is misleading. In actuality the decrease is attributable to a change in the definition for postsecondary vocational programs versus adult vocational programs in compliance with the Vocational Education Amendments of 1976 (P.L. 94-482). According to the new Act:

1. Postsecondary vocational students refer to those "persons who have completed or left high school and who are enrolled in organized programs of study for which credit is given toward an associate or other degree, but which programs are not designed as baccalaureate or higher degree programs"
2. Adult vocational students refer to those "persons who have already entered the labor market, or are employed, or who have completed or left high school and who are not described in paragraph 1."

The modification in definition for "postsecondary vocational students" and "adult vocational students" is responsible for the apparent decline in postsecondary enrollments. Students classified as "postsecondary students" in 1975-76 were classified as "adult students" in 1976-77 in conformance with the modified definitions. The increase of 13,175 (16%) in the "adult student" classification shown below is also reflective of the definitional change.

	<u>All Classification</u> Secondary	<u>Vocational</u> Postsecondary	<u>Education</u> Adult	<u>Enrollment</u> Total
1975-76	157,593	35,415	82,138	275,146
1976-77	<u>170,021</u>	<u>32,689</u>	<u>95,313</u>	<u>298,028</u>
	+ 12,428	- 2,726	+13,175	+ 22,877

Academic year 1976-77 was a year of growth and change in vocational education as the Division of Vocational Education continued to provide technical assistance and educational services and resources to benefit 298,023 students with a diversity of aptitudes, interests and aspirations.

The combined Federal and State allotment for 1976 was \$25,703,741 compared with the 1977 Federal and State allotment amounting to \$26,100,121. This represents an increase of approximately 1.5%. This amount of increase was not enough to offset the spiraling costs caused by inflation. In spite of the limited new money, the school districts were able to continue promoting and, to some extent, expanding vocational programs.

TABLE XI  
Committed Monies by County  
Fiscal Year 1977

PROGRAMS - Grades 9-12	County			
	<u>Atlantic</u>	<u>Bergen</u>	<u>Burl.</u>	<u>Camden</u>
Agricultural Education -	\$ 14,133	\$ 38,115	\$ 35,000	\$ 27,148
Distributive Education -	25,692	45,649	39,911	46,812
Health Occupations Education -	52,825	104,655	23,974	76,413
Occupational Home Economics Education -	2,275	19,610	17,000	44,680
Consumer and Homemaking Education -	35,597	65,883	54,131	59,999
Business and Office Education -	57,823	128,325	69,647	75,629
Technical Education -	8,275	52,737	7,426	41,867
Vocational-Industrial Education -	232,983	214,800	171,606	226,793
<u>SPECIAL PROGRAM AREAS</u>				
Employment Orientation -	66,071	98,250	80,679	84,629
Introduction to Vocations -	51,264	43,100	56,464	48,500
Technology for Children -	7,189	5,984	5,197	8,546
Summer Vocational Education Programs -	6,582	32,146	20,470	74,607
School Year Work Study -	3,767	34,646	23,788	26,207
Apprenticeship Training -	2,000	4,950	7,758	6,465
Governor's Career Ed. -	94,867			
Ancillary Secondary	500			1,000
County Councils	300	600	300	1,300
Research Projects		3,000		
Vocational Guidance & Counseling			1,000	3,300

PROGRAMS - Grades 9-12	County			
	<u>Cape May</u>	<u>Cumb.</u>	<u>Essex</u>	<u>Glou.</u>
Agricultural Education -	\$ 6,220	\$ 40,152	\$ 3,000	\$ 30,100
Distributive Education -	17,350	38,122	63,847	31,344
Health Occupations Education -	15,228	14,887	53,035	30,860
Home Economics Education -	4,078	14,800	36,376	22,099
Consumer and Homemaking Education -	20,689	32,954	64,780	24,483
Business and Office Education -	38,571	31,721	99,051	60,674
Technical Education -	21,463	555	8,258	24,190
Vocational-Industrial Education -	132,712	165,960	186,152	139,036
<u>SPECIAL PROGRAM AREAS</u>				
Employment Orientation -	48,533	58,413	70,547	48,566
Introduction to Vocations -	45,200	48,627	22,600	32,000
Technology for Children -	1,861	6,231	5,927	4,999
Summer Vocational Education Programs -	1,600	9,000	10,872	43,542
School Year Work Study -	3,197	1,514	11,952	33,973
Governor's Career Education		59,952		
County Councils	850	1,000	600	4,043
Vocational Guidance & Counseling	22,400	19,587	10,880	20,500
Ancillary Secondary		3,000		30,050
Apprenticeship Training			8,650	11,000
Career Development			10,000	1,700
Teacher Education			35,711	105,469
Miscellaneous				6,000

PROGRAMS - Grades 9-12	County			
	<u>Hudson</u>	<u>Hunt.</u>	<u>Mercer</u>	<u>Middlesex</u>
Agricultural Education -	\$ 6,557	\$ 17,790	\$ 3,000	\$ 23,000
Distributive Education -	18,998	6,349	16,446	72,872
Health Occupations Education -	59,100	6,442	44,141	60,430
Home Economics Education -	21,000	7,896	20,463	29,705
Consumer and Homemaking Education -	50,034	25,687	12,723	44,787
Business and Office Education -	55,865	16,826	40,604	119,818
Technical Education -	15,782			54,525
Vocational-Industrial Education -	277,136	39,850	175,731	267,051
<u>SPECIAL PROGRAM AREAS</u>				
Employment Orientation -	46,000	13,300	56,600	117,329
Introduction to Vocations -	19,192	15,300	13,243	26,100
Technology for Children -	6,070	3,306	2,694	3,999
Summer Vocational Education Programs -	26,052		52,061	76,808
School Year Work Study -	33,438	5,500	29,786	56,686
Vocational Guidance & Counseling	8,000		6,599	7,000
Apprenticeship Training	8,250		5,304	7,700
Ancillary Secondary	4,462	2,000	1,490	53,060
County Councils	900	300	300	600
Teacher Education	80,108		69,884	47,388
Miscellaneous		8,750	10,000	
Governor's Career Education		37,477		8,000
Career Development			4,000	73,725
Research Projects				223,881

PROGRAMS - Grades 9-12	County			
	<u>Monmouth</u>	<u>Morris</u>	<u>Ocean</u>	<u>Passaic</u>
Agricultural Education -	\$ 24,752	\$ 6,375	\$	\$ 10,000
Distributive Education -	28,500	10,000	30,700	35,015
Health Occupations Education -	38,295	47,043	30,872	83,344
Home Economics Education -	39,095	5,800	8,390	16,696
Consumer and Homemaking Education -	57,627	43,677	43,796	44,874
Business and Office Education -	56,699	63,347	73,561	61,830
Technical Education -	27,196	49,352	12,811	
Vocational-Industrial Education -	77,139	104,252	177,754	179,852
<u>SPECIAL PROGRAM AREAS</u>				
Employment Orientatin -	103,481	54,389	105,208	117,000
Introduction to Vocations -	39,993	24,000	17,200	41,500
Technology for Children -	5,893	4,000	5,000	4,200
Summer Vocational Education Progarms -	21,308	21,888	9,488	45,008
School Year Work Study -	20,009	14,086	8,322	49,683
Vocational Guidance & Counseling	24,374	19,000	6,325	2,150
Career Development	6,000	3,200	12,000	16,800
Governor's Career Education	134,522	96,284		
Ancillary-Cooperative	1,622			
Ancillary-Secondary	3,090	1,495		4,509
County Councils	600	300	300	300
Research Projects	73,900	1,300		3,000
Teacher Education			1,975	
Apprenticeship Training				7,500

PROGRAMS - Grades 9-12	County			
	<u>Salem</u>	<u>Somerset</u>	<u>Sussex</u>	<u>Union</u>
Agricultural Education -	\$ 1,218	\$	\$ 83,020	\$
Distributive Education -	15,175	12,998	28,193	23,631
Health Occupations Education -	22,024	42,938	6,417	51,052
Home Economics Education -	2,000	2,028	8,500	
Consumer and Homemaking Education -	21,850	19,267	27,550	46,866
Business and Office Education -	34,250	104,971	29,149	83,519
Technical Education -	50,245	134,739	3,375	26,648
Vocational-Industrial Education -	123,639	124,530	110,675	182,562
<u>SPECIAL PROGRAM AREAS</u>				
Employment Orientation -	59,230	49,695	36,729	97,209
Introduction to Vocations -	21,791	14,000	25,686	23,916
Technology for Children -	4,249	2,830	4,000	1,999
Summer Vocational Education Programs -	7,656	13,328	46,260	25,644
School Year Work Study -	10,195	10,255	6,505	30,570
Guidance & Counseling	21,340			14,400
Apprenticeship Training	1,900			2,000
County Councils	300	300		600
Governor's Career Education		18,482		48,358
Vocational Career Development			1,500	
Ancillary Secondary			2,495	3,500
Research Projects				3,500

PROGRAMS - Grades 9-12	County		
	<u>Warren</u>	<u>Sch. Dist.</u>	<u>Sch. for Deaf</u>
Agricultural Education -	\$ 69,237	\$	\$ 835
Distributive Education -	10,000		
Health Occupations Education -	2,747		
Home Economics Education -	3,000		200
Consumer and Homemaking Education -	29,320	2,050	10,970
Business and Office Education -	49,001		16,322
Technical Education -	13,792		
Vocational-Industrial Education -	87,276		14,983
<u>SPECIAL PROGRAM AREAS</u>			
Employment Orientation -	45,272		4,000
Introduction to Vocations -	22,625	4,800	
Technology for Children -	2,000		
Summer Vocational Education Programs -	6,592		966
School Year Work Study -	4,398		355
Vocational Guidance & Counseling	4,000		
Apprenticeship Training			
Vocational Career Development	15,000	5,000	
Governor's Career Education	41,214		
Ancillary-Cooperative	3,857		
Ancillary-Secondary	27,313		
County Councils	600		

TABLE XII  
SUMMARY OF REPORTED VOCATIONAL ENROLLMENTS  
FY 1976 and FY 1977  
ADULT, POSTSECONDARY AND SECONDARY

Program Category	ADULT*			POSTSECONDARY*			SECONDARY		
	1976	1977	Increase	1976	1977	Increase	1976	1977	Increase
Agriculture	1,785	1,824	1%	304	397	30%	2,513	2,773	10%
Distributive									
Education	3,999	4,266	7%	3,177	3,170	0	9,961	11,320	4%
Health	2,168	5,435	151%	11,200	7,728	(-31%)	2,747	2,919	(-6%)
Occupational									
Home									
Economics	2,014	2,162	7%	10	90	800%	3,170	3,422	8%
Business	31,368	35,360	13%	7,711	7,787	1%	98,714	105,349	11%
Technical	4,001	4,772	19%	8,863	12,500	41%	2,902	2,645	(-9%)
*Trades &									
Industry	36,803	41,494	13%	4,150	1,017	(-75%)	37,586	42,035	12%
Pre-Vocational	--	--		--	--		(66,521)	(80,393)	21%
TOTAL	82,138	95,313	16%	35,415	32,689	(-8%)	157,593	170,463	8%

\*New definitions have been adopted for adult and postsecondary vocational students in accordance with PL94-482 (p. 90 STAT. 2185) and are used in this report, where

- (1) Postsecondary vocational students refer to those "persons who have completed or left high school and who are enrolled in organized programs of study for which credit is given toward an associate or other degree, but which programs are not designed as baccalaureate or higher degree programs";
- (2) Adult vocational students refer to those "persons who have already entered the labor market, or are employed, or who have completed or left high school and who are not described in paragraph (1)."

Because of the change of the definitions, the total postsecondary vocational enrollment for FY 1977 suffered a loss, as compared with the corresponding statistics of the previous year; while the total adult vocational enrollment benefitted with a sizable gain.

TABLE XIII  
VOCATIONAL EDUCATION  
TOTAL ENROLLMENT IN SECONDARY VOCATIONAL EDUCATION PROGRAMS BY COUNTY  
FY 1977

County	Agriculture	Distributive	Health Occupations	Consumer and Home Making	Occupational Home Economic	Office and Business	Technical	Vocational-Industrial	Total
Atlantic	84	219	106	1,275	--	1,969	4	882	4,539
Bergen	214	1,168	205	13,469	121	12,046	318	3,827	31,368
Burlington	130	585	92	6,103	211	6,185	28	1,962	15,260
Camden	78	1,070	86	8,625	64	6,527	472	4,366	21,288
Cape May	--	54	32	1,571	26	940	118	630	3,371
Cumberland	161	120	134	1,848	29	2,105	60	1,635	6,092
Essex	20	1,294	127	13,091	215	11,274	574	3,465	30,060
Gloucester	135	488	77	4,992	301	3,594	33	1,616	11,236
Hudson	--	608	139	5,424	266	8,049	101	1,480	16,067
Hunterdon	410	32	39	1,576	124	1,202	33	453	3,869
Mercer	39	108	110	4,643	299	3,707	20	1,411	10,337
Middlesex	214	1,466	224	11,373	295	10,089	380	4,164	28,205
Monmouth	243	910	153	10,880	449	7,515	21	3,248	23,419
Morris	46	561	85	5,389	160	6,364	110	1,860	14,575
Ocean	--	317	175	2,376	284	4,036	11	1,759	8,959
Passaic	73	1,001	316	5,360	208	5,998	69	1,874	14,899
Salem	131	95	106	1,059	176	995	63	676	3,301
Somerset	70	231	139	3,351	18	3,893	84	1,573	9,359
Sussex	225	163	27	2,491	70	1,644	48	1,076	5,744
Union	3	753	88	10,192	56	6,140	79	3,408	20,719
Warren	497	77	16	2,384	50	1,077	19	706	4,826
TOTAL	2,773	11,320	2,477	117,472	3,422	105,349	2,645	42,035	287,493

## ADULT, CONTINUING, COMMUNITY EDUCATION

Life Skill Education, a specialized type of pre-employment training, was offered in adult basic education components of eight adult learning centers. A total of 1,403 adults participated in these programs with 90 percent meeting the program objectives in one or more components.

Eight special demonstration grants were made using discretionary funds available under Section 309 of the Adult Education Act. In FY 1977, these eight projects focused on research, material development, and services to special populations. A number of projects have received wide recognition. Among projects already implemented was that of the Vineland Adult Learning Center which developed instructional materials for use in their successful and innovative "Never Too Late" newspaper GED series. Never Too Late was widely disseminated through this project and was printed in six newspapers in New Jersey and is being published in newspapers in at least four other states.

Several important activities were planned and sponsored by outside agencies in cooperation with the Bureau of Adult, Continuing, Community Education. Field testing of training curriculum materials for K-12 food service workers was accomplished in cooperation with the Bureau of Child Nutrition and several adult education programs. A series of workshops promoting educational programming for the elderly was provided in cooperation with the Division on Aging, Department of Community Affairs. Offered in co-sponsorship with the Association for Adult Education

of New Jersey, the Twenty-second Annual Americanization Conference was held in October, 1976 and attracted approximately 250 adults who participated in the state-sponsored Evening School for the Foreign Born program. Seventy-five people participated in a workshop co-sponsored by the Somerset County Advisory Council Association for Community Education of New Jersey focusing on the changing roles of women.

The first Adult, Continuing, Community Education Week, proclaimed by Governor Byrne, was celebrated January 16 to 22, 1977. Week long promotional activities included school district open houses, displays in shopping centers, municipal proclamations as well as media coverage of many of these events.

Technical assistance in the area of community education processes and training for staff in funded programs continued to receive emphasis last year. The Twentieth Annual Resident Institute for Directors of Community/Adult Education was conducted June 1-3, 1977. With more than 100 directors attending, participants developed plans for a community-based referral system targeted to adult services by local adult education programs, the Comprehensive Employment and Training Act, as well as adults referred by business, labor and industry. Adult Education Resource Centers located at five state colleges also provided training targeting their services to the staff of programs funded by the Bureau. In FY 1977, more than 10,000 contact hours of teacher training were provided with emphasis on individualized instruction, English as a second language, and developmental

reading. Training offered in FY 1978 through the Resource Centers will be based on the results of needs assessment undertaken last Spring. With computer assistance, training needs of approximately 85 percent of funded districts were determined and have become the basis for training provided on district, regional, and state levels. Technical assistance was also provided to school districts in the area of community education processes. During FY 1977, 213 districts received this type of assistance in such areas as citizen involvement in educational decision making, needs assessment, inter-agency cooperation, and community analysis.

Eleven school districts began Adult High Schools this year. Recognizing that adults develop skills in many contexts, these programs award high school credit by examination as well as through class attendance. Noteworthy among the six new adult high schools is Perth Amboy's bilingual approach and South Plainfield's weekend program.

During FY 1977, 29,538 adults took the GED test including 2,006 Hispanics who took the test in Spanish. The total number of those tested represents a 16 percent increase over FY 1976. This increase is a result of weekend and evening testing offered by most GED testing centers this year.

Enrollments in adult basic education and GED instructional programs were over 40,000 for FY 1977. The GED passing rate of persons enrolled in these programs dropped slightly from 70 percent to 68 percent in the past year. This decline is attributed to reduced staffing and a significant increase in persons seeking enrollment. Consequently, many programs exceeded their

enrollment capacity in order to serve the public. It should be noted however that the State contribution for GED instructional programming is \$78.60 per graduate with the Federal contribution for Adult Basic Education equal to \$1.25 per student hour of instruction.

Reports from local directors on the impact of GED and Adult Basic Education programs continued to stress the importance of these activities. Last year directors reported that nearly 3,000 participants who were unemployed upon entering the program got jobs. An additional 3,500 adults who were already employed got a better job. Over 4,000 GED graduates enrolled in college and another 1,600 enrolled in post-secondary vocational programs.

Although New Jersey is experiencing a near zero population growth rate, adults over twenty-five have become the state's only increasing population segment. Forty-eight percent of this group never finished high school. Within this segment of the population are growing numbers of women seeking the skills and credentials to enter the work force, increasing number of adults in need of recreational and avocational outlets, senior citizens demanding meaningful retirement activities, and growing numbers of adults who ask for programs to help them become more effective parents. Continuation funding of adult education, given increasingly inflationary costs, will mean that services provided by adult education programs will continue to be reduced regardless of demand.

New Jersey's C.E.T.A. prime sponsors report that low educational levels among their clients restrict them in obtaining jobs and job training. Consequently, there is a demand for basic skill development in C.E.T.A. programming. Communication, coordination, and mutual planning between C.E.T.A. prime sponsors and adult education programs is becoming increasingly important.

TABLE XIV

ADULT POPULATION, ENROLLMENT, AND NUMBER OF  
DROPOUTS IN ADULT EDUCATION PROGRAMS

County	*Total Adult Population	*Total Adult Pop. Less 8th Grade	*Total Adult Pop. Less 12th Grade Completed	Total Number Dropouts (last year)	Total Adult Programs	Total Adults Enrolled	Total No. Adults Less 8th Grade Comp. Enr.	Total Adults Enroll. HSC	Total For B Adults Enroll.
1. Atlantic	106,161	20,077	59,066	469	4	4,896	162	774	40
2. Bergen	529,618	55,886	211,109	1,226	25	86,302	2,016	1,742	985
3. Burlington	156,691	16,912	63,279	845	12	20,212	623	838	156
4. Camden	251,511	38,754	127,937	1,122	15	30,172	763	1,321	147
5. Cape May	37,471	6,339	20,540	289	1	2,507	125	133	0
6. Cumberland	66,817	14,956	40,114	488	4	9,451	594	731	188
7. Essex	533,556	93,631	270,323	867	13	31,372	990	2,356	680
8. Gloucester	91,005	13,533	46,703	574	7	8,758	389	562	76
9. Hudson	364,450	83,089	231,977	843	11	16,870	2,911	1,929	2,287
10. Hunterdon	39,262	4,190	17,043	159	4	21,090	142	485	55
11. Mercer	171,828	29,026	81,073	502	8	62,088	827	403	289
12. Middlesex	314,161	43,010	140,034	1,150	16	51,864	2,098	1,480	581
13. Monmouth	248,521	26,209	99,109	1,142	7	13,070	1,293	617	28
14. Morris	209,085	17,124	69,049	700	11	31,836	367	832	126
15. Ocean	122,747	16,263	62,302	1,133	6	16,162	219	973	371
16. Passaic	265,873	52,531	148,632	750	8	27,970	2,484	1,454	1,334
17. Salem	33,336	6,444	18,392	108	5	3,882	306	278	0
18. Somerset	109,785	12,239	40,276	334	7	20,899	252	723	270
19. Sussex	42,551	4,413	18,179	261	6	4,077	29	60	0
20. Union	323,049	43,523	138,789	736	9	33,241	1,889	1,375	943
21. Warren	41,943	6,507	21,591	260	4	1,801	133	240	0
GSSD					1	7,390	1,151	977	
TOTALS	4,049,278	604,656	1,925,517	13,858	184	506,669	**19,763	20,583	8,561

\* Age 25 + 1970 Census

\*\* This total is based on preliminary reports only.

## RESEARCH AND DEVELOPMENT EFFORTS

### ELEMENTARY AND SECONDARY EDUCATION ACT - TITLE IV, PART C

The major purpose of E.S.E.A. Title IV, Part C is to stimulate and assist in the development and establishment of exemplary elementary and secondary school programs to serve as models for regular school programs. This program is highly competitive. During the 1976-77 school year over 150 applications for new funding were received. Only nine were approved. The following is an analysis of projects funded to develop, field test, and disseminate programs to meet documented educational needs.

The tables below represent E.S.E.A. Title IV-C expenditures during the 1976-77 school year, (moneys from both FY '76 and FY '77 are included). In Table XV a distribution of the funds is presented according to the state goals. Some projects focused on more than one state goal and are, therefore, classified by their primary focus. As can be seen, the bulk of E.S.E.A. IV-C funds were spent in development (67 percent) and another large amount was spent on disseminating validated or proven practices (33 percent). A small amount was spent on encouraging local districts to adopt or adapt validated projects, although the bulk of the adoption costs (\$313,903) during 1976-77 were for the adoption of one project (Project Active, physical education for the handicapped). It is unlikely that this large amount will be expended in future years for the adoption of a single project. Furthermore, the number of projects in this category will not be as large, thus affecting the total number in future years.

TABLE XV  
DISTRIBUTION OF  
TITLE IV-C FUNDS FOR  
RESEARCH AND DEVELOPMENT PROJECTS FOR  
FY 76-77 ACCORDING TO STATE GOALS  
AND OTHER SELECTED CRITERIA

STATE GOAL	DEVELOPMENT	DISSEM- INATION	ADOPTION/ADAPTION PROJECTS (A/A)	TOTALS
1. Basic Skills	\$ 617,522 (12) <sup>a</sup>	\$ 521,620 (16)	\$ 23,840 ( 5)	\$1,162,982 (33)
2. Basic Information	218,560 ( 3)	18,892 ( 2)		237,452 ( 5)
3. Citizenship	38,959 ( 1)	88,611 ( 1)		127,570 ( 2)
4. Producer/ Consumer	164,746 ( 6)	119,966 ( 3)		284,712 ( 9)
8. Health Habits	81,042 ( 1)	104,878 ( 1)	313,903 (27)	499,823 (29)
10. Creativity	193,197 ( 4)	15,000 ( 1)		208,197 ( 5)
11. Self Under- standing	32,966 ( 1)			32,966 ( 1)
* Administration and Implementation of T & E	81,400 ( 3)	51,937 ( 2)		133,337 ( 5)
* Administrative Strate- gies/Guidance Projects Non T & E)	244,854 ( 3)	79,511 ( 2)		324,365 ( 5)
* Community in- volvement and alternative approaches to education	93,892 ( 6)	13,633 ( 2)		107,525 ( 8)
	\$1,767,138 (40)	\$1,014,048 (30)	\$337,743 (32)	\$3,118,929 (102)

<sup>a</sup>The numerals in parentheses refer to the number of funded projects in each category.

\*Additional categories not covered by State Goals.

Money was spent in a great variety of goal areas, although almost half were expended on the basic skills goal. Other large commitments were made in the areas of the health habits, administrative and guidance practices, producer/consumer, and basic information (physical and social sciences), and creativity.

The goals which are not represented are for the most part affective goals. To conclude that these goals go unaddressed would be inaccurate. Most projects address affective goals, albeit in a secondary way. The primary focus is usually cognitive.

Table XVI shows that the districts which receive ESEA IV-C funds are quite evenly divided among the medium and large size districts. Very small districts (enrollment under 600) are very sparsely represented among the projects. Almost half the projects are devoted exclusively to the elementary grades. It has commonly been thought that the secondary schools receive very little of the research and development moneys. There has been a trend in the past two years towards greater numbers of applications from and awards to the secondary grades. In fact in the school year 76-77 almost 1/3 of the expenditures were exclusively in the secondary schools.

Elementary and secondary categories were reserved for projects falling wholly within grades K-6 or 7-12. As a result, total expenditures in elementary grades and secondary grades cannot be directly compared. The elementary/secondary category was introduced for projects which are either district wide K-12

or in those cases where the project obviously serves students in both elementary (K-6) and secondary (7-12) grade levels (even when the entire K-12 range is not served.

Twenty projects were funded in the twenty-eight Urban Aid districts for a total of \$557,389 which was 18 percent of the total expenditure.

TABLE XVI

DISTRIBUTION OF TITLE IV-C FUNDS FOR  
RESEARCH AND DEVELOPMENT BY SIZE OF DISTRICT  
(STUDENT POPULATION) AND LEVEL OF SCHOOL

SCHOOL LEVEL	SIZE OF DISTRICT (Student Population)			
	0-499	600-4,999	5,000+	TOTALS
Elementary	\$ 1,200 (1) <sup>a</sup>	\$ 600,972 (20)	\$ 592,533 (27)	\$1,194,705 (48)
Secondary	—	524,929 (16)	412,774 (14)	937,703 (30)
Elementary/ Secondary	48,909 (3)	663,078 (13)	274,534 ( 8)	986,521 (24)
TOTALS	\$50,109 (4)	\$1,788,979 (49)	\$1,279,859 (49)	\$3,118,929 (102)

<sup>a</sup>The numerals in parentheses refer to the number of funded projects in each category.

## STATE COMPENSATORY EDUCATION RESEARCH & DEVELOPMENT ACTIVITIES

A compensatory education research and development fund was established in 1976-77 to support pilot and demonstration projects focusing on improved programs for compensatory education students. The \$949,255 appropriated for the fund was equal to 3 per cent of the amount calculated for State aid to compensatory education categorical programs.

The application process which followed the Elementary & Secondary Education Act Part IV-C Model administration was implemented in two stages. The first stage, which was a competitive phase, awarded grants to 59 projects. The second stage required these 59 projects to develop final implementation plans and budget.

Initial applications from local districts in the first stage were encouraged in a number of categories:

1. Development -- the district had an idea formulated or an idea which had taken shape in terms of an actual program or product and ready for field testing.

2. Validation -- the district had complexed the development, had used the processes and products and now wanted to document that their innovative program achieved the desired educational results and could serve as a demonstration site.

3. Adoption/Adaption of a Validated Program -- the district requested funds to underwrite the start up costs involved in the adoption/adaption of a specific program which had validated success.

4. Requests for Proposals (RFP's) -- the district chose to respond to specific requests for proposals in one of the identified areas of unmet educational needs. In the first funding cycle, the following RFP's were identified:

1. Gifted and Talented students in non-academic programs who were eligible for compensatory education basic skills programs.
2. Coordinated Early Childhood Models.
3. Basic Skills Coordinated Models.
4. Training Model.
5. Development of Non-Cognitive Measures

The second funding cycle included the following RFP's:

- Phase II
1. The Improvement of Instructions and Assessment in Writing.
  2. The Use of Learning Style Diagnosis to Prescribe Compensatory Strategies.
  3. Improvement of the Evaluation of Compensatory Education.
  4. Community-Based Approaches to Compensatory Education.
  5. Case Studies of Effective Basic Skills and Compensatory Programs.

Data from the 59 funded projects are reported in Tables XVII and XVIII. The areas covered by the funded projects were identified as related to the State goals listed in Table XVII. The primary goal of the State Board of Education for the 1976-77 year which was to improve basic skills, was addressed by 54 of the 59 projects. Funding for these basic skills activities accounted for \$859,538 of approximately 90 per cent of the total funds.

A second comparison indicates that 79 per cent of the total funds were awarded to school districts to support the development of modified products and processes for the improvement of compensatory education programs. The remaining 21 per cent of the funds were awarded for adoption/adaption of validated programs. The latter type of projects were less costly since the materials were developed by the use of other sources of funding. Therefore, adoption/adaption grants were limited to \$5,000 per school. The developmental type grants ranged from \$3,000 to \$162,000.

Table XVIII presents the distribution of SCE R & D funds by size of district and school level. The 29 projects in elementary schools received 42 per cent of the total funds awarded. An additional six projects servicing students in grades K-12 accounted for 10 per cent of the funds. The remaining 38 per cent was awarded to 24 projects at the secondary school level. The proportions of total funds awarded to small districts (10 per cent) medium size districts (63 per cent), and large districts (27 per cent) almost parallels the distribution of LEA's by size (number of students enrolled) throughout the State; 13 per cent small, 63 per cent medium, and 24 per cent large. Secondary schools in the medium sized districts had the greatest number of funded projects, whereas projects dealing with students in grades K-12 received the largest amount of money.

Separate data analysis revealed that 14 projects were funded in the 28 urban aid districts for a total of \$298,737 (30 per cent of the total expenditure). In light of the high concentra-

TABLE XVII

DISBRIBUTION OF  
STATE COMPENSATORY EDUCATION FUNDS  
FOR RESEARCH AND DEVELOPMENT PROJECTS  
FOR FY 76-77  
ACCORDING TO STATE GOALS

STATE GOAL	R & D PROJECTS	ADOPTION/ADAPTION PROJECTS (A/A)	TOTALS
1. Basic Skills	\$671,079 (29)	\$188,459 (24)	\$859,538 (53)
5. Career Education	47,730 ( 2)		47,730 ( 2)
8. Health Habits		4,110 ( 1)	4,110 ( 1)
11. Self-Understanding	29,318 ( 1)	8,550 ( 1)	37,868 ( 3)
TOTALS	\$748,127 (32)	\$201,119 (27)	\$949,246 (59)

tion of comprehensive education eligible students in the urban aid districts, the rating procedures and requests for proposals for 1977-78 funds have been revised to provide greater emphasis on improvement of the compensatory education programs in the urban areas.

Thus, based on these data (Tables XVII and XVIII), it may be concluded that most of the State Compensatory Education Research and Development funds were awarded to programs focusing on the primary state goal of improving student performance in the basic skills areas and were targeted at elementary school age children in districts having a student population between 500 and 5,000.

The administration and operation of the program activities will be operated in conjunction with the State Categorical Support portion of SCE.

#### COMPARISON OF SCE AND ESEA TITLE IV-C RESEARCH AND DEVELOPMENT EXPENDITURES

The combined funds from Title IV-C and SCE and R&D amounted to \$4,068,175, of which 77 percent was from Title IV-C. Fifty-five per cent of these funds were distributed to projects directed at improving student performance in the basic skills. While 91 per cent of SCE R&D funds were spent on projects in this area, only 44 per cent of Title IV-C funds were similarly allocated. Thus, a complementary pattern existed insofar as Title IV-C allows for wider distribution of funded projects among all state goals. A comparison of Tables XVI and XVIII reveals a degree of

TABLE XVIII  
DISTRIBUTION OF  
STATE COMPENSATORY EDUCATION FUNDS  
FOR RESEARCH AND DEVELOPMENT PROJECTS  
BY SIZE OF DISTRICT (STUDENT POPULATION)  
AND LEVEL OF SCHOOL

SCHOOL LEVEL	SIZE OF DISTRICT (Student Population)			
	Under 500	501-4,999	5,000+	TOTALS
Elementary (K-8)	\$95,050 (8) <sup>b</sup>	\$165,669 (16)	\$143,668 ( 5)	\$404,387 (29)
Secondary (7-12)		200,101 (19)	63,175 ( 5)	263,276 (24)
Elementary/ Secondary (K-12)		236,574 ( 5)	45,009 ( 1)	281,583 ( 6)
TOTALS	\$95,050 (8)	\$602,344 (40)	\$251,852 (11)	\$949,246 (59)

<sup>a</sup>These population divisions were specified in the Federal guidelines for funded programs.

<sup>b</sup>The numerals in parentheses refer to the number of funded projects in each category.

accord in the proportions of Title IV-C and SCE funds distributed with respect to school grade level and size of district. Approximately 40 per cent of all R&D funds were focused at the elementary school level. Medium sized school districts (500-5,000 students) were the recipients of about 60 per cent of all funds. Slightly more money was allocated to projects in large districts (having 5,000 or more students) by Title IV-c grants (41 per cent) than by SCE (27 per cent).

SPECIAL EFFORTS

## STUDY COMMISSION ON ADOLESCENT EDUCATION

The New Jersey Study Commission presented its 1976-77 final report to Commissioner Burke and the State Board of Education. The primary tasks assigned by Dr. Burke were twofold: to examine the state of the art and the critical problems of adolescent education in New Jersey, and to formulate new policies and recommendations for research and development.

Following this mandate, the Commission produced 58 recommendations to improve secondary schools and social services. The recommendations represent the final conclusions of 29 working professionals. They were appointed to serve on the Commission in addition to their regular jobs as school principals, superintendents, high school and college teachers, family and social workers, industry representatives, health and juvenile justice officials, and researchers. This group met regularly for 18 months beginning in January 1976, ending in November of 1977, with the publication of their report.

Because of the large number of members on the Commission and because of the broad nature of the subject they were responsible for studying, the Commission decided to divide themselves into three smaller task forces, each with a narrower subject to investigate. These were:

- the task force on the educational process and social institutions;
- the task force on the educational process and the internal environment of the schools; and
- the task force on the educational process and the community.

A steering committee of five was also chosen and these members worked most closely with the staff of the Commission on producing the final report. Public hearings were held to allow citizens and professional associations to respond to the Commission's questions on a number of topics. They also looked closely at reports on adolescents done by other commissions in other states.

In general, their recommendations indicate that all state and local agencies, high schools, and social service organizations that council, protect, punish, and supervise youth must change to meet client demands in an age of uncertainty. This change comes in the form of recommendations for the coordination of services to adolescents to avoid duplication of efforts; provision of information to adolescents on services available; and cooperation of schools and community. Included in the report is a plan which will enable the Department of Education to evaluate carefully the recommendations for implementation in the coming year.

#### COMMITTEE ON HIGH SCHOOL GRADUATION REQUIREMENTS

The Committee on High School Graduation Requirements was established by the State Board of Education in the spring of 1977 and charged with examining the desirability of altering current statewide requirements for high school graduation. The twenty-six members include administrators, teachers, students, and community leaders from throughout the state.

The mission of the committee, as defined in its first meetings, is to consider the following:

1. Whether graduation requirements currently mandated by the state should be reconsidered and revised.
2. What appropriate criteria for graduation might be.
3. How those criteria could be assessed.
4. What time, personnel, and financial resources would be required to implement graduation requirements.
5. What would be the consequences of implementing such a program, including implications for students who do not meet mandated requirements.

In order to accomplish its task, the committee divided itself into five groups to investigate the issues. The sub-committees and their tasks are as follows:

- a Policy Issues and Options sub-committee was charged with making recommendations on possible criteria for high school graduation.
- an Assessment Strategies sub-committee was charged with recommending assessment strategies and, if appropriate, standards for these criteria.
- an Impact Analysis sub-committee was charged with developing an impact statement for the criteria and assessment strategies recommended by the above sub-committees.
- an Implementation Strategies sub-committee was charged with considering implementation.

Each sub-committee is reviewing current policies and practices in New Jersey, programs used in other states, general literature on assessment and literature on high school graduation requirements

in particular. Consultation with State Department personnel and presentations from other assessment programs in New Jersey and in other states are also part of the program.

In developing their reports and completing their recommendations, sub-committees are evaluating alternatives to determine their relevance and feasibility in New Jersey. The ultimate objective of the Committee is to provide workable alternatives to the State Board.

A report will be submitted to the Commissioner and State Board in January, 1978. Recommendations will be reviewed by the State Board with input from educational and community groups before action is taken to implement changes in high school graduation requirements in the state.

#### URBAN PRIORITY

The primary priority identified by the State Board of Education for FY '77-78 is "to focus upon the unique and extraordinary educational needs of urban New Jersey." One quarter of the state's public school students live in the 28 urban aid districts, cities with declining economic and social environments, high proportions of poor and disadvantaged populations and consistently low educational achievement levels.

In a speech at the Title I Parents Conference in Newark, in May 1977 Governor Byrne discussed the special problems of urban districts, touching on declining sense of community and alienation of urban youth, fragmented social service systems, and changing capital facilities needs. He advanced the concept of

community service centers, using schools to provide social, cultural and community services to residents of all ages at all times, as having the potential to become catalysts for improving the quality of community life and the quality of education.

The development of community education and the community service center concept is a major component of the Department's urban effort. Governor Byrne directed the Commissioner to convene a task force to translate community education ideas into a concrete program for the state. This effort will be reinforced by a \$100 million state bond issue for school improvement with a special community focus.

In addition to the community education effort, the SDE will plan a comprehensive program of research, program development and technical assistance to aid urban school districts to address their needs. Initial activities will be concentrated on specific research projects to be conducted by the Urban Educational Observatory (renamed Urban Institute for Research and Development), organizational activities, and the identification and dissemination of effective, successful practices in urban education. Educational Improvement Center-Northeast, located in the highest concentration of urbanized areas, will develop a strong urban focus serving not only the northeast region but urban districts throughout the state.

#### EARLY CHILDHOOD PLANNING PROJECT

The Early Childhood Planning Project engaged in several major activities during FY 1977, as the Department established a planning capability for the preschool population. A series of

policy research and survey papers was undertaken, forming an informational base for subsequent efforts. These papers include a consideration of appropriate roles for the public schools in regard to day care needs, a study of rationales for the age of entry into schooling, reviews of research into the efficacy and efficiency of early education, a demographic description of young children and their families, and a survey of SDE programs and services for young children. At the beginning of FY 1978, the Project was ready to develop proposals for funding and to contribute the requests for proposals from local districts, based upon the needs identified and the objectives set through this process.

A critical role of the Project lies in participatory planning on both an interdivisional and an interagency basis, since responsibility for programs for young children is shared by several agencies. Two statewide information-sharing conferences were held, and planning services were extended to various divisions within the Department. Leadership was provided to an interdepartmental planning committee, with representatives from the SDE and the Department of Human Services, and from appropriate community professionals. The interdepartmental committee has worked intensively to develop a system of voluntary accreditation for child centers (under pending legislation), differentiating levels and indicators of quality and some related evaluational procedures for child center staff. The work of this committee will extend through FY 1978, implementing an interagency agreement between the two departments. The strong cooperative efforts

resulted in the award of a federal grant to support some joint activities during FY 1978.

#### CAREER EDUCATION

New Jersey's first State Plan for Career Education was prepared during the 1976-77 school year and adopted by the State Board of Education on July 6, 1977. All segments of the community shared in this endeavor which was funded under the Education Amendments of 1974, Public Law 93-380. The Plan was developed under direction of Vocational Division Personnel with participation from approximately 40 persons who comprised the advisory committee and task forces.

In addition to the writing of the Plan, staff of the Vocational Division and a delegation of 38 practitioners from local districts participated in the National Conference for Career Education held in Houston, Texas. As a follow-up to the National Conference, New Jersey conducted its own statewide conference for over 300 representatives from business, labor, industry, and education.

An application was submitted for funding which would provide for development of the phase two State Plan for Career Education. The grant was approved to carry out the major thrust of this year's planned activities--the implementation of a statewide career education needs assessment. The Plan will be completed by the end of fiscal year 1978.

Through the Council of Chief State School Officers and USOE, Office of Career Education, staff specialists maintained contact with and provided input for Federal Career Education legislation. This legislation was passed by both the House and the Senate and is now before the Joint Compromise Committee. Both bills presently under consideration require a combination of Federal and State funds over the five-year life of the law with the Federal portion decreasing and the state and/or local increasing. In order for New Jersey to participate fully in this legislation, it will be necessary to include state funds specifically earmarked for career education in the budget commencing fiscal year 1979.

## CHAPTER VI

### DIRECT EDUCATIONAL AND CULTURAL SERVICES

## CHAPTER VI

### INTRODUCTION

Over the past year, units of the Department of Education have continued to provide New Jersey citizens with a variety of direct educational and cultural services. These services range from state-operated institutions, such as schools for the handicapped and library and museum facilities, to grants of funds for child nutrition and pupil transportation.

These services correspond to statewide administrative responsibilities of the Department and represent the specialized needs best addressed by a state-directed institution. These programs as a group represent the continuing commitment of the Department to deliver the high quality in-depth services upon which New Jersey's educational and cultural life depends.

### MARIE H. KATZENBACH SCHOOL FOR THE DEAF

As one of the agencies of the State Department of Education committed to the development and improvement of services in special education, the Katzenbach School provides educational and residential programs for deaf children and programs which serve as a resource facility for the adult deaf community.

The student population was as follows:

<u>Age</u>	<u>1975-76</u>	<u>1976-77</u>
4 to 11	197	146
12 to 15	184	191
16 to 21	180	186
Total	561	523

This student population indicates a trend toward a reduction in younger students, a 6.7% overall reduction and a shift of the majority of the school's total population to the junior high school aged student. This population shift is due primarily to the following:

Emergence of programs for the young deaf child at the local district level.

Decline in the birth rate, and consequently in the number of deaf children.

The shift of the greatest number of deaf students the junior high school, due to the large number of children of that age affected by the 1964 Rubella epidemic.

It is anticipated that the increase in secondary school population will continue to grow through 1980-81 with these students graduating in 1984-85. At that point, an anticipated balance of age groups across the campus will return.

It should also be emphasized that a high percentage of multiple handicapped deaf is included with this bulge of population. The Rubella infection in the mother during the first trimester of pregnancy can produce a neonate handicapped in any degree in one or a combination of five handicaps. A sixth result of this infection is a neurological disturbance causing a second "invisible" handicap of learning disability.

During the year, discussions were under way as to the procedures for the Katzenbach Administration to assume the responsibility for the Millburn School for the Hearing Handicapped.

The major focus of the Katzenbach School is to develop each child to his maximum potential both in and out of the educational

setting and to provide residential and health services. To obtain these goals, the Administration supervised and coordinated the educational, residential, and daily management of the school. Weekend and daily transportation was provided for 395 residential students and 128 day students maintained at the school. Financial records, budgets data, allocation of funds, records of monies spent and personnel activities were completed and maintained. All buildings, equipment, and grounds, consisting of 692 acres, were maintained and inspected regularly. Three meals a day were prepared and served in accordance with accepted nutritional standards. Health services were provided for all students on campus.

Guidelines were provided to the principals and curriculum coordinator to provide a coordinated program from preschool to high school. Coordinated instruction was provided to all 531 students and 7 preschool students, and acceptable student behavior was maintained. The four libraries, located in the Lower School, Middle School, and Upper School, provided services to the student population, as well as deaf education major students from Trenton State College. Curriculum was developed and coordinated throughout the entire school, giving guidelines to the four departments in planning for special needs students. Club activities were provided to 165 high school students to develop responsibility and leadership skills. The opportunity to participate in varsity and intramural sports was provided to all students.

Applicants to the school were provided with interviews, and pertinent information was provided to the staff for decisions on

admissions. Comprehensive psychological evaluations were available for selected students. Counseling in the areas of psycho-social adjustment, career and vocational choice, and interpersonal relations were available to selected students. The social worker acted as a liaison between the school, the home, and various community agencies in order to provide the students and their families with necessary and beneficial services. Clinical audiological services were performed on selected students. Planning, evaluation, and supervision of the aural rehabilitation programs was maintained, and auditory equipment was ordered.

Of major significance was the self-evaluation and subsequent site team visit by selected members of the committee on accreditation of the Conference of Executives of American Schools for the Deaf which led to a certificate of accreditation by this professional body. This milestone is considered a testament to the excellence of the program and services of the school.

#### GARDEN STATE SCHOOL DISTRICT

The Garden State School District was established within the Department of Institutions and Agencies in 1972, to establish, monitor, and evaluate educational programs within the Correctional Institutions. In November of 1976, the Garden State School District was transferred from the Department of Institutions & Agencies to the Department of Education. Moreover, it has been designated to be the responsible agent for the yet-to-be-created Regional Day Schools.

More than 800 students were enrolled in Adult Basic Education programs during the '76-77 school year.

Of this group, 93% increased in the area of communication skills, with 60% growing one academic year (as measured by a standardized achievement test) and 33% achieving between one and two years growth. In the area of computational skills, 84% increased competencies, with 57% achieving one year's growth and 27% achieving between one and two years' growth.

During the '76-77 school year, 1317 students were involved in GED preparation classes. The total passing rate (at the High School Completion level) was 53%. In addition, the School District began to investigate the possibilities of being approved as an Adult High School.

A SLEPA grant made it possible for the Training School at Skillman to implement a new system of teaching computational and communication skills. Student growth, of up to two years, reveals the successful impact of this program.

Eleven vocational training, job placement, and support service programs sponsored by CETA, operated at eight prisons and correctional facilities servicing more than 2,800 inmates, ex-offenders, and probationers.

Specific O-J-T and text and theory programs operated at all adult and youth correctional facilities during the past year. More than 160 inmates were placed in post-release training-related jobs as a result of instruction in cooking, meatcutting, and baking instructional programs.

Through a multi-faceted job development and placement program, more than 1,350 ex-offenders were placed in entry level jobs

during the past year and followed up on by specially trained personnel, funded through CETA grants.

Seven Vocational Education grants were received during the year, enabling one correctional facility and two institutions within the Department of Human Services to receive funding for Introduction to Vocational Programming for more than 230 residents, patients, and inmates.

CENTER FOR OCCUPATIONAL EDUCATION EXPERIMENTATION & DEMONSTRATION (COED)

The 1976-77 year was the third year of the Center for Occupational Education Experimentation and Demonstration's operations in conducting a non-traditional and innovative shared-time program for secondary school students as the State's model occupational school in Newark.

In the 1976-77 year, the enrollment averaged 600. An enrollment of 800 is projected for September, 1977, with additional schools from surrounding districts participating.

Significant changes took place during the year. A new thrust on research and development was instituted, and the staff - was reorganized to accommodate it. Adjustments were made in the instructional program to reflect the new research focus. The area from which COED received students, which had been limited to Newark, was expanded to include any school district wanting to participate.

Two additional occupational clusters, Public Service Centers and Industrial Mechanics, were opened in the spring of 1977, increasing the number of clusters offered to 14.

The career development program was expanded with the hiring of a job placement specialist in March, and it produced good results. By May, the number of COED students in part-time paid jobs had increased to 38, with most of them working on jobs related to their courses at the center.

Other achievements included the development of model courses of study in four occupational areas, the utilization of COED's television studio as an educational tool, and the cooperative use of staff and faculty resources at COED and the Newark Skills Center.

Plans were made to conduct a pre-vocational program at COED in the summer of 1977 for students who would be entering the eighth, ninth and tenth grades in schools in the area in September. Special efforts were made to recruit 10th graders interested in enrolling at COED in the regular school year. A thorough follow-up survey will be made of COED's graduates of June, 1977.

#### NEW JERSEY JOB CORPS CENTER (NJJCC)

The New Jersey Job Corps Center, operated by the Division of Vocational Education, under contract with the United States Department of Labor, Employment and Training Administration, is a residential school offering vocational and academic programs to those who cannot profit from a traditional training program. Participants must meet the enrollment criteria as established in the Comprehensive Employment and Training Act, Title IV.

The Center was authorized to train 300 people in school year 76-77 and provided training in the following occupational clusters: automobile repair, foods, building and industrial maintenance,

painting and decorating, small engine repair, as well as basic education, driver education and residential activities.

Nationally, there are 54 Job Corps Centers. All centers are ranked in each category with a composite listing made available to all Regional Offices of the United States Department of Labor. The following is a tabulation of the ranking of the NJJCC for the first quarter in 1977.

<u>Standard</u>	<u>Established Goal</u>	<u>Accomplishment</u>	<u>Rank</u>
Completion Rate	75%	73.3%	6
Weekly Termination Rate	2%	2.2%	4
Placement Rate	97%	96.2%	21
Participation Rate	100%	101.3%	31

In addition, the NJJCC was rated nationally as eleventh in direct cost ratio and sixth in total contract costs. The final evaluation, utilizing a differentiated weighting system for the categories, resulted in New Jersey's Center being ranked fourth in the nation.

Women enrollees were accepted in July, 1977, on a phase-in basis. New programs in office and health occupations were initiated. Female participants were encouraged to enroll in the traditional male programs. Proposals were developed and submitted to the United States Department of Labor for the expansion of 125 more female participants and a WIN/Job Corps program for 50 mothers receiving Aid for Dependent Children and 50 of their preschool children. It is anticipated that both of these proposals will be funded in FY 1978.

## ELEMENTARY AND SECONDARY EDUCATION ACT TITLE IVB PROGRAM

Under Title IV, Part B, of federal ESEA, grants to the states are authorized for the following purposes:

1. For the acquisition of school library resources, textbooks, and other materials printed and published; materials for use by children and teachers in public and private schools
2. For the acquisition of instructional equipment (including laboratory and other special equipment, including audio-visual materials and equipment suitable for use in providing education in academic subjects) for use by children in elementary and secondary schools, and for minor remodeling of laboratory or other space used by such schools for such equipment
3. For a program of testing students in the elementary and secondary schools; programs of counseling and guidance services for students at the appropriate levels in elementary and secondary schools; and programs, projects and leadership activities designed to expand and strengthen counseling and guidance services in elementary and secondary schools.

Moreover, Part B funds are to be distributed by the states to LEAs on the basis of school enrollment (public and private), except "substantial funds" are to go to districts with high tax effort but lower than average per pupil expenditure and those with the greatest numbers or percentage of high-cost pupils, such as children from low-income families, children living in sparsely populated areas, and children from families in which English is not the dominant language.

The Department was able to provide \$4,589,353 in funds to 570 school districts during FY 1977, an increase of thirty-five over FY 1976. District selections of services resulted in

allocations of 54% for library resources, 33% for instructional equipment, and 15% for guidance, counseling, and testing.

Assessing the impact of Part B funds on student performance or other individual or organizational changes is impeded by several factors, two of the most significant being the small size of most grants and the lack of a requirement for LEA evaluation of their Part B projects. As shown by the on-site evaluations of a sample of projects, funds were spent to purchase needed materials in support of an on-going or new project or program. In many cases, Part B funds were integrated to some degree with the local T & E planning process, but in only a few cases were funds targeted to a particular project. Districts frequently choose to use the funds for testing, counseling, and guidance programs. The expenditures by category for non-public schools nearly parallel those of the public schools. The predominant allocation of funds within district was on a per pupil basis.

#### TEACHER EDUCATION AND ACADEMIC CREDENTIALS

The major responsibilities of this Bureau are leadership in teacher education, the issuing of certificates to all teaching staff personnel, and the continuous monitoring and evaluation of every college teacher education program in New Jersey which leads to certification.

During the past fiscal year, over 53,000 evaluations were completed, and 42,000 certification actions recommended.

A great amount of contact with the public occurs within the Bureau, as evidenced by approximately 25,000 yearly telephone calls and 100,000 pieces of correspondence.

Total anticipated certification fees for this year will amount to over \$490,000.

In addition to the certification aspect connected with professional educational personnel, the Bureau, by law, is charged with issuing pre-professional certificates in the following areas: medical, certified public accountants, dental hygienists, mortuary science, practical nurses, and nurses.

A total of 3,189 certificates has been issued thus far this year, with \$18,375 realized in fees, for pre-professional certificates.

The Bureau director serves as Secretary to the State Board of Examiners. In addition, the Bureau also provided technical assistance to the Board and professional groups in regard to the following changes in certification regulations which came before the State Board of Education:

1. Teacher-coordinator of cooperative vocational-technical education programs
2. Two-month temporary certificate wording revised
3. Coaching regulations expanded to include certificated teachers from other school districts under certain conditions
4. "Head teacher" rule eliminated
5. Certificate for Assistant Superintendent for Business proposed to replace Assistant Superintendent in Charge of Business. (New rule was approved in September, 1977, to become effective July, 1978.)
6. Continuance of cessation of listing of areas of shortages with provision made for substandard certification in vocational education, ESL, bilingual, and in individual cases of unforeseen shortages.

During the past year, nine colleges received on-site evaluations by evaluation teams. Over 116 college faculty, public school teachers, and Department of Education consultants participated in these visits, which are coordinated and planned a year in advance.

#### CHILD NUTRITION

The bureau is responsible for the administration of six distinct child nutrition programs. The programs can be divided into two categories:

- I. Programs for Children in Public and Non-Public Schools
  - a. School Breakfast Program
  - b. National School Lunch Program
  - c. Special Milk Program
  - d. Non-Food Assistance Program (Food Service Equipment Funds)
- II. Programs for Pre-School and School Age Children
  - a. Child Care Food Program...non residential child care institutions
  - b. Summer Food Service Program...summer feeding in eligible areas for children up to 18 years of age.

The first group pertains only to children in school during the school calendar year. The second group is more diverse, involving pre-school age children on a year-round basis in the Child Care Program and school age children during the summer months in the Summer Food Service Program. The number of children involved and funds expended are shown on the following chart.

<u>Public and Non-Public</u>	<u>Number of eligible children</u>	<u>Percent of participation</u>	<u>Funds expended</u>
School Breakfast Program	1,513,650	3.5%	\$ 3,200,000
National School Lunch Program	1,515,650	39%	49,500,000
Special Milk Program	1,513,650	*	6,750,000
Child Care Food Program	*	30,000**	5,000,000
Summer Food Service Program	495,000	43.6%	9,000,000

\* Statistics not available

\*\* Actual number participating

Non-food assistance (equipment) involves the following sponsors and funds:

	<u>Number of sponsors participating</u>	<u>Funds Expended</u>
National School Lunch Program	112	1,800,000
Child Care Food Program	46	76,400

Through the administration of these programs the bureau is actively involved in the following:

1. Determining the eligibility of public and non-public schools, child care institutions, day care centers, summer camps and community service organizations.
2. Providing financial assistance to eligible sponsors.
3. Offering technical assistance and on-site monitoring of child nutrition programs.
4. Assisting in the expansion of Child Nutrition Programs in an effort to satisfy unmet nutritional needs of children in New Jersey.

In April 1977, Governor Byrne signed into law Bill A-2295 that makes aid available to subsidize national school lunch program for sponsors of child nutrition programs in eligible non profit private schools. Prior to the signing of this Bill, non-public schools were eligible only for federal money to assist their lunch program. The amount of state aid received for FY-77 for

non-public schools participating in the School Lunch Program has increased immensely. When the 5% needy provision of P.L. 18A:33-5 was declared unconstitutional, all schools were required to institute lunch programs. As a result, Bureau field staff have spent most of their time assisting public schools in meeting the requirements of this law. Technical assistance in selecting and installing an appropriate method of food service was provided to all districts initiating a program.

#### PUPIL TRANSPORTATION

The program purpose of the Bureau of Pupil Transportation is to assist local school districts in providing the highest level of safety for all transported pupils in most competent and economical manner. Program emphases have been on effectiveness and program analysis.

Some activities in which the Bureau staff have been involved are:

1. Defensive Driving Courses - 344 sessions with 2,767 participants
2. Defensive Driving Supplements - 233 participants
3. Driver Training Sessions with 3,447 participants
4. Pupil Safety assemblies - 275 programs with 53,543 pupils in attendance
5. Inspections: 552 buses and 258 small vehicles
6. Terminal Inspections: 86 evaluations
7. Teacher Training (training the trainer): have involved 1,833 prospective teachers

For the 1975-76 school year, transportation state aid monies of \$69,395,962 were paid out to the local districts. (See Table 1)

During the fiscal year, proposals were written for five school districts for regionalization and consolidation of transportation facilities. The essence of these proposals was to maximize the use of existent vehicles and personnel to reduce transportation operating costs.

During 1976-77 school year, the Bureau witnessed new transportation legislation as well as bus specification revisions:

- a. Senior Citizens transportation
- b. Congressional school bus definition
- c. Increase of additional five percent on transportation contracts
- d. New strobe lights on all school buses
- e. New regulation stipulating bidding of school buses
- f. New limits of apportionments for district transportation personnel and school bus purchases to be established every year
- g. An increase in private school transportation maximum cost from \$200 to \$250
- h. Required revisions for NJAC, Chapter 21 - federal regulations and NJAC specifications must be coordinated.

#### FACILITIES PLANNING

The charge of this Bureau is to ensure the physical and educational adequacy of new public school facilities in New Jersey and to assist LEA's in operating and maintaining effective and efficient learning environments. To achieve this goal, the

Table I

1975-76

## PUPIL TRANSPORTATION DATA

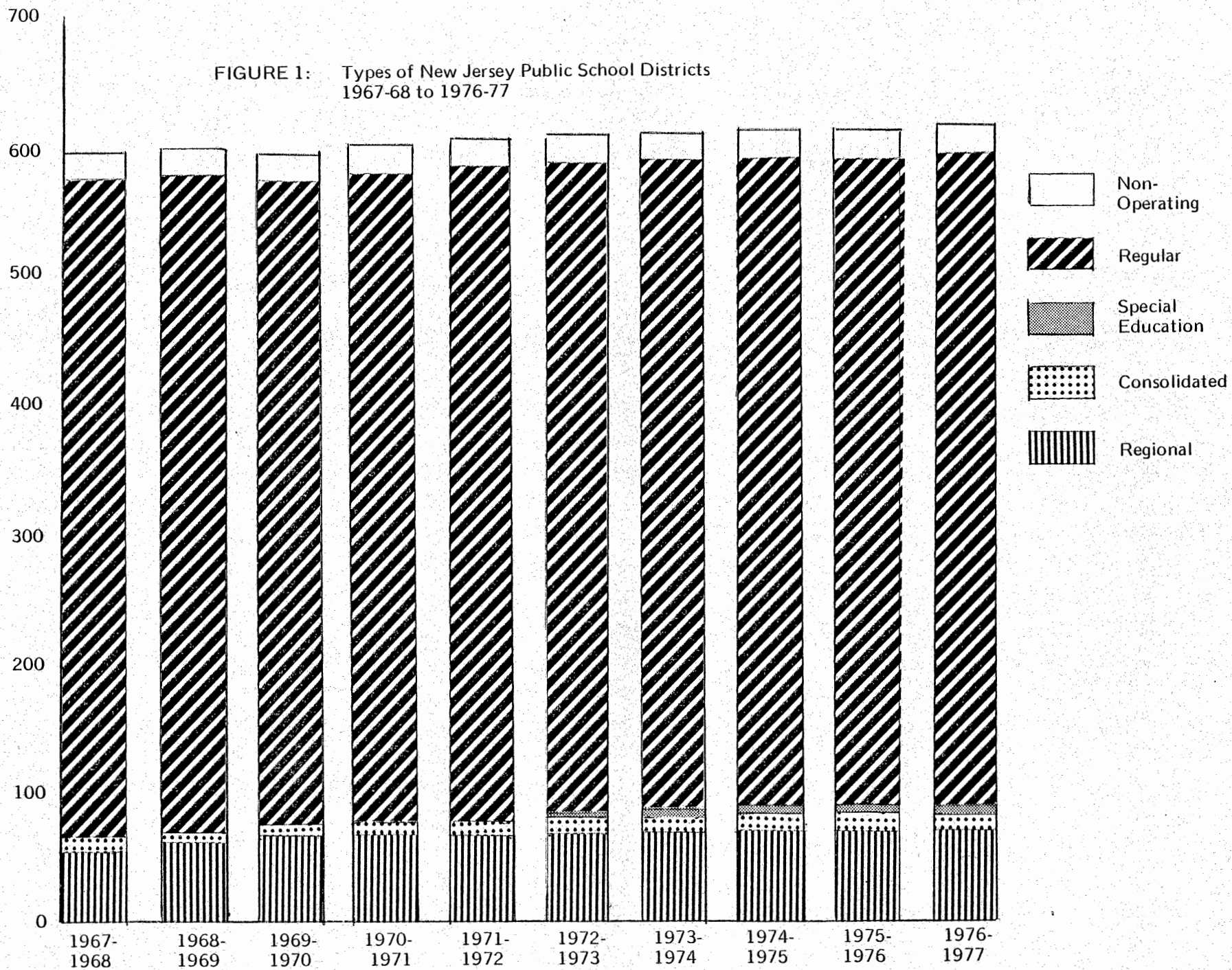
County	Total School Enrollment	Total Pupils Transported	Total State Aid Cost
Atlantic	43,479	20,486	\$ 2,416,000
Bergen	186,374	35,293	6,010,900
Burlington	87,019	48,695	4,304,299
Camden	115,167	42,923	4,154,985
Cape May	14,240	9,649	923,531
Cumberland	33,938	22,515	2,011,173
Essex	194,577	22,924	5,101,596
Gloucester	47,056	29,718	2,361,046
Hudson	117,871	5,444	1,987,032
Hunterdon	19,750	18,784	1,898,277
Mercer	67,863	27,758	2,657,244
Middlesex	138,965	51,238	5,966,732
Monmouth	123,402	65,435	5,424,805
Morris	100,285	62,642	6,005,933
Ocean	64,742	53,182	4,495,333
Passaic	101,396	25,657	3,019,005
Salem	14,985	9,672	914,711
Somerset	50,814	28,919	3,395,148
Sussex	26,438	24,219	2,743,736
Union	112,397	16,146	2,621,962
Warren	18,852	11,110	982,514
TOTALS	1,679,410	632,409	\$69,395,962

Total transportation costs: \$86,794,100

School District Costs \$17,398,138

State Aid Costs 69,395,962

\$86,794,100



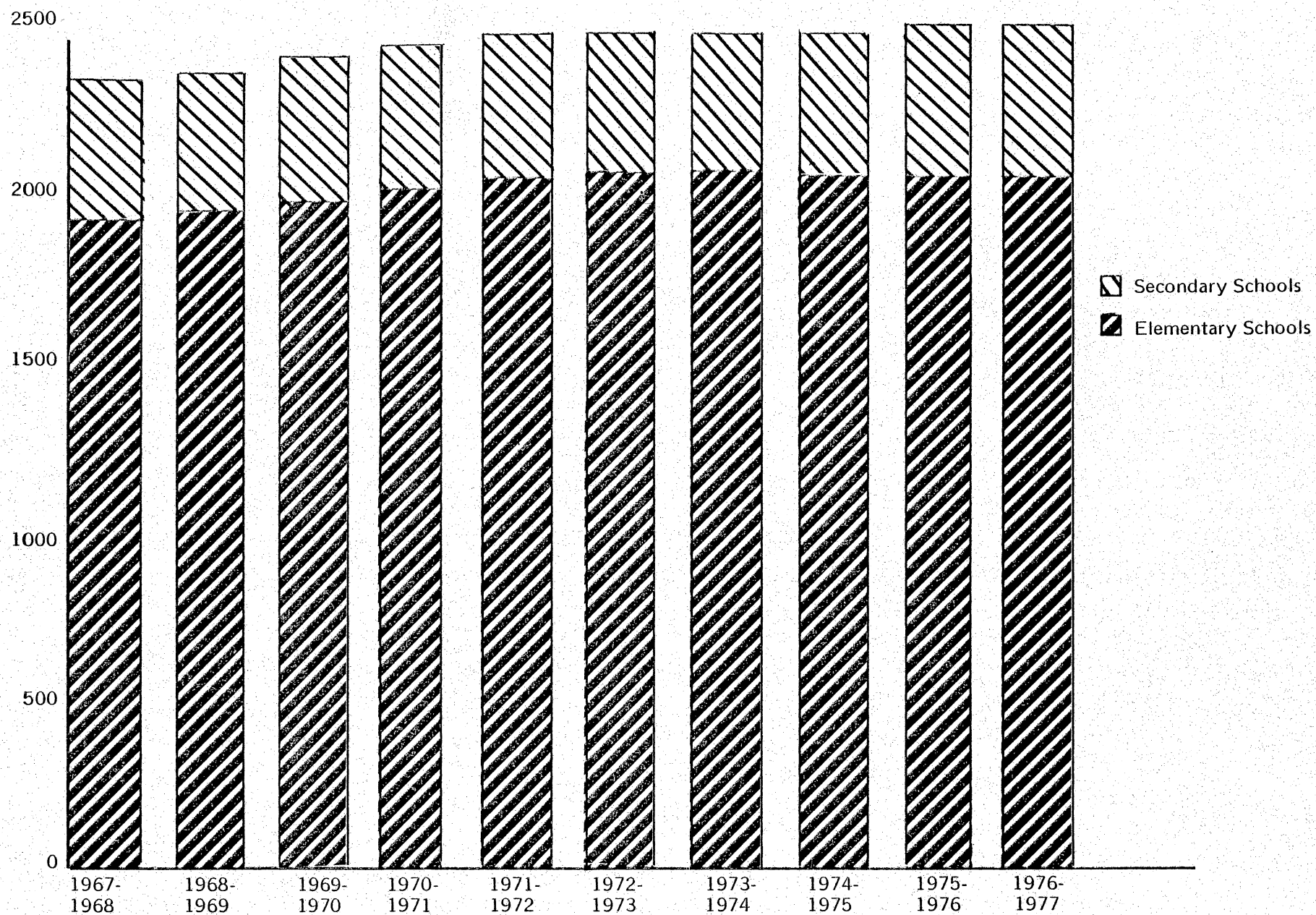


FIGURE 2: Number of Elementary and Secondary Schools  
New Jersey Public School Districts, 1967-68 to 1976-77

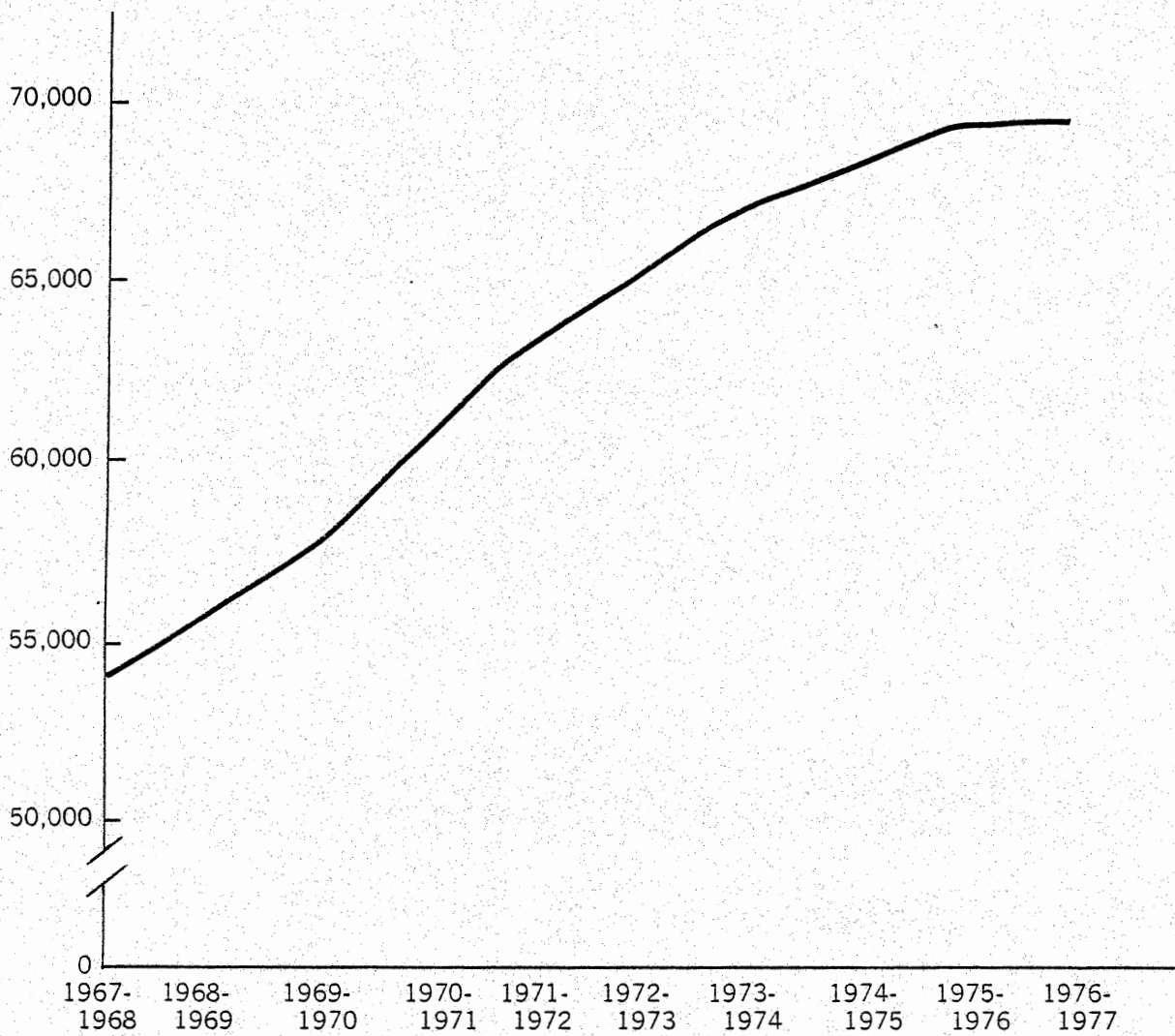


Figure 3: Number of Instruction Rooms, New Jersey Public School Districts, 1967-68 to 1976-77

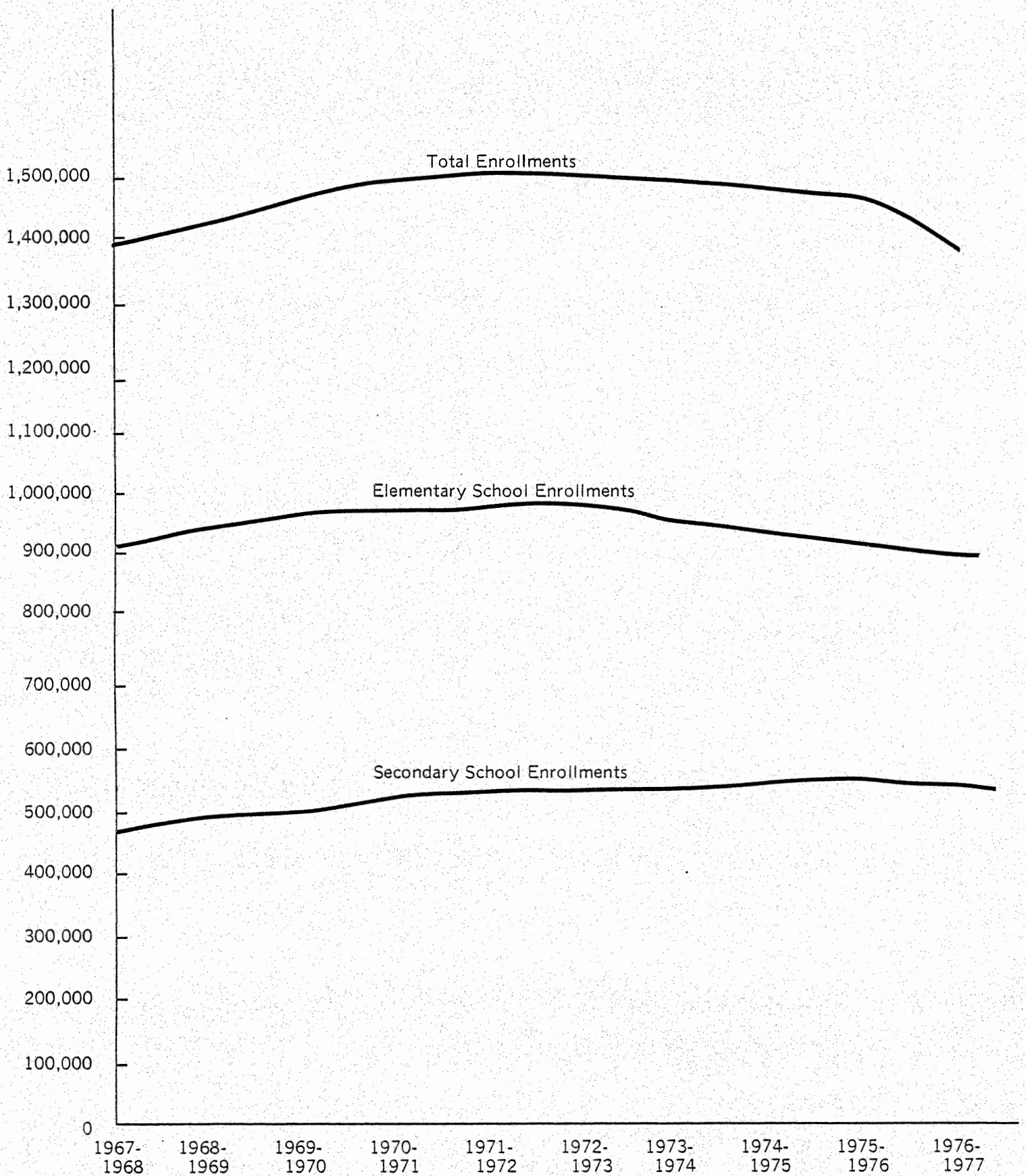


Figure 4: Enrollment Trends, New Jersey Public School Districts, 1967-68 to 1976-77

new facilities are constructed. During the period of this report the number of students in substandard classrooms fell rather steadily from about 38,000 in 1967-68 to just under 15,000 in 1976-77. (See Table 5) However, the number of students on curtailed (or half) sessions fluctuated considerably, ranging from 28,000 to 40,000 per year. By the end of the decade the number reported had increased from 30,000 to 31,000. (Refer to Table 5)

Between 1967-68 and 1975-76 the number of dropouts rose somewhat irregularly from 14,000 to 22,000 per year. The peak year was 1972-73 with slightly more than 23,000. (See Table 6) Dropout data for 1976-77 will be collected through the Fall Report for 1977-78.

Dropouts are students who leave school prior to graduation or completion of an equivalent program of studies with no intention of continuing their education elsewhere. Related studies indicate that about 92 percent of all dropouts are in the secondary grades.

As might be anticipated during a period of increasing enrollments, the number of high school graduates increased fairly steadily from 78,000 to an estimated 98,000 between 1967-68 1976-77. Table 7 compares the number of graduates in February and June (and during the following summer) with the number of high school seniors enrolled during the Fall of the same school year. The fluctuations in the "graduates" line seem to parallel closely increases and decreases in dropouts, as shown in Table 6.

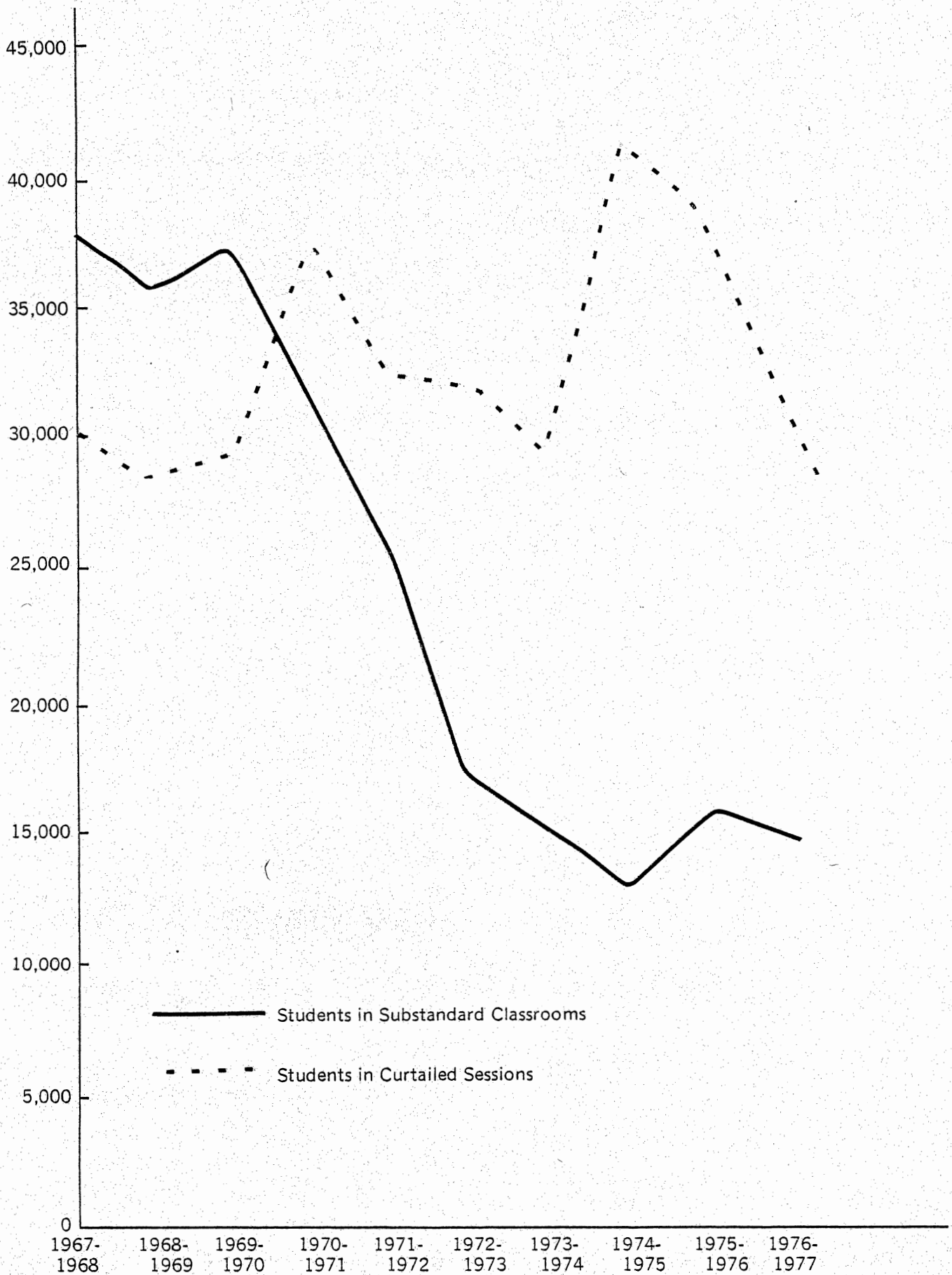


Figure 5: Number of Students in Substandard Classrooms and on Curtailed Sessions  
New Jersey Public School Districts, 1967-68 to 1976-77.

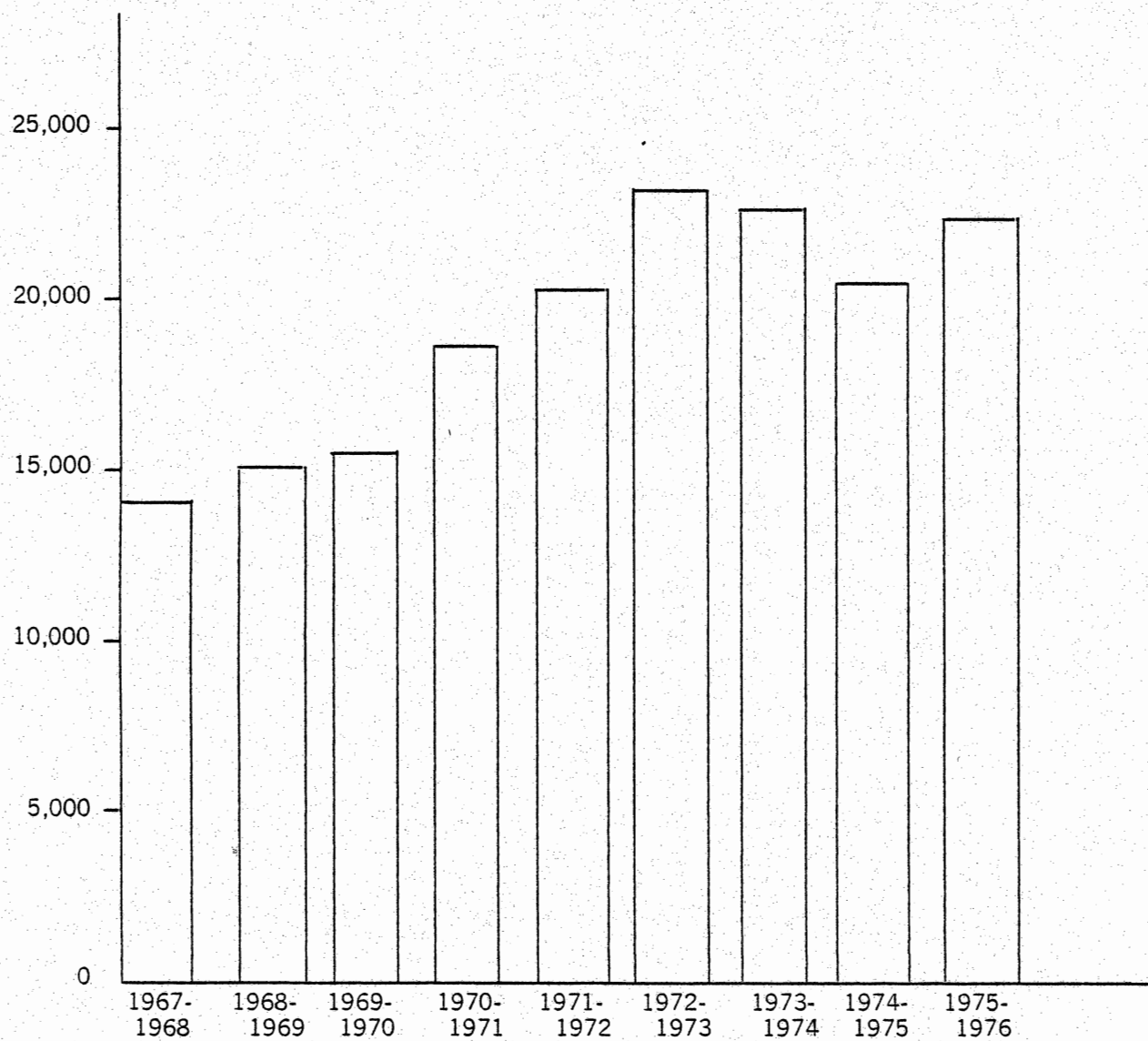


Figure 6: Number of Dropouts, New Jersey Public School Districts  
1967-68 to 1975-76

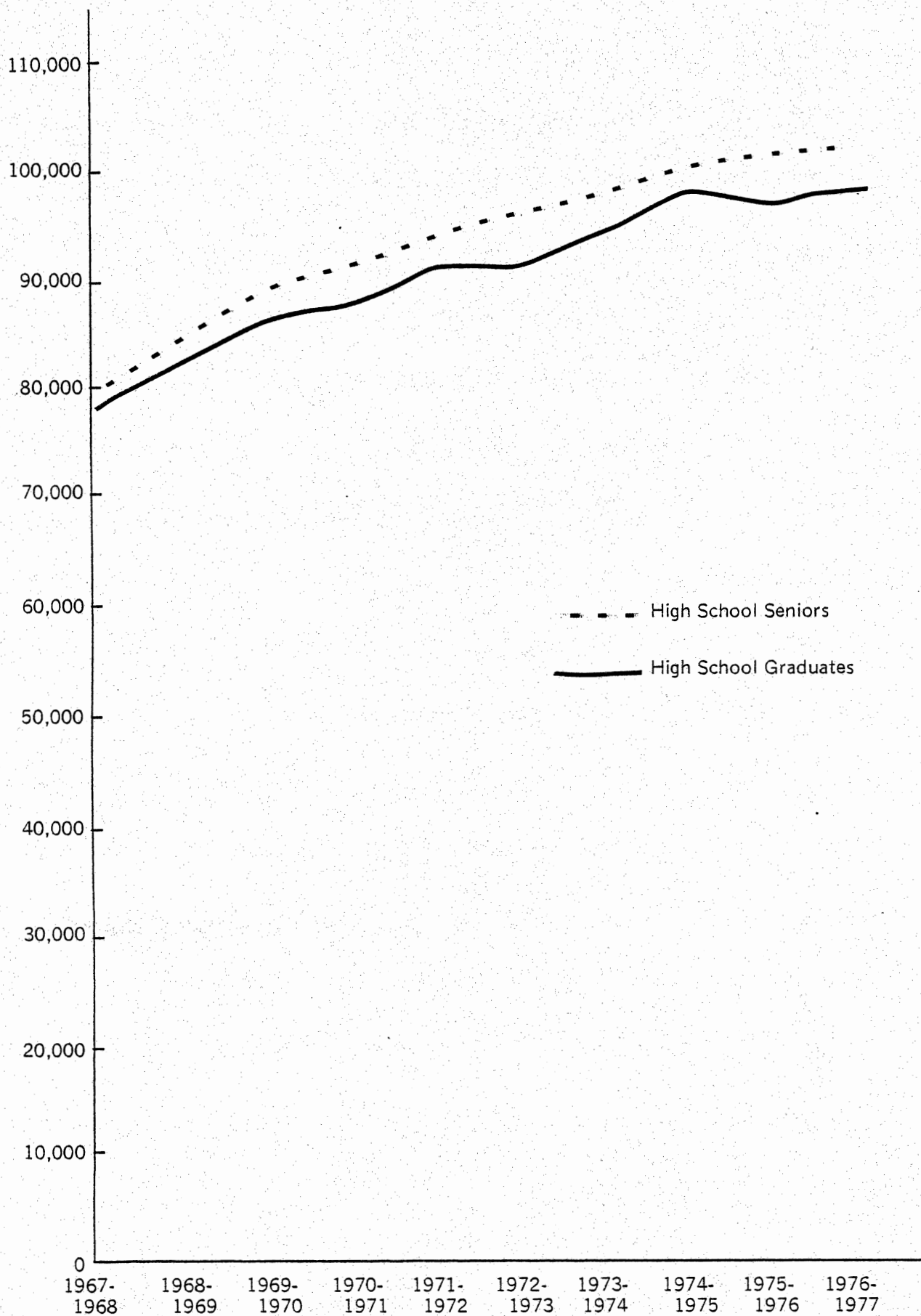


Figure 7: Total High School Graduates Compared to Total Number of High School Seniors  
New Jersey Public School Districts, 1967-68 to 1976-77.

The number of professional education personnel in positions requiring certificates issued by the State Board of Examiners increased from some 73,000 in 1967-68 to more than 96,000 in 1976-77. The number of administrators and supervisors rose steadily from about 4,100 to nearly 6,900; special services personnel from approximately 7,000 to over 10,000. The number of classroom teachers grew from 62,000 to reach a peak of 80,000 in 1975-76, and then dropped back to just over 79,000 in 1976-77. (See Table 8)

Table 9 is based on ratios derived by comparing total administrators and supervisors, total classroom teachers and total special services personnel with total enrollments for each year reported. It shows that between 1967-68 and 1976-77:

the number of students per administrator/  
supervisor declined from 338 to 207,

the number of students per special services  
person dropped from 198 to 136, and

the number of students per classroom teacher  
decreased from 22 to 18.

Each year many New Jersey certificated personnel change positions. Most of them move on to other educational assignments. Some turn to homemaking or accept non-teaching employment. Others leave because of retirement, prolonged illness or death.

For many years the number of personnel leaving has consistently been less than the number recruited to replace them or to compensate for enrollment increases. However, the trend during

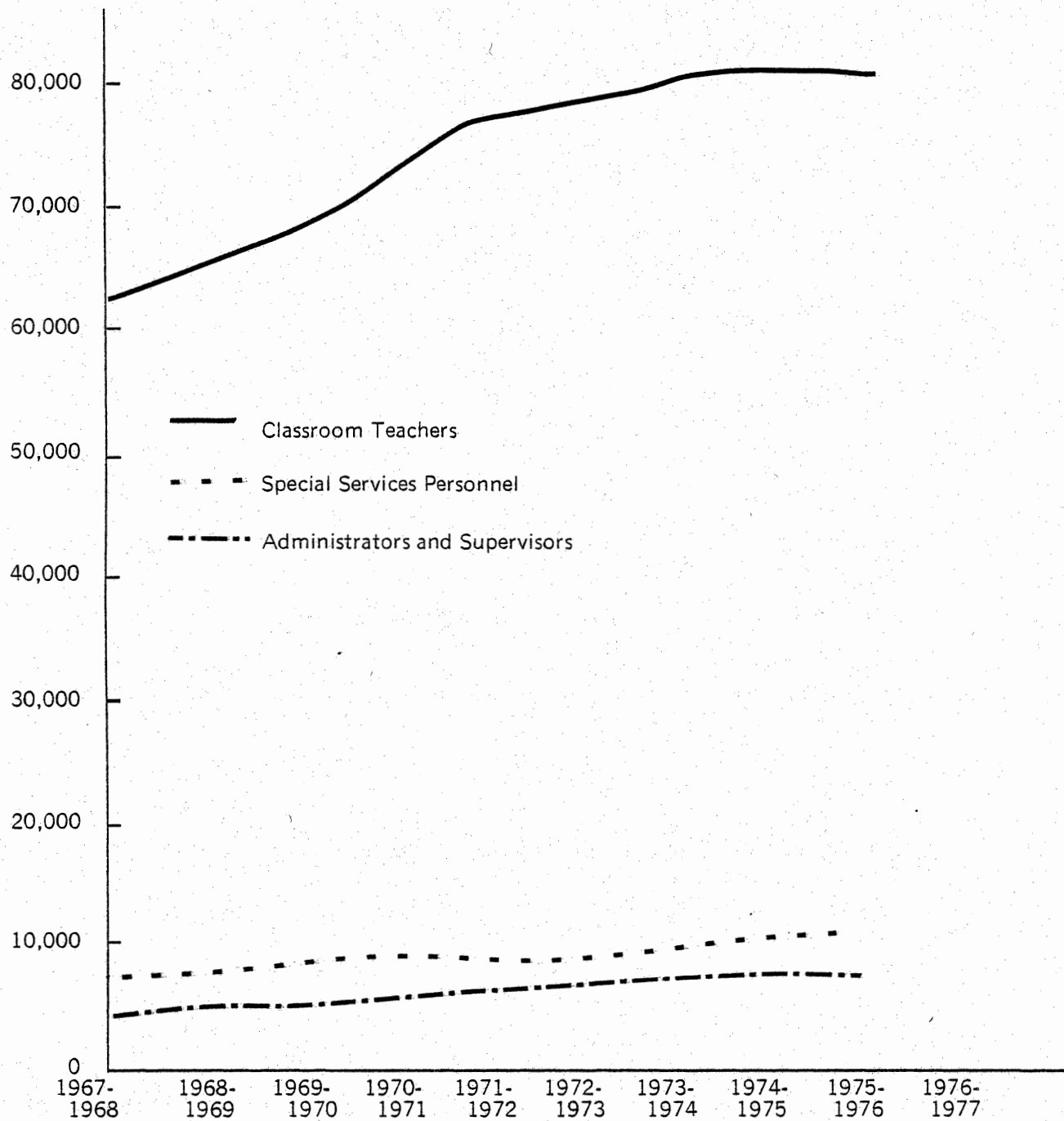


Figure 8: Number of Full Time Certificated Personnel  
New Jersey Public School Districts 1967-68 to 1976-77

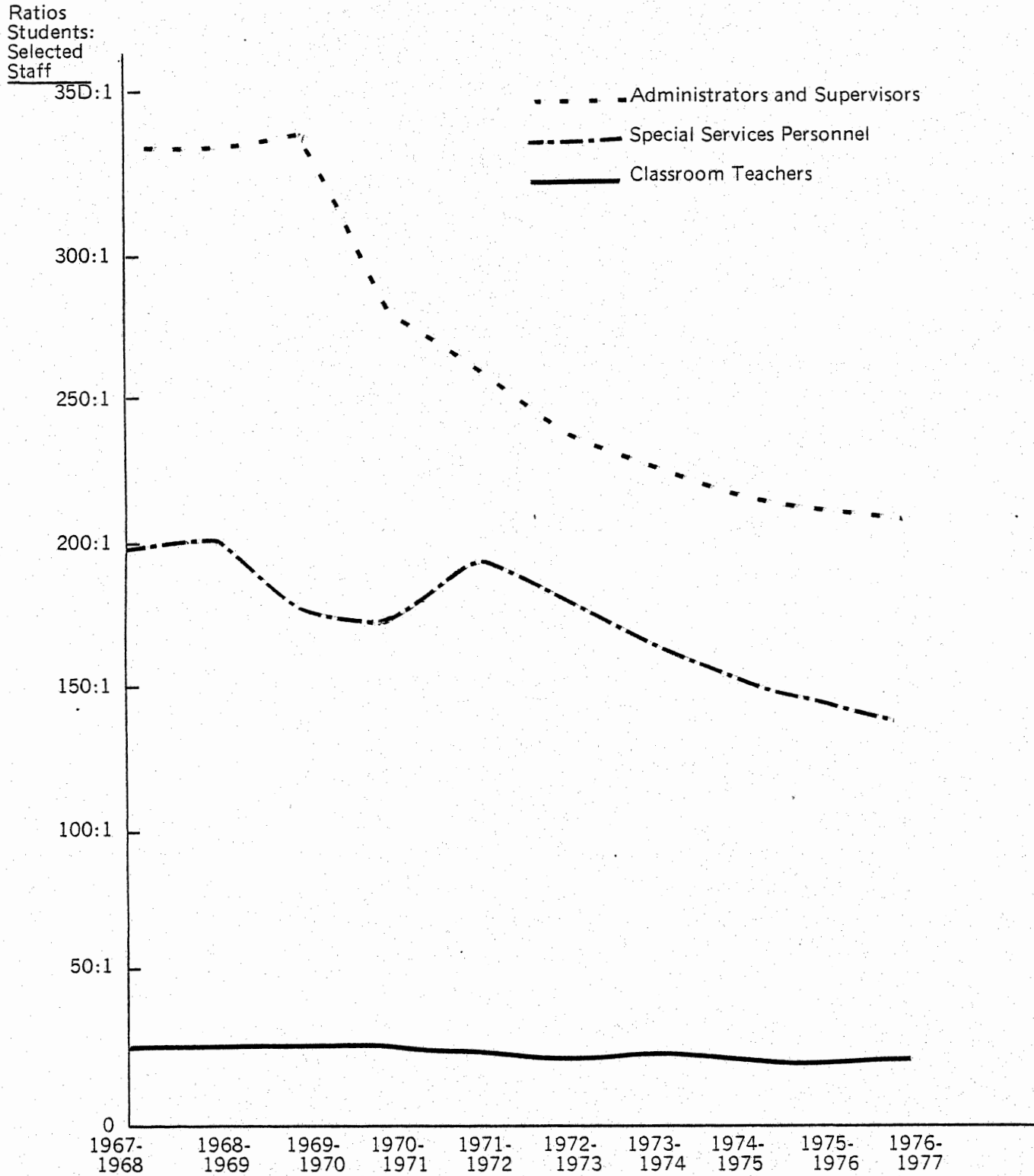


Figure 9: Ratios of Students to Selected Full Time Certificated Staff Groups  
New Jersey Public School Districts 1967-68 to 1976-77.

the last ten years has been for the differences to lessen. A year ago, the number entering and leaving approximately balanced. This year, the number leaving exceeded the number recruited.

Over the decade the number leaving rose from 16,000 to peak at 18,000 in 1969-70, and subsequently dropped back to about 12,000. (Refer to Table 10) A similar pattern was followed among personnel entering: a rise from 20,000 to 22,000 and a later decrease to just under 12,000.

For many years the New Jersey Education Association has published detailed studies related to teacher salaries. These studies show that, during the last ten years, average (mean) salaries rose from about \$7,800 to slightly over \$14,500. As the average salaries increased, so did the highest and lowest salaries and the range of all salaries. In 1967-68, the lowest and highest salaries reported were some \$4,200 and \$14,300, a difference of \$10,100. Parallel data for 1967-77 were \$8,100 and \$26,800, a difference of \$18,700. (See Table 11)

Between 1967-68 and 1975-76, the Statewide per pupil cost of education rose from \$618 to \$1,431. (Refer to Table 12) Data for the 1976-77 school year are not yet available. As the Statewide average increased, so did the averages in the highest and lowest counties. As these rose, the gap between the highest and lowest averages also increased. In 1967-68, the average per pupil cost in Bergen County was \$699 and that in Cumberland was \$480, a difference of \$219 per pupil. By 1975-76, costs in

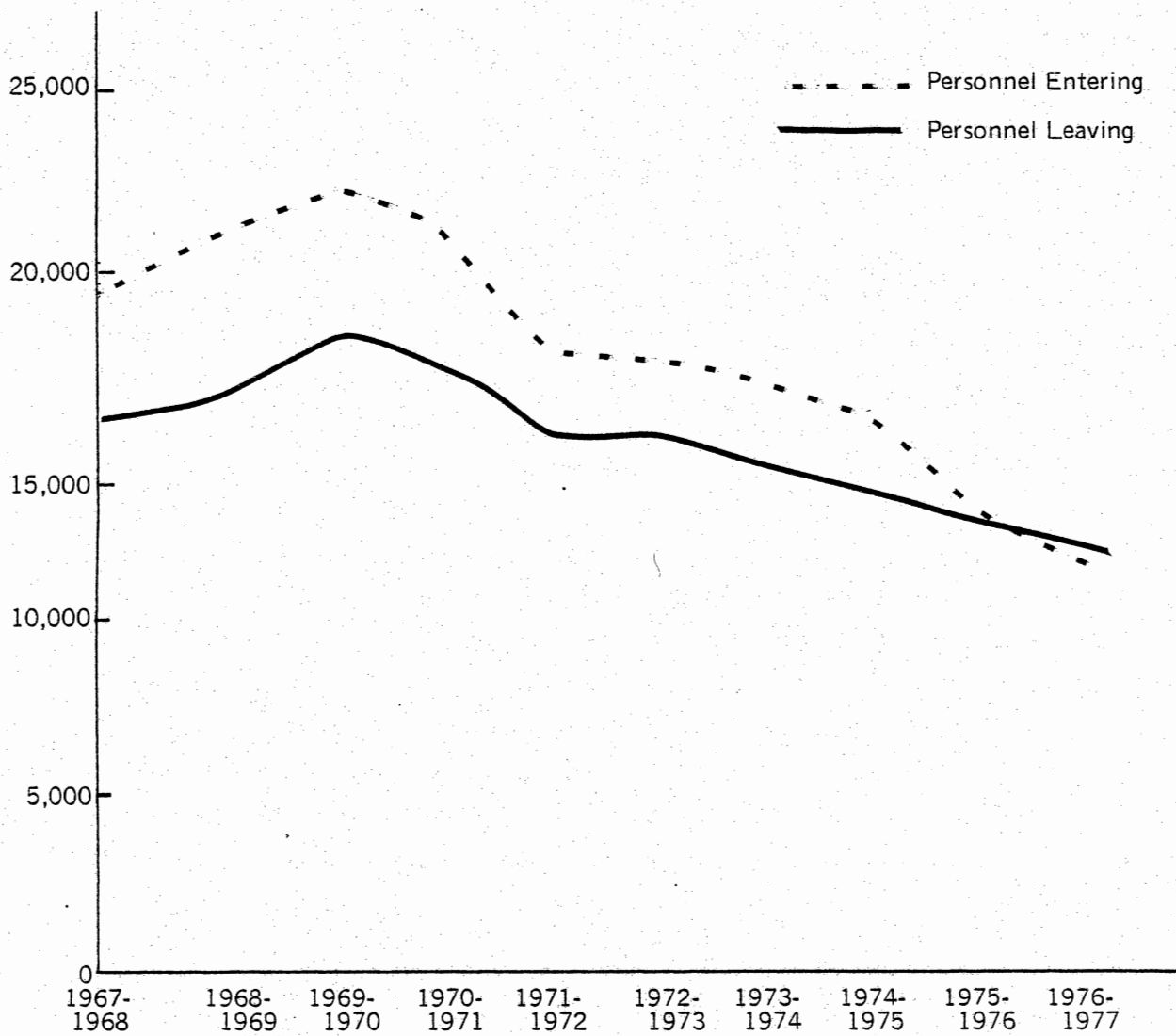
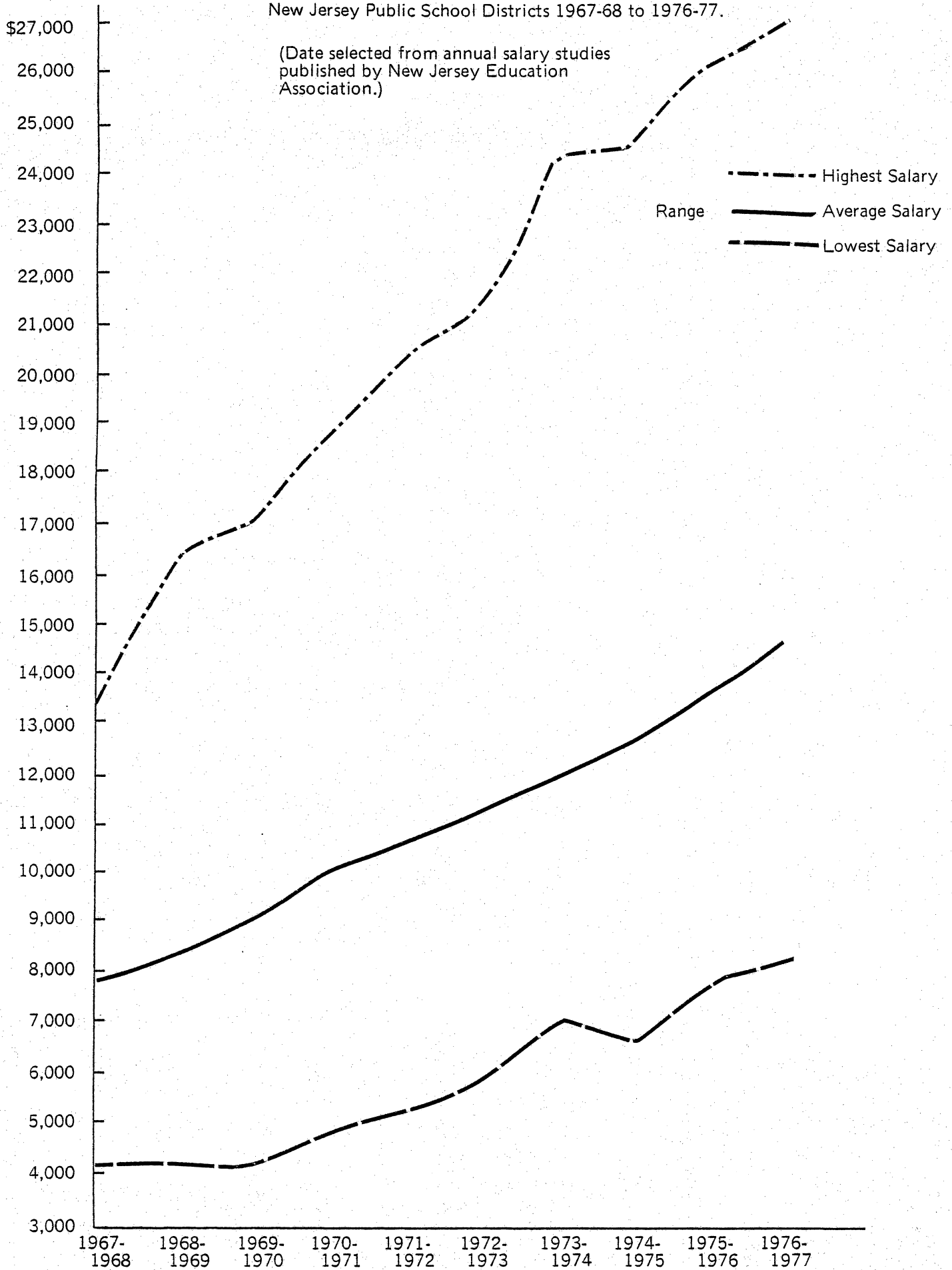


Figure 10: Certificated Personnel Entering and Leaving  
New Jersey Public School Districts 1967-68 to 1976-77.

Figure 11: Range of Teacher Salaries  
New Jersey Public School Districts 1967-68 to 1976-77.



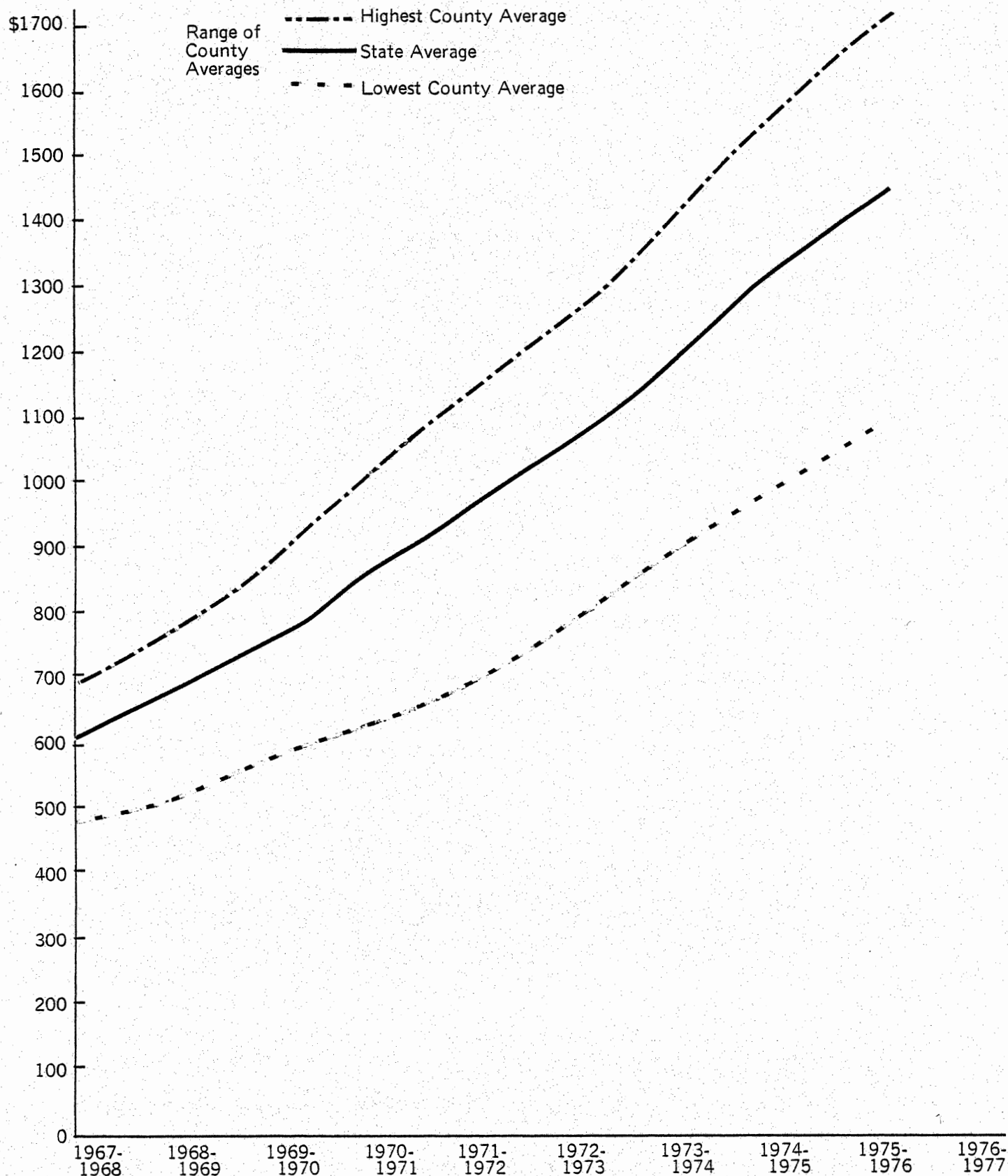


Figure 12: Average Day School Cost Per Pupil (Excluding Transportation)  
New Jersey Public School Districts 1967-68 to 1976-77.

Bergen County had increased to \$1,699 and in Cumberland County to \$1,087, a difference of \$612 per pupil.

Table 13 provides a summary of these trends.

SELECTED TREND DATA  
NEW JERSEY PUBLIC SCHOOL DISTRICTS  
1967-68 TO 1976-77

SCHOOL DISTRICT INFORMATION

ITEM	1967-1968	1968-1969	1969-1970	1970-1971	1971-1972	1972-1973	1973-1974	1974-1975	1975-1976	1976-1977
Operating Districts	572	573	572	581	581	581	584	589	590	590
Non-Operating Districts	21	21	20	19	22	24	22	19	19	20
Total Districts	593	594	592	600	603	605	606	608	609	610
Regional Districts	56	60	63	64	66	67	67	68	69	69
Consolidated Districts	11	9	8	8	8	8	8	8	8	8
Special Education Dist.						3	5	6	6	6

INSTRUCTIONAL FACILITIES INFORMATION

Elementary Schools	1,913	1,928	1,972	2,003	2,025	2,052	2,040	2,033	2,036	2,036
Secondary Schools	407	414	413	415	429	425	427	431	441	450
Total Schools	2,320	2,342	2,385	2,418	2,454	2,477	2,467	2,464	2,477	2,486
Instruction Rooms	53,470	55,234	57,210	60,103	62,734	65,143	66,832	67,846	69,049	69,065

STUDENT INFORMATION

Elementary Enroll.	911,662	933,639	961,372	967,887	972,499	972,483	953,284	936,862	918,581	894,505
Secondary Enroll.	464,703	483,293	493,006	506,566	525,342	525,384	528,321	530,094	534,298	526,843
Total Enroll.	1,376,365	1,416,932	1,454,378	1,483,453	1,497,841	1,497,867	1,481,605	1,466,956	1,452,879	1,421,348
In Substandard Rms.	37,926	35,653	37,253	31,618	25,567	16,956	14,635	12,823	15,430	14,588
On Curtailed Sessions	30,276	28,381	29,024	37,416	32,251	31,998	29,078	40,031	37,072	31,241
Dropouts	<sup>1/</sup> 14,010	<sup>1/</sup> 14,857	<sup>1/</sup> 15,315	18,502	20,112	23,196	22,470	20,211	22,197	<sup>3/</sup>
High School Grads.	78,444	83,407	86,498	87,718	91,629	91,507	94,067	97,985	97,236	<sup>1/</sup> 98,000

1/ Estimated

2/ As reported in New Jersey Teacher Salaries published annually by the New Jersey Education Association.

3/ Data not yet available.

4/ Provisional, subject to Final verification.

SELECTED TREND DATA, NEW JERSEY PUBLIC SCHOOL DISTRICTS, 1967-68 TO 1976-77 (CONT'D.)

CERTIFICATED PERSONNEL INFORMATION INFO

ITEMS	1967-1968	1968-1969	1969-1970	1970-1971	1971-1972	1972-1973	1973-1974	1974-1975	1975-1976	1976-1977
Administrators/Supervisors	1/ 4,071	4,125	4,251	5,305	5,686	6,293	6,504	6,869	6,904	4/ 6,864
Elementary Classroom Teachers	35,690	37,529	39,899	1/ 41,720	43,389	44,172	46,172	1/ 46,660	46,077	4/ 45,635
Secondary Classroom Teachers	25,262	26,560	27,205	1/ 28,300	29,300	29,467	30,214	1/ 30,570	30,607	4/ 30,117
Districtwide Teachers	1,073	367	397	1/ 2,047	3,571	3,421	2,794	1/ 3,218	3,326	4/ 3,424
Total Teachers	62,025	64,456	67,501	72,067	76,260	77,561	79,180	80,448	80,010	4/ 79,176
Special Services Personnel	1/ 6,933	7,038	8,361	8,610	7,664	8,369	9,065	9,749	10,105	4/ 10,424
Certificated Personnel Leaving	15,770	16,288	18,007	17,099	15,348	15,247	14,496	13,745	12,966	4/ 12,107
Certificated Personnel Entering	19,748	21,010	22,153	21,200	17,467	17,369	16,680	15,996	13,063	4/ 11,820
Average Teacher Salary 2/	\$ 7,845	\$ 8,425	\$ 9,150	\$ 10,050	\$ 10,725	\$ 11,300	\$ 11,920	\$ 12,618	\$ 13,588	\$ 14,537

FINANCIAL INFORMATION

Per Pupil Cost	\$ 618	\$ 685	\$ 770	\$ 876	\$ 975	\$ 1,070	\$ 1,191	\$ 1,327	\$ 1,431	3/
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1/ Estimated

2/ As reported in New Jersey Teacher Salaries published annually by the New Jersey Education Association.

3/ Data not yet available

4/ Provisional, subject to final verification.