

STATE OF NEW JERSEY  
DEPARTMENT OF PUBLIC INSTRUCTION  
TRENTON

ANNUAL REPORT OF THE COMMISSIONER OF EDUCATION

For the School Year Ending June 30, 1934

CHARLES H. ELLIOTT

Commissioner of Education

New Jersey State Library

STATE OF NEW JERSEY  
DEPARTMENT OF PUBLIC INSTRUCTION  
TRENTON

December 1, 1934

THE STATE BOARD OF EDUCATION

STATE HOUSE

TRENTON, NEW JERSEY

Gentlemen:

In compliance with the requirement of the School Laws of New Jersey, I have the honor to submit the Annual Report of the State Department of Public Instruction.

Very sincerely yours,

CHARLES H. ELLIOTT

Commissioner of Education

## ANNUAL REPORT OF THE COMMISSIONER OF EDUCATION

The annual report of the Commissioner of Education reviews the work of the State Department of Public Instruction for the fiscal year ending June 30, 1934, and includes reports from the various divisions of the Department which outline projects undertaken and the general program of the several Divisions. The Commissioner's report includes tables of the more important statistics relating to public education and presents detailed compilation of enrollment, number of teachers employed, school facilities provided, sources of revenue for public education, and public school expenditures for the fiscal year ending June 30, 1934.

### THE SCHOOLS IN 1933-1934

#### Economies in Operation of Schools

In the last two annual reports, I have called attention to the fact that school facilities have been denied to no child in the State of New Jersey during the depression. This has been accomplished also during the year under review. The provision of facilities has not kept pace, however, with the growth of the high schools and there is needed replacement of some elementary school plants but the schools in all districts have been maintained and significant improvements have been noted in some districts. Boards of education have made appropriations in all districts for the maintenance of the schools for the next fiscal year. As I shall point out in succeeding sections, schools have been operated economically. In some instances, the program has been curtailed and in many of the high schools it has been difficult to maintain the standard of work. Notwithstanding these handicaps, instruction in the high schools has been given to an enrollment which was larger by 11,794 pupils than that of the preceding year.

It should be pointed out that school expenditures have shown sharp reductions during the past three years. The total expenditures for

public schools in the counties and districts of the State have declined from approximately one hundred eighteen and one half million dollars to ninety-one and one half million dollars for the year under review. Of this amount nearly twelve million dollars represents reductions in teachers' salaries; about nine and one half millions measures reduction in capital outlay. Expenditures for textbooks have declined almost one half million dollars and classroom supplies and teaching materials about one million dollars. Large reductions have been made in other items. I cite these amounts to indicate that the schools have made large reductions in operating costs.

During this fiscal year the Survey Commission appointed by the Governor reported its findings to him. These were published in two volumes and have been widely distributed. The major portion of the survey was devoted to the presentation of a plan whereby a minimum program of education is guaranteed to every community to be financed in part by local school taxes and in part from an equalization fund equal in amount to the total of the monies now distributed by the State. This plan is predicated upon the raising of these State revenues from taxes other than those upon real and personal property.

Notwithstanding the handicaps that have resulted from the depression, the home economics departments in the high schools, in the upper elementary grades, and in the vocational schools have continued to contribute much to the relief problem. In the home economics classes instruction has been made very practical and the results have been evident in the life of the homes from which the children come. In courses for adult women much has been done to develop home cookery so that nutritious meals at very low cost were more readily made available. The repairing of clothing, the making of garments, cooperation with the Red Cross, the needlework guilds and other agencies has continued

Junior high schools, senior high schools, and those classified as four-year high schools have shown an increase in combined enrollment of 11,794. As noted elsewhere in the report, very little construction

to provide much needed facilities in high schools has been undertaken during the past year and what has been undertaken has not yet affected to any marked extent the facilities provided for high school pupils. Coupled with this, it should be recalled that last year there was an increase in these same grades of 22,630 pupils. Additional facilities were not provided to meet this increase. The situation which I have described in former reports dealing with larger classes, overcrowded schools, lengthened schedules, and in many instances poor working conditions has introduced problems in the teaching, supervision, and administration of the high schools that are unusually difficult. The problems have been met with ability and conscientious effort, but they cannot be solved until provision is made for more adequate school facilities in many places and for the employment of a sufficient number of teachers to insure teaching of high grade.

During the year under review in cooperation with the Emergency Relief Administration, the Department of Public Instruction organized and directed a program of adult education which was financed from Federal Emergency Relief funds. These classes were taught by unemployed teachers. We cooperated also in the organization of seven junior colleges supported from Federal Relief funds. These colleges have been staffed with unemployed teachers competent to do college work. These schools have enrolled during the year a total of 1813 students, none of whom would have been able for financial reasons to attend college.

During the last fiscal year the Legislature passed a number of acts of importance to public education. Among the most significant are the following:

Two acts approved on September 5th provided for a bond issue in the amount of \$7,000,000, the money to be used for loans to municipalities in lieu of State apportionments for 1931 and 1932 which remained unpaid on April 1, 1933, and for loans to pay teachers' salaries. These acts were approved by the people at the November election. An act also approved on September 5th, provided a plan for proportionate payment of such monies to municipalities applying for loans from this fund. Under

these acts, \$2,529,419.22 has been loaned to pay teachers' salaries and \$3,504,017.52 to meet unpaid State apportionments during the fiscal year ending June 30.

An act approved December 4th directed that the amounts owed by the State to the Teachers' Pension and Annuity Fund for 1932 and 1933 be paid in bonds of the Delaware River Joint Commission.

An act approved May 9th provides a plan by which a board of education operating under Article VII of the school law may prior to June 1, 1938, refund all outstanding bonds and may also issue bonds for unpaid interest up to the date of refunding.

An act approved June 5th provides that the teachers' tenure law shall apply upon the completion of three consecutive calendar years of teaching or upon beginning service for the fourth academic year.

DIVISION OF LAW

Controversies and Disputes

The work of this Division has increased very much in the last three years. Only eight bonding proceedings were presented during the year but the work of boards of education and other matters involving interpretation of laws and reviewing administrative procedures have been very much extended. Another measure of the amount of work involved is the number of decisions prepared. The number of formal decisions rendered by the Commissioner in cases involving controversies and disputes under the School Laws has increased from thirty in 1931-32 to seventy-three in the year under review.

The principal reason for the increase in the number of decisions is the action of boards of education in their search for means to decrease their school budgets through elimination of positions and the reduction of salaries. In the great majority of the cases which come before the Commissioner's Court we find that boards of education have acted in good faith but in some instances the evidence discloses that under the guise of economy there has been an effort to eliminate employees by methods other than those prescribed in the law.

I shall refer to a few cases which involve certain principles which are of importance in the interpretation of the School Law.

In the case of Kelly vs. the Board of Education of the Borough of Lawnside the Board of Education abolished the eighth grade teacher's position and dismissed the incumbent who had been employed as principal of the school building. The decision holds that the position of principal of the school building is one recognized by the School Law, has definite duties assigned to it, and, therefore, is not among the positions that may be abolished at the discretion of the board. The board of education was directed to reinstate the dismissed principal. This was affirmed by the State Board of Education.

The Board of Education of Lambertville transferred a principal to a teaching position and reduced her salary from \$1500 to \$700. This reduction in salary was in excess of the percentage of reduction made in the salaries of other employees in her class. This was clearly in violation of Chapters 12 and 449 P. L. 1933 which made salary reductions permissive provided there is no discrimination in any class of service. The transfer was held to be a demotion and, therefore, illegal. The Board was directed to reinstate her as principal and to fix her salary in compliance with the law.

Two cases from Bayonne involved violations of the Veterans' Tenure Act. The board of education dismissed a chauffeur who was a veteran of the World War and who held an indeterminate appointment. His reinstatement was ordered. This was affirmed by the State Board of Education and the Supreme Court. The other case involved the dismissal of a bookkeeper with the same protection. Bayonne was required to reinstate him.

In several cases boards of education had awarded contracts to other than the lowest bidder and failed to give the lowest bidder an opportunity to be heard. Such action by the board was held to be illegal.

We have a number of applications based upon the refusal of local boards of education to permit the use of school buildings by certain organizations of the school district. We have held that whereas the board of education is vested with discrimination in permitting the use of buildings, school plants should be used for the service of the community whenever possible and should be the center of educational and civic activities. It has been pointed out that the use of buildings should be encouraged rather than discouraged by boards of education recognizing, of course, that proper regulation for their use should be made.

At a time when every effort is made to realize all possible economies, cases relating to the transportation of pupils have been before us frequently. The decisions have uniformly held that children living more than two miles from an elementary school and more than two



and one half miles from a high school were to be considered remote and entitled to transportation at the expense of the district.

In Clementon Township, Camden County, the closing of a school building was opposed by a taxpayer. The petition was dismissed and the following quotation from the decision is pertinent: "A board of education is elected by the voters of a district and is vested with broad discretionary powers. It is required to provide facilities for its pupils, and in the absence of evidence showing prejudice or discrimination it has authority to determine to which schools pupils shall be assigned."

In one important case an appeal was brought before the Commissioner praying for an order to require municipal officials to pay to the respective boards of education the moneys ordered to be raised by taxation for school purposes. In these cases the Commissioner held that a board of education is entitled to the amount certified, and directed that in instances in which the municipal governing body was unable to pay the full amount required by statute that it pay to the board of education at least that proportion of the tax receipts which the school tax budget bears to the total tax budget.

During the past fiscal year a number of important acts relating to education were passed by the Legislature. Some of these are discussed in other sections of this report and the full text of them has been published in the bulletin issued by the Department. I shall, therefore, refer to only a few of them in this section of the report. The Legislature passed Chapter 189 in the 1934 session which provides that ten per cent of the tuition fees collected in each normal school shall be set aside annually as a loan fund for needy students. This is made available to students for the payment of tuition under regulations approved by the Commissioner of Education.

Chapter 42, P. L. 1934 continued the permissive plan enacted by the Legislature of 1933, which allows a municipality to pay its State school tax in scrip and makes other forms of municipal obligations acceptable. It is required that ten per cent of the tax be paid in cash.

The Legislature passed a refunding act which should prove of definite assistance to many school districts. Known as Chapter 185, P. L. 1934, it provides a plan by which boards of education in districts operating under Article VII of the school law may prior to July 1, 1938, refund all outstanding bonds and may also issue bonds for unpaid interest up to the date of refunding. The act provides that all refunding operations must receive the approval of and shall be under the supervision of a Commission known as "The Funding Commission for School Purposes."

The decision of the State Board of Education in the case of Meech vs. Wildwood, held that the employment of Miss Meech for more than three academic years did not mean continuous employment in terms of calendar years, and that she was not entitled to the protection of the Teachers' Tenure of Office Act. For twenty-five years boards of education, teachers and citizens generally have considered that teachers employed for more than three consecutive academic years were protected in their employment. The Legislature recognized that a serious question had been raised concerning the status of thousands of teachers in the school system and promptly enacted Chapter 188, P. L. 1934 to assure tenure to all teachers who actually had begun their service in a fourth consecutive academic year. A provision in the act, similar to that in the old law, provides tenure protection for all teachers in service who at the time of the passage of the act had been employed in accordance with its provisions.

This Division renders most loyal and devoted service to the Department. The Deputy Commissioner in charge of the Division represents the Commissioner in various matters. The hearing of cases upon which the decisions are based constitutes an important part of the work and one that demands much time, a thorough knowledge of the School Law, and ability to prepare decisions in a specialized field. This Division has also prepared during the year twenty-five hundred letters of information and advice to school boards, school officers, and citizens of the State. Much time has been devoted also to legislative matters and conferences in which the many problems coming before the Department have been considered.

### ELEMENTARY EDUCATION

In the past few years the program of elementary education has been concerned principally with the improvement of instruction. In this program we have endeavored to suggest optimum conditions for the development of learning and for placing emphasis upon the development of techniques of instruction and selection of materials which take into account the capacities of the children and also offer opportunity for expression and creative work. I believe that the emphasis which has been given to these elements in our program of elementary education has very much improved our schools. In this connection it should be stated that there has been no failure to place emphasis upon outcomes in learning. Drill in fundamentals, too, has not been neglected and as I have pointed out in a former report the results of tests which have been given in the schools show that children have made exceptionally good progress in these phases of school work.

A careful survey of the field indicates that there are certain elements that need emphasis in the development of our program of instruction under present conditions. Allotments of time have been increased in American history and in civics but more emphasis may very profitably be given to these subjects. With our changing conditions and the likelihood that the age for the reception of youth in industry will be sixteen years or more, a high proportion of these age groups will receive further education in high schools and vocational schools. However, the foundations for good citizenship should be laid in the elementary school.

### Character Education

During the last few years, there has been much discussion of the subject of character education. It should be remembered that character represents the result of the development of right habits of action and

the appreciation of ideals of service and good conduct. These things cannot be taught from textbooks but result from the behavior of people in relation to others and the development of proper habits of action. The school is responsible for much of the directed life of children. It is coming to be felt more and more that the rich materials at hand in the course of study and the many opportunities for the development of habits and ideals that the school offers, may well become the basis for an effective program of character education. This, it seems to us, should be continuous process throughout the school life of the child. To be effective, this training should begin early and, for that reason, the elementary school has a large responsibility.

During the coming year we shall attempt to develop a program and by the distribution of outlines and suggestions to the schools, aid in extending much of the excellent work now undertaken.

#### Professional Standards

The New Jersey schools have always worked to develop teaching. The highest proportion of teachers employed in the schools is in the elementary schools. Standards for the certification of teachers have been progressively increased from year to year. A revision of the certification rules adopted this year by the State Board of Examiners places added emphasis upon better preparation for teaching and will in the long run benefit our schools.

#### Conference on Elementary Education

On September 21, 1933, the Department held a State-wide conference on elementary education and supervision at the State Normal School at Newark. To this conference were invited representatives from every school district in the State. The schools were urged to send principals of buildings as well as superintendents and supervising principals. All of the teacher training institutions were invited and the discussion centered about desirable improvements in elementary education. What was being accomplished in the schools, in the normal schools, and in the

districts directed by helping teachers constituted an important part of the program. This meeting was regarded by many as the most significant one dealing with elementary education that has been held in the State. At that meeting it was stated that the Department would be glad to receive reports of the work done in the schools during the year. We have received an unusual number of such reports and they bear testimony to the fact that many schools have attempted to embody suggestions made at that meeting in the work of their classroom. Mr. Spargo, the Assistant Commissioner in charge of Elementary Schools, reports that there is abundant evidence that the program of elementary education which the Department has been developing and which was summarized during the conference has been reflected in improved school work in the elementary schools of many districts.

#### The Development of Courses of Study

The failure of the Legislature to appropriate funds to the Department for printing has made it impossible to issue any monographs for the past three years. In these monographs attempt has been made to develop a course of study each year in one of the elementary subjects together with a statement of principles and modern procedures in teaching that subject. I wish to emphasize again that these monographs have been prepared in the past by committees chosen from among the teachers, supervisors, and normal school teachers in the State. Thus the material which was assembled and the principles outlined represented the composite of extended experience and excellent scholarship. Such monographs have been very helpful in the development of better teaching in the elementary field and it is my recommendation that every effort be made to secure the funds to carry on this much needed work.

### Studies in Reporting

During the past year, there has been much interest in this State in more adequate reporting of the achievements of pupils in school. Although some persons recommend that reports which are sent home should not carry marks in the subjects, it is likely that most reporting systems will continue to include such marks. However, there is much supplementary reporting which should be thoroughly canvassed. I refer to character outcomes and estimates, though they be rough, of interests, effort, and how certain traits are developing. The helping teachers have done much effective work in this field and I am hopeful that in the next year or so we shall have a more comprehensive plan of reporting. A few marks on attainment in a few school subjects is not an adequate report of the development of a child and his reactions and furnishes but a meager guide for the parent.

### Lessons in Economy

For many years, we have emphasized one phase of thrift in the schools by teaching children to save and deposit such savings in a bank. During the period of the depression, the amount of money actually placed in banks has been greatly reduced. Lessons in economy have been, however, a very important part of the work of most schools. Supplies of textbooks and other teaching materials were reduced to a very low level. This has led teachers to emphasize economy in the use of supplies and has forced them to teach the children to use the libraries. All of this has been worth while. Conditions have also made necessary a search for free publications and have stimulated efforts to adapt them to instructional purposes. It has also taught the teachers to use waste materials gathered at no cost from many sources. Children have been taught also something about budgeting and careful spending. I believe that work of this kind should be very much extended and that children should be given an elementary knowledge of our

public expenditures and our public revenues. Such instruction can be made a part of the work in arithmetic and civics.

#### Cooperation with Various Organizations

The New Jersey State Conservation Committee under the auspices of the Garden Clubs of America and the Federated Garden Clubs of New Jersey has supplied us with a sufficient number of publications entitled "Our Resources" to enable us to place a copy in every public school of the State. Judging from the comments and requests, we have every reason to believe that this was widely used throughout the school system. This Division has cooperated also with the various parent teacher associations of the State. These associations have given loyal support to the schools throughout the depression and they have done everything possible to assist in maintaining the program of education. Mr. Spargo, the Assistant Commissioner in charge of this Division, has spoken to more than half of the county council meetings and has spoken before very many of the local associations during the year. We have cooperated also with the Educational Guidance Association of New Jersey and addresses have been delivered at a number of meetings.

#### Visual Education

Marked progress has been made in the development of visual education aids. The use in the schools has been retarded by the depression and all competent students are aware of the fact that very much remains to be done in determining the optimum use that can be made of such aids to increase the efficiency of instruction. That there is a large field here is generally recognized. Although the appeal of the commercial sound picture may not be duplicated in the school at present, nevertheless the possibilities in visual instruction have hardly been appreciated. It remains as a most important problem for study. Many visual aids do not add materially to the cost of instruction and their use should be encouraged wherever possible.

Rural Education

The Division of Elementary Education is responsible for the supervision of the work of the rural schools and is aided in this task by the helping teachers. The program outlined in my last annual report has been continued and I am glad to report that notwithstanding the depression work of high order has been maintained. I feel that the boys and girls enrolled in our rural schools are given unusual opportunities and that they are receiving a type of education in which creative activities and initiative are capitalized to the fullest extent.

This year I visited again the exhibits of the work in Warren and Hunterdon Counties and found, as I did last year, work of very high merit. As a measure of what is accomplished, it is of interest to report that Columbia University has asked that the Warren County exhibit be sent to that University for use in the summer session of Teachers College. The fact that the world's leading institution for the training of teachers recognizes high merit in the work produced in the rural schools of Warren County is a testimonial to the ability of the helping teachers who have supervised the schools and bears witness to the leadership of the county superintendent.



## SECONDARY OR HIGH SCHOOL EDUCATION

The enrollment in the public high schools of New Jersey is increasing but the rate of increase is less than it has been for the last three years. The enrollment in the junior high schools last year increased from 41,752 to 45,951. This year the increase was 1757 over last year's enrollment. The enrollment in the senior high schools in 1933 showed an increase of 5029 over the preceding year. This year there was an increase of 3261 pupils. Other high schools enrolling grades nine to twelve increased last year 13,402 over the previous year; this year they increased only 6776 over the enrollment of 1933. The total increase in junior and senior high schools is 11,794 compared with an increase of 22,630 last year. The somewhat reduced enrollment in the elementary schools accounts in part for this lessened increase. Generally speaking this more nearly represents a normal increase in the high school population than the extraordinary increases registered the last two years. The operation of the codes in industry and the closing of avenues of employment to junior workers contributed in large measure to the increase registered in those years.

### SOME PROBLEMS IN SECONDARY EDUCATION

#### Organization of High Schools.

As pointed out in my last annual report, the provision of high school facilities which has paralleled the rapid growth of population since 1920 has resulted generally from the development and enlargement of existing high schools. Relatively few new four year high schools have been organized during the last eight years. Only 148 of the 549 school districts of the State provide full secondary school facilities within their own district boundaries and under their own control. The development of our excellent system of roads has improved transportation to such an extent that we now provide for 33,426 high school students on a tuition basis. This has tended to build up a State system of high schools. It has guaranteed to every child in the State a high school education at public expense since the district in which the child

resides pays his tuition and receives toward this an allotment of \$60.00 from State funds. Multiplication of small high schools with meager programs has been discouraged.

There are a number of disadvantages in such a plan. In many instances, it entails a long ride in a school bus or by trolley or train for the pupils attending other high schools. It does not insure in all cases the broad and extended high school facilities needed for a given area. In many instances, it makes no provision for vocational training. Further than this, many districts that send large numbers of pupils and pay large sums of money for their education do not have a voice in the construction of the plant which houses these pupils and none in the organization of the curriculum or in the selection of the teachers. In times of depression the collection of tuition becomes a difficult problem.

Although I recognize that we must continue to maintain a large number of high schools in New Jersey which will receive pupils on a tuition basis, nevertheless, great gain will result if a movement is launched to develop larger areas for high school purposes. Large consolidated districts would be able with a relatively low tax rate to maintain excellent high school facilities and work out transportation routes within their areas which would make the organization of secondary schools more efficient. Properly developed and coordinated it should be possible to provide vocational schools for large numbers who will profit most from this training and thus avoid the duplication of facilities. One thing that is sadly needed in the development of our secondary school system is a variety of schools with definite objectives which do not duplicate in any way facilities or programs of instruction of another school in the same area.

#### Payment of High School Tuition

The difficulties which we have encountered relative to the payment of tuition during the depression have not been lessened during the year under review. Many districts have been unable to pay their tuition promptly and many have paid only part of the tuition bill. A very few

districts have not paid any tuition for the year 1933-1934 but have made payments to apply on the debt of previous years. Various plans have been worked out and many districts have attempted to pay tuition in the same proportion that they meet their other obligations in cash payments. Some of these difficulties will be adjusted early in the next school year.

#### Validation of Credentials

Upon the Department of Public Instruction as a part of its function in the approval of curricula is placed the responsibility for approval of courses for transfer. Much work has been involved in this undertaking because suggestions must be made to the schools which receive these credentials and apply the credit even though the school to which the student goes does not offer an identical curriculum. Careful organization of this program of validation has enabled us to develop such relations among high schools that students who transfer are usually able to do so without loss of credit. With the increase in the enrollment in the high schools, the large number of transfers from school to school has increased enormously, and it will be necessary to furnish additional assistance to maintain this work on a high standard.

#### State High School Conference

The State High School Conference for 1934 was held at Rutgers University on May 4 and 5. This conference is a cooperative undertaking of the New Jersey State High School Teachers' Association, Rutgers University and the State Department of Public Instruction. It is one of the most effective organizations in our State and the programs which are offered are regarded as among the best professional programs in the secondary field in this part of the country.

Significant Changes in Enrollment in Subjects of Curricula

The registration in the science courses which includes physics, biology, chemistry and physiology shows a small but steady increase. This is a desirable trend and should be encouraged by providing better equipment, more adequate teaching materials and better organization of the courses of study. There was a decrease in registration in general science of ten per cent which results in part from the difficulty in providing adequate equipment for the increased ninth grade registration.

In the field of social studies marked trends are observable. Registration in the various types of history courses, in American history, and in Problems of American Democracy and related subjects indicates that the curriculum of the secondary schools of New Jersey is now including fairly extensive and well-balanced courses in the basic fields of history, economics and government. Moreover, the registration in these courses is increasing and in some the rate of increase is pronounced. World history, predominantly a first and second year subject, enrolled 7,578 which was an increase of eight per cent over the preceding year. Early European history also a first and second year subject enrolled 17,029, an increase of 10,287 in registration or 152.6 per cent; Modern history a tenth and eleventh grade subject enrolled 15,402 students which was an increase of 13.9 per cent over the registration of the preceding year. The total registration in United States history a twelfth grade subject although some enrollment is credited to the eleventh grade and scattered registrations in the other years was 28,240 or an increase of twenty per cent over the registration of the preceding year; American history, a twelfth grade subject, enrolled 852 students, an increase of fifty-four per cent over the registration of the preceding year. The combined registration in these history courses was 29,092, an impressive total when one considers the grade location of the subject. The course in government called "Social Science" and offered in the several years of the high school showed an increase in registration of 1160 students or 52.5 per cent. Problems of American Democracy, a twelfth year subject, had a total registration of 20,877, an increase of 5,850 or 38.9 per cent. The registration in economics an eleventh and twelfth

grade subject, was 10,493, which was an increase of 21.5 per cent over the registration of the preceding year. The total combined registration in courses in history other than American History was 32.3 per cent higher than that for 1933. The combined registration in American history, social science, problems of American democracy and economics in 1934 was 34.6 per cent higher than for the preceding year.

If one studies the registrations summarized above it is evident that large numbers of New Jersey youth are offered opportunities to study subjects that are fundamental to the development of intelligent and efficient citizenship.

For several years we have studied curricula and classified them in four groups as follows: College preparatory, commercial, agricultural and vocational, and "all others." From a study of the statistics of the last five years, it is significant that the percentage of the total registration in the college preparatory courses has fallen from 41.7 in 1930 to 35.1 in 1934. The percentage of the total registration in the high schools enrolled in commercial curricula has risen from 33.7 in 1930 to 35.5 in 1934; for agricultural or vocational curricula the corresponding percentages are 3.7 and 6.4. The curricula denominated "all others" includes a variety of curricula known sometimes as general courses. The percentage of the total registration enrolled in this curriculum has risen from 21.0 in 1930 to 23.0 in 1934.

#### National Survey of Secondary Education

During the past year the National Survey of Secondary Education was published by the United States Office of Education. This survey was made possible by an appropriation of the United States Congress. A large group of specialists, among them some of the most able in the country, together with a number of advisors and collaborators studied various phases of secondary education and the United States Office of Education published the results in twenty-eight bulletins. This survey is replete with valuable suggestions for the reorganization and reconstruction of secondary education.

The survey includes studies in administration and supervision, in organization, supervisory practices, selection of teachers, and the types of units best adapted to support secondary education.

#### Adaptation of the High School Curriculum

Courses organized in high schools whose objective is the preparation for entrance to a higher institution may always be improved. In New Jersey such courses are generally well organized, the instruction is as good as can be offered under present conditions in the high schools, and in all but the meagerly equipped schools library facilities are provided which enable us to offer work of high standard.

From our experience and from the studies which we are making in the field continuously I should say that the most important problem before us in the high schools of New Jersey is: How develop schools and courses which will provide adequately for that group of students which is not preparing for institutions of higher learning.

For the group which will not enter higher institutions, the high school becomes the terminal institution and represents the most advanced school which these pupils will attend as full time students. The problem is one of further **reorganization** and will involve the adaptation of curriculum materials and teaching method to the individual differences of the children enrolled. Such courses in the schools must take into account very fully what we may call citizenship values and they must become the means for effective training in citizenship. A most important problem is to relate our instruction vitally and significantly to present day life and realities.

Training for profitable employment is the immediate aim of the vocational schools which fall within the secondary age level. These schools, though they may not neglect so-called cultural values, will place their emphases upon the training of those who will early join the ranks of producers. The high schools which train that large group

of pupils for whom such schools become the terminal institution will place emphasis upon citizenship values. Desirable outcomes of this education should make them aware of a desirable standard of living and enable them to become intelligent participants in our political life and culture.

If we are to develop our high schools so that they meet the needs of the army of boys and girls who enter them, it is necessary for us to know very much about their intellectual equipment, their interests, their capacities, and their vocational aptitudes and preferences. Effective aid in meeting this problem will result from the development of systems of selection and classification to the end that programs may be worked out for every variety of interest and need. As one studies the problem it becomes evident that personnel work and a program of guidance are a necessary part of the organization of our secondary schools. This emphasis will lead us away from a standardized curriculum and work toward the development of individual programs selected from a wide variety of subjects and courses.

## VOCATIONAL EDUCATION

### Cooperation with the Emergency Relief Administration

During the past year the members of the staff in addition to carrying on the regular work of the Division spent a large amount of time in the supervision of projects undertaken in cooperation with the Civil Works Administration, the educational work of the Civilian Conservation Camps, and the adult education program organized under the direction of the State Department of Public Instruction in cooperation with the Emergency Relief Administration. Members of the staff also gave assistance to the directors of the Transient Training Camps in the organization of an educational program. Last December the Division prepared at the request of the Commissioner a series of projects, the conduct of which would utilize unemployed "white collar workers." One group included projects to be carried out directly by a special staff in the employ of the State Department, the other to be conducted by the vocational schools under the supervision of the Department. Projects of the first type included a survey of the management of school lunch rooms, the study of safety equipment in school shops, and a survey of chemical industries throughout the State. The second group included a study of graduates of vocational schools, a survey of the industries in several counties, and a study of test data, instructional material, and administration in several vocational schools. Data concerning school lunch rooms was gathered for the State and a fairly comprehensive State survey of safety equipment was completed.

The vocational schools that made a study of the graduates of their schools were the following: Atlantic City, both Boys' and Girls' Vocational Schools; Camden County Vocational School; Bayonne Vocational School, and the Jersey City Vocational School. The Elizabeth Vocational School was unable to undertake a study of its graduates and this was then conducted by the State Department. The Elizabeth Board of Education cooperated by supplying office space



which served as the headquarter's office for the various special projects supervised by the Vocational Division. The reduction in the funds provided and the consequent reduction in the staff available made it impossible to carry out the projects as originally planned. Nevertheless, important data were collected which will be of assistance in improving the program of vocational education in the State. The problem in connection with the C.C.C. camps was the selection of fifty men to serve as educational directors in the camps located in New Jersey. No educational program had been formulated for this work and it was necessary to visit the camps and determine what problems confronted the directors. Based upon the information obtained through visits a schedule of qualifications was prepared. Applications were received and several hundred were studied in the light of the standards and qualifications which had been prepared. Sixty-five men were interviewed by the staff and forty-eight were recommended for appointment. The Federal government reduced the appropriation for this work and at the close of the school year only nineteen of the men selected had been appointed. The Vocational Division also assisted the Federal authorities in formulating educational programs and preparing instructional material and conducting conferences for the directors. To this Division was assigned the task of directing the vocational and practical arts work in the adult education program which the State Department organized and administered in cooperation with the State Emergency Relief Administration. A total of 6351 students was enrolled in the various subjects of which the following are typical: Painting and decorating, sign painting and lettering, architectural drawing, freehand drawing, electricity, acetylene welding, printing, blue print reading, shop mathematics, cooking and dietetics, home nursing, sewing and dressmaking, millinery, beauty culture, automobile mechanics, and automobile service station management.

The Vocational Division also gave assistance to the Emergency Relief Administration in the development of an educational program for the Transients' Training Camp at Fort Lee. Early in the year the camp authorities appealed to the State Department for assistance in securing instructional material and in organizing training courses. At our request a number of vocational schools made their material available to the camp and the members of the Department gave assistance in adapting it to camp conditions.

#### Home Economics

During the year just closed home economics has again demonstrated its value as a part of public school education in New Jersey. Although this has been a year of depression, increased facilities have been provided. New home economics departments have been installed in the high school at Pompton Lakes and in a new elementary school at Hasbrouck Heights. Elizabeth has expanded its provisions for this subject and Fairview has organized a course for its junior high school. Two small departments have been discontinued. In vocational home economics there has been neither gain nor loss in the number of schools and classes but there has been an increase in the attendance in the day schools.

The home economics courses in the high schools and the vocational schools are doing two important things: They provide for the large number of girls who profit most from instruction of a practical character and they also have performed an important function during the emergency in providing instruction of a practical character. The results of this are carried home by the children and appear in the economies which are introduced in providing food and clothing from very slender resources. Another most important contribution is the work of the lunch rooms which are usually operated by the home economics departments or directed by them. Through them 735 schools distributed through the entire twenty-one counties of the State have assisted in furnishing free lunches and/or free milk to the needy children in those schools. Free milk was distributed to over 6000 children for three months.

The vocational schools have experienced a large demand for trade work in their home economics departments. Girls who formerly went to work at fourteen now may not be employed until sixteen under the operation of the various codes. They need to be prepared to meet various kinds of competition. Such girls enroll usually in the evening classes and know fairly well what they want in the way of training to improve their chances of employment or advancement. There should be very much more opportunity for trade work in clothing and restaurant management. It is my firm conviction that far more opportunity for vocational preparation should be provided in this State, not as additional facilities but as facilities to be used by many who will enter our secondary schools as a part of the growing student body. The needs of these young people will not be met by further expansion of academic courses.

In one good trade school for girls, namely, the Essex County Vocational School, there has been no money this year for the purpose of establishing new courses or employing additional teachers. Consequently, opportunities have been denied to many who could profit from the instruction.

#### Trade and Industrial Education

The section of the National Recovery Act, more commonly referred to as the N.R.A., has introduced many changes in industry which affect the program of trade and industrial education in this State. There has been a general adoption of industrial codes in the State and in most instances these codes contain provisions for a minimum entrance age to industry and this has made it impossible for many of the graduates of the all-day trade and industrial schools to find employment when they complete their school training.

The schools have not yet had opportunity to readjust the length of the training period to meet these code standards. Many of the graduates who could not enter employment desire to remain in school until they are old enough to go to work. This contributes to the

increased pupil load in our overcrowded vocational schools. Also a number of the industries dropped those graduates of the all-day trade and industrial schools who were under the minimum entering age. Many of these have returned to the vocational schools.

The codes have also increased the cost of instruction because prices of supplies and equipment have risen during the past year. Parallel with this school budgets which had been prepared previous to the adoption of the codes were very much restricted. This has resulted in a shortage of materials, books, and other teaching supplies. During the past two years there has been an increase of twelve hundred pupils in the all-day trade and industrial schools. In the same period the total teaching staff has been decreased by ten. The pupil load per teacher has risen about 22%, in some trade classes over 30%. Due to the failure to provide adequate budgets, enrollment has actually decreased in the evening vocational schools about seven per cent.

The overcrowded classes in the all-day trade and industrial schools makes it almost impossible to develop acceptable work habits and attitudes because teachers are forced in these large classes to resort to mass instruction. Pupils organized in trade groups that are excessively large will surely develop habits and attitudes that seriously affect their future progress and employment. Industry today demands safe workers and it is impossible for shop teachers to supervise properly and develop safe procedures in excessively large groups. Failure to provide facilities or develop new fields for training has resulted in training more pupils in certain trades than can be absorbed profitably. It has been impossible to offer training in some of the fields in which there is a growing shortage of skilled workers.

Although some of this work has been resumed with emergency relief funds, little of the high grade trade extension work has been reestablished. It is our judgment that these classes should be resumed as soon as possible as a real economy measure. As business improves, there is likely to be a shortage of skilled workers. An effective trade extension program will provide means for the workers to secure retraining which will enable them to become wage earners in fields other than those in which they were formerly employed. The cost of such a retraining program will be much less than unemployment relief.

This Division reports that there is a growing interest on the part of industrial executives in organizing training courses in the industries. A number of industries have found it valuable for the foreman to teach industrial processes and safety procedures. The Standard Oil Company has undertaken this in the large refineries at Bayonne and Jersey City. The educational directors of the three refineries asked the State Department to give them a course of instruction so that they might train their foremen in teaching procedures, such foremen to conduct training courses with the workers employed in the plants. The staff of the Vocational Division gave a fifteen weeks' course at the technical school maintained in the Bayonne Refinery. Other service to industry included a series of conferences with the Elizabeth Safety Council, meetings with foremen's groups and addresses upon safety and training have been given by the Hudson County Safety Council. A number of conferences have been held with industrial executives and educational directors who were seeking advice and guidance on production difficulties related to inadequate job training. These services were in addition to those given in connection with the regular foreman training program which has been carried on for a number of years.

#### Industrial Arts

During the year under review, no new departments have been authorized and none has been eliminated. The classes discontinued in Lyndhurst two years ago were reestablished during the year.

In these departments not only have there been reductions in budget allotments but in order to operate under such budgets it has been necessary to reduce further the cost of instruction. School districts have resorted to various devices. In some schools boys earn money out of school with which to purchase necessary materials. In other schools project funds were built up by means of contributions from the boys. In this way each boy paid for the materials for his project. In some districts the cost of materials was paid for in part by selling the articles made by the boys. Increasing the amount of work done for

the board of education in various districts also reduced the cost of such materials. In several districts repairing of toys was undertaken as a project. This, of course, reduced the cost of materials to a minimum and reconditioned many toys which were later distributed as a special Christmas project. In Jersey City the director of industrial arts reports that a total of 8924 toys was provided during the year. Of these, 5736 were reconditioned and were valued at \$3591.00. The boys in these classes also made 2582 toys valued at \$645.50. They also reconditioned 606 dolls which were valued at \$757.50.

In previous reports I have called attention to the fact that there is a large group of pupils in our schools and it has increased during the depression which is made up of pupils who do not succeed in the usual academic courses and are often referred to as "dull normal pupils." Although no extended program of instruction has yet been developed, much work is being done in connection with this problem in the various school systems. The program of instruction must include very carefully organized courses and projects in the usual elementary school subjects. A study of the classes now organized indicates that a large proportion of the time should be given to courses in industrial arts. They should be so organized that they may be utilized also to motivate the work in the other subjects.

In one school system a ninth grade group was enrolled in English, business training, history, general science, and shop work which occupied a little more than one-fourth of the program. In Jersey City nineteen classes for "dull normal pupils" enrolled in grades five and six were in operation throughout the year. The superintendent reports that the supervision of this work has been transferred from the regular supervisors to the supervisors of industrial arts. He feels certain that following the plan now adopted that courses will be developed which will be better adapted to the interests and abilities of these pupils than the provisions which have been made heretofore. An effort is made here to relate the work in manual arts to the work

in other subjects. Apparently these pupils progress more rapidly than would have been expected had they remained in regular classes, notwithstanding the fact that the amount of time devoted to the regular school subjects was reduced to provide for the relatively large proportion of time given to shop work.

#### Agricultural Education

Vocational classes in agriculture were maintained in the high schools in fourteen rural counties of the State. There was no reduction in the number of teachers employed but there have been salary reductions and reduction in funds available for supplies and equipment.

The instruction was given to two groups: (a) Youths in the high schools and vocational schools, and (b) adult farmers enrolled in special evening classes. Low prices prevail for what farmers have to sell. Consequently, the teachers in their instruction stressed such factors as keeping down costs of production, selecting rations for live stock to offset high costs of feed, growing high quality products to meet market demands; and other factors looking to improvement of efficiency and reduction of costs in production. Results from stressing such factors in the instruction are, of course, deferred for many of the pupils although the boys do carry home the information gained in class and the principles and processes learned have frequently been put into operation on the home farm. With the adults registered in the evening classes, however, the effects are immediate.

As a part of the agricultural work the boys as heretofore conducted projects on the home farms and in most cases these showed financial profit. Out of 918 production projects completed by boys during the year only 22 showed a loss. The labor income of 896 boys conducting such projects was \$61,713.41. There were 464 other projects not completed at the time of this report.

The adults in the evening courses conducted farm improvement projects under the direction of the teachers. Three hundred forty such enterprises yielded a profit of \$65,902.06. Much food for poor families - principally poultry products and vegetables - was supplied from the farm projects of boys enrolled in agricultural classes.

During the year under the direction of specialists from the trade and industrial division there were conducted courses in farm shop work for the purpose of equipping the agricultural teachers with a better knowledge of farm shop practices. The work centered about repair work which will further assist in reducing costs of production.

The teachers of agriculture in the various communities are graduates of agricultural colleges. They have become community leaders and the amount of work they accomplish in their communities is exceptional. Thirty of our teachers conducted some 7190 conferences, individual discussions, and group conferences. They have supplied a variety of information relating to soils, crops, animal husbandry, marketing, and the like. Individual service rendered included testing of milk, working out installation of electric lights in poultry houses, indicating methods of computing fertilizer formulas, helping to find better markets for produce, and similar important services. These teachers have also helped in the interpretation and solving of problems occasioned by the application of the Agricultural Adjustment Act and the regulations of Farm Credit Administration. Our teachers worked in close cooperation with the county agents. As an example of aid rendered in connection with the Farm Credit Association, one teacher filled out over one hundred application blanks. Our teachers also conducted 788 meetings for farmers of their communities. Among the topics discussed in these meetings were government farm loans, dairying, marketing, and vegetable gardening.

A most important phase of the teacher training activities in agriculture consists of the in-service training of the men offering instruction in agriculture in the high schools. The courses offered deal with problems of instruction on the graduate level and include supervision of theses for the master's degree. In the past two years nine of a group of forty one have received the master's degree.



Rehabilitation Commission

The State Board of Education administers the joint State and Federal funds that are provided for the vocational training of persons injured in industry. During the past five years the Commission has expanded the educational guidance phase of its work. For the year under review the Commission reports that 1888 cases have been handled. Of this number 605 have been closed and 1283 are working under the direction of the Commission.

The total expenditures for this work were \$84,134.01. Of this amount \$37,137.84 consisted of Federal funds. In addition to the above cases the Commission reported 721 cases which were being rehabilitated under the plan of cooperation developed with the Emergency Relief Administration. The total expenditure for these cases was \$32,904.14.

During the year representatives of the United States Office of Education made a survey of the work of the Rehabilitation Commission. This was in accordance with an established policy of making systematic studies from time to time of the rehabilitation activities in the several states. The survey made a number of recommendations the most important of which related to better standards for the selection of vocational examiners. The survey clearly defined a plan of cooperation with the Commission for Crippled Children and the Workmen's Compensation Bureau.

The State plan for administering vocational rehabilitation between the State Board of Education and the State Rehabilitation Commission was rewritten and adopted by the State Board of Education. Such recommendations of the survey as could be included in the new State plan were embodied in the revision.

HEALTH AND PHYSICAL EDUCATION

It is gratifying to report that during the depression very definite attention has been given to health education by organizations of physicians and nurses, tuberculosis leagues, the New Jersey Congress of Parents and Teachers, the State Dental Society, and other organizations interested in this program. I think never before have the schools felt so keenly the responsibility for the health and well-being of the children enrolled. Although there have been reductions in expenditures in most places for health education service, nevertheless the great majority of our school systems have maintained their services. Early in the period of the depression it will be recalled that the incidence of infantile paralysis was large. That it did not become alarming so far as the schools were concerned was due in large measure to the alertness with which the problem was recognized and measures immediately adopted to prevent its spread. In my judgment, the careful attention to health in the schools has been responsible in large measure for the good health condition which has prevailed among school children. This could not have been accomplished without the close cooperation of the Division of Health and Physical Education of this Department with the various public and private agencies concerned with community health. The record has been an unusual one.

During the past year this Division has sponsored, administered, and supervised two Civil Works projects--one, No. 6225, dealing with "School Nursing" and the other, No. 6247, with "Children's Dentistry." It is the judgment of Dr. Ireland that the contribution to child health was greater than could have been achieved in the same time through any other activity. The reports of both projects have been published and have been widely distributed.

The New Jersey State Medical Society which had previously endorsed the State program for school physicians continued its cooperation during the past year by contributing a page of its official Journal for the "School Health Department" which was conducted by the Director of the Division and by making available a section of its annual convention

program known as the "School Physicians' Section." The New Jersey State Dental Society has continued its cooperation with us through the "Mouth Hygiene Council." This Council serves the Division in an advisory capacity. All questions relating to school dentistry are submitted to the Council and in like manner the Council refers its educational projects to the State Department for official sanction.

The Director serves on the Board of Directors of the New Jersey Tuberculosis League and is a member of several of its important committees. Thus the Department of Public Instruction serves the League in its work with school children. The Director has been serving as chairman of health for the New Jersey Congress of Parents and Teachers and in that way we have contributed much to the child health work of that organization.

Cooperating with the New Jersey State Department of Agriculture the Division has participated in a study of the school milk supply and its cost.

With the assistance of the National Society for the Prevention of Blindness techniques were developed for the testing of vision and for surveying the lighting conditions in classrooms. For the latter, instruments were loaned by the Sight-Light Corporation of New York. These techniques were successfully employed by nurses working on the Civil Works Project, "School Nursing."

A special study was made of Vitamin D milk with a view to recommending its use by the schools. This was carried out in cooperation with the State Department of Agriculture.

During the year a survey was made of high school health education in New Jersey. This was made possible through the assistance of Miss Dorothy Ruef who was sent to us from Teachers College, Columbia University. She assembled and studied the data as a dissertation problem and the essential facts will be made available to all high school principals.

Safety education constituted an important activity of this Division during the year. We have cooperated with the National Safety Council in

the inauguration of safety campaigns in three counties. The program for the promotion of school safety patrols has been carried on jointly by the Department of Public Instruction and the State Police. During this year steps have been taken to establish a second cooperative project, namely, inspection of school buses by the State Police. The State Department of Motor Vehicles includes a Safety Education Bureau as a part of its organization and we have cooperated with its director in the development of interdepartmental projects and problems. The Motor Vehicle Department furnished us a pamphlet on school bus safety which was distributed to the schools.

In cooperation with the National Bureau of Casualty and Surety Underwriters the Division has distributed to all senior high schools two courses of study in automobile driving. In this connection three county conferences have been held on safety education for superintendents and supervising principals.

The Division has been made responsible for the critical study of school building plans submitted to the Department covering the items of lighting, physical education, playground, and sanitary facilities.

The items enumerated above indicate some of the more important projects undertaken during the past year. In connection with this it must be recalled that the program of supervision of school physicians and nurses and the teaching of physical education has been continued. With no funds for printing it has not been possible to issue a number of much needed publications but it is hoped that this situation will be remedied during the coming year. A large number of letters and stencilled bulletins have been issued to the schools and to teachers. The staff has contributed articles to the following periodicals: The Public Health Nurse, the Journal of Health and Physical Education, the Nation's Schools, and the Schools Physician's Magazine. It has contributed also to the magazine of the New Jersey State League of Municipalities and to the Journal of the New Jersey State Medical Society. The Director has edited a special page "The School Health Department," in the Journal of the latter society and in cooperation with his staff has contributed

an article for each of the five issues of "The Beanstalk," the health bulletin for teachers, published by the New Jersey Tuberculosis League. They have also contributed health notes to "The Parent Teacher," the official bulletin of the New Jersey Congress of Parents and Teachers. "New Jersey Notes" were prepared and submitted monthly by the director to the national periodical, Journal of Health and Physical Education.

Indicative of the scope of the supervision and promotional work carried on by the Division is the following summary: During the year the staff visited 129 elementary schools; 70 junior and senior high schools; 86 rural schools and 2 normal schools. The staff also held 1477 conferences with groups and individuals. They conducted also 15 demonstrations in physical education and 12 demonstrations in some phase of health supervision. They conducted also two surveys in health and physical education--one at Audubon and one for the rural districts of Cumberland County. Members of the staff also addressed 110 meetings of physical education teachers, principals and classroom teachers, nurses, school physicians, parent teacher associations, and various other organizations.

It is unnecessary, I think, for me to emphasize what has been brought out in previous reports, namely, that good health is a fundamental asset. The conditions of living with which we are confronted, particularly in the urban sections of the State with a high density of population, makes effective health education an acute problem. The communities rightly look to the schools to do a large work in the detection of physical defects, the recognition of communicable diseases, and the needed enforcement of good hygienic and preventive measures. All of these relatively negative activities will be of no permanent value unless there is offered as a part of the school work a broad well organized program of health education. Adequate instruction in hygiene and the inculcation of proper habits of living, instruction in the elementary biology underlying disease, together with adequate provisions for health and physical activities constitute a program which communities are coming more and more to regard as essential. It is true that many problems await final solution but commendable progress has been made in analyzing and solving them. We believe that the development of comprehensive health education programs has been fully justified by the results thus far achieved.

THE TRAINING OF TEACHERS

In my report of last year I called attention to the fact that for the year ending June 30, 1933, the total expenditures from State funds for the normal schools was \$460,000 less than such expenditures for the preceding year. Under the provisions of the act requiring the payment of tuition by students, the State Board of Education on February 4, 1933, increased the tuition rate from \$50.00 to \$100.00 per student. This increase was applied in the year under review. Together with other savings this has made possible a further reduction of \$248,137.87 in expenditures from State appropriations.

In my last annual report I called attention to the fact that under the provisions of Chapter 127, P. L. 1932, summer school courses and extension courses in the normal schools and teachers colleges must be supported from fees collected in such courses. This is a distinct change in policy from the plan of full state support for the teacher training institutions. I am of the opinion that as soon as practicable a small appropriation for this work should be requested so that a uniform fee may be charged in all centers in which summer school and extension courses are offered.

A very important act was passed by the Legislature in 1934 which provides that ten per cent of the tuition receipts of each year shall be set aside as a loan fund for students in the teacher training institutions. This act was passed on June 4, 1934, and was made effective immediately. This enabled loans to be granted to certain needy students before the close of the year. In the next school year we expect that this will be unusually effective in aiding students who might otherwise be deprived of the opportunities to receive an education in preparation for teaching.

The 1934 Legislature appropriated \$200,000.00 for the purchase of materials and supplies to be used in the construction of two dormitories at the Trenton Teachers College. The appropriation was granted contingent upon the appropriation of a sufficient amount from Federal Emergency Relief

Funds to provide the labor necessary to complete this construction. We are assured that such funds will be provided and accordingly have planned to abandon the Trenton Teachers College plant on Clinton Avenue. The Legislature at its regular session provided sufficient money to remodel what is known as "The Inn," thus enabling us to enlarge the dining room facilities at the Hillwood Lakes plant. By continuing to use the old dormitories on North Clinton Avenue it will be possible to conduct all classes in the new buildings, and as soon as new dormitories are completed we shall abandon those located in the city.

The total combined enrollment for the teacher training institutions of the State was 3034. This was 432 fewer students than were enrolled for the year ending June 30, 1933. Of this enrollment, 951 were new students. During the year there were graduated 983 students.

In 1928 the total combined enrollment in all teacher training institutions was 3770. Accordingly, the enrollment today is approximately twenty-seven per cent less. These enrollments are cited to emphasize the fact that very definite effort has been made to restrict the membership in the teachers colleges and normal schools to meet two important requirements: (a) Admit those persons who are best qualified to undertake the work of teaching, (b) Guard against training a greater number of persons for teaching than the State has a reasonable expectation of employing.

The Department of Public Instruction regularly gathers statistics of supply and demand. We study carefully each year the sources from which teachers are recruited and obtain from the school systems of the State the number of positions which actually become vacant and the causes for the vacancies, such as, death, resignation, new positions due to the growth of the school system, leaving to enter another occupation, and the like.

In 1927-1928, there were in the New Jersey schools 2495 positions to be filled. In that year there were 1389 graduates from all of the teacher training institutions. For the year ending June 30, 1933, there were 1,005 positions to be filled and there were only 973 graduates. For

the year ending June 30, 1934, there were 1132 positions to be filled and there were graduated 983 pupils.

In September, 1932, there were admitted to all the teacher training institutions 1168 new students; in 1933, 951; the number of admissions in September, 1934, will be approximately 875. This means that in the next two years there will be graduated a number not to exceed 750 per annum and the prospect is that there will be more positions to be filled than have been vacant the last two years due to the fact that many classes have been combined and that there are many oversized classes both in the elementary and high schools. It should be recalled also that many supervisory positions have been abolished and the supervisors given teaching positions. In the next two years a reasonable proportion of vacancies will come from this group also. It is our judgment that the enrollments in the teacher training institutions should not be reduced further at the present time. The distribution of these enrollments among the various teacher training institutions receives continuous study in relation to courses offered and the residence of students applying for entrance.

For some years the Commissioner has discussed with the State Board of Education the desirability of lengthening the courses for elementary teachers to four years. It will be recalled that on January 5, 1929, the State Board of Education approved the Commissioner's recommendation to make the courses for the training of elementary teachers three years in length instead of two years. This was done in the interest of better training for teachers and to insure better instruction for the thousands of children enrolled in the public schools. Our studies of the schools and a review of the situation in other states has convinced us that an adequate program for the training of elementary teachers cannot be offered in fewer than four years. The purpose of this proposed change is to provide opportunity for broad training in fundamental subject matter and in courses which will contribute to the teachers' culture and in mastery of subject matter far beyond the requirements of the daily classroom work in the elementary school. It is only through such training that elementary



teachers may be equipped with the background and depth of understanding which elementary teachers should possess. In such a program there will not be neglected, of course, the opportunity to do further intensive work in the teaching of the subjects of the elementary school and provision will be made for practice teaching under actual classroom conditions in the public schools. This recommendation is before the State Board of Education, and I am hopeful that it will be approved at a date that will make possible the inauguration of the work for fourth year pupils at the opening of school next year.

The Supervisor of Teacher Training has cooperated in the organization of two important educational conferences. The conference on elementary education and supervision to which reference is made in the report under Elementary Education was developed jointly by the Assistant Commissioner in charge of Elementary Schools and this Division. A conference similar in type and dealing with problems in secondary education was developed jointly with the Assistant Commissioner in charge of Secondary Education. Two such conferences were held--one at the Tronton Teachers College on January 17 and the other at the Montclair Teachers College on January 19. The conferences were attended by high school administrators, supervisors, and members of the faculties of the normal schools and teachers colleges.

This Division has cooperated also in the recruiting of unemployed teachers for the classes in Adult Education which were supported by funds appropriated by the Federal Emergency Relief Administration.

A study has been made of the total number of graduates of teacher training institutions in New Jersey and colleges located in nearby states, and a special report form has been prepared for the use of such institutions so that we shall have detailed information in the State Department concerning the possible supply of teachers from such institutions.

A most important part of the work of the Supervisor has been that of serving as Acting Principal of the State Normal School at Jersey City during the first half of the year and filling a similar position for the Paterson State Normal School during the second half year.

It has not been possible for the Supervisor of Teacher Training to visit the normal schools as frequently as he did last year because of the many problems which have arisen in the Department during the difficult year under review. Conferences with heads of the institutions have been held and the discussions have been concerned principally with problems of curriculum and teaching. One important thing that has been accomplished has been the development of a preliminary plan for the new curriculum for fourth year courses for training of elementary teachers. The planning of a completely reorganized curriculum for such teachers will become the major problem for the next academic year if the four-year program is approved.

I am very glad to report that the relating of the program of the several normal schools and teachers colleges to the work of the public schools in the particular service area in which the school is located has been continued and has been extended in many ways with effective results.

DIVISION OF BUSINESS

The work of the Division of Business has been much increased during the year under review. The acts authorizing the payment of State and county school taxes in scrip, Chapter 156, P.L. 1933 and Chapter 42, P.L. 1934, have made necessary a very careful checking of accounts of the counties and school districts. It is provided in the law that distribution of the scrip which is used for ninety per cent of the State school tax must be certified by the County Treasurer and accepted by the State Treasurer. The law contemplates also that ten per cent of the State school tax shall be paid in cash to the State Treasurer before such certification is made.

Receipts from local district taxes and from State apportionments in many districts were not sufficient to meet the current expenses of the schools. Fifty-four districts issued interest bearing orders or municipal scrip for the purpose of paying part of their obligations; these had not been redeemed by the end of the year. Twenty-two districts issued interest bearing orders for the payment of tuition which orders had not been redeemed by the end of the year; forty-three districts issued interest bearing orders not redeemed by June 30 for teachers' salaries and seven other districts issued municipal scrip or bonds not redeemed by June 30 for this purpose. The number of districts resorting to these methods is fewer than for the preceding year and the amounts have been very much reduced. The amount of teachers' salaries for which interest bearing orders have been issued is about one sixth of what it was for the preceding year, for tuition approximately one third, and for other expenditures approximately two fifths. Moreover, the total amount of tuition owed for which no interest bearing orders had been issued was \$662,892.23 as compared with \$1,695,619.61 for the preceding year. One hundred seventy-four sending districts were indebted to receiving districts as compared to two hundred twenty-seven for the preceding year.

The relatively small amount of tuition which has been paid through the medium of interest bearing orders indicates that, as a method of payment, this is not regarded as satisfactory, notwithstanding the provision of the law authorizing it. The collection of information from various districts desiring to secure loans from the proceeds of the \$7,000,000 bond issue has entailed a good deal of extra work in the Division. A detailed questionnaire, approved by the Commissioner, was prepared and sent to all school districts. Those desiring to secure loans either in the amount of the State apportionments due or for teachers' salaries were required to furnish the information included in the questionnaire covering such items as the amount of local tax uncollected, the amounts due the board of education from the municipal government, the total amount of teachers' salaries for the year, the total amount of other estimated expenditures, and the amounts due for teachers' salaries. On the basis of this information, which was collected to serve as its basis for four payments and carefully tabulated from the questionnaires, allotments were made to the school districts which wished to borrow. For some payments the requests had to be prorated as they exceeded the amount of money available at that time.

Although the issuance of scrip is not to be recommended unless it is impossible to finance the schools by other means, nevertheless in such places as Atlantic City the payment of school taxes in scrip enabled the schools to be maintained and supplied the teachers with warrants that were negotiable.

#### State School Tax

In my report of last year I pointed out that at the end of the fiscal year 1932, only \$1,174,782.97 of State school tax out of a total of \$17,978,774.14 remained unpaid. For the fiscal year ending June 30, 1933, there remained unpaid \$8,173,291.49 of which \$934,994.20 represented the balance due for the fiscal year ending June 30, 1932. On June 30, 1934, there remained unpaid State school taxes of \$9,075,560.23 of which

\$376,068.22 was the unpaid balance for the fiscal year ending June 30, 1932, and \$1,318,318.19 for the fiscal year ending June 30, 1933.

#### Railroad Tax

In October, 1932, there was allotted to counties for distribution \$529,353.99 of the railroad tax. There remained a balance of \$1,863,850.30 due the counties for distribution from the 1931 railroad tax. This amount is withheld at present by writs of certiorari issued by the Supreme Court of New Jersey.

In October, 1933, there was allotted to the counties for distribution \$323,690.74 of the 1932 railroad tax. A balance of \$2,150,954.35 is due the counties for distribution from the 1932 railroad tax. Of this balance, \$2,150,772.47 is withheld on writs.

Of the 1933 railroad tax which is subject to distribution to the school districts in September, 1934, we are informed that the entire amount of \$2,253,076.94 apportioned to counties is withheld on writs of certiorari.

#### School Attendance

The total number of days' attendance reported by the Department for the school year 1933-1934 was 131,390,498. This was a decrease of 1,246,991 days from the preceding year. This decrease in number of days' attendance was due to a decrease in the number of pupils enrolled. The percentage of attendance this year was 93.0 as compared to 93.1 for the preceding year.

#### Inspection of School Accounts

The inspection of the minutes and financial records of boards of education constitutes an important phase of the work of this Division. This service is provided by law and enables us to furnish to the school districts of the State audits and recommendations which are valuable to boards of education in studying the condition of their finances. It also furnishes a check on the awarding of contracts.

During the depression, particularly in those counties in which scrip in some form has been used and in those in which scrip has been used for the payment of State school taxes, this service has been very valuable in securing accurate information and diagnosing difficult situations. The information thus secured has been of special aid in planning the school program under depression conditions.

#### Uniform Records and Reports

Under the law the Commissioner is required to furnish various blanks and forms for the purpose of securing uniform reports from the several school districts. All of the statistics are accumulated in the office of the county superintendents and by them reported to the Commissioner. This has been of particular value during the past three years because it has enabled us to have accurate and comparable statistics upon which policies may be predicated.

#### Other Activities of the Division of Business

The rules of the State Board of Education require that drinking water from sources in the immediate vicinity of schools, such as wells, springs, and cisterns, shall be tested at least once during each school year. Last year 225 school districts depended upon such sources for their water supply. During the year under review this was reduced to 215 school districts. Many of the sources of water supply are located upon school property, but a large number are owned by private individuals and the water must be carried to the school. Samples are collected by the district clerk, medical inspector, or other agent of the board of education and sent to the Department of Health for analysis. All test records are then submitted to the Commissioner of Education. Last year 510 samples of water from 183 districts were tested. A major proportion of the school districts are supplied by municipal or private water companies. These supplies are under the direct supervision of the Department of Health which regularly takes samples from such sources and tests them. The results of these tests are communicated to the county superintendent who in turn submits them to the local board of education.

The Division of Business maintains the mailing service of the department and distributes all printed and stencilled matter which is issued. During the past year, there were mimeographed 87,065 copies of 326 letters, 16,950 copies of 19 legislative bulletins, 51,955 copies of 71 report forms, 150 copies of courses of study, 540 copies of eight decisions from the Commissioner's Court, 1,605 copies of annual reports of the Department, and 50 copies of the digest of the apportionment of school monies.

The Division of Business prepares all requisitions and orders for supplies and equipment and all payrolls of the Department of Public Instruction. It also audits various bills that are submitted from the Department and is responsible also for the preparation of warrants of the Commissioner for the distribution of public school monies.

The statute requires that all bonds which have been issued by school districts when cancelled "shall be deposited with the Commissioner of Education." During the school year 1933-1934 cancelled bonds were received by the Commissioner from 185 school districts. These districts submitted 2,492 cancelled bonds for the most part in denominations of \$500.00 and \$1,000.00 aggregating in amount \$2,041,620.

ENROLLMENT IN THE DAY SCHOOLS

The total enrollment in the day schools for 1933-1934 was 817,179, a decrease of 8,648 pupils or one per cent from the total enrollment of the previous year. The enrollment in the kindergartens shows a decrease of 3425 pupils or 7.7 percent; the enrollment in grades one to eight (with the exception of the enrollments in the seventh and eighth grades in approved junior high schools) showed a decrease of 16,945 pupils or 2.94 percent. Approved junior high schools showed an increase in enrollment of 1,757 pupils or 3.8 percent; senior high schools (grades ten to twelve) showed an increase of 3,261 pupils or 11.7 percent. High schools organized on the four-year plan (grades nine to twelve) showed an increase of 6,776 pupils or 5.5 percent.\* The total enrollment in grades nine to twelve inclusive (ninth grade in approved junior high schools and all grades of the senior high schools and the four year high schools) increased 11,398 pupils or 6.8 percent.

The distribution of these enrollments in the several grades, in rural schools, special classes and grade groupings is shown in detail in the statistical tables.

---

\*These high school enrollments are not duplications but represent enrollments in separate divisions of the school system.



REDUCTIONS IN EXPENDITURES FOR PUBLIC EDUCATION1933-34

During the past year the schools have been operated on reduced budgets. By referring to the summary of expenditures and receipts in the statistical tables appended to this report, it will be noted that the total available funds for the year 1933-34 were \$11,061,598.28 less than the amounts available for the preceding year, and \$33,727,819.80 less than the amount available for 1931-32. This includes funds derived from public revenues for all educational purposes.

The total expenditures for public education in the counties and school districts of the State amounted to \$91,423,119.08, which was \$9,852,942.56 less than the expenditures for 1932-33, and \$27,128,897.56 less than the expenditures for 1931-32. The following items reflect the type of reductions: Day school expenditures decreased \$6,972,868.96, or 8.9 per cent from 1932-33; and \$15,767,449.30 from that of 1931-32; maintenance declined \$79,526.64 from that of 1932-33 and \$1,147,888.79 from that of 1931-32; expenditures for manual training declined \$322,766.25 from those of 1932-33, and \$686,858.89 from those of 1931-32; expenditures for vocational day schools were reduced \$31,582.20, or 6.3 per cent from 1932-33, and \$316,831.68 from 1931-32. The cost of summer schools in the various school districts declined from \$508,806.66 in 1931-32 to \$132,956.96 in 1932-33, and to \$35,738.17 in 1933-34. Total evening school expenditures declined from \$936,507.12 in 1931-32 to \$604,222.73 in 1932-33, and to \$452,841.95 in 1933-34, which is a reduction of \$533,665.17 from 1931-32. Expenditures for vocational evening schools were reduced from \$266,985.94 in 1931-32 to \$152,622.26 in 1932-33, and to \$116,473.31 in 1933-34. Expenditures for lands, buildings, and equipment were reduced from \$11,556,216.96 in 1931-32 to \$3,616,609.83 in 1932-33, and to \$1,924,322.14, which is a gross reduction of \$9,631,894.82 from 1931-32. Debt Service showed a decrease of \$939,186.34, which was 5.1 per cent less than for the preceding year. This year the total amount of bonds and notes which were redeemed was more than one and a half times the amount issued. During 1933-34 notes and bonds in the amount of \$7,930,679.08 were redeemed from taxes and sinking funds. In the same year there were issued bonds and notes in the amount of \$4,974,918.32.

# COMPARISON OF EXPENDITURES IN THE COUNTIES AND DISTRICTS OF THE STATE IN 1932-33 and 1933-34

	1 9 3 2 - 3 3	1 9 3 3 - 3 4	Decrease
Day School Expenditures (1)	\$78,669,595.67	\$71,696,726.71	\$6,972,868.96
Regular Day Schools (1)	\$77,011,579.87	\$70,236,098.72	6,775,481.15
Current Expense Account (1)	\$71,798,443.95	\$65,439,028.01	6,359,415.94
County (Current Expense Account) (2)	239,686.89	236,797.16	2,889.73
Maintenance Account	2,169,769.37	2,090,242.73	79,526.64
Manual Training Account	2,620,660.61	2,297,894.36	322,766.25
Library Account	183,019.05	172,136.46	10,882.59
Vocational Day Schools (Vocational Account)	1,303,016.86	1,221,434.66	81,582.20
Continuation Schools (Continuation Account)	354,998.94	239,193.33	115,805.61
Summer School Expenditures (Current Expense Account)	132,956.96	35,738.17	97,218.79
Evening School Expenditures	604,222.73	452,841.95	151,380.78
Regular Evening Schools (Current Expense Account)	162,965.67	113,421.25	49,544.42
Accredited Evening High Schools (Current Expense Account)	246,287.76	197,327.13	48,960.63
Vocational Evening Schools (Vocational Account)	152,622.26	116,473.31	36,148.95
Evening Schools for Foreign-Born Residents	42,347.04	25,620.26	16,726.78
Capital Outlay Expenditures	3,616,609.83	1,924,322.14	1,692,287.69
Land, Building & Equipment Account	3,596,209.28	1,917,103.42	1,679,105.86
Vocational Account	714.82	156.15	558.67
Manual Training Account	19,685.73	7,062.57	12,623.16
Debt Service Expenditures	18,252,676.45	17,313,490.11	939,186.34
TOTAL EXPENDITURES	\$101,276,061.64	\$91,423,119.08	\$9,852,942.56

(1) Does not include tuition transfers

(2) Includes County Superintendents Clerk Hire & Expenses, Helping Teachers, County Attendance Officers and Supervisor of Child Study Salaries and Expenses

STATISTICAL SUMMARY

The total enrollment of pupils in all of the various departments of the public schools, including evening schools but not including summer schools, was 858,540 for the school year 1933-34. This was a decrease in the day schools of 8,648 boys and girls and a decrease of 6,060 in the other divisions of the public schools. To instruct these 858,540 pupils there were required 28,170 teachers. The children were housed in 2,277 school buildings, a decrease of 14 from the preceding year. All were furnished not only with teachers, but with books, supplies, and the necessary apparatus free of cost.

There were transported to schools at public expense 75,080 children because no suitable school facilities were available near the homes of these children. Of this number there were transported to high schools outside of their respective school districts 23,301 pupils.

In the day schools there were enrolled 420,443 boys and 396,736 girls, making a total in the day schools of 817,179. In addition to these day school pupils, 13,926 were enrolled in other day schools. There were enrolled in evening schools, 27,435, making a total enrollment in all schools of 858,540.

There were 40,904 children enrolled in the kindergartens. In the first four grades, or what are commonly known as the primary grades, there was an enrollment of 303,933. The total number of pupils in grades five to eight inclusive was 284,188.

The total number enrolled in the high schools, grades IX to XII, was 179,007. This was an increase of 11,398 over the enrollment in 1933. The high school enrollments for the past five years are given below by years:

<u>1930</u>	<u>1931</u>	<u>1932</u>	<u>1933</u>	<u>1934</u>
113,142	127,213	146,454	167,609	179,007

The total number of pupils enrolled in one-room rural schools was 7,203, a decrease of 668. The number in two-room rural schools was 9,285, a decrease of 937. There was a decrease of 18 in the number of teachers in one and two-room rural schools.

The average daily attendance in day schools was 693,782, a decrease of 3,285. The average absence of pupils was 12 days.

There was a decrease of men teachers in all the schools of the State of 6, and a decrease of women teachers of 628, making a total decrease of 634 teachers.

According to the annual reports for the last five years the current expenses\* of the schools in the local districts have been as follows:

1929-1930	\$77,481,175.71
1930-1931	82,119,194.99
1931-1932	84,177,335.01
1932-1933	77,029,110.81
1933-1934	68,245,800.02

SALARIES OF TEACHERS

The total amount of salaries paid day school teachers during the current year, including manual training, vocational, special summer school teachers, superintendents, assistant superintendents, and evening school teachers of all kinds was \$51,469,554.82.

The average salary per year paid to all day school teachers (27,406) not including superintendents, assistant superintendents, or evening school teachers of any kind, was \$1,821.77, a decrease over the preceding year of \$174.87.

The following figures show the corresponding average salaries for the past five years:

<u>1930</u>	<u>1931</u>	<u>1932</u>	<u>1933</u>	<u>1934</u>
\$2,059.90	\$2,143.54	\$2,155.21	\$1,996.64	\$1,821.77

\*Expenditures of the local districts as defined in the statute.

Does not include expenditures for any form of State or county supervision.