

REPORT ON NEW JERSEY HIGHER EDUCATION

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REPORT ON NEW JERSEY HIGHER EDUCATION

On May 31, 1966, Senate bill No. 434, "an act concerning higher education, establishing a Department of Higher Education," was introduced. Beginning July 18, 1966, hearings before the Committee on Education of the State Senate discussed the new measure. The hearings center on how the administration of Higher Education shall be set up in the State.

This report attempts to shed some light on a number of implications concerning higher education in New Jersey. It is designed to provide accurate statistics, and up-dates The Position of the State Board of Education on the Report of the Governor's Committee on New Jersey Higher Education, (April, 1965). It also presents recommendations by the State Board of Education on the structure of higher education.

FACT SHEET

- + Enrollment at the six State Colleges is now five times as large as it was in 1953-1954
- + In the past 17 years \$629,707,658 has been invested from tax money or from authorized bonds for higher education
- + Since 1949, \$174,727,643 has been used for construction at public institutions of higher education in New Jersey
- + Since 1959, \$23,798,500 has been authorized for scholarship grants to the State's students
- + Since 1959, \$13,605,388 has been granted in student loans to aid 16,953 New Jersey youth
- + In the six State Colleges, the faculty has increased from 326 to 1,434 in the past 13 years
- + To date, about \$10-million has been made available to the county college program (an additional \$4,157,000 has been obtained from the Higher Education Facilities Act)
- + To date, 20 institutions of higher education in the State have received more than \$18,000,000 in matching funds under the Federal Higher Education Facilities Act; thus being able to accommodate 19,786 additional students
- + Since the Legislature approved the county college movement in the State in 1963, 14 counties that will have facilities for 13-thousand students, have been approved by the State Board of Education

REPORT ON NEW JERSEY HIGHER EDUCATION

Some Pertinent Facts

Five major studies of the needs of higher education in New Jersey have been published by the State Board of Education in the past ten years. These are in addition to many others concerned with some phase of education beyond high school. All of the major studies were made pursuant to law, which among other duties charges the State Board with responsibility to "survey the needs for higher education and the facilities available therefor and recommend to the Legislature procedures and facilities to meet these needs." (R.S. 18:2-4q)

In 1954, when the attention of most persons in education was fixed upon the bulging enrollments crowding the primary grades as the result of the 1947 "war-baby" boom, the State Board of Education authorized a study of the probable future impact of population growth upon the colleges. This study, New Jersey's Under-Graduates, 1954-73, was published in 1955. An abbreviated version was widely distributed to the general public under the title The Closing Door to College.

The second major study, College Opportunity in New Jersey, was released in 1957. The success of this report is attested to by the public support given to the \$66,800,000 College Bond Issue of 1959, which was based on the recommendations of this study.

The third study, Education Beyond High School: The Two-Year Community College, was issued in 1960. This was followed by legislation based upon the recommendations of the study, making possible the establishment of two-year county colleges in New Jersey after July 1, 1963.

The fourth study, entitled The Needs of New Jersey in Higher Education 1962-1970, popularly referred to as the "Strayer Report," was issued in 1962. This study was undertaken to re-evaluate and bring up-to-date the findings of the 1957 report and to make further recommendations concerning capital needs which should be met by 1970. It recommended the prompt investment of a minimum of \$134,000,000 for extensive capital construction on the campuses of the publicly supported four-year colleges and the State University. The data in the Strayer Report were used by the Joint Committee of the Legislature in its decision to present the \$40,000,000 Bond Issue to the public at the November 3, 1964, election. It may be pointed out that the amount appropriated to date is still \$94,000,000 below the minimum the Strayer Report recommended to be appropriated

promptly to have the necessary facilities available for use not later than 1970.

The fifth study, the Interim Report on New Jersey Higher Education, was published in December, 1965. This study updated the statistics of the Strayer Report and made specific recommendations for meeting the needs of New Jersey in higher education.

It reported that the State must spend at least \$108-million on additional college construction by 1970. Other proposals made by the Commissioner of Education in this report to the State Board of Education were the establishment of a building authority, a program of incentive grants, the establishment of a planning department for higher education and the broadening of the offerings at the state colleges.

All of the studies mentioned above went into matters of function, purpose, programs, and philosophy, as well as into financial considerations. All studies considered the relationship between public and private higher education; the appropriate role of the University, the State Colleges and the Newark College of Engineering; the future program development of the State Colleges; the need to improve the education of teachers; the unique purposes to be served by the two-year college; the relationship of higher education to business, industry and government; the needs for expanded graduate and professional education and research, and the like.

During this period the State Board and the Commissioner were also given the responsibility for an extensive scholarship program and an equally extensive student loan program, both of which had important bearing on higher education, and about which more will be said later.

This is the Record of Financing

The financing of education in New Jersey has progressed under the State Board of Education and the Department to the limit of appropriation. Certain advances can be noted. At the same time, the Department was limited by the money made available. Let's take a look at the record of financing.

In the past 17 years the State of New Jersey has invested from tax money or authorized the sale of bonds for which the credit of the State was pledged, \$629,707,658 for higher education, including expenses for current operations, for scholarship aid and for capital construction. The major portion, \$454,980,015, was for current operations. Funds authorized for capital construction amounted to \$174,727,643. The tables which follow are inter-related.

TABLE I.
PUBLIC HIGHER EDUCATION INSTITUTIONS
ANNUAL APPROPRIATIONS*

Fiscal Year	RUTGERS UNIVERSITY		STATE COLLEGES		NEWARK COLLEGE OF ENGINEERING		TOTAL	
	Regular	Capital	Regular	Capital	Regular	Capital	Regular	Capital
1950-51	\$ 5,133,514	\$ 250,000	\$ 2,608,890	\$ 0	\$ 277,898	\$ 0	\$ 8,020,302	\$ 250,000
1951-52	5,200,804	0	2,769,906	0	354,598	0	8,325,308	0
1952-53	6,860,611	2,185,000	3,282,511	15,020,000	519,283	0	10,662,405	17,205,000
1953-54	8,223,083	2,119,000	3,665,534	0	572,947	0	12,461,564	2,119,000
1954-55	9,775,863	2,150,000	4,165,536	0	668,550	0	14,609,949	2,150,000
1955-56	10,362,103	800,000	4,552,390	0	666,974	500,000	15,581,467	1,300,000
1956-57	10,548,405	0	4,832,154	0	702,314	500,000	16,082,873	500,000
1957-58	11,647,597	0	5,811,597	0	844,695	500,000	18,303,889	500,000
1958-59	12,377,809	3,700,000	7,081,170	6,052,500	954,104	500,000	20,413,083	10,252,500
1959-60	13,150,886	30,330,000	8,092,296	30,100,000	1,113,659	7,499,564	22,356,841	67,929,564
1960-61	14,240,450	25,000	9,188,148	150,000	1,301,957	0	24,730,555	175,000
1961-62	15,433,310	52,000	11,308,198	150,000	1,488,476	0	28,229,984	202,000
1962-63	17,988,143	2,695,000	14,230,830	150,000	1,760,462	0	33,979,435	2,845,000
1963-64	19,560,692	820,200	16,664,780	215,000	1,996,635	0	38,222,107	1,035,200
1964-65	21,678,238	19,319,650	19,880,270	18,550,000	2,327,713	2,631,000	43,886,221	40,500,650**
1965-66	24,537,924	1,250,000	23,191,744	200,000	2,732,939	0	50,462,607	1,450,000
1966-67	28,816,161	3,705,000	27,195,986	8,650,000	3,418,478	530,000	59,430,625	12,885,000
TOTAL	235,535,593	69,400,850	168,521,940	79,237,500	21,701,682	12,660,564	425,759,215***	161,298,914****

* As listed in Annual Appropriations Handbook

** Includes \$40,100,000 appropriated from 1964 Bond Issue

*** To which, add \$23,798,500 for scholarship appropriations, \$1,504,800 appropriated to Trenton Junior College and \$3,917,500 for the New Jersey College of Medicine and Denistry. Grand Total \$454,980,015.

**** To which, add \$9,428,729 appropriated for County College Construction and \$4,000,000 for the acquisition of the New Jersey College of Medicine and Denistry. Grand Total: \$174,727, 643.

TABLE II
CURRENT APPROPRIATIONS — COMPARISONS

	1953-1954	1953-1954	1966-1967
Rutgers, The State University	894	\$ 8,223,083	\$28,816,161
Newark College of Engineering	122	572,947	3,418,438
Glassboro State College	76	451,131	4,923,127
Jersey City State College	42	398,655	3,433,473
Montclair State College	96	934,750	5,273,709
Newark State College	47	468,797	4,389,309
Paterson State College	32	372,390	3,787,297
Trenton State College	82	1,039,811	5,390,071
Trenton Junior College	138	30,000	255,200
TOTALS		\$12,491,564	\$59,686,785

TABLE V
ENROLLMENT FULL-TIME
TABLE III
SALARY RANGES

	1953-1954	1966-1967 ⁵
Assistant Professor	\$4,980-6,180	\$7,737-10,059
Associate Professor	5,940-7,140	9,405-12,225
Professor	7,200-8,700	11,431-14,863
PUBLIC COLLEGES - TOTAL		
PRIVATE COLLEGES - TOTAL		
PUBLIC AND PRIVATE TOTALS		

⁵The rank of distinguished service professor with a range of \$13,223 to \$24,050 was approved by the State Board of Education for all state supported colleges at its June 1, 1966 meeting.

In June 1966 a new range for associate and full professors was approved by the State Board of Education with a maximum salary of \$15,515 for associate professor and \$18,867 for the full professor on a selective basis.

TABLE IV
NUMBER OF FACULTY

	1953-1954	1966-1967
Rutgers, The State University	884	1,689
Newark College of Engineering	125	340
Glassboro State College	35	228
Jersey City State College	42	165
Montclair State College	90	292
Newark State College	45	227
Paterson State College	32	295
Trenton State College	82	227
TOTALS	<u>1,335</u>	<u>3,463</u>

TABLE V
ENROLLMENT DATA (FULL-TIME)⁶

	1953-1954	1965-1966 ⁷
Rutgers, The State University	5,354	14,425
Newark College of Engineering	1,104	2,459
Glassboro State College	411	3,229
Jersey City State College	430	2,301
Montclair State College	955	3,562
Newark State College	664	2,707
Paterson State College	528	2,438
Trenton State College	796	3,160
PUBLIC COLLEGES - TOTAL	<u>10,242</u>	<u>34,281</u>
PRIVATE COLLEGES - TOTAL	<u>15,609</u>	<u>33,114</u>
PUBLIC AND PRIVATE - TOTALS	<u>25,851</u>	<u>67,395</u>

⁶In addition to full-time enrollment, the State institutions in 1953-54 had a part-time enrollment of 11,520; private institutions, a part-time enrollment of 8,746. In 1965-66, part-time enrollment was respectively, 34,003 and 21,914.

⁷Actual 1966-67 enrollment data will not be available until after registration in September 1966.

SCHOLARSHIPS AND LOANS

The New Jersey State Scholarship program was provided for by legislation enacted in 1959. Students awarded State scholarships receive \$500 a year or the cost of tuition, if this is less, and may attend either a public or private institution. A scholarship is renewed to cover four years providing the student continues to do satisfactory work in college.

The State has authorized \$23,798,500 for scholarship grants since the program began, distributed by years as follows:

1959	\$ 330,674
1960	1,062,621
1961	2,105,600
1962	3,130,745
1963	3,671,620
1964	4,175,000
1965	4,540,240
1966	4,782,000

In September, 1966, more than 14,000 New Jersey students attending college will be assisted by these scholarships. This represents approximately one out of every 11 New Jersey students who are in college this year, either in or out of state, private and public.

STUDENT LOANS

The student loan program was also provided for by 1959 legislation. The State of New Jersey guarantees the loans which are made by participating banks with the approval of the Higher Education Assistance Authority, the office of which is in the Department of Education.

Beyond modest administrative costs, the State incurs expense only if a loan is defaulted. As of April 30, 1966, there were 16,953 loans outstanding, totaling \$13,605,388. Total defaults to this date amounted to \$125,789, all of which has been covered by the interest accruing from a guarantee fund at no cost to the State.

NEW JERSEY PRIVATE COLLEGES

The State Board of Education in its studies of the needs of higher education, has always taken into account the important contributions of the private colleges. In each study, the State Board has consulted all private institutions before projecting the needs to be filled by the public institutions. Since 1946 when the State Board assumed the duties of the old Board of Regents, the Board has taken hundreds of actions involving the private colleges. These include approvals, reapprovals, new courses, the establishment of new departments and new schools within the private colleges and universities.

As Table V shows, the number of students enrolled in New Jersey private colleges and universities grew from 15,609 in 1953-54 to 33,114 in 1965-66. Well over half the places for graduate and professional students in New Jersey are in private institutions. Two private institutions, Seton Hall College of Medicine and Dentistry, and Fairleigh Dickinson College of Dentistry, pioneered the first two successful colleges of this kind in the State. Engineering education at both the undergraduate and graduate levels provided by Princeton University, Stevens Institute of Technology and Fairleigh Dickinson University helps to meet the needs of New Jersey for technical and scientific personnel.

The Federal Higher Education Facilities Act of 1963 gives support to the Strayer Report's speculation that private colleges will be able to absorb a portion of the estimated overload assigned to them. To date, 12 private institutions of higher learning in the State have received more than \$8.3-million in matching funds under the Act, enabling them to accommodate an additional 13,500 students on their campuses when their new facilities are completed.

This optimism extends beyond the borders of the State. As private colleges nationally are able to add to their facilities, the benefit will accrue to New Jersey youth as well as to the youth of other states. The closing door to college, while very real as to the admission of New Jersey students to publicly supported colleges in other states, is not true to the same degree with respect to private colleges. In 1965-66, of the 49,703 New Jersey undergraduates enrolled out of State, 12,591 were in public colleges and universities. For example, of the 2,470 New Jersey undergraduates attending college in Massachusetts, only 62 were enrolled in publicly supported institutions, while 2,408 were in private colleges. Similarly, of 925 New Jersey undergraduates enrolled in Indiana, only 65 were in public institutions, while 860 were in private colleges, 289 of these in Notre Dame University alone. This pattern is repeated

in many other states. Based on long experience in New Jersey, it is the judgment of the State Board that fairly large numbers of New Jersey youth will continue to seek entrance to private colleges and universities. This is in no way intended as any argument against significant expansion of New Jersey public institutions. Rather, it is by way of explaining some of the projections of need.

The legislative attitude of New Jersey has been traditionally friendly toward private education. The statutes provide only as much authority for approval of programs of private colleges as is necessary to protect the public welfare. The power to contract with institutions to provide higher education services, given first to the State Board of Regents and then to the State Board of Education, appears to have been founded in a legislative desire not to develop duplicate and competitive State institutions where existing facilities could be utilized or expanded.

In 1962 an Advisory Council on Higher Education was formed by the Commissioner to represent both the State-supported and private institutions in counseling with the Commissioner of Education and the Division of Higher Education on matters of mutual concern. The Advisory Council has worked in the development of a scholarship incentive program endorsed by the State Board of Education, which prompted legislation having as its goal greater freedom to New Jersey students in the choice of the institutions they wish to attend. This plan goes beyond the original State scholarship program to provide additional tuition assistance to college students, to a maximum of \$500 additional yearly, related to the student's financial need and cost of tuition at the college which he selects. Such a program will have the effect of enabling a greater number of worthy New Jersey students to select private colleges if they wish and at the same time make a corresponding reduction in the demand for places in the State-supported institutions. Such a proposal is consistent with the original State scholarship program, which makes financial need an essential criterion.

The State Board regards the private colleges and universities of the State not as merely supplementing and extending the program of the State-supported institutions, but as a vital element of the total program, which must be nurtured and encouraged by all means consistent with the law.

STATE COLLEGES

"New Jersey is commonly regarded in educational circles as having been more successful than most states in maintaining a competent teaching staff in its public schools."

It is not by chance that such a statement is possible. The State Board recognizes that an adequate supply of well-prepared and competent teachers is the sine qua non of an education program. New Jersey annually needs more teachers than it employed in the previous year because of the growth of school age population. In 1954-55, for example, 1,346 such teachers were needed; 1964-65 the figure had risen to 2,831. Teachers who leave teaching service in New Jersey through death, retirement, or to assume other duties or employment, also must be replaced. In 1954-55, this number totaled 2,582; by 1964-65 the figure had risen to 6,717. To meet these needs, teachers must be recruited from the new graduates of programs of teacher education, both in and out of New Jersey; from former teachers returning to service; and from those teaching in other states. Of the 3,928 teachers needed in 1954-55, 858, or 22 per cent, were supplied by the New Jersey State Colleges; of the 9,548 teachers required in 1964-65, 2,565, or 27 per cent, were from the State Colleges.

Thus, even the great emphasis upon expansion of facilities and programs of the State Colleges has made it possible for these colleges only to "stay even" as a source of supply of teachers for New Jersey schools. The fact that "New Jersey is commonly regarded in educational circles as having been more successful than most states in maintaining a competent teaching staff in its public schools" does not mean we can be complacent or fail to guard against the tendency to relax our efforts--for predictions for the next decade point to the need for larger numbers of staff and facilities.

For years, the State Board has been recommending that funds be made available to initiate a program for students not wishing to prepare for a teaching career. This fall all six State Colleges will offer for the first time liberal arts programs which do not include required education courses. In addition, two of the colleges, Paterson State and Trenton State, will offer programs in nursing. Trenton State will also offer master of arts degrees in mathematics and in science. This is the first time a graduate degree not requiring education courses has been offered.

Growth

The growth of the six State Colleges in recent years can be measured in several ways. Reference to Tables IV and V shows the dramatic rise in faculty and enrollment. In the 13-year period since 1953-54, the faculty increased from 326 to 1,434 and the student body went from 3,784 to 17,397. This growth has been made possible by the construction of new facilities which provide a campus setting of which any college would be proud. The number of students and faculty is now about 10 times as large as the number of 13 years ago.

Programs

Not unrelated, but educationally even more significant, is the change effected in programs. Until ten years ago, the Colleges at Glassboro, Jersey City, Newark and Paterson prepared elementary school teachers only. Today all six colleges have programs for secondary teachers and each has, in addition, programs for preparing teachers to meet special needs. For example, teachers for the mentally and physically handicapped, librarians and guidance personnel, reading specialists, school nurses, teachers of speech and dramatic arts, industrial arts, and physical education. In addition, all of the colleges offer programs leading to the Master of Arts degree.

The State Board agrees that a broad general education and a strong subject matter background are essential in teacher education. The minutes of the State Board of Education reveal that on July 2, 1953, a Curriculum Commission was established to study the curriculum of the State Colleges. The Commission served with the assistance and counsel of a wide range of lay groups as well as professional and academic groups, along with curriculum experts from other colleges and other states. In 1956 the report of the Curriculum Commission was adopted. The recommendations provided for a curriculum consisting of three well-defined sections: Basic General Education, Basic Professional Education, and Specialization Education. The Basic General Education section provided for a 48 semester-hour program in the general or liberal studies plus opportunity for 12 additional semester hours of free electives. The specialization area makes available major offerings in all so-called academic liberal subjects (English, science, mathematics, history, art and music) with offerings that equal those found in other colleges.

Currently all six of the State Colleges are fully accredited by the Middle States Association of Colleges and Secondary Schools⁸ and the National Council for the Accreditation of Teacher Education. Women graduates are eligible for membership in the American Association of University Women.

The State Board from its own personal knowledge can find no justification for any implication that education at a New Jersey State College is different from, or inferior to, that of a so-called "liberal arts" education. The employment in the faculties of the State Colleges of many who "have backgrounds and orientation in teacher training," can certainly be no basis for such an implication. It is just as logical to have such training represented

⁸A nationally recognized Regional Association. Colleges so accredited meet the high academic standards set by the Association. Credits are exchangeable among colleges and universities which are members of the Association.

in the staff of a college, many of whose graduates go into teaching, as to find persons oriented to business in a college of business administration; the same would be true in engineering, or journalism, or agriculture, to mention other examples. Many faculty members are subject-matter specialists.

The fact is that the term "liberal arts" as a limiting description is no longer precise. Dr. Earl McGrath, Director of the Institute of Higher Education at Columbia University, in a study entitled, Are School Teachers Illiberally Educated? reports that the higher education of future teachers characteristically includes more instruction in liberal arts subjects which expand the student's knowledge outside the area of specialization than do other undergraduate programs.

Some Comments on Management

In 1955 the administrative staff of a State College consisted of a president, a dean, a registrar and a business manager, with supporting clerical workers. By 1964, however, an administrative staff three times as large was necessary. The State College administrative staff now includes the president, the dean of the college, the dean and coordinator of instruction and his associate, the dean of student personnel and administrative assistants, admissions officers, and a business manager with subadministrative officers, all with supporting clerical staffs.

While it is true that the State College budgets are approved by the State Board of Education and the Budget Bureau, such budgets are not inflexible. In fact, it is rare when a request for transfer of appropriated funds from one line item to another is not approved. In the 1963-64 academic year, for example, 260 transfers were made.

It will be noted that not only have there been striking increases in faculty salaries, but there has been a continual upward revision of the salary program. This is further demonstrated by the fact that at its regular meeting on June 1, 1966, the State Board recommended further increases in the salaries of the faculties at the State-supported institutions, raising the maximum salary for a full professor to \$18,867, 116 per cent increase over the maximum in 1953-54.

A Look to the Future

The studies directed by the State Board have explored the question of expanding the function of the State Colleges to make them multi-purpose institutions. The State Board went on record in the Strayer Report as recommending that additional purposes be added to the State Colleges. The report stated:

"The State Colleges should become multi purpose institutions providing for the education of teachers and offering other professional courses, and vocational four and five-year programs. They should offer, as well, pre-professional training in preparation for later enrollment in graduate professional schools."

These goals would have been well under way if all of the \$94-million recommended for capital construction in the Strayer Report had been appropriated. The funds available to the State Colleges so far have made it possible for these colleges only to "stay even" as a source of supply for New Jersey teachers. To add additional programs at the colleges before the money to expand facilities was available would have deprived the State of the thousands of teachers it so badly requires every year. The colleges will become multi-purpose institutions this September, but only on a basis limited by available funds.

COMMUNITY COLLEGES

Although the development of community colleges under State auspices was made possible only after July 1, 1963, the recognition that such colleges could become a major element in meeting college need appeared as early as the State Board's 1955 study, New Jersey's Undergraduates, 1954-73. This vision culminated in a careful study published in 1960 entitled Education Beyond High School: The Two-Year Community College, which not only blueprinted the needs and the possible programs of county community colleges, but also laid the groundwork for legislation making possible the establishment of such colleges.

A county community college can be established whenever the need for it is determined at the county level, its feasibility determined by the Commissioner, and the plan approved by the State Board of Education. Such colleges may offer two-year programs in vocational and technical education, terminal programs in the arts and sciences and programs leading to transfer to four-year colleges.

As of July 6, 1966, 18 counties were involved in some state of county college development, ranging from the initial study to actual college construction. Four county colleges will open in the fall of 1966. Eight counties have appointed boards of trustees and 14 have received approval of the state board of education to establish a college. One additional county has petitioned the State Board for approval and the Higher Education Division is conducting a feasibility study.

The four counties opening community colleges this fall will admit about 2000 freshmen. Their enrollment will be about 3200 the following year. The 14 counties which have received State Board approval have planned initial building capacities totalling 12,950. The enrollment potential for these colleges, based on 1965 statistics, is 50,625 students.

To date about \$10-million, including 1966-67 allocations, has been made available for the county college program. The Higher Education Facilities Act has provided an additional \$4,157,757 to be used with matching funds to accelerate the development of the colleges. The State has assumed financial obligation for more than \$20-million for fiscal 1966-67 for the county colleges. Since most of this is for construction which will not be completed this year, \$7-million has been allocated for the fiscal year.

This past spring the legislature increased the state aid to county colleges by increasing the amount per pupil to \$600 or one half the cost of actual tuition, up from the \$200 per pupil aid previously approved.

The State Board regards the county college program as one of the most dramatic developments in higher education in the history of the State.

The enthusiastic reception by county governments and citizens' groups not only substantiates the need described in the State Board's study published in 1960, but augurs well for the educational success of the program and the provision of thousands of spaces for students seeking education beyond high school. The State Department of Education has made available not just one, but several of its staff, to consult with county groups at all stages of the study and development of county colleges. Additionally, the State Department has prepared and published 11 resource documents ranging in subject matter from "A Guide for a County College Study and Report" to "Functions and Qualifications of a Community College President." As the county colleges come into being, 11 specialists in the State Department of Education, representing all areas of college administration, are available for consulting services.

RUTGERS, THE STATE UNIVERSITY

The State's association with Rutgers is of long standing. In 1864, by act of the Legislature, the Rutgers Scientific School was established, and subsequent legislation made this school the State Agricultural College and the State University of New Jersey, under the general supervision and control of a Board of Visitors. Under the authority of the State Board of Regents, established in 1929, contracts for higher education were made with Rutgers College. When the Board of Regents was dissolved in 1945 and its powers and duties transferred to the State Board of Education, this contractual arrangement was continued until 1956, when by appropriate legislation, Rutgers University became Rutgers, The State University.

The administration of the University is now lodged in a Board of Governors, of which the Commissioner of Education is, ex officio, a member without vote. The Board of Governors has general responsibility to administer the affairs of the University. It is required to prepare and, jointly with the State Board of Education, present the annual budget to the Governor and Legislature. Rutgers has full authority in the employment and dismissal of personnel and fixes salaries in accordance with salary schedules adopted by the Board of Governors and approved by the State Board of Education. The salary schedules so adopted are, with few exceptions, the same as those for the State Colleges and Newark College of Engineering.

In addition to numerous separate approvals and revisions for improvements in the salary schedules at Rutgers, the State Board has, since the Reorganization Act of 1956, given a series of approvals for changes in educational programs. These include, among others, reorganization of the departments within the Department of Agriculture; establishment of the Eagleton Institute of Politics; the Urban Studies Center; the Two-Year Medical School; establishment of the Departments of Medicine, Psychiatry, Anatomy and Pathology; a four-year program in Chemical Engineering; a graduate program in Fine Arts; and a graduate program in City and Regional Planning.

The growth of the University, like that of the State Colleges, is reflected in enrollments, in expenditures for capital construction, and in operating budgets. Reference to Tables I, II, IV, and V will show the extent of this growth. Since 1950, a total of \$69,400,850 in State capital appropriations has provided on the various campuses of the University such new facilities as three libraries, several science buildings, and laboratories, buildings for engineering, law school, school of education, nuclear research, home economics, oyster research, as well as numerous classroom buildings, student centers, and associated facilities. Out of the recently approved \$40.1-million Bond Issue, \$19,069,650 has been allocated to the

State University. This money will be used to provide new buildings for the Camp Kilmer campus, classroom and laboratory buildings, a scientific and medical reference library for the new basic medical science program, and a graduate school of library science.

The University has demonstrated its responsiveness to the special needs of industry, research and the professions in providing for new departments and schools offering undergraduate and graduate training. This development is treated in some detail in The Needs of New Jersey in Higher Education, 1962-1970, pages 18-22. Particularly significant in these accomplishments are the new school for basic medical sciences, the school of library science and the extensive development of facilities and programs in the biological and physical sciences.

NEWARK COLLEGE OF ENGINEERING

Statutory authority is given to the State Board of Education to make contracts for higher education services with colleges other than the State Colleges and the State University. Such a contractual relationship makes it possible for the State Board of Education to provide education in the engineering sciences at Newark College of Engineering. This relationship, backed by \$12,660,564 in capital appropriations since 1950-51 and \$21,701,682 for current operations in the same period of time has fostered a growth in enrollment at the College in 1965-66 approximately twice its enrollment in 1951. The capital improvements have provided additional classroom and laboratory facilities including a \$2,000,000 classroom building and a \$7,000,000 investment in the remodeling of existing buildings. An appropriation of \$2,631,000 from the 1964 Bond Issue provided a library-humanities center and a maintenance building.

Newark College of Engineering provides both undergraduate and graduate programs. The State Board of Education authorized in 1946 the granting of the degree of Master of Science in Chemical, Civil, Electrical and Mechanical Engineering. In the past seven years, the State Board has approved for the Newark College of Engineering a new curriculum in Industrial and Management Engineering leading to the degree of Bachelor of Science in Industrial Engineering; authorized the degree of Doctor of Engineering in Chemical Engineering and Electrical Engineering; approved increase in the number of graduate credits which may be accepted by transfer and approved curriculum requirements for the Master of Science in Engineering and Doctor of Engineering Science in Mechanical Engineering.

ADMINISTRATIVE STRUCTURES

The preceding sections have been directed principally toward establishing a factual record of the status of public and private higher education in New Jersey. A brief look at history should be helpful next.

Until 1929 responsibilities for higher education were not clearly defined. In that year the Legislature established the State Board of Regents, conferring on it broad power "for determining the State's needs in connection with public higher education and determining to what extent institutions of higher education, other than State institutions, should be utilized to meet such needs in whole or in part." The Board of Regents was given power to contract with other than State institutions for services to be rendered to the State, and to recommend to the Budget Commission the amounts necessary to be appropriated in order to enable such institutions to perform the services required by the Board of Regents.

Beginning with its Annual Report to the Legislature for 1940, and in succeeding reports, the Board of Regents recommended its own dissolution and urged the consolidation of all of the State's educational activities under a single agency. In 1944, as a result of conferences initiated by the Regents, it joined with the Board of Education and the Commissioner of Education to recommend such a consolidation of responsibility and authority in the State Board of Education. The Board of Regents in its 16th Annual Report to the Legislature on March 19, 1945, "advocated that all its powers and duties should be transferred to this newly created State Board of Education....The experience and procedures developed in their respective fields can be conserved by such merging of powers and duties."

The recommendations of the State Board of Regents coincided with the report of the New Jersey Commission on State Administrative Reorganization. This Commission in its report to the Governor on January 15, 1945, proposed not only the consolidation recommended by the Regents, but the further assignment to the State Board of Education of the duties of the Board of Visitors of the State Agricultural College, the Board of Managers of that College, the State Library Commission, the Public Library Commission and the State Museum. The rationale of the Commission proposal is contained in the following excerpts from its report:

"The charging of so many Boards and Commissions as well as the Commissioner of Education, with independent duties and powers, results in a lack of coordination and unity of

purpose which is inefficient and not conducive to the sound development of education policy for all the citizens of the State.

"The proposed bills accompanying this report will provide a unified and well integrated State Department of Education charged with the responsibility of planning and directing all the educational services of the State."

The Commission's Report was accompanied by a series of bills designed to carry out the proposals. In the letter of transmittal, the Commission stated: "these bills were introduced at the close of the 1944 Legislature, and have been widely studied by the people of New Jersey. Eighty-two organized groups interested in the educational services of the State have approved the principles of these bills."

The adoption of legislation in 1945 effected the consolidation proposed. Rutgers University continued to operate under contractual arrangement with the new State Board of Education from 1945 to 1956, when legislation was adopted designating Rutgers as The State University.

The expansion of higher education in New Jersey was greatly accelerated from 1945 to the present. At the time of the 1945 reorganization, the total appropriation for the eight publicly supported institutions of higher education was less than three and one-half million dollars, exclusive of funds for the Agricultural Experiment station. The six State Colleges had 2,683 full-time students and an appropriation for current operations of \$1,726,980. Rutgers had 2,031 full-time students and an appropriation of \$1,536,470. Newark College of Engineering had 402 students and an appropriation of \$94,505. Thus the combined enrollment in 1945 was 5,116 and the total appropriation \$3,357,955.

In 1965-66, the combined enrollment reached 34,281 and the total appropriation in 1966-67 including capital appropriation will climb to \$82,017,054.

Capital construction on the various campuses since 1945 exceeds by far all of the capital investment in the publicly supported institutions in the preceding 100 years.

Before the reorganization of 1945, each college competed separately for state appropriations, appearing before the Legislature to make its requests for funds. The results of this kind of approach were not productive, as the record clearly indicates.

Thus the present structure of higher education has been developed out of experience with a pattern of divided responsibility, in which higher education was separate, in part, from the total education program of the State, and in which several functions of higher education were separate from each other. Out of this experience came the realization that such separation and division of function were not only inefficient but also detrimental to the development of an optimum educational program for all the citizens of the State.

Education is a continuous process. Concern for the adult must begin with the concern for the child. A significant source of the strength of New Jersey's total educational program and the major reason that the State has been able to keep abreast of the growth of elementary and secondary schools, while making and implementing realistic plans to meet the needs of higher education, has been the consolidation of the State's educational authority into a single structure.

The creation of higher education as a separate entity not only calls for unnecessary additional staff and overhead expenses, but it divorces higher education from elementary and secondary school education and would jeopardize the educational progress made in New Jersey in the last 20 years.

Under the existing structure, the State Board of Education sees the University, the State Colleges, Newark College of Engineering, the county colleges and the private colleges and universities as complementary parts of a program of higher education operating within the totality of an educational system extending from kindergarten through graduate and professional school. The proposed structure under S-434 injects the probability, indeed the necessity, for the State Colleges to compete against one another, and for each of the 5 categories to compete for a share of the funds available for education in New Jersey.

It needs scarcely to be mentioned that political aggressiveness may thus be the determinant in the prosperity of any institution.

We now return to the State Board of Education and its responsibilities. The State Board is made up of lay citizens, appointed by the Governor with long over-lapping terms, with the advice and consent of the Senate. It is a policy making Board. Like any such Board, it relies upon staff to develop facts and information, and to submit recommendations upon which the Board draws its conclusions, arrives at judgements and formulates its own recommendations. The question is not whether the Board is too busy to handle its responsibilities. It is rather whether it has sufficient staff to serve the Board effectively. The same is true of the work of the Commissioner of Education, who is the official agent of the Board and the chief executive officer of the Department of Education. He, too, must rely on staff.

The Governor and Legislature, under the present arrangement, have been spared the strife and chaos that have characterized many states in recent years as individual colleges and universities have competed with each other for available public funds.

The State Board has no personal vested interests in the present arrangement for higher education. It has, however, had the opportunity to study and observe in ways that permit the Board to make an informed judgment. This judgment is that whatever strengthening is needed should be provided under one coordinating Board.

On June 27, 1966, the Board made the following proposal with special consideration to the needs of higher education.

The Office of Higher Education, equal in status to the Office of Elementary, Secondary and Vocational Education. This office would be headed by a Chancellor whose salary and status would be established at a sufficiently high level to attract a highly competent person who would be fully acceptable to the institutions of higher education. The Office of Higher Education would be organized and staffed with persons of sufficient specialized competence to develop long-range planning, to collect and interpret relevant data, including continuing salary surveys, enrollment statistics, campus utilization studies, cost studies, and the like.

The office would be organized into appropriate divisions, each headed by a Vice-Chancellor. The Office of Higher Education, under the leadership of the Chancellor, would be expected to keep in constant review the present and future needs of higher education, and to make periodic reports to the Board on such needs and to provide the Board with the necessary data to enable it to make decisions concerning long-range planning. The office would also be responsible for developing rapport with, and consulting with, officials of all of the higher education institutions in the State in relation to their problems, their aspirations and their proposals, consistent with the needs of the State.

The administration of the State Scholarship program and the Student Loan program would be a part of the Office of Higher Education.

Similarly, the staff work for the Higher Education Facilities Act Commission would be carried out in the Office of Higher Education. This work has been begun under the present Commission and it has already allocated to the private and public colleges of this State more than 18-million dollars of Federal funds made available for college construction.

SUMMARY of the recommendations by the State Board of Education

CONCERNING HIGHER EDUCATION STRUCTURE

The Board, on a number of occasions, has stated that it has recommendations for change which will accomplish the objectives on which most persons could agree.

The plan, simply stated, is

1. The creation within the Department of Education of an Office of Higher Education, equal in status to the Office of Elementary, Secondary and Vocational Education. This office would be headed by a Chancellor whose salary and status would be established at a sufficiently high level to attract a highly competent person who would be fully acceptable to the institutions of higher education. The Office of Higher Education would be expanded and staffed with persons of sufficient specialized competence to develop long-range planning, to collect and interpret relevant data, including continuing salary surveys, enrollment statistics, campus utilization studies, cost studies, and the like.

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Certain vital services would be shared with the Office of Higher Education by the Office of Elementary, Secondary and Vocational Education at great savings to the State. These shared services would include: business services (which includes accounting, auditing, budget preparation, calculation and disbursement of State aid and Federal aid, payroll, and overall financial enforcement and review), vocational-technical consultation for County College terminal programs, data processing equipment consisting of the Department's new computer, printing, personnel services, editorial and information services, and graphic arts.

2. Establishment of a single Board of Trustees for the State Colleges. Such a proposed Citizens Board for the State Colleges would be responsible for overall policy determinations, thus leaving administrative procedures and control in the hands of the State College presidents. This recommendation respects the need and desire for more self-determination on the part of State College faculties and administrative officers within the general concept of the need for coordination of efforts and resources. Adoption of this recommendation would place the responsibility for appointment and dismissal of faculty and other staff in the hands of the president, subject to the approval of the Board of Trustees. The Board of Trustees would have an Executive Director, a budget officer, and such other personnel as may be required. College presidents would have free access to the Board of Trustees. Such a Board with Statewide responsibilities would avoid the inevitable conflict that can easily be foreseen with six or eight boards in competition with each other.

3. The creation of an Advisory Council for the County Colleges, with appropriate members, which would work with the Chancellor of Higher Education. The unique problems of the emerging County Colleges could thereby be brought to the attention of the Chancellor, but also of the State Board of Education.

4. The continuation of the present Higher Education Advisory Board, representing all higher education, both public and private, and working directly with the Chancellor for Higher Education and his staff. Periodic stated meetings of the Higher Education Advisory Board would be held with the State Board. Such an arrangement would assure that problems, issues and attitudes, representing all of higher education would be brought to the attention of the State Board of Education to help it fulfill its coordinating responsibility.

5. Under this organization neither the Commissioner of Education nor the State Board of Education would have direct responsibility for operating or administering institutions. Instead, the State Board would become the body charged with coordination, and the Commissioner of Education would be the Executive Officer of such a Board. The Boards of Trustees for the State Colleges, County Colleges, the Newark College of Engineering, and Rutgers, The State University, would confer with and report to the State Board through the

Chancellor on those matters requiring coordination. These would include budget requests, a request for the establishment of new colleges, schools, major departments or programs, as well as discontinuance of programs, etc. The State Board would recommend the allocation of capital funds among the various colleges and would in general have the responsibility for recommendations to the Governor and the Legislature on those matters which could not be requested or decided individually by institutions without conflict and competition. Under this arrangement, designed to achieve coordinated planning, broad authority and coordinating responsibility must be assigned to the State Board.

The plan of reorganization is not intended to provide machinery for the administration or the too strict supervision of individual colleges and universities. It is not expected to "control" in the usual sense because it has as its purpose a continuous effort for optimum performance in all institutions of higher education and the development of long-range planning for that purpose.

Even in this area, such planning must be done cooperatively, and the planning must be flexible and subject to changes that cannot be foreseen. The coordinating board works to avoid duplication of effort on the one hand and to promote needed programs on the other. Through its staff it supplies the data for the use of all colleges and universities in making judgements and recommendations made by the coordinating board. It provides a general leadership function by helping to point the way to future development.

Finally, it must be said that the desired progress will be made only when sufficient money is made available for the construction of facilities, the development of new programs, and the attainment of a competitive position to attract and retain a highly qualified staff. As is well known and generally accepted, neither the State Board of Education nor the individual units of higher education have had the funds available at the proper time and in adequate amount to accomplish all that the State Board has consistently recommended and for which it has worked for many years.

June 27, 1966

